PUBLIC FACILITIES AND SERVICES ELEMENT
Introduction

The Public Facilities and Services Element is an integral part of the Roseburg Urban Area Comprehensive Plan. The element considers the provision of water, sewers, solid waste, police and fire protection, education, health care and a host of other facilities and services essential to the proper function of the urban area. Some services and facilities are not specifically covered in this element, inasmuch as they are dealt with in detail in other parts of the plan; i.e., transportation facilities, park and recreation facilities, housing services, etc.

It is a known fact that the timing and placement of basic urban services determines the location and timing of development, and thus the ultimate form of the community. In many communities the provision of urban services has been in direct response to development pressure, regardless of the overall impact on the community. A well-developed comprehensive plan, on the other hand, can prevent this single purpose response by directing growth to designated areas. To gain the most desirable results, however, the community's developers must be aware of the type, location and timing of support services.

The Public Facilities and Services Element is not intended to serve as a public facilities master plan or capital improvements program specifying exactly when and where facilities will be provided. Instead, the element establishes the basic concepts and policies upon which facility master plans and capital improvement programs will be formulated.

Public facilities and services are provided in the Roseburg urban area by a number of governmental agencies, service districts, public and quasi-public utilities and cooperative agreements. Douglas County is responsible for a number of urban services that are also provided county-wide. These include health and social services, solid waste management, police service, the court system and tax collection. The City provides a wide range of public services and facilities, primarily within its incorporated limits. These include sewer, water, public safety (police and fire), parks and recreation,
improved streets, bus service, zoning aid development ordinances, and a host of other services.

Special service districts and associations are responsible in some parts of the urban area for the provision of sewer, water, schools and fire protection services. Utilities provide such services as electric power, natural gas and telephone service (see Economic Element).

Finally, private organizations and voluntary associations provide many valuable services to the urban area. These include hospitals, private schools, family and personal service groups, churches, civic organizations, clubs and a variety of advisory groups.

As the community continues to grow in population and area, the demand for services and facilities will increase substantially, requiring careful and coordinated planning and management. The public's investment in and scheduling of these public facilities and services should be viewed as one of the major means of implementing the Comprehensive Plan. Therefore, it is necessary to provide urban services in a sequential manner that recognizes the difference between the current and projected urban service areas. In planning and programming for public utilities, services and facilities, both present and future needs of the Roseburg urban area should be met in a coordinated arrangement recognizing the long-term, ultimate needs of the community.

It is recognized that a discussion of storm drainage facilities for the community is missing from this element. There is a need to develop information on the system, and plan and program its inclusion in the list of public facilities required for fulfillment of this plan.

WATER

Domestic water service in the Roseburg urban area is provided by several purveyors. The Roseburg municipal water system is the primary system, serving the entire city as well as most of the urbanized area outside the city limits. The entire system was acquired from Oregon Water Corporation in December of 1977, thus
obligating the city to continue to provide water service to about 2,200 customers outside the city limits, in addition to the 6,200 customers inside the city. Today, the municipal system serves a total population of about 24,000.

The second largest system is the Umpqua Basin Water Association. This system is not a public service district, but rather a private association or cooperative, supported by water revenues and connection fees. Major development projects have been financed primarily through Farmers Home Administration loans. The Association has a very large service area covering about 75 square miles, of which only a relatively small portion lies within the immediate Roseburg urban area. Generally, the system serves Melrose, Lookingglass, Wilbur, Garden Valley, Fisher Road, and the Umpqua Community College area north of Winchester. The system is currently serving some properties which abut the Roseburg city limits.

Total present demand on the Umpqua Basin system is about 1800 services, providing domestic water to a population of about 5,500 persons.

In the Dixonville area east of Roseburg, water service is provided by Dixonville Water Association. This system serves about 300 connections, or a population of approximately 930 persons. The Dixonville system does not have an independent water source, but rather is tied to the Roseburg municipal system. The city provides maintenance and service billing for the District on an actual cost basis.

The Three Pines Water System is also supplied water via the city system. This system is located just north of the Roseburg city limits, east of the Rifle Range Road area, and serves about 50 connections. The Three Pines system purchases water through a four-inch master meter which serves the entire district.

Roberts Creek Water District serves a large area to the south of Roseburg, including the urbanized Green District. This system takes water from the South Umpqua which is subject to severe low flows during summer months. In 1979 a major system intertie between the district and the Roseburg municipal system was completed. The intertie is intended to be used only under emergency conditions.
Service areas of the five urban area water systems are shown on Figure 1. Figure I also identifies the six service subareas within the Roseburg municipal system.

**Water Source**

The North Umpqua River is the source of most domestic and industrial water consumed in the urban area. Umpqua Basin Water Association has its intake on the river at Browns Bridge in Garden Valley. The association has water rights for 9.1 cubic feet per second (cfs) at this location. There are also plans for the association to be allocated 1,000 acre feet of supply from the Berry Creek dam project; however, the additional source would be used primarily in the Lookingglass area, well beyond the Roseburg urban area.

The Roseburg municipal system draws its water from the North Umpqua River at the Winchester Dam, about five miles upstream from Umpqua Basin’s intake. The City of Roseburg currently has permits to appropriate a total of 31 cfs from the river for municipal use. The City has a priority date of June 2, 1950, for 12 cfs and a priority date of May 21, 1957, for 13 cfs. Both these rights predate the establishment of minimum stream flow requirements. In the fall of 1979, the City secured rights to an additional 6 cfs. These rights, as well as all future water rights, will be limited by the minimum stream flow standards established for the North Umpqua.

Both water systems are about 100 miles downstream from Diamond Lake which is the source of the river. There is relatively little development upstream from the two system intakes. A major portion of the 1350 square mile river basin is in the Umpqua National Forest and is not likely to be developed.
The Natural Resources Element of the Comprehensive Plan contains a fairly detailed analysis of both stream flow and water quality. Generally, the North Umpqua enjoys a high level of water quality, although turbidity problems do arise during very high runoff periods.

An analysis of stream flow records indicates that minimum stream flow requirements will represent the greatest problem to the two water systems during September. During September, it is estimated that stream flow will fall below the minimums established by the state about 40 percent of the time. Though this reduces the dependability of the supply to meet peak demands, it probably doesn't represent a serious drawback in the foreseeable future since peak demands occur in August when the minimum flow requirements are met over 95 percent of the time.

**Water Treatment, Storage and Distribution**

Water treatment facilities for both the Roseburg and Umpqua Basin systems are located adjacent to their respective river intake points.

Roseburg's domestic water supply currently receives treatment at the Winchester Water Treatment Plant. This facility, located on the south bank of the North Umpqua can provide complete treatment for 3.4 million gallons per day (mgd). During the summer, when the quality of water in the North Umpqua is high, the plant’s settling facilities are not essential. Rated capacity is then limited only by filter size and becomes 10.0 mgd.

The plant was built in 1935 and is located in an area of mixed commercial and residential development. The plant's appearance is compatible with the nearby commercial development and is not considered objectionable to owners of nearby homes.

New pumps and five additional filters were added in 1950. Filter backwash water settling ponds were constructed in 1977.
Roseburg's raw water intake is located on the south bank of the North Umpqua River, immediately downstream from the old Winchester Dam. The four pumps (Low Lift) in the intake structure are capable of delivering 7,500 gpm to the water treatment plant. Screening is provided to keep debris out of the pumps. The electric motors for the pumps are located below the 100-year flood level and could be damaged during a severe flood.

Water from the intake is carried to the treatment plant in a 16-inch cast iron pipe. Alum, activated silica, and chlorine are injected into this line just before entering the flocculation basins.

The water enters two concrete flocculation basins where the water is slowly mixed to promote the development of large settleable particles of floc. The two 37,500 gallon basins have a combined capacity of 5.4 mgd.

Water carrying the floc formed in the flocculation basins enters two 140,000 gallon concrete basins for settling. They have a design capacity of 3.4 mgd. Since there is no sludge removal equipment, the capacity is reduced by the accumulation of sediment between cleanings. This reduction in settling capacity results in heavier loads on the filters.

In the summertime when the water production is high, the quality of the North Umpqua River is normally good. The operation takes advantage of this by eliminating much of the chemical feed and minimizing the settling. Therefore, this limited settling capacity does not reduce the plant capacity in the summer.

Filtration takes place in eight pressure filters with a total surface area of 1,532 square feet. Five of the larger units have been converted from conventional sand media to mixed media. The three other filter units are older, and have sand media.

In 1971, the condition of the steel filter tanks was evaluated to determine the condition relative to plant operations. Immediate replacement of Filter No. 3 was recommended. Filters 1 and 2 were estimated to have an operational life of 15 to 20 years although some seam rivets may fail earlier. Filters 4 through 8 were judged satisfactory for 15 to 20 years. That 20-year period ends in 1991.
Treated water is carried from the plant at Winchester to Roseburg in a steel transmission line consisting primarily of 20 and 24-inch pipe. The major portion of the line was installed in 1930. The portion of the line south of Garden Valley Boulevard was replaced with 24-inch pipe in the 1950's. A 30-inch ductile iron line which parallels the 20-inch line for about the first 1.5 miles from the plant was installed in 1965. The Transmission Booster Station, which is used to increase peak flows to the City, was installed in 1975.

The older sections of the transmission main are badly deteriorated and require constant maintenance. The Roseburg Water System Master Plan recommends that this line be renovated and provided with protection against corrosion and another transmission main constructed to provide additional capacity as well as improved dependability.

Umpqua Basin's treatment plant is located on Garden Valley Road near Browns Bridge. Water intake pipes are mounted on the southerly abutment of the old county bridge which was destroyed by flooding in 1964. Two pumps each provide 1,200 gpm to the treatment facility.

The raw water is pumped to a 324,000 gallon detention basin. The basin currently provides a five-hour detention time, but planned improvements to the treatment are expected to reduce the detention time to about two hours. Approximately 500 cubit feet of sediment is removed from the basin annually. The water flows by gravity from the detention basin through the control building where coagulation chemicals are added. This promotes removal of suspended solids from the water.

The treatment plant utilizes three 13-foot single media filters. After filtration, the water is pumped to the plant's 60,000 gallon clear-well, from which the water enters the distribution system. Maximum daily production from the treatment facility is about 1.25 mgd. The current 1,800 connections at the normal standard of 700 gallons per day per customer (gpdpc) amounts to 1.26 mgd. Thus, any peaking factor applied to the average flow would indicate that the plant is unable to meet the current peak demands.
Umpqua Basin Water Association has recently made application for a one million dollar loan from the Farmers Home Administration to finance improvements to the treatment facility and distribution system. The improvements are intended to ensure the system will meet expected demand over the next ten years. According to the FHA report, the money would not be used to expand the system into areas which could be served by the Roseburg municipal system in the future.

At the present time, the only Umpqua Basin facilities south of Fisher Road and east of the South Umpqua River are a 750,000 gallon reservoir located about one-half mile west of the city limits north of Garden Valley Boulevard, and a ten-inch main which runs from the reservoir northerly to the treatment plant. Another ten-inch line runs westerly from the reservoir to the west side of the South Umpqua River to serve the Melrose area.

Umpqua Basin also provides service south of the South Umpqua River west of the city limits and along Lookingglass Road southwest of the city limits. The close proximity of these facilities to the city raises the issue of future annexation when other services, such as city sewer, are needed to facilitate more intense development of these areas. Although it is beyond the scope of the Public Facilities and Services Element to identify future urban growth areas, the issue of overlapping service areas must be addressed specifically through the Urban Growth Management Agreement.

The City's water system consists of over 100 miles of transmission and distribution mains which vary in size from two inches to thirty inches. Some of the distribution system is nearly 60 years old. The older sections, which are iron and steel, are beginning to deteriorate quite rapidly. Certain types of clays found in the urban area tend to promote corrosion of the older metal pipes. Newer sections of the system use asbestos cement and plastic pipes which are not subject to corrosion.

It has been estimated that system losses (unaccounted for water) annually range between 18 and 22 percent. The acceptable standard is 10-15 percent. Leaking water mains are believed to be the biggest factor in water loss. This is supported by the unusually high number of known leaks which are repaired each year; most occur in the older sections of the system.
The Roseburg system presently has a storage capacity of 9.57 million gallons (mg). Storage is accommodated in eleven structures, ranging in size from 0.02 mg to 4.0 mg as shown in Table F-1.

### TABLE F-1

**STORAGE**

ROSEBURG MUNICIPAL WATER SYSTEM

<table>
<thead>
<tr>
<th>Name</th>
<th>Capacity (mg)</th>
<th>Date Constructed</th>
<th>Ground Elev. (ft.)</th>
<th>Overflow Elev. (ft.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reservoirs I &amp; 2</td>
<td>1.00</td>
<td>1900</td>
<td>696.7</td>
<td>710</td>
</tr>
<tr>
<td>Reservoirs 3 &amp; 4</td>
<td>0.50</td>
<td>1890</td>
<td>692.0</td>
<td>701</td>
</tr>
<tr>
<td>Tank 5</td>
<td>0.80</td>
<td>1949</td>
<td>694.8</td>
<td>709</td>
</tr>
<tr>
<td>Tank 6</td>
<td>0.80</td>
<td>1949</td>
<td>694.8</td>
<td>708</td>
</tr>
<tr>
<td>Tank 7</td>
<td>4.00</td>
<td>1980</td>
<td>694.8</td>
<td>708</td>
</tr>
<tr>
<td>West Side Tank</td>
<td>0.50</td>
<td>1956</td>
<td>652.0</td>
<td>686</td>
</tr>
<tr>
<td>High Level Tank</td>
<td>0.10</td>
<td>1953</td>
<td>994.6</td>
<td>1013</td>
</tr>
<tr>
<td>Cloverdale Tank</td>
<td>0.02</td>
<td>1948</td>
<td>770.0</td>
<td>802</td>
</tr>
<tr>
<td>Fairgrounds</td>
<td>0.35*</td>
<td>1969</td>
<td>682.1</td>
<td>710</td>
</tr>
<tr>
<td>Dixonville</td>
<td>0.50</td>
<td>1966</td>
<td>668.0</td>
<td>708</td>
</tr>
<tr>
<td>Garden Valley</td>
<td>1.0</td>
<td>1976</td>
<td>678.5</td>
<td>710</td>
</tr>
</tbody>
</table>

**TOTAL**  9.57

*Actual capacity is .75mg; however, due to the arrangement made with Douglas County Fairgrounds, only the top .35 mg can be used, leaving 0.40mg for fairground fire protection.

**SOURCE:** Roseburg Water System Master Plan, April, 1979.

Reservoirs I & 2 and 3 & 4 are concrete structures with wood and metal roofs. The remainder of the structures are steel structures in good condition. The concrete reservoirs leak through their walls and also have some roof leakage. In 1977, tests indicated a loss of about 9,000 gallons per day from the concrete reservoirs and none from the steel structures. This is regarded as an acceptable leakage rate from reservoirs.
Good storage practice is to maintain three average days of flow in storage at all times. This allows sufficient water within the City under all but the most extreme conditions. Presently, three average days would be approximately 13.8 mg. Thus, the system is approximately 4 mg short (1980) of ideal storage capacity. Continued urban growth will result in an even larger deficiency unless other reservoirs are constructed. The Roseburg Water System Master Plan contains specific recommendations for overcoming present deficiencies and meeting future demand.

Future Water Needs

The Roseburg Water System Master Plan projects future water demand to the year 2000. The projections are based solely on historic trend and are for the city system only. The Plan does not attempt to project total water needs for the entire urban area. Table F-2 shows historical peak consumption for the five-year period of 1973-1977. Data from this table was used to compute the projected future demands which are listed on Table F-3.

As previously noted, the City of Roseburg currently has water rights filed for 31 cubic feet per second (cfs) from the North Umpqua River. One cfs equals 449 gallons per minute (gpm). Thus, 31 cfs equals about 20 million gallons per day (MGD). The projected peak day flow by the year 2000 (assuming a service area population of 40,000 people) is 16.48 MGD, or about 3.5 MGD less than current water rights would provide.

Umpqua Basin Water Association has also projected future water needs in its service area and has planned programs to meet the expected demand. However, the projections cannot be related to the specific needs of the Roseburg urban area since the great majority of the system's growth is anticipated in the outlying rural areas beyond the limits of the Roseburg Urban Area Comprehensive Plan.

TABLE F-2
ACTUAL PEAK CONSUMPTION
WATER SYSTEM
ROSEBURG, OREGON
<table>
<thead>
<tr>
<th>YEAR</th>
<th>SERVICE POPULATION</th>
<th>PEAK DAY MGD</th>
<th>PEAK DAY GPCD</th>
<th>3-DAY PEAK MGD</th>
<th>3-DAY PEAK GPCD</th>
<th>5-DAY PEAK MGD</th>
<th>5-DAY PEAK GPCD</th>
</tr>
</thead>
<tbody>
<tr>
<td>1973</td>
<td>20,800</td>
<td>8.78</td>
<td>422</td>
<td>8.65</td>
<td>416</td>
<td>8.51</td>
<td>409</td>
</tr>
<tr>
<td>1974</td>
<td>21,300</td>
<td>8.95</td>
<td>420</td>
<td>8.91</td>
<td>418</td>
<td>8.84</td>
<td>415</td>
</tr>
<tr>
<td>1976</td>
<td>22,800</td>
<td>8.80</td>
<td>386</td>
<td>8.32</td>
<td>365</td>
<td>8.12</td>
<td>356</td>
</tr>
<tr>
<td>1977</td>
<td>23,300</td>
<td>8.91 (over)</td>
<td>382</td>
<td>8.71</td>
<td>374</td>
<td>8.33</td>
<td>358</td>
</tr>
<tr>
<td>5 Year Average</td>
<td>410 (over)</td>
<td>395 (over)</td>
<td>388</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

NOTE: MGD - Million Gallons per Day
GPCD - Gallons Per Capita per Day


TABLE F-3
PROJECTED WATER DEMANDS*
ROSEBURG, OREGON

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Customers</td>
<td>7,874</td>
<td>8,300</td>
<td>9,200</td>
<td>10,200</td>
<td>11,350</td>
<td>12,600</td>
</tr>
<tr>
<td>(1) Population</td>
<td>23,300</td>
<td>26,500</td>
<td>29,500</td>
<td>32,700</td>
<td>36,300</td>
<td>40,000</td>
</tr>
<tr>
<td>(2) Average Daily Flow (MGD)</td>
<td>4.75</td>
<td>5.14</td>
<td>5.71</td>
<td>6.34</td>
<td>7.04</td>
<td>7.81</td>
</tr>
<tr>
<td>(3) Maximum Day Flow (MGD)</td>
<td>8.91</td>
<td>10.85</td>
<td>12.05</td>
<td>13.38</td>
<td>14.85</td>
<td>16.48</td>
</tr>
<tr>
<td>(4) Estimated Peak Hour (MGD)</td>
<td>14.25</td>
<td>17.36</td>
<td>19.28</td>
<td>21.41</td>
<td>23.76</td>
<td>26.36</td>
</tr>
</tbody>
</table>

NOTE:
(1) Estimated at 3.12 persons per customer.
(2) Based on 620 gallons per customer per day.
(3) Approximately 2.11 times average flow (Historic Average).
(4) Peak Hour estimated to be 1.6 times day

SOURCE: Roseburg Water System Master Plan, April 1979

*Projected water demands are for Roseburg Municipal System only. Additional demand is served by other water systems within the urban area.

Fire Flows and Hydrants

When considering a community's water system, the use of water for domestic and industrial purposes is usually thought of first. Quite often, water systems are designed with these uses in mind, with the emphasis on total volume per day. However, quite different from the normal volume demands of everyday use are the sudden, heavy
and unpredictable drafts required to fight fires. While the total volume of water normally used in fire fighting is small, the rate at which it must be supplied should be a major influence in the system's design.

To provide good protection, the distribution system must be capable of delivering recommended fire flows at the recommended pressures. This is normally accomplished by an adequately designed system consisting of loops with sufficient valves to isolate sections of it. The distribution system should have a minimum pipe size of 6 inches in residential areas and 8 inches or larger in commercial and industrial areas.

Fire hydrants must be placed so that each structure can be protected with a minimal amount of hose. The Oregon Insurance Service Office recommends that every structure be within 500 feet of a hydrant. Another criteria is that a hydrant should be installed for every 108,000 square feet in commercial and industrial areas, and for every 160,000 square feet in the residential areas. All fire hydrants should be located on 6-inch mains or larger (8-inch or larger in commercial/industrial areas) and have a pumper outlet in addition to two standard fire hose connections. Each hydrant should have a valve between the main line and the hydrant to make inspection and repair easier.

Shortly after the City acquired its water system, it was evaluated against the standards of the Oregon insurance Service Office. The greatest single deficiency in the water system was an inadequate number of fire hydrants. In fact, the system was judged to be about 450 fire hydrants short, with nearly 325 additional hydrants needed in residential areas and approximately 125 more in commercial and industrial areas.

Another important aspect of water need is fire flow requirements. Table F-4 has been developed to compare flow requirements with population. The figures serve as an indication of fire flow requirements the Roseburg municipal water system should meet as the urban area continues to grow.

<table>
<thead>
<tr>
<th>TABLE F-4</th>
<th>FIRE FLOW REQUIREMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>vs.</td>
<td>POPULATION</td>
</tr>
<tr>
<td>POPULATION</td>
<td>FLOW</td>
</tr>
<tr>
<td>DURATION</td>
<td></td>
</tr>
<tr>
<td>(gpm)</td>
<td>(hours)</td>
</tr>
<tr>
<td>--------</td>
<td>---------</td>
</tr>
<tr>
<td>17,000</td>
<td>4000</td>
</tr>
<tr>
<td>22,000</td>
<td>4500</td>
</tr>
<tr>
<td>28,000</td>
<td></td>
</tr>
<tr>
<td>34,000</td>
<td>5500</td>
</tr>
<tr>
<td>40,000</td>
<td>6000</td>
</tr>
</tbody>
</table>

SOURCE: Oregon Insurance Service Office

However, varying densities and types of construction can create higher fire flow requirements for schools, hospitals, commercial, industrial and downtown business or regional shopping center areas. In 1976, the municipal system was evaluated in relation to the types of higher density construction found throughout the water service area. Based on the analysis of the system, the Insurance Service Office made specific recommendations for fire flow requirements for the Roseburg urban area. These recommendations are listed in Table F-5.
TABLE F-5
RECOMMENDED FIRE FLOW FOR
ROSEBURG WATER SYSTEM

<table>
<thead>
<tr>
<th>AREA TYPE</th>
<th>ISO RECOMMENDED FLOW (gpm)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>2700-5000</td>
</tr>
<tr>
<td>Grade School</td>
<td>3000-3500</td>
</tr>
<tr>
<td>High Schools, etc.</td>
<td>4000-6000</td>
</tr>
<tr>
<td>Shopping Center</td>
<td>2000-3500</td>
</tr>
<tr>
<td>Residential</td>
<td>750</td>
</tr>
</tbody>
</table>

SOURCE: Oregon Insurance Service Office, 10-4-77.

The 1979 Roseburg Water System Master Plan provides a much more in-depth evaluation of the municipal water system; both in terms of existing conditions and future needs. The Master Plan is formulated on the assumption that the City of Roseburg will continue to be the principal urban area water purveyor in the future, and will be required to provide water service to the vast majority of the area's new development. Based on this assumption, the Master Plan contains specific recommendations which are intended to improve service to existing customers as well as meet the anticipated growth in demand through the year 2000. The most immediate recommended improvements to the municipal water system are summarized as follows:

1) Construct a new reservoir on Reservoir Hill to increase reliability and improve ability to meet fire flow requirements. (Construction has already begun on a 4.0 mg reservoir at this site.)

2) Upgrade the transmission main from the Winchester Treatment Plant to town. (Sections of the existing 20-inch main have been paralleled with new 30-inch main.)

3) Initiate a program of adding additional fire hydrants to reduce deficiency and improve fire protection rating.

4) Increase the capacity of the Winchester Treatment Plant to meet expected future water needs for the Roseburg urban area.
In addition to these immediate and major system needs, the Master Plan contains many other specific requirements for the water system’s future. Therefore, the Roseburg Water System Master Plan and the findings and recommendations contained therein, is incorporated into the Comprehensive Plan by reference.

**SEWER**

Sanitary sewer service in the Roseburg urban area is provided by three separate agencies. The largest system is operated by the City of Roseburg and serves the southerly half of the urbanized area. The North Roseburg Sanitary District provides sewer service to the northerly one-third of the city, plus unincorporated areas north of the city limits. The north end of the urban area, commonly referred to as the Winchester area, is served by the North Umpqua Sanitary District. Figure 11 identifies the areas served by the three systems.

**Roseburg System**

The City’s system is the oldest; dating back to just after the turn of the century. Although records are incomplete, it is estimated that by 1915 about 95 percent of Roseburg’s population was served with sewers. At that time the system consisted of approximately eight miles of pipe. Disposal was facilitated by eight outfalls which dumped the city’s raw sewage directly into the South Umpqua River. The system, built as a combined sanitary-storm sewer drainage system, functioned very adequately for a number of years.

As the City continued to grow, concrete streets were built diverting additional storm waters into the system causing it to become overloaded during rains, presenting the City with its first major sewer problem.

In 1938, the City undertook a two year project to enlarge its sewer and storm drainage facilities, including the construction of major trunk lines and a 0.7 million gallon per day (mgd) treatment plant located at the mouth of Deer Creek. Although the existing outfalls were left intact for emergency overflow purposes, the new treatment plant
helped greatly in cleaning up the South Umpqua River in the summer while providing one additional overflow for the winter rains.
After World War II the City began to experience very rapid growth, and within ten years the Deer Creek treatment plant could no longer handle sewage flows.

In 1957, the City began construction on a new treatment facility. Along with the construction of the new plant, the interceptor lines were expanded and new lines were built to carry the sewage about two miles down the South Umpqua River to the new treatment plant sight. The new plant, which still serves the Roseburg system, had a design capacity of 3.6 mgd. With continued rapid growth in the City, it soon became apparent that storm drainage was severely limiting sewage treatment capacity. Ordinances were adopted requiring new development to provide separate storm drains.

In 1970, plans were put forth to separate the storm water from the sewer system. This has been a major undertaking, since 90 percent of the original sewer system was still in use at that time. Water from separated storm drains now empties directly into the South Umpqua or local creeks. Many sections of the system still remain to be separated.

The current estimated average dry weather wastewater flow in the Roseburg system is 2.0 mgd. During the winter months, storm runoff pushes the wastewater flow up to a maximum of about 115 mgd. Since the maximum amount of wastewater treated at the plant is around 5.5 mgd, over 95 percent of the wastewater at peak flow periods bypasses the plant and discharges directly into the South Umpqua River.

The highly diluted sewage in the system during wet periods is able to be treated much faster than dry weather flows. This allows the plant's treatment capacity to more than double during the winter. However, the increased treatment capacity is of relatively little consequence, considering that less than five percent of the peak flow actually reaches the plant.

North Roseburg and North Umpqua Systems

The northerly one-third of the city and most of the unincorporated urbanized area north to Umpqua Community College is served by the North Roseburg and North Umpqua Sanitary Districts. Both systems are considered together because they both
utilize the North Roseburg Treatment Plant. However, each District is legally independent of the other, with separate governing Boards.

The North Roseburg Sanitary District was formed in 1948 in response to the rapid urbanization occurring north of the city. At this time, the Roseburg treatment plant was already overloaded and unable to accommodate the new growth. Although the City of Roseburg knew a larger plant would be built, it would be nearly ten years before the additional treatment capacity would be available. In response to the area’s immediate needs, voters in the North Roseburg vicinity formed the state’s first public service district.

The original District boundary generally encompassed an area between what was then the northerly city limits and Meadow Lane. Within a short time, the District boundary was extended to the north to include the Newton Creek Road area, and to the west, taking in the Dogwood Street area.

In later years, much of the south half of the District was annexed to the City of Roseburg, although the District has remained the sole provider of sanitary sewer service in these areas.

In 1950, the Veteran's Administration agreed to lease a site to the District to accommodate a new treatment plant.

Within about ten years of construction, the District's treatment plant was operating in an overloaded condition and plans to enlarge the facility were initiated.

Shortly after expansion of the North Roseburg treatment plant in 1964, enlarged sewer interceptor lines were connected to the newly formed North Umpqua Sanitary District.

Incorporated on November 15, 1963, the North Umpqua District encompassed the urbanizing area north of the North Roseburg District including the Winchester area. The North Umpqua District currently serves about 900 dwellings plus about 400 mobile
homes in ten parks. In addition, service is provided to Umpqua Community College, Mercy Hospital, Winchester Grade School, and about 25 businesses.

Together, the North Roseburg and North Umpqua sewer systems consist of about 40 miles of laterals, interceptors and transmission lines which range in size from 6 to 36 inches in diameter. None of the lines are known to be combined with storm sewers, although there may be a few roof, foundation and work area drains connected to the system.

Treatment Facilities

There are presently two wastewater treatment facilities in the Roseburg urban area. The oldest plant is operated by the North Roseburg Sanitary District and is located on the north side of the South Umpqua River adjacent to Stewart Park. The facility provides secondary wastewater treatment for both the North Roseburg and North Umpqua Districts.

The treatment system is a two-stage, trickling filter plant, with anaerobic digestion of waste solids. Wastewater entering the plant is primarily of domestic origin.

The plant was constructed in two stages. The initial construction, completed in 1951, provided a treatment capacity to serve a population of approximately 5,000 persons. Additions were made to the plant in 1963, increasing treatment capacity to serve approximately 10,000 persons.

Primary treatment consists of a plant pump station, which discharges directly into a solids shredder basin channel and a primary clarifier, which has a capacity of 1 mgd. Secondary treatment includes three trickling filters. The present loading on the filters is near, or at, design capacity. Two 30-foot diameter secondary clarifiers with a combined capacity of 1 mgd are also utilized. The sludge from each of the secondary clarifiers is pumped to the digesters. The present sludge digestion system consists of two anaerobic digesters. Digested sludge is spread on sludge drying beds during the dry weather months. The dried stabilized waste solids are then removed for use as a lawn
and garden soil conditioner and fertilizer. During wet weather months, excess digester capacity permits storage of sludge.

During high flow periods, wastewater entering the treatment plant is regulated to eliminate hydraulic overload of the facility. The flow into plant is controlled by a manual gate valve which regulates the amount of wastewater entering the wet well of the plant's pump station. When the flow in the collection system exceeds 2 mgd, wastewater is allowed to back up in an 18-inch transmission line and a 36-inch transmission line. The transmission lines then remain surcharged until the flowrate decreases below 2 mgd. The level of the wastewater in the interceptor continues to rise during the period of time that the incoming flow exceeds 2 mgd. When the back-up reaches the elevation of the bypass it is discharged to the South Umpqua River through an overflow bypass structure located in "the old pump station" at the treatment plant site.

The North Roseburg treatment plant is not presently capable of producing an effluent quality to meet the new discharge standards for the Umpqua River Basin.

The Roseburg City wastewater treatment plant is similar in design to the North Roseburg facility and provides secondary treatment for domestic, commercial, and industrial wastes. It is a high rate, trickling filter plant with anaerobic digestion of waste solids. The plant was constructed in 1957 to serve a population of approximately 20,000.

The primary treatment facilities include the plant pump station, which discharges into a solids shredder basin channel. The 80-foot diameter primary clarifier has a capacity of 2.4 mgd.

Secondary treatment facilities also include a trickling filter which is operated as a high rate filter. The secondary clarifier has a capacity of 3.6 mgd. The removal of grit from sludge is accomplished by a Dorn-Clone grit separator mechanism. The present sludge digestion system consists of a primary and secondary digester. On the basis of reported yearly average solids, the system is approaching its design capacity. At present, digested sludge is trucked from the plant for disposal on farmland. A 2,000 gallon truck is used for hauling and spreading the liquid sludge. While the Roseburg
plant is currently meeting its discharge permit requirements, it is not presently capable
of producing an effluent quality to meet the new discharge standards for the Umpqua
River Basin.

Treatment Standards and Capacity

The Oregon State Department of Environmental Quality (DEQ) regulates
construction and operation of wastewater treatment facilities, including the two plants in
the Roseburg area. DEQ has established minimum quality standards for treated effluent
discharge into the South Umpqua River. The standards are based on consideration of
potential river use, stream flow volumes, proximity to urban development, other waste
discharge sources on the river system, and projected future discharge levels.

Effluent quality is measured in terms of BOD5 (5-Day Biochemical Oxygen
Demand) is a measure of the oxygen consuming, carbonaceous organic material
present in wastewater) and TSS (Total Suspended Solids contained in the discharged
wastewater).

Both treatment plants were originally built to produce a discharge of 30 mg/l for
BOD5 and TSS. Dry season discharge at 30 mg/l for BOD5 and TSS (30/30) until June
30, 1977. Effluent discharge standards were then raised to 20/20 until September 1,
1978. After this date, DEQ discharge permits for both treatment plants require that
effluent discharged into the South Umpqua must not contain more than 10 mg/l of
BOD5 or TSS (10/10) on a monthly average. This current standard also requires that
discharged effluent for land application (irrigation), if initiated, should not exceed 20/20
on a monthly average basis. Current wet season effluent standards require that
discharges into the South Umpqua must not exceed 20/20 on a monthly average.

In addition to the 10 mg/l BOD5 standard, DEQ has proposed that after 1983 the
effluent BOD5 divided by a ratio of stream flow to effluent flow shall not exceed one.
This BOD dilution formula standard has the potential to require a discharged effluent
quality of less than 10 mg/l BOD5, due to the seasonally low flows of the South
Umpqua River.
Of course, neither treatment plant is capable of meeting the stringent discharge standards now in effect. In order to ensure that the standards will eventually be met, DEQ has placed operating limits on the facilities. The regulations prevent remodeling or additions to the existing treatment facilities unless such construction would result in the plant's total discharge meeting current standards. Historically, this requirement has been viewed as one which eliminates all options other than construction of a new treatment plant, such as an activated sludge process facility.

In the interim, DEQ operating standards for the Roseburg plant include an average daily dry-weather flow limited to 3.6 million gallons per day and monthly BOD5 and TSS are limited to 900 pounds per day with a weekly average not to exceed 1,350 pounds per day or a daily maximum not to exceed 1,800 pounds. Based on these discharge limits, average monthly concentrations are 30 mg/l for both BOD5 and TSS (30/30). Weekly average BOD5 and TSS concentrations are not to exceed 45 mg/l and daily maximum concentrations are not to exceed 60 mg/l.

Interim North Roseburg effluent requirements include average daily dry-weather flow limited to 1.3 mgd. Monthly BOD5 and TSS are limited to 325 pounds per day with a weekly average not to exceed 488 pounds per day or a daily maximum not to exceed 650 pounds.

Based on these limits, average monthly concentrations are limited to 30 mg/l with a weekly average not to exceed 45 mg/l or a daily maximum not to exceed 60 mg/l.

In order to ensure that these standards are not exceeded, North Roseburg's operating and discharge permit, as granted on November 28, 1978, allocates a total of 380 additional equivalent dwelling unit (EDU) connections. No more than 120 EDU connections can be made in any twelve-month period. As of March, 1981, the District had 145 EDU connections remaining from the limit of 380.

The increased capacity of the North Roseburg system is primarily due to an intertie agreement which was entered into with the City of Roseburg in December of 1978. The agreement provides that a recently annexed area of the City will be served
by North Roseburg sewer interceptor mains, and an equivalent amount of wastewater will be diverted from the District's system to the City plant for treatment; about 250,000 gallons per day. In addition, the agreement provides that the City will accept up to 150,000 gallons per day from other areas within the North Roseburg District, for a total of 400,000 gallons per day. At the time the intertie agreement was made, the City's treatment plant had a remaining capacity of 600,000 gallons per day, including the 400,000 gallons allocated to North Roseburg. This left the City with a remaining treatment capacity of 200,000 gallons per day which could be added to the system. Table F-6 shows how the remaining capacity of 600,000 gallons per day has been allocated on a quarterly basis since the intertie agreement was made.

As of June, 1981, 34 percent of the remaining 600,000 capacity of the City's plant was used up. Of the original 150,000 gpd allocated to areas within the North Roseburg District, 59,150 gpd or 39 percent remains. Of the 250,000 gpd allocated to areas inside the City (but outside North Roseburg S.D.), and served by North Roseburg S.D. 239,110 gpd, or 96 percent remains. The City has 50 percent, or 100,040 gpd of its original allocation of 200,000 gpd remaining.
### TABLE F-6
ALLOCATION OF REMAINING TREATMENT CAPACITY
CITY OF ROSEBURG WASTEWATER TREATMENT FACILITY

<table>
<thead>
<tr>
<th></th>
<th>North Roseburg Sanitary District</th>
<th>City Area Served by North Roseburg via Intertie Agreement</th>
<th>City Area Served by City Sewer System</th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Remaining Capacity Allocation:</td>
<td>150,000 gpd</td>
<td>250,000 gpd</td>
<td>200,000 gpd (500 EDU*)</td>
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<tr>
<td>Allocation Used</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>March, 1979</td>
<td>7,875</td>
<td>3,000</td>
<td>12,000</td>
</tr>
<tr>
<td></td>
<td>142,125</td>
<td>247,000</td>
<td>188,000 (470 EDU)</td>
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<tr>
<td>June, 1979</td>
<td>11,450</td>
<td>1,500</td>
<td>13,600</td>
</tr>
<tr>
<td></td>
<td>130,675</td>
<td>245,500</td>
<td>174,400 (436 EDU)</td>
</tr>
<tr>
<td>September, 1979</td>
<td>7,500</td>
<td>475</td>
<td>18,475</td>
</tr>
<tr>
<td></td>
<td>123,175</td>
<td>245,025</td>
<td>155,925 (390 EDU)</td>
</tr>
<tr>
<td>December, 1979</td>
<td>13,225</td>
<td>525</td>
<td>3,950</td>
</tr>
<tr>
<td></td>
<td>109,950</td>
<td>244,500</td>
<td>151,975 (380 EDU)</td>
</tr>
<tr>
<td>March, 1980</td>
<td>900</td>
<td>---</td>
<td>4,800</td>
</tr>
<tr>
<td></td>
<td>109,050</td>
<td>244,500</td>
<td>147,175 (368 EDU)</td>
</tr>
<tr>
<td>June, 1980</td>
<td>1,050</td>
<td>---</td>
<td>10,275</td>
</tr>
<tr>
<td></td>
<td>108,000</td>
<td>244,500</td>
<td>136,900 (342 EDU)</td>
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<tr>
<td>September, 1980</td>
<td>33,800</td>
<td>---</td>
<td>10,150</td>
</tr>
<tr>
<td></td>
<td>74,200</td>
<td>244,500</td>
<td>126,750 (317 EDU)</td>
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<tr>
<td>December, 1980</td>
<td>7,925</td>
<td>390</td>
<td>9,200</td>
</tr>
<tr>
<td></td>
<td>66,275</td>
<td>244,110</td>
<td>117,550 (294 EDU)</td>
</tr>
<tr>
<td>March, 1981</td>
<td>6,725</td>
<td>---</td>
<td>12,050</td>
</tr>
<tr>
<td></td>
<td>57,850</td>
<td>244,110</td>
<td>105,500 (264 EDU)</td>
</tr>
<tr>
<td>June, 1981</td>
<td>1,300</td>
<td>5,000</td>
<td>5,460</td>
</tr>
<tr>
<td></td>
<td>59,150</td>
<td>239,110</td>
<td>100,040 (250 EDU)</td>
</tr>
</tbody>
</table>

SOURCE: City of Roseburg Public Works Department, July 15, 1981.

*EDU: Equivalent Dwelling Units.
In 1979, there was 1,282 acres of vacant buildable land inside the City of Roseburg. It has been estimated that if all of this currently undeveloped land were to develop at the average city-wide density, it could create a demand for an added treatment capacity of 1.6 mgd*. This is about 1.4 mgd more than present plant capacity. Growth trends during the past five years suggests the Roseburg treatment plant will reach capacity in the next two to three years (1982-1983).

*Based on DEQ standard of One Equivalent Dwelling Unit = 400 gallon/day.

Limited sewage treatment capacity in the Roseburg urban area represents perhaps the single most important constraint to future growth. Three basic alternatives appear available at this time: (1) the existing treatment facilities could be modified to meet effluent standard or a new "regional" facility constructed to partially or wholly replace the existing plants; (2) effluent discharge standards could be reduced to allow the existing plants to operate above their design capacity; or, (3) limit or stop future urban area development and growth.

During the past decade, several studies have been conducted to analyze the urban area's sewage facilities and evaluate various alternatives to meet future needs.

In April, 1971, a report entitled Sewage Treatment for the City of Roseburg and North Roseburg Sanitary District was prepared by CH 2 M Hill. The report recommended that the City of Roseburg and North Roseburg Sanitary District adopt the long-range goal of joint treatment for the combined sewage flows. In September of 1974 the Douglas County Board of Commissioners agreed to finance a regional treatment concept study and engaged the services of CH 2 M Hill for the preparation of an environmental impact assessment required to secure federal funding assistance. In October of 1974, the City of Roseburg entered into a Regional Treatment Concept Agreement with North Roseburg and North Umpqua Sanitary Districts and Douglas County.

In March of 1977, CH 2 M Hill submitted its report containing the environmental impact assessment and a recommended course of action for funding and constructing a
regional treatment facility. The report concluded that user rates would have to be increased in order for the local governments to finance their portion of the project cost.

While the two service districts were in a legal position to increase their rates, the user rate for the City of Roseburg was limited by the City charter. Any increase in city sewer rates would require an amendment to the charter by a vote of the citizens. On two separate occasions the charter amendment question was placed before the voters (February 14, 1976 and September 24, 1979). The charter amendment was defeated on both occasions.

Without the charter amendment to allow the city to raise the sewer user rate, the city was unable to continue as a party to the Regional Treatment Concept Agreement. In accordance with the provisions of the

On April 29, 1980, the Roseburg City Council commissioned the consulting firm of Brown and Caldwell to analyze the feasibility of converting the city's existing treatment plant into a regional facility. The report was submitted to the City Council on October 13, 1980, and concluded that the city's treatment plant could be expanded to serve as a regional facility. The report contains preliminary findings which suggest conversion of the existing plant could be accomplished at a lower total cost than construction of a new facility at another location.

The Brown and Caldwell study was accepted by the Roseburg City Council, but never formally submitted to DEQ or EPA, due to uncertainty in federal funding programs and the continuing problem of the Charter limitation on fees. The City and the two Districts attempted to enter into another Regional Treatment Agreement which would have called for City participation at such time as the Charter limitation was lifted, but this agreement was never ratified due to potential legal complication.

Due to lack of an agreement and the inability of the City to charge a 'fair and equitable' user charge, EPA dropped the ranking of the Roseburg urban area from 3rd to 33rd in the State of Oregon.
In March of 1981, the City and the two Districts initiated joint efforts once again, by forming the Roseburg Regional Wastewater Facilities Advisory Committee. This committee, working with its associated Citizen Involvement Committee, re-evaluated regional sewer facility alternatives and engaged CH2M Hill to update the facilities plan and adjust it to conform to the proposed Urban Growth Boundary as the potential service area. The Committee also evaluated a financing plan and alternatives of a management plan. The Advisory Committee's formal recommendation to the Boards of the two Districts and to the City Council on April 8, 1982, was to form a Sanitary Authority whose boundaries conformed to the UGB and which would assume the responsibility for providing sanitary service from the two Districts and the City. Also recommended was the adoption of the facilities plan recommending the expansion and updating of the existing City treatment plant. The City Council and the two District Boards adopted the Committee's recommendation in May of 1982.

The Roseburg Urban Sanitary Authority was approved by the electorate on March 29, 1983. Since its formation, the Authority has hired a manager, adopted a budget for fiscal year 1983-84, and is scheduled to assume wastewater treatment operation July 1, 1983. It is also proceeding with its schedule calling for a bond election for treatment plan expansion and updating in September of 1983. Within that timeframe, it will be formally resubmitting an updated facilities plan to DEQ and EPA for federal funding eligibility, which may reduce the local funds necessary.
**Solid Waste**

The collection and disposal of solid waste is a service essential to the health, safety, appearance and proper function of the Roseburg urban area. Society in general is facing the growing problem of solid waste disposal. National figures indicate an alarming per capita increase in waste generation during the past sixty years. In 1920 the per capita average was 2.75 pounds of solid waste produced per day; in 1970 the per capita amount had increased to five pounds per day; and by 1979 the average was up to 8.41 pounds per day per capita. This translates to about eight cubic yards, or around 3,000 pounds of solid waste per person per year.

Solid waste takes many forms and is generated by a great number of sources. By far the largest generator of solid waste is the domestic household. Commercial and industrial sources also account for a significant amount of the total volume. Wastes include everything from newspaper and tin cans to tires and appliances; lawn clippings to animal carcasses; street sweeping to bed springs. Septic pumping, demolition and building refuse, and junked auto bodies add further to the solid waste burden. The increasing volumes of solid wastes have significant adverse consequences for the urban area in terms of environmental quality, economy, natural resources, aesthetics, and administrative problems.

**Management**

Solid waste management in the Roseburg urban area is provided by Douglas County. The current solid waste management program was developed in the Solid Waste Management Stu@ prepared by the Douglas County Engineer's office in 1973, although the County had been operating under a solid waste ordinance administered by the County Health Department since 1970. The County Health Department still administers the ordinance, but responsibilities for actual maintenance and operation now lie with the Public Works Department.

The City of Roseburg also has a solid waste ordinance which it administers. The ordinance primarily establishes regulations for the collection and hauling of garbage within the city limits; establishing a collection franchise and setting service charges.
Although the City does not have its own sanitary landfill site, the ordinance does specify that all solid waste collected within the City shall only be disposed of at the County-operated facility.

The Oregon Department of Environmental Quality (DEQ) is responsible for licensing the operation of sanitary landfills and other waste disposal sites. DEQ establishes and enforces operating rules and monitors both the material going into the disposal site as well as the quality of water runoff and seepage. In addition, DEQ provides technical assistance with solid waste management planning, including the location of suitable future landfill sites, recycling programs, and financial assistance.

**Roseburg Landfill**

Douglas County's solid waste management program utilizes the regional or centralized landfill site concept. That is, solid waste is collected at various transfer sites throughout the county and then transported for ultimate disposal at the central landfill. The landfill serving all of Douglas County outside the coastal area is located at the west end of McClain Avenue about a mile southwest of the present city limits. (Described specifically as: Lots 7 & 8, Plat "B" of Umpqua Park Addition.) The site contains 91 acres.

The Roseburg landfill accepts household refuse, tires, car bodies, demolition and building waste, dead animals and septic pumpings. The solid waste is hauled from transfer sites by county trucks. Franchise collectors and individuals also contribute significant quantities which are compacted and covered daily.

According to 1980 County Public Works records, the Roseburg landfill accepts approximately 457,200 cubic yards of solid waste annually. The landfill has an estimated life of approximately 16 years with continued current landfill practices. The volume of solid waste has been increasing at a rate of approximately 2% per year. This slight increase presents no problem with transporting or processing; however, the capacity of the site will, rapidly be exhausted without alternate methods of disposal.
The Roseburg landfill receives half of its total annual solid waste through the transfer site system. Transfer sites are located at Tiller, Canyonville, Myrtle Creek, Camas Valley, Lookingglass, Glide, Oakland, Yoncalla and Elkton. Table F-7 shows the estimated amount of solid waste placed in the Roseburg landfill from sources around Douglas County.

**TABLE F-7**
**ANNUAL SOLID WASTE DISPOSAL**
**ROSEBURG LANDFILL (1980)**

<table>
<thead>
<tr>
<th>SOURCE</th>
<th>CUBIC YARDS</th>
<th>TONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Camas Valley</td>
<td>8,280</td>
<td>910</td>
</tr>
<tr>
<td>Canyonville</td>
<td>24,960</td>
<td>2,745</td>
</tr>
<tr>
<td>Elkton</td>
<td>6,840</td>
<td>752</td>
</tr>
<tr>
<td>Glendale</td>
<td>11,460</td>
<td>1,260</td>
</tr>
<tr>
<td>Glide</td>
<td>24,840</td>
<td>2,732</td>
</tr>
<tr>
<td>Lookingglass</td>
<td>22,440</td>
<td>2,468</td>
</tr>
<tr>
<td>Myrtle Creek</td>
<td>41,760</td>
<td>4,594</td>
</tr>
<tr>
<td>Oakland</td>
<td>45,240</td>
<td>4,977</td>
</tr>
<tr>
<td>Roseburg</td>
<td>200,000</td>
<td>22,002</td>
</tr>
<tr>
<td>Tiller</td>
<td>4,320</td>
<td>475</td>
</tr>
<tr>
<td>Yoncalla</td>
<td>24,900</td>
<td>2,739</td>
</tr>
<tr>
<td>Other Sources</td>
<td>42,160</td>
<td>4,638</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>457,200</td>
<td>50,292</td>
</tr>
</tbody>
</table>

**SOURCE:** Solid Waste In Douglas County, Summary Report
Douglas County Public Works Department, 1981.
There are several approved industrial waste sites within Douglas County. These sites are approved and monitored by DEQ specifically for industrial waste disposal. The majority of these sites are for the disposal of such materials as cinders, ashes, mill yard cleanup, wood, boiler flash, log pond dredging, small wood chunks, dirt and rock. None of the industrial waste disposal sites are located within the Roseburg urban area. There are no approved hazardous material disposal sites located within the urban area, or within Douglas County for that matter. However, disposal of small quantities of some hazardous wastes at the Roseburg landfill under specified conditions is allowed by DEQ. The disposal site can accept limited amounts of some types of agricultural pesticides, but larger quantities of hazardous or toxic material must be transported to an approved DEQ hazardous waste disposal site.

Solid Waste Problems

As noted above, society is producing solid waste at an increasing rate and the Roseburg landfill is not expected to last through the decade at the present rate of solid waste generation.

There are two obvious solutions to the problem; (1) develop a new sanitary landfill at another location, or (2) reduce the amount of material being placed in the existing landfill.

The establishment of new landfills is no easy matter. Both environmental and social concerns make the siting of new landfills difficult. Solid waste disposal sites have traditionally been thought of as breeding grounds for insects, rats and disease; however, modern sanitary landfill techniques have significantly reduced these undesirable conditions. Water pollution is also a problem. When rain water and surface runoff filter through a landfill it becomes contaminated with minerals, chemicals and other undesirable substances and can result in stream and ground water pollution. Landfills must be located in areas where natural geological and soil conditions reduce the possibility of water pollution to an acceptable level. Local residents resist the establishment of new landfill sites in their area. The transport of solid waste to a central landfill results in high traffic volumes; particularly heavy truck traffic. The transport of household garbage to landfill by individuals also causes problems in the area; most
notably the scattering of debris along the roadway. New landfill sites must be located in areas where the operation will have minimal impact on local residents.

**Solid Waste Alternatives**

Once a landfill is established, it should be utilized in the most efficient manner possible to extend its period of usefulness.

There are several options available to reduce the volume of material entering the landfill. A commonly applied technique for volume reduction, although not applied locally, is mechanical shredding. Shredding results in a more homogeneous solid waste, reducing total volume by as much as 50% (allowing twice as much material to be placed in the landfill). Mechanical compacters which compress the waste material (either pre-shredded or in bulk) into bundles or bales can also greatly reduce the amount of space required to dispose of solid waste.

Resource recovery is another option for greatly reducing the amount of material entering the disposal site. Resource recovery is a general concept referring to any productive use of what would otherwise be waste material requiring disposal. The concept includes recycling, material conversion and energy recovery. Resource recovery from mixed municipal refuse involves the centralized processing of collected raw material to extract useful materials and energy. A resource recovery system requires a large and constant supply of material. It also requires a market for the end product. Most recovery systems include separation of ferrous metals. Some systems also recover nonferrous materials and glass.

The most efficient systems are designed to recover large amounts of the incoming waste, leaving no more than 25 percent, by weight, for landfill disposal.

Energy is derived from sorted combustible materials which form a fuel used in boilers to produce steam either for industrial production or to produce electricity. This fuel can also be sold to supplement existing boilers. The term used for this fuel is "Refuse Derived Fuel" (RDF).
In 1974 a study was done for the South Coast area of Oregon to explore the feasibility of a resource recovery plant. The findings were that an energy recovery plant in the Coos Bay-North Bend area producing either processed fuel or steam for sale is technically and economically feasible. Such a feasibility study is currently being undertaken by the Douglas County Public Works Department. Preliminary findings are scheduled for publication in late 1981.

While done on a very limited basis, the primary means of recovery of materials in the Roseburg urban area at present, is through source separation. Source separation is the setting aside of recyclables and waste materials at their point of generation for segregated collection and transport to specialized processing sites. Transportation can be provided either by residents, city collection, volunteer recycling or service organizations., A wide variety of materials can be utilized in this manner including glass, metal, tires, appliances and lubricating oil.

Recycling bins or sheds are located near several dumpsite box sites throughout the County which are serviced by Sunrise Enterprises and the Lighthouse Mission of God, which market the materials to recyclers. There is also a used lubricating oil storage tank at the Roseburg landfill as well as at several transfer sites, automobile dealers, and service stations. It is estimated that 1,176 tons of solid waste were recovered-during 1979; however, this is only a small percentage of the total potential for resource recovery.
FIRE PROTECTION

Fire Protection service in the Roseburg urban area is provided by the Roseburg Fire Department and Douglas County Fire District No. 2 (DCFD 2). Although the two departments have mutual aid agreements, as discussed below, DCFD 2 provides service to the unincorporated urban area around the city, while the City department generally limits its protection service to the incorporated area.

The City Fire Department operates from three stations within the city. The central station is located in the downtown area at the intersection of Rose and Lane Streets. North Roseburg is served by the station on Garden Valley Boulevard near the V.A. Hospital entrance. The station on West Harvard at Pilger Street provides protection for the west Roseburg area. Each station is situated so as to have a response time to most parts of the city under three minutes.

During the 1979-80 fiscal year the City Fire Department was staffed by 33 full-time employees. Table F-8 provides a breakdown of Fire Department manpower. In addition, the Department has a force of 26 non-paid volunteers. Table F-8 also provides a listing of the Department's heavy equipment and the locations of the three stations.
TABLE F-8
FIRE PROTECTION FACILITIES, EQUIPMENT AND MANPOWER
CITY OF ROSEBURG FIRE DEPARTMENT
1980

**FACILITIES**

<table>
<thead>
<tr>
<th>Station No.</th>
<th>Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. 1</td>
<td>744 S.E. Lane Street</td>
</tr>
<tr>
<td>No. 2</td>
<td>2177 West Harvard Avenue</td>
</tr>
<tr>
<td>No. 3</td>
<td>801 N.W. Garden Valley Boulevard</td>
</tr>
</tbody>
</table>

**EQUIPMENT**

<table>
<thead>
<tr>
<th>Quantity</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>First Line Pumpers - 1000 GPM</td>
</tr>
<tr>
<td>3</td>
<td>Reserve Pumpers - 1000 GPM</td>
</tr>
<tr>
<td>1</td>
<td>Snorkel Truck - 85 foot</td>
</tr>
<tr>
<td>1</td>
<td>Salvage Truck</td>
</tr>
<tr>
<td>1</td>
<td>Foam Truck - Pickup Chassis</td>
</tr>
<tr>
<td>1</td>
<td>Four-Wheel Drive Pickup for Grass and Brush Fires</td>
</tr>
<tr>
<td>2</td>
<td>Pickups - Fire Marshal and Fire Inspector</td>
</tr>
<tr>
<td>1</td>
<td>Sedan - Chief's Car</td>
</tr>
</tbody>
</table>

**MANPOWER**

<table>
<thead>
<tr>
<th>Quantity</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Chief</td>
</tr>
<tr>
<td>1</td>
<td>Fire Marshal</td>
</tr>
<tr>
<td>1</td>
<td>Fire Inspector</td>
</tr>
<tr>
<td>1</td>
<td>Safety Inspector</td>
</tr>
<tr>
<td>1</td>
<td>Secretary</td>
</tr>
<tr>
<td>26</td>
<td>Non-paid Volunteers</td>
</tr>
<tr>
<td>3</td>
<td>Battalion Chiefs</td>
</tr>
<tr>
<td>6</td>
<td>Captains</td>
</tr>
<tr>
<td>9</td>
<td>Driver Engineers</td>
</tr>
<tr>
<td>7</td>
<td>Fire Fighters</td>
</tr>
<tr>
<td>3</td>
<td>Firemen</td>
</tr>
</tbody>
</table>

The City of Roseburg currently has a fire rating of Class 5. Fire ratings are based on the level of service or protection provided and are used to establish fire insurance rates for property owners. The last system-wide evaluation was conducted by the Insurance Service Office of Oregon (I.S.O.) in 1977. The major area of deficiency was found to be the City's water system, including storage capacity, alternate transmission routes, and fire hydrants. Water system deficiencies are discussed in the Water System section of this Element. However, it should be pointed out that since the last I.S.O. evaluation, the City's water system has been upgraded considerably. The Roberts
Creek Emergency intertie has been completed, providing the City an alternate water source. Construction has begun on a 4 million gallon reservoir, which when completed, will double the systems total storage capacity. The Fire Department is also aggressively upgrading hydrant protection. During the 1979-80 fiscal year alone, about 70 fire hydrants were added to the system.

Douglas County Fire District No. 2 is a special service district which provides fire protection to the unincorporated portion of the Roseburg urban area. While the district has fire stations which serve the urban area, none are actually located within the urbanized area. Until recently, the district did have a station inside the City on Garden Valley Boulevard, but this facility was replaced by two new stations; one at the intersection of Garden Valley Road and DeJ Rio Road about 31 miles northwest of Roseburg; the other on Buckhorn Road at Dixonville, about 31 miles east of the City. A third station is located on Hwy. 99 near its intersection with College Road north of Winchester. Further away from the Roseburg urban area, District No. 2 also has stations in Melrose and Green.

Firefighting manpower at each station is one full-time employee per 24-hour shift, except at the Dixonville stations, where two full-time firefighters are on duty each 24-hour shift.

All together, the district employs about 30 full-time personnel in addition to a volunteer force of about 75. Table F-9 lists the heavy equipment based at each of the district's fire stations. A breakdown of district manpower is not available.
<table>
<thead>
<tr>
<th>FACILITY</th>
<th>EQUIPMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Station No. 1 - Dixonville</td>
<td>1 Small Tanker, 1 Large Tanker, 1 Brush Truck, 1 Engine Company</td>
</tr>
<tr>
<td>Station No. 2 - Green</td>
<td>2 Engine Companies, 1 Brush Truck</td>
</tr>
<tr>
<td>Station No. 3 - Melrose</td>
<td>1 Engine Company, 1 Small Tanker, 1 Large Tanker, 1 Brush Truck</td>
</tr>
<tr>
<td>Station No. 4 - Winchester</td>
<td>1 Aerial Ladder Truck, 1 Brush Truck, 1 Large Tanker, 1 Engine Company</td>
</tr>
<tr>
<td>Station No. 5 - Garden Valley</td>
<td>1 Engine Company, 1 Large Tanker, 1 Small Tanker, 1 Brush Truck</td>
</tr>
</tbody>
</table>

Fire ratings vary throughout the district, depending primarily on the availability of fire hydrants and distance from a station. Most within the urbanized area, where public water (hydrants) is available, are rated Class 5. Areas without fire hydrants, but within five miles of a station are Class 8 and areas further away are Class 9. With the recent establishment of the Garden Valley and Dixonville stations, few areas of the district are more than five miles from a station.

The City of Roseburg and Fire District No. 2 have a long-standing mutual aid agreement between them. The agreement provides that, upon request, the district will provide assistance to the City Fire Department and the City will assist the district. City ordinance prohibits the Fire Department from leaving the City limits to fight fire except on a mutual aid call.

Whenever the City annexes territory such territory is subsequently withdrawn from District No. 2. State law (ORS 222-524 to 222-530) provides that upon withdrawal of territory from the district, the City shall assume responsibility for any bonded indebtedness of the annexed territory as well as any operating tax liability of the annexed territory for the current fiscal year. The City is then obligated to pay to the
district the amount of revenue it would have otherwise received if the territory had not been withdrawn from the district.

At the same time, the district must transfer assets to the City which is assuming fire protection responsibility for the newly annexed territory. Such division or transfer of district assets is based on a formula which gives consideration to the assessed valuation of the whole district and the part withdrawn, the types of assets, and their location and intended use. However, such division of assets shall not cause the district to have a lower level of fire protection or result in a less favorable fire insurance grade classification.

In actual practice the difference between the City's assumption of debt and the districts division of assets is done as a single action and any difference can be made through a transfer of money or an equal value of equipment or facilities.

While future growth of the Roseburg urban area will require an increasing level of fire protection service, continued cooperation between the City and Douglas County Fire District No. 2 will help to assure that an adequate level of service will be provided.
POLICE SERVICES

The Roseburg urban area is served by three law enforcement agencies. The City police department is the primary law enforcement agency within the city proper, while most law enforcement service in the unincorporated urban area is provided by the Douglas County Sheriff's Department. Roseburg is also located in District No. 3 of the Oregon State Police.

The City police force is presently made up of 30 sworn law enforcement officers and 11 civilian employees. Table L-10 provides a listing of current (1980) police department manpower. It is not possible to identify urban area manpower commitments by the Sheriff's Department and State Police since these agencies operate on a county-wide or district wide basis.

TABLE F-10
LAW ENFORCEMENT MANPOWER
CITY OF ROSEBURG POLICE DEPARTMENT
1980

<table>
<thead>
<tr>
<th>CRIMINAL INVESTIGATION AND PATROL PERSONNEL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Police Chief</td>
</tr>
<tr>
<td>Secretary</td>
</tr>
<tr>
<td>Lieutenants</td>
</tr>
<tr>
<td>Sergeants</td>
</tr>
<tr>
<td>Corporals</td>
</tr>
<tr>
<td>Patrolmen</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>COMMUNICATIONS PERSONNEL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dispatchers (Police &amp; Fire)</td>
</tr>
<tr>
<td>Records Clerk</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PARKING CONTROL PERSONNEL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervisor (Meter Mechanic)</td>
</tr>
<tr>
<td>Parking Enforcement Officer</td>
</tr>
<tr>
<td>Part-time Parking Officer</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ANIMAL CONTROL PERSONNEL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Part-time Officer</td>
</tr>
</tbody>
</table>
Both the City and County utilize the "roving patrol concept in the urban area, maximizing the benefits of flexibility. Within the City, the Police Department usually has four patrols plus one sergeant on the streets most of the day. Patrols are usually reduced during early morning hours. Flexibility in city-wide patrolling allows periodic concentration on problem areas. The County usually has two patrols on duty in the urban area; one to the north of the city and one to the south. Again, County Sheriff's patrols are kept flexible to allow concentration on specific areas as the need arises.

Unlike the City Fire Department, the Police Department does not have formal mutual assistance agreements with other law enforcement agencies. Nevertheless, the City Police Chief has stated that all law enforcement agencies in the urban area have a high degree of mutual cooperation and provide assistance when called upon.

The City has a 20-person capacity jail facility located at the municipal building. The City jail's purpose is to confine adult males arrested and held for City Ordinance violations. The average occupancy is six to eight prisoners. All women and juveniles to be held, as well as all other persons arrested and held for State offenses (usually felonies), are lodged in the County jail facility. The City has an informal agreement with Douglas County for housing prisoners; the current rate is $10.00 a day. Additional expenses, such as medical care, revert to the City. Transportation of City prisoners held in the County facility is the responsibility of the City.

The City also has an informal agreement with the District Attorney, State Police and Sheriff's Office referred to as the Homicide Team. While the District Attorney has sole jurisdiction in homicide cases, the various law enforcement agencies contribute manpower and equipment to the team as requested. The law enforcement agency within whose jurisdiction the crime was committed becomes the primary investigative body, with the other members of the team assisting.

The City Police Department has no set policy regarding adjustments in force strength to reflect increases in both population and city size. Rather, the approach used is one of flexible anticipation and response, of which a key element is coordination with other City departments regarding notice of annexations, large-scale changes in land use, or areas of special concern.
In addition to enforcement activities, the City Police Department engages in an active crime prevention program. The major target of the program is burglary, which is the fastest growing crime in the city.

In order to assess the extent of crime in the city, as well as the effectiveness of law enforcement and crime prevention, the Police Department has participated in two victimization surveys conducted by the Oregon Law Enforcement Council; one in 1977 and another in 1979. Only results from the 1977 survey are currently available.

While the results of the 1979 survey are required to determine changes in crime and law enforcement effectiveness since 1977, the results of the first survey are in themselves enlightening.

Of the 520 city households surveyed, nearly 70 percent of the respondents were aware of the Police Department's crime prevention program. Nearly 90 percent of the respondents indicated that they felt secure from criminal victimization. At the same time, the survey revealed that over half of the surveyed crimes and attempted crimes were not even reported to the police. However, the victimization rates for the crimes of burglary, larceny and motor vehicle theft were substantially lower in Roseburg than they are in Portland and the nation as a whole. The most frequently occurring crimes against the city's commercial establishments in Roseburg are bad checks, shoplifting and vandalism. However, in terms of property loss, the most costly commercial crime was employee theft.

Again, it will be necessary to review the findings of the 1979 survey before any trend in the City's crime rate, or the impact of the Police Departments crime prevention program, can be determined.

Historically, the City's philosophy toward law enforcement has been one of flexibility; responding to conditions as they develop. However, it is a truism that urban growth is accompanied by a corresponding increase in criminal activity. As the Roseburg urban area continues to grow, the current level of the community's perceived security will probably decrease; resulting in a demand for a higher level of law
enforcement at the expense of flexibility. For it is also a truism that as a police force grows larger and subsequently raises its level of sophistication, the degree of flexibility it enjoys suffers a corresponding decrease.
HEALTH SERVICES AND FACILITIES

The availability of quality health care facilities and services in Roseburg has been a significant factor in attracting people to the urban area. In addition to a wide range of services available to meet the health care needs of the area's population, there are three major medical facilities located in the Roseburg area; Douglas Community Hospital, Mercy Medical Center and the United States Veteran's Administration Hospital. All three facilities are acute care hospitals with a wide range of services. The Veteran's Administration Hospital limits its facilities, however, to qualified veterans and their dependents. The V.A. facility has a bed capacity of 417, of which 75 are nursing home beds. Though in previous years it was considered to be a neuropsychiatric hospital, and still does have considerably more than normal numbers of patients in this category, it does offer full acute care in-patient medical service to the qualified group. Mercy Medical Center is currently licensed for 111 beds and Douglas Community is licensed for 133 beds. Both Douglas Community Hospital and Mercy Medical Center are qualified under the Social Security Administration for the care of "Medicare" patients. A 1980 report published by the Western Oregon Health Systems Agency calculates that Douglas County appears to be somewhat over-bedded in proportion to the service area population. According to the agency's calculations, there will be 92 excess beds in Douglas County in 1985, when compared to current licensed capacity. The excess capacity is attributed to the Roseburg area hospitals as well as to other hospitals in the county.

Hospital bed need projections are based on the total patient-days for each hospital during the current year. The total service area population is then divided by the number of patient-days and the current use rate is derived. Bed need projections for future years are correlated with population projections for the service area.

In addition to the three major hospitals, construction has begun on a facility which will provide radiation treatment for cancer patients. The project is sponsored by the Community Cancer Foundation; a non-profit, community based organization. The facility will use a linear accelerator to generate radiation used by a resident oncologist for radiation therapy. Construction of the new facility is scheduled to be completed by the fall of 1980. When established, the cancer treatment center, as well as the other
facilities and services offered by the medical health care facilities in the urban area, will have identified and satisfied all of the services which the Douglas County Health Plan has described as being capable of being provided to the community.

There are four nursing homes in the urban area: Douglas County Nursing Home operated by Douglas County, the Veteran's Administration Hospital Nursing Unit and two private facilities, Grandview and Rosehaven. Douglas County recently completed an extensive remodel of the Douglas County Nursing Home and has provided for the first time, skilled nursing beds eligible for Social Security Administration reimbursement under the Medicare Program in Douglas County. This construction was completed in 1979 and the nursing home is not yet operating at its 116 resident capacity, particularly the skilled nursing beds. Both private facilities are usually always at or near capacity.

Douglas County operates a large, well-staffed public health department. Although service is provided throughout the county, the Health Department is based at the County Health and Social Services Center in the Old Mercy Hospital building in Roseburg. The department's primary focus is on prevention of disease and promotion of the physical and mental health of the county's residents. Costs vary; some services are free and others are based on a sliding fee scale according to ability to pay. Community health nurses provide immunizations, physical assessments, health screening, health education, counseling and referrals. Other services provided include: Communicable Disease Control Program, Chronic Disease Program, Dental Health Clinic, Family Planning Clinic, Venereal Disease Clinic, Public Health Education Program and Medical Examiner's Office. The County also operates a Family Services Clinic which provides services to persons with mental and/or emotional disorders and those who have life problems. This includes child guidance, marital counseling and family counseling. The Clinic also performs testing, diagnosis and evaluation of clients.

The public health needs of the area are also being met by the Medical Assistance Program of the Adult and Family Services Division of the State of Oregon. Under this program, commonly known as "Medicaid," eligible residents are provided basic payment of medical expenses when they are excessive to a family. The theory behind the program is that only a percentage of any family's income should go for
medical expenses. In the case of low income families when the medical expenses become a burden, they may receive assistance.

Senior citizens in the community are also eligible for "Medicare" to help pay their medical expenses. Under this program, payment of many medical expenses are picked up by the federal government. Although there is no age limit to the "Medicaid" program, only those over sixty-two are eligible for "Medicare" payments.

While this section of the element has identified a multitude of programs that are helping to meet the health needs of the Roseburg urban area’s citizens, any attempt to evaluate how well they are meeting those needs is beyond the scope of this element. Local health planning is the responsibility of the Douglas County Comprehensive Health Planning Council. In 1975, the Council adopted the Douglas County Health Plan. The Plan describes the status of local health services, and provides for their future development to 1985. As previously mentioned, the full range of medical services identified in the Health Plan as being needed will be available to Douglas County residents once the new cancer treatment center is operational. The Health Plan will be reviewed periodically to ensure an appropriate level of health care services and facilities is maintained.
EMERGENCY SERVICES

Ambulance

There are three ambulance service operations in the urban area; Community One, which operates out of Douglas Community Hospital; Medic-4, which operates out of Mercy Medical Center; and, Billy Mohr Ambulance, an independent service. All three operations provide fully equipped transport service staffed by paramedical personnel trained in coronary care, respiratory therapy and trauma. Additionally, the two hospitals operate Critical Care ambulances which are somewhat unique to the Roseburg area. Ambulance service is regulated by the Douglas County Ambulance Ordinance. Administration and enforcement of the ordinance is the responsibility of the Sheriff's Office. Emergency medical service is also provided by both the City Fire Department and Rural Fire District No. 2. All paid firemen are trained Emergency Medical Technicians (EMT). In 1979 about 70 percent of the emergency runs made by the two fire departments were for EMT assistance.

Emergency Operation Plans

Both Douglas County and the City of Roseburg have developed emergency operation plans. These plans outline operational procedures to be employed in the event of a large scale emergency or disaster. The basic concept of the plans is to facilitate the orderly utilization of all available emergency resources to deal with the effects of a disaster. Both the City and County plans are coordinated with the Emergency Service Division of the State of Oregon.

The Sheriff's Office has equipment on hand to establish a 200 bed mobile hospital or emergency shelter. The Sheriff's Office also operates a Search and Rescue Division which participates in search and rescue operations involving lost persons, drowning, downed aircraft, automobile accidents, and recovery of persons stranded during times of flooding, snow storms, etc.
As of July 1, 1980, Central Douglas County, including the entire Roseburg urban area, has had an operational 911 emergency call system. Separate phone numbers for fire, police and medical emergencies have been replaced by a single number--911.

Calls to the 911 system go to the Douglas County Sheriff’s dispatch center and there connected to the appropriate emergency service agency. The agency then dispatches its equipment and personnel to the emergency scene.

The system features instant callback capability which allows the dispatch center to locate the caller even if he has hung up or been disconnected. Cost of installation and maintenance of the 911 system has been financed by Douglas County. Development of the system was closely coordinated with Pacific Northwest Bell which provides telephone service throughout the Roseburg urban area.
EDUCATION

The Roseburg urban area is located within Roseburg School District No. 4. Ten of the district's 13 schools lie within the urban area and consist of seven elementary, two junior high and one senior high. The school system operates on grade separations of 1-6, 7-9 and 10-12. The district does not presently operate a kindergarten although there are numerous private kindergartens located throughout the urban area.

Enrollment figures for the last five years (1975-1979) show that District No. 4 schools within the urban area experienced an overall decline in the student population. However, it should be noted that total enrollment figures for district schools within the urban area during the 1979-80 school year experienced a slight increase and appear to have stabilized. Projecting into the near future, the school district expects the student population to remain relatively stable although a gradual increase is anticipated. At present, the district has the capacity to accommodate any normal increase in student population.

Table F-11 illustrates the total student enrollment for each District No. 4 school within the urban area and the percentage of increase or decrease in the student population from 1975 through 1979. The enrollment figures were obtained from enrollment reports prepared during the latter part of September for each of the five years given.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastwood Elementary</td>
<td>243</td>
<td>230</td>
<td>246</td>
<td>240</td>
<td>229</td>
</tr>
<tr>
<td>Fir Grove Elementary</td>
<td>252</td>
<td>241</td>
<td>221</td>
<td>276</td>
<td>274</td>
</tr>
<tr>
<td>Fullerton IV Elementary</td>
<td>870</td>
<td>375</td>
<td>354</td>
<td>333</td>
<td>339</td>
</tr>
<tr>
<td>Hucrest Elementary</td>
<td>416</td>
<td>407</td>
<td>384</td>
<td>390</td>
<td>421</td>
</tr>
<tr>
<td>Riverside Elementary</td>
<td>360</td>
<td>331</td>
<td>330</td>
<td>337</td>
<td>321</td>
</tr>
<tr>
<td>Rose Elementary</td>
<td>278</td>
<td>283</td>
<td>294</td>
<td>294</td>
<td>258</td>
</tr>
<tr>
<td>Winchester Elementary</td>
<td>474</td>
<td>457</td>
<td>498</td>
<td>481</td>
<td>488</td>
</tr>
<tr>
<td>John C. Fremont Junior High</td>
<td>901</td>
<td>905</td>
<td>828</td>
<td>828</td>
<td>814</td>
</tr>
<tr>
<td>Joseph Lane Junior High</td>
<td>899</td>
<td>862</td>
<td>839</td>
<td>849</td>
<td>876</td>
</tr>
<tr>
<td>Roseburg Senior High</td>
<td>1,615</td>
<td>1,676</td>
<td>1,639</td>
<td>1,548</td>
<td>1,562</td>
</tr>
<tr>
<td>TOTALS</td>
<td>5,808</td>
<td>5,767</td>
<td>5,633</td>
<td>5,576</td>
<td>5,582</td>
</tr>
</tbody>
</table>

Other District No. 4 Schools (Melrose, Green & Sunnyslope) 893 859 886 908 901

TOTAL District No. 4 Enrollment 6,701 6,626 6,519 6,484 6,483

PERCENT OF TOTAL URBAN AREA YEARLY ENROLLMENT DECLINE OR INCREASE

1975-1976 - Less than 1% Decline
1976-1977 - Approximately 2.3% Decline
1977-1978 - Approximately 1% Decline
1978-1979 - Less than 1% Increase

SOURCE: Roseburg School District No. 4

It should be noted that fluctuation in enrollment figures for elementary and junior high schools may occur as a result of alterations in school attendance boundaries. Alterations in attendance boundaries will usually occur when overcrowding is experienced at a particular school.

Table F-12 summarizes important data pertaining to Roseburg District No. 4 schools within the urban area. The district does not assign student capacities to its
various schools. Instead, it conducts an on-going assessment of student capacity for schools within the district and various formulas are used that take into account the needs of schools and subject matter.

Twenty-five students is considered to be the maximum number of students for classroom instruction. However, this number does not apply to all types of classes or grade levels and is therefore somewhat arbitrary and subject to fluctuation. This situation creates problems in trying to assign student capacities for district schools.

<table>
<thead>
<tr>
<th>TABLE F-12</th>
<th>ROSEBURG SCHOOL DISTRICT NO. 4</th>
<th>SCHOOLS WITHIN THE URBAN AREA</th>
</tr>
</thead>
<tbody>
<tr>
<td>APPROXIMATE SIZE OF SCHOOL SITE</td>
<td>GRADES TAUGHT</td>
<td>SEPTEMBER ENROLLMENT FIGURES</td>
</tr>
<tr>
<td>Eastwood</td>
<td>32.0</td>
<td>1-6</td>
</tr>
<tr>
<td>Fir Grove</td>
<td>6.9</td>
<td>1-6</td>
</tr>
<tr>
<td>Fullerton IV</td>
<td>9.7</td>
<td>1-6</td>
</tr>
<tr>
<td>Hucrest</td>
<td>11.7</td>
<td>1-6</td>
</tr>
<tr>
<td>Riverside</td>
<td>7.0</td>
<td>1-6</td>
</tr>
<tr>
<td>Rose</td>
<td>3.5</td>
<td>1-6</td>
</tr>
<tr>
<td>Winchester</td>
<td>10.0</td>
<td>1-6</td>
</tr>
<tr>
<td>John C. Fremont</td>
<td>20.0</td>
<td>7-9</td>
</tr>
<tr>
<td>Joseph Lane</td>
<td>22.0</td>
<td>7-9</td>
</tr>
<tr>
<td>Roseburg Senior High</td>
<td>20.0</td>
<td>10-12</td>
</tr>
</tbody>
</table>

SOURCE: Roseburg School District No. 4
Private Schools

There are several private schools located within the Roseburg urban area. The majority of these are kindergartens and preschools, however, there are also four parochial schools. Table F-13 summarizes information concerning church affiliated schools. It should be noted that both the Nazarene School and the Roseburg Christian School have only been operating since 1974 and 1975 respectively, and therefore the dramatic increase in student enrollment witnessed in the figures below should not be interpreted as a probable future trend.

<table>
<thead>
<tr>
<th>SCHOOL</th>
<th>ENROLLMENT 1975-76</th>
<th>ENROLLMENT 1979-80</th>
<th>GRADES TAUGHT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nazarene School of Roseburg</td>
<td>90</td>
<td>163</td>
<td>1-12</td>
</tr>
<tr>
<td>Roseburg Christian School</td>
<td>14</td>
<td>157</td>
<td>K-12</td>
</tr>
<tr>
<td>Roseburg Junior Academy</td>
<td>95</td>
<td>129</td>
<td>K-12</td>
</tr>
<tr>
<td>St. Joseph's Catholic School</td>
<td>132*</td>
<td>175</td>
<td>1-9</td>
</tr>
</tbody>
</table>

*Does not include kindergarten enrollment

Future School Needs

In 1975, the District No. 4 School Board appointed a citizen's committee to inspect facilities and properties owned by the District, to assess the needs of each and to submit a report to the Board concerning the needs projected to exist in the district during the next ten years (1976-1986). The recommendations detailed in this report have largely been followed up to the present. The district uses the Citizen's Committee Report as a guideline in making deliberations. Some modification to these earlier recommendations has occurred as a result of the "Market Study, Land Use Study and Financial Analysis" prepared by R. J. Frank and Associates. This particular study focused primarily on three parcels owned by the district: the current high school; Riverside Elementary; and the undeveloped Stewart Parkway site.

This study recommended to the school board that the existing high school be retained and that "as they become available, residences along Bellows, Alva, Birch and
Finlay (to the north and west of the high school) should be purchased." With regard to the Stewart Parkway site, the study recommends that the "site should be sold either in total or in part depending upon the District's decision on the current high school. If the high school is retained at its current location (and no new junior high or other school is needed), the entire parcel should be sold. If the high school (or any other school) is relocated to Stewart Parkway, the remainder of the site should be sold. No sale of any of the Stewart Parkway site is recommended until sewer service is available."

After examining the Riverside School site, the study noted that "the decision to retain Riverside as a school can be made, on a financial basis, by comparing the revenue which can be generated by the sale of the existing facility and the cost of construction of a substitute facility."

Following completion of the R. J. Frank and Associates study, a citizen's committee was formed to address the question of whether to remodel the existing senior high school or build a new one on another site. Using the findings of this study, the committee recommended to the school board that the existing school be remodeled. The board has since hired an architect to plan the remodeling.

In addition to those sites currently being utilized as schools, the district also owns several other properties within the urban area: the 10-acre Newton Creek site, located south of Newton Creek Road; the 60-acre South Engle site, located adjacent to Stewart Parkway; the 18-acre Charter Oaks site, located south of Calkins Road; the 11-acre Garden Valley site; the 10-acre Riversdale site, located at the intersection of Garden Valley Road and Curry Road; and the Maintenance/Warehouse/Administration site (4.8 acres).

The Citizen's Committee Report recommended in 1976 that the Newton Creek site should be retained for consideration as a potential location for new construction of an elementary school. This committee also recommended that the Charter Oaks site and the Riversdale site be considered for sale or trade. The South Engle site, also known as the Stewart Parkway site, was studied in greater detail in the more recent R. J. Frank and Associates study. The recommendations of this study have already been discussed.
The school board has formed a Building and Sites Committee composed of school board members who have expertise in related areas. This Committee meets to consider and make recommendations to the board on anything related to district property, from the selection of architects to buying and selling property and selecting colors for a building.

Special Programs

Special programs for students in Roseburg School District No. 4 have been developed and implemented at a rapid rate during the past few years. These programs are numerous and varied and are briefly discussed below.

Currently, classes for the educable and trainable mentally handicapped exist within regular school settings for all eligible school age people. In addition, programs for the emotionally disturbed are provided at all grade levels.

Roseburg has the distinction of being the first school district in the Northwest to implement an Extreme Communication Disorders (ECD) program for autistic children. The ECD class provides a highly structured individualized program for those students who have exhibited severe communication and behavior disorders from birth or early childhood.

The Learning Disabilities Program provides instructional programs for those students who have difficulty in maintaining the academic achievement levels normally expected of their age and grade placement. A learning disabilities teacher is assigned to every elementary school.

The Adjustive Education Program is designed to benefit those students whose behaviors are such that they significantly distract or interfere with their educational progress, or that of other students in the school setting.
The Home Instruction Program is a tutorial service provided for students who are hospitalized or homebound, unable to attend school, but are still able to receive instruction in regular school subjects.

The Indo-chinese Refugee Assistance Program is a federally funded grant tutorial program designed to assist Indo-chinese refugee children of school age in developing English language skills. The goal of this program is to enable these students to participate in school activities at an acceptable level.

The Multiple Handicapped Program is a county-wide service which began in 1973. All students who require placement in the program are bused to the site of instruction, and transportation is provided through the Douglas County Intermediate Education District (IED). Students with multiple handicaps are currently served at two sites. The school age children attend Fir Grove Elementary School and preschool students attend a preschool housed at the YMCA. The goal of the program is for the children to develop physical, academic and social skill levels to the degree that they may be mainstreamed or can function within society.

Speech and hearing therapy is available to Roseburg area students through the Douglas County Intermediate Education District (IED).

The Resource and Media Center is housed in the office of Special Programs and serves teachers of special students. The center contains a variety of instructional materials and equipment as well as a catalog file of current educational material, professional journals and literature.

The Student Evaluation Center (SEC) is a function of the Office of Special Programs as a service to children, their parents, and their teachers. The SEC staff consists of skilled evaluation specialists trained to serve as consultants to teachers and students in diagnosing and remediating academic difficulties as well as planning individualized goals for referred students.

Other programs offered by the school district include the Able and Gifted Program; the Dual Credit Program for college bound students; the Work Experience
Program; and the Construction Program where students construct a house under the supervision of an instructor.

Umpqua Community College (U.C.C.)

Umpqua Community College (U.C.C.) was established in 1964 by a vote of the people of Douglas County to meet the post-secondary educational needs of its residents. The College is accredited by the Northwest Association of Secondary and Higher Schools and by the Oregon State Board of Education. Umpqua Community College awards two nationally recognized degrees: Associate in Arts and Associate in Science.

What began 16 years ago as a few classes held at Roseburg High School, has now grown to 18 buildings and many programs offering hundreds of courses. During this same period, an estimated 30,000 persons from the nearly 85,000 residents of the college district have enrolled in classes at the College.

The 100 acres of land on which the campus is located was donated by Mr. and Mrs. Elton Jackson. The campus has been built in phases with construction beginning in 1967 following voter approval of a five-year serial levy to finance building and construction cost for the first two phases. State and federal allocations provided additional funds. After district voters approved a bond issue, five additional buildings were completed by the 1971-72 academic year. The Fine Arts Building was completed in 1979. It was paid for by state building funds allocated to the College and interest earned on a bond levy approved by the voters in 1969. Currently under construction is the Educational Skills Building. State funds and local building fund monies are enabling the construction of this building which will house the learning skills center, data processing department and instructional materials center.

The College also owns .80 of an acre lying adjacent to Fir Grove Park in Roseburg. This park-like site will most likely be developed for educational purposes in the near future.
As an integral part of higher education in Oregon, Umpqua Community College relates its offerings to other schools in the state. However, the College believes that its primary responsibilities are to provide educational and personal growth opportunities for the local individual and is dedicated to meeting the educational, cultural and occupational needs of the college district.

Specific efforts toward fulfillment of these responsibilities can be witnessed in the programs and services provided by the College. These functions are illustrated below.

**Occupational Preparatory Program.** For students who desire a career program of two years or less, Umpqua Community College offers one and two-year courses in vocational and technical education. Special courses of less duration are provided to meet special community and student needs.

**College Transfer Program.** A lower division college program is provided for students who plan to transfer to four-year institutions offering the baccalaureate degree.

**Community Education Program.** The college provides courses which will contribute to effective living as individuals, family members, citizens, and workers. Courses are designed to meet immediate occupational needs, to improve skills of those already employed, to meet social and cultural needs, and to improve personal competencies in a variety of areas.

**Developmental Education.** Recognizing the need of a number of persons for development of competencies in basic skills, the college offers courses in fundamental communication and mathematics. Also provided through the Learning Skills Center are opportunities in basic education, high school completion, and tutorial assistance community Services. In addition to its curricular offerings, the college serves the community by bringing programs of educational, cultural, and social value to the campus. The college also contributes to the community through faculty involvement in community affairs and by making its staff and facilities available for community use.

**Counseling.** The counseling program is designed to contribute to achievement of the college's educational purposes. Educational planning, career information, referral
services, testing, job placement, and personal counseling are included in the services offered.

**Student Services.** The college provides a number of student services including financial aid, food services, bookstore, and health services. Opportunities are also provided for student development of activities. Participation and leadership are encouraged in student government, clubs, student publications, recreational activities, social events, competitive athletics, and community services.

Table F-14 summarizes the U.C.C. "headcount" enrollment figures for the period beginning with the 1968-69 school year and ending with the 1978-79 school year. These figures serve to illustrate the significant growth in total student enrollment as well as providing a breakdown of enrollment by term and division. Total student enrollment during this 11-year period increased by over 300 percent. Out of the 12,146 students enrolled during the 1978-79 school year, 6,504 or approximately 53 percent listed Roseburg as their city of residence.

Although Roseburg School District No. 4 is not anticipating a substantial increase in student enrollment in the near future, and while there are currently no plans for major facility improvements within the urban area (excepting the senior high school), there is still a need for coordination and cooperation between the school location and siting should be done in close coordination with ongoing comprehensive planning, taking into consideration the neighborhoods the schools are to serve, any physical limitations, the impact upon the transportation system, projected residential growth patterns and pedestrian access. Acquisition of school sites should also be coordinated with local governmental bodies in order to further the joint acquisition and development of park and school sites.
TABLE F-14
UMPQUA COMMUNITY COLLEGE
HEADCOUNT ENROLLMENT FIGURES

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<td>Summer</td>
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<td>290</td>
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<td>297</td>
<td>218</td>
<td>309</td>
<td>358</td>
<td>414</td>
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By Division

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<td>College Transfer</td>
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<td>644</td>
<td>729</td>
<td>743</td>
<td>841</td>
<td>801</td>
<td>860</td>
<td>999</td>
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<td>7,376</td>
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</table>

Public library services and facilities are provided by Douglas County. The main branch is located in the Courthouse adjacent to the Roseburg City Hall. The library has been at this location since 1956 when it was moved from the Willis House where it was operated as the Roseburg City Library. Roseburg annually contributes $8,000 toward continued operation of the library.

Library branch offices are also located in all cities in the County except Elkton. Two bookmobiles, each carrying some 3,000 books, travel throughout Douglas County delivering library service to rural areas.

Public use of the library has been steadily increasing over the years. From 1975 to 1980 the number of books checked out of the Roseburg main branch has increased an average of three percent each year. In 1979, 277,417 books were borrowed from the main branch. While some of the increased usage can be attributed to population growth, historically, in times of economic slow-down, library use has become more pronounced as citizens pursue less costly forms of recreation. Moreover, this trend will likely accelerate in light of higher energy costs. It is expected that the Douglas County Library will become more heavily used in the future.

The existing facility currently houses 206,268 volumes in an area of 13,000 square feet, half of which is devoted to support activities and administration. Limited space does not permit all materials to be available for circulation at one time.

Although no specific plans have yet been developed to enlarge or relocate the main branch, County government annually contributes $100,000 to a sinking fund established for this ultimate purpose.
GOVERNMENT AND COMMUNITY SERVICES

In addition to its role as the primary commercial center of Douglas County (see Economic Element), Roseburg is also the center of a great deal of governmental activity. A recent survey conducted by the Roseburg Planning Department revealed some 35 separate State and Federal government agencies with offices in the urban area. As the seat of county government, Roseburg is the location of most of Douglas County's operations as well (although some County departments have branch offices in other areas).

The relationship between agencies of other units of government and the Roseburg Urban Area Comprehensive Plan is addressed specifically in other elements of this document as well as in other sections of this element. Policies concerned with intergovernmental coordination and cooperation can be found throughout the Plan.

City Government

The City of Roseburg was incorporated as a municipality on October 3, 1872. By an amendment to the City Charter in 1946, the structure of City government was changed from a Mayor-Council form to a Council-Manager form. The amendment states that "the City Manager shall be the chief executive officer and head of the administrative branch of the City government and shall be responsible to the City Council."

The City Council is made up of eight councilmen. Two councilmen are elected from each of the four wards of the City by the qualified voters of the ward from which they are chosen. Their term of office is four years with one-half of the Council being elected every two years (one from each ward).

The Mayor is the executive of the municipal corporation, and it is his duty to exercise supervision over its general affairs through the City Manager. He presides over all meetings of the Council at which he is present, but he has no vote therein except in case of a tie. He annually presents to the Council a general statement of the condition of the affairs of the City and recommends the adoption of such measures as he may
deem expedient and proper. No ordinances passed by the Council can go into effect or be of any force until approved by the Mayor.

The Mayor is elected on a nonpartisan ballot by the qualified voters of the city for a term of two years and holds office until a successor is elected and qualified. The term of office begins on the first of January following his election.

To be eligible for the office of Mayor or Councilman a person must be a qualified elector in the city. Each Councilman must also be a resident of the ward from which elected. Like the Mayor, the Council receives no compensation for their services, but both Mayor and Councilmen may be reimbursed for actual expenses incurred by them in the performance of their duties. The term of office of these elected officials commences on the first day of January following their election.

Commissions are appointed by the Mayor with approval of the City Council. These commissions are an essential part of a smooth running, representative City government and act as advisors to the City Council. They may hold hearings and inquiries so as to thoroughly study issues on which they must act. The City Council often relies on boards and commissions to act as a community forum on important issues.

PLANNING COMMISSION

The Planning Commission is responsible for the preparation and recommendation to the City Council of long range plans for the physical development of the City. It hears requests for changes and modifications of these plans and conducts public hearings on applications for variances and changes to the Zoning Ordinance, studies and makes recommendations on annexations, acquisitions of public lands, street abandonment and many other public improvements.

PARKS & RECREATION COMMISSION

The Parks and Recreation Commission studies and makes recommendations
to the City Council on the type and adequacy of City recreational services and the need for various programs. The Commission conducts detailed studies and proposed new programs involving City parks and recreational facilities.

AIRPORT COMMISSION

is composed of seven members; one of whom is a City Councilperson, who has the title of Airport Commissioner and serves as Chairperson. The other six members are appointed by the Mayor, confirmed by the Council, and at least four members must be residents of the City. The City Manager is an ex-officio member and the Recorder/Treasurer acts as secretary. The appointment term is three years.

The powers of the Commission are advisory to the Mayor and Common Council and consist of the following:
1. To recommend long-range plans for improvement of the airport.
2. To develop a program of traffic stimulation, both in the fields of commercial and private flying.
3. To make periodic reports to the Council, Mayor, and City Manager regarding problems relative to the airport.

BOXING COMMISSION

The Roseburg Boxing Commission was founded by Ordinance No. 858 in 1925. The Commission consists of five members appointed by the Mayor with the advice and consent of the Council. At least one member shall be a reputable, licensed, practicing physician and the term of office for all members will be for two years and will coincide with the Mayor's term of office.

TRAFFIC SAFETY COMMISSION

The Traffic Safety Commission was created by Resolution No. 73-30 in 1973 and revised by Resolution No. 75-5 in 1975. The Commission consists of seven members which shall include one member of the Common Council and six citizens, at least four of whom shall be residents of the City and who shall hold no other official capacity with the
City. The appointment term is three years. The duties and responsibilities of the Commission include the following:

1. To coordinate citizens' traffic activities;
2. To make recommendations concerning traffic matters to the Common Council and City Manager;
3. To recommend to the Common Council and appropriate City officials ways and means for improving traffic conditions and the administration and enforcement of traffic regulations;
4. Carry on a comprehensive program of public traffic safety and education.

ECONOMIC & DEVELOPMENT COMMISSION

The Economic & Development Commission was created by Ordinance No. 2001 in 1975. The Commission consists of seven members, one of whom shall be the Chairperson, together with six citizens, at least four of whom shall be residents and inhabitants of the City and who shall hold no other official capacity with the City. The appointment term is three years. The duties and responsibilities of the Commission include the following:

1. Evaluate the City's existing programs and improvement projects and make recommendations to the Common Council and the City Manager for their continuance, discontinuance or modification.
2. Receive input from the general public relative to the economic betterment and improvement of the City and make reports and recommendations to the Common Council and the City Manager.
3. Recommend to the Common Council and the appropriate City officials ways and means for improving the economic betterment and improvement of the City.
4. Seek to develop and coordinate close communications and relationships between the City government, Chamber of Commerce, private business and industries and interested citizens relative to the economic betterment and improvement of the City.
5. When directed by the Common Council, and with such facilities as may be provided for the purpose, it shall carry on a comprehensive program of economic betterment and improvement.
ROSEBURG TRANSPORTATION COMMISSION

The Roseburg Transportation Commission was created by Ordinance No. 2162 in 1978. The Commission consists of seven members, one of whom shall be the Chairperson, together with six persons at least four of whom shall be residents and inhabitants of the City and who shall hold no other official capacity with the City. The duties and responsibilities of the Commission are:

1. To consider and formulate long range planning to meet the present and future needs of public transportation in the City of Roseburg and its environs.

2. To monitor the existing operation of the public transportation system of the City and make such periodic reviews thereof as may be necessary to plan for and put into effect continuing efficient, serviceable and economic operation of the system within available confines and equipment.

3. To develop and periodically update a program for user stimulation of the system.

4. To establish routes and schedules which will provide such public transportation within the City as may be reasonable within equipment and financial availabilities and with the concurrence of the Common Council to plan for and extend routes into areas outside of but in the vicinity of the City.

5. To study, formulate and make recommendations to the Common Council as to rates to be charged to users of the system with the understanding that the rates shall finally be fixed by the Common Council.

6. To review and make recommendations to the Budget Committee and Common Council on all budget requests for operation and maintenance of the system.

7. To make periodic reports to the Common Council as to the operation of the system and to call attention to any problems relative to the system or as to other matters which might require Council attention for improvements to the system.

WATER COMMISSION

The Water Commission was created by Resolution No. 77-57 in December, 1977. The Commission consists of seven members which shall include one member of the Common Council, who shall act as Chairperson; four water system consumers who
reside within the City; and two water system consumers who reside outside the City. The appointment term is two years. The duties of the Commission are advisory only in nature and include the following:

1. Make observations of the operation and management of the municipal water system.
2. Periodically study the consumer rate structure of the system.
3. Consider and plan for a long-range operation and management program for the system.
4. Investigate and study means of affecting economies in operation and management of the system.
5. Study and consider ways and means of improving the system and the service it can provide to the consumers.
6. Make recommendations to the Common Council relative to the above matters and as to any other matters which the Commission may feel to be for the good of the system and for the benefit of the consumers.

BUDGET COMMITTEE

The Budget Committee is established by ORS 294-336. The Budget Committee consists of the members of the Common Council and an equal number of residents of the City. The appointed members shall not be officers, agents, or employees of the City. The appointed members' terms are staggered and are for a duration of three years.

The Budget Committee approves all budget documents for the City of Roseburg.

CITY DEPARTMENTS

To carry out the many phases of the City's services, the various functions are organized into the following departments. At the head of each of these departments is a Director who is responsible to the City Manager for conducting the affairs of that department.
**Recorder/Treasurer**

The City's primary source of revenue comes from ad valorem taxes, state subvention funds, franchise fees and many other sources. This department's duty is to administer the City's revenues and expenditures according to the adopted budget. In addition, the Recorder/Treasurer has control over the sewer billing, water billing, cashiering and handling of all City funds. The Recorder/Treasurer is charged with the investment of all reserve funds and accounts. The department is also in charge of investigating and processing requests for business licenses and permits. The Recorder is the official secretary of the City Council and does other studies as required by the City Manager.

**Public Works Department**

The Public Works Department consists of five divisions: the Street Division, responsible for street maintenance and repair; Engineering Division, responsible for engineering, preparation and administration of all contract projects in the City; Sewer Division, responsible for operation and maintenance of sewer treatment plant and collection system; Shops Division, responsible for maintenance and repair of all City vehicles and equipment; Water Division, responsible for the operation and maintenance of water plant, services, and collection system.

**Building Department**

This department is responsible for enforcement of the building code, issuing building permits, reviewing plans and making on-site inspections to ensure the work is performed according to established standards.

**Planning Department**
The Planning Department is responsible for the administration of the City's Comprehensive Plan, Zoning Ordinance, and Subdivision Ordinance. The Department also conducts both short-range and long-range studies relating to land use. All planning activities are closely coordinated with other city departments as well as with other units of government which may be affected by such activities. The Planning Department provides staff support to the Planning Commission and various committees studying land use matters.

Parks & Recreation Department

The main responsibilities of this department are to develop and maintain adequate recreation facilities and provide a variety of recreational activities for every member of the family and plan ahead for future citizens.

Fire Department

The primary goal of the Fire Department is protection of life and property of the citizens of Roseburg from loss by fire. To achieve its goals, the department conducts fire inspections and investigations to determine and eliminate causes of fire. Other activities of the department include grade school fire prevention programs, training of industrial fire brigades, and enforcement of the Uniform Fire Code. The Fire Department is discussed in greater detail in another section of this element.

City Attorney

The City Attorney provides legal advice to the City Council and City officials, prepares legal documents, contracts and ordinances, and acts as the City's attorney in prosecution of criminal cases.

Municipal Judge
The Municipal Judge is appointed by the City Council and shall hold office during the pleasure of the Council.

The Municipal Judge shall be the judge of the municipal court of the City of Roseburg and shall have jurisdiction over all violations of City ordinances.

**Hearings Officer**

The Hearings Officer, which may consist of one or more persons, is appointed by the City Manager to hear applications for zone changes, conditional use permits and variances. He/she shall serve at the pleasure of the City Manager.

An organizational chart of the City government is provided on the following page.

**County Government**

Douglas County operates under law as provided for in the State Constitution.

The governing and administrative body is known as the Board of County Commissioners. It is composed of three members elected at large. They run for numbered positions: One, Two, or Three. The Commissioners are elected for staggered four-year terms. Their duties are to serve as governing body, establish budget, supervise county property, appoint non-elective officers, boards and commissions.
CITIZENS OF ROSEBURG

ELECT

MAYOR AND COUNCIL

APPOINT

BOXING COMMISSION
AIRPORT COMMISSION
PLANNING COMMISSION
BUDGET COMMISSION
ECONOMIC DEVELOPM'T
PARKS AND RECREATION COMMISSION
TRAFFIC SAFETY COMMISSION
WATER UTILITIES COMMITTEE
TRANSPORTATION COMMISSION

CITY MANAGER
MUNICIPAL JUDGE
HEARINGS OFFICER

PUBLIC WORKS
POLICE
BUILDING
FIRE
PLANNING
PARKS ADMIN.
LEGAL
RECORDS
FINANCE

ENGINEERING
UTILITIES
PATROL
INVESTIGATION
MAINTENANCE
DISPATCH

MAINTENANCE
PREVENTION
SUPPRESSION
MAINTENANCE
RECREATION
GOLF
BUILDING MAINT.

MUNICIPAL ORGANIZATION of the CITY OF ROSEBURG
The Commissioners in conjunction with the Budget Committee have power to levy county taxes. If the amount levied exceeds the constitutional six percent limitation, the amount in excess of the limitation must be approved by the voters at a budget election. The commissioners have the authority to make appropriations and authorize bonds.

The Board of County Commissioners also controls county-owned property and pass upon claims against the county. It has authority over county functional and administrative departments other than those headed by another elected official.

The county functions as an agent of the state. However, the steady growth in size and scope of local government and the great shift in population from farm and city to "suburban" areas have created an expanding role for the county.

Although more and more county functions, such as roads, law enforcement, welfare, health and education are now shared or supervised at the state level, the "County Home Rule" constitutional amendment approved by the people on the 1958 ballot gave Oregon counties more autonomy to meet local needs. Douglas County is not presently a "Home Rule" County, but the County Commissioners could by resolution establish a home rule committee to study the operation and problems of county government and determine whether it would be advisable to prepare a home rule charter for the county.

In addition to the county services discussed elsewhere in the Plan, Douglas County government provides many other services. Of particular relevance to planning and land use are the Planning Department, Surveyor's Office, Public Works Department, Assessor's Office and Building Department.

Cooperation between city and county government is essential to the orderly and efficient provision of services in the urban area. Lack of cooperation and coordination between units of government can result in a lack of services in some areas, while other areas end up with overlapping services and facilities. The effective implementation of intergovernmental coordination in the Roseburg urban area is to be facilitated through a
mutually adopted Urban Growth Management Agreement in conjunction with an Urban Growth Boundary.

State and Federal Government

As previously noted, there are about 35 state and federal agencies with offices in the Roseburg urban area. The relationship of state and federal governments to the Roseburg Urban Area Comprehensive Plan is addressed specifically in other elements of this document (see Population, Natural Resources, Housing, Economic, Transportation, Energy, Historic Preservation, Natural Hazards, Parks and Recreation and Land Use Elements). Policies contained within other elements of the Plan illustrate the City's recognition of the importance of intergovernmental cooperation and coordination to ensure the social, economic and physical

Community Services

A wide range of social services are made available to local citizens through the efforts of many non-governmental organizations. These valuable services include health, education, financial assistance, housing, food, aid to the handicapped, employment, emergency service and many more.

Any attempt to list all of these organizations would extend far beyond the scope of this section of the Public Facilities and Services Element and a description of the services provided would require an entire volume of its own. However, such a volume or "catalog" does exist.

Every two years, through the joint efforts of Umpqua Regional Council of Governments, the Central Douglas County Inter-Agency Council publishes the Douglas County Community Services Directory. The 1980 edition contains 200 pages and lists 224 separate agencies and organizations within Central Douglas County. Descriptions of the various organizations' purpose or mission, as well as the services each provide are given. Other information, such as fees, eligibility for service, source of funding and areas served is also provided.
FINDINGS

Water

1. Domestic water service is provided to nearly all of the Roseburg urban area via five different water systems. The Roseburg municipal system provides service to about 6,200 customers inside the City, and another 2,620 customers outside the City, of which about 360 are served via the Dixonville Water System (300) and the Three Pines Water System (60). Roberts Creek Water District provides service to urban and rural areas to the south of Roseburg, while Umpqua Basin Water Association serves the rural areas to the north and west of the urban area.

2. Umpqua Basin Water Association is primarily a rural system which serves areas to the north and west of the urban area. This system has an independent source and is not connected with other systems.

3. The North Umpqua River is the source of most domestic and industrial water consumed in the urban area. Umpqua Basin has rights to 9.1 cubic feet per second (cfs) at its Browns Bridge intake and the Roseburg system has rights to 31 cfs at the Winchester intake.

4. Twenty-five cubic feet per second of the City's existing water rights predate minimum flow requirements for the North Umpqua River. All future water rights will be limited by minimum stream flow standards established by the state.

5. The treatment capacity of the Roseburg water plant is currently limited to 3.4 million gallons per day (mgd) during winter months and 10 mgd during summer months. Umpqua Basin's treatment capacity is limited to about 1.25 mgd. At the present time, Umpqua Basin's peak demand exceeds treatment capacity.

6. Treated water is transmitted to the Roseburg distribution system via a 30-inch and a 20-inch line. The older sections of the transmission line are badly deteriorated and require constant maintenance.
7. Umpqua Basin has recently applied for a Farmer's Home Administration loan of one million dollars to finance improvements which will allow the system to meet expected demand over the next ten years. None of the improvements will extend into areas serviceable by the Roseburg Municipal system.

8. Some existing Umpqua Basin facilities lie within portions of the urban area which could conceivably be annexed to the city (to receive sewer service) in the near future. The City and Umpqua Basin presently do not have an agreement concerning annexation of the Association's facilities.

9. The City's water system consists of over 100 miles of lines which vary in size from two inches to thirty inches. Some of the system is 60 years old and is deteriorating rapidly. Annually, 18 to 22 percent of the water in the system is lost due to leakage.

10. The City system has a storage capacity of 9.57 million gallons (mg) in eleven reservoirs ranging in size from 0.02 mg to 4.0 mg. This storage capacity leaves the system about 4 mg short of an ideal three-day supply.

11. Based on an estimated year 2000 service area population of 40,000 persons, the municipal water system will be required to supply an average daily flow of 7.81 mgd.

12. In 1977 the City water system was evaluated by the Oregon Insurance Service Office and was found to be in need of an additional 450 fire hydrants. Since that time, the City Fire Department has initiated an aggressive program to increase the number of hydrants on the system. About 100 new hydrants were added during the 1979-81 fiscal years.

13. In 1979, the City of Roseburg adopted the Roseburg Water System Master Plan. The Master Plan contains a detailed analysis of the existing system as well as specific recommendations for improvements to ensure the urban area's domestic water needs will be met to the year 2000. The Water System Master Plan has been incorporated into the Comprehensive Plan by reference.
14. Sanitary sewer service in the Roseburg urban area is provided by three separate agencies; North Umpqua Sanitary District, North Roseburg Sanitary District, and the City of Roseburg.

15. Sections of the City sewer system date back to 1915 and are in poor condition due to age. Most of the system (90%) was incorporated with the storm drain system which caused the treatment plant's capacity to be exceeded during wet weather months. The City is currently in the process of separating the systems and all new sewer lines must be constructed separately from storm drains.

16. The current estimated average dry weather wastewater flow in the Roseburg system is 2.0 mgd. During the winter months, storm runoff pushes the wastewater flow up to a maximum of about 115 mgd. Since the maximum amount of wastewater treated at the plant is around 5.5 mgd, over 95 percent of the wastewater at peak flow periods bypasses the plant and discharges directly into the South Umpqua River.

17. The North Roseburg Sanitary District's treatment plant treats sewage from that District as well as from the North Umpqua Sanitary District. Current treatment capacity is 2.0 mgd. The plant does not receive sewage mixed with storm runoff.

18. Neither the North Roseburg or Roseburg City treatment plants are capable of producing an effluent quality to meet current discharge standards for the South Umpqua River.

19. In order to ensure that standards will eventually be met, DEQ has placed operating limits on the facilities. The regulations prevent remodeling or additions to the existing treatment facilities unless such construction would result in the plant's total discharge meeting current standards. Historically, this requirement has been viewed as one which eliminates all options other than construction of a new treatment plant.
20. In 1978, the North Roseburg plant reached capacity and could accept no additional sewage. At that time, the City's plant had 600,000 gallons per day capacity remaining, of which 400,000 gallons was allocated to North Roseburg Sanitary District through an inter-agreement. By June of 1981, 34 percent of the remaining capacity had been used.

21. In 1979, there was 1,282 acres of vacant buildable land inside the City of Roseburg. It has been estimated that if all of this currently undeveloped land were to develop at the average city-wide density, it could create a demand for an added treatment capacity of 1.6 mgd. This is about 1.4 mgd more than present plant capacity. Growth trends during the past five years suggest the Roseburg treatment plant will reach capacity in the next two to five years (1982-1985).

22. Limited sewage treatment capacity in the Roseburg urban area represents perhaps the single most important constraint to future growth. Three basic alternatives appear available at this time; (1) the existing treatment facilities could be modified to meet effluent standard or a new "regional" facility constructed to partially or wholly replace the existing plants; (2) effluent discharge standards could be reduced to allow the existing plants to operate above their design capacity; or, (3) limit or stop future urban area development and growth.

Solid Waste

23. The collection and disposal of solid waste is a service essential to the health, safety, appearance and proper function of the Roseburg urban area. Solid waste management in the Roseburg urban area is provided by Douglas County. The current solid waste management program was developed in the Solid Waste Management Study prepared by the Douglas County Engineer's Office in 1973.

24. Solid waste generated in the Roseburg urban area is disposed of at Douglas County's central sanitary landfill located about a mile southwest of the City.
25. The Roseburg landfill accepts approximately 457,200 cubic yards of solid waste annually. The landfill has an estimated life of sixteen more years with continued current landfill practices. The volume of solid waste has been increasing at a rate of approximately 2 percent per year. This slight increase presents no problem with transporting or processing; however, the capacity of the site will rapidly be exhausted without alternate methods of disposal.

26. There are no approved industrial waste disposal sites located within the Roseburg urban area. There are no approved hazardous material disposal sites located within the urban area, or within Douglas County for that matter. However, disposal of small quantities of some hazardous wastes at the Roseburg landfill under specified conditions is allowed by DEQ.

27. The establishment of new sanitary landfill facilities requires considerable lead time to ensure that a site which is both environmentally and socially acceptable can be located. There is currently no local public policy regarding the location and development of a future landfill to serve the Roseburg urban area.

28. The remaining life expectancy of the Roseburg landfill could be as much as doubled if volume reducing practices were put into practice. Such measures could include shredding, compaction, combustion and resource recovery.

**Fire**

29. Fire Protection service in the Roseburg urban area is provided by the Roseburg Fire Department and Douglas County Fire District No. 2 (DCFD 2). Although the two departments have mutual aid agreements, DCFD 2 provides service to the unincorporated urban area around the City, while the City department generally limits its protection service to the incorporated area.

30. The City of Roseburg currently has a fire rating of Class 5. Deficiencies existing in the City's water system (storage capacity, fire flows, number of hydrants, etc.) were major factors preventing a more favorable rating. Since the 1977 rating, many of the major deficiencies have been corrected or improved.
31. Annexation of territory to the City results in a division of Fire District No. 2's assets (money, equipment or facilities). State law (ORS 222-524 to 222-530) requires that such division of assets shall not result in a lower level of fire protection or a less favorable fire insurance grade classification.

Police

32. The Roseburg urban area is served by three law enforcement agencies. The City Police Department is the primary law enforcement agency within the City proper, while most law enforcement service in the unincorporated urban area is provided by the Douglas County Sheriff's Department. Roseburg is also located in District No. 3 of the Oregon State Police.

33. The City Police Department has no set policy regarding adjustments in force strength to reflect increases in both population and city size. Rather, the approach used is one of flexible anticipation and response, of which a key element is coordination with other city departments regarding notice of annexations, large-scale changes in land use, or areas of special concern.

34. Unlike the City Fire Department, the Policy Department does not have formal mutual assistance agreements with other law enforcement agencies. Nevertheless, the City Policy Chief has stated that all law enforcement agencies in the urban area have a high degree of mutual cooperation and provide assistance when called upon.

Health Care

35. The availability of quality health care facilities and services in Roseburg has been a significant factor in attracting people to the urban area.
36. The three hospitals in Roseburg are currently licensed for a total of 586 beds, including 342 at the Veteran's Administration Hospital. The Western Oregon Health Systems Agency has calculated that Douglas County has more than an adequate availability of hospital beds. This is attributed primarily to the hospitals in Roseburg.

37. Douglas County operates a large, well-staffed public health department in Roseburg. The facility provides the public with a wide range of services and programs to promote the physical and mental health of the area's residents.

38. Local health planning is the responsibility of the Douglas County Comprehensive Health Planning Council. In 1975, the Council adopted the Douglas County Health Plan. The Plan describes the status of local health services, and provides for their future development to 1985.

39. The level of ambulance service in the Roseburg urban area is deemed to be very high when evaluated by such factors as vehicle to population ratio, communication system, training level of ambulance personnel, and type of emergency equipment available.

Schools

40. The Roseburg urban area is located within Roseburg School District No. 4. Ten of the district's 13 schools lie within the urban area and consist of seven elementary, two junior high and one senior high. Enrollment figures for the last five years (1975-1979) show that District No. 4 schools within the urban area experienced an overall decline in the student population.

41. There are four parochial schools in the urban area which have a 1979-80 combined enrollment of 624 students. Enrollment in private schools has nearly doubled in the last five years (1975 to 1980) while enrollment in the urban area's public schools has experienced an overall decline during the same period.
42. Fluctuation in enrollment figures for elementary and junior high schools occur as a result of alterations in school attendance boundaries when overcrowding is experienced at a particular school. The district does not assign student capacities to its various schools, but rather conducts an ongoing assessment of student capacity for district schools using various formulas that take into account specific facility and curriculum needs.

43. A "Market Study, Land Use and Financial Analysis" conducted for School District No. 4 has recommended that Roseburg High School be retained at its present site and that future expansion be facilitated through the purchase of nearby residential property on Bellows, Alva, Birch and Finlay Streets.

44. The School District has commissioned a Facility Needs Report and a Market Study which recommend disposal of some unused district property in the urban area, including a 60-acre site on Stewart Parkway and an 18-acre site in the Charter Oaks area.

45. Umpqua Community College is situated on a 100-acre site at the north end of the urban area. The facility provides a wide range of educational and vocational opportunities to the residents of Douglas County. In 1979, the college had an average enrollment of 4,600 students per term.

46. The existing community college site is of sufficient size to accommodate expected future growth to the year 2000. The site has good access and the full range of urban services, including public sewer and water.

47. The Main Branch of the Douglas County Library is centrally located in Roseburg at the Courthouse. The existing facility is too small to adequately accommodate the full range of services it is otherwise capable of providing. Expansion or relocation of the library is anticipated in the near future.
48. Patronage of the library has been increasing by about three percent annually. The central location of the facility and its proximity to other services and facilities, such as public transportation, may be a significant factor in its heavy usage by the public.

Social Services

49. A wide range of social services are made available to local citizens through the efforts of many nongovernmental organizations. These valuable services include health, education, financial assistance, housing, food, aid to the handicapped, employment, emergency service and many more. A complete listing of urban area social services is provided in the Douglas County Community Services Directory.

Government

50. Cooperation between city and county government is essential to the orderly and efficient provision of services in the urban area. Lack of cooperation and coordination between units of government can result in a lack of services in some areas, while other areas end up with overlapping services and facilities. The effective implementation of intergovernmental coordination in the Roseburg urban area is to be facilitated through a mutually adopted Urban Growth Management Agreement in conjunction with an Urban Growth Boundary.
ASSUMPTIONS

1. The City of Roseburg will be required to secure additional water rights on the North Umpqua River. Delays in securing these rights will reduce their effectiveness, as rights established by others will compete for the limited resource. Current water rights are adequate to serve projected urban area growth past the year 2000.

2. Continued deterioration of the City's water system will lower its ability to meet future demands unless a vigorous reconstruction and maintenance program is initiated.

3. The demand for additional municipal water service outside the city limits will stabilize after the establishment of an urban growth boundary and adoption of stronger annexation policies.

4. Recent and ongoing improvements to the City's water system will allow the area's property owners to enjoy a more favorable fire insurance rating unless future fiscal conditions force the city to cut back on the level of fire protection service which is currently provided.

5. Current waste discharge standards for the South Umpqua River will continue to be maintained at their current level, thus preventing the existing wastewater treatment facilities from exceeding their design capacity.

6. Continued separation of storm drains from the City's sewer system will reduce the amount of wet weather flows which currently bypass the treatment plant and discharge directly into the river; however, separation of storm water from the system will not raise the plant's treatment capacity.

7. Unless additional sewage treatment capacity is constructed, the Roseburg urban area will be faced with a moratorium on additional development by 1985.
8. Solid waste generation will continue to increase at a faster rate than population growth. A new sanitary landfill facility will be needed before 1990.

9. Resource recovery and recycling will become increasingly feasible from an economic viewpoint and will, to a limited degree, reduce the otherwise expected burden on solid waste disposal facilities.

10. Future territorial growth of the City will place an increasing burden on its fire protection services.

11. As the urban area continues to grow, the incidence of crime will increase, requiring a higher level of police service and necessitating more formalized cooperative agreements between law enforcement agencies.

12. The abundance of quality health care services and facilities will continue to attract people, particularly people of retirement age to the Roseburg urban area. Unless there is a major change in the manner of the delivery of health care, the future health care needs of the community will be met by existing providers either by greater utilization or expansion of present facilities.

13. Decreasing family size will continue to allow public schools to serve larger areas; however, overall growth of the urban area will create the need for more school facilities.

14. Disposal of currently unused school district property could result in an inadequate supply of future school sites in the urban area.

15. The school district will be faced with increasing demands for programs and facilities to meet the special needs of all school age children, including those with physical, mental, and emotional handicaps.

16. The library system will face an increasing demand for larger facilities and a wider range of specialized materials and programs.
17. As the Roseburg urban area continues to grow, cooperation and coordination between the City and other units of government will become increasingly essential in order to ensure the orderly, efficient and economical provision of the vast range of needed services and facilities.
GOALS, OBJECTIVES AND POLICY STATEMENTS

Goal

To provide a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for community development.

Objectives

1. Provide a level of public facilities and services adequate to meet the needs of existing and planned development.

2. Direct the location and timing of urban development by means of capital improvement planning which is closely coordinated with the Comprehensive Plan.

3. Optimize the utilization of existing facilities.

4. Reduce and, if possible, eliminate overlapping service areas within the Roseburg urban area.

5. Strive for continued and improved cooperation and coordination between other units of government as well as other public and private organizations which provide services to the urban area's citizens.

Policies

1. Facility and service planning in the Roseburg urban area shall use the Comprehensive Plan as the basis for decisions to ensure that needs of the urban area are met in a timely, orderly and efficient manner.

2. In addition to the physical, economic, energy and social considerations addressed by other policies in this Plan, the timing and location of urban development within the urban area shall be based upon the current or imminent availability of urban services; particularly public sewer and water.
3. In those portions of the urban area where the full range of urban services is not available, capital improvement programming for that area will be developed prior to extension of services intended to facilitate further development of that area.

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

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

6. The City Council shall establish a water allocation level for other water systems supplied through the Roseburg Municipal System. Except in the event of an emergency, the allocation level shall not be exceeded. The City Council may revise the allocation level at any time.

7. Wherever possible, new water distribution lines in the urban area shall be looped for all new developments, and except for cul-de-sacs, all new water distribution lines shall be a minimum of six inches in diameter. The size of any new main is to be based on planned density and type of use designated in the Comprehensive Plan.

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

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

10. The availability of adequate sewer service, both in terms of collection and treatment capacity, shall be a precondition to a development project.
11. Sanitary sewer service shall not be extended outside the urban growth boundary. Extension of city sewer service to property outside the City limits may only be made upon agreement to annex such property to the corporate City limits at such time as allowed by state statute.

12. The City shall work closely with Douglas County, the Special Districts and other public agencies to develop a waste water facilities plan to provide for the timely, orderly and efficient arrangement of sanitary sewer service to meet the projected needs of the urban area to the year 2000. The facilities plan shall contain a workable strategy for financing new collection, transmission and treatment facilities.

13. The City shall encourage, and cooperate with, Douglas County government to locate, plan and develop an alternate solid waste disposal site.

14. In order to provide the best possible service to the community, the Fire Department and Police Department shall periodically make a conscientious and studied evaluation of the department's operations and facility needs, with particular attention paid to new demands caused by urban growth, state directives and local inter-agency cooperative agreements. A written evaluation shall be prepared for the City Manager, who in turn may call attention to specific items for consideration by the City Council, Planning Commission or staff.

15. The City shall encourage and help facilitate the unification and consolidation of urban services within the Urban Growth Boundary.

16. The City shall strive to improve the level of cooperation with all agencies of local, state and federal government in order to ensure the timely, orderly and efficient provision of all public facilities and services essential to the social, economic and physical well being of the urban area and its citizens.