



Oregon

Theodore R. Kubongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

12/23/2009

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

FROM: Plan Amendment Program Specialist

SUBJECT: City of Roseburg Plan Amendment
DLCD File Number 001-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Wednesday, January 06, 2010

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

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

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

Cc: Teresa Clemons, City of Roseburg
Gloria Gardiner, DLCD Urban Planning Specialist
John Renz, DLCD Regional Representative

<paa> YA

Notice of Adoption

THIS FORM MUST BE MAILED TO DLCD
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18



Jurisdiction: **City of Roseburg**

Local file number: **CPA-09-1**

Date of Adoption: **December 14, 2009**

Date Mailed: **December 15, 2009**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Yes** Date: June 15, 2009

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Adopted a Redevelopment Plan as a Comprehensive Plan Amendment for the West Ave Area followed by adoption of Comprehensive Plan Land Use Map changes, Zone Changes and Land Use and Development Ordinance text amendment to implement the plan strategies to allow for mixed uses, continued residential uses and new higher density residential uses, encouraging consolidation of lots for private redevelopment. All proposed map changes and text changes are reflected in attached documents.

Does the Adoption differ from proposal? No, no further explanation needed.

Plan Map Changed from: **IND, COM, MDR**

to: **IND, HDR, LDR**

Zone Map Changed from: **M-1, R-1-6, MR-18, C-2**

to: **MU, R-1-6, MR-29, C-3**

Location: **South of Chestnut, east of Stephens to railroad**

Acres Involved: **87 acres**

Specify Density: Previous: **MDR**

New: **HDR, LDR**

Applicable statewide planning goals:

- | | | | | | | | | | | | | | | | | | | |
|-------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------------------|--------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment? Yes DLCD 004-09

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. _____

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

004-09

Local Contact: **Marion J. Thompson, AICP**

Phone: (541) 440-1177 Extension:

Address: **900 SE Douglas Ave**

Fax Number: **541-440-1185**

City: **Roseburg**

Zip: **97470**

E-mail Address:

mthompson@cityofroseburg.org

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**

per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO Complete Copies (documents and maps) of the Adopted Amendment to:

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

2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, or by emailing **larry.french@state.or.us**.
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **twenty-one (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at **<http://www.lcd.state.or.us/>**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to **larry.french@state.or.us** - **Attention: Plan Amendment Specialist**.

ORDINANCE NO. 3321

AN ORDINANCE DECLARING A COMPREHENSIVE PLAN LAND USE MAP AMENDMENT, ZONE CHANGE AND LAND USE AND DEVELOPMENT ORDINANCE TEXT AMENDMENT ADDING SECTIONS 3.1.080 AND 3.24.180, WEST AVENUE RESIDENTIAL OVERLAY DISTRICT

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

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

WHEREAS, the City Council adopted Ordinance No. 3318 approving the West Avenue Redevelopment Plan; and

WHEREAS, the Planning Commission held a public hearing on File No. CPA-09-3/ZC-09-2/LUDO-09-1, after a duly and timely notice.

WHEREAS, the Planning Commission adopted Findings of Fact supporting a recommendation to approve the amendments identified herein; and

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

SECTION I The City Council hereby takes official notice of the Planning Commission Findings of Fact and Decision dated November 2, 2009, recommending approval of Comprehensive Plan Land Use Map Amendment, Zone Change and Land Use and Development Ordinance Text Amendment.

SECTION II By reference herein the City Council hereby adopts the Planning Commission Findings of Fact and Decision as their own.

SECTION III Based on the evaluation detailed in the October 19, 2009, Planning Commission Staff Report and information considered through the public hearing process it has been determined that the proposal conforms the City of Roseburg Urban Area Comprehensive Plan and applicable Statewide Planning Goals.

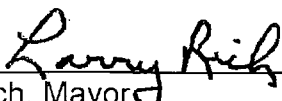
SECTION IV The City Council hereby approves the Comprehensive Plan Land Use Map Amendment, Zone Change and Land Use and Development Ordinance Text Amendment as detailed in Exhibits 1, 2 and 3 of the Findings of Fact.

SECTION V The City Recorder, at the request of, or with the concurrence of the City Attorney, is authorized to administratively correct any reference errors contained herein

or in other provisions of the Roseburg Municipal Code and/or the Roseburg Urban Area Comprehensive Plan as amended by the provisions added, amended or repealed herein.

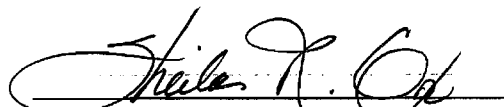
PASSED BY THE CITY COUNCIL THIS 14TH DAY OF DECEMBER 2009.

APPROVED BY THE MAYOR THIS 14TH DAY OF DECEMBER 2009.



Larry Rich, Mayor

ATTEST:



Sheila R. Cox, City Recorder

Finding No. 6

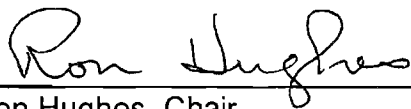
The Planning Commission staff report prepared for evaluation of this application was reviewed and taken into consideration during the review process including all exhibits and materials referenced and hereby made a part of the Commission's findings.

CONCLUSION

The amendment detailed in the information provided will help to implement the strategies contained in the West Avenue Redevelopment Plan intended to encourage private re-investment and long-term maintained of existing uses. An assessment of the proposal has found that the amendments comply with the applicable Comprehensive Plan policies and the Statewide Planning Goals.

BASED ON THE INFORMATION PROVIDED IN THE STAFF REPORT, AS WELL AS ALL OTHER MATERIALS PRESENTED, INCLUDING RELEVANT PUBLIC INPUT, THE PLANNING COMMISSION RECOMMENDS THE CITY COUNCIL **APPROVE** FILE NOS. CPA-09-3, ZC-09-2 AND LUDO-09-1 APPROVIDING A COMPREHENSIVE PLAN AMENDMENT, ZONE CHANGE AND LAND USE AND DEVELOPMENT ORDINANCE TEXT AMENDMENT AS PROVIDED IN EXHIBITS 1, 2, AND 3 ATTACHED HERETO AND INCORPORATED HEREIN.

DATED THIS 2nd DAY OF November, 2009



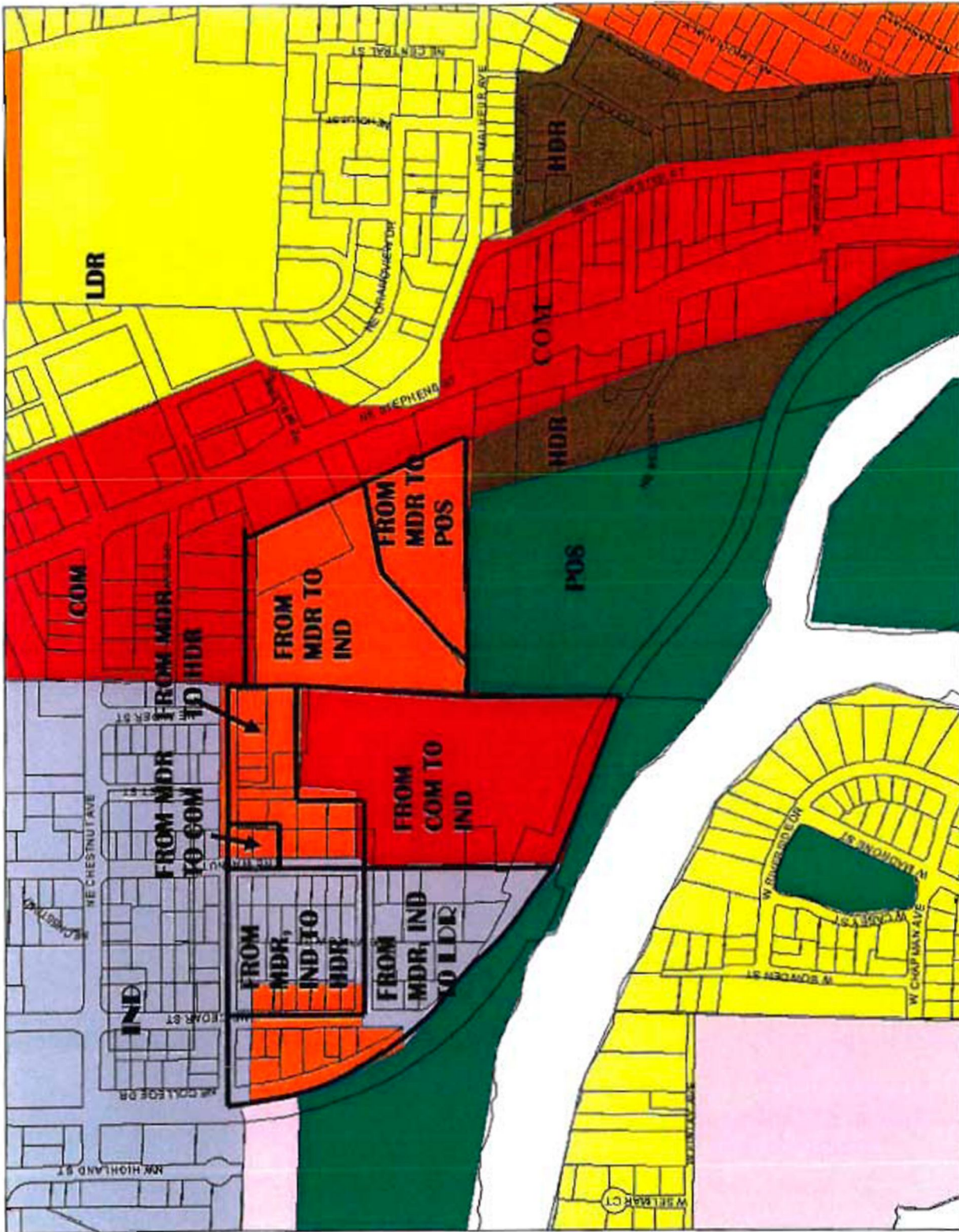
Ron Hughes, Chair



Brian Davis, Director
Community Development

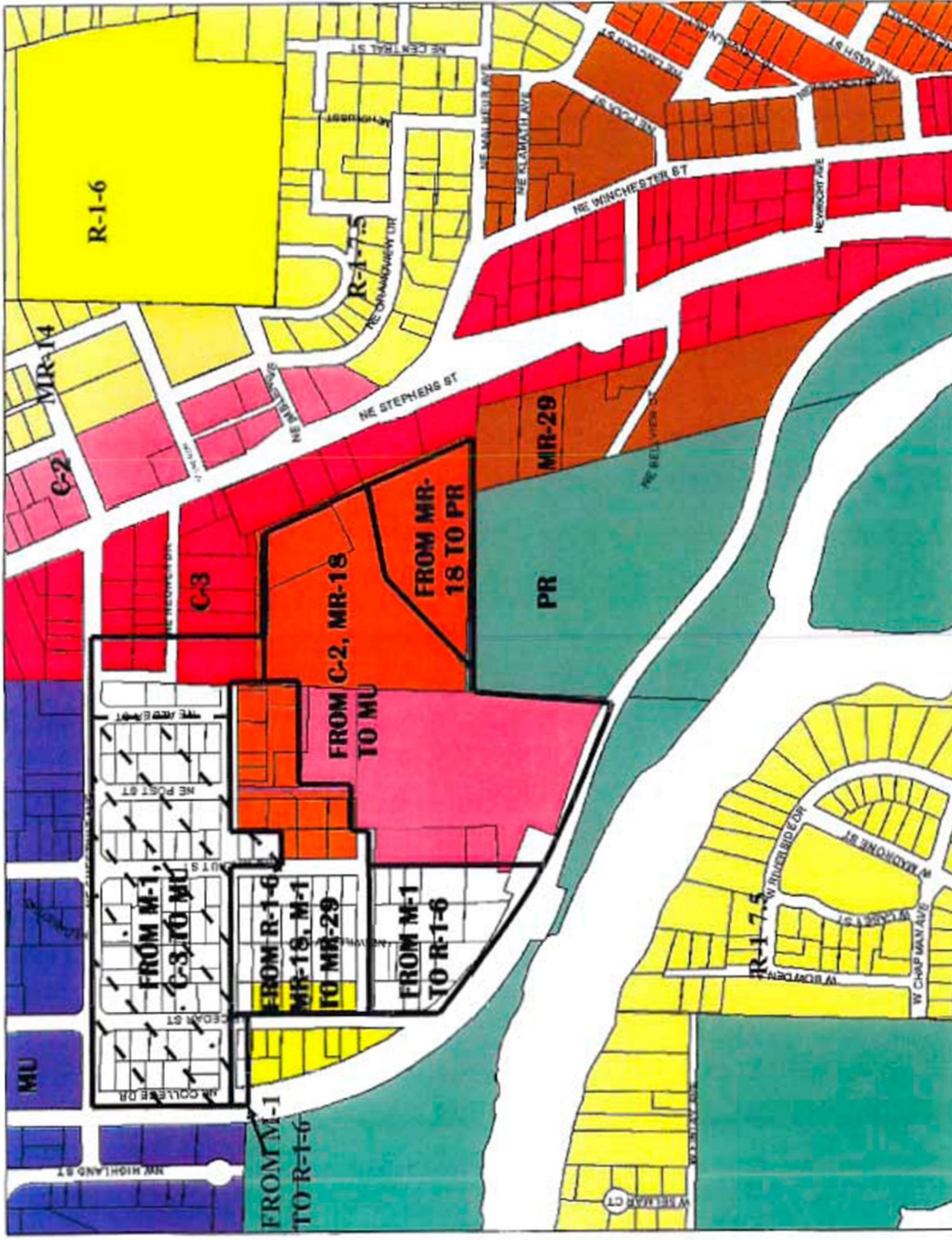
Planning Commission Members:

Ron Hughes, Chair
Patrick Parson, Vice Chair
Meagan Conry
Mychal Fox
Harvey Lopez
John McDonald
Knut Torvik



CITY OF ROSEBURG
 COMPREHENSIVE PLAN -LAND USE MAP
 EXHIBIT I

INDUSTRIAL (IND) LOW DENSITY RESIDENTIAL (LDR)
 COMMERCIAL (COM) MEDIUM DENSITY RESIDENTIAL (MDR)
 PUBLIC OPEN SPACE (POS) HIGH DENSITY RESIDENTIAL (HDR)



**CITY OF ROSEBURG
ZONING MAP
EXHIBIT 2**

	LIGHT INDUSTRIAL (M-1)		SINGLE FAMILY RESIDENTIAL (R-1-6)
	COMMUNITY COMMERCIAL (C-2)		MULTI-FAMILY RESIDENTIAL (MR-18)
	GENERAL COMMERCIAL (C-3)		MULTI-FAMILY RESIDENTIAL (MR-29)
	PUBLIC RESERVE (PR)		WEST AVENUE RESIDENTIAL OVERLAY

EXHIBIT 3 – Proposed added Land Use and Development Ordinance text

SECTION 3.1.080 OVERLAY DISTRICTS

6. West Avenue Residential Overlay (WR). The West Avenue Residential Overlay District is intended to implement the strategies contained in the West Avenue Redevelopment Plan. This overlay district recognizes and provides for the continued use of long established dwellings of record. Residential uses shall be subject to Section 3.24.180 of this Ordinance.

SECTION 3.24.180 WEST AVENUE RESIDENTIAL OVERLAY

The purpose of the West Avenue Overlay District is to implement the strategies of the West Avenue Redevelopment Plan and recognize and provide for existing dwellings of record located in an area described as south of and adjacent to NE Chestnut Avenue, north of and adjacent to NE West Avenue, east of and adjacent to NE College Street and west of and adjacent to NE Alder Street, as well as the properties at the southeast corner of NE West Avenue and NE Walnut Street. The area is further defined and shown on Exhibit 5 of the West Avenue Redevelopment Plan adopted by the City Council per Ordinance No. 3318 on October 12, 2009.

1. Definitions. The Definition provided in Section 1.090 of the City of Roseburg Land Use and Development Ordinance shall apply except, for the purpose of this Section only, the following definitions are established:

Existing Dwelling of Record – Residential dwelling units that were in compliance with the requirements and development standards in place at the time of construction including any applicable zoning regulations and building codes.

Footprint – the area within the exterior walls and supporting columns including the dwelling units, garages, covered carports, and accessory structures, but not open or uncovered decks, patio or porches.

2. Permitted Use. Within the West Avenue Redevelopment Overlay District, Existing Dwellings of Record established as of the date this Ordinance was adopted shall be Permitted Uses, subject to the general provisions and exceptions set forth by this Ordinance.
3. Development Standards. Existing Dwelling of Records may be continued, replaced or repaired within the existing footprint. Any proposed alterations, expansion or additions shall be subject to the following:
 - a. Coverage. Not over eighty percent (80%) of the lot shall be covered by buildings and/or other impervious surface.

- b. Setbacks.
 - i. Front Yard. No building addition or expansion shall be located closer than fifteen (15) feet from the front property line.
 - ii. Side Yard.
 - (1) No building addition or expansion shall be located closer than four (4) feet from side property lines for interior lots.
 - (2) For exterior side property lines for corner lots the side setback shall be no less than 10 feet for any building addition or expansion.
 - c. Rear Yard. No building addition or expansion shall be located closer than five (5) feet from rear property lines.
 - d. Height. Maximum height for any structure shall be thirty-five (35) feet.
 - e. Off-Street Parking. Paved parking to meet minimum off-street parking standards of Section 3.35.100 shall be provided.
4. When an Existing Dwelling of Record has been converted to a use permitted by the underlying Mixed Use (MU) Zone or the Existing Dwelling of Record has been demolished and replacement has not commenced and been diligently pursued to completion within twelve (12) consecutive months of the removal, the provisions of the West Avenue Overlay Zone shall no longer apply.

ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



Legislative Public Hearing – West Avenue (CPA-09-3/ZC-09-2/LUDO-09-1)

Meeting Date: November 23, 2009
Department: Community Development
www.cityofroseburg.org

Agenda Section: Public Hearing (Legislative)
Staff Contact: Brian Davis, Director
Contact Telephone Number: 440-1177

ISSUE STATEMENT AND SUMMARY

The West Avenue Redevelopment Plan was adopted last month by the Council. Tonight's proposed action implements the Plan by adopting recommended zone changes, plan amendments, and text amendments to the Land Use and Development Ordinance (LUDO).

BACKGROUND

A. Council Action History.

October 12, 2009 - The City Council adopted Ordinance No. 3318 approving the West Avenue Redevelopment Plan and initiating the amendments noted herein.

B. Analysis.

The West Avenue area is defined as NE Chestnut Avenue to the north, NE Stephens Street to the east and the railroad to the west and south. The actions recommended are to encourage redevelopment of the area based on the West Avenue Redevelopment Plan Market Analysis, input from the community, and the existing character of the area. The changes will add flexibility to areas currently designated for light industrial only, by allowing a mix of industrial/commercial uses, while providing for the continuation and redevelopment of existing dwellings. Residential areas now designated for industrial use will be changed to residential zone giving property owner assurances that investment in the upkeep and maintenance of their dwellings will be protected.

A detailed display of the proposed Comprehensive Plan Land Use Map Changes and Zone Changes are found on pages 5 and 6. New LUDO text is provided on pages 7-8. The Planning Commission staff report on pages 9-23 contains an analysis and evaluation of the proposal. Adoption of these changes is the first phase to implementing the strategies contained in the West Avenue Redevelopment Plan.

C. Financial and/or Resource Considerations.

None

D. Timing Issues.
None

COUNCIL OPTIONS

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

STAFF RECOMMENDATION AND SUGGESTED MOTIONS

Staff recommends the Council adopt the Planning Commission's Findings of Fact and proceed with first reading of the Ordinance.

SUGGESTED MOTION: I MOVE TO ADOPT THE FINDINGS OF FACT AS APPROVED BY THE PLANNING COMMISSION FOR FILE NOS. CPA-09-3/ZC-09-2/LUDO-09-1.

No motion is needed for first reading, only consensus to proceed by the Council.

Attachments

- 1 – Exhibit A - Planning Commission approved Findings of Fact – pages 3-8
- 2 – Planning Commission Staff Report – pages 8-23
- 3 – Draft City Council Ordinance pages 24, 25

**CITY OF ROSEBURG
PLANNING COMMISSION
STAFF REPORT**



File No. CPA-09-3/ZC-09-2/LUDO-09-1- Meeting Date: October 19, 2009

Prepared for: Brian Davis, Director
Community Development

A handwritten signature in black ink, appearing to be "BD", written over the name Brian Davis.

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

Staff Contact: Marion J. Thompson, AICP – Senior Planner

Applicant: City of Roseburg, Community Development Department

Request: Comprehensive Plan Map Amendment, Zone Change and Land Use and Development Ordinance (LUDO) Text Amendment to implement the West Avenue Redevelopment Plan

ISSUE STATEMENT AND SUMMARY:

On September 28, 2009 the City Council approved the West Avenue Redevelopment Plan. The Plan included a number of recommendations including changes to the Comprehensive Plan land use map designations, Zone Changes and establishment of new land use regulation for a portion of the area. The Planning Commission is scheduled for hold a public hearing to consider these amendments.

BACKGROUND:

A. Location

The West Avenue Area is defined as generally being bordered on the north by NE Chestnut Avenue, on the east by NE Stephens Street and on the west and south by the railroad and is further defined by the exhibits attached hereto.

B. Description/Project Proposal

There is no actual project or construction proposed as a part of these applications. These actions will implement the recommendations contained in the West Avenue Redevelopment Plan including land use designation and zone changes, as well as the creation of a West Avenue Residential Overlay zone. The purpose and intent of these changes are to encourage and provide for new and re-development opportunities.

Comprehensive Plan land use designations give a general identification of the types of land uses appropriate for an area. Zone designations provide the specific included permitted uses and development standards. Comprehensive Plan land use designations and Zone designations are required to be in conformance with one another. Section 3.1.020 of the LUDO identifies which zones conform to the different Comprehensive Plan land use designations.

To implement the strategies recommended in the West Avenue Redevelopment Plan it is necessary to apply a land use designation consistent with the recommendation then apply a zone that conforms to that land use designation. Below is a chart showing land use designations and zones.

COMPREHENSIVE PLAN LAND USE DESIGNATION	ZONING CLASSIFICATION
Public Open Space (POS)	Public Reserve (PR)
Low Density Residential (LDR)	Low Density Residential (R-1-10)
	Single-Family Residential (R-1-7.5)
	Single-Family Residential (R-1-6)
	Limited Commercial (C-1)
Medium Density Residential (MDR)	Limited Multiple-Family Residential (MR-14)
	Medium Density Multiple-Family Residential (MR-18)
	Limited Commercial (C-1)
High Density Residential (HDR)	Multiple-Family Residential (MR-29)
	High Density Multiple-Family Residential (MR-40)
	Limited Commercial (C-1)
Commercial (COM)	Limited Commercial (C-1)
	Community Commercial (C-2)
	General Commercial (C-3)
	Mixed Use (MU)
Industrial (IND)	Light Industrial (M-1)
	Medium Industrial (M-2)
	Heavy Industrial (M-3)
	Mixed Use (MU)

Following is a description of the proposed changes broken down by area.

Between NE Chestnut Avenue and NE West Avenue extending from NE College Drive to the west side of NE Nenuer Drive:

- Land use designations do not change
- Zone change from M-1 and C-3 zone to MU

This change will allow for a potential mixture of commercial and light industrial activities.

Three properties at the southeast corner of NE West Avenue and NE Walnut Street:

- Land use designation changed from MDR to IND
- Zone change from M-1 to MU

This change will allow for continued or new business operations on those properties.

Area bordered by NE Chestnut Avenue, NE Adler Street, NE West Avenue and NE College Street, as well as the three properties at the southeast corner of NE West Avenue and NE Walnut Street:

- Apply a West Avenue Residential Overlay (WR) zone

This will allow existing dwelling units to remain and to be classified as conforming opposed to their current status as non-conforming.

South of NE West Avenue, following NE College Drive on the west and south, extending to NE Cedar Street and continuing easterly along NE College Avenue to NE Walnut Street:

- Land use designations change from MDR and IND to LDR
- Zone change from M-1 to R-1-6

This change is to recognize and allow the continued use of single family dwelling units.

Area bordered by NE West Avenue, NE Cedar Street, NE College Avenue and NE Walnut Street:

- Land use designation changed from IND to MDR.
- Zone change from R-1-6 and M-1 to MR-29

This will encourage and enhance the potential for redevelopment of this area with higher density residential units.

South of NE West Avenue extending east from NE Walnut Street to the extension of NE Neuner Dr:

- Land use designation changed from MDR to HDR
- Zone change from MR-18 to MR-29

This will provide for existing units and add the potential for higher densities.

Extending easterly from NE College Avenue at the terminus of NE Walnut Dr; an area commonly referred to as Reservoir Hill:

- Land use designation change from COM and MDR to IND
- Zone Change from C-2 and MR-18 to MU

This will enhance the ability to develop the area with a mixture of commercial and industrial uses.

Area immediately north of the existing POS land use designated area:

- Land use designation changed from MDR to POS
- Zone Change from MR-18 to PR.

This area is part of the City's water facility so the Zone Change will provide a consistent and appropriate zone for the entire area.

In addition to the above changes the properties fronting on NE Stephens Street and extending around the corner of NE Chestnut Avenue have a current Comprehensive Plan land use map designation of Commercial (COM) and a zone

designation of General Commercial (C-3). The West Avenue Redevelopment Plan did not include any map changes for this area.

The above noted changes are demonstrated in Exhibits 1 and 2. Following are rough calculations for the existing and proposed land use designations and zones.

Comprehensive Plan Land Use	Now/Acres	Proposed/Acres	Difference
Industrial (IND)	24	35	+11
Commercial (COM)	30	18	-12
Low Density Residential (LDR)	-	8	+ 8
Medium Density Residential (MDR)	20	-	-20
High Density Residential (HDR)	6	15	+ 9
Public Open Space	15	19	+ 4
Totals	95	95	

Zone Designation	Now/Acres	Proposed/Acres	Difference
Light Industrial (M-1)	25	-	-26
Mixed Use (MU)	-	17(OL)+19 = 36	+36
Community Commercial (C-2)	12	-	-12
General Commercial (C-3)	19	16	- 3
Single Family (R-1-6)	3	7	+4
Multi-Family (MR-18)	15	-	-18
Multi-Family (MR-29)	7	17	+10
Public Reserve (PR)	14	19	+ 5
Total	95	95	

C. History/Previous Action:

- 1989-2005 - This area was included in the Urban Renewal Plan and again in the second amendment.
- August 2008 - After completing the Request for Proposal (RFP) process, four consultants were interviewed for Plan preparation.
- October 2008 - A contract was executed with Johnson-Reid for preparation of the West Avenue Redevelopment Plan.
- November 2008 - A Citizen's Advisory Committee was appointed from a list of applicants and their first meeting took place.
- January & March 2009 - Additional Committee meetings were held to continue the development and refinement of the Plan.
- April 2009 – A well-advertised public forum was held to present the work of the Committee and obtain feedback from the community.
- June 2009 – A draft Plan was reviewed and endorsed by the Committee.
- July 2009 – The Public Works and Economic Development Commissions reviewed and adopted motions endorsing approval of the draft West Avenue Redevelopment Plan.

- August 2009 – The Planning Commission recommended that City Council approve a Comprehensive Plan Amendment adopting the West Avenue Redevelopment Plan.
- September 2009 – Ordinance No. 3318 was approved by the City Council for the West Avenue Redevelopment Plan and initiated the land use actions required to implement the recommendations.

STAFF ANALYSIS:

COMPREHENSIVE PLAN AMENDMENT/ZONE CHANGE

Based on the Land Use and Development Ordinance a Plan amendment and Zone Change are to be consistent with the Policies of the Comprehensive Plan, Statewide Planning Goals and other provisions of the Ordinance. In addition a Zone Change is to be consistent with the safety and performance measures of the transportation system and the site is to be suitable for the proposed zone with respect to public health, safety and welfare of the surrounding area. Following is an analysis of these items:

Comprehensive Plan Policies

Economic Growth

Plan policies require areas identified for future industrial development be preserved and protected from potentially conflicting activities. The City is to encourage economic activities that strengthen our position in the region, continue to monitor the supply of developable commercial and industrial sites, retain large sites, and develop programs to upgrade downtown.

The proposed changes will facilitate the combining of smaller lots to provide for more viable commercial uses while also encouraging private re-investment in existing development. While there will be a shift in the current Comprehensive Plan land use map designations the overall land use patterns have small overall differences. (54 acres currently designated COM and IND change to 53 acres; 26 acres currently designated MDR/HDR change to 23 acres of LDR/MDR; 14 acres of PSP changes to 19 acres).

Transportation

Plan policies encourage use of existing roadway systems and that adequate provisions are made for needed parking and circulation. This area will continue to use the existing roadway system. Rights-of-way exist to meet the transportation needs within the area. The Urban Renewal Plan has listed the future installation of a traffic signal at Chestnut and Stephens and the West Avenue Redevelopment Plan recommends future improvements occur to the local street system in conjunction with development. Standards for evaluating traffic that may be generated by new development are contained in the Land Use and Development Ordinance, as well as provisions for roadway improvements and on-site parking use.

Energy Conservation

Plan policies indicate that ordinance provisions are to be adopted to encourage new development to utilize density and location to reduce travel and increase access to transit.

Infill development on vacant land is to be encouraged and to support development of industries that have high potential of utilizing renewable energy sources. The location of this area in proximity to the travel system (Garden Valley Boulevard, Diamond Lake Boulevard, Stephens Street, and I-5) will reduce travel time to uses and activities within the City. In addition the intent of these changes is to encourage re-investment in existing development as well as in-fill of vacant lots with new or updated development meeting standards consistent with current building codes.

Public Facilities and Services

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

There are adequate sanitary sewer and water facilities available to serve the level and type of development contemplated by the Plan. During review of any development proposals facility needs will be identified for that development and conditions will be imposed to assure utilities are adequate to serve said proposal. Any required improvements would be made by the developer at their cost.

Statewide Planning Goals

Goal No. 1 – Citizen Involvement - To develop citizen involvement programs that ensure the opportunity for citizens to be involved in all phases of the planning process.

The City of Roseburg and Douglas County have an adopted and acknowledged Comprehensive Plan for the Roseburg Urban Area. The Comprehensive Plan is implemented via the adopted Roseburg Land Use and Development Ordinance (LUDO). Within LUDO the City identifies procedural requirements for processing land use actions, including notification and hearing procedures. The notice procedures guide the general public through the land use process within the City as well as through provisions that meet ORS.

Roseburg also has an established Planning Commission that has the responsibility to act as the conduit to the City Council on land use matters. The Planning Commission is selected through an open, well-publicized public process and the Commission may include one member who resides outside the city limits. In addition, as a part of the project a Citizen Advisory Committee was formed and a community forum was held allowing for citizen input and participation.

The City of Roseburg provided notice of this application as mandated through ORS and LUDO requirements, as well as publishing the notice in the News-Review, a newspaper of general circulation. A public hearing(s) is held in order to provide an opportunity for interested citizens to be involved, provide comments and present issues, influence the Commission and eventually the Council, provide technical information, and/or provide information regarding approval.

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 use of land and to assure an adequate factual base for such actions.

As noted above the City of Roseburg has adopted a Comprehensive Plan, which is "acknowledged" by the State of Oregon. This Plan was again acknowledged through Periodic Review in 1992 and is coordinated and adopted by Douglas County for the unincorporated area located within the City UGB. (Roseburg Urban Area Comprehensive Plan adopted by the City Council in Ordinance No. 2345, effective on July 1, 1982, and re-adopted in Ordinance No. 2980 on December 9, 1996.)

Implementation of the Comprehensive Plan is accomplished through the adopted LUDO. LUDO has been acknowledged by the State of Oregon and has been amended from time-to-time in order to comply with ORS. (Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 2981 on December 9, 1996.) Both the Comprehensive Plan and LUDO have been amended from time-to-time.

Goal No. 7 - Areas Subject to Natural Disasters and Hazards – To apply appropriate safeguards for places subject to natural disasters such as floods and landslides.

A portion of the area is within an identified geologic review area. Regulations are included in the Land Use and Development Ordinance to require preparation of a geo-technical report in conjunction with any development proposal on properties having a grade greater than 12%. Any recommendations contained in such a report to help provide lot stability shall be complied with.

Goal No. 9 – Economy of the State – To plan for commercial and industrial land to meet the needs for diversifications and improved economy.

With implementation of the land use strategies contained in the West Avenue Redevelopment Plan there will be a minor shift in the amount of area designated for industrial purposes. Currently 54 acres have a Comprehensive Plan land use designation of Commercial (COM) or Industrial (IND). Based on the recommended strategies 53 acres will be designated COM or IND. This shift reflects area added to the Public Open Space (POS) designated area which houses the City water reservoir. The loss of one acre of employment land will not have a significant effect on the economy. Additionally, the intent and purpose is to provide assurances that would promote private investment in the area.

Goal No. 10 – Housing – To plan for and accommodate needed housing.

An inventory of existing uses within the project area, along with information provided in the West Avenue Redevelopment Plan indicates the highest and best use would be preservation of existing affordable dwellings and encouragement to investment in the upkeep and maintenance of the units to assure their continued availability. While the overall strategy will result in three additional acres of residentially designated lands this amount does not significantly affect the buildable lands inventory. The existing lot size and pattern is better suited to continue residential activity opposed to industrial development.

Goal No. 11 – Public Facilities and Services – To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

There are adequate sanitary sewer and water facilities available to serve the level and type of development that could occur from the proposed changes. During review of any future development plans needed conditions will be imposed to assure utilities are adequate to serve the proposal, including any identified drainage improvements. Any required improvements shall be made by the developer at their cost for appropriate service facilities to accommodate said development.

Goal No. 12 – Transportation – To provide and encourage a safe, convenient and economic transportation system.

There is an existing roadway system and right-of-way to serve this area. The land use and zone changes do not focus on or consider any particular development proposal. Based on the analysis completed for the West Avenue Redevelopment Plan these changes will not affect the function, capacity or performance of the existing roadways. Any future development would be evaluated based on existing development standards including access and spacing standards for roadways, as well as traffic generation. If any impacts were identified it would be necessary to provide appropriate mitigation at that time. Since there is minimal shift in the overall intended land use patterns and there is an existing roadway system serving the area any needed measures that could result from a specific development proposal would likely be minor transportation improvements. There will be no significant impact to the existing transportation system as a result of the proposed amendments.

Goal No. 13 – Energy – To conserve energy.

The subject area is situated within an established urban area where subsequent development will promote efficient energy-related use of existing and planned energy facilities by allowing urban property to develop thereby potentially delaying the need to develop more remote rural areas and extend facilities beyond current urban boundaries. Additional construction will be subject to adopted building code standards which include implementation of energy efficient measures.

Statewide Planning Goals not directly applicable include Agricultural Lands (No. 3); Forest lands (No 4); Open spaces, Scenic and Historic Areas and Natural Resources (No. 5); Air, Water and Land Resource Quality (No, 6); Recreation Needs (No. 8) and Urbanization (No. 14).

LAND USE AND DEVELOPMENT ORDINANCE AMENDMENT

LUDO indicates that a text amendment may be necessary to conform to the Comprehensive Plan or to meet other changes in circumstances and conditions. In this case there is a change in circumstances with the approval of the West Avenue Redevelopment Plan. Overlay zones provide zoning regulations for specific mapped areas. Currently there are five overlay districts that provide regulations related to the Airport Impacts, Floodplain, Hillside Development, Mobile Home Parks and PUD.

This proposed residential overlay zone district is intended to be limited to MU zoned area between NE Chestnut and NE West Avenues. The purpose and intent is to recognize long standing residential units; allow them to be rebuilt if destroyed, replaced if demolished, improved per the listed development standards and likely improve the ability to obtain financing. The overlay zone will not provide for new dwelling units in this MU zone and if an existing unit is eliminated, changed or replaced with a use allowed in the MU zone, the overlay provisions will no longer apply to that property.

Attachment 4 provides the recommended text language that would be added to Section 3.1.080 Overlay District and to Article 24 the Mix Used (MU) zone.

OPTIONS:

1. Continue consideration to obtain more information.
2. Adopt proposed or modified Findings of Fact recommending the City Council approve a Comprehensive Plan Map Amendment, Zone Change and Land Use and Development Ordinance text amendment.
3. Adopt modified Findings of Fact recommending the City Council deny the amendments.

CONCLUSION/SUGGESTED MOTION:

An assessment of the proposal has found that it complies with the applicable Comprehensive Plan policies and the Statewide Planning Goals. Based on the information provided, the following motion is recommended:

I MOVE TO ADOPT THE FINDINGS OF FACT AS PRESENTED IN ATTACHMENT 1 AND TO RECOMMEND THE CITY COUNCIL **APPROVE** FILE NO. CPA-09-3, ZC-09-2 AND LUDO-09-1 AS SET FORTH EXHIBITS 1, 2 AND 3 ATTACHED HERETO AND BY REFERENCE MADE A PART OF THIS ACTION.

ATTACHMENTS:

- 1- Draft Findings of Fact
- 2 - Exhibit 1, Comprehensive Plan Map changes
- 3- Exhibit 2, Zoning Map changes
- 4 - Exhibit 3, Proposed LUDO Text

Finding No. 6

The Planning Commission staff report prepared for evaluation of this application was reviewed and taken into consideration during the review process including all exhibits and materials referenced and hereby made a part of the Commission's findings.

CONCLUSION

The amendment detailed in the information provided will help to implement the strategies contained in the West Avenue Redevelopment Plan intended to encourage private re-investment and long-term maintained of existing uses. An assessment of the proposal has found that the amendments comply with the applicable Comprehensive Plan policies and the Statewide Planning Goals.

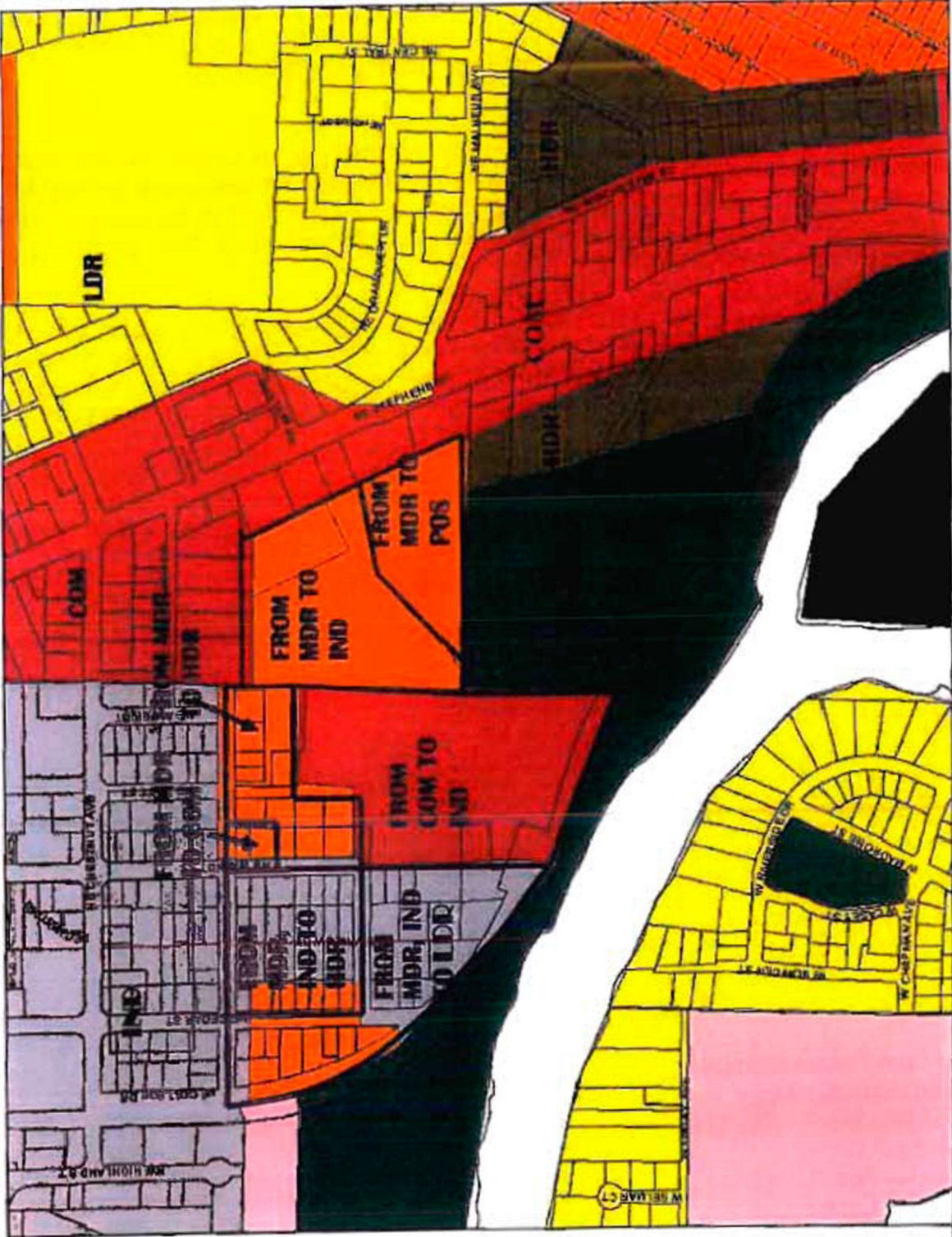
BASED ON THE INFORMATION PROVIDED IN THE STAFF REPORT, AS WELL AS ALL OTHER MATERIALS PRESENTED, INCLUDING RELEVANT PUBLIC INPUT, THE PLANNING COMMISSION RECOMMENDS THE CITY COUNCIL **APPROVE** FILE NOS. CPA-09-3, ZC-09-2 AND LUDO-09-1 APPROVIDING A COMPREHENSIVE PLAN AMENDMENT, ZONE CHANGE AND LAND USE AND DEVELOPMENT ORDINANCE TEXT AMENDMENT AS PROVIDED IN EXHIBITS 1, 2, AND 3 ATTACHED HERETO AND INCORPORATED HEREIN.

DATED THIS ____ DAY OF _____, 2009

Ron Hughes, Chair

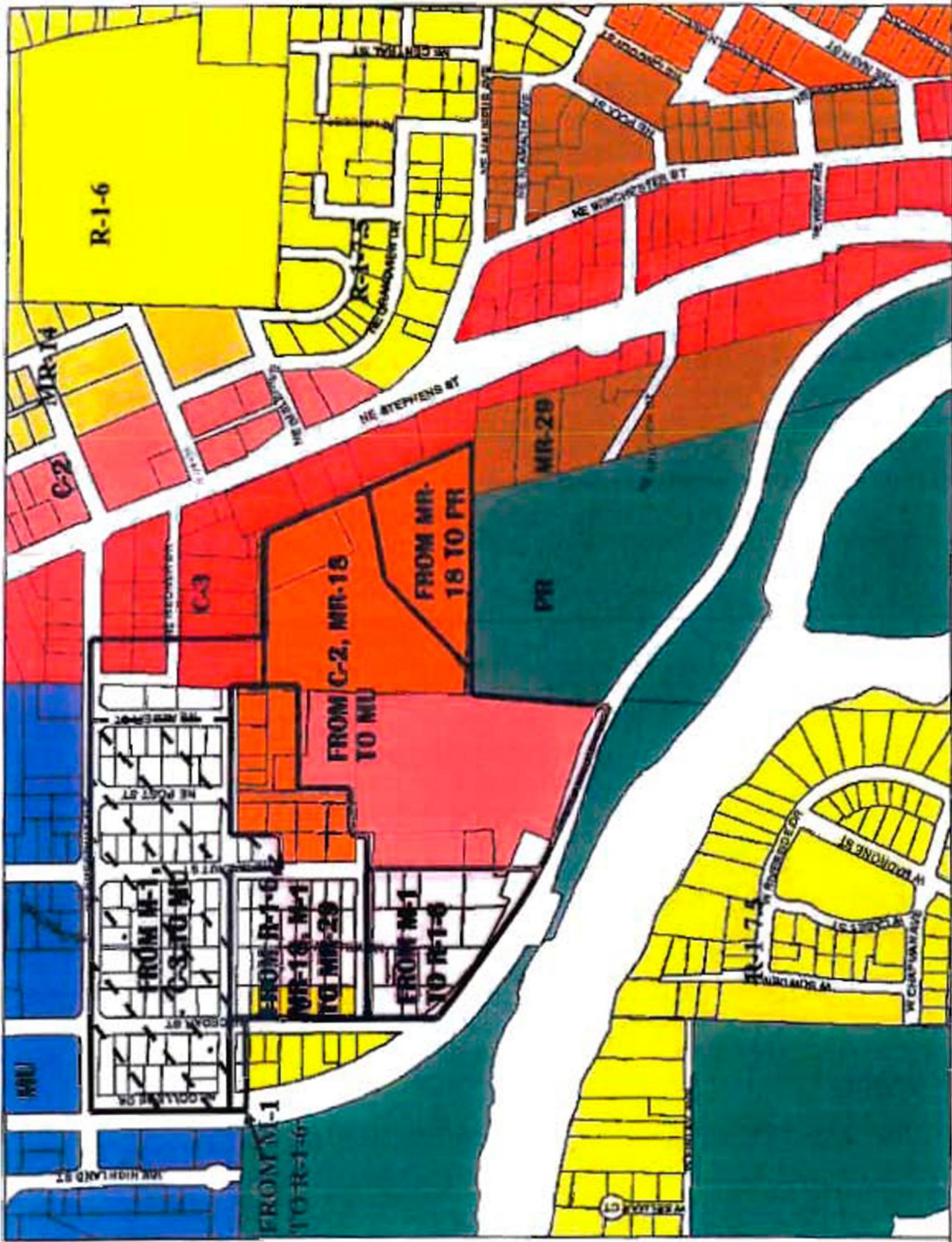
Brian Davis, Director
Community Development

Planning Commission Members:
Ron Hughes, Chair
Patrick Parson, Vice Chair
Meagan Conry
Mychal Fox
Harvey Lopez
John McDonald
Knut Trovik



**CITY OF ROSEBURG
COMPREHENSIVE PLAN - LAND USE MAP
EXHIBIT 1**

LOW DENSITY RESIDENTIAL (LDR)
MEDIUM DENSITY RESIDENTIAL (MDR)
HIGH DENSITY RESIDENTIAL (HDR)
INDUSTRIAL (IND)
COMMERCIAL (COM)
PUBLIC OPEN SPACE (POS)



**CITY OF ROSEBURG
ZONING MAP
EXHIBIT 2**

SINGLE FAMILY RESIDENTIAL (R-1-6)	LIGHT INDUSTRIAL (M-1)	COMMUNITY COMMERCIAL (C-2)	WEST AVENUE RESIDENTIAL OVERLAY
MULTI-FAMILY RESIDENTIAL (MR-18)	GENERAL COMMERCIAL (C-3)	PUBLIC RESERVE (PR)	
MULTI-FAMILY RESIDENTIAL (MR-29)			

--- --

EXHIBIT 3 – Proposed added Land Use and Development Ordinance text

SECTION 3.1.080 OVERLAY DISTRICTS

6. West Avenue Residential Overlay (WR). The West Avenue Residential Overlay District is intended to implement the strategies contained in the West Avenue Redevelopment Plan. This overlay district recognizes and provides for the continued use of long established dwellings of record. Residential uses shall be subject to Section 3.24.180 of this Ordinance.

SECTION 3.24.180 WEST AVENUE RESIDENTIAL OVERLAY

The purpose of the West Avenue Overlay District is to implement the strategies of the West Avenue Redevelopment Plan and recognize and provide for existing dwellings of record located in an area described as south of and adjacent to NE Chestnut Avenue, north of and adjacent to NE West Avenue, east of and adjacent to NE College Street and west of and adjacent to NE Alder Street, as well as the properties at the southeast corner of NE West Avenue and NE Walnut Street. The area is further defined and shown on Exhibit 5 of the West Avenue Redevelopment Plan adopted by the City Council per Ordinance No. XXXX on October 12, 2009.

1. Definitions. The Definition provided in Section 1.090 of the City of Roseburg Land Use and Development Ordinance shall apply except, for the purpose of this Section only, the following definitions are established:

Existing Dwelling of Record – Residential dwelling units that were in compliance with the requirements and development standards in place at the time of construction including any applicable zoning regulations and building codes.

Footprint – the area within the exterior walls and supporting columns including the dwelling units, garages, covered carports, and accessory structures, but not open or uncovered decks, patio or porches.

2. Permitted Use. Within the West Avenue Redevelopment Overlay District, Existing Dwellings of Record established as of the date this Ordinance was adopted shall be Permitted Uses, subject to the general provisions and exceptions set forth by this Ordinance.
3. Development Standards. Existing Dwelling of Records may be continued, replaced or repaired within the existing footprint. Any proposed alterations, expansion or additions shall be subject to the following:
- a. Coverage. Not over eighty percent (80%) of the lot shall be covered by buildings and/or other impervious surface.

- b. **Setbacks.**
 - i. **Front Yard.** No building addition or expansion shall be located closer than fifteen (15) feet from the front property line.
 - ii. **Side Yard.**
 - (1) No building addition or expansion shall be located closer than four (4) feet from side property lines for interior lots.
 - (2) For exterior side property lines for corner lots the side setback shall be no less than 10 feet for any building addition or expansion.
 - c. **Rear Yard.** No building addition or expansion shall be located closer than five (5) feet from rear property lines.
 - d. **Height.** Maximum height for any structure shall be thirty-five (35) feet.
 - e. **Off-Street Parking.** Paved parking to meet minimum off-street parking standards of Section 3.35.100 shall be provided.
4. When an Existing Dwelling of Record has been converted to a use permitted by the underlying Mixed Use (MU) Zone or the Existing Dwelling of Record has been demolished and replacement has not commenced and been diligently pursued to completion within twelve (12) consecutive months of the removal, the provisions of the West Avenue Overlay Zone shall no longer apply.

ORDINANCE NO. 3318

**AN ORDINANCE DECLARING A COMPREHENSIVE PLAN AMENDMENT
ADOPTING BY REFERENCE THE WEST AVENUE REDEVELOPMENT PLAN**

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

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

WHEREAS, the North Roseburg Urban Renewal Plan, Second Amendment was adopted in November 2005 adding a list of specific activities and actions; and

WHEREAS, the Planning Commission held a public hearing on File No. CPA-09-2 after duly and timely notice.

WHEREAS, the Planning Commission adopted Findings of Fact supporting a recommendation to approve the West Avenue Redevelopment Plan; and

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

SECTION 1: The City Council hereby takes official notice of the Planning Commission Findings of Fact and Decision dated August 17, 2009, recommending approval of the West Avenue Redevelopment Plan.

SECTION 2: The City Council hereby adopted the attached Findings of Fact and Decision (Exhibit A) regarding the proposed amendment to the Comprehensive Plan approving the West Avenue Redevelopment Plan.

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

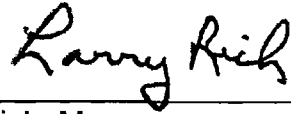
SECTION 4: The City Council hereby approves the West Avenue Redevelopment Plan and initiates a Comprehensive Plan Amendment and Zone Change to implement the land use strategies recommended in the Plan.

SECTION 5: The City Recorder, at the request of, or with the concurrence of the City Attorney, is authorized to administratively correct any reference errors contained herein or in other provisions of the Roseburg Municipal Code and/or the Roseburg

Urban Area Comprehensive Plan as amended by the provisions added, amended or repealed herein.

PASSED BY THE CITY COUNCIL THIS 12TH DAY OF OCTOBER, 2009.

APPROVED BY THE MAYOR THIS 12TH DAY OF OCTOBER, 2009.



Larry Rich, Mayor

ATTEST:



Sheila R. Cox, City Recorder

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

In the matter of a)
Legislative Comprehensive)
Plan Amendment for the)
adoption of a)
Redevelopment Plan for the)
West Avenue area identified)
in North Roseburg Urban
Renewal Plan

**FINDINGS OF FACTS
AND DECISION**

FILE NO. CPA-09-2

Finding No. 1

This matter came before the Planning Commission for public hearing on August 17, 2009, in the Council Chambers of Roseburg City Hall, 900 SE Douglas Avenue, Roseburg, Oregon.

Finding No. 2

The application was duly executed as provided in the Land Use and Development Ordinance.

Finding No. 3

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

Finding No. 4

The Planning Commission takes official notice of the Roseburg Urban Area Comprehensive Plan adopted by City Council Ordinance No. 2980 on December 9, 1996 and of the Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 2981 on December 9, 1996, as both may have been amended from time-to-time. The Planning Commission takes official notice of the records of the Community Development Department.

Finding No. 5

The subject area is generally defined as being south of SE Chestnut Avenue, east of SE Stephens Street and west and south of the railroad and is further shown on the Exhibits contained in the Redevelopment Plan which by reference is made of part of and incorporated herein.

Finding No. 6

The Planning Commission staff report prepared for evaluation of this application was reviewed and taken into consideration during the review process including all exhibits and materials referenced and attached thereto and by reference are hereby made a part

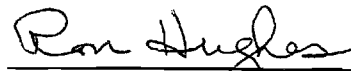
of the Commission's findings.

Finding No. 7
CONCLUSION

The draft Plan provides the data necessary to reflect the goals of the Urban Renewal Plan. Implementation of the strategies will encourage private re-investment in the area, thereby reducing blighted conditions and increasing the potential property values. An assessment of the proposal has found that the Plan complies with the applicable Comprehensive Plan policies and the Statewide Planning Goals.

BASED ON THE INFORMATION PROVIDED IN THE STAFF REPORT, AS WELL AS ALL OTHER MATERIALS PRESENTED, INCLUDING RELEVANT PUBLIC INPUT, THE PLANNING COMMISSION RECOMMENDS THE CITY COUNCIL **APPROVE** FILE NO. CPA-09-2 ADOPTING THE WEST AVENUE REDEVLEOPMENT PLAN AND FURTHER RECOMMENDS INITIATION OF THE COMPREHESNIVE PLAN AMENDMENT AND ZONE CHANGE NEEDED TO IMPLEMENT THE LAND USE STRATEGIES IDENTIFIED IN THE PLAN.

DATED THIS 17 DAY OF AUGUST., 2009



Ron Hughes, Chair



Brian Davis, Acting
Community Development Director

Planning Commission Members:
Ron Hughes, Chair
Patrick Parson, Vice Chair
Meagan Conry
Mychal Fox - Absent
Harvey Lopez
John McDonald
Knut Torvik

ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



Legislative Public Hearing – West Avenue Redevelopment Plan (CPA-09-2)

Meeting Date: September 28, 2009

Agenda Section: Public Hearing
(Legislative)

Department: Community Development
www.cityofroseburg.org

Staff Contact: Brian Davis, Director
Contact Telephone Number: 440-1177, Ext. 228

ISSUE STATEMENT AND SUMMARY

The City Council is scheduled to consider adoption of the West Avenue Redevelopment Plan and to initiate a legislative Comprehensive Plan Amendment and Zone Change. The West Avenue Redevelopment Plan covers an area located in the Urban Renewal District and the purpose of the Plan is to encourage and help enhance the potential for private redevelopment and new development.

BACKGROUND

A. Council Action History.
None

B. Analysis.

The West Avenue area is defined as being bordered by Chestnut Avenue on the north, Stephens Street on the east and the railroad on the west and south. Based on the 2005 Urban Renewal Plan Amendment, a contract was executed with Johnson Reid in October 2008 to prepare the West Avenue Redevelopment Plan, hereafter, the "Plan." According to the Urban Renewal Plan, a study was to be conducted to evaluate potential assembling of properties for redevelopment by the private sector; identify where infrastructure improvements should occur; and identify potential financial incentive for redevelopment efforts.

To assist the consultant with Plan preparation an advisory committee was formed consisting of interested stakeholders. In addition to holding committee meetings there was also a public forum to allow the community to provide input and comments. The result of the process is the draft West Avenue Redevelopment Plan. This draft Plan has been reviewed and recommended by the Public Works and Economic Development Commissions, reviewed and adopted at a Planning Commission public hearing.

Section V lists recommendations and strategies that should be implemented to encourage redevelopment of the area. The recommendations are based on the Market Analysis, input from the community, and the existing character of the area

including the street patterns, proximity to Gaddis Park, and access to Stephens. With implementation of the strategies, land uses would be rearranged so that much of the existing residential development would remain and new commercial/industrial uses would be provided on lands abutting or having direct access to Chestnut and Stephens.

An analysis and breakdown of the proposal is contained in the attached Planning Commission Staff Report. The Findings of Fact adopted by the Planning Commission are also attached (pages 3 and 4). It is recommended that the City Council also adopt these Findings. A copy of the Plan is attached (beginning on page 16).

C. Financial and/or Resource Considerations.

There are no direct financial resources needed at this time; however, the Plan does recommend full street improvements on Cedar and Walnut Streets. These are projects to be included on the list of Urban Renewal Projects and could be funded in the future through the Urban Renewal Budget, as a part of a Local Improvement District (LID), in conjunction with private development, or a combination thereof.

D. Timing Issues.

None

COUNCIL OPTIONS

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

STAFF RECOMMENDATION AND SUGGESTED MOTIONS

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

SUGGESTED MOTION: I MOVE TO ADOPT THE FINDINGS OF FACT APPROVED BY THE PLANNING COMMISSION FOR FILE NO. CPA-09-2.

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

Attachments

- 1 – Exhibit A - Planning Commission approved Findings of Fact – pages 3, 4
- 2 – Planning Commission Staff Report – pages 5-13
- 3 – Draft City Council Ordinance pages 14, 15
- 4 – Draft West Avenue Redevelopment Plan – pages 16 - 60

CITY OF ROSEBURG PLANNING COMMISSION STAFF REPORT



File No. CPA-09-2 – August 17, 2009

Prepared for: Brian Davis, Acting Director
Community Development

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

Staff Contact: Marion J. Thompson, AICP – Senior Planner

Applicant: City of Roseburg, Community Development Department

Applicant: City of Roseburg, Community Development Department

Request: Review of draft West Avenue Redevelopment Plan

ISSUE STATEMENT AND SUMMARY:

Avenue Redevelopment Plan to forward a recommendation to the City Council. This draft Plan includes land use and infrastructure strategies to help encourage redevelopment and private investment in this area located within the Urban Renewal District and further described later in this report. Upon final action by the City Council, the next step in the process would be to initiate a Comprehensive Plan Amendment/Zone Change process to implement the land use strategy contained in the plan.

BACKGROUND:

The West Avenue area was included in the August 1989 North Roseburg Urban Renewal Plan and again included as a part of the November 2005 Second Amendment. The area was included in the 1989 Urban Renewal Plan because it was developed under Douglas County rules then annexed to the City. The Urban Renewal Plan noted the area contained a high proportion of deteriorated residential structures and was in need of road and storm sewer improvements. Since the area was zoned for industrial uses the intent was to encourage consolidation of smaller lots to transition to industrial uses.

The 2005 Plan Amendment contained a specific list of activities that included:

- Conduct a planning study for the redevelopment/development of the area;
- Where necessary and appropriate, assemble properties for redevelopment by the private sector;
- Identify where construction of street, sidewalk, street light, storm drainage and other infrastructure improvements may be appropriate;
- Provide financial incentives, including low cost loans or grants to assist with public improvements and provide for rehabilitation and redevelopment efforts

Based on the list of activities, a contract was executed in October 2008 with the consulting firm Johnson Reid to conduct the above noted study. The study inventoried existing land uses as well as applicable City Plans and Programs and existing site conditions. To assist the consultants, the City Manager appointed a Citizens' Advisory Committee. The Committee consisted of ten individuals that included property owners, residents, business operators, developers, and City officials. A list of the participants is on the cover sheet of the Plan. This group met on five separate occasions. In addition a public forum was held in April that was attended by up to 60 community members.

A. Location

The West Avenue Area is defined in the City of Roseburg Urban Renewal Plan as generally being bordered on the north by SE Chestnut Avenue, on the east by SE Stephens Street and on the west and south by the railroad. Exhibit 3 on page 57 of this report outlines the area, which is shown on the map below.



B. Description/Project Proposal

With the Direction received from the citizen committee and during the public forum, the consultants prepared a draft West Avenue Redevelopment Plan which is attached to this report (pages 17-62). This draft has been reviewed by the Public Works and Economic Development Commissions receiving their support.

The recommendations contained in the draft Plan include changes to the Comprehensive Plan land use map designations and subsequent Zone Changes. These are shown on Exhibits 1 and 2 (pages 55 and 54). Also included area suggested roadway improvements (Exhibit C, page 58) and concepts for potential redevelopment (Exhibits A and B, pages 60 and 62).

Generally, the land use strategies recommend that a portion of the area currently designated for industrial be changed to residential and areas currently designated for commercial/residential be changed to industrial.

The frontage on SE Stephens and at the corner of SE Chestnut is to remain commercial. Redevelopment concepts for this corner show the potential to vacate Neuner and combine the area into a single parcel to accommodate private development. Access would be via commercial driveways on Stephens and Chestnut with potential access from West Avenue. A second concept for this corner would retain Neuner but still include lot mergers in order to provide for lots of a size and shape for viable commercial development (Exhibit B).

The area between Chestnut Avenue and West Avenue extending from College to Neuner is recommended to retain the Industrial Comprehensive Plan designation with the zoning to be changed from Light Industrial (M-1) to Mixed Use (MU). The intent is to encourage redevelopment of this area for service industrial and commercial activities. In addition recognizing that there are some long standing dwellings within this area an overlay is recommended to allow those units to remain and to be classified as conforming opposed to their current status as non-conforming. This designation would not provide for new or increased residential units but to better accommodate units now existing.

Based on the Market Analysis the area south of West Avenue, encompassing College, Cedar and Walnut is proposed to be changed from the current Industrial designation to Low Density and High Density Residential. This change would provide for a zone change to R-1-6, allowing existing dwellings to remain and encouraging their upkeep and maintenance. The block of West, Walnut, College and Cedar would be rezoned to MR-29 to allow for new rental or ownership units, which includes the second redevelopment concept. This concept shows a higher density rental or ownership project with driveway access using the current Willow Street easement. Based on this concept 34 or 68 units could be provided (Exhibit A).

Finally, a Comprehensive Plan designation amendment is proposed for the area commonly referred to as "reservoir hill." The change from residential/commercial to Industrial would allow for a zone change to Mixed Use.

An Overall circulation concept was developed identifying improvements on Cedar and Walnut Streets. Both these street have right-of-way that would allow full width improvements. By fully improving these streets it would enhance access to the

area to help encourage implementation of the redevelopment strategies. By including specific projects in the Plan they would become eligible as Urban Renewal projects.

C. Zone Designation/Comprehensive Plan Designations

There are a variety of zones and Comprehensive Plan designations throughout the project area. These current designations are shown on the table below:

Comprehensive Plan	Zoning
Medium Density Residential (MDR)	Single Family Residential (R-1-6) Multi-family Residential (MR-18 & MR-29)
Commercial (COM)	Community Commercial (C-2) General Commercial (C-3)
Industrial (IND)	Light Industrial (M-1)
Public Open Space (POS)	Public Reserve (PR)

Once the strategies recommended in the Plan are implemented the designations will change as follows:

Comprehensive Plan	Zoning
Low Density Residential (LDR)	Single Family Residential (R-1-6)
High Density Residential (HDR)	Multi-family Residential (MR-29)
Commercial (COM)	General Commercial (C-3)
Industrial (IND)	Mixed Use (MU) a portion with a dwelling of record overlay
Public Open Space (POS)	Public Reserve (PR)

Exhibits 1, 2 and 5 of the Plan detail where and what changes are proposed. To further describe the changes the following data has been developed (all areas in these charts are rough calculations):

Comprehensive Plan Land Use	Now/Acres	Proposed/Acres	Difference
Industrial (IND)	24	35	+11
Commercial (COM)	30	18	-12
Low Density Residential (LDR)	-	8	+ 8
Medium Density Residential (MDR)	20	-	-20
High Density Residential (HDR)	6	15	+ 9
Public Open Space	15	19	+ 4
Totals	95	95	

Zone Designation	Now/Acres	Proposed/Acres	Difference
Light Industrial (M-1)	25	-	-26
Mixed Use (MU)	-	17(OL)+19 = 36	+36
Community Commercial (C-2)	12	-	-12
General Commercial (C-3)	19	16	- 3
Single Family (R-1-6)	3	7	+4

Multi-Family (MR-18)	15	-	-18
Multi-Family (MR-29)	7	17	+10
Public Reserve (PR)	14	19	+ 5
Total	95	95	

D. History/Previous Action:

- 1989-2005 - As noted this area was included in the Urban Renewal Plan and again in the second amendment.
- August 2008 - After completing the Request for Proposal (RFP) process, four consultants were interviewed for Plan preparation.
- October 2008 - A contract was executed with Johnson-Reid for preparation of the West Avenue Redevelopment Plan.
- November 2008 - A Citizen's Advisory Committee was appointed from a list of applicants and their first meeting took place.
- January & March 2009 - Additional Committee meetings where held to continue the development and refinement the Plan.
- April 2009 – A well-advertised public forum was held to present the work of the Committee and obtain feedback from the community.
- June 2009 – A draft Plan was reviewed and endorsed by the Committee.
- July 2009 – The Public Works and Economic Development Commissions reviewed and adopted motions endorsing approval of the draft West Avenue Redevelopment Plan.
- August 2009 – The Planning Commission recommended that City Council approve a Comprehensive Plan Amendment adopting the West Avenue Redevelopment Plan.
-

STAFF ANALYSIS:

The focus of the North Roseburg Urban Renewal Plan is to promote economic growth and create jobs by simulating development of commercial and industrial lands. The Plan was amended in 2005 to provide incentives for re-investments in downtown Roseburg by changing the urban renewal boundary to include the Downtown area, as well as the waterfront. The second amendment added a list of specific activities, including those noted herein for the West Avenue area. The activities are to address the original goal to eliminate blight and improve the economic viability of the Urban Renewal District. The goal is to create needed infrastructure, ensure the highest and best use of land by consolidating uneconomic-sized parcels, enhance tax revenues by eliminating conditions which result in depreciated land values, and stimulate investment of private capital. These goals are consistent with the goals, objectives and policies of the Roseburg Urban Area Comprehensive Plan for economic growth, transportation, energy conservation and public facilities and services. Following is an assessment of applicable Comprehensive Plan policies.

Economic Growth

Plan policies require areas identified for future industrial development to be preserved and protected from potentially conflicting activities. The City is to encourage economic activities

that strengthen our position in the region, continue to monitor the supply of developable commercial and industrial sites, retain large sites, and develop programs to upgrade downtown.

Based on the market analysis completed for this Plan, as well as the existing condition inventory conducted, the strategies recommended by the Plan are to facilitate the combining of smaller lots to provide for more viable commercial uses, while also encouraging private re-investment in existing development. While there will be a shift in the current Comprehensive Plan land use map designations the overall land use patterns have small overall differences. (54 acres currently designated Commercial (COM) and Industrial (IND) change to 53 acres; 26 acres currently designated Medium and High Density Residential (MDR/HDR) change to 23 acres of Low and High Density Residential (LDR/MDR); 14 acres of POS changes to 19 acres).

The City has developed a number of programs related to revitalizing the Downtown which will not be affected by implementing the strategies provided in this draft Plan. Additionally, due to the proximity to Downtown, residents in the area are likely to use the Downtown for shopping and community activities.

Transportation

Plan policies encourage use of existing roadway systems and that adequate provisions are made for needed parking and circulation. This area will continue to use the existing roadway system. Rights-of-way exist to meet the transportation needs within the area. The Urban Renewal Plan has listed the future installation of a traffic signal at Chestnut and Stephens and the draft Plan identifies recommended improvements to the local street system to occur in conjunction with development. Standards for evaluating traffic that may be generated by new development are contained in the Land Use and Development Ordinance, as well as provisions for roadway improvements and on-site parking use.

Energy Conservation

Plan policies indicate that ordinance provisions are to be adopted to encourage new development to utilize density and location to reduce travel and increase access to transit. Infill development on vacant land is to be encouraged and to support development of industries that have high potential of utilizing renewable energy sources. The location of this area in proximity to the travel system (Garden Valley Boulevard, Diamond Lake Boulevard, Stephens Street, and I-5) will reduce travel time to uses and activities within the City. The strategies contained in the draft Plan are to encourage re-investment in existing development as well as in-fill of vacant lots to standards consistent with current building codes.

Public Facilities and Services

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

There are adequate sanitary sewer and water facilities available to serve the level and type of development contemplated by the Plan. During review of any development proposals facility needs will be identified for that development and conditions will be imposed to assure utilities are adequate to serve said proposal. Any required improvements would be made by the developer at their cost.

In addition to Comprehensive Plan Policies, following is an evaluation of the applicable Statewide Planning Goals.

Goal No. 1 – Citizen Involvement - To develop citizen involvement programs that ensure the opportunity for citizens to be involved in all phases of the planning process.

The City of Roseburg and Douglas County have an adopted and acknowledged Comprehensive Plan for the Roseburg Urban Area. The Comprehensive Plan is implemented via the adopted Roseburg Land Use and Development Ordinance (LUDO). Within LUDO the City identifies procedural requirements for processing land use actions, including notification and hearing procedures. The notice procedures guide the general public through the land use process within the City as well as through provisions that meet ORS.

Roseburg also has an established Planning Commission that has the responsibility to act as the conduit to the City Council on land use matters. The Planning Commission is selected through an open, well-publicized public process and the Commission may include one member who resides outside the city limits. In addition, as a part of the project a Citizen Advisory Committee was formed and a community forum was held allowing for citizen input and participation.

The City of Roseburg provided notice of this application as mandated through ORS and LUDO requirements, as well as publishing the notice in the News-Review, a newspaper of general circulation. A public hearing(s) is held in order to provide an opportunity for interested citizens to be involved, provide comments and present issues, influence the Commission and eventually the Council, provide technical information, and/or provide information regarding conditional approval.

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 use of land and to assure an adequate factual base for such actions.

As noted above the City of Roseburg has adopted a Comprehensive Plan, which is "acknowledged" by the State of Oregon. This Plan was again acknowledged through Periodic Review in 1992 and is coordinated and adopted by Douglas County for the unincorporated area located within the City UGB. (Roseburg Urban Area Comprehensive Plan adopted by the City Council in Ordinance No. 2345, effective on July 1, 1982, and re-adopted in Ordinance No. 2980 on December 9, 1996.)

Implementation of the Comprehensive Plan is accomplished through the adopted LUDO. LUDO has been acknowledged by the State of Oregon and has been amended from time-to-time in order to comply with ORS. (Roseburg Land Use and Development Ordinance

No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 2981 on December 9, 1996.) Both the Comprehensive Plan and LUDO have been amended from time-to-time.

Goal No. 7 - Areas Subject to Natural Disasters and Hazards – To apply appropriate safeguards for places subject to natural disasters such as floods and landslides.

A portion of the area is within an identified geologic review area. Regulations are included in the Land Use and Development Ordinance to require preparation of a geo-technical report in conjunction with any development proposal on properties having a grade greater than 12%. Any recommendations contained in such a report to help provide lot stability shall be complied with.

Goal No. 9 – Economy of the State – To plan for commercial and industrial land to meet the needs for diversifications and improved economy.

With implementation of the land use strategies contained in the Plan there will be a minor shift in the amount of area designated for industrial purposes. Currently 54 acres have a Comprehensive Plan land use designation of Commercial (COM) or Industrial (IND). Based on the recommended strategies 53 acres will be designated COM or IND. This shift reflects area added to the Public Open Space (POS) designated area which houses the City water reservoir. The loss of one acre of employment land will not have a significant effect on the economy. Additionally, the intent and purpose of the draft Plan is to provide assurances that would promote private investment in the area.

Goal No. 10 – Housing – To plan for and accommodate needed housing.

An inventory of existing uses within the project area, along with the Market Analysis contained in the Plan indicates the highest and best use would be preservation of existing affordable dwellings and encouragement to investment in the upkeep and maintenance of the units to assure their continued availability. While the overall strategy will result in three additional acres of residentially designated lands this amount does not significantly affect the buildable lands inventory. The existing lot size and pattern is better suited to continue residential activity opposed to industrial development.

Goal No. 11 – Public Facilities and Services – To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

There are adequate sanitary sewer and water facilities available to serve the level and type of development recommended by the draft Plan. During review of any future development plans needed conditions will be imposed to assure utilities are adequate to serve the proposal, including any identified drainage improvements. Any required improvements shall be made by the developer at their cost for appropriate service facilities to accommodate said development.

Goal No. 12 – Transportation – To provide and encourage a safe, convenient and economic transportation system.

There is an existing roadway system and right-of-way to serve this area. This proposed draft Plan does not focus on or consider any particular development proposal. The

strategies provided in the draft Plan will not affect the function, capacity or performance of the existing roadways. Any future development would be evaluated based on existing development standards including access and spacing standards for roadways, as well as traffic generation. If any impacts were identified it would be necessary to provide appropriate mitigation at that time. Since there is minimal shift in the overall intended land use patterns and there is an existing roadway system serving the area any needed measures that could result from a specific development proposal would likely be minor transportation improvements. There will be no significant impact to the existing transportation system as a result of this Plan.

Goal No. 13 – Energy – To conserve energy.

The subject property is situated within an established urban area where subsequent development will promote efficient energy-related use of existing and planned energy facilities by allowing urban property to develop thereby potentially delaying the need to develop more remote rural areas and extend facilities beyond current urban boundaries. Additional construction will be subject to adopted building code standards which include implementation of energy efficient measures.

Statewide Planning Goals not directly applicable include Agricultural Lands (No. 3); Forest lands (No 4); Open spaces, Scenic and Historic Areas and Natural Resources (No. 5); Air, Water and Land Resource Quality (No, 6); Recreation Needs (No. 8) and Urbanization (No. 14).

CONCLUSION

The draft Plan provides the data necessary to reflect the goals of the Urban Renewal Plan. Implementation of the strategies contained in the Plan is consistent with the goal to encourage private re-investment in the area, thereby reducing blighted conditions and potentially increasing property values. An assessment of the proposal has found that it complies with the applicable Comprehensive Plan policies and the Statewide Planning Goals.

OPTIONS:

1. Continue consideration to obtain more information.
2. Adopt proposed or modified Findings of Fact recommending the City Council approve the draft Plan.
3. Adopt modified Findings of Fact recommending the City Council deny the draft Plan.

RECOMMENDED/SUGGESTED MOTION:

Based on the information provided, the following motion is recommended:

I MOVE TO RECOMMEND THE CITY COUNCIL **APPROVE** FILE NO. CPA-09-3, ZC-09-2 AND LUDO-09-1 AS SET FORTH IN THE FINDINGS OF FACT ADOPTING THE WEST AVENUE REDEVELOPMENT PLAN AND FURTHER RECOMMEND INITIATION OF THE COMPREHENSIVE PLAN AMENDMENT AND ZONE CHANGE NEEDED TO IMPLEMENT THE LAND USE STRATEGIES IDENTIFIED IN THE PLAN.

ATTACHMENTS:

Draft Findings of Fact – Pages 11 &12

DLCD Letter dated July 27, 2009 – Pages 13 & 14

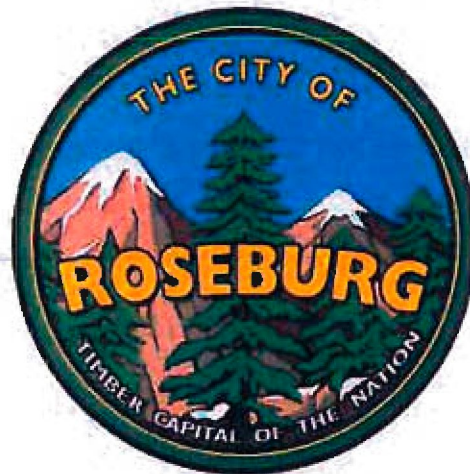
Response to DLCD – Page 15 & 16

Draft West Avenue Redevelopment Plan – Pages 17-62



JOHNSON REID
LAND USE ECONOMICS

WEST AVENUE REDEVELOPMENT PLAN



ADOPTED OCTOBER 12, 2009

ORDINANCE NO. 3318

JOHNSON REID LLC
THE BENKENDORF ASSOCIATES CORP.
CMGS LANDSCAPE ARCHITECTS



WEST AVENUE REDEVELOPMENT PLAN

JUNE 2009

CITY OF ROSEBURG

BRIAN DAVIS, ACTING COMMUNITY DEVELOPMENT DIRECTOR
MARION THOMPSON, AICP, SENIOR PLANNER

JOHNSON REID, LLC

ANNE FIFIELD
JERRY JOHNSON, AICP

THE BENKENDORF ASSOCIATES CORP

AL BENKENDORF

CAMERON MCCARTHY GILBERT SCHEIBE LANDSCAPE ARCHITECTS LLP

MATT SCHEIBE

PROJECT MANAGEMENT TEAM

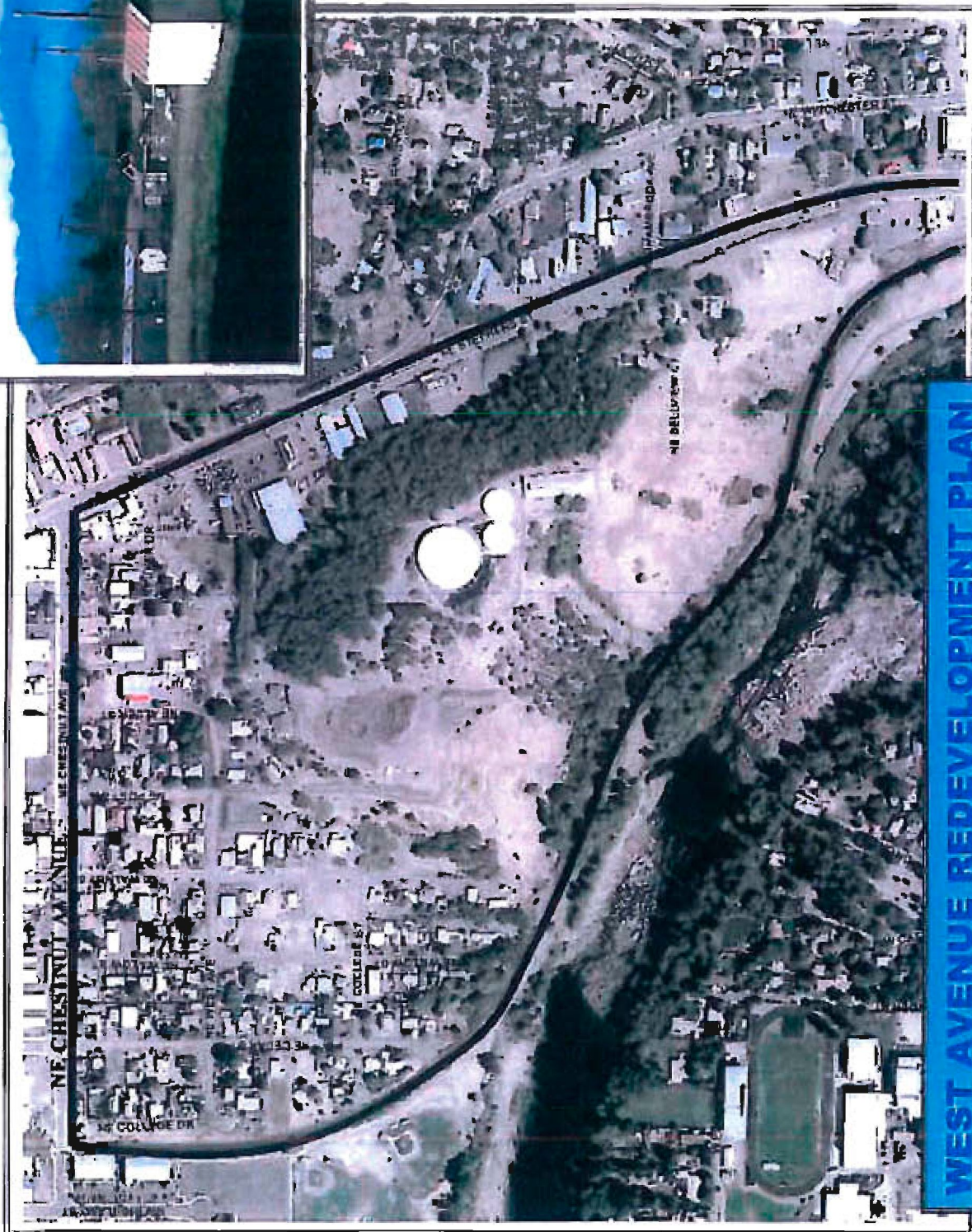
MARION THOMPSON, AICP, SENIOR PLANNER
RICHARD HUTTON, PUBLIC WORKS DEPARTMENT
STEVE KASER, CITY COUNCILOR
MIKE BAKER, CITY COUNCILOR

CITY COUNCIL

LARRY RICH, MAYOR
RICK COEN, COUNCIL PRESIDENT
TOM RYAN
KEN AVERETT
MIKE BAKER
STEVE KASER
CHRIS SPENS
VERNA WARD
STEVE TUCHSCHERER

WEST AVENUE AD-HOC COMMITTEE

JOYCE BARTKUS, RESIDENT AND HOMEOWNER
RYAN BECKLEY, BECKLEY EXCAVATION
IRIS BUTLER, PREMIER MORTGAGE
CHARLOTTE HARDIN, RESIDENT AND PROPERTY OWNER
RON HUGHES, PLANNING COMMISSION REPRESENTATIVE
GREGORY JOHNSON, G. STILES REALTY
ALEX PALM, I.E. ENGINEERING
FRED SABINS, CENTER POINTE PROPERTY
JEFF WIKSTROM, OVERHEAD DOOR COMPANY OF ROSEBURG
FRED DAYTON, JR., PUBLIC WORKS COMMISSION REPRESENTATIVE



WEST AVENUE REDEVELOPMENT PLAN



TABLE OF CONTENTS

I. Introduction	1
II. Existing Conditions	3
A. Plans and Programs	3
Comprehensive Plan	3
Land Use and Development Ordinance (Zoning Code)	5
Transportation System Plan	6
Bicycle and Pedestrian Plan	6
Urban Renewal Plan and Amendment.....	6
Roseburg Outreach Project – A Land Use and Transportation Strategy for Revitalizing Downtown	7
B. Existing Project Area Conditions.....	7
Land Use.....	7
Access and Circulation and Rail.....	8
Infrastructure	9
C. Site Features.....	9
Topography	9
South Umpqua River	9
Streetscape Conditions	10
District Edges and Landmarks.....	10
Gateways and Nodes	11
III. Market Analysis	12
A. Summary of Key Issues.....	12
B. Roseburg Demographics and Economic Conditions	13
C. Industrial Uses	16
Competing Supply	17
Rents and Land Values	17
Industrial Uses in the West Avenue Area	17
D. Commercial Uses	17
Competing Supply	18
Rents and Land Values	18
Commercial Uses in the West Avenue Area	19
E. Residential Uses.....	19
Demographics in Market Area	19
Rents and Land Values	22
IV. Recommended West Avenue Redevelopment Plan	23
A. Goals and Objectives	23
B. Zoning Recommendations.....	24
C. Streets and Right-of-Way Recommendations	25
Willow Street	25
Neuner Drive	25



VI. Strategies to Facilitate Redevelopment	26
A. Update Comprehensive Plan	26
B. Rezone the West Avenue Neighborhood	26
C. Upgrade Streetscapes	26
D. Upgrade Stormwater Infrastructure	26
E. Water and Sewer Infrastructure	27
F. Include Infrastructure Improvement Projects in Urban Renewal Plan	27
G. Encourage Consolidation of Ownership	28
Appendix. Redevelopment Site Plans	29
Site A: Multi-Family	29
Site B: Retail Commercial	29

LIST OF EXHIBITS

1. Comprehensive Plan Land Use Designations
 2. Existing Zoning
 3. Existing Land Use
 4. Existing Conditions
 5. Proposed Zones
-
- A. Residential Redevelopment Plan
 - B. Commercial Redevelopment Plan
 - C. Street Improvements



I. INTRODUCTION

The West Avenue neighborhood area is bound on the east by Stephens Street, the south and west by the railroad tracks, and on the north by Chestnut Avenue. The neighborhood was under the County's jurisdiction when it initially developed, and was subsequently annexed to the City of Roseburg. At this time, the area has a mix of land uses from single-family houses to industrial uses, creating land use conflicts. The area includes seven different zones and a significant number of properties are non-conforming to their zone. The area also lacks adequate urban infrastructure—some roads are not built to the City's standards and the stormwater system does not fully drain the area. The infrastructure issues and mix of uses and zones in the neighborhood has made redevelopment difficult.

In the fall of 2008, the City of Roseburg hired the Johnson Reid team to create a Redevelopment Plan for the West Avenue neighborhood. The ultimate goal of the Redevelopment Plan is reduce, eliminate, and prevent the spread of deteriorating conditions within the neighborhood and to stimulate growth and investment. This report is that plan.

The consultant team consisted of three firms: Johnson Reid conducted market research for uses in the area and coordinated the project; The Benkendorf Associates Corporation provided planning and Urban Renewal expertise; and Cameron McCarthy Gilbert & Scheibe (CMGS) conducted design work. The consultant team worked with City staff in the Community Development Department and an Ad-Hoc Committee comprising property owners and other stakeholders in the neighborhood, and a Project Management Team at the City, to identify appropriate zones for the area and to create a plan that would direct redevelopment in the West Avenue neighborhood.

To create this Redevelopment Plan, the consultant team conducted research and met with stakeholders to determine the most appropriate mix of uses in the neighborhood. The key steps to developing the plan were:

- **Understand the physical layout of the neighborhood.** The consultant team visited the neighborhood throughout the course of the project. We assessed the mix of existing uses, topography, connectivity of streets and traffic flow, how the neighborhood connects to the rest of Roseburg, and the general condition of the area. We created maps of topography and existing land uses.
- **Review existing policies that affect the neighborhood.** We reviewed the City's planning documents, such as the Transportation System Plan, the Urban Renewal Plan, Bicycle and Pedestrian Plan, and Downtown Plan. We also reviewed the City's zoning code and created a map of the zones in the neighborhood.
- **Assess market conditions for uses in the neighborhood.** We conducted an assessment of competitive supply and demand for industrial, retail, office, and residential uses.
- **Meet with the Ad-Hoc Committee.** A committee of ten Roseburg residents met five times during the course of the project. The Committee included commercial and residential property owners and business owners. The Committee provided extensive input regarding appropriate land uses in the area.



- **Meet with Project Management Team.** This team was made up of staff and elected officials. We met with the Team to make sure we were on track and were complying with the terms of the contract.
- **Create redevelopment concepts.** We developed preliminary redevelopment concept drawing for two areas within the neighborhood that illustrate potential redevelopment options.
- **Conduct public outreach.** City staff sent notices to all addresses in the West Avenue area that this planning process would be underway. The City also sent notices to all addresses and property owners in the neighborhood for a meeting in April 2009 to explain how the consultant team and the Ad-Hoc Committee came to its recommendations regarding an appropriate mix of uses. *Over 60 residents and business owners in the neighborhood attended the meeting.* The team and staff altered the recommended uses based on the input received at that meeting. These revisions were presented to the Ad-Hoc Committee at the final meeting for the review and comment.
- **Review and adoption process.** Upon completing the preliminary steps a final draft Plan was prepared for review by the Public Works and Economic Development Commissions. The Planning Commission then held a public hearing to review and forward a recommendation to the City Council for final consideration and adoption.

This report summarizes the research conducted and the recommendations for a Redevelopment Plan. The remainder of this report is organized into five chapters:

- **II. Existing Conditions** provides a summary of the City's plans and policies that affect the neighborhood and a summary of existing conditions and site features.
- **III. Market Analysis** summarizes the supply and demand of industrial, commercial and residential uses.
- **IV. Recommended West Avenue Redevelopment Plan** describes the goals and objectives of the Plan and the recommended zoning and street connectivity changes.
- **V. Strategies to Facilitate Redevelopment** provides a list of actions the City could take to achieve the goals and objectives of the Redevelopment Plan.
- **Appendix. Redevelopment Site Plans** provides potential redevelopment concepts for two areas in the neighborhood—one multi-family redevelopment concept and one commercial retail redevelopment concept.



II. EXISTING CONDITIONS

This chapter provides a complete overview of the West Avenue area. The first section describes the City's policies and planning documents that affect redevelopment in the area. The second section describes the neighborhood's current land use, access, and urban infrastructure. The third section describes the physical features, such as topography, of the neighborhood.

A. PLANS AND PROGRAMS

This section describes the City's policies and plans that affect a planning effort in the West Avenue neighborhood. For each relevant document, we have identified the key elements that guide this effort. The documents discussed in this section include:

- Comprehensive Plan
- Land Use and Development Ordinance (Zoning Code)
- Transportation System Plan
- Bicycle and Pedestrian Plan
- Urban Renewal Plan
- Roseburg Outreach Project – A Land Use and Transportation Strategy for Revitalizing Downtown

Comprehensive Plan

The City of Roseburg's Comprehensive Plan contains land use and transportation plans and policies that have been designed to guide the future growth and development of the community. The Land Use Plan Map for the West Avenue area has assigned five planned land uses for the neighborhood. **Exhibit 1** shows the Comprehensive Plan's Land Use designations for the West Avenue area. The planning designations include:

- Medium-Density Residential
- High-Density Residential
- Commercial
- Industrial and
- Parks and Open Space.

There are several policies that can provide the framework for the redevelopment of the West Avenue neighborhood. The following policies have been identified as relevant to the preparation of the plan for the neighborhood. There are other policies that may apply to the neighborhood; however, the following were considered to be the most specific to redevelopment.

Growth Policies

Number 4: Resources necessary to provide adequate public services, utilities and facilities should be budgeted to meet the projected population.

Natural Resources Policies

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



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

- Slopes exceeding 13 percent.

Number 18: Public access to the North and South Umpqua Rivers for recreational purposes is desirable, and shall be considered in all planning decisions.

Economic Growth Policies

Number 1: Through the planning process, the City and County shall continue to monitor the supply of developable commercial and industrial sites to ensure opportunity for the expansion of existing and the establishment of new economic enterprises throughout the urban area.

Transportation Policies

Number 7: The City will continue to develop and refine street standards as necessary, particularly for local streets where site-specific characteristics are most important. Flexibility in the design of local streets shall be encouraged.

Energy Conservation Policies

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

Public Facilities and Services Policies

Number 4: The City shall develop a capital improvement program for improvements to the municipal water system, including the treatment plant, to ensure the expected water needs of the service area will be met to the year 2000.

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

Housing Policies

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

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

Commercial Development Policies

Number 3: Redevelopment of existing neighborhoods and community shopping and service facilities should be encouraged where appropriate.

Commercial Development Policies

Number 6: Commercial uses shall have convenient access to collector and arterial streets.



Industrial Development Policies

Number 4: Industrial uses shall be encouraged to locate in planned industrial parks in order to reduce site development costs, maximize operating economies, and achieve a more harmonious land use pattern; however, location within a planned industrial park shall not be a prerequisite of approval. Except in planned industrial parks, other land uses should be discouraged from districts that have been designated for industrial uses.

Land Use and Development Ordinance (Zoning Code)

The West Avenue area has eight different zoning designations, listed below. The purpose of each zone is noted to assist in understanding the City's existing vision for the continued development of the neighborhood. **Exhibit 2** shows the zoning designations for the West Avenue area.

Public Reserve (PR)

The Public Reserve classification is intended to establish districts within which a variety of public service activities may be conducted without interference from inappropriate levels of residential, commercial, or industrial activities. It is intended to be applied primarily, though not exclusively, to public-owned lands.

Single Family Residential (R-1-6)

The R-1-6 Single-Family Residential District is intended to be applied primarily to areas designated for future low-density residential development. The R-1-6 District provides for smaller lot sizes than has traditionally been allowed, but otherwise retains the same high standards which have helped establish and maintain attractive and stable residential neighborhoods.

Medium Density Multiple-Family Residential (MR-18)

The Medium Density Multiple-Family Residential District is intended to provide for a variety of housing types at varying densities. Because of the mix of housing types, care is needed in determining the location of the MR-18 District to ensure that both the physical and aesthetic carrying capacity of the area is not exceeded.

Multiple-Family Residential (MR-29)

The Multiple-Family Residential District is intended to provide a multiple-family residential zone with flexible density which will add diversity to housing types while providing sufficient inducement to make multiple-family development desirable, and which contributes to the overall quality of the living environment.

Community Commercial (C-2)

The Community Commercial classification is intended to provide areas for community shopping facilities. It is intended to preserve and enhance areas with a wide range of retail sales and service establishments serving both long and short-term needs on a community-wide basis.

General Commercial (C-3)

The General Commercial classification is intended to provide areas within which a variety of retail and wholesale business occurs. These areas serve general community-wide and regional commercial needs.



Light Industrial (M-1)

The Light Industrial classification is intended to create, preserve and enhance areas containing secondary manufacturing and related establishments and intense commercial uses within limited external impact.

Mixed Use (MU)

The Mixed Use classification is intended to provide areas within which a variety of activity occurs. These areas serve community-wide and regional needs. Because of the potential for high-density uses, care is needed to insure that adjacent uses are compatible and do not adversely affect other uses or the carrying capacity of public facilities. The proximity of other uses shall not be a reason for permitted uses to deviate from the standards established in other zones.

Transportation System Plan

The City of Roseburg adopted its current Transportation System Plan on December 11, 2006 per Ordinance No. 3249. The Plan assigned future road classifications to Stephens Street as an Arterial and Chestnut Avenue as a Collector. The 20-year Road Network Plan proposes safety and capacity improvements to Stephens Street and an exclusive right-turn lane on Chestnut Avenue at the Stephens Street intersection. No additional improvements to Chestnut Avenue are proposed.

The existing multi-use path south of the existing rail tracks connects to the park on the north side of the Umpqua River and connects to Highland Street. A bike lane is proposed for Highland Street between Chestnut Avenue and the existing Multi-Use Path. A bike lane is also proposed for Chestnut Avenue between Highland and Cedar Streets.

Bicycle and Pedestrian Plan

The City has contracted with a consulting firm to prepare a new Bicycle and Pedestrian Plan. At the time of this writing, the Plan is in its final draft form and scheduled for Planning Commission and City Council review in June through August 2009.

The list of projects in the Bicycle and Pedestrian Plan includes the multi-use path and bike lanes described above in the Transportation System Plan discussion.

Urban Renewal Plan and Amendment

The North Roseburg Urban Renewal Plan was adopted on August 7, 1989. The West Avenue neighborhood was included within the boundary of the District at that time. A Second Amendment to the Plan was adopted in November 2005. This Amendment added the downtown and Elk Island and deleted an area north/northwest of the Airport to the District boundary. By making this change to the URA, 116.58 acres was removed and 161.88 acres were added to the District.

This area was included in the Urban Renewal Plan because it was developed under Douglas County rules and then subsequently annexed to the City. It contains a preponderance of deteriorated residential structures. The areas needs road and storm sewer work. Since it is zoned industrial, the Urban Renewal District will encourage a consolidation of smaller lots and a transition to industrial use.

The 2005 Second Amendment provided for the following lists of activities:

- Conduct a planning study for the redevelopment/development of the area;



- Where necessary and appropriate, assemble properties for redevelopment by the private sector;
- Construction of street, sidewalk, street light, storm drainage, and other infrastructure development that may be identified in the redevelopment plan;
- Provide financial incentives, including low cost loans, or grants to assist in public and provide rehabilitation and redevelopment efforts.

The Urban Renewal Plan includes one planned project in the West Avenue area. Project 5 on the list of projects in the 2005 Amendment is to install a new signal at the intersection of Stephens Street and Chestnut Avenue. No other projects for the West Avenue area are identified.

Roseburg Outreach Project – A Land Use and Transportation Strategy for Revitalizing Downtown

A Land Use and Transportation Strategy for Revitalizing Downtown was completed in June 2007 via a Transportation Management Grant managed by the Oregon Department of Transportation. The downtown is immediately south of the West Avenue Redevelopment project area. The plan includes three proposals that would have a positive benefit to the West Avenue neighborhood and include:

- Showcase downtown as the Retail Hot Spot, a unique shopping and entertainment district.
- Identify expansion of the Riverside Park that capitalizes on the river as a major amenity and improves access to the river and Elk Island.

B. EXISTING PROJECT AREA CONDITIONS

This section describes the current land use, access and circulation, and urban infrastructure in the West Avenue neighborhood.

Land Use

The project area is a small neighborhood north of the downtown and immediately south of Chestnut Avenue. The area comprises 202 parcels, totaling 87.03 net acres (exclusive of public rights-of-way).

The Johnson Reid team conducted an inventory of the existing land uses in November 2008. Because of the prominent land feature (Reservoir Hill) and the steep slopes (site of the City water tanks) a large percent of the project area is vacant and/or undeveloped. **Exhibit 3** shows the existing land uses in map form. Existing uses in the West Avenue neighborhood are:

- Single Family Residential
- Multi-Family Residential
- Commercial
- Industrial
- Institutional
- Public Storage
- Parking and
- Vacant

The majority of the developed properties are General Commercial and Single-Family Residential. There are currently 12.6 (14%) acres in commercial use and 17.4 acres (20%) occupied by single-family residences. However, 32.3 acres (37%) are vacant. The vacant properties are distributed



throughout the project area although the majority of the vacant land is at the lower elevations of Reservoir Hill.

FIGURE 1. EXISTING LAND USE

Designated Zone	Number of		Existing Land Use (Acres)							
	Parcels	Acres	Vacant	SFR	MFR	Comm- ercial	Parking	Storage	Indus- trial	Institu- tional
Public Reserve (PR)	1	14.0								14.0
Single Family (R-1-6)	15	2.2	0.3	1.7					0.2	
Multi Family (MR 18)	17	15.7	6.6	2.3	0.6	2.1				4.1
Multi Family (MR 29)	5	6.9	6.5	0.3						
Community Commercial (C-2)	4	10.9	10.9							
General Commercial (C-3)	36	13.8	4.1	1.0	0.5	6.0		0.7	1.5	
Light Industrial (M-1)	108	18.6	1.9	12.1	0.1	2.6		0.1	1.4	0.4
Mixed Use (MU)	16	4.9	2.0			1.8	0.5		0.6	
Total	202	87.0	32.3	17.4	1.2	12.6	0.5	0.8	3.7	18.6
% of Total		100%	37%	20%	1%	14%	1%	1%	4%	21%

Source: The Benkendorf Associates

Figure 2 compares the existing zoning designations with the actual use of the land areas. The purpose of the table is to illustrate that there is a large inconsistency in the primary zones between the zoning designation and the existing development. For example, 18.57 acres are zoned Light Industrial, of which 1.40 acres are used for industrial purposes. A significant portion of the land area (92%) is used for other purposes, especially single-family residential (approximately 65%). The other examples of inconsistency are the Community Commercial and Multi-Family (MR-29) zones where none of the land is developed for those uses. The data are strong evidence that the locations and size of the existing zones should be reconsidered.

FIGURE 2. COMPARISON OF ZONING DESIGNATION AND LAND USE

Designated Zone	Current Zone (Acres)	Existing Use (Acres)	Difference	% Difference
Public Reserve (PR)	14.0	14.0	0.0	0%
Single Family (R-1-6)	2.2	1.7	0.5	23%
Multi Family (MR 18)	15.7	0.6	15.2	96%
Multi Family (MR 29)	6.9	0.0	6.9	100%
Community Commercial (C-2)	10.9	0.0	10.9	100%
General Commercial (C-3)	13.8	6.7	7.1	51%
Light Industrial (M-1)	18.6	1.4	17.2	92%
Mixed Use (MU)	4.9	2.3	2.6	53%

Source: The Benkendorf Associates

Access and Circulation and Rail

The West Avenue neighborhood area is west of NE Stephens Street and south of NE Chestnut Avenue. Stephens Street is an arterial and connects to Garden Valley Boulevard approximately one-half mile north of Chestnut. Garden Valley Boulevard intersects with Interstate 5 to the west and that part of Roseburg west of the freeway. With the exception of Neuner Drive, which is not improved to City standards, the major access to the area is from Chestnut Avenue, a designated collector. Chestnut Avenue terminates at Highland Street, which provides access to Gaddis Park and Garden Valley Boulevard to the north.



The Central Oregon and Pacific Railroad borders the project area on the south and southwest and separates the properties fronting on Highland Street from the project area to the east. The railroad also inhibits pedestrian access from the neighborhood to the South Umpqua River. There is a controlled rail crossing on Chestnut at College Drive.

Infrastructure

Water Service: The City provides water for domestic and fire protection purposes to the area through distribution pipes of varying ages (1959 through 2002) and sizes (1-inch through 8-inch). Being located in low elevations, fire hydrants generally provide sufficient flows for low-density single-family residential property, but may not provide coverage for larger developments. Developers requiring more water or hydrant coverage than the existing system capabilities are required to upgrade the system in accordance with the Water Rules and Regulations of the City of Roseburg. Existing 24-inch and 30-inch transmission mains coming from the Winchester Water Plant join at West and Walnut Streets, and continue south to the reservoirs through a single 24-inch pipe. Plans for the adjacent property being developed by B&K Investments and the Cow Creek Band of the Umpqua Tribe propose to reconstruct the existing single 24-inch transmission main to a 30-inch in a new location to accommodate the development. The City may participate in the initial upgrade/relocation, and plans to add a second 30-inch transmission main to the reservoirs at a later date.

Sanitary Sewer: The Roseburg Urban Sanitary District provides sanitary service to the area. According to the Engineering and Operations Supervisor, a new trunk line was installed in Chestnut Avenue when the street was improved to City standards. The existing lines serving the businesses and residences to the south were improved to the District's standard when the new Chestnut Avenue trunk line was installed. The district believes that sanitary disposal services are prepared to accommodate new development within the project area.

Stormwater: A Storm Drainage Master Plan is currently being prepared for the City Public Works Department by HDR consulting engineers. At the time of this writing, the Master Plan had just been completed.

C. SITE FEATURES

This section describes the physical features of the neighborhood. **Exhibit 4** provides a graphic representation of the site features.

Topography

A large hill is a prominent land feature (on the east/southeast side). It covers approximately half of the project area and the summit of the hill rises nearly 250 feet above the neighborhood below and serves as a site for the City's domestic water supply storage. It provides a place of prospect—expansive views beyond—and has a dominating presence amongst the areas that surround it. It segregates land areas around it and impedes east-west circulation. The slopes of this hill are significant and present challenges for its development. Major earthwork, stabilized banks and/or walls will be required for significant construction projects. Roadways and paths may be better routed in concert with contours rather than following the existing street grid in most areas.

In contrast, the areas surrounding the hill have modest to very slight slopes. Development and/or redevelopment here is far less encumbered as a result.



South Umpqua River

The South Umpqua River is an incredible natural amenity in close proximity to the project area. The flow is generally swift and the streambed has a moderate amount of boulders in places providing pleasant sound and visual qualities. Lush riparian vegetation shades and covers the banks. This zone includes a multi-use path that connects downtown Roseburg to riverfront areas to the west along its course and to Highland Street.

Unfortunately, access to the river—both physical and visual—is impeded by the existing railroad tracks. Safe routes to the river are circuitous as the lone designated railroad crossing within the project area exists at the far northwest corner, on Chestnut. There is evidence that unofficial and hazardous crossings of the railroad exist.

Streetscape Conditions

The primary streets, which exist on the project periphery, are Stephens, Chestnut and Highland. Each is paved and includes standard improvements such as curbs, sidewalks, drainage and lighting. Each is utilitarian in appearance, and lack aesthetic elements such as street furnishings, ornamental lights or significant landscaping. As noted in the previous section, the incorporation of bike lanes is planned for portions of Highland, as well as improving bike and pedestrian facilities along Stephens Street from Diamond Lake Boulevard to Chestnut Street.

The remaining existing streets in the project are categorized into three types: semi-improved, paved, and gravel accessway.

- Semi-improved streets include Walnut and College. These streets have paved roadbeds in fair to good condition, are curbed, have intermittent sidewalks and drainage.
- Paved streets include Cedar, West, Post, Alder and Neuner. These streets have paved roadbeds in poor to fair condition and gravel shoulders and lack drainage.
- Gravel accessways include Willow and a portion of Walnut. These "streets" exist on private property and consist of simple gravel roadbeds in fair condition. Their potential for improvement will be limited because they lack a public right-of-way. Portions of Willow have easements for private access.

The semi-improved and paved street types are candidates for full upgrade to include paved roadbeds, curbs, continuous sidewalks, landscaping and drainage. Additional opportunities exist to incorporate aesthetic elements and amenities such as street furniture, ornamental lights and neighborhood identity markers. Undergrounding of existing overhead power lines is another potential aesthetic improvement to consider for rebuilt streets. Improvements should consider traffic calming and green street elements for safety and sustainability benefits.

District Edges and Landmarks

The project area is trapezoidal in shape. Chestnut Street, and the mix of properties along it, defines the northern edge. It is mostly industrial uses to the north and a mix of industrial and residential uses to the south. Stephens Street, and the commercial properties fronting it, defines the long east edge. The west side of Stephens is backed by the hill, which has aesthetic qualities but visually blocks views of the project area beyond. The southern edge is defined by the South Umpqua River and parallel railroad. The hill is the prominent feature to this side as well. The west edge is somewhat secondary due to the site geometry (short side of the trapezoid) and the mix of elements in its proximity, including a railroad that splits the residential neighborhood and park and industrial area.



Natural landmarks include the prominent land feature and the South Umpqua River (both highlighted above). Constructed improvements on the edges do not have qualities—such as unique architecture or historic characteristics—that would qualify them as landmarks. An opportunity exists, perhaps with signage, landscaping and/or street furnishings to improve upon the area’s identity. The existing street intersections have the highest potential to incorporate enhancements. New private development, particularly on the hill, could also be pivotal in establishing more memorable and positive features for the district.

Gateways and Nodes

Gateways are commonly established where primary circulation routes enter an area. As configured, the West Avenue project area shares its primary roadways—Chestnut and Stephens—with neighboring districts. The shared nature of these roadways presents a challenge to developing a gateway identity exclusive to the project area at these locations. An alternative to establish an enhanced focus on the project area is to utilize the series of intersections with neighborhood streets—Cedar, Willow, Walnut, Post, Alder and Neuner—as a collection of gateways. A modest, yet effective enhancement would be the addition of neighborhood identity signs to the existing street signs. More elaborate elements include monuments, enhanced landscape, “bulb-outs”, street furniture and decorative paving.

A secondary gateway opportunity exists where the multi-use path along the Umpqua River passes through the project area. Monuments/signs, neighborhood maps, and landscape enhancements—in pedestrian/bicyclist scale—would increase identity of the neighborhood for users of this system.

Nodes are commonly centralized places where uses and services are located, oftentimes more densely, due to a convenient proximity amongst nearby infrastructure. The existing project area does not currently have a definitive node of this nature.

Many times transit service is a primary feature of a node. An Umpqua Transit line currently services the east edge of the project area. However, the closest existing stops are a few blocks away from its boundary and several blocks away from the project area’s residential population.

Increased development and redevelopment has the potential to expand population and demand for a future node. The potential exists for a transit-driven node on the east and possibly north edges amongst these traffic corridors, although preferable sites may exist within Roseburg when viewed at a higher level. Further study beyond the context of the project area is recommended.



III. MARKET ANALYSIS

This chapter describes the market research conducted by Johnson Reid. The market research provided the team and the Ad-Hoc Committee key information about demand for different uses and how existing competitive supply elsewhere in the Roseburg area affects demand in the West Avenue area. Understanding the market for land uses allows the City to zone the area for its highest and best use, so that there is a market for the proposed Redevelopment Plan.

After the Summary of Key Issues, this chapter is organized into four sections:

- **Demographics and Economic Conditions** describes the general factors in Roseburg that affect demand for all uses.
- **Industrial** assesses the market for industrial uses.
- **Commercial** describes the market for office and retail space.
- **Residential** assess the market for rental and ownership housing.

A. SUMMARY OF KEY ISSUES

- **Demographics.** The population and economic data show that Roseburg's population has grown slowly since the 2000. The majority of the new residents are of retirement age, and the number of children has significantly declined. Wages and incomes are lower in Roseburg than the statewide average.
- **Economic Conditions.** Although the population has grown slowly, its economy has not. The modest growth in employment over the last decade has been wiped out by the economic decline that began in 2008. There are fewer jobs in Roseburg today than there were ten years ago.
- **Industrial uses.** The majority of the West Avenue area is zoned light industrial, and a few parcels have developed into industrial uses. Those parcels are located throughout the Study Area, with a small concentration on Neuner Drive where the land is not zoned industrial, but is zoned for commercial uses. The market analysis found little demand for manufacturing in the Study Area—the parcels are too small and superior sites are available on the edge of town. There is demand for light industrial uses that provide service to the construction industry or automobiles. These 'service-oriented' industrial uses also locate nearby on Diamond Lake Boulevard.
- **Retail uses.** On Stephens, retail parcels have high value relative to many other uses (about \$19 per square foot) because of the high traffic volume along Stephens. The lots along Stephens in the West Avenue area tend to be small, limiting opportunity. If the lots were deeper, there would be more flexibility for redevelopment. The lots are very small, because they follow topographic contours. The western edges of the parcels on Stephens drop about 10 feet. The parcels would be more appealing to retailers if the parcels were large and possibly re-graded to make a flatter area.

On Chestnut, there is not enough traffic to make retail successful. In addition, the properties facing Chestnut Avenue are also very small. The small size makes it unlikely those properties will redevelop into retail uses because there is inadequate space for parking.



However, when the intersection of Stephens and Chestnut gets a traffic signal, traffic on Chestnut will increase, making retail more viable.

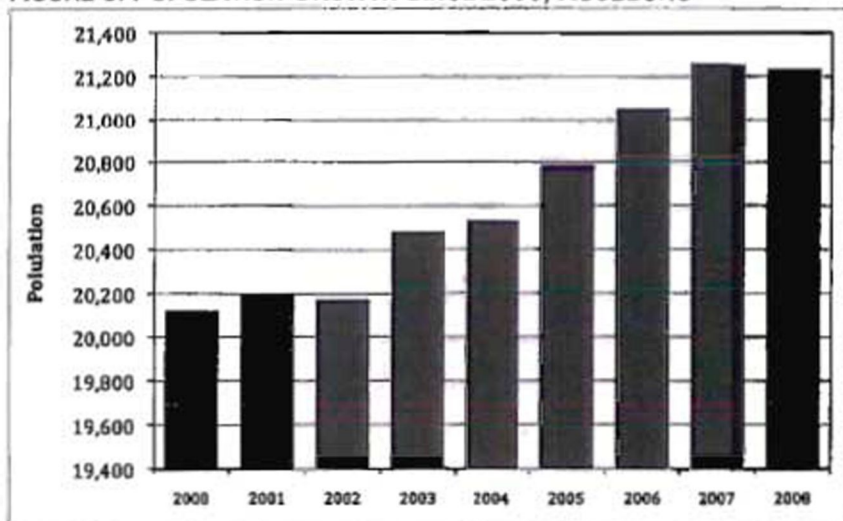
- **Office uses.** There is no office space in the Study Area at this time and little demand for it.
- **Residential uses.** The Study Area has been residential for decades. The majority of the houses are on land zoned Light Industrial, making them a nonconforming use. This prevents property owners from financing those properties with any commercial bank, and the City Code does not allow expansions or remodels. This nonconforming issues is the primary driver of deteriorating conditions in the Study Area. Homeowners are not allowed to improve their properties.

The market analysis found large demand for low-cost housing in Roseburg. Much of the Study Area is a good location for residential uses. The dead-end streets minimize traffic, so the neighborhood is quiet. It is centrally located, a desirable feature for many households. Low-income households with one or two persons dominate the demographic make-up of eastern Roseburg. Given the demographics of eastern Roseburg, there is demand for low-cost multi-family rentals and ownership housing.

B. ROSEBURG DEMOGRAPHICS AND ECONOMIC CONDITIONS

The City of Roseburg is the largest community in Douglas, making up about 20% of the County's population. Roseburg's population in 2008 was 21,235. Since 2000, the City has grown by 1,110 residents, an average of 140 residents each year. Roseburg has grown at average annual rate of 0.67%, a more rapid pace than the County as a whole (0.58%), but slower than Oregon as a whole (1.23%). Figure 3 shows Roseburg's population since 2000.

FIGURE 3. POPULATION GROWTH SINCE 2000, ROSEBURG



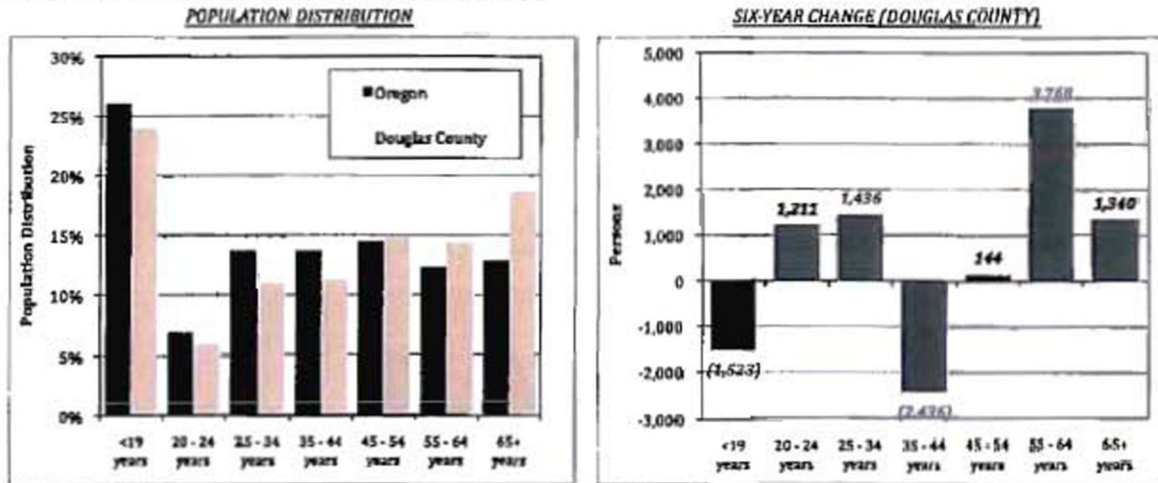
Source: Portland State Population Research Center

The population in Douglas County has a higher portion of older residents than the state as a whole. Figure 4 shows the three oldest age cohorts, over the age of 45, make up a greater portion of the population than in the state as a whole. The Figure also shows that, over the last six years, Douglas County has seen a decline in the number of children and residents between the ages of 35-44. The majority of the County's growth has been in residents over the age of 45. The change in population follows a pattern seen across the state: the greatest growth is in the 55-64 years



cohort, and a decline in the 35-44 years cohort. Statewide, however, the number of children in Oregon increased over the last six years, in contrast to the pattern seen in Douglas County.

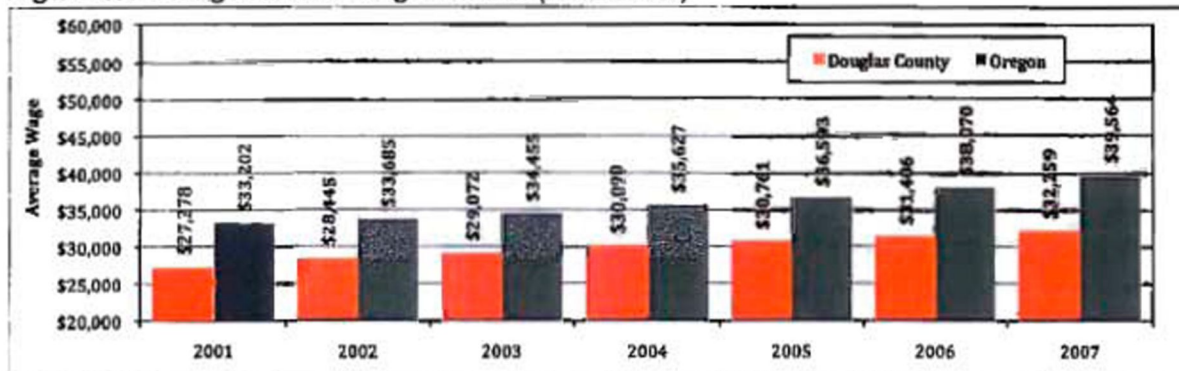
FIGURE 4. POPULATION DISTRIBUTION BY AGE



SOURCE: Portland State Population Research Center

Douglas County's average wage levels are significantly below wage levels statewide. In 2007, the average wage in Douglas County was \$32,259, 18.5% below the Oregon average of \$39,564. Since 2002, wage levels in Douglas County have averaged 2.5% annual growth, below the 3.3% annual growth at the State level.

Figure 5. Average Annual Wage Growth (2002-2007)



SOURCE: Oregon Employment Department Survey of Covered Employment & Wages

Incomes in Roseburg are lower than statewide averages. FIGURE 6 compares average income, by three measures, in Roseburg to the statewide average.

Figure 6. Average Income, Roseburg and Oregon, 2007

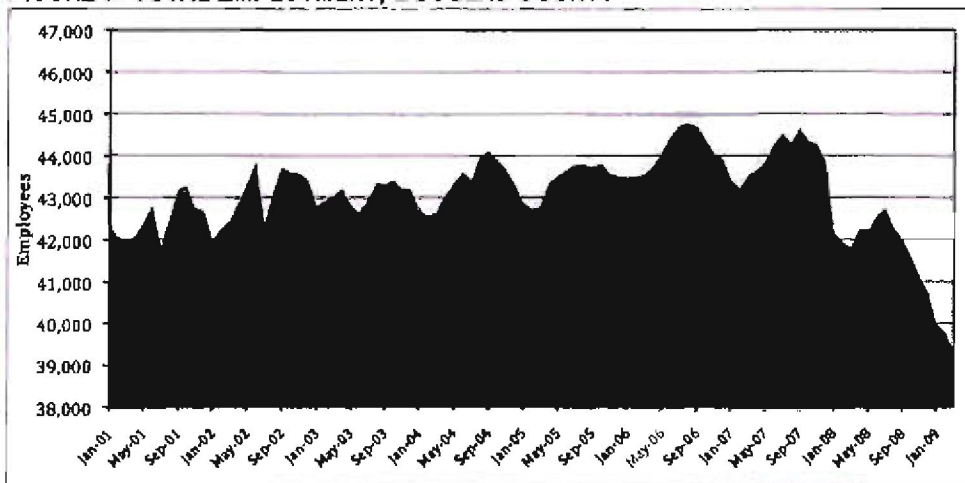
	Income (2000)	
	Roseburg	Oregon
Per Capita Income	\$17,082	\$20,940
Median Household Income	\$31,250	\$40,916

SOURCE: US Census Bureau



The local economy is experiencing a serious downturn, along with the United States economy. Figure 7 shows total employment in Douglas County since January 2001. Employment patterns since the start of 2001 show clear dips—total employment in the County has a seasonal trend, with the jobs declining over the winter months, and rising again in the spring and summer. The decline in total employment in January 2008 was much greater than declines in recent Januaries. Total employment only recovered slightly as the weather warmed, and began a precipitous decline in the fall of 2008. At the time of this writing, employment figures have not begun a seasonal increase. Total employment in March 2009 is about 39,400—roughly the same number of jobs in Douglas County in 1995 and 1996. Job growth since the mid-1990s has been eliminated.

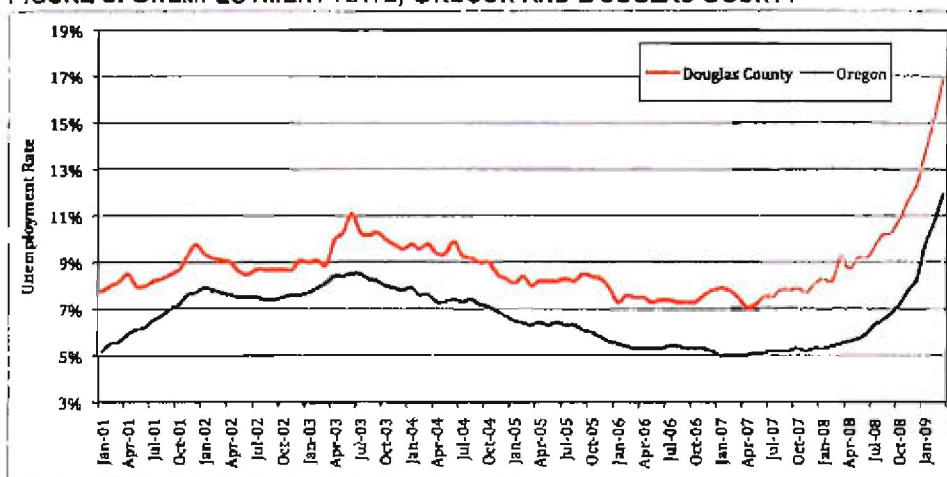
FIGURE 7. TOTAL EMPLOYMENT, DOUGLAS COUNTY



SOURCE: Oregon Employment Department

Douglas County's unemployment rate is consistently higher than the statewide unemployment rate (see Figure 8). The uptick at the national and statewide levels in 2008 has also affected Douglas County. The most recent data from March 2009 show the County has an unemployment rate of 16.9%.

FIGURE 8. UNEMPLOYMENT RATE, OREGON AND DOUGLAS COUNTY



SOURCE: Oregon Employment Department



The population and economic data show that Roseburg's population has grown slowly since the 2000. The majority of the new residents are of retirement age, and the number of children has significantly declined. Wages and incomes are lower in Roseburg than the statewide average.

Although the population has grown slowly, its economy has not. The modest growth in employment over the last decade has been wiped out by the economic decline that began in 2008. There are fewer jobs in Roseburg today than there were ten years ago.

C. INDUSTRIAL USES

Industrial real estate includes property used for light or heavy manufacturing as well as associated warehouse space. This category includes special-purpose buildings designed specifically for industrial use that would be difficult to convert to another use; buildings used by wholesale distributors; and combinations of warehouse/showroom and office facilities. Older buildings that were initially used as office space often "filter down" to become warehouse or light industrial space.

Industrial firms process raw materials and intermediate inputs into outputs, such as sawmills, breweries, and manufacturers. Industrial firms generate all types of externalities, including noise, glare, dust, odor, vibrations, and smoke.

Industrial firms have particular needs that make some sites more suitable than others. The relative importance of each input depends on each firm, but the basic needs include the following:

- **Transportation access.** Access to major transportation routes is essential for distribution facilities as well as firms that see trucks bringing inputs to the facility and shipping product out of the facility. In Roseburg, access to Interstate 5 is essential to many firms, but the condition and linkages of local roads is also important.
- **Utilities.** Industrial facilities require consistent delivery of electricity, water, sanitary sewer, and stormwater services. Some may require natural gas. Many firms also need good telecommunications service.
- **Topography.** Industrial firms typically prefer level sites with adequate drainage to avoid standing water.
- **Lot size.** Many firms need parcels at least one acre in size.
- **Zoning.** An industrial facility must locate where it is legally allowed. Appropriately zoned land ensures the firm can be a neighbor and conflicts of use can be minimized.

Competing Supply

There is no known shortage of industrial land in the Roseburg area at this time. There are developed and undeveloped parcels on Diamond Lake Boulevard, in the Green District south of Roseburg, and in the Wilbur area to the north. Johnson Reid was unable to identify precise figures about vacancy rates, but local commercial realtors estimated that rates are currently 15%, and drop to 10% when the economy is stronger.

The existing industrial uses in the West Avenue neighborhood tend to be service-oriented. The majority of the firms provide auto services and house construction and repair services. During our site visits, the firms appear to be relatively quiet and do not generate emissions, odors, and noise that many industrial uses produce.



Rents and Land Values

A survey of rents for industrial space in Roseburg showed that industrial buildings have asking rents between \$3.60 and \$11.88 per square per year (\$0.30 and \$0.99 per month). Local commercial realtors estimated industrial buildings typically command rents between \$4.20 and \$6.00 per square foot per year (\$0.35 to \$0.50 per month).

The value of industrial land in Roseburg ranges from approximately \$3.00 to \$5.00 per square foot. An industrial property on Neuner Street in the Study Area is currently for sale. There is a structure on the site, and the price per square foot is \$189. The lot is about an acre, and is one of the larger parcels in the Study Area. The listed price per square for the land is \$5.21 per square foot.

Industrial Uses in the West Avenue Area

The Study Area has many disadvantages for industrial firms. The lots are small. Redeveloping property for industrial uses is likely to require consolidation of ownership, so that lots could be aggregated. Access to key transportation routes is mediocre. The roads within the Study Area are narrow—even if they were improved the width makes truck access difficult. Except for the properties on Chestnut, the roads have poor connectivity, forcing traffic to back up and turn around to exit the area. The Study Area's poor stormwater drainage is a disadvantage, but the infrastructure could be improved.

D. COMMERCIAL USES

Commercial uses include retail and office space. Some businesses have both retail and office elements, such as an insurance business or real estate office. For this analysis, Johnson Reid focused on Retail uses. Based on existing uses and interviews with local commercial realtors, we found little demand for office space in the West Avenue area.

The key factors that affect the demand for retail space in the West Avenue area are visibility, access, and competing supply. Retail uses require convenient visibility and access to potential customers. Visibility depends on the volume of traffic (automobile or pedestrian) that passes a site, and access depends on that traffic being able to get into the site.

Traffic counts on Stephens Street between Garden Valley Blvd and north of Diamond Lake Blvd are some of the highest in Roseburg. The Roseburg Transportation System Plan shows Average Daily Traffic (ADT) counts for 2004, and range from 22,400 south of the study area to 33,500 north of the Study Area. Only Garden Valley Blvd and Harvard Avenue have higher counts than this portion of Stephens. The high traffic counts give the parcels on Stephens St. good visibility. The parcels on Stephens all have direct access to Stephens, but only for southbound traffic. Northbound traffic has to cross the busy street. The lack of a signal at Chestnut makes it easy to drive past the study area—the configuration of Stephens Street makes it difficult to turn around.

The parcels on Chestnut Avenue lack visibility because the traffic is light. The Roseburg Transportation System Plan does not include ADT for Chestnut, but during our visits to the site, there was very little traffic. The parcels facing Chestnut lack adequate visibility to support any retail. The City's has plans to install a traffic light at the intersection of Stephens and Chestnut. The signal will make it easier to access Stephens from Chestnut, and Chestnut from Stephens. Traffic volume will increase after the traffic light is functioning.

The interior parcels in the flat area and the hill lack visibility from Stephens. The top of the hill is visible from other parts of the City, but not near any existing or likely future access points.



Competing Supply

There is plenty of competing supply of retail space near the study area. A number of properties on Stephens Street that have excellent visibility and access are available. For example, the former Safeway site downtown is available and there is a large vacancy at North Roseburg Plaza. There are two older motels on Stephens for sale, and they are advertised as prime re-development opportunities. They are close to the new Walgreens and the Sonic Fast Food, both recent redevelopment projects. These properties are all large lots.

Rents and Land Values

A survey of rents for commercial space in Roseburg showed that the study area commands some of the lowest rents in the area. Space on Chestnut is listed at rents between \$3.00 and \$5.64 per square foot per year (\$0.25 and \$0.47 per month). Rents elsewhere in Roseburg are higher:

- Diamond Lake Boulevard, between the 1600 and 2000 blocks, rents for retail and general freestanding buildings range from \$8.28 to \$20.40 per square foot per month (\$0.69 to \$1.70 per month);
- Diamond Lake Boulevard, further east on the 2300 and 2400 blocks, rents for retail and general freestanding buildings range from \$7.32 to 9.00 per square foot per month (\$0.61 to \$75 per month);
- Stephens Boulevard, at the North Roseburg Plaza, retail rents are about \$12.00 per square foot per year (\$1.00 per month).
- Downtown retail space commands rents between \$9.72 and \$15.00 per square foot per year (\$0.81 to \$1.25 per month).
- Garden Valley Boulevard rents retail and office space range from \$12.00 to \$28.80 per square foot per year (\$1.00 to \$2.40 per month);

To estimate land values of retail property, we reviewed for-sale listings of commercial property in the area and interviewed local commercial brokers. Based on information about recent land sales and current listings, land along Stephens is valued at approximately \$19 per square foot. Properties with useable structures have higher values.

The low rents in the West Avenue area are evidence that the area is unattractive to commercial users.

Commercial Uses in the West Avenue Area

The only parcels in the Study Area that are useful retail properties are the parcels along Stephens Street. Those parcels are highly visible to the high traffic volume on Stephens and that traffic has adequate access to the parcels. The majority of the parcels along Stephens are occupied. The lots are very small, because they follow topographic contours. The western edges of the parcels on Stephens drop about 10 feet. The parcels would be more appealing to retailers if the parcels were large and possibly regarded to make a flatter area.

The low traffic levels on Chestnut Avenue make the parcels on the northern end of the Study Area significantly less desirable for retail uses. The remainder of the Study Area lacks any visibility or access, and is inappropriate for retail uses.



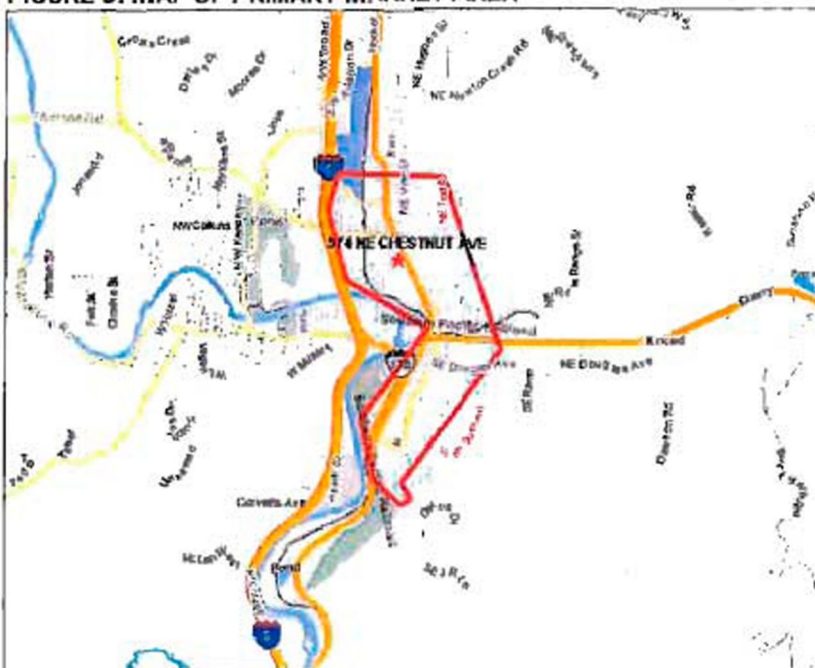
E. RESIDENTIAL USES

In this section, we provide an overview of market area demographics and a forecast of market area housing demand.

Demographics in Market Area

Johnson Reid defined a primary market area, the geographic area from which the West Avenue area draws the majority of its demand, for the West Avenue area. The primary market area for residential uses is roughly defined as the east side of Roseburg, excluding the areas to the far north and east side of town.

FIGURE 9. MAP OF PRIMARY MARKET AREA



SOURCE: Claritas, Inc.

Over the next five years, projections indicate that the population in the primary market area will experience a very slight decline in population. The size of households is expected to decline, so the number of households should increase very slightly (see Figure 10).



FIGURE 10. PRIMARY MARKET AREA HOUSEHOLD AND INCOME TRENDS, 2000-2013

Household Trends	2000 (Census)	2008 (Est.)	Growth Rate 00-08	2013 (Proj.)	Growth Rate 08-13
Population	6,631	6,496	-0.3%	6,453	-0.1%
Households	2,798	2,785	-0.1%	2,796	0.1%
Families	1,577	1,555	-0.2%	1,558	0.0%
Housing Units	2,998	2,958	-0.2%	2,971	0.1%
Household Size	2.26	2.21		2.19	

Income Trends	2000 (Census)	2008 (Est.)	Growth Rate 00-07	2013 (Proj.)	Growth Rate 08-13
Per Capita (\$)	\$14,969	\$17,637	2.4%	\$19,707	2.2%
Average HH (\$)	\$34,192	\$39,999	2.3%	\$44,340	2.1%
Median HH (\$)	\$26,587	\$30,049	1.8%	\$32,757	1.7%

SOURCE: Claritas, Inc.

Incomes in the primary market area are low, lower than in the overall Roseburg market. Figure 11 compares average income measures in the primary market area to Roseburg and to Oregon. In terms of household income and per capita income, the eastern side of Roseburg has significantly lower incomes than the City as a whole.

FIGURE 11. AVERAGE INCOMES IN PRIMARY MARKET AREA, ROSEBURG, AND OREGON IN 2000

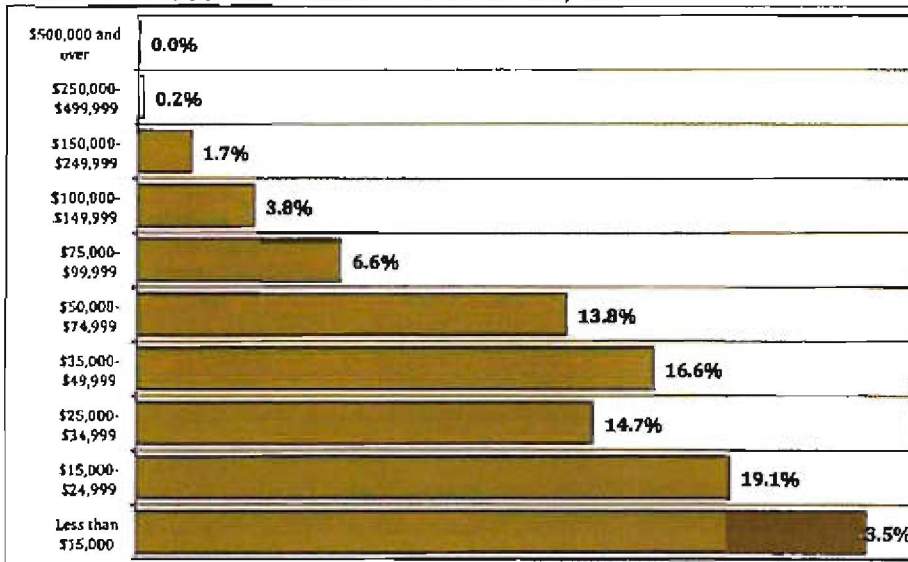
	Income (2000)		
	Mkt Area	Roseburg	Oregon
Per Capita Income	\$14,969	\$17,082	\$20,940
Median Household Income	\$26,587	\$31,250	\$40,916

SOURCE: US Census Bureau and Claritas, Inc.

Figure 12 shows that households earning less than \$75,000 per year dominate the eastern side of Roseburg. Household earning less than \$15,000 per year make up almost one-quarter of all households in the primary market area.



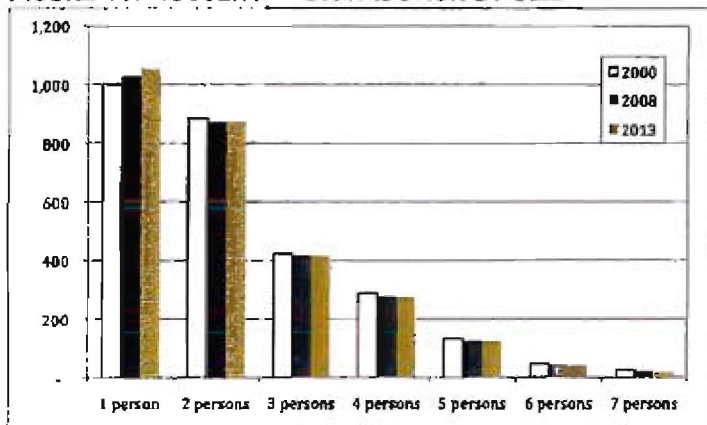
FIGURE 12. HOUSEHOLD INCOME DISTRIBUTION, 2008



SOURCE: Claritas, Inc.

About two-thirds of all households in the Primary Market Area are one or two-person households. The number of one-person households is expected to continue growing (see Figure 13).

FIGURE 13. HOUSEHOLD DISTRIBUTION BY SIZE



SOURCE: Claritas, Inc.

Rents and Land Values

Johnson Reid conducted an inventory of recent house and vacant residential land sales with the West Avenue area and the primary market area. There is little sales data in the West Avenue area, to determine an estimate of residential land value in eastern Roseburg; Johnson Reid reviewed for-sale listing of vacant residential land in Roseburg. The price of residential land varies significantly from parcel to parcel. Location, views, existing nearby development, infrastructure and many other factors affect the value of a parcel. We found parcels on the east side of Roseburg ranged in price from \$3.00 to about \$6.70 per square foot.

There is a concentration of single-family houses in the western portion of the Study Area. The concentration of single-family diminishes moving east through the Study Area.



There are two duplex units and one multi-family complex. The multi-family complex is a 6-unit townhouse complex. The project is new, built in 2007. The units are all 3 bedroom with 1.5 bathroom units, with 1,050 square feet. The rent is \$715 per month, or \$0.68 per square foot per month. The complex is currently for sale, with an asking price of \$699,500, or \$111 per square foot.

Much of the Study Area is a good location for residential uses. The dead-end streets minimize traffic, so the neighborhood is quiet. It is centrally located, a desirable feature for many households.

Given the demographics of eastern Roseburg, there is demand for low-cost multi-family rentals and ownership housing. The demographic make-up of eastern Roseburg is dominated by low-income households with one or two persons. The area zoned multi-family is likely to redevelop into small apartment complexes—the recent development in the area is the townhouse complex on West Avenue.



IV. RECOMMENDED WEST AVENUE REDEVELOPMENT PLAN

The consultant team, City staff, and the West Avenue Ad Hoc Committee developed a general redevelopment plan for the West Avenue area. The recommended zoning changes take into account the existing conditions, topography, market realities, and significant public input from residents and property owners in the West Avenue area.

This section includes the goals and objectives of the redevelopment plan, describes the recommended zoning changes in the area, and identifies the recommended changes to streets and right-of-ways.

A. GOALS AND OBJECTIVES

The goals of the West Avenue Redevelopment Plan are to:

- Revitalize the integrity of the West Avenue Neighborhood;
- Ensure the highest and best use; and
- Improve economic viability by directing public policy in a manner that offers continued business opportunity while stabilizing viable residential areas and offer new housing choices.

In order to achieve those goals, these objectives should be pursued.

Objective 1: Promote private partnerships for lot consolidation and help assure limited vehicle access onto SE Stephens.

Objective 2: Stabilize and improve residential uses by changing the regulatory constraints to renovation and to provide for new construction in areas ultimately identified in an approved land use concept for the West Avenue Neighborhood as being appropriate for long-term residential uses including single family and multi-family.

Objective 3: Process necessary zone changes to implement an ultimate land use concept that is incorporated into an approved redevelopment plan

Objective 4: Provide for and encourage public/private partners through the identification of urban renewal redevelopment areas that could result in preparation of master plans and a schedule for public improvements

Objective 5: Prepare a public improvement program to bring needed storm water systems and full street improvements to City standards including sidewalks, curb, gutters and street parking.

Objective 6: Assure the compatibility of all land uses by enforcing performance standards.

Objective 7: Create two urban renewal redevelopment areas, prepare master plans, and a schedule of public improvements.



Objective 8: Provide regulatory changes adopting provisions to recognize the unique character of this existing long term non-conforming residential uses that fit within the existing neighborhood context.

B. ZONING RECOMMENDATIONS

The zoning designation for the West Avenue area should be changed to encourage redevelopment. **Exhibit 5** shows the recommended zones. The text below provides a verbal description of the recommended zoning, starting in the northwest corner of the West Avenue neighborhood. The map should be identified as the primary authority for zone boundaries, given the difficulty of describing the boundaries of the zones.

- The two blocks west of College Drive that encompass Highland Street should remain Mixed Use.
- The five blocks bound by Chestnut on the north, College Drive on the west, West Avenue on the south, and Neuner on the east, should be changed to Mixed Use.
 - In addition to the zone change, there should be an overlay applied to these blocks that explicitly allows existing residential uses to be classified as conforming uses. The overlay should allow the construction, alteration, repair, and rebuilding of existing residential uses thereby encouraging upgrades and maintenance while enhancing the resale potential of these lots.
- The two blocks that lie north and south of Neuner should remain General Commercial with the westernmost lots being rezoned to MU.
- The triangular block bound by West Avenue on the north, the railroad tracks to the west, and Cedar Street to the east should be zoned entirely Single Family Residential R-1-6.
- The block bound by West Avenue to the north, Cedar Street on the west, College Street on the south, and Walnut Street on the east should be rezoned to Medium Density Multi-Family Residential (MR-29).
- At the southeastern corner of the intersection of West Avenue and Walnut Street, the two northernmost lots on the west side of the block with Walnut Street to the west and West Avenue to the north should be rezoned to MU.
- Except for the two lots described in the previous item, the properties that face Walnut Street, between West Avenue to the north and College Street to the south; the properties accessed from the accessway that is Post Street south of West Avenue; and the properties that abut West Avenue on the south side, between the accessway that is Post Street and the line that Alder Street would create if it extended south of West Avenue should be zoned Medium Density Multi-Family Residential (MR-29).
- The block bound by College Street on the north, Cedar Street on the east, the railroad tracks on the south, and the accessway where Walnut Street would go if it extended that far should be zoned Single Family Residential R-1-6.
- The properties that make up the western portion of hill should be changed to Mixed Use. The area is bound by the accessway where Walnut Street would go if it extended that far on the west; the backside of the two southernmost properties that face Walnut Street, between West Avenue to the north and College Street to the south on the west; the backside of the properties that abut West Avenue on the south side, between the accessway that is Post Street and the line that Alder Street would create if it extended south of West Avenue on the



north; the backside of the properties that lie on the south side of Neuner on the north; the backside of the properties that abut Stephens Street on the east; and two large properties on the top of the hill on the south.

- The large properties on the top of the hill that house the City's reservoir should be zoned Institutional. The City owns both properties.
- The properties accessed by Bellview Court (off Stephens Street) that abut the properties adjacent to Stephens Street should remain Medium Density Multi-Family Residential (MR-29)
- The properties adjacent to Stephens Street should remain General Commercial.

C. STREETS AND RIGHT-OF-WAY RECOMMENDATIONS

Willow Street

Willow Street is not a public right-of-way throughout the West Avenue neighborhood. The graveled accessway exists on private property.

In the northern block, south of Chestnut Street, the lack of public right-of-way limits redevelopment. We do not recommend establishing public right-of-way however. The cost and process for acquiring the right-of-way make it unlikely and prohibitive. In addition, the City and residents have expressed no desire to do so. The lots are very small, and any right-of-way for a standard street would probably extend into existing structures. The lack of access makes the property unappealing to lenders, making financing a loan on the property very difficult. Any redevelopment will probably require lot consolidation to ensure each parcel has access.

In the center block, south of West Avenue, much of the property is vacant. As part of this planning process, the consultant team developed a potential redevelopment plan for that block (see **Exhibit A**). The redevelopment plan calls for a consolidation of the majority of the block and the construction of a multi-family complex. The plan eliminates any need for access along Willow.

In the southern block, south of College Street, Willow is a quiet residential street. The primary problem is that the lack of access makes the property unappealing to lenders. The City is not likely to acquire a public right-of-way, so existing property owners may find it advantageous to create a legal easement where there is none so all parcels have legal access to public streets.

Neuner Drive

The consultant team developed a potential redevelopment plan for the properties that abut Neuner Street (see **Exhibit B**). The redevelopment plan recommends consolidating properties to encourage retail development. Option A recommends vacating Neuner Drive entirely, so the area can be consolidated into a single property. Option B recommends improving Neuner so it meets City standards, but otherwise no changes to the road.



V. STRATEGIES TO FACILITATE REDEVELOPMENT

This section outlines the specific steps that the City can take to stabilize the residential uses and encourage the economic vitality of the West Avenue area.

A. UPDATE COMPREHENSIVE PLAN

The City should update its Comprehensive Plan so land use designations in the West Avenue neighborhood are consistent with the zoning recommendations described in Chapter IV of this report.

B. REZONE THE WEST AVENUE NEIGHBORHOOD

The City should revise its Zoning Map to incorporate the zoning recommendations described in Chapter IV of this report. Along with the map change, revisions should be made to the Land Use and Development Ordinance to establish an overlay district for the blocks that will be zoned Mixed Use but will allow existing residential uses to be classified as conforming.

C. UPGRADE STREETS CAPES

The existing condition of streets varies within the study area and is documented in Chapter II, Section C of this report. A majority of the streets are in fair to poor condition. Their improvement is an essential catalyst to positively transforming the study area.

A first phase proposed for Urban Renewal, illustrated in **Exhibit C**, is to upgrade the core streets that align with streets beyond the project area to the north (Walnut and Cedar) and the immediate interconnections between them (College and West). The minimum level of improvement for these streets includes the following elements: new street paving, parallel parking both-sides, curbside sidewalks, and drainage (illustrated in the Street Sections part of **Exhibit C**). Potential enhancements include shifting sidewalks back away from the street, planter strips with street trees, pedestrian scale lighting and undergrounding of power lines. Traffic calming features are proposed for the West Avenue intersections of Walnut and Cedar.

A second phase proposed for Urban Renewal is to upgrade the remainder of West Avenue and the streets that connect it to Chestnut. Neuner may or may not be improved depending upon the redevelopment approach taken for the existing parcels that currently surround it (see **Exhibit B** for more details). Other streets may be added or improved in the future, but are not included in the Urban Renewal plan since they would be funded by new development or adjacent property owners. Final designs should examine the potential for "green-street" elements, such as permeable paving and vegetative swales, as sustainable components of the stormwater management plan.

D. UPGRADE STORMWATER INFRASTRUCTURE

Storm water management improvements should be made to existing neighborhoods as specified in Public Facilities Master Plans, when streets and public rights-of-way are improved and on an as-needed basis, as existing facilities deteriorate over time.

As noted in Chapter II, Section B, the City's engineering consultant has recently completed a Storm Water Master Plan.

The West Avenue neighborhood is in need of a storm water management system. All streets, with the exception of Chestnut and Highland Streets, lack curbs and gutters, drain inlets and an overall



distribution system for storm water. The lack of a storm water management system in the neighborhood should be addressed in the Master Planning effort.

Given an overall master plan, storm water management improvements should be made as special projects and as streets are improved and larger parcels redeveloped.

E. WATER AND SEWER INFRASTRUCTURE

The City has not scheduled any water improvements to be constructed in this area for the near future. The City should ensure that water system upgrades required by developing properties are being done as required by Municipal Code provisions, and the City may consider financing improvements totally or partially through Local Improvement Districts when the improvements provide a general area benefit. The City should pursue the relocation and upsizing of the existing water transmission main described in Chapter II, Section B of this report to ensure construction in advance of other neighborhood street upgrades.

In the same section of this report, is a description of the sanitary sewer system and the provider—Roseburg Urban Sanitary District. The District is prepared to provide service to any new development that may occur in the neighborhood in the future.

F. INCLUDE INFRASTRUCTURE IMPROVEMENT PROJECTS IN URBAN RENEWAL PLAN

The West Avenue neighborhood is in the North Roseburg Urban Renewal Plan District, as noted earlier in this report. The Plan was amended in November 2005 to change the District's boundary, the maximum amount of indebtedness, the definition of Amendments, and to add new projects to be carried out in the Plan.

The West Avenue neighborhood was specifically identified in the Amendment as a location for new projects. An excerpt from the Plan document states:

"West Avenue Redevelopment (also known as Redevelopment Target Areas 3 and 4 from the 2001 Planning Study)

- a. Conduct a planning study for the redevelopment/development of the area bounded on the north by Chestnut Avenue, on the east by Stephens, and bounded on the west and south by the railroad right-of-way.
- b. Where necessary and appropriate, assemble properties for redevelopment by the private sector.
- c. Construct street, sidewalk, streetlight, storm drainage, and other infrastructure development that may be identified in the redevelopment plan.
- d. Provide financial incentives, including low cost loans, or grants in public and private rehabilitation and redevelopment efforts."

The Amendment to the North Roseburg Urban Renewal Report noted the funds that should be allocated for projects a, b and c noted above as:

- "West Avenue Redevelopment" estimated cost \$5,000,000."
- The 2008/09 Urban Renewal Agency's budget included funds to install a new signal at the intersection of Stephens Street and Chestnut Avenue.

The completion of the West Avenue Redevelopment Plan, a planning study, fulfills the Project "a" requirement listed above.



Project "c" provides the guidance for improving the streets, sidewalks, street lights, storm drainage and other public infrastructure improvements in the neighborhood. As noted on **Exhibit C, Street Improvements**, all of the streets, with the exception of Chestnut and Highland Streets, need either full or partial improvement. The Street Improvement Plan has organized the needed improvements in to three phases, identified as Phases 1 and 2 and future or potential improvements.

Phase 1, the full improvement of Cedar from Chestnut to College and West Avenue from Cedar to Walnut Street, should be considered for the Urban Renewal Agency's budget.

An upgrade of Walnut and College Streets should be coordinated with the redevelopment of the block bounded by Walnut and Cedar and West and College Streets. The full improvement of the remainder of the streets should be accomplished as funds become available or redevelopment projects are proposed. These improvements could occur with new development and/or with the potential formation of a Local Improvement District.

With the rezoning of the residential blocks to Mixed Use and the grandfathering of existing residences in the new zone, low cost loans, or grants for private rehabilitation and redevelopment will be a valuable tool to improving the neighborhood. The provision of loans and grants is consistent with Project "d" proposed in the Urban Renewal Plan and noted above.

In conclusion, the Urban Renewal Plan is an excellent vehicle for implementing this plan and encouraging renewed investment in the West Avenue neighborhood.

G. ENCOURAGE CONSOLIDATION OF OWNERSHIP

The two potential redevelopment plans described in the Appendix of this report recommend that the existing small parcels be consolidated. The City of Roseburg can create incentives to encourage the consolidation of ownership in the West Avenue area.



APPENDIX. REDEVELOPMENT SITE PLANS

The Consultant Team identified two sites in the West Avenue area that offer redevelopment opportunity. The first, Site A, is in the center of the neighborhood and will be rezoned to Multi-Family 29. The second redevelopment site, Site B, lies on the northeastern corner of the neighborhood and will remain zoned General Commercial.

This Appendix and the accompanying exhibits provide potential redevelopment plans for the two sites.

SITE A: MULTI-FAMILY

The site area consists of several small vacant lots. All lots are constrained from development due to the small size or topography, and lots facing Willow Street are further limited by the lack of dedicated right-of-way. These constraints, coupled with the opportunity of vacancies, adjacency to multi-family housing and an identified general need for multi-family housing are driving forces for the assemblage at this location.

The scenario proposed is a multi-family housing redevelopment (see **Exhibit A**). Apartments (renter-occupied) are depicted, however, the unit configuration could be adapted to other housing types such as row-houses (owner-occupied). A majority of the buildings have two primary faces. One oriented outward toward existing streets to integrate with the neighborhood, and a second facing inward to provide vehicle and service access from the interior of the property. The units may be single or two-story, each providing 2 to 3 bedrooms and occupying approximately 800 to 1,000 square feet. The site could accommodate approximately 21 units per acre density with a two-story approach.

The main interior drive is aligned with Willow Street to provide convenient access. This is a private driveway to allow for head-in parking of the west side units. Pockets of open space are integrated as a visual amenity, for pedestrian connections and other community uses such as a children's play area and vegetable gardens. Existing topography in the southeast corner is a constraint to construction. This area is maintained as open space and an external pedestrian connection.

Street improvements are recommended for all perimeter rights-of-way, including a traffic-calming feature at the intersection of Walnut and West Avenue (see **Exhibit C**). Basic street improvements include a 2-way street with integrated auto and bicycle traffic, parallel automobile parking, storm drainage, sidewalks and a landscape strip.

SITE B: RETAIL COMMERCIAL

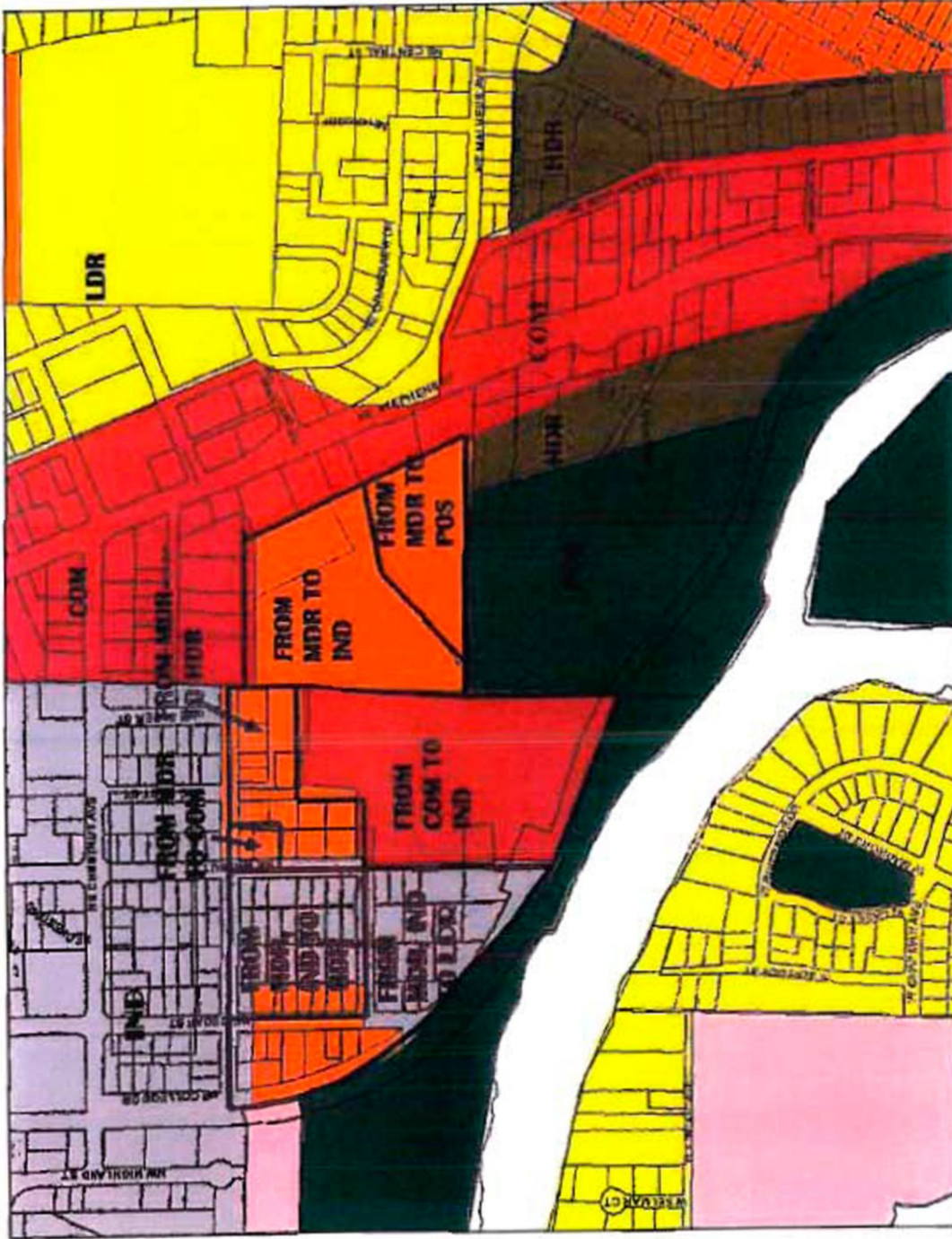
The narrow widths and/or shallow depths of existing parcels present practical geometric constraints to commercial redevelopment. This issue is exacerbated by existing topographic features on the east and south side of the redevelopment area. Consolidation of lots is recommended to offer greater flexibility for the placement of buildings, parking and other site improvements that will attract a wider array of new or relocated businesses.

Two scenarios are proposed (see **Exhibit B**). Scenario A consolidates the 18 existing parcels down to four reconfigured lots ranging in size between approximately 1 to 2.5 acres each. These lots could accommodate buildings ranging from 8,000 to 15,000 square feet each or greater. Neuner Street, a 60' dedicated right of way, is recommended for improvement to commercial street standards. The north/south portion of Neuner Street was considered for a possible eastward shift



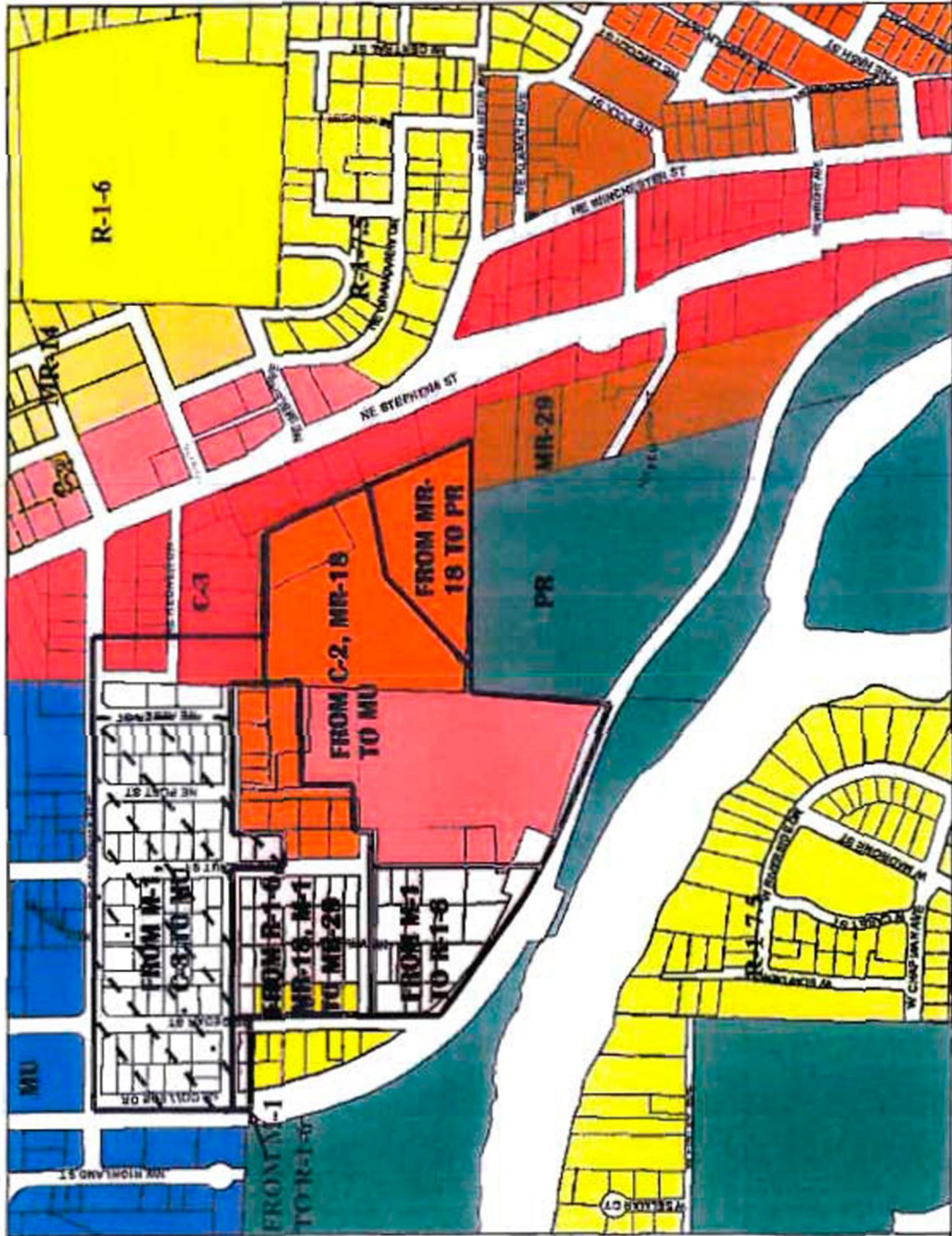
to establish a consistent rhythm of existing street intersections on Chestnut to the west, however, it was determined prohibitive by City code.

Scenario B consolidates all properties into one lot, and would offer the greatest amount of flexibility. This acreage would allow for a range of options including a large single tenant with approximately 100,000 square foot footprint or greater or a complex including a mix of medium and smaller tenants. In this scenario, the Neuner Street right of way would be abandoned. New access/egress points would be incorporated on Chestnut and Stephens streets.



CITY OF ROSEBURG
COMPREHENSIVE PLAN - LAND USE MAP
EXHIBIT 1

LOW DENSITY RESIDENTIAL (LDR)
MEDIUM DENSITY RESIDENTIAL (MDR)
HIGH DENSITY RESIDENTIAL (HDR)
INDUSTRIAL (IND)
COMMERCIAL (COM)
PUBLIC OPEN SPACE (POS)



**CITY OF ROSEBURG
ZONING MAP
EXHIBIT 2**

SINGLE FAMILY RESIDENTIAL (R-1-6)
MULTI-FAMILY RESIDENTIAL (MR-18)
MULTI-FAMILY RESIDENTIAL (MR-29)
WEST AVENUE RESIDENTIAL OVERLAY
LIGHT INDUSTRIAL (M-1)
COMMUNITY COMMERCIAL (C-2)
GENERAL COMMERCIAL (C-3)
PUBLIC RESERVE (PR)

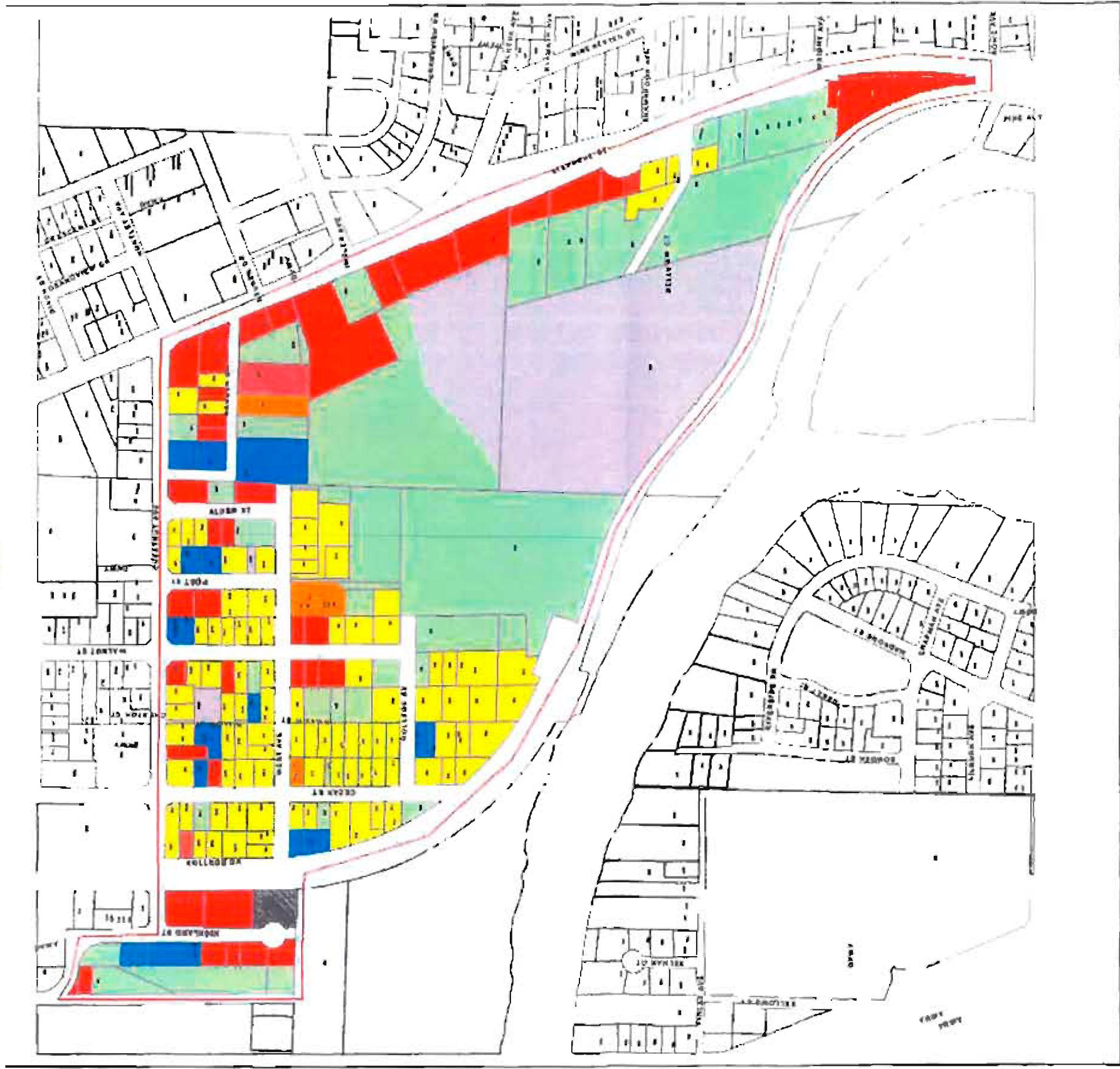


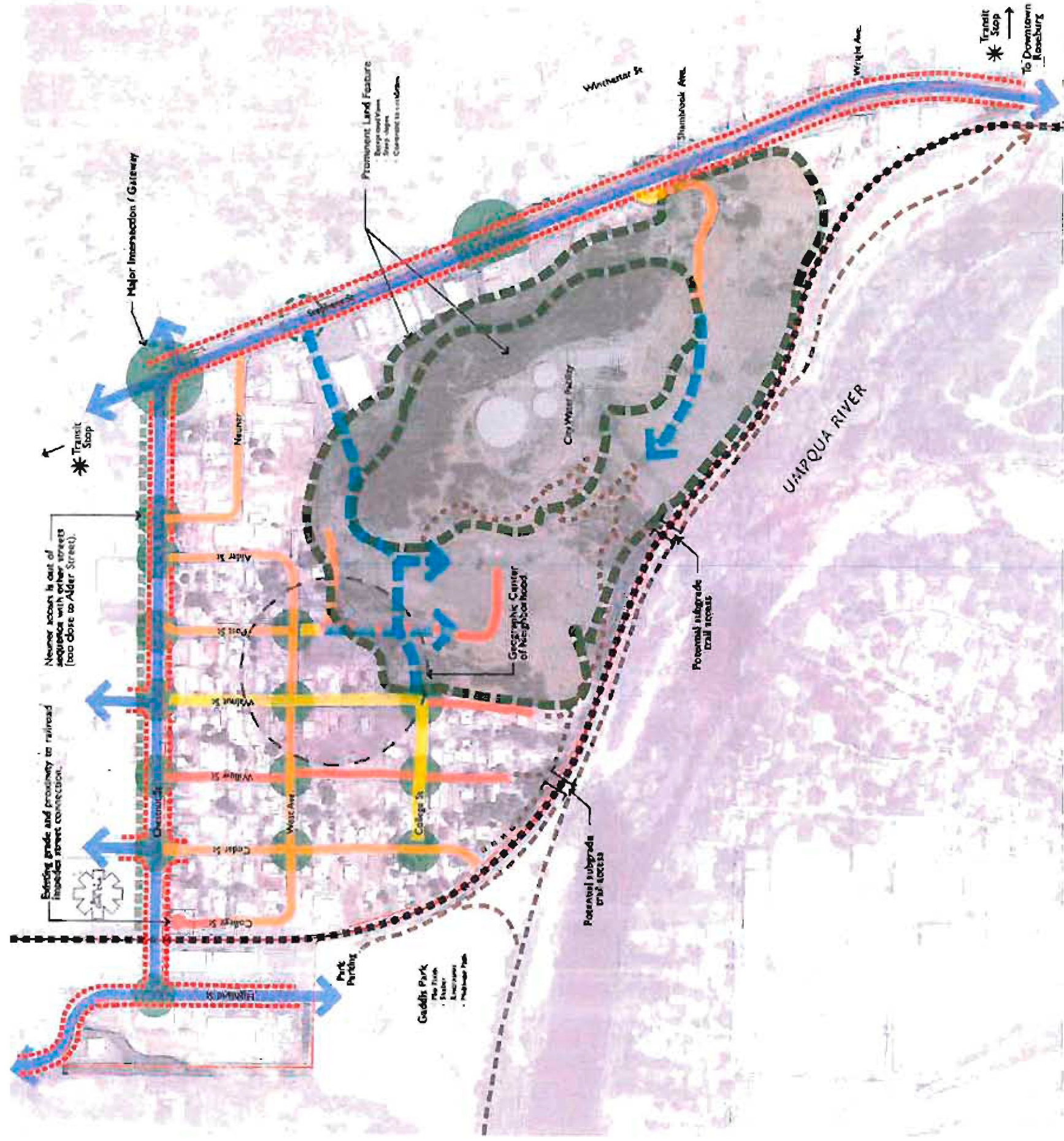
EXHIBIT 3



Johnson Gardner, LLC
The Benford Associates Corp.
Cameron McCarthy Gilbert & Schelke



**WEST AVENUE REDEVELOPMENT
PROJECT AREA LAND USE
DECEMBER 2008**



LEGEND

- PROJECT BOUNDARY
- EXISTING GRADE ACQUISITION (ON PRIVATE PROPERTY)
- EXISTING RAVEL STUDY ROAD CORRIDOR (NO CURB)
- EXISTING TRAIL - LWS IMPROVED CURBS AND INTERMITTENT CURBSIDE WALKS
- EXISTING IMPROVED STREET CURBS AND WALKS
- EXISTING SIDEWALK
- EXISTING MULTIMODAL PATH
- LANDSCAPE (SEE PARADIGM) / RECONSTRUCTED
- MINOR AND MAJOR STREET INTERSECTIONS
- NEIGHBORHOOD IDENTITY / OPPORTUNITY AREAS
- POTENTIAL NEW INTERSECTION
- LOCAL ROUTE
- POTENTIAL MAJOR TO WATERFRONT AND MULTIMODAL WITH ARTS
- POTENTIAL NEW ST. LOTS
- POTENTIAL DOWNTOWN MULTIMODAL PATH
- IF CONTOUR INTERNAL
- IF CONTOUR INTERNAL



WEST AVENUE REDEVELOPMENT
 EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS
 MAY 2009

WEST AVENUE REDEVELOPMENT PLAN

Johnson-Reid Gardner, LLC
 The Benkendor Associates Corp.
 Cameron McCarthy Gilbert & Schelbe

EXHIBIT 4



1 Corner of NE College and NE Walnut looking North West



2 Corner of NE College and NE Willow looking East



CONTEXT / EXISTING CONDITIONS



Street Side



Court Side



2-story units

TABULATIONS

Development Area (acres)	3.3
if all Single Story Apartment	34 units
Density	10 units/acre
if all Two Story Apartments	68 units
Density	21 units/acre
Density Range	10-21 units/acre
Recommended Zoning	MR-29

SUMMARY

The scenario depicted is a multi-family housing redevelopment (shown as apartments). A majority of the buildings have two primary faces. One oriented outward toward existing streets to integrate with the neighborhood and a second facing inward to provide vehicle and service access from the interior of the property. The units shown may be single or two-story each providing 2 to 3 bedrooms and occupying approximately 800 to 1,000 square feet.

The main interior drive is signed with Willow Street to provide convenient access. The drive is private to allow for head in parking of the west side units. Pockets of open space are integrated as a visual amenity for pedestrian connections and other community uses such as a children's play area and vegetable gardens.

Existing topography in the southeast corner is a constraint to construction. This area is maintained as open space and an external pedestrian connection.

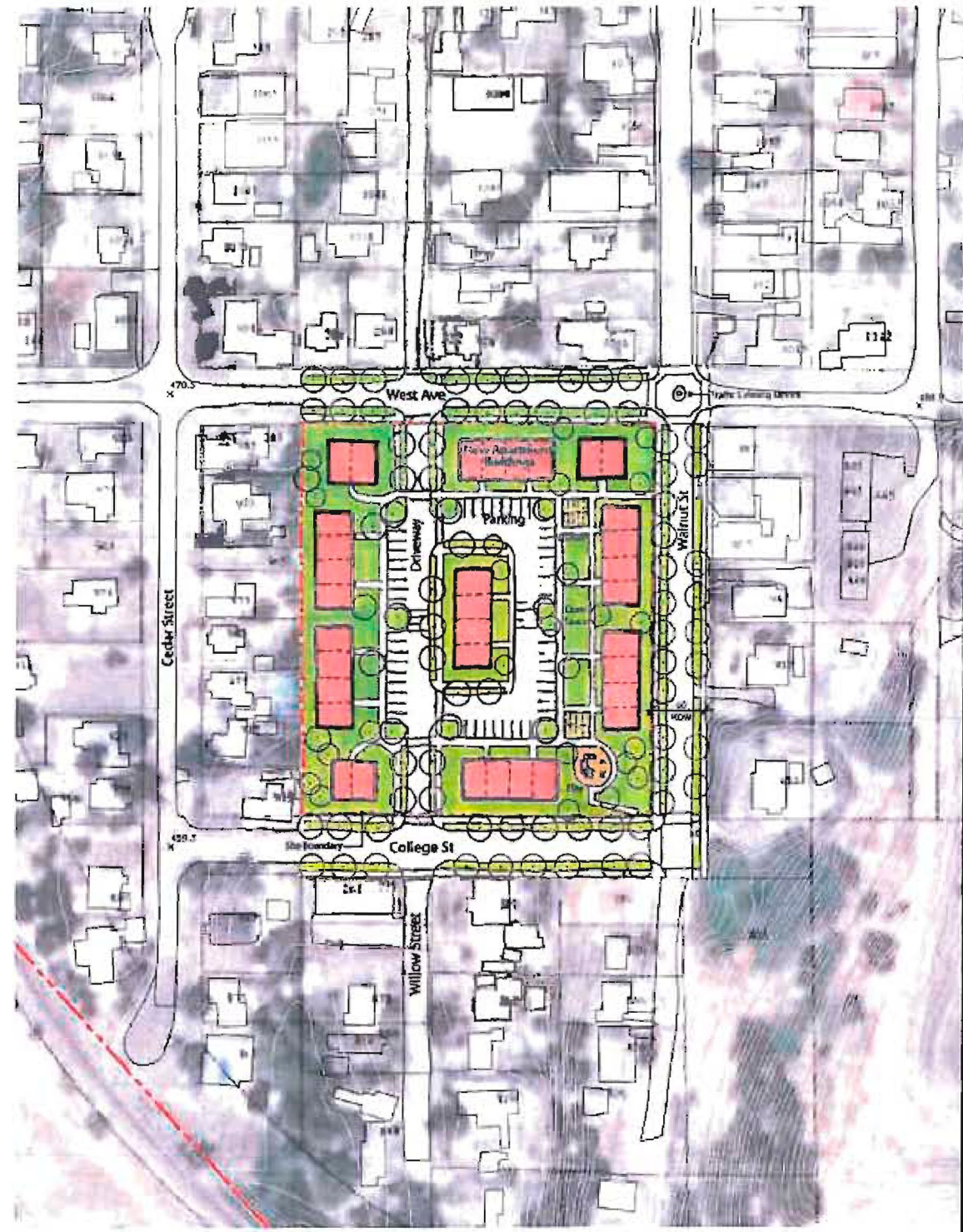
LEGEND

- Property Line
- New Apartment Building
- Improved Street
- Open Space
- Sidewalk

April 2009



REPRESENTATIVE IMAGES AND DATA



SITE PLAN

SCALE 1" = 20'

WEST AVENUE REDEVELOPMENT PLAN



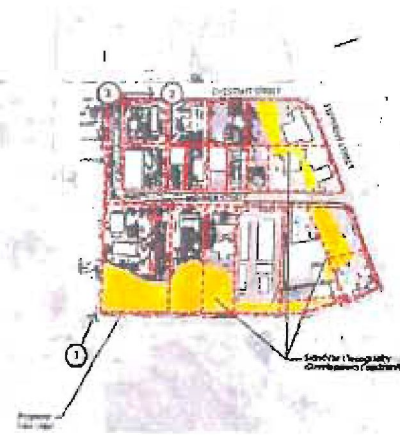
1 View from Hill above site looking north



2 View from Chestnut Street looking south



3 View from Chestnut Street looking east



CONTEXT / EXISTING CONDITIONS



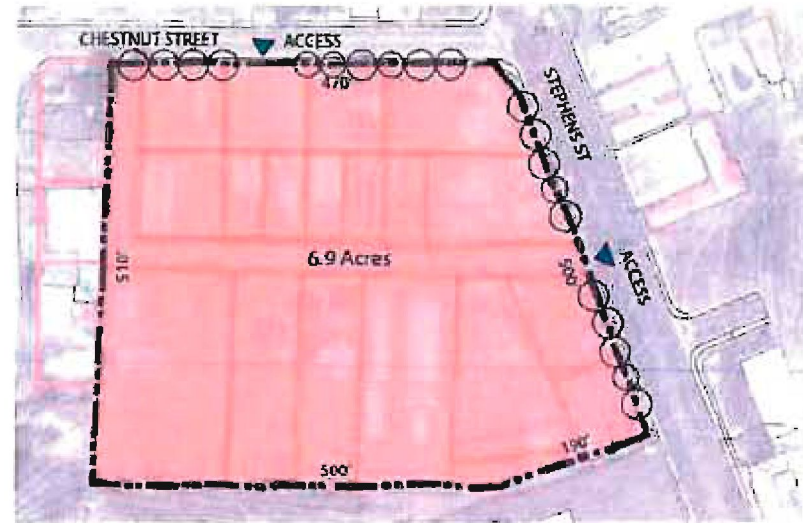
Specialty Retail 10,000 SF +/-



Supermarket 50,000 SF +/-



Large Department Store 100,000 SF +/-



PARCEL OPTION B: SINGLE LOT; ABANDON NEUNER

SUMMARY

The narrow widths and/or shallow depths of existing parcels present practical geometric constraints to commercial redevelopment. This issue is exacerbated by existing topographic features on the east and south side of the redevelopment area. Consolidation of lots is recommended to offer greater flexibility for the placement of buildings, parking and other site improvements that will attract a wider array of new or relocated businesses.

Two scenarios are depicted. Scenario A consolidates the 18 existing parcels down to four reconfigured lots ranging in size between approximately 1 to 2.6 acres each. These lots could accommodate buildings ranging from 8,000 to 15,000 square feet each or greater. Neuner Street, a 60' dedicated right of way is recommended for improvement to commercial street standards. The north-south portion of Neuner Street would be shifted east to establish a consistent rhythm of existing street intersections on Chestnut to the west.

Scenario B consolidates all properties into one lot, and would offer the greatest amount of flexibility. This acreage would allow for a range of options including a large single tenant with approximately 100,000 square foot footprint or greater or a complex including a mix of medium and smaller tenants. In this scenario, the Neuner Street right of way would be abandoned. New access/egress points would be incorporated on Chestnut and Stephens streets.

LEGEND

- New Parcel (consolidated)
- Project Area Boundary
- New Street Tree

TABULATIONS

Scenario A:	Scenario B:
Right of Way 2 acres	Total 6.9 acres
Parcel I 1.6 acres	
Parcel II 9 acres	
Parcel III 2.6 acres	
Parcel IV 1.0 acres	
Total 6.9 acres	

April 2009



PARCEL OPTION A: SINGLE LOT; NEUNER IMPROVED

SCALE

WEST AVENUE REDEVELOPMENT PLAN



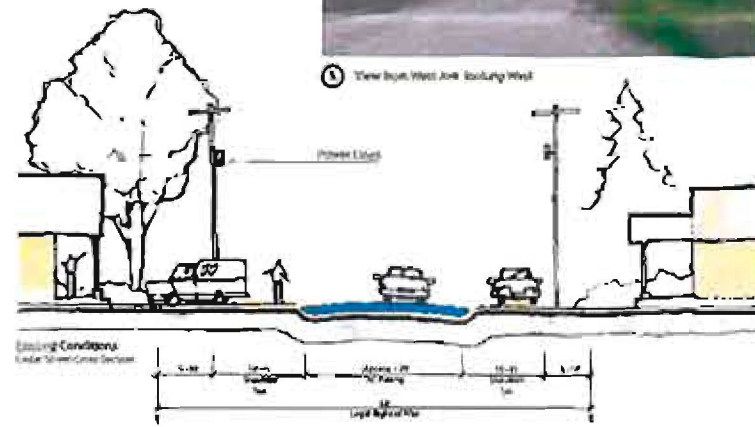
View from Cedar Street looking north



View from Walnut Street looking north



View from West Ave looking west



CONTEXT / EXISTING CONDITIONS



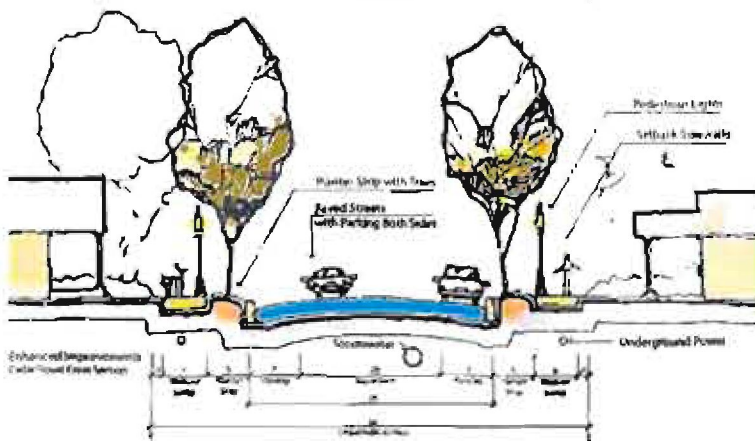
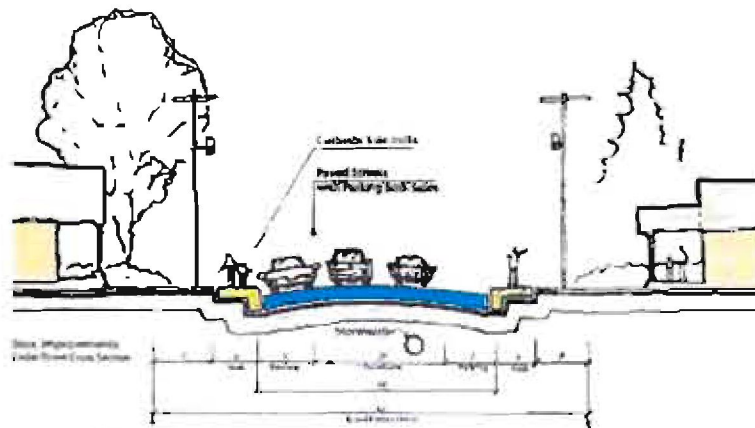
Street Improvements
Tree-lined Sidewalk
Park & Collective



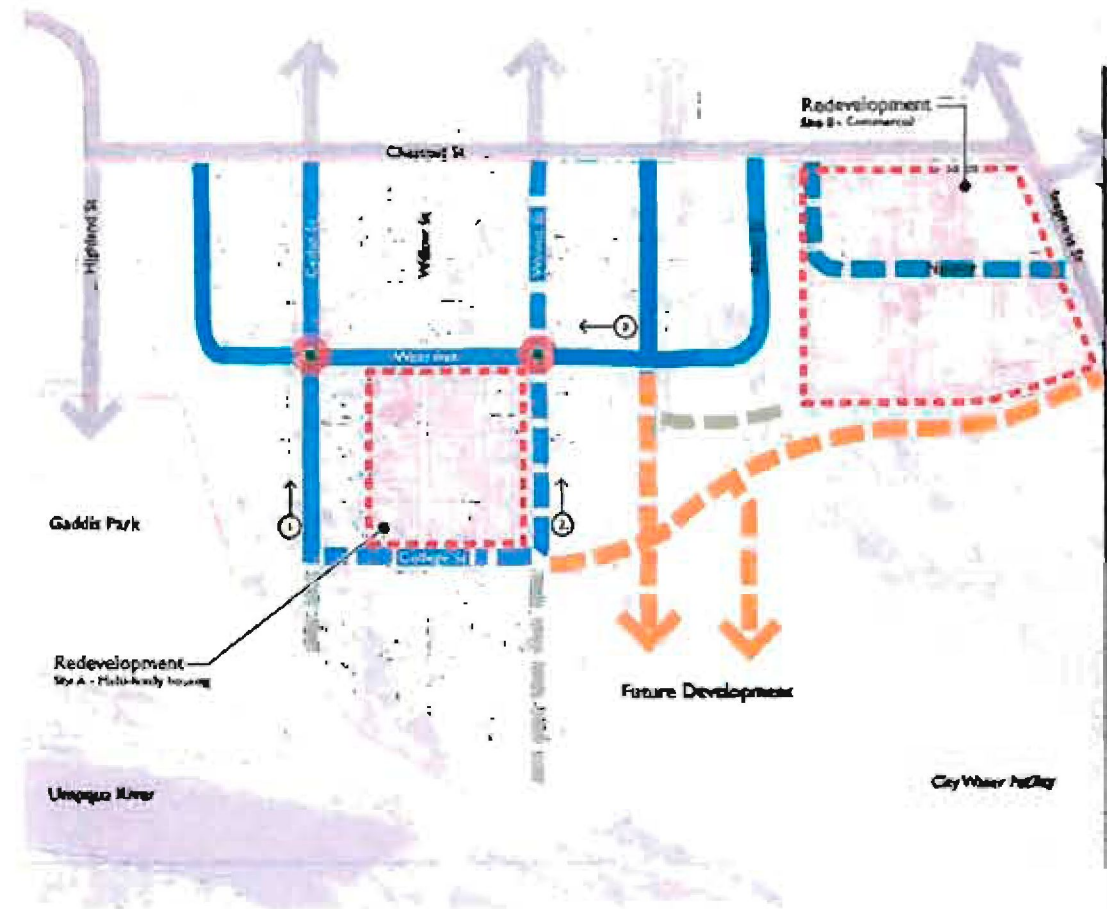
Street Improvements
Tree-lined Sidewalk
Park & Collective



Decorative Pedestrian Light Pole



REPRESENTATIVE IMAGES AND STREET SECTIONS



SUMMARY

Existing improved streets form the east, north and west perimeter of the study area (Stephens, Chestnut and Highland). Each is paved and includes standard improvements such as curbs, sidewalks, drainage and lighting. No Urban Renewal projects are proposed for these streets.

The remaining existing streets in the study area are College, Cedar, Willow, Walnut, Post, Alder, West and Main. Each of these streets has 30' wide sidewalks, a 10' wide utility strip, a 10' wide street, and a 10' wide right of way. Willow Street has no dedicated right of way and exists primarily as an aggregate surfaced access way. Walnut and College Streets are semi-improved with 3' width of asphalt pavement between concrete curbs. The remainder of streets are predominantly asphalt paved with aggregate shoulders (on curbs), and are in fair to poor condition. All of these streets lack drainage infrastructure.

A first phase proposed for Urban Renewal is to upgrade the zero streets of the study area that align with streets beyond the project area to the north (Walnut and Cedar) and the immediate interconnections between them (College and West). The maximum level of improvement for these streets is shown in Section A, with potential enhancements shown in Section B. Traffic calming features are proposed for the West Avenue intersections of Walnut and Cedar.

A second phase proposed for Urban Renewal is to upgrade the remainder of West Avenue and the streets that connect it to Chestnut. Newer may or may not be improved depending upon the redevelopment approach taken for the existing parcels that currently surround it (see Exhibit B for more details). Other streets may be added or improved in the future, but are not included in the Urban Renewal plan since they would be handled by new development or adjacent property owners. Final agencies should consider the potential for "green street" elements such as permeable paving and vegetative medians as sustainable components of the promissive masterplan.

LEGEND

- Existing Improved Streets
- Phase 1 Full Improvement
- Phase 1 Upgrade
Semi-improved existing street
- Phase 2 Full Improvement
- Phase 2 Potential Improvement
Contingent upon redevelopment (see sheet 37)
- Future Potential Improvement
- New Streets (Diagrammatic)
Contingent upon private development
- Proposed Traffic Calming Intersection

May 2009

STREET IMPROVEMENT PLAN

SCALE



049J62033605
\$04.95
12/16/2009
Mailed From 97470
US POSTAGE

netpost



107

CITY OF ROSEBURG
900 S.E. DOUGLAS AVENUE
ROSEBURG, OR 97470-3397

TO:

|||||
Attn: Plan Amendment Specialist
DLCD
635 Capitol St. NE, Suite 150
Salem, OR 97301-2540