



# Oregon

John A. Kitzhaber, M.D., Governor

**Department of Land Conservation and Development**

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: (503) 373-0050

Fax: (503) 378-5518

[www.oregon.gov/LCD](http://www.oregon.gov/LCD)



## **NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION**

Date: June 05, 2015  
Jurisdiction: City of Canyonville  
Local file no.: UGB-14-1, ZC-14-1, A  
DLCD file no.: 002-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 06/01/2015. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 36 days prior to the first evidentiary hearing.

### Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A 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).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

### DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or [plan.amendments@state.or.us](mailto:plan.amendments@state.or.us)

DLCD FORM 2



# NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE
<b>DEPT OF</b>
File No.:
Received: JUN 01 2015
LAND CONSERVATION AND DEVELOPMENT

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See OAR 660-018-0040). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use Form 4 for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use Form 5 for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use Form 6 with submittal of an adopted periodic review task.

Jurisdiction: City of Canyonville

Local file no.: **UGB 01-14. ZC 01-14**

Date of adoption: March 26, 2015

Date sent: March 27, 2015

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 1/21/15

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes ☒ No

If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Janelle Evans, City Administrator

Phone: 541-839-4258

E-mail: city.administrator@cityofcanyonville.com

Street address: 250 North Main

City: Canyonville

Zip: 97417-

## PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

### For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

### For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from	to Residential	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address): T30S, R05W, Sec. 26 45.5 acrs of TL 200 and 4.9 acres of TL

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres: 49

Non-resource – Acres:

Forest – Acres:

Marginal Lands – Acres:

Rural Residential – Acres:

Natural Resource/Coastal/Open Space – Acres:

Rural Commercial or Industrial – Acres:

Other: – Acres:

**If the comprehensive plan map change is an urban reserve** amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:

Non-resource – Acres:

Forest – Acres:

Marginal Lands – Acres:

Rural Residential – Acres:

Natural Resource/Coastal/Open Space – Acres:

Rural Commercial or Industrial – Acres:

Other: – Acres:

**For a change to the text of an ordinance or code:**

Identify the sections of the ordinance or code that were added or amended by title and number:

Attached

**For a change to a zoning map:**

Identify the former and new base zone designations and the area affected:

Change from EFU Grazing and Farm and Fores to R-2 Acres: 49

Change from to Acres:

Change from to Acres:

Change from to Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation: Acres added: Acres removed:

Location of affected property (T, R, Sec., TL and address): T30S, R05W, Sec. 26 45.5 acrs of TL 200 and 4.9 acres of TL

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List affected state or federal agencies, local governments and special districts:

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.



## **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

May 26, 2015

Lane Council of Governments  
Jacob Callister  
859 Willamette St. #500  
Eugene, OR 97401

Re: Notice of Adoption, Falk Estates LLC, Canyonville Proposed UGB Expansion

Jacob,

This letter is in regards to the notice we received at the Douglas County Planning Department on May 21, 2015, pertaining to Ordinance 631 that amends the City's comprehensive plan to enlarge its urban growth boundary to incorporate additional residential land and a portion of Tiller Trail Highway.

Prior to this notice of adoption, Douglas County reviewed the material submitted by LCOG detailing the applicant's request to expand the Canyonville UGB. At that time, the County recognized that recent legislation through the passage of HB 2253, now codified as ORS 195.033, changed the procedures in which population forecast coordination occurs and is applied to the process of amending the UGB.

ORS 195.033 allows for a local government to continue to use ORS 195.034 until a final population forecast is issued by Portland State University. At the time the applicant submitted their application to the City, a final population forecast for the City of Canyonville had yet to be issued.

Douglas County provided comments to the City of Canyonville in a correspondence letter dated December 3, 2014, indicating the UGB amendment being considered seemed a reasonable location and encouraged the City to apply the appropriate standards found within the statutes when issuing a decision regarding the application.

This letter serves as the County's final action in accordance with the "joint" Post Acknowledgment Plan Amendment process outlined in the City of Canyonville/Douglas County Urban Growth Management Agreement (UGMA).

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



Section 3.1 of the UGMA states:

All City Plan text or map amendments and all City implementing ordinance (or code) amendments, not including Zone Map amendments, affecting the UGA shall be enacted in accordance with the procedures established in this Section.

Section 3.1.1 goes on to state:

The City shall notify the County of the proposed amendment at least 20 days before the City Planning Commission's first hearing. The City Planning Commission shall consider the County's comments when making its recommendation. The City Planning Commission's recommendation shall be forwarded to the County for comments. The County may provide additional comments prior to the City Council's (Council) final decision. In making its decision, the Council shall consider the comments of the County. The City shall notify the County in writing of its decision.

Lastly, Section 3.1.2 states that:

Within 15 days of receipt of written notice of the Council's decision, the Board of Commissioners (Board) may, on its own motion, notify the City of its intent to review the Council's decision. If the Board fails to respond within 15 days, the Council's decision shall be final and take effect, for the UGA, on the 16<sup>th</sup> day.

There is no planned Board of Commissioners review that will implement the UGMA amendment process, as outlined in Section 3.1.2 above. Therefore the City's decision is affirmed by Douglas County, making this the final County action in accordance with the UGMA.

If you have any questions, please feel free to contact me at 541-440-4289.

Sincerely,

A handwritten signature in black ink, appearing to read 'Stuart Cowie', with a long horizontal flourish extending to the right.

Stuart Cowie  
Senior Planner

## **ORDINANCE NO. 631**

**AN ORDINANCE AMENDING THE CANYONVILLE COMPREHENSIVE PLAN TO ADOPT AN URBANIZATION STUDY, REPLACING PORTIONS OF A PREVIOUSLY ADOPTED URBANIZATION STUDY, TO ENLARGE THE CANYONVILLE URBAN GROWTH BOUNDARY TO INCLUDE A PORTION OF TILLER TRAIL HIGHWAY AND 45 ACRES OF TAX LOT 200, ASSESSOR'S MAP 30S R5W SECTION 26 AND 4.9 ACRES OF TAX LOT 700, ASSESSOR'S MAP 30S R5W SECTION 26 AND TO DESIGNATE THIS PROPERTY AS RESIDENTIAL**

**WHEREAS**, a request to amend the Canyonville Comprehensive Plan to enlarge the Urban Growth Boundary to include a portion of Tiller Trail Highway and 45 Acres of Tax Lot 200, Assessor's Map 30s R5w Section 26 and 4.9 Acres of Tax Lot 700, Assessor's Map 30s R5w Section 26, as described in the legal description and map attached as Exhibit A, and to designate this property as Residential, was submitted to the City in May of 2013; and

**WHEREAS**, the Canyonville Planning Commission heard the request to enlarge the Canyonville Urban Growth Boundary at a public hearing on February 11, 2015, reviewed supporting material, and recommended conditional approval to the City Council; and

**WHEREAS**, the City provided notice of and a held public hearing before the City Council on March 23, 2015; and

**WHEREAS**, the City Council determined that the request to enlarge the Canyonville Urban Growth Boundary and to designate the property identified in Exhibit "A" as Residential, is consistent with the Canyonville Comprehensive Plan, as amended by this Ordinance; the Statewide Planning Goals; OAR Chapter 660, Division 024; and ORS 197.298 as explained in the Findings of Fact attached as Exhibit B; and

**NOW, THEREFORE**, the City of Canyonville ordains as follows:

**Section 1.** The Canyonville City Council hereby amends the Canyonville Comprehensive Plan to include the property described in the attached Exhibit "A," attached hereto and incorporated herein by this reference, in the Canyonville Urban Growth Boundary and to designate said property as Residential.

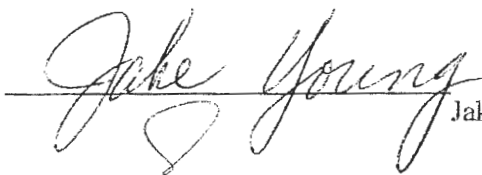
**Section 2.** The Canyonville City Council hereby adopts the Canyonville Urbanization Study 2015, attached as Exhibit "E" to the Staff Report, and incorporated herein by this reference as if set forth in full; and by that adoption, incorporates the Canyonville Urbanization Study 2015 as a part of the Canyonville Comprehensive Plan. The adoption of the Canyonville Urbanization Study 2015 repeals those portions of the 1997 Urbanization Study that have been superseded by the more recent Urbanization Study and no longer remain valid, as indicated by the analysis and conclusions of the 2015 Urbanization Study.

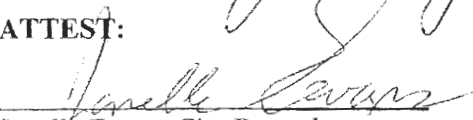
**Section 3.** The Canyonville City Council adopts the Findings of Fact, set forth in Exhibit "B," attached hereto and incorporated herein by this reference, as the basis of this decision to include the property described in Exhibit "A" in the Canyonville Comprehensive Urban Growth Boundary and to designate this property as Residential.

**PASSED** by the Canyonville City Council this 23<sup>d</sup> day of March 2015.

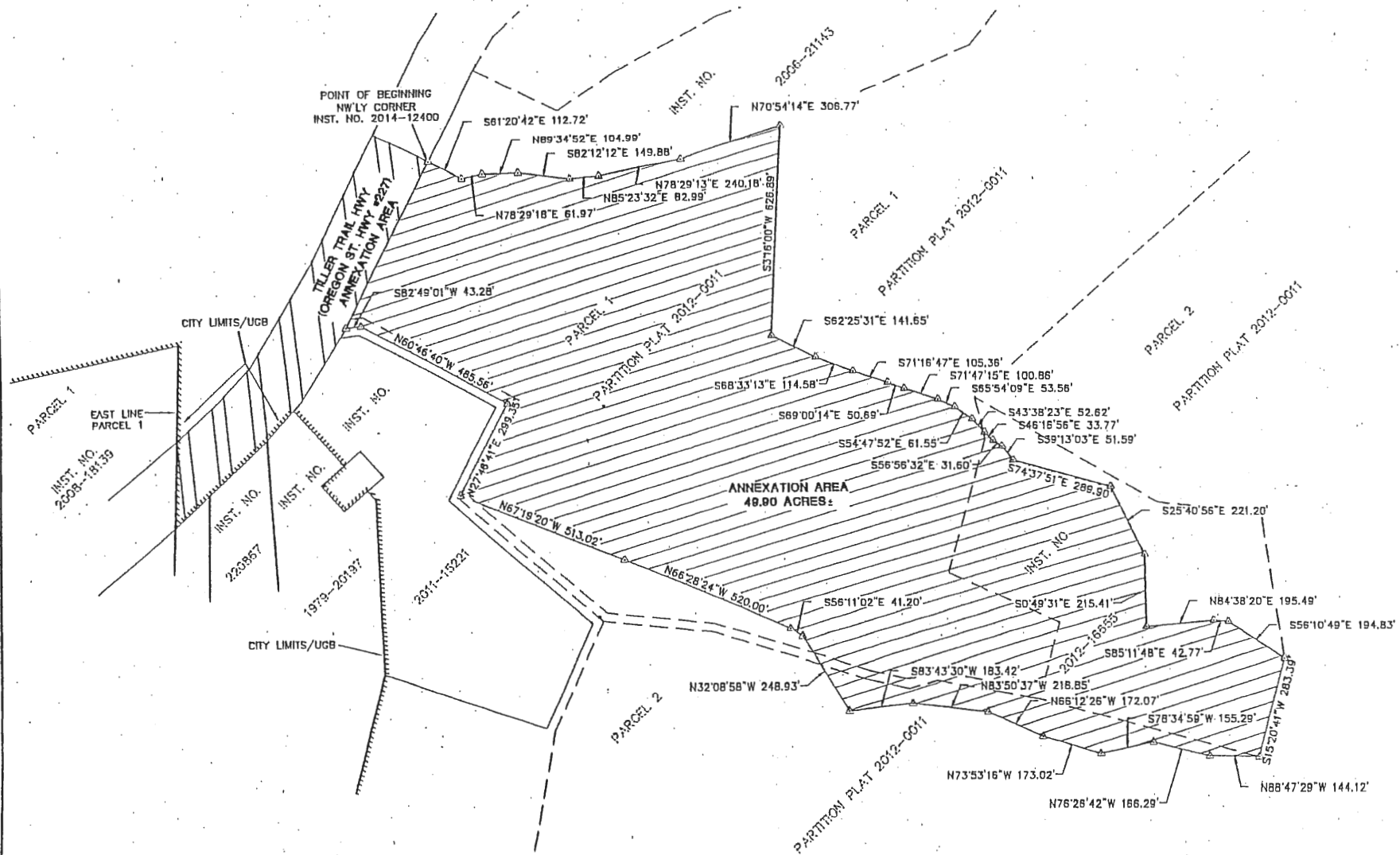
**APPROVED AND SIGNED** this 23<sup>d</sup> day of March 2015.

**ATTEST:**

  
\_\_\_\_\_  
Jake Young, Mayor

  
\_\_\_\_\_  
Janelle Evans, City Recorder

## Exhibit A



**SURVEYED BY:**

<b>i.e.</b>	809 SE Pine Street Roseburg, Oregon 97470 PHONE (541) 673-0166 FAX (541) 440-9392 lemail@ieengineering.com
<b>ENGINEERING</b>	

SURVEYED FOR:  
DR. GREG FALK  
PO BOX 198  
CANYONVILLE, OR 97417

DWG. BY:BHK

PM:AMP

PAGE: 1 OF 1  
JOB NO:2513-01

SCALE: AS NOTED

DATE: OCT. 2014



**PROPOSED ANNEXATION OF FALK PROPERTY AND  
TILLER TRAIL HIGHWAY INTO CITY OF CANYONVILLE, OREGON**  
LOCATED IN THE SE 1/4 OF SEC. 27 AND THE SW AND SE 1/4 OF SECTION 26,  
TOWNSHIP 30 SOUTH, RANGE 5 WEST, DOUGLAS COUNTY, OREGON



EXHIBIT A

Subject Tract

A tract of land being a portion of that tract of land described in Instrument Number 2006-21143, Deed Records of Douglas County, described more particularly in Instrument Number 2014-12400, Deed Records of Douglas County, a portion of PARCELS 1 and 2 of Partition Plat 2012-0011, Plat Records of Douglas County, and a portion of that tract of land described in Instrument Number 2012-16655, Deed Records of Douglas County, located in the Southwest and Southeast Quarters of Section 26, Township 30 South, Range 5 West, Willamette Meridian, Douglas County, Oregon, more particularly described as follows:

Beginning at a point on the Easterly Right-of-Way Boundary of Tiller Trail Highway (Oregon State Highway No. 227), being the Northwest corner of that tract described in said Instrument Number 2014-12400, from which the Northwest corner of said Instrument Number 2006-21143 bears South 24°25'29" West, 8.03 feet;

Thence leaving said Easterly Right-of-Way Boundary, and along the Northerly boundary of that tract of land described in said Instrument Number 2014-12400 the following courses: South 61°20'42" East, 112.72 feet;

Thence North 78°29'18" East, 61.97 feet;

Thence North 89°34'52" East, 104.99 feet;

Thence South 82°12'12" East, 149.88 feet to a point on the South boundary of that tract of land described in said Instrument Number 2006-21143;

Thence along said South boundary, North 85°23'32" East, 82.99 feet;

Thence leaving said South boundary and continuing along the Northerly of that tract of land described in said Instrument Number 2014-12400 the following courses: North 78°29'13" East, 240.18 feet;

Thence North 70°54'14" East, 306.77 feet to the aforementioned South boundary of that tract of land described in said Instrument Number 2006-21143;

Thence leaving said South boundary, South 03°16'00" West, 626.89 feet;

Thence South 62°25'31" East, 141.65 feet;

Thence South 68°33'13" East, 114.58 feet;

Thence South 71°16'47" East, 105.36 feet;

Thence South 69°00'14" East, 50.69 feet;

Thence South 71°47'15" East, 100.86 feet;

Thence South 65°54'09" East, 53.56 feet;

Thence South 54°47'52" East, 61.55 feet;

Thence South 43°38'23" East, 52.62 feet;

Thence South 46°16'56" East, 33.77 feet;

Thence South 56°56'32" East, 31.60 feet;

Thence South 39°13'03" East, 51.59 feet;

Thence South 74°37'51" East, 289.90 feet;

Thence South 25°40'56" East, 221.20 feet;

Thence South 00°49'31" East, 215.41 feet;

Thence North 84°38'20" East, 195.49 feet;

Thence South 85°11'48" East, 42.77 feet;

Thence South 56°10'49" East, 194.83 feet to the Northeast corner of that tract of land described in said Instrument Number 2012-16655;

Thence Southerly along the Easterly boundary of said Instrument Number 2012-16655, South 15°20'41" West, 283.39 feet, more or less, to the Southeast corner of said Instrument Number 2012-16655;

Thence North 88°47'29" West, 144.12 feet;

Thence North 76°26'42" West, 166.29 feet;

Thence South 78°34'59" West, 155.29 feet;

Thence North 73°53'16" West, 173.02 feet;

Thence North 66°12'26" West, 172.07 feet;

Thence North 83°50'37" West, 218.85 feet;

Thence South  $83^{\circ}43'30''$  West, 183.42 feet to the Easterly boundary of a 60' wide Natural Gas Pipeline Easement;

Thence Northwesterly along said Easterly boundary the following courses: North  $32^{\circ}08'58''$  West, 248.93 feet;

Thence North  $56^{\circ}11'02''$  West, 41.20;

Thence Westerly along the North boundary of said Easement the following courses: North  $66^{\circ}28'24''$  West, 520.00 feet;

Thence North  $67^{\circ}19'20''$  West, 513.02 feet to a point on the West boundary of said Instrument Number 2012-16655;

Thence Northerly along said West boundary, North  $27^{\circ}46'41''$  East, 299.35 feet to an angle point in the South boundary of said Instrument Number 2012-16655;

Thence Westerly along said South boundary, North  $60^{\circ}46'40''$  West, 485.56 feet;

Thence continuing Westerly along said South boundary, South  $82^{\circ}49'01''$  West, 43.28 feet to a point on the aforementioned Easterly Right-of-Way boundary;

Thence Northerly along said Easterly Right-of-Way boundary to the Point of Beginning and there terminating.

EXCEPTING any portion of said Tiller Trail Highway (Oregon State Highway No. 227)

Contains 49.90 Acres, more or less.

#### Right-of-Way

A variable width strip of land being a portion of the Tiller Trail Highway Right-of-Way (Oregon State Highway No. 227) located in the Southeast Quarter of Section 27 and the Southwest Quarter of Section 26, Township 30 South, Range 5 West, Willamette Meridian, Douglas County, Oregon, more particularly described as follows:

All of that portion of said Tiller Trail Highway Northeasterly from the Southerly extension of the East boundary of PARCEL 1 of that tract of land described in Instrument Number 2008-18139, being the Urban Growth Boundary Line of the City of Canyonville, to a line, perpendicular to the centerline of said Tiller Trail Highway from the Northwesterly corner of that tract of land described in Instrument Number 2014-12400.

## Exhibit B

### CANYONVILLE CITY COUNCIL FINDINGS OF FACT

#### Falk Comprehensive Plan Amendment (Urban Growth Boundary Expansion) UGB-14-01

**A. THE CANYONVILLE CITY COUNCIL FINDS THE FOLLOWING:**

- a. The property owners, Gregory and Marcia Falk, initiated the Comprehensive Plan Amendment request in May, 2013. The application was forced complete October 28, 2014.
- b. Criteria to be met for approval of this action by the City of Canyonville are set forth in Oregon Revised Statutes, the Statewide Planning Goals and the policies of the Canyonville Comprehensive Plan.
- c. The property owner has submitted evidence, in the form of an urbanization study with findings and conclusions, which supports a need for urban growth expansion, as well as justification for expansion into the area proposed for expansion, zone change and annexation (as described in Exhibit P).
- d. The Canyonville Planning Commission held a public hearing in accordance with Canyonville Municipal Code Section 18.88.070 after giving the required notice per the same Section, and considered all material relevant to the Comprehensive Plan and associated Zone Change and Annexation that has been submitted by the applicant, staff and the general public regarding this matter. The Planning Commission provided two conditions on their approval recommendation. 1) The positive approval was conditioned on the property owners and the neighbors (Huffman and Wright) reaching a mutual agreement for the mitigation of impacts to the existing industrial site. These impacts were addressed in a mutual agreement (Exhibit S) and Huffman and Wright have rescinded their letter of opposition to the application. 2) The positive approval was conditioned upon both owners signing the plan amendment application or mutually authorizing a representative to do so. Mark Garrett, the applicant's representative, has provided said authorization.
- e. The Canyonville City Council held a public hearing in accordance with Canyonville Municipal Code Section 18.88.070 after giving the required notice per the same Section, and considered all material relevant to the Comprehensive Plan and associated Zone Change and Annexation that has been submitted by the applicant, staff and the general public regarding this matter.



B. IT IS HEREBY ORDERED THAT the Canyonville City Council approves of the Comprehensive Plan Amendment to expand the Urban Growth Boundary as proposed based on the following Findings of Fact:

**FINDINGS OF CONSISTENCY WITH CITY OF CANYONVILLE COMPREHENSIVE PLAN POLICIES**

***Criterion 1: Citizen Involvement Policies***

1. *The City shall, through the Planning Commission (which also serves as the Committee for Citizen Involvement) and the Common Council, allow interested persons to participate in the adoption, review and evaluation of the Canyonville Comprehensive Plan and implementing measures, amendments and revisions thereto by means of oral or written testimony*
2. *Written material or other exhibits considered in making land use policy decisions shall be available for public review at City Hall.*

**Finding: Satisfied.** Adequate outreach and opportunities for participation and feedback were provided to the community. Public notice of the three applications was provided in the form of mailings (for owners within 500 feet of the subject property) and publication in the Douglas County Mailer. The Planning Commission hearing was postponed twice (from December 10<sup>th</sup> until January 14<sup>th</sup>, and from January 14<sup>th</sup> until February 11<sup>th</sup>). The original notices and date changes for scheduled hearing(s) were consistent with public hearings notice law. The proposal is consistent with applicable Citizen Involvement policies.

***Criterion 2: Natural Features Policies:***

Natural Features Goal 1 includes policies requiring the City to prevent inappropriate development in natural hazard areas.

Natural Features Goal 2 requires the City to conserve agricultural and forest lands outside of the UGB where feasible. The following policies under Goal 2 provide more detail with particular relevance to the proposed expansion:

1. Preserve all uncommitted agricultural capability Class I and II lands outside the current (1988) city limits for agricultural use.
2. To the extent feasible given urbanization pressures, preserve all uncommitted agricultural Class III and IV land outside the current (1988) city limits for agricultural use.
3. Where appropriate and not in conflict with policies "a" and "b" (above), designate lands rated "good" or "fair" for urban development as highest in priority for urbanization.

Natural Features Goal 3 requires the City to preserve vegetation, wildlife and water resources.

**Finding: Satisfied.** The area proposed for inclusion in the UGB does not extend up the surrounding steep slopes. The subject property is not identified in any inventory of areas which have the likely potential to be subjected to natural disasters and hazards. Future development

proposals will be subject to strict review and enforcement of buffers. If there is a determination that any form of development is subject to hazard or has potential impacts on resources, mitigating measures will have to be adequately described before approvals are granted. Regardless, it is the obligation of the applicant to ensure that Plan Policies can be feasibly met. It is the Commission's findings that the proposal is consistent with applicable Natural Resources policies and that these policies can be feasibly met.

***Criterion 3: Transportation Element***

Canyonville's Transportation goals are to (1) "improve traffic flow and increase the safety of the present system," and (2) "promote energy conservation by encouraging alternative forms of transportation."

**Finding: Satisfied.** The applicant hired Lancaster Engineering to perform a Transportation Analysis in February, 2013. That analysis reviewed the impacts of a zone change and possible associated development. The analysis was performed consistent with the Oregon Transportation Planning Rule (TPR). The Oregon Department of Transportation also reviewed the application and Lancaster Engineering's report relative to the impacts of the proposal and possible development on the existing transportation system (Appendix D to Exhibit E). The analysis concluded that the impact to the existing infrastructure (traffic flow and safety) created by the proposed annexation, zone change, and eventual development of the subject property are expected to be minimal and there will not be a "significant affect" as defined by the TPR. ODOT has advised the applicant that the proposed land use change will not significantly affect the area's transportation system, and therefore a Traffic Impact Study (TIS) will not be required as a prerequisite to the proposed Plan amendment and zone change as otherwise required by OAR 660-012-060.

Although the applicant has provided a conceptual development plan, the applications do not address development. Questions of "alternative forms of transportation," (e.g. bicycle and pedestrian infrastructure) must be addressed at the time of development, but the proposal conveys a feasibility for alternative forms of transportation. The applicant's expansion alternatives analysis provides support for the selection of an area not immediately adjacent to downtown Canyonville. The proposal is consistent with applicable Transportation policies.

***Criterion 4: Land Use and Urbanization Element***

The City's Land Use and Urbanization goal is "to ensure that future development enhances our community's quality of life and proceeds in an orderly manner."

Land Use and Urbanization Policy 1.1 directs the City to designate the open land within the City as the area of highest priority for urban development and to encourage infilling already serviced parts of the City.

Land Use and Urbanization Policy 1.3 directs the City to develop an overall transportation system which includes pedestrian and bicycle paths linking all existing and proposed residential areas with park and recreation facilities and activity centers, especially the downtown area.

Land Use and Urbanization Policy 1.6 directs the City to adhere to development phasing as follows:

*Phase I – from the present until the City has determined that areas outside the existing City limits can be serviced without placing further burdens on Canyonville residents, new development should occur within the City limits. (Parts of some areas just outside the City which could be serviced from existing lines may also be included in this phase.)*

*Phase II – direct growth into and service the areas north and west of town, contiguous to existing development, in an area where services are immediately available.*

*Phase III – areas not developed under Phase II should have the next development and servicing priority, after the Phase II area has been substantially filled out.*

*Phase IV – Land to the east of the current UGB, along the Tiller Trail Highway, should be considered as potential "Urban Reserve", for longer-term (through the Year 2040) UGB expansion.*

Land Use and Urbanization Policy 1.8 notes that any changes to the Urban Growth Boundary shall be based on considerations of the following:

- 1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;*
- 2) Need for housing, employment opportunities, and livability;*
- 3) Orderly and economic provision for public facilities and services;*
- 4) Maximum efficiency of land uses within and on the fringe of the existing urban area;*
- 5) Environmental, energy, economic and social consequences;*
- 6) Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and*
- 7) Compatibility of the proposed urban uses with nearby agricultural activities.*

Land Use and Urbanization Policy 1.9 establishes that conversion of urbanizable land to urban uses shall be based on consideration of:

- 1) Orderly, economic provision for public facilities and services;*
- 2) Availability of sufficient land for the various uses to insure choices in the market place;*
- 3) LCDC goals; and,*
- 4) Encouragement of development within urban areas before conversion of urbanizable areas.*

**Finding: Satisfied.** Regarding Policy 1.1, Although much of the identified specific need for single family housing could be accommodated on currently buildable acreage in Canyonville, the analysis provided in the study reveals the subject site to be the most appropriate location for accommodating the needed housing type (more affordable manufactured housing). The argument centers on lot size and topographic (slope) constraints.

Regarding Policy 1.3, the proposal is not approving any forms of development. When a development permit comes before the City of Canyonville related to the expansion, questions of connectivity will need to be addressed by the applicant.

Regarding Policy 1.6, Phase I of the development phasing was completed in approximately 1982 with the construction of the dam on a fork of Canyon Creek. In 1997, The City conducted an Urban Growth Boundary expansion analysis and expanded the urban growth boundary to include an area on the west end of town. The area was soon after developed as the Knoll Terrace manufactured home park. The extensive study performed by the applicant at that time indicated that other areas to the north were not suitable (or available) to meet residential demands, addressing Phase II and III. The current applicant's buildable lands analysis and alternatives analysis has drawn the same conclusion.

Building on the conclusions relative to Phases I, II and III and considering that the planning horizon for the applicant's UGB expansion study is 2014-2034, the proposed expansion (along Tiller Trail Highway) is in keeping with phasing concepts related to Land Use and Urbanization Policy 1.6. The applicant has provide the City with findings related to the serviceability of the area (Exhibit M), and the City's engineer has provided concurrence of the assumptions (Exhibit N).

Policies 1.8 and 1.9 are derived directly from Goal 14 administrative rules (although what used to be seven factors has been reduced to four similar factors). The discussion and conclusions related to Goal 14 within this report provide evidence of consistency with these policies.

The proposal is consistent with applicable Land Use and Urbanization policies.

#### **Criterion 5: Community Facilities and Services Policies**

Canyonville's Community Facilities and Services goals are to (1) "obtain dependable water supplies for future growth," and (2) "provide the greater community an adequate variety and level of public services."

Community Facilities Policy 2.6. allows new development above the 850-foot contour level, provided that one or more high elevation water reservoirs are constructed to ensure adequate water pressure to higher-elevation building sites.

Community Facilities Policy 2.1 requires new development to be supported by adequate levels of public facilities and services as prescribed in public facilities master plans.

Community Facilities Policy 2.11 prohibits approval of sewer and water connections for undeveloped land until a development application has been submitted.

**Findings: Satisfied.** There is no current proposal for construction of a reservoir but the applicant has clearly shown the necessity for one, and the City's engineer has confirmed (Exhibits M & N). The proposal and its associated exhibits convey a feasibility adequate provision of services. An annexation agreement will include provisions related to the assurance of adequate water and sewer before development occurs.

Together, these policies will ensure that new development is provided with the full range of public facilities and services at the time of construction, and that there are no speculative purchases of limited sanitary sewer and water hook-ups. These policies are implemented by new subdivision application standards, which require that public facilities studies be completed prior to submission of subdivision tentative plat applications. The proposal, as enforced through agreements and adherence to these policies at the time of development, is consistent with applicable Community Facilities policies.



**Criterion 6: Economy Element**

The City's Economic Goal is "to increase the economic vitality of the Canyonville area."

**Finding: Satisfied.** This study supports expansion into the subject property as the best among limited alternatives for accommodating Canyonville's anticipated growth. The applicant and the owner of property to the south and west have reached a mutual agreement which requires the property owner of the subject property to enact mitigation measures that will reduce impacts to the logging operation, as well as impacts to the future residential neighbors. As mitigated, the proposal limits threats to economic vitality in Canyonville. The proposal is consistent with applicable Economy policies.

**Criterion 7: Housing Policies**

The City's Housing Goals are to (1) "provide housing appropriate to the needs of all members of the community," (2) "conserve the current housing stock of Canyonville," and (3) "promote greater variety and livability in future residential developments." Relevant policies include the following:

Housing Policy 1.3 notes that as a general rule, high density residential uses should be located closest to commercial areas, public facilities, and major streets, with increasingly lower densities radiating away from these activity centers and transportation corridors.

Housing Policy 3.3 Provide buffer zones between residential areas and conflicting land uses (i.e. Industrial, certain kinds of commercial etc.) to protect the overall livability of those areas.

**Finding: Satisfied.** The Comprehensive Plan requires population growth to be monitored and assessed and requires the City to maintain a corresponding inventory of land sufficient and suitable to house anticipated residents. Accordingly, the applicant's urbanization study contains a detailed analysis of both population growth and corresponding future housing needs. That analysis shows that at present, Canyonville lacks a sufficient inventory of suitable land to provide for the community's future housing needs. Future development of the property is intended to provide needed housing opportunities for Canyonville's growing population base. This study supports expansion into the subject property as the best among limited alternatives for accommodating Canyonville's anticipated growth. Documented housing needs cannot occur in areas closer to the City's commercial areas and major streets. Inclusion of the subject 49.9 acre site within Canyonville UGB will be consistent with the purpose and intent of Canyonville housing policy.

**CONFORMITY WITH APPLICABLE OREGON STATEWIDE PLANNING GOALS**

The review and approval process associated with amending the Comprehensive Plan and urban growth boundary requires the City to determine that the amendment will not conflict with any applicable Statewide Planning Goals.

**Criterion 1: Goal No.1 - Citizen Involvement**

*To ensure the opportunity for citizen involvement in all phases of the planning process.*

**Finding: Satisfied.** The City has provided adequate notice and has ensured the opportunity for citizen involvement related to this application. As noted in more detail under Criteria 1 for consistency with Comprehensive Plan policies (Pg. 2), the proposal is consistent with applicable Citizen Involvement policies.

***Criterion 2: Goal No.2 - Land Use Planning***

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

**Finding: Satisfied.** The City of Canyonville has established policies and procedures which require a detailed evaluation of proposals to amend its Comprehensive Plan and UGB. Specific criteria and standards have been set forth against which the applicant's amendment request has been evaluated in the light of relevant Findings of Fact demonstrating compliance with applicable standards and criteria. The City's decision in this matter is based on the weight of those relevant findings. The requested Comprehensive Plan and UGB amendment has been evaluated in a manner that assures full compliance with Statewide Goal No.2.

***Criterion 3: Goal No.3 - Agricultural Lands***

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

**Finding: Satisfied.** The subject property consists principally of agricultural land as that term is defined in Goal 3. According to the official Inventory of Soils for Douglas County, as published by the Natural Resources Conservation Service (NRCS), 44.87 acres, or ninety percent of the subject 49.9 acre site is composed of Class III and IV farm soils, while the remaining five acres, or ten percent, is classified as Class VI non-farm soil. The Urbanization goal requires the applicant to follow the same procedures and standards that are set forth in Goal 2, Land Use Planning, concerning goal exceptions. OAR Chapter 660, Division 4 (Interpretation of Goal 2 Exception Process) acknowledges that findings pertaining to the seven conversion factors of Goal 14 provide the same information as required by the exception process. OAR 660-004-001 O( 1)( a )(B) specifically states:

*"... findings and reasons in support of an amendment to an established urban growth boundary shall demonstrate compliance with the seven factors of Goal 14 and demonstrate that the following standards are met: ...*

*(i) Reasons justify why the state policy embedded in the applicable goals should not apply. This factor can be satisfied by compliance with the seven factors of goal 14;"*

Findings pertaining to the seven (now four) factors of Goal 14, including Factor No.4 concerning the conversion of agricultural land, are set out on pg. 13 of this document. The proposal is consistent with Statewide Planning Goal 3.

***Criterion 4: Goal No.4 - Forest Lands.***

***To preserve forest lands for forest use.***

**Finding: Satisfied.** There has previously been a legislative determination by the Douglas County Comprehensive Plan that the subject 49.9 acre site is not forest land. This determination is validated by the fact that there are no forest resources on the property and the site is presently designated and zoned for exclusive farm use. To the south and east, the abutting

north facing hillsides are covered with timber and have historically been managed for forest use. The area proposed for inclusion in the UGB does not extend up the surrounding steep slopes, nor does it otherwise encompass any of the adjacent or nearby forest land. The proposal is consistent with Statewide Planning Goal 4.

***Criterion 5: Goal No.5:- Open Space, Scenic and Historic Areas, and Natural Resources***

***To conserve open space and protect natural and scenic resources.***

**Finding: Satisfied.** The applicant has conducted an independent evaluation of the potential impact of the proposed amendment on any Goal 5 resources that may be on the subject property and provided the following statements of fact:

**A. Land Needed or Desirable for Open Space**

The site has no significant open space values, nor is it otherwise included in any inventory of needed or desirable open space warranting Goal 5 protection. The site has not previously been identified by either the Douglas County Comprehensive Plan or the Canyonville Comprehensive Plan as being needed or desirable for open space.

**B. Mineral and Aggregate Resources**

No known mineral or aggregate resources have been identified on or in the vicinity of the subject site, nor have such resources been identified on other lands in the general vicinity of the property.

**C. Energy Sources**

Goal 5 energy resources refers to sites and resources for the generation of energy (i.e. natural gas, oil, coal, hydroelectric, geothermal, uranium, and solar). No known energy sources have been identified on or in the vicinity of the subject site.

**D. Fish and Wildlife Areas and Habitat**

Other than O'Shea Creek and its adjacent riparian corridor, the balance of the site has not been included in any inventories of sites having significant wildlife habitat, nor has it been identified as one warranting special protection for other Goal 5 resources. This determination, as documented in the Natural Resources Element of the Douglas County Comprehensive Plan, has previously been reviewed and approved by ODFW. Both Douglas County and the City of Canyonville have incorporated specific provisions into their respective land use regulations establishing minimum development setback distances protecting vegetation within the creek's riparian buffer area. Additionally, any proposed development near the creek is subject to review by ODFW to ensure that the resource is not adversely impacted. Regardless, it is the obligation of the applicant to ensure that Statewide Goals can be feasibly met. It is the Commission's findings that the proposal is consistent with applicable goals and that these goals can be feasibly met.

**E. Ecologically and Scientifically Significant Natural Areas**

No identified ecologically or scientifically significant natural areas are present on the site, nor have such resources been identified on other lands in the general vicinity of the subject property.

**F. Outstanding Scenic Views and Sites**

No identified scenic views or sites exist on the subject property. As noted under Open Space, above, the site has so much in common with many other locations in the general area that its scenic value is not considered unique or significant. The site possesses no prominent topographic features or vegetation that would otherwise give it scenic significance.

**G. Water Areas, Wetlands, Watersheds, and Groundwater Resources**

Because the applicant's property is located downstream from the portion of the O'Shea Creek watershed that supplies Canyonville's water system, future development of the property will not disturb any lands within the watershed itself, or otherwise result in impacts to the quality of the water entering the community's water system. Other than the land lying between the high banks of O'Shea Creek, there are no identified significant water areas, wetlands or groundwater resources on the subject property. The National Wetland Inventory shows no significant wetlands on the property beyond the immediate bounds of O'Shea Creek. All lands within 50 feet of the high banks of O'Shea Creek are subject to regulatory protections currently implemented through the State of Oregon, Douglas County and the City of Canyonville. The proposal and its associated exhibits convey a feasibility for consistency with this goal provision.

**H. Wilderness Areas**

The subject site is not within, adjacent to, or part of, a designated wilderness area, nor has such a designation been given to other lands or resources in the general vicinity of the property.

**I. Historic Areas, Sites, Structures, and Objects**

There are no identified or inventoried historic structures or objects on, or adjacent to, the subject property, nor have such resources been identified on other lands in the general vicinity of the site.

**J. Cultural Areas**

There are no identified or inventoried archaeological or cultural resources on the subject site, nor have such resources been identified on other lands in the general vicinity of the property.

**K. Potential and Approved Oregon Recreation Trails**

There are no designated or planned recreational trails on or adjacent to the subject site, nor has such a designation been given to other lands or resources in the general vicinity of the property.

**L. Wild and Scenic Waterways**

The site is not within any designated or planned wild and scenic waterway, nor has such a designation been given to other lands or resources in the general vicinity of the property.

The proposal is consistent with Statewide Planning Goal 5.

***Criterion 6: Goal No.6 - Air, Water and Land Resources Quality***

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

**Finding: Satisfied.** Both Douglas County and the City of Canyonville have sufficient regulatory measures in place so as to ensure that existing land use activities, as well as any future development on the site will not produce any unanticipated impacts resulting from the proposed UGB amendment and zone change. The proposal is consistent with Statewide Planning Goal 6.

***Goal No.7-- Areas Subject to Natural Disasters and Hazards***

***To protect life and property from natural disasters and hazards.***



**Finding: Satisfied.** The subject property is not subject to any identified natural disasters and hazards. The applicant intends to develop the site in a manner that will facilitate leaving the steep surrounding forested hillsides as undisturbed open space. All future development activity on the property will be required to comply with applicable standards established under federal, state and local development regulations, thus assuring compliance with Goal 7. Regardless, it is the obligation of the applicant to ensure that Statewide Goals can be feasibly met. It is the Commission's findings that the proposal is consistent with applicable goal and that this goal can be feasibly met.

***Criterion 8: Goal No.8 - Recreational Needs***

***To satisfy the recreational needs of the citizens of the state.***

**Finding: Satisfied.** There has been a legislative determination by both Douglas County and the City of Canyonville through their respective comprehensive planning programs that the subject property is not presently needed for recreational facilities or opportunities. Identified recreational needs have been provided for on other sites within and around the Canyonville urban area. The proposed amendment will not conflict with Statewide Goal No. 8.

***Criterion 9: Goal No.9 - Economy of the State***

***To diversify and improve the economy of the state.***

**Finding: Satisfied.** The subject site has not been included in any inventory of lands needed or suitable for commercial or industrial use. Both the Douglas County Comprehensive Plan and the Canyonville Comprehensive Plan contain specific policies that are intended to ensure that opportunities for economic development are enhanced in the community. The proposed Plan amendment will not conflict with the Statewide Economic Development Goal.

***Criterion 10: Goal No. 10 - Housing***

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

**Finding: Satisfied.**

At present, Canyonville lacks a sufficient inventory of suitable land to provide for the community's future housing needs (Table 22 of the Urbanization Study). Future development of the property is intended to provide needed housing opportunities for Canyonville's growing population base. Inclusion of the subject 49.9 acre site within Canyonville UGB will be consistent with the purpose and intent of Statewide Goal No. 10.

***Criterion 11: Goal No. 11 - Public Facilities and Service.***

***To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development within the Canyonville urban area, public facilities and services are provided by the City of Canyonville, Douglas County and several special districts.***

**Finding: Satisfied.** On the basis of the foregoing facts, the City has concluded that the full range of urban services appropriate for the subject property's proposed medium density residential zoning can be provided in a timely, orderly and efficient manner consistent with the purpose and intent of Statewide Goal No. 11. The proposal and its associated exhibits convey a feasibility for adequate provision of services. The City has further concluded that the proposed

land use change will not adversely impact the present or future provision of public facilities and services in the surrounding area. This conclusion is based on consideration of the existing public service delivery systems and plans that are presently in place and which are intended to ensure the proper coordination of the types, locations and delivery of the public facilities and services necessary to support existing and proposed land uses in the existing urban area. The proposed amendment will not conflict with Statewide Goal No. 11.

**Goal No. 12 – Transportation**

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

**Finding: Satisfied.** A Transportation Analysis Report prepared by Lancaster Engineering, and submitted to the City of Canyonville in conjunction with this UGB Amendment application (Appendix D to Exhibit E) provides technical evidence that the proposed land use change will not significantly affect the area's transportation system. The Department of Transportation has provided referral comments noting the same. The proposed amendment will not conflict with Statewide Goal No. 12.

**Goal No. 13 - Energy Conservation**

***To conserve energy.***

**Finding: Satisfied.** The subject site is free of any significant physical constraints that would otherwise require more energy to develop and use the land for residential purposes than would other property within the existing UGB, or other property that might alternatively be included in the UGB (see Alternative Sites Analysis). Major public facilities and services are nearby and can readily be extended to serve the site, thus reducing the energy-related inefficiencies associated with extending such services far beyond the established urban area. Specific energy conservation policies and development standards are included within the Canyonville Comprehensive Plan and land use regulations which ensure that the statewide energy conservation goal is implemented on a site-specific basis at the time of property development.

**Goal No. 14 - Urbanization**

***To provide for an orderly and efficient transition from rural to urban land use.***

*To provide for an orderly and efficient transition from rural to urban land use. Urban growth boundaries shall be established to identify and separate urbanizable land from rural land. Establishment and change of the boundaries shall be based upon considerations of the following factors:*

Goal 14 Need Factor 1: *Demonstrated need to accommodate long range urban population growth, consistent with a 20-year population forecast coordinated with affected local governments.*

Goal 14 Need Factor 2: *Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space;*

Goal 14 Location 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.

**Criterion 14: Goal 14 Need Factor (1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals**

**Criterion 15: Goal 14 Need Factor 2: Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space**

*Population Forecast:*

Goal 14 OAR 660-024-0030(4)

*A city and county may apply one of the safe harbors in subsections (a), (b), or (c) of this section, if applicable, in order to develop and adopt a population forecast for an urban area:*

*(a) If a coordinated population forecast was adopted by a county within the previous 10 years but does not provide a 20-year forecast for an urban area at the time a city initiates an evaluation or amendment of the UGB, a city and county may adopt an updated forecast for the urban area consistent with this section. The updated forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:*

*(A) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule; and*

*(B) Extends the current urban area forecast to a 20-year period commencing on the date determined under OAR 660-024-0040(2) by using the same growth trend for the urban area assumed in the county's current adopted forecast.*

*(b) A city and county may adopt a 20-year forecast for an urban area consistent with this section. The forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:*

*(A) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule;*

*(B) Is based on OEA's population forecast for the county for a 20-year period commencing on the date determined under OAR 660-024-0040(2); and*

*(C) Is developed by assuming that the urban area's share of the forecasted county population determined in subsection (B) of this rule will be the same as the urban area's current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau.*

*(c) A city may adopt a revised 20-year forecast for its urban area by following the requirements in ORS 195.034.*

**Finding: Satisfied.** The proposal to expand the UGB to include the subject 49.9 acre site is predicated on a demonstrated need for additional buildable land designated and zoned for medium density residential use. The applicant has conducted a detailed inventory and analysis of the existing supply of developed and vacant residential land within the current boundary. The

findings of that analysis are presented in the full application support document. The study reveals a need for additional housing (Table 22) and supports expansion into the subject property as the best among limited alternatives for accommodating Canyonville's anticipated growth.

Following are the planning commission's findings specific to the population forecast that the expansion is based on:

1. ORS 195.034 (repealed) allowed a city to adopt a 20-year population forecast if the coordinating body has not adopted a forecast as required by ORS 195.036
2. The City of Canyonville adopted an amended population forecast of an annual growth rate of 1.75 percent on June 15, 2009.
3. In 2009, Douglas County adopted a coordinated population forecast for Douglas County cities and the rural portion of Douglas County. This forecast was noticed to the local governments in the county. The coordinated population forecast used a 1.75 percent growth rate for Canyonville.
4. Douglas County's coordinated population forecast was appealed to LUBA and remanded. The County has taken no further action on its coordinated population forecast and therefore its action has not been finalized.
5. The 1.75 percent growth rate was incorporated into the City's Wastewater Facility Plan, a functional plan of the Canyonville Comprehensive Plan, on January 22, 2013.

Based on these findings, the Goal 14 Need Factors 1 and 2 criteria are met with the proposal.

***Criterion 15: (Location Factor 1) Efficient accommodation of identified land needs;***

**Finding: Satisfied.** The evidence in the applicant's Alternative Sites Analysis demonstrates that the proposed land use change will be consistent with the intent of Location Factor 1.

***Criterion 16: (Location Factor 2) Orderly and economic provision for public facilities and services;***

**Finding: Satisfied.** The applicant has conducted an Alternative Sites Analysis which examines six alternative areas around and adjacent to the current urban growth boundary. The conclusion of those evaluations demonstrate that the full range of urban services appropriate for the subject property's proposed medium density residential zoning can be provided in a timely, orderly and efficient manner consistent with the purpose and intent of Statewide Goal No. 11 and Location Factor 2.

***Criterion 17: (Location Factor 3) Comparative environmental, energy, economic and social consequences***

**Finding: Satisfied.** Specific findings that address the consequences identified in Location Factor 3 are addressed within the findings addressing Statewide Goals No. 3, 5, 6, 7, 9 and 13. The applicant's urbanization study provides greater discussion of ESEE consequences within each goal as well. The evidence in the applicant's Alternative Sites Analysis demonstrates that the proposed land use change will be consistent with the intent of Location Factor 3.

***Criterion 18: (Location Factor 4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.***

**Finding: Satisfied.** The subject property consists principally of agricultural land as that term is defined in Goal 3. According to the official Inventory of Soils for Douglas County, as published by the Natural Resources Conservation Service (NRCS), 44.87 acres, or ninety percent of the subject 49.9 acre site is composed of Class III and IV farm soils, while the remaining five acres, or ten percent, is classified as Class VI non-farm soil. The Urbanization goal requires the applicant to follow the same procedures and standards that are set forth in Goal 2, Land Use Planning, concerning goal exceptions.

This study supports expansion into the subject property as the best among limited alternatives for accommodating Canyonville's anticipated growth. Historically, Canyonville has maintained a very compact urban form; restricting outward development to the few remaining small pockets of low-lying vacant buildable land at the periphery of the urban area. As was revealed by both the 1997 Buildable Lands Inventory and the updated 2014 analysis of the inventory, the subject 49.9 acre site remains as one of the last undeveloped sites adjacent to the urban growth boundary where topographic conditions are conducive to accommodating new urban development, facilitating the extension of city services, promoting a compact urban form, and minimizing conflicts with adjoining and nearby rural resource lands.

The subject 49.9 acre site adjoins other lands to the north, south and east that have been classified as agricultural land pursuant to Statewide Goal No.3. Both the proximity and physical characteristics of the subject site's interface with surrounding rural lands is representative of the way most of Canyonville's periphery has historically developed. The community is tightly constrained by adjacent timber lands the south and west, and by active farming and ranching operations to the north and east. The community's residents have co-existed with the kinds of management practices that have taken place on these adjoining farm and forest lands for many generations, and they understand and accept the realities of living in close proximity to the kinds of resource management activities that occur on these lands.

***Criterion 20: GOAL 2 EXCEPTION STANDARDS FOR UGB AMENDMENTS***

In addition to the four location factors discussed above, Goal 14 (Urbanization) requires that any change in the established boundary separating urbanizable lands from rural lands must follow the procedures and requirements set forth in Goal 2 (Land Use Planning) for goal exceptions. The specific standards relied upon in the application of Goal 2, Part (n), for this amendment to the Canyonville Comprehensive Plan and Urban Growth Boundary are set forth in OAR 660-04-010(1)(c)(B).

**Finding: Satisfied.** The applicant has proposed separate conclusions above with respect to Goal 14 which demonstrate that the applicant is not taking an exception to the Urbanization goal. Nevertheless, Goal 14 specifically requires that any amendment to an established UGB be based on the four location factors listed in that goal.

Detailed findings and conclusions addressing the four location factors are presented throughout the applicant's urbanization study and are incorporated in these findings by reference to demonstrate that the urban growth boundary amendment is consistent with Goal 14.

Exception Standard 2 requires findings of fact showing that alternative sites which do not require an exception to the Agricultural Goal cannot reasonably accommodate the proposed use. Such findings should be based on a review of specific alternative sites, including an analysis of site size; reasonable availability of the appropriate level of public facilities and services, including transportation facilities; physical constraints to development such as topography and potential for flooding; proximity to conflicting land uses; and, relevant economic factors (OAR 660-04-020(2)(b)). The Alternative Sites Analysis conducted by the applicant in conjunction with this proposed land use change addresses the requirements of Exception Standard 2 and is sufficient to demonstrate compliance with Exception Standard 2.

Exception Standard 3 requires findings demonstrating that the "long-term environmental, economic, social and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site." Such findings should be based on an evaluation of the characteristics of alternative areas that have been considered by the City, and for which an exception to the Agricultural Land Goal might be taken (OAR 660-04-020 (2)(c)). As previously noted, the Alternative Sites Analysis conducted by the applicant generated findings that are sufficient to demonstrate compliance with Exception Standard 3.

Exception Standard 4 requires findings demonstrating that "the proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts". This standard requires a description of how the proposed use will be compatible with farm practices on surrounding farm lands. Within the context of this standard, the term "compatible" is not intended as an absolute, meaning no interference or adverse impacts of any type. The findings presented in the Alternative Sites Analysis that was conducted by the applicant is sufficient to demonstrate compliance with Exception Standard 4.

The proposed amendment will not conflict with Statewide Goal No. 14.

**CONSISTENCY WITH ORS 197.298 – PRIORITY OF LAND TO BE INCLUDED WITHIN THE URBAN GROWTH BOUNDARY and OAR 660-024-0060 (BOUNDARY LOCATION ALTERNATIVES ANALYSIS).**

The boundary location criteria in Goal 14 require a comparative evaluation of potential UGB expansion areas that can reasonably be expected to meet the identified need for additional land. The UGB location factors of Goal 14 are as follows:

- 5) *Efficient accommodation of identified land needs;*
- 6) *Orderly and economic provision of public facilities and services;*
- 7) *Comparative environmental, energy, economic and social consequences; and*
- 8) *Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB;*

OAR 660-024-0060(1) outlines the steps and considerations that must be followed in a boundary location or alternative sites analysis. The rule provides:

- (1) *When considering a UGB amendment, a local government must determine which land to add by evaluating alternative boundary locations. This determination must be consistent with*

*the priority of land specified in ORS 197.298 and the boundary location factors of Goal 14, as follows:*

- a) Beginning with the highest priority of land available, a local government must determine which land in that priority is suitable to accommodate the need deficiency determined under OAR 660-024-0050.*
- b) If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.*
- c) If the amount of suitable land in the first priority category is not adequate to satisfy the identified need deficiency, a local government must determine which land in the next priority is suitable to accommodate the remaining need, and proceed using the same method specified in subsections (a) and (b) of this section until the land need is accommodated.*
- d) Notwithstanding subsection (a) to (c) of this section, a local government may consider land of lower priority as specified in ORS 197.298(3).*

**Finding: Satisfied.** The City of Canyonville conducted an alternative boundary location analysis (alternative sites analysis) which nearly mirrored an analysis performed in 1997. The 1997 alternative sites analysis found that there are relatively few sites adjacent to Canyonville's UGB that can realistically be considered as candidates for inclusion in the urban area. Canyonville is situated in a narrow river canyon where, principally to the north and west, steep forested hillsides rise abruptly from the valley floor to curtail further urban expansion. Additionally, high value farm lands occupy the broad flood plain of the South Umpqua River to the north and east of the city, thus precluding further urban expansion in that direction as well. Indeed, the only areas where natural topographic conditions are at all conducive to urban development are the half dozen or so small creek valleys that transect the UGB. The updated alternative sites analysis conducted for the applicant in 2012 (and updated in 2014 and 2015) identified essentially the same six geographic study areas that had previously been evaluated during the 1997-98 UGB expansion process, and which are already described in Canyonville's Comprehensive Plan.

A detailed description and analysis of each of the six alternative boundary expansion sites is set out in the full urbanization study (Exhibit E to the staff report). The identification of Area 4 as the preferred expansion alternative is consistent with ORS 197.298 and OAR 660-024-0060.



## **Exhibit B (continued)**

### **CANYONVILLE CITY COUNCIL FINDINGS OF FACT**

#### **Falk Zone Change (ZC-14-01)**

##### **A. THE CANYONVILLE CITY COUNCIL FINDS THE FOLLOWING:**

- a. The property owners, Gregory Falk and Marcia Falk, initiated the Zone Change request in May, 2013. The application, associated with a UGB Expansion (UGB-14-01) and Annexation (ANN-14-01) application was forced complete October 28, 2014.
- b. According to Section 18.88.060(E) of the Canyonville Municipal Code, all territory which is annexed to the city is considered to be in the R-1/B district unless otherwise classified. The site is proposed to be rezoned from the de-facto R-1 zoning to R-2 Mobile Home/Medium Density Residential.
- c. Criteria to be met for approval of this action by the City of Canyonville are set forth in Oregon Revised Statutes and the policies of the Canyonville Comprehensive Plan and Section 18.88.050.
- d. The property owner has submitted evidence, in the form of an urbanization study with findings and conclusions related to use and impacts of change in use. The study supports a need for urban growth expansion, as well as justification for expansion into the area proposed for expansion, zone change and annexation (as described in Exhibit P).
- e. The Canyonville Planning Commission held a public hearing in accordance with Canyonville Municipal Code Section 18.88.070 after giving the required notice per the same Section, and considered all material relevant to the Zone Change and associated Comprehensive Plan and Annexation that has been submitted by the applicant, staff and the general public regarding this matter. The Planning Commission provided one condition one their approval recommendation. The positive approval was conditioned upon both owners signing the zone change application or mutually authorizing a representative to do so. Mark Garrett, the applicant's representative, has provided said authorization.
- f. The Canyonville City Council held a public hearing in accordance with Canyonville Municipal Code Section 18.88.070 after giving the required notice per the same Section, and considered all material relevant to the Comprehensive Plan and associated Zone Change and Annexation that has been submitted by the applicant, staff and the general public regarding this matter.

- B. IT IS HEREBY ORDERED THAT the Canyonville City Council approve of the Zone Change to rezone newly annexation territory (portions of lot 700 and lot 200 of Section 26 Township 30 South Range 05 West, as described in Exhibit P of the staff report) as proposed based on the following Findings of Fact:

**CONFORMITY WITH APPLICABLE CANYONVILLE ZONE CHANGE ORDINANCES**

**Criterion 1:** The Canyonville Comprehensive Plan and State law require that a change to the Comprehensive Plan and the Zoning Maps must be shown to comply with Canyonville Comprehensive Plan policies. As no changes to the zoning ordinance itself are proposed, the application need not show findings for compliance with Statewide Planning Goals.

**Finding: Satisfied.** The zone change proposed is inextricably connected to both the UGB expansion and annexation. All territory which is annexed to the city is considered to be in the R-1/B district unless otherwise classified. The site is proposed to be rezoned from the de-facto R-1 zoning to R-2 Mobile Home/Medium Density Residential. Affirmative findings for Statewide Planning Goals and Comprehensive Plan Policies relative to the expansion inherently reflect affirmative findings relative to the zone change. These findings follow:

**FINDINGS OF CONSISTENCY WITH CITY OF CANYONVILLE COMPREHENSIVE PLAN POLICIES**

***Criterion 1: Citizen Involvement Policies***

1. *The City shall, through the Planning Commission (which also serves as the Committee for Citizen Involvement) and the Common Council, allow interested persons to participate in the adoption, review and evaluation of the Canyonville Comprehensive Plan and Implementing measures, amendments and revisions thereto by means of oral or written testimony*
2. *Written material or other exhibits considered in making land use policy decisions shall be available for public review at City Hall.*

**Finding: Satisfied.** Adequate outreach and opportunities for participation and feedback were provided to the community. Public notice of the three applications was provided in the form of mailings (for owners within 500 feet of the subject property) and publication in the Douglas County Mailer. The Planning Commission hearing was postponed twice (from December 10<sup>th</sup> until January 14<sup>th</sup>, and from January 14<sup>th</sup> until February 11<sup>th</sup>). The original notices and date changes for scheduled hearing(s) were consistent with public hearings notice law. The proposal is consistent with applicable Citizen Involvement policies.

***Criterion 2: Natural Features Policies:***

Natural Features Goal 1 includes policies requiring the City to prevent inappropriate development in natural hazard areas.

Natural Features Goal 2 requires the City to conserve agricultural and forest lands outside of the UGB where feasible. The following policies under Goal 2 provide more detail with particular relevance to the proposed expansion:

1. Preserve all uncommitted agricultural capability Class I and II lands outside the current (1988) city limits for agricultural use.
2. To the extent feasible given urbanization pressures, preserve all uncommitted agricultural Class III and IV land outside the current (1988) city limits for agricultural use.
3. Where appropriate and not in conflict with policies "a" and "b" (above), designate lands rated "good" or "fair" for urban development as highest in priority for urbanization.

Natural Features Goal 3 requires the City to preserve vegetation, wildlife and water resources.

**Finding: Satisfied.** The area proposed for inclusion in the UGB does not extend up the surrounding steep slopes. The subject property is not identified in any inventory of areas which have the likely potential to be subjected to natural disasters and hazards. Future development proposals will be subject to strict review and enforcement of buffers. If there is a determination that any form of development is subject to hazard or has potential impacts on resources, mitigating measures will have to be adequately described before approvals are granted. Regardless, it is the obligation of the applicant to ensure that Plan Policies can be feasibly met. It is the Commission's findings that the proposal is consistent with applicable Natural Resources policies and that these policies can be feasibly met.

***Criterion 3: Transportation Element***

Canyonville's Transportation goals are to (1) "improve traffic flow and increase the safety of the present system," and (2) "promote energy conservation by encouraging alternative forms of transportation."

**Finding: Satisfied.** The applicant hired Lancaster Engineering to perform a Transportation Analysis in February, 2013. That analysis reviewed the impacts of a zone change and possible associated development. The analysis was performed consistent with the Oregon Transportation Planning Rule (TPR). The Oregon Department of Transportation also reviewed the application and Lancaster Engineering's report relative to the impacts of the proposal and possible development on the existing transportation system (Appendix D to Exhibit E). The analysis concluded that the impact to the existing infrastructure (traffic flow and safety) created by the proposed annexation, zone change, and eventual development of the subject property are expected to be minimal and there will not be a "significant affect" as defined by the TPR. ODOT has advised the applicant that the proposed land use change will not significantly affect the area's transportation system; and therefore a Traffic Impact Study (TIS) will not be required as a prerequisite to the proposed Plan amendment and zone change as otherwise required by OAR 660-012-060.

Although the applicant has provided a conceptual development plan, the applications do not address development. Questions of "alternative forms of transportation," (e.g. bicycle and pedestrian infrastructure) must be addressed at the time of development, but the proposal conveys a feasibility for alternative forms of transportation. The applicant's expansion

alternatives analysis provides support for the selection of an area not immediately adjacent to downtown Canyonville. The proposal is consistent with applicable Transportation policies.

#### **Criterion 4: Land Use and Urbanization Element**

The City's Land Use and Urbanization goal is "to ensure that future development enhances our community's quality of life and proceeds in an orderly manner."

Land Use and Urbanization Policy 1.1 directs the City to designate the open land within the City as the area of highest priority for urban development and to encourage infilling already serviced parts of the City.

Land Use and Urbanization Policy 1.3 directs the City to develop an overall transportation system which includes pedestrian and bicycle paths linking all existing and proposed residential areas with park and recreation facilities and activity centers, especially the downtown area.

Land Use and Urbanization Policy 1.6 directs the City to adhere to development phasing as follows:

*Phase I – from the present until the City has determined that areas outside the existing City limits can be serviced without placing further burdens on Canyonville residents, new development should occur within the City limits. (Parts of some areas just outside the City which could be serviced from existing lines may also be included in this phase.)*

*Phase II – direct growth into and service the areas north and west of town, contiguous to existing development, in an area where services are immediately available.*

*Phase III – areas not developed under Phase II should have the next development and servicing priority, after the Phase II area has been substantially filled out.*

*Phase IV – Land to the east of the current UGB, along the Tiller Trail Highway, should be considered as potential "Urban Reserve", for longer-term (through the Year 2040) UGB expansion.*

Land Use and Urbanization Policy 1.8 notes that any changes to the Urban Growth Boundary shall be based on considerations of the following:

- 1) *Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;*
- 2) *Need for housing, employment opportunities, and livability;*
- 3) *Orderly and economic provision for public facilities and services;*
- 4) *Maximum efficiency of land uses within and on the fringe of the existing urban area;*
- 5) *Environmental, energy, economic and social consequences;*
- 6) *Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and*
- 7) *Compatibility of the proposed urban uses with nearby agricultural activities.*

Land Use and Urbanization Policy 1.9 establishes that conversion of urbanizable land to urban uses shall be based on consideration of:

- 1) *Orderly, economic provision for public facilities and services;*
- 2) *Availability of sufficient land for the various uses to insure choices in the market place;*
- 3) *LCDC goals; and,*
- 4) *Encouragement of development within urban areas before conversion of urbanizable areas.*

**Finding: Satisfied.** Regarding Policy 1.1, Although much of the identified specific need for single family housing could be accommodated on currently buildable acreage in Canyonville, the analysis provided in the study reveals the subject site to be the most appropriate location for accommodating the needed housing type (more affordable manufactured housing). The argument centers on lot size and topographic (slope) constraints.

Regarding Policy 1.3, the proposal is not approving any forms of development. When a development permit comes before the City of Canyonville related to the expansion, questions of connectivity will need to be addressed by the applicant.

Regarding Policy 1.6, Phase I of the development phasing was completed in approximately 1982 with the construction of the dam on a fork of Canyon Creek. In 1997, The City conducted an Urban Growth Boundary expansion analysis and expanded the urban growth boundary to include an area on the west end of town addressing. The area was soon after developed as the Knoll Terrace manufactured home park. The extensive study performed by the applicant at that time indicated that other areas to the north were not suitable (or available) to meet residential demands, addressing Phase II and III. The current applicant's buildable lands analysis and alternatives analysis has drawn the same conclusion.

Building on the conclusions relative to Phases I, II and III and considering that the planning horizon for the applicant's UGB expansion study is 2014-2034, the proposed expansion (along Tiller Trail Highway) is in keeping with phasing concepts related to Land Use and Urbanization Policy 1.6. The applicant has provided the City with findings related to the serviceability of the area (Exhibit M), and the City's engineer has provided concurrence of the assumptions (Exhibit N).

Policies 1.8 and 1.9 are derived directly from Goal 14 administrative rules (although what used to be seven factors has been reduced to four similar factors). The discussion and conclusions related to Goal 14 within this report provide evidence of consistency with these policies.

The proposal is consistent with applicable Land Use and Urbanization policies.

#### **Criterion 5: Community Facilities and Services Policies**

Canyonville's Community Facilities and Services goals are to (1) "obtain dependable water supplies for future growth," and (2) "provide the greater community an adequate variety and level of public services."

Community Facilities Policy 2.6, allows new development above the 850-foot contour level, provided that one or more high elevation water reservoirs are constructed to ensure adequate water pressure to higher-elevation building sites.

Community Facilities Policy 2.1 requires new development to be supported by adequate levels of public facilities and services as prescribed in public facilities master plans.

Community Facilities Policy 2.11 prohibits approval of sewer and water connections for undeveloped land until a development application has been submitted.

**Findings: Satisfied.** There is no current proposal for construction of a reservoir but the applicant has clearly shown the necessity for one, and the City's engineer has confirmed (Exhibits M & N). The proposal and its associated exhibits convey a feasibility for adequate provision of services. An annexation agreement will include provisions related to the assurance of adequate water and sewer before development occurs.

Together, these policies will ensure that new development is provided with the full range of public facilities and services at the time of construction, and that there are no speculative purchases of limited sanitary sewer and water hook-ups. These policies are implemented by new subdivision application standards, which require that public facilities studies be completed prior to submission of subdivision tentative plat applications. The proposal, as enforced through agreements and adherence to these policies at the time of development, is consistent with applicable Community Facilities policies.

#### **Criterion 6: Economy Element**

The City's Economic Goal is "to increase the economic vitality of the Canyonville area."

**Finding: Satisfied.** This study supports expansion into the subject property as the best among limited alternatives for accommodating Canyonville's anticipated growth. The applicant and the owner of property to the south and west have reached a mutual agreement which requires the property owner of the subject property to enact mitigation measures that will reduce impacts to the logging operation, as well as impacts to the future residential neighbors. As mitigated, the proposal limits threats to economic vitality in Canyonville. The proposal is consistent with applicable Economy policies.

#### **Criterion 7: Housing Policies**

The City's Housing Goals are to (1) "provide housing appropriate to the needs of all members of the community," (2) "conserve the current housing stock of Canyonville," and (3) "promote greater variety and livability in future residential developments." Relevant policies include the following:

Housing Policy 1.3 notes that as a general rule, high density residential uses should be located closest to commercial areas, public facilities, and major streets, with increasingly lower densities radiating away from these activity centers and transportation corridors.

Housing Policy 3.3 Provide buffer zones between residential areas and conflicting land uses (i.e. Industrial, certain kinds of commercial etc.) to protect the overall livability of those areas.

**Finding: Satisfied.** The Comprehensive Plan requires population growth to be monitored and assessed and requires the City to maintain a corresponding inventory of land sufficient and suitable to house anticipated residents. Accordingly, the applicant's urbanization study contains a detailed analysis of both population growth and corresponding future housing needs. That analysis shows that at present, Canyonville lacks a sufficient inventory of suitable land to

provide for the community's future housing needs. Future development of the property is intended to provide needed housing opportunities for Canyonville's growing population base. This study supports expansion into the subject property as the best among limited alternatives for accommodating Canyonville's anticipated growth. Documented housing needs cannot occur in areas closer to the City's commercial areas and major streets. Inclusion of the subject 49.9 acre site within Canyonville UGB will be consistent with the purpose and intent of Canyonville housing policy.



## **Exhibit B (continued)**

### **CANYONVILLE CITY COUNCIL FINDINGS OF FACT**

#### **Falk Annexation ANN-14-01**

##### **A. The Canyonville City Council finds the following:**

- a. The property owners, Gregory Falk and Marcia Falk, initiated the Annexation in May, 2013, as authorized by ORS 222 and Section 18.88.050 of the Canyonville Municipal Code.
- b. The applicant has submitted the application and annexation petition required by ORS 222.111.
- c. The subject 49.9 acre site is under the ownership of Dr. Gregory Falk (Parcel 700, and Marcia Falk (Parcel 200) of Section 26 Township 30 South Range 05 West. The parcels are also presently vacant and undeveloped with no registered voters residing within the area proposed to be annexed.
- d. ORS 222.125 provides that the city need not hold a public hearing on a proposed annexation when all of the owners of the property in the area to be annexed, and not less than 50 percent of the registered voters in the area to be annexed, have given their written consent to the city.
- e. The Canyonville Planning Commission followed the required procedures for recommending approval of the annexation as contained in ORS 222, Section 18.88.060 of the Canyonville Municipal Code, and applicable policies of the Canyonville Comprehensive Plan. The Planning Commission provided conditions on their approval recommendation. 1) The positive approval was conditioned on the separate property owners signing the petition for annexation and the annexation application or mutually authorizing a representative to do so. Mark Garrett, the applicant's representative, has provided said authorization. The other conditions of approval are carried forward (and reflected in the proposed annexation agreement).
- f. The Canyonville City Council followed the required procedures for approving an annexation contained in ORS 222, Section 18.88.060 of the Canyonville Municipal Code, and applicable policies of the Canyonville Comprehensive Plan.

##### **B. Conditions of Approval:**

1. Prior to development of the site the applicant shall submit a Development Review application and detailed utility plans that further demonstrate how the site will be served by water and that adequate water supply is in place or will be provided concurrently with the development of the property (i.e. new or upgraded wells/water treatment).

2. Prior to development of the site the applicant shall submit a Development Review application and detailed sanitary sewer plans that demonstrate adequate sewer treatment and disposal capacity is in place or will be provided concurrently with the development of the property (i.e. new or upgraded wastewater treatment and disposal).
3. Prior to development of the site the applicant shall submit a Development Review application with a detailed stormwater plan. All engineered plans relating to storm water discharges shall be submitted to the City's Engineer for review and comment prior to additional discharges of water into O'Shea Creek.
4. All future water, sewer and stormwater facilities on the subject property shall be designed and constructed in a manner that is consistent with Canyonville Public Works Design Standards.
5. Prior to future development the applicant shall be responsible for designing and constructing transportation improvements to mitigate transportation impacts in a manner that is consistent with requirements of Douglas County and ODOT.
6. An Annexation Agreement shall be signed prior to the effective date of the annexation.

C. IT IS HEREBY ORDERED THAT the Canyonville City Council approves of the annexation and zone change for portions of Tax Lots 700 and 200 on Douglas Assessor's Map # 26-30-05, described in Exhibit P of the staff report, subject to the Conditions of Approval listed above based on the following findings of fact:

#### CONFORMITY WITH APPLICABLE CANYONVILLE ANNEXATION PROVISIONS

Canyonville Code Section 18.88.060 outlines the local criteria for annexation:

Annexation may be processed under the procedure set forth in ORS Chapter 222, the land must be:

- A. *Contiguous with the city limits and within the City's urban growth boundary as designated in the comprehensive plan;*

**Finding: Satisfied.** The proposed annexation includes the proposal to bring in a section of Tiller Trail Highway contiguous to the City Limits and the subject property (rendering the subject property "contiguous to Canyonville's existing Urban Growth Boundary).

- B. *Consistent with and promotes the comprehensive plan, this title and other city ordinances and policies;*

**Finding: Satisfied.** The associated application for Comprehensive Plan Amendment to expand the Urban Growth Boundary provides adequate evidence that the annexation is consistent with and promotes the comprehensive plan and other city ordinances.

- C. *Compatible with the rational and logical extension of utilities and roads to the surrounding area;*
- D. *Such that adequate public facilities and services can reasonably be made available to the annexed property without negatively impacting existing systems and the city's ability to adequately serve all areas within the existing city limits;*

**Finding: Satisfied.** Community Facilities Policy 2.6. allows new development above the 850-foot contour level, provided that one or more high elevation water reservoirs are constructed to ensure adequate water pressure to higher-elevation building sites. In 1997, the council noted that construction of a new high-elevation water reservoir will also help solve the City's dry-weather water storage problem. There is no current proposal for construction of a reservoir but the applicant has clearly shown the necessity for one, and the City's engineer has confirmed (Exhibits M & N). the applicant must ensure sufficient service provision as development occurs (Conditions 1-4). Provision for adequate transportation improvements (as required by the Canyonville Development Code, Douglas County or ODOT is ensured through Condition 5. An annexation agreement will include provisions related to the provision of adequate public facilities before development occurs. (Condition 6).

- E. *All territory which may hereafter be annexed to the city shall be considered to be in the R-1/B district until otherwise classified.*

**Finding: Satisfied.** All territory which is annexed to the city is considered to be in the R-1/B district unless otherwise classified. There is a concurrent application for rezone of the site from the de-facto R-1 zoning to R-2 Mobile Home/Medium Density Residential.

### **CONFORMITY WITH APPLICABLE ANNEXATION STATUTE ORS 222:**

#### **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 (Authority and procedure for annexation) to 222.180 (Effective date of annexation) or 222.840 (Short title) to 222.915 (Application of ORS 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. Such territory may lie either wholly or partially within or without the same county in which the city lies.*

(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*

....

#### **ORS 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 (Procedure without election by city electors) 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. [1985 c.702 §3; 1987 c.738 §1]*

**Finding: Satisfied.** The statute provides that a proposal for annexation of territory to a city may be initiated by a petition to the city by the owner of the property to be annexed. The subject 49.9 acre property is wholly owned by the applicants, who have signed and submitted a formal Petition for Annexation to the City of Canyonville concurrently with the proposed UGB amendment (Exhibit P). ORS 222.125 further provides that the city need not hold a public hearing on a proposed annexation when all of the owners of the property in the area to be annexed, and not less than 50 percent of the registered voters in the area to be annexed, have given their written consent to the city. The subject 49.9 acre site is under the ownership of Dr. Gregory Falk (Parcel 700), and Marcia Falk (Parcel 200) of Section 26 Township 30 South Range 05 West. The parcels are also presently vacant and undeveloped with no registered voters residing within the area proposed to be annexed. Annexation requirements are met by the applicant's proposal.

**Criterion 2: Canyonville Land Use and Urbanization Policy 1.7**

1.7 Require a development master plan prior to annexation of large parcels of land (greater than five acres) to the City.

**Finding: Satisfied.** The applicant has submitted a conceptual plan for development (parcelization) on the site (Exhibit Q), and has also submitted accompanying analysis and assumptions relative to utility requirements and service feasibility.

Signature: \_\_\_\_\_ Approval Date: \_\_\_\_\_  
Mayor, Jake Young

Attest : \_\_\_\_\_ Approval Date: \_\_\_\_\_

# SCHOFIELD & ASSOCIATES

Exhibit E

Land Use Planners & Consultants

October 2, 2014

Janelle Evans, City Administrator  
Canyonville City Hall  
Canyonville, OR 97 Roseburg, OR 97417

RE: Falk Estates LLC, UGB Amendment, Zone Change & Annexation.

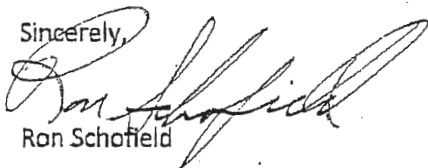
Dear Ms. Evans,

On behalf of my client, Greg Falk and Falk Estates LLC, I am submitting herewith two copies of the revised and updated application materials for Dr. Falk's proposed UGB amendment, zone change and annexation of a 49.9 acre portion of his property south of Tiller Trail Highway.

As you know, Dr. Falk's application was originally submitted to the City last May; however, after review by DLCD, the City's planner and yourself, it was determined that a number of updates, revisions and additional information would be required. The documents being submitted today contain the various revisions we all discussed and agreed to last spring. The population projections and residential land need analysis has been updated to extend the planning period an additional four years to 2034 to provide a full 20-year planning period. These changes allowed us to extend the housing needs projections to 2034 as well, and the revised projections are now incorporated into the document. We have also added a set of color aerial photographs depicting the six alternative UGB expansion areas that were discussed in the earlier version of the document, but which were not accompanied by maps showing their location and configuration. You will find the set of aeriels in Appendix B of the document. As you also know, the applicant retained the services of i.e. Engineering of Roseburg to create a conceptual development plan for the subject property, and to also conduct an analysis of the sewer and water service implications of the project. A report prepared by the consulting engineer is now included with the application and can be found in Appendix C. Additionally, the conceptual development plan necessitated a couple of relatively minor changes to the boundary of the 49.9 acre site to better accommodate the layout of the envisioned development; thus, it was necessary to revise both the boundary drawing and the metes and bounds legal description of the area to be annexed to the city. The revised documents are also being submitted to the City at this time.

I understand that you have previously agreed that we can use the various application forms that Dr. Falk signed and submitted last May, and that it won't be necessary to obtain new signatures at this time. I also understand that you have agreed that Dr. Falk will receive credit for the application fees he previously paid to the City, but that he will be billed for all future work on this project, including any application fees that would otherwise be submitted at this time. Please let me know right away if my understanding is not correct. In the meantime, please contact my associate, Mark Garrett, if you have any questions about these materials. After the City has reviewed the revised documents and determined that they are complete, I can provide additional copies if needed.

Sincerely,



Ron Schofield

**APPLICATION & SUPPLEMENTAL INFORMATION**

**with**

**PROPOSED FINDINGS OF FACT**

**for**

**AMENDMENT OF THE  
CANYONVILLE COMPREHENSIVE PLAN**

**&**

**URBAN GROWTH BOUNDARY**

**To include therein a 49.9 acre property located south of  
Tiller-Trail Hwy. just east of the Canyonville city limits.**

**Together with a concurrent**

**ZONE CHANGE & ANNEXATION**

**Incorporating January, 2015 Updates**

**Applicant:**

**Falk Estates LLC, Applicant  
P. O. Box 198 Canyonville, Oregon**

In the matter of the application by Falk Estates LLC to )  
amend the Canyonville Comprehensive Plan by )  
expanding the Urban Growth Boundary to add a 49.90 )  
acre parcel concurrently with a zone change from )  
Exclusive Farm Use – Grazing (FG) and Farm Forest )  
(FF) to Manufactured Home Park/Duplex Residential )  
(R-2) in conjunction with a petition to annex the )  
property to the City of Canyonville. The subject site is )  
located on the south side of Tiller-Trail Highway )  
approximately one-quarter mile east of its intersection )  
with Eagle Ridge Drive and approximately 200 feet east )  
of Canyonville’s easterly city limits. The subject )  
property is described as a 45 acre portion of Tax Lot )  
200, together with a 4.90 acre portion of Tax Lot 700, in )  
Section 26, Township 30 South, Range 05 West, )  
Douglas County, Oregon; Assessor Property ID Nos. )

**APPLICANT’S SUPPLEMENTAL  
INFORMATION, ANALYSIS  
AND PROPOSED  
FINDINGS OF FACTS**

**INTRODUCTION**

This matter comes before the Canyonville Planning Commission via an application filed with the City by Falk Estates LLC, P.O. Box 198, Canyonville, Oregon. Falk Estates LLC is the record owner of the subject property and is hereinafter referred to as the applicant. The applicant is proposing to amend the Canyonville Comprehensive Plan by expanding the city’s urban growth boundary (UGB) to include a 49.90 acre portion of a 243 acre tract situated along a portion of O’Shea Creek south of Tiller-Trail Highway just east of Canyonville’s easterly city limits. The Plan amendment application proposes that, upon inclusion in the UGB, the subject 49.90 acre site be designated for Medium Density Residential use at a density of five to eight dwelling units per acre. The applicant has also filed a concurrent zone change application requesting that the zoning on the 49.90 acre site be changed from Exclusive Farm Use Grazing, FG and Farm Forest, FF (Douglas County zoning) to Medium Density Residential (Manufactured Home Park/Duplex), R-2 (City of Canyonville zoning). In conjunction with the proposed Comprehensive Plan/UGB amendment and zone change, the applicant has also submitted a Petition for Annexation, requesting that the subject 49.90 acre territory be annexed to the City of Canyonville.

The applicant intends to develop the subject site as a “Planned Residential Community” at an overall density not exceeding eight dwelling units per acre. The property is divided roughly in half by O’Shea Creek. The applicant intends to develop the portion lying north of the creek with a conventional single-family residential subdivision, while the portion south of the creek will be developed with a manufactured dwelling community. Knoll Terrace Manufactured Home Community, which is located south of Riddle-Canyonville Road on the west side of the city, serves as an excellent example of the kind of mobile home community envisioned by the applicant on that portion of the property. The applicant anticipates developing both the subdivision and the mobile home community in phases over time in response to market demand.



## BACKGROUND

Canyonville's urban growth boundary (UGB) was first established in 1980 when a major update to the city's 1973 Comprehensive Plan was undertaken to bring the Plan into conformance with the statewide land use planning program. Since its adoption, the Plan has undergone two major revisions, or updates. The first was a Periodic Review completed in 1988 which consisted principally of expanding and updating factual information in the Plan document, amending Plan policy language, and revising the City's land use and development codes. Neither the original 1980 Comprehensive Plan document, nor the 1988 periodic review and update of the Plan, included much in the way of useful information about the land that was encompassed by the UGB at the time. Historic records provided to the applicant's consultant by the City reveal that the boundary remained virtually unchanged until 1998, when a second major revision of the Comprehensive Plan was undertaken concurrently with a proposal to expand the UGB to add 99.5 acres of land to facilitate development of the 135-unit Knoll Terrace Manufactured Home Community on the westerly edge of the city.

The planning and analysis work that preceded the major update of the Comprehensive Plan and concurrent UGB expansion included a detailed buildable lands inventory (BLI) which was completed in late 1997. The '97 BLI found that Canyonville's urban growth boundary at the time encompassed 739 acres, of which 402 acres was inside the city and 337 acres was in the unincorporated urban area outside the city limits.<sup>1</sup> As part of the analysis conducted for this current 2014 UGB amendment proposal, an updated BLI was completed on behalf of the applicant in early 2012. Building permit data provided by the City indicates that no significant development activity has occurred during the past two years, thus leaving the findings of the 2012 BLI virtually unchanged. The 2012 inventory found that the urban area had grown by

about 100 acres since 1997 and presently contains 840 acres, including 483 acres inside the city and 337

1. The Buildable Lands Inventory that was conducted on behalf of the City in 1997 actually reported a total of 870 acres within the UGB, including about 400 acres inside the city limits and an additional 470 acres in the unincorporated portion of the urban area. However, in the course of conducting the applicant's updated buildable lands inventory in 2011-12, a major discrepancy was revealed with respect to the amount of industrially-zoned land within the urban area. While the 1997 inventory, which relied primarily on County property assessment records, showed the unincorporated urban area contained 238.5 acres of industrial land, the 2012 inventory, which employed the County's more up-to-date Graphic Information System (GIS), identified only 106.8 acres of industrial land in the unincorporated area – a difference of 131.7 acres. A detailed analysis of the discrepancy subsequently revealed that the urban growth boundary bi-sects several large tax lots in the northwest portion of the urban area. Although the portion of these tax lots lying inside the UGB are zoned Industrial, the portions extending beyond the boundary are zoned as rural forest land. Apparently owing to the fact that the County's property assessment records do not distinguish between lands that are inside the UGB from those outside the boundary, the 1997 inventory counted the entire acreage of these tax lots, thus erroneously including in the tally of industrial land an additional 132 acres that actually lies outside the boundary. Therefore, all references in this document to the amount of industrial land identified in the 1997 inventory, as well the total amount of land in the UGB in 1997, has been adjusted by subtracting 131.7 acres that was outside the UGB but erroneously counted in the inventory.

acres in the surrounding unincorporated urban area.<sup>2</sup> When the UGB was first established in 1980, Canyonville's population, as reported by the official 1980 US Census, was 1,288 persons. As explained with more detail in the section of this document dealing with historic population trends and future growth projections, Canyonville went through a period of stagnant growth after 1980, due primarily to the closing of the Hanna Nickel mine in nearby Riddle, as well as because of changes in federal forest management policy that negatively impacted the area's traditional logging and wood products employment base. Indeed, the resulting disruption to the community's resource-based job market resulted in a slow but steady loss of population in Canyonville throughout the 1980s and well into the next decade. Consequently, the community saw very little new development, especially in the housing sector, through the mid-1990s. Indeed, between 1980 and 1995, only eighteen new dwellings were added to the city's housing stock, increasing it from 466 dwelling units to 484 dwelling units. By the time the 1997 buildable lands inventory was completed, the total number of dwellings in the entire urban area was reported to be 530, including 46 dwellings that were located outside the city limits, but within the urban growth boundary.

Starting in the mid-1990s, however, Canyonville began to grow again, principally in response to a number of economic development projects undertaken by the Cow Creek Indian Tribe, including major expansions of the Seven Feathers Casino and Resort, as well as other Tribe-operated commercial enterprises in the community. From 1996 to 2012, the number of people employed by the Tribe's various enterprises in Canyonville increased from approximately 270 to nearly 500. Other new and existing businesses in the community also benefited from the Tribe's economic development activities and were themselves able to create additional job opportunities.

As employment in Canyonville continued to increase, so too did the demand for more housing in the community. Between 1996 and 2014, the number of housing units in Canyonville jumped from 530 to 694, representing a notable 31 percent increase. As a consequence of all the new housing being built, nearly 120 acres of previously vacant residential land inside the City has been developed since 1997. The Knoll Terrace Manufactured Home Community alone added 135 new dwelling units to Canyonville's housing stock by the time it reached full build-out in early 2012, while consuming the entire 99.5 acres that had been added to the UGB in 1997 and subsequently annexed into the city the following year.<sup>3</sup>

2. The acreage figures from the '97 inventory represent both developed and undeveloped land within both privately-owned and publicly-owned parcels, but the figures do not include land within public rights-of-way for streets and highways. The updated BLI that was conducted on behalf of the applicant in 2011-12 for this current Plan amendment application likewise did not count land area within public rights-of-way. As a general rule-of-thumb, public rights-of-way are considered to contain around 25 percent of the total land area within a city.

3. Although the 1998 Knoll Terrace boundary expansion and annexation added 99.5 acres to the UGB and city, only 82 acres was subsequently determined to be topographically suitable for residential development. The 17.5 acre balance, which consists of very steep forest land within a major electrical transmission corridor, was zoned Woodland-Open Space-Agriculture (WOA) with the intent that it will remain an undeveloped open space buffer between the Knoll Terrace Manufactured Home Community which adjoins to the north and the large tracts of

Predicting continued population growth as a consequence of the Cow Creek Tribe's steadily expanding business activity in the community, the City commissioned a buildable lands inventory and housing needs analysis in early 1997. The report concluded that "*Canyonville will need a total of about 104 vacant, buildable acres of land, planned and zoned for residential use, to accommodate needed housing units developed through 2010.*" That prediction did not, however, anticipate or fully comprehend the impact of the Tribe's economic development plans on Canyonville in the coming decade. By 2010, nearly all of the land that had been added to the urban area in 1997 (and subsequently annexed into the city in 1998), as well as twenty acres of vacant land that was already in the city prior to the boundary expansion, had been consumed by new residential development. All together, nearly 120 acres of vacant residential land inside the city limits was developed over a period of a dozen years, adding 164 new dwellings to Canyonville's housing stock. As a consequence of Canyonville's rapid population growth during the past decade and a half, coupled with an unprecedented boom in new housing development, the community now has a net shortage of vacant land designated and zoned for residential use.

The 1997 Buildable Lands Inventory found there was 110 acres of vacant residential land within the urban growth boundary. A year later, following annexation of the 99.5 acre Knoll Terrace property, of which 82 acres was subsequently designated and zoned for residential use, Canyonville's inventory of undeveloped residential land within the UGB had increased to 192 acres, including 142 acre inside the city limits and 50 acres in the unincorporated portion of the urban area. [Note: This figure does not include an additional 17.5 acres that was included in the UGB to serve as a permanent open-space buffer between the Knoll Terrace development and adjoining forest resource lands, and thus not available for residential use.]

Following the 1998 boundary expansion and subsequent annexation of the Knoll Terrace property, the 2000 US Census reported that Canyonville had a population of 1,293 persons. At the same time, the urban area had an inventory of 139 acres of vacant buildable residential land available to meet its future housing needs. A decade later, the 2010 Census showed the city's population had grown to 1,884 persons - an increase of nearly 46 percent in just ten years! During this same period, Canyonville's remaining inventory of vacant buildable residential land within the city was reduced to only 73 acres, with less than 18 acres remaining in the unincorporated area. The currently proposed annexation of the subject 49.9 acre site will increase the city's inventory of buildable residential land to 123 acres, which is very close to the amount of vacant buildable residential land that was available fifteen years ago following the 1998 boundary expansion. In other words, the current boundary expansion and annexation will essentially replace the 47 acres of previously vacant residential land that has been developed over the past fifteen years. It is in the light of the recently updated population forecast, buildable lands inventory and housing needs analysis, all of which are summarized above and discussed in detail in later sections of this document, that the applicant proposes expansion of Canyonville's UGB and city limits in order to replace

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commercial timber lands that adjoins to the south. Consequently, none of the land added to the urban area in 1998 remains available to accommodate future needed housing in the community.

only about one-third of the nearly 142 acres of residential land that has been developed in the city over the course of the past fifteen years.

#### **COMPREHENSIVE PLAN/UGB AMENDMENT & ZONE CHANGE REVIEW CRITERIA**

Oregon's land use planning laws provide that any change to Canyonville's urban growth boundary (UGB) constitutes an amendment to the city's Comprehensive Plan. Such amendments are subject to review by the Canyonville Planning Commission and ultimately must be approved by the Canyonville City Council.

The City is required to give formal notice of the proposed Comprehensive Plan/UGB amendment to the Oregon Department of Land Conservation and Development (DLCD) at least 45 days prior to the first scheduled public hearing on the matter. Any amendment of the City's UGB, together with any proposed zone change and subsequent annexation, must be reviewed by DLCD to ensure that the proposed actions meet applicable approval criteria and other legal requirements established under the statewide planning goals as well as by applicable statutes and administrative rules. The City must also notify Douglas County of the proposed land use actions in order to facilitate coordinated review between the two jurisdictions.

In addition to the statewide statutory and administrative rule requirements, the Canyonville Comprehensive Plan also prescribes procedures and criteria which must be addressed prior to approving a proposed amendment. Generally stated, these criteria require that any change to the Plan must be supported by Findings of Fact which demonstrate that the amendment is consistent with the written policies contained within the Comprehensive Plan document itself; that the amendment is consistent with all applicable statewide planning goals adopted by LCDC; that there is a need for a change of the kind in question based on documented population growth, future housing needs, availability of land suitable for urban development, and other factors; and, finally, that the identified need for additional land will best be served by including within the UGB the particular property in question as compared with other land, as determined by a comparative analysis of alternative sites. If the City proposes to take an exception to any of the statewide planning goals, Findings of Fact showing why the exception is justified must also be adopted. In the following sections of this application document, the applicant has proposed Findings of Fact which demonstrate that the proposed amendment is consistent with all applicable Statewide Planning Goals. Consequently, no goal exceptions are proposed.

Proposed Findings of Fact addressing the requisite approval criteria are set forth below. Those Findings demonstrate that the proposed expansion of Canyonville's UGB to encompass the subject 49.9 acre property, together with the corresponding change to the site's land use designation and zoning, as well as its subsequent annexation into the city limits, will fully comply with all applicable policies contained in the Canyonville Comprehensive Plan. The findings also show that there is a need for the requested change based on both historical and projected future population growth, as well as a demonstrated need to provide additional urbanizable land suitable to accommodate new housing opportunities for future residents of the city. Findings of Fact demonstrating that the subject site is best suited to accommodate

Canyonville's future housing needs, as compared to alternative sites that have been evaluated as potential urban expansion areas, are also presented in the Alternative Sites Analysis presented in a later section of this document.

#### **ANALYSIS OF POPULATION TRENDS and PROJECTIONS**

An important part of the applicant's analysis of Canyonville's urbanizable land requirements for future housing needs is a concurrent review of the city's long range population forecasts. Indeed, population forecasting serves as the principal indicator of future land needs within the urban area, and thus provides the factual basis necessary to justify enlarging the UGB.

Over the course of the past half century Canyonville has experienced major fluctuations in its rate of population growth, including a long period of fairly stagnant growth between 1960 and 1995, followed by a decade of rapidly expanding population beginning in the mid-1990s. In 1960, the official US Census placed Canyonville's population at 1,080 persons. By 1980, the community's population had grown by less than 200 persons, representing an average annual growth rate of less than one percent during that twenty-year period. In the decade following the 1980 census Canyonville experienced a significant population decline, mostly as a result of the closing of the Hanna Nickel mine in near-by Riddle, as well as a consequence of changes to federal forest management policy that negatively impacted the area's traditional wood products employment base. By 1990, the official Census report revealed that Canyonville's population had declined by more than five percent in the preceding decade, dropping from 1,288 residents to 1,219. In the next ten years, however, the downward trend reversed and the city's population once more began to grow, reaching nearly 1,300 persons by the year 2000 – a modest increase of about 6.6 percent over the course of the decade, or an average annual increase of 0.66 percent.

The decade between 2000 and 2010 was, however, Canyonville's greatest period of population growth. According to the 2010 US Census, the city's population increased by nearly 600 people over the course of the preceding decade, growing by an astounding 45.7%. The number of people living in Canyonville rose from 1,293 to 1,884, making it one of fastest growing cities in Oregon at the time. When viewed from a longer historic perspective, this dramatic increase in the number of residents represented more than double the amount of combined growth experienced by Canyonville during the entire preceding half-century. Table 1, below, shows Canyonville's historic population figures as reported by each of the official US Census Reports from 1980 through 2010.

**Table 1**  
**Historic Population for Canyonville, Oregon**

Year	Population	Change	% Change
1980	1,288		
1990	1,219	(69)	- 5%
2000	1,293	75	+ 6%

2010	1,884	591	+ 46%
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Source: Official US Census Reports 1980, 1990, 2000 & 2010.

As explained in more detail in another part of this document, most of Canyonville's recent population growth can be attributed to two principal factors. The first is the significant amount of economic development activity that has occurred in the community in the past two decades; principally, the establishment and continued expansion of a number of business enterprises that are owned and operated by the Cow Creek Band of the Umpqua Tribe of Indians. Employment at Tribe-operated businesses in Canyonville has increased dramatically since the opening of the Tribe's first enterprise, the Cow Creek Bingo Hall, in 1992. By the late 1990s the facility had undergone several major expansions to become what is now the Seven Feathers Hotel & Casino Resort. Although the Cow Creek Tribe has business operations in other parts of the county, the vast majority of its employees work in Canyonville. In addition to the Seven Feathers Hotel & Casino Resort, which consists of a 50,000 square foot casino and adjoining 147-room luxury hotel, together with a 22,000 square-foot convention center, several restaurants, a gallery and other guest amenities, the Tribe also operates the Seven Feathers Truck & Travel Center which includes the 24-hour, 250-seat, Creekside Restaurant. Other businesses operated by the Tribe in Canyonville include the recently opened 191-space full service Seven Feathers Recreational Vehicle Resort, as well as Umpqua Indian Foods, Riverside Lodge, Canyon Cubbyhole Storage Facilities, and Valley View Motel. The Tribe also operates Umpqua Indian Utility Cooperative (UIUC), the first utility in the northwest that is both owned and operated by an Indian tribe. UIUC feeds BPA preference power to the Seven Feathers Hotel & Casino, the Seven Feathers Travel Center, and the Creekside Restaurant. The Cow Creek Tribe currently employs about 1,200 people, the majority of whom work at the Tribe's various operations in Canyonville. Between 1996 and 2014, the number of people directly employed by the Tribe in Canyonville increased from approximately 270 to more than 500. Today, the Cow Creek Tribe is the third largest private employer in Douglas County. Both new and existing businesses in Canyonville that are not directly associated with the Cow Creek Tribe have also benefited from tribal economic development activities and have themselves created many new job opportunities in the community.

The second major factor contributing to Canyonville's accelerated growth rate during the past fifteen years is the marked increase in the number of new housing units that have been built in the city since 1998, including, most notably, the 135-unit Knoll Terrace Manufactured Home Community located on the west side of the city. Due, in part, to the limited inventory of better-quality housing in the area, for many years a significant number of people who worked in the community chose to commute from other parts of the county. Beginning in 1998, however, the city experienced a relative boom in new housing construction, and by the end of 2010 more than 160 new dwellings had been added to Canyonville's housing stock. As discussed more fully later, these new opportunities for higher-quality housing included the full range of housing types, including traditional site-built single-family homes, duplex homes, multi-

family apartments and subdivision-like manufactured home parks. While many of these newer residences are now occupied by people who have obtained employment at the various Tribal enterprises discussed above, a significant number of people who are either retired or work in other parts of the county also chose to relocate to Canyonville because of the new and relatively more affordable housing opportunities that have become available.

Until recently, Canyonville's population growth rate has been slower than previously-adopted projections predicted. In 1980, the city's Comprehensive Plan forecast an annual growth rate of 2.5 percent; a rate of growth that, if it had actually occurred, would have added more than 1,200 people to the city's population by the Year 2000 to reach 2,500 residents. Updated population projections contained in the 1987 Periodic Review of the Plan nevertheless continued to use the 2.5% annual growth rate, but extended the original Year 2000 population target of 2,500 persons out an additional decade to 2010. Ten years later, when an updated analysis of population growth was conducted for the 1997 UGB expansion, the city's estimated population was still only 1,235. In order to reach the 2,500 population level previously forecast for the year 2010, the city would have to nearly double in size, requiring an annual growth rate of 4.5% -- something that even the most optimistic planners considered unrealistic. Clearly, an updated forecast model was in order for Canyonville.

Beginning in 2007, Douglas County and the City began work on a new Coordinated City Population Forecast for Canyonville. Prepared by County planning staff in consultation with the City, the coordinated forecast relied on historic growth rates supported by more current census data, as well as other factors that had not been considered in earlier projections. Work on the coordinated growth forecast was completed in early 2009, and a 1.75% annual population growth rate was adopted by the City Council on June 15, 2009. A June 24, 2009, letter to the City from Douglas County acknowledges that the coordinated population forecast work program has been completed, and the mutually agreed-upon annual growth rate for Canyonville is 1.75 percent.<sup>4</sup> The coordinated forecast numbers contained in the adopted Population Support Document were published in November of 2010, nearly a year ahead of when the 2010 official US Census numbers were released. Consequently, the City relied on the 2010 annual PSU population estimate of 1,791 persons as the base number for Canyonville's twenty-year forecast. Using the adopted annual growth rate of 1.75%, the City's 20-year forecast projected a population of 2,535 persons in Canyonville by the year 2030.

The official US Census numbers, which were released after the coordinated forecast was adopted, revealed that Canyonville's population in 2010 was actually 1,884 persons, or 93 more than the earlier PSU estimate. Table 2, below, shows the adjusted population forecast for Canyonville to the year 2034,

4. Reference June 24, 2009, letter from John Boyd, Douglas County Population Planner, to Cheryl Masotto, Canyonville City Recorder, acknowledging that the Canyonville City Council has accepted the coordinated forecasted population growth rate of 1.75%, and stipulating that the County will incorporate the coordinated growth rate into its Comprehensive Plan. The County further acknowledges that the City will rely on the newly adopted growth rate for future planning purposes. (See Appendix A)



using the official 2010 Census number of 1,884 residents as the base population, and the adopted Coordinated City Population Growth Rate of 1.75%. This more up-to-date forecast places Canyonville's projected Year 2030 population at 2,661, which is 126 people (or roughly 5%) more than was originally projected in 2009. By extending the forecast an additional four years to 2034 in order to provide a full 20-year planning period for this proposed UGB expansion, a target population figure of 2,852 is used throughout this document.

**Table 2**  
**Coordinated City Population Forecast for Canyonville, Oregon**  
**Based On Average Annual Growth Rate of 1.75%**

Year	Population	Change	% Change
2000	1,293		
2010	1,884	591	46%
2020	2,239	355	19%
2030	2,661	422	19%
2034	2,852	191	7%

Source: Population Element, Douglas County Comprehensive Plan, Coordinated City Population Forecast for Canyonville, 20-year forecast to 2030. Four-year extended forecast to 2034 by applicant.

## **BUILDABLE LANDS INVENTORY**

As explained in the Background section of this document, a detailed Buildable Lands Inventory & Land Needs Analysis (BLI) was conducted on behalf of the City in early 1997 by Winterowd Planning Services (WPS) of Portland, Oregon, in advance of a proposed 99.5 acre expansion of Canyonville's urban growth boundary. The planning work performed by WPS at the time was intended to serve two purposes. In addition to facilitating a major review and update of the city's Comprehensive Plan and land use regulations, much of the information contained in the WPS planning documents provided the factual basis for expanding Canyonville's UGB to accommodate the proposed Knoll Terrace residential development project which was under review by the City at the time.

While the information generated by WPS ultimately led to the City's approval of the boundary amendment in October of 1997, the scope of the work undertaken by WPS on behalf of the City was far broader and more detailed than would normally be required for a post-acknowledgement Plan amendment involving expansion of the UGB. Although the various and extensive planning tasks undertaken by WPS were not expressly sanctioned by either the City or DLCD as constituting a formal Periodic Review work program, the City's contract with WPS nevertheless called for the consultant to produce a number of detailed studies and recommendations aimed at facilitating a major update to both the Comprehensive Plan and the City's land use regulations. To a significant degree, the scope and level of detail involved in

that undertaking was nevertheless essentially the same as would have been employed in a Periodic Review work program.

Formally adopted by the City Council in October of 1997, the 137-page planning document included an in-depth analysis of long range population trends and growth forecasts; a detailed review of the community's current public facilities systems and an analysis of future infrastructure needs; an analysis of existing urban-area wide transportation facilities and future transportation system needs; and, a detailed buildable lands inventory and land needs analysis for the full range of urban land use activities, including commercial, industrial, residential and public lands. Additionally, some twenty-seven pages of new textual material was prepared for inclusion in various elements of the Comprehensive Plan document. More than two dozen new or amended Plan policies were proposed, all of which were adopted by the City and incorporated into the Plan. Beyond these additions and changes to the Plan document, WPS also drafted a number of major amendments to the City's zoning and subdivision ordinances, including the consolidation of two different low density residential zones into a single zone, as well as major changes to the City's medium density and high density residential zones. The regulatory amendments also established a new Riparian Corridor overlay zone in the city; amended the City's Steep Slopes overlay zone; and, incorporated a number of changes to the City's review procedures and development standards for subdivisions. All of the recommended amendments to the Comprehensive Plan and implementing ordinances, together with the original 99.5 acre UGB expansion, were adopted by the City Council in October of 1997 (reference City Ordinance No. 537) and subsequently acknowledged by LCDC. No further UGB amendments have been undertaken by the City subsequent to the 1997 boundary expansion.

As explained earlier, the application now before the City proposes to again amend the urban growth boundary by adding 49.9 acres of land to be designated and zoned for Medium Density Residential use. The applicant has also submitted a concurrent annexation petition requesting that the subject 49.9 acre territory be annexed into city. Accordingly, the applicant's consultant has conducted a new buildable lands inventory and land needs analysis to determine if there is a justifiable need to enlarge the boundary to accommodate future population growth and housing. A separate Alternative Sites Analysis, which addresses the question of whether the subject site should be given the highest priority for inclusion in the UGB as compared to alternative sites, is covered in a later section of this document.

To the degree that it was practical in order to facilitate both consistency and ease of understanding, the updated buildable lands inventory that was conducted on behalf of the applicant in 2012 employed essentially the same methodology as that used fifteen years earlier for the 1997 BLI. A review of up-to-date building permit data provided to the applicant in June of 2014 reveals that there has been no additional land in Canyonville converted from a "vacant" status to a "developed" status. Consequently, the 2012 BLI can be regarded as an accurate representation of built, buildable and vacant lands as of the date of submittal of this application document. To the extent possible, the 2012 BLI presents the updated data using charts and tables that follow the same format established in the 1997 inventory. Rather than

create an entirely new BLI format, the previous inventory was simply brought current to reflect the current status of all lands within the city limits and the surrounding urban area. Likewise, the terminology that was used to explain the data presented in the 1997 BLI & Analysis is also employed in the 2012 BLI. In both the earlier BLI and this current application document, the term “*vacant buildable land*” simply means vacant or undeveloped land that is presently within Canyonville’s urban growth boundary and city limits that is both suitable and available to meet the city’s long-term growth needs. If vacant land within the city limits and the unincorporated urban area was found to be unbuildable due to severe topographic or environmental constraints (i.e., steep slopes, flood plain, unstable geology, etc.), it was classified in the inventory as “*constrained land*” that is unsuitable to accommodate future growth needs. The following specific definitions are applicable to both the 1997 BLI and the updated 2012 BLI presented below. The various raw data contained in the buildable lands inventory spreadsheets (see Appendix E), as well as that recorded on the GIS-generated field maps employed for the inventory, are also based on these definitions.<sup>5</sup>

- **Vacant Land** means all parcels larger than 1 acre with improvement value of less than \$5,000.
- **Vacant Buildable Land** means vacant land that is unconstrained by topographic or environmental factors.
- **Under-Utilized Land** means all parcels containing more than one acre with a single-family residence, with 0.5 acres subtracted to account for the residence, regardless of zoning district. The remainder portion of the parcel is considered “vacant land” for purposes of this analysis.
- **Constrained Vacant Land** means vacant land *less* the portion of each vacant parcel limited by any of the following:
  1. Land within areas designated as flood hazards by the Canyonville Comprehensive Plan (usually the 100-year flood plain) or areas within a 50-foot riparian area setback from all perennial streams and a 75-foot riparian setback from the South Umpqua River.
  2. Land with slopes of 25% or greater (one foot of vertical rise for every four feet of horizontal distance).
  3. Unavailable parcels: parcels under public ownership are considered “unavailable” for meeting long-term residential, commercial or industrial growth needs.
- **Redevelopment Potential** means all commercial, multi-family residential or industrial parcels > 1 acre where land value > improvement value, which are not vacant or infill parcels. No parcels met these criteria.
- **Developed Land** means land with improvements but not included within “infill potential” or “redevelopment potential” categories. That is, land which is developed and not suitable or available to meet long-term growth needs.
- **Gross Vacant Acre** means an acre of vacant land before land has been dedicated for public right-of-way, private streets or public utility easements. Assuming 25% for streets and utilities, a gross vacant acre will

5. The terms applied to both the 1997 and 2012 Buildable Land Inventories are generalizations concerning buildable land and may not in all situations be wholly consistent with existing City policies. Nothing in the term “developed” would prevent a property owner from demolishing an existing structure and replacing it with more intensive development; provided, of course, that the new development is allowed by applicable zoning regulations. Similarly, the term “vacant” does not in any way imply that property owners are obligated to develop their property.

have 32,670 square feet of vacant land available for construction. Land which has not been subdivided into residential lots falls into this category.

- **Net Vacant Acre** means an acre of vacant land, after land has been dedicated for public right-of-way, private streets, or utility easements. A net vacant acre has 43,560 square feet available for construction, because no additional street or utility dedications are required. Subdivided vacant lots fall into the “net residential” category.
- **Maximum Gross Density** means the maximum density permitted by the underlying residential zone on 43,560 square feet of vacant, buildable land, less 25% for streets and utilities (or, the maximum density permitted on 32,670 sq. ft).
- **Maximum Net Residential Density** means the maximum density permitted by the underlying residential zone on 43,560 square feet of vacant, buildable land.
- **Projected Gross Residential Density** means maximum gross residential density less 10% to account for irregularly shaped parcels, difficult-to-access parcels and market conditions.

Although the 1997 and 2012 inventories shared the terminology defined above, the methodology used in collecting, sorting, analyzing and tabulating inventory data was significantly different. The inventory conducted in 1997 relied on separate and uncorrelated data sources which in turn produced separate and uncorrelated data sets, while the 2012 BLI employed the County’s more robust and fully integrated Geographic Information System (GIS) technology. For example, the principal data source for the earlier inventory was assessment and taxation records obtained from the Douglas County Assessors Office. Information concerning zoning, type and value of physical development, as well as mapping data dealing with topographic and environmental constraints, was collected from a variety of unrelated sources that simply did not integrate very well in the final 1997 BLI report. To further compound the problem, it does not appear that the information derived from these unrelated sources in 1997 was actually verified in the field, as numerous inaccuracies were revealed during the course of conducting the 2012 BLI field work.

While this is not meant to imply that the information in the 1997 inventory was inaccurate to a significant degree or is otherwise unreliable, it must be acknowledged that data from some of the sources was subject to misinterpretation due to the inherent limitations of the technology employed at the time. Consequently, a number of errors in the data came to light when reexamined during the 2012 inventory. One such error, for example, resulted because the County’s property assessment records at the time did not identify tax lots that were divided by the urban growth boundary, and thus did not segregate the portion extending outside the UGB from the portion lying inside the boundary. Consequently, parts of several tax lots that extended beyond the UGB, and encompassing a total of 132 acres, were erroneously included in the final tally of industrially-zoned land in the urban area. This error has been rectified in the 2012 BLI.

In contrast, the buildable lands inventory and analysis conducted for this 2014 UGB amendment proposal is based on data derived using the Douglas County Geographic Information System (GIS) which encompasses a number of fully integrated and up-to-date information sources, including:

**Information Sources:**

- Tax lot boundaries – County Cartography Department, 2010

- City boundary - County Cartography Department, 2010
- Urban Growth Boundary – County Planning Department data system, 2010
- Comprehensive Plan & zone boundaries: Original from Umpqua Council of Governments data set, 2003,
- Modified from City zone change ordinances to bring GIS data current, 2012
- Modified graphic data base to conform to updated r/w and TL boundaries depicted on zoning maps (drafting cleanup only, no modifications were made to official zoning map).
- Flood Plain: 100-year flood plain boundary as updated and modified by FEMA in 2010
- Slope boundaries: Derived from USGA DEM using GIS Technology, generalized for the required values of greater than 25% slope and range of 13% to 25% slope.

**Methodology:**

Developed data set of all tax lots within the urban area; created GIS data set for all tax lot boundaries.

- This procedure produced boundaries which entirely reside within the UGB
- The results show some tax lots have less acreage than shown in Assessor records due to intersection of the UGB across the tax lot boundary. Only the area entirely contained in the UGB was used for calculation of tax lot size.

Determine which tax lots are contained within the city limits.

- This procedure also resulted in identification of tax lots partially within the city and partially within the UGA. Separate data files were generated for split tax lots.

Determine the zoning of each tax lot.

- The results of this procedure created a calculated acreage for each type of zone within each tax lot. Where tax lots with more than one zone were identified, a separated data file was created and each zone was treated individually. (As stated before, gaps, overlaps and similar errors on the City's official zoning map that were identified from this procedure were left uncorrected, but they should be corrected by the City.)

Draft GIS work maps were generated and used in the field to facilitate verification of data.

- Visual field surveys were employed to verify all data sets on all tax lots within the urban area.

Spatially subtracted the floodplain and 100-year flood area from all impacted tax lots in GIS data base.

- The area remaining in the tax lot was recalculated to acreage unconstrained by flood hazard.
- The data summary table shows both the impacted and the unconstrained acreage of these tax lots.

Spatially subtracted from GIS data base portions of tax lots impacted by slopes greater than 25%.

- Using only the area remaining from the elimination of flood information, the slope area was subtracted and the remaining acreage was again recalculated.
- Again, the data summary table shows both the slope impacted acreage of each tax lots, and the unconstrained acreage.

**BLI Data Summary Table (Table 4)**

Reorganization of the data was prepared as follows:

- All tax lots inside city limits grouped separately
- All tax lots in UGA grouped separately
- All tax lots either previously listed as Tribal or currently owned by the Tribe were grouped separately
- Within each group, the data was organized by zone for each tax lot.
- Within each zone, the data was sorted, modified and organized by field information.
- Any redundant acreage due to multiple property accounts was identified and removed to avoid duplication.

- Total values were calculated within each group separately to allow the greatest analytical flexibility.

All data was organized and displayed using Microsoft Excel spreadsheets which are available in pdf form from the Geographic Information System Technology Section of the Douglas County Public Works Department. The final data summary table, which appears on page 14 of this document, is also available in pdf format for detailed listing of each tax lot within the urban area.

### **Canyonville's Land Base**

The findings of the 2012 Buildable Lands Inventory (BLI) are set out in a tabulated format in Table 4 on the following page. To provide a more meaningful and understandable context, Table 4 is organized so that information from the 2012 BLI can be directly compared with data for corresponding land use categories in the 1997 inventory. This continuity between the two inventories is intended to facilitate a clearer understanding of how Canyonville's land base has changed over the course of the past fifteen years.

This is not to say that the findings from 2012 inventory can be correlated with the findings of the 1997 BLA in every instance. For example, Table 4 indicates that between 1997 and 2014, the land area with the city limits increased by 81 acres. We know, however, that in March of 1998, 99.5 acres was annexed into the city. Assuming that the data from in the 2012 BLI is accurate, by subtracting 99.5 acres of annexed land from the 483.2 acres inventoried in 2012, it can logically be concluded that the city actually contained 383.7 acres in 1997, or 18.3 fewer acres than the 402 acres counted the 1997 inventory. Unfortunately, the original field data from the 1997 BLI is no longer available, and it is therefore impossible to resolve all the conflicts that exist between the two inventories. As explained below, where it was possible to identify the source of data errors in the 1997 BLI, the corrected numbers are used in Table 4. Where it is not possible to determine the reason for such errors, the data originally published in the 1997 BLI is retained in Table 4.

During the same period many new parcels were created in the city, principally the result of subdividing larger parcels into smaller lots in order to accommodate the new housing in the community. In 1997, there were 706 parcels comprising 281 acres of fully developed land in the city limits. Presently, the number of individual parcels has risen to 761, while the amount of fully developed land in the city has increased by twenty-five percent to total more than 350 acres. As employment opportunities in Canyonville have continued to increase in recent years, so too has the demand for more housing in the community. Nearly ninety percent, or 73.4 acres, of the newly-urbanized land in the city is now developed with new housing, including traditional single-family homes on individual lots, duplex dwellings on shared lots, multi-family or apartment-type dwellings, and manufactured homes on individual sites within planned residential communities. Between 1996 and 2012, the number of dwellings in Canyonville jumped from 530 to 694 housing units, representing an astounding 31 percent increase in just fifteen years.

In addition to the changes that have occurred to the community's land base inside the city limits, Table 4

shows how conditions in the unincorporated portion of the urban growth area have also changed since 1997. It is worth noting, however, that several significant errors occurred in the '97 inventory with respect to the amount of land that was actually within the urban area at the time. Although the nature and extent of some of the more significant errors is discussed more fully in other sections of this document, it is neither feasible nor necessary to point out every error that occurred. Nevertheless, a concerted effort was made to correct those errors when they were brought to light in the course of conducting the 2012 inventory. Consequently, some of the acreage figures shown for 1997 on Table 4 have been changed from those reported in the original 1997 BLI.

As might be expected, there has been considerably less change to Canyonville's land base in the unincorporated portion of the urban area where the full range of city services is not available to facilitate development. Just prior to the October 1997 UGB expansion, the unincorporated portion of the urban area contained 337 acres, or about 45 percent of the total land area within the UGB. By 2012, however, the land base within the entire urban area had increased by 99.5 acres, reflecting the amount of land that was added to the UGB in 1997. However, because that same 99.5 acres was annexed into the city several months later, the net amount of land comprising the unincorporated portion of the urban area remained unchanged at 337 acres. Table 5, below, summarizes the amount of developed land by general land use category currently inside Canyonville's city limits, as well as the amount of developed land in the surrounding unincorporated urban area.

Table 5  
Developed & Vacant Land in Canyonville  
and Surrounding Urban Area, 2012

General Land Use Category	Developed Acres	Vacant Acres	Total Acres
<b>Inside City Limits</b>			
Commercial	29.8	10.6	40.4
Community Service	50.7	0.7	51.4
Industrial	10.3	0	10.3
Residential	259.5	100.5	360
Open Space	0	11	11
<b>Sub-Total</b>	<b>350.3</b>	<b>122.8</b>	<b>473.1</b>
<b>Urban Growth Area</b>			
Commercial	1.7	0	1.7
Community Service	36.7	6.4	43.1
Industrial	0.3	0	0.3
Residential	43.8	38.8	82.6
Open Space	0	1.4	1.4
<b>Sub-Total</b>	<b>82.5</b>	<b>46.2</b>	<b>129</b>
<i>Tribal Trust Lands</i>			227.6
<b>Total Urban Area</b>	<b>432.8</b>	<b>169</b>	<b>828.4</b>
<b>Total Urban Area Without Tribal Trust Lands Counted</b>			<b>612.2</b>

Gross acreages figures only are shown. Acreages figures are not adjusted to reflect lands unsuitable for development due to physical and environmental constraints (steep slopes, flood plain, etc.). See Table 6 for net buildable acreages.

Source: 2012 Buildable Lands Inventory

As Table 5 shows, 227.6 acres of land within Canyonville's UGB is presently being held in trust by the federal government on behalf of the Cow Creek Indian Tribe. These Tribal trust lands, which are concentrated in the northerly portion of the urban area, comprise nearly 65 percent of all the land presently lying between the city limits and the urban growth boundary. Consequently, the City retains land use planning and development jurisdiction on just 129 acres, or roughly one-third, of the 356 acres now in the unincorporated portion of the urban area. For the Canyonville urban area as a whole, including land within the city limits, Tribal trust lands make up approximately 27 percent of the total land area within the UGB. It is important to note that the buildable lands inventory conducted in 1997 did not distinguish between Tribal trust lands and non-tribal lands inside the UGB. For example, lands designated and zoned for residential use, but under the jurisdiction and control of the Tribe, were simply included in the inventory of vacant and developed residential land with no distinction made as to their



ownership status. The same was true for commercial, industrial and other categories of vacant and developed Tribal lands. Consequently, there is no way of ascertaining the actual amount or percentage of land that was legally within the jurisdiction and control of the Cow Creek Tribe in 1997. The BLI undertaken in 2012, did, however, identify all Tribal properties within the urban area, and subsequently segregated those lands from the non-tribal lands in the inventory. Although the zoning, acreage and development status of all Tribal lands was entered into the inventory data base (see Appendix E), they are not included in the final BLI report which is summarized on Table 4. As was noted earlier, Tribal trust lands located just outside the UGB, but adjoining Tribal lands within the urban area, are not included in the acreage figure shown on Table 5.

Table 5 shows that residential lands make up the largest portion of Canyonville's land base, comprising nearly three-quarters of the land area within the city. Residentially-zoned land that remains vacant and undeveloped represents about twenty percent of the total land area in the city. In the unincorporated portion of the urban area, existing residential development occupies one-third of the land area, while vacant land zoned for future residential use makes up another thirty percent. The remaining 36% of the land base in the unincorporated area consists of land designated for commercial, industrial and public uses.

As previously explained, the City of Canyonville does not have land use planning or regulatory jurisdiction over the 227 acres within the UGB that's held in trust for the Cow Creek Indian Tribe by the federal government; consequently, those lands are not accounted for in the 2012 Buildable Lands Inventory and Land Needs Analysis. It is also important to bear in mind that the amount of developed residential land shown on Table 5 is represented with a "net" acreage figure; that is, land area devoted to existing streets and roads is not included. Vacant residential lands, on the other hand, are shown with "gross" acreage figures that include not only the land area that will be eventually be developed with homes, but also includes acreage that will be needed to accommodate new streets and roads when those vacant areas are eventually developed. When calculating the amount of net vacant land available, the area needed for future streets and other nonresidential uses will not be counted as being available for future housing. As a rule-of-thumb, it is assumed that when vacant residential land is developed, about twenty percent of it will be used for streets, utility easements and other nonresidential uses.

In addition to those parcels that were inventoried as being completely vacant and undeveloped, the 2012 BLI accounted for parcels that were identified as being only partially developed and containing sufficient vacant area to feasibly accommodate further division and development. Such parcels are classified as in the BLI as "*Under-Utilized Land*". Although the BLI identified partially developed, or under-utilized, parcels in all zones throughout the urban area, only the under-utilized and vacant acreage of residentially-zoned parcels was counted for purposes of determining the amount of residential land available for future residential development. Under-utilized residential parcels are those that are larger than one acre and contain a dwelling. One-half acre with the dwelling is subtracted and the remaining undeveloped portion of the parcel (at least one-half acre) is counted as available for future residential development.

Table 6  
Vacant Buildable Land Supply in Canyonville  
and Surrounding Urban Area, 2012

General Land Use Category	Gross Vacant Acres	Under- utilized Acres	Total Vacant Acres	Vacant Flood Plain	Steep Hillside Acres	Total Constrained Acres	Buildable Vacant Acres
<b>Inside City Limits</b>							
Commercial	10.6	0	10.6	0	5.9	5.9	4.7
Community Service	0.7	0	0.7	0	0	0	0.7
Industrial	0	0	0	0	0	0	0
Residential R-1	80.7	26.4	107.1	2.9	42.6	45	62.1
Residential R-2	11.2	0.8	12	0	3.2	3.2	8.8
Residential R-3	8.6	0	8.6	0.5	6	6.5	2.1
Open Space	11	0	11	1.1	4.7	5.8	5.3
<b>Sub-Total</b>	<b>122.8</b>	<b>27.2</b>	<b>150</b>	<b>4</b>	<b>62.4</b>	<b>66.4</b>	<b>83.7</b>
<b>Urban Growth Area</b>							
Commercial	0	0	0	0	0	0	0
Community Service	6.4	1.2	7.6	2.5	0.1	2.6	5
Industrial	0	0	0	0	0	0	0
Residential R-1	38.8	5.1	43.9	0	10	10	33.8
Residential R-2	0	0.7	0.7	0	0	0	0.7
Open Space	1.4	0	1.4	0	0	0	1.4
<b>Sub-Total</b>	<b>46.6</b>	<b>7</b>	<b>53.6</b>	<b>2.5</b>	<b>10.1</b>	<b>12.7</b>	<b>40.9</b>
<b>Total Urban Area</b>	<b>169.4</b>	<b>34.2</b>	<b>203.6</b>	<b>6.5</b>	<b>72.5</b>	<b>79.1</b>	<b>124.6</b>

Source: 2012 Buildable Lands Inventory

One final note: the amount of vacant land shown on Table 5 has not been adjusted to account for the various topographic and environmental constraints that will ultimately restrict or limit the number of houses that can actually be built on a particular site. Such constraints include steep or unstable hillsides, areas subject to flood hazards, riparian corridors along creeks, and wetlands and other environmentally-sensitive sites. Adjusted acreage figures for vacant lands that were identified in the BLI as being impacted by these kinds of constraints are shown on Table 6 and Table 7.

Table 6 shows that approximately 80 acres, or forty percent, of the vacant and under-utilized land in all zones within the urban area is impacted by topographic and environmental constraints. Inside the city limits an even higher percentage (46%) of the vacant and under-utilized land base is unavailable for development due to constraints, while in the unincorporated portion of the UGB less than a quarter of the vacant and under-utilized land in all zones is classified as being constrained. However, when we look at

just the lands designated and zoned for residential use, a different picture emerges.

As shown on Table 7 on the following page, the Canyonville UGB presently contains about 172 acres of residentially-zoned land that is classified as either vacant or under-utilized. However, approximately 65 acres, or thirty-eight percent of that residentially-zoned land is also classified as being constrained by topographic and environmental factors (flood plain, slopes steeper than 25%, etc.) that render it unbuildable; leaving 107.5 acres available to meet Canyonville's future residential land needs. Seventy-three acres, or about two-thirds, of the buildable residential land is presently inside the city limits, while the remaining one-third is in the unincorporated portion of the urban area. Table 7 also reveals that steep hillsides (slopes greater than 25%) represent the greatest impact on vacant and under-utilized lands in the urban area, particularly in the Low Density Residential (R-1) zone. Inside the city, 52 acres, or nearly 40% percent of the vacant and under-utilized land zoned R-1 is constrained by steep slopes, while 28% of the vacant land zoned R-2, and 70% of the land zoned R-3 is impacted by steep hillsides. In contrast, flood plain constraints are a far less significant factor. Only two percent of the vacant and under-utilized residential land in the city is impacted by potential flood hazards, while less than one-quarter of the vacant and under-utilized residential lands in the unincorporated urban area are impacted by steep slopes, and no residentially-zoned lands are impacted by flood hazards.

In summary, Table 7 shows the amount of vacant or undeveloped land remaining in each of City's three residential zones. Vacant land inside the city limits is shown separately from vacant land in the unincorporated portion of the UGB. The Total Vacant Acres includes the acreage all undeveloped parcels, together with undeveloped portion of parcels that already have some development but contain sufficient vacant area to accommodate additional future development. Next, the acreage of vacant land that is constrained by severe physical and topographical features (floodplain and hillsides steeper than 25%), are subtracted from the inventory of vacant land. The remaining amount of unconstrained, or "buildable", land is listed in the last column of the table. These acreage figures are significant because they provide a more accurate picture of how much of the remaining undeveloped residential land now inside the urban growth boundary is actually suitable and available to meet the community's future residential land needs. Table 7 illustrates the point made elsewhere in this document that a much higher percentage of the land in Canyonville occupies very steep hillsides than is found in other communities throughout Oregon; and while some of these steep hillsides have accommodated a limited amount of development over the course of the city's history (albeit at a very low density), the vast majority of these lands have remained, and will continue to remain, unavailable for urban development.

Table 7  
Buildable & Constrained Residential Lands  
Canyonville and Surrounding Urban Area, 2012

Residential Zoning District	Gross Vacant Acres	Under- utilized Acres	Total Vacant Acres	Vacant Flood Plain	Vacant Steep Hillside	Total Constrained Acres	Buildable Vacant Acres
<b>Inside City Limits</b>							
Residential R-1	80.7	26.4	107.1	2.4	42.6	45	62.1
Residential R-2	11.2	0.8	12	0	3.2	3.2	8.8
Residential R-3	8.6	0	8.6	0.5	6	6.5	2.1
<b>Sub-Total</b>	<b>100.5</b>	<b>27.2</b>	<b>127.7</b>	<b>2.9</b>	<b>51.8</b>	<b>54.7</b>	<b>73</b>
<b>Urban Growth Area</b>							
Residential R-1	38.8	5.1	43.9	0	10	10	33.8
Residential R-2	0	0.7	0.7	0	0	0	0.7
<b>Sub-Total</b>	<b>38.8</b>	<b>5.8</b>	<b>44.6</b>	<b>0</b>	<b>10</b>	<b>10</b>	<b>34.5</b>
<b>Total Urban Area</b>	<b>139.3</b>	<b>33</b>	<b>172.3</b>	<b>2.9</b>	<b>61.8</b>	<b>64.7</b>	<b>107.5</b>

Source: 2012 Buildable Lands Inventory

## HOUSING NEEDS ANALYSIS

The first step in determining future residential land needs is an analysis of income and housing cost data in Canyonville. Table 8, below, documents ranges of household income in 2010 for both Canyonville and Douglas County. Notably, the median household income in Canyonville (\$33,047) was significantly less than Douglas County (\$36,510) as a whole. Approximately 39% of Canyonville's households had an income of \$25,000 or less, which indicates a need for more affordable housing opportunities than is currently available.

**Table 8**  
**Household Income**  
**Canyonville & Douglas County, 2010**

Household Income in 2009	City of Canyonville		Douglas County	
	Number	Percent	Number	Percent
Less Than \$10,000	45	9%	4,126	9%
\$10,000 to \$14,999	67	13%	2,903	6%
\$15,000 to \$24,999	85	17%	6,759	15%
\$25,000 to \$34,999	82	16%	7,393	17%
\$35,000 to \$49,999	94	18%	8,309	19%
\$50,000 to \$74,999	101	20%	7,003	16%
\$75,000 to \$99,999	26	5%	4,269	10%
\$100,000 to \$149,999	8	2%	2,423	6%
\$150,000 to \$199,999	0	0%	595	1%
\$200,000 or more	0	0%	411	1%
<b>Median Household Income</b>	<b>\$33,047</b>		<b>\$36,510</b>	

Source: US Census of Population and Housing, 2010

Tables 9 and 10 on the following page provide useful measures of the need for affordable housing in the community. Although household income in Canyonville is relatively low, it is fairly evenly distributed. Note that Canyonville has a higher percentage of all persons below the poverty level (22%) than does Douglas County (16%). The highest incidence of poverty in Canyonville occurs with the elderly (13%) and with female households with children (33%). Again, the data point to the need for providing least-cost housing options, such as manufactured homes on individual lots, manufactured home parks and multi-family housing. In order to minimize development costs and thus create opportunities for more affordable and low-cost housing in the community, more land that is planned and zoned to accommodate higher residential development densities will need to be provided in the future.

**Table 9**  
**Percent of Households Below Median Household Income**  
**Canyonville, 2010**

<b>Household Income Categories</b>	<b>Number</b>	<b>Percent of All Households</b>
Median Household Income 2009	\$33,047	
Less than 80 Percent of Median Income	197	38%
Less than 60 Percent of Median Income	76	15%
Less than 40 Percent of Median Income	58	11%
Less than 20 Percent of Median Income	39	8%

Source: US Census of Population and Housing, 2010

**Table 10**  
**Percent of Persons & Families Below Poverty Level**  
**Canyonville & Douglas County, 2010**

<b>Category</b>	<b>City of Canyonville Percent Below Poverty</b>	<b>Douglas County Percent Below Poverty</b>
All Persons	22%	16%
Persons 18 Years and Older	19%	19%
Persons 65 Years and Older	13%	14%
All Families	17%	14%
With Related Children Under 18	14%	23%
All Female Householder Families	33%	32%
With Related Children Under 18	50%	43%

Source: US Census of Population and Housing, 2010

The level of educational attainment is an indicator of probable future income capacity, and therefore the type of housing that will likely be needed in the future. In 2010, only 3% of Canyonville's residents had a bachelor's degree (compared with 9% of Douglas County's residents) while 14% had not graduated from high school (compared with 12% of Douglas County residents). Table 11 suggests that earning power in Canyonville is limited by the relatively lower level of educational attainment; consequently, there will continue to be a need for lower-cost housing opportunities in the future.

**Table 11**  
**Educational Attainment**  
**Persons Eighteen or Older**  
**Canyonville & Douglas County, 2010**

Level of Education	City of Canyonville		Douglas County	
	Number	Percent	Number	Percent
Less than 9th grade	0	0%	2,720	3%
9th to 12th grade, no diploma	119	14%	10,041	12%
High school graduate	379	42%	28,356	33%
Some college, no degree	284	31%	25,061	30%
Associate degree	77	9%	6,797	8%
Bachelor's degree	31	3%	8,131	9%
Graduate or professional degree	9	1%	4,396	5%

Source: US Census of Population and Housing, 2010

Table 12 considers the change of age distribution of people living in Canyonville from 1990 to 2010. During this 20-year period, Canyonville experienced significant population increases in all age ranges except one. The two groups that had the largest increase were the 18 – 24 year old age group which increased 154%, and the 45 – 64 year old age group which increased by 111%. The 25 – 44 year old age group decreased by about one percent, while the number of people over 65 increased by 76%. These figures suggest housing demands are greatest among younger working-age families and older working-age households that are approaching retirement age. The tremendous growth of these two age groups support the conclusion that there is a significant need for more lower-cost housing opportunities in Canyonville.

**Table 12**  
**Age Distribution of Residents**  
**Canyonville, 1990 & 2010**

Age Range	1990 Number (1,219)	Percent of Total	2010 Number (1,884)	Percent Of Total	Percent Change 1990 to 2010
0-5 Years Old	96	8%	105	6%	9%
6-17 Years Old	212	17%	291	15%	37%
18-24 Years Old	74	6%	188	10%	154%
25-44 Years Old	330	27%	327	17%	-1%
45-64 Years Old	225	18%	475	25%	111%
65 and over	282	23%	498	26%	76%

Source: US Census of Population and Housing, 1990 & 2010

### Housing Affordability

This section examines the cost of housing relative to income in Canyonville and Douglas County. As a rule of thumb, housing costs become “unaffordable” when they exceed 25% of household income. Table 13, below, examines monthly home ownership costs relative to reported monthly income in 2010. In Canyonville, nearly 40% of homeowners paid more than twenty-five percent their household incomes for housing, compared with 56% in Douglas County. For renters, Table 14 compares gross rent to household income. In Canyonville, approximately 61% of renters pay more than 25% of their household incomes for gross rent, compared with 64% in Douglas County. Although these percentages indicate housing costs in Canyonville are slightly lower than in Douglas County as a whole, they nevertheless demonstrate a clear need for more affordable rental-housing opportunities, as well as for lower cost owner-occupied housing.

**Table 13**  
**Monthly Cost of Home Ownership Compared to Income**  
**Canyonville & Douglas County, 2010**

Selected Monthly Costs as a Percentage of Household Income	City of Canyonville		Douglas County	
	Number	Percent of Total	Number	Percent of Total
Less Than 20%	33	23%	5,052	29%
20-25%	55	39%	2,701	15%
25-30%	14	3%	1,227	7%
30-35%	18	13%	2,003	11%
More Than 35%	33	23%	6,661	38%

Source: US Census of Population and Housing, 2010

**Table 14**  
**Gross Rent Compared to Income**  
**Canyonville & Douglas County, 2010**

Gross Rent as a Percentage of Household Income	City of Canyonville		Douglas County	
	Number	Percent of Total	Number	Percent of Total
Less Than 15%	22	10%	1,338	11%
15-20%	54	24%	924	8%
20-25%	13	6%	2,143	18%
25-30%	35	16%	2,000	16%
30-35%	19	8%	1,587	13%
More Than 35%	83	37%	4,271	35%

Source: US Census of Population and Housing, 2010



## 2010 Housing Stock

Table 15 relies on the US Census Reports for 1990, 2000 and 2010, and compares changes that have occurred in housing mix and ownership during the twenty-year period. The most notable change is the decrease in the percentage of single-family homes compared to multi-family housing units. While single-family houses made up more than two-thirds (67%) of the housing stock in 1990, they represented only 57 percent of all dwellings in the community by 2010. During the same period the number of multi-family dwellings increased by 132 percent as their share of the housing stock rose from 16 percent in 1990 to 29 percent in 2010. The percentage of owner-occupied dwellings in Canyonville decreased from 58% to 54%, while the percentage of renter-occupied dwellings increased from 42% to 46%. Not surprisingly, owner-occupancy is highest among single-family and manufactured homes, and lowest among multi-family residences. Of further note is the dramatic increase in the median value of all dwellings in the city, rising from \$44,700 in 1990 to \$144,600 in 2010, an increase of 223 percent. These numbers suggest that higher-cost conventional single-family residential development will continue to play a decreasing role in providing affordable housing opportunities for Canyonville's relatively low household incomes.

Table 15  
Housing Stock Summary  
Canyonville<sup>6</sup> 2010

Types of Housing Units	1990	Percent	2010	Percent	% of Change
Number of Housing Units	484	100%	602	100%	24%
Occupied	449	93%	508	85%	13%
Vacant	35	8%	94	15%	169%
Owner Occupied	260	58%	275	54%	6%
Renter Occupied	189	42%	233	46%	23%
Single-family	324	67%	346	57%	7%
Multi-family	75	16%	174	29%	132%
Manufactured	80	17%	82	13%	2.5%
Median Year Built	1969	--	1985	--	--
Median Value	\$44,700	--	\$144,600	--	223%

Source: US Census of Population and Housing, 2010

<sup>6</sup> The type and number of housing units listed in Table 15 are taken from the 2010 US Census Report for Canyonville and include only those dwellings located inside the city limits. Additional housing units located outside the city limits, but with Canyonville's urban growth boundary, were counted in the 2012 Buildable Lands Inventory (BLI) for the entire urban area. The 2012 BLI revealed that 92 additional housing units are included within the unincorporated urban area surrounding the city.

### Housing Mix and Density

Building permit data shows that 226 new dwelling units were added to Canyonville's housing stock from January 2000 through May of 2014. Table 16, below, shows that nearly two-thirds of these new housing units were manufactured homes, including 137 manufactured homes placed in manufactured home parks (61% of all new dwellings), and 11 manufactured homes that were placed on individual lots (5% of all new dwellings). Multi-family dwellings, including duplex and apartment units, contributed 53 additional units (23% of all new dwellings); although, it should be noted that almost all the new multi-family dwelling units were in only two construction projects – a 40-unit low income project built in 2000 and a 12-unit duplex project developed in 2006. Conventional site-built single-family homes contributed the smallest share of new dwelling units, adding 25 new dwellings representing only 11% of all new housing units added to Canyonville's housing stock during the same period. Table 16 also shows that residential construction activity in Canyonville experienced a sudden and dramatic decline beginning in 2008, mirroring the nation-wide crash of the housing market. Nevertheless, the various economic indicators discussed in other sections of this document suggest there will continue to be a need for additional housing in the community that will have to be met as economic and market constraints continue to ease.

**Table 16**  
**Approved Residential Building Permits**  
**Canyonville, 2000 – 2014**

Year	Single-Family Site-Built	Mnfg. Home On Lots	Mnfg. Home in Parks	Multi-Family Units	Total Units
2000	0	3	3	40	46
2001	3	0	13	0	16
2002	3	2	16	1	22
2003	3	2	16	0	21
2004	2	1	27	0	30
2005	6	1	17	0	24
2006	1	0	16	12	29
2007	5	2	29	0	36
2008	0	0	0	0	0
2009	1	0	0	0	1
2010	0	0	0	0	0
2011	1	0	0	0	1
2010	0	0	0	0	0
2011	1	0	0	0	1
2012	0	0	0	0	0
2013	0	0	0	0	0
2014	0	0	0	0	0
<b>Total</b>	<b>25</b>	<b>11</b>	<b>137</b>	<b>53</b>	<b>226</b>
<b>Percentage</b>	<b>11%</b>	<b>5%</b>	<b>61%</b>	<b>23%</b>	<b>100%</b>

\*Source: City of Canyonville Building Permit Records, January 2000 through May 2014.

To determine the density at which new residential development occurred in Canyonville over the course of the fifteen-year analysis period, the average net density of all new residential development was calculated by comparing the amount of vacant land that was fully converted to residential use each year with the number of dwelling units constructed within each of the three broad categories of housing types. Between January 2000 and May 2014, 127.7 acres of vacant residential land was fully developed with a total of 226 new dwellings. On average, each new dwelling unit consumed 0.57 gross acres of land. As used here, gross acreage includes the land area of the lot, parcel or mobile home park site containing the dwelling itself, as well as any vacant land used to construct public and private streets necessary to provide access to the new dwellings. Additionally, other lands within a development that were required to be designated and set aside as permanent common areas and open-space are included in the gross developed acreage. This historic data, derived from City building permit records and the 2012 Buildable Lands Inventory, is presented in Table 17, below, and shows that while the average density of new residential development varied from year to year, depending on the specific mix of housing types built, new development has nevertheless occurred at densities well below those allowed by Canyonville's zoning and land use regulations. The average net density of all categories of new housing (single-family, mobile home parks, multi-family, etc.) built in Canyonville between January 2000 and May 2014 was 1.77 dwelling units per acre for all residential zones.

**Table 17**  
**Average Density of New Residential Development**  
**Canyonville, 2000 - 2014**

<b>Year</b>	<b>Housing Units Built</b>	<b>Total Acres Developed</b>	<b>Average Density Units per Acre</b>	<b>Average Density Area per Unit</b>
2000	46	5.42	8.50	0.12
2001	16	10.07	1.60	0.63
2002	22	11.23	1.96	0.51
2003	21	30.72	1.46	1.46
2004	30	18.01	0.68	0.60
2005	24	17.33	1.38	0.72
2006	29	12.78	2.67	0.44
2007	36	20.92	1.72	0.58
2008	0	0	0	0
2009	1	1.07	.93	1.07
2010	0	0	0	0
2011	1	0.15	6.6	0.15
2012	0	0	0	0
2013	0	0	0	0
2014	0	0	0	0
<b>Total</b>	<b>226</b>	<b>127.7</b>	<b>1.77</b>	<b>0.57</b>

Source: City of Canyonville Building Permit Data; 2011-12 Buildable Lands Inventory; analysis by the applicant.

When considering the relatively low average density at which new residential development has occurred in the past fifteen years, it is important to bear in mind the degree to which the current supply of buildable land is constrained by topography – most significantly steep slopes. It should also be taken into account that development on a just a few large hillside lots can skew the overall density picture dramatically. This can be illustrated by eliminating the three houses that were built on lots containing more than one acre, including a 18.97 acre parcel developed in 2003 that appears to have no practical potential for further division or development due to the extremely steep slope it occupies, and the two dwellings built in 2005 on hillside lots containing 1.62 acres and 2.81 acres respectively, and which likewise have not potential for further division or development, yielding a theoretical overall average density of 2.14 units per acre. Since so much of Canyonville's current inventory of vacant residential land is constrained by steep slopes, it must be assumed that future development of these constrained land will continue to keep overall average densities (particularly for single-family dwellings) much lower than would otherwise occur. As discussed more fully in the preceding section dealing with Canyonville's buildable land supply, and illustrated in Tables 6 and 7, steep hillsides will continue to have a significant influence on future residential densities. This influence on future residential land need projections is examined in the following section.

#### **Year 2034 Residential Land Needs Projection**

As discussed earlier, the 2010 US Census reported that Canyonville had a population of 1,884 persons. The community's housing stock in 2010 consisted of 694 dwelling units, including 602 inside the city limits and 92 located in the unincorporated portion of the UGB. The average household size for renter-occupied dwellings in 2010 was 2.58 person, which was somewhat larger than the average household size of 2.34 persons for owner-occupied dwellings. Of the 602 dwellings inside the city's corporate limits, the Census found that only 508, or roughly 84 percent, were occupied (an unusually high vacancy rate of sixteen percent compared to a vacancy rate of 9 percent for the county as a whole). Although Canyonville has historically had a higher vacancy rate than most other Oregon cities of similar size (the 1990 Census reported that Canyonville had a higher-than-average vacancy rate of 7.2 percent compared to a vacancy rate of less than 5 percent for the county at that time), it is worth repeating that the 2010 Census occurred during a period of severe economic stress when the community was experiencing significant out-migration of renters, while occupancy of owner-occupied dwelling remained relatively stable. Although more up-to-date vacancy rate data is not available, there are indications that some improvement has occurred since 2010. For example, the 2012 Certified Population Estimate for Canyonville issued by Portland State University was 1,910 – an increase of 26 persons in two years, representing an annual average increase of less than one percent, but nevertheless a sign that Canyonville is continuing to grow. For the purposes of this current analysis of future housing and residential land needs, a less extreme, average annual vacancy rate of eight percent is assumed for the 20-year planning period.

If we assume that the mix of housing types that were built in Canyonville during the years 2000 through 2014 (see Table 16, above) will remain unchanged throughout the twenty-year planning period, and we further assume that both the average household size and the distribution of future population growth among the various housing types will likewise remain unchanged, we can easily calculate the number of additional housing units that will be needed to accommodate a projected urban area population increase of 968 persons (see Population Forecast, Table 2) by Year 2034. To simplify the calculations, an overall average household size of 2.5 persons is used for all housing types. These assumptions are then applied to the calculations used to produce Table 18 on the following page.

**Table 18**  
**Needed Additional Housing Units by Type - Year 2034**

Housing Type	Distribution of Units By Type	Household Size	Distribution of New Population	Additional Dwelling Units Needed by 2034	Total Dwellings Adjusted for 8% Vacancy Rate
Single-Family	11%	2.5	107	43	46
Mnfg. Homes on Lots	5%	2.5	48	19	21
Mnfg. Home Park Units	61%	2.5	590	236	255
Multi-Family Units	23%	2.5	223	89	96
<b>Total</b>	<b>100%</b>	<b>2.5</b>	<b>968</b>	<b>387</b>	<b>418</b>

Source: US Census of Population and Housing, 2010

Based on the figures in Table 18, the community's projected population growth of 968 persons by Year 2034 will require an additional 418 dwelling units. This number is arrived at by dividing the projected population increase by the assumed average household size for each of the four housing types. The sums are then increased by 8 percent to account for vacancies.  $[968 \div 2.5 = 387 \times .08 = 31 + 387 = 418]$

#### Housing Type & Density Projections

Table 19, below, shows how much land would be required to accommodate the 418 additional dwelling units needed in Canyonville by Year 2034 if the land need projections are based on the residential development densities prescribed by the Comprehensive Plan for each of the four categories of dwelling type.

**Table 19**  
**Land Needed for Future Housing To Year 2034**  
**- Plan Designation Model -**

Housing Type	Distribution of Units by Type	Additional Units Needed At Comp Plan Density <sup>1</sup> By Year 2034	Additional Acres Needed <sup>1</sup> At Comp Plan Designation Density By Year 2034
Single-Family	11%	46 @ 2 to 5 DU/ac	Low Density: 9.2 to 23 ac.
Mnfg. Homes on Lots	5%	21 @ 2 to 5 DU/ac	Low Density: 4 to 10 ac.
Mnfg. Home Park Units	61%	255 @ 5 to 8 DU/ac	Med. Density: 31.9 to 51 ac.
Multi-Family Units	23%	96 @ 8 to 18 DU/ac	High Density: 5.3 to 12 ac.
<b>Total</b>	<b>100%</b>	<b>418</b>	<b>All Residential: 50.4 to 96 ac.</b>

Source: US Census of Population and Housing, 2010; City of Canyonville; analysis by applicant.

<sup>1</sup> Includes 20% set aside for streets and other infrastructure.

Table 19 shows that the maximum development densities permitted by the Comprehensive Plan would require only 96 acres of land to accommodate the 418 new dwelling units needed in Canyonville by 2034.

In marked contrast, the historic development data presented in Table 20 on the following page indicates that 160 acres, or 63% more land, will be needed for the same 418 dwellings if future development is constrained to the same degree that occurred during the past fifteen years. As previously noted, the 2012 BLI revealed that Canyonville's UGB contains 172 acres of vacant and under-utilized land zoned for residential use (see Tables 6 and 7). However, about 65 acres, or nearly thirty-eight percent, of the presently vacant residential land is constrained by topographic and environmental factors to such a degree as to render it "unbuildable" – leaving 107 acres remaining to accommodate Canyonville's future residential needs. Of the 107 "available" acres, 21.5 acres, or twenty percent, was identified in the BLI as occupying hillsides with slopes ranging between 13% and 25%. Although these less-steep hillsides were counted as being "buildable", and thus available to accommodate a portion of Canyonville's future housing needs, it is reasonable to assume they will not permit development densities anywhere near the density that will be achieved on the urban area's remaining 85.5 acres of vacant low-lying residential land. It therefore bears repeating that steep hillsides represent the greatest impact on vacant and under-utilized lands in the urban area, with more than one-third of the current inventory of vacant and under-utilized land within the UGB occupying hillsides that are simply too steep (and potentially unstable and unsafe) to accommodate any meaningful amount of new residential development over the course of the next twenty years.

The historic development density figures shown in Table 20 are based on data taken from city building permit records covering the period from January 2000 through May of 2014. Since the annual permit reports identify the specific lots and parcels permits were issued for, and describe the type of construction that occurred; thus, it was possible to refer to county assessment records to learn the location and size of the lot or parcel that was developed for each new dwelling. Only building permit information and acreage figures for new residential structures was counted. Remodeling work and additions to existing homes, or construction of garages, accessory buildings and other such improvements was not included. The amount of land consumed by all new dwellings within each of the four dwelling-type categories was added together and the sum divided by the total number of dwellings built over the course of the fifteen year period. For example, 37 single-family dwellings were built on individual lots and parcels totaling 32.74 acres between 2000 and 2014. The developed acreage consumed by the 37 dwellings is then divided by the number of dwellings built, showing that, on average, 0.88 acres of land was developed for each dwelling built, resulting in an overall average development density of 1.13 dwelling units per gross acre. If the same average development density were to continue into the future, 41 gross acres would be required to accommodate the 46 additional single-family dwellings projected to be needed by 2034. Again, gross acreage includes the area of the lot or parcel containing the dwelling, together with any additional land needed for public or private streets, as well as lands set aside for common areas and open-

space. Since these additional land requirements will vary widely from one development project to the next, the future residential land need projections contained in the tables must be regarded as informed estimates that should be reevaluated periodically as development practices and market trends continue to evolve over time.

**Table 20**  
**Land Needed for Future Housing To Year 2034**  
**– Historic Land Use Model –**

Housing Type	Distribution of Units by Type	Additional Units Needed At Historic Development Density By Year 2034	Additional Acres Needed At Historic Development Density By Year 2034
Single-Family	11%	46 @ 1.13 DU/gross ac.	41
Mnfg. Homes on Lots	5%	21 @ 1.13 DU/gross ac.	18
Mnfg. Home Park Units	61%	255 @ 2.7 DU/gross ac.	94
Multi-Family Units	23%	96 @ 13.5 DU/gross ac.	7
<b>Total</b>	<b>100%</b>	<b>418</b>	<b>160</b>

Source: US Census of Population and Housing, 2010; City of Canyonville; analysis by applicant.

<sup>1</sup> Includes land needed for used for public and private streets, designated open space and other infrastructure.

When comparing the amount of land needed for future residential development on Tables 19 and 20, it is obvious that there is a significant difference in development densities and acreage requirements when the need projections are based on the densities prescribed by the Comprehensive Plan (Table 19), and the actual development densities that have occurred in Canyonville during the last fifteen years (Table 20). To begin with, housing densities prescribed by the three residential designations in the Comprehensive Plan (Low, Medium and High Density) do not take into account the degree to which development is constrained by site-specific topographical factors such as steep slopes, flood plains and riparian corridors. For example, hillside development presents a significantly higher degree of potential environmental and public safety hazards than is typically encountered when building on unconstrained land, including, most notably, the kinds impacts associated with disturbance of unstable soils and underlying geology, including increased risk of soil erosion, slope failure and landslides. While some level of urban development can and does take place on steep slopes without incurring undue risks of hazard and environmental degradation, mitigation of such risks invariably results in a dramatically lower development density than would otherwise occur on sites that are not similarly constrained by steep topography.

As was revealed in the Buildable Lands Inventory (see Table 4), most of the vacant land designated for residential use in Canyonville occupies sloping hillsides that, to varying degrees, act to constrain or limit the density at which development can reasonably occur, regardless of the density prescribed by the Comprehensive Plan, or otherwise allowed by the City's zoning and development regulations. Indeed, well more than one-third of the remaining vacant residential land in Canyonville and the surrounding unincorporated urban area occupies hillsides with slopes exceeding 25% (one foot of rise for every four feet of horizontal distance). For the most part, these extremely steep hillsides provide no realistic



opportunity to accommodate future residential development. As Table 17 shows, the average development density for all dwelling types constructed between the years 2000 and 2014 was 1.77 dwelling units per acre, while Table 19 shows that the Comprehensive Plan anticipated future residential development to occur at densities two to three times higher than what has actually taken place.

Table 21, on the following page, shows the amount of residential land that will be needed if housing development during the next twenty-year planning period occurs at a density that is mid-way between the higher densities prescribed by the Comprehensive Plan and the historically lower densities that actually occurred during the past fifteen years. This mid-range land need projection model accounts for the fact that much of the vacant land presently in the UGB is impacted by steep slopes that will restrict future development to much lower densities than will occur on other lands that are not similarly constrained. Even if all the land that's brought into the urban growth boundary in the future is relatively flat and unconstrained, economic, societal and market forces will nevertheless continue to direct some residential development to hillside properties that are already in the urban area and zoned to allow such use. Consequently, a portion of Canyonville's future development will occur at densities that are much lower than what the City's Comprehensive Plan and development regulations anticipate. The adjusted mid-range projection model, therefore, assumes that roughly half of Canyonville's future residential development will occur on physically constrained land at densities mirroring the past twenty years, while half will take place on unconstrained land where significantly higher housing densities will be achieved.

The estimates of the amount of residential land that will be needed within the Canyonville UGB by 2034, as shown on Table 21, employ the following assumptions and computational methodology:

- (1) Twenty percent of the vacant buildable residential area needed for housing will be devoted to public rights-of-way and other needed infrastructure.
- (2) An additional five percent of the vacant buildable residential land will be designated for required common areas, riparian corridors, and similar open-space use.
- (3) A vacant buildable acre is equal to 43,560 square feet, and includes land needed for street rights-of-way, required open space and other infrastructure needs.
- (4) Single-family development, including 46 site-built homes and 21 manufactured homes located on individual lots, will develop at an average density of 1.4 dwelling units per gross acre. This development density assumes that roughly half of the new single-family dwellings constructed in the next twenty years will be built on physically constrained land at densities mirroring the past twenty years (1.13 DU/gross acre, or 0.88 ac./DU), while the other half will be built on unconstrained land where a higher housing density of 2 DU/gross ac. (0.50 ac./DU), as prescribed by the Comprehensive Plan, can actually be achieved. Half of the 66 single-family dwellings needed in the next twenty years will require 29 acres of land ( $33 \times 0.88 = 29.04$  ac.), while the other half will require 16 acres of land ( $33 \times 0.50 = 16.5$  ac.), thus totaling 46 acres (including 32 acres for site-built houses and 12 acres for manufactured dwellings) and yielding an effective overall average density of 1.4 DU/gross acre.
- (5) Using the same projection methodology, manufactured home parks will develop at an average mid-range density of 3.5 dwelling units per acre. Half of the 255 mobile home park units projected to be needed in the next twenty years will be developed at the documented historic

density of 2.7 DU/ac. (0.37 ac./DU), while half will be developed at the higher density (5 DU/ac., or .20 ac./DU) as prescribed by the Comprehensive Plan. Thus, 128 units will require 47 acres of land ( $128 \times .37 = 47.3$ ), and the remaining 127 units will require 25 acres ( $127 \times .20 = 25.4$ ), requiring a total of 72 acres and yielding an average density of 3.5 DU/gross acre.

- (6) Multi-family development will occur at an average mid-range density of 10 units per acre. Half of the 96 multi-family dwellings needed by 2034 will be developed at the documented historic density of 13.5 DU/ac., (0.07 ac./DU), while half will be developed at the higher density of 8 DU/ac. (0.13 ac./DU) prescribed by the Comprehensive Plan. Thus, 48 units will require 3.36 acres of land ( $48 \times .07 = 3.36$ ), while the remaining 48 units will consume six acres ( $48 \times .13 = 6.25$ ), requiring a total of ten acres and yielding an average density of 9.6 DU/gross acre.

on the preceding assumptions and computations, and summarized in Table 21, below, Canyonville will need a total of about 126 buildable acres of land, planned and zoned for residential use, to accommodate needed housing units of all types developed through 2034. This figure does not include parks, schools or semi-public uses such as religious institutions, which are permitted, either outright or conditionally, in Canyonville's residential zoning districts. At least 10 of these vacant buildable acres will need to be designated High Density Residential, 72 acres designated for Medium Density Residential, and 46 acres designated for Low Density Residential.

Based on the findings presented in the Housing Needs Analysis earlier in this document, the future housing need projections presented in Table 21 emphasize the need for increasing affordable housing opportunities and densities beyond those that have historically occurred in the community. In practical terms, this means providing more opportunities for the development of both planned manufactured home communities and multi-family dwellings.

**Table 21**  
**Land Needed for Future Housing to Year 2034**  
**– Adjusted Mid-Range Land Use Model –**

Housing Type	Distribution of Units by Type	Additional Units Needed By Year 2034	Additional Acres Needed Adjusted Mid-range Model By Year 2034
Single-Family	11%	46 @ 1.4 DU/ac	32
Mnfg. Homes on Lots	5%	21 @ 1.4 DU/ac	12
Mnfg. Home Park Units	61%	255 @ 3.5 DU/ac	72
Multi-Family Units	23%	96 @ 9.5 DU/ac	10
<b>Total</b>	<b>100%</b>	<b>418</b>	<b>126</b>

With respect to the current supply of vacant and under-utilized land zoned to allow a planned manufactured home community, such as that contemplated by the applicant on the subject 49.9 acre site, Table 7 on page 20, shows that 12.7 acres of vacant land in the urban area is presently zoned R-2 (Manufactured Home Park/Duplex Residential), and that 3.2 acres, or about one-quarter of the current inventory of vacant R-2 land is constrained by steep slopes and therefore unsuited for development with a manufactured home park, thus leaving only 9.5 acres available. Using the adjusted mid-range density

calculations explained earlier and presented in Table 21, above, an additional 72 acres of land will need to be added to the urban area to accommodate the estimated 255 medium density dwelling units projected to be added to Canyonville's housing inventory during the next twenty-year planning period.

#### **Infill & Conversion Potential**

As explained in the Introduction, the applicant proposes to expand Canyonville's UGB to encompass 49.9 acres of land to allow development of a Planned Residential Community within the Medium Density (R-2) Residential zone. When the boundary was last enlarged fifteen years ago, 99.5 acres was added and annexed to city, including 82 acres for the Knoll Terrace Planned Community, together with 17.5 acres that was set aside as permanent open-space. Within ten years of its annexation, the 82-acre Knoll Terrace property was fully developed, leaving just twelve acres of vacant buildable land remaining in the urban area to accommodate the community's future medium and high-density residential needs. Projections of future housing needs through 2034 indicate that approximately 82 acres of developable land will be required to accommodate the 350 multi-family and mobile home park dwelling units forecast to be needed over the next twenty years. That amount represents about 70 acres more than presently exists in the urban growth boundary (see Table 21 on the previous page). It is not entirely coincidental that the 82 acres that will be needed for medium and high-density housing during the next twenty years is the same amount of land that was consumed by the Knoll Terrace development in a little more than half that amount of time. It can therefore be argued that the current UGB expansion proposal is simply intended to replace a portion (about sixty percent) of the 82 acres that was consumed by the Knoll Terrace development.

At the present time, Canyonville also has an inventory of 96 acres of vacant developable land zoned R-1 to accommodate low density single-family dwellings during the next two decades. Based on a forecast showing that 66 new single-family dwellings will be needed in Canyonville during the next twenty years, and further showing that those dwellings will consume 43 acres of land, it appears that a surplus of 53 acres of vacant buildable land zoned for low density housing presently exists in the UGB. This revelation leads to an unavoidable question: Can a portion of Canyonville's future medium and high-density housing needs be accommodated on some of the "surplus" vacant land that's currently zoned to allow only low density single-family dwellings? To answer that question, a number of factors need to be considered.

To begin with, the City's Single-family Residential (R-1) zone does not permit the development of manufacture home parks, regardless of the density of the dwellings within the park. Neither does the R-1 zone allow multi-family dwellings, including duplexes, apartments or other kinds of residential developments consisting of more than one detached dwelling on an individual lot or parcel. There is no reason to believe that the City of Canyonville will amend its zoning regulations any time in the foreseeable future in order to allow housing types in the R-1 zone other than single-family dwellings on individual lots and parcels. Consequently, if dwelling types other than single-family are to be accommodated on any of the vacant land that's currently zoned R-1, it will first be necessary to change the zoning on those properties to either R-2 or R-3. Any such change in zoning would, of course, be

predicated on a decision by the City to concurrently amend the Comprehensive Plan by changing the land use designation from Low Density Residential to either Medium Density or High Density Residential. There is likewise no reason to believe that the City is inclined to initiate a major legislative amendment of the Comprehensive Plan to convert privately held property from its current low density designation to one that would permit the introduction of mobile home parks, duplexes and apartment buildings into neighborhoods that have traditionally consisted exclusively of single-family homes on individual lots. And while it is certainly possible that some property owners may, from time to time, request to have the R-1 zoning on their land changed to R-2 or R-3 in order to allow its development at a higher residential density, there is no basis for believing that a sufficient number of such owner-initiated zone change requests will occur in the future to significantly increase the supply of land suitable for higher density housing. Indeed, during the past twenty years, when the demand for higher density dwelling types (manufacture home parks, duplexes and apartment dwellings) was at an all-time high in Canyonville, only three parcels totaling 2.25 acres were re-zoned from low density residential (R-1) to medium or high density residential (R-3). The vagaries of the future plans and desires of a small number of landowners notwithstanding, there are other practical considerations impeding such land use conversions.

The updated Buildable Lands Inventory conducted in 2012 revealed there are seventy-eight vacant and under-utilized parcels within the urban area that are presently zoned R-1, including 66 parcels inside the city limits and 12 parcels in the unincorporated area. These vacant parcels range in size from less than one-tenth of an acre up to 21.42 acres, and together contain a total of 151 acres. Eighty-five percent of these vacant R-1 parcels are smaller than five acres, and nearly three-quarters of them are smaller than one acre. In fact, the vast majority of the vacant R-1 parcels contain only enough land to accommodate one single-family dwelling, and therefore are not candidates for other kinds of residential development, even if their current R-1 zoning were to be changed to allow higher development densities. Only seven of the vacant R-1 parcels, including five inside the city limits and two in the unincorporated area, are larger than five acres, and together contain nearly 78 acres of vacant land, including 49.5 acres is inside the city limits and 28.36 acres is in the unincorporated portion of the urban area. Theses larger parcels warrant closer scrutiny for their potential to accommodate high densities of develop than their current R-1 zoning allows.

The principal obstacle to utilizing most of these larger vacant R-1 parcels for higher density residential development is the degree to which they are physically constrained by steep slopes. As revealed by the 2012 Buildable Lands Inventory, most of the vacant land in the urban area occupies steep forested hillsides that act to severely restrain its potential development density. Indeed, of the 151 acres of vacant R-1 land currently in the UGB, nearly half is situated on hillsides with slopes greater than 25%, while another twelve percent occupies hillsides with slopes ranging from 13% to 25%. Canyonville's development regulations do not allow mobile home parks to be developed on hillsides steeper than 25%. Where otherwise permitted by the City's R-2 and R-3 zones, all dwelling sites in a manufactured home park developed on ground with slopes between 12% and 25% must first receive a report attesting to soil

suitability from a registered engineer, geologist or soil scientist. Soil suitability reports are not required for conventional single-family dwellings unless the proposed building site is impacted by a slope of 18% or greater. Furthermore, the city's zoning regulations require manufactured home parks in the R-3 zone to be developed at a density of not less than eight dwelling units per acre – a density of development that is usually attainable only on relatively flat ground where slopes do not exceed 12%.

At present, there are 43 vacant or under-utilized parcels in the urban area that are not constrained by slopes exceeding 12%. All together, these 43 parcels comprise a total of only 13.32 acres, with the largest parcel containing just 1.87 acres. The overall average parcel size of the 43 vacant and unconstrained R-1 parcels is only 0.31 acres, while the median size of the parcels is just slightly less than one-quarter of an acre. Furthermore, these 43 parcels tend to be widely scattered throughout the urban area and seldom comprise contiguous clusters that could (at least theoretically) be combined to create a single tract of sufficient size to facilitate development of a manufactured home park. Even under such an unlikely, but nevertheless best-case scenario, it is highly improbable that the various different owners of such contiguous vacant parcels would consent to having their land rezoned from R-1 to R-2 or R-3 with the implied expectation that all the parcels would be sold to a single buyer who would subsequently develop the consolidated tract as a manufactured home park or other medium or high-density residential development.

The foregoing analysis provides a rational basis for concluding that a policy promoting the conversion of "surplus" vacant land to accommodate a portion of Canyonville's future medium and high-density housing needs, and thereby mitigating the amount of additional land that will otherwise have to be brought into the UGB during the next twenty years, would likely not result in a meaningful contribution to the community's inventory of land suitable for future medium and high density residential use. Where lots, parcels or tracts of vacant land already exist in the UGB, they are almost all located on steep forested hillsides where very low, or even sub-urban, residential densities are extremely difficult to achieve. And where vacant lots and parcels are not constrained by severe topography, very few, if any, contain sufficient area to economically or physically accommodate housing types other than conventional single-family dwellings.

The amount of land to be added to the UGB by the proposed land use change is sufficient to accommodate most of the additional 255 medium-density dwelling units that will be needed in the community over the course of the next twenty-year planning period. The applicant does not contemplate any other use of the subject 49.9 acre property other than a Planned Residential Community consisting of both manufactured dwellings and conventional site-built homes. Additional amounts of land that will be needed in the future to accommodate low density and high density residential development will not be provided by the applicant's proposed land use change; consequently, the City of Canyonville will need to evaluate other sites adjacent to the UGB for their suitability for accommodating needed low density and high density housing via their inclusion in the urban area by subsequent boundary change proposals. Accordingly, the future land use needs analysis contained within this document does not address

additional sites where other types of residential development might occur in the future, except to the extent that the applicant has conducted a detailed Alternate Sites Analysis as prescribed for UGB amendments in ORS 197.298 (Priority of Land to be Included within Urban Growth Boundary), and OAR 660-024-0060 (Boundary Location Alternatives Analysis). The required Alternate Sites Analysis is presented beginning on page 39 of this document.

Table 22, below, summarizes the principal finding of the Housing Needs Analysis, the Residential Land Needs Analysis and Buildable Residential Lands Inventory that are discussed in detail in preceding sections of this document.

**Table 22**  
**Summary of Canyonville Residential Supply and Demand**  
**Twenty-Year Forecast 2014 - 2034**

<b>Residential Demand - 2034</b>	
2010 Official US Census Population of Canyonville (City Limits)	1,884
Acknowledged Annual Population Growth Rate	1.75%
Forecast 2034 Population of Canyonville	2,852
Forecast Population Increase by 2034	968
Average Number of Persons per Household	2.5
Additional Dwelling Units Needed by 2034 (All Types)	387
Assumed Average Dwelling Vacancy Rate	0.08
Additional Dwellings Needed to Allow for Vacant Units	31
Total Adjusted New Dwellings Needed by 2034	418
Additional Mnfg. Home Park Units Needed by 2034 (61% of all new dwellings)	255
Total Residential Acres Needed (See land need forecast in Table 21)	125
Total Medium Density (R-2) Land Needed for 225 Mnfg. Home Park Units by 2034	72

<b>Residential Land Available - 2014</b>	
Buildable Low Density (R-1) Acres Available in City Limits - 2014	62.1
Buildable Medium Density (R-2) Acres Available in City Limits - 2014	8.8
Buildable High Density (R-3) Acres Available in City Limits - 2014	2.1
Total Vacant Buildable Residential Acres Available in City Limits - 2014	73
Buildable Low Density (R-1) Acres Available in Unincorporated Area - 2014	33.8
Buildable Medium Density (R-2) Acres Available in Unincorporated Area 2014	0.7
Buildable High Density (R-3) Acres Available in Unincorporated Area - 2014	0
Total Vacant Buildable Residential Acres Available in Unincorporated Area - 2014	34.5
Total Vacant Buildable Low Density (R-1) Acres - Entire Urban Area - 2014	96
Total Vacant Buildable Medium Density (R-2) Acres - Entire Urban Area - 2014	9.5
Total Vacant Buildable High Density (R-3) Acres - Entire Urban Area - 2014	2.1
Total Vacant Buildable Residential Acres Available Entire Urban Area - 2014	107.5

<b>Additional Residential Land Needed - 2034</b>	
(Surplus) Low Density (R-1) Residential Acres in UGB by 2034	(53)
Additional Medium Density (R-2) Residential Acres Needed in UGB by 2034	62.5
Additional High Density (R-3) Residential Acres Needed in UGB by 2034	7.9

#### **Public and Institutional Land Needs**

Public facilities such as schools, hospitals, governments, churches, parks, and other non-profit organizations will expand as population increases. Typically, school districts develop population projections to forecast attendance and to plan for future educational facilities, while communities have specific standards for parks and other public uses relative to community population growth.

Due somewhat to unusual circumstances, Canyonville has a relatively large amount of land set aside for public and semi-public uses. Over one-third of the urban area's land base is in public and semi-public use and ownership, the majority of which is the more than 225 acres held in Trust on behalf of the Cow Creek Indian Tribe. Additionally, large tracts of land throughout the community are devoted to cemeteries, churches, service clubs, and other organizations, as well as generous areas owned by both the City of Canyonville and Douglas County that are devoted to public park use. Altogether, Canyonville has about 58 acres zoned for public and institutional use, while another 113 acres is devoted to semi-public use. While this analysis does not attempt to project the need for additional land for churches and other semi-public uses, we note that one church has been approved on a 6-acre site within the UGB in the last 8 years. Although the city may want to project the need for land in the semi-public use category, it was beyond the scope of this project to do so.



## ALTERNATIVE SITES ANALYSIS

The housing and land needs analysis conducted for the City of Canyonville, which is fully discussed in the preceding section of this document, concluded that the community will need a total of about 125 vacant buildable acres of land planned and zoned for residential use to accommodate needed housing units of all types developed through 2034. This figure does not include parks, schools or semi-public uses such as religious institutions, which are permitted, either outright or conditionally, in Canyonville's residential zoning districts. At least 10 of these vacant buildable acres will need to be designated High Density Residential, 72 acres designated for Medium Density Residential, and 43 acres designated for Low Density Residential. In order to ensure that sufficient buildable land is available to accommodate these projected future land needs, the urban growth boundary must be enlarged.

The establishment and subsequent amendment of urban growth boundaries falls within the purview of the statewide urbanization goal – Goal 14. When a city proposes to expand its urban growth boundary to add needed land for future urban development, including future residential development, it must follow the procedures and requirements prescribed for UGB amendments in ORS 197.298 (Priority of Land to be Included within Urban Growth Boundary), and OAR 660-024-0060 (Boundary Location Alternatives Analysis). The boundary location criteria in Goal 14 require a comparative evaluation of potential UGB expansion areas that can reasonably be expected to meet the identified need for additional land. The UGB location factors of Goal 14 are as follows:

- 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.*

OAR 660-024-0060(1) outlines the steps and considerations that must be followed in a boundary location or alternative sites analysis. The rule provides:

- (1) *When considering a UGB amendment, a local government must determine which land to add by evaluating alternative boundary locations. This determination must be consistent with the priority of land specified in ORS 197.298 and the boundary location factors of Goal 14, as follows:*
  - (a) *Beginning with the highest priority of land available, a local government must determine which land in that priority is suitable to accommodate the need deficiency determined under OAR 660-024-0050.*
  - (b) *If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.*
  - (c) *If the amount of suitable land in the first priority category is not adequate to satisfy the identified need deficiency, a local government must determine which land in the next priority is suitable to accommodate the remaining need, and proceed using the same method specified in subsections (a) and (b) of this section until the land need is accommodated.*
  - (d) *Notwithstanding subsection (a) to (c) of this section, a local government may consider land of lower priority as specified in ORS 197.298(3).*

When Canyonville set out to expand its UGB in 1997 to add more land to accommodate future needed housing, an alternative boundary location analysis (alternative sites analysis) was conducted pursuant to the procedures and requirements of ORS 197.298 and OAR 660-024-0060. The findings and conclusions of that analysis were adopted by the City and subsequently incorporated into the Land Use & Urbanization Element of the Canyonville Comprehensive Plan in 1998 (reference City Ordinance No. 537). The City's 1997 analysis identified six different study areas, or alternative sites, for evaluation outside the UGB. Color maps showing each of the six alternative expansion areas are contained in Appendix B. Ultimately, a one hundred acre portion of Study Area No. 2, located south of Riddle-Canyonville Road and adjacent to the southwesterly city limits, was determined to have the highest priority for inclusion in the boundary. Following its annexation into the city in 1998, the 100-acre site was developed with the 135-unit Knoll Terrace Manufactured Home Community, which reached full build-out in early 2012. Consequently, all of the buildable land within Study Area 2 that was added to the UGB in 1998 has been fully developed.

As the 1997 Alternative Sites Analysis so clearly demonstrated, there are relatively few sites adjacent to Canyonville's UGB that can realistically be considered as viable candidates for inclusion in the urban area. As the city's name implies, Canyonville is situated in a deep river canyon where, in many locations, steep forested hillsides rise abruptly from the valley floor to form natural ramparts that have effectively curtailed further urban expansion. These topographic barriers to expansion are most pronounced in the southerly, westerly and easterly portions of the community where existing development pushes up against the very base of the steep tree-covered slopes. Although agricultural lands lying generally to the north and northeast of the city are not as severely hemmed in by steep slopes, the South Umpqua River with its broad flanking flood plain effectively precludes further urban expansion in those directions as well. Indeed, the only areas where natural topographic conditions were found to be conducive to urban development are the handful of short, narrow creek valleys that transect the UGB. Consequently, the updated review of the entire periphery of the urban area identified essentially the same six alternative study areas that had previously been evaluated during the 1997 UGB expansion process and are already described in the 1998 Comprehensive Plan document.

Having verified that no significant material change has occurred within any of the six alternative expansion areas (other than the 1998 UGB expansion to encompass one hundred acres in Study Area No. 2), the following pages summarize the findings of the 1997 Alternative Sites Analysis, including a description of the relevant findings pertaining to each of the study areas, including a description of each area, the number of parcels within each area, the average parcel size, number of dwelling units, topographic and economic constraints, and the amount of acknowledges exceptions area, if any, within each of the study areas. More detailed descriptions of the six study areas follow, and also include:

- Area description
- Constrained areas
- Public facilities
- Physical attributes

- Agricultural soils
- Development status

Table 23, below, shows a summary of the six UGB Study Areas. Combined, the study areas comprise nearly 400 parcels and 3,800 acres. The data indicate that Study Areas 1, 3 and 4 are the least developed - each has fewer than 10 dwelling units. Study Area 2 has the largest amount of area constrained by slopes and slide hazards. The majority of the constrained acreage in Study Area 2 falls within Area 2b. Study Area 6, north of the South Umpqua, has the largest area within the 100-year floodplain.

With respect to parcelization patterns, Study Areas 2 and 5 have the greatest number of parcels—and the smallest average parcel sizes. While Study Area 5b has the smallest average parcel size of any of the areas analyzed (3.1 acres), it is separated from the UGB by Study Area 5a which has an average parcel size of nearly 15 acres and thus is more rural in character than is Area 5b.

**Table 23**  
**Summary of Alternative UGB Expansion Study Areas**

Alternative UGB Study Area	Parcels	Average Parcel Size	Dwelling Units	Acres	Flood Plain Acres	Slope Acres	Unconstrained Acres
Study Area 1	18	14.0	3	252.48	-	115.50	136.98
Study Area 2	50	11.5	20	573.35	4.5	313.24	255.61
Study Area 2a	23	8.4	9	193.41	4.5	54.60	134.31
Study Area 2b	27	14.1	11	379.94	-	258.64	121.30
Study Area 3	16	13.2	2	210.93	4.00	117.86	89.07
Study Area 4	31	16.3	9	505.87	87.52	106.42	311.93
Study Area 5	54	4.9	23	262.34	39.56	75.60	147.18
Study Area 5a	8	14.9	-	119.35	1.00	55.90	62.45
Study Area 5b	46	3.1	23	142.99	38.56	19.70	84.73
Study Area 6	66	17.7	30	1,66.96	292.16	111.05	763.75
<b>Total</b>	<b>339</b>	<b>11.2</b>	<b>130</b>	<b>3,807.62</b>	<b>471.80</b>	<b>1,228.51</b>	<b>2,107.31</b>

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

Table 24, on the following page, provides a summary of the NRCS Agricultural Capability Ratings of the soils found in each of the alternative study areas. Not surprisingly, there is a high correlation between the degree of topographic constraints with the area and the farm capability class of the soils found there (i.e., Class V and above are typically found on sites with steep slope constraints, while Class I and II farm soils tend to occur in the low-lying areas which are often impacted by flood plain hazards). The data indicate that Study Areas 5 and 6 contain the largest areas with the most productive farm soils (Class I and II). Over 90 percent of Study Area 5 is composed of Class I-IV farm soils. Both of these areas include

properties that are adjacent to the South Umpqua River. Study Area 4 contains no Class I & II farm soils, and a relatively small amount of Class III & Class IV soils.

**Table 24**  
**Summary of Soil Classification by Study Area**

Study Area	Study Area Acres	Class I-IV Soil Acres	Percent		Soil Classification				
			Class I-II	Class III-IV	I	II	III	IV	>IV
Study Area 1	286.9	56.0	0%	20%	-	-	-	56.0	230.9
Study Area 2	959.1	232.1	1%	23%	-	13.5	6.6	212.0	727.0
Study Area 3	210.9	9.5	0%	5%	-	-	-	9.5	201.4
Study Area 4	505.9	135.0	0%	27%	-	-	3.0	132.0	370.9
Study Area 5	262.3	239.0	29%	62%	2.0	75.0	55.0	107.0	23.3
Study Area 6	1,132.5	373.0	31%	2%	131.0	223.0	10.0	9.0	759.5

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

Table 25 on the next page summarizes the Exceptions Areas within each of the six alternative study areas. The study areas included parcels in the following County zoning districts:

- RR-2 and RR-5—Rural Residential designation with 2 and 5 acre minimum parcel sizes respectively
- C-3—General Commercial
- PR—Public Reserve
- TR—Timberland Resource
- FG—Exclusive Farm Use-Grazing
- FF—Farm Forest

According to the Douglas County Planning Department, rural lands zoned with the County's General Commercial, Public Reserve and Rural Residential districts have previously been acknowledged as exceptions areas to Goals 3 and 4 of the Statewide Planning program.

The data indicate that significant percentages of Study Areas 2, 5 and 6 are in exceptions areas. Study Area 5 has the highest percentage (67 percent) of its parcels in exceptions areas. All of these parcels are in Study Area 5b which is separated from the present UGB by Study Area 5a. Nearly half of Study Area 2a is in exceptions areas.

Table 25  
Summary of UGB Study Exceptions Areas

UGB Study Area	Parcels	Dwelling Units	Acres	Floodplain/ Riparian Acres	Steep Slope Acres	Unconstrained Acres
<b>Study Area 1</b>						
Exceptions	-	-	-	-	-	-
Total	18	3	252.48	-	115.50	136.98
Percent in Exceptions	0%	0%	0%	0%	0%	0%
<b>Study Area 2</b>						
Exceptions	13	11	31.49	-	8.20	23.29
Total	52	20	573.35	4.50	313.24	255.61
Percent in Exceptions	25%	55%	5%	0%	3%	9%
<b>Study Area 2a</b>						
Exceptions	11	9	29.16	-	8.20	20.96
Total	23	9	223.80	4.50	102.60	116.70
Percent in Exceptions	48%	100%	13%	0%	8%	18%
<b>Study Area 2b</b>						
Exceptions	2	2	2.33	-	-	2.33
Total	27	11	379.94	-	258.64	121.30
Percent in Exceptions	7%	18%	1%	0%	0%	2%
<b>Study Area 3</b>						
Exceptions	0	0	-	-	-	-
Total	16	2	210.93	4.00	117.86	89.07
Percent in Exceptions	0%	0%	0%	0%	0%	0%
<b>Study Area 4</b>						
Exceptions	5	-	7.76	-	-	7.76
Total	31	9	505.87	87.52	106.42	311.93
Percent in Exceptions	16%	0%	2%	0%	0%	2%
<b>Study Area 5</b>						
Exceptions	36	20	71.29	23.11	-	48.18
Total	54	23	262.34	39.56	75.60	147.18
Percent in Exceptions	67%	87%	27%	58%	0%	33%
<b>Study Area 5a</b>						
Exceptions	-	-	-	-	-	-
Total	8	-	119.35	1.00	55.90	62.45
Percent in Exceptions	0%	0%	0%	0%	0%	0%
<b>Study Area 5b</b>						
Exceptions	36	20	71.29	23.11	-	48.18
Total	36	23	142.99	38.56	19.70	84.73
Percent in Exceptions	100%	0%	50%	60%	0%	57%
<b>Study Area 6</b>						
Exceptions	20	19	55.57	-	-	55.57
Total	66	62	1,132.52	257.72	111.05	763.75
Percent in Exceptions	30%	31%	5%	0%	0%	7%

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

**Study Area 1** - Area 1 is located in the northwest quadrant west and south of Interstate 5. It includes 252.5 acres in 18 parcels. The entire area is zoned Farm-Forest (FF) and is considered to be highly productive timber resource land. Nearly half of the study area is impacted by steep slopes. Subsequent to the 1997 Alternative Sites Analysis, most of the land in Study Area 1 was placed in trust on behalf of the Cow Creek Tribe of Indians. Tribal Trust lands within or adjacent to the urban area are not subject to state or local land use planning regulations or other jurisdictional controls. Irrespective of the topographic constraints and resource value of these lands, their inclusion in Canyonville's UGB for the purpose of providing additional land for needed housing would consequently serve no practical purpose.

**Table 26**  
**Zoning Districts in UGB Study Area 1**

County Zoning	Parcels	Average Parcel Size	Dwelling Units	Acres	Floodplain Acres	Steep Slope Acres	Unconstrained Acres
FF	18	14.0	3	252.48	-	115.50	136.98
<b>Total</b>	<b>18</b>	<b>14.0</b>	<b>3</b>	<b>252.48</b>	<b>-</b>	<b>115.50</b>	<b>136.98</b>

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

#### **Study Area 1 Analysis:**

Area Summary:	252.5 acres; 18 parcels; average parcel size = 14.0 acres
Development Status:	Area 1 has 3 rural residences; none of Area 1 is an exceptions areas.
Physical Constraints:	Area 1 has 115.5 acres that have slope or slide constraints.
Legal Constraints:	Nearly all the land within Area 1 has been placed in trust on behalf of the Cow Creek Tribe and thus is not subject to state and local land use planning jurisdiction.
Sewer:	The commercial area that includes the Seven Feathers Truck Stop and Canyon Creek Restaurant is served by public facilities operated by the Cow Creek Tribe.
Water:	Future extensions of pubic facilities into the tribal lands that comprise Area 1 would be at the discretion of the Cow Creek Tribe, and outside city jurisdiction.
Streets:	Area 1 has good access from Interstate 5 and connecting city streets; however, future street development would be at the discretion of the Cow Creek Tribe.
Agricultural Soils:	Area 1 has about 56 acres in Class IV soils; no agricultural activities are present within the study area; however, much of the land appears suitable for forestry.

**Conclusion:** Most of the land in Study Area 1 is held in trust for the Cow Creek Tribe of Indians and thus is not subject to state and local land use planning regulations or other jurisdictional controls. Irrespective of topographic constraints and resource value of these lands, their inclusion in Canyonville's UGB for the purpose of providing additional land for needed housing would serve no practical purpose.

### Study Area 2

Area 2 is located west of the city along Canyonville-Riddle Road. The area is bounded on the east by the Canyonville UGB and on the north, south and west by resource lands, principally steep forested hillsides. For the purposes of this Alternate Sites Analysis, the area is divided into two sub-areas: Areas 2a and 2b. Area 2a comprises the southwest quadrant of the study area and includes a few large acreage tracts and an exceptions area with rural residential development further to the west. Study Area 2a contains 193.4 acres in 22 parcels, while Area 2b contains 380 acres in 27 parcels. The area includes resource lands zoned FF and FG, as well as exceptions lands zoned Commercial and Rural Residential. About 25 percent of Area 2 is currently in designated exceptions areas, with nearly half the land in Area 2a being an exceptions area. A summary of zoning designations for Study Area 2 is shown in Table 27, below.

**Table 27**  
**Zoning Districts in UGB Study Area 2, 2a & 2b**

County Zoning	Parcels	Average Parcel Size	Dwelling Units	Acres	Floodplain Acres	Slope Acres	Unconstrained Acres
<b>Study Area 2</b>							
C3	1	1.2	1	1.20	-	-	1.20
FF	34	15.3	9	520.66	4.50	296.34	219.82
FG	3	7.1	-	21.20	-	8.70	12.50
RR	12	2.5	10	30.29	-	8.20	22.09
<b>Total</b>	<b>50</b>	<b>11.5</b>	<b>20</b>	<b>573.35</b>	<b>4.50</b>	<b>313.24</b>	<b>255.61</b>
<b>Study Area 2a</b>							
C3	1	1.2	1	1.20	-	-	1.20
FF	8	17.9	-	143.05	4.50	37.70	100.85
FG	3	7.1	-	21.20	-	8.70	12.50
RR	10	2.8	8	27.96	-	8.20	19.76
<b>Total</b>	<b>22</b>	<b>8.8</b>	<b>9</b>	<b>193.41</b>	<b>4.50</b>	<b>54.60</b>	<b>134.31</b>
<b>Study Area 2b</b>							
FF	25	15.1	9	377.61	-	258.64	118.97
RR	2	1.2	2	2.33	-	-	2.33
<b>Total</b>	<b>27</b>	<b>14.1</b>	<b>11</b>	<b>379.94</b>	<b>-</b>	<b>258.64</b>	<b>121.30</b>

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

**Study Area 2 Analysis:**

Area Summary:	Area 2: 573.4 acres; 50 parcels; average parcel size = 11.5 acres Area 2a: 193.4 acres; 23 parcels; average parcel size = 8.4 acres Area 2b: 379.9 acres; 27 parcels; average parcel size = 14.1 acres
Development Status:	Area 2 has 20 rural residences; about 5% of the land area is within exceptions areas; 11 of the 20 residences are in exceptions areas. Area 2a has 9 rural residences; about 13% of the land area is within exceptions areas; 48% of the parcels are within exceptions areas. Area 2b has 11 rural residences; about 1% of the land area is within exceptions areas.
Constraints:	Area 2 has about 313 acres constrained by slope or slide hazards; about 4.5 acres are within floodplains or riparian buffer areas. Area 2a has about 54.6 acres constrained by slope or slide hazards; about 4.5 acres are within floodplains or riparian buffer areas. Area 2b has about 258.6 acres constrained by slope or slide hazards.
Sewer:	An 8" sewer line extends along Canyonville-Riddle Road to service residences near Canyon View Street and Crest Drive. The line is adjacent to the western extension of the existing UGB and about a quarter mile from the existing exceptions area.
Water:	A 4" water line extends up Canyonville-Riddle Road to service residences near Canyon View Street and Crest Drive, and has been extended to serve an existing exceptions area to the west. This area was serviced by the South Umpqua Water District until October 1996. The City recently constructed a pump station at the corner of Hill Drive and Riddle Road to provide water service to the area.
Streets:	The southern portion of the study area is bisected by Canyonville-Riddle Road.
Agricultural Soils:	Study Area 2 has a small amount of Class II and III soils (13.5 acres and 6.6 acres respectively); the area has 212 acres of Class IV soils; no commercial agricultural activities are evident in the study area.

**Conclusion:** Following the 1997 Alternative Sites Analysis, approximately 100 acres of Area 2 was ultimately designated as the highest priority for inclusion in the UGB. The area was subsequently added to the UGB and annexed to the city, and is now fully developed with the 135-unit Knoll Terrace Manufactured Home Community. Nearly all the remaining vacant land in Area 2 was classified as unbuildable forest land that occupies steep tree-covered slopes at elevations too high to be provided with city water service. The remaining exceptions lands within Area 2 consist principally of small



disassociated parcels developed with single-family homes, and are for the most part not suitable for urban development.

### Study Area 3

Study Area 3 is located south of the present Canyonville UGB and includes areas along Interstate 5 and Canyon Creek. The study area contains about 210 acres on 16 separate parcels. This study area has only 2 rural residences and has significant areas with slope constraints. Table 28, below, shows the zoning classifications for Study Area 3. The data indicate that the majority of the area (208 acres) is in Farm-Forest (FF) zoning. Both of the rural residences are on parcels zoned FF. The area has 2 parcels zoned FG, which comprise about 1 acre. Both parcels fall within areas of slope/slide hazards. None of the area is presently zoned as an exceptions area.

**Table 28**  
**Zoning Districts in UGB Study Area 3**

County Zoning	Parcels	Average Parcel Size	Dwelling Units	Acres	Floodplain Acres	Slope Acres	Unconstrained Acres
FF	12	17.4	2	208.40	4.00	116.90	87.50
FG	2	0.5	0	0.96	-	0.96	-
PR	2	0.8	0	1.57	-	-	1.57
<b>Total</b>	<b>16</b>	<b>13.2</b>	<b>2</b>	<b>210.93</b>	<b>4.00</b>	<b>117.86</b>	<b>89.07</b>

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

### **Study Area 3 Analysis:**

Area Summary:	210.9 acres; 16 parcels; average parcel size = 13.2 acres
Development Status:	Area 3 has 2 rural residences
Constraints:	Area 3 has 4 acres constrained by floodplain and 117.9 acres constrained by slopes
Sewer:	8" sewer lines are present along Reynolds Street and Main Avenue that extend to the present UGB.
Water:	A city water storage tank is located in this area and serves to about the 900' level.
Streets:	Area 3 is served by Canyon Creek Road (southerly extension of Main Street) on the east side of Canyon Creek. An unimproved utility road serves major gas transmission and electrical transmission lines bordering the eastern edge of the study area. Areas to the west of I-5 do not have public road access.
Agricultural Soils:	Area 3 has about 9.5 acres in Class IV soils; no agricultural activities are present

**Conclusion:** No lands within Area 3 are suitable for inclusion in the UGB. The area has limited access potential and is significantly impacted by flood plain and slope/slide hazards and would be difficult and expensive to service.

**Study Area 4**

As originally delineated in the 1997 Alternative Sites Analysis, Study Area 4 extended from Canyonville's easterly city limits and urban growth boundary nearly a mile and a half further to the east to encompass 505 acres of rural land lying south of Tiller-Trail Highway. It is not clear from the earlier analysis why the study area initially extended so far into the rural resource lands lying well beyond the current UGB. The final published findings of the 1997 study concluded that existing city sanitary sewer and water facilities could service approximately 65 acres within the O'Shea Creek drainage, which is immediately adjacent to the city limits and UGB. The serviceable 65 acres of land identified in the final 1997 analysis includes the entirety of the applicant's 49.9 acre tract which is now proposed for inclusion in the UGB. The 445 acre balance of the original Area 4 lies to the east of the applicant's property and includes lands zoned for Exclusive Farm Use (F2 & F3), Farm-Grazing (FG) and Farm-Forest (FF), as well as about a half dozen small parcels zoned Rural Residential (RR) located about a mile further east of the current UGB. None of the existing nine dwellings in Area 4 are on lands zoned RR. The area further to the east also has about 87 acres of land within the 100-year flood plain of the South Umpqua River and another 106 acres on very steep timbered hillsides.

**Table 29**  
**Zoning Districts in UGB Study Area 4**

UGB Study Area	Parcels	Average Parcel Size	Dwelling Units	Acres	Floodplain/Riparian Acres	Slope/Slide Acres	Unconstrained Acres
F2	3	15.8	0	47.28	16.00	1.30	29.98
F3	2	33.3	0	66.52	66.52	-	-
FF	4	39.4	4	157.58	0.30	47.30	109.98
FG	17	13.3	5	226.73	4.70	57.82	164.21
RR	+5	1.6	0	7.76	-	-	7.76
Total	31	16.3	9	505.87	87.52	106.42	311.93

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

**Study Area 4 Analysis:**

Area Summary: 505.9 acres; 31 parcels; Average Parcel Size = 16.3 acres

Development Status: Area 4 has 9 rural residences, all of which are on parcels zoned FF or FG

Constraints:	Area 4 has about 87.5 acres constrained by floodplains or riparian setbacks; 106.4 acres are constrained by slope/slide hazards
Sewer:	The closest public sewer is an 8" line that terminates at the easterly city limits on Tiller-Trail Highway immediately west of the subject 49.9 acre site.
Water:	A 4" water line is located along Huffman Street near the present UGB and just west of the proposed 49.9 acre UGB expansion site.
Streets:	The primary access is via Tiller-Trail Highway. The subject 49.9 acre site has direct access to the county road at the easterly city limits.
Agricultural Soils:	Area 4 has no Class I or II soils; about 27% of the area (135 acres) is Class III or IV soils.

**Conclusion:** With the exception of the applicant's 49.9 acre tract in the O'Shea Creek valley south of Tiller-Trail Highway, most of the original study area extended much further to the east to encompass a large area of farm and forest lands within the South Umpqua River drainage. Like Area 5, discussed below, this more distant agricultural area is segregated from the urban area by the intervening O'Shea Creek drainage and a forested ridge, and thus cannot be served by city sewer, water or other urban services. However, both the 1997 Wallis Engineer Report, which was prepared in conjunction with the 1997 Alternative Sites Analysis, and the updated public facilities analysis prepared for the applicant by i.e. Engineering in 2014, concluded that the lands lying within the O'Shea Creek valley can be served via the extension of existing near-by facilities in conjunction with the construction of certain infrastructure improvements. The findings of the updated public facilities analysis are covered more fully in a later section of this document addressing conformance to the Statewide Public Facilities and Services Goal. The updated public facilities analysis and report prepared by i.e. Engineering is incorporated into this document in Appendix C.

#### **Study Area 5**

Study Area 5 is located east of the present Canyonville UGB and extends about one and one-half miles further up the South Umpqua River drainage east. It is bordered on the north by the South Umpqua River and on the south by Tiller-Trail Highway. The area contains about 262 acres in 54 parcels. Access is via Tiller-Trail Highway and private local roads.

Based on natural geographic barriers and existing parcelization patterns, Area 5 was divided into two sub-areas for purposes of the 1997 Alternative Sites Analysis. Sub-area 5a lies adjacent to the present UGB and extends to the east line of Section 27. Sub-area 5b lies to the east of Sub-area 5a. Area 5 was separated into these two sub-areas because the east line of Section 27 provides a clean border between two distinct parcelization areas (e.g., no parcels bisect the section line), and more importantly, because the O'Shea Creek drainage, which lies immediately east of the UGB, is segregated from the broader South Umpqua River drainage which lies east of a tree-covered ridge that separates the two drainage basins into two distinct geographical areas. Table 30, below, provides a summary of the zoning districts for Area 5, including sub-areas 5a and 5b. The table also shows the difference in existing development patterns

between the two sub-areas. All of Sub-area 5a is zoned Farm Forest (FF) and has an average parcel size of 14.9 acres. No rural residences are located in Sub-area 5a. By contrast, Sub-area 5b contains a significant amount of farm land that is zoned for Exclusive Farm Use and composed of high-value farm soils. It also consists of 46 parcels containing 23 rural dwellings. A little more than a quarter of the land area in Area 5 is an exceptions area that is zoned Rural Residential; however, all of the exceptions parcels are in Sub-area 5b and thus are separated from the current UGB by more than a one-half mile of intervening high-value farm lands. They are also topographically segregated from the urban area by the valley containing O'Shea Creek, as well as by two steep intervening ridges.

**Table 30**  
**Zoning Districts in UGB Study Area 5, 5a & 5b**

UGB Study Area	Parcels	Average Parcel Size	Dwelling Units	Acres	Floodplain Acres	Slope Acres	Unconstrained Acres
<b>Study Area 5</b>							
F2	8	7.1	3	56.45	2.20	19.70	34.55
FF	8	14.9	0	119.35	1.00	55.90	62.45
PR	2	7.6	0	15.25	13.25	-	2.00
RR	36	2.0	20	71.29	23.11	-	48.18
<b>Total</b>	<b>54</b>	<b>4.9</b>	<b>23</b>	<b>262.34</b>	<b>39.56</b>	<b>75.60</b>	<b>147.18</b>
<b>Study Area 5a</b>							
FF	8	14.9	-	119.35	1.00	55.90	62.45
<b>Sub-Total</b>	<b>8</b>	<b>14.9</b>	<b>-</b>	<b>119.35</b>	<b>1.00</b>	<b>55.90</b>	<b>62.45</b>
<b>Study Area 5b</b>							
F2	8	7.1	3	56.45	2.20	19.70	34.55
PR	2	7.6	-	15.25	13.25	-	2.00
RR	36	2.0	20	71.29	23.11	-	48.18
<b>Sub-Total</b>	<b>46</b>	<b>3.1</b>	<b>23</b>	<b>142.99</b>	<b>38.56</b>	<b>19.70</b>	<b>84.73</b>

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

**Study Area 5 Analysis:**

Area Summary:      Area 5—262.3 acres; 54 parcels; Average Parcel Size = 0.9 acres  
                              Area 5a—119.4 acres; 8 parcels; Average Parcel Size = 14.9 acres  
                              Area 5b—143.0 acres; 46 parcels; Average Parcel Size = 3.1 acres

- Development Status: Area 5 has 23 rural residences; 36 of the 54 parcels are in exceptions areas; all of the exceptions areas and rural residences are in Area 5b and are ½ to 1 mile from the present UGB.
- Constraints: Area 5 has a total of 39.56 acres constrained by floodplains or riparian setbacks; the majority of the floodplain constraints are in parcels along the South Umpqua River in Area 5b. In addition, Area 5b has an abandoned log pond and several other water features that are undevelopable. Area 5 has 75 acres constrained by slope or slide hazards. More than ¾ of these constrained lands are located in Area 5a and form the lower portion of the O'Shea Creek watershed.
- Sewer: The closest sewer line to the southeast portion of this area at this time is an 8" line located along Tiller-Trail Highway. The City's main 15" sewer line runs along Canyon Creek, but areas east of Hamlin Road area not serviced and pose significant slope and elevation constraints.
- Water: A 4" water line is located along Huffman Street near the present UGB. A 4" main is also present along Hamlin Street. Areas east of Hamlin Street exceed the 850 foot water service elevation level.
- Streets: The primary access is via Tiller-Trail Highway. Rural residences are serviced by local roads.
- Agricultural Soils: Study Area 5 has a total of 239 acres of class I-IV soils; over 90 percent of the study area is located in high productivity class soils (Class I-IV).

**Conclusion:** No portion of Area 5 was proposed for inclusion in the UGB following the 1997 study. Although a portion of Area 5b contains exceptions lands, extending city sewer and water services to the area would be expensive due to the distance and intervening geography separating the area from the current UGB. Also, much of Area 5 is within the 100-year flood plain of the South Umpqua River and consists of high-value farm soils. The 1997 study recommended that, in the longer-term (Year 2040), some lands in Area 5 long the north side of Tiller-Trail Highway should be considered for inclusion within the UGB.

### **Study Area 6**

Study Area 6 lies north of the present Canyonville UGB and is entirely north of the South Umpqua River. The present UGB extends north to the south side of the river at some locations, but never crosses to the north side. Area 6 has about 1,167 acres in 66 parcels. The average parcel size is 17.7 acres—the largest of the six study areas. The area presently has 30 rural residences, many of which are located in the northern reaches of the study area more than one mile from the present UGB. The area is served by Gazley Road, which roughly parallels the South Umpqua River. Gazley Road North services residences in the northern portions of the study area. The South Umpqua River's floodplain represents a significant development constraint for the southern portions of Area 6. A large amount of the land along the river is also composed of high-value farm soils. Some areas in the northern reaches of Area 6 have steep slope constraints. Table 31, below, shows the zoning districts in Area 6. The data indicates that about one-

third of the parcels are in exceptions areas, and nearly all of these parcels have residences on them. All of the parcels with the RR designation are located in the northern portions of the study area and are separated from the present UGB by both the South Umpqua River and large farm parcels that are zoned either FF or FG and located within the 100-year flood plain. No lands within Study Area 6 were recommended for inclusion in the UGB following the 1997 Alternative Sites Analysis.

**Table 31**  
**Zoning Districts in UGB Study Area 6**

UGB Study Area	Parcels	Average Parcel Size	Dwelling Units	Acres	Floodplain Acres	Slope Acres	Unconstrained Acres
RR	20	2.8	19	55.57	-	-	55.57
F2	4	16.7	0	66.79	61.34	5.45	-
F3	8	26.4	2	211.30	71.57	-	139.73
FF	19	31.0	3	588.31	138.24	93.50	356.57
FG	14	16.9	6	235.99	15.51	12.10	208.38
PR	1	9.0	0	9.00	5.50	-	3.50
<b>Total</b>	<b>66</b>	<b>17.2</b>	<b>30</b>	<b>1,166.96</b>	<b>292.16</b>	<b>111.05</b>	<b>763.75</b>

Source: City of Canyonville, Analysis of Alternative UGB Expansion Areas, 1997.

**Study Area 6 Analysis:**

Area Summary: 1,167 acres; 66 parcels; Average Parcel Size = 17.2 acres

Development Status: 30 rural residences; 19 on parcels in exceptions areas; all of the exceptions areas are located in the northern portion of the study area.

Constraints: 292 acres within the South Umpqua River floodplain; 111 acres with slope or slide constraints.

Sewer: No municipal sewer service extends north of the South Umpqua River.

Water: No municipal water services extend north of the South Umpqua River.

Streets: The area is served by Gazley Road which parallels the South Umpqua River. Gazley Road North services residences in the northern portions of the study area.

Agricultural Soils: 31 percent of the study area is composed of Class I and II soils; most of the highly productive soils are located in areas near the South Umpqua River.

**Conclusion:** No portions of Area 6 are proposed for inclusion in an expanded UGB. The physical barrier of the South Umpqua River combined with the high cost and inefficiencies of extending urban

services into the area, as well as presence of highly productive agricultural soils preclude this area from further consideration.

#### Summary Findings for Alternative Expansion Areas

**Area 1** - Most of the land in Study Area 1 is held in trust for the Cow Creek Tribe of Indians and thus is not subject to state and local land use planning regulations or other jurisdictional controls. Irrespective of topographic constraints and the resource value of these lands, their inclusion in Canyonville's UGB for the purpose of providing additional land for needed housing would serve no practical purpose. Furthermore, nearly all of the buildable land within Area 1 has already been developed by the Tribe and is committed to nonresidential uses.

**Area 2** - The 1997 Alternative Sites Analysis concluded that more than 90 percent of the land area within Area 2 consists of commercial forest land, most of which occupies steep, tree-covered hillsides. Indeed, more than half of the land with Area 2 was classified as being undevelopable due to extremely steep slopes, while much of the less-steep land consists of small disassociated rural residential parcels that, as a practical, are not conducive to facilitating a larger-scale planned residential development such as that contemplated by the applicant. In 1997, a large undeveloped tract containing about 100 acres was identified on the lower, less-steep slopes south of Riddle-Canyonville Road that was found to be suitable for urban residential development. That property was ultimately added to the urban area and annexed into the city in 1998. It is now fully developed with the 135-unit Knoll Terrace Manufactured Home Community. There is no vacant buildable land remaining in Area 2.

**Area 3** - With the exception of a narrow strip of low-lying land running along Canyon Creek and Interstate 5, nearly all of the lands with Area 3 were determined in 1997 to be wholly unsuitable for urban development because they consist of very steep, forest-covered hillsides. Most of the area is inaccessible, and the extension of streets and city services to facilitate future development is wholly impractical due to its isolation and extreme topographic conditions. The 1997 analysis concluded that no lands with Area 3 were suitable for inclusion in the UGB.

**Area 4** - With the exception of approximately 50 acres located south of Tiller-Trail Highway in the O'Shea Creek drainage immediately east of the current city limits, most of Area 4 encompasses a large area of farm and forest lands that occupy the South Umpqua River drainage that lies much further to the east. The 49.9 acre tract adjacent to O'Shea Creek is presently contiguous to the urban area, and yet it is physically segregated from the high-value farm lands of the South Umpqua River valley that lie further to the east by an intervening forested ridge. The only land within Area 4 that can be served via the extension of existing near-by city services is the applicant's 49.9 acre tract adjacent to O'Shea Creek. Unlike the balance of the lands in Area 4, the 49.9 acre tract is it impacted by steep slopes or flood

hazards. Following the 1997 analysis, the City concluded that suitable lands adjacent to the easterly UGB within Area 4 should be considered for inclusion in the UGB after the 100 acres in Area 2 is fully developed. This finding and recommendation was subsequently adopted by the City Council and incorporated into the Comprehensive Plan as a matter of policy. (Refer to Comprehensive Plan amendments adopted in October of 1997 by Ordinance No. 537.)

**Area 5** - No portion of Area 5 was proposed for inclusion in the UGB following the 1997 study. Although a portion of Area 5b contains exceptions lands, extending city sewer and water services to the area would be expensive due to the distance and intervening geography separating the area from the current UGB. Also, much of Area 5 is within the 100-year flood plain of the South Umpqua River and consists of high-value farm soils. The 1997 study recommended that, in the longer-term (Year 2040), some lands in Area 5 along the north side of Tiller-Trail Highway should be considered for inclusion within the UGB.

**Area 6** - No part of Area 6 was proposed for inclusion in an expanded UGB. The physical barrier of the South Umpqua River, combined with the inefficiencies of extending city services across the river, together with by-passing the low-lying flood plain and the associated high-value farm soils in most of the area resulted in the City concluding in 1997 that no part of Area 6 should be considered for inclusion in the UGB.

### Conclusion

In 1997, the City of Canyonville identified and analyzed six alternative UGB expansion areas to provide additional buildable land in the urban area to accommodate needed housing. One expansion site containing 100 acres within Study Area 2 south of Riddle-Canyonville Road was selected as the highest priority for inclusion in the boundary at that time. That 100-acre site was subsequently added to the UGB and was later annexed into the city in 1998. All of the buildable land within the 100-acre expansion site is now fully developed with the 135-unit Knoll Terrace Manufactured Home Community (refer to Buildable Lands Inventory). The findings and conclusions of the 1997 Alternate Sites Analysis were adopted by the City Council and subsequently incorporated into the Land Use & Urbanization Element of the Canyonville Comprehensive Plan (reference City Ordinance No. 537). The adopted findings of the 1997 Alternate Sites Analysis also identified approximately 65 acres of vacant land in the O'Shea Creek valley adjacent to the easterly UGB and city limits south of Tiller-Trail Highway (part of Study Area 4) as being a high-priority site for inclusion in the boundary as well; however, the City Council concluded at the time that the O'Shea Creek site should not be added to the UGB until after the 100-acre Knoll Terrace site in Area 2 has been fully developed. The 65 acres along O'Shea Creek in Area 4 includes the 49.9 acre tract that is proposed for inclusion in the boundary by this current UGB expansion application. The City determined in 1997 that all other lands in the six study areas are generally unsuitable for urban use or otherwise have a much lower priority for inclusion. There has been no change in circumstances since 1997 that would warrant a more detailed analysis of the other expansion sites beyond that which was



conducted at that time.

### **Agricultural & Forest Land Impacts**

The proposed 49.9 acre UGB expansion area occupies the valley bottom along both sides of O'Shea Creek south of Tiller Trail Highway immediately east of the current city limits and UGB, and is one of the last remaining undeveloped side-valleys contiguous with Canyonville's UGB. With the exception of about one acre of Farm-Forest (FF) zoning at the far south end of the site, the land is zoned Farm-Grazing (FG). The site consists of relatively flat and open pasture that is bisected along its length (generally north to south) by O'Shea Creek and its flanking riparian corridor. Historically, the land has been cultivated for hay production and seasonal livestock grazing. At the outer edges of the site the topography changes dramatically as the land rises rapidly from the valley floor to form steep forested hillsides. To the south and east, the abutting north-facing hillsides are covered with timber and have historically been managed for forest use. The area proposed for inclusion in the UGB does not extend up the surrounding steep slopes, nor does it otherwise encompass any of the adjacent or nearby forest land. Most of the land occupying the surrounding forested hillsides are owned by the applicant and is managed for resource use. As noted, none of the adjacent forest resource lands are proposed for inclusion in the UGB because their steep topography makes them wholly unsuited for any kind of urban development. The close proximity of the forested hillsides to the low-lying area, where future urban development will occur, is not at all out of character with the way much of the land in Canyonville has already developed.

As explained earlier, Canyonville is situated in a deep river canyon where, in many locations, steep forested hillsides rise abruptly from the valley floor to form natural ramparts that have effectively stopped further urban expansion. These topographic constraints are most pronounced in the southerly, westerly and easterly portions of the community where existing development pushes up against the very base of the steep tree-covered slopes where it abruptly stops, with little or no possibility of expanding beyond the immediate valley floor. To a major degree, these topographic constraints have acted like a kind of natural urban containment boundary that has both restrained and defined the community's compact urban form. The steep forested hillsides surrounding the subject site will likewise act as a natural barrier to any further urban expansion beyond the valley floor along O'Shea Creek. It is therefore the applicant's intends to continue managing these adjacent forested hillsides outside the expanded urban growth boundary for resource use.

Where the hillsides rise above the site's northerly boundary, the dryer south-facing slopes contain open seasonal livestock pasture, together with mixed stands of native hardwoods. Land adjoining to the northwest consists of two residential parcels containing stands of mixed hardwoods and noxious brush. These two parcels, which show no evidence of past or present farm or forest management activities, are developed with isolated home sites. Land adjoining along the subject property's southwesterly boundary is under a different ownership (Huffman & Wright Logging Company) and is presently developed and

used as an industrial site. About half of this adjacent industrial site is inside Canyonville's city limits where it is zoned for General Industrial (IG) use, while the balance lies between the easterly city limits and the southwesterly boundary of the applicant's property. Although the portion extending outside the city is zoned Farm Grazing (FG), most of it is nevertheless developed and used as industrial land in conjunction with the adjoining portion lying inside the city.

The west boundary of the site is defined by the right-of-way of Tiller-Trail Highway, which provides the point of access to the property. This major collector road represents a physical buffer between the site and rural lands lying further to the north and west. For the most part, lands on the other side Tiller-Trail Highway are devoted to farm uses, including seasonal livestock grazing on the higher elevations and improved pastures for grazing and hay crops on the lower areas in the more distant South Umpqua River valley.

Both the proximity and the physical characteristics of the subject site's interface with surrounding rural lands is representative of the way most of Canyonville's periphery has historically developed. As previously explained, the community is located in a relatively isolated and geographically confined setting that is tightly constrained by surrounding timber lands on adjacent hillsides to the south and west, and by active farming and ranching operations to the north and east. The community's residents have co-existed with the kinds of management practices that have taken place on these adjoining farm and forest lands for many generations, and they understand and accept the realities of living in close proximity to the kinds of resource management activities that occur on these lands. The community also recognizes that as Canyonville continues to grow, any outward expansion of the city will necessarily encroach upon, and in some cases convert the use of, these neighboring resource lands. Historically, Canyonville has maintained a very compact urban form, restricting outward development to the few remaining small pockets of low-lying vacant buildable land at the periphery of the urban area. As was revealed by both the 1997 Buildable Lands Inventory and the updated 2012 analysis of the inventory, the subject 49.9 acre site remains as one of the last undeveloped sites adjacent to the urban growth boundary where topographic conditions are conducive to accommodating new urban development, facilitating the extension of city services, promoting a compact urban form, and minimizing conflicts with adjoining and nearby rural resource lands.

## **CONFORMANCE WITH THE STATEWIDE PLANNING GOALS**

The review and approval process associated with amending the Comprehensive Plan and urban growth boundary requires the City to determine that the amendment will not conflict with any applicable Statewide Planning Goals. Statewide Planning Goals No. 1 through No. 14 have previously been acknowledged as being applicable to the Canyonville Comprehensive Plan. Accordingly, the applicant proposes the following Findings to demonstrate that the proposed amendment comports with the applicable goals.

**Goal No. 1 - Citizen Involvement**

*To ensure the opportunity for citizen involvement in all phases of the planning process.*

The City of Canyonville is required to provide written notice of the requested Comprehensive Plan/UGB amendment and zone change to property owners within the prescribed notice area and to cause notice of the proposed land use change and the public hearing to be published in the local newspaper of record. Additionally, the City will give notice of the proposed land use change to affected state and local agencies, including Douglas County, the Department of Land Conservation and Development, the Oregon Department of Transportation, as well as to other individuals and organizations that are entitled to such notice. These various forms of individual and public notice assure that local citizens have an opportunity to become informed about, and participate in, the public hearing process. The requested Comprehensive Plan and UGB amendment is being processed in a manner that assures full compliance with Statewide Goal No. 1.

**Goal No. 2 - Land Use Planning**

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

The City of Canyonville has established policies and procedures which require a detailed evaluation of proposals to amend its Comprehensive Plan and UGB. Specific criteria and standards have been set forth against which the applicant's amendment request must be evaluated in the light of relevant Findings of Fact demonstrating compliance with applicable standards and criteria. The City's ultimate decision in this matter will be based on the weight of those relevant Findings. The requested Comprehensive Plan and UGB amendment is being evaluated in a manner that assures full compliance with Statewide Goal No. 2.

**Goal No. 3 - Agricultural Lands**

*To preserve and maintain agricultural lands.*

As is discussed more fully in other sections of this document, the subject property consists principally of agricultural land as that term is defined in Goal 3. In Western Oregon, agricultural lands are defined as those of predominately Class I, II, III and IV soils. According to the official Inventory of Soils for Douglas County, as published by the Natural Resources Conservation Service (NRCS), 44.87 acres, or ninety percent of the subject 49.9 acre site is composed of Class I through Class IV farm soils, while the remaining five acres, or ten percent, is classified as Class VI non-farm soil. Consequently, expansion of the Canyonville urban growth boundary to encompass the subject property will ultimately result in the conversion of nearly forty-five acres of rural agricultural land to urban use. Although the conversion of rural agricultural land via the Goal 14 UGB amendment process does not require the City to take an exception to the Statewide Agricultural goal per se, the Urbanization goal does require the applicant to demonstrate compliance with the seven conversion factors of Goal 14, including Conversion Factors No. 6 and No. 7 which pertain directly to the conversion of agricultural land as a consequence of amending

the UGB. The Urbanization goal also requires the applicant to follow the same procedures and standards that are set forth in Goal 2, Land Use Planning, concerning goal exceptions. It should be noted, however, that OAR Chapter 660, Division 4 (Interpretation of Goal 2 Exception Process) acknowledges that findings pertaining to the seven conversion factors of Goal 14 provide the same information as required by the exception process. OAR 660-004-0010(1)(a)(B) specifically states:

*"... findings and reasons in support of an amendment to an established urban growth boundary shall demonstrate compliance with the seven factors of Goal 14 and demonstrate that the following standards are met: ...*

*(i) Reasons justify why the state policy embedded in the applicable goals should not apply. This factor can be satisfied by compliance with the seven factors of goal 14;"*

Proposed findings pertaining to the seven conversion factors of Goal 14, including Conversion Factors No. 6 and No. 7 concerning the conversion of agricultural land, are set out in this document beginning on page 69.

#### **Goal No. 4 - Forest Lands**

##### ***To preserve forest lands for forest use.***

There has previously been a legislative determination by the Douglas County Comprehensive Plan that the subject 49.9 acre site is not forest land. This determination is validated by the fact that there are no forest resources on the property and the site is presently designated and zoned for exclusive farm use. Statewide Goal No. 4 is not applicable to this UGB amendment.

#### **Goal No. 5 - Open Space, Scenic and Historic Areas, and Natural Resources**

##### ***To conserve open space and protect natural and scenic resources.***

Goal 5 addresses a variety of resources not specifically covered in other goals and sets out a process requiring inventory and evaluation of those resources. Steps in the process require that the level of significance of identified resources be determined, and if an identified resource appears to be significant, further evaluation is required. Such evaluation may lead to alternative courses of action, including fully protecting the identified resource.

Goal 5 addresses the following resources:

1. Open space.
2. Mineral and aggregate resources.
3. Energy resources.
4. Fish and wildlife areas and habitats.
5. Ecologically and scientifically significant resources.
6. Outstanding scenic views and sites.
7. Water areas, wetlands, watersheds and groundwater resources.
8. Wilderness areas.
9. Historic areas, sites, structures and objects.
10. Cultural areas.

11. Oregon recreational trails.
12. Wild and scenic waterways.

All of Douglas County, including the subject 49.9 acre site, has previously been subjected to extensive surveys and studies intended to inventory and evaluate the Goal 5 resource listed above. These inventories, which are incorporated into the Douglas County Comprehensive Plan, have previously received acknowledgment of compliance with Statewide Goal 5. The applicant has conducted an independent evaluation of the potential impact of the proposed amendment on any Goal 5 resources that may be on the subject property and makes the following statements of fact:

A. Land Needed or Desirable for Open Space

The subject 49.9 acre property occupies the valley bottom along both sides of O'Shea Creek south of Tiller-Trail Highway immediately east of the current city limits and UGB. The site consists of relatively flat open pasture that is bisected along its length (generally north to south) by O'Shea Creek and its flanking riparian corridor. Historically, the land has been cultivated for hay production and seasonal livestock grazing. At the outer edges of the site the topography changes dramatically as the land rises rapidly from the valley floor to form steep surrounding hillsides. To the south and east, the abutting north-facing hillsides are covered with timber and have historically been managed for forest use. The area proposed for inclusion in the UGB does not extend up the surrounding steep slopes, nor does it otherwise encompass any of the adjacent or nearby forest land. The steep forested hillsides surrounding the subject site will act as a natural barrier to any further urban expansion beyond the valley floor along O'Shea Creek. It is the applicant's intent to continue managing these adjacent forested hillsides for resource use.

The site has no significant open space values, nor is it otherwise included in any inventory of needed or desirable open space warranting Goal 5 protection. Conversion of the property from its present agricultural designation to an urban residential designation will not result in significant impacts on open space resources in the surrounding area because there is an abundant supply of other lands nearby that have nearly identical physical characteristics. The site has not been identified by either the Douglas County Comprehensive Plan or the Canyonville Comprehensive Plan as being needed or desirable for open space.

B. Mineral and Aggregate Resources

No known mineral or aggregate resources have been identified on or in the vicinity of the subject site, nor have such resources been identified on other lands in the general vicinity of the property.

C. Energy Sources

Goal 5 energy resources refers to sites and resources for the generation of energy (i.e. natural gas, oil, coal, hydroelectric, geothermal, uranium, and solar). No known energy sources have been identified on or in the vicinity of the subject site.

D. Fish and Wildlife Areas and Habitat

O'Shea Creek traverses the full length of the property in a southeasterly to northwesterly direction before joining the South Umpqua River about three-quarters of mile further down stream. The creek is classified by the Oregon Department of Fish & Wildlife (ODFW) as a Class I fish-bearing stream, and is therefore subject to a number of regulatory measures intended to protect its resource values. Both Douglas County and the City of Canyonville have incorporated specific provisions into their respective land use regulations establishing minimum development setback distances protecting vegetation within the creek's riparian buffer area. Additionally, any proposed development near the creek is subject to review by ODFW to ensure that the resource is not adversely impacted. The proximity of surrounding and nearby urban lands has discouraged the establishment of significant natural habitat on the site, and has thus discouraged permanent habitation by most native species; consequently, conversion of the site to an urban use will not significantly impact wildlife in the general area. Although the property has some natural vegetative cover and native food sources for local wildlife, and therefore does provide limited habitat for a few native species, the habitat is not regarded as being significantly different or of higher value than that found on other rural farm lands in the surrounding area. Other than O'Shea Creek and its adjacent riparian corridor, the balance of the site has not been included in any inventories of sites having significant wildlife habitat, nor has it been identified as one warranting special protection for other Goal 5 resources. This determination, as documented in the Natural Resources Element of the Douglas County Comprehensive Plan, has previously been reviewed and approved by ODFW.

E. Ecologically and Scientifically Significant Natural Areas

No identified ecologically or scientifically significant natural areas are present on the site, nor have such resources been identified on other lands in the general vicinity of the subject property.

F. Outstanding Scenic Views and Sites

No identified scenic views or sites exist on the subject property. As noted under Open Space, above, the site has so much in common with many other locations in the general area that its scenic value is not considered unique or significant. The site possesses no prominent topographic features or vegetation that would otherwise give it scenic significance.

G. Water Areas, Wetlands, Watersheds, and Groundwater Resources

The City of Canyonville obtains its water supply from two surface sources. The primary source is located in the Canyon Creek watershed directly south of the city, while a secondary source is in the upper reaches of the O'Shea Creek watershed which begins about three-quarters of a mile upstream from the applicant's property and extends several miles further to the south. Raw water from the O'Shea Creek source is transmitted to the City's water treatment plant in town via an underground pipeline before entering the water distribution system. Because the applicant's property is located downstream from the portion of the

O'Shea Creek watershed that supplies Canyonville's water system, future development of the property will not disturb any lands within the watershed itself, or otherwise result in impacts to the quality of the water entering the community's water system. Other than the land lying between the high banks of O'Shea Creek, there are no identified significant water areas, wetlands or groundwater resources on the subject property. In order for an area to meet the Army Corps of Engineers' and the Oregon Division of State Lands' definition of wetland, three elements must be present: 1) water, 2) hydric soils, and 3) wetland vegetation. The U.S. Fish and Wildlife Service has published a National Wetland Inventory for Douglas County which covers the subject site. The inventory map shows no significant wetlands have been identified on the property beyond the immediate bounds of O'Shea Creek. As previously explained, all lands within 50 feet of the high banks of O'Shea Creek are subject to regulatory protections currently implemented through the State of Oregon, Douglas County and the City of Canyonville.

#### H. Wilderness Areas

The subject site is not within, adjacent to, or part of, a designated wilderness area, nor has such a designation been given to other lands or resources in the general vicinity of the property.

#### I. Historic Areas, Sites, Structures, and Objects

There are no identified or inventoried historic structures or objects on, or adjacent to, the subject property, nor have such resources been identified on other lands in the general vicinity of the site.

#### J. Cultural Areas

There are no identified or inventoried archaeological or cultural resources on the subject site, nor have such resources been identified on other lands in the general vicinity of the property.

#### K. Potential and Approved Oregon Recreation Trails

There are no designated or planned recreational trails on or adjacent to the subject site, nor has such a designation been give to other lands or resources in the general vicinity of the property.

#### L. Wild and Scenic Waterways

The site is not within any designated or planned wild and scenic waterway, nor has such a designation been give to other lands or resources in the general vicinity of the property.

All lands within Douglas County, including the subject property, have previously been subjected to extensive surveys intended to inventory and evaluate Goal 5 resources. These inventories, which are incorporated into the County's Comprehensive Plan, have previously received acknowledgment of compliance with Statewide Goal 5 by the Land Conservation and Development Commission. The subject property has not been included in any inventory of needed open space or scenic areas as defined by Goal 5, nor has it been identified in the Comprehensive Plan as having any historic, cultural or natural resources which need to be preserved and/or protected. The applicant has, therefore, concluded that the proposed Comprehensive Plan amendment and zone change will not conflict with any Goal 5 resources.

**Goal No. 6 - Air, Water and Land Resources Quality**

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

Statewide Goal 6 requires that air, land and water resources of the state be maintained and improved by assuring that future development, in conjunction with existing development, does not violate applicable state and federal environmental quality standards, and does not exceed the carrying capacity of local air sheds, degrade land resources or threaten the availability of such resources. Future development of the property will be required to comply with applicable federal, state and local environmental regulations, thus assuring that the proposed land use change will not adversely impact the carrying capacity of local air sheds, degrade land and water resources or threaten the availability of such resources. Both Douglas County and the City of Canyonville have sufficient regulatory measures in place so as to ensure that existing land use activities, as well as any future development on the site will not produce any unanticipated impacts resulting from the proposed UGB amendment and zone change. The requested amendment is being evaluated in a manner that assures compliance with Goal 6.

**Goal No. 7 - Areas Subject to Natural Disasters and Hazards**

*To protect life and property from natural disasters and hazards.*

The subject property has not been identified in any inventory of areas having the likely potential to be subjected to natural disasters and hazards. The Federal Flood Insurance Rate Map for the area shows that the elevation of the site puts it well above the flood plain of the South Umpqua River, which lies about three-quarters of a mile to the north. There is no empirical or historic evidence to suggest that O'Shea Creek represents a potential flood hazard on the property. The relatively flat topography of the site does not suggest any physical constraints to urban development, including unstable soils or geology. The subject property is not subject to any identified natural disasters and hazards. The applicant intends to develop the site in a manner that will facilitate leaving the steep surrounding forested hillsides as undisturbed open space. All future development activity on the property will be required to comply with applicable standards established under federal, state and local development regulations, thus assuring compliance with Goal 7.

**Goal No. 8 - Recreational Needs**

*To satisfy the recreational needs of the citizens of the state.*

There has been a legislative determination by both Douglas County and the City of Canyonville through their respective comprehensive planning programs that the subject property is not needed for recreational facilities or opportunities. Identified recreational needs have been provided for on other sites within and around the Canyonville urban area. The proposed amendment will not conflict with Statewide Goal No. 8.

**Goal No. 9 - Economy of the State**

*To diversify and improve the economy of the state.*



The Statewide Economic Development Goal is intended to be applied on an urban area-wide basis and requires that future economic growth be accommodated, in part, by ensuring that there is sufficient suitable land planned and zoned for commercial and industrial uses. Goal 9 specifically requires that local land use plans *"provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies"*.

Within the Canyonville urban area, as well as in the outlying rural area, commercial and industrial zoning has been applied to lands containing existing commercial and industrial uses, as well as to a limited amount of undeveloped land that is intended to accommodate future commercial and industrial development. The subject site has not been included in any inventory of lands needed or suitable for commercial or industrial use. Both the Douglas County Comprehensive Plan and the Canyonville Comprehensive Plan contain specific policies that are intended to ensure that opportunities for economic development are enhanced in the community. The proposed Plan amendment will not conflict with the Statewide Economic Development Goal.

#### **Goal No. 10 - Housing**

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

The purpose of Goal 10, within the context of amending the City's Comprehensive Plan and urban growth boundary, is to ensure that sufficient buildable land is available within the urban area to provide for the full range of future housing needs to avoid creating shortages of residential land which could artificially restrict market choices in housing type, price range or location. The Population and Housing Element of the Canyonville Comprehensive Plan addresses the City's responsibility under Goal 10 to ensure that an adequate supply of buildable land planned and zoned for residential use remains available over time. The Plan requires population growth to be monitored and assessed for impacts on previous estimates of needed housing and requires the City to maintain a corresponding inventory land sufficient and suitable for residential use. Accordingly, this document contains a detailed analysis of both population growth and corresponding future housing needs. That analysis, which is presented in detail in preceding sections of this document, shows that at present, Canyonville lacks a sufficient inventory of suitable land to provide for the community's future housing needs. Future development of the subject property is intended to provide needed housing opportunities for Canyonville's growing population base. Inclusion of the subject 49.9 acre site within Canyonville UGB will be consistent with the purpose and intent of Statewide Goal No. 10.

#### **Goal No. 11 - Public Facilities and Service**

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

Within the Canyonville urban area, public facilities and services are provided by the City of Canyonville, Douglas County and several special districts. Policies concerning the coordination, timing and location of

public facilities and services in the urban area are contained within the Public Facilities and Land Use Elements of the Comprehensive Plan. Specific measures intended to implement these policies are contained in various inter-governmental agreements, including the Canyonville Urban Growth Management Agreement.

Properties within the urban area receive both water and sanitary sewer service from the City of Canyonville. The City presently maintains a sewer interceptor line that extends easterly along Tiller-Trail Highway and terminates at Huffman Street near the easterly city limits just west of the subject property. The city likewise provides water service to properties along Tiller-Trail Highway via an existing main that also terminates near the current easterly city limits. When constructed, these facilities were sized to ensure a level of service adequate to accommodate the level of development anticipated during the next ten to twenty years. In conjunction with the Alternative Sites Analysis that was originally conducted in 1997, a preliminary feasibility and cost analysis of extending water and sewer service to the six alternative expansion areas (*City of Canyonville UGB Expansion Sewer & Water Feasibility Analysis, May 19, 1997*), was prepared by Wallis Engineering. The 1997 analysis found that approximately 60 acres in the O'Shea Creek drainage basin south of Tiller-Trail Highway (Study Area 4), which includes the subject 49.9 acre property, could be served via the extension of the existing sewer and water mains that presently terminate at the easterly city limits. The Wallis study found that the extension of sewer service would likely require the construction of a lift station and force main because the existing gravity main terminates at a higher elevation than some of the land within the O'Shea Creek basin. In order to provide water service to the 60 acres of potential residential land identified in Study Area 4, including the 49.9 acres which is the subject of this UGB expansion proposal, the 1997 analysis also concluded that the easterly extension of a 10-inch main into the O'Shea Creek basin would be required. The Wallis Engineering Study estimated at the time that the cost of extending city water and sewer service to Study Area 4 would be approximately \$478,000.

Taking into consideration the time that has passed since completion of the Wallis Engineering report in 1997 and the amount of new development that has occurred in Canyonville during the past seventeen years, the City requested the applicant to provide an up-to-date and more detailed analysis of the type and level of water service, including adequate storage for both domestic use and fire protection that will be required, as well as a calculation of the amount of waste water the project might generate and the kinds of sanitary sewer facilities that will likely be required for the type and size of development contemplated for the subject property. The applicant subsequently retained i.e. Engineering of Roseburg to prepare a conceptual development plan for the 49.9 acre site in order to provide a reasonable basis for determining the type, sizing and location of these facilities, as well as an analysis of the corresponding demands the development would place on Canyonville's existing and planned public facilities systems. The updated analysis was completed by i.e. Engineering in September 2014, and submitted for review to the city's consulting engineer, Dyer Partnership of Coos Bay. Following its review of the updated analysis, the city's engineer acknowledged the sizing and location of the transmission lines and water storage tank for

the project, subject to certain conditions that will need to be addressed at the time detailed engineering, design and construction plans are prepared for the property. Both the infrastructure analysis and report prepared by i.e. Engineering, and the subsequent acknowledging memorandum by Dyer Partnership, are incorporated into this document in Appendix C.

Taking into consideration the type and level of future development contemplated by the applicant, the extension of sewer and water service, including adequate fire protection flows, will be a prerequisite to the site's development. As noted in the above referenced memorandum from the city's consulting engineer, the design and construction of needed facilities and improvements will ultimately be the responsibility of the applicant or future developer of the site, and will ultimately be subject to approval by the City of Canyonville. The development costs associated with other required utilities and service facilities, including internal streets, storm drainage and other facilities, will also be borne by the applicant or future developer.

On the basis of the foregoing facts, the applicant has concluded that the full range of urban services appropriate for the subject property's proposed medium density residential zoning can be provided in a timely, orderly and efficient manner consistent with the purpose and intent of Statewide Goal No. 11. The applicant has further concluded that the proposed land use change will not adversely impact the present or future provision of public facilities and services in the surrounding area. This conclusion is based on consideration of the existing public service delivery systems and plans that are presently in place and which are intended to ensure the proper coordination of the types, locations and delivery of the public facilities and services necessary to support existing and proposed land uses in the existing urban area.

#### **Goal No. 12 - Transportation**

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

Specific transportation-related policies and development standards are included within the Canyonville Comprehensive Plan as well as in the City's land use ordinance, to assure that the intent of the statewide transportation goal is implemented through the application of both state and local policies and standards at the time of development. The intent of Goal 12 is also implemented through the provisions of the State Transportation Planning Rule (TPR) set out in OAR 660, Division 12.

OAR 660-12-060(1) requires that "*Amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility*".

To determine whether the proposed Comprehensive Plan/UGB amendment and zone change will significantly affect local transportation facilities, the TPR lists a set of specific criteria against which the proposed amendment is to be evaluated. The TPR states: "*a plan or land use regulation amendment significantly affects a transportation facility if it:*

- a. *Changes the functional classification of an existing or planned transportation facility;*
- b. *Changes standards implementing a functional classification system;*
- c. *Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or,*
- d. *Would reduce the level of service of the facility below the minimum acceptable level identified in the TSP (Transportation System Plan)."*

At the present time, access to the subject property is from Tiller-Trail Highway (County Road No. 1) via a private roadway that intersects with the county road at a point just east of Canyonville's easterly city limits. The existing access road is not presently improved to a standard sufficient to provide access for the type and level of residential development anticipated by the applicant. Consequently, one or more new streets will have to be built from the county road as part of an overall internal traffic circulation system to be constructed by the applicant/developer in accordance with plans and specifications approved by the City at the time of development.

The functional classifications of county-maintained transportation facilities, including Tiller-Trail Highway, are identified in Table 13-1 of the Transportation Element of the Douglas County Comprehensive Plan. County Road No. 1 is classified by the Plan as a "Major Collector" beginning at its intersection with Main Street in downtown Canyonville, easterly past the subject property, and continuing up the South Umpqua River valley. The Douglas County Transportation System Plan states: *"Major collectors provide for the connection of major residential and activity centers. Such roads primarily accommodate through-traffic and channel traffic from local and minor collectors onto streets of higher classification. Access to adjacent properties may be limited. In rural areas, major collectors connect minor rural communities, provide secondary access between major communities, and provide access to major employment, recreational and rural residential areas. Traffic volumes on major collector streets generally can range up to 10,000 vehicles per day."*

The most recent count of daily vehicle trips on Tiller-Trail Highway adjacent to the subject property was conducted by the County's Public Works Department at Mile Post 3.86 (O'Shea Creek Bridge) in May of 2001. That count shows an average of 2,575 ADT (Average Daily Vehicle Trips) at the subject property, representing only about one-quarter of the road's designated functional capacity.

Estimates of the average number of daily vehicle trips generated by a specific land use can be obtained from a number of reliable sources; however, the most commonly referenced source for such data is *Trip Generation*, published by the Institute of Transportation Engineers (ITE). Average daily trip generation rates published by ITE are based primarily on field data obtained from direct observation of actual land use activities. Trip generations rates are reported as an average of the often wide-ranging vehicle counts taken at numerous sites having the same classification of land use, and are often broken down into

specific time frames, such as Average Daily Trips (ADT), Average Peak Hour Trips, AM (morning) Peak Hour Trips, and PM (evening) Peak Hour Trips. For most land use activities, including single-family dwellings, ITE defines an average daily trip as a one-way vehicular movement between a single origin and a single destination. For a single-family dwelling, trip generation rates are reported as a ratio of 9.5 vehicle trips per day per dwelling unit. Assuming the maximum potential development density allowed by the proposed Manufactured Home Park/Duplex Residential (R-2) zoning on the subject 49.9 acre site (eight dwellings per acre), a maximum of four hundred dwellings could be built, thus potentially generating up to 3,800 ADT. These maximum numbers should, however, be regarded as theoretical only, as they do not reflect anything close to the actual number of dwelling units likely to be constructed on the property at full build-out. As explained earlier, the applicant intends to develop the property as a "Planned Manufactured Home Community" that will be very much like the 135-unit Knoll Terrace Manufactured Home Community located south of Riddle-Canyonville Road on the west side of Canyonville. At full build-out, the Knoll Terrace community is presently developed at a gross density of about two dwellings per acre, or only about one-quarter of the maximum density permitted by Canyonville's zoning regulations for manufactured home communities. Nevertheless, with Tiller-Trail Highway currently operating at one-quarter of its designated design capacity, it has a reserve capacity of 7,500 vehicle trips per day, or nearly twice the reserve capacity that would be required by four hundred dwelling units (noting again that the likely number of dwellings to be built on the property will be substantially less than half that number).

In anticipation of the proposed land use change on the subject site, the applicant consulted with the Oregon Department of Transportation (ODOT) to discuss possible traffic impacts to adjacent and nearby transportation facilities. As a consequence of those consultations, ODOT has advised the applicant that the proposed land use change will not significantly affect the area's transportation system, and therefore a Traffic Impact Study (TIS) will not be required as a prerequisite to the proposed Plan amendment and zone change as otherwise required by OAR 660-012-060. Nevertheless, the applicant has retained the services of Lancaster Engineering, a transportation planning and engineering firm in Portland, Oregon, to analyze the local transportation infrastructure to verify ODOT's earlier determination that the project will not significantly impact transportation facilities in the community. A Transportation Analysis Report prepared by Lancaster Engineering has been submitted to the City of Canyonville in conjunction with this UGB Amendment application and is incorporated in Appendix D.

### **Goal No. 13 - Energy Conservation**

#### ***To conserve energy.***

The Statewide Energy Conservation Goal is intended to ensure that land and uses developed on land are managed and controlled so as to maximize the conservation of all forms of energy based upon sound economic principals. The subject property is situated adjacent to the established urbanized area where any subsequent development will promote the efficient energy-related use of existing and planned transportation facilities (see discussion under Goal 12, Transportation). The subject site is free of any

significant physical constraints that would otherwise require more energy to develop and use the land for residential purposes than would other property within the existing UGB, or other property that might alternatively be included in the UGB (see Alternative Sites Analysis, above). Major public facilities and services are nearby and can readily be extended to serve the site, thus reducing the energy-related inefficiencies associated with extending such services far beyond the established urban area. Furthermore, specific energy conservation policies and development standards are included within the Canyonville Comprehensive Plan and land use regulations to ensure that the statewide energy conservation goal is implemented on a site-specific basis at the time of property development.

#### **Goal No. 14 - Urbanization**

*To provide for an orderly and efficient transition from rural to urban land use.*

Statewide Goal No. 14 requires local governments to establish urban growth boundaries that separate urban land from rural land and requires urban uses to be located within acknowledged urban growth boundaries. Any change to a city's urban growth boundary must be based on the following seven rural to urban conversion factors:

- (1) *Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;*
- (2) *Need for housing, employment opportunities, and livability;*
- (3) *Orderly and economic provision for public facilities and services;*
- (4) *Maximum efficiency of land uses within and on the fringe of the existing urban area;*
- (5) *Environmental, energy, economic and social consequences;*
- (6) *Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,*
- (7) *Compatibility of the proposed urban uses with nearby agricultural activities.*

#### **Findings Addressing Conversion Factors No. 1 & No. 2**

Conversion Factors No. 1 and No. 2 deal with the question of whether there is a justifiable need to convert rural land to urbanizable land via its inclusion within the Canyonville urban growth boundary in order to accommodate long range urban population growth, including the need for housing, employment opportunities, and livability. Factors No. 1 and No. 2 are applicable when the justification for expanding an established UGB is based on a demonstrated need for additional buildable residential land because the existing inventory of buildable and redevelopable lands within the existing urban area is not adequate to accommodate projected housing needs for a twenty-year planning period. (See ORS 197.295 for definition of *buildable lands*, and ORS 197.296 for codification of requirements for maintaining an adequate inventory of buildable residential lands within urban areas.) Factors No. 1 and No. 2 have also been described in Oregon case law as “*tests against which any proposed change in the classification of land and proposal to include rural land in the city's UGB must be measured.*”

The applicant's proposal to expand the Canyonville UGB to include the subject 49.9 acre site is predicated on a demonstrated need for additional buildable land designated and zoned for medium density residential use. The applicant has conducted a detailed inventory and analysis of the existing supply of developed and vacant residential land within the current boundary. The findings of that analysis are presented in a preceding section beginning on page 9 of this document, and are incorporated here by reference.

**Findings Addressing Conversion Factor No. 3**

Conversion Factor No. 3 concerns the public facilities and services aspects of amending the urban growth boundary, and requires consideration of a system or plan that ensures the proper coordination of the types, location and delivery of public facilities and services that best support the existing and proposed land uses.

As noted earlier, the proposed UGB amendment is intended to facilitate an orderly approach to planning the future development and use of the subject 49.9 acre site, as well as to facilitate the planning, coordination and delivery of public facilities and services that best support future land uses on the property. At the present time, the applicant has not formulated plans for the ultimate development of the property; therefore, it is not possible to define the precise level of urban facilities and services that will be required in the future. Goal 14 generally, and Conversion Factor 3 specifically, do not anticipate the need to immediately serve an urbanizable area with urban services, nor does Goal 14 require detailed plans for such services and facilities to be in place prior to, or immediately upon, inclusion of territory in the UGB.

The applicant has conducted an Alternative Sites Analysis which examines six alternative areas around and adjacent to the current urban growth boundary. The findings of that analysis, which begins on page 33 of this document, address the locational factors of Goal 14, including consideration of the orderly and economic provision of public facilities and services. The applicant has also addressed the public facilities and services aspects of the proposed boundary expansion under Statewide Goal 11, beginning on page 58. The findings of those evaluations demonstrate that the full range of urban services appropriate for the subject property's proposed medium density residential zoning can be provided in a timely, orderly and efficient manner consistent with the purpose and intent of Statewide Goal No. 11 and Conversion Factor 3.

**Findings Addressing Conversion Factor No. 4**

Conversion Factor No. 4 requires consideration of the maximum efficiency of land uses within and on the fringe of the existing urban area. The findings of the applicant's Alternative Sites Analysis, which is presented in a preceding section of this document, demonstrate that the proposed land use change will be consistent with the intent of Conversion Factor 4.

**Findings Addressing Conversion Factor No. 5**

Conversion Factor No. 5 requires consideration of the environmental, energy, economic and social

consequences of amending the urban growth boundary. As has been discussed earlier, the degree of consideration that is required of the various consequences of amending the UGB should be balanced against the degree of change being proposed. Although it would not be entirely accurate to say that the proposed UGB amendment will have no environmental, energy, economic and social consequences whatsoever, the weight of such consequences (whether positive or negative) within the context of the entire urban area, is not sufficient to warrant analysis beyond the findings and conclusions already stated elsewhere in this document. The applicant has, nevertheless, given consideration to the ESEE consequences of the proposed amendment for both the urban area as a whole and for individual properties adjoining the subject site. Specific findings that address the same types of consequences identified in Conversion Factor 5 are covered more extensively in other sections of this document (See applicant's proposed findings addressing Statewide Goal No. 3, 5, 6, 7, 9 and 13). A separate ESEE analysis under this section of the application would be redundant, as it would not contribute to the existing factual basis for evaluating the ESEE consequences of the proposed amendment. It is not, therefore, necessary to conduct a separate ESEE analysis beyond the specific findings and conclusions already stated elsewhere in this document.

**Findings Addressing Conversion Factor No. 6**

Conversion Factor No. 6 requires consideration of the consequences of amending the urban growth boundary within the context of the statewide goal of retaining agricultural land. Findings addressing impacts of the proposed boundary change on agricultural land are presented in the applicant's Alternative Sites Analysis beginning on page 32, and are incorporated here by reference to demonstrate compliance with Conversion Factor 6.

**Findings Addressing Conversion Factor No. 7**

Conversion Factor No. 7 requires consideration of the compatibility of the proposed urban use with nearby agricultural activities. The subject 49.9 acre site adjoins other lands to the north, south and east that have been classified as agricultural land pursuant to Statewide Goal No. 3. Findings addressing the compatibility of the proposed urban use with nearby agricultural activities are presented in the applicant's Alternative Sites Analysis beginning on page 32, and are incorporated here by reference to demonstrate compliance with Conversion Factor 6.

**GOAL 2 EXCEPTION STANDARDS FOR UGB AMENDMENTS**

In addition to the seven conversion factors discussed above, Goal 14 (Urbanization) requires that any change in the established boundary separating urbanizable lands from rural lands must follow the procedures and requirements set forth in Goal 2 (Land Use Planning) for goal exceptions. The specific standards relied upon in the application of Goal 2, Part II, for this amendment to the Canyonville Comprehensive Plan and Urban Growth Boundary are set forth in OAR 660-04-010(1)(c)(B). Based on those standards and the evidence previously presented in this document, the applicant proposes the following additional findings.



The exceptions process is generally not applicable to Statewide Goals 1 and 2, nor to Goals 5 through 13 (OAR 660-04-010). The process is, however, applicable to those statewide goals which prescribe or restrict certain uses of resource lands, including Agricultural Lands (Goal 3), Forest Lands (Goal 4), and the Urbanization goal (Goal 14) (See OAR 660-04-010).

The applicant has proposed separate findings above with respect to Goal 14 which demonstrate that the applicant is not taking an exception to the Urbanization goal. Nevertheless, Goal 14 specifically requires that any amendment to an established UGB be based on the seven conversion factors listed in that goal. Detailed findings and conclusions addressing the seven conversion factors are presented throughout this document and are incorporated in this section by reference to demonstrate that the urban growth boundary amendment is consistent with Goal 14.

Exception Standard 2 requires findings of fact showing that alternative sites which do not require an exception to the Agricultural Goal cannot reasonably accommodate the proposed use. Such findings should be based on a review of specific alternative sites, including an analysis of site size; reasonable availability of the appropriate level of public facilities and services, including transportation facilities; physical constraints to development such as topography and potential for flooding; proximity to conflicting land uses; and, relevant economic factors (OAR 660-04-020(2)(b)). The Alternative Sites Analysis conducted by the applicant in conjunction with this proposed land use change addresses the requirements of Exception Standard 2 and is sufficient to demonstrate compliance with Exception Standard 2.

Exception Standard 3 requires findings demonstrating that the *"long-term environmental, economic, social and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site."* Such findings should be based on an evaluation of the characteristics of alternative areas that have been considered by the City, and for which an exception to the Agricultural Land Goal might be taken (OAR 660-04-020 (2)(c)). As previously noted, the Alternative Sites Analysis conducted by the applicant generated findings that are sufficient to demonstrate compliance with Exception Standard 3.

Exception Standard 4 requires findings demonstrating that *"the proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts"*. This standard requires a description of how the proposed use will be compatible with farm practices on surrounding farm lands. Within the context of this standard, the term "compatible" is not intended as an absolute, meaning no interference or adverse impacts of any type. The findings presented in the Alternative Sites Analysis that was conducted by the applicant is sufficient to demonstrate compliance with Exception Standard 4.

### CONFORMITY WITH APPLICABLE ANNEXATION STATUTES

In addition to locally adopted rules and procedures governing the annexation of the subject property to the City of Canyonville, statutory laws of the State of Oregon also prescribe the circumstances under which property may be annexed, and establish procedures which must be followed by the annexing jurisdiction. These statutes are set forth in ORS Chapter 222. ORS 222.111(1) provides that the boundaries of the city may be extended by the annexation of territory that is not within a city when the territory to be annexed is contiguous to the city. As previously noted, Canyonville's easterly city limits is presently located about 267 feet west of the subject property's northwesterly corner on the southerly right-of-way of Tiller-Trail Highway (County Road No. 1). A separate 10.10 acre parcel lies between the city limits and the subject parcel, thus the subject 49.9 acre property is not presently contiguous with Canyonville's corporate limits. Consequently, the applicant is proposing that the portion of public right-of-way for Tiller-Trail Highway fronting along the north side of the property, together with the portion of the right-of-way extending westerly to the current city limits, also be annexed in order to make the territory fully contiguous as required by statute. The portion of the public road right-of-way to be annexed to the city along with the subject property itself is shown on Applicant's Exhibit 1.

Additionally, ORS 222.111(2) provides that a proposal for annexation of territory to a city may be initiated by a petition to the city by the owner of the property to be annexed. The subject 49.9 acre property is wholly owned by the applicant, who has signed and submitted a formal Petition for Annexation to the City of Canyonville in accordance with ORS 222.111.

ORS 222.125 provides that the city need not hold a public hearing on a proposed annexation when all of the owners of the property in the area to be annexed, and not less than 50 percent of the registered voters in the area to be annexed, have given their written consent to the city. As previously noted, the subject 49.9 acre territory consists of a single ownership. The property is vacant and undeveloped, and there are no voters residing within the area to be annexed. The property owner has submitted a Petition for Annexation to the City of Canyonville in accordance with ORS 222.125 concurrently with this land use change application.

**FALK ESTATES LLC**  
**PROPOSED AMENDMENT OF THE CANYONVILLE COMPREHENSIVE PLAN**  
**AND URBAN GROWTH BOUNDARY, PROPOSED ZONE CHANGE AND ANNEXATION**

**SUMMARY OF PRINCIPAL FINDINGS AND CONCLUSIONS**

1. The applicant proposes to expand the urban growth boundary to add a 49.90 acre portion of a 243 acre tract situated along O'Shea Creek south of Tiller-Trail Highway just east of Canyonville's easterly city limits. Upon its inclusion in the UGB, the site will be designated for Medium Density Residential use at a density of five to eight dwelling units per acre, and its zoning will be changed from Exclusive Farm Use Grazing (FG) and Farm Forest (FF) to Medium Density Residential (R-2, Manufactured Home Park/Duplex). The applicant has also submitted a Petition for Annexation, requesting that the subject 49.90 acre territory be annexed to the City of Canyonville.
2. The applicant intends to develop the subject site as a "Planned Residential Community" at an overall density not exceeding eight dwelling units per acre. The property is divided roughly in half by O'Shea Creek. The applicant intends to develop the portion lying north of the creek with a conventional single-family residential subdivision, while the portion south of the creek will be developed with a manufactured dwelling community. Knoll Terrace Manufactured Home Community, which is located south of Riddle-Canyonville Road on the west side of the city, serves as an excellent example of the kind of mobile home community envisioned by the applicant on that portion of the property. The applicant anticipates developing both the subdivision and the mobile home community in phases over time in response to market demand.
3. Canyonville's UGB was first established in 1980, and it remained virtually unchanged until 1998 when it was amended to add 99.5 acres on the westerly edge of the city to facilitate development of the 135-unit Knoll Terrace Manufactured Home Community. Prior to the UGB expansion, a detailed buildable lands inventory (BLI) conducted in 1997 found that the UGB encompassed 739 acres, of which 402 acres was inside the city and 337 acres was in the unincorporated portion outside the city limits. As a consequence of the 1998 boundary expansion, and the subsequent annexation of about 82 acres of that territory into the city, the enlarged urban area grew to 840 acres, including 483 acres inside the city and 337 acres in the surrounding unincorporated area.
4. When the UGB was first established in 1980, Canyonville's population was 1,288 persons. During the fifteen-year period after 1980, Canyonville went through a period of relatively stagnant growth, due primarily to the closing of the Hanna Nickel mine in nearby Riddle, as well as because of changes in federal forest management policy that negatively impacted the area's traditional logging and wood products employment base. Between 1980 and 1995, only twenty-two new dwelling units were added to the city's housing stock. When the 1997 buildable lands inventory was completed the total number of dwellings in the entire urban area was reported to be 530, including 46 dwellings that were located outside the city limits but within the urban growth boundary.
5. Beginning in the mid-1990s, Canyonville began to grow again, principally in response to a number of economic development projects undertaken by the Cow Creek Indian Tribe, including a major expansion of the Seven Feathers Casino and Resort as well as the establishment of other Tribal enterprises in the community. From 1996 to 2012, the number of people employed by the Tribe's in Canyonville increased from approximately 270 to nearly 500. Other new and existing businesses also benefited from the Tribe's economic development activities and thus were themselves able to create new job opportunities that further expanded the community's employment base.
6. As employment opportunities in Canyonville continued to increase, so too did the demand for more housing. Between 1996 and 2014, the number of housing units in Canyonville rose from 530 to 694, representing a 31 percent increase in just fifteen years. As a consequence of this housing boom, nearly 120 acres of previously vacant residential land inside the City was developed during the same fifteen year period. The Knoll Terrace Manufactured Home Community alone added 135 new dwelling units to Canyonville's housing stock by the time it reached full build-out in early 2012.
7. As a consequence of rapid population growth during the past decade and a half, coupled with an unprecedented boom in housing development, Canyonville now has a net shortage of vacant land designated and zoned for residential use. In fact, there is presently 42 fewer acres of vacant buildable residential land in the community than existed just prior to the 1997 UGB expansion. The buildable lands inventory conducted for the City that year found

there was nearly 110 acres of vacant buildable residential land in Canyonville. Following the annexation of the 99.5 acre Knoll Terrace property, of which 82 acres was subsequently designated and zoned for residential use, the total amount of vacant buildable land available to accommodate future housing increased by 192 acres.

8. Over the past half-century Canyonville has experienced major fluctuations in its rate of population growth. In 1960 Canyonville had a population of 1,080 persons. By 1980, the city's population had grown by less than 200 persons, representing an average annual growth rate of less than one percent during that twenty-year period. But by 1980 Canyonville's population declined by more than five percent, dropping from 1,288 residents to 1,219. Beginning in 1990, the city's population began to grow again, reaching nearly 1,300 persons by the year 2000 – a modest increase of about six percent. Between 2000 and 2010, however, the city's population rose from 1,293 to 1,884 persons, an increase of nearly 600 people, representing a 45.7% increase in just ten years.
9. Most of Canyonville's recent population growth can be attributed to two principal factors. The first is the establishment and continued expansion of a number of business enterprises owned and operated by the Cow Creek Band of the Umpqua Tribe of Indians, including the Seven Feathers Hotel & Casino Resort, the Seven Feathers Truck & Travel Center, Umpqua Indian Foods, Riverside Lodge, Canyon Cubbyhole Storage Facilities, Valley View Motel, and Umpqua Indian Utility Cooperative (UIUC). The Cow Creek Tribe is the third largest private employer in Douglas County. About 1,200 people work at the Tribe's various operations.
10. The second major factor contributing to Canyonville's accelerated growth rate during the past sixteen years is the marked increase in the number of new housing units that have been built since 1998 when the city began to experience a relative boom in new housing construction. During the twelve year period between 1998 and 2010, more than 160 new dwellings were added to Canyonville's inventory of housing, thus creating new opportunities for higher-quality housing of all types, including traditional site-built single-family homes, duplex homes, multi-family apartments and subdivision-like manufactured home parks. While many of these new homes are occupied by people who have obtained employment at the various Tribal enterprises located in the community, a significant number of Canyonville's new residents are either retired or work in other parts of the county and chose to relocate to Canyonville to take advantage of the community's relatively more affordable housing.
11. When adopted in 1980, Canyonville's Comprehensive Plan forecast an annual growth rate of 2.5 percent to reach a projected population of 2,500 persons by the year 2000. Updated projections in the 1987 Periodic Review of the Plan continued to use the 2.5% annual growth rate; however, because actual growth proved slower than expected, the Plan pushed the 2,500 population target out an additional decade to the year 2010. By 1997, when an updated analysis of population growth was conducted as part of a major UGB expansion, it was apparent that Canyonville's rate of growth continued to lag well behind the original 2.5% forecast. In 2009 Douglas County and Canyonville completed work on a Coordinated Population Forecast for the city using a significantly lower annual growth rate of 1.75%. The coordinated forecast was formally adopted by the City and subsequently published in the Population Support Document of the Douglas County Comprehensive Plan. Based on the adopted population growth rate of 1.75% and the official 2010 US Census population figure of 1,884 residents, the twenty-year forecast projected Canyonville's population to reach 2,661 persons by the year 2030. By extending the forecast an additional four years to 2034 in order to provide a full 20-year planning period for this proposed UGB expansion, a target population figure of 2,852 is used throughout this document.
12. A detailed Buildable Lands Inventory & Land Needs Analysis (BLI) was conducted on behalf of the City of Canyonville in early 1997 in advance of a proposed 99.5 acre UGB expansion. That proposal included a population forecast to the year 2020; a review and analysis of the community's existing and future public facilities infrastructure needs; an analysis of existing and future transportation system needs; and, a detailed buildable lands inventory and needs analysis. Additionally, more than two dozen new or amended Plan policies were proposed, along with numerous changes to the City's zoning and subdivision regulations. All of the findings from the 1997 BLI, as well as the recommended amendments to the Comprehensive Plan and implementing ordinances were adopted by the City Council in October of 1997 concurrently with the 99.5 acre UGB expansion. No further UGB amendments have been undertaken by the City subsequent to the 1997 boundary expansion.

13. In conjunction with this current UGB expansion and annexation proposal, an updated buildable lands inventory and analysis (BLI) was conducted on behalf of the applicant in 2012. To facilitate consistency and ease of understanding, the current BLI employs essentially the same methodology used for the 1997 BLI. To the extent possible, the current BLI presents the updated data using charts and tables that follow the format established in the 1997 inventory. Rather than creating an entirely new format, the previous inventory was simply brought current to reflect the current status of all lands within the city limits and the surrounding urban area. Likewise, the terminology that was used to explain the data presented in the 1997 BLI and Analysis is also used in the 2012 BLI.
14. Data collected for the 2012 BLI reveals that the City of Canyonville has grown by eighty-one acres since the previous BLI was conducted in 1997, as the amount of land within the city limits increased from 402 acres to 482 acres. During the same period many new parcels were created in the city, principally the result of subdividing larger parcels into smaller lots in order to accommodate the growing demand for new housing. In 1997, there were 706 parcels comprising 281 acres of fully developed land in the city limits, while the 2011-12 BLI revealed that the number of parcels has risen to 761, and the amount of fully developed land in the city had increased by twenty-five percent to total more than 350 acres. Between 1996 and 2012, the number of dwellings in Canyonville jumped from 530 to 694 housing units, representing an astounding 31 percent increase in just fifteen years. Nearly ninety percent or 73.4 acres of the eighty acres of newly-urbanized land in the city is now developed with new housing.
15. There has been considerably less change in the unincorporated portion of the UGB. Just prior the 1997 UGB expansion, the unincorporated portion of the urban area contained 337 acres, or about 45 percent of the total land area within the UGB. Most of that unincorporated land has continued to remain vacant and undeveloped. By 2012, the land base within the entire urban area had increased by 99.5 acres, reflecting the amount of land that was added to the UGB in 1997. However, because the same 99.5 acres was subsequently annexed into the city in March of 1998, the net amount of land comprising the unincorporated portion of the urban area has remained unchanged.
16. A large portion of the land base in the UGB is held in trust by the federal government on behalf of the Cow Creek Indian Tribe. The 1997 BLI did not distinguish between Tribal lands and non-tribal lands; consequently, it is not known how much land was under the jurisdiction and control of the Cow Creek Tribe at that time. The updated 2012 BLI, however, did identify 227.6 acres of Tribal Trust land within the urban area, most of which is concentrated in the northerly portion of the UGB. Tribal Trust lands presently comprise nearly 65 percent of the land lying outside the city limits but within the UGB. Consequently, the City retains planning jurisdiction on just 129 acres, or roughly one-third, of the 356 acres now in the unincorporated portion of the UGB. For the urban area as a whole, including within the city limits, Tribal lands make up approximately 27 percent of the total land area. Because the City does not have planning jurisdiction over Tribal lands, they are not accounted for in the updated BLI and Land Needs Analysis.
17. The updated 2012 BLI revealed that residential lands make up the largest portion of Canyonville's land base, comprising nearly three-quarters of the land within the city. Residentially-zoned land that remains vacant and undeveloped represents about twenty percent of the total land base in the city. In the unincorporated portion of the urban area, existing residential development occupies one-third of the land area, while vacant land zoned for future residential use makes up another thirty percent. The remaining 36% of the land base in the unincorporated urban area consists of land designated for commercial, industrial and public uses.
18. The Canyonville UGB contains 172 acres of residentially-zoned land that is classified as vacant or under-utilized. Approximately 65 acres, or thirty-eight percent, of that residentially-zoned land is also classified as being constrained by topographic and environmental factors to such a degree as to render it unbuildable; leaving 107.5 acres available for meeting Canyonville's future residential land needs. Two-thirds, or 73 acres, of the buildable residential land is presently inside the city limits.
19. Steep hillsides represent the greatest impact on vacant and under-utilized lands in the urban area, particularly in the Low Density Residential (R-1) zone. Inside the city, nearly 40% percent of the vacant and under-utilized lands that are zoned R-1 are constrained by steep slopes, while 28% of the vacant R-2 land and 70% of the vacant R-3 lands

are impacted by steep slopes. In contrast, less than two percent of the vacant and under-utilized residential land in the city is impacted by flood hazards. In the unincorporated area, less than one-quarter of the vacant and under-utilized residential lands are impacted by steep slopes, and no residential lands are impacted by flood hazards.

20. Using data from the 2010 US Census, the applicant conducted an analysis of income and housing costs in Canyonville. The median household income in Canyonville in 2010 was \$33,047, which is significantly less than that of Douglas County as a whole (\$36,510). Canyonville also has a higher percentage of all persons below the poverty level (22%) than does Douglas County (16%). The highest incidence of poverty in Canyonville occurs with the elderly (13%) and female households with children (33%). Approximately 39% of Canyonville's households had an income of \$25,000 or less. This income data points to a need for least-cost housing options, such as manufactured homes on individual lots, manufactured home parks and multi-family housing.
21. From 1990 to 2010, Canyonville experienced significant population increases in all age ranges except one. The two groups that had the largest increase were the 18 – 24 year old age group, which increased 154%, and the 45 – 64 year old age group, which increased by 111%. The 25 – 44 year old age group decreased by about one percent, while the number of people over 65 increased by 76%. These age distribution figures suggest housing demands are greatest among younger working-age families and older working age households that are approaching retirement age. These two groups tend to be the most sensitive to higher housing costs, and their relatively rapid growth supports the need for a higher percentage of lower-cost housing in the community.
22. According to the 2010 Census, nearly 40% of home owners in Canyonville paid more than twenty-five percent their household income for housing, compared with 56% in Douglas County, while approximately 61% of renters pay more than 25% of their household incomes for gross rent, compared with 64% in Douglas County. Although these percentages indicate housing costs in Canyonville are slightly lower than in Douglas County as a whole, they nevertheless indicate a need for more affordable rental housing opportunities as well as for lower-cost owner-occupied housing.
23. While single-family houses made up more than two-thirds of Canyonville's housing stock in 1990, they represented only 57 percent of all dwellings in the community by 2010. During the same period, the number of multi-family dwellings increased by 132 percent as their share housing rose from 16 percent in 1990 to 29 percent in 2010. The percentage of owner-occupied dwellings in Canyonville decreased from 58% to 54%, while the percentage of renter-occupied dwellings increased from 42% to 46%. Of further note is the dramatic increase in the median value of all dwellings in the city, rising from \$44,700 in 1990 to \$144,600 in 2010, an increase of 223 percent. These numbers suggest that higher-cost conventional single-family residential development will continue to play a decreasing role in providing affordable housing opportunities for Canyonville's relatively low household incomes.
24. Building permit data shows that 226 new dwelling units were added to Canyonville's housing stock during the period 2000 through May of 2014. Nearly two-thirds of those new housing units were manufactured homes, including 137 units, or 61%, that were placed in manufactured home parks, and 11 units, or 5%, that were placed on individual lots. Multi-family dwellings, including duplex and apartment units, contributed 53 additional dwelling units (23%) during the same twelve-year period. The 25 conventional site-built single-family homes constructed during this period represented only 11% of the new housing units.
25. Historic data indicates that, while the average density of new residential development has varied somewhat from year to year, new development has generally occurred at densities well below those allowed by Canyonville's zoning and land use regulations. From 2000 through 2014, the average net density of new development in Canyonville was 1.77 units per acre for all residential zones. However, by eliminating three houses that were built on lots containing more than one acre due to extremely steep slopes, the adjusted overall average density is 2.14 dwelling units per acre. The Buildable Lands Inventory conducted in 2012 reveals that steep hillsides will continue to have a significant influence on future residential densities.
26. According to the 2010 Census, Canyonville had a population of 1,884 persons, while the community's housing stock consisted of 694 dwelling units, including 602 inside the city limits and 92 located in the unincorporated portion of



the UGB. Renter-occupied dwellings had an average household size of 2.58 persons compared to owner-occupied dwellings with 2.34 persons per dwelling. Of the 602 dwellings inside the city, only 508, or roughly 84 percent, were occupied. Canyonville has historically had a higher vacancy rate than most other Oregon cities of similar size (the 1990 Census reported a higher-than-average vacancy rate of 7.2 percent compared to a vacancy rate of less than 5 percent for the county as a whole). While more up-to-date data is not available, there are indications that the vacancy rate has decreased significantly in the past two years.

27. Canyonville's population is projected to grow by an additional 968 persons by the year 2034, thus requiring an additional 387 dwelling units during the next twenty years. This number is arrived at by dividing the projected population increase by the assumed average household size for each of the four housing types. The sums are then increased by 8 percent to account for vacancies. Based on the findings from the applicant's Housing Needs Analysis presented in the full application support document, this projection emphasizes the need for increasing affordable housing opportunities at densities higher than those that have historically occurred in the community. In practical terms, this means providing more opportunities for the development of both planned manufactured home communities and multi-family dwellings.
28. Projections of the amount of residential land that will be needed during the next twenty-year planning period assumes that new development will occur at a densities mid-way between the relatively higher densities prescribed by the Comprehensive Plan and the historic lower densities experienced during the previous twenty years. This mid-range land use model accounts for the fact that much of the vacant land now in the UGB is heavily impacted by steep slopes that will cause future development to occur at lower densities than those prescribed by the Comprehensive Plan. The adjusted mid-range model therefore assumes that roughly half of Canyonville's future residential development will occur on highly constrained land at densities mirroring those of the past twenty years, while half will take place on relatively unconstrained land, including new lands that will have been added to the urban area by this and other UGB amendments.
29. Canyonville will need about 126 buildable acres of land planned and zoned for residential use to accommodate needed housing units of all types developed through 2034. This figure does not include parks, schools or semi-public uses such as religious institutions, which are permitted, either outright or conditionally, in Canyonville's residential zoning districts. At least ten of these vacant buildable acres will need to be designated for High Density Residential development, 72 acres will need to be designated for Medium Density Residential use, and 46 acres will need to be designated for Low Density Residential development.
30. The current supply of vacant and under-utilized land zoned to allow a planned residential community in Canyonville is presently limited to only 12 acres. Three acres, or about a quarter of the current inventory of vacant R-2 land, is severely constrained by steep slopes and is unsuited for development with a manufactured home community, thus leaving only 8.8 acres available. To accommodate the estimated 255 additional medium density duplex and manufactured home park dwellings that will be needed in Canyonville by the Year 2034, at least 72 acres of land designated and zoned for R-2 use will need to be added to the urban area.
31. The applicant is proposing an expansion of the Canyonville urban growth boundary to encompass a 49.9 acre parcel of land in order to facilitate its development as a Planned Residential Community. The amount of land to be added to the UGB by the proposed land use change is sufficient to accommodate most of the additional 255 medium density dwelling units that will be needed in the community over the course of the next twenty-year planning period. Additional land that will ultimately be needed to accommodate future low density and high density residential development will not be provided by the applicant's proposed land use change; consequently, the City of Canyonville will need to evaluate other sites adjacent to the UGB for their suitability for accommodating needed low density and high density housing via their inclusion in the urban area under separate boundary change proposals.
32. The establishment or subsequent amendment of urban growth boundaries falls within the purview of the statewide urbanization goal – Goal 14. When a city proposes to expand its urban growth boundary to add needed land for future urban development, including future residential development, it must follow the procedures and requirements prescribed for UGB amendments in ORS 197.298 (Priority of Land to be Included within Urban Growth Boundary),

and OAR 660-024-0060 (Boundary Location Alternatives Analysis). The boundary location criteria in Goal 14 require a comparative evaluation of potential UGB expansion areas that can reasonably be expected to meet the identified need for additional land.

33. Canyonville conducted an alternative boundary location analysis (alternative sites analysis) in 1997 as part of a proposed UGB expansion to add more land for needed housing. At the time, the City studied six alternative boundary expansion sites and ultimately, determined that a one hundred acre site (part of Study Area 2) situated south of Riddle-Canyonville Road adjacent to the southwesterly city limits, to have the highest priority for inclusion. Following its subsequent annexation into the city in 1998, the 100-acre site was developed with the 135-unit Knoll Terrace Manufactured Home Community, which reached full build-out in early 2012. Consequently, all of the buildable land that was added to the UGB in 1998 has been fully developed and now needs to be replaced in order to provide for additional future housing.
34. The 1997 alternative sites analysis found that there are relatively few sites adjacent to Canyonville's UGB that can realistically be considered as candidates for inclusion in the urban area. Canyonville is situated in a narrow river canyon where, principally to the north and west, steep forested hillsides rise abruptly from the valley floor to curtail further urban expansion. Additionally, high value farm lands occupy the broad flood plain of the South Umpqua River to the north and east of the city, thus precluding further urban expansion in that direction as well. Indeed, the only areas where natural topographic conditions are at all conducive to urban development are the half dozen or so small creek valleys that transect the UGB. The updated alternative sites analysis conducted for the applicant in 2012 identified essentially the same six geographic study areas that had previously been evaluated during the 1997-98 UGB expansion process, and which are already described in Canyonville's Comprehensive Plan.
35. A detailed description and analysis of each of the six alternative boundary expansion sites is set out in the full application support document. The principal findings and conclusions from the applicant's 2012 Alternative Sites Analysis for each of the six study areas are summarized as follows:
  - Area 1 - Most of the land in Study Area 1 is held in trust for the Cow Creek Tribe of Indians and thus is not subject to state and local land use planning regulations or other jurisdictional controls. Irrespective of topographic constraints and the resource value of these lands, their inclusion in Canyonville's UGB for the purpose of providing additional land for needed housing would serve no practical purpose. Furthermore, nearly all of the buildable land within Area 1 has already been developed by the Tribe and is committed to nonresidential uses.
  - Area 2 - More than 90 percent of the land area within Area 2 consists of commercial forest land, most of which occupies steep, tree-covered hillsides classified as being undevelopable due to extremely steep slopes. The remainder of the land in Area 2 consists of small disassociated rural residential parcels that, as a practical, are not conducive to facilitating a larger-scale planned residential development such as that contemplated by the applicant. In 1997, a large undeveloped tract containing about 100 acres was identified on the lower, less-steep slopes south of Riddle-Canyonville Road that was found to be suitable for urban residential development. That property was ultimately added to the urban area and annexed into the city in 1998. It is now fully developed with the 135-unit Knoll Terrace Manufactured Home Community. Consequently, there is no vacant buildable land remaining in Area 2.
  - Area 3 - With the exception of a narrow strip of low-lying land running along Canyon Creek and Interstate 5, nearly all of the lands with Area 3 is wholly unsuitable for urban development because they consist of very steep, forest-covered hillsides. Most of the area is inaccessible, and the extension of streets and city services to facilitate future development is wholly impractical due to its isolation and extreme topographic conditions. The 1997 analysis concluded that no lands with Area 3 were suitable for inclusion in the UGB. The updated 2012 analysis reached the same conclusion.
  - Area 4 - With the exception of the O'Shea Creek drainage lying south of Tiller-Trail Highway immediately east of the city limits, most of Area 4 encompasses a large area of farm and forest lands that occupy the South Umpqua River drainage further to the east. The 1997 Alternative Site Analysis found that approximately 65 acres within



the O'Shea Creek drainage is contiguous to the urban area, but it is physically segregated from the high-value farm lands of the South Umpqua River valley further to the north and east. The tract has good access and can easily be served via the extension of existing near-by city services. Unlike the balance of the lands in Area 4, the valley bottom lands along O'Shea Creek are not impacted by steep slopes or flood hazards. The City has previously concluded that the lands adjacent to the easterly UGB within Area 4 should be considered for inclusion in the UGB after the 100 acres in Area 2 is fully developed. This finding and recommendation was subsequently adopted by the City Council and incorporated into the Comprehensive Plan as a matter of policy.

- Area 5 - No portion of Area 5 was proposed for inclusion in the UGB following the 1997 Alternative Sites Analysis. Although a portion of Area 5 contains exceptions lands, extending city sewer and water services to the area would be expensive due to the distance and intervening geography separating the area from the current UGB. Also, much of Area 5 is within the 100-year flood plain of the South Umpqua River and consists of high-value farm soils. The 1997 study recommended that, in the longer-term (2040), some lands in Area 5 along the north side of Tiller-Trail Highway should be considered for inclusion within the UGB. The updated 2012 analysis reached the same conclusion.
  - Area 6 - No part of Area 6 was proposed for inclusion in an expanded UGB. The physical barrier of the South Umpqua River, combined with the inefficiencies of extending city services across the river, together with bypassing the low-lying flood plain and the associated high-value farm soils in most of the area resulted in the City concluding in 1997 that no part of Area 6 should be considered for inclusion in the UGB. The updated Alternative Sites Analysis conducted by the applicant in 2012 also concluded that no part of Area 6 should be considered for inclusion in the UGB.
36. The findings and conclusions of the 1997 Alternate Sites Analysis were adopted by the City Council and subsequently incorporated into the Land Use & Urbanization Element of the Canyonville Comprehensive Plan in 1998. The 1997 study identified approximately 65 acres in O'Shea Creek valley adjacent to the easterly UGB and city limits as being a high-priority site for eventual inclusion in the boundary; however, the City Council concluded at the time that the O'Shea Creek site should not be added to the UGB until after the 100-acre Knoll Terrace site in Area 2 is fully developed. The 65 acres along O'Shea Creek in Area 4 includes the 49.9 acre tract that is now proposed for inclusion in the boundary by this current UGB expansion application.
37. The subject 49.9 acre UGB expansion area is one of the last remaining undeveloped side-valleys contiguous with Canyonville's UGB. The site consists of relatively flat and open pasture that is bisected along its length (generally north to south) by O'Shea Creek and its flanking riparian corridor. Historically, the land has been cultivated for hay production and seasonal livestock grazing. At the outer edges of the site the topography changes dramatically as the land rises rapidly from the valley floor to form steep forested hillsides. To the south and east, the abutting north-facing hillsides are covered with timber and have historically been managed for forest use. The area proposed for inclusion in the UGB does not extend up the surrounding steep slopes, nor does it otherwise encompass any of the adjacent or nearby forest land.
38. Canyonville is situated in a narrow river canyon where steep forested hillsides rise abruptly from the valley floor to curtail further urban expansion. Existing development pushes up against the very base of the steep tree-covered slopes where it abruptly stops, with little or no possibility of expanding beyond the immediate valley floor. To a major degree, these topographic constraints act like a kind of natural urban containment boundary that has both constrained and defined the community's present compact urban form. The steep forested hillsides which surround the subject 49.9 acre site will likewise act as a natural barrier to any further urban expansion beyond the valley floor along O'Shea Creek. It is the applicant's intent to continue managing the adjacent forested hillsides outside the expanded urban growth boundary for resource use.
39. Both the proximity and physical characteristics of the subject site's interface with surrounding rural lands is representative of the way most of Canyonville's periphery has historically developed. The community is tightly constrained by adjacent timber lands the south and west, and by active farming and ranching operations to the north and east. The community's residents have co-existed with the kinds of management practices that have taken

place on these adjoining farm and forest lands for many generations, and they understand and accept the realities of living in close proximity to the kinds of resource management activities that occur on these lands.

40. Historically, Canyonville has maintained a very compact urban form, restricting outward development to the few remaining small pockets of low-lying vacant buildable land at the periphery of the urban area. As was revealed by both the 1997 Buildable Lands Inventory and the updated 2011-12 analysis of the inventory, the subject 49.9 acre site remains as one of the last undeveloped sites adjacent to the urban growth boundary where topographic conditions are conducive to accommodating new urban development, facilitating the extension of city services, promoting a compact urban form, and minimizing conflicts with adjoining and nearby rural resource lands.
41. The review and approval process associated with amending the Comprehensive Plan and urban growth boundary requires the City to determine that the amendment will not conflict with any applicable Statewide Planning Goals. Statewide Planning Goals No. 1 through No. 14 have previously been acknowledged as being applicable to the Canyonville Comprehensive Plan. Accordingly, the applicant has presented findings in the full application support document demonstrating that the proposed amendment comports with the applicable goals. The principal findings and conclusions are summarized as follows:
  - Goal 1 - Citizen Involvement  
The City of Canyonville is required to provide notice of the requested Comprehensive Plan/UGB amendment and zone change to nearby property owners as well as to affected state and local agencies, and to provide local citizens an opportunity to become informed about, and participate in, the public hearing process. The requested Comprehensive Plan and UGB amendment is being processed in a manner that assures full compliance with Statewide Goal No. 1.
  - Goal 2 - Land Use Planning  
The City of Canyonville has established policies and procedures which require a detailed evaluation of proposals to amend its Comprehensive Plan and UGB. The proposed amendment will be fully evaluated to ensure compliance with all applicable standards and criteria. The requested Comprehensive Plan and UGB amendment is being evaluated in a manner that assures compliance with Goal No. 2.
  - Goal 3 - Agricultural Lands  
The subject 49.9 acre site consists principally of agricultural land as that term is defined in Goal 3. Expansion of the UGB to encompass the site will consequently result in the conversion of rural agricultural land to urban use. The applicant is therefore required to demonstrate compliance with the seven rural to urban conversion factors of Goal 14, including Conversion Factors No. 6 and No. 7 which pertain directly to the conversion of agricultural land as a consequence of amending the UGB. Proposed findings pertaining to the seven conversions factors of Goal 14 are set out in the full application support document.
  - Goal 4 - Forest Lands  
There has previously been a legislative determination by the Douglas County Comprehensive Plan that the subject 49.9 acre site is not forest land. This determination is validated by the fact that there are no forest resources on the property and the site is presently designated and zoned for exclusive farm use. Statewide Goal No. 4 is not applicable to this UGB amendment.
  - Goal 5 - Open Space, Scenic and Historic Areas, and Natural Resources  
Goal 5 requires an inventory and evaluation of natural resources within the proposed UGB expansion area. The subject 49.9 acre site has previously been subjected to extensive surveys and studies intended to inventory and evaluate any Goal 5 resource. Although these inventories have previously received acknowledgment of compliance with Statewide Goal 5, the applicant has conducted an independent evaluation of the potential impact of the amendment on any Goal 5 resources that may be on the site. The site has not been included in any inventory of needed open space or scenic areas, nor has it been identified in the Comprehensive Plan as having any historic, cultural or natural resources which need to be preserved and/or protected. The proposed Comprehensive Plan amendment and zone change will not conflict with any Goal 5 resources.

- Goal 6 - Air, Water and Land Resources Quality

Goal 6 requires that air, land and water resources of the state be maintained and improved by assuring that development of the site does not violate state and federal environmental quality standards. Accordingly, development of the site will be required to comply with all applicable federal, state and local environmental regulations. The requested amendment is being evaluated in a manner that assures compliance with Goal 6.

- Goal 7 - Areas Subject to Natural Disasters and Hazards

The subject property has not been identified in any inventory of areas which have the likely potential to be subjected to natural disasters and hazards. The elevation of the site puts it well above the flood plain of the South Umpqua River which lies about three-quarters of a mile to the north. There is no evidence that O'Shea Creek represents a potential flood hazard on the property. The relatively flat topography of the site does not suggest any physical constraints to urban development or the potential of unstable soils or geology. The surrounding steep forested hillsides will remain as undeveloped rural land. Future development activity on the site will comply with all applicable standards established under federal, state and local development regulations, thus assuring compliance with Goal 7.

- Goal 8 - Recreational Needs

There has been a legislative determination by both Douglas County and the City of Canyonville through their respective comprehensive planning programs that the subject property is not presently needed for recreational facilities or opportunities. Identified recreational needs have been provided for on other sites within and around the Canyonville urban area. The proposed amendment will not conflict with Goal 8.

- Goal 9 - Economy of the State

The Economic Development Goal is intended to ensure there is sufficient suitable land planned and zoned for commercial and industrial uses in the community. Commercial and industrial zoning has been applied to lands Canyonville that contain existing commercial and industrial uses, as well as to a limited amount of undeveloped land that is intended to accommodate future commercial and industrial development. The subject site has not been included in any inventory of land needed or suitable for commercial or industrial use. The Comprehensive Plan contains specific policies that are intended to ensure that opportunities for economic development are enhanced in the community. The proposed Plan amendment will not conflict with Goal 9.

- Goal 10 - Housing

The purpose of Goal 10 is to ensure that sufficient buildable land is available within the urban area to provide for the full range of future housing needs to avoid creating shortages of residential land which would artificially restrict market choices in housing type, price range or location. Accordingly, the applicant has conducted a detailed analysis of both population growth and corresponding future housing needs. That analysis, which is presented in detail in the application support document, shows that at present, Canyonville lacks a sufficient inventory of suitable land to provide for the community's future housing needs. Future development of the property is intended to provide needed housing opportunities for Canyonville's growing population base. Inclusion of the subject 49.9 acre site within Canyonville UGB will be consistent with the purpose and intent of Goal 10.

- Goal 11 - Public Facilities and Service

Public facilities and services in the urban area are provided by the City of Canyonville, Douglas County and several special districts. The City presently maintains both water and sewer main lines that terminate near the easterly city limits just west of the subject site. When constructed, these facilities were sized to ensure a level of service adequate to accommodate future development in the area. The applicant's consulting engineer conducted an analysis of both the type and level of water service, including storage for both domestic use and fire protection, required for the contemplated development, as well as a calculation of the amount of waste water the project might generate and the kind of sanitary facilities that will likely be required. The engineer's analysis has been reviewed and acknowledged by the City's consulting engineer. The cost of extending necessary public facilities to the site will be the responsibility of the applicant or future developer of the property. The full range of urban services appropriate for the subject property's proposed medium density residential zoning can be provided in a timely, orderly and efficient manner consistent with the purpose and intent of Goal 11.

- Goal 12 - Transportation

The City's Comprehensive Plan and land use ordinances contain specific transportation-related policies and development standards to assure that the intent of the statewide transportation goal is implemented at the time of development. At the present time, access to the subject property is from Tiller-Trail Highway. The existing access road is not presently improved to a standard sufficient for the type of development contemplated by the applicant. Consequently, one or more new streets will have to be built from the county road as part of an overall internal traffic circulation system to be constructed by the applicant/developer in accordance with plans and specifications approved by the City at the time of development. The Oregon Department of Transportation has advised the applicant that the proposed land use change will not significantly affect the area's transportation system, and therefore a Traffic Impact Study will not be required as a prerequisite to the proposed Plan amendment. Nevertheless, a Transportation Analysis Report prepared by Lancaster Engineering has been submitted to the City of Canyonville in conjunction with this UGB Amendment application.

- Goal 13 - Energy Conservation

Goal 13 is intended to ensure the conservation of all forms of energy based upon sound economic principals. The subject property is situated adjacent to the established urbanized area where its subsequent development will promote the efficient use of existing and planned transportation facilities. The site is free of significant physical constraints that would require more energy to develop and use the land for residential purposes than would other property within the existing UGB. Major public facilities and services are nearby and can readily be extended to serve the site, thus reducing the energy-related inefficiencies associated with extending such services far beyond the established urban area. Furthermore, specific energy conservation policies and development standards are included within the Canyonville Comprehensive Plan and land use regulations to ensure that the statewide energy conservation goal is implemented on a site-specific basis at the time of property development.

- Goal No. 14 - Urbanization

Goal 14 requires local governments to establish urban growth boundaries that separate urban land from rural land and requires urban uses to be located within acknowledged urban growth boundaries. Any change to a city's urban growth boundary must be based on the seven rural to urban conversion factors set out in the goal. The proposal to expand the UGB to include the subject 49.9 acre site is predicated on a demonstrated need for additional buildable land designated and zoned for medium density residential use. The applicant has conducted a detailed inventory and analysis of the existing supply of developed and vacant residential land within the current boundary. The findings of that analysis are presented in the full application support document.

42. Statutory laws of the State of Oregon prescribe the circumstances under which property may be annexed to a city, and establish procedures which must be followed by the annexing jurisdiction. These statutes are set forth in ORS Chapter 222. ORS 222.111(2) provides that a proposal for annexation of territory to a city may be initiated by a petition to the city by the owner of the property to be annexed. The subject 49.9 acre property is wholly owned by the applicant, who has signed and submitted a formal Petition for Annexation to the City of Canyonville concurrently with the proposed UGB amendment. ORS 222.125 further provides that the city need not hold a public hearing on a proposed annexation when all of the owners of the property in the area to be annexed, and not less than 50 percent of the registered voters in the area to be annexed, have given their written consent to the city. The subject 49.9 acre site consists of a single ownership, is presently vacant and undeveloped, and there are no registered voters residing within the area proposed to be annexed.

## **Appendix A**



## PLANNING DEPARTMENT

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

Agency Coordination • Administrative • Long Range • Support Services  
(541) 440-4380 • (541) 440-6266 Fax

On-Site Services • Community Services  
(541) 440-6183 • (541) 464-6443  
(541) 464-6479 Fax

June 24, 2009

Cheryl Masotto, City Recorder,  
City of Canyonville  
P.O. Box 765  
Canyonville, OR 97417

RE: Completion of Population Forecast Coordination

Dear Cheryl:

The County has received the letter from Milo Meham, Lane Council of Governments, dated June 17, 2009 which details the City Council vote to accept the compromise for a consolidated population forecast growth rate of 1.75 percent for the City of Canyonville. We understand the City is moving forward with facilities planning and will use this consolidated population forecast as its coordinated population forecast.

The purpose of this letter is to acknowledge the reasons Council chose to modify the population forecast and to accept the population forecast rate of 1.75 percent for the City. The County has completed its goal to achieve the concurrence of all its' cities.

The City of Canyonville has proposed to use the 1.75% population forecast as part of its present capital facilities planning process. The County has no objections to the City using that rate of growth. We will incorporate the coordinated growth rates for cities into the Douglas County Comprehensive Plan Population Element as part of the full legislative plan amendment process.

Thank you for helping to make this population coordination process a success.

Sincerely,

John J. Boyd AICP  
Senior Planner

cc: Milo Meham, LCOG

H:\CSD\LongRange\Pop\_Forecast\PDPOB\Correspondence\Cynvile\_alloc\_062308.wpd

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

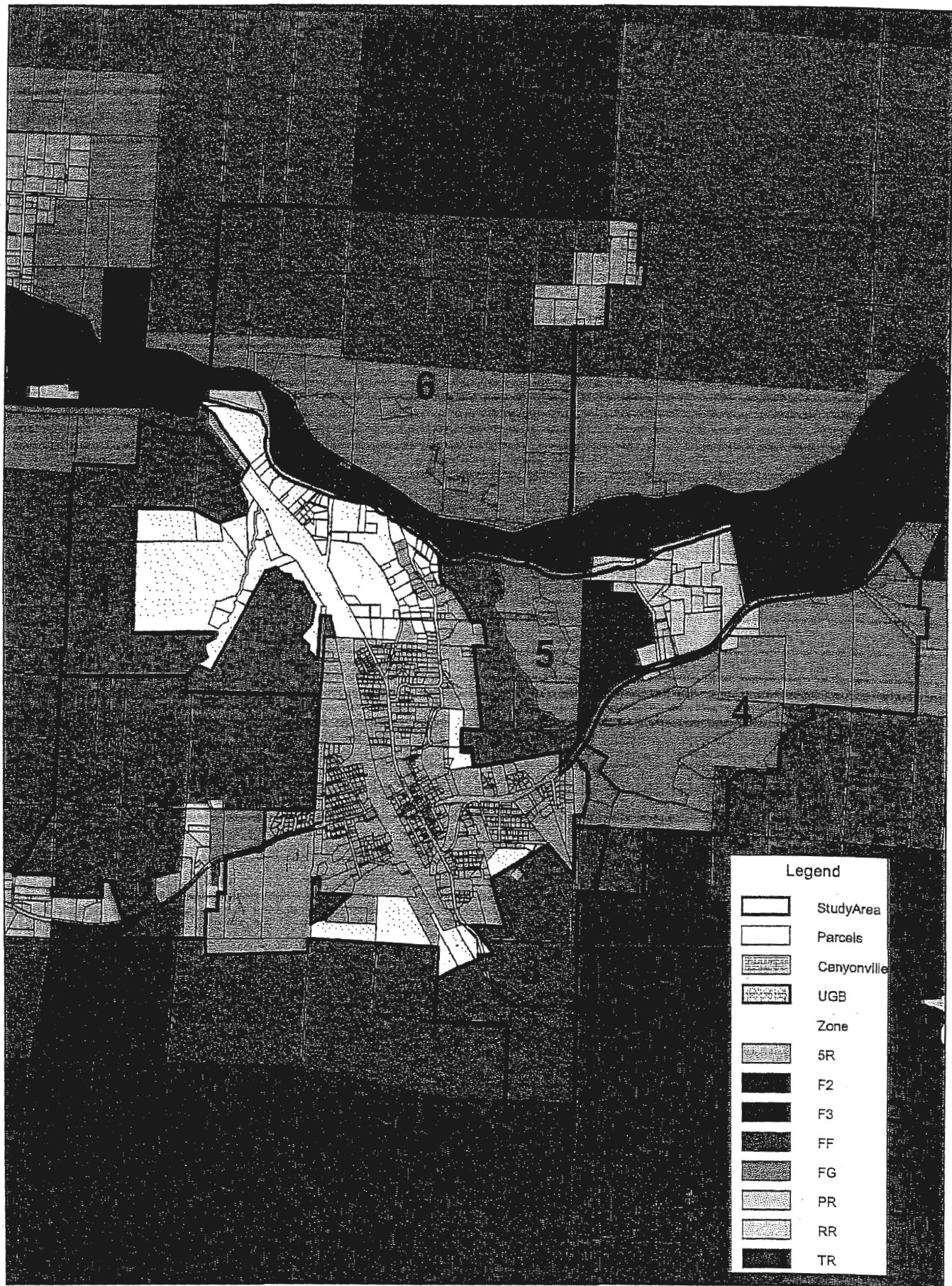
RECEIVED  
JUN 25 2009

BY: \_\_\_\_\_

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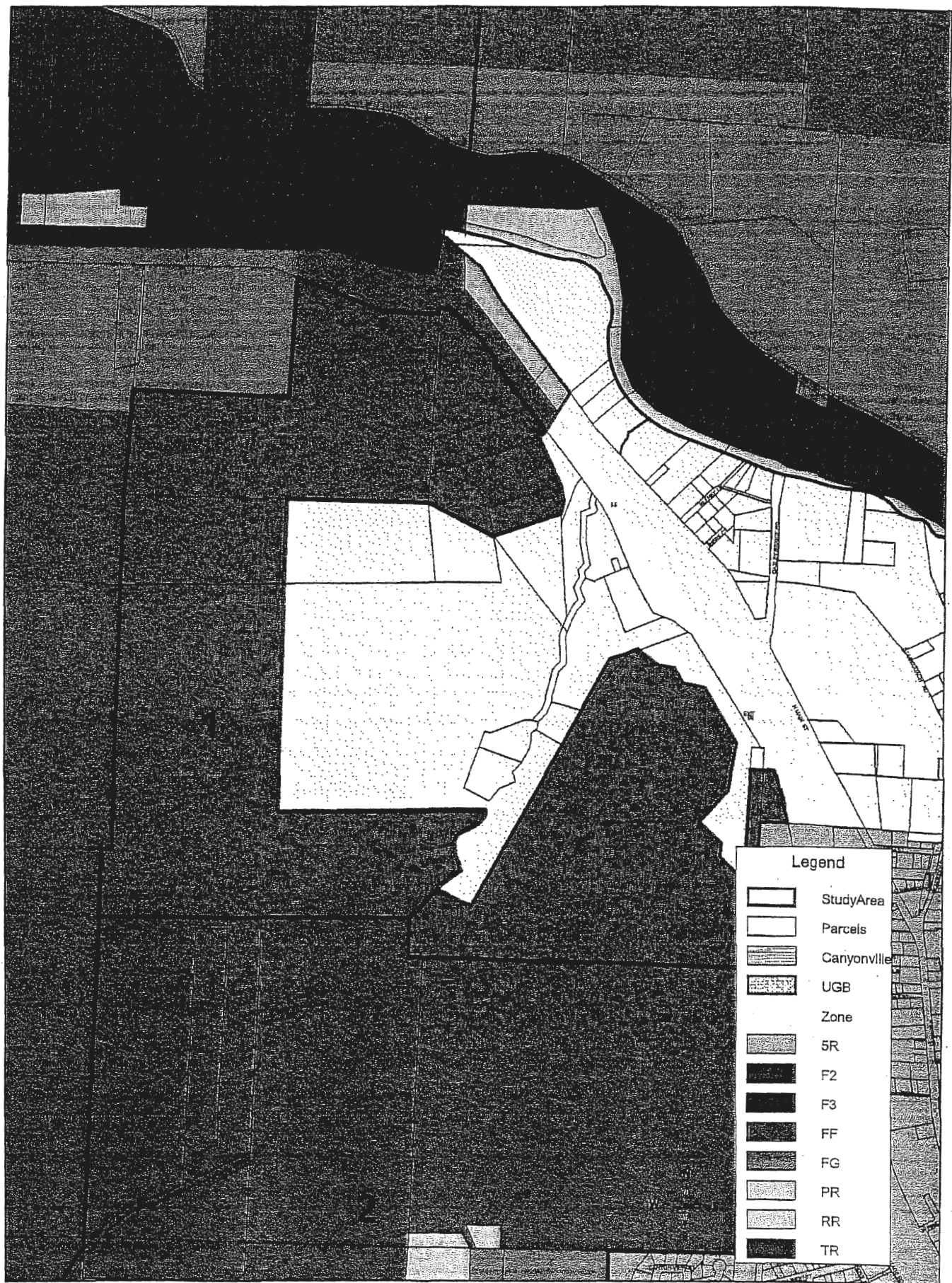
## **Appendix B**



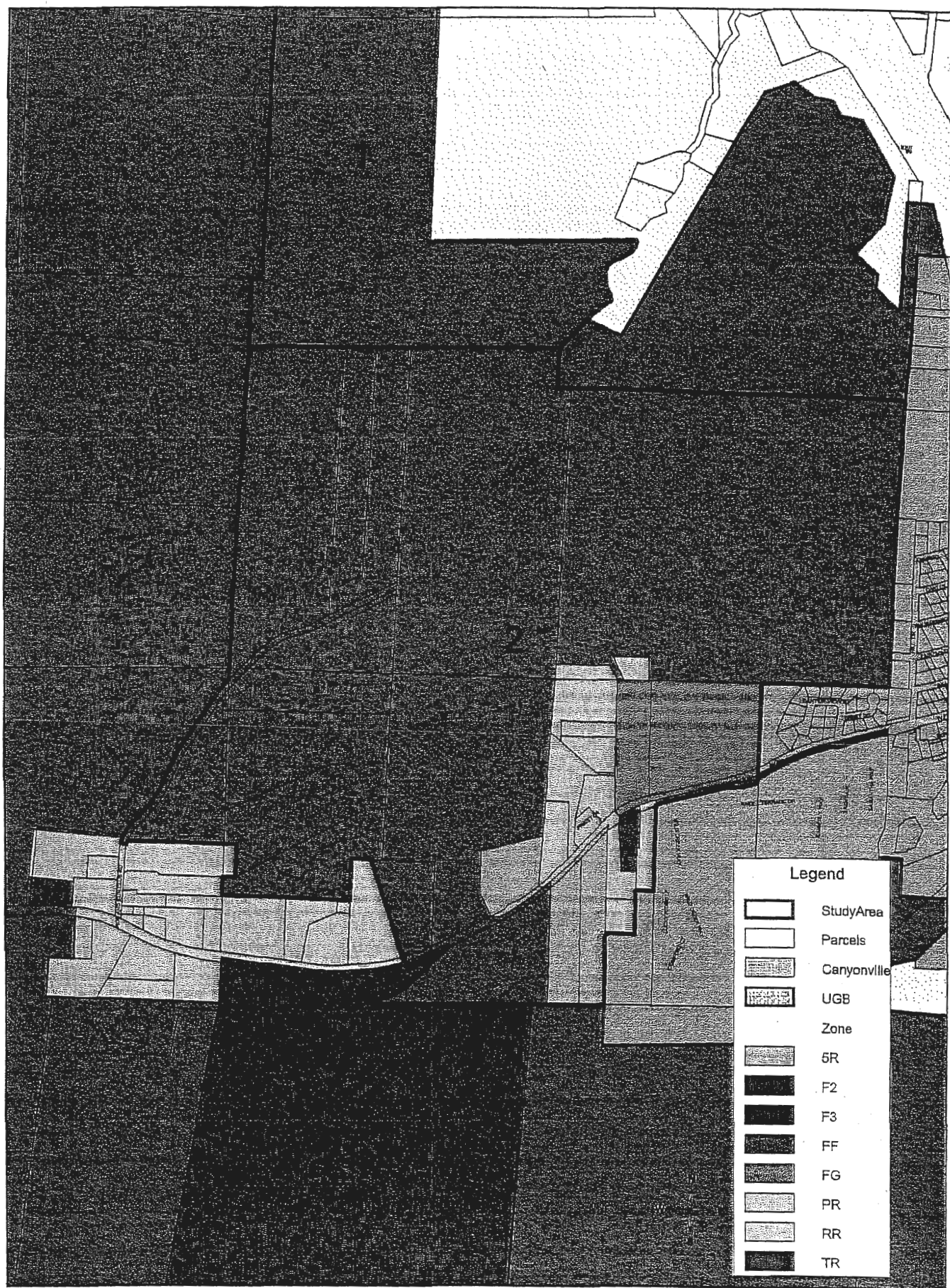


Alternative UGB Expansion Study Areas 1-6



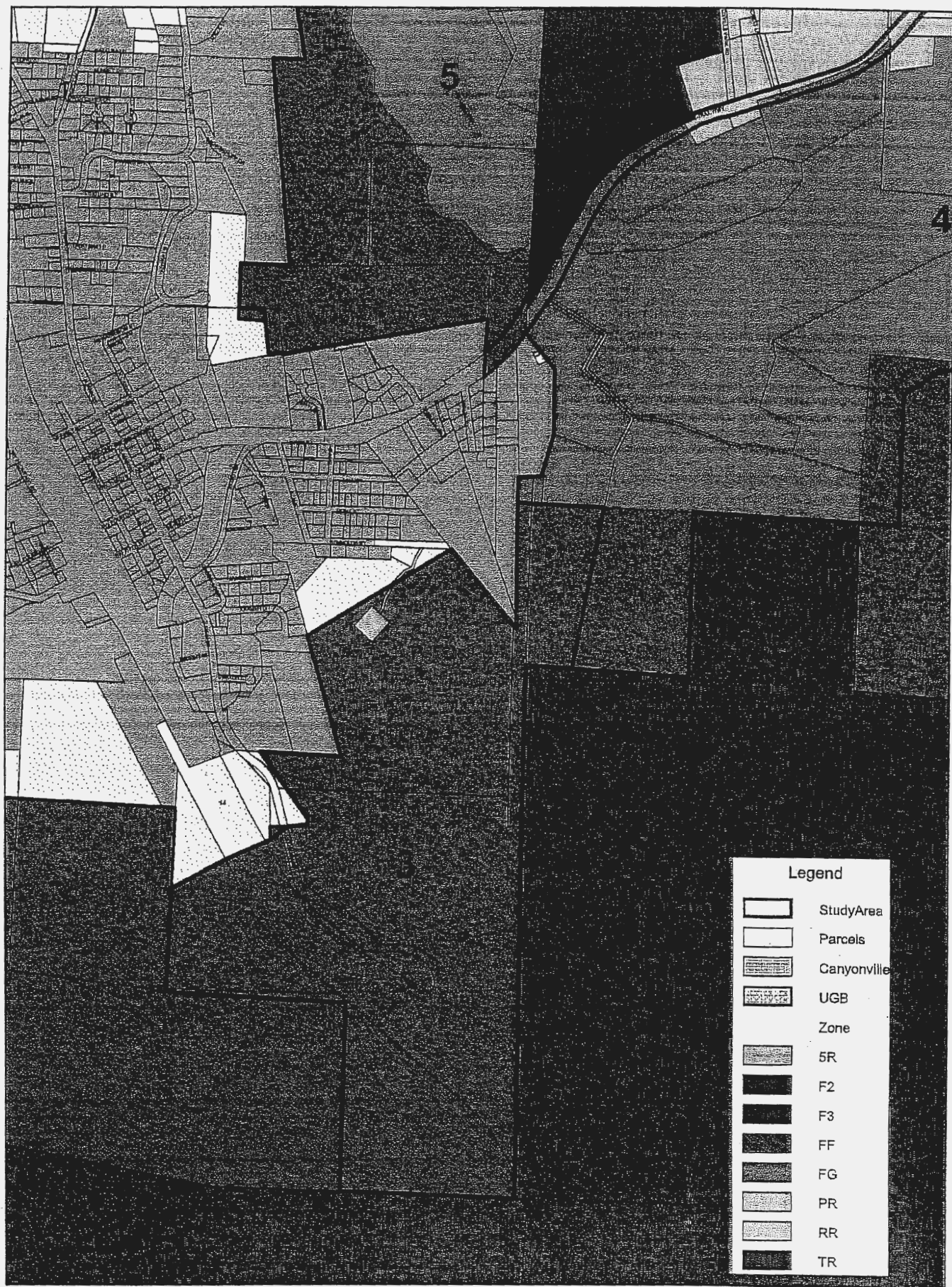


Study Area 1

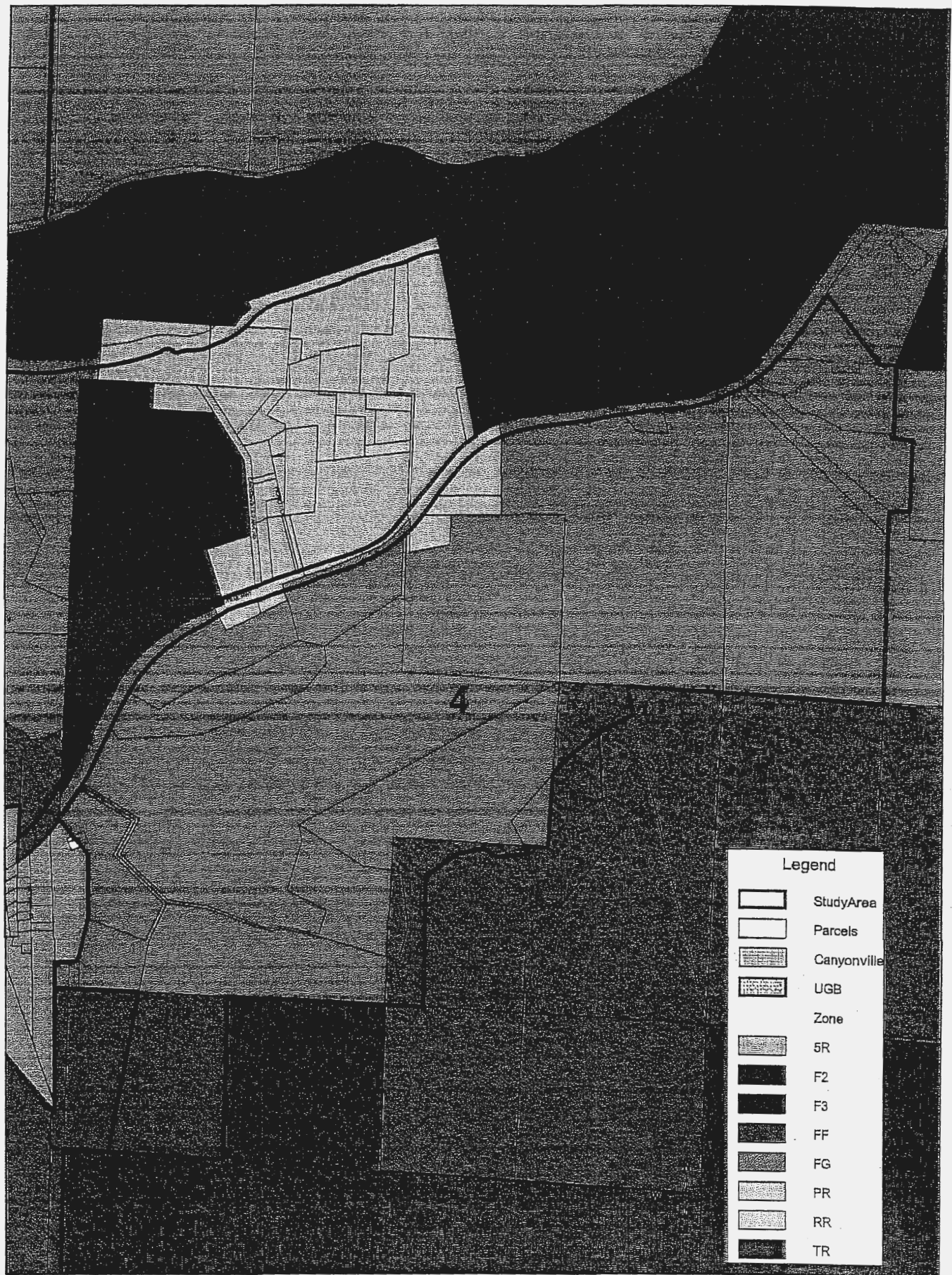


Study Area 2



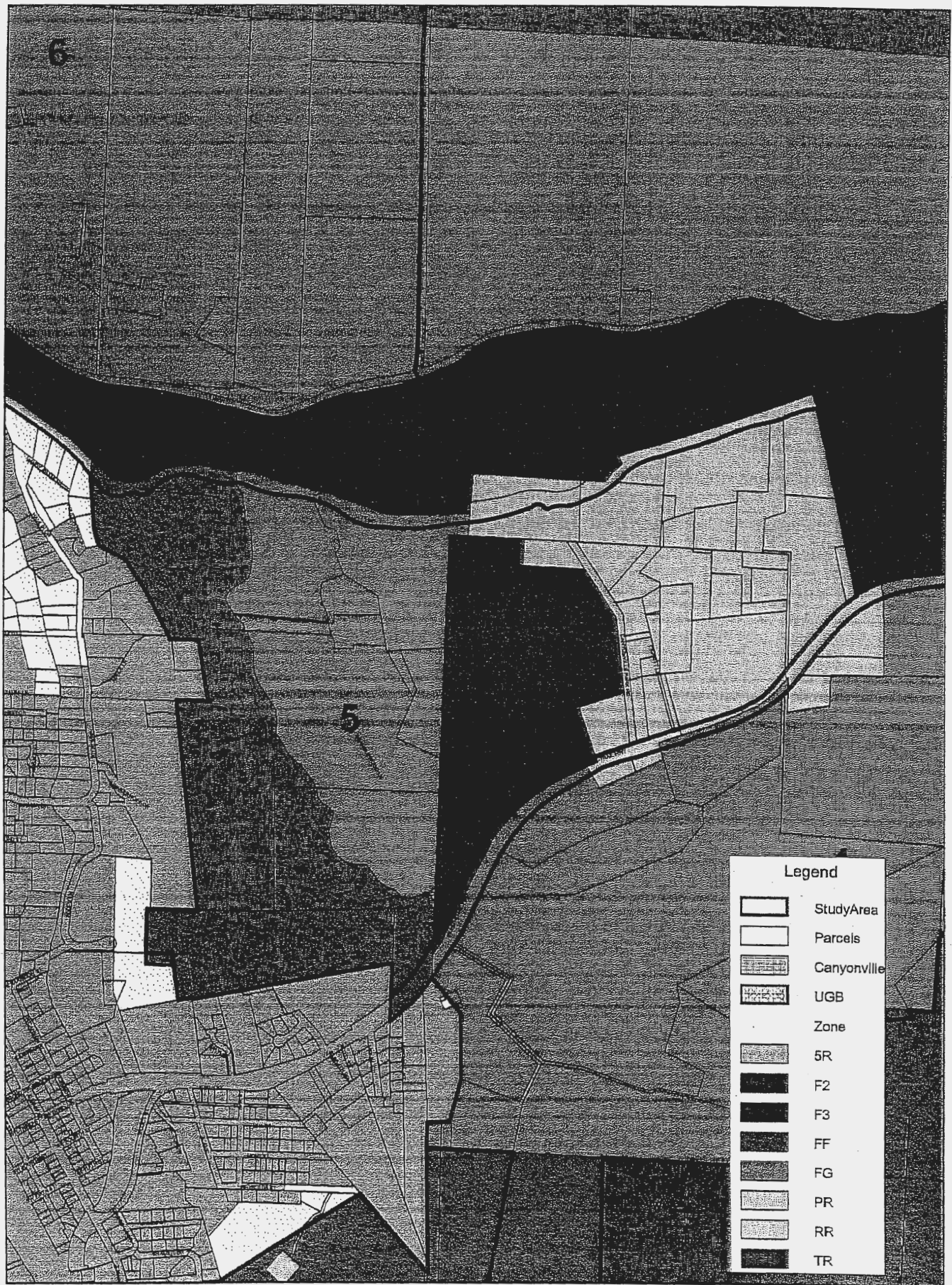


Study Area 3

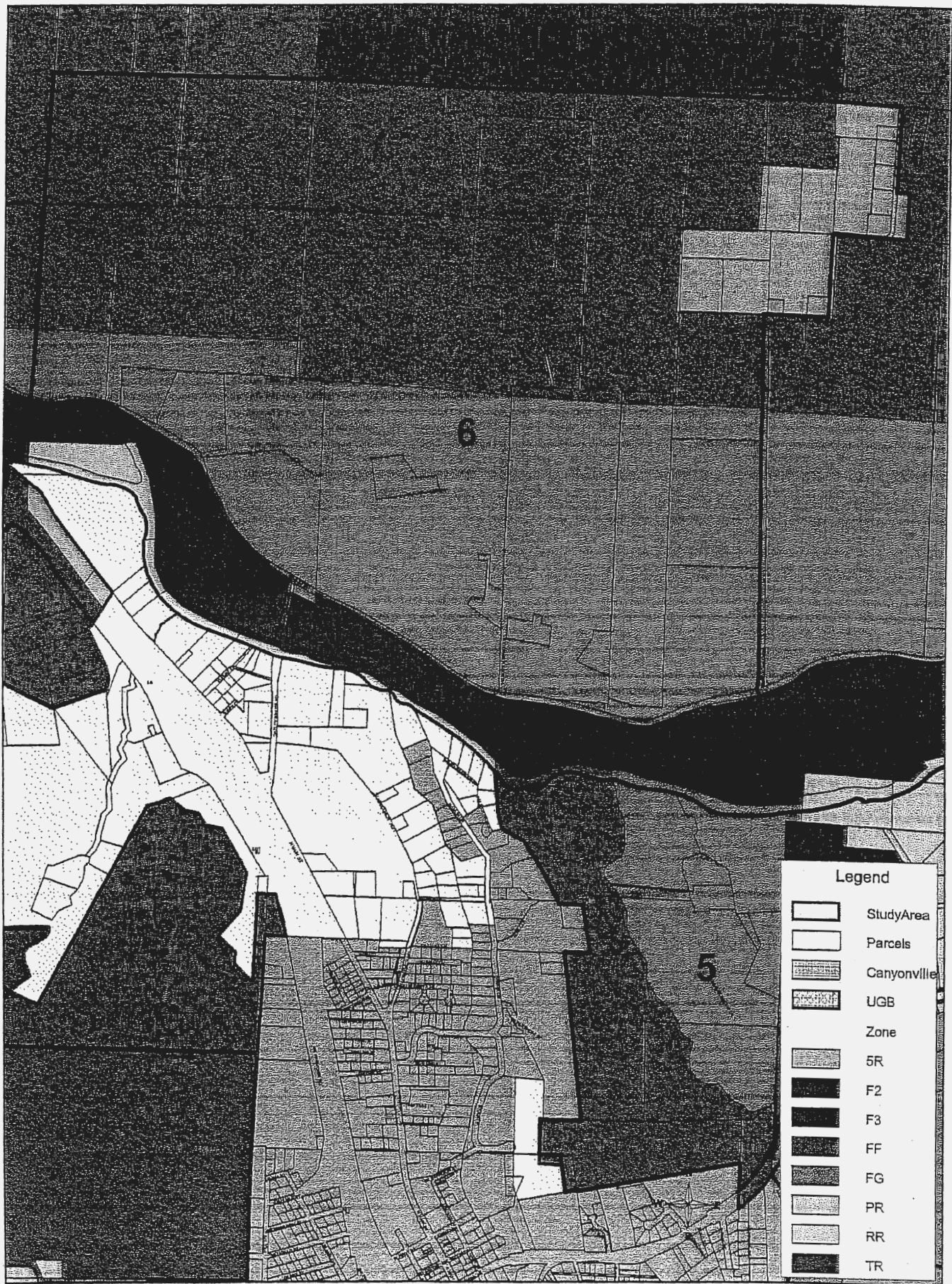


Study Area 4





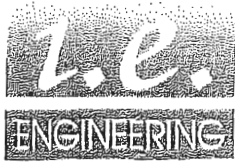
Study Area 5



Study Area 6

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## **Appendix C**



809 SF PINE STREET  
POST OFFICE BOX 1271  
ROSEBURG, OR 97470

(541) 473-0166  
FAX: (541) 440-9392

The purpose of this report is to evaluate the potable water and sanitary sewer usage requirements for the proposed annexation and future development of the Greg Falk property adjacent to the City of Canyonville Urban Growth Boundary/City Limits described as portions Map 30 05 26 TL 200, TL 203 and TL 700, Property ID R140535, R140537 and R32594 respectively. Once the property has been annexed into the City, phased future development can occur.

### Potable Water

The proposed development will require the extension of City water mains and the construction of a storage reservoir. Additional City utilities will also be required but are not addressed by this report. Sizing of the reservoir will provide fire storage, equalization storage, and emergency standby storage. Currently, the proposed development within the expanded UGB will only consist of single family residential structures, so the reservoir will only provide water for residential structures and is sized based on that assumption. The 2010 Oregon Fire Code Section B105.2 One and two-family dwellings states:

*The minimum fire-flow and flow duration requirements for one- and two-family dwellings having a fire-flow calculation area that does not exceed 3,600 square feet (344.5 m<sup>2</sup>) shall be 1,000 gallons per minute (3785.4 L/min) at 20 pounds per square inch (138kPa) residual for 1 hour. Fire-flow and flow duration for dwellings having a fire-flow calculation area in excess of 3,600 square feet (344.5m<sup>2</sup>) shall not be less than that specified in Table B105.1 as modified by Section B105.4.*

For this sizing, a fire flow duration of two hours was used for a total fire flow storage requirement of 120,000 gallons. The equalization storage will be estimated to be 25-percent of the maximum daily demand (MDD). The emergency standby storage will be provided to provide additional storage during emergencies such as pipeline failures, equipment failures, power outages, or natural disasters. The emergency standby storage volume required is typically based on risk assessment, system reliability, and the resources available for response. The emergency standby storage volume for this reservoir will be two days of storage based on the average daily demand (ADD).

The average daily demand is dependent upon the average gallons used per capita per day and the total number of people served. An analysis and report of all of the Douglas county water systems completed by the Douglas County Water Resources Program in 2008 shows an average daily gallons per capita per day (GPCD) usage of 294 GPCD for the City of Canyonville based on the average annual water use from 2000 to 2006. However, this number is substantially higher than most of the water districts in the basin. The high per capita usage can most likely be attributed to the fact that at the time, the City also provided water to the Seven Feathers Hotel and Casino and several businesses at the truck stop. Per the County Report, the annual average for all Douglas County residents that receive water service is 186



GPCD. Also, for comparison, the nearby cities of Glendale and Riddle are listed as having an average daily use of 190 GPCD and 182 GPCD, respectively. The City of Roseburg Water Master Plan, adopted in 2010 uses an average daily use of 188 GPCD for sizing of reservoirs. Based on the City of Roseburg's data and other regional usage, the amount of 190 GPCD will be used as the average daily demand for sizing of the proposed reservoir. The maximum daily demand is assumed to be 2.5 times the average daily demand, so the maximum daily demand for the sizing of this reservoir will be 475 GPCD.

The total number of residential service connections to be served by the proposed reservoir is estimated to be 200 units. Per the Douglas County Water Resources Program 2008 report, there is an average of 2.41 people per service connection in Canyonville (based on the 2000 census). Based on the previously stated criteria, the calculations for the reservoir sizing follows.

#### Reservoir Sizing

- 200 Residential Service Connections or Equivalent Residential Units (ERU)
- 2.41 people per ERU
- ADD per ERU =  $190 \text{ GPCD} \times 2.41 \text{ capita / ERU} =$  458 gallons/ERU/day
- ADD = 458 Gallons/ERU \* 200 ERU = 91,600 gallons
- MDD = 91,600 gallons \* 2.5 = 229,000 gallons
- Equalization Storage (EQ) =  $0.25 \times 229,000 \text{ gallons} =$  57,250 gallons
- Standby Storage (SB) =  $2 \times \text{ADD} = 2 \times 91,600 \text{ gallons} =$  183,200 gallons
- Fire Storage (FS) =  $1,000 \text{ gpm} \times 120 \text{ minutes} =$  120,000 gallons
- Sizing Calculations = EQ + SB + FS
  - $57,250 \text{ gallons} + 183,200 \text{ gallons} + 120,000 \text{ gallons} =$  360,450 gallons

Based on these preliminary calculations, a nominal 360,000 gallons of storage volume would be required to serve this residential development.

#### Sanitary Sewer

Appendix A of Division 52 of Oregon Administrative Rule Chapter 340 summarizes Oregon DEQ sanitary sewer design guidelines. The guidelines recommend design domestic flows should be between fifty and one-hundred GPCD, with a peaking factor of between 1.8 and 4.0. The design shall also include an allowance for infiltration which should normally be less than 2,000 gallons per acre per day. The proposed annexation will include just under 50 acres. Conservative calculations for the estimated daily sanitary sewer volumes resulting from annexation and full build-out of the property are summarized below.

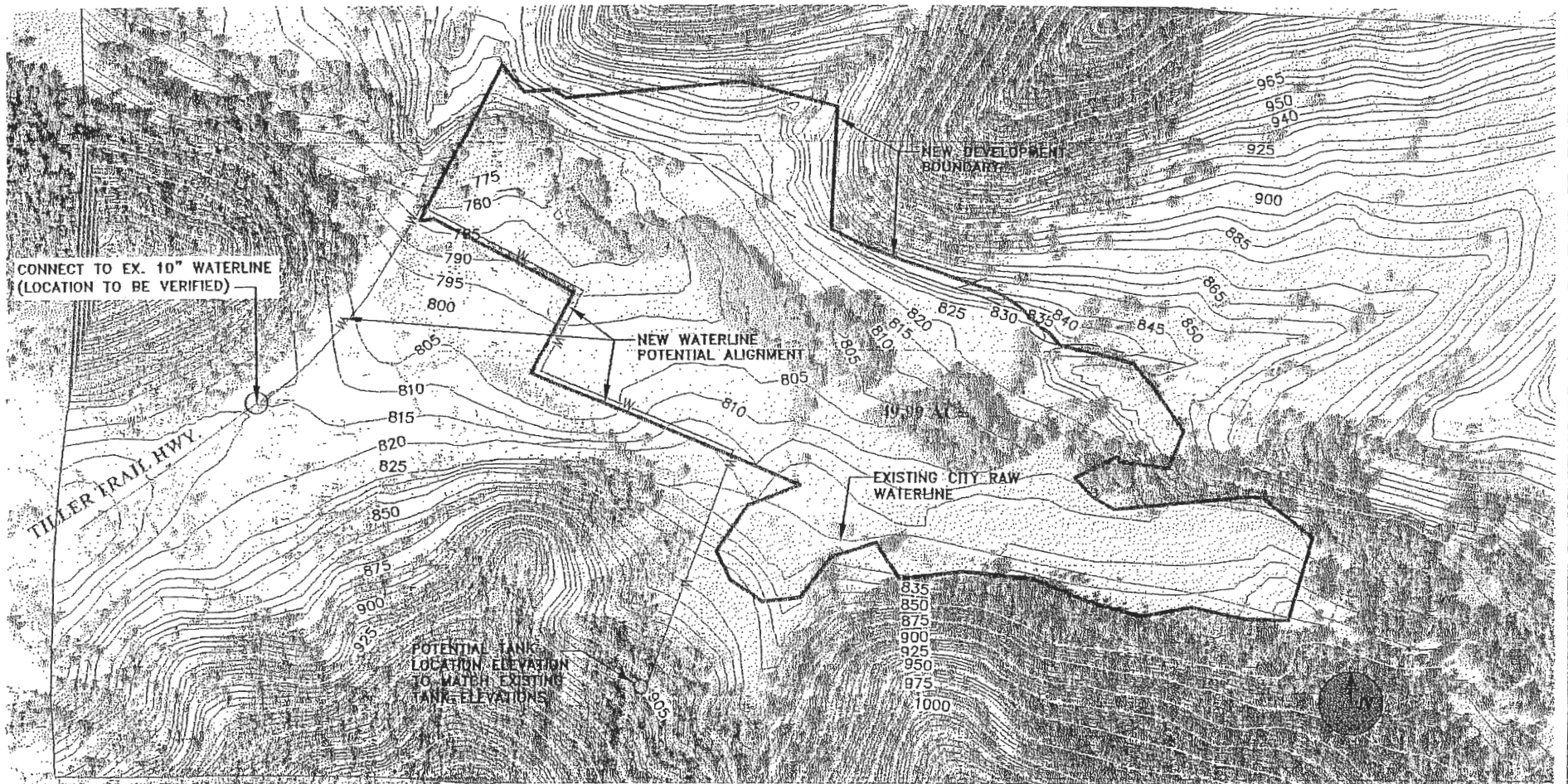
#### Sanitary Sewer Volume

- 200 Residential Service Connections or Equivalent Residential Units (ERU)
- 2.41 people per ERU
- Daily Volume per Residence  $100 \text{ GPCD} \times 2.41 \text{ capita / ERU} =$  241 gallons/ERU/day
- Average Daily Residential Volume  $241 \text{ gallons /ERU/day} \times 200 \text{ ERU} =$  48,200 gallons/day

- Peak Residential Flow  $48,200 \text{ gallons/day} \times 4.0 = 192,800 \text{ gallons/day}$
- Infiltration Allowance  $2000 \text{ gallons/acre} \times 50 \text{ acres} = 100,000 \text{ gallons/day}$
- Average Total Daily Wet Weather Volume = daily residential volume + infiltration allowance
  - o  $48,200 \text{ gallons/day} + 100,000 \text{ gallons/day} = 148,200 \text{ gallons/day}$
- Peak Daily Wet Weather Flow = peak residential flow + infiltration allowance
  - o  $192,800 \text{ gallons/day} + 100,000 \text{ gallons/day} = 292,800 \text{ gallons/day}$

Based on these preliminary calculations, the wet weather average daily sanitary sewer volume at full build-out is estimated to be 0.15 Million gallons per day (MGD) with a peak wet weather design flow of 0.29 MGD or 203 gallons per minute.





CONTOURS ARE AERIAL CONTOURS FOR PLANNING ONLY.  
 TANK ELEVATION TO MATCH EXISTING SYSTEM ELEVATIONS.  
 TANK LOCATION IS APPROXIMATE.  
 FINAL LOCATION TO BE APPROVED DURING DESIGN PROCESS.  
 TANK TO BE LOCATED ON PROPERTY CURRENTLY OWNED BY FALK.

0' 150' 300' 600'  
 SCALE: 1" = 300'

**i.e.**  
 ENGINEERING  
 866 SE Pine Street  
 Seaside, Oregon 97138  
 PHONE (541) 573-0166  
 FAX (541) 440-0392  
 PROJECT NO. 2613-01  
 DWG BY: LAUB



THE DYER PARTNERSHIP  
ENGINEERS & PLANNERS, INC.

1330 TEAKWOOD AVENUE  
Coos Bay, Oregon 97420  
Ph: (541) 269-0732  
Fx: (541) 269-2044  
www.dyerpart.com

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## MEMORANDUM

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DATE September 19, 2014

TO Janelle Evans, City Administrator/Recorder COPY TO  
City of Canyonville, PO Box 765  
Canyonville, OR 97417

FROM Barbara Negherbon, P.E., Project Engineer *BN*

PROJECT NAME Review of i.e. Engineering's Falk Urban Growth Boundary  
Adjustment and Annexation Request Application  
Map No. 30S05W26, Tax Lot Nos. 200, 203, and 700

PROJECT NO. 180.00E

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This follow-up memorandum is in response to the revised memorandum and drawing I received from Erik Ranger, P.E., i.e. Engineering, Inc., regarding the UGB Adjustment Request for the Greg Falk property near Canyonville.

The City acknowledges the sizing and location of the transmission lines and storage tank as per the following:

- The required size of the storage tank has been determined to be 360,450 gallons. This size is acceptable if the final design meets the sizing criteria set forth in i.e. Engineering's revised memorandum dated September 15, 2014. If anything other than one- or two-family dwellings are included in the development, the developer will be responsible for re-evaluating transmission line sizing and storage tanks volume. The developer is responsible for supplying a tank, sized to meet these requirements.
- The developer is required to submit calculations showing the transmission line is size adequately prior to construction. Changes in storage tank elevation will also trigger a re-evaluation.
- The developer is required to supply all homes with a minimum of 20 psi water pressure at the water meter during a fire flow event for a minimum of one hour.
- The proposed potential storage tank location is on the developers property at an elevation of 905 feet which is close to the elevation of 916 feet that Reynolds tank is at, and therefore no pump station would be necessary. The developer is required to submit calculations showing there is adequate pressure to transport water from the Reynolds tank to the proposed tank without the need of a booster pump station prior to construction. Additional requirements may be required after review of detailed plans and specifications.

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## **Appendix D**

February 21, 2013

Greg Falk  
PO Box 198  
Canyonville, OR 97417

RE: *Canyonville UGB Expansion  
Transportation Analysis Letter*

Dear Dr. Falk,

We have completed our transportation analysis for the proposed expansion and annexation of 49.9 acres to Canyonville's urban growth boundary along with the corresponding zone change from County FG and FF zoning to City R-2. This Transportation Analysis Letter (TAL) will address the impact of the proposed annexation and its development on the local transportation facilities.

It is noted that the Oregon Department of Transportation (ODOT) has reviewed the proposed annexation and zone change and has found that it will not "significantly affect" the transportation system as defined by the Transportation Planning Rule (TPR). This TAL offers additional analysis that supports this finding.

#### LOCATION AND PROJECT DESCRIPTION

The site is located on the south side of County Road No. 1 (Tiller-Trail Highway) just outside of Canyonville, Oregon. The property is currently zoned FG and FF by the county and takes access from a private drive connecting to the highway. Patrons of the property will be able to use County Road No. 1 to enter the City of Canyonville and use SE Main Street to access most of the commercial areas within the city or access Interstate 5 via two possible interchanges.

County Road No. 1 is classified as a Rural Major Collector by Douglas County. Inside the city limits of Canyonville, the street becomes SE 3<sup>rd</sup> Street. It is generally a two-lane facility with a posted speed limit of 55 mph east of the subject property (outside current city limits) and 45 mph to the west of the property. The speed limit lowers to 25 mph as you approach SE Main Street. No curbs or sidewalks are present along the roadway, however wide shoulders are provided on both sides. No on-street parking is provided.

SE Main Street is classified as a Rural Major Collector by Douglas County. It is a two-lane facility that serves the entirety of the City of Canyonville from north to south. Access to Interstate 5 is available off Main Street in the north side of town and within two blocks of Main Street in the south side. Curbs and sidewalks are installed on both sides along majority of the roadway. On-street parking is provided in marked locations.



**LANCASTER**  
ENGINEERING

321 SW 4<sup>th</sup> Ave., Suite 400  
Portland, OR 97204  
phone: 503.248.0313  
fax: 503.248.8251  
lanasterengineering.com

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Greg Falk  
February 21, 2013  
Page 2 of 6

The intersection of SE Main Street and SE 3<sup>rd</sup> Street (County Road No. 1) is a four-legged intersection controlled by a STOP sign on both County Road No. 1 approaches. Each approach consists of a single shared lane for all turning movements. Crosswalks are striped on each leg of the intersection.

Figure 1 shows the location of the subject property relative to the City of Canyonville. Several figures that follow show various views from the project site.

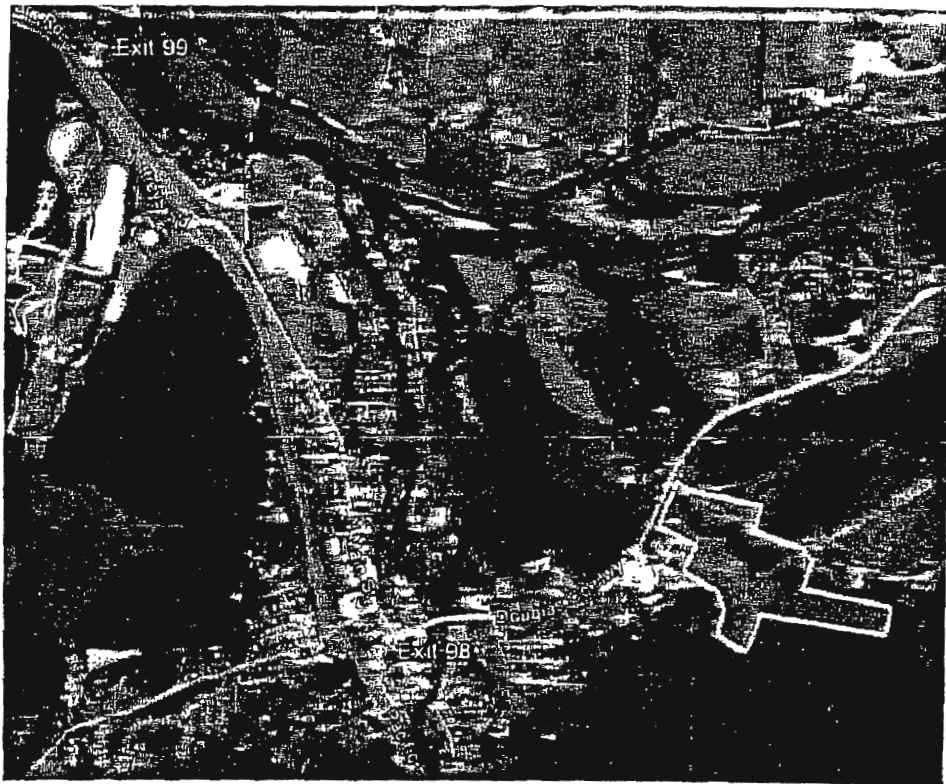


Figure 1: Aerial view of the site and nearby vicinity (Image from Google Earth).

#### TRIP DISTRIBUTION

It is expected that almost all of the residents from the subject property will travel into the City of Canyonville via County Road No. 1/SE 3<sup>rd</sup> Street. From the intersection of SE Main Street and SE 3<sup>rd</sup> Street, it is anticipated that vehicles originating and terminating from outside of the City of Canyonville are traveling to/from the nearest Interstate 5 interchange: Exit 98, *Canyonville Days*

1e

Greg Falk  
February 21, 2013  
Page 3 of 6

*Creek.* For vehicles traveling to the site from southbound Interstate 5, Exit 98 provides access to 1<sup>st</sup> Street, or they may continue along Frontage Road and make a left on SW 5<sup>th</sup> Street, both of which connect to SE Main Street. For vehicles traveling to the site from northbound Interstate 5, Exit 98 provides access to SW 5<sup>th</sup> Street. Vehicles leaving the site can access Interstate 5 in both directions from SW 5<sup>th</sup> Street.

For trips originating and terminating within the City of Canyonville, it is anticipated that the vehicles will predominately use SE Main Street to reach their destination since the roadway serves majority of the commercial areas in the city. Main Street also has easy access to both the northbound and southbound directions of Interstate 5 on the north side of town via Exit 99, *North Canyonville Stanton Park.*



Figure 2: View looking eastward on County Road No. 1 from the access to the property.

#### SITE IMPACTS

SE Main Street and SE 3<sup>rd</sup> Street currently experience low volumes of traffic which travel at relatively low speeds. Accordingly, the proposed annexation, zone change, and development of the subject property are not expected to cause the intersection to exceed operational standards. Other Main Street intersections in town are also expected to continue operating safely and efficiently with the addition of traffic that will result from the development of the subject property.



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February 21, 2013  
Page 4 of 6

The Interstate 5 ramp terminals for Exit 99 on the north side of the City of Canyonville have recently been realigned to provide better access to businesses located just off of the ramp terminals. In I-5 Exit 99: Interchange Area Management Plan by the Oregon Department of Transportation dated March 2006, the ramp terminals were expected to operate within ODOT's operational standards throughout the planning horizon. The projected volume-to-capacity (v/c) ratio for 2026 for the southbound ramp terminal after the realignment was expected to be 0.84 for the off-ramp and 0.42 for the on-ramp.

It is expected that the site traffic that originates or terminates from outside the City of Canyonville will utilize the interchange on the south side of the City of Canyonville and that a minor amount will travel through the entire city to/from the north. Currently, the southern interchange experiences far less traffic demand than the northern interchange. The most recent Interstate 5 ramp terminal traffic volumes from ODOT (dated 2011) show that Exit 98 carries between 30% and 45% of the traffic that is experienced on the interchange at Exit 99. Accordingly, it is expected that the southern interchange has significant excess capacity.



Figure 3: Looking west from the access towards the City of Canyonville on County Road No. 1.

#### TRANSPORTATION PLANNING RULE

The Transportation Planning Rule (TPR) is a part of the Oregon Administrative Rules and is in place to ensure that the transportation system is capable of supporting possible increases in traffic intensity that could result from changes to adopted plans and land-use regulations. The applicable elements of the TPR are each quoted directly in *italics* below.

660-012-0060

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*
- (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
  - (b) *Change standards implementing a functional classification system; or*
  - (c) *Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
    - (A) *Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
    - (B) *Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*
    - (C) *Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

In the case of this annexation, subsections (A) and (B) are not triggered, since the proposed zone change will not impact or alter the functional classification of any existing or planned facility and the proposal does not include a change to any functional classification standards.

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Greg Falk  
February 21, 2013  
Page 6 of 6

Subsection (C) is also not triggered since the proposed annexation and zone change on the subject property will not "significantly affect" the transportation system. The site will add the majority of its traffic who has origins or destinations outside of the city to the southern interchange that has significant excess capacity. The northern interchange was recently improved, and the project site is not expected to add a significant number of trips to this interchange. The TPR is satisfied.

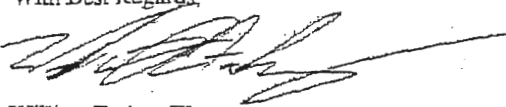
#### CONCLUSIONS

The impact to the existing infrastructure created by the proposed annexation, zone change, and eventual development of the subject property are expected to be minimal and there will not be a "significant affect" as defined by the TPR.

These conclusions reinforce the findings made previously by ODOT Region 3 staff that the annexation and change in zoning would not produce a significant affect.

If you have any questions regarding this report or if you need any further assistance, please don't hesitate to contact us.

With Best Regards,

  
William Farley, EI  
Transportation Analyst



EXPIRES: 12/31/2014

EXHIBIT \_\_\_\_\_

Subject Tract

A tract of land being a portion of that tract of land described in Instrument Number 2006-21143, Deed Records of Douglas County, described more particularly in Instrument Number 2014-12400, Deed Records of Douglas County, a portion of PARCELS 1 and 2 of Partition Plat 2012-0011, Plat Records of Douglas County, and a portion of that tract of land described in Instrument Number 2012-16655, Deed Records of Douglas County, located in the Southwest and Southeast Quarters of Section 26, Township 30 South, Range 5 West, Willamette Meridian, Douglas County, Oregon, more particularly described as follows:

Beginning at a point on the Easterly Right-of-Way Boundary of Tiller Trail Highway (Oregon State Highway No. 227), being the Northwest corner of that tract described in said Instrument Number 2014-12400, from which the Northwest corner of said Instrument Number 2006-21143 bears South 24°25'29" West, 8.03 feet;

Thence leaving said Easterly Right-of-Way Boundary, and along the Northerly boundary of that tract of land described in said Instrument Number 2014-12400 the following courses: South 61°20'42" East, 112.72 feet;

Thence North 78°29'18" East, 61.97 feet;

Thence North 89°34'52" East, 104.99 feet;

Thence South 82°12'12" East, 149.88 feet to a point on the South boundary of that tract of land described in said Instrument Number 2006-21143;

Thence along said South boundary, North 85°23'32" East, 82.99 feet;

Thence leaving said South boundary and continuing along the Northerly of that tract of land described in said Instrument Number 2014-12400 the following courses: North 78°29'13" East, 240.18 feet;

Thence North 70°54'14" East, 306.77 feet to the aforementioned South boundary of that tract of land described in said Instrument Number 2006-21143;

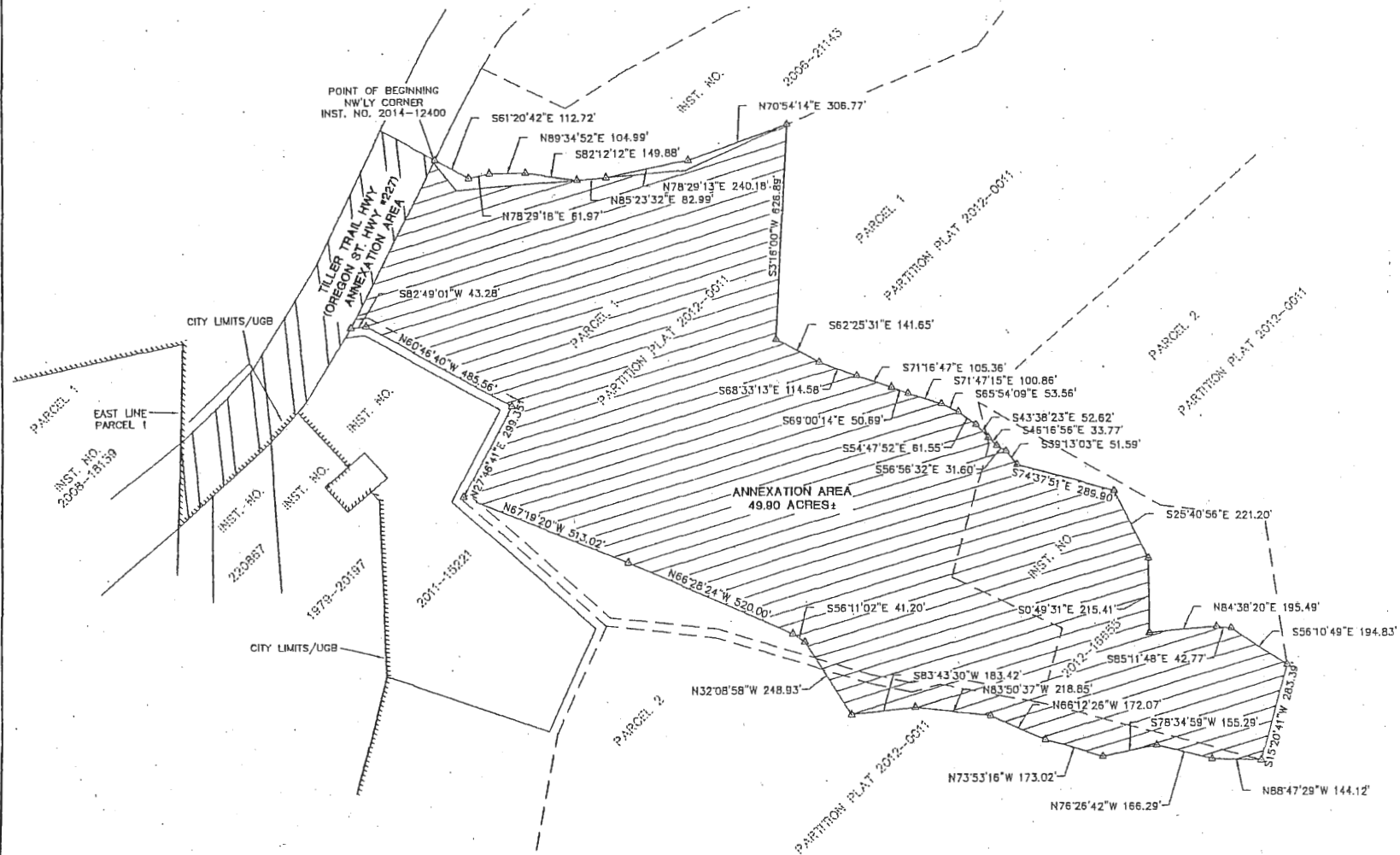
Thence leaving said South boundary, South 03°16'00" West, 626.89 feet;

Thence South 62°25'31" East, 141.65 feet;

Thence South 68°33'13" East, 114.58 feet;

Thence South 71°16'47" East, 105.36 feet;

# EXHIBIT "B"



SURVEYED BY:  
**i.e.**  
 809 SE Pine Street  
 Roseburg, Oregon 97470  
 PHONE (541) 673-0166  
 FAX (541) 440-8392  
 email@ieengineering.com

SURVEYED FOR:  
 DR. GREG FALK  
 PO BOX 198  
 CANYONVILLE, OR 97417

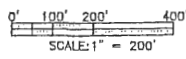
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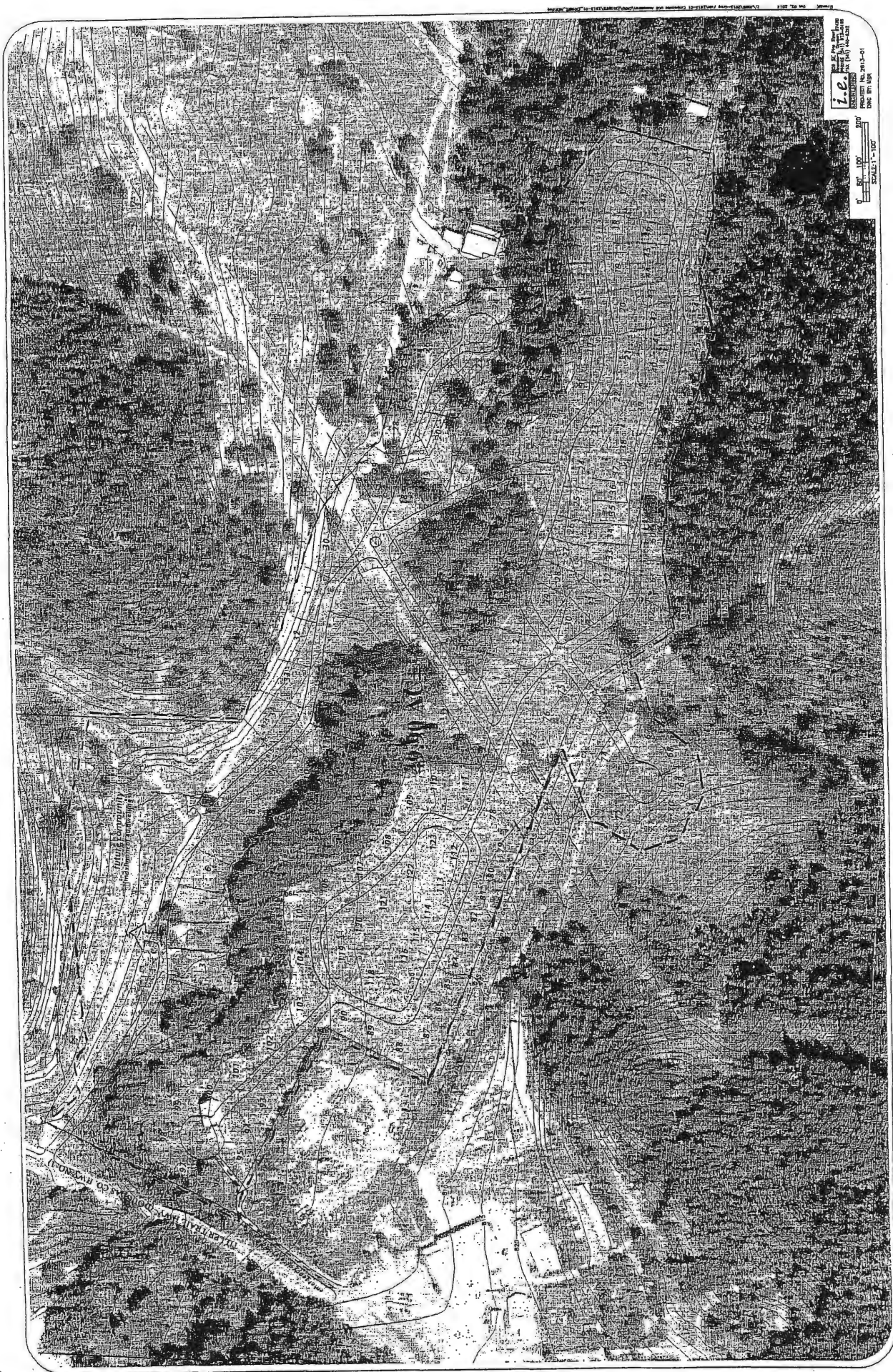
SCALE: AS NOTED

PAGE: 1 OF 1  
 JOB NO: 2613-01

DATE: OCT. 2014



**PROPOSED ANNEXATION OF FALK PROPERTY AND  
 TILLER TRAIL HIGHWAY INTO CITY OF CANYONVILLE, OREGON**  
 LOCATED IN THE SE 1/4 OF SEC. 27 AND THE SW AND SE 1/4 OF SECTION 26,  
 TOWNSHIP 30 SOUTH, RANGE 5 WEST, DOUGLAS COUNTY, OREGON



Thence South 69°00'14" East, 50.69 feet;

Thence South 71°47'15" East, 100.86 feet;

Thence South 65°54'09" East, 53.56 feet;

Thence South 54°47'52" East, 61.55 feet;

Thence South 43°38'23" East, 52.62 feet;

Thence South 46°16'56" East, 33.77 feet;

Thence South 56°56'32" East, 31.60 feet;

Thence South 39°13'03" East, 51.59 feet;

Thence South 74°37'51" East, 289.90 feet;

Thence South 25°40'56" East, 221.20 feet;

Thence South 00°49'31" East, 215.41 feet;

Thence North 84°38'20" East, 195.49 feet;

Thence South 85°11'48" East, 42.77 feet;

Thence South 56°10'49" East, 194.83 feet to the Northeast corner of that tract of land described in said Instrument Number 2012-16655;

Thence Southerly along the Easterly boundary of said Instrument Number 2012-16655, South 15°20'41" West, 283.39 feet, more or less, to the Southeast corner of said Instrument Number 2012-16655;

Thence North 88°47'29" West, 144.12 feet;

Thence North 76°26'42" West, 166.29 feet;

Thence South 78°34'59" West, 155.29 feet;

Thence North 73°53'16" West, 173.02 feet;

Thence North 66°12'26" West, 172.07 feet;

Thence North 83°50'37" West, 218.85 feet;



Thence South 83°43'30" West, 183.42 feet to the Easterly boundary of a 60' wide Natural Gas Pipeline Easement;

Thence Northwesterly along said Easterly boundary the following courses: North 32°08'58" West, 248.93 feet;

Thence North 56°11'02" West, 41.20;

Thence Westerly along the North boundary of said Easement the following courses: North 66°28'24" West, 520.00 feet;

Thence North 67°19'20" West, 513.02 feet to a point on the West boundary of said Instrument Number 2012-16655;

Thence Northerly along said West boundary, North 27°46'41" East, 299.35 feet to an angle point in the South boundary of said Instrument Number 2012-16655;

Thence Westerly along said South boundary, North 60°46'40" West, 485.56 feet;

Thence continuing Westerly along said South boundary, South 82°49'01" West, 43.28 feet to a point on the aforementioned Easterly Right-of-Way boundary;

Thence Northerly along said Easterly Right-of-Way boundary to the Point of Beginning and there terminating.

EXCEPTING any portion of said Tiller Trail Highway (Oregon State Highway No. 227)

Contains 49.90 Acres, more or less.

#### Right-of-Way

A variable width strip of land being a portion of the Tiller Trail Highway Right-of-Way (Oregon State Highway No. 227) located in the Southeast Quarter of Section 27 and the Southwest Quarter of Section 26, Township 30 South, Range 5 West, Willamette Meridian, Douglas County, Oregon, more particularly described as follows:

All of that portion of said Tiller Trail Highway Northeasterly from the Southerly extension of the East boundary of PARCEL 1 of that tract of land described in Instrument Number 2008-18139, being the Urban Growth Boundary Line of the City of Canyonville, to a line, perpendicular to the centerline of said Tiller Trail Highway from the Northwesterly corner of that tract of land described in Instrument Number 2014-12400.

Table 4

Exhibit F

# Acres by Zoning in City & Urban Growth Area Comparison between 1997<sup>1</sup> BLI and 2012 BLI

ZONE	PARCELS		GROSS ACRES		DEVELOPED ACRES		VACANT ACRES		UNDER UTILIZED		VACANT FLOOD PLAIN		VACANT STEEP SLOPES		TOTAL CONSTRAINED VACANT AC.		NET VACANT BUILDABLE ACRES	
	'97	'12	'97	'12	'97	'12	'97	'12	'97	'12	'97	'12	'97	'12	'97	'12	'97	'12
<b>Inside City Limits</b>																		
C-1	103	117	25.0	28.7	n/a	26.2	n/a	2.5		0	0.2	0	0	0	0.2	0	n/a	2.5
C-2	28	15	13.1	11.0	n/a	2.9	n/a	8.1		0	0	0	0	5.9	0	5.9	n/a	2.2
C-3	4	4	0.7	0.7	n/a	0.7	n/a	0		0	0	0	0	0	0	0	n/a	0
Total Commercial	135	136	38.8	40.4	35.9	29.8	4.6	10.6		0	0.2	0	0	5.9	0.2	5.9	4.2	4.7
C-S (Community Service)	34	42	76.1	51.4	58.2	50.7	17.9	.7		0	1.3	0	6.8	0	8.1	0	9.8	0.7
I-G	13	8	10.1	9.2	n/a	9.2	n/a	0		0	0	0	0	0	0	0	n/a	0
I-L	1	4	0.8	1.2	n/a	1.2	n/a	0		0	0.2	0	0	0	0.2	0	n/a	0
Total Industrial	14	12	10.9	10.3	9.4	10.3	1.5	0		0	0.2	0	0	0	0.2	0	1.5	0
R-1A*	353	n/a	129.5	n/a	117.3	n/a	12.2	n/a		n/a	3.6	n/a	4.7	n/a	8.3	n/a	3.9	n/a
R-1B*	25	n/a	63.3	n/a	30.3	n/a	33	n/a		n/a	0	n/a	10	n/a	10	n/a	23	n/a
R-1	n/a	500	n/a	267.5	n/a	187	n/a	80.7		26.4	n/a	2.4	n/a	42.6	n/a	45	n/a	62.1
R-2	6	28	9.3	52.7	2.1	41.5	7.2	11.2		.8	0.3	0	0	3.2	0.3	3.2	6.9	8.8
R-3	15	28	10.3	39.6	8.8	31	5.6	8.6		0	1	.5	1.7	6.0	2.7	6.5	2.9	2.1
RMH*	104	n/a	22.3	n/a	19.4	n/a	2.9	n/a		n/a	0	n/a	1.2	n/a	1.2	n/a	1.7	n/a
RMP*	6	n/a	12.8	n/a	11.8	n/a	1	n/a		n/a	0.3	n/a	0	n/a	0.3	n/a	0.7	n/a
Total Residential	509	556	247.5	359.8	187.2	259.5	60.3	100.5		27.2	5.2	2.9	17.6	51.8	22.8	54.7	39.1	73
WOA	14	15	28.6	21.3	14.7	0	13.9	11		0	1.7	1.1	9.5	4.7	11.2	5.8	2.7	5.3
Total Inside City Limits	706	761	402	483.2	281.3	350.3	80.3	122.8		27.2	8.6	4	33.9	62.4	42.5	66.4	57.3	83.7
<b>Unincorporated Urban Area</b>																		
C-1	3	0	2.7	0	n/a	0	n/a	0		0	0	0	0	0	0	0	n/a	0
C-2	6	3	21.5	1.7	n/a	1.7	n/a	0		0	2.5	0	0	0	2.5	0	n/a	0
Total Commercial	9	3	24.2	1.7	15.5	1.7	8.7	0		0	2.5	0	0	0	2.5	0	6.2	0
C-S	3	14	27.9	43.1	20	36.7	7.9	6.4		1.2	0	2.5	1.7	0.1	1.7	2.6	6.2	5.0
I-G <sup>2</sup>	3	0	106.8	0.3	16.6	0.3	90.2	0		0	9.2	0	72.2	0	81.4	0	8.8	0
R-1A*	47	n/a	65	n/a	n/a	n/a	n/a	n/a		n/a	13.3	n/a	9.6	n/a	22.9	n/a	n/a	n/a
R-1B*	11	n/a	73.2	n/a	n/a	n/a	n/a	n/a		n/a	1.0	n/a	66.4	n/a	67.4	n/a	n/a	n/a
R-1	n/a	44	n/a	80.5	n/a	41.8	n/a	38.8		5.1	n/a	0	n/a	10	n/a	10.1	n/a	33.8
R-2	n/a	3	n/a	2.0	n/a	2	n/a	0		.7	n/a	0	n/a	0	n/a	0	n/a	0.7
Total Residential	58	47	158.3	82.6	108	43.8	50.2	38.8		5.8	14.3	0	76	10	90.3	10.1	17.8	34.5
WOA	5	8	19.9	1.4	n/a	0	19.9	1.4		0	17.6	0	0	0	17.6	0	n/a	1.4
Total UUA	78	74	337	129	160.2	82.5	177	46.6		7	43.6	2.5	222	10.1	265.7	12.7	39	40.9
Total Non-tribal Urban Area	n/a	835	n/a	612.2	n/a	432.8	n/a	169.4		34.2	n/a	6.5	n/a	72.5	n/a	79.1	n/a	124.5
Tribal Trust Lands	n/a	68	n/a	227.6	n/a	n/a	n/a	n/a		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Total Urban Area w/Tribal	784	903	759	840	441.5	n/a	257	n/a		n/a	52.2	n/a	256	n/a	308.2	n/a	96.3	n/a

\*Following the 1997 UGB amendment, the R1-A & R1-B zones were consolidated into a single R-1 zone, while the RMH & RMP zones were consolidated with the R-2 zone, and are therefore not applicable to the 2012 inventory.

<sup>1</sup> All acreage figures shown for the 1997 inventory are prior to the 99.5 acre UGB expansion.

<sup>2</sup> Due to the erroneous counting of 131.7 acres lying outside the UGB during 1997 inventory, that amount has been subtracted from the figures shown for I-G industrial land in the unincorporated area in 1997. That amount has also been subtracted from total acreage figures for the unincorporated area as shown at the bottom of the table.

DEPT OF

JUN 01 2015

LAND CONSERVATION  
AND DEVELOPMENT

Attention: Plan Amendment Specialist  
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