ROSEBURG URBAN AREA
COMPREHENSIVE PLAN
TECHNICAL SUPPORT DOCUMENT

March, 1982

City of Roseburg
Department of Planning and Community Development
900 S. E. Douglas Street
Roseburg, Oregon 97470

Preparation of this report was financially aided in part through a comprehensive planning grant from the Department of Land Conservation and Development.
ROSEBURG CITY COUNCIL

John Dunn, Mayor
Lois Allen
Clay Campbell
Bil1 Neuner

Fran Huntington
Ron Sturz
Wes Wilhite
Gary Fraelich

George Stubbert, City Manager

ROSEBURG PLANNING COMMISSION

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Richard Cremer
Jim Fox
Brenda Gardner

Howard Peterson
John Westran
Mikael Jones

CITIZENS ADVISORY COMMITTEE

James Zelenka, Chairman
Manya Hatter
Lyle Baker
Howard Burdette

Don Dole
Nancy Felker
Wayne Howe
Ron Northcraft

Technical assistance provided through the combined staff effort of the City of Roseburg Department of Planning and Community Development.

Planning Director - Peter T. Donahue
Principal Planner - Ronald L. Schofield
Assistant Planner - Clark W. Stolle
Research Assistant - Natasha J. Oilar
Graphics - Donald E. Stull
          - Natasha J. Oilar
Typists - Linda L. Sutherland
          - Kelly D. Beal
          - Ruby Darlene Hansen
          - Janice L. Cangie
THE COMPREHENSIVE PLAN FOR THE ROSEBURG URBAN AREA, BEING A LARGE DOCUMENT, IS INCORPORATED HEREIN BY REFERENCE. COPIES ARE AVAILABLE DURING WORKING HOURS FOR REVIEW IN THE OFFICE OF THE CITY RECORDER, CITY HALL, CITY OF ROSEBURG.

STATE OF OREGON
COUNTY OF DOUGLAS

I, DORIS L. WADSWORTH, COUNTY CLERK AND RECORDER OF CONVEYANCES, IN AND FOR SAID COUNTY, DO HEREBY CERTIFY THAT THE WITHIN INSTRUMENT WAS RECORDED THIS DAY:

[Signature]

BY DEPUTY

DOUGLAS COUNTY OFFICIAL RECORDS

82-03803
ORDINANCE NO. 2345

AN ORDINANCE ADOPTING THE COMPREHENSIVE PLAN FOR THE
ROSEBURG URBAN AREA AND SETTING FORTH PROCEDURES
APPLICABLE THERETO.

WHEREAS, the City of Roseburg was charged by law with developing
a Comprehensive Plan for the Roseburg Urban Area in accordance with the
statewide goals promulgated by the Land Conservation and Development
Commission;

WHEREAS, the Citizens Advisory Committee appointed by the City
Council developed a Proposed Comprehensive Plan and held numerous public
hearings on the same;

WHEREAS, the Roseburg Planning Commission has reviewed and refined
the proposed Comprehensive Plan for the Roseburg Urban Area and held numerous
public hearings on the same;

WHEREAS, the City Council has reviewed and revised the recommended
Comprehensive Plan after public hearings and extensive public comment;

WHEREAS, the Comprehensive Plan for the Roseburg Urban Area
including the Urban Growth Boundary is complete; and

WHEREAS, it is recognized that the implementing Land Use and
Development Ordinance and the Urban Growth Boundary Management Agreement will
be completed forthwith and ready for adoption prior to July 1, 1982.

NOW, THEREFORE, THE CITY OF ROSEBURG DOES ORDAIN AS FOLLOWS:

SECTION I. The Comprehensive Plan for the Roseburg Urban Area
attached hereto as Exhibit A and incorporated herein by reference is hereby
adopted, effective July 1, 1982. All land use actions on or after said date
shall comply with the Comprehensive Plan.

SECTION II. The following procedure is hereby established should it
be necessary to make amendments to Exhibit A between the effective date of
this Ordinance and July 1, 1982:

A) The City Council shall receive all proposed amendments and
hold a public hearing thereon, giving at least ten (10) days’ public notice
in a newspaper of general circulation;

B) The Planning Commission shall review the proposed amendments and
provide comments and recommendations to the City Council.

Subsequent to July 1, 1982, the foregoing procedure established in Section II
of this Ordinance no longer applies and is cancelled.

PASSED BY THE COMMON COUNCIL THIS 22nd DAY OF March, 1982.

APPROVED BY THE MAYOR THIS 22nd DAY OF March, 1982.

[Signatures]

ATTEST:

[Signatures]
ATTACHMENT A

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, OREGON

IN THE MATTER OF ACCEPTING THE ROSEBURG MUNICIPAL AIRPORT MASTER PLAN UPDATE, 1986-2005 ORDER

It appearing to the Board of Commissioners that the Roseburg Regional Airport is a significant economic resource and public facility and that the present airport plan needs to be updated to enhance this resource and facility.

It also appearing to the Board of Commissioners that State and Federal grant monies are available for updating airport plans.

It further appearing to the Board of Commissioners that the State and Federal governments require the County to accept the Master Plan before the airport is eligible for grant monies to update the plan.

NOW, THEREFORE, IT IS HEREBY ORDERED that the County accept the Roseburg Municipal Airport Master Plan Update, 1986-2005 with the conditions following:

1. The Airport Plan is a non-regulatory document for lands in the Urban Growth Area (UGA) and other unincorporated areas.

2. The City and County will coordinate in the submission of grant applications for State and Federal grant monies for the purpose of updating the Airport Plan.

3. The City and County will coordinate in the update of the Roseburg Master Airport Plan for the purpose of co-adopting a Roseburg Regional Airport Plan.

DATED this 6th day of May, 1992.

BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, OREGON

Doris Wadsworth, Chairman

Joyce Morgan, Commissioner

Doug Robertson, Commissioner
BEFORE THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, OREGON

AN ORDINANCE ADOPTING THE DRAINAGE }  
MASTER PLAN, AND DESIGN STANDARDS OF }  
THE CITY OF ROSEBURG/DOUGLAS COUNTY }  
DRAINAGE MANAGEMENT PLAN AND AMEND- }  
ING THE SUPPLEMENTAL STANDARDS TO }  
INCLUDE DRAINAGE REQUIREMENTS. }  

RECITALS

A. The City of Roseburg and Douglas County entered into an inter- 
governmental agreement to jointly develop a storm drainage 
management plan for lands within the Roseburg Urban Growth 
Boundary.

B. The City of Roseburg has adopted the Drainage Master Plan 
(Exhibit A) and the Design Standards (Exhibit B) of the City 
of Roseburg/Douglas County Drainage Management Plan and 
recommends the Plan be adopted by the Douglas County Board of 
Commissioners.

C. The Douglas County Planning Commission has reviewed the Rose-
burg/Douglas County Drainage Management Plan and recommends 
the Plan to the Douglas County Board of Commissioners with 
amendments (those necessary to implement drainage require-
ments) to the Standards Supplement, which is an attachment to 
the Roseburg/Douglas County Urban Growth Management Agreement 
(Exhibit C).

THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY ORDAIN AS 
FOLLOWS:

Section One: The "Drainage Master Plan" (Exhibit A) and "Design 
Standards" (Exhibit B) of the City of Roseburg/Douglas County 
Drainage Management Plan, and amendments to the Standards Supple-
ment (Exhibit C) ARE ADOPTED and by reference made part of this 
ordinance.

Section Two: The Drainage Management Plan and amendments to the 
Standards Supplement are necessary and appropriate and shall become 
effective on August 7, 1992.

Dated this 8th day of July, 1992.

BOARD OF COUNTY COMMISSIONERS 
OF DOUGLAS COUNTY, OREGON

ABSENT

Doris Wadsworth, Chairman

Joyce Morgan, Commissioner

Doug Robertson, Commissioner

TH:gem:LR1
RBGSTDRORD
AN ORDINANCE AMENDING THE ROSEBURG COMPREHENSIVE PLAN AND ADDING SUPPLEMENTARY PROVISIONS.

WHEREAS, the Roseburg Urban Area Comprehensive Plan as adopted by Ordinance No. 2345 and it has been amended from time to time; and

WHEREAS, Roseburg Land Use and Development Ordinance No. 2363 establishes procedures for hearing comprehensive plan amendments; and

WHEREAS, the Planning Commission has held a public hearing after due and timely notice, and

WHEREAS, the City Council hereby finds that the following plan policies are adopted as supplements into the Roseburg Urban Area Comprehensive Plan:

(a) The bikeway alignments and categories designated on the Roseburg Bikeway Plan map extend along those streets, roads and paths from the City limits, through the UGA and connect with the County’s designated bikeways at the UGB (Exhibit A). The extension of these routes and the designation of the categories will be reevaluated and included at the next update of the Roseburg Area Bikeway Plan.

(b) The Rifle Range Road - Alameda Street connection is a proposed route for a minor collector. This route will be evaluated for inclusion in the Roseburg Area Master Transportation Plan at the next update of that Plan.

(c) The City and County shall coordinate the development and co-adoption of a Traffic Circulation Plan for the Roseburg UGA.

(d) During the administration of land divisions in the Roseburg UGA, the County shall be authorized to require future right-of-way through dedication or a irrevocable offer to dedicate.

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

SECTION I. The City Council hereby adopts this ordinance as its own, supporting the Planning Commission's recommendation that the ordinance be adopted.

SECTION II. The City of Roseburg Comprehensive Plan is hereby amended by applying the following and to include the above listed policy supplements.


Jeri Kemmel
MAYOR

ATTEST:

CITY RECORDER

ORDINANCE NO. 2819

(3A:ORDINANCE)
BEFORE THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, OREGON

AN ORDINANCE ADOPTING AMENDMENTS TO THE ROSEBURG COMPREHENSIVE PLAN, AS A RESULT OF PERIODIC REVIEW, TOGETHER WITH SUPPLEMENTAL POLICIES

ORDINANCE NO. 93-2-2

RECITALS

A. The City of Roseburg and Douglas County entered into an Urban Growth Management Agreement (UGMA) to jointly manage lands within the Roseburg Urban Growth Boundary.

B. The City of Roseburg was notified by Land Conservation and Development Commission to amend its Comprehensive Plan through the Periodic Review process.

C. The City of Roseburg has adopted the Periodic Review of the Roseburg Comprehensive Plan with supplemental policies (Exhibit A) and recommends the Plan and supplements be adopted by the Douglas County Board of Commissioners.

D. The Douglas County Planning Commission has reviewed the Periodic Review of the Roseburg Comprehensive Plan and supplemental policies and recommends both to the Douglas County Board of Commissioners.

THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY ORDAIN AS FOLLOWS:

Section One: The amended Roseburg Comprehensive Plan, as a result of Periodic Review, and supplemental policies (Exhibit A) ARE ADOPTED and by reference made a part of this ordinance.

Section Two: The amended Roseburg Comprehensive Plan and supplemental policies are necessary and appropriate and shall become effective on March 12, 1993.

Dated this 10th day of February, 1993.

BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, OREGON

Joyce Morgan, Chairman

Doug Robertson, Commissioner

Doris Wadsworth, Commissioner

TH:gem:LR1
RBFSTDR.ORD
CERTIFICATION

STATE OF OREGON

COUNTY OF DOUGLAS ss

CITY OF ROSEBURG

I, George C Stubbert, the duly appointed, qualified and acting Recorder of the City of Roseburg, Oregon, do hereby certify that I have compared the attached with the original of Ordinance No. 2345 and that it is a full and true copy of said ordinance as the same was adopted by the Common Council of said City on March 22, 1982.

re: Comprehensive Plan

George C Stubbert, City Recorder
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Ordinance No. 3249

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INTRODUCTION
INTRODUCTION TO THE ROSEBURG URBAN AREA COMPREHENSIVE PLAN

The Roseburg Urban Area Comprehensive Plan is a long-range general policy guide in which the City of Roseburg and Douglas County jointly set forth major policies concerning desirable future growth over the next two decades. Being comprehensive, its scope extends to physical, social, economic, administrative and fiscal matters. Being general, it summarizes policies and proposals rather than indicates specific locations or detailed regulations.

The Comprehensive Plan is not intended to provide answers to all the questions which arise from the growth and development of the urban area. Zoning ordinances, official maps, and subdivision regulations are designed to provide specific and detailed standards for the implementation of the Plan's general policies. Capital improvement programs and their accompanying budgets and special purpose regulations are also tools meant to effectuate the Comprehensive Plan. The Plan indicates broad categories of land use throughout the urban area, whereas the detailed instruments delineate boundaries and specify regulations, timing, procedures and costs.

Through the Comprehensive Plan, the City of Roseburg and Douglas County jointly consider and agree upon a coherent, unified set of general and long-range policies for the physical, social and economic development of the community. By focusing on the formulation of general policies, it provides a framework for the involvement of both the legislative body and the public in the planning process. Thus, an opportunity is created for public discussion of the key issues facing the community. In this capacity, the Plan facilitates the clarification of ideas, on the part of both the local legislative body and the public, with regard to the type of community they are trying to create by their many specific decisions. Policies, both explicit and implicit, are brought out into the open to insure their determination through democratic processes.
Roseburg adopted its first Land Use Plan in 1965 in response to the rapid growth experienced during the previous decade. However, within a very short time it became evident that a plan formulated in response to growth fell short of addressing the more important issue of preparing for and guiding future growth. Subsequently, the City adopted its first Comprehensive Plan in 1973. The Comprehensive Plan contained an analysis of past trends shaping growth and identified goals and objectives for guiding future development. As adopted in 1973, the Comprehensive Plan was intended to serve as a general guideline for policy-makers to consider when making land use decisions. Since its adoption, two significant factors have developed which significantly altered the purpose and function of the Comprehensive Plan. In 1973 the Oregon Supreme Court ruled that local comprehensive plans were not simply general guidelines for land use decisions, but rather a legislative policy statement upon which all land use decisions must be based. The result was that "recommended standards" contained in the City's Comprehensive Plan were suddenly given the mandatory status of law to which all other regulations (zoning, subdivision standards, etc.) were subservient.

During the same year, an even more significant development occurred affecting local land use planning. The 57th Oregon Legislative Assembly created the Land Conservation and Development Commission (LCDC) via the 1973 Land Use Act. The Act, also known as Senate Bill 100, directed LCDC to formulate and adopt statewide goals and guidelines. The resultant 14 goals and guidelines were adopted by the Commission on December 27, 1974. The legislation which requires all cities and counties in Oregon to adopt comprehensive plans which conform to the statewide goals is codified in ORS Chapter 197.

Early in 1978 the City conducted an in-depth evaluation of the 1973 Comprehensive Plan in order to determine its degree of compliance with the statewide planning goals. The evaluation concluded that a major revision of the entire plan would be required to adequately address the requirements of the fourteen applicable statewide planning goals.
By mid 1979 the City had developed a program for the formulation of a new comprehensive plan designed to meet the needs of the community while also fulfilling the requirements of the statewide goals. A nine member Citizens Advisory Committee was appointed by the City Council to serve as the primary comprehensive plan formulating body.

Over a period of eighteen months the Citizens Advisory Committee, with technical staff assistance, drafted the new Roseburg Urban Area Comprehensive Plan, which was subsequently presented to the Roseburg Planning Commission in February of 1981 for the purpose of conducting public hearings and acquiring citizen input prior to adoption by the City Council.

Technical Support Document

This technical support document, together with supporting maps and other materials, represents the culmination of the Citizens Advisory Committee's comprehensive analysis of the Roseburg urban area. The committee conducted in-depth studies of the many subject areas required to produce a truly comprehensive plan. The subject areas that were considered include Housing, Population, Public Facilities and Services, Transportation, Economics, Parks and Recreation, Historic Preservation, Natural Resources, Energy Conservation, and Land Use and Urbanization. An in-depth analysis of each of the subjects is contained within this document. Although each of the major subjects is addressed in separate elements, or chapters of the technical support document, every attempt was made to insure that each element is coordinated with all other elements of the Plan. Each element is concluded with a summarized listing of the major findings of the committee with respect to the element, as well as the assumptions drawn from those findings. Based upon the findings and assumptions, a set of goals, objectives and policy statements were developed for each of the respective Plan elements.

Once adopted, this document will be the official statement of the City of Roseburg and Douglas County; setting forth the major goals and policies which will
guide the future physical, economic and social development of the community. More specifically, the Plan provides the overall framework for the following functions. The Plan:

1. Guides all governments and agencies in the urban growth area in developing and implementing their own activities which relate to the public planning process.

2. Establishes the policy basis for a general, coordinated long-range approach among affected agencies for the provision of the facilities and services needed in the urban growth area.

3. Makes planning information available to assist citizens to better understand the basis for public and private planning decisions and encourages their participation in the planning process.

4. Provides the public with guidelines for individual planning decisions.

5. Assists citizens in measuring the progress of the community and its officials in achieving the Plan's goals and objectives.

6. Provides continuity in the planning process over an extended period of time.

7. Establishes a means for consistent and coordinated planning decisions by all public agencies and across jurisdictional lines.

8. Serves as a general planning framework to be augmented as needed by more detailed planning programs to meet the specific needs of the community.

9. Provides a basis for public decisions for specific issues when it is determined the Plan, without refinement, contains a sufficient level of information and policy direction.
10. Recognizes the social and economic effects of physical planning policies and decisions.

A document of this nature is of such importance, and its influence of the decision-making process of such magnitude, a precise understanding of its intent is essential. Accordingly, the following concepts are defined:

**GOAL:** A broad statement of philosophy that describes the desires of the people of the community for the future of the community. Achievement is usually attained only by prolonged effort and may not be measurable in a definitive way.

**OBJECTIVE:** An obtainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

**POLICY:** A principal, plan, or course of action that is directed toward the achievement of identified goals. Policy statements are intended to be instructive and directional in nature. Upon adoption of the Plan, a policy commits the City and the County to the principal plan, or course of action, set forth in the policy statement.

In addition, it is important to recognize that the written text of the Plan takes precedence over the Land Use Map where apparent conflicts or inconsistencies exist. The Land Use Map is a generalized map which is intended to graphically reflect the broad goals, objectives and policies. As such, it cannot be used independent from or take precedence over the written portion of the Plan.

**Relationship to Other Plans and Policies**

While the Roseburg Urban Area Comprehensive Plan is the basic guiding use policy document, it is not the only such document. As previously stated, the Comprehensive Plan is a framework plan and it is important that it be augmented by
more detailed refinement plans, programs, and policies. Due to budget limits and other responsibilities, all such plans, programs and policies cannot be pursued simultaneously. Normally, however, those of an urban area-wide scale should receive priority status. Refinements to the Comprehensive Plan can include specific neighborhood or community plans; special purpose of functional plans such as water, sewer or transportation plans; or planning related policies. In all cases, the Comprehensive Plan is the guiding document, and refinement plans and policies must be consistent with the Comprehensive Plan. Should inconsistencies occur, the Comprehensive Plan is the prevailing policy document.

Relationship to Statwide Planning Goals

As required by state law, the Roseburg Urban Area Comprehensive Plan has been developed in accordance with the statewide planning goals adopted by the State Land Conservation and Development Commission and published in April, 1977.

These goals provide the standards and set the framework for the planning programs of all governmental bodies in the urban area. The Roseburg Urban Area Comprehensive Plan addresses each of the applicable LCDC Goals (as well as local goals) and contains objectives and policy statements aimed at compliance with the LCDC Goals.

Amendments or revisions of the Plan must be found to be in compliance with the Statewide Planning Goals.
STATEWIDE PLANNING GOALS
ADOPTED BY THE
LAND CONSERVATION AND DEVELOPMENT COMMISSION

Goal I - Citizen Involvement

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

Refer to Citizen Involvement Element.

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

Refer to Land Use and Urbanization Element.

Goal 3 - Agricultural Lands

To preserve and maintain agricultural lands

Refer to Natural Resources Element and Land Use and Urbanization Element

Goal 4 - Forest Lands

To conserve forest lands for forest use

Refer to Natural Resources Element

Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources

To conserve open space and protect natural and scenic resources

 Refer to Natural Resources Element, Parks and Recreation Element, Historic Preservation Element, and Land Use and Urbanization Element

Goal 6 - Air, Water and Land Resources Quality

To maintain and improve the quality of the air, water and land resources of the state

Refer to Natural Resources Element, Public Facilities and Services Element, and Land Use and Urbanization Element
Goal 7 - Areas Subject to Natural Disasters and Hazards

To protect life and property from natural disasters and hazards

Refer to Natural Resources Element and Land Use and Urbanization Element

Goal 8 - Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors

Refer to Parks and Recreation Element

Goal 9 - Economy of the State

To diversify and improve the economy of the state

Refer to Economic Element

Goal 10 - Housing

To provide for the housing needs of the citizens of the state

Refer to Housing Element and Land Use and Urbanization Element

Goal 11 - Public Facilities and Services

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development

Refer to Public Facilities and Services Element

Goal 12 - Transportation

To provide and encourage a safe, convenient and economic transportation system

Refer to Transportation Element

Goal 13 - Energy Conservation

To conserve energy

Refer to Energy Conservation Element

Goal 14 - Urbanization

To provide for an orderly and efficient transition from rural to urban land use

Refer to Land Use and Urbanization Element
Periodic Review

Periodic review of the Plan shall be jointly conducted by the City and County on a regular basis, not more frequently than every three years but at least every five years, in order to ensure that the Plan is kept current and relevant and that changes of circumstances are duly accounted for.

Should extreme changes occur which would have a major impact on the appropriateness and applicability of the Plan, such as extreme population shifts or sudden major natural or man-made disasters, the Plan may be reviewed on a more frequent basis.

Procedures for periodic review shall conform to applicable policies of the Plan and Urban Growth Management Agreement, and also any periodic review regulations adopted by the State of Oregon.

The Committee for Citizen Involvement (Planning Commission) shall ensure appropriate citizen involvement in the Plan review process and shall reconvene the Citizens Advisory Committee. The Planning Commission and Citizen Advisory Committee shall jointly conduct the plan review and the development of necessary amendments of additions for recommendation to the City Council and Douglas County.

Periodic review of the Plan shall include at least the following:

1. Development of new basic information and statistical data.
2. Review and test validity of existing findings and basic research information and statistical data.
3. Testing of projections and assumptions and establishing new projections and assumptions.
4. Reevaluation and possible changes or modifications of basic concepts, goals and policies.
5. Evaluating, the means of implementation and their effectiveness and proposing changes of the establishing of new implementation techniques.
6. Public hearing(s) by the planning commissions and governing bodies on all recommended additions and amendments of alterations to the Plan.

Plan Amendments

- Plan amendments shall be processed according to procedures established by the Urban Growth Management Agreement between the City and County and any applicable ordinance provisions.

- Major Plan amendments, those which would have a widespread and significant impact on the community, should be considered as much as possible within the context of a periodic review process.
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