

**ROSEBURG CITY COUNCIL AGENDA – MARCH 14, 2016**  
City Council Chambers, City Hall,  
900 S. E. Douglas Avenue, Roseburg, OR 97470



**6:30 p.m. – Special Meeting**

1. Proposed Library District

**7:00 p.m. - Regular Meeting**

1. **Call to Order – Mayor Larry Rich**
2. **Pledge of Allegiance**
3. **Roll Call**  
Alison Eggers            Ken Fazio                            Victoria Hawks                    Steve Kaser  
Lew Marks                John McDonald                    Tom Ryan                         Andrea Zielinski
4. **Mayor Report**
5. **Commission Reports/Council Ward Reports**
6. **Audience Participation – See Information on the Reverse**
7. **Consent Agenda**
  - A. Minutes of February 22, 2016 Regular Meeting
  - B. Murray Smith & Associates Task Order – 2016 Pavement Management Overlays
  - C. ODOT Agreement – Stewart Parkway Bridge Deck Repair Project
  - D. Douglas County Agreement – Edenbower Grind/Inlay and Jurisdictional Transfer
8. **Public Hearing**
  - A. LUDO Phase 3, Ordinance No. 3458
  - B. Procurement of Camera Inspection System – Resolution No. 2016-04
9. **Resolutions**
  - A. Resolution No. 2016-05, Stewart Park Restroom Renovation Grant Authorization
10. **Department Items**
  - A. Capital Improvement Plan
11. **Items From Mayor, Council or City Manager**
12. **Informational**
  - A. Activity Report
13. **Executive Session ORS 192.660(2)**
14. **Adjournment**

**\*\*\* AMERICANS WITH DISABILITIES ACT NOTICE \*\*\***

Please contact the City Recorder's Office, Roseburg City Hall, 900 SE Douglas, Roseburg, OR 97470-3397 (Phone 541-492-6866) at least 48 hours prior to the scheduled meeting time if you need an accommodation. TDD users please call Oregon Telecommunications Relay Service at 1-800-735-2900.

## **AUDIENCE PARTICIPATION INFORMATION**

*The Roseburg City Council welcomes and encourages participation by citizens at all our meetings, with the exception of Executive Sessions which, by state law, are closed to the public. To allow Council to deal with business on the agenda in a timely fashion, we ask that anyone wishing to address the Council follow these simple guidelines:*

**Persons addressing the Council must state their name and address for the record, including whether or not they are a resident of the City of Roseburg. All remarks shall be directed to the entire City Council. The Council reserves the right to delay any action requested until they are fully informed on the matter.**

### **TIME LIMITATIONS**

With the exception of public hearings, each speaker will be allotted a total of 6 minutes. At the 4-minute mark, a warning bell will sound at which point the Mayor will remind the speaker there are only 2 minutes left. All testimony given shall be new and shall not have been previously presented to Council.

### **CITIZEN PARTICIPATION – AGENDA ITEMS**

Anyone wishing to speak regarding an item on the agenda may do so when Council addresses that item. If you wish to address an item on the Consent Agenda, please do so under “Audience Participation. For other items on the agenda, discussion typically begins with a staff report, followed by questions from Council. If you would like to comment on a particular item, please raise your hand after the Council question period on that item.

### **CITIZEN PARTICIPATION – NON-AGENDA ITEMS**

We also allow the opportunity for citizens to speak to the Council on matters not on this evening’s agenda on items of a brief nature. A total of 30 minutes shall be allocated for this portion of the meeting.

If a matter presented to Council is of a complex nature, the Mayor or a majority of Council may:

1. Postpone the public comments to “Items From Mayor, Councilors or City Manager” after completion of the Council’s business agenda, or
2. Schedule the matter for continued discussion at a future Council meeting.

*The Mayor and City Council reserve the right to respond to audience comments after the audience participation portion of the meeting has been closed.*

***Thank you for attending our meeting – Please come again.***

***The City Council meetings are aired live on Charter Communications Cable Channel 191 and rebroadcast on the following Tuesday evening at 7:00 p.m. Video replays and the full agenda packet are also available on the City’s website: [www.cityofroseburg.org](http://www.cityofroseburg.org).***

## ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



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### Proposed Library Service District

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Meeting Date: March 14, 2016  
Department: City Manager  
[www.cityofroseburg.org](http://www.cityofroseburg.org)

Agenda Section: Special Presentation  
Staff Contact: C. Lance Colley  
Contact Telephone Number: 541-492-6866

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### ISSUE STATEMENT AND SUMMARY

This agenda item is being presented to Council pursuant to a request to support a Douglas County Library System funding measure. The original request was presented to Council by the City Manager on February 8th. At that meeting staff indicated that we would schedule an additional discussion at your March 14<sup>th</sup> meeting. Because the meeting agenda is very lengthy, after conferring with Mayor Rich, we have scheduled a special session at 6:30 to discuss the issue further.

### BACKGROUND

The Douglas County Library System consists of the Douglas County Central Library in Roseburg and ten branch libraries located throughout the county. This issue was presented to City Council in late 2011; however a Library District was not formed at that time. A portion of the packet information from the 2011 discussion has been attached as background for this discussion.

I have provided a number of documents attached to this memo including a current presentation outline provided by the Save Our Libraries Political Action Committee (SOL PAC) (Exhibit #1); a series of questions that were asked during the 2011 discussions (Exhibit #2); brief answers to those questions as provided by Mr. Pugh (Exhibit #3); and two memos provided to Council by former City Manager Swanson in 2011 relating to some process questions and issues (Exhibit #4).

SOL PAC is currently investigating options for moving forward with the creation of an independent Library District that would have an autonomous Board of Directors and taxing authority under state statute and the Oregon constitution. At your last meeting, we were informed that in order for this district to serve the citizens of Roseburg and impose taxes within the City limits, the City Council would need to consent to the inclusion of all the area within City boundaries.

It recently came to our attention that SOL PAC is circulating petitions to gather signatures to place the special district on the ballot. At the time of this memo, we are not aware whether this is a parallel track or a new track, however ORS states

ORS 198.720 Boundaries; filing boundary change with county assessor and Department of Revenue. Except as otherwise specifically provided by the principal Act:

(1) A district may consist of contiguous or noncontiguous territory located in one or more adjoining counties. If any part of the territory subject to a petition for formation or annexation is within a city, the petition shall be accompanied by a certified copy of a resolution of the governing body of the city approving the petition.

I have reached out to SOL PAC Committee Member Jeff Pugh to see if he can provide answers to some additional questions but he is out of the office and will likely not return in advance of publication of the agenda.

I have asked Mr. Pugh to attend Monday's session to present updated information and to answer questions regarding the library proposal, where they are in the process, and what information or action they need from Council.

#### **A. Analysis**

I have evaluated the initial information provided by SOL PAC that was received from the Assessor's Office, and it does not appear to adequately address current compression. In 2012, property tax compression reduced taxes in the City by about \$150,000 without any impact from a new district. In the current fiscal year, compression has reduced taxes in the City by over \$300,000 without consideration of a new district.

The information provided to the SOL PAC by the Assessor's Office indicated that formation of a new district with a taxing capacity of 44 cents per thousand dollars of assessed value would cause an additional \$660,000 compression impact. Finance Director Ron Harker and I have continued to work with data provided by the County Assessor to try and determine how reliable the previous estimate was. While our evaluation does not support compression at the worst case, it does appear that roughly half of the personal and real property files inside the Roseburg City limits are currently in compression and 100% of those would continue in compression. If in fact a new levy/permanent rate did create that amount of compression, about 85% of the compression loss would be a direct reduction in the property tax available for collection and distribution to the City.

#### **B. Financial and/or Resource Considerations**

We do not currently have adequate or accurate information with which to determine the actual financial implications of the proposal. Our current estimates would deliver a range of impacts from between an additional compression amount of \$300,000 and \$650,000. At this time, we are not able to prepare a more accurate estimate.

Clearly a reduction of taxes within the City limits of an additional \$300,000 to \$650,000 would have a material impact on our operations. Since personnel costs continue to represent approximately 80% of our General Fund operating budget, the resulting impact would be the full time equivalent of between 5 and 10 FTE employees.

Staff requested information regarding how the 44 cent levy was derived, and it is apparently based on a level of funding that SOL PAC has determined is appropriate. Based on the information provided at your last meeting, it appears that the current County support for the library is approximately \$1.2 million, while the 44 cent levy would generate approximately \$3.9 million.

I am concerned that without further discussion regarding the impact on other public services provided by cities and the County, it continues to be difficult to evaluate the public benefit of this policy decision. Based on our preliminary evaluation, it would appear that a smaller levy amount or consideration of an operating levy rather than a permanent rate levy would have dramatically less impact than the current proposal would have on Douglas County, the City of Roseburg and any other jurisdictions in compression.

I specifically asked if a lower amount would be considered given the impact on other taxing entities and was told that the 44 cent per thousand was the only level being considered. Given that the levy would increase the funding level for the system 350 percent, I believe additional consideration should be given to the impact on others.

**C. Timing Issues**

SOL PAC asked to bring this issue to Council at your February 8<sup>th</sup> meeting initially to begin the discussion of their district formation to gauge your level of potential support for creation of a Library District. At your meeting you asked for this to be brought back for further discussion.

The group is currently researching the timeline requirements for placing the issue on a future ballot, so we do not currently have the final decision date as of the delivery of this memo. We will continue to work with SOL PAC to provide Council with information related to the timing issues. Until we can receive or develop accurate financial information, I still do not believe that we can make a sound policy decision relating to this request.

After your special session, if Council determines it is interested in supporting the district formation and levy proposal, it would be appropriate to direct Staff to develop a resolution for Council consideration at your next meeting. It will be necessary for SOL PAC to provide the City with all statutorily required information for inclusion in the resolution. Staff is prepared to work with SOL PAC to provide Council with the necessary information to make a decision and to develop appropriate policy documents.



Presentation by the **Save Our Libraries** PAC for Joining a  
**Douglas County Library District**

To be presented to the Roseburg City Council on:

**Monday, February 8, 2016 at 7:00 pm**

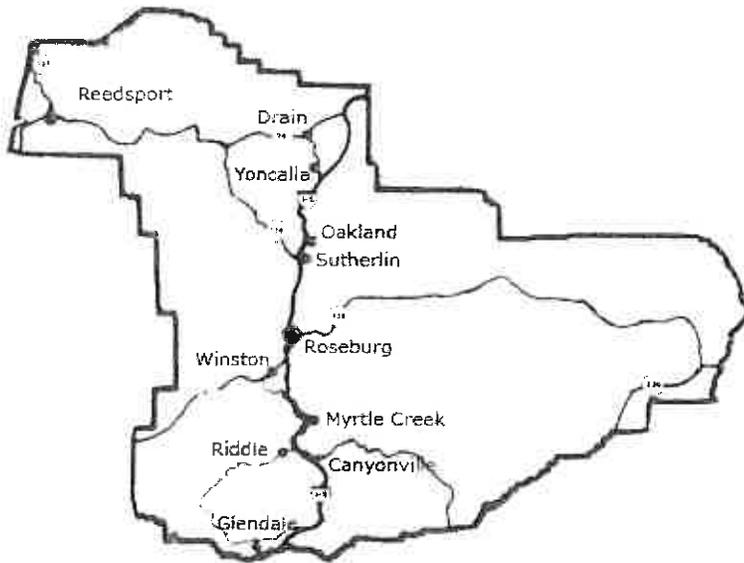
**CONTENTS**

- An Economic Feasibility Statement (which includes the Budget)
- A draft resolution opting in to the district - (also sent as an electronic copy)
- A link to a 5 minute video describing the functions of the Library System  
<https://vimeo.com/152779492>

**Outline of Presentation**

Introduction  
Why you should support a Library District  
Why the library is valuable  
Description of Feasibility Statement  
Ask for vote

*(Estimated time less than 15 minutes)*



## ECONOMIC FEASIBILITY STATEMENT FOR A DOUGLAS COUNTY (OR) LIBRARY DISTRICT

Prepared by Ruth Metz Associates  
Submitted January 12, 2016

The Douglas County Library System is being defunded by the Douglas County Board of Commissioners. If voters approve a new funding method--a library district--the main library in Roseburg and the branch facilities provided by 10 cities throughout the County will have permanent, dedicated operational funding. This will provide much needed services to the 106,972 residents of Douglas County.

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**PREFACE AND ACKNOWLEDGEMENTS**

This document constitutes the economic feasibility statement for the establishment of a Douglas County Library District. It was commissioned by the Douglas Library Foundation.

## EXECUTIVE SUMMARY

Provision and support of adequate library services is a proper and necessary government function for the following reasons:

- An informed citizenry is necessary for the proper functioning of a democratic society.
- Public libraries are a cultural, informational and educational resource for the people of this state.
- Public libraries provide opportunities for reading, study and free inquiry within convenient reach of people.
- Citizens need to know about the activities of their governments.

As one of its functions, Douglas County has funded the Douglas County Library System (Library System) for decades. However, the loss of revenues and higher funding priorities in Douglas County has resulted in successive cuts to the Library System's budget since FY 2006-07. The Douglas County Board of Commissioners has decided to defund the Library System, cutting each successive annual operational budget by 25% until 2019 when there will be insufficient funds to operate the Library System.<sup>1</sup>

The reduction of funding for the Library System since FY 2007/08 has eroded the consistency of services in hours, collections, programs, and technology. The planned elimination of funding will lead to the closure of the Library System.

A local citizen political action committee *Save Our Libraries (PAC)*, has formed to advocate for the establishment of a library district and dedicated taxes to operate the Library System. A library district would have its own taxing authority and voter-elected governing board. Funds raised by the tax could only be used for the Library System. Under Oregon law, the tax rate approved by voters cannot be increased.

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<sup>1</sup> The Douglas County Board of Commissioners, through their representative to the Library Board, advised the Library Board and the Library Director at the March 17, 2015 Library Board meeting, that there is a three year plan to get departments off the general fund. This includes the Library System. As part of an across the board budget reduction plan the Douglas County Library System's current 2015-2016 budget was reduced by 25%. This reduction would have crippled the workability of the Library System without the timely donation of \$200,000 to the County by the Douglas County Library Foundation. It is expected that further fiscal year cuts to the library budget will be made in fiscal years ending 2017 and 2018, after which time the Library System will no longer receive county funding. The Douglas County Board of Commissioners has also encouraged all general fund recipients, including the Douglas County Library System, to pursue alternative funding.

The PAC intends to put the creation of a Douglas County Library District before voters at the November 8, 2016 general election. If successful, the Library System will have a stable funding base of \$0.44 per thousand dollars of assessed valuation.

The tax rate is based on a service plan and operating budget that addresses community needs. The plan meets the purpose, mission, and roles of the Library System. It also meets Oregon public library minimum ("essential") standards and norms. The Oregon Library Association has standards at three levels: "essential", "enhanced" and "exemplary".

The recommended tax rate of \$.00044 = 44 cents per \$1,000.00 of Assessed Property Value would provide sufficient funding to operate the Library in Roseburg and the ten existing branches throughout the County. The rate has been set at an amount sufficient to keep public libraries in Douglas County open and functioning efficiently and effectively at the least possible cost to taxpayers. Meeting higher than minimum (essential) standards, such as providing more open hours, larger collections, and more programs would cost more and necessitate a higher tax rate.

The tax rate amount takes into account that a district tax rate once established is permanent. Therefore, setting the rate must factor in tax revenue projections as well as the rising cost over time that is typical of any operating budget. In this case, assessed value is expected to increase at 3% per year while operating costs are expected to increase at 5% per year. Therefore, the tax rate must be sufficient to build a reserve in the early years of the Library District so as to sustain a consistent level of operations in subsequent years.

The estimated expenditure budget for the Library District in its first year is \$3.89 million. This report includes an explanation of the budget in the narrative and a detailed three-year budget table in Figure 2.

While voters decide on the fate of the Library System, there will be an increasing gap in its operational funding. In recognition of this, the Ford Family Foundation, the Oregon Community Foundation, and several other charitable organizations will provide some bridge funding for operations. Funding operational expenses is an exceptional departure from the norm in charitable giving. The bridge funds will help keep the main and branch libraries open at current levels until November 2016 when voters will decide on a library tax district.

In conclusion, a Douglas County Library District is feasible at a property tax rate of \$0.44/\$1000 assessed valuation provided that:

1. The property tax revenues in the County continue to increase by at least 3% per year. This increase will help offset the rising cost of services and materials.

2. The future library board builds the estimated fund balance each year, reserving revenues in the early years to offset higher costs in subsequent years.
3. Library management proactively integrates labor-saving technologies and practices into its operations on an ongoing basis, continuously improving both efficiency and effectiveness.
4. The future library board with the assistance of the Douglas County Library Foundation is able to raise additional funds through donations, gifts, grants, and standard fees.

With these provisos, the future library board can provide and sustain essential library services at a tax rate of \$0.44/\$1,000 of assessed valuation. A Douglas County Library District would:

- Provide stable funding for a library service plan that includes operating the main library in Roseburg and ten branches throughout the County a combined total of 290 hours per week.
- Put control of the Library System with an independent elected library board whose purpose is exclusively to provide library services.
- Set a permanent tax rate that will consistently sustain library operations throughout the County and that cannot be increased.
- Provide stable funding for the Library System that cannot be usurped for other purposes.

Without this stable source of funding, the Library System will permanently close. This would be unfortunate in the extreme because the Library System constitutes a unique cultural, educational, and informational resource for the people of the County.

The Library System enables an efficient, interconnected network that affords the resources of the whole Library System to everyone in the County. By bringing within convenient reach of the people opportunity for reading, study, and free inquiry, the Library System fosters a democratic society and makes governments more accessible, responsive, and accountable.

From an economic standpoint, the closure of the Library System would be unfortunate for the County. Like good schools, good public libraries are an incentive for businesses and families to locate and to remain in the communities of the County. The Library System contributes to the economic well-being of the County: by helping people learn new skills for a constantly changing labor market, by supporting early childhood education, by contributing to the success of children in school, and by encouraging life-long learning of all age groups.

In short, the Library System improves the quality of life and economic well-being for the people of Douglas County and its communities.

## **INTRODUCTION AND BACKGROUND**

The Douglas County Library System in southern Oregon has existed since 1955. The Library System's headquarters is in Roseburg and ten branches of this interdependent, networked system are located throughout the County.

The Library System, which is a department of Douglas County local government, serves a population of 106,972 (2015). The Library System has been jointly funded by Douglas County and the cities where branches are located in this manner: the County budgets for the Roseburg facility and operations of the entire Library System, including staff, collections, and the computer network. The cities, excluding Roseburg<sup>2</sup>, own and maintain their library buildings. The branch library cities are Canyonville, Drain, Glendale, Myrtle Creek, Oakland, Reedsport, Riddle, Sutherlin, Winston, and Yoncalla.

For many years the County has relied upon federal timber payments to fund its share of the Library System and other County services. As a result of the loss of timber funds, the County has determined to defund the Library System by FY 2018/19 with successive annual budget cuts. Consequently, open hours, staffing, programming and collections have been and will continue to be reduced.

The planned de-funding of the Library System general fund monies is expected to occur as follows. In FY 2006-07, the County's general fund contribution to the Library System's budget was \$2,625,429. By FY 2014/15, funding had been reduced by 38% to \$1,499,948. A further reduction of 25%, to \$1,125,708 is in effect for FY 2015/16. In FY 2016/17 another 25% reduction is planned; this will reduce the Library System's budget to \$844,281 and will likely close all the branches. In FY 2017/18, another 25% reduction will operate the remaining Roseburg facility with only a few paid staff supervising volunteers. The planned 25% reduction in FY 2018/19 will leave \$474,908 and will likely shutdown the Roseburg facility.

The Library System is unique in its purpose and mission which is "to provide free access to information, ideas, books and technology that enrich, educate, and empower every individual in our communities." (Douglas County Library mission statement). To be this positive force in the County and its communities, the Library System needs adequate and stable funding.

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<sup>2</sup> Roseburg is a Douglas County maintained facility. Roseburg donates \$50,000 per year to the County to offset the cost. With additional tax and compression this donation would likely stop.

As previously noted, a PAC has organized to promote the creation of a library district. Under the Oregon Revised Statutes (ORS Chapter 198), there are two methods for creating a library district: petition and resolution. It is the intention of the PAC to launch a petition to start the creation of a library district. The goal is to have the ballot measure before voters in November of 2016. If successful, the Library System would have a stable funding base of \$0.44 per thousand dollars of assessed valuation.

Oregon state law requires that an economic feasibility statement for the proposed library district be prepared by the chief petitioner before petition circulation. Further, state law (ORS 198.749) requires that the economic feasibility statement contains the following:

- A description of the services and functions to be performed or provided by the proposed district;
- An analysis of the relationships between those services and functions and other existing or needed government services; and
- A proposed first-year line item operating budget and a projected third-year line item operating budget for the new district that demonstrates its economic feasibility.

This document constitutes the economic feasibility statement for the establishment of a Douglas County Library District. The report is organized in three parts, consistent with the three requirements listed in the preceding paragraph.

## **1.0 DESCRIPTION OF SERVICES AND FUNCTIONS TO BE PROVIDED**

The service and functions to be provided and described below are in keeping with the standards and norms for public library services in Oregon. These standards and norms call for a professionally operated library system with personnel capable of managing well the operations and providing collections, services, technologies, and facilities that meet at least the “essential” (minimum level) standards of the Oregon Library Association for public libraries.

### ***1.1 Structure and Funding of the Library***

The Library System is an interconnected network of 11 facilities including the main library and headquarters in Roseburg. Branches of the Library System are in 10 incorporated cities. The staff at the Roseburg location performs the functions that enable efficient, cost-effective operations at all 11 facilities: administration, technology and technical services, public services coordination, and circulation coordination.

The funding model for the Library System has been a partnership between the incorporated cities and Douglas County: the cities provide, own, and maintain branch buildings and the County provides the Roseburg building and operating funds for all of the libraries. The partners efficiently leverage their assets without duplicating effort. Back-of-house functions such as procurement, inventory control, information and computer technology, programming planning, and administration are performed centrally at the Roseburg library for all facilities.

### **1.2 Community Needs**

Douglas County is a vast, timbered 5,134 square miles of land and water and the fifth largest county in Oregon. It includes parts of five national protected areas, among them, Crater Lake National Park, Rogue-River-Siskiyou National Forest, and Umpqua National Forest. Douglas is one of two Oregon counties that extend from the Pacific Ocean to the Cascade Range.

The population of 106,972 residents is about equally divided between those that live in 12 incorporated cities, and those that live in 11 census-designated places and 24 unincorporated communities. Roseburg is the County seat and the largest of the cities. The cities hug the Interstate 5 corridor which runs north-south through the County and state highways 38 and 42 which connect the coast and coastal range with the I-5 corridor.

Educational attainment<sup>3</sup> and income levels are lower in Douglas County than in Oregon as a whole and the unemployment and the poverty rates are higher.<sup>4</sup> The County ranks 32 of 34 reporting Oregon counties in key benchmarks of community well-being: length of life, quality of life, and health factors, including health behaviors, clinical care, social and economic factors, and physical environment<sup>5</sup>.

According to the County Health Rankings, cited below, Douglas County ranks 26 of 34 reporting Oregon counties in social and economic indicators such as unemployment (10.8%), children in poverty (29%), and children in single-parent homes (34%) factors which put children at risk and reinforce the cycle of poverty.

- Children raised in poverty are more likely than other children to:
- Have limited or no access to adequate and preventive health care
- Have chronic health problems, such as asthma and anemia

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<sup>3</sup> High school graduate or higher, percent of persons age 25+ in Douglas County is 87.7% compared to statewide at 89.4%. Bachelor's degree or higher, percentage of persons age 25+, 2009-2013 in Douglas County is 16.1% compared to statewide at 29.7%.

<sup>4</sup> Per capita money income in the 12 months of 2013 in Douglas County was \$21,870 compared to statewide at \$26,809. Median household income in Douglas County was \$40,524 compared to statewide at \$45,229. Persons below poverty level in Douglas County account for 18.7% of the population compared to statewide at 16.2%.

<sup>5</sup> County Health Rankings and Roadmap, a Robert Wood Johnson Foundation program, collects and ranks significant health markers by county  
<http://www.countyhealthrankings.org/app/oregon/2015/rankings/douglas/county/outcomes/overall/snapshot>

- Experience food insecurity and hunger
- Have learning disabilities or developmental delays
- Score lower on standardized tests
- Be referred to juvenile justice
- Drop out of school
- Be poor as adults

These conditions further threaten the economic development of the County, the educational achievement of the County's children and youth, the economic potential of individuals and families, and the desirability of Douglas County as a place to live, to locate a business, and to retire.

Education is a critical pathway for the betterment of individual and community well-being. It is a proven pathway to higher wage jobs for adults and a known path out of poverty for children. The Library System is a freely available educational resource for all adults and children throughout the County.

### ***1.3 Purpose of the Library System***

The purpose of the Library System is to educate and empower residents and enrich the educational, social, and cultural life of the communities. The expressed mission of the Douglas County Library System is to "...provide free access to information, ideas, books and technology that enrich, educate, and empower every individual in our communities."

As noted above, many residents are amongst the most vulnerable in Oregon and desperately need the services and resources of their public libraries. The Library System is a safety net for a highly vulnerable population and offers opportunity out of poverty and hardship through education. In many of the host Library System communities, the library is the only public meeting space, as well as the residents' only access to information, books, and technology.

### ***1.4 Key Library Service Roles***

In keeping with its purpose and mission, the Library System's services emphasize:

- Developing early literacy in children: creating young readers, leading to literacy and lifelong learning.

Research has shown that using public libraries helps children's language development, readiness to read, school success, literacy as adults, and ultimately, their ability to succeed in the world.

- Stimulating the imagination: providing residents with library services to meet their recreational, educational, and informational needs.

The Library System collection features books and e-books, from popular to classical, electronic databases, and all forms of media. The Library

System's web presence provides local content and is also a portal to the global information market. Interlibrary services give residents access to collections throughout Oregon, the region and the world.

- **Bridging the digital divide:** connecting residents to technology and information through the internet, Wi-Fi, public computers, databases, and e-books.

Today, one must be able to find and apply for jobs online, to apply for benefits online, and to connect with government online. Many County residents do not have computers at home or the help to use web-based resources. Fortunately, they have the Library System where they can use computers and get help from trained staff to search online, take classes on line, and apply and prepare for jobs using online resources.

- **Community engagement:** providing the impetus for individuals and communities to gather for educational, social, and cultural enrichment in accessible facilities throughout the County.

Critical to delivering services to support these objectives are welcoming, attractive, and functional facilities. The Roseburg and branch libraries, with their meeting rooms and community-centered mission, help break individual isolation and build community through programs and services.

### ***1.5 Library Service Specifications***

This economic feasibility analysis is based on the proposed library district meeting minimum standards and providing the functions, operations, and services that enable compliance with Oregon Library Association standards at the "essential" (minimum) level. The operational structure, service plan, and budget assume these essential standards will be met. Reducing the budget below that which is in Figure 2 would undercut the ability of the Library System to meet these standards.

#### **Library Hours**

- Operate the main library and headquarters at Roseburg 45 hours per week.
- Operate the following large branches 30 hours per week at Myrtle Creek, Reedsport, Sutherlin, and Winston.
- Operate the following small branches 20 hours per week at Canyonville, Drain, Glendale, Oakland, Riddle, and Yoncalla.

### **System-wide Operations**

- Online access to customer accounts and online resource such as eBooks, audiobooks and databases, 24 hours a day, seven days a week (24/7) through a virtual library hosted at the Roseburg facility;
- Integrated library system (ILS) operation;
- Wireless technology, computer management software, self-serve technology, and basic library equipment procurement and maintenance;
- System-wide collection development, acquisitions, cataloging and process, reference and reader's advisory services, and programs for all ages;
- Interlibrary delivery<sup>6</sup> of library collection items;
- Online reservation of meeting room facilities throughout the Library System.

### **Library Collections**

- Maintain and build the collection of books, periodicals, newspapers, audiovisual, digital, and electronic resources.
- Enlarge the children's collection.
- Expand access to books and other materials through interlibrary loan, reciprocal borrowing, and interlibrary delivery.

### **Programs and Services**

- Children and families: early literacy and language development including weekly pre-school story times and activities such as family funfare book and crafts events.
- Teens: collections and services including book clubs, writers clubs, teen money management.
- Adults: collections and services for a broad spectrum of age groups, young adult through elderly.

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<sup>6</sup> Interlibrary Delivery is the transport by motor vehicle of physical items throughout the Library System. For example people that are house bound, home schoolers, and those that need large print books can order them to be delivered to their local library from any library in the system. If not checked out, they arrive within 3-4 days. Placing an order can be done from any computer, including those that are freely available in the local library.

- Information services: for all ages including homework help, job search, health and wellness, money management, home and auto repair and maintenance, legal resources as well as assistance in finding needed information and reading material.
- Programs for all ages: those that inspire such as book clubs and author events as well as programs that provide help for daily living such as digital skills, educational support, parenting, money management, tax preparation, health and wellness

### **Personnel**

A qualified, well-trained, professional and support staff are essential to operating the Library System effectively and efficiently. For efficiency, many functions are centralized at the Roseburg library, including administration, acquisitions, cataloging, processing, technology support, human resources, accounting, public services and circulation.

The basic service plan on which the economic analysis is based calls for a total of 46.5 full-time equated (FTE) staff. This staffing plan is necessary to efficiently and effectively perform all of the functions of the Library System at a basic level. Staffing is organized in five groupings:

- Administration 7.0 FTE
- Library Branches 14.5 FTE
- Technical Services 7.0 FTE
- Circulation Services 9.0 FTE
- Public Services 9.0 FTE

## **2.0 RELATIONSHIPS TO OTHER GOVERNMENT SERVICES**

The following is an analysis of the relationships between Library System services and functions and other existing or needed government services. This section also includes an explanation of the tax rate, compression, and pertinent political considerations.

### ***2.1 Unique Role of the Library***

The Library System is unique in its purpose and mission to "...provide free access to information, ideas, books and technology that enrich, educate, and empower every individual in our communities." No other entity in the County has this purpose or provides the Library System functions and services.

The permanent closure of libraries in Douglas County would deprive residents of the vital resources, services, and facilities most residents and families rely upon. The presence of the Library System throughout the County and its services provide opportunities like no other. The Library System encourages reading, early childhood learning and language development, education and lifelong learning for all ages, digital inclusion, civic and community engagement, and arts, culture, and creativity.

The Library System in all these ways helps reduce people's isolation like no other public presence. For the majority of residents, the Library System is essential to conducting the daily business of living. In short, the Library System helps create a healthier community and better quality of life for residents.

## **2.2 District Tax Rate**

The recommended tax rate for the proposed library district is \$0.44 per thousand dollars of assessed valuation. This tax rate in combination with other revenues is expected to collect sufficient revenue to cover the estimated operational expenses, including beginning to build a reserve for subsequent years.

If approved by voters at the November 8, 2016 election, the first fiscal year of the district will begin July 1, 2017. The County Assessor's office will collect the tax beginning in November 2017 for the fiscal year that begins July 1, 2017.

The newly-elected library board may commit the expected revenues beginning July 1, 2017, by prior agreement with the County. The Library System operation will need funds to bridge the gap between the beginning of the fiscal year and the collection of the new tax by the County.

The amount of revenue generated will vary according to the assessed property value: as assessed value increases, decreases, or remains flat, so will the revenue generated by the permanent rate. Economic conditions will affect the gross revenue generated for the library district. Various other factors will affect the net receipts, such as the urban renewal district, non-profit housing, new construction growth, and real market values.

Figure 1 is a property tax index for a 44 cent tax rate. It shows the tax due on assessed property values ranging from \$75,000 to \$300,000. For instance, a property owner would pay \$33 on a property assessed at \$75,000, \$44.00 on a property assessed at \$100,000, and so forth. The 44-cent rate stays the same, permanently. The assessed value of property is the variable. The tax would be due annually and billed by the County Assessor in November.

Figure 1: Property Tax Index	
Assessed Value	Tax (@ 44 cents/\$1000)
\$75,000.00	\$33.00
\$100,000.00	\$44.00
\$150,000.00	\$66.00
\$200,000.00	\$88.00
\$250,000.00	\$110.00
\$300,000.00	\$132.00

### **2.3 Compression**

A library district would compete for property tax levy money with other non-school governments. Oregon's Constitution limits school and non-school tax rates. The constitution limits all non-school governments levy authority to a maximum of \$10.00 per \$1,000.00 of a property's real market value.<sup>7</sup> County, city, fire district and other special district property taxing authority may total most of the \$10.00 limit. All permanent tax rate authority has priority over local option rate authority.

The constitutional limit can cause a proportional "compression" of all non-school governments' statutory levy authority for a unit of property. The County Tax Assessor annually determines the total of all permanent rates and all local option rates levied against a unit of property. If the total is less than the \$10.00 per \$1,000.00 cap, then all taxes are collected. If the sum is more than \$10.00 per \$1,000.00, then all local option levies are reduced proportionally to get under the cap.

For the purposes of this Economic Feasibility Statement, The leadership of the Save Our Libraries PAC analyzed the effect of compression on the proposed Library District revenues using the base year FY 2015-16. The 3-year budget, (Figure 2) uses the estimated Library District revenue from the PAC compression analysis and increases the tax revenue by 3% in the District's first year and annually thereafter.

### **2.4 Political Considerations**

There are several political considerations that proponents of the Douglas County Library District should take into account and address directly with voters. They have to do with the governing authority for the proposed library district, voter support, the district boundaries, and the proposed tax rate. These considerations are discussed below.

#### **2.41 Governance**

Library advocates generally agree that a library district has a better chance with voters if it is independent of the County, with its own elected governing board. The governing authority for the proposed district will be a five-member library board, elected from a slate of candidates on the library district ballot. It is important that these candidates have the skills and ability to launch and govern a new library district as well as credibility with voters.

It is important for district proponents to work diligently over the next several months to clarify the desirable qualities of the library district board and ensure a strong slate of candidates. The skills, abilities, and credibility of the first library

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<sup>7</sup> Or. Const., Art. XI, Sec.11(11)(b)

board are a more urgent matter than where they live in the County. The first library board should be an at-large board.

## **2.42 Voter Support**

Voting for a library district will keep libraries in Douglas County. It is important to emphasize to voters that keeping libraries open is urgent for Douglas County.

The tax rate would provide a service plan that is complete at a cost that is modest. Because it is a consolidated County Library System, it will be able to provide services on a par with other Oregon public libraries at a lower than average cost per capita.<sup>8</sup>

A recent Pew Research Center study found that two-thirds of Americans ages 16 and older say that closing their local public library would have a major negative impact on their community. Low-income Americans are more likely than others to say that a Library closing would negatively impact their lives and communities.<sup>9</sup>

Voting for the tax keeps the libraries open for children, families, and those trying to improve their economic, social well-being and quality of life. Over half of Douglas County residents are active library card holders.

The Library provides the only community bridge over the digital divide for many households in the County. For example, the internet has transformed access to business, education, and government services, directing people to computers when they need to find a job, do homework, or acquire information about public resources. Yet 30% of households nationally still lack broadband internet access at home; that percentage more than doubles in low income households.<sup>10</sup> It is likely, therefore, that the percentage of households in Douglas County without broadband internet access at home is much higher than the national rate.

Voting for the formation of a library district puts control of the Library System and its funding in the hands of voters. Creating a library district that is independent of the County and that is governed by a board elected by the voters, guarantees that the revenues generated go for the purposes of the Library. The approval of a library district establishes a base of funding and a ceiling for the tax rate. A base of funding is leverage for other forms of support, including philanthropy and grants.

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<sup>8</sup> The average per capita expenditure for public libraries in Oregon was \$51.06 in FY 2013/14, the latest year for which comparative figures are available. The estimated per capita expenditures in the first year of the proposed Library District would be \$36.37 based on the 2015 Douglas County population.

<sup>9</sup> Pew Research Center, *Libraries at the Crossroads*, 2015

<sup>10</sup> Pew Research Center, *Internet and American Life Project*, 2013

### **2.43 District Boundaries and the Effect of Cities Opting Out**

Cities that opt out of the district boundaries will relinquish the services of the library district, should it be approved by voters. This will mean that residents of such cities would be non-residents of the library district. To use the Library System, non-residents of the library district would have to purchase a library card. The current Douglas County Library System's non-resident library card fee is \$80 per person, per year.

### **2.44 The Tax and the Tax Rate**

New taxes are generally not popular in any community. With the proposed service plan, library district proponents are offering the voters the option to have library services at a cost below the average for library services in Oregon. It seems the last remaining option before closing libraries entirely in Douglas County. It is important to inform voters of these facts and to emphasize that the permanent tax rate cannot be increased.

Further, closure of the Library System would deprive Douglas County of state and federal funds that support library service for children and the general public. Defunding the Library System will invariably erode the public regard for and confidence in local government's responsiveness to residents' needs and priorities.

## **3.0 PROPOSED THREE-YEAR OPERATING BUDGET**

Figure 2 following the narrative below shows a three-year budget for the proposed library district. The following narrative describes what is included in each section of the budget.

### **3.1 Revenues**

#### **3.11 Tax Revenues**

For the purposes of this Economic Feasibility Statement, the leadership of the Save our Libraries PAC analyzed the impact of compression on several estimated tax rates and created a compression worksheet. The group used the most recent assessed value, FY 2015-16, as the base year. The 3-year budget in Figure 2 uses the estimated library district revenue from the compression worksheet at the rate of \$0.44. To account for the increasing assessed value in the County, the tax revenue amounts have been increased from the base year by 3% starting with the first year of the library district, FY 2017/18. The rate of increase is based on the track record of revenues increases over the last few years.

#### **3.12 Other Revenues**

In addition to the tax revenues, the proposed library district would have other revenues from interest, overdue fines, user fees (such as from photocopying), grants, and gifts. Grants and philanthropic giving are typically ear-marked by the grantor for specific purposes. Therefore, the revenue estimate includes no grant

revenues as these would be offset by grant expenses. Philanthropic gifts would typically be made to the Library Foundation and included in its budget. Such funds would be transferred to the library district budget at such time as it is needed for its intended purpose.

### **3.2 Expenses**

Expense categories include personnel, business and contracting services, materials and services, and budgeting for reserves. Each category is explained below.

#### **3.21 Personnel**

This category accounts for 46.5 FTE staff allocated across the 11 libraries. The estimate for personnel includes expenses such as payroll taxes, as well as health and retirement benefits for full-time staff. This estimate uses as a base the Library System's current salary and benefit structure. Actual salary and other personnel compensation and benefits will be set by the proposed Library District's governing board.

#### **3.22 Business and Contract Services**

The library district will become a local government itself, and as such will have corporate functions that have heretofore been performed by Douglas County in whole or in part. This category includes those business functions that any local government requires in order to operate: accounting, auditing, banking, debt collection, payroll and other HR services, insurance, recruitment, resource development, and security services. The library district will also need to contract for professional, technical, security, courier, and other business services which may have been provided by the County or are otherwise needed. These are shown as line items in the 3-year budget.

#### **3.23 Materials and Services**

This category includes information technology, telecommunications, library resources, equipment maintenance and repair, and facilities, dues and memberships, outreach and promotions, postage and freight, registration and tuition, supplies, training, travel and mileage expenses, and miscellaneous operating expenses.

Library resources include books, periodicals, audiovisual, database subscriptions, and computer software and services. Audiovisual materials include recorded books, CDs, DVDs, and other such items. An example of an electronic database is *ChiltonDYI.com*, a searchable database of the well-known Chilton auto repair manuals. An example of an online service is Tutor.com, which provides live, on-line homework help.

The budget allocates funds to equipment maintenance contracts, provides an allocation for small equipment replacement, and allocates funds for the annual replacement of a portion of the Library System's computers. It assumes a 3-4 year replacement schedule for the public computers (see reserve funds explanation below).

There is allowance for large equipment purchases, such as a telephone system. The Library System will gradually add standard equipment such as an LCD projector at each facility. It will also selectively add technology for efficiency: for instance, self-serve check-out machines and computer and print management software.

The facilities budget provides funds for property rental, utilities, repair and maintenance of the library facilities on a schedule, and custodial supplies.

This category also includes dues and memberships, outreach and promotional materials, postage and freight, registration and tuition, various supply accounts, training, travel expenses, vehicle expenses, and miscellaneous operating expenses. Additionally, this category includes an operating contingency line item to provide a margin of discretionary flexibility and for unforeseen expenses. Unexpended funds, as in all other categories, would become part of the year-end fund balance and should be carried forward into the succeeding year's budget and/or allocated to the reserve funds.

### **3.24 Reserves**

Building a healthy fund balance is a "must" for sustainability of the proposed library district. As previously noted, the tax rate for the library district may not increase. Only the tax revenue can increase or decrease as the result of rising Taxable Assessed Value (TAV.)

Because the tax rate will be permanent, it is necessary to estimate revenues conservatively and expenditures realistically. Since 2011, the TAV has increased on average about 3% per year in Douglas County. Therefore, the 3-year budget assumes a 3% annual rise in district tax revenue. Expenditures have been estimated to rise at a 5% rate in most line items.

One might expect that if revenues decrease, the library district should simply tighten its belt. Of course this is true. However, it is fool-hardly to simply ignore the disparity of the revenue and expenditure growth relationship when establishing the tax rate; this is the very time to set a rate that is realistic. Otherwise the library district is saddled with a structural deficit from the beginning.

Estimating revenues conservatively and expenditures realistically for the purposes of accurately gauging the tax rate is good practice. This is not suggesting that once operating, the library district should feel license to increase its spending by 5% per year. Just the opposite: it should conserve revenues in order to sustain the minimum program of service upon which this budget is based.

Every library district, or any Oregon district for that matter, must think this way in gauging the tax rate because the tax rate can never change. This is a particular challenge in Oregon because of state district tax laws. Many other states allow a

levy lid lift when revenues grow at a slower rate than expenditures. Oregon does not.

The year-ending fund-balance and revenues from interest and fines and fees must be carried forward to insure sufficient revenues in succeeding years. This category includes funds budgeted to equipment replacement and technology reserve, a capital reserve, and a savings reserve for future years. Again, this is a must for sustaining operations over time.

#### *Equipment Replacement and Technology Reserve*

The Library System uses staff computers, public access computers, an ILS, and various other equipment and peripherals that make information technology work. The Library System leadership must build this fund for the scheduled, periodic replacement of essential public and staff equipment and technology.

#### *Capital Reserve*

The capital reserve fund is a separate set-aside fund for facilities maintenance and renovations. The fund must be sufficient to maintain the district's current and future library facilities over many years: this includes the purchase, repair, and replacement of major facility systems such as carpet, furnishings, heating, ventilation, and air conditioning, as well as unforeseen capital needs.

#### *Reserves for Successive Years*

It is important to note that the district tax revenues, with their limited growth potential, will not keep pace with likely increased costs of Library System operations. Accurately pegging the tax rate must take this into account.

Some library districts, such as Deschutes, have TAV that grows yearly at a rate higher than that of operating cost increases. Based on history, that is unlikely to be the case in Douglas County. Therefore, the recommended tax rate for the proposed library district is higher than it might otherwise be. The tax rate must be high enough to collect revenues and hold them in reserve for future years.

This economic feasibility analysis assumes that energy, telecommunications, postage, and other operating costs will outstrip the TAV revenue growth annually. No amount of fiscal restraint will over-ride the inherent reality of rising operating costs. Faced with this reality and without the reserves to deal with it, services would therefore have to be reduced.

If on the other hand revenues are exceeding the cost of operations, the library board at its discretion could increase the level of service. Typically, residents want the library open more hours per week than have been planned for in this baseline program of service and budget.

### 3.3 Three-Year Budget – Figure 2

#### REVENUES

LIBRARY DISTRICT BUDGET	Base Year Calculation FY 2015/16	Year One FY2017/18	Year Two FY 2018//19	Year Three FY 2019/20
District tax revenue after compression	\$ 3,805,858	\$ 3,920,034	\$ 4,037,635	\$ 4,158,764
interest on annual revenues		\$ 19,029	\$ 20,188	\$ 20,794
interest on reserves		\$ 3,827	\$ 8,524	\$ 13,460
finances and fees	\$ 37,000	\$ 37,614	\$ 37,000	\$ 37,000
Ready-to-Read Grant	\$ 24,500	\$ 24,500	\$ 24,500	\$ 24,500
<b>TOTAL REVENUES</b>	<b>\$ 3,867,358</b>	<b>\$ 4,005,004</b>	<b>\$ 4,127,847</b>	<b>\$ 4,254,518</b>

#### NOTE:

District tax revenue after compression is from the Gary Waugaman "With Library District Model" Compression Worksheet

The base year for the Model is FY 2015/16; the data came from Douglas County records

The Gary Waugaman Compression Worksheet "With Library District Model" has been reviewed by the County Assessor's Office

#### PERSONNEL EXPENDITURES

Wages	\$ 1,483,648	\$ 1,528,158	\$ 1,574,003
PERS	\$ 413,493	\$ 425,898	\$ 438,675
Social Security	\$ 113,499	\$ 116,904	\$ 120,411
WC	\$ 5,193	\$ 5,349	\$ 5,509
Unemployment	\$ 4,451	\$ 4,584	\$ 4,722
Insurance	\$ 712,530	\$ 733,906	\$ 755,923
<b>TOTAL PERSONNEL</b>	<b>\$ 2,732,814</b>	<b>\$ 2,814,798</b>	<b>\$ 2,899,242</b>

#### BUSINESS & CONTRACT SERVICES (expenditures associated with being an independent entity from the County)

Accounting	\$ 5,000	\$ 4,200	\$ 4,410
Audit	\$ 20,000	\$ 21,000	\$ 22,050
Banking fees	\$ 1,500	\$ 1,575	\$ 1,654
Debt collection services	\$ 10,000	\$ 10,000	\$ 10,000
Human Resources/EAP/Emp Asmt	\$ 45,000	\$ 47,250	\$ 49,613
Insurance Premiums (general liability)	\$ 18,000	\$ 18,900	\$ 19,845
Resource Development	\$ 32,000	\$ 33,600	\$ 35,280
Recruitment	\$ 3,500	\$ 3,675	\$ 3,859
Security Services (e.g., alarm monitoring)	\$ 2,300	\$ 2,415	\$ 2,536
Consulting, Professional and Technical	\$ 46,000	\$ 35,000	\$ 35,000
Courier Services (regional, supraregional)	\$ 10,000	\$ 10,000	\$ 10,000
Custodial Services	\$ 60,000	\$ 63,000	\$ 66,150
Consulting (IT)	\$ 50,000	\$ 50,000	\$ 50,000
<b>TOTAL BUSINESS &amp; CONTRACT SERVICES</b>	<b>\$ 303,300</b>	<b>\$ 300,615</b>	<b>\$ 310,396</b>

**MATERIALS & SERVICES EXPENDITURES**  
**Information Technology**

Integrated Library System (ILS)	\$ 32,000	\$ 33,600	\$ 35,280
Communication ( internet)	\$ 14,500	\$ 15,225	\$ 15,986
Computer Software, hardware, peripherals	\$ 30,000	\$ 12,000	\$ 12,000
<b>Telecommunications</b>			
Telephone-local	\$ 2,500	\$ 2,625	\$ 2,756
Telephone-long distance	\$ 400	\$ 420	\$ 441
Telephone-remote communications	\$ 12,000	\$ 12,600	\$ 13,230
<b>Library Resources</b>			
Books, Periodicals, Audiovisual	\$ 174,000	\$ 182,700	\$ 191,835
Data Base Subscriptions	\$ 40,000	\$ 42,000	\$ 44,100
Computer Software (EBSCO Host, Tutor.com, etc)	\$ 25,000	\$ 26,250	\$ 27,563
<b>Equipment Maintenance and Replacement</b>			
Maintenance Agreements (Routers)	\$ 9,500	\$ 9,975	\$ 10,474
Maintenance Agreements - Office (Xerox, 3M)	\$ 8,900	\$ 13,350	\$ 14,018
Small equipment replacement	\$ 5,000	\$ 5,000	\$ 5,000
Equipment replacement	\$ 15,000	\$ 15,000	\$ 15,000
<b>Facilities</b>			
Property Rental and Lease (Buildings, equipment)	\$ 15,000	\$ 15,750	\$ 16,538
Utilities (electricity, sewer, etc.)	\$ 41,500	\$ 43,575	\$ 45,754
Repair and Maintenance	\$ 30,000	\$ 30,000	\$ 30,000
Custodial Supplies	\$ 7,000	\$ 7,350	\$ 7,718
Dues and Memberships	\$ 2,700	\$ 2,835	\$ 2,977
<b>Outreach and Promotional</b>			
Events at Libraries	\$ 16,000	\$ 16,000	\$ 16,000
Fund Raising events	\$ 15,000	\$ 10,000	\$ 10,500
Programming Support	\$ 10,000	\$ 9,000	\$ 9,450
Educational Supplies	\$ 4,400	\$ 4,000	\$ 4,000
Name tags/ shirts	\$ 2,700	\$ 2,835	\$ 2,977
Postage/Freight	\$ 8,000	\$ 8,400	\$ 8,820
Registration, tuition	\$ 7,500	\$ 7,875	\$ 8,269
<b>Supplies</b>			
Volunteer/ staff recognition	\$ 5,000	\$ 5,000	\$ 5,000
Library supplies (patron cards, etc.)	\$ 14,300	\$ 15,015	\$ 15,766
Office Supplies	\$ 5,200	\$ 5,460	\$ 5,733
Photocopy Paper	\$ 2,000	\$ 2,100	\$ 2,205
Printer Supplies	\$ 2,000	\$ 2,100	\$ 2,205
Printing Services (bookmarks, etc)	\$ 5,000	\$ 5,250	\$ 5,513
Training	\$ 5,200	\$ 5,460	\$ 4,000
Travel Expenses	\$ 5,500	\$ 5,775	\$ 6,064

Vehicle O&M (Mileage)	\$ 4,500	\$ 4,725	\$ 4,961
Miscellaneous operating expenses	\$ 15,000	\$ 20,000	\$ 20,000
<b>TOTAL MATERIALS &amp; SERVICES EXPENDITURES</b>	<b>\$ 592,300</b>	<b>\$ 599,250</b>	<b>\$ 622,130</b>
Operating Contingency (12%) e.g. unforeseen	\$ 71,076	\$ 71,910	\$ 74,656
<b>TOTAL OPERATING EXPENSES</b>	<b>\$ 3,699,490</b>	<b>\$ 3,714,663</b>	<b>\$ 3,831,768</b>

**RESERVE FUND ACCOUNTS**

Equipment Replacement and Technology Reserve	\$ 30,000	\$ 70,000	\$ 70,000
Savings to offset expense increases in succeeding years (2%)	\$ 73,990	\$ 74,293	\$ 76,635
Capital reserve	\$ 87,348	\$ 90,548	\$ 100,200
<b>TOTAL RESERVE FUNDS</b>	<b>\$ 191,338</b>	<b>\$ 234,841</b>	<b>\$ 246,835</b>
TOTAL EXPENDITURES	\$ 3,890,828	\$ 3,949,505	\$ 4,078,603
TOTAL REVENUES	\$ 4,005,004	\$ 4,127,847	\$ 4,254,518
<b>OVER/UNDER/CARRY FORWARD</b>	<b>\$ 114,176</b>	<b>\$ 178,342</b>	<b>\$ 175,915</b>

## IN CONCLUSION

A Douglas County Library District is feasible at a property tax rate of \$0.44/\$1000 assessed valuation provided that:

- The property tax revenues in the County continue to increase by at least 3% per year. This increase will help offset the rising cost of services and materials.
- The future library board builds the estimated fund balance each year and the reserve funds to help offset the rising cost of services and materials.
- Library management proactively integrates labor-saving technologies and practices into its operations on an ongoing basis, continuously improving both efficiency and effectiveness.
- The future library board with the assistance of the Douglas County Library Foundation is able to raise additional funds through donations, gifts, grants, and standard fees.

With these provisos, the future library board can provide and sustain essential library services at a tax rate of \$0.44/\$1,000 of assessed valuation. A Douglas County Library District will:

- Provide stable funding for a library service plan that includes operating the main library in Roseburg and ten branches throughout the County a combined total of 290 hours per week.
- Put control of the Library System with an independent elected library board whose purpose is exclusively to provide library services.
- Set a permanent tax rate that will consistently sustain Library System operations throughout the County and that cannot be increased.
- Provide stable funding for the Library System that cannot be usurped for other purposes.

Without this stable source of funding, the public libraries in Douglas County will permanently close. This would be unfortunate in the extreme because these libraries constitute a cultural, educational, and informational resource for the people of the County like no other.

Together, these libraries enable an efficient, interconnected network that affords the resources of the whole Library System to everyone in the County. By bringing within convenient reach of the people opportunity for reading, study, and free inquiry, the Library System fosters a democratic society and makes local government accessible, responsive, and accountable.

From an economic standpoint, the closure of the Library System would be unfortunate for the County. Like good schools, good public libraries are an incentive for businesses and families to locate and to remain in the communities of the County.

The Library System contributes to the economic well-being of the County: it helps people learn new skills for a constantly changing labor market; it supports early childhood education, it contributes to the success of children in school, and it encourages the life-long learning of all age groups. In short, the Library System improves the quality of life and economic well-being for the people of the County and of the communities therein.

**CITY OF \_\_\_\_\_**  
**RESOLUTION \_\_\_\_\_**  
**APPROVING DOUGLAS COUNTY ORDER TO INITIATE FORMATION OF**  
**COUNTY LIBRARY SYSTEM SPECIAL DISTRICT**

**FINDINGS:**

- A. The Save our Libraries PAC intends to seek the approval of the Douglas County Commissioners to place on the ballot a measure to form a County Library System Special District under the authority of ORS 357.221. A Douglas County Library Special District would have authority to fund a Library System for all residents of the District.
- B. The Save Our Libraries PAC intends to initiate the formation of a Library System Special District by petition under authority of ORS 198.750. The PAC would like to include all county territory within the boundaries of the County Library System Service District.
- C. The territory of the City may only be included within the boundaries of the Library System Special District if the City Council adopts a resolution approving the County order initiating the formation of the Library System Special District.

**NOW, THEREFORE, BE IT RESOLVED** by the \_\_\_\_\_ City Council that:

The City of \_\_\_\_\_, Oregon, consents to the inclusion of all the territory of the City within the boundaries of the proposed Douglas County Library System Special District, and approves the Douglas County order initiating the formation of that district.

**ADOPTED AND SIGNED** this \_\_\_\_\_ day of \_\_\_\_\_, 2016.

**ATTEST:**

\_\_\_\_\_  
\_\_\_\_\_, Mayor

\_\_\_\_\_  
\_\_\_\_\_, City Recorder

**STATE OF OREGON**  
County of Douglas

I certify that the foregoing is a true copy of the original resolution on file in the office of the City Recorder.

\_\_\_\_\_  
\_\_\_\_\_, City Recorder

# City of Roseburg

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November 18, 2011

Douglas County Commission  
1036 SE Douglas Avenue  
Roseburg, Oregon 97470

**RE: PROPOSED LIBRARY SERVICE DISTRICT**

Dear Commissioners:

As you are aware, the City of Roseburg, along with all other Douglas County cities, have been asked to adopt resolutions approving a Douglas County order to initiate formation of a County Library System Service District. The proposal has been discussed by the Roseburg City Council on October 24<sup>th</sup> and again yesterday. We have continued the matter to the November 28<sup>th</sup> Council meeting and may have need to discuss it further at the December 12<sup>th</sup> meeting. For your background information, I am enclosing the written material that our Council has considered in these deliberations.

There are a significant number of unanswered questions which have made a difficult decision even more difficult. In discussion with the Futures Committee, it appears the answers can only be provided by the Douglas County Commission. Therefore, we respectfully request your assistance with the following:

1. There is a 1994 intergovernmental agreement between Douglas County and the City of Roseburg which provides for the City's \$50,000 annual contribution to library operations. Should a Special District be formed, would this agreement be voided or would the County expect the \$50,000 contribution to continue?
2. The City Council believes the \$.50 tax levy rate is higher than need be to provide efficient and effective services. The Committee indicates that the Commissioners may not levy that full amount. What is the Commission's position on this?
3. Does the Commission intend to provide the proposed Library District with central services, e.g. legal services, building maintenance, human resource services, etc.? Or will the District be charged for those services through their tax revenues?

4. The proposal raises staffing and services levels to 2006 levels by almost doubling the current number of library employees while at the same time requiring a reduction in City services as a result of compression. The City Council suggests that the library should experience some reduction from 2006 just as every other governmental agency has done. What is the Commission's position on service and staffing levels?
5. The City had proposed a November general election date to provide greater voter turn-out. Should the measure pass, this would also allow sufficient opportunity for cities to prepare for the financial impact in their 2013-14 fiscal year budgets. The Futures Committee indicated a May election was imperative because no library funding will be available July 1, 2012, and the library system would likely be dismantled. Will library funding discontinue July 2012?
6. The Futures Committee has calculated that the City of Roseburg represents 48% of the tax base. Therefore, without City of Roseburg support the Library District proposal cannot go forth. We calculate Roseburg as 19-20% of the tax base. Can you engage the assistance of the Assessor to determine the appropriate percentage?
7. Is the Commission aware of other potential future districts or levies that will be considered with the loss of timber dollars?
8. We were informed that should a City opt out of the election, its residents would be charged a library usage fee. What are the projected usage fees and will they be the same for residents of all cities that opt out?
9. Would the County Commissioners consider submission of an operating levy to the electorate versus formation of a taxing district?

The following questions all relate to property tax compression. We have calculated that in the current year the City and the Roseburg Urban Renewal Agency have lost \$103,775 through compression. Should the Library District be formed, an additional \$129,200 would be lost. Attachment 2 of the enclosure outlines our calculations.

10. The City of Winston calculated compression based upon a flat 5% of tax revenues. Should the City of Roseburg use that calculation, our loss would be closer to half a million dollars. Can the County Commission engage the Douglas County Assessor's Office to provide definitive numbers for not only Roseburg, but the other County cities facing this question?

Page 3 – Letter to Douglas County Commission  
Re: Proposed Library Service District  
November 18, 2011

11. If the Commission chooses to charge the Library District for central services, would the Commission consider an agreement by which the Commission would agree to reduce the library levy should compression reach a certain level?

While the Roseburg City Council would prefer not to stand in the way of allowing the electorate to vote on this matter, they do have the obligation of acting in the best interest of the citizens of the City of Roseburg. Given the potential financial impact on City revenues, this creates quite a dilemma. Therefore, we need to be able to provide the Council and the electorate with as much information as possible. We would greatly appreciate your assistance in this matter.

If you have any questions or need clarification on any of our inquiries, please don't hesitate to contact me at 541-492-6866 or [eswanson@cityofroseburg.org](mailto:eswanson@cityofroseburg.org).

Sincerely,



P. Eric Swanson  
City Manager

d

c: City Council  
Department Heads

**JEFFREY L. PUGH**  
*Attorney at Law*

---

*Street Address:*  
420 S.E. Jackson Street

P.O. Box 1231  
Roseburg, OR, 97470

*Phone:* (541) 673-3520  
*Fax:* (541) 673-8786  
*Email:* jpughlaw@gmail.com

February 3, 2016

Lance Colley  
City Manager  
City of Roseburg

**Via email: [lcolley@cityofroseburg.org](mailto:lcolley@cityofroseburg.org)**

Dear Lance:

To the best of the PAC's ability, here are the answers to the questions posed in Eric Swanson's letter of November 18, 2011:

1. The intergovernmental agreement would not be binding on the City of Roseburg. Any agreement to contribute would have to be negotiated between the City and the Board of the District. The budget set forth in the Feasibility Statement does not include a contribution of \$50,000.00 from the City of Roseburg.

2. The budget is, with minor exceptions, built around what is deemed an "essential" level for libraries by the Oregon Library Association. This is the lowest of the three levels of budget for libraries. Also, if our compression figures are inaccurate and the proposed tax rate generates more than expected, the levy should reflect the amount necessary to provide the essential level and not a higher level of service.

3. All mentioned services are in the budget and the responsibility of the Special District. The Commissioners have indicated they will either lease the main building to the district for \$1.00 a year or transfer it to the District and have said all other assets will be transferred to the District. We have done our best to estimate HR, building maintenance etc, but the County has not generally segregated library expenses for legal, accounting, HR IT maintenance, etc.

4. We believe aiming for the essential level is appropriate, and the library has been cut so far that the increase in staffing is necessary.

5. It is now a November election.

6. Based on the County's 2014 figures for assessed values, the City comprised 20.8 % of the total assessed value of the County.

7. No. The PAC is not aware of any and none were mentioned in any conversations with the any of the County Commissioners.

Lance Colley  
February 3, 2016  
Page 2

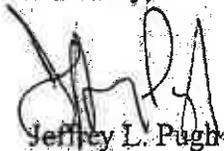
8. The current fee for out of County residents is \$80. The PAC feels this is low, as a \$200,000 home would pay \$88.00. But this is only the position of the PAC, and it will apply to all parties out of the District.

9. The County Commissioners have not considered a levy, and they have said they will stop funding the library in three years.

10. We have tried to have the County run the effect of this tax rate, and they have consulted with the firm they use and have not had them run the effect of this tax rate.

11. This is no longer relevant, as central services will not be contracted through the County.

Sincerely,



Jeffrey L. Pugh

JLP/le

## ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



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### Proposed Douglas County Library System Service District

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**Meeting Date: October 24, 2011**  
**Department: City Manager**  
**[www.cityofroseburg.org](http://www.cityofroseburg.org)**

**Agenda Section: Special Presentation**  
**Staff Contact: Eric Swanson**  
**Contact Telephone Number: 541-492-6866**

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#### ISSUE STATEMENT AND SUMMARY

This agenda item is being presented to Council pursuant to a request to support a Douglas County Library System funding measure. This request was submitted to the City Manager and Finance Director on October 12<sup>th</sup> by representatives of the "Futures Committee-Douglas County Library System."

#### BACKGROUND

The Douglas County Library System consists of the Douglas County Central Library in Roseburg and ten branch libraries located throughout the county. The library system is a partnership between the County, which supplies the staff, collection and computer network, and the cities, which own and maintain the buildings. The only exception is the City of Roseburg which contributes \$50,000 annually for the library headquarters located in Roseburg.

The Douglas County Board of Commissioners has agreed to initiate formation of a countywide service district for the Library System and to place the issue on the May 2012 ballot. In order for this district to serve the citizens of Roseburg, the City Council would need to consent to the inclusion of all the area within the City boundaries and approve the Douglas County order initiating the formation of the district.

Committee member Jim Pratt will be in attendance to present information and to answer questions regarding the library proposal.

#### A. Analysis

Staff has been asked to address compression and the financial impact to the City as a result of a new taxing district. Staff recommends holding a work session at a later date because the 2011-12 tax rolls are not available at this time.

#### B. Financial and/or Resource Considerations.

Current year tax values are expected to be available from the Assessor later this month. Last year's City compression totaled \$62,076, 0.5291% of total taxes of \$11.73 million.

#### C. Timing Issues

December 15, 2011 is the deadline to adopt a resolution to be included on the May 2012 ballot.

**COUNCIL OPTIONS**

Staff would appreciate feedback as to the analysis they wish to have available for the proposed work session. The City Council will be asked to consider a resolution at a later date.

**STAFF RECOMMENDATION**

Recommend Council work session on Thursday, November 17, 2011 at 4:00 pm to review current year tax roll, compression and financial impact to the City.

**SUGGESTED MOTIONS**

"I move to direct the City Manager to organize a work session for November 17, 2011 at 4:00 p.m. to review the proposed Library Service District tax on the 2011/12 tax roll compression and financial impact to the City's General Fund."

**ATTACHMENTS**

Proposed resolution

Description of proposed DC Library System Service District

Summary of responses from advisory groups and mayors

"City Provides/County Provides" handout

Susan Morgan statement on Douglas County budget

Library brochure



# ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY

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## Proposed Library Service District

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**Meeting Date: November 17, 2011**  
**Department: City Manager/Finance**  
**[www.cityofroseburg.org](http://www.cityofroseburg.org)**

**Agenda Section: Work Session**  
**Staff Contact: Eric Swanson, Cheryl Guyett**  
**Contact Telephone Number: 541-492-6866**

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### ISSUE STATEMENT AND SUMMARY

This agenda item is being presented to Council pursuant to a request to support a Douglas County Library System funding measure. This request was submitted to the City Manager and Finance Director on October 12<sup>th</sup> by representatives of the "Futures Committee-Douglas County Library System."

### BACKGROUND

The Douglas County Library System consists of the Douglas County Central Library in Roseburg and ten branch libraries located throughout the county. The library system is a partnership between the County, which supplies the staff, collection and computer network, and the cities, which own and maintain the buildings. The only exception is the City of Roseburg which contributes \$50,000 annually for the library headquarters located in Roseburg.

The Douglas County Board of Commissioners has agreed to initiate formation of a countywide service district for the Library System and to place the issue on the May 2012 ballot. In order for this district to serve the citizens of Roseburg, the City Council would need to consent to the inclusion of all the area within the City boundaries and approve the Douglas County order initiating the formation of the district.

On October 24, 2011, Jim Pratt, Jeff Pugh and Jim Williams of the "Futures Committee-Douglas County Library System" met with the Council and requested consideration of a resolution approving the order to initiate formation of a Service District. At that time, the City Council directed that this work session be scheduled.

### A. Analysis.

Impacts to be considered are addressed in the following subsections. The full economic impact is summarized at the conclusion and in Attachment 2.

Estimated Compression Impact: 2011/12 property tax compression per Douglas County Assessor is \$82,025 for the City of Roseburg and \$21,750 for the Urban Renewal Agency for a combined total of \$103,775. Compression is approximately 0.68% of total combined property taxes of \$15.3 million. Were the Library District instituted, City revenues are estimated to be reduced by an additional \$129,200 which equals 1.25 FTE Police Officer.

Current Contribution: The City Council had questioned whether the Library Committee would expect the City to continue the \$50,000 that is contributed from the General Fund to the Library on an annual basis. Staff has reviewed the budgetary information provided by the

Committee and notes that the revenues do anticipate continuation of that contribution. That \$50,000 equates to the summer season park maintenance crews.

Library Financial Information: Staff makes note that the current Douglas County Budget Library shows Restricted Ending Fund Balance of \$306,832. This balance does not appear to be included in the Library Committee revenue report.

There is concern that the proposed \$0.50 tax rate would provide for revenues beyond what may be needed to operate the system efficiently, and we specifically note that the proposed staffing will exceed 2006 levels. The City Council may wish to discuss options for a lesser tax rate which will still provide for an efficient system but would lower the impact on Douglas County cities. District advocates have indicated that the Douglas County Commissioners may choose not to levy the full \$0.50. To date, however, the Commission has made no commitments in that regard. It is also unknown whether administrative costs may or may not be charged to the District. There is an interest in knowing the Commissioners position on this topic. They have been invited to attend the Council work session, but conflicts may prevent them from doing so.

Election & Implementation: The City Council had inquired about voter turn-outs for the proposed May election versus a November general election. Historically, voter turn-out for May primary elections is 48% with turn-out for November general elections at 75.5%. The City Council may wish to propose that the election on this matter be delayed until the 2012 General Election. Should the District be approved at that time, this would allow sufficient opportunity for the City of Roseburg and all other Douglas County cities to prepare for the financial impact in their 2013-14 fiscal year budgets. If approved in May 2012, however, most entities would be nearing the end of their 2012-13 budget approval process and may not have sufficient time to address the budgetary loss.

Full Anticipated Library Impact

Current General Fund Obligation	\$ 50,000
Anticipated General Fund Compression	\$100,875
Anticipated Urban Renewal Compression	<u>\$ 28,335</u>
	\$179,210

**B. Timing Issues**

December 15, 2011 is the deadline to adopt a resolution to be included on the May 2012 ballot. Please note that the attached proposed resolution has been amended to remove Recital D which had stated the "City Council believes a Library System Service District will be able to better meet the needs of all members of the city."

**COUNCIL OPTIONS**

No action is necessary at this time. Council will be asked to consider a resolution at the December 12, 2011 meeting.

**ATTACHMENTS**

1. Tax Compression Examples
2. Compression Table
3. Proposed resolution

Library Committee Attachments

4. November Letter
5. Financial Analysis
6. Financial Table
7. October 24<sup>th</sup> Library Information

**MINUTES OF THE REGULAR MEETING  
OF THE ROSEBURG CITY COUNCIL  
February 22, 2016**

Mayor Larry Rich called the regular meeting of the Roseburg City Council to order at 7:01 p.m. on Monday, February 22, 2016, in the City Hall Council Chambers, 900 SE Douglas, Roseburg, Oregon. Councilor McDonald led the Pledge of Allegiance.

ROLL CALL

Present: Councilors Ken Fazio, Lew Marks, Alison Eggers, Steve Kaser, Andrea Zielinski, John McDonald and Victoria Hawks.

Absent: Councilor Tom Ryan.

Others present: City Manager Lance Colley, City Attorney Bruce Coalwell, Police Chief Jim Burge, Finance Director Ron Harker, Public Works Director Nikki Messenger, Human Resources Director John VanWinkle, Community Development Director Brian Davis, Management Technician Debi Davidson, Troy Brynelson of the News Review and Kyle Bailey of KQEN Radio.

MAYOR REPORTS

Alek Skarlatos shared the story of his experience, along with Spencer Stone, Anthony Sadler and Chris Norman, of disarming a gunman on a Paris-bound train in August 2015. Subsequent to that, the gentlemen received the French Medal of Honor and met with President Obama. Skarlatos also competed and toured with "Dancing With The Stars." Rich presented a "Key to the City" to Alek Skarlatos and proclaimed February 22, 2016 as "Alek Skarlatos Day."

Recess was taken from 7:18 to 7:21 p.m.

Council was reminded of the Law Enforcement Officer of the Year banquet being held on February 26<sup>th</sup>. Tickets may be obtained through Zielinski.

Colley provided an update on the proposal from Downtown Roseburg Association (DRA) to place portable toilets in downtown. The DRA and Colley agreed on two locations for placement – the Phillips Parking Lot on Stephen Street and the parking lot abutting Deer Creek/Jackson Street/Court Street. Colley approved a third location in the Walkway from Jackson Street to the parking structure near the parking structure. DRA wanted the toilet at the Jackson Street end. Lacking permission for all of their three desired locations, DRA and the sponsors of the project decided to withdraw their proposal. Colley also learned the DRA wished to include advertising on the toilets. Such advertising is currently not allowed on City property. He indicated a couple other groups are working on related issues and the matter may resurface.

BUDGET COMMITTEE RESIGNATION

Fazio moved to accept Elias Minaise's resignation from the Budget Committee, with regrets. Motion was seconded by Marks and carried unanimously.

CONSENT AGENDA

Kaser moved to approve the following Consent Agenda item:

- A. Minutes of February 8, 2016 regular meeting.

Motion was seconded by Fazio and carried unanimously.

RESOLUTION NO. 2016-02 – RECREATIONAL TRAILS GRANT

Messenger reported on an opportunity to apply for a Recreational Trails Program Grant from the Oregon Parks and Recreation Department to renovate a section of multi-use path in Riverfront Park and Stewart Park. Total project cost is estimated at \$195,000 to be generated through a \$156,000 grant with \$39,000 in matching funds from the Bike Trail Fund and in-kind City labor. Fazio moved to adopt Resolution No. 2016-02 authorizing and supporting application for an Oregon Parks and Recreation Department Recreational Trails Program Grant. Motion was seconded by McDonald and carried unanimously. McDonald noted his concern about the City's ability to maintain the trail system within budget. Messenger indicated that a five year maintenance plan which outlines what needs to be spent to maintain the current system will be presented to the Public Works Commission and City Council in the near future.

RESOLUTION NO. 2016-03 – SPRUCE/PARROTT PROJECT PROPERTY ACQUISITION

Messenger reporter that in order to improve street alignments and construct improvements to Spruce and Parrott Streets, the City needs to obtain a small parcel of land from an abutting property either through property acquisition or easement. The property is appraised at less than \$10,000. Kaser moved to adopt Resolution No. 2016-03 declaring the public necessity for the acquisition by negotiation or condemnation of property interests along Spruce and Parrott Streets for the purposes of construction of intersection and street improvements. Motion was seconded by Marks and carried unanimously.

WILLIS HOUSE UPDATE

Hawks recused herself from participation on this item as she is the City's real estate agent of record for marketing the Willis House/Park property. Davis reported on the status of the Willis House which has been vacant and for sale for almost four years. Two purchase offers fell through due to the cost to remodel and update the house. Security of the property was also a concern raised by prospective buyers. The City has opportunity to apply for a Historical Preservation Office grant for which we have historically received just under \$20,000 annually. Those funds, if awarded, could be used to improve the security of the Willis House and Park with fencing to keep trespassers off the property and make the property more marketable. Complaints include persons sleeping on the porches, property vandalism, stolen security camera, etc.

Marks moved to direct staff to apply for a State Historic Preservation Office Grant including a portion set aside for pre-development analysis of the Willis House and to secure the site with historically-appropriate fencing to be approved by the Historic Resources Review Commission. Motion was seconded by Fazio. Kaser noted he had opposed the inclusion of the Park in the potential sale of the property and believed fencing the property will not solve the problem but merely move the problems to another location in the vicinity. Motion carried with Kaser voting nay and Hawks abstaining.

DRA/PARKSMART CONTRACT UPDATE

Davis reported that through the City's parking enforcement contract with DRA/ParkSmart, the City receives \$6,700 monthly for services. Staff and ParkSmart representatives propose a transition to a concessionaire agreement in which ParkSmart would manage the entire parking program, including revenue, expense and regulations with the City receiving a monthly payment to cover obligations such as insurance, utilities and maintenance which are estimated at \$40,000-\$50,000 annually. The agreement would be similar to that with the golf course concessionaire. Under such an agreement, the DRA's receipt of Economic Development Funds could be reduced and eventually eliminated. Eggers moved to direct Staff to draft a concessionaire agreement with ParkSmart for downtown parking enforcement services for future Council approval. Motion was seconded by Hawks and carried unanimously.

ITEMS FROM MAYOR, COUNCIL OR CITY MANAGER

McDonald made note of complaints he has received regarding the transient population and suggested the City Council should conduct a work session on that issue. Kaser stated a volunteer group put together a draft plan to address those issues and asked that the plan be provided to the Councilors that were not directly involved in meeting with that group.

Council recessed at 8:03 in order to convene as the Urban Renewal Agency Board. The meeting reconvened at 8:13 at which time the meeting again recessed in order to meet in Executive Session under the authority of ORS 192.660(2)(i). The meeting reconvened at 8:30 at which time the meeting was adjourned.



Debi Davidson  
Management Technician

*OK  
3/8/16*

## ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



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### 2016 Pavement Maintenance – Overlays Engineering Task Order

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Meeting Date: March 14, 2016  
Department: Public Works  
[www.cityofroseburg.org](http://www.cityofroseburg.org)

Agenda Section: Consent  
Staff Contact: Nikki Messenger  
Contact Telephone Number: 541-492-6730

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#### ISSUE STATEMENT AND SUMMARY

In late 2014, the City awarded a Five Year Pavement Management contract to Murray, Smith, and Associates, Inc. (MSA). The issue for Council is whether to approve a task order for the design of the 2016 Pavement Management – Overlays Project.

#### BACKGROUND

**A. Council Action History.** On December 8, 2014, the Council awarded a Five Year Pavement Management engineering contract to Murray, Smith and Associates (MSA).

**B. Analysis.** Under the five year contract, each task order will be negotiated based on the work to be accomplished. This will be Task Order No. 5. Staff has identified pavement rehabilitation on the following streets as a top priority for 2016.

- Alameda Ave from NE Vine St. to NE Sunset St.
- Aviation Drive from NW Stewart Pkwy to Wide Avenue
- Edenbower Blvd. from SW Renann to 30=-0 ft. south of Vermillion St.
- Edenbower Blvd. from NW Stewart Pkwy to Broad St.
- Renann Ave. from NW Edenbower Blvd. to NW Stewart Pkwy
- NW Stewart Pkwy. From Harvard Ave. to South Umpqua River Bridge

Task Order No. 5 provides complete study and design services required to prepare biddable construction documents for the pavement management projects listed above. All of the streets will be bid as one project. The proposed services consist of the following:

- Field investigations consisting of Falling Weight Deflectometer (FWD)
- Core samples and testing
- Pavement rehabilitation design
- Drawing development, specifications, biddable contract documents and services during bidding
- ADA curb ramp improvements at all intersections within project limits as necessary for compliance with PROWAG.

**C. Financial and/or Resource Considerations.** The proposed cost of Task Order No.5 is \$104,457. Money is available in the current year budget to proceed with design of the project. Construction will occur in FY 16-17. The estimated construction cost of the listed

paving projects is \$1,019,000 and will be funded by transportation funds and urban renewal funds.

**D. Timing Issues.** It is staff's intent to bid the project in June and construct the project July through September, 2016.

#### **COUNCIL OPTIONS**

The Council has the following options:

1. Authorize the task order to MSA for an amount not to exceed \$104,457; or
2. Request additional information; or
3. Do not authorize the task order and direct staff to not move forward with the project at this time.

#### **STAFF RECOMMENDATION**

The Public Works Commission discussed this task order at their February 25<sup>th</sup> meeting. The Commission recommended awarding Task Order No.5 for 2016 Pavement Rehabilitation design services to Murray, Smith, and Associates, Inc. for an amount not to exceed \$104,457

#### **SUGGESTED MOTION**

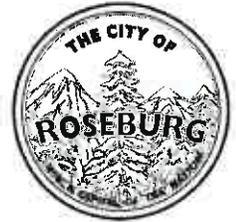
***I move to authorize Task Order Number Five to Murray, Smith and Associates for the 2016 Pavement Rehabilitation design services in an amount not to exceed \$104,457.***

#### **ATTACHMENTS**

None.

*OK*  
*3/8/16*

# ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



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## Intergovernmental Agreement with ODOT Stewart Parkway Bridge Deck Repair Project

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Meeting Date: March 14, 2016  
Department: Public Works  
[www.cityofroseburg.org](http://www.cityofroseburg.org)

Agenda Section: Consent  
Staff Contact: Nikki Messenger  
Contact Telephone Number: 541-492-6730

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### ISSUE STATEMENT AND SUMMARY

ODOT is working on a project to resurface several of their bridges in 2017. Staff is proposing to include the Stewart Parkway Bridge as part of ODOT's project. The issue for Council is whether to authorize the City Manager to enter into an Intergovernmental Agreement (IGA) to facilitate this work.

### BACKGROUND

**A. Council Action History.** None.

**B. Analysis.** The Stewart Parkway Bridge over the South Umpqua River was constructed in 1978. The concrete surface is approaching 40 years in age. The project will include repairs to the existing deck and a multi-layer polymer concrete overlay. The intent is to repair and protect the surface of the bridge. None of the work is considered structural.

Staff is proposing to have ODOT design and bid the project as part of a larger project they are performing on ODOT bridges in the area. The City will be responsible for actual costs associated with construction on the City's bridge. In order to facilitate this arrangement, the City and ODOT will need to enter into an IGA. Staff is seeking authorization for the City Manager to negotiate and execute an IGA to complete the project.

**C. Financial and/or Resource Considerations.** ODOT's current construction estimate is \$160,000. Since the project has not been fully designed or bid yet, staff is proposing to budget \$200,000 in the FY 16-17 budget to ensure that adequate funds are available to complete the project.

**D. Timing Issues.** The project is scheduled to be bid and constructed in 2017. Design is underway and in order to include Stewart Parkway, Staff is seeking approval as soon as practical.

### COUNCIL OPTIONS

Council has the following options:

1. Authorize the City Manager to negotiate and execute an Intergovernmental Agreement with ODOT for the Stewart Parkway Bridge Deck Repair Project; or
2. Request additional information; or
3. Not recommend proceeding with the project.

**STAFF RECOMMENDATION**

Staff recommends entering into an IGA with ODOT in order to accomplish the Stewart Parkway Bridge Deck Repair Project.

**SUGGESTED MOTION**

*I move to authorize the City Manager to negotiate and execute an Intergovernmental Agreement with ODOT for the Stewart Parkway Bridge Deck Repair Project.*

**ATTACHMENTS**

None.

*Handwritten:* 3/18/16

# ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



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## Intergovernmental Agreement with Douglas County Edenbower Overlay and Jurisdictional Transfer

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Meeting Date: March 14, 2016  
Department: Public Works  
[www.cityofroseburg.org](http://www.cityofroseburg.org)

Agenda Section: Consent  
Staff Contact: Nikki Messenger  
Contact Telephone Number: 541-492-6730

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### ISSUE STATEMENT AND SUMMARY

A short section of Edenbower Boulevard is under jurisdiction of Douglas County, even though it is located within the City Limits. The issue for the Council is whether to authorize the City Manager to negotiate and enter into an Intergovernmental Agreement (IGA) with Douglas County for the County to pay for asphalt improvements and then transfer jurisdiction of the street to the City.

### BACKGROUND

**A. Council Action History.** None.

**B. Analysis.** Edenbower Boulevard is scheduled for a grind/inlay project as part of this year's pavement management project. A 410+/- foot section of this street is under Douglas County's jurisdiction. This section begins just south of Sweetbrier and end at the northern point of the intersection of Broad and Edenbower. The County is proposing to pay the City the cost of grinding and inlaying this section and then transferring jurisdiction to the City. The street is located within the City Limits, but was not transferred as part of the last annexation in this area.

In order to accomplish this transaction, the City and the County need to enter into an agreement.

**C. Financial and/or Resource Considerations.** This project is currently in design. The cost of grinding and inlaying this short section of street has not yet been determined. The County will be responsible for those costs.

**D. Timing Issues.** The project is currently in design with bidding tentatively scheduled for June.

### COUNCIL OPTIONS

The Council has the following options:

1. Authorize the City Manager to enter into an IGA with Douglas County to complete this construction and jurisdictional transfer; or
2. Request additional information; or
3. Not recommend entering into the agreement.

### STAFF RECOMMENDATION

The Public Works Commission will discuss this agreement at their March 10<sup>th</sup> meeting. Staff can report the results of that discussion at the Council meeting. Staff recommends

authorizing the City Manager to negotiate and execute and IGA with Douglas County to complete this work and jurisdictional transfer.

**SUGGESTED MOTION**

***I move to authorize the City Manager to negotiate and execute an Intergovernmental Agreement with Douglas County for the construction of paving improvements and jurisdictional transfer of a portion of Edenbower Boulevard.***

**ATTACHMENTS**

Map



CHRISTIE CT  
MERCY HILLS DR  
BROAD ST  
WIDE AVE  
SWEETBRIER AVE  
PLATEAU DR

BROAD ST

EXPRESSWAY

SCHLADT

N  
.1 inch = 200 feet

**Jurisdiction**  
ODOT  
COUNTY

# ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY

*JD*  
*3/8/16*



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## Land Use and Development Ordinance Amendments – Phase 3

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**Meeting Date:** March 14, 2016  
**Department:** Community Development  
**[www.cityofroseburg.org](http://www.cityofroseburg.org)**

**Agenda Section:** Public Hearing  
**Staff Contact:** Brian Davis *BD*  
**Contact Telephone Number:** 492-6750

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### ISSUE STATEMENT AND SUMMARY

This is the third and final phase of a multi-year project to update the Land Use and Development Ordinance (LUDO) for purposes of business friendliness, city beautification, and consistency with land use laws and best practices that have changed since LUDO's original adoption in the early 1980's.

### BACKGROUND

#### A. Council Action History.

In February 2013, the Council reviewed and approved Phase 1 of the LUDO Update Project in which the document was reorganized and restructured for easier reading. The approved changes reduced the document's content by five percent.

In June 2015, the Council reviewed and approved Phase 2 in which substantive changes were made that did not require individual property notice.

In November 2015, the Council previewed Phase 3. Feedback at the time was positive. Shortly thereafter, notice was sent to every property owner in the city as required. Staff then took the Phase 3 changes to the Planning Commission, which approved the changes after three hearings and some revisions. The commission's last meeting was February 29, 2016.

#### B. Analysis.

The proposed changes, summarized in the attached Findings of Fact, incorporate new regulations and clarifications that will assist with the Council's goals of Business Friendliness and City Beautification. Because of the conflict often caused by these two goals, the initial hearing at the Planning Commission was well-attended and heard testimony from 13 people. However, after the Commission and Staff provided additional explanation and in some cases made revisions to the proposal, public attendance diminished at the next two meetings: two testimonies were given at the second meeting, and no one testified at (or even attended) the last meeting. The minutes of all three meetings are attached.

A copy of the Phase 3 amendments by section or in full are available here:

<http://tinyurl.com/ludo15-2rsbg>.

**C. Financial and/or Resource Considerations.**

None

**D. Timing Issues.**

None

**COUNCIL OPTIONS**

1. Adopt Findings of Fact approving the proposal
2. Do not adopted Findings of Fact denying the proposal

**STAFF RECOMMENDATION**

The Planning Commission recommended approval at their February 29 meeting after three public hearings and revisions to Staff's original proposal. Staff recommends the Council adopt the Planning Commission's Findings of Fact and proceed with first reading of the Ordinance.

**SUGGESTED MOTION**

*"I MOVE TO ADOPT THE FINDINGS OF FACT APPROVED BY THE PLANNING COMMISSION FOR FILE NO. LUDO-15-2."*

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

**ATTACHMENTS**

Minutes from January 4, 2016 Planning Commission  
Minutes from February 1, 2016 Planning Commission  
Minutes from February 29, 2016 Planning Commission  
Planning Commission Findings of Fact  
Draft Ordinance

**CITY OF ROSEBURG  
PLANNING COMMISSION MEETING MINUTES  
January 4, 2016**

**CALL TO ORDER:** Chair Ron Hughes called the regular meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, January 4, 2016, in the Roseburg City Hall Council Chambers, 900 SE Douglas Avenue, Roseburg, Oregon.

**ROLL CALL**

**Present:** Chair Ron Hughes, and Commissioners Kerry Atherton, Duane Haaland, Dan Onchuck, Patrick Parson, Matthew Powell (arrived at 7:04 pm) and Brook Reinhard

**Others present:** Community Development Director Brian Davis, Associate Planner John Lazur and Staff Assistant Sandy Cook.

**APPROVAL OF MINUTES**

Parson requested an addition on page 3 paragraph 2 of the Minutes to read – “Because of these issues and safety concerns,... *Onchuck moved to approve the minutes of November 30, 2015 as modified. Motion was seconded by Reinhard and passed unanimously.*

**ELECTION OF VICE CHAIR**

*Reinhard nominated Matthew Powell as Vice-Chair, Parson seconded. The motion passed unanimously.*

**AUDIENCE PARTICIPATION** – none

**PUBLIC HEARING – CPA-15-3/ZC-15-2, 738 W. Harvard Avenue**

Davis advised that all parties have agreed to continue the hearing until the February 1, 2016 meeting to allow ODOT additional time to prepare a development agreement.

**LUDO-15-2, LUDO Text Amendment**

Hughes read the procedures to be followed for this legislative public hearing. He then opened the public hearing. There were no conflicts declared other than to note that the commissioners live within the City limits. Lazur provided the staff report with an overview of the proposed amendments to the Land Use and Development Ordinance noting a couple of changes to the document since the previous commission meeting in November.

- 1) Garage setbacks – applies to new garage construction and primarily corner lots.
- 2) Improved open space for multi-family development – this is a clarification to an existing regulation
- 3) Landscape Standards –defining landscape planter islands for new parking lots
- 4) Telecommunication Towers – updating standards to include stealth design requirements
- 5) Fences – change in height limitations for new fences; vegetation used as a screen would have to meet this specification; discussed definition of vegetation/hedge
- 6) Drive-up Uses – provides a queuing area on collectors and arterials
- 7) Floodplain – Updates existing standards to include criteria for placement of critical facilities, 30% improvements to all structures and adds standards for federally funded projects. Substantial improvement definition of a structure is provided by FEMA and is value based. A recent audit by FEMA triggered these changes. Implementation of this Ordinance would upgrade the City’s Community Rating and provide residents an additional

discount for flood insurance premiums.

8) Lighting Standards – regulates overly bright lighting and implementation of full-cutoff design lighting standards for new construction only.

9) Clear Vision Standards – clarifies how to measure clear vision for residential properties

10) Open Space for Subdivision/PUD's – requires developers to dedicate park space as part of a subdivision when the land is accepted by the City. This primarily affects properties on the outskirts of town

11) Signs – updates the entire Sign Ordinance as recommended by the City Attorney – including regulating portable signs, sign materials, residential standards and refines billboard regulations.

12) Building Additions (Site Plan Review) – provides an LID option for residential lot improvements (thereby amending the Municipal Code)

13) Transitional Uses – Permitted uses in adjoining zoning districts to be conditionally permitted in certain applicable districts.

14) Transitional Height Standards – limits maximum height requirements of a structure in a Commercial zone adjacent to a residential zone

15) Sidewalks in Subdivision – requires all public improvements to be completed at the time of final plat approval and provides an optional development agreement to complete those improvements

16) Off-street parking – modifies medical/dental parking lots and provides for inclusion of motorcycle parking

17) Riparian Vegetation Corridor – provides an overlay but does not change the current requirements.

As a point of clarification, Davis advised that any sidewalks not constructed by the developer would be attached to the deed of the property thereby making it the responsibility of the property owner to construct said sidewalks. Upon questioning, Lazur suggested solar access would be regulated by the transitional building height and zoning setbacks.

Hughes reviewed the rules of conduct and requested public input.

Louise Zonato, 1062 SE Jackson St, questioned if the proposed changes to the garage setback would prohibit them from rebuilding their garage for their older home that currently has multiple development constraints. Davis advised the City has a variance process to address those types of constraints. She also expressed concern about the condition of Jackson Street roadway.

Paul Allen, 136 NW Woodrose Ct., identified the following concerns –

- garage setbacks
- improved open space with multi-family development common area - can be a liability issue and could be perceived as anti-development
- landscape standards – there is currently no enforcement of maintenance standards for required landscaping
- requested clarification of sheathing material for a fence and questioned exactly where a 3' fence would be measured.
- stacking areas needs to be addressed by the type of business and volume
- floodplain – would like clarification of the 10 year rule and why
- lighting standards – asked how long a security light can be on?
- Clear vision – suggested that motor homes cannot park on driveways and asked if it would

- be enforced on everything or just in new subdivisions
- building addition plan review – asked how large of an addition is impacted? And, what percentage or cost is it based upon?
- LID's – wondered what is being amended since an LID has been an option for a while for residential additions. Expressed concern that current LID's aren't being enforced/invoked.
- maximum height in commercial zone – concerned about rezoning and needs to be looked at further
- sidewalks in subdivision in PUD's etc. – suggested the rules need to be ironclad since there are many places where LID's have not been completed.

Emily Brandt, 1134 NE Freemont, complimented the Planning Department for the proposed landscape improvements to the Ordinance. She requested postponing final approval to allow some modification to the proposal such as additional diagrams and clarification for drought tolerant plants in an effort to conserve water. She suggested the proposed beautification contributes to community pride and offered to work with the Planning Staff. Brandt offered to work with City Staff.

Chris Noel, 1470 NW Jefferson St, – suggested his neighborhood is fully developed and is happy to be without sidewalks. He suggested the historical well-established neighborhoods be considered a sidewalk-free zone. Discussion followed regarding the process used to implement an LID or construct sidewalk improvements in fully developed areas. Davis noted there is nothing currently in the Ordinance to provide relief from the sidewalk requirement. Regarding concerns about an RV impacting clear vision, Reinhard stated that structures are regulated and on-street parking would not apply in this case. However, the City does have an ordinance regulating how long RV's can be parked on the street.

Rick and Joann Graham, 321 Maplewood Ln – requested clarification of the 30% floodplain improvement rule over ten years noting it appears to be a “rolling ten year cycle”. Although any new construction would meet this requirement, it only applies for property within the City's planning jurisdiction.

Dan Mahnke, 633 Old Melrose Rd –

- concerned about floodplain including: change in the boundary, flood insurance increases and 30% rule to be implemented.
- sidewalk construction requirement becoming the property owner's responsibility and suggested the contractor be held responsible from the beginning.
- Requested additional information on the proposed overlay
- Concerned about the speed limit on Old Melrose Rd and lack of City enforcement
- Sidewalks on vacant lots – Davis clarified that a final inspection on a home requires the sidewalk to be constructed and the 5 year delay refers to vacant lots only.

Davis explained that the City participates in the National Flood Insurance program which helps to lower the premiums for residents who are required to carry this insurance. The City is not involved with the survey done by FEMA. The proposed changes do not include how the flood map is done and is not part of the amendment.

Bernard Woodard, 340 SE Pine expressed frustration with the proposed amendments to the Floodplain Ordinance. Specific concerns pertaining to the Floodplain Ordinance included –

- Access to a current floodplain map

- Questioned who was notified of these proposed amendments
- That private ownership is restricted from any new development.
- Concerned about the definition and restrictions to “critical facilities”.
- Significant increase to be included in Section 2.9.020
- Different terminology being used and not defined.
- Concerned about his proposed development of Elk Island and potentially additional restrictions.
- Felt the new rules are more substantial than what the federal guidelines currently are in place
- Change to conditions of a variance would prohibit development.
- Needed the difference between floodway and floodplain explained.
- Felt the proposed amendments were a deception and there are a lot more questions to be resolved before approving these amendments.
- Wanted to know who is in the floodway and who is in the floodplain and how it affects those properties financially.
- Concerned about bridge abutments in the floodway
- Concerned about the 35’ transitional height limitation

Davis explained the difference between critical structure and residential development in the floodplain. This proposal removes the provision that those critical facilities could not be constructed in the floodplain but there is some flexibility. A variance is not necessary to construct commercial or residential within the floodplain, either with the new or in the existing ordinance. These changes make it more restrictive for publicly owned or semi-publicly owned development. Powell suggested adding “The intent is to limit...” to Section 2.9.190(5) Conditions for Variances. Staff will work with Mr. Woodard for clarification on his concerns and questions.

Powell thanked the speakers and noted this is not the first time the commission has looked at these proposed amendments. Reinhard suggested clarifying construction as “finished product”. Davis stated that the intent is not to prevent development from occurring in the floodplain but to allow it to happen in a manner that does not have an impact on insurance purposes.

Davis suggested the members of the public submit questions or requests for clarification to Associate Planner John Lazur.

Bill Mull, 2672 Skylee Drive -- Thanked the speakers for their input and questioned if sidewalks would be required along the improved Open Spaces and who would pay the costs of those improvements.

Rodney Whisehunt, 715 Rainbow St., stated that LID’s have been forced on neighborhoods in the past. He suggested the need for sidewalks might not be necessary in every case and the additional costs to implement them.

Tom Hawksworth, 1372 Harlan, also thanked the Planning Department for their work on these proposed changes. He suggested that a traffic control box located on Stewart Parkway at Harvey Avenue was a clear vision obstruction and should be removed as such. He expressed concern that construction of playground equipment in improved open space could be a liability because of insurance requirements. He agreed that landscaping standards should consider the water issues during the summer and suggested the City

should not be involved with what people want to put on their own property.

Harold Johnson, 1294 NW Highland, commented as follows –

- Wondered if the requirement for garage setbacks and was directed at those territories the City has decided to annex.
- Questioned the need for variances when the requirements could be less restrictive.
- The garage setback isn't necessary since people are driving smaller vehicles.
- Open space requires maintenance and extra costs.
- Fences – doesn't like to be told what kind of material to use.
- Suggested making the roads narrower so the streets are safer.
- It's less expensive to develop property if sidewalks, curbs and gutters are not required.
- Complained about sidewalks being required without a connection to adjacent sidewalks that are seldom used anyway.
- Stated that a plat cannot be recorded without the agreement and then someone still has to pay for the sidewalks or get the financing.

Judy Bailey, 1752 SE Eddy, expressed concern about keeping a dog contained with a 3' front fence.

The record was left open and the hearing continued to the next Commission meeting until date certain February 1, 2016. Staff will provide responses to comments and suggestions as presented at this meeting. Commissioners were encouraged to contact Staff directly regarding any of their suggestions/comments and to include the rest of the commission in their transmission.

**BUSINESS FROM STAFF** - Davis thanked the Commission for their patience and understanding. He advised that Staff anticipates a variance request at the next meeting along with this continued public hearing and the continued hearing for the Comprehensive Plan Amendment on Harvard Avenue.

**BUSINESS FROM COMMISSION** – none

**ADJOURNMENT** – The meeting adjourned at 10:03 pm. The next meeting is scheduled for Monday, February 1, 2016.

SANDY COOK, Staff Assistant

**CITY OF ROSEBURG  
PLANNING COMMISSION MEETING MINUTES  
February 1, 2016**

**CALL TO ORDER:** Vice-Chair Matthew Powell called the regular meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, February 1, 2016, in the Roseburg City Hall Council Chambers, 900 SE Douglas Avenue, Roseburg, Oregon.

**ROLL CALL**

**Present:** Vice-Chair Matthew Powell, Commissioners Kerry Atherton, Duane Haaland, Dan Onchuck, Patrick Parson, and Brook Reinhard

**Absent:** Chair Ron Hughes (excused)

**Others present:** Community Development Director Brian Davis, Associate Planner John Lazur and Staff Assistant Sandy Cook.

**APPROVAL OF MINUTES**

*Parson moved to approve the Minutes of January 4, 2016 as presented. Motion was seconded by Atherton and passed unanimously.*

**AUDIENCE PARTICIPATION** – none

**V-15-6, 1052 W. Nebo Street**

Powell read the public hearing procedures for this quasi-judicial public hearing and opened the Public Hearing. No ex-parte contacts or conflicts were declared. Davis provided the Staff Report advising the applicant is requesting a reduction of the front yard setback from 20' to 5' to accommodate placement of a garage. This is in an older developed neighborhood and Staff felt it was a reasonable request. Review of this request falls to the Commission because it is not within Staff's threshold to approve. Staff recommends approval of the request.

Applicant, Bob Cotterell of 1052 W. Nebo Street, reiterated his request to place a garage at his home within the required front yard setback. He noted the improvement does not impact existing utilities and that he intends to include large windows and to place convex mirrors on the structure to provide increased visibility while entering or exiting the garage.

Powell closed the public hearing and discussion followed. Reinhard was in favor of the convex mirrors and was pleased to see it was included in Condition #1 of the approvals.

*Reinhard moved to adopt the Findings of Fact and Order **APPROVING** the Variance request as presented. Onchuck seconded; motion passed unanimously.*

**LUDO-15-2, LUDO Text Amendment**

Powell advised this was a continued legislative public hearing. Lazur reviewed the modifications incorporating input from other City departments. Lazur provided a review of the modifications noting that suggestions from Commissioner Parson have already been incorporated into the proposal.

- Floodplain – 1) language for residential development has been reinstated; 2) substantial improvement language clarified (new language has been incorporated

as recommended by FEMA); 3) the 10 year language has been removed as it was not intended to be a revolving period of time

- Signs – 1) Public Works concerns regarding encroaching into the public way have been addressed by changing the code back to the original sign ordinance; 2) adopting ODOT's standard regulating electronic billboards; and, 3) the freeway district was aligned to allow for smaller signs with an ODOT permit.
- Stacking area – 1) a clerical error was corrected in the table specifying how drive-up uses are calculated
- Sidewalks – Clarified that sidewalks are the responsibility of the developer as is currently included in the Code. A development agreement would be required at the time of final plat to require construction of sidewalks within 5 years.

Davis advised that all of the recent modifications were sent to those individuals who attended the last meeting or sent correspondence prior to the public hearing. Powell questioned the prohibition on roof mounts. Lazur explained that it pertains specifically to the Central Business District which is also an Historic District and the need to retain the historic character of the districts. Reinhard requested including "drought tolerant landscaping" as a fourth alternative in Section 2.3.060(3). Upon questioning, Davis advised that Staff maintains a list of cell towers noting there is only the one stealth type tower, which is located near the Golf Course.

Powell asked for public input –

Bernie Woodard, 310 SE Pine Street, expressed concern about any kind of restrictions in the floodplain because it would prevent further development in those areas. He suggested – 1) variances be incorporated for private residences; 2) retain the 50% improvement rather than the proposed 30%; 3) improvements on Pine Street north of Douglas should be completed as shown in the 2010 Waterfront Master Plan including the issue of the commercial zoning; and 4) a bicycle/pedestrian type overlay be added.

Davis advised that Staff has met with Mr. Woodard and some of his changes have been incorporated into the revised LUDO amendments including a variance option. The current ODOT project will improve much of this area near the Pine Street section referred to by Mr. Woodard, including improvements to the bridges and the freeway entrances. This section of Pine Street is currently zoned C-3 and is adjacent to the railroad but is of inadequate width for commercial development. Those properties would be required to provide off-street parking as is currently required in LUDO. Alternative access or parking requirements could be considered as an option to allow full development of the C-3 zoned area. The variance process would be available to those properties to develop further. However, a new overlay for this portion of waterfront properties is a long and involved process that could be considered in the future. Upon questioning, Woodard advised he either has an option or owns 13 of the 21 properties within the identified area of Pine Street to which he referred.

Harold Johnson, 1294 NW Highland, questioned 1) where did all these ideas originate from? 2) Is there a timeframe to these changes? Davis explained there has been a combination of sources of the proposed changes including instances where sections of the Ordinance have been outdated, difficult to apply or just didn't make sense. Staff utilizes their professional expertise through literature, conferences and other communities. Regulations have been added or changed over time, as in the case of the floodplain

regulations. Appointed and elected bodies have also requested changes. Davis advised there is no deadline to complete these changes other than to accomplish a Council goal in a timely manner.

Johnson suggested attaching the floodplain improvements to square footage of a property rather than a dollar amount. Davis explained that the dollar amount is used because it is based on the National Flood Insurance Program. Johnson suggested there has not been much development in the City over the last five years and questioned if the City's requirements were discouraging development and expressed concern about requirements attached to multi-family dwellings. Johnson suggested City Staff meet with local developers and others when modifying rules and regulations for developments. He did not believe sidewalk construction has been applied universally and suggested the residents should have that as an option. Atherton stated there are a lot of citizens who want sidewalks to make sure their children are safe. In response to the question regarding recording of plats, Davis advised the City Attorney had prepared that specific section.

Johnson objected to regulating fencing materials as well as including a maintenance requirement. In reference to the Parks Master Plan, Davis noted that small neighborhood parks are identified rather than regional parks as Johnson suggested. Regarding the requirement to improve streets at the time of new development, Lazur advised that the requirement to improve a street is currently included within the Ordinance. Powell encouraged Johnson to submit his suggestions to the City Council in writing.

Powell closed the public hearing and called for further discussion. Haaland was in favor of the open space modifications, landscape requirements and sign revisions because it would help beautify the City. Reinhard was pleased to see the addition of the City assisting with financing sidewalk construction, but was concerned about the 10 year threshold being removed from the floodplain section. Upon questioning, Davis briefly identified those locations that are included in the floodplain and offered to provide further detail to the Commission at the next meeting. Discussion followed regarding the proposal to reduce the 50% threshold down to 30% for the life of the structure rather than the rolling 10 year limitation previously submitted. There needs to be a balance between improvements and safety. Onchuck expressed concern on how this would be implemented and tracked. Powell and Haaland also expressed concern regarding floodplain modifications. Davis stipulated that an avenue for appeal has been built into the Ordinance.

Powell suggested modifying a couple of items - 1) remove the open space with less specificity; 2) eliminate the requirement that bicycle parking be within a certain distance of a door; and, 3) remove the interior parking landscaping requirements. Onchuck suggested reinserting the 10 year option into the floodplain ordinance, rather than for the life of a structure. Discussion followed regarding the best way to approve the proposal and still incorporate the floodplain modifications. Ultimately, the Commission desired to consider the floodplain issue following receipt of additional information including: numbers of properties included in the floodplain, additional information from the State and FEMA regarding the reasoning behind the change from 50% to 30%, how much is paid for flood insurance collectively in Roseburg and how much the 5% savings would incur.

*Reinhard moved to tentatively approve the proposed LUDO changes with the addition of landscape drought resistance, remove the bicycle parking proximity requirement and not*

*include the Floodplain section at this time and to continue the hearing to the next meeting scheduled for Monday, February 29<sup>th</sup>. Atherton seconded; motion passed with Powell and Parson voting Nay.*

Upon questioning, Patrick voted Nay because of the decision to delay the approval.

**PUBLIC HEARING – CPA-15-3/ZC-15-2, 738 W. Harvard Avenue**

Davis requested the Commission consider setting April 4<sup>th</sup> as date certain for the public hearing on this issue. With the consensus of the Commission, *Powell moved to continue the public hearing to April 4<sup>th</sup>, Reinhard seconded. Motion passed unanimously.*

**BUSINESS FROM STAFF** - none

**BUSINESS FROM COMMISSION** – none

**ADJOURNMENT** – The meeting adjourned at 9:35 pm. The next meeting is scheduled for Monday, February 29, 2016.

SANDY COOK, Staff Assistant

**CITY OF ROSEBURG  
PLANNING COMMISSION MEETING MINUTES  
February 29, 2016**

**CALL TO ORDER:** Vice-Chair Matthew Powell called the regular meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, February 29, 2016, in the Roseburg City Hall Council Chambers, 900 SE Douglas Avenue, Roseburg, Oregon.

**ROLL CALL**

**Present:** Vice-Chair Matthew Powell, Commissioners Kerry Atherton, Duane Haaland, Dan Onchuck, Patrick Parson, and Brook Reinhard

**Absent:** Chair Ron Hughes (excused)

**Others present:** Community Development Director Brian Davis, Public Works Director Nikki Messenger, Associate Planner John Lazur and Staff Assistant Sandy Cook.

**APPROVAL OF MINUTES**

*Atherton moved to approve the Minutes of February 1, 2016 as presented. Motion was seconded by Haaland and passed unanimously.*

**AUDIENCE PARTICIPATION** – none

**LUDO-15-2, LUDO Text Amendment**

Staff advised the public hearing had been closed at the previous meeting on February 1 except specifically for further discussion of the floodplain section. Davis reminded the Commission that the majority of the proposed amendments except for the section regarding floodplain had already been tentatively approved. The Commission's previously recommended changes have been incorporated into the document. Staff has been working with the Federal Emergency Management Agency (FEMA) to provide additional information and to clarify the proposed amendments to LUDO. Scott Van Hoff of FEMA was scheduled to attend tonight but was not able to be here. Approximately 1.5 percent of properties in the City are affected by the proposed change to the definition of "substantial improvement" from 50% to 30%. FEMA recommended modifying the definition of "Start of Construction" in Section 2.9.050(35) of LUDO as follow – "Start of Construction: The first placement of permanent construction **including substantial improvement** of a structure...." Additional changes previously requested by the Commission include – Section 2.3.060(3)(a) – "...Open Space not containing amenities specified below shall be covered by weed-free, ~~lawn~~ drought-tolerant landscaping." Changes to Section 3.3.090(2)(a) – "All required bicycle parking shall be located on the site and ~~no farther away from the main building entrance than 50% of automobile parking spaces. Within 50% feet of main building entrances. Bicycle parking shall have direct access....~~" Staff recommends considering the proposed changes and adopt the Findings of Fact of the Text Amendments and recommend City Council approve accordingly.

Lazur reviewed the 30% rule and explained in detail the process to be used when considering substantial improvements. The City's current threshold is 50% and the proposed change to 30% is recommended by FEMA in an effort to improve the City's

national flood insurance rating. FEMA has provided a “Desk Reference Publication” to assist in clarifying how to administer the substantial improvement requirements. Substantial improvements to structures would require the property owner to meet current floodplain standards at that time. Discussion followed regarding differences between improvements and repairs of damage to a structure.

Powell advised that now that the focus is on floodplain, he realizes he owns a house that is located on the edge of the floodplain. Davis asked if he believed he would have direct monetary benefit from this Ordinance change and Powell did not think it would affect him one way or another. Haaland then noted that he also owns property in the floodplain but he believes it is in the County but near the city limits.

Onchuck requested the Commission reconsider including a look-back time period and discussion followed that included options between 10 years and 30 years. Staff currently maintains permanent records of permits for improvements within the floodplain. For clarification, Davis noted the time period begins on the date the first permit is obtained, which is how Staff currently calculates the existing 50% threshold. Clarification was offered to include the definition from page 5-19 of the FEMA Desk Reference and then to incorporate the Commission's timeframe threshold. Powell expressed concern regarding changing the substance of the Ordinance at this time. Davis noted that Staff has made every effort to provide individual notices throughout the process. The parties have had an opportunity to review the proposed changes. Atherton suggested including FEMA tables 5-1a and 5-1b into LUDO as an example.

***Powell moved to approve the floodplain section of the proposed LUDO changes with the following changes: the definition of substantial improvement will match that of FEMA's Desk Reference publication provided in the packet with a substantial improvement threshold at 30% and a 15 year timeframe. Atherton seconded.***

Discussion followed regarding the timeframe threshold and the argument of allowing development to occur in the floodplain at all.

***Reinhard moved for a friendly amendment to the previous motion to add “including substantial improvement” to the definition of “start of construction.” Powell seconded and the amendment passed Unanimously.***

***Powell called for a vote on the original motion. Motion passed Unanimously.***

By point of clarification, Davis noted that Staff will include the word for word Definition of “Substantial Improvement” included on page 5-19 of FEMA's Desk Reference; include the requested 15 year timeframe, and the substantial improvement threshold of 50% will be changed to 30%; and, including the language for “drought tolerant” landscaping and the bicycle requirement.

***Onchuck moved to adopt the Findings of Fact and Order as presented to include all revisions by the Commission and recommend the City Council APPROVE File No. LUDO-15-2, Adopting the proposed Text Amendments. Reinhard seconded; motion passed unanimously.***

Davis advised that Staff would recommend a 90 day effective date (rather than the normal 30 day timeline) on these LUDO amendments. This will allow developers who are currently in the process to provide additional time to complete the development review process.

### **Tree Ordinance**

In 2012, the Commission considered a City of Roseburg Tree Ordinance, but Council had some concerns at that time. City Council has set a goal to have Roseburg become an official "Tree City USA". Requirements to become a Tree City USA include: a community shall have a Tree Board (the City Parks Commission would take on that responsibility); have a budget of \$2 per capita that goes through tree related activities; an annual Arbor Day celebration and a Tree Ordinance must be in place. Roseburg meets three of the four requirements and adoption of a Tree Ordinance meets the final requirement. A revised Tree Ordinance and Tree Program were presented to the Commission for consideration. The revised ordinance only applies to trees located within City parks, parkway strips, and sidewalks. The Commission was asked to review these documents and recommend City Council adoption of both documents.

Atherton expressed concern about trees recently removed by ODOT along Washington Street. Staff noted the trees in question were located on ODOT right-of-way and are included in the ODOT project currently under construction. Upon questioning, Messenger noted the Tree Program would be referenced by Ordinance and would be available online. This will give Staff a tool with clearly defined rules and processes for trees located within the right of way. LUDO currently addresses trees on private property only. Trees on private property that overhang City right of way would be the responsibility of the private property owners to maintain. This Ordinance provides Staff with a process to notify owners, and the option for City crews to trim trees with the ability to charge the owners actual cost plus administrative fees. These costs are defined in the City's Fee Schedule.

Powell expressed concern that a property owner would be prevented from removing a tree or replacing a tree and that there is a shifting in liability. Messenger noted there is an appeal process to the Tree Board. Haaland was in favor of anything that would help beautify the city and is in favor of the proposed Tree Ordinance. Upon questioning, Davis explained the City's process for non-responsive property owners as outlined in LUDO, but an additional penalty is not included.

***Reinhard moved to recommend City Council approval of the proposed Tree Ordinance and Tree Program as specified in Section 4.12. Atherton seconded; motion passed with Powell voting NAY and all others voting YES.***

### **Capital Improvement Plan**

Messenger presented a draft 2016-2021 Five Year Capital Improvement Plan (CIP) for consideration. The CIP is generally updated every couple of years and incorporates several different funds. There is a total of \$11 million identified for the various funding categories. Various Master Plans, studies and other documents are reviewed and incorporated into the overall CIP. Messenger reviewed the proposed projects

anticipated over the next five years. Staff requests the Commission recommend City Council and Urban Renewal Board approve this document.

***Parson moved to recommend to the City Council and Urban Renewal Board the adoption of the 2016-2021 Capital Improvement Plan as presented. Powell seconded; motion passed unanimously.***

**BUSINESS FROM STAFF** – none

**BUSINESS FROM COMMISSION** – none

**ADJOURNMENT** – The meeting adjourned at 9:15 pm. The next meeting is scheduled for Monday, April 4, 2016.

SANDY COOK, Staff Assistant

In the matter of the legislative action  
by City of Roseburg

) Text Amendment  
) File # LUDO-15-2

**BEFORE THE ROSEBURG PLANNING COMMISSION  
ORDER OF APPROVAL**

**I. NATURE OF AMENDMENTS**

The City Council directed Staff to propose changes to the Land Use and Development Ordinance in an effort to clarify existing standards, address problematic development standards, and improve the effectiveness of the LUDO.

**II. PUBLIC HEARING**

A public hearing was held on the proposed amendments before the Roseburg Planning Commission on January 4, 2016 and February 1, 2016, and February 29, 2016. At that hearing the Planning Commission reviewed Land Use File LUDO-15-2 for legislative text amendments and it was made part of the record.

**III. FINDINGS OF FACT**

**A. EXISTING CONDITIONS**

1. The Planning Commission takes official notice of the Roseburg Urban Area Comprehensive Plan adopted by City Council Ordinance # 2980 on December 9, 1996 and of the Roseburg Land Use and Development Ordinance # 2363, as originally adopted July 1, 1982, and most recently updated in Ordinance #3448 on July 13, 2015, as both may have been amended from time-to-time.
2. Notice of the public hearing was mailed to affected property owners in accordance with ORS 227.186 (Measure 56 notice).
3. Notice of the public hearing was given by publication in the News-Review, a newspaper of general circulation, at least 20 days prior to the hearing. Opportunities were provided for all interested parties to be involved in the planning process through the public hearing.
4. The proposal is to legislatively amend text within the city of Roseburg's Land Use and Development Ordinance.

**B. PROPOSAL**

The full text of the changes made in this amendment is attached to the implementing Ordinance, a summary of which is below.

<b>Amendment</b>	<b>Summary</b>	<b>Effect</b>	<b>Section</b>
Garage setbacks	Creates a minimum yard requirement of 20 ft. for the frontage of a lot with a garage face.	New Regulation	2.3.020
Improved Open Space in conjunction with multi-family development	Requires developers to reserve an "improved common area" with improvements accessible by all residents for multi-family developments.	New Regulation	2.3.060
Landscaping Standards	Adds parking area planter standards to parking lots with 10 spaces or more.	New Regulation	3.3.200
Telecommunication Facilities (Cell Towers)	Updates standards with regard to current practices and design techniques as well as Federal Law. Requires towers to have a "stealth design".	New Regulation	4.3.040
Fences	Prohibits sheathing materials in construction. Reduces front and exterior yards to 3 feet height limit to fit clear vision compliance. Extends height allowance from 6 feet to 7 feet without permit.	Deregulation/ New Regulation	4.4.070
Drive-up Uses	Businesses with drive-up windows will provide a stacking area to reduce traffic congestion on site and adjacent streets.	New Regulation	3.3.140
Floodplain	Substantial improvement defined as an improvement 30% or greater over a 15 year period. Critical Facilities not permitted in Zone X (500yr.). Adds standards for Federally Funded projects.	New Regulation	2.9.050, 2.9.220, 2.9.270, 2.9.080, 2.9.330, 2.9.340
Lighting Standards	Combats the trend of installing overly-bright lighting which contributes to glare, nuisance, and light pollution.	New Regulation	3.3.050
Clear Vision Standards	Changes how clear vision is measured. Adds residential driveways to clear vision area.	New Regulation	4.4.060
Open Space requirements resulting from subdivision and/or PUD	Standard may apply to certain properties that are being divided, are planned for a park, and land is accepted by City.	New Regulation	6.1.130, 6.1.170, 6.2.060
Signs	Simplification of standards. Removing content regulations. Improves standards for multi-tenant buildings.	New Regulation, Clarification	4.2.060

Building Additions (Site Plan Review)	Requires provision of curb, gutter, sidewalks for building additions. Creates individual lot local improvement districts or "LID's" and allows special financing for these lot improvements.	New Regulation	3.1.040, 3.2.050
Transitional Uses	Allows for permitted uses in adjoining zoning districts to be conditionally permitted in certain applicable districts.	Deregulation	4.4.120
Transitional Height Standards	Limits maximum height requirement in Commercial zone that is adjacent to a residential zone.	New Regulation	2.4.020
Riparian Vegetation Corridor	Previously a site review standard. Now added as an overlay.	Clarification	2.13.010
Sidewalks in Subdivisions	Requires sidewalks to be constructed prior to final plat. Allows for developer to defer sidewalk construction for up to 5 years.	New Regulation	6.1.190(5), 6.2.110
Off-Street Parking	Medical and dental offices parking requirements increases to 1 space per 200 sq. ft. of gross floor space. Requires a vehicle waiting area to reduce traffic conflicts on site. Introduces motorcycle parking space minimum standards.	New Regulation/ Deregulation	3.3.080, 3.3.110, 3.3.170

**C. AGENCY COMMENTS**

Stuart Cowie, Douglas County Planning Department commented that they had no objections to the proposed amendments.

City of Roseburg, Public Works Department submitted comments concerning changes to signs, clear vision area, floodplain, site plan review, and subdivision sidewalks.

Staff received comments on January, 8, 2016 from Commissioner Patrick Parson. All of Commissioner Parson's suggestions were incorporated into the proposed amendments.

**D. PUBLIC COMMENTS**

Anita Miller, 634 NE Channon, stated "I have read the notice of public hearing and I am sure it will be better for everyone."

At the public hearing on January 4, 2016, additional testimony was heard by the following parties: Frank and Louise Zanotto, Paul Allen, Emily Brandt, Chris Noel, Rick and Joanne Graham, Dan Mankey, Bernie Woodard, Bill Mull, Rodney

Wisenhunt, Tom Hawksworth, Harold Johnson, Judy Bailey, Bruce Roman, Shelley Masters, and i.e. Engineering.

The following comments have been summarized and are intended to consolidate the concerns raised at the January 4, 2016 hearing. Staff has reviewed the minutes from the previous meeting and reduced them to the summary below. Staff has also addressed each individual concern with a finding as it applies to the overall concern.

1. "If a property owner wants to replace their garage, will they need to meet the new 20 foot setback requirement?"

**Finding:** The proposed changes to LUDO do not apply to the ability to replace non-conforming structures. Current code allows garages that do not meet setbacks to be replaced or reconstructed in the same location if replaced within 1 year.

2. "How will the height of new fences in the clear vision area be measured? Will they be measured from curb height? How will the height of new fences in the required yards be measured?"

**Finding:** The proposed changes to LUDO do not apply to the way fence height is measured. Current code states that fences in the clear vision area will be measured "...from the finished grade of the driving surface" whereas; fences within required yards will be measured "...from the adjacent grade." The changes to LUDO will have no impact on how these heights are already measured.

3. "Drive-thru stacking area standards should address traffic backing up into the public right-of-way."

**Finding:** The proposed changes to LUDO only apply to a queuing requirement which requires a space for vehicles to temporarily idle while waiting for maneuvering vehicles on site. Drive-thru stacking area code states that drive-up uses shall provide a minimum stacking area (a lane in which vehicles temporarily idle while awaiting service), clear of the public right-of-way and parking lot aisle, for the window serving the vehicles. The stacking area shall not interfere with safe and efficient access to other parking and maneuvering areas on the property.

4. "If clear vision areas will apply to residential driveways, will my neighbor be allowed to park their RV in driveway if it is in the clear vision area?" Will clear vision violations be enforced in existing or new subdivisions?"

**Finding:** The proposed changes to LUDO do not apply and will have no effect on parking in the clear vision area, which is prohibited within the clear vision area triangle. This proposal is simply adding residential driveways to areas affected by the clear vision triangle. Therefore, enforcement action through LUDO and Municipal Code would be taken for vehicles parked within the clear vision area.

5. "Will there be a size, percentage, or cost mechanism factored in to building additions that initiate sidewalk improvements?"

Finding: Any addition to the gross square footage of a building will initiate either required public improvements or participation in a Local Improvement District.

6. "Will non-substantial floodplain improvements be on a 10 year rolling cycle? Do improvements without permits count toward the 30% calculation? Floodplain variances were removed for private improvements."

Finding: After hearing public input, the 10 year cycle will not be included in the amendments. This provision has been removed as a result. Therefore, non-substantial improvements will be tallied from the effective date of this ordinance and will be cumulative for the life of the structure. Only improvements that require building permits will count against the 30% percent limit for the structure at the time of application. After hearing public input, floodplain variances were reinstated for private development.

7. "Will the responsibility of sidewalk installation remain with developers or will they be tied to the property owner? Shouldn't developers be responsible for sidewalk improvements? If someone buys a vacant lot, they don't want to have to be responsible for sidewalk construction as a new owner."

Finding: The responsibility for sidewalks will remain with the developer. The developer will be responsible for the installation of sidewalks within 5 years.

8. "Will property owners of double frontage lots need to improve both the front and rear yard?"

Finding: When sidewalks are required property owners will be responsible for the improvement of all sides of their property that fronts a public street.

9. "Can neighborhoods petition for no sidewalk improvements if it is determined there is no need for sidewalks because of alternative pedestrian routes, topographical issues, and historic character?"

Finding: According to Section 3.2.050(5) certain streets, blocks, or neighborhoods may be exempted from sidewalk standards due to terrain, physical restrictions, available right-of-way width, or other substantial reason. The City has the authority to grant relief from sidewalk provisions after a public hearing but only when physical conditions beyond the control of the applicant, would result in unworkable or unsafe conditions, including adverse effects on use or access.

#### E. ANALYSIS

Text Amendments are required to satisfy approval criteria contained within LUDO Section 5.2.010 through Section 5.2.090.

F. REVIEW CRITERIA

Pursuant to LUDO 5.2.060(2) all legislative action proposals shall be analyzed for consistency with the policies of the Comprehensive Plan, Statewide Planning Goals, and other provisions of LUDO.

**Comprehensive Plan**

Pertinent policies that apply to the proposal have been evaluated as follows:

**Energy Conservation Policy No. 4**

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

**Finding:**

Clarifying a more defined utilization of open spaces for Subdivisions and PUD's will allow for better utilization of respective properties and more efficient use of lands.

**Parks and Recreation Policy No. 1**

*The City shall establish guidelines to ensure a means of acquiring needed park lands.*

**Finding:**

Lands that are being subdivided that are identified by the Parks Master Plan as a needed location for a future park may dedicate a portion of the property to the City for future development of a park. Land that is planned for a park shall be accepted by the City prior to dedication.

**Housing Development Policy No. 1**

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

**Finding:**

All lands proposed for new residential development will have an adequate level of services which will be coordinated through the site review process at the time of development.

**Housing Development Policy No. 10**

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

**Finding:**

All lands with new multi-family development or significant improvements to existing developments shall reserve an improved common area with improvements accessible by all residents by providing internal walkways for the purposes of improving the provision of convenient and accessible open space.

**Commercial Development Policy No. 9**

*The zoning ordinance, subdivision ordinance, and other regulations shall contain standards to minimize circulation conflicts between pedestrians, bicycles, automobiles, and other vehicles servicing all commercial developments.*

Finding:

The proposal for garage setback requirements will improve pedestrian circulation as well as vehicle parking by providing adequate space to park vehicles in front of structures that otherwise would not provide enough distance between the structure and property line per normal setback standards and may cause parking of vehicles over sidewalks. Drive-up stacking area requirements will allow for a vehicle to exit the public right-of-way when waiting for vehicles on site to enter/exit parking stalls and navigate internal driveways. The proposal for sidewalk requirements in subdivisions will guarantee complete sidewalk infrastructure within 5 years in new subdivisions and work to complete missing links in existing subdivision sidewalk routes. The revision of clear vision standards and inclusion of residential properties within these standards will increase safety between vehicles, pedestrians, and bicycles at all intersections, whether public or private.

**Commercial Development Policy No. 11**

*Zoning regulations governing the siting of commercial development shall take into consideration the relationship of adjacent development in terms of building height, mass, and activity.*

Finding:

The introduction of transitional height standards will limit the maximum height requirement in commercial zones that are adjacent to residential zones. The height standards will provide for graduated height limitations along those zone boundaries to avoid a potentially significant variation in structure heights between adjacent properties which could negatively affect adjacent residential uses.

**Commercial Development Policy No. 12**

*Subdivision and zoning regulations should require landscaping to visually soften paved areas, reduce heat and glare, and to provide separation between buildings and pedestrian and vehicular circulation.*

Finding:

The addition of parking area planter standards to parking lots with 10 spaces or more and refining the minimum amount of landscaping will require the incorporation of interior planters. This will deviate from the trend of developers

grouping all landscaping and avoiding internal planters that visually soften paved areas and improve vehicular circulation.

**Commercial Development Policy No. 15**

*Exterior lighting shall be designed to provide illumination to the site and not cause glare into adjacent properties.*

Finding:

The refinement of this standard will combat the trend of installing overly-bright lighting which contributes to glare, nuisance, and light pollution. Lighting incorporated in new development will be "full cutoff" fixtures which direct light to the surface of illumination while limiting glare and light that shines beyond its intended target. Stray light that projects onto other properties and onto the public way will be prohibited.

**Schools and Parks Development Policy No. 1**

*Planning for school and park locations and siting should be done in close coordination with ongoing comprehensive planning taking into consideration the neighborhoods they are to serve, any physical limitations, the impact upon the transportation system, projected residential growth patterns and pedestrian access.*

Finding:

Lands being subdivided may be required to dedicate a portion of the property to the City for future development of a park as identified in the Parks Master Plan. Before accepting the dedication, the developer and City will take into account existing schools and shared park facilities to avoid negative impacts to the existing transportation system and pedestrian access.

**Resource Area and Hazardous Area Development Policy No. 2**

*Development in the floodplain shall be regulated to preserve and maintain the capability of the floodplain to convey floodwater discharges and to minimize danger to life and property.*

Finding:

Critical facilities and federally funded structures will be located at or above the 500 year flood level in order to minimize danger to life and property. Additionally, residential equipment and commercial structures will be constructed a minimum one foot above base flood elevation to ensure minimal property damage. The proposed amendments aim to further reduce rising flood insurance premiums and align the City with evolving federal standards.

**Statewide Planning Goals**

Pertinent Statewide Planning Goals that apply to the proposal have been evaluated as follows:

***Statewide Planning Goal # 1 - Citizen Involvement***

*To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

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

Roseburg also has an established Planning Commission that has the responsibility to act as the conduit to the City Council on land use matters. The Planning Commission is selected through an open, well-publicized public process and the Commission may include one member who resides outside the city limits. All meetings were advertised to local media. The proposed amendments were the result of input from planning commission work sessions.

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

***Statewide Planning Goal # 2 - Land Use Planning***

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

As noted above the City of Roseburg has adopted a Comprehensive Plan, which is "acknowledged" by the State of Oregon. This Plan was again acknowledged through Periodic Review in 1992 and is coordinated and adopted by Douglas County for the unincorporated area located within the City UGB. (Roseburg Urban Area Comprehensive Plan adopted by the City Council in Ordinance No. 2345, effective on July 1, 1982, and re-adopted in Ordinance No. 2980 on December 9, 1996.) Implementation of the Comprehensive Plan is accomplished through the adopted LUDO. LUDO has been acknowledged by the State of Oregon and has been amended from time-to-time in order to comply with ORS. (Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and most recently updated in Ordinance No. 3448 on July 13, 2015.) Both the Comprehensive Plan and LUDO have been amended from time-to-time.

**IV. CONCLUSION**

**IV. CONCLUSION**

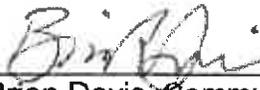
Based on the above findings, the Planning Commissions concludes that the application meets the criteria for approval in LUDO Section 5.2.010 through 5.2.090.

**V. ORDER**

Based on the Findings and Conclusions above, the Planning Commission recommends approval of this application to the City Council.

  
\_\_\_\_\_  
Matthew Powell, Vice Chair

3/3/16  
\_\_\_\_\_  
Date

  
\_\_\_\_\_  
Brian Davis, Community Development Director

3/3/16  
\_\_\_\_\_  
Date

- Planning Commission Members:  
Ron Hughes, Chair  
Matthew Powell, Vice Chair  
Kerry Atherton  
Duane Haaland  
Dan Onchuck  
Patrick Parson  
Brook Reinhard

ORDINANCE NO. \_\_\_\_\_

**AN ORDINANCE AMENDING THE ROSEBURG LAND USE AND DEVELOPMENT ORDINANCE FOR CONSISTENCY WITH LAND USE LAWS AND BEST PRACTICES THAT CHANGED SINCE THE ADOPTION OF ORDINANCE NO. 2363**

**WHEREAS**, after reviewing the recommendation of the Planning Commission and conducting a Public Hearing on March 14, 2016; and

**WHEREAS**, Section 5.2.090 states it may be necessary to amend the Land Use and Development Ordinance text from time-to-time to meet changes in circumstances and conditions;

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

**SECTION 1:** On the basis of the facts contained in the record, the City Council finds there is sufficient justification and need to accept the Planning Commission recommendation and hereby adopts as its own the Findings of Fact of the Planning Commission which are included herein by this reference.

**SECTION 2:** Land Use and Development Ordinance No. 2363, originally adopted June 28, 1982, and amended at various times thereafter, is hereby amended to read and provide as set forth in Exhibit 1 attached hereto and incorporated herein by this reference as if it were set forth verbatim in full.

**PASSED BY THE COUNCIL THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2016.**

**APPROVED BY THE MAYOR THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2016.**

\_\_\_\_\_  
Larry Rich, Mayor

ATTEST:

\_\_\_\_\_  
Sheila R. Cox, City Recorder

*3/8/16*

# ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



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## Equipment Purchase – Storm Drainage Camera Inspection System

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Meeting Date: March 14, 2016  
Department: Public Works  
[www.cityofroseburg.org](http://www.cityofroseburg.org)

Agenda Section: Public Hearing  
Staff Contact: Nikki Messenger  
Contact Telephone Number: 541-492-6730

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### ISSUE STATEMENT AND SUMMARY

The FY 15-16 Storm Drainage Fund includes replacement of the existing camera inspection system. The issue for the City is whether to authorize the purchase through a cooperative purchasing agreement with the Houston-Galveston Area Council (H-GAC).

### BACKGROUND

**A. Council Action History.** On June 8, 2015 the City Council authorized the City Manager to join the H-GAC.

**B. Analysis.** The existing camera system was purchased in 1999 and is at the end of its useful life. The camera tractor has been repaired several times, the footage counter is broken and the light system fails often. In addition, closed circuit camera technology has improved in the past seventeen years. The existing system is housed in a box-style van. Staff intends to renovate the existing vehicle with the new camera equipment.

The H-GAC is a regional planning commission and political subdivision of the State of Texas that has instituted a cooperative purchasing program to allow other eligible members to utilize H-GAC's pricing. The City joined the H-GAC in May of 2015 in order to take advantage of highly competitive pricing on future purchases. This mechanism was used to purchase a new fire truck previously.

As with previous cooperative purchases, Staff is proposing to treat this as a special procurement exempt from competitive bidding. This requires issuance of a notice of public hearing exempting the purchase from competitive bidding. This is a seven day notice and was issued as required prior to the March 14<sup>th</sup> City Council meeting.

**C. Financial and/or Resource Considerations.** The FY 2015-16 Storm Drainage Fund includes \$125,000 to purchase a new camera system. Through the H-GAC contract the system cost is \$122,000. The price includes installation and training.

**D. Timing Issues.** Staff would like to complete this purchase prior to the end of the fiscal year.

### COUNCIL OPTIONS

Council has the following options:

1. Adopt the attached resolution and authorize the purchase of a Cues Camera System utilizing the H-GAC cooperative purchasing agreement for a price not to exceed \$122,000; or
2. Request additional information; or

3. Not recommend proceeding with the purchase.

**STAFF RECOMMENDATION**

The Public Works Commission will discuss this purchase at their March 10<sup>th</sup> meeting. Staff can report the results of that discussion at the Council meeting. Money has been budgeted and is available to make this purchase. Staff recommends adopting the attached resolution and authorizing the purchase of the camera inspection system utilizing H-GAC contract pricing.

**SUGGESTED MOTION**

*I move to adopt Resolution No. 2016-04 - Exempting the Purchase of a Cues Camera Inspection System from the Competitive Bid Process and award the purchase of the camera inspection system utilizing the H-GAC contract for a price not to exceed \$122,000.*

**ATTACHMENTS**

Resolution No. 2016-04

**RESOLUTION NO. 2016-04**

**A RESOLUTION EXEMPTING THE PURCHASE OF A CUES CAMERA INSPECTION SYSTEM FROM THE COMPETITIVE BID PROCESS**

**WHEREAS**, under the authority of ORS 279A.220, the City plans to purchase a Cues Camera Inspection System through a solicitation conducted by the Houston-Galveston Area Council ("H-GAC") which gives government agencies access to volume purchasing and discounts; and

**WHEREAS**, the City recently published its intent to procure the pumper through an interstate cooperative procurement process in the Daily Journal of Commerce of Portland, Oregon and The News Review of Roseburg for seven days, and therefore finds using such procurement process is unlikely to encourage favoritism in the awarding of public contracts or to substantially diminish competition for public contracts; and

**WHEREAS**, the procurement further substantially promotes the public interest in a manner that could not be realized by complying with the requirements that are applicable in ORS 279B.055, 279B.060, 279B.065 or 279B.070; and

**WHEREAS**, the Public Works Department relies heavily on its existing camera inspection system to verify the condition of its storm sewer system and identify issues within the system and said system has reached the end of its useful life.

**NOW, THEREFORE, IT IS HEREBY RESOLVED BY THE CITY COUNCIL OF THE CITY OF ROSEBURG AS FOLLOWS:**

**SECTION 1.** Based on the above findings which are incorporated herein by this reference, and under Roseburg Municipal Code Section 3.06.025E, the Council hereby determines that entering into a contract for the acquisition of the camera system under the H-GAC contract in an amount not to exceed \$122,000 is essential to the operation of the organization and will result in substantial cost savings to the City.

**SECTION 2.** The Council hereby exempts the acquisition contract between the City and Cues for purchase of a camera inspection system from competitive bidding. The exemption granted in this resolution shall in no way impair the City's ability to elect, in the future, to award related contracts to other qualified equipment contracts.

**SECTION 3:** This resolution shall become effective immediately upon its adoption by the City Council.

**APPROVED BY THE COUNCIL OF THE CITY OF ROSEBURG, OREGON, AT ITS  
REGULAR MEETING ON THE 14<sup>th</sup> DAY OF MARCH 2016.**

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**SHEILA R. COX, CITY RECORDER**

*3/8/16*



## ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY

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### Local Government Grant – Stewart Park Restrooms

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Meeting Date: March 14, 2016  
Department: Public Works  
[www.cityofroseburg.com](http://www.cityofroseburg.com)

Agenda Section: Resolutions  
Staff Contact: Nikki Messenger  
Contact Telephone Number: 541-492-6730

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#### ISSUE STATEMENT AND SUMMARY

The Parks & Recreation Commission has identified the renovation of the Stewart Park restrooms as a priority project. Staff seeks approval to apply for a Local Government Grant from Oregon Parks & Recreation Department to assist with funding. The issue for Council is whether to adopt a resolution authorizing staff to apply for the grant.

#### BACKGROUND

**A. Council Action History.** None.

**B. Analysis.**

The main restrooms in Stewart Park are about thirty years old and in need of a major renovation/remodel.

Since the time of the original construction many advances have been made in restroom design and fixtures, especially for public restrooms. These advances take into consideration the large amount of use that the facilities receive and the need for efficiently maintaining the busy restrooms. Examples of project components that will be considered for the Stewart Park restrooms include the creation of a maintenance area to allow access to the plumbing, along with 'air' hand dryers and accessibility improvements.

The Oregon Parks & Recreation Department has a program entitled 'Local Government Grant' (LGG) that funds projects that are consistent with the Statewide Comprehensive Outdoor Recreation Plan (SCORP). The renovation of the Stewart Park restroom meets the criteria for funding under this program.

**C. Financial and/or Resource Considerations.**

The Local Government Grant program has a minimum requirement of a 40% match by the City. Total project cost for the project is estimated at \$100,000; which would require at least \$40,000 in match. Staff has identified matching funds for the project from within the Facilities Fund.

**D. Timing Issues.**

Applications for the Local Government Grant are due April 1, 2016. Projects will be awarded in September. If awarded the grant, renovation could begin in the fall/winter of 2016/17.

## **COUNCIL OPTIONS**

- 1) Adopt the attached resolution authorizing staff to submit an application for an Oregon Parks & Recreation Department Local Government Grant.
- 2) Do not adopt the resolution and direct staff to not apply for the grant.

## **STAFF RECOMMENDATION**

The Parks & Recreation Commission discussed this project and grant application at their March 2, 2016 meeting. The Commission recommended Council adopt a resolution authorizing and supporting a grant application for the renovation of the restrooms in Stewart Park. Staff concurs with this recommendation.

## **SUGGESTED MOTION**

***I move to adopt Resolution No. 2016-05 authorizing and supporting application for an Oregon Parks and Recreation Department Local Government Grant.***

## **ATTACHMENTS**

Attachment 1 Resolution entitled "A RESOLUTION AUTHORIZING AND SUPPORTING APPLICATION FOR AN OREGON PARKS AND RECREATION DEPARTMENT LOCAL GOVERNMENT GRANT"

**RESOLUTION NO. 2016-05**

**A RESOLUTION AUTHORIZING AND SUPPORTING APPLICATION FOR AN OREGON PARKS AND RECREATION DEPARTMENT LOCAL GOVERNMENT GRANT**

**WHEREAS**, the City of Roseburg Parks and Recreation Commission has recognized the renovation of the Stewart Park restrooms as a high priority for the Parks Division's capital improvement projects; and

**WHEREAS**, the existing restrooms in Stewart Park are over thirty years old and have items that are in need of repair / replacement; and

**WHEREAS**, the renovation of the restrooms will create a better designed facility that eliminates deficiencies and improves the accessibility of the restrooms and improves the ability to maintain the facility; and

**WHEREAS**, the Oregon State Parks and Recreation Department is accepting applications for the Local Government Grant Program; and

**WHEREAS**, the City of Roseburg desires to participate in this grant program to the greatest extent possible; and

**WHEREAS**, on March 2, 2016 the Parks and Recreation Commission recommended proceeding with a grant application to renovate the Stewart Park restrooms; and

**WHEREAS**, the City hereby certifies that the matching share for this application is available at this time; and

**WHEREAS**, the City is committed to the future on-going operation and maintenance of the Stewart Park restrooms,

**IT IS HEREBY RESOLVED BY THE CITY COUNCIL OF THE CITY OF ROSEBURG**, that:

Section 1. Authorization is granted to apply for a Local Government Grant for the renovation of the Stewart Park restrooms.

Section 2. This Resolution shall become effective immediately upon its adoption by the City Council.

**APPROVED BY THE COUNCIL OF THE CITY OF ROSEBURG, OREGON, AT ITS REGULAR MEETING ON THE 14<sup>th</sup> DAY OF MARCH 2016.**

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Sheila Cox, City Recorder

# ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY

DEPARTMENT ITEMS A  
03-14-2016

*ejc*  
*3/9/16*



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## Draft 2016-2021 Capital Improvement Plan

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Meeting Date: March 14, 2016  
Department: Public Works  
[www.cityofroseburg.org](http://www.cityofroseburg.org)

Agenda Section: Department Items  
Staff Contact: Nikki Messenger  
Contact Telephone Number: 541-492-6730

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### ISSUE STATEMENT AND SUMMARY

Staff has prepared a draft Five Year Capital Improvement Plan for consideration.

### BACKGROUND

**A. Council Action History.** Council last adopted the Five Year Capital Improvement Plan in December of 2013. Council met multiple times in 2014 to update the Urban Renewal component of the plan. The Urban Renewal component was last adopted on November 10, 2014.

**B. Analysis.** Staff has been working on updating the Five Year Capital Improvement Plan (CIP). The plan is typically updated every two years and presented to the Planning, Parks and Public Works Commissions prior to adoption by Council. The updated draft CIP is a sizable document that can be found at:

[http://www.cityofroseburg.org/files/4914/5754/4065/Draft\\_5\\_YR\\_CIP\\_march\\_9\\_2016\\_Reduced.pdf](http://www.cityofroseburg.org/files/4914/5754/4065/Draft_5_YR_CIP_march_9_2016_Reduced.pdf)

In preparing an update to the plan, staff reviews the existing master plans and various other studies previously prepared to better define future projects. "Other" plans include documents storm drainage studies, traffic corridor studies and Interchange Area Management Plans (IAMPS). Consideration is given to existing problem areas, as well as the ability to tie projects together to better facilitate improvements.

The CIP is separated into several different funds including the following:

- IT/General Fund
- Bike Trail Fund
- Sidewalk/Streetlight Fund
- Transportation
- Park Improvement/Stewart Trust
- Equipment Replacement
- Urban Renewal
- Facilities Replacement
- Airport
- Water
- Storm Drainage

Also included within the plan is information concerning revenue projections, beginning fund balances, costs for materials and services (M&S), capital costs, and ending fund balances. Materials and services generally include the City's overhead costs associated with staffing, supplies, maintenance and fees.

**C. Financial and/or Resource Considerations.** The following table outlines the projected expenditures over the next five years by fund.

Fund	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
GENERAL FUND/IT/OTHER/GRANT FUND TOTAL	\$66,500	\$55,500	\$37,500	\$67,500	\$57,500
BIKE TRAIL TOTAL	\$210,000	\$110,000	\$110,000	\$110,000	\$110,000
SIDEWALK/STREETLIGHT TOTAL	\$445,000	\$520,000	\$520,000	\$345,000	\$320,000
TRANSPORTATION TOTAL	\$880,000	\$2,260,000	\$505,000	\$555,000	\$830,000
PARKS TOTAL	\$625,000	\$100,000	\$100,000	\$150,000	\$0
EQUIPMENT REPLACEMENT TOTAL	\$680,500	\$617,000	\$779,000	\$419,000	\$820,000
URBAN RENEWAL TOTAL	\$3,620,000	\$4,602,000	\$3,500,000		
FACILITIES REPLACEMENT FUND TOTAL	\$1,440,000	\$1,100,000			
AIRPORT TOTAL	\$110,000	\$267,223	\$620,000	\$1,250,000	\$0
WATER TOTAL	\$1,665,000	\$2,565,000	\$2,011,000	\$2,012,000	\$2,037,000
STORM DRAINAGE TOTAL	\$1,405,000	\$1,550,000	\$1,390,000	\$1,330,000	\$1,440,000
<b>TOTAL ALL FUNDS</b>	<b>\$11,147,000</b>	<b>\$13,746,723</b>	<b>\$9,572,500</b>	<b>\$6,238,500</b>	<b>\$5,614,500</b>

**D. Timing Issues.** Staff is currently working on the FY 16-17 budget. It is timely to update the CIP as part of that budget process.

**COUNCIL OPTIONS**

Council has the following options:

1. Adopt the 2016-21 Capital Improvement Plan; or
2. Recommend changes to the plan and adopt with changes; or
3. Recommend changes to the plan and direct staff to bring back an updated draft.

**STAFF RECOMMENDATION**

The draft plan has been presented to the Planning, Public Works and Parks Commissions. The Public Works Commission reviewed the Sidewalk/Streetlight, Transportation, Water, Storm Drainage, and Urban Renewal Funds. The Parks Commission reviewed the Bike Trail, Park Improvement/Stewart Trust Funds. The Planning Commission reviewed the overall plan. All three commissions have recommended adopting the plan. Staff concurs with this recommendation.

**SUGGESTED MOTION**

*I move to adopt the 2016-21 Capital Improvement Plan for the City of Roseburg.*

**ATTACHMENTS**

None

yc  
3/8/16

INFORMATIONAL A  
3-14-16

# ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



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## ACTIVITY REPORT

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**Meeting Date:** March 14, 2016  
**Department:** City Manager  
**[www.cityofroseburg.org](http://www.cityofroseburg.org)**

**Agenda Section:** City Manager Reports  
**Staff Contact:** C. Lance Colley  
**Contact Telephone Number:** 492-6866

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### ISSUE STATEMENT AND SUMMARY

At each meeting I will provide the City Council with a report on the activities of the City, along with an update on operational/personnel related issues which may be of interest to the Council. These reports shall be strictly informational and will not require any action on the Council's part. The reports are intended to provide a mechanism to solicit feedback and enhance communication between the Council, City Manager and City Staff. For your March 14, 2016, meeting, I provide the following items:

- Department Head Meeting Agendas
- Tentative Future Council Agenda Items
- City Manager Weekly Messages



Agenda  
Department Heads Meeting  
February 23, 2016 – 10:00 a.m.

1. Review February 22, 2016 Council and Urban Renewal Meetings
2. Review Tentative March 14, 2016 Council and Urban Renewal Meetings
3. Tentative Future Agenda
4. Document Signing/Grants  
St. Patrick's Parade Permit
5. Department Items/

TENTATIVE FUTURE COUNCIL AGENDA

Unscheduled

- City Hall Entry/Finance Department Remodel
- Pacific Power Franchise
- Parking Enforcement Agreement
- Recreational Marijuana Sales Tax Referral Ordinance and Resolution
- Roadside Memorial Policy
- Single Lot Local Improvement Districts Ordinance
- Smoking Policy for Parking Lots & Abutting Sidewalks
- Urban Services Agreement
- Amending RMC 5.04 Water Rules and Regulations

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March 28, 2016

Consent Agenda

- A. Minutes of March 14, 2016
- B. Intergovernmental Agreement with ODOT – Stewart Parkway Bridge

Public Hearing

- A. Proposed Sale of Ward/Post Property

Ordinances

- A. 2<sup>nd</sup> Reading, Ordinance No. \_\_\_\_ - LUDO Phase 3

Resolutions

- A. Social Media Policy

Department Items

- A. Visitors Bureau Annual Report
- B. Five Year Maintenance Report

Informational

- A. Activity Report

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April 11, 2016

6:00 Special Meeting

- A. Infrastructure Funding

Mayor's Report

- A. Volunteer Recognition Month Proclamation

Consent Agenda

- A. Minutes of March 28, 2016

Ordinances

- A. Ordinance No. \_\_\_\_ - Tree Ordinance

Informational

- A. Activity Report (Budget Calendar Reminder)

\*\*\*\*\*

April 25, 2016

Mayor's Report

- A. Historic Preservation Month Proclamation

Consent Agenda

- A. Minutes of April 11, 2016
- B. OLCC License Renewals
- C. Dump Truck Purchase

Ordinances

- A. 2<sup>nd</sup> Reading, Ordinance No. \_\_\_\_ - Tree Ordinance

Informational

- A. Activity Report (Quarterly Reports)

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**May 9, 2016**

Mayor Reports

- A. Bike to Work Proclamation

Consent Agenda

- A. Minutes of April 25, 2016
- B. U-Trans Services Contract
- C. Fee Amendment Resolutions

Informational

- A. Activity Report

Executive Session

- A. City Manager Quarterly Evaluation

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**May 23, 2016**

Consent Agenda

- A. Minutes of May 9, 2016

Informational

- A. Activity Report

\*\*\*\*\*

**June 13, 2016**

Mayor's Report

- A. Camp Millennium Week Proclamation

Consent Agenda

- A. Minutes of May 23, 2016

Public Hearing

- A. Resolution No. 2016-\_\_\_\_ - 2016/17 Budget Adoption

Informational

- A. Activity Report

Urban Renewal Agency Board Meeting

- A. Approval of Minutes
- B. Public Hearing - Resolution – 2016/17 Budget Adoption

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**June 27, 2016**

Consent Agenda

- A. Minutes of June 13, 2016

Informational

- A. Activity Report

Executive Session

- A. Municipal Judge Evaluation

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**July 11, 2016**

Consent Agenda

- A. Minutes of June 27, 2016

Informational

- A. Activity Report

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**July 25, 2016**

Consent Agenda

- A. Minutes of July 11, 2016

Informational

- A. Activity Report (Quarterly Reports)

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**August 8, 2016**

Consent Agenda

- A. Minutes of July 25, 2016

Informational

- A. Activity Report

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**August 22, 2016**

Consent Agenda

- A. Minutes of August 8, 2016

Informational

- A. Activity Report

Executive Session

- A. City Manager Quarterly Evaluation

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**September 12, 2016**

Council Reports

- A. Implementation of City Manager Annual Performance Evaluation

Consent Agenda

- A. Minutes of August 22, 2016

Department Items

- A. Downtown Roseburg Association Annual Report

Informational

- A. Activity Report

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**September 26, 2016**

Mayor Reports

- A. Walk and Bike to School Day Proclamation

Consent Agenda

- A. Minutes of September 12, 2016

Informational

- A. Activity Report

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**October 10, 2016**

Consent Agenda

- A. Minutes of September 26, 2016

Informational

- A. Activity Report

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**October 24, 2016**

Consent Agenda

- A. Minutes of October 10, 2016
- B. Cancellation of December 26, 2016, Meeting

Informational

- A. Activity Report (Quarterly Reports)

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**November 14, 2016**

Consent Agenda

- A. Minutes of October 24, 2016

Informational

- A. Activity Report

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Executive Session

- A. City Manager Annual Review

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**November 28, 2016**

City Council Reports

- A. City Manager Contract

Consent Agenda

- A. Minutes of November 14, 2016

Informational

- A. Activity Report

\*\*\*\*\*

**December 12, 2016**

Mayor Reports

- A. Election Results

Consent Agenda

- A. Minutes of November 28, 2016

Informational

- A. Activity Report

\*\*\*\*\*

**January 10, 2017**

Mayor Report

- A. State of the City Address
- B. Commission Chair Appointments
- C. Commission Appointments

Council Ward Reports

- A. Election of Council President
- B. Planning Commission Appointments

Consent Agenda

- A. Minutes of December 12, 2016

Informational

- A. Activity Report

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**January 24, 2017**

Consent Agenda

- A. Minutes of January 10, 2017

Informational

- A. Activity Report – Municipal Court Quarterly Report

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**February 14, 2017**

Special Presentation

- A. CAFR Review – Auditor Scott Cooley
  - B. Quarterly Financial Report – Quarter Ended December 31, 2016
  - C. 2017-18 Budget Calendar
-

Consent Agenda

- A. Minutes of January 2, 2017

Informational

- A. Activity Report

Executive Session

- A. City Manager Quarterly Evaluation

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**February 28, 2017**

Consent Agenda

- A. Minutes of February 14, 2017

Department Items

- A. The Partnership Annual Report

Informational

- A. Activity Report

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**March 14, 2017**

Consent Agenda

- A. Minutes of February 28, 2017

Department Items

- A. Visitors Bureau Annual Report

Informational

- A. Activity Report

\*\*\*\*\*

**March 28, 2017**

Consent Agenda

- A. Minutes of March 14, 2017

Informational

- A. Activity Report

\*\*\*\*\*

**April 11, 2017**

Mayor's Report

- A. Volunteer Recognition Month Proclamation

Consent Agenda

- A. Minutes of March 28, 2017
- B. 2017 OLCC License Renewal Endorsement

Informational

- A. Activity Report – Budget Calendar Reminder

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**April 25, 2017**

Consent Agenda

- A. Minutes of April 11, 2017

Informational

- A. Activity Report – Municipal Court and Financial Quarterly Reports

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**May 9, 2017**

Consent Agenda

- A. Minutes of April 25, 2017
- B. U-TRANS Services Contract

Informational

- A. Activity Report

Executive Session

- A. City Manager Quarterly Evaluation

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**May 23, 2017**

Consent Agenda

- A. Minutes of May 9, 2017
- B. Fee Amendment Resolutions

Informational

- A. Activity Report

\*\*\*\*\*

**June 13, 2017**

Mayor Reports

- A. Camp Millennium Week Proclamation

Consent Agenda

- A. Minutes of May 23, 2017

Public Hearing

- A. Resolution No. 2017 – 2017/18 Budget Adoption

Informational

- A. Activity Report

Urban Renewal Agency Board Meeting

- A. Approval of Minutes
- B. Public Hearing – 2017/18 Budget Adoption

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**June 27, 2017**

Consent Agenda

- A. Minutes of June 13, 2017

Informational

- A. Activity Report

Executive Session

- A. Municipal Judge Evaluation

\*\*\*\*\*

**July 11, 2017**

Consent Agenda

- A. Minutes of June 27, 2017

Informational

- A. Activity Report

\*\*\*\*\*

**July 25, 2017**

Consent Agenda

- A. Minutes of July 11, 2017

Informational

- A. Activity Report – Municipal Court and Financial Quarterly Reports

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**August 8, 2017**

Consent Agenda

- A. Minutes of July 25, 2017

Informational

- A. Activity Report

Executive Session

- A. City Manager Quarterly Evaluation

\*\*\*\*\*

August 22, 2017

Consent Agenda

A. Minutes of August 8, 2017

Informational

A. Activity Report

September 12, 2017

Council Reports

A. Implementation of Annual City Manager Performance Evaluation

Consent Agenda

A. Minutes of August 22, 2017

Department Items

A. Downtown Roseburg Association Annual Report

Informational

A. Activity Report

September 26, 2017

Mayor Reports

A. Walk and Bike to School Day Proclamation

Consent Agenda

A. Minutes of September 12, 2017

Informational

A. Activity Report

October 10, 2017

Consent Agenda

A. Minutes of September 26, 2017

Informational

A. Activity Report

October 24, 2017

Consent Agenda

A. Minutes of October 10, 2017

Informational

A. Activity Report – Municipal Court & Financial Quarterly Reports

November 14, 2017

Consent Agenda

A. Minutes of October 24, 2017

Informational

A. Activity Report

Executive Session

A. City Manager Annual Report

November 28, 2017

Council Report

A. City Manager's Contract

Consent Agenda

A. Minutes of November 14, 2017

Informational

A. Activity Report

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**December 12, 2016**

Consent Agenda

A. Minutes of November 28, 2017

Informational

A. Activity Report

\*\*\*\*\*

**December 12, 2016**

Mayor Reports

A. Election Results

Consent Agenda

A. Minutes of November 28, 2016

Informational

A. Activity Report



Friday February 19, 2016

Good rainy Friday afternoon everyone. Wow, this seems like it was a long week for only four days! We look forward to our regular Council Meeting on Monday evening as well as a second Public Works Commission meeting this month. Staff, primarily Nikki, is working diligently to develop and refine our five-year CIP in an effort to work it through the Parks, Public Works and Planning Commissions prior to submitting to Council for final approval. As you are all aware, our CIP, which includes projects and major capital purchases from all our funds is a primary driver of our annual budget process and meeting the Council's goals. While not all of our goals are capital related, many of the work plan items relate to either funding of or carrying out capital related projects. The CIP will be in front of the Public Works Commission this coming Thursday and the Planning Commission the following Monday. Portions of the CIP have already been shared with Parks and Public Works Commissions.

Other goal action items we have been working on include the development of a social media policy for eventual adoption by Council and a revised tree ordinance for your consideration that would eventually allow us to apply for Tree City USA status. A couple years ago, the initial tree ordinance made the rounds of the Commissions, but Council sent it back for revisions, primarily as it related to trees growing on residential property, behind the sidewalk and the permitting processes and requirements. We believe the ordinance as modified will meet with Council's direction and will go through the same commission process as the CIP. Parks and Public Works have both had an opportunity to review the proposal and suggested minor amendments and will be before the Planning Commission on the 29<sup>th</sup>. We will likely bring the CIP forward at your first meeting in March and the Tree Ordinance and social media policy at your second meeting.



Ron and I are meeting on Monday with representatives from the Assessor's Office to try to obtain some information regarding the current compression estimates that we received as well as information related to additional compression that may be caused by a future library district levy if one is proposed. We have continued to have difficulty "mining" the data that is currently available on the website so we hope a face to face meeting will allow us to receive all of the required information or allow them to get the information necessary for Council to make an informed decision. I have also asked for, but not yet received, information about possible options for different funding



levels that might have less of an impact on other important services being provided in our community. I look forward to hearing back from them next week.

As most of you know by now, Alex Campbell is transitioning out today as the Executive Director of the Partnership to take a position in the Governor's Office as the Southern Oregon Regional Solutions Coordinator. Alex has been very dedicated to Douglas County and has been a great advocate for economic development in our community. A small reception was held this week to say goodbye. We all wish Alex the best as he transitions out and we would also like to welcome Wayne Patterson. Wayne will fill Alex's position on Monday and has worked with Alex this last week during the transition period. The News Review wrote a brief article this week about Alex and Wayne. I will provide additional information as we move forward on the Partnership front.



On the project front, you can see the Highway 138 project moving forward. They are continuing west and south on Douglas and Spruce near the Visitors Center and Umpqua Business Center west of the railroad tracks. Internally, design work is continuing on Spruce and Parrott south of Oak Avenue and we hope to bid that project in the near future. You have a resolution in your Council packet regarding a small parcel we need to acquire to build that project. Design is continuing on the South Stewart Parkway project and will be completed sometime early in the next fiscal year with the primary construction programmed for 2017.



Have a fabulous weekend and we will see you all Monday night!

Friday February 26, 2016

Good Friday afternoon everyone! Thank you all for your attendance at Monday's Council meeting and thank you Mayor Rich and Councilor McDonald for your contributions to coordinate with Alek Skarlatos to attend the meeting. It was a great opportunity to finally get to honor Alek for his international heroism on behalf of the Council and our community. He is genuine, humble and I know it was important to Mayor Rich and all of you to participate in honoring this young man.



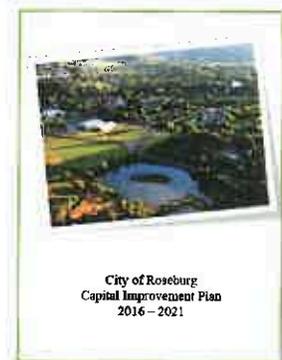
Early in the week Ron Harker and I met with the Douglas County Assessor and two staff members to discuss concerns relating to the availability of information, the impact on compression of any additional property tax levies and the apparent reduction in real market value of property within the incorporated city limits. We had a good conversation regarding our issues however; we still have a number of the same concerns as when we entered the meeting. Ron received an excel data file with tax roll information to conduct some internal analysis. We will not likely be able to obtain more reliable compression estimates from their office. We are developing a public records request regarding a number of issues including calculation methodologies relating real market value, assessed value, compression impacts, trend information and appeals. At this time, it is difficult to research further as much of the information is not generally available on their website.

Generating meaningful information and determining the accuracy of the data will likely be time consuming, but given our current and long-term reliance on property tax revenue and the dramatic impact that changes in value have on all local governments, it is essential that we continue our review of the existing data and work together to ensure the accuracy of the information moving forward. At the current time, it appears that almost half of the real and personal property tax accounts are in compression (real market value does not exceed assessed value by enough to generate all taxes levied) at a time when we believed compression losses should be reduced dramatically. The

current compression loss is almost double the 2014-15 compression loss, and now costs the City over \$300,000 in lost property taxes. As more information is available you will be updated.

On Wednesday the H-TAG group working on homeless issues met at UCAN. Both Councilor McDonald and I attended the meeting. The group is beginning to work on identifying specific issues and possible implementation strategies to meet some of the five different target areas. I sent out the report under separate cover earlier in the week. The five primary topic areas are shelter/housing, crime, sanitation, education and services. As regards to the sanitation issue, we will work directly with UCAN and the H-TAG group to situate a couple of chemical toilets at the south and north end of the downtown in the near future. Mike Fieldman indicated the portable sanitation facilities are a high priority and UCAN will seek funding for the pilot project. The group is narrowing down a leadership committee to meet regularly and the larger group will continue to meet every four to six weeks. I did indicate during the meeting that I thought the leadership committee was missing strong business representation. While people generally agreed, it appears that business representatives have been invited but have either chosen not to participate or have had conflicts with the meeting times. I encouraged them to continue to look for business representation.

Thursday afternoon the Public Works Commission continued its review of the five-year capital improvement plan with information relating to our water utility and the Urban Renewal District. Nikki presented the five years of utility programming and the remaining three years of Urban Renewal. After a pretty in depth discussion, the Commission unanimously agreed to forward the plan to City Council for their approval. In addition to the CIP discussion, staff presented the newly developed “5 Year Pavement Maintenance Plan” and report developed by Murray Smith Associates. The Plan was developed to help us determine priority street maintenance projects for the next five years and evaluate our current and projected street condition index. As we anticipated, the current and future cost of maintaining our streets in their current condition exceeds the resources allocated. The report will allow us to discuss the issue with updated information as we continue to try and meet Council’s goal to provide funding for sustainable infrastructure. I anticipate scheduling a goal update and work session later in the spring. You can find the report at this link:



[http://www.cityofroseburg.org/files/3014/5651/6848/Five Year Pavement Maintenance Plan Report 2-16-16.pdf](http://www.cityofroseburg.org/files/3014/5651/6848/Five_Year_Pavement_Maintenance_Plan_Report_2-16-16.pdf)

Community Development sent a press release (attached) this week reminding property owners in the Central Business District (in the Urban Renewal Area) that there continues to be resources allocated to our Façade Improvement Grant program. Over the past three years there has been renewed interest in the Central Business District and the incentive program has now matched hundreds of thousands of dollars in private investments in the CBD. We are looking forward to the final three years of the program.



I was informed during the Umpqua Business Center meeting this week that Douglas County had received an offer on the Health Department facility (old Mercy Hospital) and they hope to move forward with the sale of that facility this spring. You might also have noticed the Cow Creek Tribe property on Spruce is getting a paint job and makeover. They indicated AAMCO Transmission will move to that location and the low cost veterinary clinic will relocate to the former Rio building across the street. It is great to see those buildings occupied and the increased activity will be great for downtown and the immediately surrounding areas.

Have a great weekend everyone!

## **PRESS RELEASE**

**FOR IMMEDIATE RELEASE – FEBRUARY 2016**

For more information contact:

Brian Davis, Community Development Director  
City of Roseburg Community Development  
Phone: 541-492-6750  
E-mail: [bdavis@cityofroseburg.org](mailto:bdavis@cityofroseburg.org)



## **DOWNTOWN FAÇADE IMPROVEMENT GRANT**

The City of Roseburg is now accepting grant applications for façade improvements of commercial buildings in the Urban Renewal portion of the Downtown Historic District. The grant program is intended to revitalize the City's downtown core, reduce blight, and spur economic growth while retaining the historic character of the district.

The grants are made available through the Roseburg Urban Renewal Fund on a reimbursement basis paid at the time of project completion. Funds may be awarded for up to 33% of the total project; minimum project total shall be \$3,030 to meet the minimum reimbursement amount of \$1,000. Maximum reimbursement is capped at \$10,000. There is no cost for the grant application; however, certain projects may require a \$110 fee for historic site plan review.

All grant applications shall be submitted to the Community Development Department on the third floor of City Hall, 900 SE Douglas Avenue. Qualifying projects will be awarded on a first-come, first-served basis as funding allows. If awarded, the recipient has until June 30, 2016 to complete the work and submit the required documentation. Grant application and details are available on the City of Roseburg's website: [www.cityofroseburg.org](http://www.cityofroseburg.org).

Friday March 4, 2016

Good Friday afternoon everyone. Budget work continues at a faster pace as departmental budgets were due to Finance and the City Manager's office this week. We will now evaluate the overall impact of the budget submittals and update our forecast model to ensure that we can provide sustainable services within the guidelines that were provided to department heads. I would once again like to thank our department heads for their dedication to the organizational mission and for the willingness to consider the strengths of the entire organization when considering budgetary issues. In an effort to carry out Council's goals, I have instructed departments to add .5 FTE in CDD to bring the compliance officer position to full-time and to add 1 FTE in Public Works Engineering to ensure that we can deliver the project load necessary to carry out the final three years of Urban Renewal and the increased project workload in water, storm and transportation. The Compliance position will be a direct impact on the General Fund, however the PW position will be directly offset by contributions from other funds. We look forward to sharing the proposed budget with Council and Budget Committee on May 3rd.



I spent a good portion of my week working with folks from the Partnership, NeighborWorks Umpqua, CCD and the Industrial Development Board trying to identify potential projects that might fit into some of the major federal funding streams to help our community move forward both from an economic development standpoint and as a tourist destination. As you are aware, the Partnership recently completed phase I of a wine tourism/destination lodging study. A number of locations were identified and we are pursuing the next phase of that project. At the same time, we are moving ahead with the Med Ed project and trying to identify potential investors/investment opportunities in some of our underutilized buildings in downtown and around the community.

Chief Burge and I attended the Local Public Safety Coordinating Council quarterly meeting this week. The group has been tasked with identifying best practices related to dealing with a number of activities related to folks who are incarcerated and eventually released at the local level. Issues including jail capacity, in and out patient drug treatment, mental health issues and transitional housing as well as victim's assistance have been discussed. Douglas County Commissioner Boice is the chair of the LPSCC and we have participants from the general public, the court system, law enforcement, parole and probation and the health/mental health care systems.

Last Friday, three Roseburg Police Officers were honored as Officers of the Year for the Roseburg Police Department. Each year the Optimist Club recognizes Officers, Deputies, State Troopers and Dispatchers from Douglas County law enforcement agencies as outstanding employees for their respective agencies. The nomination for the three Roseburg Police Officers was made by a consensus of their co-workers and supervisors. Detective Sergeant Joe Kaney, Detective Todd Spingath and Officer/K9 Handler Tyler Goode were chosen as this year's award recipients based on their outstanding work during the past year and their contributions to the positive image of the Roseburg Police Department and the community of Roseburg. Thank you to these exceptional officers for their service!

Public Works staff is continuing to work with consultants to complete designs for Stewart Parkway, Spruce and Parrot, the parking structure and annual street resurfacing projects. These major projects take a great deal of time to develop, design and eventually construct. In addition, staff is constantly working on smaller projects that have a great deal of impact on our citizens. ADA accessibility is an important component of our transportation system, and construction started on the ADA ramps at the intersection of Fred Meyer and Garden Valley this week. That particular intersection is one of the least accessible parts of Garden Valley, and also a very difficult fix. We are looking forward to completion of the three additional corners in the near future. The northwest corner was reconstructed as part of the Cascade Community Credit Union project, but the other three corners also needed upgraded.

Ron Harker and I worked on a public records request that was presented to Douglas County this week to try and determine how we might evaluate the impacts of changes in the assessment process at the County. We asked for a number of different reports, documents, and processes that will hopefully provide us some insight into the current process and potential long-term implications of what appears to be a drop in the market value for many properties in Roseburg and the impacts of those reductions in assessed value and on our overall ability to collect lawfully imposed taxes. As I indicated last week, compression within our taxing authority now exceeds \$300,000 and the reductions in market and assessment value will be exacerbated over time. We will keep you posted as we receive responses to the public records request.

The Parks and Planning Commissions have both had an opportunity to review our proposed Tree Ordinance and the overall Capital Improvement Plan and have recommended they move forward for Council approval. The Tree Ordinance is dramatically different from the one presented three years ago, and we believe it has addressed the primary concerns that were expressed at the time. Each of the commissions, including Public Works, provided suggestions for modifications that have

been included in the final document. As outlined previously, adoption of a Tree Ordinance is one of the action steps under Council's beautification goal. We hope once an ordinance is adopted that we can move forward with an application for Tree City USA status. The Tree Ordinance and the CIP will be presented to Council in the near future.

Have a great weekend everyone! We have a break until March 14<sup>th</sup> for Council, so enjoy your week off!



# ROSEBURG FIRE DEPARTMENT PRESS RELEASE

## FOR IMMEDIATE RELEASE

**Type of Incident:** Hydrant Flushing

**Location of Incident:** Throughout the City of Roseburg

**Date & Time of Release:** March 4, 2016 @ 9:00 a.m.

**Date & Time of Incident:** April through June 2016

**Contact:** Fire Marshal Monte Bryan  
**Phone:** (541) 492-6770  
**E-mail:** [mbryan@cityofroseburg.org](mailto:mbryan@cityofroseburg.org)

The Roseburg Fire Department will be flushing fire hydrants from April 1, 2016 through June 30, 2016. Hydrant flushing will be conducted from 8:00 am to 5:00 pm, seven days a week.

The Fire Department realizes that hydrant flushing may cause some inconvenience, however, the flushing program is necessary to ensure the proper functioning and delivery of adequate water from the water mains when needed for fire control. The community's cooperation with this hydrant-flushing program is appreciated.

During the flushing process, customers may experience low water pressure or discolored water. While the water is safe to drink, customers may prefer to wait until it runs clear before drinking or washing clothes and dishes.

For more information, please contact the Roseburg Fire Department at (541) 492-6770 or email us at [fire.dept@cityofroseburg.org](mailto:fire.dept@cityofroseburg.org)