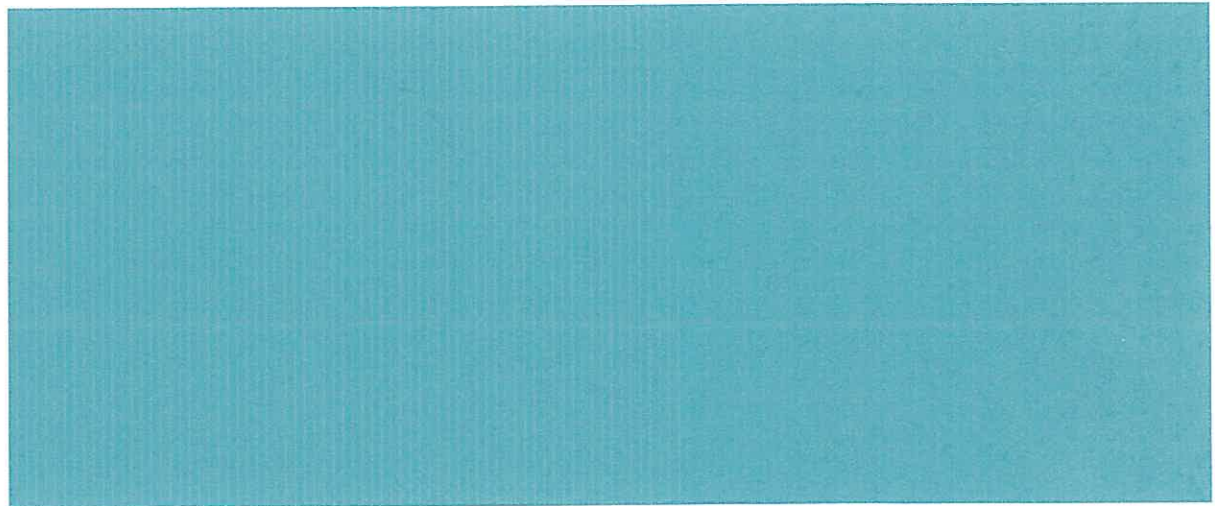
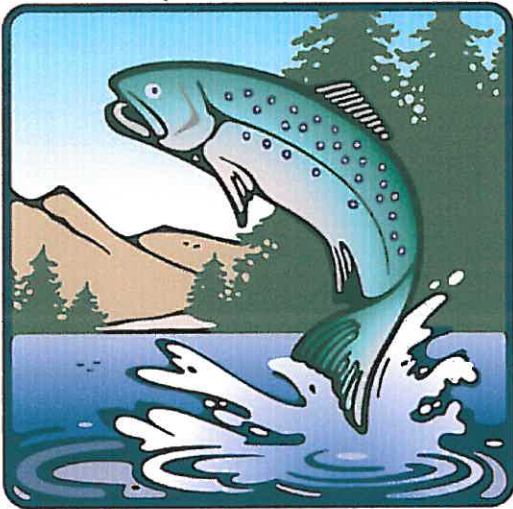


Downtown Roseburg



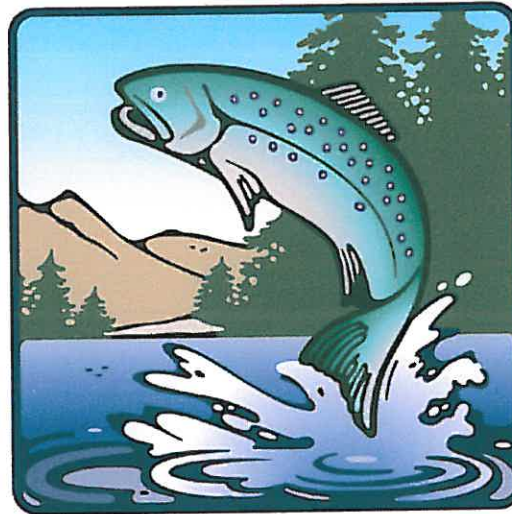
Master Plan

May 2000

Downtown Roseburg Master Plan

Prepared For:

The City of Roseburg,
Downtown Roseburg, &
Roseburg Citizens



Prepared By:

urban design studio
A Division of RBF & Associates
in association with
Tom Hudson Company

Adopted July 1999

Downtown Roseburg Master Plan

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NOTE: A Downtown Roseburg Vision Plan poster has been prepared that serves as a supplement to this Downtown Roseburg Master Plan.

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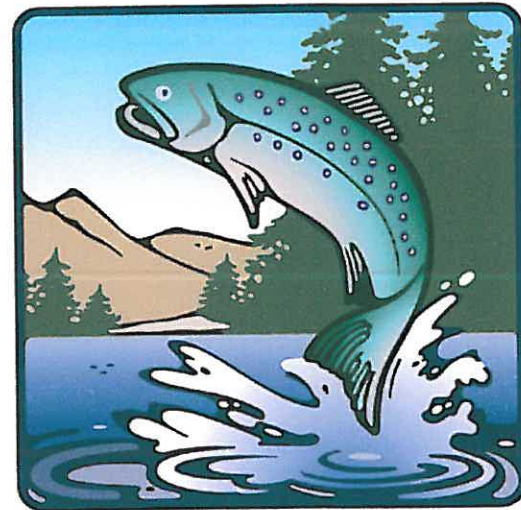
Imagine Downtown Roseburg . . .

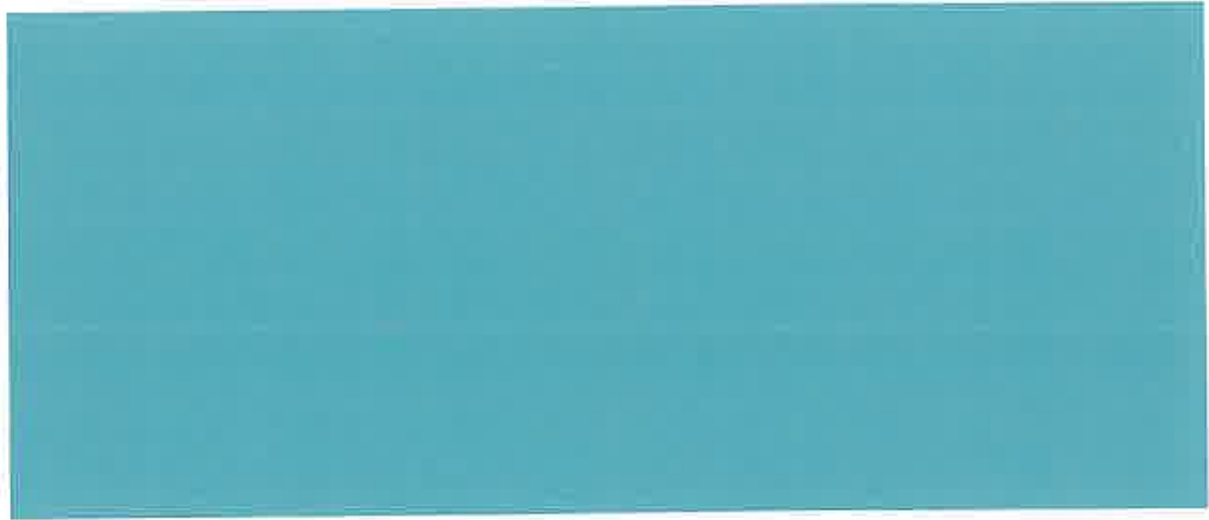
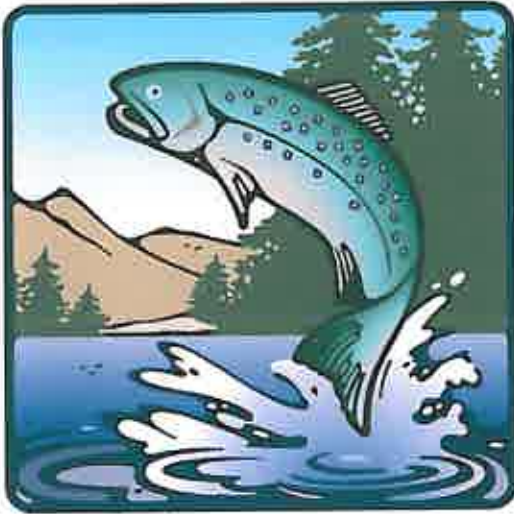
A vision shows where we want to go; a plan explains how we get there. The achievement of a desirable future begins with a vision of what can be. The following vision is a summarized statement of what the Roseburg community wishes for its Downtown.

Downtown Roseburg has become a great place where locally-owned shops are bustling with citizens and visitors alike. . . . A great place which has adequate parking, comfortable and safe pedestrian streets, affordable housing, and stable surrounding neighborhoods. . . . A great place where people from various backgrounds come for special regional shopping and outdoor events. . . . A great place for business to conduct business due to transportation access, up-to-date telecommunications infrastructure, quality of life, and close proximity to various public agencies and support services. . . . A great place that continually changes while maintaining a healthy respect for its historic character and environment. . . . A great place that maximizes convenience by internalizing growth rather than spreading out far and wide. . . . A great place, while very urbane, has embraced and connected with the natural resources that exist footsteps from its edges. . . . A great place that is built upon partnerships, volunteerism, community pride, hard working citizens, and people with vision. . . . A great place unlike any other in Oregon. . . . Downtown Roseburg!

Downtown Roseburg is Everyone's Business . . .

For Downtown Roseburg to attain its potential, public/private partnerships are essential; neither government, nor businesses, nor residents can improve Downtown without the help of the other. It is imperative that Downtown Roseburg is viewed by the community at-large as one of its most prized possessions. It is an amenity that must be nurtured through a collaborative spirit shared by all agencies of the public sector and all facets of the private sectors. Downtown belongs to everyone in Roseburg; and, everyone has a role to play in its vibrancy and sustenance.





CHAPTER I



Downtown Roseburg Master Plan Introduction



A - Introduction

Downtown Roseburg is the heart of the Roseburg Community. (See Figure I-A)

Over the course of the last three decades, a number of planning efforts have been undertaken to help steer Downtown Roseburg in a direction that stimulates economic development, promotes quality development, and generates a sense of overall vibrancy and appeal. These include:

- ❖ *Downtown Roseburg Plans for the 70s (1969)*
- ❖ *Downtown Plan (1984)*

- ❖ *A Housing Study for Roseburg Downtown Historic Properties (1990)*
- ❖ *Sign Guidelines for the Downtown Development District (1991)*
- ❖ *Downtown Design Guidelines (1994)*
- ❖ *Roseburg Downtown Development District Survey Report (1997)*

In mid-1998, the City sought proposals from urban planning and design firms to develop a Master Plan for Downtown Roseburg that would provide a framework for leading the community into the next century. With economic restructuring occurring in the region, and renewed interest in developing Downtown, City leaders identified this effort as a priority. Upon receipt of proposals and interviews with candidate firms, the City selected Urban Design Studio, a Division of RBF & Associates, in association with Tom Hudson Company, to prepare the Master Plan. Together, the consultants, City of Roseburg officials, Staff, Downtown merchants and property owners, and Roseburg residents comprise the team that developed this Master Plan.

This Master Plan was funded in part with a grant from the Oregon State Lottery through the Rural Investment Fund administered by the State of Oregon Economic Development Department.

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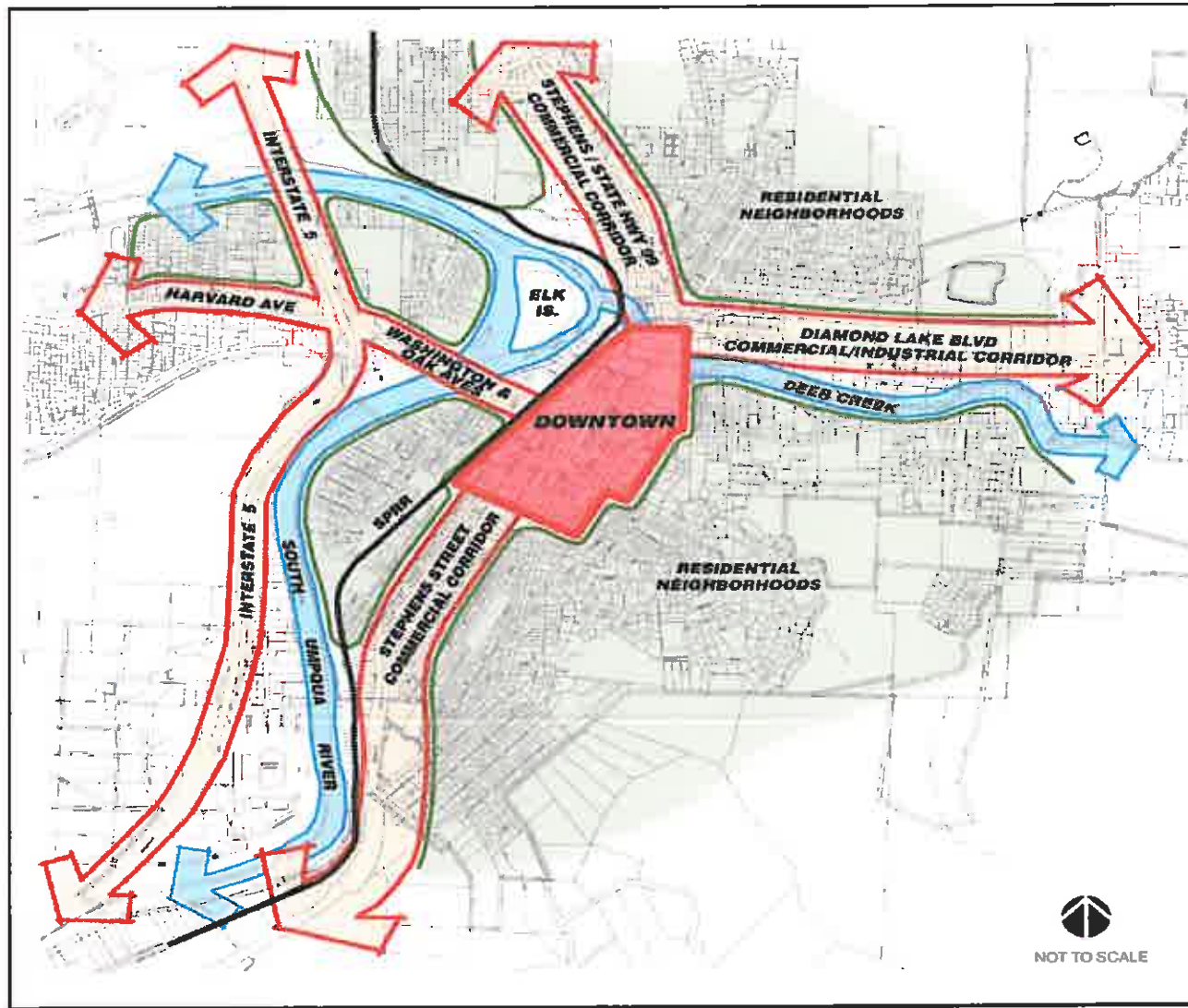


Figure I-A: Downtown Context Map

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B - Planning Framework

For Downtown Roseburg to attain its potential, a solid planning framework was established to generate a baseline of information. The background for this Master Plan was developed through an intensive process involving the review of existing documents, interviewing Roseburg citizens and staff, holding public workshops, distributing surveys, making observations through several Downtown walks, and identifying opportunities and constraints. A summary of the elements of the Planning Framework are provided below.

Four-Day Revitalization Charette

The Master Plan effort was initiated by a four-day intensive process (August 25 to 28, 1998) that focused on information gathering. The results of the process included:

- ❖ Assessment of Downtown Roseburg's strengths and weaknesses, and opportunities and constraints;
- ❖ Input from and consensus developed among City staff and officials, business and property owners and the public at-large;
- ❖ Identification of potential streetscape improvements within Downtown and at key gateways;

- ❖ Understanding of the architectural design guidance needed in Downtown; and,
- ❖ Collection of baseline materials from the City and the public.



Community Involvement

The community involvement process started on August 25, 1998, as part of the four day charette. This element of community involvement included:

- 1) Kick-Off Meeting and Dinner with City Staff, Public Officials, and other Stakeholders

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- 2) Approximately 40 Formal Interviews
- 3) Four Public Workshops including 150 to 200 participants
- 4) Informal Observations and Discussions between Citizens and Merchants around the Downtown area
- 5) Meetings with various groups, agencies, and organizations
- 6) Letters sent by interested citizens to the City and the Consultant

Downtown Opinion Surveys

In addition to the information above, a downtown opinion survey was prepared and distributed at the “Roseburg Area Chamber of Commerce Business & Consumer Fair '98.” Well over 100 people completed the surveys, which produced a mass of useful information.

C - Findings that Benefit Downtown Roseburg

Compared with many downtowns across America, Downtown Roseburg is in very good condition. However, it has a significant amount of potential that can be harnessed by the community to create a community center which better nurtures economic development, civic activity, image, and identity.

The following findings are summaries from the Four-Day Revitalization Charette, Community Involvement, and Downtown Opinion Surveys.

Four-Day Revitalization Charette Findings

During the Four-Day Charette, a significant amount of input was received from the public, many observations were made, and some conclusions drawn. Following are findings and observations related to both urban design/land use and economic development. Community input findings are also summarized.

Urban Design/Land Use Findings

The following findings are organized into discussions and action statements that are intended to highlight the major urban design opportunities in Downtown for revitalization.

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Assure Center Focus — ***Discussion:*** The current downtown area needs to be small and compact enough to allow a focused effort to produce measurable results. Currently, the defined area from Diamond Lake Boulevard, to Mosher Street, to Kane Street to the Southern Pacific Railroad property boundaries are too large and encompass many non traditional Central Business District uses.

Action: Specify Phase I revitalization boundaries of Main Street, to Court Street, to Stephens Street to Lane Street. Phase II can include the remainder of Downtown.

Establish an Identity — ***Discussion:*** While some central theme (Jazz & Wine) for the Downtown Central Business District might work, any theme has to be "original" and "grounded" in Roseburg's history. Downtown Roseburg should not become an Alpine Village, Old West Town or Seaport Village.

Action: A relaxed post WWII historic architectural background, coupled with the region's natural beauty and amenities (fishing, wine, lakes, climate) should form the basis for a unique and identifiable "theme".

Reface Old Buildings — ***Discussion:*** Over the years, some of the buildings in Downtown have covered their historic facades with more contemporary materials. While this may have been an appropriate decision for the time, it reduces the "quality" atmosphere potential in the Downtown. This must be recognized in context with the damage that occurred with "the blast" in the late 1950s.

Action: Remove slipcovers, where possible, on commercial storefronts throughout the Downtown area. Utilize materials consistent with materials previously utilized on the structure. Consult contractors with expertise in historic buildings.



Pump Up Development Intensity — ***Discussion:*** Develop a separate and distinct zoning district designation for Downtown. The intensity and density of most downtown areas are typically more intense than other non downtown areas of the same community.

Action: Require that new building construction be a minimum of one story (18') and a maximum of six stories (75'). Develop incentives for those new buildings which build multi-story buildings in the Downtown area. Focus on unique pedestrian-oriented retail, residential over commercial mixed use, arts, family entertainment, open space, public parking, farmers markets, food and beverages and professional services.

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pedestrian-oriented retail, residential over commercial mixed use, arts, family entertainment, open space, public parking, farmers markets, food and beverages and professional services.

Replace the Brick Planters — ***Discussion:*** The community-based effort that went into the construction of the brick planters should be applauded. Like other many great ideas and public improvement efforts, the function may not prove to be optimal. As the public is well aware, the planters have posed problems for cars parking on the streets and have been damaged as a result. The brick planters also show that less expensive design features may not always be the best route to take, especially when such planters do not have a traditional historic use in downtowns.

Action: Remove the planters, and replace them with metal tree grates.



Thin Out the Canopies — ***Discussion:*** Jackson Street’s tree planting program is one of the best! The trees add an atmosphere lost in many Downtown areas. However, as the trees mature, they are blocking commercial signage.

Action: Hire a professional tree trimmer to thin out the dense tree canopies on Jackson Street. It is always better for the long-term health and aesthetic value of the street to trim less more often (a maximum of 25% of the canopy at a time), than it is to undertake a major trimming every couple of years.

Provide a Series of Entry Portals — ***Discussion:*** People unfamiliar with Downtown find it difficult to know when they have arrived in Downtown.

Action: Use new improved, large scale entry elements (lights, trees, signs, benches, etc.) to define the major entries and intersections in Downtown. Focus major entry features at: 1) Stephens Street and Oak Avenue; and 2) Diamond Lake Boulevard and Jackson Street. Secondary entrance treatments are recommended at: 1) Douglas Avenue and Kane Street; 2) Douglas Avenue and Stephens Street; 3) Mosher Avenue and Main Street; 4) Mosher Avenue and Stephens Street; and 5) Diamond Lake Boulevard and Stephens Street.

Use Streetscape as the Bonding Thread — ***Discussion:*** The community would like to see Downtown and the commercial thoroughfares of Stephens Street and Pine Street aesthetically improved. The two areas are very different. The Pine/Stephens

Downtown Roseburg Master Plan Introduction

area is a vehicular oriented commercial corridor, while Downtown is a pedestrian oriented retail commercial district. The improvement of these corridors with streetscape, as well as all of the other streets in Downtown, will certainly enhance the legibility of the area and will result in a more people-friendly place.

Action: Utilize some similar streetscape elements for aesthetic improvements to all streets in the Downtown.

Provide Connection with the South Umpqua River — Discussion: Physically, the South Umpqua River is Roseburg’s link with the Pacific Ocean. The South Umpqua River and the Downtown need to be visually and functionally connected through a series of streetscape, trails and walkways. This is an important river to the community and should be so treated.

Action: Allow each area to develop thematic differences while maintaining important linkages whenever possible. Create an emphasized linkage via Douglas Avenue from Jackson and Main Streets to the South Umpqua River; blend creativity and comfort into this linkage to encourage the effectiveness of the connection.

Lead the Way — Discussion: There is a term in urban design called “wayfinding.” That is, urban design efforts must help people find their way to a place and within the place. Many people unfamiliar with Downtown Roseburg do not know how to get there from other parts of the City or the freeway. They also are uncertain where to go once they are in Downtown. Signage

for parking, directional signage, and downtown directories and kiosks are lacking.

Action: Develop a comprehensive system of informational and directional signs from all major highways and arterials to direct vehicular and other travelers into the Downtown (Central City) area. Utilize a colorful graphic approach which looks unlike other traffic regulatory /directional signage systems. Carefully consider which freeway ramps direct tourists into downtown. The directory kiosk at the Overpark Plaza is a great example and should be replicated throughout the district.

Establish Major Public Open Space — Discussion: Most successful downtowns have a significant public open space that brings citizens together to celebrate community. To attract people downtown, activities need to be scheduled in a comfortable and central location. Also, we must not forget that downtown is home to residents. And, residents need open space near their homes – kids need a place to play and adults need a place to relax.

Action: Create a high quality, comfortable place for people to meet, linger and celebrate. Provide shade trees, benches, drinking fountains and a downtown clock. Also, consider the creation of an amphitheater for summer concerts and other performances near Deer Creek or in conjunction with the remodel of City Hall.

Treat Key Downtown Sites with Care — Discussion: There is one “key” area in Downtown ripe for redevelopment and revitalization. The area is generally bounded by Jackson Street,

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This area includes some existing commercial establishments, vacant land and public works facilities. And, it is adjacent to Deer Creek — a grossly underutilized community asset. This area, combined with the activity occurring around the train station, could be a major catalyst for launching Downtown Roseburg into an economic development success story. Using this area for future parking alone will not benefit the health of downtown or the larger community.

Action: The City and County should partner for the good of the community at-large to develop this site into a real community asset. Roseburg, and the Downtown, need a conference and hotel facility to call its own — a place that can host a wedding reception or a small professional conference. The Downtown, City and County also need additional parking and a creekside park. This site could provide all of these needs. Attention must be paid however, not to overbuild the number of hotel rooms to the detriment of existing Downtown hotels and motels. To attract a developer to the Downtown to develop such a facility, the City and County could team to offer the land at low or no cost and could provide other incentives at their discretion. This site represents a valuable opportunity for creating a partnership between the City and the County, and offers the community at-large with a facility they can certainly use.

Pursue Neighborhood Preservation — Discussion: Around Downtown are historic neighborhoods. Some of the structures in these neighborhoods are in disrepair or are being converted to other uses. Downtown thrives when they have a resident

population.

Action: Enact design controls in the residential area just to the east of Downtown to minimize the detrimental affects that converting a historic residential structure to an office have seemed to produce in this emerging area. And, work to educate neighborhood residents and property owners of the importance of property management and maintenance.

Reinvest in the Overpark — Discussion: The parking garage is a public improvement that represents a visionary improvement in the downtown. The parking garage could, however, use a number of small improvements to make it more attractive and useable.

Action: Improvements include: painting the interior “white” white to brighten the space; install new lights which “flood” light more evenly in the interior; paint exterior and apply brick veneer baseplate; plant any of the following at key exterior locations to allow wall covering: Boston Ivy; Virginia Creeper; Common Trumpet Creeper; Evergreen Clematis; or other similar plant species.

What Parking Problem? — Discussion: The popular perception that there isn’t enough parking in downtown is generally unfounded.

Action: Reduce one way streets, improve building rears as secondary storefronts, develop a sense of downtown arrival, and create a wayfinding signage program to assist people in finding

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parking are needed improvements. Additionally, Post Office parking must be addressed to the satisfaction of the community and the Postmaster.

Fill Up the Second Stories — ***Discussion:*** Many buildings in Downtown have vacant second floors. This space presents an incredible opportunity to offer additional leasable commercial office space as well as offer residential units. Having residential units in the downtown will create a more vibrant downtown beyond the 8 hour work day! And, downtowns that have a mix of office, retail, and residential are safer places.

Action: Assure zoning clarity in this regard. And, create incentives for new development that encourages residential above commercial and office.

Maintain Governmental Focus — ***Discussion:*** Through the interview process, the consultant team heard that the Post Office might move out of the Downtown. This relocation cannot be allowed to occur if the community wishes to maintain a governmental focus here.

Action: The City needs to work with the Postmaster to find out what it can do to help the Post Office stay.

Create An 18-Hour Downtown — ***Discussion:*** Downtown currently isn't utilized by many Roseburg residents who, because of their jobs, have to do much of their shopping after work. Other shopping centers in the area are benefitting from this

leakage! For those who work, Downtown doesn't "work" for them!

Action: A concerted effort needs to be made to extend and coordinate consistent business hours in the Downtown. It doesn't have to happen overnight. Perhaps start with Thursday nights to stay open until 8 p.m. Then as customers become acquainted with the extended hours, try another night and then another.

Downtown Needs a Spit Shine — ***Discussion:*** The City and downtown merchants can invest millions in new improvements and the downtown may not sustain the new luster IF a regular maintenance program is not implemented as part of the Downtown Master Plan.

Action: The current conditions downtown would benefit greatly from a "Spit Shine" utilizing high pressure water/steam cleaning on streets, sidewalks and buildings. Future capital improvements must include a program of regular maintenance.

Convert One-Way to Two-Way — ***Discussion:*** Downtown circulation is based on one-way couplets. As with anything, too much of any one thing may not always be good. And, one-way streets are typically unfriendly to downtown newcomers and visitors, as well as pedestrians due to the heightened speeds they tend to encourage.

Action: Jackson Street, Main Street, Pine Street, Stephens Street, Oak Avenue and Washington Street should all remain one-way.

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All other streets in the downtown should be converted into two-way streets. All intersections in the downtown should be fitted with “all way” stops.



Bring the Country to the City — *Discussion:* Roseburg is noted for its abundance of natural resource assets. Only fitting would be the presence of a museum and retail activities that are consistent with this commonly known fact.

Action: The downtown should work with local lumber mills to create a museum in the downtown to recognize the industry and

provide education about its importance (This could be developed in conjunction with a new community conference center). Businesses should be recruited that are based on the theme of natural resources. For example, perhaps a woodworker’s membership club could be established in a storefront whereby community residents can join and make cabinets and other projects. Or, possibly a rock climbing and hiking store could be established that provides rock wall climbing opportunities and training for interested community members.

Put in Place Public Art — *Discussion:* Enhancing the pedestrian experience can be accomplished in part through public art programs. People like to see things of interest that were created by others. And, public art provides great opportunities for local philanthropists and artists to leave landmarks of interest to future generations.

Action: Develop design guidelines and/or incentives for public art projects. Generate types of public art that are desired by downtown merchants.

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Economic Development Findings

Introduction

A preliminary evaluation of Downtown Roseburg economic conditions was completed by Tom Hudson Company during the week of August 24, 1998. This review was completed in three steps:

1. Review of existing economic data provided by City of Roseburg.

2. Interviews with approximately forty Roseburg citizens from a broad range of backgrounds, including government and business.
3. Onsite investigation of Downtown economic and physical conditions.

Using a strategic planning approach, findings were organized into four primary categories: strengths, weaknesses, opportunities and threats. The economic evaluation was summary in nature. Consequently, recommendations derived from the process are broad and mostly targeted at organizational development, future planning and general development options. It is not possible to thoroughly address important issues such as:

- ❖ Downtown's market niches
- ❖ Target markets
- ❖ Competition (in each market segment)
- ❖ Local values (which should be well defined in order to guide development)
- ❖ Downtown image
- ❖ Highest and best use of Downtown properties
- ❖ Retail leakage (local potential retail spending that leaves the area)
- ❖ Business mix, gaps and recruitment targets
- ❖ Business retention targets and processes
- ❖ Potential resources to support Downtown revitalization

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Downtown redevelopment programs should be guided by a strategic economic development plan that addresses these issues. The citywide economic development plan currently being arranged should incorporate and emphasize Downtown as a major element.

Key Concepts

Findings in this memorandum are guided by five key concepts. These concepts are outlined in this section to provide the reader with a context for understanding Tom Hudson Company's perspective on Downtown Roseburg revitalization options.

Concept 1. Downtown is a Public-Private Partnership

This partnership offers its target markets (at least citizens of Roseburg) a mix of public and private goods and services. The mission of the partnership ought to be to develop an appropriate mix of these goods and services to serve target markets well.

The City of Roseburg, other taxing jurisdictions, local citizens and businesses all have an important stake in Downtown vitality. The city center has more dense infrastructure and a larger number of businesses than any other district in the County. Typically, downtown property taxes and many revenues subsidize residential and most other forms of community development. That is, Downtown commercial activities accrue to the benefit of all citizens in Roseburg and the County. An unhealthy Downtown directly impacts City and County budgets.

As the city center, Downtown also serves as the focal point for citizens' sense of community. In nearly every American town, the relative sense of community is proportional to the health of downtown.

Prospective businesses (recruits) and potential new residents gauge a community's attractiveness in part on the vitality of the city center. Downtowns that have a healthy mix of business and other activities will greatly improve a city's capacity to draw and keep new businesses. Roseburg is particularly in need of diversification via business recruitment.

In short, everyone and every entity in Roseburg has a stake in the vitality of Downtown. It is a dangerous error to perceive that revitalization is the sole responsibility of Downtown merchants.

Concept 2. Downtown Uses Need to Be Broadly Balanced in Response to Target Markets

For thousands of years, downtowns all over the world have served as the social, cultural, civic, religious and commercial centers of the surrounding community. They provided these services and activities in a balance which responded to local needs and values.

In the late 1950s and 1960s, U.S. downtowns began to lose this balance of "centeredness." First, comparison goods shopping (department stores) moved to outlying malls. Theaters and other social activities followed. Downtown residents gravitated to suburbs or locations where they could be better served. Many town halls moved to campuses to acquire more parking. Post

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offices did the same, as did churches. In many places by the 1970s, specialty goods merchants were left with the unintended requirement of maintaining downtown's vitality. This was and remains an unrealistic, unreasonable expectation.

A resurgence of interest in downtowns began in the late 1970s. During the past two decades, downtown revitalization has risen to become the greatest economic development success story in the U.S. In over 1,000 cities, downtown organizations are restoring a healthy balance of activities. Residential, office, cultural, civic, recreation and other uses are finding their way back to the community center.

This renaissance is partly a response to the simple logic of economic opportunity. Dense downtowns are attractive to a variety of uses. In addition, people all over the country are looking to restore their community ties. They want to "belong" again. The suburbanization era cut citizens off from each other and from their sense of community. Downtown has become a focal point for the restoration of this connection.

It appears that citizens of Roseburg are experiencing this same interest. There is widespread concern about sprawl, limited social and cultural activities, limited shopping options, even limited alternatives for going out to eat. Timing seems to be excellent for a revitalization process that will address these and other community concerns. What uses need to be developed, and in what balance, remain open questions that need to be more thoroughly investigated.

Concept 3. Downtown Target Markets are Much Broader Than Local Consumers

During the citizen interview process, many people shared an assumption that Downtown Roseburg's target market was local citizens. Few people spoke about opportunities to draw from outside this pool. Many even perceived local residents as a homogeneous consumer group.

It is important to challenge these perspectives. The following outline provides a listing of some of the markets which may be important to Downtown revitalizers. As the reader touches on each group, three questions should be asked:

1. How well is this market segment being served?
2. Is there an opportunity to tap this market to the benefit of Downtown?
3. If so, how can urban design and business development help?

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- Quick Sketch of Potential Markets**
- ✓ Local Citizens, by demographic background, including:
 - ◆ Age (e.g., Seniors, Retired Seniors, Adults with Children, Adults without Children, Young Professionals, Young Blue Collar, Teenagers, Children)
 - ◆ Income
 - ◆ Special Interests
 - ◆ Values
 - ◆ Residence (Proximity to Downtown)
 - ◆ Type of Residence
 - ✓ Local Businesses
 - ◆ Retail Goods
 - ◆ Retail Services
 - ◆ Office
 - ◆ Medical
 - ◆ Nonprofit
 - ◆ Industrial
 - ✓ Local Government
 - ✓ Regional Government
 - ✓ Nearby Residents (Within Douglas County)
 - ◆ Similar Demographic Complexity
 - ✓ Personal Travelers From a Distance
 - ◆ Similar Demographic Complexity
 - ✓ Tourists
 - ◆ Similar Demographic Complexity
 - ✓ Business Travelers

Again, it is important to think beyond retail markets. Downtown has the potential to be a great office, medical, residential, civic and even religious center. The proper mix of these uses is not yet clear. However, it is clear that office, residential, and civic uses have significant potential.

Concept 4. Downtown Roseburg's Market Area Varies by Target Market

Markets are defined by location as well as type. Classic market analysis evaluates each target market in terms of geographic draw. Given the wide variety of market types noted above, it becomes obvious that market area may vary dramatically from one market to the next. Typically, economists speak in terms of a hierarchy of geographic draw. At the top is the Super-regional center, or any competitor that draws substantially from outside the region. South Center Mall in Seattle is a Super-regional retail center. Children's Hospital in the same city is a Super-regional medical center.

Regional centers are the next level down. Eugene and Medford are regional retail centers. Roseburg is a regional medical center. These places draw the customers from outside their communities, perhaps from several counties, but generally not outside western Oregon.

Community centers are the third level. As implied, they serve their own communities for the most part. Neighborhood centers and strip centers are at the bottom of the geographic hierarchy.

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Strip centers tend to focus on convenience-oriented auto traffic. However, many specialty goods stores locate along strips as well. Such stores may not benefit from proximity to others - they tend to be a single-purpose destination. Sporting goods stores are a good example. People don't drop in to buy a basketball while going to the post office. If they need a basketball, they go to wherever the basketball is sold.

This brief outline helps to create a framework for considering market development. For every potential target market, analysis should be conducted to determine three key factors:

1. Existing and potential product and services;
2. Geographic hierarchy/range; and
3. Best district(s) within the community to locate strategic businesses.

Concept 5. Downtown Retail Opportunities Should Be Analyzed by Retail Segment

Retailing may be broken down into at least five segments:

1. Comparison Goods (Department store-type merchandise)
2. Specialty Goods
3. Convenience Goods

4. Theme Goods
5. Personal Services (e.g., beauty shop; dry cleaners)

Each of these segments may appear in any shopping center in the geographic hierarchy noted above. However, segments tend to cluster according to a regular pattern.

Most downtowns serve at least as a community-level center for specialty goods, personal services and professional services (generally financial, insurance and real estate services). Some may draw more or less than others, depending upon at least four things: the collective strength of downtown goods and services; overall design quality of the physical place; size of the local population; strength of regional competition. Roseburg's status on these traits appears to be as follows:

1. Downtown Roseburg currently has relatively low collective strength. Its mix of businesses is fairly good, but it lacks depth (e.g., too few restaurants) and attractions (e.g., practically no social or cultural activities).
2. Overall design is good, but many buildings need facade improvements, streetscapes are weak and there are practically no central public gathering places.
3. The local population is not large enough by itself to sustain more than a community-level shopping center. Regional marketing is needed. Eugene, Grants Pass and Medford are

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effective competitors. Roseburg (not just Downtown Roseburg) has not established a clear, defensible market niche for itself.

4. Most interviewed residents expressed disappointment in the range of goods and services perceived to be available in this community.



Downtown Strengths, Weaknesses, and Threats

Full evaluation of Downtown Roseburg economic development opportunities goes beyond the scope of this Master Plan. However, many important preliminary observations were made which may help community leaders address immediate revitalization needs. These observations are divided into three categories: strengths, weaknesses, and threats. Opportunities and miscellaneous recommendations are contained within Chapter IV.

❖ *Primary Downtown Strengths*

1. Downtown has strategic businesses which need to be supported.

Most downtowns have several key businesses that benefit others substantially by their presence. Customers of these strategic firms will conduct business at adjacent locations more often simply because it is convenient to do so. Department stores at malls are classic examples of such strategic companies. In many malls, department stores pay little or no rent because mall managers (and smaller retailers in the mall) recognize this spillover benefit. Unfortunately, many downtowns ignore the welfare of their most important tenants.

Downtown Roseburg has a few strategic businesses. Among these are:

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- ❖ Safeway
- ❖ Rite-Aid (rumored to be considering downsizing or a relocation)
- ❖ Restaurants (collectively)
- ❖ Banks (which, logically, will not remain in Downtown if it is not kept healthy)
- ❖ Village Station (a new business with great promise and high visibility)

Downtown supporters should meet with these companies to identify what might be done to keep them in the city center. This is an extremely important undertaking that should become an ongoing effort.

2. Downtown has Strategic Institutions which need to be kept in the city center.

In addition to businesses, Downtown has public land uses which draw people to the city center, including:

- ❖ Post Office
- ❖ City Hall
- ❖ County Courthouse and Offices
- ❖ State Agency Offices

These institutions lend strength to the overall vitality of Downtown. The community should seek to support them as aggressively as it does strategic businesses. Ideally, commitments should be sought from appropriate leaders to keep the facilities where they are permanently.

It is noteworthy that many people complain about congestion at the Post Office. If citizens are frustrated, it is a sure bet that the Postmaster is investigating options for improving the situation. Improvement could conceivably become a relocation, as has happened in hundreds of other cities in the Pacific Northwest.

3. Downtown's physical design and character are good and can be improved without great difficulty.

The Downtown parking building is an outstanding asset and a monument to good planning. This structure helps to insure that parking in the city center remains adequate and convenient. Even so, the physical structure appears run down; directional signage to it is spotty. Improvements to these design problems will contribute to the overall revitalization effort.

4. Other current strengths include:

- ❖ Downtown remains relatively compact and walkable. It is possible to develop the core as a true pedestrian center.

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- ❖ It would be relatively easy to link Downtown to I-5 and Highway 99 through improved signage.
- ❖ There is relatively high occupancy on the ground floors of Downtown buildings: Downtown is far from dead.
- ❖ The state of building repair is fairly good. Historic buildings exist in good number. Cosmetic improvements to facades could quickly and inexpensively improve Downtown's overall look.



❖ *Primary Downtown Weaknesses*

1. Circulation, signage and linkages to other city districts are poor.

Circulation within Downtown is extremely confusing. If Downtown supporters want the city center to draw new customers, both local and visitors, circulation must be improved. Changes to one-way streets will be easy and inexpensive to implement.

Signage to the Downtown also is confusing and is misleading. Entry ways and directional signage need to be improved in order to guide people into the core. Once inside the Downtown, pedestrian signage is similarly confusing. While the concept of a universal walk signal (every pedestrian can walk in any direction from any corner at once) is good, it doesn't work well in Downtown at this time. Pedestrians constantly jaywalk in part because the system lacks instructions and even logic at times. Directional and interpretive signs for pedestrians are needed badly.

One of the city's greatest assets is the river that runs through it. Currently, Downtown is cut off from the river by roadways, the railroad and the absence of design connections. Downtown needs to be reconnected (both physically and by association) to this wonderful natural amenity.

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2. Upper floors in Downtown often are vacant or under-used.

Zoning, building codes and development incentives are needed to address this major weakness. Upper floor uses translate into business for ground floor uses. Downtown residential development also would build a larger, stronger body of advocates for revitalization.

3. Downtown and community development organizations overlap in their revitalization roles.

There are numerous community development organizations which currently lack coordination in their various important activities. As a result, they contain both gaps and overlaps in their responsibilities. The City needs to work with these entities to refine their roles. It may be appropriate to consider merging two or more of the organizations.

The Downtown Association is relatively small and lacks professional management. It is ironic that nearly every mall in the country has a professional manager, while many downtowns don't even consider the need for such leadership. With over three hundred businesses downtown, multi-million dollar investments in infrastructure and millions of dollars in tax revenues at stake, Downtown needs professional management. The City should work with community development organizations, especially the Downtown Association to

develop a process to acquire full time management. The National Main Street Center management model, which has been adopted by many other Oregon towns, is strongly recommended.

Despite the variety of community organizations involved in development, revitalization resources currently are limited and dispersed. Once organization is refined, more emphasis should be placed on creating a resource center and clearing house for future redevelopment efforts.

4. Strategic Marketing of Downtown is Very Weak.

The field of marketing includes four major elements: product development; pricing; promotion; distribution. Downtown Roseburg is weak in all of the first three of these areas. (The fourth is not relevant.) No strategy or program exists for business retention and recruitment programming (product development). Cooperation between Downtown businesses on issues such as complementary products or services, sales, hours of operation and promotion is very limited.

Historically, downtowns succeeded through their collective strength. It has always been natural to develop collective, cooperative business development efforts. However, such cooperation is difficult without broad participation in planning and central management.

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As a result of this limited marketing, many local citizens are poorly informed about the goods and services available Downtown. In fact, many people interviewed noted that they simply don't go Downtown and, through their answers, don't know what is there. These interviews made it absolutely clear that market perception and Downtown reality are very different.

In addition to limited marketing, no entity currently tracks business trends. There is practically no information available on retail spending, foot traffic counts, parking and building vacancy rates, sales event performance (i.e., relative success), retail leakage and most other traditional downtown economic data. It is extremely important for the business community, in collaboration with the City and/or community development organizations, to begin capturing this essential data. Without it, relative progress and the impacts of change will be impossible to measure in the future. Put another way, downtown revitalization will be flying blind — unnecessarily.

The Downtown Association does not appear to be a significant part of the community's development team. This weakness needs to change. Downtown's actions and vitality are critically important to the overall planning and welfare of the city. All community development organizations need to be made aware of this point and incorporate revitalization into their own missions.

One of the most severe weaknesses in Downtown was commonly observed by people in the interview process: "I go Downtown for just one thing." Downtowns succeed best as mixed use centers offering multi-purpose shopping opportunities. As a pedestrian center, people are encouraged to leave their cars for a variety of needs at one stop. Currently, it appears that the mix of goods and services Downtown is not adequate to serve this traditional — and essential — role. Strategic business development planning is needed to establish an appropriate retention and recruitment program to overcome this problem.



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❖ *Primary Downtown Threats*

1. Lack of strategic organization has led to neglect of strategic Downtown needs.

Without a strategic refocusing on Downtown revitalization, it is likely that apathy will grow. Without a systematic and explicit commitment to revitalization by both government and private sector, momentum will languish and the vision will become a distant memory.

Without action now, regional competitors will continue to improve their strengths, while Downtown Roseburg remains status quo.

Without inter-organization cooperation and organizational development, misunderstanding, internal discord and lack of consensus on direction are likely to develop.

Without managed direction, progress will be slow and disorganized.

2. Future development may be misguided without better information.

Anyone who has ever been to a McDonalds and a Wendys restaurant recognizes that design is a critical part of business success. These companies aim at different markets: the first attracts families and youth; the second is

devoted to adults. They know their niches and their markets. So there is no playground at Wendys; and nearly all McDonalds incorporate play areas.

Similarly, design will heavily influence market development in Downtown Roseburg. The question is, what markets is design supposed to serve in this city center? Without a good answer, it is possible to create the “right” design for the wrong markets.

3. Loss of Strategic Businesses/Institutions

If the City and its revitalization partners do not act soon, it is probable that some strategic businesses and/or institutions may move out of Downtown. A revitalization team needs to be designated to, among other things, coordinate business retention efforts.

4. Transients continue to build a local perception that Downtown Roseburg is not safe.

Although crime statistics are favorable in Downtown Roseburg, many citizens express fear of transients. The perception appears to be growing that people in Downtown will be accosted by panhandlers or unruly vagrants. Transients are clearly visible Downtown any time of day. In short, transients and revitalization efforts will never mix. The City needs to find a way to address this problem and make the local perception of safety in Downtown very high.

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5. Low consumer awareness of downtown will continue without coordinated strategic marketing.

It appears that many people don't go Downtown because they are unaware that there are desirable goods and services available there. Meanwhile, otherwise viable businesses perform at substandard levels simply because no one is addressing this perceptual gap.

Community Involvement Findings

Many notes were taken and compiled from the input received through the various channels for community participation. Following is a synthesized listing, by general topic, of the positive and negative feelings people have. The list represents the most commonly identified feelings of the community.

Architecture

Positive:

- ❖ Historic feel
- ❖ Very quaint (most often used word)
- ❖ Likes current building frontage – don't "glitz" it up

Negative:

- ❖ In need of paint/repairs
- ❖ Beautification necessary, needs continuity – facades are inconsistent and in poor condition. (Plus, there is no incentive to fix up buildings.)
- ❖ Redo Post Office

Streetscape

Positive:

- ❖ Like the trees
- ❖ Like the planters
- ❖ Desire awnings (suggested retractable) and better benches – not connected to trash containers

Negative:

- ❖ Unhappy with planters, desires tree grates
- ❖ Main Street feels like alley, not inviting
- ❖ Create nicer tree-lined boulevards on Pine and Stephens

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- ❖ Consider covering brick walk area to lengthen usability time (especially when it is raining)
- ❖ Need to create a sense of center to sit and talk
- ❖ Want more greenery



Signs

Positive:

- ❖ Request directory for Downtown stores with bulletin board for notices, events

Negative:

- ❖ Clearer messages about coming into the core
- ❖ No clear signs to find Downtown
- ❖ A-frame signs in footpath area, also difficult for handicapped access down sidewalk
- ❖ Better signs directing to restrooms

Public Safety

Positive:

- ❖ Comfortable and safe
- ❖ Perception regarding lack of safety must be changed
- ❖ Very comfortable walking in downtown area

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Negative:

- ❖ Skateboarders and cyclists on sidewalk
- ❖ Handicapped parking areas sloped and unsafe to use
- ❖ Uncomfortable walking near river area
- ❖ Rats in trash cans
- ❖ Handicapped access for restroom poor, doors too heavy, inappropriate hardware
- ❖ Not enough visual police presence near river
- ❖ Transients cause of concern

Links to the River

- ❖ Desire access to river
- ❖ Create connections to river to take advantage of the waterfront
- ❖ Make river usable i.e. canoes and kayaks
- ❖ Make Riverside Park a gathering area
- ❖ Underutilized scenic asset

- ❖ Deer Creek is an opportunity

Gateways

Positive:

- ❖ Undertake a master renewal project visible from freeway

Negative:

- ❖ No inviting entrance



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Land Use/Zoning

Positive:

- ❖ Identify and purchase property for parking
- ❖ Suggested museum to highlight timber industry
- ❖ Encourage more residential use
- ❖ Attract “Abbys” pizza parlor for attending after football/sports events
- ❖ Requested “unique” stores for gift shopping
- ❖ Mix of residential downtown – important for vitality
- ❖ Coffee store that stays open late in evening
- ❖ Vendor carts for lemonade, cinnamon rolls, hot chocolate, etc.
- ❖ Second story apartments above stores
- ❖ More restaurants

Negative:

- ❖ No conference center exists for meetings
- ❖ Nothing for teens to do, no focus on children
- ❖ No identifiable Downtown center/plaza
- ❖ Better retail mix is needed
- ❖ Meet the needs of majority of shoppers

Organization

Negative:

- ❖ Business owners and building owners do not share a consistent future focus
- ❖ Too much fragmentation of effort by various downtown boards
- ❖ Concern regarding community support and follow through efforts
- ❖ Projects implemented but there is no follow through or enough investigation before implementation
- ❖ Lack of strong conviction in leadership

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- ❖ Apathy with government and citizen involvement
- ❖ Closer communication between Chamber of Commerce, Downtown and County Chamber is needed

Nuisances

Negative:

- ❖ Not enough maintenance efforts for trash, weeds
- ❖ Sidewalks need repair – set consistent standards for their repair to ensure quality

Circulation and Parking

Positive:

- ❖ Old-fashioned trolley in Downtown for transportation
- ❖ Washington, Oak, Pine, and Stephens to remain one-way with parking
- ❖ Scrambled crosswalks
- ❖ Unexplored potential for parking

Negative:

- ❖ Very confusing, especially to out-of-town visitors
- ❖ Non-intuitive traffic pattern
- ❖ Meters in some locations not others
- ❖ Better connection is needed to housing around the downtown area
- ❖ Pine and Stephens interrupt connections
- ❖ Not enough handicapped parking (No parking on Jackson for handicapped)
- ❖ City Hall has no accessible handicapped parking
- ❖ Seniors from Linus Oaks very timid about going to Post Office
- ❖ Improve traffic flow over bridges
- ❖ Only one access road over river
- ❖ Congestion and pedestrian safety at Post Office

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Arts and Culture

Positive:

- ❖ Murals very positive asset

Negative:

- ❖ Underutilized park in Downtown – hold art shows and display children’s art there
- ❖ Murals - enough already, possibly couple more, but can be overdone

Activity

Positive:

- ❖ Desire parades, wine festivals, other activities
- ❖ Create something “charming” about Downtown
- ❖ Downtown manager funded to allow him/her to act independently
- ❖ Close street for Saturday marketplace
- ❖ Art displays, classic automobile shows

- ❖ Music in open setting (multiple requests for this one)
- ❖ Teens in area want more to do, such as a dance club and skating rink
- ❖ Need to give people a reason to come to downtown such as activities, excitement, connection, etc.
- ❖ Downtown lacks enticing atmosphere
- ❖ Public pool downtown?
- ❖ Horse-drawn carriage
- ❖ Woodworking studio
- ❖ Create basketball area on top of parking garage for after hours use

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Commitment

Positive:

- ❖ Banks are interested in loan pool for downtown renovation

Attitude

Positive:

- ❖ Educate people that Downtown is our heritage, and we need to take care of our “grandparents”
- ❖ A few very positive business owners

Negative:

- ❖ Merchants are not service-oriented; many people have complaints about the lack of customer service (especially teens and seniors)
- ❖ Rude store clerks
- ❖ Courtesy to consumer is the fastest, easiest, no-charge avenue for improvement available to merchants, and not capitalized on
- ❖ Apathy is prevalent attitude

- ❖ Remove the “Yeah, but...” from people’s vocabulary
- ❖ No sense of teamwork with merchants
- ❖ Fear is always present that there will be no implementation
- ❖ Too few people taking risks to make a difference in Downtown – everyone wants, but few give

Downtown Opinion Surveys

The following input was summarized from surveys completed by attendants at the “Roseburg Area Chamber of Commerce Business & Consumer Fare '98.” The comments are organized by questions asked on the survey.

Do you consider Downtown Roseburg to be the "heart" of the community?

Two to one, survey participants believe Downtown is the "heart" of the community. Other locations listed as the "heart" include:

- ❖ Stewart Parkway Strip
- ❖ Fred Meyer and Wal-Mart area
- ❖ Interstate 5
- ❖ Garden Valley Boulevard Mall

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What kinds of new businesses would you like to see in Downtown?

All of these responses appeared on multiple surveys:

- ❖ Antiques
- ❖ Apartments/Condos
- ❖ Art studios/galleries
- ❖ Bazaar/ongoing fair
- ❖ Bed and Breakfast
- ❖ Book stores (Barnes & Noble)
- ❖ Business school/secretarial service
- ❖ Car sales area (larger)
- ❖ Carriage rides
- ❖ Children/Baby Store (pre-teen to teen)
- ❖ Clothing stores (women and larger sizes)
- ❖ Convention Center to hold 500
- ❖ Craft shop/fabric store
- ❖ Department Stores and Big Chain Stores (Costco/Home Depot/Meier & Frank)
- ❖ Five and Dime store (lots of people miss Newberrys)
- ❖ Drug store (family-owned)
- ❖ Educational activities and services for kids
- ❖ Entertainment
- ❖ Factory outlets
- ❖ Family center with go/carts - bumper cars
- ❖ Flower shops
- ❖ Food, such as Starbucks, specialty groceries, old time butcher/meat market, restaurants (several specifically named are Red Lobster, Italian, Ethnic, fast food/drive through, Hometown Buffet, outdoor cafes, upscale, pasta deli, bakery, barbecue, seafood, sushi bar, Olive Garden, Spaghetti Factory, and ice cream)
- ❖ Furniture
- ❖ Golf shop
- ❖ Hardware
- ❖ High tech
- ❖ Homewares/decor
- ❖ Hotel (upscale)
- ❖ Jewelry
- ❖ Kinko's Copy Shop
- ❖ Lingerie shop

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- ❖ News/Smoke Stand
- ❖ Nightclub that is music-oriented for evening entertainment
- ❖ Non-profit social services
- ❖ Pier 1 Imports
- ❖ Professional/financial institutions
- ❖ Rest areas
- ❖ Rubber stamp store
- ❖ Shoe store (high-end)
- ❖ Theaters (movie and live)
- ❖ Toy store
- ❖ Unique boutiques

What kinds of businesses or types of development do you believe should be excluded from Downtown Roseburg?

- ❖ Adult book stores/porno shops/strip clubs (almost 40% of survey participants indicated one of these)
- ❖ Arcades
- ❖ Bars (large response)
- ❖ Big Chains
- ❖ Crappy craft stores
- ❖ Fortune tellers

- ❖ High volume retail
- ❖ Low rent apartments
- ❖ Manufacturing
- ❖ Mission and transient-serving uses and areas (i.e. Cass Street)
- ❖ No more doctors/lawyers/investment firms/churches
- ❖ Pawn Shops/second hand stores
- ❖ Residential
- ❖ Shoe stores (too many now)
- ❖ Sidewalk sales and outdoor dining
- ❖ Tattoo parlors

What improvements would you like to see made in Downtown Roseburg?

These responses were ranked by survey participants, with the averages of all rankings provided below (ranked from 1 to 5, with 1 being the most important).

- ❖ Increased parking (100 included this for an average of "2.48")
- ❖ Improved traffic circulation (98 included this for "2.50")

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- ❖ Removal and replacement of unattractive buildings/signs (107 included this for an average of "2.57")
- ❖ Streetscape landscaping and street trees, sidewalk improvements and benches (111 people included this in their ranking for an average of "2.98")
- ❖ Building maintenance and improvements (113 people included this in their ranking for an average of "3.07")
- ❖ Street lighting (78 included this for an average of "3.35")
- ❖ Improved public signage program for Downtown (88 included this for an average of "3.46")

Other improvement suggestions listed include:

- ❖ Eliminate: brick planters; all sidewalk signs; "all stop" for pedestrians; parking meters; lighted awnings, skateboarders; one way streets.
- ❖ Benches for bus system with schedules.
- ❖ Block off traffic for 1-2 streets for walking only; more covered walking areas.
- ❖ Dress up Pine Street.
- ❖ Increase police presence.

- ❖ More seating/rest areas on the sidewalks and in the businesses.
- ❖ More street/sidewalk cleaning.
- ❖ Paint building end-walls.
- ❖ Public restrooms.
- ❖ Improve Overpark facing and remodel PayLess/Safeway complex.
- ❖ Close off Jackson Street to traffic.
- ❖ Paint stop signs on street so you can tell at a glance if it's a 4-way stop.
- ❖ Put Chamber of Commerce on an "in" road.
- ❖ Reorient to the river.
- ❖ Swimming pool.

Do you think businesses in Downtown should be oriented towards tourists, residents or a combination of both?

No survey participant responded "tourists" only; very few indicated "residents" only. Overwhelming, the survey participants chose "both residents and tourists" as their preferred answer.

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Please complete the following statement: "My vision for Downtown Roseburg is:

The most popular responses include:

- ❖ Historic and quaint place.
- ❖ Welcoming, safe place to walk around in the evening and bring out-of-town guests.
- ❖ Open in the evening for people who work until 5:00 or even Sundays.
- ❖ Need an overall cleanup and friendlier people.
- ❖ "Center" that serves as the focal point for the region!
- ❖ "Town square" or "center" with a statue or fountain for tourists to visit; local business people to enjoy lunch or take a walk.
- ❖ Aaron Rose statue; no parking fees; upgrade the Mill-Pine District; change traffic lights.
- ❖ Active town center. A gathering place for consumer/tourists during daytime and for arts and entertainment in the evenings.
- ❖ Being able to walk down the streets without dodging signs, benches, planters and trash containers.
- ❖ Call Downtown Roseburg "uptown". After all downtown sounds negative and we all want to go "up town". The older section is so relaxed!
- ❖ Diagonal parking
- ❖ Downtown Roseburg is surrounded by some of the nicest old Victorian homes in Southern Oregon. Our downtown still has some of the Victorian charm in the buildings. I think we should restore the buildings to keep the era alive. The steelhead fishgate is a great idea. We should go with that.
- ❖ Interesting place to spend an afternoon shopping, visiting, having lunch or just coffee or tea.
- ❖ More accessible for workers; we would stay Downtown more if we weren't charged to park.
- ❖ More activity places. Roseburg is very lacking in things for people to do to be entertained, especially for youth. We get very bored with doing the same things! More evening activities/sidewalk sales.
- ❖ More family-oriented and having special days for seniors and transportation for seniors and disabled.

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- ❖ No smoking.
- ❖ Place to wander and shop, with friendly sales people. Actually it's pretty good right now! More sitting and eating and talking spots.
- ❖ Place you want to go and then be able to find it and park there.
- ❖ Skywalks over the street to take you from business to business without being in the weather; historic looking buildings; take out (relocate) the mission.
- ❖ To be charming yet contemporary with variety.
- ❖ To be friendly as it was during the 40s and 50s when you were a customer you were treated as a friend.
- ❖ To be like it was in the 60s which was a town for the community not for the \$\$.
- ❖ To be the social heart of the community. A gathering place that is safe and fun for all ages.
- ❖ To go back to being the "hub" of the county.
- ❖ To grow with businesses, as well as people who believe in growth of the City and other industries.
- ❖ Tourist attraction with wood sidewalks, gaslights, etc.
- ❖ Train depot and scheduled train stops running up and down the coast.
- ❖ Unique with special and unusual things that reflect Oregon. More awnings.
- ❖ Vibrant business community with shops and restaurants to encourage people to spend time and money downtown.
- ❖ Village type setting, friendly to business and residents. A suggestion is to change "Downtown Roseburg" to "Old Town Roseburg" which has worked well in other communities. There would be a partnership between the residents and business owners to continue enhancement efforts, possibly through a mandatory property owners association.
- ❖ Vital retail market with buildings that capture the historic features and well designed streetscape features. A place for evening entertainment mixed with space for living.

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D - Urban Design in Downtown Roseburg

Downtowns are not only places for commercial, governmental and residential activities. They are also statements about community and provide residents with points of pride and identity. However, many downtowns have been neglected over the years due to a preference that evolved towards the shopping mall. This dynamic is changing nationwide and is certainly changing in Roseburg. Urban design is an important component in this re-focusing back to downtowns.

Downtown urban design is the “art” of enhancing the vitality, meaning, and form of the public realm: streetscape (trees, furniture, lights, banners, etc.), parks and plazas, quality architectural treatment, pedestrian ways, public art, signage etc. When trying to revitalize downtowns, urban design is but one of several facets that must be reviewed. The others include economic conditions and restructuring opportunities; promotion and marketing of businesses, activities and the downtown district; and, the organizational structure that needs to be in place to create and sustain life in the downtown.



People judge a place by the quality of the physical spaces they see around them – in terms of function and attractiveness. With respect to downtown urban design, cohesiveness and legibility are very important attributes to establishing this sense of quality. This means that people need to perceive the downtown as a solid, stand alone, and unique unit (which requires a complimentary arrangement of buildings, streetscape, activity, circulation, etc.); and, it means that people need to be capable of intuitively understanding their way into and around downtown (through signage, location of land uses, lighting, etc.). The downtown, then, must be treated as a fabric comprised of buildings (representing the private realm) and streets, plazas, and sidewalks (representing the public realm) that are treated with equal importance.

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To help understand this fabric and to help identify opportunities for improvement, the urban design and planning process disassembles downtown into its most basic elements:

- Paths** Those corridors (streets, sidewalks, etc.) along which people move to get from one place to another.
- Edges** Those linear elements not considered as paths but useful in defining the boundaries of a place (South Umpqua River, Deer Creek, railroad, etc.).
- Districts** Those sections of a downtown that have a certain identifiable character due to building architecture, streetscape, land use, etc. (e.g. the governmental district around the City Hall and County Courthouse).
- Nodes** Those important points where people gather or paths converge, thus providing higher than typical levels of activity (e.g. Post Office, Overpark Plaza, etc.)
- Landmarks** Those physical objects that provide a point of reference or identity to a downtown (e.g. County Courthouse, South Umpqua River, Train Depot, murals, etc.)



In terms of Downtown Roseburg, we must be cognizant of the larger framework into which the downtown and its districts fit. Establishing this larger framework is a necessary step toward generating a master plan that is successful in heightening opportunities for bringing people downtown to enjoy the street environment, shopping and dining, governmental services, parks and plazas, and overall atmosphere.

The following illustration (Figure 1-B) provides an urban design framework for Downtown Roseburg, based on the input received and the observations made. Understanding the urban fabric and the larger framework of Downtown Roseburg, combined with the planning process identified in Section B above and the Vision Statement in Section E below, establishes the basis for the recommendations and implementation mechanisms included in

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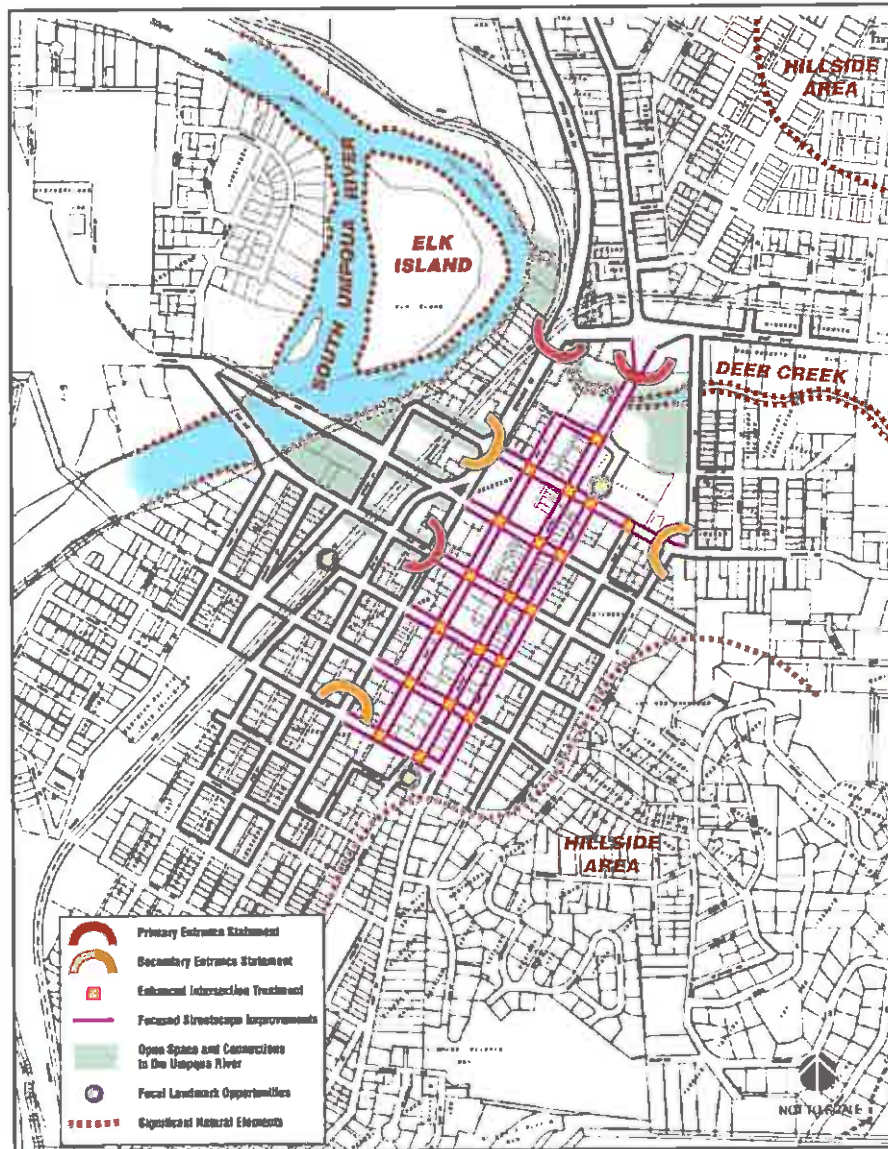


Figure I-B: Downtown Urban Design Framework

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E - Imagine Downtown Roseburg . . .

A vision shows where we want to go; a plan explains how we get there. The achievement of a desirable future begins with a vision of what can be. The following vision statement encapsulates the basic hopes of Roseburg citizens for their Downtown. It is a statement of positive direction – of what can be – and one that intends to help all who are interested understand how they can contribute today for a better Downtown Roseburg tomorrow. The vision statement is the ultimate synthesis of input received by the Roseburg Community.

Downtown Roseburg has become a great place where locally-owned shops are bustling with citizens and visitors alike. . . . A great place which has adequate parking, comfortable and safe pedestrian streets, affordable housing, and stable surrounding neighborhoods. . . . A great place where people from various backgrounds come for special regional shopping and outdoor events. . . . A great place for business to conduct business due to transportation access, up-to-date telecommunications infrastructure, quality of life, and close proximity to various public agencies and support services. . . . A great place that continually changes while maintaining a healthy respect for its historic character and environment. . . . A great place that maximizes convenience by internalizing growth rather than spreading out far and wide. . . . A great place, while very urbane, has embraced and connected with the natural resources that exist footsteps from its edges. . . . A great place that is built upon partnerships, volunteerism, community pride, hard working citizens, and people with vision. . . . A great place unlike any other in Oregon. . . . Downtown Roseburg!



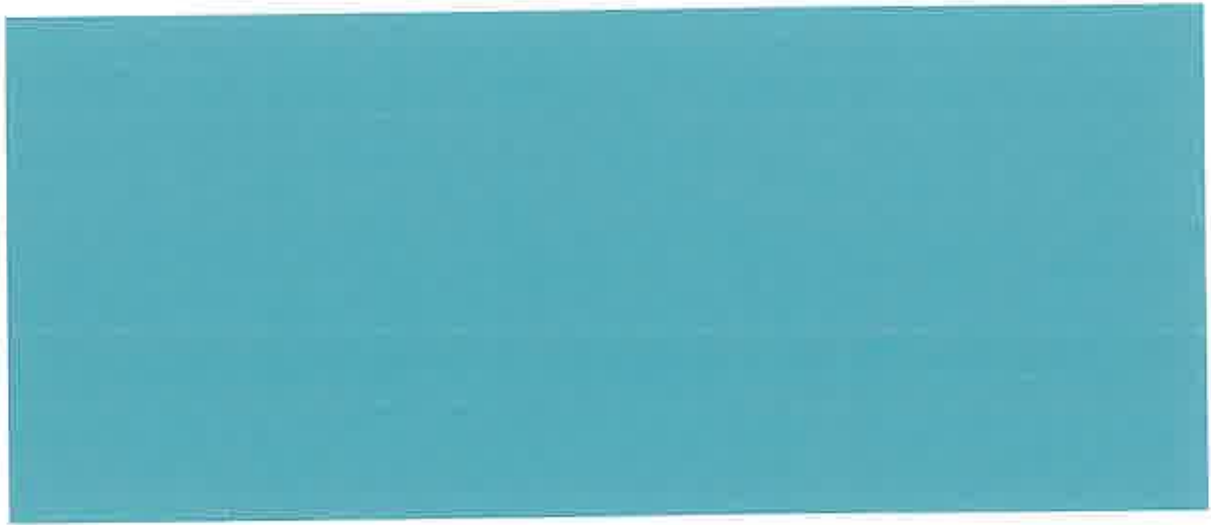
Downtown Roseburg Master Plan Introduction

F - Master Plan Contents

Unlike traditional plans for downtowns, the Downtown Roseburg Master Plan consists of a Vision Poster and a Master Plan Report. Both are prepared to be simple, effective, and understandable by all users. The Master Plan Report contains four chapters as follow:

- I. **Introduction** provides a broad overview of the plan, including its purpose, description of community involvement, and a vision statement for Downtown Roseburg.
- II. **Downtown Development Standards** translates the vision statement, theme districts, and input received by the public into a proposed zoning district map and associated development criteria.
- III. **Design Guidelines** sets forth discretionary guidelines to steer the design of appropriate development, including architectural characteristics, site planning, signage, landscaping, and streetscape.
- IV. **Implementation** provides a summary of public improvements and potential funding sources for implementing the Master Plan.

Through these four chapters and the vision poster, the Downtown Roseburg Master Plan is intended to provide citizens, merchants, property owners, and City staff with the urban design and planning guidance needed to accomplish revitalization and development objectives.



CHAPTER II



Downtown Roseburg Master Plan Development Standards

A - Introduction

Downtown Roseburg is defined as the area from Diamond Lake Boulevard, to Mosher Street, to Kane Street to the Southern Pacific Railroad property boundaries. Prior to the preparation of this Master Plan, the majority of Downtown was zoned C-3 (General Commercial). While this zoning designation provides great flexibility that allows the various character areas within Downtown to develop with limited constraints (see Figure II-A), this blanket approach to development standards in the Downtown does not recognize the unique qualities of the Downtown core – that is, the general area encompassed by Rose Street, Kane Street, Douglas Avenue, and Lane Street.

A separate and distinct zoning district designation for this core district in Downtown was created which includes unique development standards for its pedestrian-oriented nature and architectural features. The core area has been designated as the Central Business District. By having a core defined in the Downtown, "seeds" of successes can be planted that will eventually grow into all surrounding areas.

B - Proposed LUDO Article 13

Proposed amendments to the City of Roseburg Land Use and Development Ordinance (LUDO) are provided below. The amendments are intended to create a new zone in the Downtown, Central Business District (CBD) Zone, which should be incorporated into LUDO as Article 13 as applicable.

The amendments are organized below into the standardized sections found in LUDO. These sections are:

- Section 1.13.000 Purpose
- Section 1.13.050 Permitted Uses
- Section 1.13.100 Uses Permitted Conditionally
- Section 1.13.150 Property Development Standards

Subsections are also identified consistent with LUDO formatting, content, and organization. Refer to Figure II-B for a proposed revised zoning district map for Downtown Roseburg.

Downtown Roseburg Master Plan Development Standards

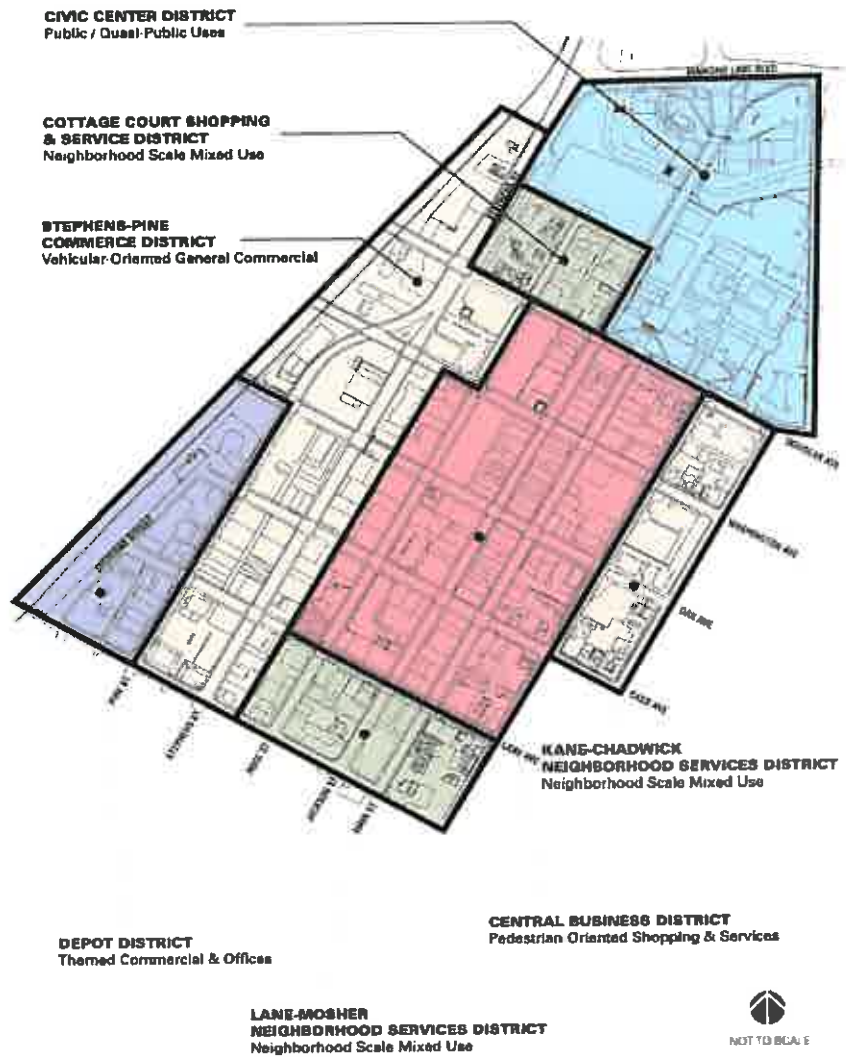


Figure II-A: Downtown Character Areas

Downtown Roseburg Master Plan Development Standards

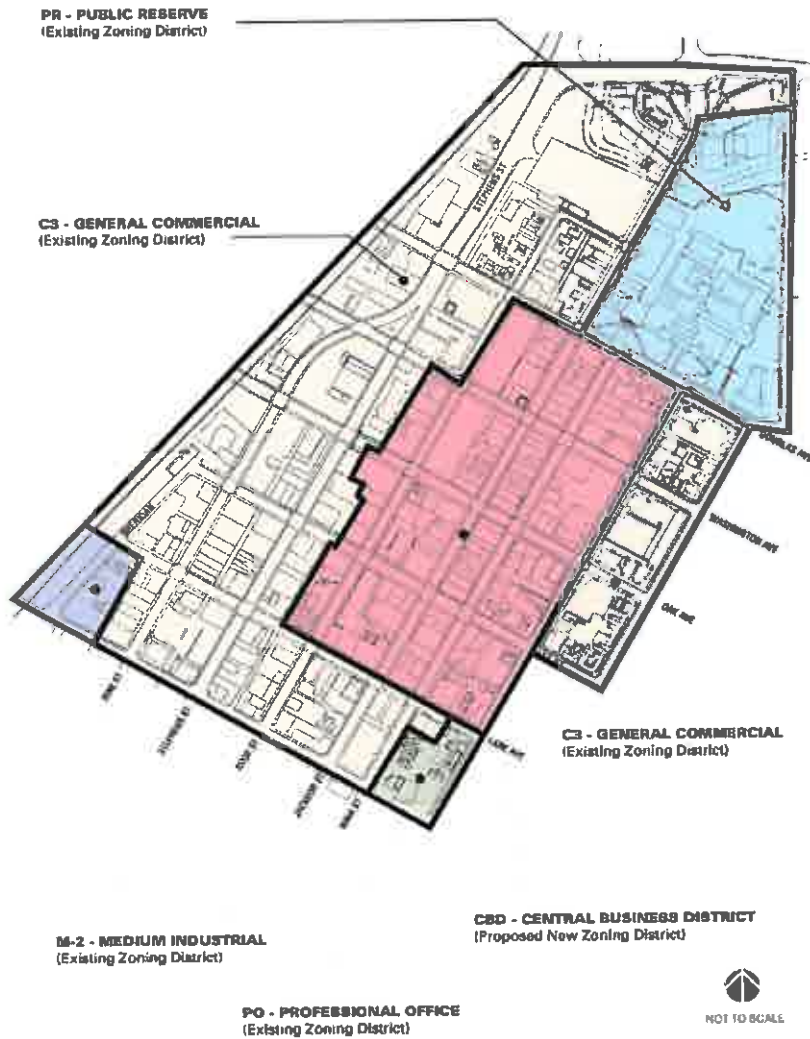


Figure II-B: Proposed Downtown Zoning Districts

Downtown Roseburg Master Plan Development Standards

ARTICLE 13 CENTRAL BUSINESS DISTRICT (CBD)

SECTION 3.13.000 PURPOSE

The CBD (Central Business District) classification is intended to provide for general retail, residential, professional office/service, and mixed use activities serving a regional/community-wide need under design standards which ensure compatibility and harmony with adjoining land uses, and which encourage the highest quality design and development. The CBD Zone is intended to promote a strong pedestrian orientation through its mix of permitted uses and specific development standards.

SECTION 3.13.050 PERMITTED USES

In the CBD Zone, the following uses and their accessory buildings and uses are permitted, subject to the general provisions and exceptions set forth by this Ordinance:

1. Automobile parking lots and garages, provided that parking garages may be required by the Director to accommodate commercial uses on ground floors adjacent to the street.
2. Business and Professional Offices (Establishments where the administrative, clerical and managerial functions of a business or industry are conducted, or where members of a profession conduct their practice, such as. accounting, medical or engineering) located on streets other than Jackson Street and professional offices existing prior to adoption of this ordinance.
3. Business Services (Establishments primarily engaged in rendering services to business establishments including printing, photocopying, advertising and mailing; employment services; management and consulting services; protective services; equipment rental and leasing; photo finishing; and personal supply services.)
4. Commercial Banks, Savings, Loan Associations and Credit Unions.
5. Retail establishments under 10,000 square feet gross floor area for the following uses:
 - a. Antique stores selling only merchandise of which at least 50% (by quantity and value) is more than 75 years old.
 - b. Appliance Stores.
 - c. Art Galleries.
 - d. Retail Bakeries, Ice Cream Stores or Confectionery Stores.
 - e. Barber, Beauty, Nail Shops.
 - f. Bicycle Shops.
 - g. Book or Stationary Stores.
 - h. Camera Shop.
 - i. Clothing or Wearing Apparel Shops selling only new merchandise.
 - j. Consignment Clothing Stores.
 - k. Delicatessen Shops.
 - l. Department Stores.
 - m. Drug Stores.
 - n. Floor Covering/Draperies Stores

Downtown Roseburg Master Plan Development Standards

- r. Interior Decorating Stores.
- s. Jewelry Stores.
- t. Kitchen and Bath Cabinets/Fixtures.
- u. Lighting Fixture Stores.
- v. Locksmith Shops.
- w. Music Stores, Instrument Sales, rentals, and lessons.
- x. Paint and Wallpaper Stores.
- y. Pet Shops.
- z. Photography Stores and Studios.
- aa. Radio and Television Stores, and incidental repair services.
- bb. Records, Audio and Video Tape, and other similar products including sales, rentals, and incidental repair services.
- cc. Restaurants and Eating Establishments, including the incidental serving of alcoholic beverages, but without drive-thru facilities, or bar/lounge. May include outdoor seating for up to twelve (12) persons.
- dd. Shoe Repair.
- ee. Sporting Goods Stores.
- ff. Tailor, Dressmaking Shops.
- gg. Toy Shops.
- hh. Typewriter and Computer Products sales, rentals, and incidental services.
- ii. Businesses existing prior to the adoption of this ordinance.
- jj. Accessory uses customarily incidental to any permitted uses are permitted when located on the same lot, except that no more than three (3) game machines shall be considered as an accessory use in each hotel, eating establishment or restaurant.



Downtown Roseburg Master Plan Development Standards

SECTION 3.13.100 USES PERMITTED CONDITIONALLY

In the CDB Zone, the following uses and activities and their accessory buildings and uses are permitted subject to the provisions of Section 2.060(1) and Article 39 of this Chapter:

1. Any use over 10,000 square feet gross floor area.
2. Alcoholic Beverage Sales for off premises consumption (liquor stores).
3. Day-Care Center, above the ground floor only.
4. Drive-In Facilities for Financial Institutions.
5. Education/Tutoring Centers, above the ground floor only.
6. Employment Agencies, above the ground floor only.
7. Health Clubs.
8. Dwellings which are an integral part of a commercial development (18 du/ac. Maximum). Must be located above ground floor.
9. Dwellings not part of a commercial development subject to the development standards of the MR-29 Zone Classification.
10. Restaurants, Eating Establishments, Coffee Houses, Juice Bars, Delicatessen, and similar uses with outdoor seating for more than twelve (12) persons.
11. Restaurants and Eating Establishments with a separate bar/lounge area, serving of alcoholic beverages, and/or with live entertainment.
12. Theaters.
13. Ground floor Professional Office with Jackson Street frontage subject to development standards listed in Section 3.13.150(8).
14. Sidewalk cafes. Subject to development standards listed in Section 3.13.150(9)

SECTION 3.13.150 PROPERTY DEVELOPMENT STANDARDS

1. Area and Density. No standard is established.
2. Coverage. Full coverage is allowable provided minimum loading space, parking, landscaping, and setbacks have been provided, unless otherwise specified.
3. Setbacks.
 - a. Front Yard. No front yard setbacks are required and the maximum setback permitted shall be ten (10) feet which may be used for landscaping, pedestrian circulation, entry court, outdoor dining, and similar uses related to a downtown pedestrian environment.
 - b. Side Yard. No side yard setbacks shall be required, except as follows:
 - (1) Where the side property line abuts residential zoned property, no setback shall be required for the ground floor portion of the structure or first fifteen (15) feet of structure height, whichever is less. Portions of the structure above the ground floor or fifteen (15) feet in height shall be set back a minimum of ten (10) feet from the side property line.
 - (2) Where the side property line abuts a dedicated alley which separates such side property line from abutting

Downtown Roseburg Master Plan Development Standards

- residential zoned property, the side yard shall have a minimum depth of ten (10) feet, which shall be measured from the center line of said alley and the forty-five (45) degree angle of the aforescribed plane may be measured at the ground level along the center line of said alley.
- c. Rear Yard. No rear yard setbacks shall be required except as follows:
- (1) Where the rear property line abuts residential zoned property a minimum rear yard setback of twenty (20) feet shall be maintained, except that no portion of any structure shall encroach through a plane projected from an angle of forty-five (45) degrees as measured at the ground level along the rear property line.
 - (2) Where the rear property line abuts a dedicated alley which separates such rear property line from abutting residential zoned property, the rear yard shall have a minimum depth of twenty (20) feet which shall be measured from the center line of said alley and the forty-five (45) degree angle of the aforescribed plane may be measured at the ground level along the center line of said alley.
4. Height. Maximum height of all structures shall be seventy five (75) feet.
5. Width. For purposes of regulating the division of existing storefronts, no storefront shall be less than twenty-five (25) feet wide. For the purpose of this section, a storefront is the primary (front facade) and secondary (rear/side facade) building entrance where access is taken from a public street, alley, public or private parking lot, or pedestrian mall/arcade or passage.
6. Off-Street Parking. Unless otherwise indicated in Section 3.35.125, all development shall meet off-street parking requirements of Section 3.35.100 of this Ordinance.
7. Landscaping. All setbacks, parkways, open areas, plazas, paseos, and non-work areas that are visible from a public street/alley or from a parking lot available to the general public shall be landscaped.
8. Conditionally Permitted Professional Office. Conditionally permitted professional office along Jackson Street shall provide ground floor windows for a minimum of 75% of the length of the building. In addition, ground floor design shall utilize recesses, reveals and shall not incorporate the following exterior wall material:
- a. Plywood
 - b. Unfinished concrete or concrete block
 - c. Reflective mirrored windows
 - d. Corrugated metal or fiberglass

Downtown Roseburg Master Plan Development Standards

9. Conditionally permitted Sidewalk Cafes. Conditionally permitted sidewalk cafes within the CBD may be permitted to operate on a public sidewalk as defined below (text located in Chapter II, Page- 15).

C - Other LUDO Amendments

To attain the environment desired for Downtown Roseburg, special development standards are necessary for all development in the CBD District, including that within the Downtown Development District. In addition to the addition of LUDO Article 13, development standards and provisions specific to the CBD Zone are identified below with LUDO locations identified.

The amendments below intend to provide the guidance necessary to more fully implement the Downtown Master Plan through the Land Use and Development Ordinance. The City has incorporated Article 13 and provisions into LUDO to implement the community's vision and the Master Plan for Downtown Roseburg.

OTHER LUDO AMENDMENTS

Recommended Amendment A

1. CBD Joint-Use Parking. Joint-use parking standards are based on the assumption that patrons will use a single parking space for more than one destination in Downtown Roseburg and that one parking space will be open and available for short-term parking

to serve many different uses which may have different peak hours.

- a. Eligible Development. The following categories of development shall be eligible to use joint-use parking standards to meet parking requirements:

- (1) Non-residential new construction on sites of less than 20,000 square feet in size;
- (2) New construction on sites greater than 20,000 square feet in size for retail commercial, restaurants, and movie theaters; and
- (3) Additions to existing buildings, rehabilitation of existing buildings, or changes in use or occupancy in existing buildings.

- b. Ineligible Development The following types of uses are not eligible to use joint-use parking standards:

- (1) New or existing residential uses; and
- (2) New construction of hotel or office uses on sites greater than 20,000 square feet in size.

- c. Alternative Joint-Use Parking Standards. Section 3.35.100 of this Ordinance shall determine circumstances in which parking shall be required. Once it has been established that parking is required, eligible projects within the CBD Zone may choose to provide required parking by using the Alternative Joint-Use

Downtown Roseburg Master Plan Development Standards

Parking Standards (Table 1) or to provide parking for the project's exclusive use under the standards established in Section 3.35.100.

- d. Joint-Use Parking Agreement. All parking developed under joint-use parking standards shall be required to enter into an agreement with the City and recorded County Clerk, requiring the parking to be operated on a non-exclusive basis, to be open and available to the public for joint-use short-term public parking during normal business hours.

Downtown Roseburg Master Plan Development Standards

**TABLE 1
ALTERNATIVE JOINT-USE PARKING STANDARDS
MINIMUM PARKING RATIOS**

USE	MINIMUM PARKING RATIOS
OFFICE Including: 1. Banks, Savings and Loans, Other Financial Institutions. 2. Medical or Dental Office. 3. Professional or Unspecified Office.	3.0 Spaces/1,000 SF of gross usable area
RETAIL COMMERCIAL	5.0 Spaces/1,000 SF of gross usable area
PUBLIC ASSEMBLY Including: 1. Movie Theater. 2. Museum.	1.0 Space/4 seats 3.3 Spaces/1,000 of gross usable area
RESTAURANT Including: 1. Restaurant, Coffee House, Juice Bar under 1,000 square feet of gross usable area. 2. Restaurant over 1,000 square feet of gross usable area. 3. Outdoor dining areas associated with a restaurant.	3.0 Spaces/1,000 of gross usable area 5.0 Spaces/1,000 of gross usable area 0 Spaces
RESIDENTIAL	Excluded from use of joint-use parking standards.
NEW CONSTRUCTION OF OFFICE OR HOTEL USES ON LOTS GREATER THAN 20,000 SQUARE FEET	Excluded from use of joint-use parking standards.
OTHER	Any category not listed above may be reviewed by the City on a case-by-case basis, taking into consideration the impact on peak-hour parking usage and the established parking standards contained in LUDO Section 3.35.100.

Downtown Roseburg Master Plan Development Standards

2. CBD In-Lieu Parking Fee. The existence of small parcels within the Downtown often makes it difficult to provide on-site parking. As an alternative to on-site parking, the City may establish an in-lieu parking fee as part of a transportation system development charge. The fees would be "banked" by the City to provide funds to develop and maintain centralized public parking facilities.
 3. Use of Alleys within CBD. For existing structures, a public alley may be used as part of the required maneuvering aisle for on-site parking that is immediately adjacent to the alley.
 4. Structured Parking within CBD. For any proposed project in the CBD District, up to a maximum 10 percent reduction in required parking spaces may be allowed for the development of structured parking provided that a finding can be made that adequate parking will be available to serve the subject project.
 5. On-Street Parking within CBD. The number of on-street parking spaces within 100 feet of a parcel in the CBD District, or the number that will be within 100 feet upon completion of planned street/parking improvements, whichever is greater, may be counted toward the required number of parking spaces.
 6. Parking Reductions within CBD. For new and existing development within the CBD area, required parking may be reduced on a case-by-case basis in compliance with Section 3.35.260.
1. CBD Parking Lot Landscaping.
 - a. Adjacent to Streets. Parking areas adjoining a public street shall be designed to provide a landscaped planting strip between the street right-of-way and parking area.
 - (1) The landscaping strip shall be at least five feet in depth.
 - (2) The landscaping shall be designed and maintained to screen cars from view from the street and shall be approximately 36 inches.
 - (3) Screening materials may include a combination of plant materials, solid masonry walls, raised planters, or other screening devices that meet the intent of this requirement and have been approved by the Director.
 - (4) Plant materials, walls, or structures within a traffic safety sight area of a driveway shall not exceed 30 inches in height.
 - b. Interior Parking Lot Landscaping.
 - (1) A minimum of 2 percent of the parking lot area shall be landscaped.
 - (2) Trees shall be located in planter areas evenly spaced throughout the interior parking area at a rate of one tree for every 10 parking spaces.

Recommended Amendment B

Downtown Roseburg Master Plan Development Standards

- (2) Trees shall be located in planter areas evenly spaced throughout the interior parking area at a rate of one tree for every 10 parking spaces.
- (3) Parking lots with more than 100 spaces shall provide appropriate entry features consisting of a concentration of landscape elements at primary entrances, including specimen trees, flowering plants, enhanced paving, and project identification.
- c. CBD Off-Street Parking Lighting. Lighting shall be hooded and arranged to reflect away from adjoining properties and streets. Light standards shall be a maximum of twenty (20) feet in height. The height of the light standards shall be measured from the elevation of the adjacent pavement of the parking area.

Recommended Amendment C

- 1. CBD Sign Regulations. The regulations set forth in Article 4 of LUDO shall be the regulations for signs in the CBD District. In addition, the following shall apply to signs within the CBD District:
 - a. Sign(s) must be clearly readable from a distance of one hundred (100) feet.
 - b. The use of small pedestrian-oriented portable signs is permitted in the CBD Zoning District on public or private

properties subject to the approval of a Sign Permit per Article 4 and the following standards:

- (1) A portable sign is any sign or advertising device which rests on the ground and is not designed to be permanently attached to a building or permanently anchored to the ground. This does not include A-frame or sandwich board signs, temporary banners, posters and similar signs made of non-permanent materials;
- (2) Only businesses with frontage on Jackson Street are permitted to use portable signs. Businesses which do not front this street, but are located along pedestrian arcades/walkways having access to these streets may also use portable signs, but shall not locate such signs within the public right-of-way. In addition, each group of businesses located along an arcade/walkway may use one portable directory sign listing all businesses along the arcade/walkway, which may be located within the public right-of-way. No business shall be allowed to have more than one portable sign.
- (3) Portable signs may have a maximum sign area of six (6) square feet. The maximum height, from ground level, shall be four (4) feet and the maximum width shall be two(2) feet.
- (4) Portable signs may be located on private property or within the public right-of-way, provided they do not interfere with pedestrian movement or wheelchair

Downtown Roseburg Master Plan Development Standards

access to, through and around the site. A minimum access width of five (5) feet shall be maintained along all sidewalks and building entrances accessible to the public. Owners of such signs shall provide public liability insurance prior to approval of a Sign Permit.

- (5) Portable signs shall not encroach into required off-street parking areas, public roadways or alleys, and may not be arranged so as to create visual obstructions or other traffic hazards. Portable signs shall not be placed within the corner curb return areas of intersections.
- (6) Portable signs shall be utilized only during regular business hours and shall be removed during non-business hours.
- (7) Portable signs shall be supported by either single or double posts and shall have a weighted base capable of keeping the sign upright in a moderate wind.
- (8) Materials for portable signs shall be of a permanent nature and not be subject to fading or damage from weather. The use of paper or cloth is not permitted unless located within a glass or plastic enclosure.
- (9) No lighting is permitted for portable signs.
- (10) Portable signs shall be designed in an attractive manner and present an image of quality and creativity.
- (11) Portable signs shall be maintained in a neat, orderly fashion so as not to constitute an unsightly appearance or a public nuisance. Signs shall be constructed of durable, weather-resistant materials and be professional in appearance in a manner meeting the approval of the Director. Signs that are not maintained shall be removed immediately upon notice from the Director.
- (12) A Sign Permit application for a portable sign to be located on public property shall be accompanied by a certificate of insurance in the following amounts:
 - (a) Liability insurance in an amount not less than \$500,000.00 for injuries to each person, and in an amount not less than \$500,000.00 for any one occurrence;
 - (b) Property damage insurance in an amount not less than \$100,000.00 for damage to the property of each person on account of any one occurrence; and
 - (c) Insurance policies shall name the City of Roseburg an additional insured and shall constitute primary insurance for the City, its officers, agents and employees, so that any other policies held by the City shall not contribute to any loss under this insurance. Policies shall provide for 30 days prior written notice to the City of cancellation or material changes.

Downtown Roseburg Master Plan Development Standards

13. One (1) projecting sign shall be permitted on the rear of a structure when a public entrance is provided. Projecting signs shall comply with the following:

- (1) No projecting sign shall be located within 100 feet of residentially zoned property.
- (2) The area of a projecting sign shall not exceed one square foot per face per rear linear foot of structure occupied by the business which the sign advertises or thirty (30) square feet, whichever the less.
- (3) No part of projecting sign shall have a clearance less than eight (8) feet over a pedestrian way or fifteen (15) feet over a vehicular way and shall not project above the top of the building's parapet or eave line.
- (4) No sign shall project more than four (4) feet from the surface on which it is mounted.
- (5) Awnings are excluded from this section.

Recommended Amendment D

1. Roof-mounted Equipment. No roof-mounted equipment, vents, ducts, or dish antennas shall be visible from ground level from any adjacent parcel, or any public street or right-of-way. This shall be accomplished through the extension of the main structure or roof, or screened in a manner that is architecturally integrated with the main structure.

2. Business Address Required. Each business or structure (as appropriate) shall provide its address in numbers a minimum of 6 inches in height. The address shall be placed on the building, awning valance, or canopy in a manner to be clearly visible from the adjacent street, alley, and sidewalk. The preferred locations are above the main pedestrian entrance and at rear or side entrances.

3. Sidewalk Cafes. Sidewalk cafes on public sidewalks can enhance the pedestrian ambiance of Downtown Roseburg and are encouraged. The purpose of this section is to set forth the conditions and requirements under which a sidewalk café, as defined below, may be permitted to operate on a public sidewalk within the CBD District.

a. Definition. A sidewalk café is any group of tables and chairs, and its authorized decorative and accessory devices, situated and maintained upon the public sidewalk or along the private porches and arcades for use in connection with the consumption of food and beverage sold to the public from or in an adjoining indoor restaurant or delicatessen.

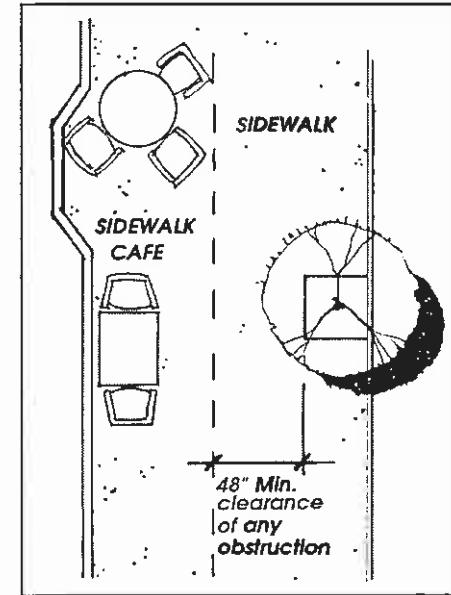
b. Conditional Use Permit Required. A Conditional Use Permit is required for all sidewalk cafes.

c. Limitations and Requirements. A sidewalk café may be permitted only in the CBD District if the sidewalk café is situated adjacent to an indoor restaurant or delicatessen as specified below, and the sidewalk café's operation is

Downtown Roseburg Master Plan Development Standards

incidental to and a part of the operation of such adjacent indoor restaurant or delicatessen.

- (1) Existing indoor restaurants and delicatessens must conform to all sections of the City of Roseburg Municipal Code, including LUDO, in order to be eligible for approval of sidewalk services.
- (2) A sidewalk café may be located on the public sidewalk immediately adjacent to and abutting the indoor restaurant or delicatessen which operates the café, provided that the area in which the sidewalk café is located extends no farther along the sidewalk's length than the actual sidewalk frontage of the operating indoor restaurant or delicatessen and all other applicable provisions of this section are fulfilled.
- (3) An indoor restaurant or delicatessen may be permitted to operate only one sidewalk café and each sidewalk café shall be confined to a single location on the sidewalk.
- (4) A sidewalk café may be permitted only where the sidewalk or porch is wide enough to adequately accommodate both the usual pedestrian traffic in the area and the operation of the proposed café. There shall be a minimum of 5' clear distance free of all obstructions, in order to allow adequate pedestrian movement.



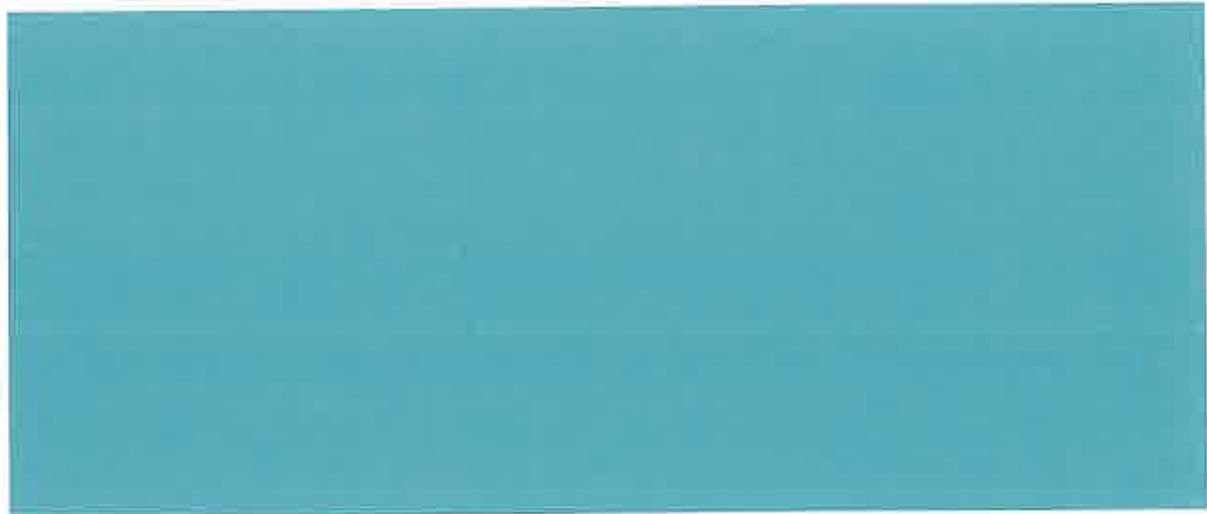
- (5) All outdoor dining furniture, including tables, chairs, umbrellas, and planters, shall be movable. Umbrellas must be secured with a minimum base of not less than 60 pounds. Outdoor heaters, amplified music, or speakers shall be reviewed at the time of application for a Conditional Use Permit.
- (6) No signing shall be allowed at any outdoor café except for the name of the establishment on an awning or umbrella valance.

Downtown Roseburg Master Plan Development Standards

- (7) A sidewalk café may serve only food and beverages prepared or stocked for sale at the adjoining indoor restaurant or delicatessen; provided that the service of beer or wine, or both, solely for on-premises consumption by customers within the area of the sidewalk café has been authorized as part of a conditional use permit approval. Each of the following requirements must also be met:
- (a) The area in which the sidewalk café is authorized is identified in a manner, as approved by the Director, which will clearly separate and delineate it from the areas of the sidewalk which will remain open to pedestrian traffic.
 - (b) The sidewalk café operation is duly licensed in accordance with the Roseburg Municipal Code, or prior to the service of any beer or wine at the café, will be duly licensed, by State authorities to sell beer or wine, or both, for consumption within the area of the sidewalk café.
- (8) The outdoor preparation of food and busing facilities are prohibited at sidewalk cafes. The presetting of tables with utensils, glasses, napkins, condiments, and the like is prohibited. All exterior surfaces within the café shall be easily cleanable and shall be kept clean at all times by the permittee.
- (9) Trash and refuse storage for the sidewalk café shall not be permitted within the outdoor dining area or on adjacent sidewalk areas and the permittee shall remove all trash and litter as they accumulate. The permittee shall be responsible for maintaining the outdoor dining area, including the sidewalk surface and furniture and adjacent areas in a clean and safe condition.
- (10) Hours of operation shall be identical to those of the indoor restaurant or delicatessen. All furniture used in the operation of an outdoor café shall be removed from the sidewalk and stored indoors whenever the indoor restaurant or delicatessen is closed.
- (11) The City shall have the right to prohibit the operation of a sidewalk café at any time because of anticipated or actual problems or conflicts in the use of the sidewalk area. Such problems and conflicts may arise from, but are not limited to, scheduled festivals and similar events, parades, repairs to the street or sidewalk, or emergencies occurring in the area. To the extent possible, the permittee will be given prior written notice of any time period during which the operation of the sidewalk café will be prohibited by the City.
- (12) The sidewalk café shall not require the provision of additional off-street parking.

Downtown Roseburg Master Plan Development Standards

- c. Findings and Conditions. In connection with approval of a Conditional Use Permit, the Director shall make findings that the proposed operation meets the limitations of this section. The Director may impose such conditions in granting approval as deemed necessary to assure that the proposed operation will meet the operating requirements and conditions set forth in this section and to assure that the general public health, safety and welfare will be protected.
- d. Term and Renewal. A Conditional Use Permit for a sidewalk café may be approved by the Planning Commission for a maximum period of one year. Thereafter, the Director, if an extension application is filed prior to any expiration date of the Conditional Use Permit, may extend the permit for additional periods, not to exceed one year each, following his review and approval of the café's operations. In the event the Director considers additional or revised conditions are necessary and should be imposed if the permit is to be extended or if the Director is of the opinion that the permit should not be extended at all, he or she shall refer the application to the Planning Commission which shall hold a public hearing and thereafter decide the matter. The Planning Commission may make any extension of a Conditional Use Permit subject to such additional and revised conditions and requirements as it deems appropriate or necessary and any extension granted by the Planning Commission shall not exceed a period of one year.
- e. Revocation. A Conditional Use Permit may be revoked by the Director, following notice to the permittee and a public hearing, upon a finding that any of the following are true:
- (1) one or more conditions of the permit have been violated;
 - (2) that one or more conditions of this section have been violated;
 - (3) that the sidewalk café is being operated in a manner which constitutes a nuisance; or
 - (4) that the operation of the sidewalk café unduly impedes or restricts the movement of pedestrians past the sidewalk café.
- f. Appeals. The applicant or any interested party may appeal a decision of the Director to the Planning Commission. All applications for appeal shall be accompanied by the required fee.
- g. Definitions. For purposes of this section, the following definitions shall apply:
- (1) "Stand" means a pushcart, wagon or any other wheeled vehicle or device which may be moved without the assistance of a motor and is used for the displaying, storing or transporting of articles offered for sale by a vendor.
 - (2) "Vending" means the sale of food or merchandise from a stand operating on private property within the Downtown area.



CHAPTER III



Downtown Roseburg Master Plan Design Guidelines



A - Introduction

1. Purpose

The Design Guidelines included as part of the Roseburg Downtown Master Plan are intended to promote a desired level of future development quality that will:

- a. Contribute to implementing the Roseburg Downtown Master Plan;

- b. Stimulate investment in and strengthen the economic vitality of Downtown Roseburg; and,
- c. Renew a positive physical image and identity of Downtown Roseburg.



These guidelines acknowledge the prevailing architectural characters and development patterns within the Downtown today. The guidelines, therefore, do not seek to impose an overriding style, a limited color palette, or an artificial theme. They do seek to assist in promoting the positive design characteristics existing throughout Downtown today.

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It is not the intent of these design guidelines to eliminate design freedom or discourage innovative design. The design guidelines complement the mandatory development standards contained in the City of Roseburg Land Use and Development Ordinance (Ordinance No. 2362) and the Downtown Development Standards provided in this Master Plan by providing good examples of appropriate design solutions and by providing design interpretations of the various mandatory regulations. The guidelines are less quantitative than the mandatory development standards and may be interpreted with some flexibility in the application to specific projects.



2. Organization

The design guidelines are organized into the following sections:

- A. *Introduction* provides an overview of the purpose, organization, applicability, and other aspects of the design guidelines.
- B. *Context and Compatibility* establishes basic “rules of thumb” for integrating new development into the existing urban fabric of Downtown Roseburg, and emphasizes the proper treatment of the “edge condition” of existing and proposed development.
- C. *General Commercial* sets forth design guidelines for retail, office, service and other commercial uses outside of the proposed Central Business District (CBD), but within the Downtown Roseburg Project Area.
- D. *Central Business District* provides design guidelines, within an historic architectural context, for uses in the Central Business District of Downtown. This section provides general design considerations as well as detailed guidance on specific subject areas. It is divided into three categories: 1) architectural themes; 2) infill; and 3) storefront design.
- E. *Signs* sets forth general and specific guidelines which intend to enhance the image of Downtown and improve the effectiveness of signage for businesses.

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- F. *Landscaping* provides a basic landscape design framework which is to be used in conjunction with new development, and as a helpful tool for property owners interested in upgrading the landscaping of existing development.
- G. *Design for Public Safety* includes design considerations for reducing opportunities for crime to occur through enhanced natural surveillance, natural access control and territoriality.
- H. *Secretary of the Interior's Standards for Rehabilitation* identifies the minimal standards for rehabilitation of historic structures, sites and buildings.



3. Interpretation

To aid in the interpretation of these guidelines, a development applicant should understand the meaning of “should,” “encouraged,” and “discouraged.”

Guidelines which employ the word “should” are intended to be applied as stated. An alternative measure may be considered, however, if it meets or exceeds the intent of the guideline.

Guidelines using the words “encouraged” or “discouraged” are not mandatory, but express a more or less desirable design solution.

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4. Applicability

The provisions of this section are applicable to all development within the Roseburg Downtown Project Area.

Any new building, additions, exterior alterations, or landscaping, and any modification to an approved landscaping plan or parking lot design should adhere to these Design Guidelines as applicable. It is important to note, however, that these Guidelines do not affect existing buildings which are not proposed for new construction, exterior alterations, landscaping or changes in the parking lot layout.

The Design Guidelines will be utilized during the City's Development Approval process (and should be provided to applicants during pre-application conferences), to encourage the highest level of design quality and at the same time provide the flexibility necessary to encourage creativity on the part of project designers in response to existing site conditions.

5. Exemptions

When in compliance with all other City ordinances, and with the standards and provisions of the Downtown Roseburg Master Plan, the following projects are exempted from all provisions of these Design Guidelines:

- a. Construction underground, which will not leave any significant, permanent marks on the surface after completion.

Utility boxes, pipes, and poles shall be considered "significant permanent marks."

- b. Maintenance work on buildings, landscaping, or grounds (including parking lots) which does not significantly alter the appearance or function of the building, landscaping, or grounds.
- c. Interior remodeling work.
- d. Landscape maintenance and upkeep, including relatively minor replacement of plants other than trees.
- e. Temporary uses and structures as defined by the Roseburg Municipal Code.
- f. Routine roof maintenance and repair. Overall roof reconstruction is subject to these Design Guidelines.

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B - Context & Compatibility

Existing buildings, streetscape, and landscaping establish the frame of reference for new development. This is particularly true throughout Downtown Roseburg where an historic urban fabric is well ingrained. To the extent that the scale, placement and character of new buildings or building additions blend with what is already there, the Downtown is continuously woven together. Conversely, regular or blatant disregard of existing patterns disrupts the essential character image, creates voids in the built environment, and compromises the functionality of Downtown.



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new elements introduced into the Downtown, all new structures, additions and uses should be compatible with the prevailing character of the surrounding area, site amenities should be preserved and should become part of any new project or addition, and structures and activities should be located and designed to avoid creating nuisances and hazards for adjoining properties, particularly residential properties.

The concept of “compatible” design is one of the most important concept to be aware of when using these design guidelines. Compatible designs do not seek to imitate neighboring buildings, but do reflect their surroundings in terms of design concepts – mass, scale, rhythm, color, materials, and building arrangement. Compatible designs will be in harmony with the best designs of surrounding developments.



“Rules of Thumb” pertaining to contextualism and compatibility include:

1. All new construction and development should incorporate those characteristics of the Downtown that exhibit a positive distinctive architectural style and/or established functional or landscape patterns.
2. New buildings and additions should be sited in a manner that will complement rather than conflict with existing adjacent buildings, landscape, streetscape, parking, and access.
3. Transitions between existing and new buildings or additions should be gradual. The height and mass of new projects or construction should not create abrupt changes from those of existing buildings.
4. Natural amenities, such as mature trees, Deer Creek, the South Umpqua River, and views, should be preserved and incorporated in the design of Downtown projects where applicable. Buildings should not turn their backs to existing or potential amenities.
5. Buildings should be oriented to connect with high activity areas, such as restaurant dining areas or major pedestrian areas, in order to create connections and linkages.

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6. Noise or odor generating activities in general, and loading areas, trash and storage areas and rooftop equipment in particular should be located as far as possible from adjacent residences and should never be located next to residential properties without fully mitigating their negative effects.
7. Commercial and other nonresidential buildings and associated activity areas should be oriented so to avoid significant shading of adjacent residences and compromising residents' privacy.
8. Where Downtown buildings are adjacent to residential neighborhoods, Downtown buildings should maintain low profiles and heights should be stepped down to the height of adjacent residential zones, utilizing architectural elements such as gables or hip roofs to reduce building mass.
9. Windows in commercial and other nonresidential buildings should be oriented to preclude a direct line of sight into adjacent residential buildings, or property.

C - General Commercial

Like many older cities, Downtown Roseburg serves not only as the heart of the community, but also as the strongest visual image of the community. These visual impressions affect the way Roseburg residents and visitors feel about the City and are often an indication of the community's economic vitality.



While specific guidelines are prepared for the Central Business District (CBD), general guidance is also provided for commercial development outside of the CBD District but within the Downtown Roseburg Project Area. Therefore, General Commercial design guidelines presented herein intend to foster good design in order to

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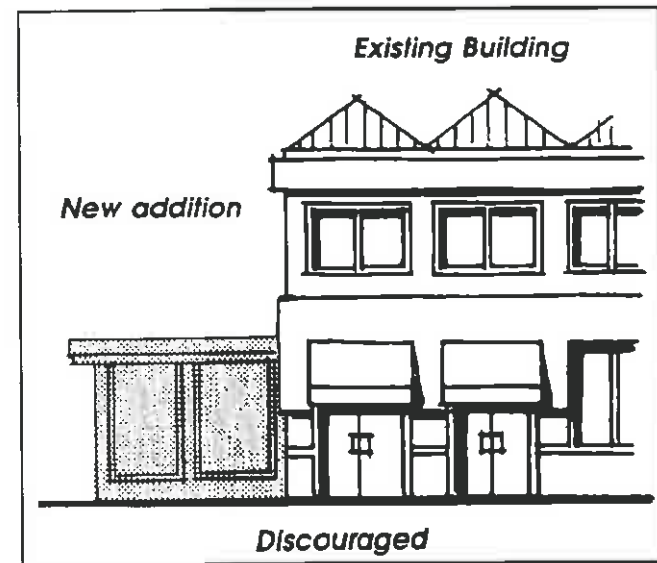
create a quality image for the City, encourage reinvestment and improve the City's economic vitality in general. The following general design principles are applicable to commercial projects, including retail, service, and office uses, found outside of the CBD District but within the Downtown Roseburg Project Area.



1. Building Scale

- a. Scale is the relationship between a proposed building's size and the size of adjoining buildings. The scale of new buildings should be consistent with existing buildings in the area.

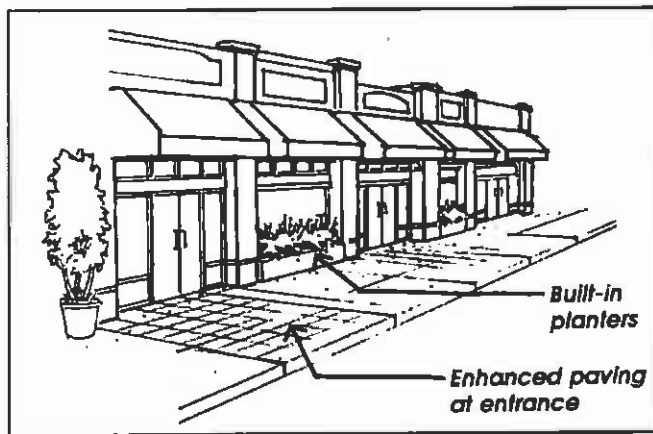
- b. Building heights should relate to adjacent sites to allow maximum sun and ventilation, protection from prevailing winds, enhance public views and minimize obstruction of view from adjoining structures.
- c. Vary the height of the building so that it appears to be divided into distinct components.
- d. Ground-level landscaping and architectural detailing should be used at the ground level to soften the impact of large buildings.



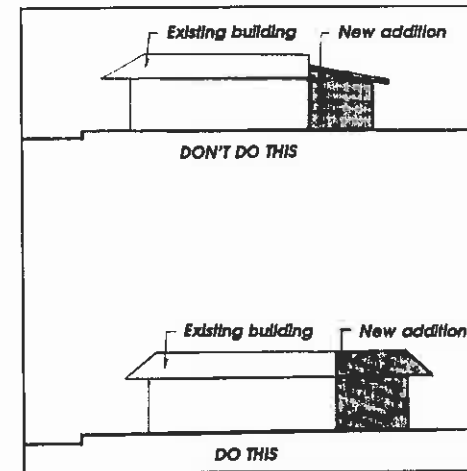
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2. Exterior Walls

- a. Avoid blank walls at the ground floor level by utilizing windows, recesses, changes in materials and canopies to create visual interest.



- b. Additions to existing buildings should be integrated with the existing structure. The new additions should match the original structure in terms of scale, window and door styles and openings, roof line, materials and color.



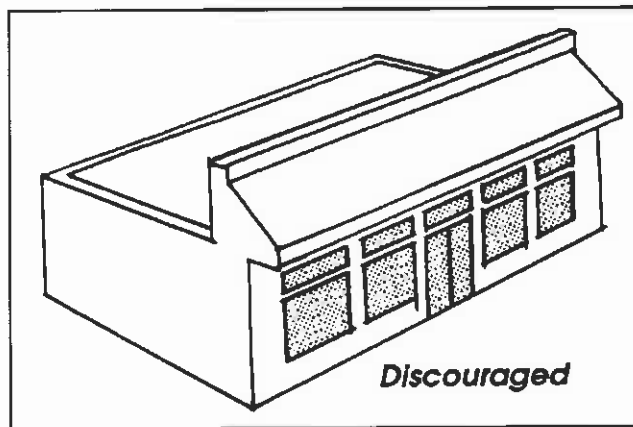
- c. Undesirable wall materials include the following:

- (1) plywood;
- (2) unfinished concrete or concrete block;
- (3) reflective mirrored windows; and,
- (4) corrugated metal or fiberglass siding.

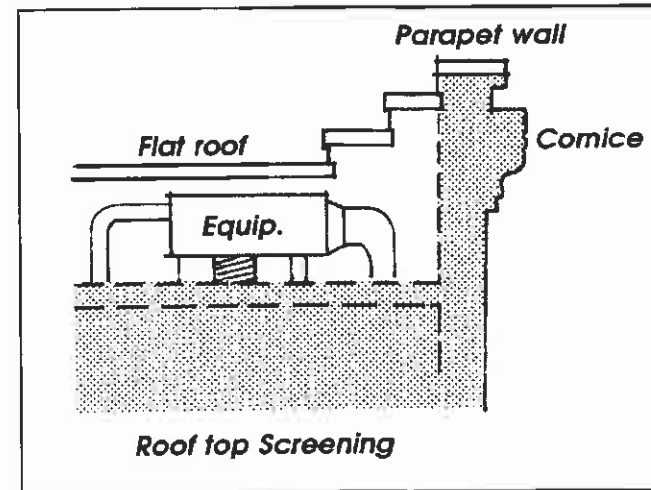
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3. Roofs

- a. Mansard roofs are discouraged on freestanding buildings unless they wrap completely around the building. Mansards should maintain the same roof pitch as surrounding structures and should be both high and deep enough to create the illusion of being a true roof. Small, steeply-pitched mansard "eyebrows" that appear "tacked" onto a building are discouraged.



- b. Mechanical equipment should be screened with a solid material that matches the architectural style and materials of the building without giving the appearance of being added on.



- c. The following roof materials are strongly encouraged:

- (1) standing seam metal roofs
- (2) tile roofs
- (3) shake shingle roofs
- (4) thick composition roofs

- d. The following roof materials are strongly discouraged:

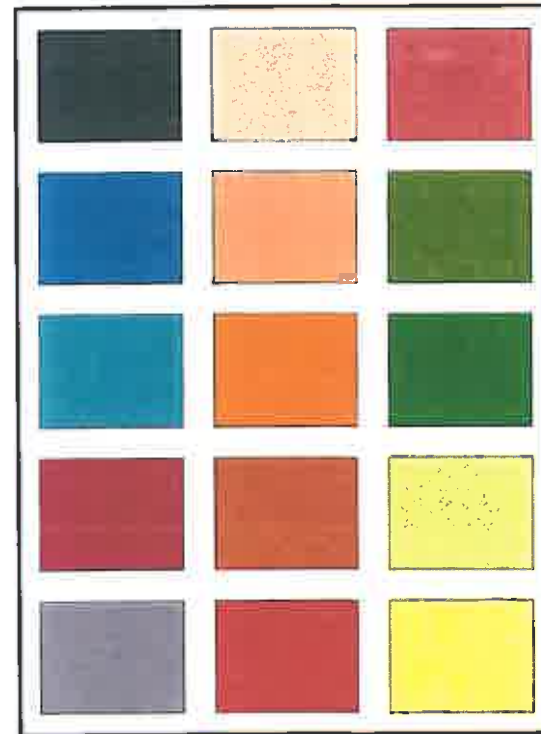
- (1) corrugated metal or fiberglass
- (2) high contrast or brightly colored (blue, orange) glazed tile
- (3) crushed rock

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4. Color

Color can dramatically affect the appearance of buildings and should be carefully considered in relation to the overall design of the building. Color can also affect the apparent scale and proportion of buildings by highlighting architectural elements such as doors and windows.

- a. Minimize the number of colors on the building's exterior in order to maintain a cohesive appearance with minimum visual distraction. Commercial buildings should use no more than three colors.
- b. The color palette chosen for a building should be compatible with the colors of adjacent buildings in the Downtown.
- c. Subdued colors are recommended for the overall color scheme. A bright trim color may be appropriate if it can be shown to enhance the general appearance of the building.
- d. Bright neon paint colors and large areas of intense white color should be avoided.



An Example of Colors Appropriate For Use in Downtown Roseburg

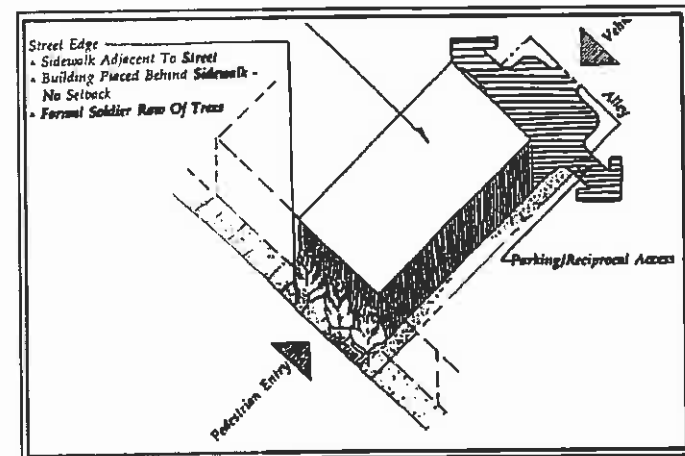
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5. Site Planning

- a. A project's relationship to the street (its street edge condition) is determined by setback requirements and by which type of "edge conditions" are appropriate for that particular location. Development standards in the Land Use Development Ordinance provide the minimum setback requirements for buildings and parking, while the range of appropriate "edge conditions" determine the appropriate building location and the location of parking and front yard landscaping. All projects in Downtown Roseburg should follow one of the three prescribed edge conditions as provided in the following examples.

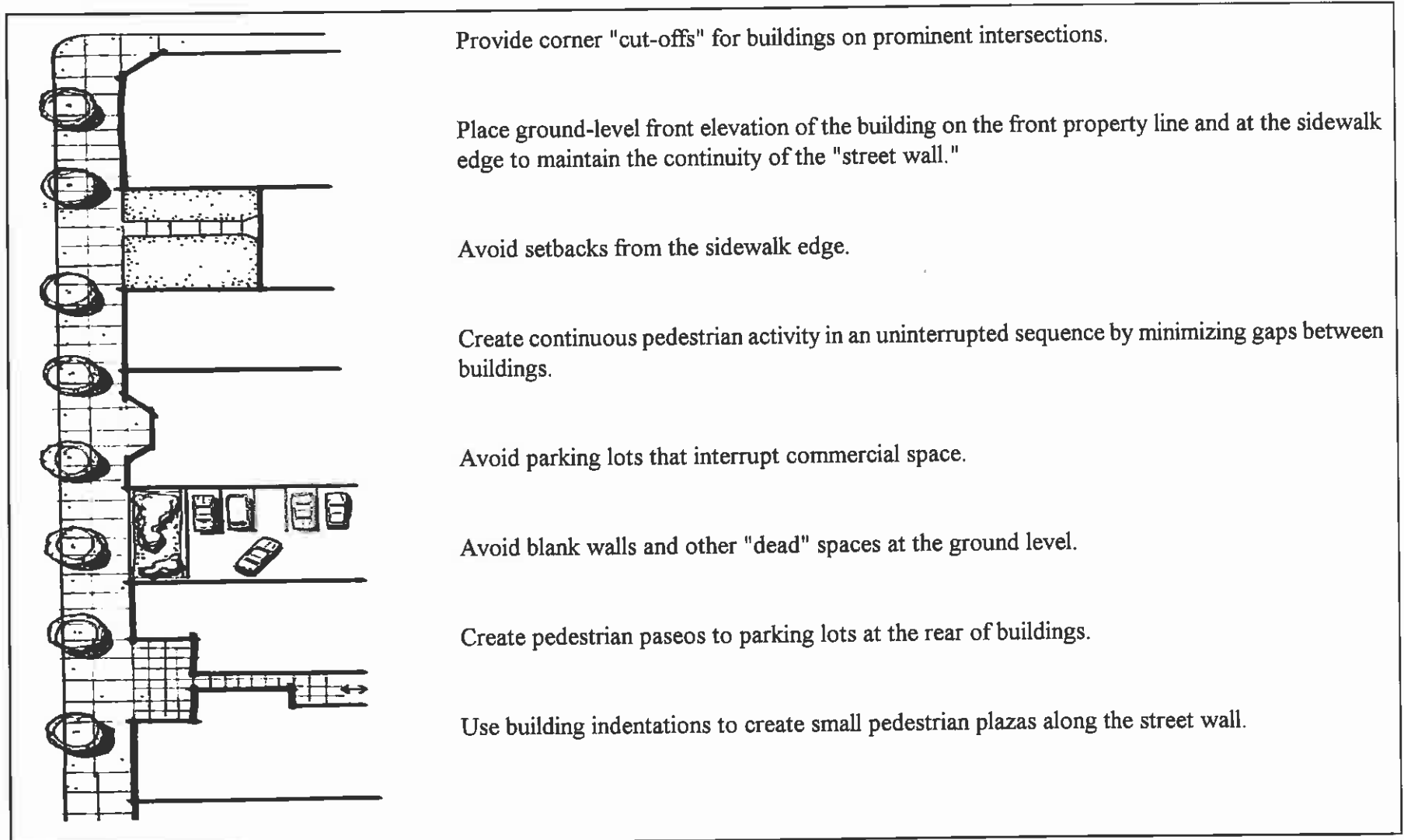
1) Street Adjacent Buildings – Pedestrian Orientation

This condition exists throughout Downtown Roseburg and is most obvious along Jackson Street. It is the preferred edge condition in the CBD. This condition typically requires no setback from the street-adjacent sidewalk.



Design guidelines for this edge condition are identified on the following illustration.

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Provide corner "cut-offs" for buildings on prominent intersections.

Place ground-level front elevation of the building on the front property line and at the sidewalk edge to maintain the continuity of the "street wall."

Avoid setbacks from the sidewalk edge.

Create continuous pedestrian activity in an uninterrupted sequence by minimizing gaps between buildings.

Avoid parking lots that interrupt commercial space.

Avoid blank walls and other "dead" spaces at the ground level.

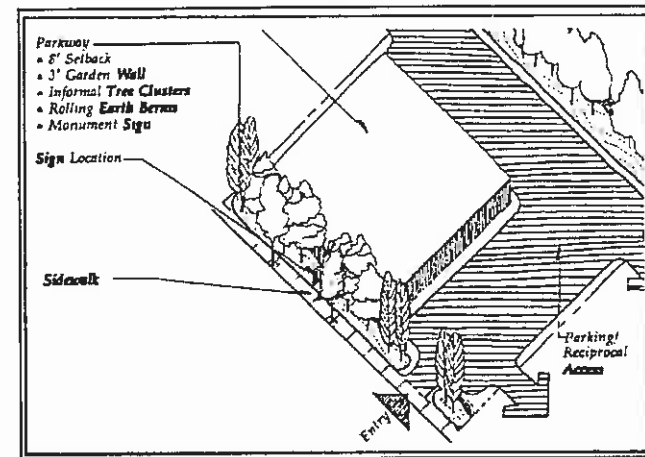
Create pedestrian paseos to parking lots at the rear of buildings.

Use building indentations to create small pedestrian plazas along the street wall.

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(2) Semi-Street-Adjacent Buildings – Landscaped Setback

This condition typically includes buildings set back from the street with a landscaped yard in the setback area along front and side street property lines. Parking is appropriate on the side or rear of the building away from the street. This is the second most prevalent edge condition in Downtown, with common examples along Pine, Stephens, and Main Streets. This condition is not preferred, but is acceptable in Downtown Roseburg.



Design guidelines for this edge condition are identified on the following illustration.

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The setback area shall be fully landscaped, interrupted only by pedestrian areas and sidewalks. No parking shall be located within any required front yard setback.

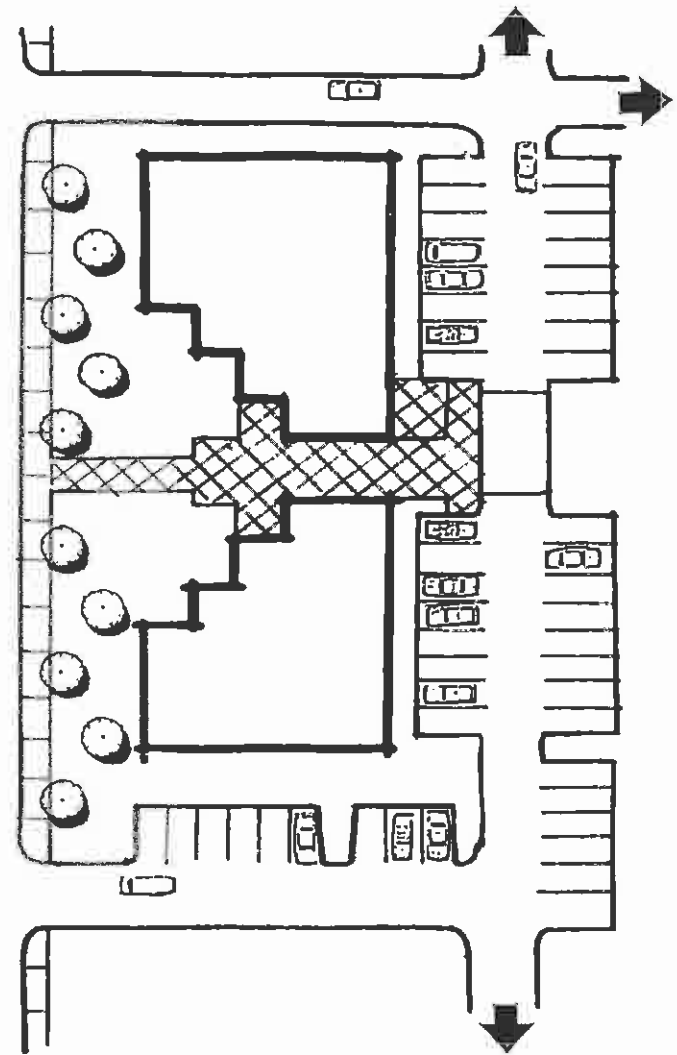
Parking is not to be located in the setback space.

Parking at rear of building is preferred.

If parking lots are located at the sides of buildings or elsewhere on the site where they may be visible from the street, they must be screened from street view by low walls and/or shrubs at least 30 inches high.

Driveways should be kept to a minimal number and width as necessary for safety.

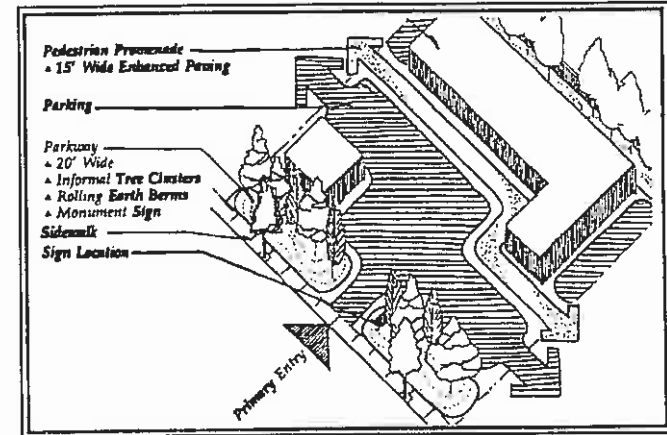
Provide access to adjoining parcels whenever possible.



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(3) Buildings Set Back from Street – Limited Parking

This condition allows one bay of parking (two rows plus aisle) between the building and street. A landscaped setback should be provided between the street and parking lot. This type of edge condition is not common in the Downtown, but is present along Pine and Stephens Streets. This edge condition should not be encouraged in Downtown.



Design Guidelines for this edge condition are identified on the following illustration.

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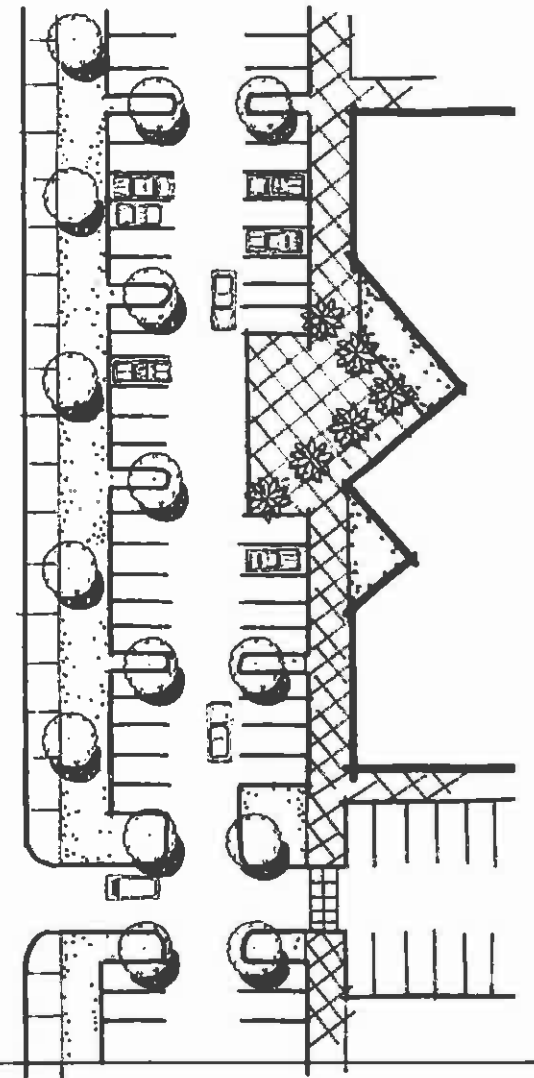
Only one bay of parking (two rows plus aisle) are permitted. Parking lot landscaping shall comply with development standards.

Provide landscaped pedestrian areas at primary building entrances.

Trees, shrubs, and/or low walls at least 30 inches high should be used to screen the parking area from street view.

Provide accent landscaping and enhanced paving at project entries.

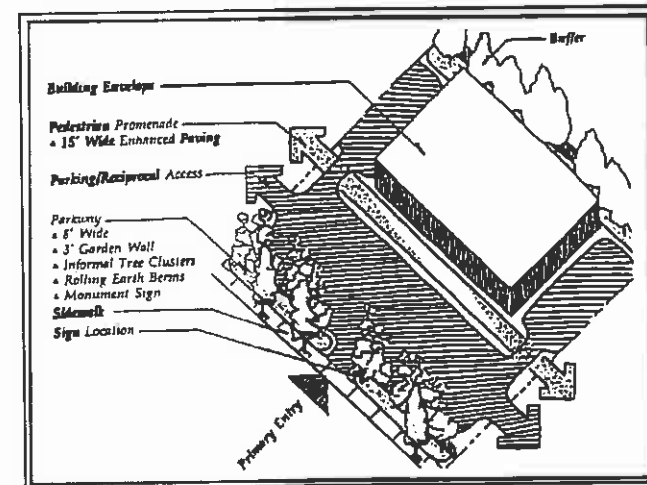
Provide vehicular access and pedestrian connections to adjoining parcels whenever possible.



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4) Building Set Back from Street – Parking in Front

This condition allows the building to be set back from the street a great distance with the majority of parking placed between the building and street. A landscaped setback should be required between the street and parking lot. The Safeway block in Downtown Roseburg is a typical example of this edge condition. This edge condition should not be promoted in Downtown Roseburg.



Design guidelines for this edge condition are identified on the following illustration.

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Buildings may be setback from street any distance with parking between street and building(s).

Provide fully-landscaped buffer at the street edge of all parking areas.

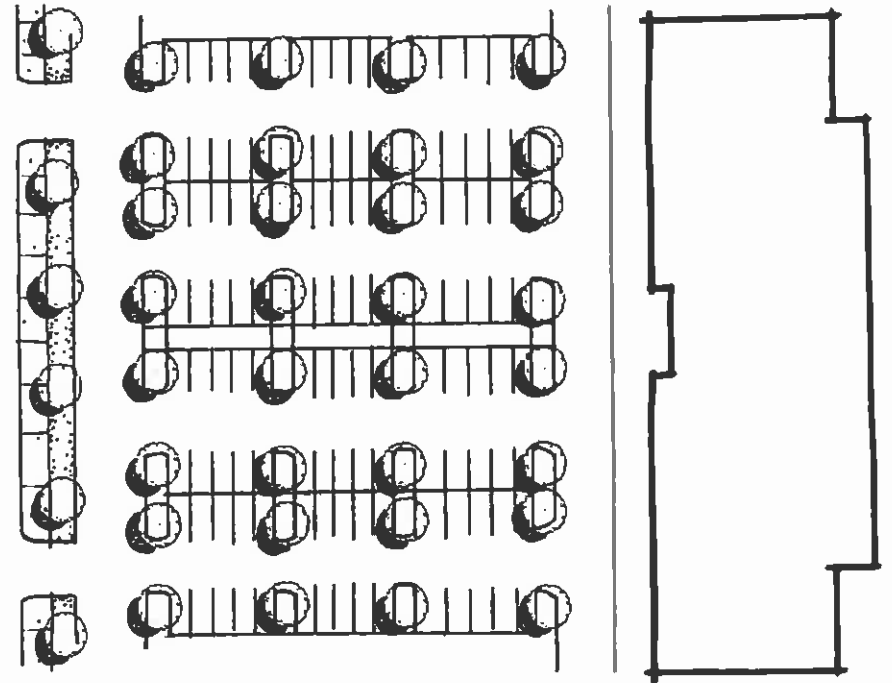
Provide landscaped pedestrian areas at primary building entrances.

Trees, shrubs, and/or low walls at least 30 inches high shall be used to screen parking areas from street view.

Provide accent landscaping and enhanced paving.

Provide access to adjoining parcels whenever possible.

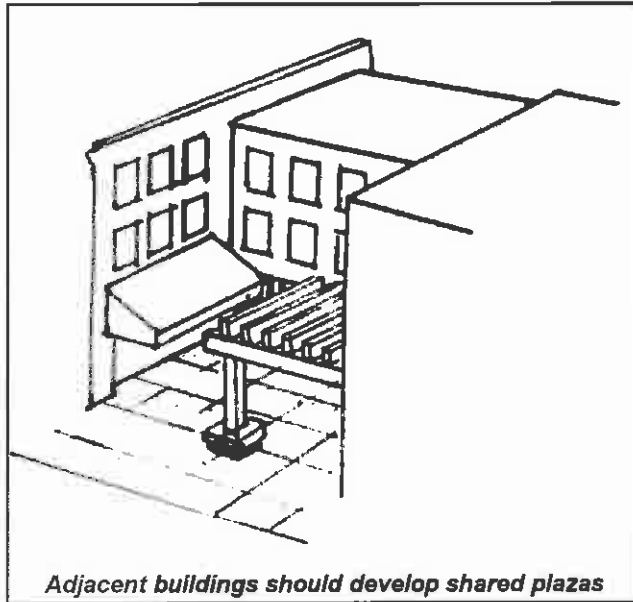
Arrange parking bays so that pedestrians walk parallel to drive aisles.



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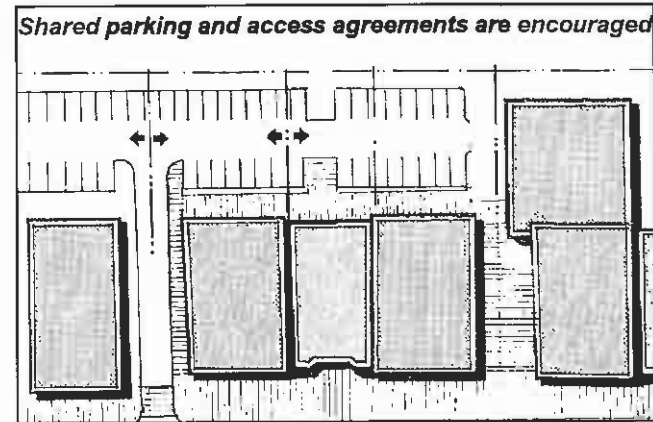
5. Site Planning (continued from page III-12)

- b. Open space areas should be clustered into larger, prominent landscape/hardscape areas.



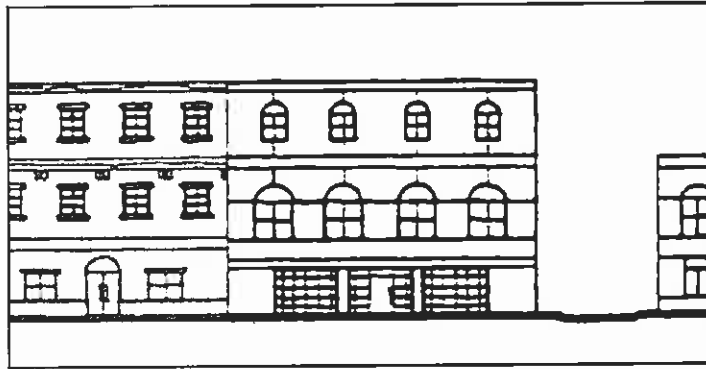
6. Parking And Circulation

- a. Common shared access driveways which provide access to more than one site are encouraged in order to reduce the number of driveway entries along Roseburg's commercial streets.

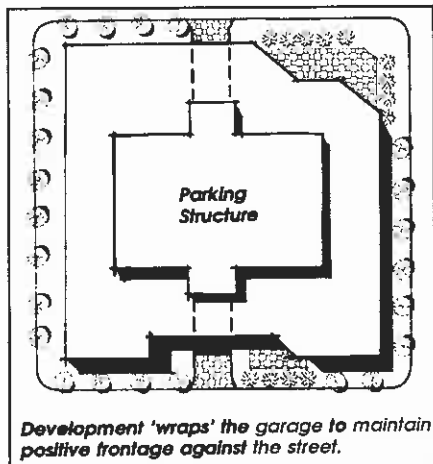


- b. Parking areas should be separated from buildings by either a raised concrete walkway or landscaped strip. Situation where parking stalls directly abut buildings should be avoided.
- c. Whenever possible, locate parking lot entries on side streets in order to minimize pedestrian/vehicular conflicts along the primary street. When this is not possible, design the primary site entry with patterned concrete or pavers to differentiate it from the sidewalk.
- d. Design parking areas so that pedestrians walk parallel to moving cars. Minimize the need for the pedestrian to cross parking aisles and landscape areas.

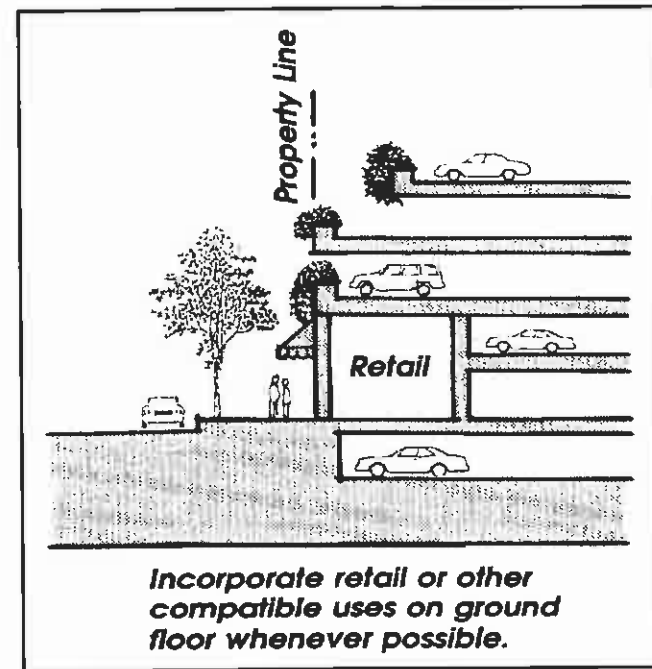
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- e. Parking garages should be designed whenever possible to fit in with the existing urban fabric in Downtown Roseburg.



- f. Parking garages should provide retail uses at the sidewalk level whenever possible.

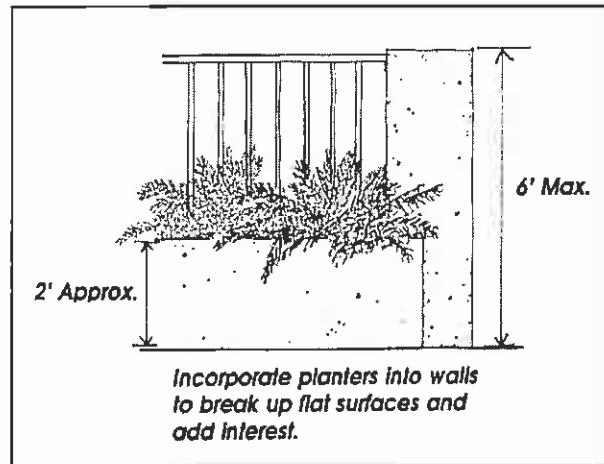


7. Walls And Fences

- a. Walls and fences are generally used for security purposes and to screen unsightly areas from public view. If they are not required for a specific purpose they should not be utilized.
- b. Screen walls should be kept as low as possible while performing their screening and security functions.

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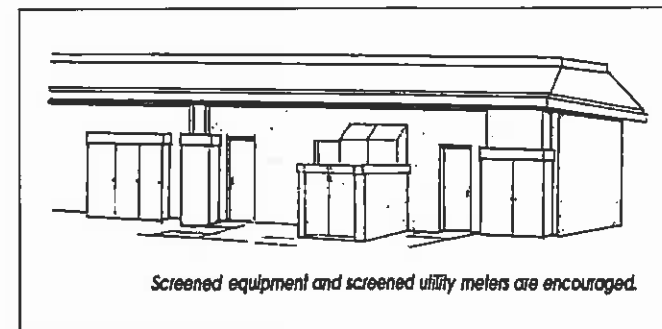
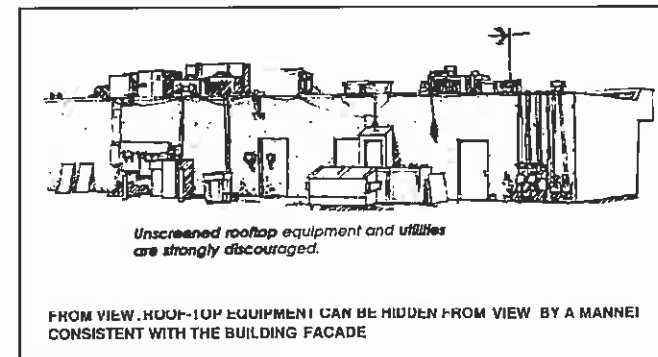
- c. Walls viewed from the street or parking lot should be designed to blend with the site's architecture. Landscaping should be used in combination with walls/fences, whenever possible, to conceal their flatness, add greenery and discourage graffiti.



- d. When security fencing is required, it should be a combination of solid walls with pillars and decorative view ports, or short solid wall segments and open wrought iron grille work.
- e. Plain concrete block and chainlink fencing is prohibited as these lack visual interest. Razor wire and concertina razor wire should be used sparingly in the Downtown due to the negative image conveyed.

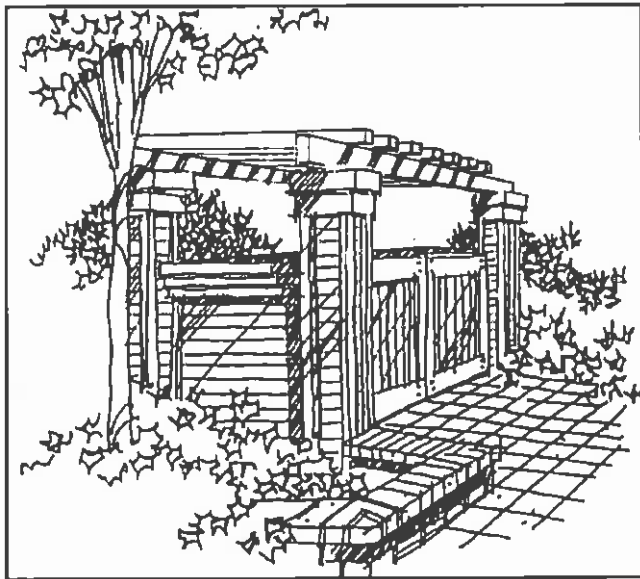
8. Screening Of Storage And Equipment Areas

- a. Exterior loading and trash receptacle areas should be screened and confined to portions of the site least visible to public view. Screening should consist of a combination of elements including solid masonry walls and landscaping.



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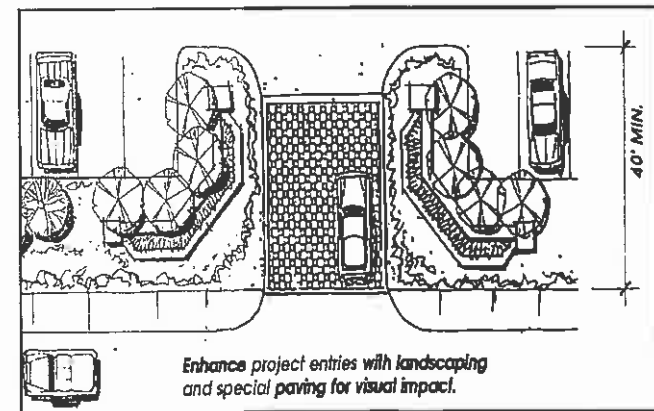
- b. Trash enclosures should be screened from public view by a solid concrete masonry enclosure with solid metal doors. Use landscaping (shrubs and vines) to screen walls and help deter graffiti.



as a unifying element within a project designed to promote a cohesive appearance and to help achieve compatibility with existing adjacent uses.

- a. The following are common planting design concepts that should be used whenever possible:

- (1) Edge-defining plantings used in informal groupings and rows contiguous to the street and at major focal points, such as site entrances;



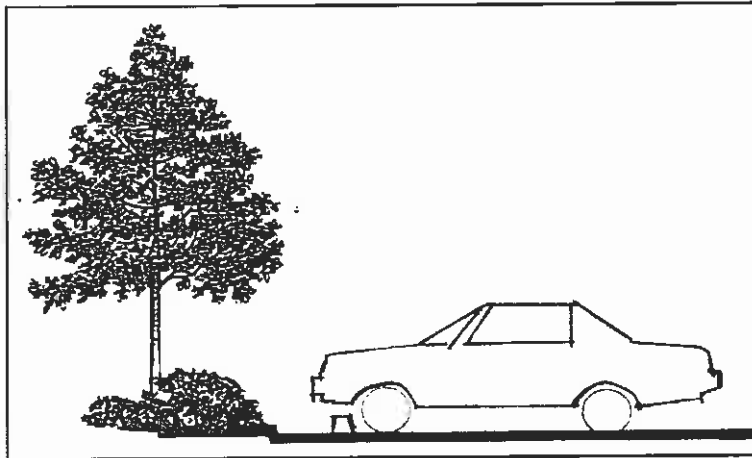
9. Landscaping

Landscaping guidelines for commercial uses in Roseburg help define and focus plantings and open space areas on building entrances and parking lots, define the edges of various land uses, provide transition between neighboring properties (buffering), and screen loading and storage areas. Landscaping should also be used

- (2) Use of flowering vines both on walls and arbors not only looks good, but discourages graffiti;
- (3) Use of planting to create shadow patterns against wall surfaces;

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- (4) Trees to create canopy and shade, especially in parking areas; and,
- (5) Plantings and walls to screen outdoor open space areas from the wind.
- b. Landscaping should be in scale with adjacent buildings and be of appropriate size at maturity to accomplish its intended goals.
- c. Landscaping should be protected from vehicular and pedestrian encroachment by raised planting surfaces, depressed walks or through the use of curbs.



- d. It is strongly recommended that inorganic groundcover (gravel or crushed rock) not be utilized extensively.
- e. Plants in containers are especially encouraged for walkway areas adjacent to storefronts, plazas, patios and arcades.

10. Public Spaces

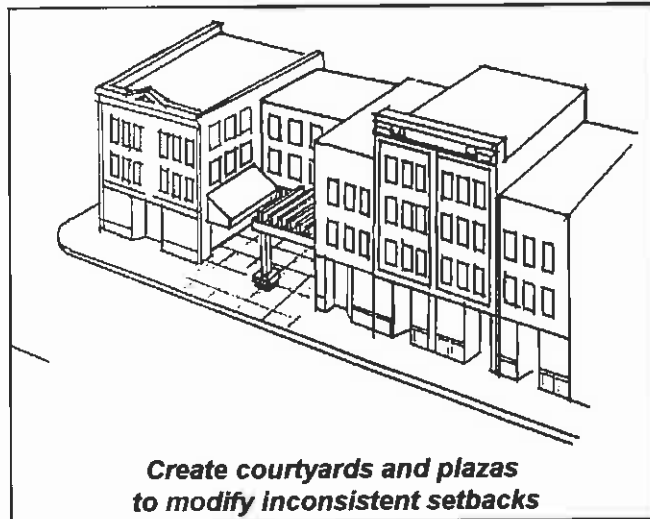
Public space associated with commercial buildings in Downtown Roseburg should serve as a transition from the outside to the inside of buildings, should be complementary to the commercial buildings and should be supportive of pedestrian activity. Public areas should clearly communicate that all members of the public may occupy the space and communicate this message by being designed as extensions of the public space of the sidewalk. Methods of doing this include providing pedestrian amenities such as benches, fountains, and continuing the hardscape of the sidewalk. Successful public spaces also act as well-defined transitions from street and sidewalk to building door and interior spaces. Public space can add to the vitality of commercial areas, when designed and located in a manner that attracts pedestrian activities.

a. Plazas

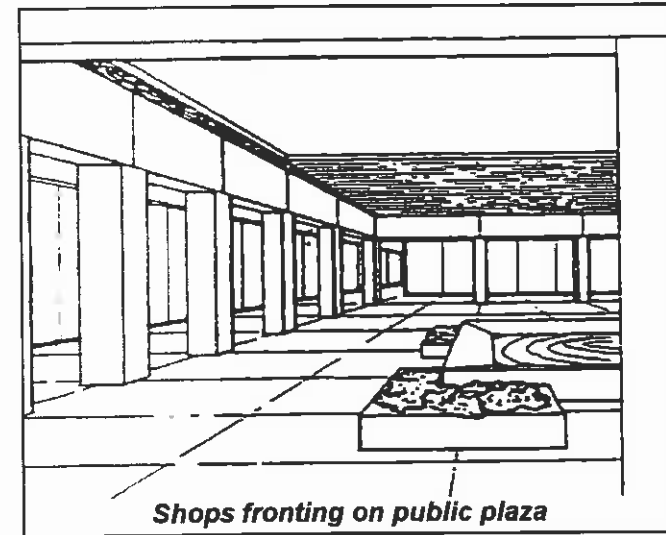
- (1) Plazas should be designed to supplement, rather than detract from street activity.
- (2) The function and appearance of the plaza or courtyard should not be dominated by stairs or elevators.

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- (3) Where inconsistent setbacks occur along the street in Downtown Roseburg, plazas should be considered to compensate for the broken building edge.



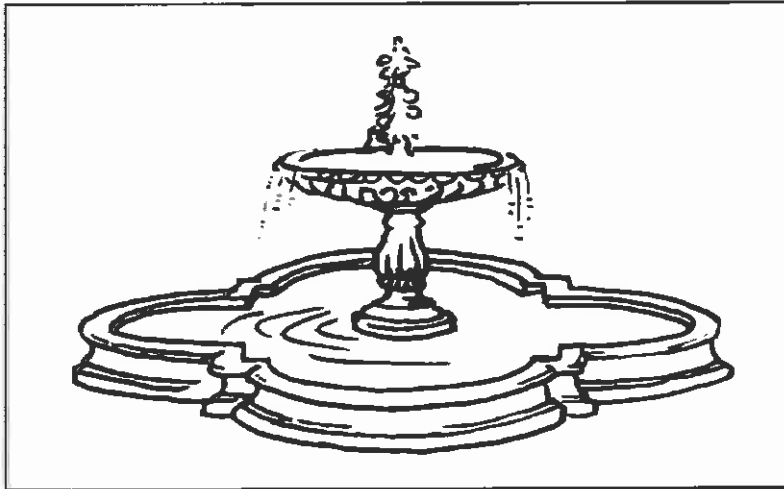
- (4) Retail shops, restaurants, offices or other activity-generating uses should be located at the edges of plazas; blank walls should be minimized adjacent to such pedestrian spaces.



- (5) Plazas should be designed with unimpeded lines-of-sight to and from the public sidewalk; and physical access should be provided from the public sidewalk to plazas.
- (6) Plazas should be physically and visually accessible from the public sidewalk. Security fences, walls, and entry gates shall not block the sidewalk edge of the plaza or views into the plaza. At least 15 feet of building frontage should be transparent or visually penetrable to provide entry to and views into the plaza.

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- (7) Entries to the plaza, and storefront entries within the plaza, shall be designed and lighted so they do not create hiding places.
- (8) Visual features, such as public art or a fountain, should be incorporated in plazas to attract pedestrians.



- (9) Seating should be provided in plazas. Where applicable, plaza users should be provided with a choice between active (i.e. watching goings-on) and passive (i.e. private) seating.
- (10) Shade trees or other elements providing relief from the sun should be incorporated within plazas, in a manner that does not impair pedestrian movement.

- (11) A majority of the gross area of the plaza should have access to sunlight for the duration of daylight hours. A mix of direct sunlight and shade should be provided. No more than 30 percent of a plaza should be covered with a roof. Canopies, awnings, cantilevered overhangs, or balconies may project over the ground floor but should not prohibit the penetration of sunlight to the ground floor.
- (12) At least 10 percent of the plaza's surface should be landscaped. Shade trees are strongly encouraged.
- (13) Paving and furniture used in private plazas should complement streetscape elements used in the public right-of-way throughout Downtown Roseburg.
- (14) Plazas should provide at least one sitting place for each 100 square feet of plaza in addition to permitted outdoor dining.
- (15) Plazas, including all entrances and exits, should be fully illuminated ½ hour after sunset to ½ hour before sunrise to facilitate natural surveillance opportunities and to discourage illegitimate activities. Lighting should be designed to help define, order and further develop the design concept of the space in a manner that appears welcoming to pedestrians.

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- (16) Signage or other mechanisms should identify that the plaza is available for public use during business hours.
- (17) Security gates and security fencing may not be used in plazas. They may only be permitted by the Director.
- (18) Landscaping for the plazas should provide special interest through plant materials with integral interest such as special foliage color, seasonal changes in plant habit, scent, or floral display.

b. Entry Courtyards

- (1) Courtyards, where used, should include a focal element of sculpture and/or water, simple plantings and simple sitting niches with a view of the goings-on within the space.
- (2) Courtyards trees should be drought tolerant and be planted in simple geometric symmetries.
- (3) Courtyards should be designed to provide both visibility and separation from the street.

c. Gardens.

- (1) Urban gardens located in Downtown Roseburg should be designed with a unifying central idea or purpose in mind — fragrance, roses for "Roseburg," seasonal changes or as an overall composition of form, texture, shape and color.

Themes such as plants from a certain region or garden type such as the formal garden can provide the basis for garden design. A good garden is much more than merely a buffer or screening element; it is a consciously designed space and physical presence in its own right.

- (2) Gardens should serve as oases amidst Downtown Roseburg, providing both sun and shade, simple water elements, trellis structures, and seating.
- (3) Visual access into and out of urban gardens should be maximized through careful design of perimeter fencing and/or walls.
- (4) The design and location of urban gardens should serve as attractions in the Downtown, should be highly visible, and should complement — rather than detract from — existing commercial buildings and activities.
- (5) Urban gardens should have clearly defined entry points, utilizing arbors or similar features.
- (6) Public access should be maintained during normal business hours.
- (7) Thoughtful and imaginative lighting design is a vital element in creating a good urban garden. The lighting should be designed in concert with all the other design elements of the garden.

Downtown Roseburg Master Plan Design Guidelines

4. Public art.

- a. Art associated with commercial buildings in Downtown Roseburg that invites participation and interaction, adds local meaning, interprets the community by revealing its culture or history, and/or captures or reinforces the unique character of a place is encouraged.



- b. The setting of public art should be considered in its design; likewise, the impact of physical space and nearby structures on public art should be considered.



- c. Freestanding pieces of art or sculpture should be placed to avoid locations where it would compete with a storefront or obstruct a pedestrian path, create a traffic hazard or compete with another piece of art or sculpture.
- d. Art should be deployed in concert with other features, such as a plaza or architectural features that acknowledge and respond to the presence of the art and make the art an integral part of site development rather than a stand-alone object.

Downtown Roseburg Master Plan Design Guidelines

- e. The selection and placement of the art should be part of the design process, rather than being left to the last minute as an after-thought. By thinking of the location placement and kind of art early on, this art has the chance to inform and influence the character of the overall development.



Integrate public art into the design process

Downtown Roseburg Master Plan Design Guidelines

D - Central Business District

The construction of new buildings within the Central Business District (CBD) in Downtown Roseburg is important for continued economic growth and diversity in the City. It is extremely important that new buildings erected in the Downtown are compatible with existing buildings. (See Figure II-B in Chapter II for the location of the CBD.)

1. Infill

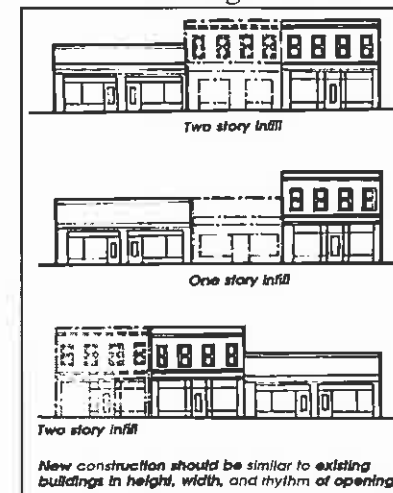
Since these buildings will be constructed on vacant or underutilized lots, thus filling a "hole" in the street frontage, they are called "infill" construction.

The design of an infill building, particularly its front facade, should be influenced by the other facades on the street but should not attempt to copy them or replicate a past architectural style. The infill structure should be sympathetic and compatible with surrounding buildings in terms of mass, scale, height, facade rhythm, placement of doors and windows, color and use of materials.

Since good infill design responds directly to its surroundings, it is not possible to develop specific guidelines which apply in every case. There are, however, several general design principles which should govern the visual ties between a new infill building and its neighboring structures.

a. Facade Proportion

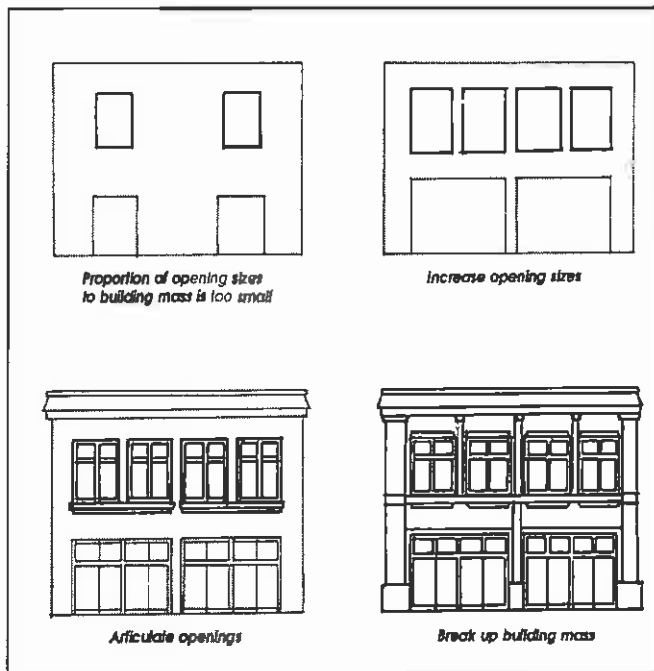
- (1) The characteristic proportion (relationship of height to width) of existing facades should be respected in relation to new infill development.
- (2) Whenever an infill building is proposed which is much "wider" than the existing characteristic facades on the street, the infill facades should be broken down into a series of appropriately proportioned "structural bays" or components typically segmented by a series of columns or masonry piers which frame window, door and bulkhead components.
- (3) An infill building should not be much higher or lower than the height of surrounding structures.



Downtown Roseburg Master Plan Design Guidelines

b. Proportion Of Openings

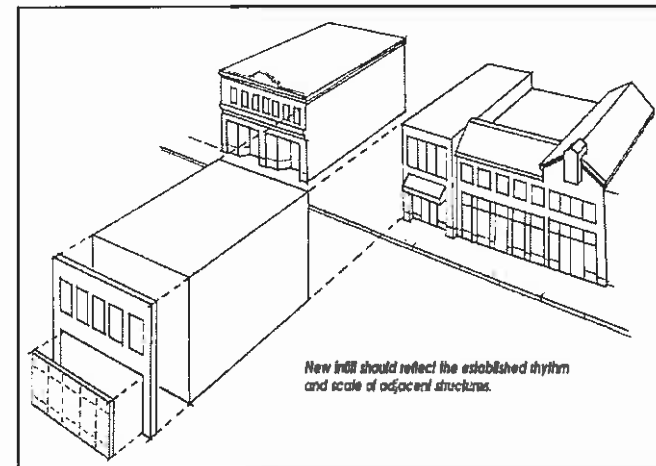
- (1) Maintain the predominant difference between upper story openings and street level storefront openings (windows and doors). Usually, there is a much greater window area at the storefront level for pedestrians to have a better view of the merchandise displayed behind as opposed to upper stories which have smaller window openings.



- (2) Whenever an infill building is proposed which has two adjacent commercial structures, attempt to maintain the characteristic rhythm, proportion and spacing of existing door and window openings.

c. Horizontal Rhythms

- (1) Whenever an infill building is proposed, identify the common horizontal elements (e.g. cornice line, window height/width and spacing) found among neighboring structures and develop the infill design utilizing a similar rhythm or alignment.



Downtown Roseburg Master Plan Design Guidelines

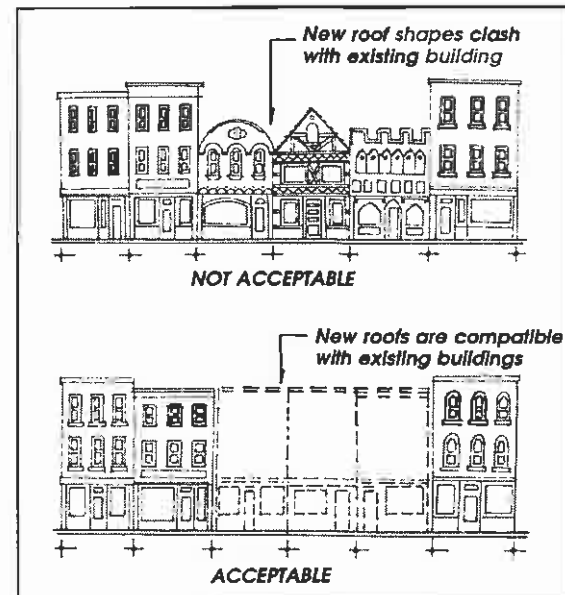
- (2) If maintaining a horizontal rhythm or alignment in an infill building is very difficult or otherwise impossible, the use of fabric canopies or awnings is strongly encouraged to establish a shared horizontal storefront rhythm.

d. Wall Articulation

- (1) Long, blank, unarticulated street wall facades are strongly discouraged and should be divided into a series of structural bays (e.g. characterized by masonry piers which frame window and door elements).
- (2) Monolithic street wall facades should be "broken" by vertical and horizontal articulation (e.g. sculpted, carved or penetrated wall surface defined by recesses and reveals) characterized by: (a) breaks (reveals, recesses) in the surface of the wall itself; (b) placement of window and door openings; or (c) the placement of balconies, awnings and canopies.
- (3) Avoid large unbroken facade surfaces at the storefront level. This can be achieved in a number of ways including: (a) dividing the facade into a series of display windows with smaller panes of glass; (b) constructing the facade with small human scale materials such as brick or decorative tile along bulkheads; (c) providing traditional recessed entries; (d) careful sizing, placement and overall design of signage; and (e) providing consistent door and window reveals.

e. Roofs

- (1) Roofs may be flat or sloped consistent with surrounding buildings. The visible portion of sloped roofs should be sheathed with a roofing material complementary to the architectural style of the building and other surrounding buildings.
- (2) Cornice lines of new buildings (horizontal rhythm element) should be aligned with buildings on adjacent properties to avoid clashes in building height.



Downtown Roseburg Master Plan Design Guidelines

- (3) Radical roof pitches which create overly prominent or out-of-character buildings such as A-frames, geodesic domes, or chalet style buildings are strongly discouraged.

f. Building Material Palette

Building materials to be used on infill buildings are to be consistent with the materials used on significant adjacent buildings. The following tables present recommended and discouraged building materials for infill construction.

Recommended Materials For Infill Structures (Not Including Existing Buildings)

Building Walls:

- ▶ clear glass, glass block (storefront only)
- ▶ glass block (transom)
- ▶ exterior plaster (smooth trowled)
- ▶ new or used face-brick
- ▶ cut stone, rusticated block (cast stone)
- ▶ clapboard where appropriate
- ▶ ceramic tiles (bulkhead)

Roofs (where visible):

- ▶ standing seam metal roofs
- ▶ class "A" composition shingles (limited to refurbishment of residential structures)
- ▶ tile of neutral color

Downtown Roseburg Master Plan Design Guidelines

Discouraged Materials For Infill Structures (Not Including Existing Buildings)

Building Walls:

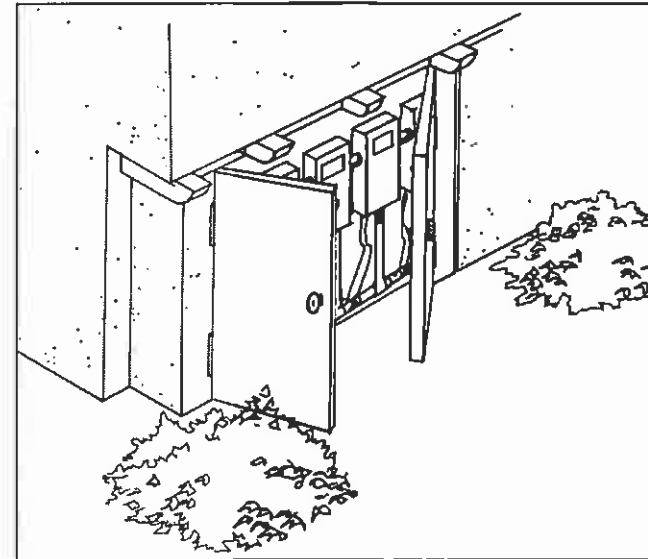
- ▶ imitation masonry (e.g. imitation, rusticated block) of any kind
- ▶ reflective or opaque glass
- ▶ imitation stone or flagstone parquet
- ▶ rough sawn or "natural" (unfinished) wood
- ▶ "pecky" cedar
- ▶ used brick with no fired face (salvaged from interior walls)
- ▶ stucco
- ▶ imitation wood siding
- ▶ coarsely finished "rough-sawn" on rustic materials (e.g. wood shakes, barnwood, board and batten or T-111 siding)
- ▶ plastic panels

Roofs (where visible):

- ▶ crushed stone
- ▶ shake

g. Mechanical Equipment Screening

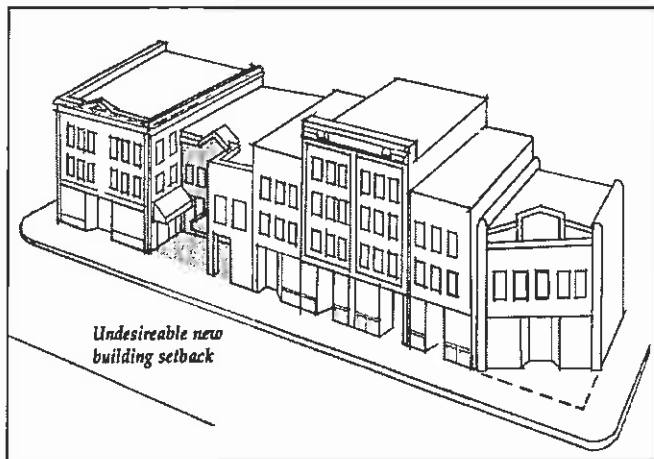
It is strongly encouraged that any mechanical or utility equipment, whether on the roof, side of building, or ground be screened. The method of screening shall be architecturally integrated with the structure in terms of materials, color, shape and size. Where freestanding mechanical equipment is provided, a continuous solid screen is desirable. On-roof mechanical equipment should be screened by solid building elements (e.g. parapet wall) instead of after-the-fact add-on screening (e.g. wood or metal slats).



Downtown Roseburg Master Plan Design Guidelines

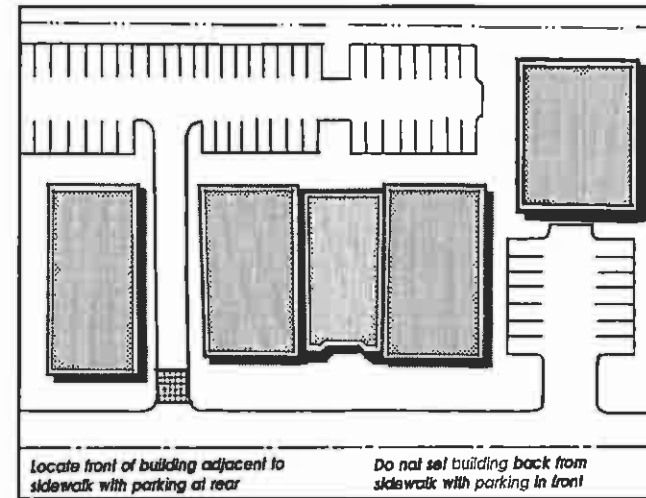
h. Setbacks And "Build To" Lines

- (1) The first floor of any new infill building should be built at the front property line.
- (2) Canopies, trellises and other accessory structures which are relatively open and do not restrict pedestrian or vehicular movement may project over the right-of-way with City approval.



i. Street Orientation

- (1) It is strongly encouraged that the front building facade be oriented parallel to the street.



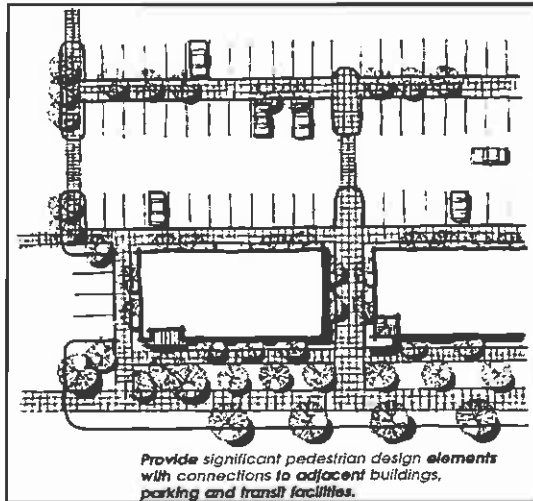
- (2) Storefronts should be designed to orient to the major street frontage. While side or rear entries may be desirable, the predominant major building entry shall be oriented toward the major street.

j. Parking Orientation

- (1) Parking lots and any future parking structures should be located to the rear of buildings.
- (2) Locating parking lots between the front property line and the building storefront is strongly discouraged.

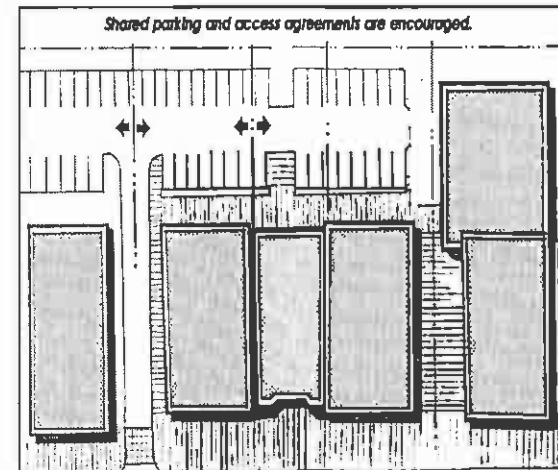
Downtown Roseburg Master Plan Design Guidelines

- (3) Rear parking lots should be designed and located contiguous to each other so that vehicles can travel from one private parking lot to the other (reciprocal access) without having to enter the street.

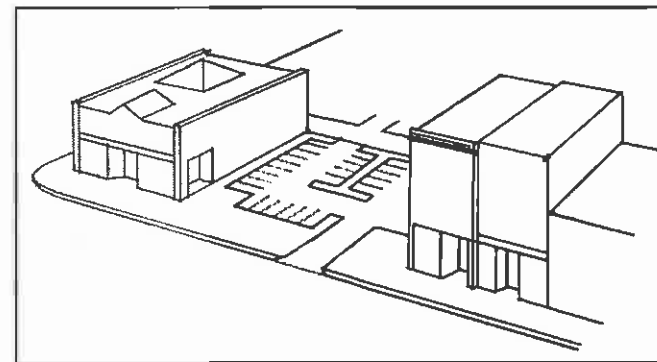


- (4) Private parking lots with street frontage should be attractively landscaped with trees and shrubs in order to continue the linear street frontage created by the existing flanking buildings and to screen parked vehicles. Low masonry garden walls or landscaping (3 feet maximum height) at the setback line are also encouraged to screen parking from the street.
- (5) Common reciprocal access driveways which provide vehicular access to adjacent parcels are strongly encouraged. Shared parking and circulation aisles

coordinated between adjacent businesses and/or developments are also encouraged.



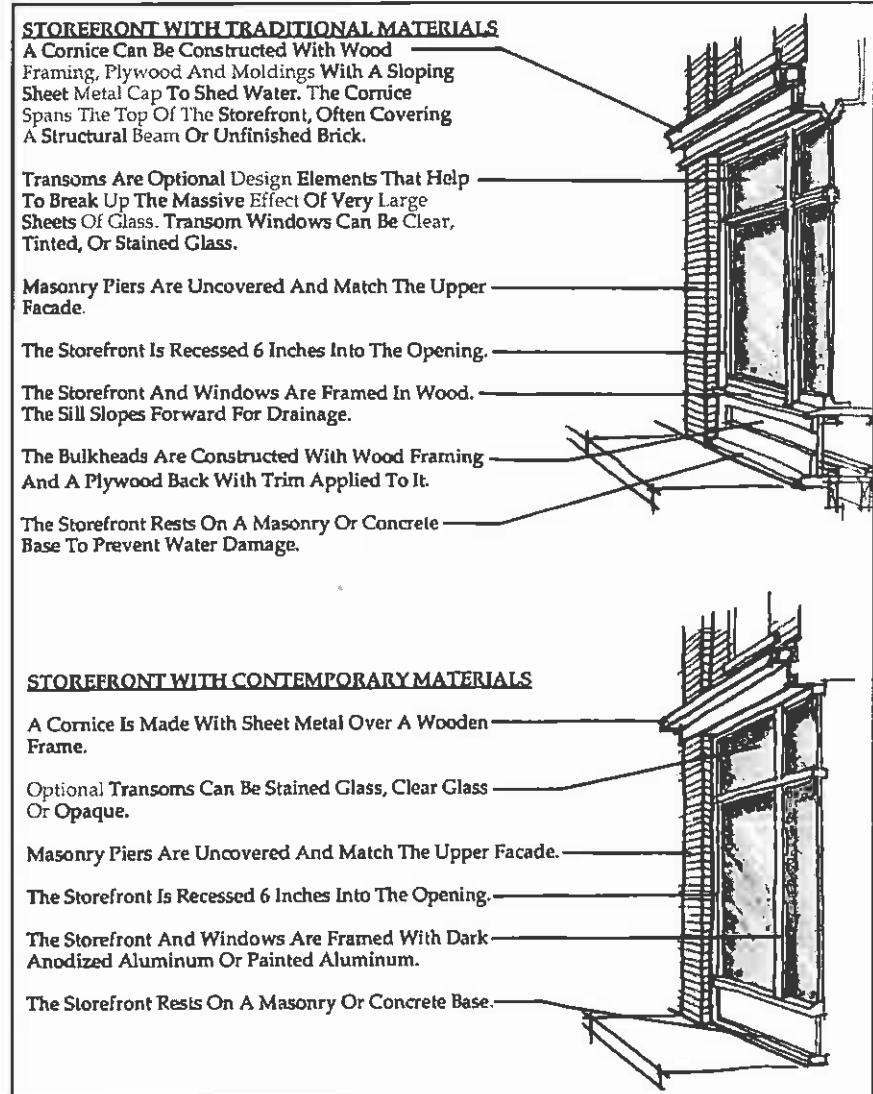
- (6) Whenever possible, locate parking lot entries on side streets or alleys in order to minimize pedestrian/vehicular conflicts along the primary street frontage.



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2. Storefront Design

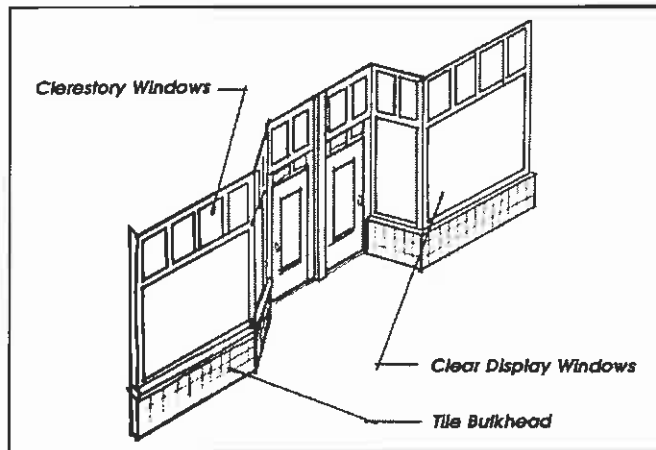
Building facades, including the storefront, are the most important visual elements of commercial structures. Facades also experience significant change during a building's life and hold the most potential for creative alterations affecting both the character of the building and the streetscape. In an effort to promote quality design for new infill buildings, and the rehabilitation of existing buildings, the following specific storefront and facade guidelines are presented.



Downtown Roseburg Master Plan Design Guidelines

a. Entries/Doorways

- (1) Commercial storefront entries are typically recessed and/or sheltered by a covered arcade structure, canopy or awning. This provides more area for display space, a sheltered transition area to the interior of the store and emphasizes the entrance. Recessed entries should be retained and are strongly encouraged in new storefront construction.



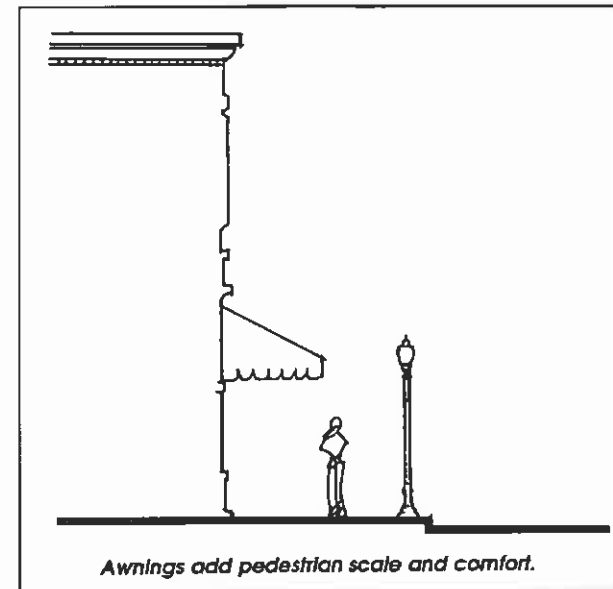
b. Facade Color

- (1) The use of light, subdued or neutral colors and natural building materials, such as brick, are encouraged.
- (2) Adjacent buildings should be painted different, but complementary, colors.

- (3) One base color should be used for the entire facade. Different trim colors are encouraged, but should not exceed three different colors.
- (4) Different window frame and sash colors are encouraged but should complement the main color of the building.

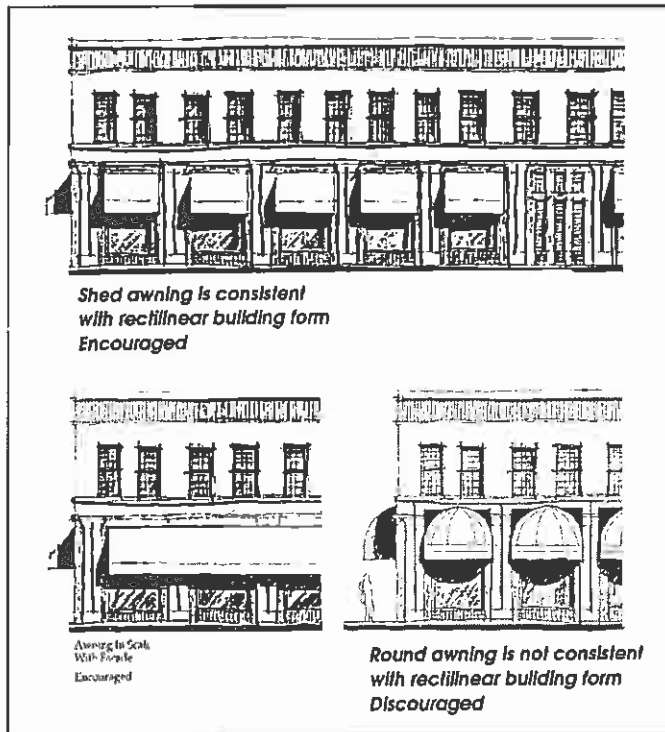
c. Awnings And Canopies

- (1) Awnings are encouraged and should have a single color or two-color stripes. Lettering and trim, utilizing other colors is allowed but will be considered as sign area.



Downtown Roseburg Master Plan Design Guidelines

- (2) Awning shape should relate to the window or door opening. Barrel shaped awnings should be used to complement arched windows while square awnings should be used on rectangular windows.

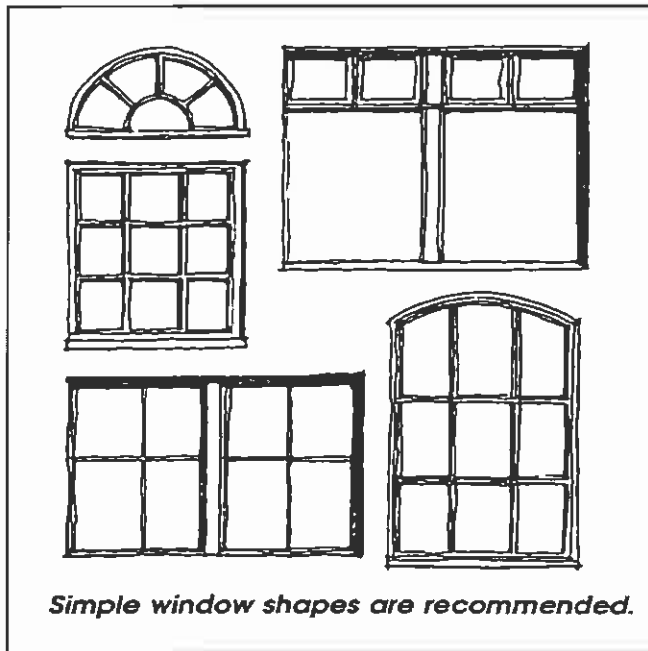


- 3) All awnings should be well-maintained, washed regularly and replaced when faded or torn.
- 4) When there are several businesses in one building, awnings of the same color should be used with simple signs on the valance flap that may vary in type style and color to differentiate the individual businesses within the building.

d. Door And Window Design

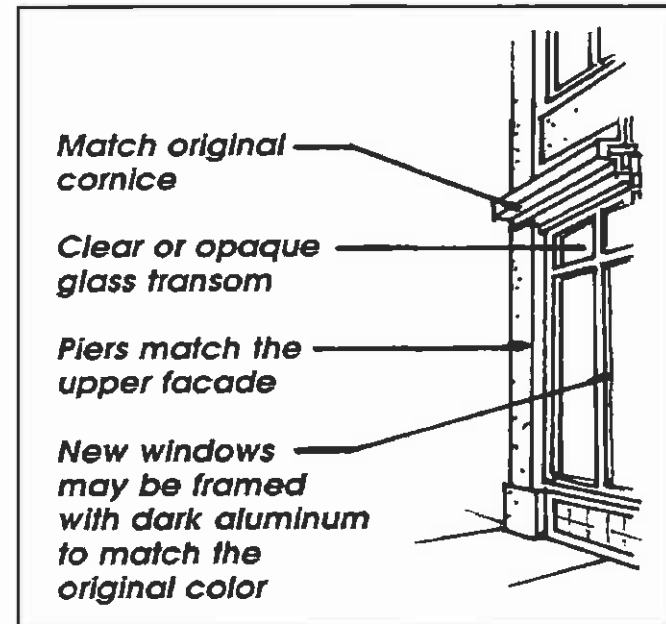
- (1) Accentuate the door with simple details such as a handsome brass door pull, brass kickplate or an attractive painted sign.
- (2) Doors to retail shops should contain a high percentage of glass in order to view the retail contents.
- (3) When considering new window fenestration (window size, size of window panes, mullion type, window materials), it is important that the new design be sympathetic and compatible with the facade theme of the whole block (streetscape).

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- (4) Use of clear glass (88% light transmission) on the first floor is strongly recommended.
- (5) Storefront windows should be as large as possible and no closer than 18" from the ground (bulkhead height). By limiting the bulkhead height, the visibility to the storefront displays and retail interior is maximized. Maximum bulkhead heights for new construction should be 36".

- (6) Discourage introducing or changing the location or size of windows or other openings that alter the architectural rhythm, alignment or character of the original building.



- (7) Air conditioning units placed in individual windows and window transom areas are strongly discouraged.
- (8) Permanent, fixed security grates or grilles in front of windows are strongly discouraged. If security grilles are necessary, they should be placed inside the building behind the window display area.

Downtown Roseburg Master Plan Design Guidelines

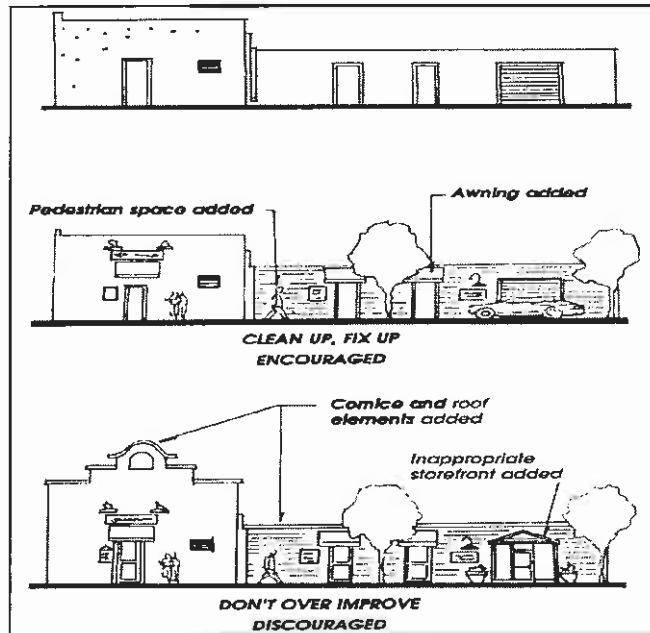
e. Rear Entrances

- (1) Signs should be modestly scaled to fit the casual visual character of the alley or rear parking area.
- (2) An awning can soften rear facades and provide a pleasant protected space.
- (3) The rear entry door should be wood and glass similar to the front door. Special security glass (i.e. wire imbedded) is allowed.

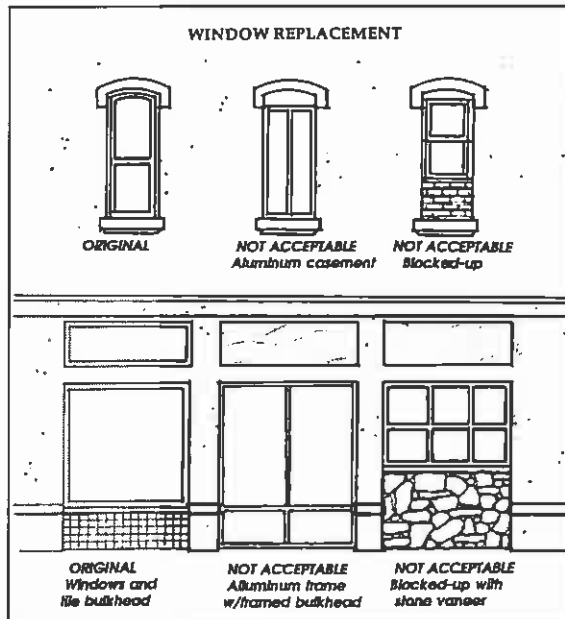
- (4) Security lighting should be modest and should focus on the rear entry door.
- (5) Selective use of tree plantings, potted plants and other landscaping can subtly improve a rear facade.
- (6) Refuse containers and service facilities should be screened from view by solid masonry walls with metal doors. Use landscaping (shrubs and vines) to screen walls and help deter graffiti.

f. Window Replacement

- (1) If a window has deteriorated beyond repair or is missing, the replacement should match the original window in terms of design and materials. Replacement windows should always fill the entire existing opening and duplicate the original window pattern. For example, a double hung sash window should not be replaced by a single fixed pane of glass.
- (2) Avoid the use of windows and shutters that are not in keeping with the original style of the building.



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g. Door Replacement

Every effort should be made to maintain and repair an original door, if possible.

h. Removal Of Existing Canopies And Metal Awnings

Metal aluminum canopies have a thin, unsubstantial and "tacked on" appearance which is inconsistent with the desirable design concept for Downtown Roseburg. Existing metal canopies should be removed and, if appropriate, replaced with fabric awnings, consistent with the architectural style of the building.

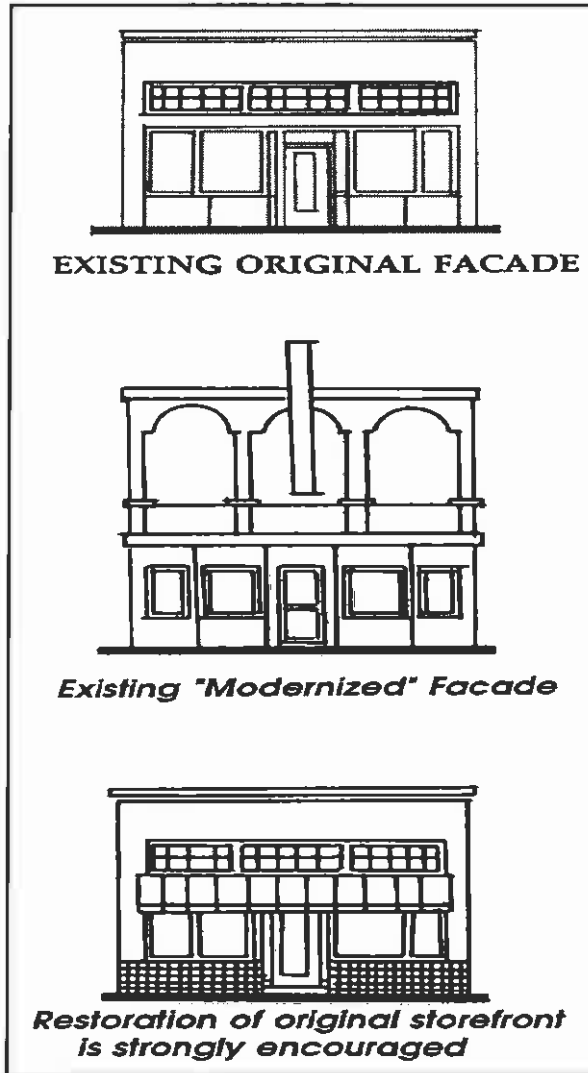
i. Removal Of Elements Inconsistent With Original Facade

Existing building elements incompatible with the original facade design of the building should be removed. These include: overdone exterior embellishments and "modernized" elements such as metal grilles or rusticated materials.

j. Preserve Traditional Decoration

Many times in the remodeling of storefronts, original decorative details are intact as visual "leftovers" or simply covered up with new construction. If the building is to be refurbished, these forgotten details should not be wasted. If enough of them remain, they can be restored as part of the original design. If only a few remain, they can be incorporated as design features in a new storefront. In either case, the design of any improvements should grow out of the remaining traditional details and create a harmonious background which emphasizes them.

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k. Selection Of Building Materials

Some contemporary materials are often used to apply "shopping mall" style facades over the rich character of traditional downtown buildings. Materials such as cedar shakes, textured plywood, stone veneer, stucco veneer and plastic are not appropriate for use on traditional facades in Downtown Roseburg.

E - Signs

Signs in Downtown Roseburg should advertise a place of business or provide directions and information. An effective sign and graphics system functions not as a separate entity but as an integral part of the built environment. Carefully planned, signs communicate essential information, while also ordering and enhancing the architectural character of Downtown. A sign's use of color, its size, shape placement, and selection of lettering can attract or detract from its effectiveness. An effectively designed sign should:

1. Be compatible with the surrounding physical and visual character of the area;
2. Promote the "individuality" of establishments;
3. Identify the business clearly and attractively;
4. Enhance the building on which it is located; and,

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5. Reduce the amount of visual clutter caused by excessive and poorly placed signage.

The City's Land Use and Development Ordinance has regulations to help control the size, location, and number of signs, but code restrictions alone may not be enough. Design criteria are needed to encourage and coordinate well-designed signs.

The following sign guidelines are intended to assure the local merchant that all other Downtown commercial establishments are similarly regulated.

1. Preferred Sign Types

While many sign types are permitted in Downtown, the following sign types are preferred.

- a. Under canopy signs;
- b. Business wall-mounted ID signs in sign board area at upper portion of first story;
- c. Awning signs;
- d. Blade or projecting signs;
- e. Murals and supergraphics not advertising a business (painted on a wall surface);

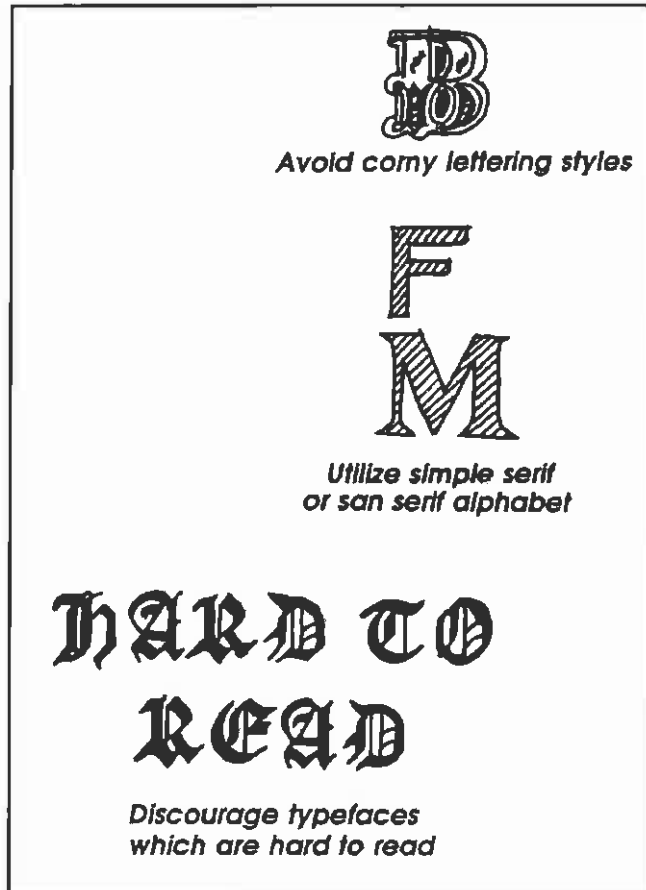
- f. Permanent painted window signs, first floor limited to 25% of the window area;
- g. Building signs containing the name of the business at rear entrances used by customers; and
- h. Signs made of carved or sandblasted wood or metal.

2. General Design Guidelines

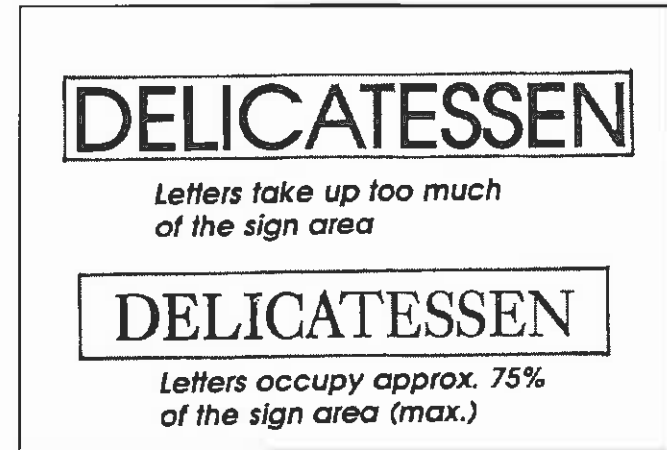
a. Clear Sign Message

- (1) Use a brief message. The fewer the words, the more effective the sign. A sign with a brief, succinct message is simpler and faster to read, looks cleaner and is more attractive.
- (2) Avoid hard-to-read, overly intricate typefaces. These typefaces are difficult to read and reduce the sign's ability to communicate.

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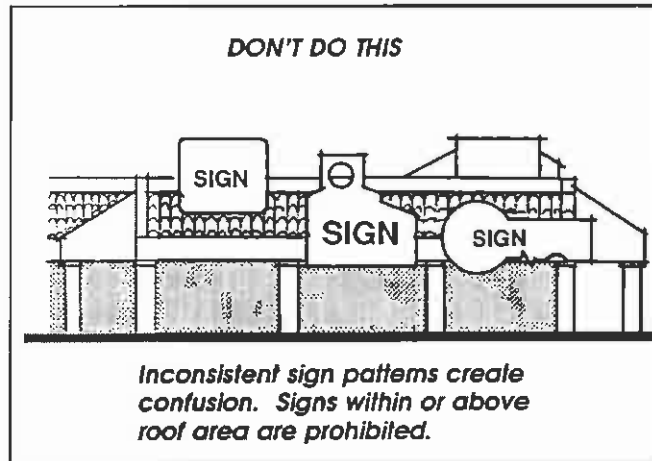


- (3) Lettering should be in proportion to the size of the sign. As a rule of thumb, the recommended size of letters is between one-third (1/3) to one-half (1/2) the height of the sign.



- (4) Avoid signs with strange shapes. Signs that are unnecessarily narrow, oddly shaped, or unrelated to the products or services being provided on site can restrict the legibility of the message. If an unusual shape is not symbolic, it is probably confusing.

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- (5) Use widely recognized logos rather than print/test whenever possible.
 - (6) Make signs smaller if they are oriented to pedestrians. The pedestrian-oriented sign is usually read from a distance of fifteen to twenty feet; the vehicle-oriented sign is viewed from a much greater distance. The closer a sign's viewing distance, the smaller that sign need be.
- b. Sign Color**
- (1) Colors should be selected to contribute to legibility and design integrity of signage. Even the most carefully thought out sign may be unattractive and a poor communicator because of poor color selection.
 - (2) A substantial contrast should be provided between the color and material of the background and the letters or symbols to make the sign easier to read in both day and night.
 - (3) Limit colors to three on a single sign. Color is most effective when used simply. Too many colors, particularly accent colors, may distract the reader, reduce legibility, and make the sign less effective.
 - (4) Vertical or horizontal wooden signs can be effectively utilized in a variety of different ways on windows, building surfaces or as accent bands. A wooden wall sign can be painted or stained and sealed for a more natural look, depending upon the appearance of the surrounding structures. Lettering can consist of metal or raised wood and when placed within a sign band, will serve to unify the building facade. Carved or sandblasted wood signs are also appropriate.
 - (5) Metal sign panels can utilize raised lettering on metal bands. Printing and lettering can also be applied directly to a flat metal sign band with letters consisting of wood, acrylic or metal.

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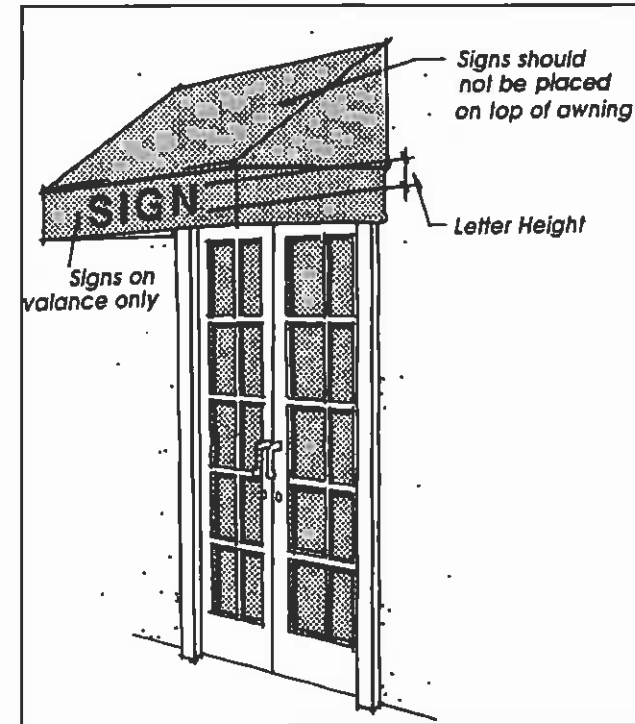
b. Sign lettering for store front wall mounted signs should meet the following recommendations:

- (1) For storefronts 30' wide or less, a maximum letter height of 8" is recommended;
- (2) For storefronts 30' - 60' wide, a maximum letter height of 12" is recommended; or
- (3) For storefronts 60" wide or greater, a maximum letter height of 16" is recommended.

4. Awning Signs

An awning is a roof-like covering or shelter which is usually constructed of canvas or other fabric extending over a pedestrian walkway. Awnings provide shelter from weather, provide scale to the building architecture, and add color and liveliness to the pedestrian path and street.

- a. An awning is permanently attached to a building or can be raised or retracted to a position against the building when not in use. An awning sign is a message painted, printed, sewn, or stained onto the awning or awning flap.
- b. The sign on awnings should be placed on the awning flap. The flap should be at least eight (8) inches in height so that the letters and symbols can be big enough to read easily.

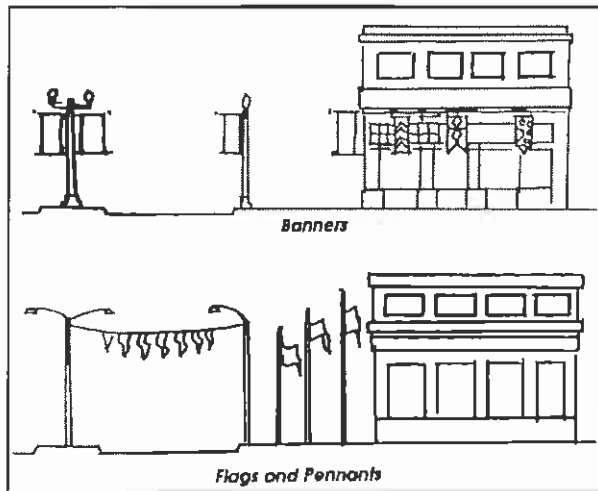


- c. The color of an awning sign should be compatible with and complementary to the color and material of the building to which it is attached.

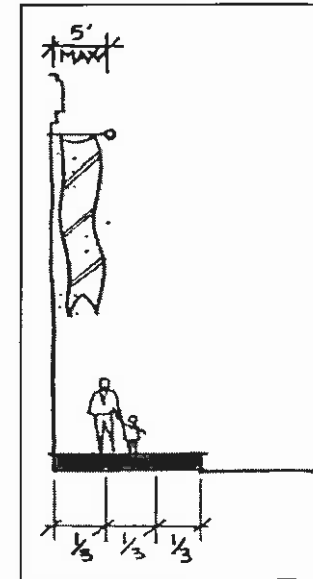
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5. Banner Sign

A banner sign is a logo or design placed on a lightweight material that can move with the wind. Banner signs should not be confused with flags or pennants. A banner sign is intended to add liveliness, color, and a sense of movement to a pedestrian-oriented street and sidewalk.



- a. Banners are encouraged along pedestrian-oriented streets, in plazas, and in commercial centers.
- b. Banners should not extend more than five (5) feet from the building or one-third (1/3) the width of a public sidewalk, whichever is less. In addition, banners should be measured eight (8) feet above ground at its lowest point.



- c. Banners along the same block of a street should be set at generally the same angle from the buildings.

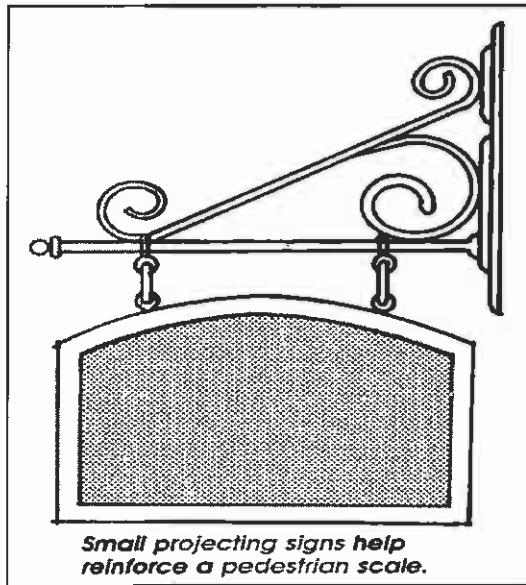
- d. Banners should reflect the informality and excitement of color and movement.

6. Hanging Sign

A hanging sign is a sign suspended from a support and projects from the building wall. Similar to awning signs and banners, a hanging sign can add interest and vitality to a street. Hanging signs can include pictorial images, logos, and symbols.

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A hanging sign is generally intended to be read by pedestrians along a sidewalk or arcade, and motorists in slow-moving vehicles.



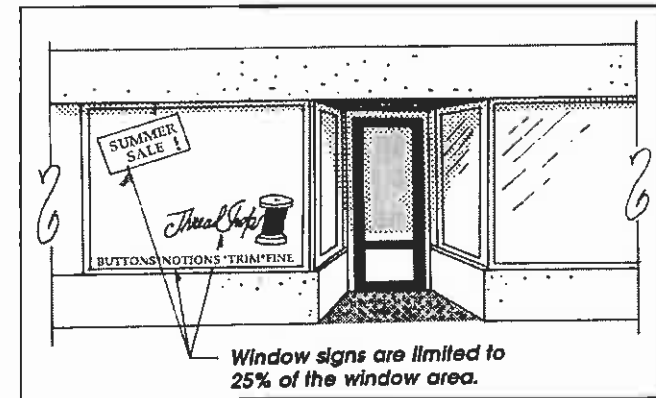
- a. The size of a hanging sign should be proportional to the building facade to which it is attached and typically, should not exceed ten (10) square feet.
- b. A hanging sign should be hung perpendicular to and should not project more than four (4) feet from the face of the building.
- c. To minimize visual clutter, hanging signs should not be located within close proximity to other hanging signs or projecting signs, preferably at least twenty-five (25) feet from each other.

- d. The placement of a hanging sign should not impede the safe movement of people or vehicles within a public right-of-way and should be properly secured to a building in a structurally sound manner.

7. Window Sign

A window sign is a permanent sign painted on or attached to the inside of a window and is designed to be viewed principally from outside the business by pedestrians and motorists using the adjoining parking lot.

- a. To minimize clutter, window signs should not occupy more than twenty-five (25) percent of the total area of the window in which they are displayed.



Downtown Roseburg Master Plan Design Guidelines

- b. The sign copy of window signs should be proportional to the glass surface area.
- c. Signs should be restricted to ground floor windows facing the primary street frontage or adjoining parking lot.
- d. Temporary window signs should be allowed to identify special events and sales provided they are removed immediately following the event.

8. Monument Signs

A monument sign is a freestanding sign of a human scale and is at ground level. Generally, monument signs are of a higher architectural quality than other freestanding signs, such as pole signs.

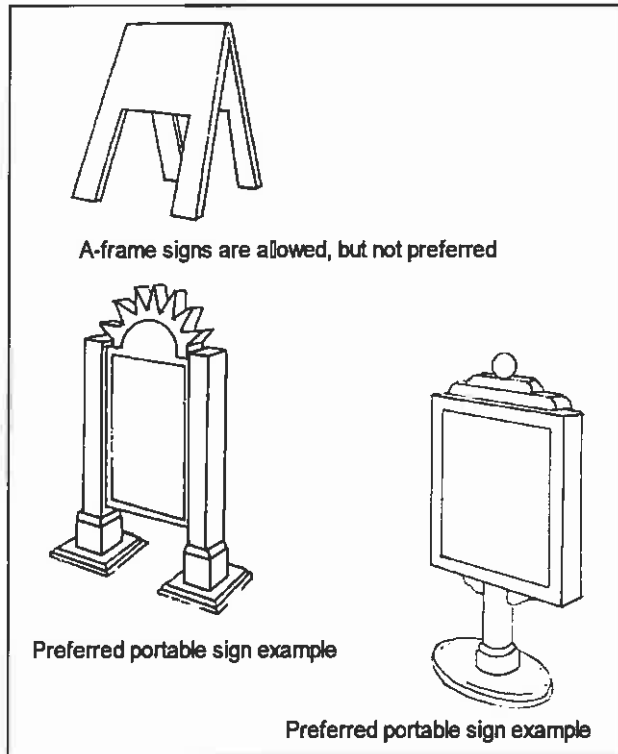
- a. Monument signs should not identify more than four (4) tenants.
- b. A minimum of 10 percent of the sign area of a monument sign should be dedicated to the identification of the street address. Multi-store developments in the Downtown should display the range of store addresses for that development on their sign.
- c. Monument signs should be placed perpendicular to the street and located to ensure that vehicular and pedestrian sight distances at entry driveways and sidewalks are not impaired.

- d. Monument signs should be setback from the public right-of-way a minimum of five (5) feet.
- e. Monument signs should be a maximum of five (5) feet in height;
- f. Monument signs should have a maximum of fifty (50) square feet of sign area per sign face with no more than two sign faces.
- g. Monument signs should be constructed of a solid architectural base and side, of durable, long-lasting materials. Each sign should incorporate a base which is a minimum of 12 inches in height. The materials used should match an architectural element(s) of the development itself. Each monument sign should incorporate sides or flanking pilasters which have a minimum dimension of 12 inches by 12 inches, extending at least to the top of the sign.
- h. Monument signs should be located and constructed to allow for natural surveillance on all sides and to prevent opportunities for hiding places.

9. A-Frame and Portable Signs

A portable sign is any sign or advertising device which rests on the ground and is not designed to be permanently attached to a building or permanently anchored to the ground.

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- a. No business should be allowed to have more than one portable sign.
- b. Portable signs should have a maximum sign area of six (6) square feet. The maximum height, from ground level, should be four (4) feet and the maximum width should be two (2) feet;
- c. Portable signs should only be located on private property or within the public right-of-way, provided they do not interfere with vehicle access, pedestrian movement or wheelchair access to, through and around the site. A minimum access width of five (5) feet should be maintained along all sidewalks and building entrances accessible to the public.
- d. Owners of portable signs shall provide public liability insurance.
- e. Portable signs shall not encroach into required off-street parking areas, public roadways or alleys, and may not be arranged so as to create site distance conflicts or other traffic hazards. Portable signs shall not be placed within the corner curb return areas of intersections.
- f. Portable signs should be utilized only during regular business hours and should be removed during non-business hours.
- g. Materials for portable signs should be of a permanent nature and not be subject to fading or damage from weather. The use of paper or cloth is not permitted unless located within a glass or plastic enclosure.
- h. Portable signs should be designed in an attractive manner and present an image of quality and creativity for Downtown Roseburg.

Downtown Roseburg Master Plan Design Guidelines

- i. Portable signs should be maintained in a neat, orderly fashion so as not to constitute an unsightly appearance or a public nuisance in downtown.

F - Landscaping

1. Introduction

Landscaping in Downtown Roseburg shall achieve three specific ends: 1) to beautify Downtown and create a gateway to the City; 2) to soften commercial development; and, 3) to unify the area as a pleasant environment for residents and visitors alike. These three ends will be accomplished by a recognizable use of repeated planting treatments. Consistency and continuity within the street right-of-way and building setback areas is extremely important.

New development in Downtown Roseburg should refer to the following landscape guidelines, the regulations of the Land Use and Development Ordinance, and the Downtown Master Plan.

2. General Design Guidelines

All development is encouraged to follow these general landscape guidelines:

- a. Save existing mature trees where possible.

- b. Use specimen trees (boxed trees) for immediate effect and accent.
- c. Give consideration to rapidly growing trees.
- d. Emphasize use of varieties which require low maintenance and drought tolerant species in public and commercial areas, especially in large landscape areas.
- e. Use boxed and potted plants in clay or wood containers, especially for enhancement of sidewalk shops. The color of the clay and wood containers shall be subject to approval by the Director.
- f. Give preference to ground covers which require little maintenance.
- g. Vines and climbing plants integrated upon building and perimeter garden and building walls are strongly encouraged. A few plants to consider for this purpose are:
 - (1) Parthenosis tricuspidata (Boston Ivy),
 - (2) Parthenosis quinquefolia (Virginia Creeper),
 - (3) Campsis radicans (Common Trumpet Creeper),
 - (4) Hedera helix (English Ivy),

Downtown Roseburg Master Plan Design Guidelines

- (5) Clematis armandii (Evergreen Clematis), and
- (6) Euonymus fortunei.
- h. The use of materials such as crushed rock, redwood bark chips, pebbles, and stone or masonry slabs should not be used in place of live plant materials in landscape areas.
- i. Use color plantings at the base of a building, in planter boxes, and focal points.
- j. Trees should be planted using industry accepted methods.
- k. Landscaping should not obstruct the sightliness of motorists or pedestrians, especially at pedestrian crosswalks.
- l. Trees and shrubbery should not be located so that they interfere with the effectiveness of parking lot and street lighting.
- m. Landscaping material, so long as it is properly maintained, is the preferred method used to obscure the view of any parking or storage area adjacent from a public street or pedestrian area.
- n. Landscape screen plant materials should be large enough at planting to provide effective screening, and be capable of growing to the height and density desired within a reasonable period of time.
- o. All commercial projects should provide complete automatic sprinkler or drip irrigation systems.
- p. Keep all plantings healthy and growing with all planting areas free of weeds and debris.
- q. Trees should be 15 gallon size at time of planting.
- r. Shrubs should be a minimum of 5 gallon size at time of planting.
- s. A minimum of one 15 gallon size tree (25 feet in height or more at maturity) for every 800 square feet of landscaping, and one shrub or vine for every 50 square feet of landscaping are recommended.
- t. Trees, shrubs, and vines should have body and fullness that is typical of the species.
- u. Landscaping in the Downtown, including private property, should be consistent with the City's approved street tree list.
- v. Where public sidewalks and private development amenities are installed in the Central Business District of Downtown, paving comprised of colored, heavy aggregate concrete with 45-degree scoring (and complimenting ribbons of bands of brick) is preferred.
- w. Parking lots should be broken up by extending landscaped fingers four (4) feet in width, spanning the depth of the adjacent parking spaces. One (1) landscaped finger should be provided for each six (6) parking spaces.

Downtown Roseburg Master Plan Design Guidelines

G - Design for Public Safety



1. Introduction

The concept of crime prevention through environmental design (CPTED) includes a wide variety of strategies aimed at reducing opportunities for crime through the proper design and effective use of the built environment. Key components of CPTED include:

- a. Natural access control involves the use of pathways, paving treatments, lighting, landscaping, fencing, signs, and other built features to guide ingress and egress and to discourage or eliminate public access into areas.

- b. Natural surveillance focuses on the placement and design of physical features and the arrangement of uses to maximize opportunities for natural surveillance.



Downtown Roseburg Master Plan Design Guidelines

- c. Territorial reinforcement entails design features and physical elements which convey a sense of ownership and stewardship over a space. Unique paving patterns, artwork, signs, landscaping, lighting standards and streetscape components, and other physical elements can be installed and maintained to communicate a sense of pride and proprietorship.

2. Design Considerations

CPTED involves design of physical space in the context of the needs of bona fide users of the space, the activity planned for the space and the predictable behavior of bona fide, as well as illegitimate, users.

The following CPTED-based guidelines are to be considered for all development within the Downtown area.

- a. Use plants and low fencing to direct movement and restrict—symbolically—areas where people should not enter.
- b. Minimize the height of parking lot screening (shrubs or low walls) to allow a visible "window" above 3 feet and below 7 feet.
- c. Restrict the number of entry points into a development or parking lot.
- d. Improve safety behind buildings through use of:

- (1) adequate security lighting;
- (2) limited access (walls, fences, gates, shrubs);
- (3) introduction of activities (e.g. rear entrances for commercial activities) that increase surveillance;
- (4) surveillance through windows or with cameras; and
- (5) maintenance storage areas and alleys.



Downtown Roseburg Master Plan Design Guidelines

- e. Use security fencing/walls with view ports or sections of wrought iron grille work to allow views into the development while restricting access.
- f. Identify building numbers (street addresses) by posting numbers so they are visible from the public right-of-way wherever possible.
 - (1) Single-family homes should use six inch numbers/letters (in height) when displayed at the first story level.
 - (2) Buildings other than single-family homes should use twelve inch numbers/letters (in height) when displayed at the first story level.
 - (3) Building numbers/letters displayed above the first story should be a minimum sixteen inches in height.
 - (4) Multiple-family residences should including building numbers of four inches in height if illuminated and six inches if nonilluminated.



- g. Multi-tenant developments (residential and nonresidential) should include directories at site entrances identifying the locations of buildings, suites, apartments, etc. and on-site landmarks, including management offices and access points.

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h. Questions to consider in the design of new development, as related to public safety and crime:

- (1) What are the types and characteristics of adjacent or nearby uses?
- (2) Is the development intended to serve as a buffer, barrier or transitional use between different existing

buildings/uses? And, what design features and configurations can optimize compatibility with those uses?

- (3) Who are the intended users of the development and how can the site be designed to encourage desirable use while discouraging illegitimate activities?
- (4) How do the internal activities of the building relate to one another and to external activities? And, what building design elements influence the activities?
- (5) Where are the off-site pedestrian/bicycle and vehicular circulation systems in relation to the development, and how can the proposed structure best relate to the circulation areas?
- (6) How can the on-site circulation areas (entrances, exits, loading areas, refuse collection/service zones, parking lots, plazas, paseos, sidewalks, etc.) best provide safe environments while facilitating the intended use of the structures? And, how can the relationship between the building(s) and the circulation system elements be enhanced to promote safety?
- (7) Can window placement, lighting, parking areas, signs, landscaping, waiting areas, plazas, sidewalk-oriented uses, etc. be designed to maximize natural surveillance?

Downtown Roseburg Master Plan Design Guidelines



- (8) What design treatments can be introduced to make certain features less susceptible to criminal activity or less likely to permit illegitimate activity (e.g. doors, windows, alleys, loading areas, refuse enclosures, fences, gates, etc.)?
- (9) How can landscaping be incorporated and maintained to facilitate natural surveillance (i.e. sight lines and visual clearance areas)?

- (10) What opportunities exist to use landscape materials to communicate territoriality and to control access?



Downtown Roseburg Master Plan Design Guidelines

H - Secretary of the Interior's Standards for Rehabilitation



1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alternation of the building, structure, or site and its environment, or to use a property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material of distinctive architectural features should be avoided when possible.
3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.



4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new materials should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features,


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substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

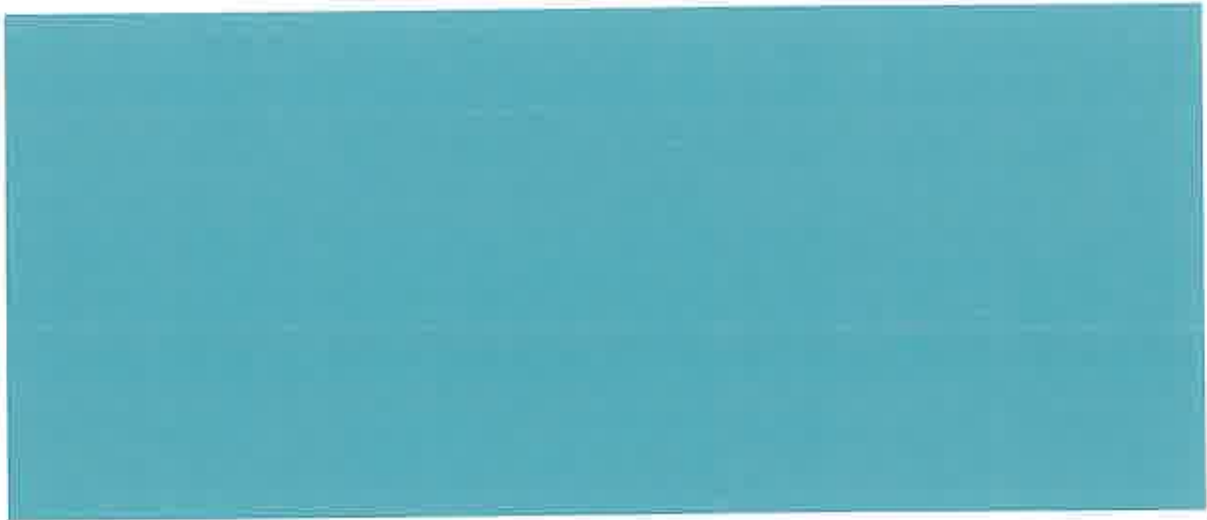
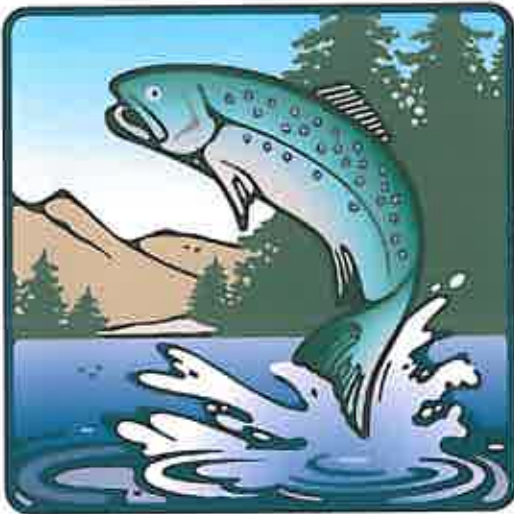


7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.
8. Every reasonable effort shall be made to protect and preserve archaeological resources affected by, or adjacent to, any project.

9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural, or cultural material, and character of the property, neighborhood, or environment.

10.  Whenever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.





CHAPTER IV

Downtown Roseburg Master Plan Implementation

A - Introduction

This chapter provides recommendations for effectively implementing the Downtown Roseburg Master Plan. It is organized into the following four sections:

A. Introduction

B. Master Plan Administration

This section outlines the administrative procedures that are necessary to implement this Downtown Roseburg Master Plan.

C. Economic Enhancement Strategies

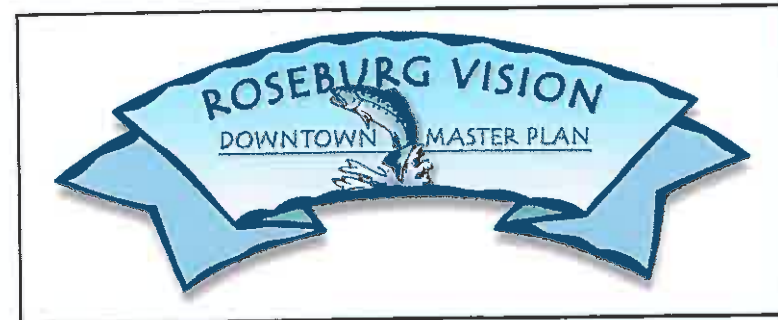
This section sets forth a preliminary set of recommendations for economic development in the Downtown.

D. Recommended Programs and Public Improvements

This section identifies the programs and public improvements recommended to implement this Downtown Roseburg Master Plan and provides rough order of magnitude cost estimates for some of the various improvements.

E. Potential Funding Mechanisms

This section provides information on a variety of funding sources and mechanisms to help finance the recommended public improvements. These funding mechanisms should be coordinated with other private and public funding mechanisms.



Implementation is the key to realizing the Downtown Roseburg Vision.

Downtown Roseburg Master Plan Implementation

B - Master Plan Administration

This section describes procedures required for the timely implementation of development within Downtown Roseburg.

Upon adoption of the Downtown Roseburg Master Plan, all land use regulations, development standards, and design guidelines of this Master Plan shall be incorporated into the Land Use and Development Ordinance. All regular provisions of the Land Use and Development Ordinance not amended by this Master Plan shall apply, including, but not limited to, use permits, variances, public notice and hearing, and appeals provisions.

1. Conflict With Other Regulations

Whenever the provisions of this Master Plan impose more restrictive regulations upon development, or on the use of lands, or require larger open spaces, yards or setbacks, or otherwise establish more restrictive regulations than are imposed or required by the Land Use and Development Ordinance, the provisions of this Master Plan shall govern.

2. Clarification Of Ambiguity

If ambiguity arises concerning the appropriate classification of a particular use within the meaning and intent of this Master Plan, or if ambiguity exists with respect to matters of height, yard requirements, area requirements, or zoning district boundaries as established herein, the remedies provided in the Land Use and Development Ordinance for interpretations shall govern.

3. Statutory Authority In Case Of Conflicting Provisions

Nothing in this Master Plan shall be deemed to affect, annul or abrogate any ordinances pertaining or applicable to the properties and areas affected by this Master Plan. In the event that a conflict does arise, the more restrictive requirements shall control.

4. Findings Regarding the Master Plan

No division of land, use permit, site plan approval or other entitlement for use, and no public improvement shall be authorized in the Master Plan area unless a finding has been made that the proposed project is in substantial compliance with the requirements of the Master Plan. Approval of final development plans and use permits shall be contingent upon a determination of substantial compliance with the applicable provisions of this Master Plan, applicable provisions of the Land Use and Development Ordinance, and the City of Roseburg Comprehensive Plan.

5. Site Plan Approval

To ensure compliance with all applicable requirements of this Master Plan, all development projects (unless specifically exempt) shall be subject to Site Plan Approval in compliance with the provisions of the Land Use and Development Ordinance.

Downtown Roseburg Master Plan Implementation

6. Administrative Modifications

Administrative modifications to the development standards of this Master Plan of up to 10% may be approved, or conditionally approved, by the Community Development Director upon demonstration that the proposed adjustment would enhance the overall appearance and function of the project; would be compatible with, and would not be detrimental to, adjacent property or improvements; and would advance the intent of the Master Plan.

7. Amendments To The Master Plan

This Master Plan, or any part thereof, may be amended or replaced by the same procedure as the Plan was adopted.

8. Master Plan Review/Update

The Master Plan should be the subject of a comprehensive review by the City at least every five years. The first review should occur five years from the date of Plan adoption and should occur at intervals of five years thereafter.

9. Enforcement And Penalties

Any person who violates a requirement of this Master Plan or fails to obey an order issued by the City or comply with a condition of approval of any certificate or permit issued under this Master Plan shall be subject to the penalty provisions as provided in the City of Roseburg Municipal Code.

C - Economic Enhancement Strategies

A comprehensive economic enhancement strategy for Downtown Roseburg goes beyond the scope of this Master Plan. However, many important preliminary strategies can be developed which may help community leaders address immediate revitalization needs. These strategies are divided into two categories: opportunities and miscellaneous recommendations.

1. Primary Downtown Opportunities

a. Strategic marketing can infuse more vitality into Downtown.

Even without further physical revitalization efforts, promotion and other cooperative business efforts will improve commercial performance Downtown. The Downtown Association should create an awareness campaign that emphasizes existing strengths and plans to improve them.

Business retention and recruitment programs should be initiated as soon as possible. Initially, retail, office, recreation, cultural and residential uses consistent with a "Community Center" district should be emphasized.

As part of strategic marketing, the City and its revitalization partners should adopt a mission element to

Downtown Roseburg Master Plan Implementation

restore Downtown's role as the center of the community. The City could infuse great energy into this cause by adopting a resolution in support of revitalization.

- b. Needed physical improvements are straightforward and relatively inexpensive.

Downtown circulation, pedestrian amenities and signage should be improved quickly. While the cost is relatively low, the benefits may be very high. Local residents and visitors alike will be drawn to the core in increasing numbers. Initially, it appears safe to target at least women, families, children, seniors and Downtown workers in design improvement planning. Ideally, a key design goal should be to reward downtown visitors. Downtown should become a great place to be.

- c. Organizational development, already under way, will greatly improve Downtown's competitive position.

The timing is ideal to refine the Downtown revitalization team. Organizations that have a stake in this effort met recently to expand general cooperation and clarify roles. Additional meetings are needed specifically to address Downtown.

The revitalization team should work together to support strategic businesses and institutions. The Downtown Association should join the regional economic development team. Finally, the City should guide local

efforts to build a system for tracking business and demographic trends.

2. Miscellaneous Recommendations

- a. Work Toward Professional Management

Professional management for Downtown is a significant undertaking. Yet, over one thousand downtowns nationwide (and with populations as small as 200) have accomplished the task. The National Main Street Center has calculated the return on investment in downtown management for many years. Last year, the Center estimated that for every dollar spent on management, \$83 is reinvested in Downtowns. It is hard to conceive of a more profitable venture.

The Main Street approach to downtown business expansion is a comprehensive management strategy which builds on the idea that the total image of an area must be addressed for economic development efforts to be successful. The approach is a self-help methodology which can provide Downtown Roseburg with its market niche, create a cohesive visual identity and nurture a cultural and socially active ambiance associated with the community's historic character and rural image. The program emphasizes four key areas of action:

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- ❖ **Organization** focuses on organization of groups such as business associations and chambers of commerce that need to interact to implement the program. According to the Main Street Center, a full-time project manager is a key element to a successful program.
- ❖ **Promotional and advertising activities** will draw shoppers and strengthen Downtown's ties to the rest of the community. Downtown Roseburg needs to be promoted as a unified/coordinated "town center."
- ❖ **Design** focuses on buildings, signs, window displays, landscaping and streetscapes. The design components of this Master Plan provide a detailed version of this aspect of the Main Street approach.
- ❖ **Economic Restructuring** focuses on diversifying Downtown Roseburg's economic base, recruiting new stores and retaining existing ones, and improving public services. The economic recommendations in this Master Plan provide some of the groundwork for this aspect of the Main Street Program; however, an in-depth economic baseline and market analysis should be considered by the Downtown.

The Main Street approach is a long-term effort to maintain and enhance Downtown Roseburg, taking place over a period of years. The Main Street Program builds local leadership and commitment to care for and manage the Downtown on a permanent basis. Over time, an increasingly active and vital "town center" can be achieved, attracting more and more investment into the area. The City can apply for official recognition as a Main Street demonstration city, or it can implement the program on a self-initiated basis and pick and choose which particular components it wishes to emphasize.

Additional information regarding the Main Street Program may be obtained from:

- ❖ National Main Street Center
National Trust for Historic Preservation
1785 Massachusetts Avenue, N.W.
Washington, DC 20036
(202) 673-4219

Professional management will greatly increase the speed with which improvements are made. Improvements will increase profits for both the private and public sectors. And the people of Roseburg will benefit even further through the restoration of their community center.

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b. Complete Economic Analysis in Regional Context: Who are We, Markets?

Much more detailed economic analysis is needed to identify optimal economic development directions. This analysis should be completed as quickly as possible.

c. Define Revitalization Plan Costs in Planning Process

The classic question expressed to revitalization planners is, “How much?” The revitalization team should be ready with an answer to this and to one other key inquiry, “Where will it come from?” When cost estimates are presented side by side with potential resources, constituents tend to be much more willing to consider supporting the overall program.

d. Specify Implementation System, Timing, Resources, Team, Leaders

Ideally, the revitalization plan should answer all of the questions, “who, what, when, where, how and why?” Such a plan provides citizens with confidence in the program’s probable success as well as an explanation of the relevance of each planning element. Ultimately, if citizens support the plan, the program is extremely likely to be achieved. The old adage, “Where there is a will, there is a way,” applies very well to downtown revitalization when the “will” is that of local citizens.

D - Recommended Programs and Public Improvements

The purpose of this section is to provide a generalized list of short-, medium-, and long-term programs and improvements that should be undertaken to revitalize Downtown and implement the community vision for Downtown. This section also provides the following information: specific parking and circulation recommendations; preferred streetscape design palette; and rough “order of magnitude” cost estimates and “per item” cost estimates for some of the various improvements identified in the tables.

1. Recommended Programs and Improvements

The following four tables include short-, medium-, and long-term programs and improvements for Downtown, along with cross references to the potential resources identified in Section E – Potential Funding Mechanisms.:

- ❖ Table IV-A: Retention and Recruitment
- ❖ Table IV-B: Design and Development
- ❖ Table IV-C: Circulation and Parking
- ❖ Table IV-D: Maintenance and Administration

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Table IV-C: Circulation and Parking

Short Term
Medium Term
Long Term

				Potential Resources
			Return Rose Street to two-way operation	See <i>pages IV-16 to IV-25</i> LOCAL: L/2, L/3, L/4, L/5, L/6 STATE: S/1 FEDERAL: F/1, F/3, F/10, F/12 OTHER: O/3
			Return Cass Avenue to two-way operation.	
			Improve Overpark parking structure by	
			Repainting the interior parking structure bright white and adding directional signage and emergency phones.	
			Replace fluorescent lights with a new higher-intensity fixtures below spandrel height, and.	
			Place brick veneer on exterior of parking structure. add plant materials that climb on brick veneer.	
			Install all-way stop control at all downtown intersections with the exception of Stephens and Pine Streets	
			Develop program to provide southbound left turns on Stephens at Douglas	
			Construct a split-level parking garage at the northwest corner of Court and Jackson, with ground floor retail	
			Construct a split-level parking garage along east edge of Rose, between Douglas and Washington. with ground floor uses	
			Construct a split-level parking garage at the northeast corner of Main and Mosher, with ground floor retail	

Table IV-D: Maintenance and Administration

Short Term
Medium Term
Long Term

				Potential Resources
			Consider City/County partnership for developing of key property along Dear Creek	See <i>pages IV-16 to IV-25</i> LOCAL: L/1, L/2, L/3, L/5, L/6 STATE: S/1, S/2 FEDERAL: F/1, F/2, F/3, F/5, F/6, F/8, F/9, F/11, F/12, F/13 OTHER: O/1, O/2, O/3, O/5, O/6, O/7, O/8
			Clean the sidewalks regularly	
			Thin out Maple Trees on Jackson Street	
			Repave alleys that need it	
			Put new slurry coat on all downtown streets	
			Find a permanent solution to trash receptacles on Main Street	
			Revise zoning in downtown to better serve merchant interests and to encourage property improvements by absentee owners	
			Implement a program to improve A-frame sign quality, size, design, and construction	
			Allow "ghost signs" on walls that identify a business or product of the business	
			Remove and replace all nonconforming and illegal signs in the downtown	
			Hold design competition for various Downtown projects, including facade rehabilitation, monuments and new construction	
			Undertake detailed economic/market analysis and develop a strategic marketing plan for Downtown	
			Develop and maintain a detailed revitalization cost estimate and identify potential resources for each	
			Develop a set of downtown architectural/sign guidelines	
			Hire a Downtown Manager	
			Seek local bank support to establish a facade loan "pool" of money	
			Hire a professional "public relations" firm to establish a logo for Downtown	

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2. Specific Parking and Circulation Recommendations

The following parking and circulation recommendations are based on a site visit to the City of Roseburg, meetings with City staff, observation of traffic patterns, review of documentation and public input, and professional expertise and experience with transportation planning issues and solutions in other communities. Figure IV-A illustrates proposed Downtown Circulation Plan and Off-Street Parking Concepts.

a. Streets

- (1) Convert all Downtown streets to two-way travel, with exceptions noted below. Ideally, all the streets in the Downtown area should be two-way streets, however due to existing physical constraints or circulation realities, several one-way Downtown streets are recommended to be retained as one-way streets.
- (2) Retain the southbound Pine Street/northbound Stephens Street couplet in the westerly area of Downtown, which provides a bypass of the central Downtown area for motorists whose destination is not Downtown, as well as providing parallel capacity to Interstate 5 on the other side of South Umpqua River. This couplet clearly defines the most efficient way, for those motorists whose destination is not Downtown, to pass through the

(western) fringe of the Downtown area. This in turn collects non-Downtown orientated traffic from other parallel roadways such as Rose Street, Jackson Street, Main Street, and Kane Street, making the other parallel streets more conducive to pedestrian activity and on-street parking. Hence, by retaining the Pine Street/Stephens Street couplet as the clearly defined thoroughfare, the remaining north-south Downtown streets are more reserved for Downtown activity.

It is worth noting that while the Pine Street/Stephens Street couplet does facilitate through traffic movement through the Downtown area, it should be improved so as to not act as an impedance to pedestrian activity (including ADA specifications) along either street or act as a barrier to east-west vehicular and pedestrian movement.

- (3) Retain the eastbound Oak Street/westbound Washington Street couplet since this configuration is essentially already determined westerly of the Downtown area by existing infrastructure such as the Oak Avenue and Washington Avenue Bridges over the river, as well as the Harvard Avenue corridor and freeway interchange with Interstate 5. Unquestionably, this east-west couplet provides the necessary direct linkage capacity between the Interstate 5 freeway and the western Roseburg area with the Downtown area for both locals and visitors that would not be possible if converted to two-way travel.

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- (4) Retain the southbound Jackson Street/northbound Main Street couplet since the block width between Jackson Street and Main Street is approximately half the width of other blocks in the Downtown area, with no loading/service alley provided in between, resulting in both Main Street and Jackson Street having to also serve as loading areas for the establishments located along the two roadways. Hence, while it may be desirable to convert Jackson Street to two-way travel since this street is the main shopping street in the Downtown area, when trucks stop in the travel lane to make deliveries to businesses located on Jackson Street one direction of travel would be blocked while the truck unloads if Jackson Street consisted on only one lane in each direction. As a one-way street, only one lane is blocked by delivery trucks, while another lane of travel is provided in the same direction.

b. Intersection Control

- (1) Convert the Downtown area street intersection controls to all-way stop signs, with the exception of the intersections located along Pine Street/Stephens Street couplet. This further expands upon the discussion in the previous section for the Pine Street/Washington Street couplet by reinforcing that the Pine Street/Stephens Street couplet facilitates through movement not destined for the Downtown area, while having the other parallel streets more focused on Downtown orientated movement and

activity. Thus, the traffic signals located on Pine Street and Stephens Street should be optimized for through movement progression.

The traffic signals are located at the Pine Street and Stephens Street intersections at Lane Avenue, Cass Street (only at Stephens Street, not Pine Street, which is two-way stopped controlled), Oak Avenue, Washington Street, and Douglas Street. Two-way stop signs (traffic not stopping Pine Street or Stephens Street) are located at the Pine Street and Stephens Street intersections at Mosher Street, Cass Street (only at Pine Street, not Stephens Street which is signalized).

The remaining intersections in the Downtown area are recommended for all-way stop sign controls, thus eliminating the existing confusion at other Downtown area intersections as to which legs of the intersection stop and which do not stop. Implementation of all-way stop signs at these Downtown intersections should calm traffic and discourage speeding, discourage through or cut-through traffic of the Downtown area, encourage pedestrian activity/crossing of streets since all intersection legs are stop controlled, and should result in a more uniform distribution of Downtown oriented traffic since none of the streets have uniform intersection impedance throughout the Downtown area.

Currently, southbound left turn movement on Stephens Street at Douglas Avenue is prohibited so that all three southbound lanes at Douglas Avenue can accommodate

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southbound lanes at Douglas Avenue can accommodate southbound through movement; therefore, southbound motorists on Stephens Street familiar with the area and whose destination is Downtown turn left on Diamond Lake Boulevard and then turn right on Jackson Street to enter the Downtown area. It is recommended, however, that a dedicated left turn lane from Stephens Street on to Douglas Avenue be explored. Implementation of left turns at this location would require street widening or, without widening of the intersection, would require re-striping of the southbound intersection approach to convert the number one through lane to a left turn pocket substantially affecting the capacity and corresponding level of service of the Stephens Street/Douglas Avenue intersection. Likewise, Douglas Avenue should be provided with dedicated left turn lanes – for both eastbound and westbound motorists – at Stephens Street. This intersection, then, would become a significant downtown entry and circulation node.

- (2) Street Vacation. In conjunction with the recommendations for the new civic center area north of Douglas Avenue, Main Street would be vacated north of Douglas Street to accommodate the expanded City Hall area. This will further dramatize the new civic center area with Main Street T-intersecting Douglas Avenue at the proposed new City/County Civic Center area.

c. Parking

- (1) Additional Parking. Approximately 700 new parking spaces are proposed in the Downtown area at three new two-level parking structures. The three new proposed parking structure locations are spread out in a north-south central Downtown spine along either Rose Street or Jackson Street.
 - (a) An estimated 350-space parking structure is proposed between Jackson Street and Stephens Street north of Court Street in the northern Downtown area. This is intended to accommodate the parking needs of a proposed small-scale conference center and hotel facility north of Deer Creek, as well as existing and planned expansions in the City/County Civic Center area.
 - (b) An estimated 200-space parking structure is proposed along Rose Street between Douglas Avenue and Washington Avenue in the central Downtown area north of the existing parking structure along Rose Street between Washington Avenue and Oak Avenue. This is intended to help accommodate employee parking needs, a proposed small movie theater and new retail space at the corner of Washington and Jackson Streets, the proposed Safeway/Rite Aid center, and general Downtown parking.

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- (c) An estimated 130-space parking lot is proposed between Jackson Street and Main Street north of Mosher Street in the southern Downtown area. This is intended to primarily accommodate employee parking. (The City, or their representative parking management company, could provide an on-call safety escort service for employees between their place of work and the parking structure.)
- (2) Free Parking. With the exception of dedicated employee parking in public parking structures, all Downtown parking should be free; otherwise Downtown motorists perceive pay parking as an inequity, a disincentive and a negative when compared to other competing areas to the Downtown area that have free parking. Relatedly, the current situation of some areas of Downtown having free parking while other areas do not, is a confusing situation.
- (3) Unrestricted Parking, Except Perhaps along Jackson Street. Since Jackson Street is essentially the main shopping street in the Downtown area, a two hour or three hour time limit should be considered to orientate parking on Jackson Street to shoppers/visitors, and discourage employee parking along this segment of roadway. The parking time limit can be enforced (in a free parking zone) by chalking the tires of vehicle parked along the road.



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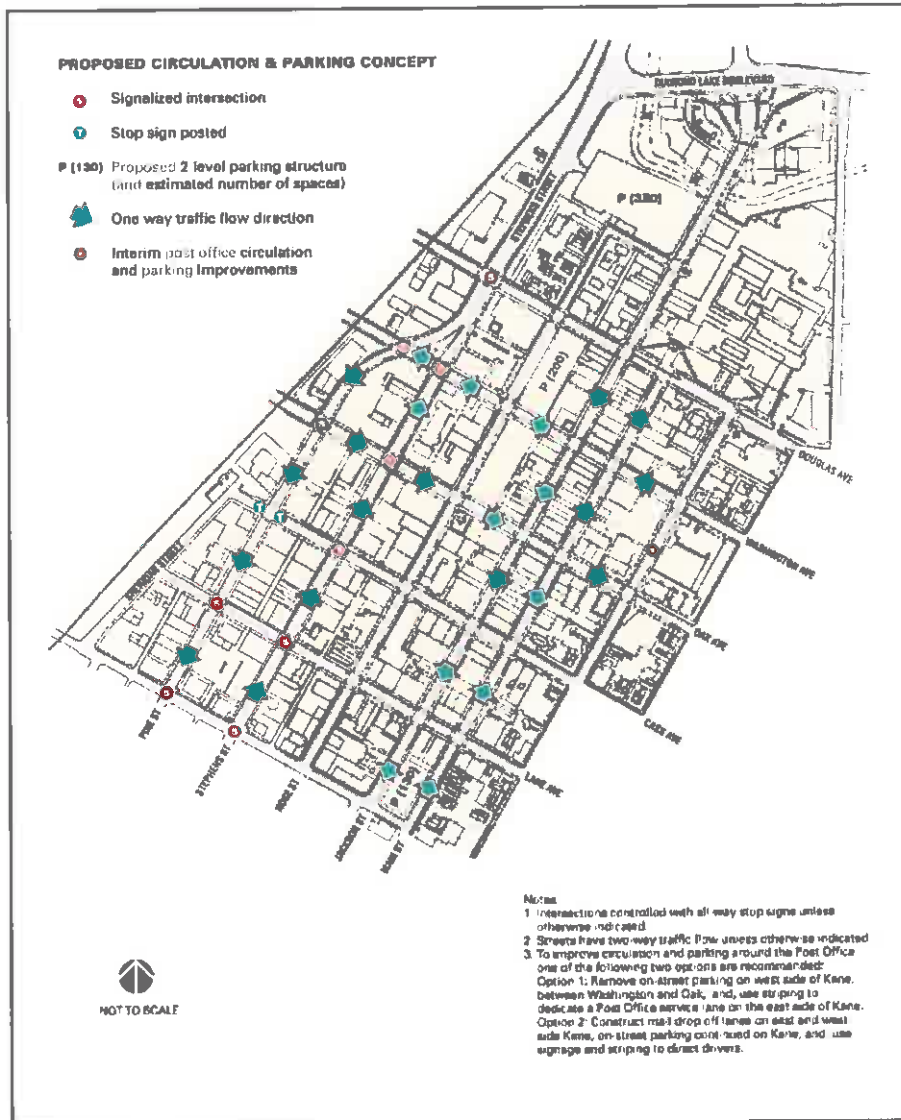


Figure IV-A: Parking and Circulation Plan

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1. Recommended Streetscape Furniture Palette and Intersection Enhancement

One of the most important objectives expressed by the community of Roseburg is to improve Downtown’s image and identity. Through the implementation of streetscape improvements these objectives can be achieved in large part.

Refer to Figure IV-B for a recommended streetscape furniture palette for Downtown Roseburg right-of-way improvements, and to Figure IV-C for a conceptual illustration of an enhanced intersection surfacing design.

To compliment both of these figures, following is a summary profile of the recommended streetscape components, including manufacturer name, item name, estimated cost, and contact information, as well as recommended paving surfaces and estimated costs.

Downtown Roseburg Streetscape Furniture Palette Profile

Streetlight	Single acorn style K118 LAR luminaire of a fiberglass fluted 408 pole by Whatley. Approx. cost: \$1,100 ea. For more information: the Blueridge Agency (503) 645-3554
Double Banners	Seasonal or custom banners for each streetlight pole by Kalamazoo Banners, Inc. Approx. cost: \$140 ea. For more information: Sierra Display (800) 388-5755
Trash Receptacles	Model S-42 by Victor Stanley. Approx. cost:

\$600 ea. For more information: Victor Stanley Inc. (800) 368-2573

Bench Without back, recycle design series, by Northwest Recreation. Approx. cost: \$400 ea. With back, recycle design series, by Northwest Recreation. Approx. cost: \$500 ea. For more information: (800) 448-4858

Tree Grate Square 48" tree grates by Inland Foundry Company, Inc. Approximate cost: \$400-\$500 each. For more information: (541) 747-9172

Downtown Roseburg Enhanced Intersection Profile

To help define and direct pedestrian and vehicular circulation, and to add visual interest, crosswalks at intersections in Downtown Roseburg should be enhanced with one of two surface treatments:

- ❖ Colored, heavy aggregate concrete with 45° scoring. Approximate cost: \$8.50 to \$12.50/square foot. For more information: Contact local contractor.
- ❖ Colored and textured asphalt paving surface by StreetPrint. Approximate cost: \$3 to \$5/square foot. For more information: StreetPrint (888) 581-2299

The enhanced crosswalk surfaces may be accented through borders of brick or pavers. Typically, the order intersections are enhanced is based on the intensity of pedestrian traffic. Other public spaces in Downtown may replicate the surfacing to further reinforce the unique image desired for Downtown.

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Figure IV-B: Streetscape Furniture Palette

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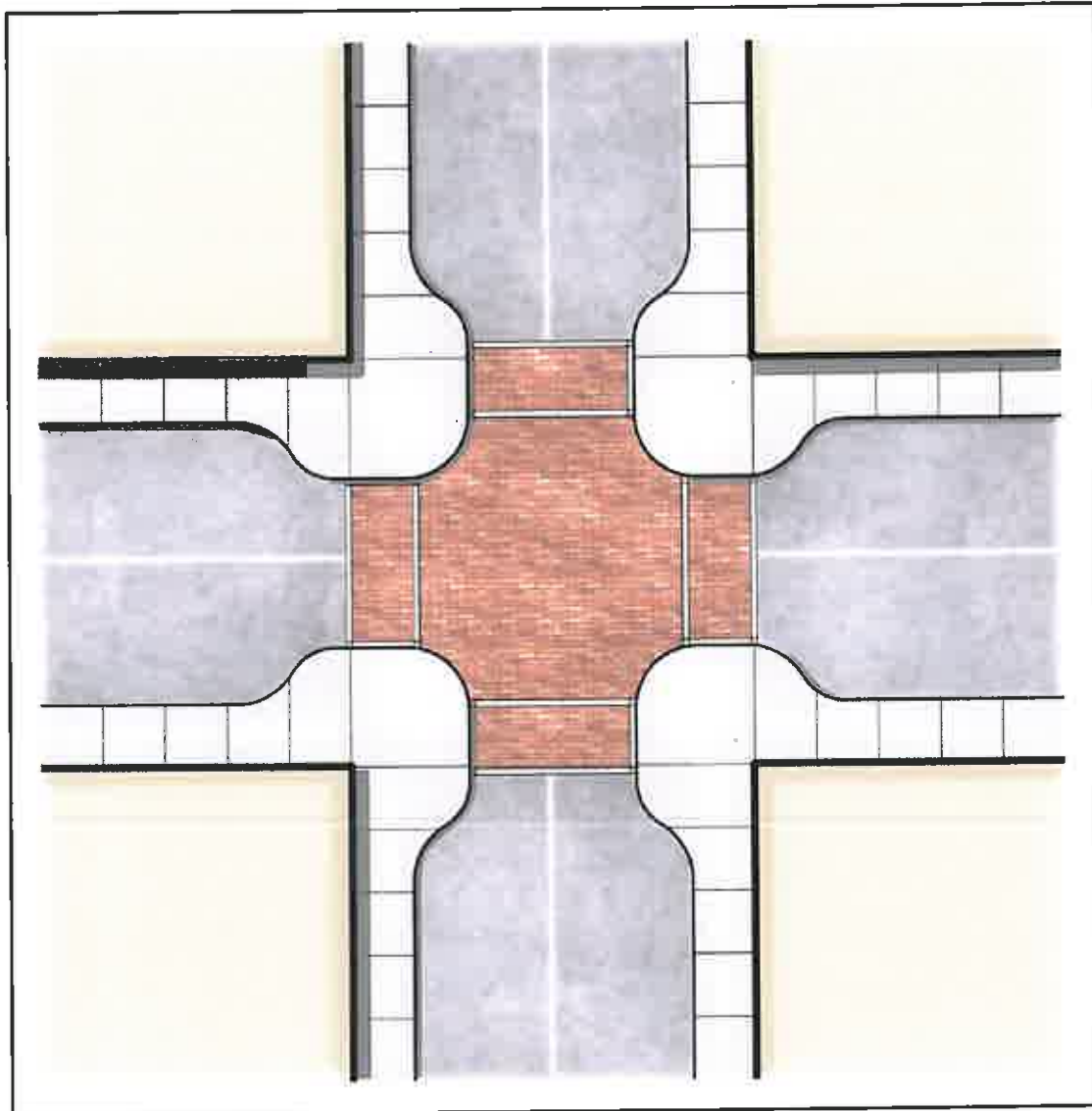


Figure IV-C: Enhanced Intersection Concept

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E - Potential Funding Mechanisms

In order for the Downtown Roseburg Master Plan area to develop consistent with the vision for Downtown's future, identified public improvements will need to be funded (and maintained). This section summarizes a variety of potential methods for funding improvement projects. It is organized into four categories of resources: Local, State, Federal, and Other. This listing is not intended to exclude any other available funding source nor does it require the use of any source listed.

LOCAL

L/1 Conditions of Approval for Individual Projects.

Under this method of financing, individual developers are required to construct infrastructure and other facilities as part of their project approval when such improvements are directly related to their project.

Construction of facilities by individual developers is the easiest financing method to implement and should be employed whenever possible. This method allows developers to move ahead with their projects subject to their own timing without the potential delays which might accrue in the creation of more elaborate financing schemes. However, issues of equity preclude developer construction for features of area wide or general benefit

unless reimbursement is involved. In requiring construction of facilities by developers, even if there is to be reimbursement, care must be taken to avoid overloading front end development costs to the point that on-site project amenities be sacrificed in favor of up-front costs for off-site facilities/ improvements.

L/2 Special Districts and Fees

Special fee districts are frequently established by local agencies to address specific infrastructure needs such as sewer, water or drainage. In most instances fees are collected upon the development of land within the fee district, based on a master plan for the specific facility. Fees are usually collected on per acre, per unit basis, or per square foot basis.

Impact fees are monetary exactions (other than taxes or special assessments) that are charged by local agencies in conjunction with approval of a development project. Impact fees are levied for the purpose of defraying all or a portion of the costs of any public improvements or amenities which benefit the project. The collection of impact fees does not require formation of a special district.

Impact fees are paid by builders or developers, typically at the time a building permit is issued. The public facilities funded by impact fees must be specifically

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identified. There must be a reasonable relationship, in compliance with Oregon Revised Statutes, other relevant laws, and case law, between the type of development project, the need for the facilities, the cost of the facilities and the need to impose a fee.

While developer fees cannot typically be leveraged (i.e. provide security for bonds or other debt instruments), fees can be used in conjunction with debt financing to help retire bonds secured by other means (e.g. land). In this case, developer fees can generate supplemental revenues to reduce future special taxes or assessments, or free up tax increment or other revenues for alternative uses. Developer fees can also be used to generate reimbursement revenues to property owners or public agencies who have previously paid more than their fair share of public improvement costs.

L/3 Downtown Development District Revenues

The City currently imposes fees and taxes within the existing Downtown Development District which was created to repay indebtedness and provide for economic development and off-street parking. Current fees and taxes generate \$60,000 to \$70,000 annually. The revenue bonds will be paid off in August 2000. Future funds can then be used to implement the Master Plan.

L/4 Off-Street Parking Funds

Fees, charges, and fine revenues generated from off-street parking structure rent, parking meter changes, and citations currently generate about \$55,000 to \$60,000 annually net of enforcement and administrative costs and are also used to repay revenue bonds. If parking meters are to be removed, a replacement revenue source should be identified. After August 2000, these funds could also be used to implement the parking component of the Master Plan.

L/5 Hotel/Motel Tax

A portion of the Hotel/Motel Room Tax revenue is currently dedicated to street light, traffic signal, and sidewalk improvements. Many of the streetscape components (lighting and sidewalks) would qualify for funding. These projects are prioritized throughout the community by the Public Works Commission and City Council.

L/6 Local Property Taxes – Pavement Management

Portions of the local property tax revenues are allocated to a citywide pavement management program. Master Plan components relating to slurry sealing and striping would be eligible for this funding source as priorities allow.

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STATE

S/1 Oregon Economic Development Department

Communities can get help meeting their basic infrastructure and community development needs from the Oregon Economic Development Department and its partners. The division's mission is to help create and sustain healthy communities through technical and financial assistance. Regional Development helps local people find state as well as federal funding and helps put together project financing packages. The department provides information about the community and regional assistance available through "One Stop Finance" meetings, workshops, newsletters and on-site visits. It helps local leaders develop economic strategies, too.

General Planning and Other Technical Assistance – Cities, counties and other governmental entities can obtain loans and grants to plan or study specific problems and develop solutions. For example, a community can get funds to pay an engineer to prepare plans for a project, or a community can undertake a study to determine the actions it needs to take to make residents better off.

Financial Assistance for Projects – Cities, counties and other governmental entities also can obtain loans and grants to help pay for construction projects. The department uses grant and loan funds to support public

works, safe drinking water and housing rehabilitation projects. The department also provides funding for community facilities projects to improve or build day care, senior centers, emergency shelters and family counseling facilities, among others. For more information, contact: 503-986-0120.

S/2 The Arts Builds Communities Grants

The purpose of the grants is to help integrate the arts with Oregon communities, and provides funding for arts and other community-based organizations to form alliances with other organizations and community groups to strengthen communities through the arts. This program specifically supports communities that have been underserved by arts services. For more information, call the Arts Commission office at (503) 986-0088 or (800) 233-3306, or e-mail oregon.artscomm@state.or.us.

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FEDERAL

F/1 Community Development Block Grant (CDBG) Funds

The federal government provides limited funding for local community development programs under the CDBG program. Funds have historically been made available for housing and business improvement and revitalization, job training and economic development. The emphasis for targeting of CDBG funds is generally towards benefitting groups and individuals of low and moderate income.

Subject to the availability of funds, CDBG could be utilized to develop minor public improvements (i.e. curbs, gutters, sidewalks) to rehabilitate housing, and to make cosmetic improvements to business facades in low-income areas. Like several of the other programs described, CDBG funds likely will not provide a significant basis for implementing the project's objectives, but can combine with other measures as part of the overall program. Grants to cities and counties only, with sub-recipients (non-profits) common. Project must benefit low and moderate income households. For more information, contact: U.S. Department of Housing and Urban Development.

F/2 Urban Development Through Tourism

The Economic Development Administration (EDA) provides strategy grants to perform regional and local

studies for assessing the feasibility of tourism activities. EDA has also provided public works grants for local public infrastructure necessary to accommodate tourism activity.

F/3 Public Works and Development Facilities

The EDA provides grants for funding of public works and development facilities that contribute to the creation or retention of private sector jobs. Eligible activities include water and sewer systems, access roads to industrial areas, port facilities, railroad siding/spurs, public tourism facilities, vocational schools, and site improvements for industrial parks.

Frequently combined with other funding sources (CDBG). Matching funds of varying proportions are required. For more information, contact: Economic Development Districts or Economic Development Administration.

F/4 National Small Business Administration Tree Planting Program

Up to \$200,000 is available for tree planting projects on land owned by the applicant agency. Trees must be purchased from small business nurseries and planted by small business contractors.

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F/5 Rental Rehabilitation Grant

Grant funding from the City to help renovate rental units occupied by low and moderate income families. This is a 40 percent matching grant. Owners of rental property may apply. Tenants are not eligible. For more information, contact: U.S. Department of Housing and Urban Development.

F/6 U.S. Economic Development Administration (EDA)

Programs provide monetary, research, and management assistance to local communities that demonstrate a convincing need. Most assistance is through cooperative agreements under EDA's technical assistance program. To assist State and local areas develop and/or implement strategies designed to address adjustment problems resulting from sudden and severe economic dislocation such as plant closings, military base closures, and defense contract cutbacks, and natural disasters (SSED), or from long-term economic deterioration in the area's economy (LTED).

F/7 EDA Technical Assistance Program

Provides technical assistance to local communities to assist in solving specific economic development problems, respond to developmental opportunities, build and expand local organizational capacity in distressed areas, and stimulate job and business growth in areas of

high unemployment. Benefit areas of severe economic distress. Lead to near-term generation or retention of private sector jobs; be consistent with an EDA-approved Overall Economic Development Program. For more information, contact: Economic Development Administration.

F/8 EDA Economic Adjustment Program

Helps state and local areas design and implement strategies for facilitating adjustment to changes in their economic situation that are causing or threaten to cause serious structural damage to the underlying economic base. Such changes may occur suddenly ("Sudden and Severe Economic Dislocation") or over time ("Long-Term Economic Deterioration") and result from industrial or corporate restructuring, new Federal laws or requirements, reductions in defense expenditures, depletion of natural resources or natural disasters.

Applicant may be a state, a city, or other political subdivision, an Indian Tribe, a designated Redevelopment Area, a community development corporation, or nonprofit organization determined by EDA to be representative of a Redevelopment Area. The area to be assisted must either:

- 1) have experienced, or anticipate, a change in the economic situation resulting in the loss of a significant number of permanent jobs relative to

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the area's employed labor force, and/or other severe economic impacts; or

- 2) manifest at least one of three symptoms of economic deterioration: very high unemployment, low per capita income, or failure to keep pace with national economic growth trends over the last five years.

For more information, contact: Economic Development Administration.

F/9 EDA Program for Economic Development Districts, Indian Tribes and Redevelopment Areas

Grants support the formulation and implementation of economic development programs designed to create or retain full-time permanent jobs and income for the unemployed and underemployed in areas of economic distress. Eligible applicants are Economic Development Districts, Redevelopment Areas, Indian Tribes, organizations representing Redevelopment Areas or multiple Indian Tribes. For more information, contact: Economic Development Administration.

F/10 TEA-21: Transportation Efficiency Act for the 21st Century (H.R. 2400)

TEA-21 gives local governments unprecedented flexibility in developing a mix of highway corridor

enhancements, with funds for such projects as public transit, bikeways, highway enhancements, recreation, historic preservation, scenic byways, and other alternatives to address transportation and community needs. Contact source for funding amounts. States and localities are permitted to use federal dollars (provided primarily from the gas tax) more flexibly to meet their transportation needs. More comprehensive planning, taking into account such factors as desired land use patterns and environmental effects, is required as a prerequisite to federal funding. For more information, contact: U.S. Dept. of Transportation - Federal Highway Administration.

F/11 Preservation Tax Incentives for Historic Buildings

A part of the Tax Reform Act of 1986, this act establishes:

- 1) A 20 percent tax credit for the substantial rehabilitation of historic buildings for commercial, industrial, and rental residential purposes, and a 10 percent tax credit for the substantial rehabilitation for nonresidential purposes of buildings built before 1936; and,

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- 2) A straight-line depreciation period of 27.5 years for residential property and 31.5 years for nonresidential property for the depreciable basis of the rehabilitated building reduced by the amount of the tax credit claims.

Variable amounts of incentives. The 10 percent tax credit is not available for rehabilitation of certified historic structures, and owners who have properties within registered historic districts and who wish to elect this credit must obtain certification that their buildings are not historic. For more information, contact: U.S. Department of the Interior, National Park Service and National Conference of State Historic Preservation Offices.

F/12 SBA Microloan Program

SBA has made funds available to nonprofit organizations for the purpose of lending to small businesses. Money borrowed under this program can be used for the purchase of machinery and equipment, furniture and fixtures, inventory, supplies, and working capital. Funds may not be used to pay existing debts. Under this program, loans range from less than \$100 to a maximum of \$25,000, averaging about \$10,000. A microloan must be paid on the shortest term possible - no longer than six years - depending on the earnings of the business. The interest rate on these loans cannot be higher than 4 percent over the New York prime rate. Virtually all types of businesses are eligible for a microloan. To be eligible,

your business must be operated for profit and fall within size standards set by the SBA. A microloan must be paid on the shortest term possible - no longer than six years - depending on the earnings of the business. The organization must at least take as collateral any assets that are bought with the microloan. For more information, contact: U.S. Small Business Administration.

F/13 “Information Superhighway” Grants to Nonprofits and State and Local Governments

The National Telecommunications and Information Administration (NTIA), Department of Commerce serves as the President’s principal advisor on telecommunications and information policy. Through its Office of Telecommunications and Information Applications, NTIA administers four Federal assistance programs, including the Telecommunications and Information Infrastructure Assistance Program (TIIAP), to support the development of educational economic and cultural telecommunication services to the public. The TIIAP was created by the Congress in 1993 to promote the widespread use of telecommunications and information technologies in the public and nonprofit sectors. Funds must be matched by contributions generated by the applicant. For more information, contact: Department of Commerce, NTIA/TIIAP; 14th and Constitution Avenue, NW; Washington, D.C. 20230, Telephone (202) 482-2048.

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F/14 American Communities

The information center of HUD's Office of Community Planning and Development, American Communities serves State and local agencies, nonprofit organizations, public interest and intermediary groups, and others interested in housing and community development. For more information, contact: American Communities, P.O. Box 7189, Gaithersburg, MD 20898-7189, Telephone (800) 998-9999.

OTHER

O/1 Community Reinvestment Fund (CRF)

A nonprofit organization that purchases development loans from community-based development organizations and government agencies. This secondary market function makes it possible for local communities and nonprofit organizations to raise money for new projects by selling their existing loans. CRF purchases a variety of loan types. In addition, CRF also offers contract portfolio management, portfolio review, training, and capacity building. For more information, contact: CRF, 2400 Foshay Tower, 821 Marquette Avenue, Minneapolis, MN 55402, Telephone (612) 338-3050.

O/2 Score (The Service Corps of Retired Executives)

Score, sponsored by SBA, comprises 13,000 person volunteer program with over 750 locations nationwide. They provide technical assistance to small business owners, managers, and potential owners to solve operating problems through free one-on-one counseling and a wide variety of free or low-cost workshops. For more information, contact: Telephone (800) 634-0245, or (202) 205-6762.

O/3 Bonds

Nonprofit, 501 (c)(3) organizations may now borrow for land purchases, acquisition and/or improvement of facilities, design and financing of same. Museums, performing arts, theaters, social services (e.g., teen centers), historical societies and others are included.

O/4 Revenue Bonds

Debt undertaken wherein payback is tied to specific revenue streams. This form of debt does not require a public vote. Common uses include industrial development, housing and social services. Requires local government support. For more information, contact: Private banking industry.

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O/5 Adopt-a-Light Program

As a unique method for paying for street lighting fixtures, a small projected plaque sign could be affixed to the light pole with the name or logo of the local merchant/business/ person/entity who purchased the fixtures. This program can be applied to light poles/fixtures, benches, trees, and banners.

O/6 SBA 504 Program Loans

The fund is fixed asset financing for land and building purchases, new construction, long-term leasehold improvements and equipment purchases. Must be a for-profit business and unable to obtain comparable funding for the project from private sources. Maximum SBA share \$750,000 or 40 percent of project cost. The term of the loan is up to 20 years at a fixed, below-market interest rate. The borrower's capital injection requirement is 10 percent of the project total. Working capital, debt refinancing and real estate speculation are not allowed under this program. Must create/retain approximately one job for each \$35,000 of SBA financing. Net worth of less than \$6,000,000 and net earnings of less than \$2,000,000 (after taxes) on average of last 2 years. For more information, contact: Banks.

O/7 SBA Guaranteed Loans (7a Program)

To provide assistance to small businesses in obtaining financing for up to 90 percent of a loan made by a

commercial lending institution. Projects might include: land and/or building purchases; new building construction and/or building renovation; machinery and equipment purchases; leasehold improvements; acquisition of inventory; financing of working capital; or reduction of trade debt. This program allows real estate loans of up to 25 years and working capital loans of up to 7 years. The rate for SBA 7(a) Guaranteed Loans may not exceed the prime rate by more than 2.75 percent. Loans may be either fixed or variable rate. For-profit businesses meeting the following size limitations: 1) Retail and service: Sales do not exceed \$3.5 million; 2) Wholesale: Employees do not exceed 100 people; 3) Manufacturing: Employees do not exceed 500 people; and 4) Construction: Sales average of less than \$17.0 million for past 3 years. For more information, contact: Banks.

O/8 Inner City Ventures Fund

ICVF awards may be used for acquisition and rehabilitation and related capital costs for projects that offer housing, neighborhood services and commercial opportunities for area residents, and to a limited degree, architectural costs. ICVF awards may not be used for administrative costs. ICVF awards consist of a grant and a low-interest loan in equal amounts; the maximum term for and ICVF loan is five years. Each ICVF award package ranges from \$40,000 to \$100,000. At no time can ICVF funds be the only money invested in a project. ICVF funds are intended to provide up to one-sixth of the rehabilitation funds needed to finance a project; therefore,

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ICVF awards have matching and leveraging requirements. Every ICVF dollar awarded must be matched with 50 cents in cash or equity and \$5 in other loans or grants for the project. This translates into a minimum project budget of \$240,000 to qualify for the smallest ICVF award. For more information, contact: National Trust for Historic Preservation, Telephone (208) 334-3861.