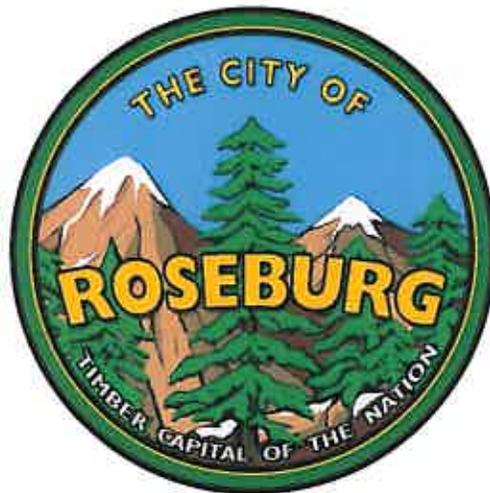




JOHNSON REID
LAND USE ECONOMICS

DRAFT

WEST AVENUE REDEVELOPMENT PLAN



JUNE 2009

JOHNSON REID LLC
THE BENKENDORF ASSOCIATES CORP.
CMGS LANDSCAPE ARCHITECTS



WEST AVENUE REDEVELOPMENT PLAN— DRAFT

JUNE 2009

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WEST AVENUE REDEVELOPMENT PLAN



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I. INTRODUCTION

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

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

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

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

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



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

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

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



ii. EXISTING CONDITIONS

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

A. PLANS AND PROGRAMS

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

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

Comprehensive Plan

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

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

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

Growth Policies

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

Natural Resources Policies

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



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

- Slopes exceeding 13 percent.

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

Economic Growth Policies

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

Transportation Policies

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

Energy Conservation Policies

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

Public Facilities and Services Policies

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

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

Housing Policies

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

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

Commercial Development Policies

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

Commercial Development Policies

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



Industrial Development Policies

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

Land Use and Development Ordinance (Zoning Code)

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

Public Reserve (PR)

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

Single Family Residential (R-1-6)

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

Medium Density Multiple-Family Residential (MR-18)

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

Multiple-Family Residential (MR-29)

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

Community Commercial (C-2)

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

General Commercial (C-3)

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



Light Industrial (M-1)

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

Mixed Use (MU)

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

Transportation System Plan

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

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

Bicycle and Pedestrian Plan

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

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

Urban Renewal Plan and Amendment

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

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

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

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



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

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

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

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

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

B. EXISTING PROJECT AREA CONDITIONS

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

Land Use

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

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

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

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



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

FIGURE I. EXISTING LAND USE

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

Source: The Benkendorf Associates

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

FIGURE 2. COMPARISON OF ZONING DESIGNATION AND LAND USE

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

Source: The Benkendorf Associates

Access and Circulation and Rail

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



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

Infrastructure

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

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

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

C. SITE FEATURES

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

Topography

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

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



South Umpqua River

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

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

Streetscape Conditions

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

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

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

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

District Edges and Landmarks

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



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

Gateways and Nodes

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

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

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

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

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



III. MARKET ANALYSIS

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

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

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

A. SUMMARY OF KEY ISSUES

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

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



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

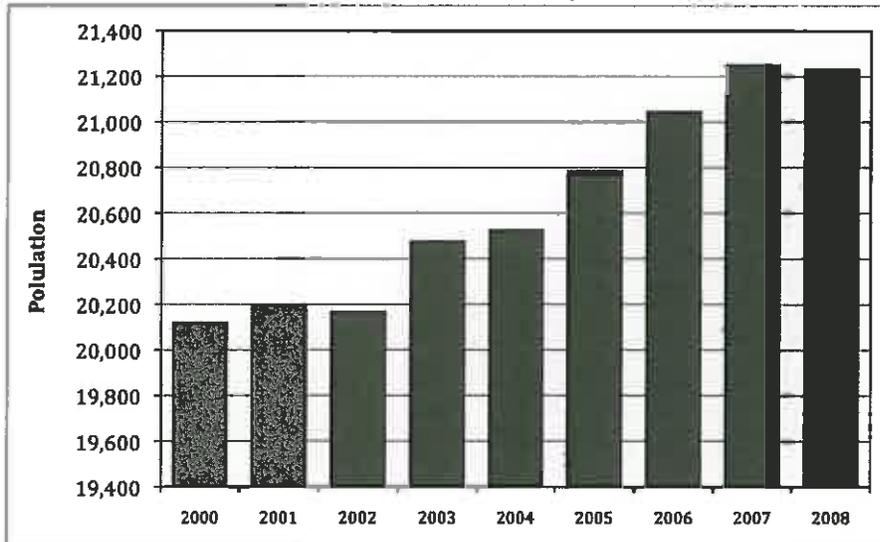
- **Office uses.** There is no office space in the Study Area at this time and little demand for it.
- **Residential uses.** The Study Area has been residential for decades. The majority of the houses are on land zoned Light Industrial, making them a nonconforming use. This prevents property owners from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

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

B. ROSEBURG DEMOGRAPHICS AND ECONOMIC CONDITIONS

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

FIGURE 3. POPULATION GROWTH SINCE 2000, ROSEBURG



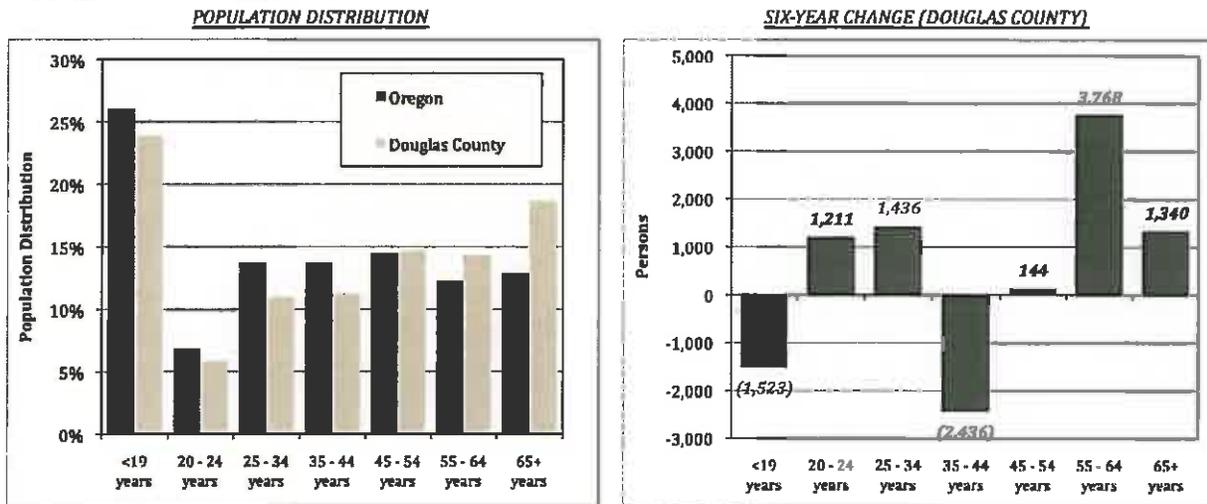
Source: Portland State Population Research Center

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



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

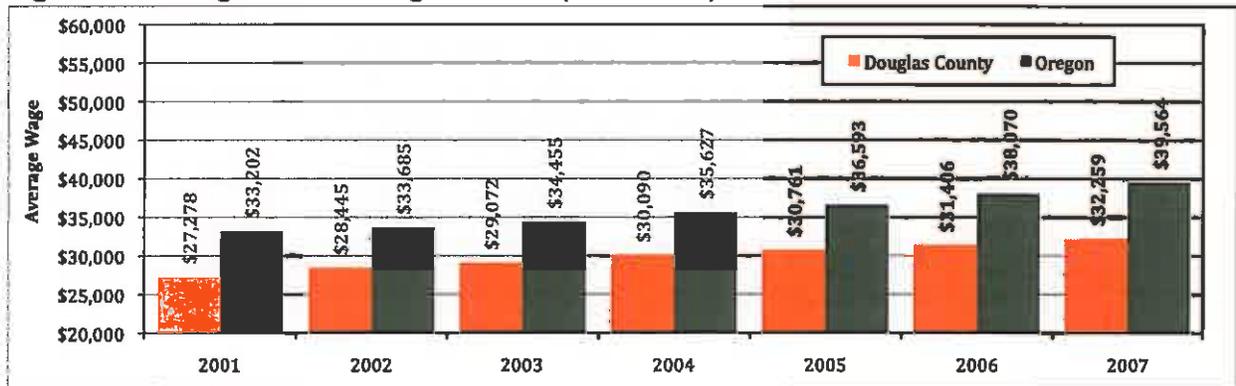
FIGURE 4. POPULATION DISTRIBUTION BY AGE



SOURCE: Portland State Population Research Center

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

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



SOURCE: Oregon Employment Department Survey of Covered Employment & Wages

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

Figure 6. Average Income, Roseburg and Oregon, 2007

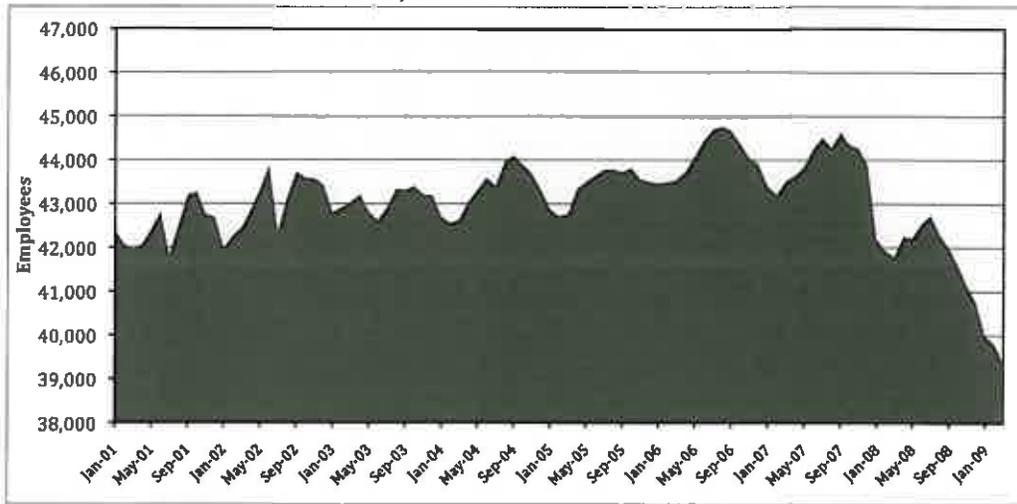
	Income (2000)	
	Roseburg	Oregon
Per Capita Income	\$17,082	\$20,940
Median Household Income	\$31,250	\$40,916

SOURCE: US Census Bureau



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

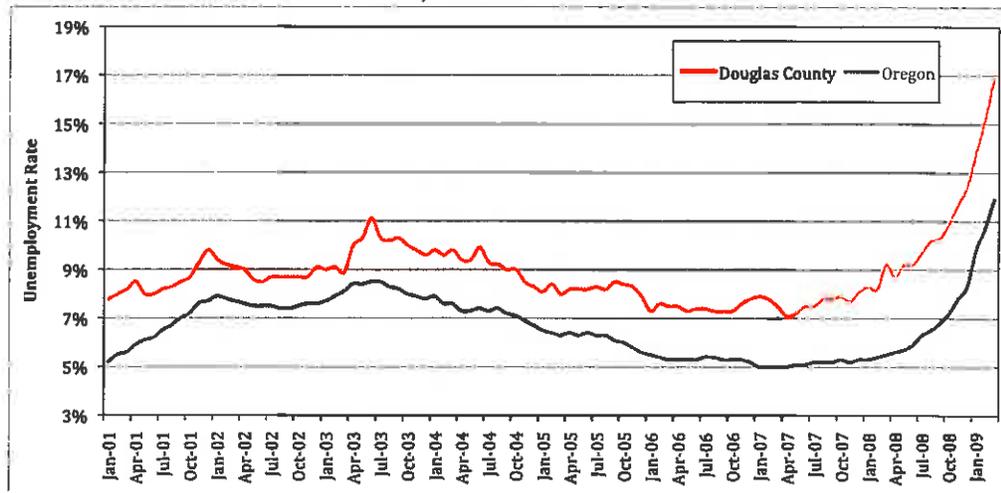
FIGURE 7. TOTAL EMPLOYMENT, DOUGLAS COUNTY



SOURCE: Oregon Employment Department

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

FIGURE 8. UNEMPLOYMENT RATE, OREGON AND DOUGLAS COUNTY



SOURCE: Oregon Employment Department



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

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

C. INDUSTRIAL USES

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

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

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

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

Competing Supply

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

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



Rents and Land Values

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

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

Industrial Uses in the West Avenue Area

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

D. COMMERCIAL USES

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

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

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

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

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



Competing Supply

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

Rents and Land Values

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

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

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

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

Commercial Uses in the West Avenue Area

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

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



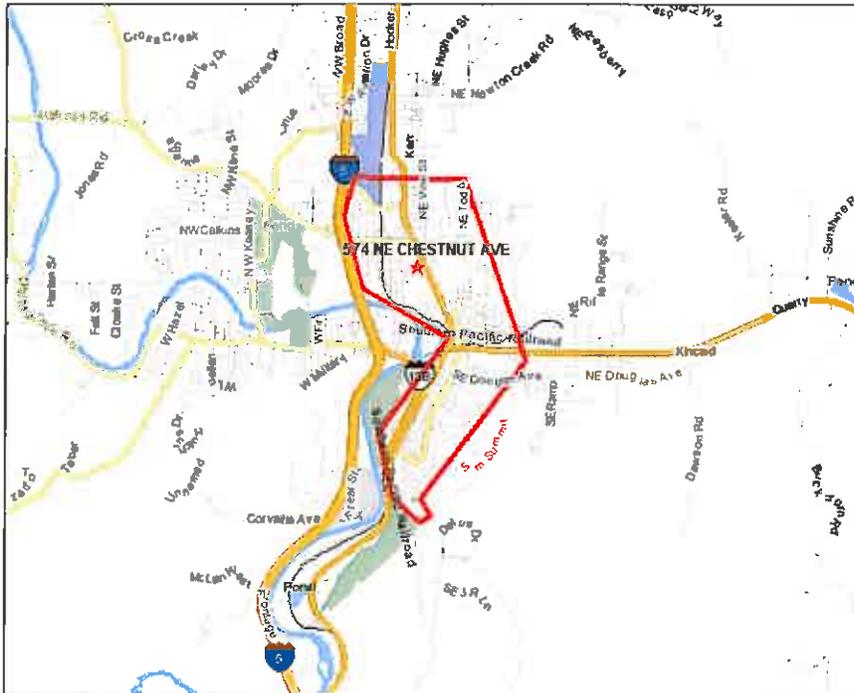
E. RESIDENTIAL USES

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

Demographics in Market Area

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

FIGURE 9. MAP OF PRIMARY MARKET AREA



SOURCE: Claritas, Inc.

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



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

Household Trends	2000 (Census)	2008 (Est.)	Growth Rate 00-08	2013 (Proj.)	Growth Rate 08-13
Population	6,631	6,496	-0.3%	6,453	-0.1%
Households	2,798	2,785	-0.1%	2,796	0.1%
Families	1,577	1,555	-0.2%	1,558	0.0%
Housing Units	2,998	2,958	-0.2%	2,971	0.1%
Household Size	2.26	2.21		2.19	
Income Trends	2000 (Census)	2008 (Est.)	Growth Rate 00-07	2013 (Proj.)	Growth Rate 08-13
Per Capita (\$)	\$14,969	\$17,637	2.4%	\$19,707	2.2%
Average HH (\$)	\$34,192	\$39,999	2.3%	\$44,340	2.1%
Median HH (\$)	\$26,587	\$30,049	1.8%	\$32,757	1.7%

SOURCE: Claritas, Inc.

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

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

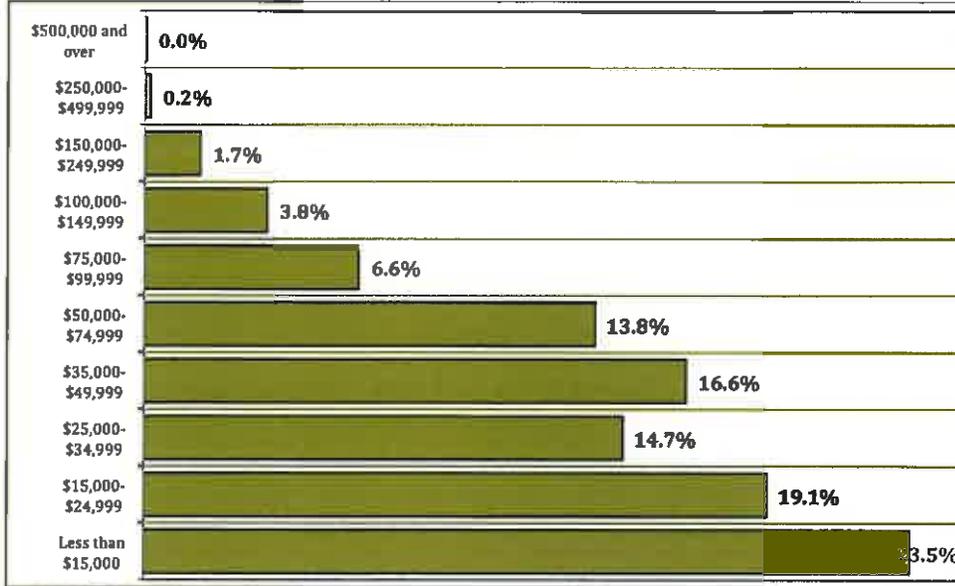
	Income (2000)		
	Mkt Area	Roseburg	Oregon
Per Capita Income	\$14,969	\$17,082	\$20,940
Median Household Income	\$26,587	\$31,250	\$40,916

SOURCE: US Census Bureau and Claritas, Inc.

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



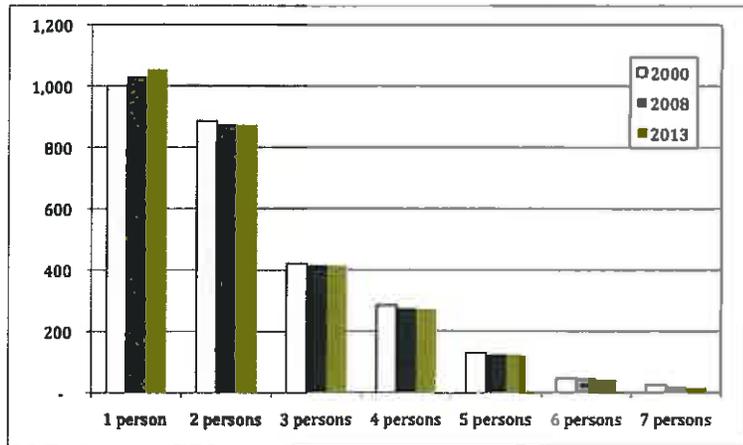
FIGURE 12. HOUSEHOLD INCOME DISTRIBUTION, 2008



SOURCE: Claritas, Inc.

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

FIGURE 13. HOUSEHOLD DISTRIBUTION BY SIZE



SOURCE: Claritas, Inc.

Rents and Land Values

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

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



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

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

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



IV. RECOMMENDED WEST AVENUE REDEVELOPMENT PLAN

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

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

A. GOALS AND OBJECTIVES

The goals of the West Avenue Redevelopment Plan are to:

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

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

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

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

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

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

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

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

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



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

B. ZONING RECOMMENDATIONS

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

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



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

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

C. STREETS AND RIGHT-OF-WAY RECOMMENDATIONS

Willow Street

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

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

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

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

Neuner Drive

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



V. STRATEGIES TO FACILITATE REDEVELOPMENT

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

A. UPDATE COMPREHENSIVE PLAN

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

B. REZONE THE WEST AVENUE NEIGHBORHOOD

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

C. UPGRADE STREETSCAPES

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

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

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

D. UPGRADE STORMWATER INFRASTRUCTURE

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

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

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



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

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

E. WATER AND SEWER INFRASTRUCTURE

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

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

F. INCLUDE INFRASTRUCTURE IMPROVEMENT PROJECTS IN URBAN RENEWAL PLAN

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

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

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

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

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

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

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



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

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

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

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

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

G. ENCOURAGE CONSOLIDATION OF OWNERSHIP

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



APPENDIX. REDEVELOPMENT SITE PLANS

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

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

SITE A: MULTI-FAMILY

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

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

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

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

SITE B: RETAIL COMMERCIAL

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

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



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

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



CITY OF ROSEBURG
COMPREHENSIVE PLAN – LAND USE MAP
EXHIBIT 1

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

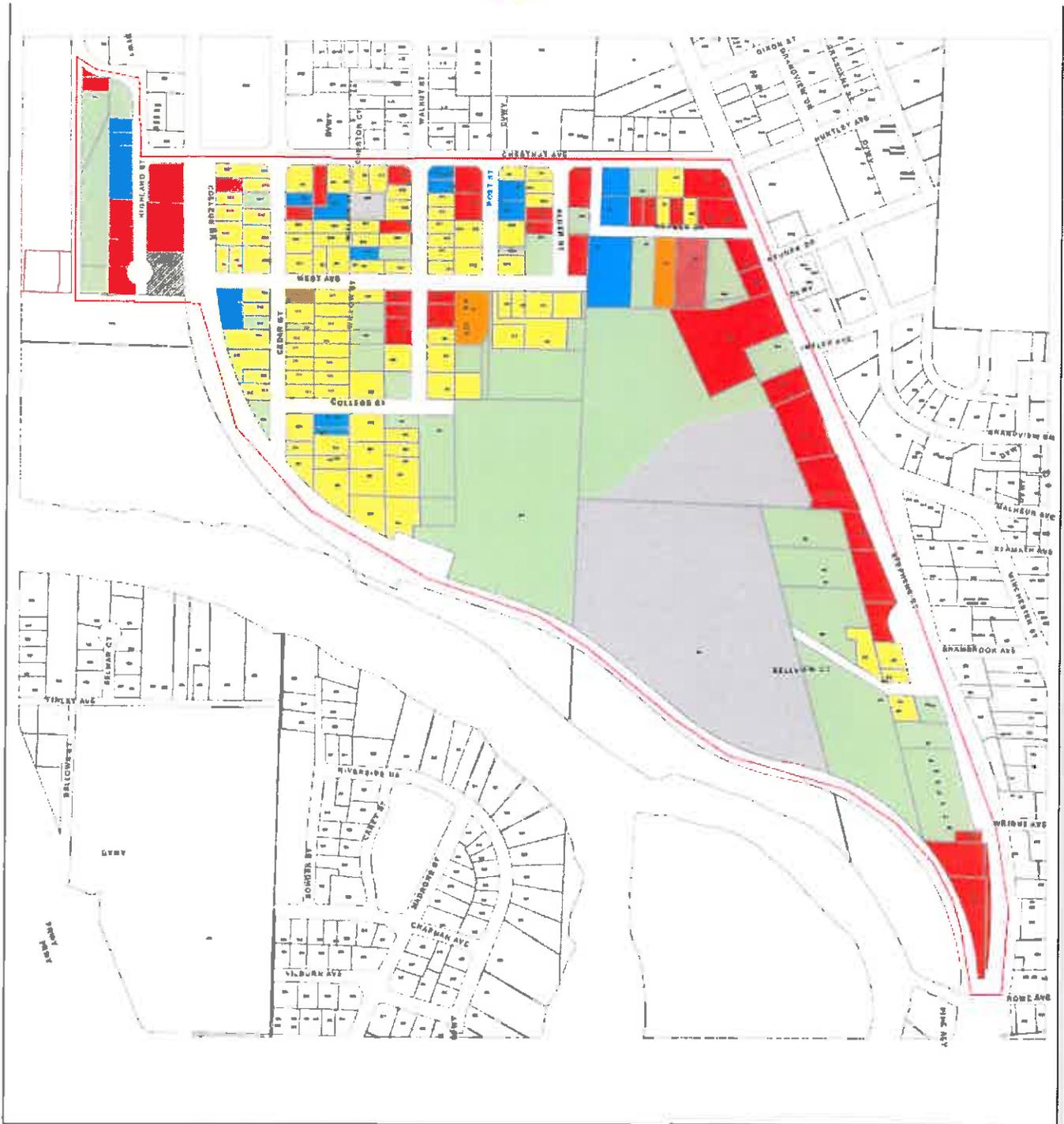
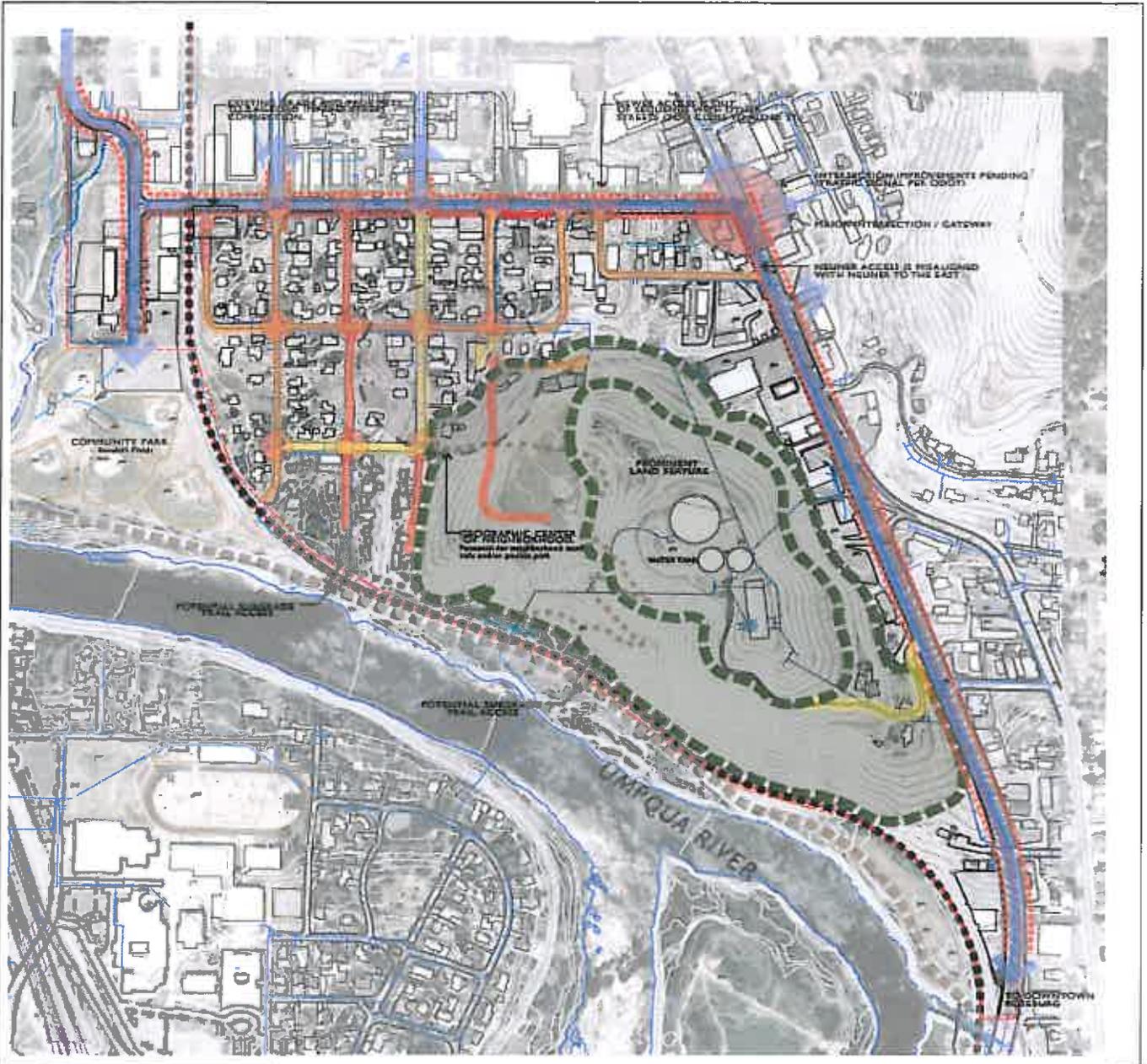


EXHIBIT 3

WEST AVENUE REDEVELOPMENT
PROJECT AREA LAND USE
DECEMBER 2008



Johnson Gardner, LLC
The Benkendorf Associates Corp.
Cameron McCarthy Gilbert & Scheibe

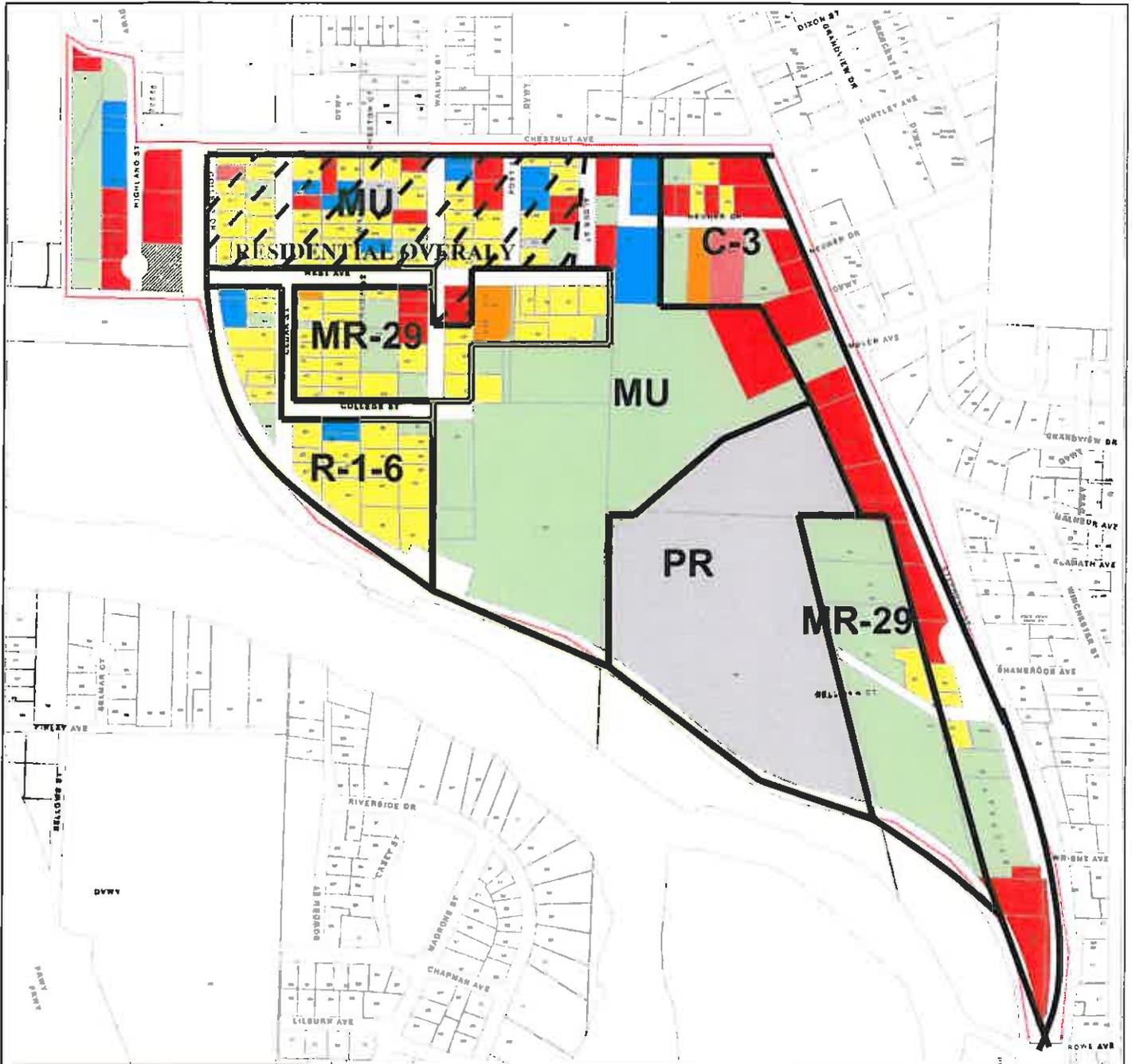


LEGEND

- | | | | |
|---|--|---|---|
|  | EXISTING GRAVEL ACCESSORY (ON PRIVATE PROPERTIES)
<i>*Reconditioned according to ASH and engineering</i> |  | MINOR AND MAJOR STREET INTERSECTIONS
NEIGHBORHOOD IDENTITY OPPORTUNITY AREAS |
|  | EXISTING PAVED STREET POOR CONDITION AND CURED
<i>*Reconditioned (improving pavement), adding curbs, curbs, landscape, etc.</i> |  | EXISTING BARRIERS
PHYSICAL BARRIERS TO WATERFRONT AND PEDESTRIAN PATH AREAS |
|  | EXISTING STREET - SOME IMPROVED CURBS AND OUTSTANDING CURBIDE WALKED
<i>*Reconditioned (improving)</i> |  | POTENTIAL NEW STREETS |
|  | EXISTING IMPROVED STREET CURBS AND WALKED
<i>*Reconditioned (improving landscape to reduce storm)</i> |  | POTENTIAL EXPANDED MULTIPLE PATH |
|  | EXISTING SIDEWALKS |  | 5' CONTROLS INTERNAL |
|  | EXISTING PLANTING WITH
<i>*Reconditioned (adding to neighborhood)</i> |  | 10' CONTROLS INTERNAL |
|  | LANDSCAPE EDGE IMPROVEMENT RECOMMENDED |  | PROJECT BOUNDARY |

EXHIBIT 4

JOHNSON GARDNER, LLC
 THE BENKENDORF ASSOCIATION
 CAMERON MCCARTHY GILBERT
 AND SCHERER LANDSCAPE ARCHITECTS



**WEST AVENUE REDEVELOPMENT PROPOSAL
PROPOSED ZONES**

- MU – MIXED-USE COMMERCIAL/INDUSTRIAL**
- C-3 – GENERAL COMMERCIAL**
- MR-29 – HIGH DENSITY RESIDENTIAL**
- R-1-6 – SINGLE FAMILY RESIDENTIAL**
- PR – PUBLIC RESERVED**
- DWELLING OF RECORD OVERLAY - - -**

EXHIBIT 5



SITE PLAN SCALE



SUMMARY

The Roseburg design team has developed a multi-family housing project that is designed to be a high-quality, modern, and sustainable living environment. The project is located in a central urban area and is designed to provide a mix of housing types, including single-family homes, townhomes, and multi-family units. The project is designed to be a high-quality, modern, and sustainable living environment. The project is located in a central urban area and is designed to provide a mix of housing types, including single-family homes, townhomes, and multi-family units.

LEGEND

- Property Line
- New Apartment Building
- Impervious Street
- Open Space
- Setback

APRIL 2018
 TMC
 TOWN & COUNTRY
 DESIGN & ARCHITECTURE
 1000 N. 10TH ST.
 ROSEBURG, OR 97130
 503.325.1111

CONTEXT / EXISTING CONDITIONS

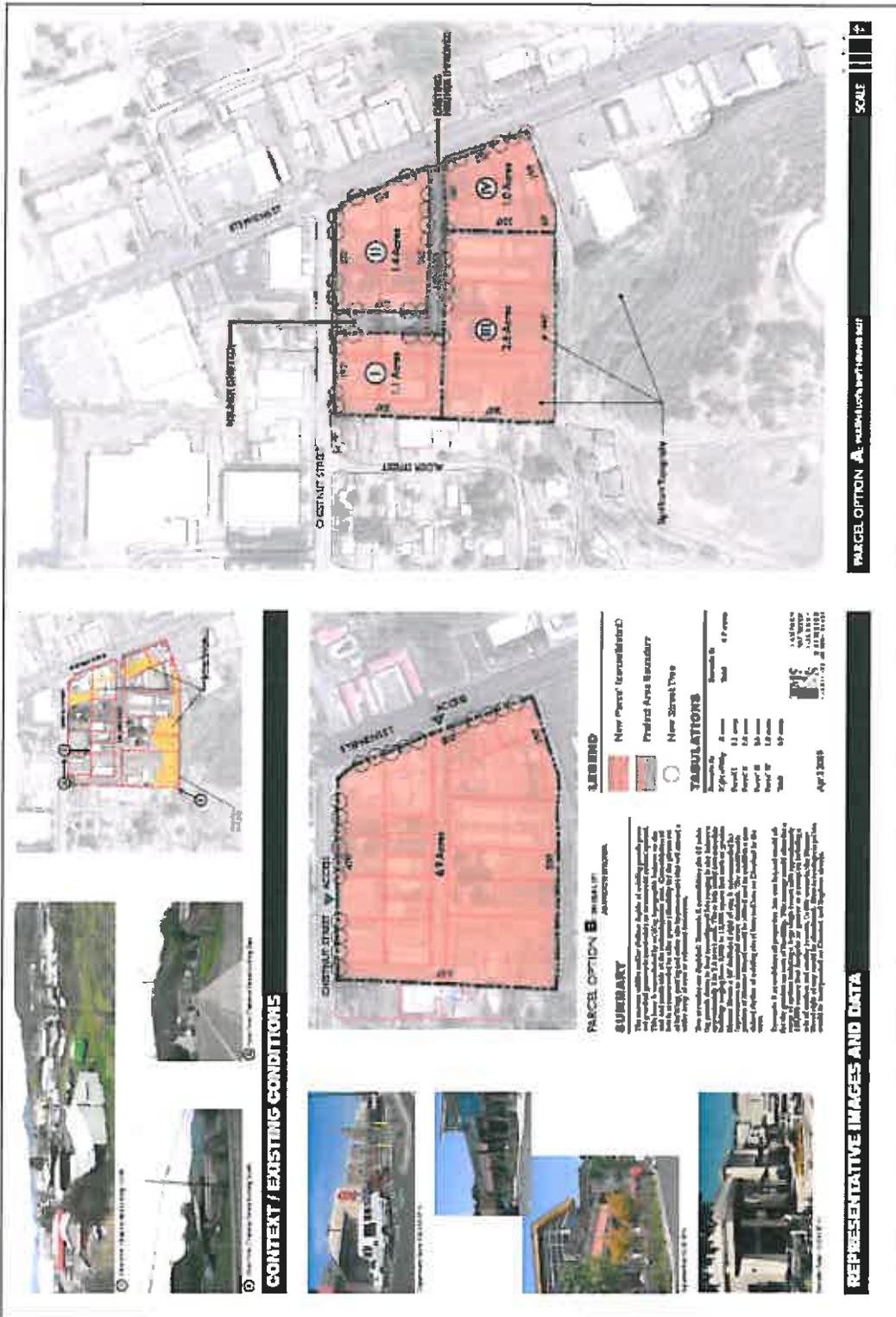
TABULATIONS

- Development Area: 1.4
- of Single-Family Residences: 14
- of Townhomes: 14
- of Multi-Family Units: 14
- of Open Space: 14
- of Impervious Street: 14
- of Setback: 14



REPRESENTATIVE IMAGES AND DATA

REDEVELOPMENT SITE
Multi-Family Housing
ROSEBURG - WEST AVENUE REDEVELOPMENT



CONTEXT / EXISTING CONDITIONS



PARCEL OPTION B 4.7 ACRES (PT)

SUBBARY

The proposed subbary is a 4.7-acre parcel located at the intersection of Chenier Street, Alcorn Street, and North Street. The subbary is bounded by Chenier Street to the west, Alcorn Street to the south, and North Street to the east. The subbary is currently zoned for residential use and is surrounded by existing residential and commercial buildings.

LEGEND

- New Parcel (unsubdivided)
- Parcel Area Boundary
- New Street Ties

TABULATIONS

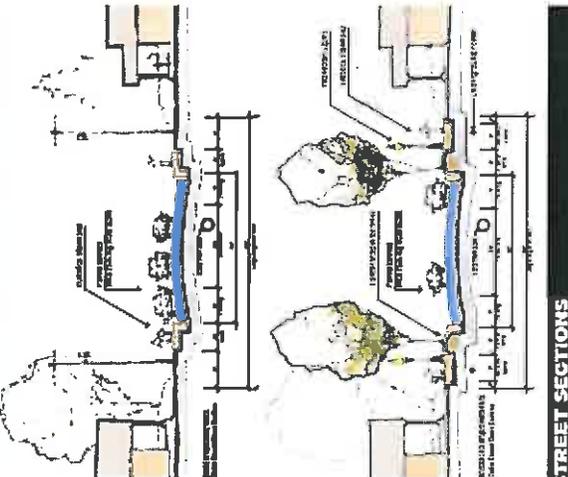
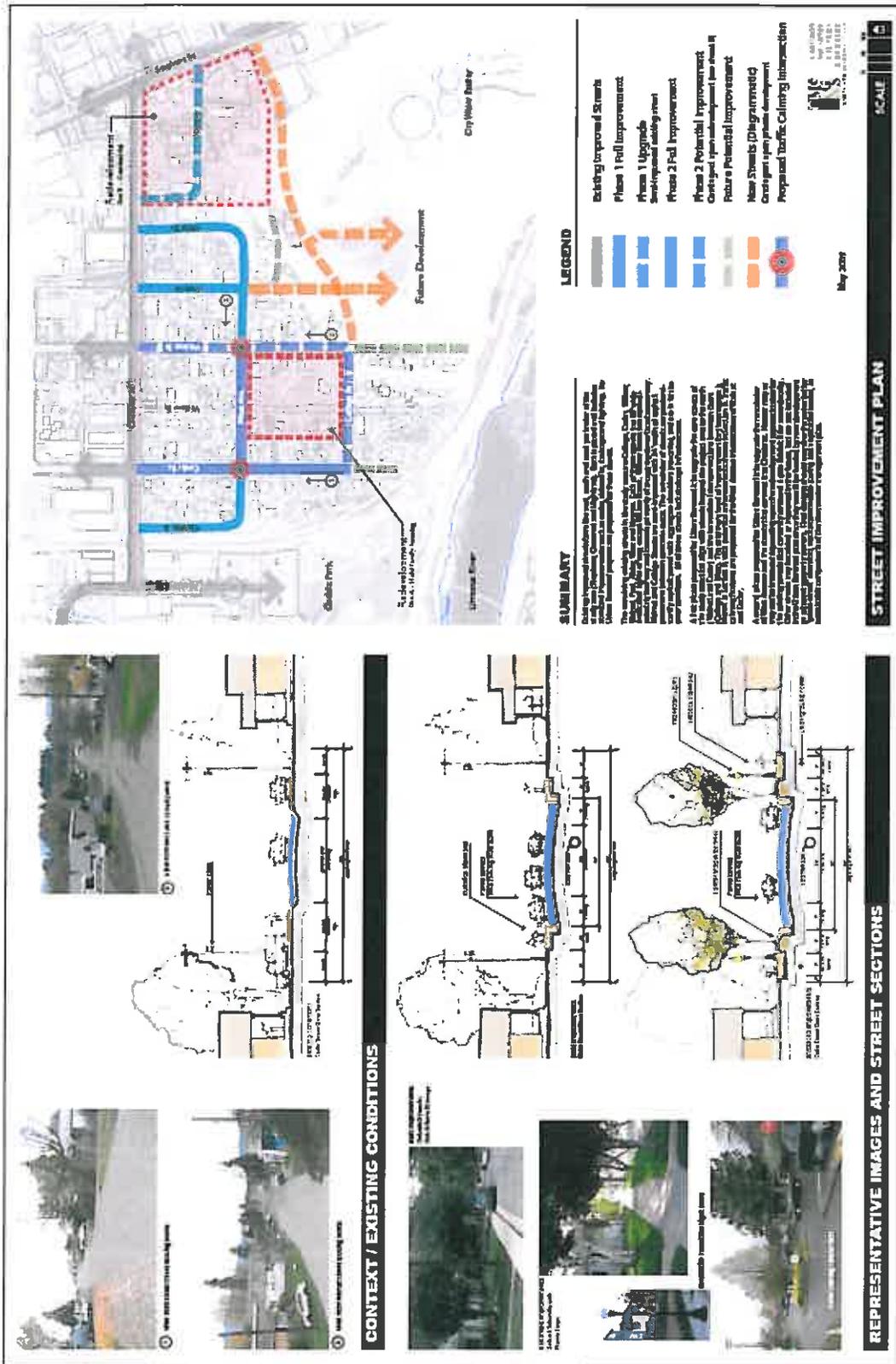
Category	Area	Total
Parcel A	1.1 acres	1.1 acres
Parcel B	2.2 acres	2.2 acres
Parcel C	1.4 acres	1.4 acres
Total	4.7 acres	4.7 acres

APR 2018
 1:10 SCALE
 1/4" = 1'-0"
 1/8" = 1'-0"
 1/16" = 1'-0"

REPRESENTATIVE IMAGES AND DATA

ROSEBURG - WEST AVENUE REDEVELOPMENT

REDEVELOPMENT SITE: **B**
 Commercial



ROSEBURG - WEST AVENUE REDEVELOPMENT

EXHIBIT Street Improvements