



City of Roseburg
Waterfront
Master Development Plan

CC Ord. No. 3360 — November 11, 2010



City of Roseburg

Waterfront

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Acknowledgements

Citizens Advisory Committee

Mike Hansen, representing Roseburg Area Chamber of Commerce
Karen Volk, Downtown Business/Property owner
Ken Deatherage, Waterfront Business/Property owner
Kernin Steinhauer, Cow Creek Band of the Umpqua Tribe of Indians
Dave Leonard, Community Engineering
John Amoroso, Economic Development Commission
Leila Heislein, Parks Commission
Mychal Fox, Planning Commission
Betty Tamm, Umpqua Community Development Corporation

City of Roseburg Project Management Team (PMT)

Nikki Messenger, Public Works Director, City of Roseburg
Barbara Taylor, Parks & Recreation Program Manager
Mike Baker, ODOT and City Councilor
Steve Kaser, Ward I City Councilor
Brian Davis, Director, Community Development
Dick Dolgonas, Project Manager, Community Development
Marion Thompson, Senior Planner, Community Development

Consultants

Walker Macy

Michael W. Zilis
Ken Pirie
Nathan Kappen
Nopporn Kichanan
Matthew Crampton
Beth Flanagan

Shelley Oylear, Transportation Consultant

Leland Consulting Group

Chris Zahas



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**Executive
Summary**

Purpose of the Project

The City's expectation for this project is to provide a plan that reconnects the community to one of its greatest resources, the South Umpqua River. The City sought to outline a broad vision for the opportunities available with appropriate waterfront development, realizing the potential economic benefits for the community.

The following were listed as required elements for the plan:

- Place a high priority on passive, open space and recreational bicycle/pedestrian uses.
- Place a high priority on linking the waterfront area to Downtown Roseburg.
- Focus on protecting and enhancing the scenic and natural settings of the South Umpqua River and Deer Creek.
- Provide a theme that ties the community together to create a unique, special place, a place that welcomes people to the community as they exit Interstate 5 and enter Downtown Roseburg.
- The waterfront area must be attractive, inviting and safe year-round, day and night.
- Visitors to Roseburg should leave Roseburg with the strong image of a community gateway and a feeling of "I remember Roseburg, Oregon."
- The plan needs to identify specific short-range project implementation.

This Development Plan provides concepts for revitalization of the east bank of the South Umpqua River, from the mouth of Deer Creek south to a point on the river roughly even with, or across from Portland Avenue. The bulk of the study's recommendations involve the east bank of the river but the overall concept envisions an entry progression that begins with improving first impressions of the city with a new gateway at the I-5 interchange at Harvard Avenue.

General Goals

The following goals were articulated by City staff and the Citizen Advisory Committee (CAC) at the outset of the project and have shaped the development of the Plan. It is worth noting one overarching goal that can guide the implementation of this plan: that it should stimulate economic development and create jobs.

- Create a memorable, remarkable place
- Increase access to the river's edge
- Enhance visibility of the waterfront
- Enhance the riparian area and habitat
- Connect the waterfront area to downtown
- Encourage multiple uses day and night, along the waterfront
- Develop a plan with the collaboration of local landowners and stakeholders
- Create a plan that can be funded through a variety of sources
- Recognize local history in the plan
- Provide a variety of recreational opportunities and areas for events

Overarching Implementation Principles

Many, many projects

No single project on its own will accomplish all of Roseburg's visions for revitalization. Instead, success will result from an incremental process of projects building upon previous projects to create a self-sustaining momentum over time--the more projects, the better. The definition of projects that should be considered should be broad, ranging from various physical improvements, to private development, to events, organizations, and marketing.

Public-private partnerships

Implementation should link public investments to private projects wherever possible. Constructing large public projects is rarely an effective strategy and usually fails to initiate any long-term momentum. Working with adjacent and nearby property owners before making public improvements encourages private investment to occur along with the public investment. Set long-term targets so that over time, the City strives to realize at least four or five dollars of private investment for every public dollar invested in the area (a "leverage ratio" of at least 4:1).

Maintain flexibility

It is critical that flexibility be maintained, particularly in regards to expectations for private development near the waterfront. Even in the best of economies, it is extremely difficult to accurately predict the future, so development opportunities should not be rigidly tied down to a particular concept. Developers seek out places with clear yet flexible plans and guidelines since they create predictability in the process and ensure that the investment will be protected over the long term by setting a high bar for neighboring projects.



Specific Implementation Strategies

The visions for Roseburg's South Umpqua riverfront areas define the long-term vision for how the riverfront could be transformed into an attractive gathering place for the community and an economic development driver for the region. Implementing the vision will be a long-term effort that is achieved through many incremental actions. While such a vision respects current economic constraints, it is also the most appropriate strategy. Targeting many smaller projects over time rather than a single large one at once is an effective way to build a sustainable momentum that matches the financial and human capacity of Roseburg and its public and private partners. Specifics in this plan include:

Build upon the Cow Creek project

Work closely with the Cow Creek Tribe to capitalize on the new investment in the business incubator and the people that it will bring to the waterfront area. As the largest landowner in the project area, the Tribe could play a catalyzing role in creating a critical mass of activity and investment.

Activate properties between the waterfront and downtown

In addition to physical streetscape enhancements, active storefront uses contribute to a safe and interesting pedestrian environment. Beginning with Washington Avenue, work with property owners to redevelop properties into active commercial uses so that the length of Washington Avenue between Jackson Street and the waterfront becomes a natural extension of downtown.

Work with many different organizations

Successful revitalization will involve the individual and collaborative efforts of multiple organizations. In the case of revitalization, special interests are welcome, as each group can be responsible for a part of implementation.



The Concept's Six Core Elements

The following plan has as its foundation six core themes or principles that should guide implementation:

1. Focus waterfront improvements first on area adjacent to Oak & Washington

The area adjacent to Oak and Washington streets presents the best opportunity to provide the City with a central recognizable public open space on the riverfront. This area can become the identifiable gateway to downtown and become a primary place of civic gatherings and events. The plan recognizes the existing park amenities and opportunities at Riverside Park and proposes to direct most public investment initially to the most central and visible portion of the Waterfront in conjunction with redevelopment of adjacent private lands.

2. Develop new front door starting at I-5, improve bridges into the city

A visitor's experience of Roseburg is formed as their vehicle exits I-5; specific landscape improvements can upgrade this experience and contribute to an intriguing first impression that helps draw new and return visitors to the City, while ameliorating the daily travels of city residents traveling across the Oak and Washington bridges.

3. Restore the riverfront landscape, increase access & safety

The South Umpqua River and its banks should be restored to improve habitat and water quality. At the same time, encouraging city residents and visitors to the water's edge in a manner that allows visual connection and respects habitat could create new grassroots support for the river's ongoing improvement and protection.

4. Interconnect waterfront parks & open spaces with improved streets and trail systems

This plan envisions a system of waterfront public space, complementing and restoring existing parks, while adding a small amount of new parkland to the City's holdings. Building on the recommendations of the Parks Master Plan, the concept aims to link all these spaces with a consistent Riverfront Loop Trail, ideally running close to the river's edge, but alternatively routed along city streets.

5. Encourage redevelopment of waterfront parcels and parcels connecting to Downtown

There are good opportunities for infill development on private land adjacent to waterfront parks and trails. The Cow Creek Tribe is preparing to initiate redevelopment, which could act as a catalyst for further investment. Other infill opportunities abound on land between Spruce Street and downtown Roseburg.

6. Improve key streets as corridors for pedestrians, bikes and vehicles

Downtown Roseburg can be better connected to the waterfront with strategic improvements to the streetscape of Douglas, Washington and Oak Avenues. Careful shaping of the Highway 138 alignment can potentially improve vehicular and bicycle connections between downtown and the riverfront. SE Mosher Avenue should also be improved to better connect adjacent neighborhoods to the riverfront. Special consideration should be given to pedestrian and bicyclist comfort of movement along these corridors to encourage use.

Themes

During public open houses and stakeholder meetings, the concept of developing a thematic approach to establishing an identity for Roseburg was discussed. This plan encourages the City to engage in a discussion of themes as part of a visitor and economic development strategy, probably in collaboration with the Cow Creek Tribe, the Chamber of Commerce and the public. Some preliminary thematic ideas for consideration include **Waterfalls and Wine**.



Figure A: Concept for an improved streetscape on streets connecting downtown to the waterfront (page 66)

Plan Recommendations

This document details a number of recommended actions that will cumulatively improve the aesthetic, recreational and development potential of Roseburg's waterfront. These actions, identified on the facing page, include:

1. Improve entry landscape at the I-5 interchange and roads leading into Downtown Roseburg.
2. Improve bicycle and pedestrian facilities on the Oak and Washington Bridges. Add design elements that contribute to the function of the bridges as gateways to Roseburg.
3. Improve Deer Creek Park and the South Umpqua Greenway according to Parks Master Plan.
4. Improve the Bridge Undercrossing along Deer Creek to encourage pedestrians and cyclists to move between the river and the north part of Downtown.
5. Improve north end of Pine Street with better paving and landscape and encourage redevelopment of adjoining properties.
6. Pursuing acquisition of Elk Island is not recommended as a part of the plan.
7. Focus streetscape improvements on Oak and Washington Avenues to encourage pedestrian movement between downtown and the riverfront.
8. Improve undercrossings of Oak and Washington Bridges along the future Riverfront Loop Trail.
9. Revitalize Riverside Park. This plan envisions a significant redesign and revitalization of Riverside Park, in conjunction with adjacent private development and with improved connections to the surrounding city.
10. Redevelop properties between the River and Downtown. There is a high level of mutual benefit that can be realized if the park and the adjacent private parcels are developed in concert with each other. Adjacent buildings can benefit the park by providing activity such as restaurants, housing and other uses which benefit from an attractive environment. From an urban design perspective, there are certain important elements to be considered including mixed-use, proper scale and massing and pedestrian-oriented frontage on key nearby streets and Riverside Park.
11. Restore the South Umpqua River bank landscape.
12. Build connections for a complete Waterfront Loop Trail.
13. Improve Joseph Micelli and Templin Beach parks.
14. Build street-end overlooks on SE Lane and SE Mosher Avenues at the South Umpqua River.
15. Build a Portland Avenue Bicycle/Pedestrian Bridge.



Figure B: Concept for improved Oak Avenue Bridge (page 55)



Figure C: Concept for an improved Pine Street (page 63)



Figure D: Concept for an improved Washington Street Bridge undercrossing (page 69)

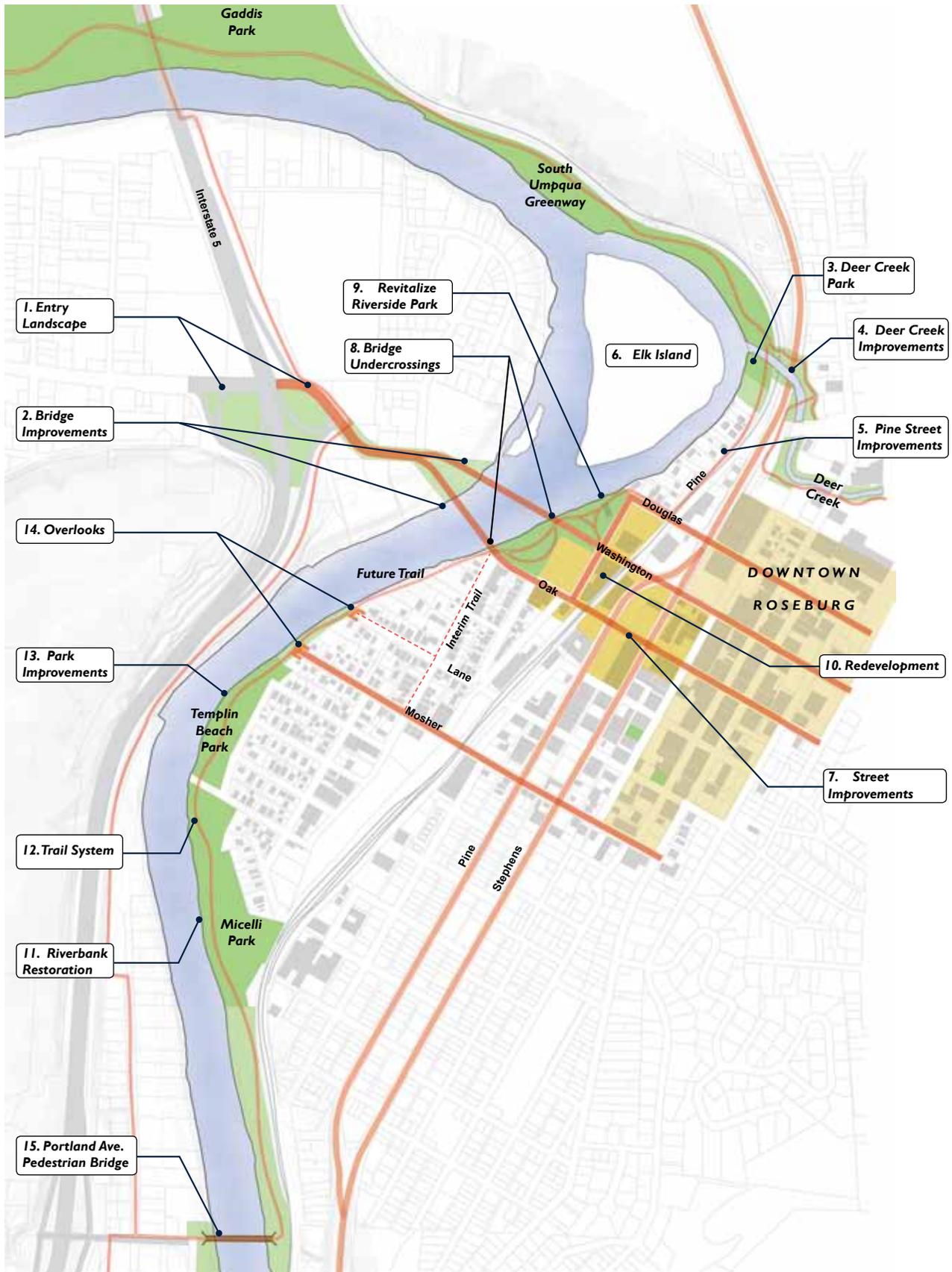


Figure E: Summary of proposed Waterfront Plan improvements

Implementation Strategy

The improvements described in the previous section represent a significant amount of work for a small community, but this is work that will significantly revitalize the community's economy, riverfront and downtown. The City should also undertake a regular "Success Audit" to remind City leaders and the public of the progress seen once this plan is adopted. It is easy to lose sight of the effects of simple actions over time, but they can be remarkable when summarized at once. The plan outlines Short-Term Projects (within the next 5 years to 2016), Mid-Term Projects (within 5-10 years, to 2022) and Long-Term Projects (more than 10 years).



Figure F: One concept for the redevelopment of Riverside Park and vicinity (other concepts on pages 75-77)



Figure G: Potential redevelopment parcels between the waterfront and downtown Roseburg



1.0

Introduction

1.1 Purpose of the Project

Following the efforts of the Roseburg Area Chamber of Commerce to recognize the potential benefits from improving the waterfront, the Roseburg City Council authorized preparation of this Waterfront Master Development Plan to generate a coherent and compelling plan for revitalization of the South Umpqua River waterfront. The City's expectation for this project was to provide a plan that would reconnect the community to one of its greatest resources, the South Umpqua River. Wanted was a broad vision that set out the opportunities available with appropriate waterfront development and realizing the potential economic benefits for the community.

The plan was to delineate public investments in infrastructure, park, and related features that would guide and leverage private development to the mutual benefit of the community. This effort was to build on previous City plans, with broad community involvement and support, to produce an economically feasible plan and series of projects for improvements of the natural and urban areas adjacent to the river and connecting with downtown.

The City of Roseburg engaged the services of Walker Macy in the fall of 2009 to undertake this effort. On the heels of recent conceptual planning efforts for the waterfront and downtown, as well as nearby neighborhood planning recently completed and a large transportation study underway, the timing was ideal for a renewed examination of the opportunities along the South Umpqua River.



The following considerations were identified in the Request for Proposals as required elements in the plan:

- Maintain and expand upon existing assets.
- Place a high priority on passive, open space and recreational bicycle/pedestrian uses.
- Provide a safe, open and inviting bicycle/pedestrian trail for year round, day and night enjoyment for the community and those visiting Roseburg.
- In order to develop any meaningful and successful plan, it is anticipated additional bicycle/pedestrian right-of-way and land will be necessary to expand and improve parks and the Riverfront Loop Trail.
- Providing accessibility for the entire community is important.
- Place a high priority on linking the waterfront area to Downtown Roseburg, with streetscape improvements similar to those completed on Douglas Avenue in 2007.
- Create plans for user-friendly streets and streetscape features.
- The westward extension of Douglas Avenue, Spruce Street and the northerly extension of Pine Street are specific streets that must be redeveloped with streetscape enhancements.
- Focus on protecting the scenic and natural settings of the South Umpqua River and Deer Creek. Enhancing the river's natural setting is a high priority.
- Place strong emphasis on developing the waterfront experience from Washington Avenue Bridge north to Deer Creek.
- Determine design characteristics to match the architectural characteristics of Downtown Roseburg.
- The waterfront can provide the theme that ties the community together to create a unique, special place, a place that welcomes people to the community as they exit I-5 and enter Downtown Roseburg.
- Identify specific short-range project implementation.
- Focus on the need to provide high-quality maintenance of all existing and future improvements, both public and private.
- The waterfront area must be attractive, inviting and safe year-round, day and night.
- Visitors to Roseburg should leave with the strong image of a community gateway and a feeling of "I remember Roseburg, Oregon; it's that community with the great waterfront community entryway."

1.2 Study Area Boundary

This Development Plan provides concepts for revitalization of the east bank of the South Umpqua River, from the mouth of Deer Creek south to a point on the river roughly even with, or across from Portland Avenue. The bulk of the study's recommendations involve the east bank of the river but the overall concept envisions an entry progression that begins with improving first impressions of the City with a new gateway at the I-5 interchange at Harvard Avenue (Exit 124), leading east to the two bridges across the South Umpqua River on Oak and Washington streets.



Figure 1a: Study Area

1.3 Previous Plans

Several preceding plans and studies were carefully reviewed and considered for this Master Plan. In 1999, the City of Roseburg adopted the Downtown Roseburg Master Plan that included a number of findings identifying the South Umpqua River as a natural resource full of opportunity and able to serve as a connection to the Downtown. The plan states that:

“The South Umpqua River and the Downtown need to be visually and functionally connected through a series of streetscapes, trails, and walkways. This is an important river to the community and should be so treated.”

The plan further states the Downtown area should be better connected with this “wonderful natural amenity” and the river should be used for social and recreational opportunities.

In 2002, the Roseburg Area Chamber of Commerce created a Riverfront Enhancement Task Force which included local business people, interested residents and property owners as stakeholders. The task force met regularly to discuss waterfront opportunities, methods to enhance the Oak Street and Washington Avenue bridges, and to develop concepts and priorities for improvements along the waterfront area.

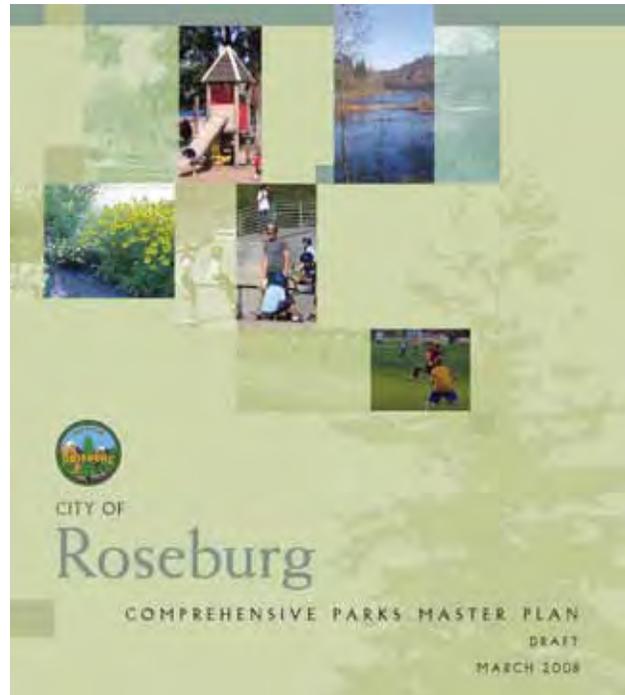
In 2003, the City of Roseburg Trails and Bikeway Committee recommended improvements in the planning, management and maintenance of the city’s recreation trail and bikeway system for the purpose of promoting greater use of the system while providing safer access throughout the community.

In 2005, Umpqua Community Development Corporation obtained a grant to promote Roseburg in the “Brand Oregon” effort in Southwest Oregon. This included promoting economic development and tourism with a focus on improving the waterfront and assisting in the development of the Waterfront Master Plan. The grant was leveraged to match local funds and the City’s Economic Development Commission provided the match to prepare the first “Waterfront Concept Plan”, dated August 2006. Since it was a concept plan, it was never adopted by the City.



The City adopted its Transportation System Plan in December 2006, which proposed a related study for bicycle and pedestrian facilities. With a state Transportation and Growth Management Grant, the City in May 2008 prepared a Bicycle Pedestrian Plan, which was adopted in May 2009. Additionally, the City updated the Comprehensive Parks Master Plan, which was adopted in May 2008. In 2006, the City Manager formed a Waterfront Ad Hoc Committee to review the June 2005 Waterfront Concept Plan. Their findings and recommendations were submitted to the City Council in December 2006. The City Council unanimously approved the committees' recommendation to have a qualified consultant familiar with waterfront development draft this Plan. Present and future impact on the waterfront area by the transportation facilities is significant.

The Oregon Department of Transportation initiated a study of options for improving Highway 138 through Downtown Roseburg. Currently the Highway joins Stephens Street (formerly Highway 99) at its intersection with Diamond Lake Boulevard and crosses the west end of Downtown. The highway also includes the Oak and Washington bridges. Complicated traffic maneuvers through town, which cause congestion and slow traffic, along with the potential for railroad delays, led to the project. Initial planning of concept alternatives was completed in 2009 and the City is presently evaluating the eight alternatives for relative environmental impacts.



2009 Parks Master Plan



Bicycle-Pedestrian Plan excerpt

1.4 Project Overview and Process

The City of Roseburg intended for this plan to be developed through the direct participation, thoughts and ideas of local stakeholders, property owners within the waterfront area, as well as members of the overall community. For that purpose, a comprehensive public involvement strategy was structured with the following points:

Project Management Team

This group was comprised of City staff with direct knowledge of waterfront conditions and previous planning work in Roseburg as well as City standards and expectations. City Councillors Mike Baker and Steve Kaser were also part of the PMT. Led by Project Manager Dick Dolgonas, this group met 4 times during the planning process. The group was also convened in order to review draft presentation materials via conference call with the consultants and provide advance input. The PMT was a useful gauge of community desires and sentiment and was able to shape the consultant work in a way that met public goals and expectations.

Stakeholder Interviews

There are many local citizens with a close interest or stake in the improvement of the South Umpqua waterfront and it was important for the consulting team to speak with them on a more direct basis. Meetings in Roseburg were undertaken in November, 2009 and several follow-up interviews were conducted via telephone. The following is a list of interviewed stakeholders:

- Kernin Steinhauer, Cow Creek Tribe
- Mark Bilton-Smith, CEO of RioNetworks
- Gary Leif, small business owner
- Tracy Pope, City Parks Superintendent
- Debbie Fromdahl, Executive Director, Roseburg Area Chamber of Commerce
- Chris Castelli, Division of State Lands
- Norm Smith, CEO of Ford Family Foundation
- Bob Kinyon, Partnership for Umpqua Rivers
- Suzie Osborn, Former Councilor, resident of waterfront
- Dave Williams, Douglas County Water Master
- Pete Baki (ODFW)
- Walt Barton, Douglas County Soil & Water Conservation
- Tom Manton, Douglas Co. Natural Resources
- Kelly Morgan, CEO of Mercy Medical Center
- Armand Boyer, owner of Elk Island
- Dave Leonard, Pinnacle Engineering



City staff and consultants on walking tour of waterfront and adjacent neighborhoods

Citizens' Advisory Committee

This Citizens' Advisory Committee (CAC), which was comprised of representatives of City commissions, interested property owners, businesses, citizens and some of the PMT members, was established to help guide the design process (Committee members listed on inside cover of this report). The group convened three times during the process, on November 20, 2009, February 2, 2010 and March 31, 2010. The general public was invited to observe all meetings and provide comment at scheduled times. The first meeting, at the Public Safety Center, served to outline the expectations for the group, confirm protocols and responsibilities, and refine goals for the project and determine initial visions for waterfront redevelopment. The group viewed the design team's initial impressions of the city and riverfront.

At the second CAC meeting, at the Douglas County Library, the group viewed a presentation of the refined analyses of the waterfront as well as draft design and planning concepts. With public input and group discussion, a direction for plan refinement was provided to the design team.

The third CAC meeting, also at the Douglas County Library, saw the presentation of refined concepts for waterfront development. The group was informed of the subsequent process for preparation of the plan's draft summary document, as well as ensuing public review of the draft, including an informal CAC follow-up session to provide comments before beginning the public review process.

Public Forum

In addition to public input opportunities at the three CAC meetings, the general public in Roseburg had two formal opportunities to comment on the progress of the Waterfront Master Development Plan. The first public forum was held on February 2, 2010 at the Douglas County Library and was attended by over 60 persons. The second public forum was conducted on March 31, with about 50 people. In both sessions, a brief presentation from the consultants followed an introduction by Brian Davis, Community Development Director. After the presentations, a Question and Answer period helped to further describe the concepts, after which the attendees were invited to gather around presentation boards and offer more personalized comments to consultant team members and City staff.

Cow Creek Tribe

Given the location and extent of their holdings within the study area, the Cow Creek Tribe took part in a series of conversations throughout the effort. The Tribe has a history of supporting local civic improvements, and was interested in ensuring that the Development Plan was coordinated with their plans for future property redevelopment, including a pending project to create a Business Incubator with a Data Center on Spruce Street between Washington and Douglas Avenues. Kernin Steinhauer, Director of Organizational Development and Marketing for the Umpqua Indian Development Corporation, was an active participant on the CAC. He arranged meetings and conference calls during the process so that development scenarios could be discussed and efforts coordinated for the mutual benefit of both the City and the Tribe.

Notes from these meetings are included in Appendix A.

1.5 Study Goals

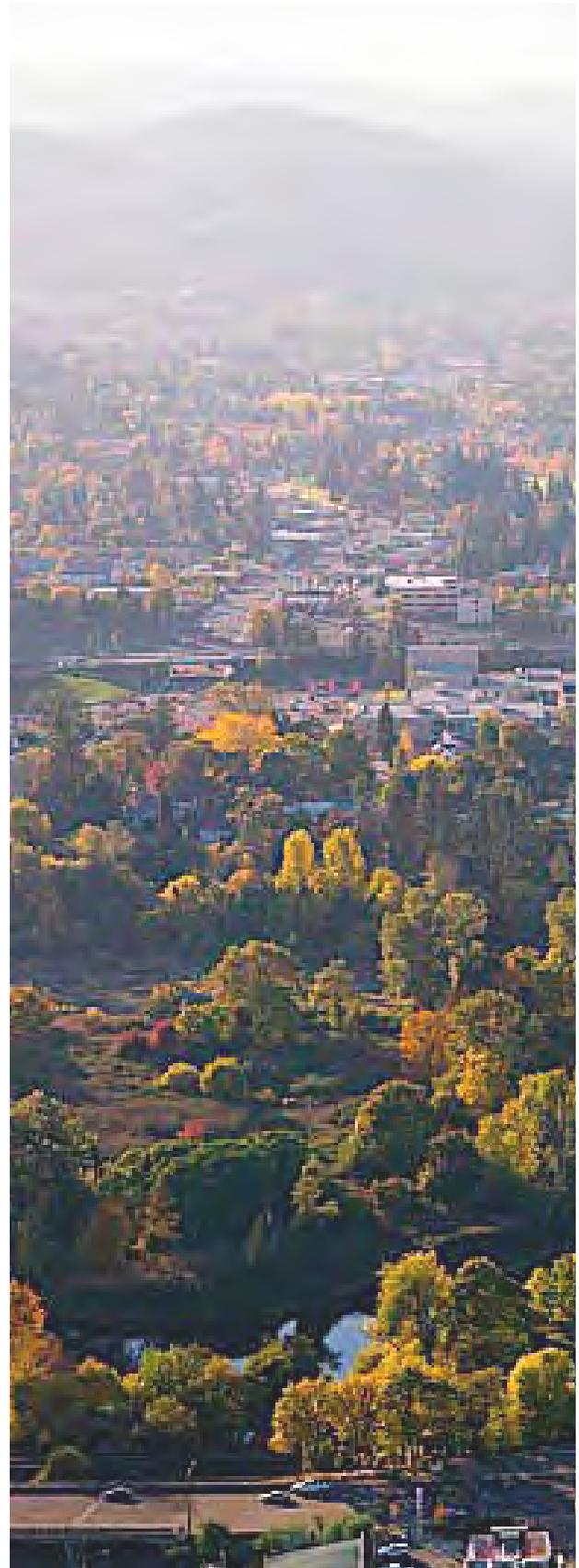
The following goals were articulated by City staff and the CAC at the outset of the project and have shaped the development of the plan. It is worth noting one overarching goal that can guide the implementation of this plan: that it should stimulate economic development and create jobs.

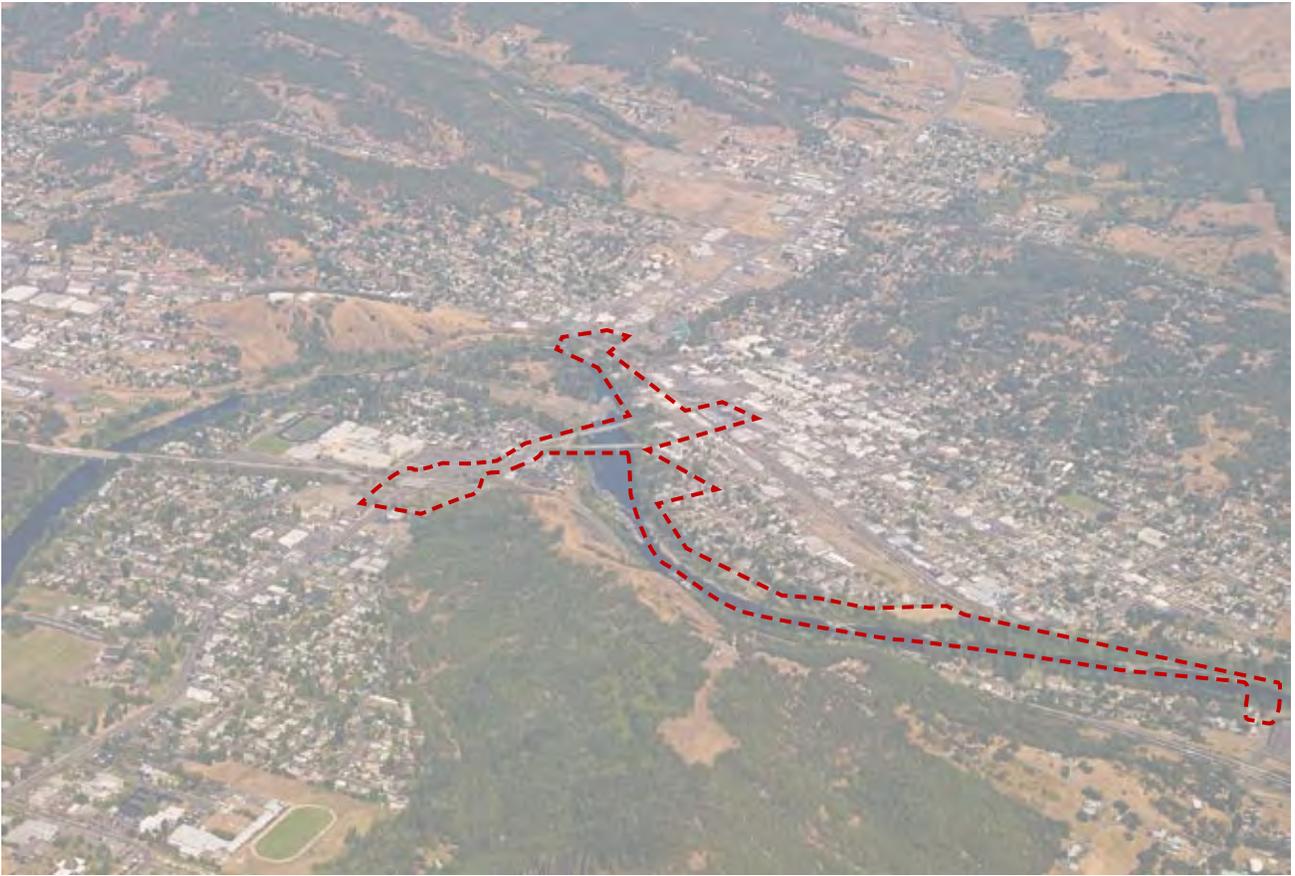
General Goals

- Create a memorable, remarkable place
- Increase access to the river's edge
- Enhance visibility of the waterfront
- Enhance the riparian area and habitat
- Connect the waterfront area to downtown
- Encourage multiple uses day and night, along the waterfront
- Develop plan with the collaboration of local landowners and stakeholders
- Create a plan that can be funded through a variety of sources
- Recognize local history in the plan
- Provide a variety of recreational opportunities and areas for events

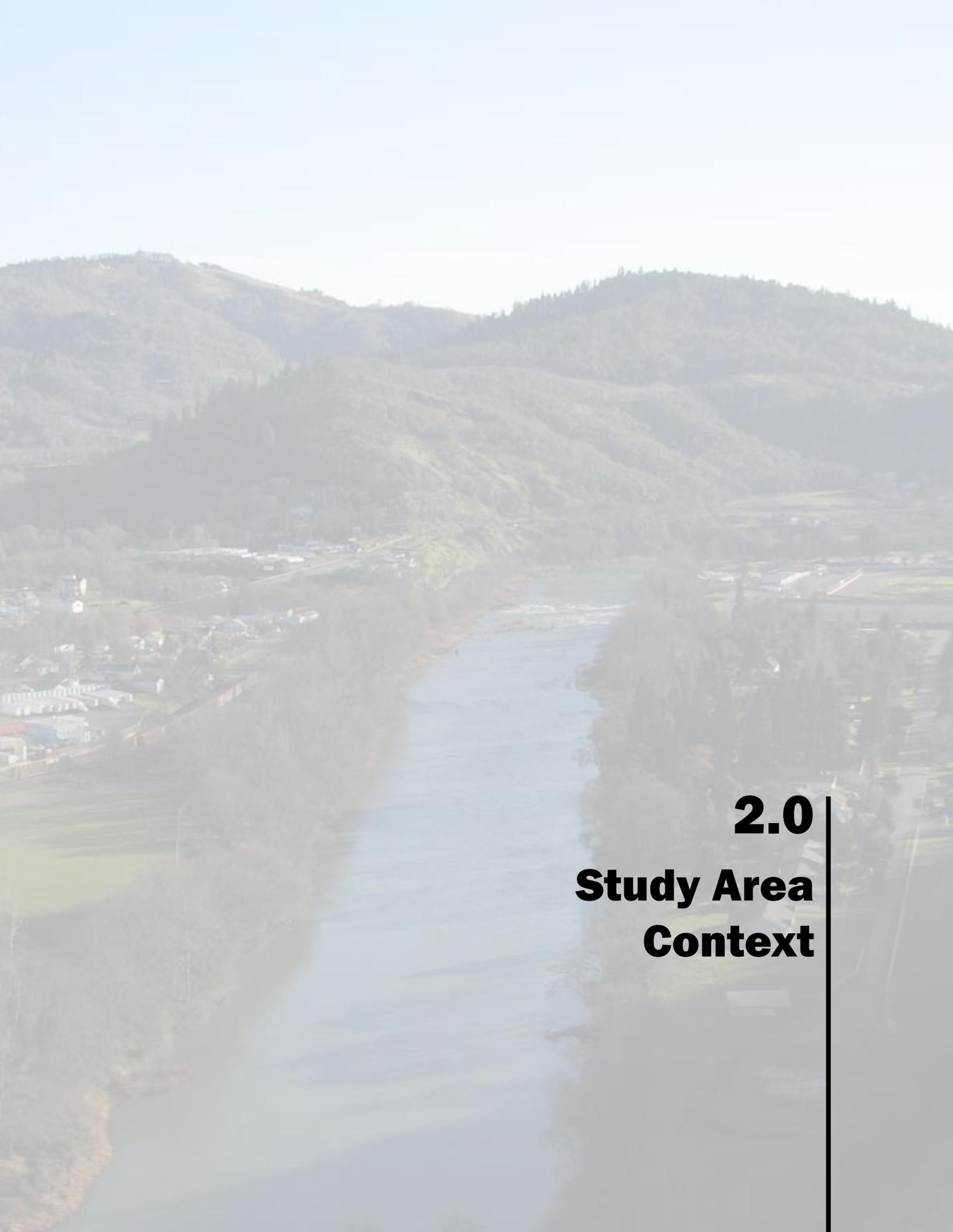
Specific Goals

- Encourage the redevelopment of riverfront properties to enhance the waterfront
- Plan for a bike and pedestrian connection from Deer Creek south to Portland Avenue
- Improve Templin Beach Park and access and use of Micelli Park
- Identify a new focal point: park, plaza or meeting area
- Identify elements to enhance the image of the City through waterfront improvements
- Beautify the view from I-5 to attract visitors and enhance citizen appreciation of the area
- Consider Deer Creek's confluence with South Umpqua River as an integral element in the Roseburg waterfront





Aerial view of Roseburg and study area from above Mt Nebo
(photo courtesy Gary Leif)



2.0

Study Area Context

2.1 History of the South Umpqua River and Roseburg's Waterfront

The following was excerpted from the historical overview provided in the South Umpqua River Watershed Assessment.

The Lewis and Clark Expedition gave glowing reports of the natural riches to be found and proved travel to Oregon was difficult but not impossible. Fur seekers, missionaries, and surveyors of the native geology, flora, and fauna (including the famous botanist David Douglas) were among the first European visitors to Douglas County. Accounts of the native Douglas County vegetation reveal extensive prairies and large trees. Wildlife was prevalent throughout and included elk, deer, cougar, grizzly bear, beaver, muskrat, and coyotes.

The Indians of Douglas County used fire to manipulate the local vegetation and to improve their hunting success. Venison was their main game meat. The Cow Creek Indians built dams of sticks across stream channels to trap salmon and fished with spears.



The large number of fish amazed a trapper working for the Hudson's Bay Company: "The immense quantities of these great fish caught might furnish all London with a breakfast." Many ideas exist about the origin of "Umpqua." An Indian chief searching for hunting grounds came to the area and said "umpqua" or "this is the place." Other natives refer to "unca" meaning "this stream." Another Indian when

asked the meaning of "Umpqua" rubbed his stomach, smiled, and said, "Uuuuump-kwa – full tummy!" An Indian village existed along the South Umpqua River in the current location of the City of Roseburg. In the fall the Indians burned the grass and small trees in the valley bottoms.

Hall Kelley traveled the Umpqua River in 1832 and noted that "The Umpqua raced in almost constant whitewater through prairies covered with blue camas flowers and then into dense forest." The population of the Umpqua Valley is estimated to have been between 3,000 and 4,000 before the arrival of European settlers. Douglas County Indians were relocated to the Grand Ronde Reservation in the 1850s.

The Hudson's Bay Company established Fort Umpqua first near the confluence of Calapooya Creek and the Umpqua in the 1820s. By 1855, the beaver were trapped out and fur trading had ended along the Umpqua River. California's Gold Rush was one factor in the early settlement of the county. New miners created a market for Oregon crops and employment for Oregonians and travelers on their way to the gold fields passed through Douglas County. Many of these visitors observed the great potential for farming and raising stock and returned to Douglas County to take up permanent residence.

In 1851, Aaron Rose purchased squatters rights for 640 acres on a grassy prairie at the mouth of Deer Creek. The county seat moved from Winchester to this new community of Deer Creek by popular vote in 1854. In 1872 the Oregon and California Railroad reached the town, which was renamed Roseburg in 1894. The early 1850s brought placer mining to the South Umpqua near Canyonville. Gold mining affected the fish habitat of the streams and rivers. The drainage patterns were changed when miners diverted and redirected water flow. The earliest sawmills in Douglas County appeared in the 1850s. The sawmills, often connected to a gristmill, were water powered with the help of dams, and scattered throughout the county. Log drives on many of the streams and rivers of the county were phased out as more roads were built into the woods.

Improvements in transportation were key to economic development and population growth during this time period. The period began with limited transportation options into and through Douglas County. Congress funded improvements to the old Oregon-California Trail (Portland to Winchester) from 1853. These road improvements led to the beginning of stage travel from Portland to Sacramento in 1860.



View of Roseburg and Elk Island in 1880s

The U.S. Corps of Engineers surveyed the Umpqua River and reported that it could be made navigable seven months of the year but river travel was soon forgotten when the Oregon-California Railroad reached Roseburg in 1872. Until the southerly extension of the railroad in 1887, travelers heading south took the train to Roseburg and then rode the stage into California, creating a need for new hotels and warehouses and leading to rapid population growth.

Umpqua Indian trails followed the major rivers and streams of the county including the main Umpqua and the North and South Umpqua Rivers. The first automobiles arrived in Douglas County in the early 1900s and by 1923 the paved Pacific Highway ran through Roseburg, I-5, which opened in 1966, is located in the vicinity of an old trade route.

Logging expanded in Douglas County in the early 1900s. Following World War II, larger sawmills such as Roseburg Lumber Company began to operate – just in time to take advantage of the national housing boom. A housing slump in the early 1980s and a decline in federal timber sales in the 1990s followed by increased wood products imports resulted in a surplus of timber-based products in the US and the local timber industry declined as a result.



Douglas County logging



Looking east to downtown across the old Lane St. Bridge, 1905

On August 7, 1959, early in the morning, a truck loaded with tons of dynamite and ammonium nitrate/ carbonitrate exploded in downtown Roseburg near the waterfront. Fourteen people died as a result of the blast and property damage was about \$12 million. A twelve-block area of the city was destroyed and some of the destroyed parcels became Riverside Park.

The rapid expansion of tourism in Douglas County came after World War II. The improving economy left Americans with an increased standard of living and the mobility of automobile travel. The Umpqua Valley offers scenic attractions and good access roads. I-5 and the connecting State Highways 38, 42, and 138 provide access to Umpqua Valley's excellent tourist areas. Tourist destination points include Crater Lake National Park, Diamond Lake and the Umpqua National Forest, Wildlife Safari, wineries, Salmon Harbor, and the Oregon Dunes National Recreation Area.



The Blast



Diamond Lake and Mt.Thielsessen

2.1 South Umpqua River

The detailed South Umpqua River Watershed Assessment provides detailed information on river conditions. Generally, the deepest channel runs on the west side of the river as it passes Templin Beach Park, then traverses to the east through the deepest pool underneath the two bridges. It then runs along the east bank as the river rounds Elk Island. The west side of Elk Island is a shallow bedrock shelf, scoured out from a flood before settlement.

Historic floods occurred in 1893, 1909, 1950, 1964, 1971, 1974, 1981 and 1983. The last major flood event was 1996. The South Umpqua features extremes of high and low water -- a 10' variation. Structures adjacent to the river get flooded in high winter floods. Silt deposits are left behind after floods. High flows also bring large logs and debris. A Federal Emergency Management Agency (FEMA)-led remapping process was recently completed, with the result that 100-year floodplain boundaries were adjusted all along the South Umpqua through Roseburg. Many waterfront parcels include a portion within the 100-year floodplain, and in some cases such as Elk Island, within the floodway (see Figure 2a on facing page.)

Fish habitat is best in gravels at south end of Elk Island. The Coho salmon who nest here are listed as endangered as a subspecies of the Oregon Coast population. These fish migrate between November and January and may use the channel west of Elk Island, which is shallow. Other key aquatic species include Winter Steelhead, Pacific Lamprey, Sturgeon, fall and spring Chinook and the Umpqua Chub, which used to be on the State of Oregon's list of sensitive species. Bass fishing is popular in the summer, off Templin Beach Park.



Salmon spawning gravels are located at the south end of Elk Is.

Any major impacts to the river will feature a long environmental review process. The Army Corps of Engineers will be the 'Nexus Agency' meaning they will initiate regulatory review of any proposed impacts under Section 7 of Endangered Species Act. They will particularly regulate impacts to wetlands and below Ordinary High Water Mark (OHWM). NOAA will make comments on upland projects up to 400' back of the OHWM, to consider impacts on water quality. The City of Roseburg mandates a 50' riparian habitat protection setback from the top of bank along the South Umpqua, restricting development (but not a path) in the setback.



Riverside Park inundated in 1964 flood

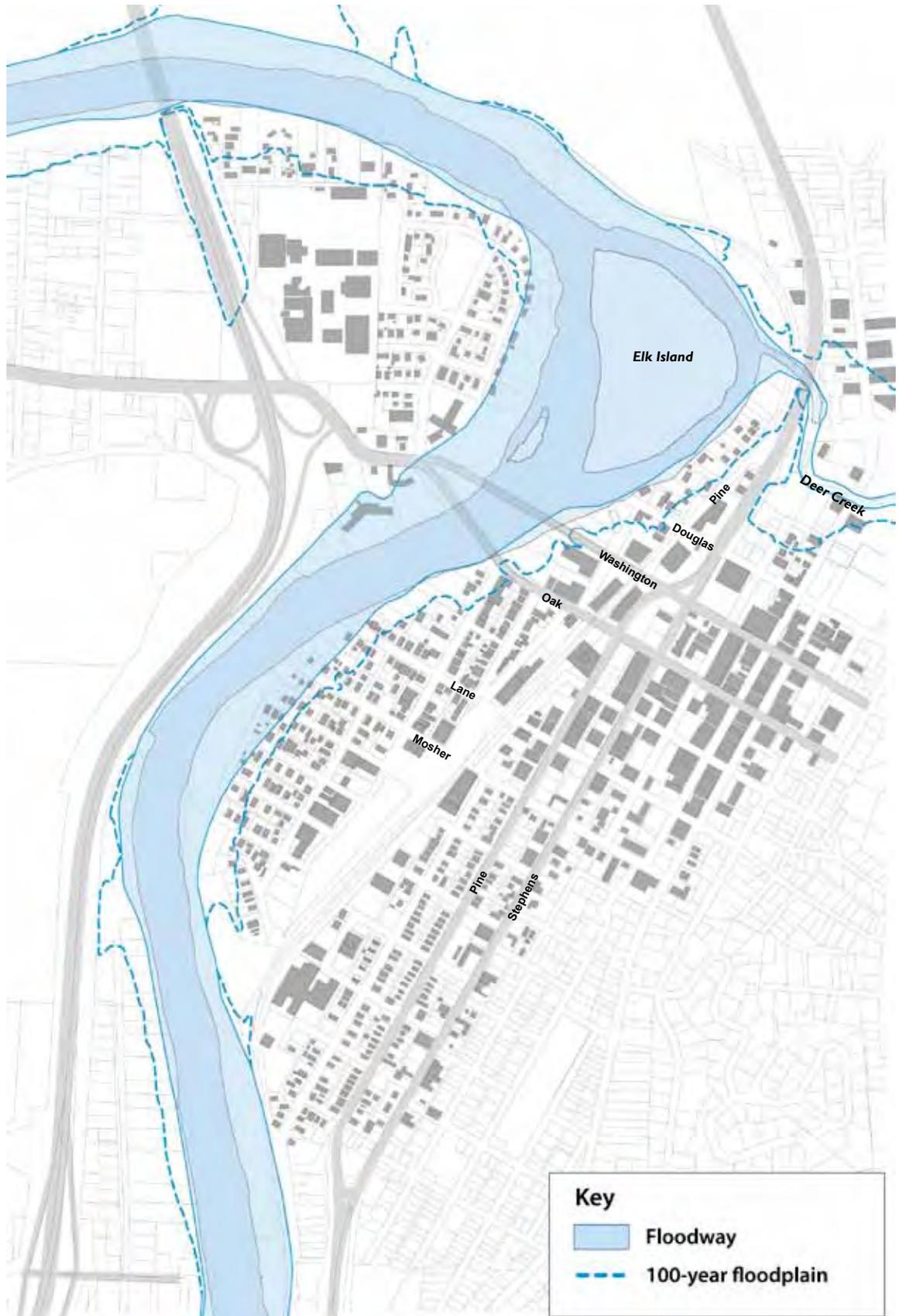


Figure 2a: Flood Map for South Umpqua River in Roseburg (2010)

2.2 Property Ownership

There is a mixture of public and private ownership of land on the South Umpqua riverfront. South of Portland Avenue, Douglas County owns both banks of the river, with the Fairgrounds on the east bank and a narrow strip of riverbank on the west between the CORP railroad and the water's edge. North of here, it is unclear who owns the riverfront north to Micelli Park. It may be considered part of the river or it could be part of the adjacent railroad ROW. The City should work to clarify this. Micelli and Templin Beach parks represent a solid block of City ownership in the central portion of the riverfront, which includes the street-end rights of way. Between SE Mosher and Oak Avenue Bridge, waterfront property is private, in large long lots accessed from Lane and Flint Streets. Beyond the public ownership around Riverside Park, which includes bridge rights of way owned by ODOT, there is a continuous strip of private ownership north to Deer Creek Park, although the property immediately due south of this park (known as the gas company property) should be considered for public purchase. North of Deer Creek, the eastside riverfront is entirely public north and west to Gaddis and Stewart Parks.

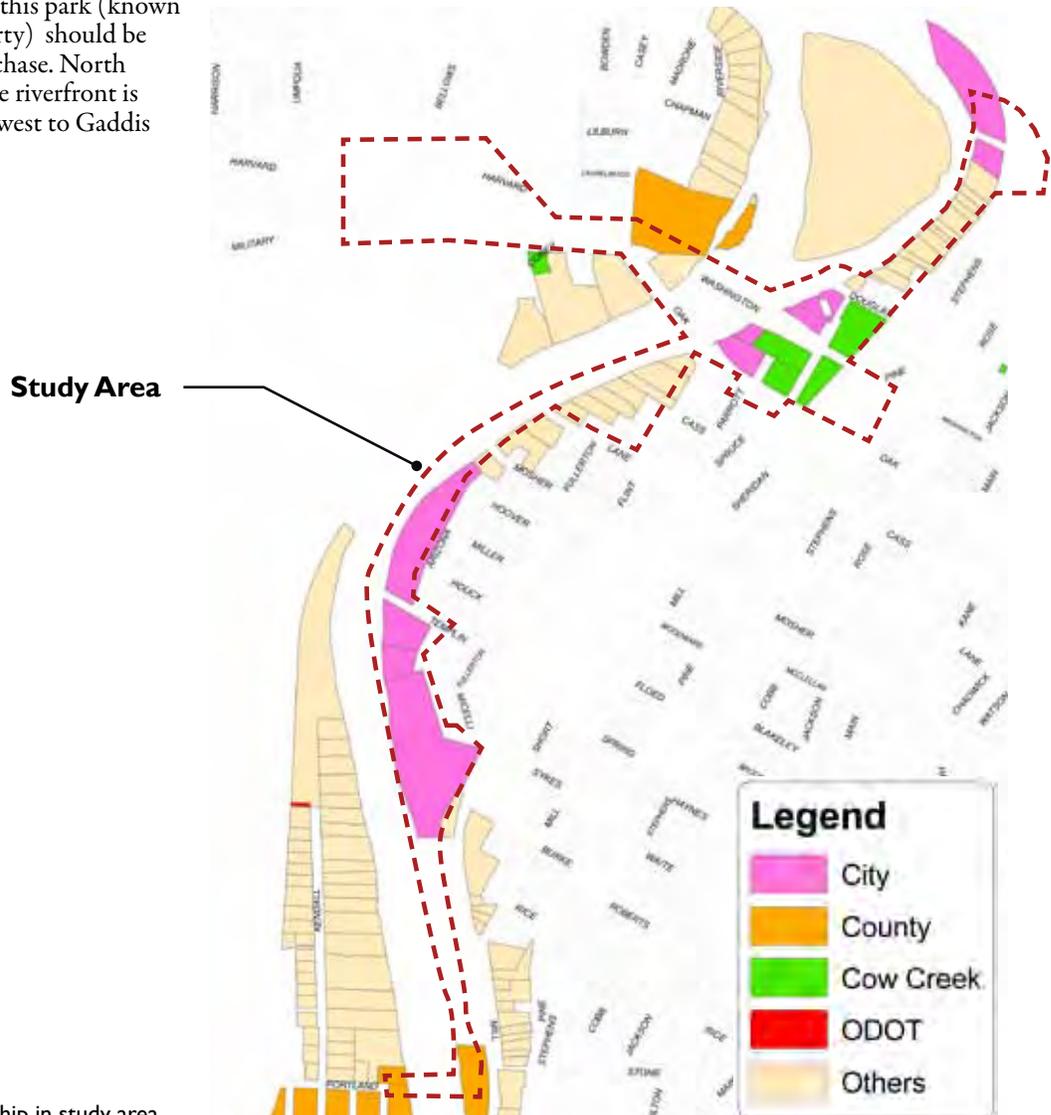


Figure 2b: Property Ownership in study area

2.3 Zoning and Urban Renewal

The current zoning for much of the waterfront north of the Oak Avenue Bridge is General Commercial (C3) and Public Reserve (PR). South of Oak Avenue, the private parcels along the river are zoned Limited Multi-Family Residential (MR-14), with the public parks south also zoned PR. An area adjacent to the waterfront was brought into the Urban Renewal District in 2005.

Comprehensive Plan Amendments and Zone change proposals are not included in this Development Plan. If further evaluation identifies uses currently not contemplated by existing zoning, changes may be needed. Development standards for public improvements such as streetscape should be updated according to recommendations in this plan.

Given the riverfront’s proximity to existing urban development, there is extensive utility infrastructure servicing the parks and private parcels along the river. An analysis of the conditions and capacity of this infrastructure is outside the scope of this plan but is recommended as a subsequent study.



Figure 2c: Zoning in study area

2.4 Railroad

The Central Oregon and Pacific Railroad (CORP), owned by Rail America, owns a switching yard in Roseburg. There are resulting backups on streets crossing the railroad right-of-way, but they are moving freight train assembly operations to Winchester, north of the City. CORP currently operates sporadic freight trains on a former Southern Pacific line that extends from Roseburg north to Eugene. The line carries bulk freight and lumber and in downtown Roseburg, a switching yard occupies a wide swath of land between downtown and the waterfront. Beyond the switching yard, the rail ROW is typically 60' in width, that being measured 30' each direction from center of the main line. Situations vary for safety fencing requirements, but a minimum of 25' from the center of the nearest track with 6' cyclone type fence is preferred by the railroad. Easements are possible but long term yet terminable licensing (meaning it can be revoked or limited) is preferred. According to railroad officials, additions of crossings, pedestrian or otherwise, are not desirable due to liability issues. The City's best bet for improved access would be to make appropriate upgrades to existing public crossings.



Substandard pedestrian crossing, Douglas Avenue



CORP train switching in progress, near Micelli Park



View south down CORP RR corridor

2.5 Demographics

The following summary is excerpted from online sources, with the US Census Bureau as original source.

As of the census of 2000, there were 20,017 people residing in Roseburg. The population density was 2,171 people per square mile. There were 8,838 housing units at an average density of 958.6/sq.mi. The racial makeup of the city was 93.56% White, 0.30% African American, 1.30% Native American, 1% Asian and 3.73% Hispanic or Latino. Population projections from the Douglas County Buildable Lands Inventory estimate a growth rate of 2% annually. The Oregon Office of Economic Analysis projects that Douglas County's population (at 101,800 in 2003) will rise to 129,062 by 2030.

In 2000, there were 8,237 households out of which 28.9% had children under the age of 18 living with them, 46.2% were married couples living together, 11.9% had a female householder with no husband present, and 38.1% were non-families. The average household size was 2.32.

In terms of age, the population included 23.2% under the age of eighteen, 19% from 18 to 24, 26.5% from 25 to 44, 22.4% from 45 to 64, and 19% 65 years of age or older. The median age was 39 years. For every 100 females there were 93.7 males.

The median income for a household in the city was \$31,250. The per capita income for the city was \$17,082. About 11.0% of families and 15.1% of the population were below the poverty line, including 18.9% of those under age 18 and 9.2% of those aged 65 and over.



Downtown Roseburg



Stewart Park Playground

2.6 Urban Structure

This Development Plan recognizes and addresses a fundamental aspect of the City's urban form, which has evolved over many years. Due to fluctuating river levels, the civic and commercial core of Roseburg was built east of the river, closer to Deer Creek and higher on an historic river terrace overlooking the South Umpqua River. As a result, the city was not built directly on the river and access to the river has primarily occurred along three principal corridors, Oak, Washington and Douglas Avenues. Other than a mill south of downtown, there was little commerce on the river, which is not navigable to trade, so no resulting docks or railroad spurs were built directly on the riverbanks. Mainly single-family residential development (after a period of agriculture) occupied riverside lands.

At present, the Mill-Pine Historic District is delineated to protect the best-preserved examples of this housing, southwest of downtown but not along the riverfront. There is a distinct Downtown District, much of which is a historic district. Smaller neighborhoods lend distinct character to the waterfront, such as the blocks of smaller homes between the CORP railroad and the river and the narrow strip of private property adjacent to Pine Street. The remaining land between Downtown and the South Umpqua is predominantly commercial and oriented to the automobile.

There are some challenges, or barriers to movement between downtown and the South Umpqua River. On the CORP rail line, there are at least 3 daily trains, which pass through downtown at various times of the day. The trains travelling on this line stop all through-traffic in downtown and block the connections between downtown and the river. When switching and train assembly occurs, the shuffling of train cars can also repeatedly block auto traffic downtown, but this will likely lessen, once the railroad has completed a new switching yard in Winchester, 6 miles north of Downtown Roseburg.

Another challenge to connections is represented by the Pine and Stephens Streets couplet, which carries Stephens Street (former Highway 99) traffic through downtown and was the main north-south highway before the interstate era. Traffic on this couplet is not heavy until the highway combines with Highway 138 north of Oak. With accommodations to auto traffic, the ROW has been widened, with some turn lanes and wide corner radii to permit smoother traffic flow.



Looking west on Washington Avenue from Downtown

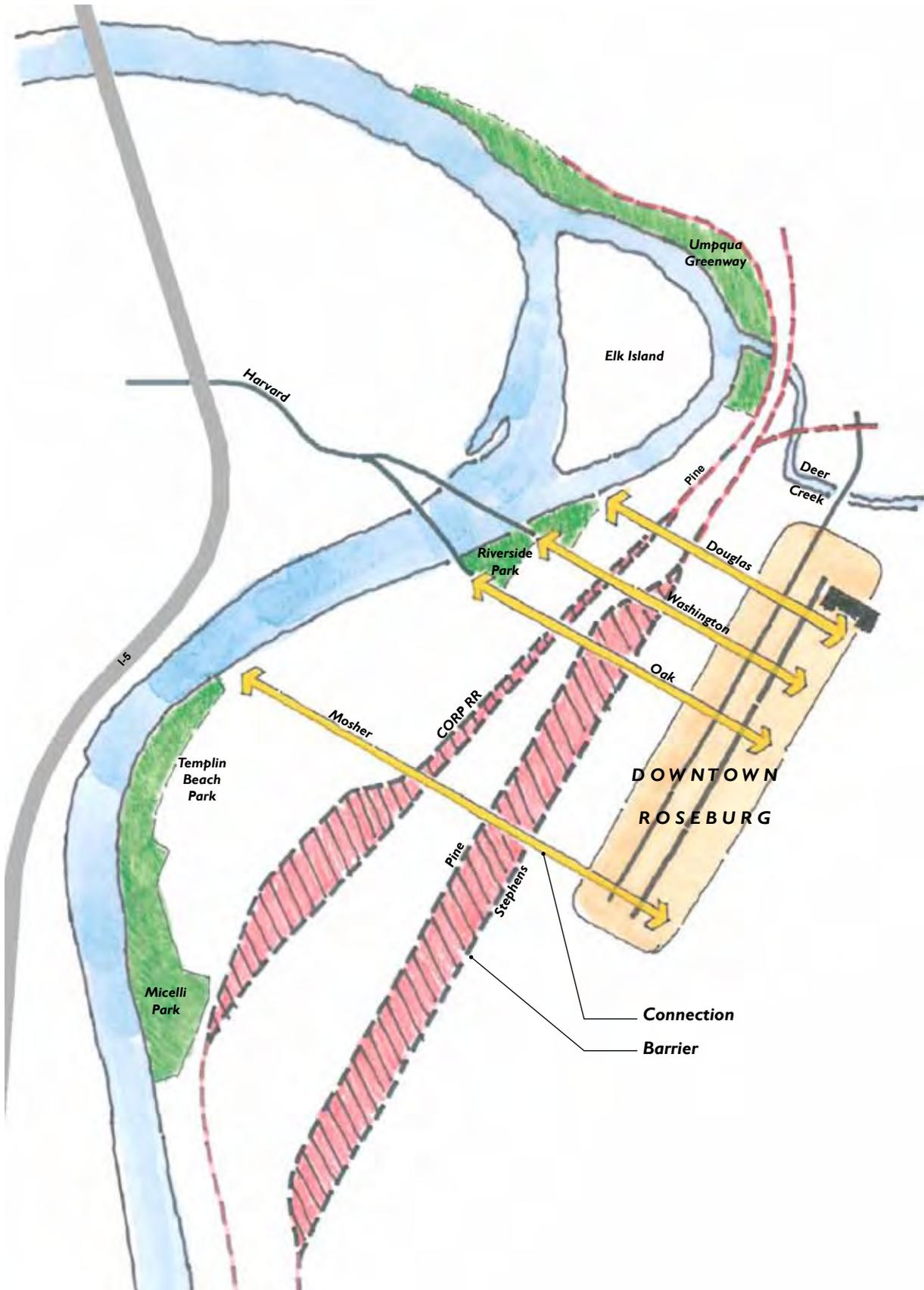


Figure 2d: Roseburg Urban Structure



3.0
**Economic Strategy
for Waterfront
Revitalization**

3.1 Economic Development Principles

Prior to identifying a specific economic development strategy appropriate for the Roseburg Waterfront project, it is valuable to present several guiding principles about economic development in general. First of all, it is fair to ask why economic development is being considered as part of a riverfront plan. The answer is that a city's waterfronts and parks are more than just ecological or recreation places. They are inherently tied to the image and economic health of the entire community. There are several reasons for this:

South Umpqua River is front door to Roseburg

The South Umpqua River is both figuratively and literally at the front door to the city. For visitors entering Roseburg from I-5 and crossing the Oak Avenue Bridge into downtown, the waterfront is the first thing one sees. First impressions are powerful and the quality and character of the waterfront can define a visitor's perception of the city.

Leveraging visits

Because the waterfront is close to downtown, there is an opportunity to link visitor trips to the waterfront to downtown, where park visitors could extend their visit by walking to downtown shops and restaurants. Likewise, the open space amenity of the waterfront could enhance the attractiveness of downtown as a destination. This linking of trips can lead to efficiencies in parking (park once in a shared facility) and increased retail opportunities (from increased foot traffic).

Tourism

One of the Umpqua Valley's strengths is its potential to grow tourism, specifically eco-tourism, outdoor recreation, and wine tourism. A quality waterfront can be a part of the package of destinations on a tourist's itinerary, particularly if it's programmed with events or attractions that will appeal to visitors. With the waterfront on the tourist "map," there is an increased likelihood that visitors will also patronize downtown businesses.

Amenity for residents

Quality parks and open spaces are a key component of a complete community along with good schools, family wage jobs, and cultural facilities. As part of efforts to increase housing in downtown Roseburg, increased access to a quality waterfront would make downtown and the close-in neighborhoods more desirable places to live, potentially leading to new housing development. At a citywide level, better parks would have a similar impact overall.



Property values

Numerous studies have shown that parks and open space can increase property values on surrounding properties. Improving Roseburg's waterfront could have a similar impact. Increased property values could lead to higher tax revenues to the city, but more importantly, would make redevelopment more economically feasible, leading to the physical changes envisioned by the plan.

Quality of life

Quality of life is increasingly itself an economic development tool. In the past, businesses tended to locate where land was cheap, incentives were high, and resources were available. Workers migrated to cities where jobs were located. Today, businesses are increasingly making location decisions based on where their workers want to live. Workers in the new creative and technological industries that will account for much of the country's economic growth in the future are highly mobile and seek out communities with a high quality of life, including vibrant downtowns and quality outdoor amenities. Businesses, in turn, choose to locate in communities that boast a strong pool of qualified workers. Thus, quality downtowns and vibrant waterfronts play an integral role in attracting and retaining young people and workers, which in turn helps to attract and retain employers.



3.2 Challenges and Opportunities

Many existing conditions and trends influence the degree to which waterfront development can support downtown revitalization and economic growth. These are summarized below as challenges and opportunities.

Challenges
Weak national economy: The current recession has reduced access to credit and made it very challenging to finance projects.
Weak local economy: Unemployment in Douglas County is high and Roseburg has seen slower economic growth than the state as a whole.
Physical barriers: The railroad and the high traffic volumes on Washington and Oak (Highway 138) isolate the waterfront from downtown and nearby neighborhoods, even if the distance is small.
Lack of funding: Resources to make capital improvements remain very constrained.
Highway 138 uncertainty: Studies are underway to improve access and traffic flow on Highway 138 between I-5 and Diamond Lake Boulevard.

Opportunities
River, views, access: These three attributes are among the strongest factors to increasing real estate value. These attributes increase the potential to attract uses to the area relative to other parts of the city.
Proximity to I-5: Regional access is very good due to the proximity to I-5. Via car, it is less than 3 ½ hours from Portland, and Roseburg is half way between the Seattle area and the California Bay Area. This enhances the area's potential as a regional destination, but also as a site for residential and commercial uses.
Cow Creek Project: The Cow Creek Tribe is currently planning a business incubator and job training center on their property near the waterfront. This project immediately creates market momentum and will bring people to the area on an ongoing basis once it opens, providing support for surrounding businesses and the downtown.
Motivated community: As shown by the large turnout at the public forum, there is strong community interest in revitalizing downtown and the waterfront. Consistent and broad-based leadership is a fundamental prerequisite to successful implementation.



Traffic through downtown Roseburg



Views of the South Umpqua River

3.3 Development and Implementation Strategy

The following strategy reflects the positive relationship that can exist between an active waterfront and a healthy downtown and community. Capitalizing on the opportunities described above, and addressing the challenges that are present, the strategy describes an approach to maximizing the positive impacts from waterfront improvements and to revitalizing the blocks between the downtown core and the waterfront. The strategy begins with several overarching principles that set the context for the more specific strategies and actions that follow. Each implementation action also includes a brief discussion of its priority as a short, medium, or long-range action.

Overarching Implementation Principles

Many, many projects

No single project on its own will accomplish all of Roseburg's visions for revitalization. Instead, success will result from an incremental process of projects building upon previous projects to create a self-sustaining momentum over time--the more projects, the better. Projects that are part of the implementation program do not need to be big – in fact, smaller projects will be easier to fund and will be easier to implement by local partners and organizations. The definition of projects that should be considered should be broad, ranging from various physical improvements to private development to events, organizations, and marketing.

Public-private partnerships

Implementation should link public investments to private projects wherever possible. Constructing large public projects is rarely an effective strategy and usually results in large public investments that become “one-off” projects that fail to initiate any long-term momentum. Instead, working with adjacent and nearby property owners before making public improvements encourages private investment to occur simultaneously with the public investment. Not only does this strengthen the ability for the project to meet community visions for the area, but the new investment begins to build a tax base that can help offset the capital costs over time. Set long-term targets so that, over time, at least four or five dollars of private investment is realized for every public dollar invested in the area (a “leverage ratio” of at least 4:1). Early projects may fall short of this target, but over time, a long-term average of 4:1 should be achieved.

Public-private partnerships through memoranda of understanding and development agreements can be used to formally state the shared public and private objectives and costs and to ensure that the whole is greater than the sum of its parts.

Maintain flexibility

Particularly in regards to expectations for private development near the waterfront, it is critical that flexibility be maintained. Even in the best of economies, it is extremely difficult to accurately predict the future, so development opportunities should not be rigidly tied down to a particular concept. Instead, clear design guidelines and principles should be established to ensure that what is built responds appropriately to the waterfront, enhances the pedestrian experience, and improves the visual gateway into the city, but considerable flexibility in actual uses should remain so that property owners can react to ever-changing market conditions. Indeed, developers seek out places with clear yet flexible design guidelines since they create predictability in the process and ensure that the investment will be protected over the long term by setting a high bar for neighboring projects.



RioNetworks redevelopment site



Infill redevelopment opportunity between Downtown and the Waterfront

Specific Implementation Strategies

Build upon the Cow Creek project

Work closely with the Cow Creek Tribe to capitalize on the new investment in the business incubator and the people that it will bring to the waterfront area. As the largest landowner in the project area, the Tribe could play a catalyzing role in creating a critical mass of activity and investment. Using the employment focus of the business incubator as a starting point, build an “Umpqua Center” district that highlights the region’s key industrial, agricultural, and environmental assets. Elements of this district, which could span several blocks, would include:

Umpqua Exhibition Center

A commercial center that exhibits products from throughout the region would not only tie into the business incubator, but it would serve as a destination for tourists and locals alike. The exhibition center could be a flexible commercial space for local vendors and producers to demonstrate and sell their products under one roof. Under a single management, it could include special exhibits profiling a rotating selection of the region’s products. Such a center would be distinguished from and would complement the traditional goods and services found downtown, providing additional incentive to visit the area.

Housing

The downtown waterfront is one of only a few waterfront housing opportunity sites in the region. This competitive edge could mean that residential development is possible, even in a down market. Given Roseburg’s older population (compared to State averages), senior housing could be a specific opportunity. Due to the ownership status of the Tribal properties, ownership housing is not possible for their development.

Restaurants

While traditional retail (storefronts) does not perform well at waterfront locations due to the limited visibility and vehicular access, restaurants (considered a type of retail) are the exception to this rule. With views of a river, a restaurant can perform quite well, even if it is slightly “off the beaten path.” The restaurant must be high quality and become a destination for locals and visitors.

Outdoor event space

“Programming” the waterfront park with events throughout the year that will draw people over and over is essential to making the park a contributor to downtown’s revitalization. Creating physical space where a wide range of events can take place will help to bring locals and visitors alike to the downtown area on a frequent basis. Events to consider include annual festivals, concerts, farmers markets, craft fairs, and other activities.

Wine center

The Umpqua Valley’s burgeoning wine industry presents an opportunity for downtown Roseburg to be a part of this growing tourist economy. A visitor’s center dedicated to the wine industry could make the waterfront the first stop on a wine tour of the region. This tourist traffic could benefit downtown and surrounding areas through increased retail and restaurant spending. As the Umpqua wine industry is rapidly maturing, this opportunity should be pursued immediately before such a center is developed elsewhere in Roseburg.

Priorities: short-, medium-, and long-term

Redevelopment and revitalization should be an ongoing effort, not a one-time event. Begin now to explore options and opportunities. Market conditions will likely not support new uses for several years. Work with the Tribe to identify opportunities for when market conditions improve.

Focus on Washington Avenue first (Short Term)

While the pedestrian connection between downtown and the waterfront along both Oak and Washington avenues is important, as is the entry sequence to Downtown on Oak Avenue, in a time of constrained budgets the City should focus on Washington Avenue first as the primary downtown-waterfront connection. Efforts to increase commercial uses and the construction of pedestrian streetscape improvements should start on Washington Avenue in order to capitalize on the immediate energy that will occur in the short term through the development of the business incubator and training center by the Cow Creek Tribe. Over time, as Washington Avenue is more completely built out, expand improvements to Oak Avenue. Improvements should include sidewalk improvements, street trees, signage, and lighting.

Narrow sidewalks and unimproved rail crossings are an immediate barrier to linking downtown and the waterfront. Making improvements here will send a strong and visible statement to the community about the City’s commitment to the effort.



Activate properties between the waterfront and downtown

In addition to physical streetscape enhancements, active storefront uses contribute to a safe and interesting pedestrian environment. Beginning with Washington Avenue, work with property owners to redevelop properties into active commercial uses so that the length of Washington Avenue between Jackson Street and the waterfront becomes a natural extension of downtown. Redevelopment should start adjacent to the “healthiest” locations and extend incrementally from there over time so as not to create isolated commercial nodes that dilute the overall commercial energy of downtown. Specifically work to redevelop the former Safeway site, as it effectively severs the connection between downtown and the waterfront. Following the implementation principle of ‘many projects’, use a “toolkit” of investments and incentives that includes the following:

Façade improvement grants

The City currently has a façade improvement program to provide matching funds to rehabilitate building facades. Expand this program to support the improvement of buildings that line Washington Avenue between the downtown core and the waterfront.

Predevelopment assistance

Through the City’s urban renewal program, provide predevelopment assistance to property owners in the area as an incentive to redevelop their property. Such assistance should be flexible, but could include assistance in feasibility studies, conceptual design, and the expedited processing of development permits.

Design standards

Ensure that design standards for properties that have frontages along Washington and Oak avenues support active building fronts and landscaped edges to parking lots in order to strengthen the pedestrian environment.

Property acquisition

If key properties in the area (see page 74) become available (and if funding is available), consider acquiring the land or assembling several properties. Through site control, the City would be better able to plan and control the most desired use for each site. When economic conditions are ripe to support redevelopment, the City should select a developer through a competitive request for proposals.

Priority: Mid-term.

This would normally be a short-term priority, but current economic conditions make it unlikely that redevelopment will occur for several years. In either case, it should be integrated with broader downtown revitalization and redevelopment efforts.

Work with many different organizations

Successful revitalization will involve the individual and collaborative efforts of multiple organizations. In the case of revitalization, special interests are welcome, as each group can be responsible for a part of implementation. In addition to the Cow Creek Tribe, work to create partnerships with the Chamber of Commerce, downtown organizations, Umpqua Community College, environmental groups, neighborhood organizations, farmers markets, and other partners who could play a key role in implementation.

Priority: Short-term

Begin (or continue) to build relationships with organizations early. This will lay the foundation for implementation in later years and will ensure a stable group of stakeholders to sustain implementation in the future.

Keep parking in its place

New uses at the waterfront will increase the demand for parking in the area. Currently, there is plenty of vacant land and on-street parking to accommodate future uses. Look for ways to provide shared parking for multiple uses and users, preserve on-street parking, and improve connections to downtown so that new uses can utilize existing parking resources. Doing so not only better utilizes limited land resources, but it helps to reduce the cost of development by reducing the amount of parking that must be provided on-site by individual uses. Indeed, with much improved pedestrian connections, it is not inconceivable that park users could use the existing city parking garage or the County Health & Social Services Department parking lot and walk to the waterfront.

Priority: Long-term

Parking will not likely be a problem until many other preceding steps have been completed.



The visions for Roseburg's South Umpqua riverfront areas are, as they should be, creative and ambitious. They define the long-term vision for how the riverfront could be transformed into an attractive gathering place for the community and an economic development driver for the region. Implementing the vision will be a long-term effort that is achieved through many incremental actions. While such a long-term vision not only respects current economic constraints, it is also the most appropriate strategy – targeting many smaller projects over time rather than a single large one at once is an effective way to build a sustainable momentum that matches the financial and human capacity of Roseburg and its public and private partners. By working immediately to repair the most critical physical elements and subsequently forming public-private partnerships with property owners, the vision for the riverfront area as an active and economically vital district within the greater downtown can become a reality.



4.0 |
Waterfront Plan

4.1 The Concept's Core Elements

The following section outlines the details of a comprehensive waterfront planning strategy. This strategy has as its foundation six core themes or principles that should guide implementation of the plan. It is expected, over time, that changes in context or City priorities may alter the specific details of recommendations. However, as long as the City retains sight of the following principles, the intent of the plan can still be realized.

1. Focus waterfront improvements first on area adjacent to Oak & Washington

The area adjacent to Oak and Washington streets presents the best opportunity to provide the city with a central recognizable public open space on the riverfront. This area can become the identifiable gateway to downtown and become a primary place of civic gatherings and events. The plan recognizes the existing park amenities and opportunities at Riverside Park and proposes to direct most public investment initially to the most central and visible portion of the Waterfront in conjunction with redevelopment of adjacent private lands.

2. Develop new front door starting at I-5, improve bridges into the city

A visitor's experience of Roseburg is formed as their vehicle exits I-5; specific landscape improvements can upgrade this experience and contribute to an intriguing first impression that helps draw new and return visitors to the city, while ameliorating the daily travels of city residents traveling across the Oak and Washington bridges.

3. Restore the riverfront landscape, increase access & safety

The South Umpqua River and its banks should be restored to improve habitat and water quality. At the same time, encouraging city residents and visitors to the water's edge in a manner that allows visual connection and respects habitat could create new grassroots support for the river's ongoing improvement and protection.

4. Interconnect waterfront parks & open spaces with improved streets and trail systems

This plan envisions a system of waterfront public space, complementing and restoring existing parks, while adding a small amount of new parkland to the City's holdings. Building on the recommendations of the Parks Master Plan, the concept aims to link all these spaces with a consistent Riverfront Loop Trail, ideally running close to the river's edge, but alternatively routed along city streets.

5. Encourage redevelopment of waterfront parcels and parcels connecting to Downtown

There are good opportunities for infill development on private land adjacent to waterfront parks and trails. The Cow Creek Tribe is preparing to initiate redevelopment, which could act as a catalyst for further investment. Other infill opportunities abound on land between Spruce Street and downtown Roseburg.

6. Improve key streets as corridors for pedestrians, bikes and vehicles

Downtown Roseburg can be better connected to the waterfront with strategic improvements to the streetscape of Douglas, Washington and Oak Avenues. Careful shaping of the Highway 138 alignment can potentially improve vehicular and bicycle connections between downtown and the riverfront. SE Mosher Avenue should also be improved to better connect adjacent neighborhoods to the riverfront. Special consideration should be given to pedestrian and bicyclist comfort of movement along these corridors to encourage use.

Themes

During public open houses and stakeholder meetings, the concept of developing a thematic approach to establishing an identity for Roseburg was discussed. This plan encourages the City to engage in a discussion of themes as part of a tourist and economic development strategy, probably in collaboration with the Umpqua Economic Development Partnership, the Cow Creek Tribe, the Chamber of Commerce and other stakeholders. Some preliminary thematic ideas for consideration include:

Waterfalls

There are 17 large waterfalls in the public lands and natural areas near Roseburg, including Watson and Toketee Falls. The Roseburg Area Chamber of Commerce already markets this attraction in their publications. The City could highlight this and identify Roseburg as the 'Gateway to Waterfalls.' Park improvements could build on this theme with water fountains and spray parks that pay homage to the action of falling water. Waterfalls could also be included on signage and banners along streets. The following website describes regional waterfalls and their locations:

http://www.blm.gov/or/districts/roseburg/recreation/Thundering_Waters/locations_of_thundering_waters.html#north_umpqua_river_waterfalls

Wine

The Umpqua AVA (American Viticultural Area) features a distinctive microclimate. It is cool enough to produce high-quality wines from varieties like Pinot Noir and Chardonnay, yet warm enough to grow Bordeaux varieties such as Cabernet Sauvignon and Merlot, which cannot be grown extensively further north in the Willamette Valley. Rieslings and Gewürztraminers reminiscent of Germany and Alsace are also produced locally, as are Tempranillo and other Spanish varieties. There are 19 wineries currently operating, some of which have tasting rooms at their facilities. It was suggested that Roseburg could build on this burgeoning industry and provide a centralized wine marketing center downtown, perhaps near the waterfront. This center could also be co-located with an Umpqua Community College facility teaching local residents techniques of wine-making and wine industry marketing as well as having the potential as being the gathering location for area wine tours.



Toketee Falls, east of Roseburg



Map of Roseburg-area wineries

4.2 Entry Landscape

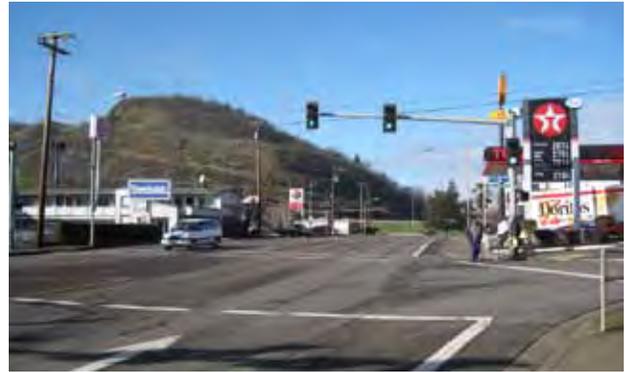
A visitor's first impressions when arriving on I-5 with the intention of traveling into downtown Roseburg are currently dominated by the infrastructure for the automobile. One exits the freeway at high speed, with the primary evidence of the city being large commercial signs dominating the area. The hills behind downtown are nominally visible but are secondary to the commercial activities along the street. The freeway interchange has been landscaped to an extent with lawn, some small trees and shrubs but there is no welcoming signage or gateway markers denoting this as the primary entrance or welcome to Roseburg.

The City should work with ODOT to develop (and maintain) a landscape for the interchange that signifies the region's plant material and acts as a significant green gateway into the City. The plant selections should include a variety of native and climate-adaptive plants chosen for their size, massing, seasonal color variety and visual interest when passing at high speed. An important factor in developing the plant palette is minimizing maintenance and irrigation for ODOT maintenance crews. Given the current need to mow the extensive existing turf, the new plantings could result in lower maintenance requirements.

Once motorists have exited the freeway, they find themselves on Harvard Avenue, which is currently a wide arterial with minimal landscape and curb-tight sidewalks. To the north are Roseburg High School's parking lot, a small church building, Denny's and a gas station. To the south sits the parking for the Holiday Inn Express, another gas station, and Travelodge. While these are all reasonable land uses for this location, Harvard Avenue's streetscape would benefit greatly from redevelopment as a well maintained city street including lighting, street trees, sidewalk and furnishings. These improvements will visually extend the feeling of town to the City's entry and provide an immediate positive impression of Roseburg as one enters town. Parking lots should be screened with new landscape. Existing commercial sign standards in the city should be examined for the potential to further limit the height of signs along the Harvard entry into Roseburg. According to Section 2.4.100 of the Roseburg LUDO, the current permitted height in the Harvard Exit 124 Overlay Zone is 65' which is intended for freeway-oriented signs. Additionally these uses are allowed a 25' high 100 square feet freestanding or roof sign. The boundaries of this zone could potentially be shrunk, or additional regulations added to the section to require signs along Harvard to address both surface streets as well as freeway traffic.



Looking east down Harvard from I-5 interchange



Looking west on Harvard

The trailhead for a multiuse path running south along the west bank of the South Umpqua River, feeding to a local street which accesses the County Fairgrounds and Museum is also located amid the commercial clutter, but there is little signage to indicate its location or to suggest parking opportunities for those wishing to use the trail. Improvements to the trail head, signs, and access would increase awareness and use of the trail.

If the Highway 138 improvement project and exit 124 Interchange Access Management Plan proceed and this stretch of Harvard is included in the work, wider sidewalks (over 8' wide), street tree planting strips buffering the sidewalks from the roadway edge, wider bicycle lanes (at least 6') and narrower travel lanes (if possible, this requires further study) are recommended. As was done on Garden Valley Boulevard west of I-5 and Stewart Parkway north of Garden Valley Boulevard, the existing center turn lane could also be considered for replacement with a landscaped median with trees and shrubs, further enhancing this entry into the city. The planted median may be possible to construct in certain places as a form of access control without major road reconstruction.



Existing interchange landscape



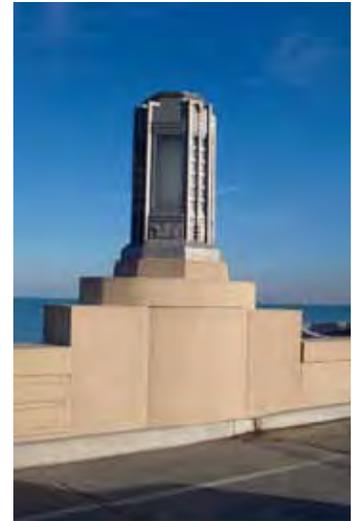
Figure 4A: Concept for I-5 interchange and Harvard Avenue landscape improvements

4.3 Bridge Improvements

As motorists drive east on Harvard, the gentle curve of the road brings them into view of the Oak Street Bridge and the South Umpqua River.

The existing Oak and Washington bridges over the South Umpqua River present additional opportunities to improve a visitor's impressions upon arriving in Roseburg while improving pedestrian safety and comfort for city residents. The west ends of both the Oak and Washington bridges are generally devoid of plant material because of a variety of conditions. A private road leads between the two bridges to property owned by an aggregate mining company, which in the past has extracted gravel from the river. The City should consider negotiations with this property owner to remove this use from the river's edge and reclaim the roadway area. The current site of the road could then be planted, with native riparian trees and shrubs which would frame the entrance to the bridges and add to the greening of the city's entry. An ODOT vehicular access is adjacent to the south side of the Oak Avenue Bridge. If only one of these access points is required, the southern one is preferable. This area should also be enhanced with additional native riparian planting. (See Figure 4B).

Physical markers should be installed at the west end of Oak Avenue Bridge, including monuments that welcome people to the City and that indicate the South Umpqua River crossing. Similar monuments are common features of bridges along the Oregon Coast. These traditional features help to create a sense of entrance.



Example of bridge marker

The current lane widths of the bridge are primarily focused on vehicular circulation, particularly heavy trucks, and do not provide comfortable routes for bicyclists and pedestrians. There is a great opportunity to redevelop the bridges to serve the circulation needs of the community while also marking the entrance to town and the crossing of one of the most significant rivers in the Oregon.



Existing Oak Avenue Bridge looking east



Existing access to private and ODOT property between the Oak and Washington Avenue bridges



Figure 4B: Concept for Oak and Washington Avenue bridge west entry improvements

New lighting should be considered for installation at regular points along the bridge (it would be most affordable to locate these where existing lights are placed), not at highway scale, with cobra-head lights, but at a more pedestrian-friendly urban scale. This lighting should be of a similar style used in downtown to visually link the bridges to the city's fabric. The light poles could also include decorative banners hung from cross-bars, with welcome messages to Roseburg or seasonal information about the region and attractions. Additional lighting could also be incorporated to provide colored accents and possibly shine on the bridge to highlight the crossing.

The lighting can also help to illuminate the sidewalk along the south side of the Oak Avenue Bridge, which should be considered for widening if the bridge is upgraded at any point in the future. The existing pedestrian way is 5 feet wide and separated from the vehicular roadway with a Jersey-barrier type concrete rail. This walk should be widened to at least 12' or 16' if possible, although the high cost of this would suggest it should be part of a larger bridge redevelopment project. The new walk should include a more attractive metal railing separating the walk from the road and should also consider a more visually interesting rail along the water-side of the walk.



Existing Oak Avenue Bridge looking west



Figure 4C: Concept for Oak and Washington Avenue bridge improvements

The walk's surface can be concrete. At the mid-point of the bridge, a new river overlook could also be added, allowing pedestrians to pause and appreciate the view down the South Umpqua River, potentially with information from new interpretive signage in the overlook. At the east end of the Oak Avenue Bridge, it is very important to ensure that the existing stairway to Flint Street is maintained and open for pedestrian use to help interconnect pedestrian circulation within the City.

The Washington Avenue Bridge could be considered for similar improvements in lighting, signage and pedestrian circulation. The existing sidewalk is not protected from vehicles and is only 5' wide. Minimally this should be widened and protected with a low curb if possible. The existing bike lane is only 3', which is substandard and made more problematic due to the height of the adjacent sidewalk. The 2009 Bicycle and Pedestrian Master Plan indicated the widening of this lane to at least 5' as an important implementation step (see Fig. 4D below). If the bridge is to be upgraded as part of the Highway 138 improvements, pedestrian and bike improvements to the bridge need to be included in the work and should be configured in accordance with this and other City plans.



Both bridges could be lit from below (like the Morrison Bridge in Portland) to provide a sense of drama to the river



Figure 4D: Existing Washington Avenue Bridge looking west (proposed wider bike lane dashed yellow)

4.4 North Waterfront Improvements

Deer Creek Park

A primary goal of this plan is to consider Deer Creek's confluence with the South Umpqua River as an integral element in the Roseburg waterfront. This currently undeveloped 30,000sf park on the south side of the Deer Creek confluence is only used informally but is traversed on its east edge by the Pine Street portion of the Riverfront Loop Trail. There is a possibility of purchasing more land from willing sellers and expanding onto adjacent property to develop a larger park. One clear recommendation of this plan is for the City to purchase (or otherwise acquire through donation) what's referred to as the "Gas Company Property" a 30,000 square foot parcel valued at \$87,000 in 2005. Over 25% of this property is within the 50' riparian vegetation setback from the river's edge and access would be difficult for commercial development, so the property is well-suited for open space. The City should undertake a careful process of due diligence to ensure that the property is not contaminated to an extent that it is rendered unusable by the public.

The 2008 Parks Master Plan recommended the development of a site master plan that considers the unique position of Deer Creek Park in the Roseburg system and suggested the following park features to be added:

- Universally accessible parking, internal pathways, site amenities and equipment
- Picnic area(s)
- Play area
- Trail extensions along Deer Creek
- Improved trail connection under Stephens



Gas Company property



Gas Company property, showing foundation remnants



Figure 4E: Deer Creek Park

Bridge Undercrossing

The connections from Deer Creek Park under adjacent roadways and the CORP railroad are marginal and not as well used as they could be. This is partly due to the perception that it is unsafe, with dark, low bridges, no paving, a transient population and until recently, a profusion of invasive vegetation on the creek's bank. There is also a lack of signage and wayfinding to guide people under the bridges to Diamond Lake Boulevard, then up Jackson Street to Downtown Roseburg. The Phoenix School/AmeriCorps crew has made an impressive start to clearing invasive plants and trash from the Creek. The following improvements are recommended to the undercrossing:

- **Improve the pathway underneath bridges:** Define the edges of the path better, and narrow to the minimum width required by ODOT (20'). Paving can be asphalt or unit pavers if funding is available. Add curbs or low walls to delineate the paved surface. The bridge columns can also perhaps be painted to further enhance this area as a gateway to the South Umpqua River. Trash receptacles should be included here to dissuade littering into the creek.
- **Riverbank, creek channel and habitat restoration:** Deer Creek is a degraded waterway but could serve as important habitat for fish, birds and invertebrates. Ownership of Deer Creek extends to the centerline of the waterway, because it is not navigable. Management and restoration of the creek will therefore require the participation and cooperation of many different landowners, including public agencies. The riverbank's invasive vegetation should be removed and replaced with native plants that will help hold the bank slopes in place. Under the bridges, shade-tolerant plants should be planted, or large boulders installed, similar to riprap. The creek itself can also be restored if necessary, with new woody debris to encourage fish spawning, bankside vegetation and removal of trash such as old tires. The creek has some beautiful waterfalls that are not always visible to the public. Where possible an overlook of these falls, perhaps closer to the trestle bridge, could be installed.
- **Improve the NE Rowe Street interface:** Consider installing bollards at the end of Rowe to discourage motorized traffic from using the path under the bridge. These bollards can be retractable to allow emergency access under the bridge. On-street parking on Rowe should be made available for trail users, making this area a trailhead. Signage can be added at this location to guide trail users south towards downtown or under the bridges to the South Umpqua River Greenway. The public edge of the existing parking lot south of Rowe fronting the trail should be landscaped to create a buffer between cars and trail users.



Existing Rowe Street access to Deer Creek trail

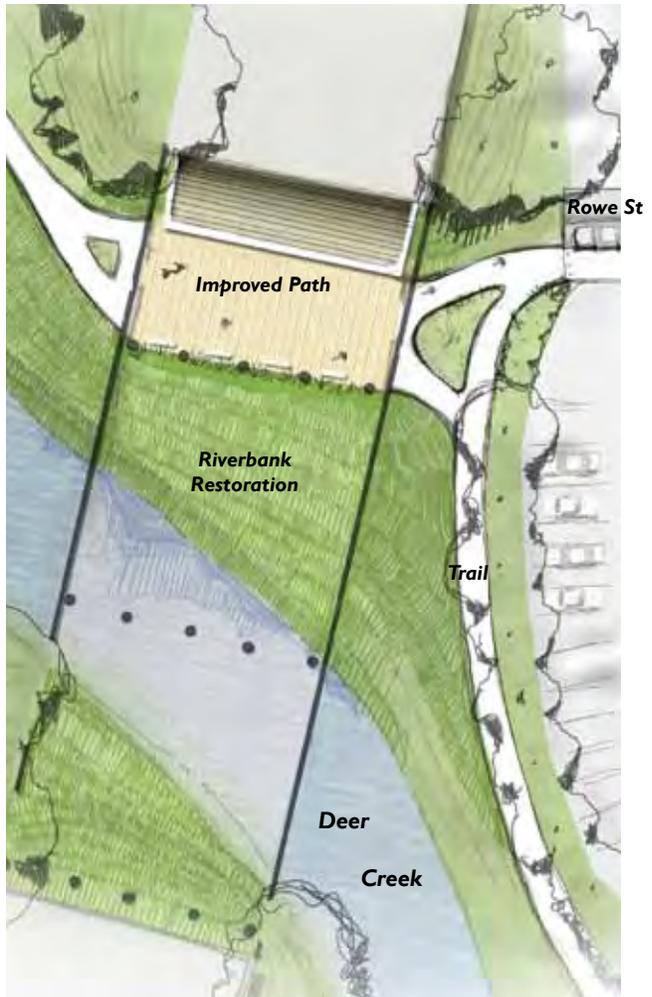


Figure 4F: Concept Plan for Deer Creek bridge undercrossing



Existing Deer Creek bridge undercrossing



Figure 4G: Concept Sketch for Deer Creek bridge undercrossing

South Umpqua Greenway

The South Umpqua Greenway is a largely undeveloped riverfront park extending from the mouth of Deer Creek north to Gaddis and Stewart Parks. An asphalt trail here is well-used for access between those developed parks and northwest Roseburg and downtown. The Phoenix School has initiated a riverbank restoration project here and hopes to extend this along the river. The park includes great views downriver and across to Elk Island. There is some use of the park by transients, but if park improvements result in more activity and supervision of the park, they may be less attracted to the park as a place for camping and drinking alcohol. A park master plan should be prepared for this area.



Existing Deer Creek trail on trestle bridge

Trestle Bridge

The bridge linking the trail with NE Stephens Street is an old railroad trestle. This bridge is a good community resource but it can be aesthetically improved with better railings and lighting to encourage wider use by pedestrians and bikes (Fig. 4H). At the bridge's southern end, it is unclear to trail users how they proceed to downtown, so the crosswalk and signage should be improved here.

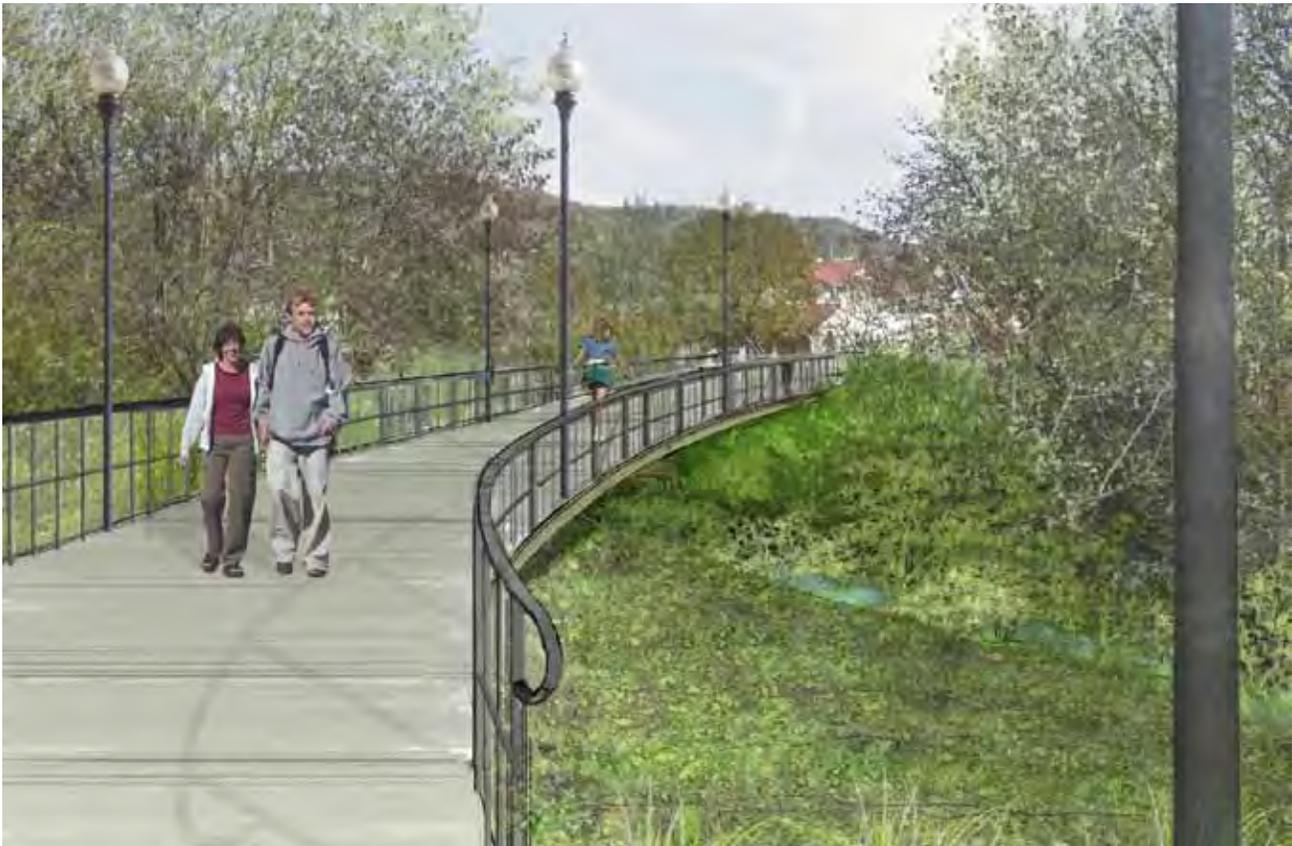


Figure 4H: Concept for Deer Creek trail trestle improvements

4.5 Pine Street Improvements and Redevelopment

The area north of Douglas Avenue, alongside the railroad line towards Deer Creek, is an important segment of this Waterfront Master Development Plan, providing overall connectivity and a small-scale, historic character adjacent to downtown. Pine Street itself is technically only the first 50 feet of the corridor north of Douglas Avenue (Fig. 4I). The corridor that extends north is a 20'-wide paved easement negotiated with Southern Pacific RR, the precursor to the CORP railroad. There are historic structures on Douglas Avenue that contribute to the character of this area, including the Lane House, built in 1866 and which is the headquarters of the Douglas County Historical Society.

The trail from Riverside Park runs behind the Chamber of Commerce and ends at Spruce Street, next to the existing dental office, where it joins the sidewalk. Signage needs to be improved at this location to ensure that trail users know that they can continue north. The trail shares the access roadway in the Pine Street easement and becomes a bona fide trail again as it crosses Deer Creek and parallels the South Umpqua towards Gaddis and Stewart Parks.

The northern Pine Street corridor can become a unique district within the City in the future taking advantage of its riverfront location, shared pedestrian way, and commercial zoning. It is possible this area could over time be redeveloped into a series of shops and overnight accommodations with an intimate historic character.



West down Douglas to South Umpqua River. Riverfront trail uses the sidewalk to connect to Pine Street

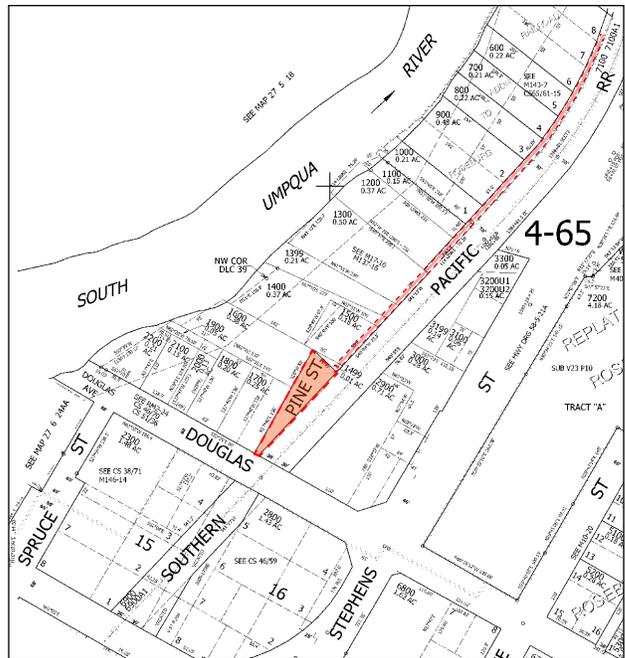


Figure 4I: Pine Street ROW and 20' easement north of Douglas

The following improvements are recommended for this corridor (see Figure 4J):

- Improved paving, with unit pavers preferred instead of asphalt.
- At very least, the corridor should be delineated with pavement markings to guide cyclists and pedestrians and perhaps delineate a lane for cars to use when accessing riverfront properties.
- The existing fence separating northern Pine from the railroad is stark and unattractive. Replace the fence, with at least a black chain link fence or a metal railing fence and add plantings.
- New lighting should be installed on the corridor, consistent with light standards on other sections of riverfront and tying to downtown.
- Properties along the corridor are zoned C3, which allows them to redevelop as small-scale retail. One vision imagines this corridor becoming a district with local arts and crafts shops, along with bed and breakfast-type accommodation (photos at right).
- Redevelopment should be required to locate close to the trail corridor, to create a sense of activation and direct observation of the corridor.
- A future trail connection directly on the riverbank could be realized as willing sellers make their property available and the City responds by purchasing these properties or access rights to create a public parcel.
- It is not anticipated that additional right-of-way acquisition is required for the improvements above.



Small-scale crafts shop



Bed and Breakfast in an historic house

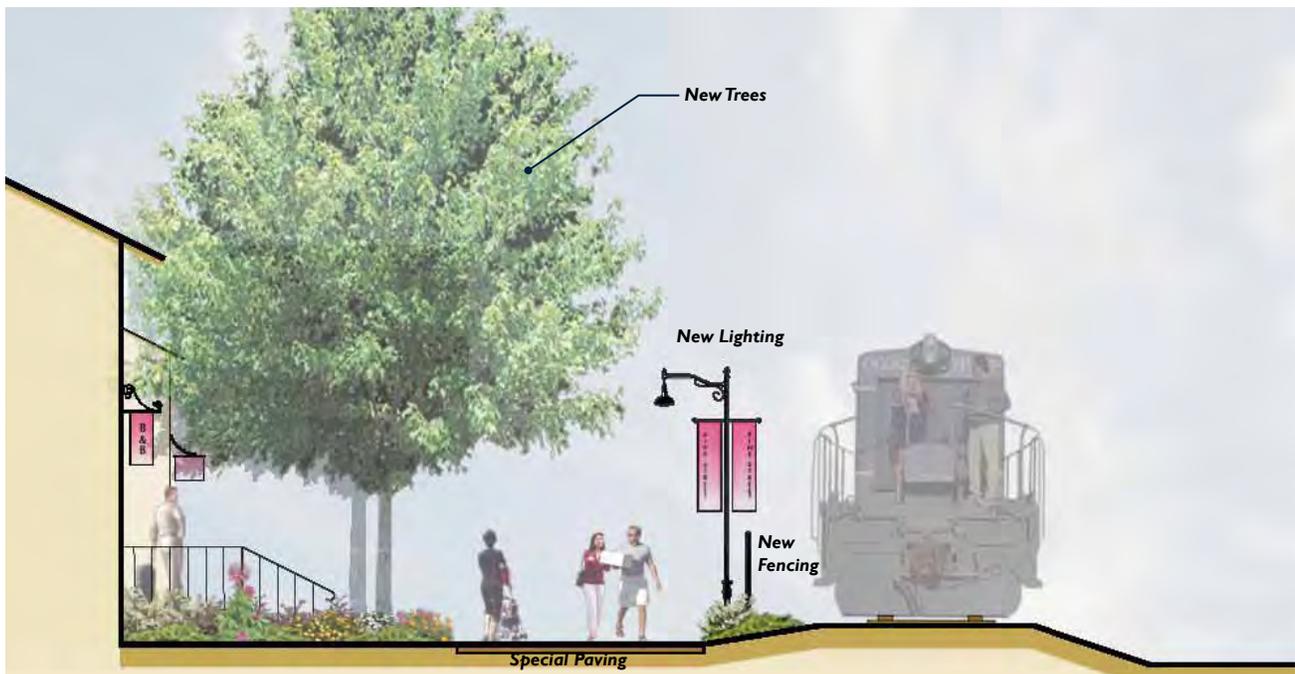


Figure 4J: Conceptual cross-section for Pine Street improvements



Existing Pine Street



Figure 4K: Concept for Pine Street improvements

4.6 Elk Island

The future of this island and its potential place in the City's park system was widely discussed in this master planning process. The owner met with the consulting team and described his past efforts to develop the island, including ideas to create a botanical garden. However, there are certain issues that make development here problematic:

- The island sits entirely within the Floodway of the South Umpqua River, confirmed by a recent remapping process. In 1964, a 300-year flood event covered much of Elk Island.
- There was once a house on the island, which had good sandy loam soils and was farmed successfully. Although there are some utilities crossing the island, it is unclear if they are accessible to development.
- Current PR zoning would prohibit most forms of development. The more restrictive regulatory impediment is habitat-related. For example, a new bridge to Elk Island would trigger consultation with the National Marine Fisheries Service due to potential impacts to Coho salmon, an endangered species that uses the channel to the west of the island for spawning. Pools on the southern tip of the island are also used by the fish.
- Given that access will only be available with the construction of a new bridge and regulatory requirements restrict developability, the island has become a de-facto open space. Given all of the other more pressing development priorities called for in the plan, it is not recommended that Elk Island be purchased by the City for open space uses. There are several land trusts, such as the McKenzie River Trust, Waterwatch, Ducks Unlimited or the Nature Conservancy who could be approached to purchase the island as a passive open space and natural area. The owner of Elk Island might consider a riparian lands tax credit, which would eliminate tax if the island is used as riparian habitat.



Aerial Photo of Elk Island



South Umpqua Channel west of Elk Island



Elk Island from Deer Creek Park

4.7 Streetscape Improvements

Oak and Washington Avenues are the principal east/west roadways for people entering and passing through downtown Roseburg (the only other access points are via Stephens Street (former Highway 99) to the north and south, and Highway 138 from the east). They have consequently been designed primarily to accommodate motorized vehicular circulation, consistent with most roadway of their era of development. New attitudes and standards for Complete Streets focus on the comfortable accommodation of bikes and pedestrians and context-sensitive design of roadways. There are a number of ways that Oak and Washington Avenues could be improved for context-sensitive, 'complete' design. Since they and Douglas and Mosher Avenues are important connection points between the riverfront and Downtown, improving the streetscapes of these streets and will help to encourage pedestrian movement between the downtown and the riverfront.

The design of the roadways' travel lanes is beyond the scope of this report but should be examined in conjunction with the upgrading of these streets. There are bicycle lanes on Oak and Washington Avenues, but as described in the Bike and Pedestrian Plan they are considered too narrow. Douglas Avenue does not currently feature a bike lane. The sidewalks on all three streets offer the best opportunity for improving the streetscape and pedestrian connections. There are very few street trees on all three streets. The sidewalks range from 5'-8' in width and they are frequently interrupted with curb cuts for adjacent properties. There are few corner curb ramps for accessible use. Adjacent parking lots, work yards and vacant parcels are fully exposed to the sidewalk with minimal landscape buffering. Finally, the railroad crossings do not include sidewalks and are therefore uninviting for pedestrians and wheelchairs.

To enhance the connection between the waterfront and downtown, it is recommended that the City undertake a comprehensive set of streetscape improvements, to include the following (see Figs. 4L and 4M):

- Widen all sidewalks where possible, to at least 8'.
- Plant street trees, ideally spaced 30' apart when possible.
- Plant street trees in planting strips or in more urban areas, in tree 'wells' of at least 4' x 8' dimension, to allow proper root development and minimize sidewalk heaving.
- Add accessible curb ramps to all corners.
- Curb corner radii should be minimized, to lessen the crossing distance for pedestrians and to slow traffic where possible, without conflicting with the freight route. Add pedestrian bulb-outs at intersections where possible to improve pedestrian connectivity. (Each curb redesign should consider other uses when determining what's appropriate.)
- Crosswalks can be paved with special unit pavers, or concrete, to distinguish them from regular roadway asphalt and signal to the driver to be alert for pedestrians.
- Frequent curb cuts can be a safety hazard to pedestrians and cyclists and also affect traffic flow. Where possible, these should be combined, consolidating access to properties, or reduced in width.



Improved streetscape, Washougal, WA



Existing Washington Avenue street conditions

- Adjacent parking lots or open work yards should be retrofitted with new landscape buffering, according to City standards, which apply to new development. Incentives should be provided, through urban renewal or other funding, for this retrofit.
- New lighting should be added to these streets, matching the historic fixtures elsewhere in downtown.
- Utilities should be placed underground where possible.
- Billboards should be prohibited along these key three streets if possible.
- Railroad crossings should be upgraded to better accommodate pedestrians, bikes and wheelchairs.



Figure 4L: Concept for streetscape improvements



Pedestrian-scaled streetscape improvements (Orenco Station, Hillsboro, OR)



Existing Douglas Avenue street improvements



Figure 4M: Prototypical downtown street cross-section

4.8 Oak and Washington Bridge Undercrossings

Trail users approaching Riverside Park from the north and south are confronted by a visual and psychological barrier—the dark and unwelcoming passages under the low Oak and Washington bridges. There are periodic homeless encampments in dark ‘cubbyholes’ under the actual bridge, accessed via the embankment next to the passages. The dirt embankments are eroding and retaining walls are crumbling. The trail surfaces are uneven and narrow, posing an accessibility challenge. The entire spaces are not lit and even on bright summer days, the contrast creates dark spaces. The riverbank below the trail is eroded and informal river access occurs here, adding to the erosion. There is no sense of arrival to the park or progression along the trail.

The following improvements are proposed (see Figure 4N on facing page:)

- Rebuild the trail to a minimum width of 12’
- Pave the dirt embankment between the trail and bridge.
- Install a secure barrier to prevent people from crawling underneath the bridge (*not shown on rendering*).
- Add lighting before the undercrossings, consistent with light fixtures elsewhere in the city, or a more contemporary selection associated with a redesign of Riverside Park.
- Add lighting underneath the bridge to illuminate under the structure for safety.
- Paint bridge supports with bold color which helps to identify the space as an actively used public passageway.
- Add signage to identify the trail and the bridge name above.
- Restore the riverbank with plant material.



Examples of painted bridge supports



Existing bridge undercrossing conditions



Figure 4N: Concept for bridge undercrossing improvements

4.9 Riverside Park Revitalization

Riverside Park was created as a result of the extensive damage caused by the Great Blast of 1959. Warehouses and homes in the area north of the Oak Avenue Bridge (the Washington Avenue Bridge did not yet exist) were destroyed by the explosion 3 blocks away. The City of Roseburg acquired the properties and created a park. For the purposes of this plan, references to this park include the area north of Oak Avenue, and the park space north of Washington and adjacent to the Chamber of Commerce.

Park Existing Conditions

This 3.25-acre park is an attractive space, oriented to the river, with mature vegetation. Many consider this park to be the “horticultural jewel” of the community. There are a number of issues identified in interviews with local citizens and officials, and apparent in site visits:

- The riverbank is overgrown with invasive vegetation such as blackberry and in any event is steeply sloping and difficult for the public to access. The deepest channel in the river (or ‘thalweg’) flows alongside the bank, so the riverbank is eroding and it is not a preferred area for park users to access the water. There is a local homeless population, some of whom camp along the riverbank in the thickets of blackberries.
- The homeless who use this park have created an impression amongst the public of considerable nuisance. Encounters with aggressive or inebriated people have dissuaded some, especially women or the elderly, from using the park.
- Access through the park is somewhat constrained by the very narrow (4’) path and concrete paving is uneven to walk on. The paths also only connect to adjacent streets in limited places. Passages under the bridges are not visually welcoming and the path passing underneath the edge of the Chamber of Commerce building creates a dark, tunnel-like space that further dissuades public use.
- The park is not lit at night and is consequently not well-used, particularly in the winter after mid-afternoon. Given that the riverside trail traverses this park, the lack of lighting probably discourages people from using the entire trail system.
- The garden-like spaces in the central portion of the park features ornamental plantings, some of which have grown quite large thereby creating areas of the park that are not easily seen.
- The edges of the park are also well-vegetated but this makes it difficult to observe activity within the park from adjacent streets. In addition, the eastern edge of the park is fronted by a public surface parking lot and a storage yard enclosed by a chain-link fence, further constraining visibility.



Narrow path



Park landscape could be thinned to improve perceived safety



Narrow path



Trail is narrow and unclear beneath Chamber offices

Park Redesign Opportunities

This Development Plan envisions a significant redesign and revitalization of Riverside Park, in conjunction with adjacent private development and with improved connections to the surrounding city. This revitalization should include the following improvements:

- A large flexible lawn should be developed for a variety of active and passive uses. The lawn can be used for community gatherings as well as smaller groups and individual use.
- Development of a performance area which can as be used as a plaza at other times, will enable the park to accommodate a variety of uses throughout the year. The space could also be home to an interactive fountain which could provide both a visual and active amenity in the park.
- Pavilions for picnicking and a restroom should be considered to accommodate park users and to increase use of the space.
- A shared parking strategy should be developed to accommodate park and adjacent business users during various times of the day and year.
- Family oriented activities and places should be included such as children's play space.
- The riverbank should be cleared of invasive vegetation and stabilized as necessary, to reduce erosion. Some pockets of blackberry are acceptable to city Parks staff, for the fruit they provide in late summer, but care should be taken not to allow the plants to propagate. Views of the river should be provided in a variety of places along the trail and from the park.
- An overlook structure should be built, cantilevered from the riverbank, to provide viewing access of the South Umpqua. Park visitors could view up and downstream and get a view back to the Park and the city. Visitors could also look into the river below to watch salmon moving upriver and spawning. Interpretive signage should be provided. Design of this overlook structure will require careful coordination with jurisdictional agencies to avoid negative impacts to the riverbank ecology.
- The trail through the park and other paths should be widened. The alignment of the main Riverfront Loop Trail should be a graceful curve through the park, accounting for topography and existing trees. The main trail would be asphalt or concrete, (although some sections across Riverside Park plazas may feature special pavers) and at minimum 12' wide.



Overlook



Concerts in the park



Park restroom

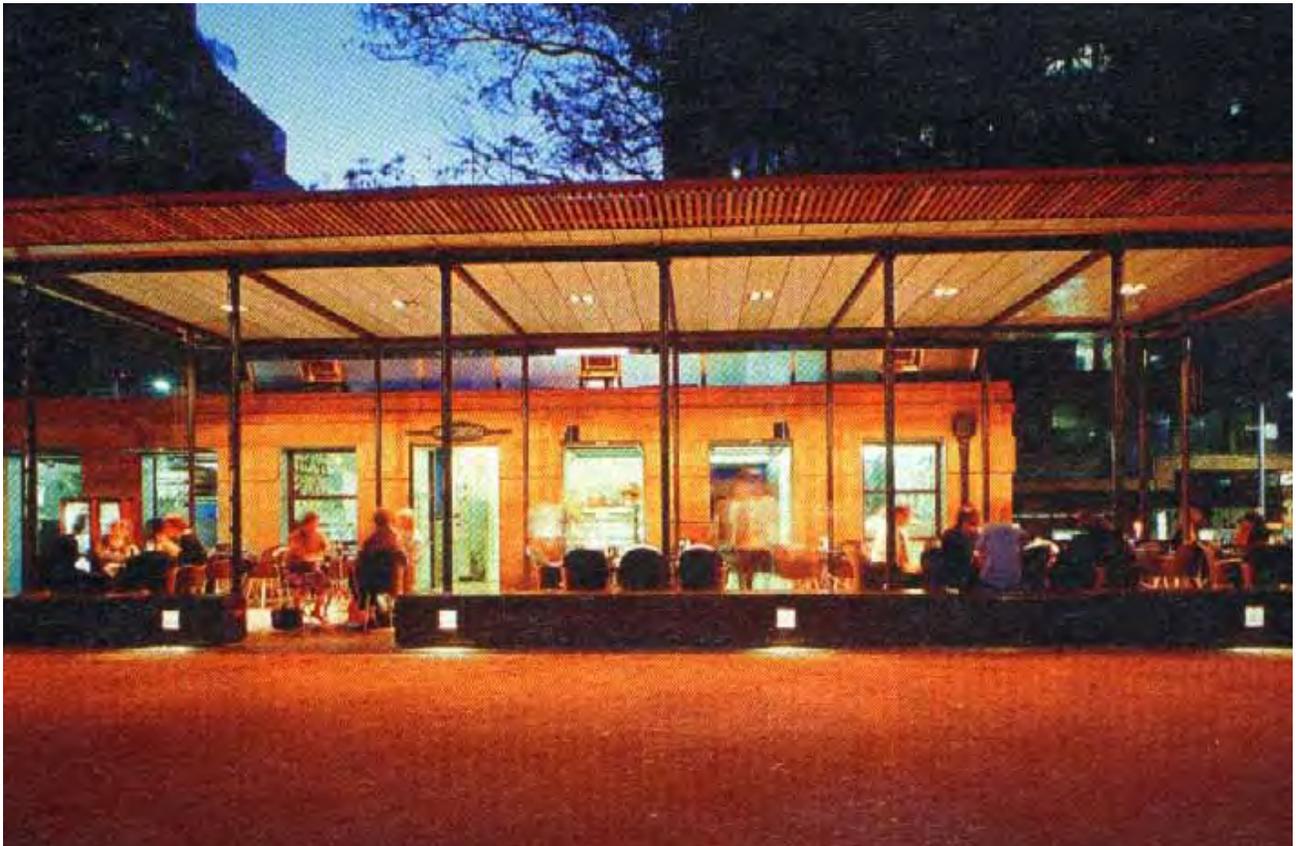


Play area

- Specimen plants should be identified and preserved. Generally, some amount of vegetation in the park and along its edges should be thinned or removed to improve visibility in the park and dissuade inappropriate behavior within the space.
- New furnishings should be added to the park, to welcome users with new benches, trash cans, picnic tables and perhaps a picnic shelter.
- The park should be well-lit to add to public safety and encourage park use in the evening
- The existing Farmers' Market could be moved from its current location to the waterfront location. Spruce Street could potentially be redesigned to allow temporary closure and accommodate the Market.
- The existing surface parking lot between the American Legion property and the park should be co-located for shared parking with future redevelopment of the parcels to the east of the park. Such redevelopment (discussed in the next section) should address the park with active uses, not storage or work yards, or the backs of buildings.



Interactive play fountain



Cafe adjacent to a park

Adjacent Development

There is a high level of mutual benefit that can be realized if the park and the adjacent private parcels are developed in concert with each other. As described earlier in this document, the Cow Creek Tribe currently own several parcels surrounding Riverside Park and during the master planning process they expressed interest in redeveloping these parcels in the future, starting with the RioNetworks project (Fig. 4O). The American Legion owns the property outlined below but the parcel is not ideal for their needs. There is insufficient parking on the property and for large events, visitors use the existing Riverside Park surface parking lot or park on the street. The Legion does not currently have the funding necessary to move to a new property so they could potentially be partners in a public-private arrangement that finds a property elsewhere in the city more suited to their event needs.

Roseburg currently does not have amenities such as waterfront restaurants. Adjacent parcels have the potential to take advantage of the redeveloped park to view the river and to take part in the activities occurring in the park. Activities in the adjacent buildings can benefit the park by providing activity such as restaurants, housing and other uses which benefit from an attractive environment. It is highly recommended that City and the landowners work together to ensure that the development of the park and parcels are coordinated.

During the Plan process, several alternative schemes were developed that examined park improvements for Riverside Park. The alternatives on the following three pages include specific attributes that could be considered during future park design.



Figure 4O: Potential redevelopment parcels between the waterfront and downtown Roseburg

Alternative A

This alternative envisions a large new building developed on Cow Creek Tribe and American Legion properties. The building should have an urban frontage on Spruce, Oak and Washington and most importantly, should also have 'a presence' on Riverside Park, with windows and a building-related gathering space. Building functions such as service docks, delivery doors or surface parking should not be located adjacent to the park. Supplemental parking, if needed, could be located in a surface lot east across Spruce alongside the railroad.

The park should be designed in concert with the development. A simple set of curving paths could be established from Oak and Washington meeting in a central gathering space or plaza. One of these paths would be part the Riverfront Loop Trail. Native vegetation would be planted between the Loop Trail and the river's edge while accommodating views to the river. A path would lead to a river overlook structure. Between the plaza and the redevelopment area, a maintained lawn, with ornamental planting beds and shade trees, would offer a space for informal recreation. A play area could be located adjacent to the lawn. A play area could be located adjacent to the lawn.



Riverfront trail, Corvallis, OR



Figure 4P: Alternative A

Alternative B

This alternative suggests that redevelopment of the private parcels in this area occurs as two separate buildings, which should relate to each other architecturally and create a shared gathering space. This space could accommodate a dining terrace and also provide a passage through the buildings between Spruce Street and Riverside Park (which would ideally be publicly accessible.) The park could feature a wide central walkway in an arc between Oak and Washington crossing a large central plaza. This plaza could include a space for performance (recognizing that Stewart Park is the preferred location for major outdoor concert events) and children's spray deck to help activate the space. Bracketing the plaza, pavilions with restrooms and picnic space could be established. The riverbank should be restored with native vegetation, while a new flexible 'Great Lawn' could be located between the plaza and redeveloped properties.



Stewart Park performance space



Figure 4Q: Alternative B

Alternative C

In this alternative, the aforementioned phased split of the redevelopment property could take the form of buildings that curve subtly to create a semi-public gathering space which could accommodate a dining terrace. This space would face a public lawn in Riverside Park, with the Riverfront Loop Trail as its western edge. Beyond the trail, native riparian vegetation and shade trees would be planted. In the southern portion of the park, a circular plaza could be located at the intersection of the Loop Trail and side paths to downtown. This plaza could include a spray park, a play area or a space for concerts or other gatherings.



Farmers Market on a public lawn, Arcata, CA



Figure 4R: Alternative C

4.10 Waterfront Property Redevelopment

Key to the revitalization of the area between downtown and the waterfront will be redevelopment of many vacant or underutilized properties in this area. Chapter 3 outlines specific strategies to encourage such economic development. From an urban design perspective, there are certain important elements to be considered:

Mixed use

Redevelopment will likely feature new commercial uses. A mix of use types is preferred, with office and housing added to retail as possibilities for the blocks between downtown and the river. Development should also strive to include uses that are active into the evening, like restaurants. Existing zoning allows mixed-use outright. Other potential uses include:

- Umpqua Community College satellite facility
- A marketing center for local agricultural products (which could be associated with a relocated Farmers' Market in this general location.)
- A Wine Industry marketing center
- Housing: owner occupied, rental, senior or assisted living

Redevelopment should match the existing scale and character of downtown Roseburg. The City should consider applying the downtown Design Guidelines to the riverfront area in order to clearly define Roseburg's character for future development.

Street frontage (primarily Oak and Washington)

Redevelopment should be oriented towards public streets, with active street frontages, meaning clear entries to buildings, ample windows at the ground floor, pedestrian-scaled commercial signage (not pole-mounted) and climate protection over sidewalks. Successful urban design implies a coordinated streetscape, with buildings complementing a walkable 'public realm'.



Retail development on a walkable street, Bend, OR

Spruce Street and Riverside Park frontage

Redevelopment on Spruce Street should also be oriented towards Riverside Park, with a public façade (including windows, balconies or gathering space) and entries on the park. The Cow Creek Tribe owns the majority of the property west of Spruce and they have expressed interest in the principles of such development. As trust property, their property is not subject to City zoning so it is important for City officials to work closely and collaboratively with the Tribe to seek a common benefit from future redevelopment. The owners of the American Legion property are not as capitalized and not as likely to immediately redevelop, but they will be subject to city codes, so provisions for park frontage in this area can be added. The redevelopment of this entire parcel should be coordinated as a whole, preferably.



Townhouses fronting a public park, Hillsboro, OR



Umpqua Tribal products

4.11 Riverbank Landscape Restoration

This Master Plan recognizes that the health of the South Umpqua River is inextricably linked to the health of the City of Roseburg and to the future revitalization of the waterfront. The river is an integral part of the natural habitat of the region. Future uses on the river should be planned to protect this resource, while allowing new forms of public access, either physical or visual.

The river is subject to periodic flooding and wide seasonal swings in water level. There are thickets of invasive Japanese knotweed and blackberry along the banks and they return after flooding occurs. The City of Roseburg, Phoenix Charter School, and Umpqua Watersheds are collaborating on an invasive plant removal and restoration project of the South Umpqua Greenway. The project's first focus is cleaning up Deer Creek Park itself, clearing the banks of Himalayan blackberry and increasing visibility of the elegant stream flow. An AmeriCorps volunteer assigned at the School has been tasked with the coordination of the project. Through technical assistance via Umpqua Watersheds, he has been able to identify multiple invasive species that are choking out native trees and vegetation.



Work party clearing invasive species along South Umpqua River

This effort should continue to be well-supported by the City, with equipment and organizational assistance. The School has a \$40,000 grant for the project. Corporate partners could provide incentives for future participation. It could spread in popularity with a committed core group of volunteers (Umpqua Watersheds is currently organizing regular work parties every second Saturday <http://www.umpqua-watersheds.org/events/deercreekcleanup.html>)

The City requires a riparian vegetation setback of 50' with no structures permitted within this zone. If less of a setback is desired, mitigation is required. Many private parcels towards the Oak Avenue Bridge have cleared native vegetation from the bank and maintain turf lawns, which worsens erosion of banks. Preventing erosion on the riverbank can help protect water quality. Placing woody debris on the South Umpqua to shelter migrating salmon may not be effective because the river at high flood stage might simply carry away any placed enhancements.

Vegetation in future restoration projects (either public or private) should seek to maintain 'roughness' along riverbank to slow the flow using native plants such as willows. Some shade from conifers would be good for river habitat but not essential because the river runs north-south through Roseburg so trees will not shade the river during the heat of the day. Ideal plants for bank stabilization and riparian habitat are willow, snowberry, red-osier dogwood, Douglas spirea, vine maple, mock orange, incense cedar, Douglas and grand fir.



Invasive English Ivy choking trees along South Umpqua River

4.12 Riverfront Trail

As the proposed Riverfront Loop Trail proceeds north from the proposed Portland Avenue Bridge, it should be located on the top of the riverbank and constructed in a manner that is tolerant of flooding. The surface can be asphalt, or potentially, hard-packed gravel. In the lowest areas, a soft-surfaced trail may be preferable. Retaining walls should be minimized and there should be minimal furnishings, such as benches or trash cans. Construction of the trail could be initiated by volunteers, perhaps AmeriCorps crews familiar with trail-building and maintenance on public forest lands. As the trail is built, adjacent invasive vegetation should be cleared and native species planted (Fig. 4S).

The trail corridor between the Oak Avenue Bridge and Portland Avenue Bridge can be placed primarily on public land. There is a reach of the riverbank south of Micelli Park that appears in Assessor's tax maps to be undefined and therefore assumed part of the river property. Ownership and jurisdiction has not been clearly established for the South Umpqua. Currently the State of Oregon claims the Umpqua River below the Ordinary High Water Mark (OHWM) only to the confluence of South and North Umpqua, at river mile 111.5, north of Roseburg. The State does not waive or claim ownership on the South Umpqua through Roseburg (Fig. 4U).

A court ruling to decide navigability or ownership would be needed to establish either. The Division of State Lands (DSL) regulates Fill and Removal below OHWM. If the river was ever deemed navigable, the state would assert authority and the City would need a permit and authorization to make public improvements (if they were permitted), although it would be prudent for the City to consult with DSL before any major improvements are constructed. This issue should be clarified soon and in recognition of its importance, has been included in the implementation projects outlined in this document.



Figure 4S: Concept for lowland trail

North of the apparently unclaimed portion of riverbank, the trail would enter Micelli Park, perhaps winding east onto the terrace that holds the baseball fields. From there, it would extend alongside Happy Tails Dog Park and into Templin Beach Park, preferably between the parking lot and the water's edge, although a route alongside SE Arizona Street could also be a viable route. The trail through these two parks should be asphalt, at least 12' wide. These portions could potentially be fully built first, with soft-surface, informal trails connecting north and south to form a loop.

North from Templin Beach Park and SE Mosher Avenue, the trail can be routed in two potential locations. A private parcel separates the park from a connection to SE Lane Avenue. This parcel could be purchased and added to the park property and the trail routed through the parcel. Or, an easement could be secured through the parcel. The trail could also be placed west of this private parcel, on a low terrace that is subject to flooding but which is dry much of the year. This terrace is on property that has not currently been waived or claimed by the state, as discussed above. There are existing informal trails on this terrace.

As the trail passes by the east end of SE Lane Avenue, it can be connected to a future overlook at this location (see page 85). The low terrace does not continue beyond Lane, so the trail cannot use public land. To connect most directly with the Oak Avenue Bridge and the existing trail at Riverside Park, the City would need to either purchase properties in this location on a willing-seller basis or secure easements from willing owners.

In the interim, a connection can be achieved by bringing the trail up to the street, in conjunction with overlook improvements, then marking an on-street and/or sidewalk route along SE Lane (and SE Mosher) and SE Flint to connect to the end of the existing trail. This connection can be marked for public wayfinding with a variety of signage, such as subtle vertical markers, or painted markings on the street or sidewalk (Fig. 4V).



Figure 4U: Douglas County Tax Map, with unclear property ownership in gray (assumed to be part of CORP ROW.)



Figure 4V: Proposed route of waterfront trail, with alternate on-street routes dashed (due to private ownership)



Precedent on-street trail markers



Figure 4T: Proposed Trail system for Roseburg Waterfront Area

4.13 Joseph Micelli Park Improvements

This Community Park (7 acres) is described as follows in the 2008 Parks Master Plan:

Micelli Park includes a softball field with supporting facilities, such as a restroom and parking. However, this site is used infrequently due to the condition of the field and its remote location. This site serves as riverfront property and could potentially be connected to Templin Beach Park. Like Gaddis Park, this site could offer considerably more recreation opportunities if appropriate amenities and facilities are added.

The Parks Master Plan notes that improvements to this park will require the detailed design of a park-specific master plan. For the purposes of this report, the following improvements are recommended to Micelli Park:

- The existing ballfield appears to be underutilized. There are no changing rooms. Increasing use of the ballfield will bring more activity to the park with associated benefits from supervision of the park's edges. Some park users will also likely venture onto a river front trail if it runs nearby.
- City parks staff indicated that the park is irrigated with water from the South Umpqua River, but in summer, the water level drops and the system is turned off. If the park was adequately irrigated, it might also attract ballfield users, as well as informal park users for activities such as picnics, family gatherings and sports such as Frisbee and soccer.
- A future trail should run through this park and it should be located to maximize use with cleared undergrowth (Fig. 4W).
- Improve the connection across the railroad line at SE Mosher and guide parks users and cyclists south on Fullerton Street to access the park (dashed in Fig. 4W).
- The riverbank and adjacent terrace is overgrown with invasive vegetation, which encourages informal encampments. Efforts to replace the blackberries and ivy with native vegetation should be undertaken.
- Improve signage to guide potential users to the park.
- The use of Happy Tails Dog Park is a successful way of introducing new users to the vicinity and should continue to be managed and maintained. This park could be subject to flooding and dog waste could enter the river, so proper disposal and maintenance is essential.
- The Parks Master Plan notes that a future park redesign should: Provide parking, internal pathways, site amenities and equipment that are universally accessible, regardless of ability.



Figure 4W: Conceptual route of waterfront trail through Micelli Park



Happy Tails Dog Park

4.14 Templin Beach Park Improvements

This Special Use Area (6 acres) is the only boat ramp inside the city limits and one of the only developed river access points (Fig. 4X). Improvements to this park will require the detailed design of a park-specific master plan. For the purposes of this report, the following improvements are recommended to Templin Beach Park:

- Clear some of the vegetation from the beach area, directly adjacent to the parking lot to allow for surveillance and to increase public access.
- The boat ramp is small. Fishermen launch here at high water in winter and spring but the water level drops too low in the summer, when shore or wade fishing predominates. The ramp extends perpendicular to the river's flow, which is not optimal. A preferred orientation would be north, with the river's flow, for ease of launching.
- Templin Beach Park is flooded on a regular basis. Future park redesign should consider this annual condition carefully to reduce impacts of the sand deposition and rising water level.
- The restroom is in disrepair and should be replaced and enlarged. A new restroom could include a fish-cleaning station and perhaps a picnic shelter.
- Trash removal should be part of a regular maintenance program.
- The new Riverfront Loop Trail should be routed through the park, either next to the river or between Arizona Street and the parking lot, if possible.
- The northern section of the park is overgrown with invasive vegetation, with informal trails. Native vegetation should be planted. The park property boundary should be clearly delineated with tree-mounted signage where possible, or metal posts.

The 2008 Parks Master Plan notes the following additional considerations:

- Improve the riverbank through bioengineering (using natural methods such as plantings rather than concrete or rip-rap) to stabilize and naturalize the riverbank, protecting the park from damage caused by flooding and erosion.
- Provide parking, internal pathways, site amenities and equipment that are universally accessible, regardless of ability.



Existing Templin Beach boat ramp

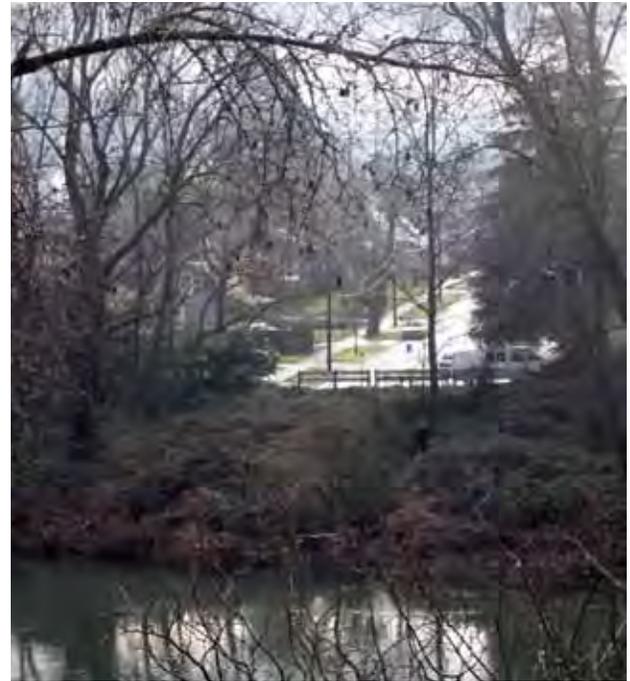


Figure 4X: Aerial Photo of existing Templin Beach Park

4.15 Street-End Overlooks

SE Lane and SE Mosher Avenues end at the South Umpqua River. The public rights of way extend to the Ordinary High Water Mark (although it is unclear who holds jurisdiction over the land below OHWM.) Currently, a stormwater outfall emerges from the end of SE Lane into a concrete channel and then forms a creek of sorts before joining the river. The street ends in a safety barrier, giving no indication of the river beyond.

These public parcels beyond the end of the actual improved street should be improved, with public access to a new Riverfront Loop Trail on the low terrace beneath the street end, to the west. A new small overlook (example below) could be built at each street end, with stairs or a trail connection down to the river's edge. The existing cottonwood trees form a distinctive visual marker seen from the east, so should be protected. The stormwater outflow at SE Lane will remain, but its channel can be naturalized like a small creek entering the river (Figure 4Y).



View of Lane Avenue street-end from west side of river



Figure 4Y: Concept for new street-end overlook.

4.16 Portland Ave. Bicycle/Pedestrian Bridge

This plan encompasses the east bank of the South Umpqua River as far south as the outlet of Parrott Creek, roughly even with Portland Avenue on the west bank, close to the southern city boundary of Roseburg. The Douglas County Fairgrounds lie south of Portland Avenue. SE Mill Street ends at this point, and there is a narrow strip of public land between the river and Highway 99, with the CORP rail line in between. There was once a large mill on Parrott Creek and a pedestrian bridge over the South Umpqua connecting to Portland Avenue. The piers for this bridge are still evident, one on the east bank and one in the river itself close to the west bank.

There has been strong interest among a group of citizens to revive the idea of a bridge at this location. One impetus has been the desire to mitigate the effects of traffic through downtown on the Highway 138 by building an auto bridge to bring travelers from Exit 123 on I-5 and across the river, then south of downtown and the hills east of town to swing north to Highway 138. This bypass would likely take much traffic away from downtown but in doing so, would remove an important source of customers helping to keep downtown businesses vital. A new bridge in this location could connect downtown Roseburg to the Douglas County Fairgrounds and help each attraction to take advantage of shared visitors. It is likely that the costs involved in land acquisition for right-of-way and construction would be prohibitive, plus Exit 123 is not adequate for such a connection.

As shown in the Bike and Pedestrian Plan, a new pedestrian and bicycle-only bridge is recommended, which can also serve to link a new Riverfront Loop Trail along both banks of the South Umpqua. An existing trail extends from SW Kendall Avenue north to Harvard Avenue alongside I-5. This new bridge should be of an iconic design, as seen in the examples on this page, to serve as a vertical marker visible from the freeway, denoting the traveler's entry into Roseburg. The bridge could perhaps be built with the help of local industry, donating structural components.

On the west bank, the Riverfront Loop Trail should continue on a striped lane along Portland Avenue and link up SW Kendall to the existing trail. A new trail should then also be built on the riverbank along the edge of the Fairgrounds, providing access to these facilities, the Douglas County Historical Museum and Umpqua Park. On the east bank, the bridge abutment should be placed west of the railroad line. It will likely be too expensive to build a pedestrian bridge of sufficient height and length to cross the railroad as well as meet the riverfront trail. A new trail, 12'-wide and surfaced with asphalt, should begin at this location and extend north towards Micelli Park.



End of Portland Avenue on west bank of river.



Looking east across the river at Portland Avenue, showing old bridge pier in river.



Pedestrian bridge in Helsinki, Finland.

4.17 Summary of Plan Recommendations

The following list and the map on the following page (Fig. 4Z) presents a summary of all the recommendations listed in this plan. Section 5.0 of this report outlines an implementation plan with a logical progression of timing for each of these projects. It is assumed that the City of Roseburg will take advantage of unforeseen opportunities and pursue implementation of any of the projects that become feasible in any given year.

- 1 Improve entry landscape at the I-5 interchange and streets leading into Downtown Roseburg.
- 2 Improve bicycle and pedestrian facilities on the Oak and Washington Bridges. Add design elements that contribute to the function of the bridges as gateways to Roseburg.
- 3 Improve Deer Creek Park and the South Umpqua Greenway according to Parks Master Plan.
- 4 Improve the NE Stephens bridge undercrossing along Deer Creek to encourage pedestrians and cyclists to move between the river and the north part of Downtown.
- 5 Improve north end of Pine Street with better paving and landscape and encourage redevelopment of adjoining properties.
- 6 Pursuing acquisition of Elk Island is not recommended as a part of the plan.
- 7 Focus streetscape improvements on Oak and Washington Avenues to encourage pedestrian movement between downtown and the riverfront.
- 8 Improve undercrossings of Oak and Washington Bridges along the future Riverfront Loop Trail.
- 9 Revitalize Riverside Park. This plan envisions a significant redesign and revitalization of Riverside Park, in conjunction with adjacent private development and with improved connections to the surrounding city.
- 10 Redevelop properties between the River and Downtown. There is a high level of mutual benefit that can be realized if the park and the adjacent private parcels are developed in concert with each other. Adjacent buildings can benefit the park by providing activity such as restaurants, housing and other uses which benefit from an attractive environment. From an urban design perspective, there are certain important elements to be considered including mixed-use, proper scale and massing and pedestrian-oriented frontage on key nearby streets and Riverside Park.
- 11 Restore the South Umpqua River bank landscape.
- 12 Build connections for a complete Waterfront Loop Trail.
- 13 Improve Joseph Micelli and Templin Beach parks.
- 14 Build street-end overlooks on SE Lane and SE Mosher Avenues at the South Umpqua River.
- 15 Build a Portland Avenue bicycle/pedestrian bridge.

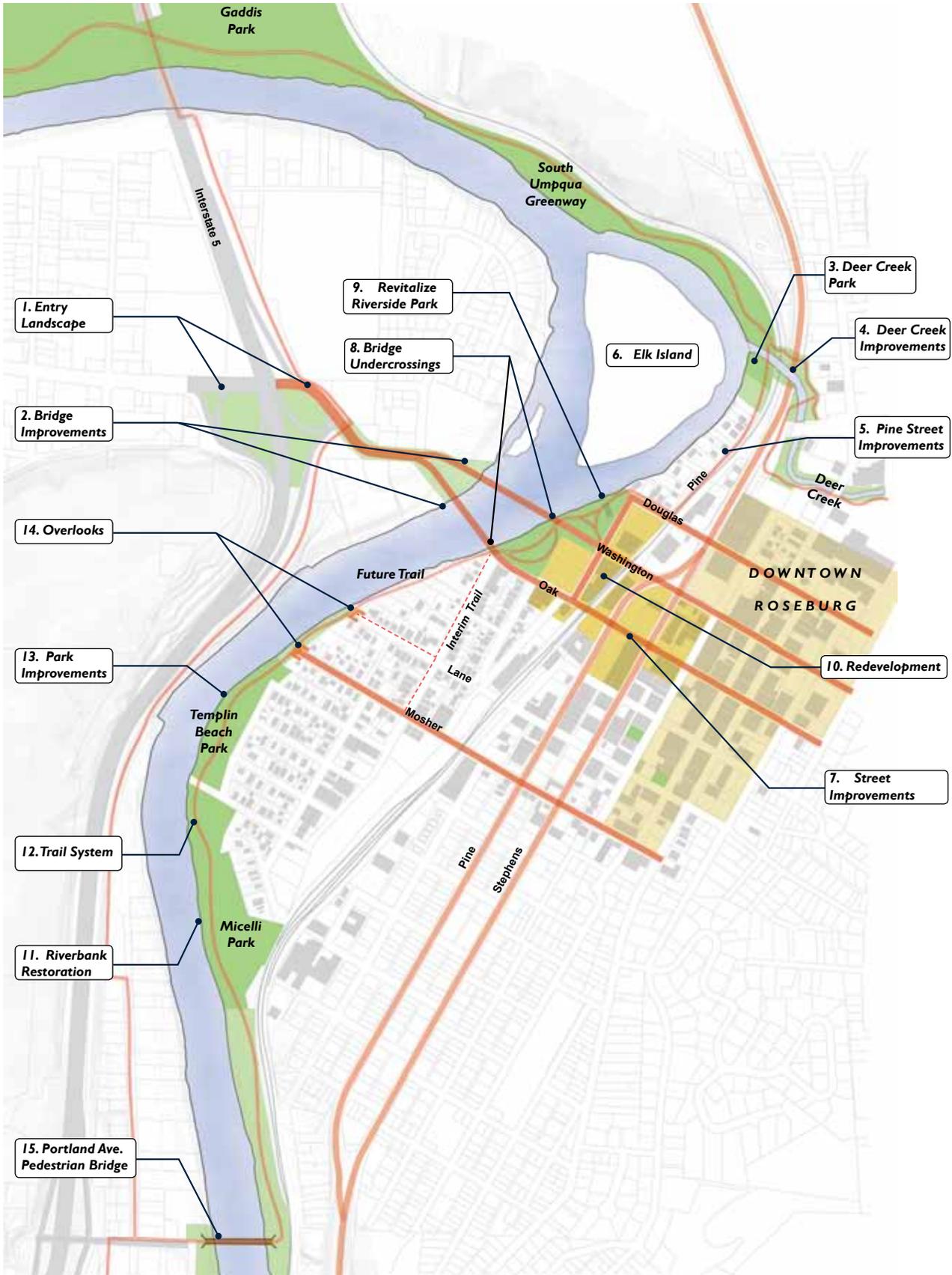


Figure 4Z: Summary of Plan Recommendations



5.0
Implementation

5.1 Implementation Strategy

The improvements described in the preceding pages represent a significant amount of work for a city such as Roseburg but this is work that will significantly revitalize the community's economy, riverfront and downtown. As described in Chapter 3, Economic Strategy, we recommend that the City take a phased approach to implementing this plan and they base this approach on the consideration that all projects, regardless of their scale, are worthwhile as contributors to a greater momentum that will build to drive impressive changes to the waterfront. The following list of projects is delineated according to Short, Mid and Long-Term time frames and includes projects at all scales. As previously recommended, the City should also undertake a regular "Success Audit" to remind City leaders and the public of the progress seen once this plan is approved. It is easy to lose sight of the effects of simple actions over time but they can be remarkable when summarized at once.

Short Term Projects

(Within the next 5 years, 2011 to 2016)

- Create collaborative partnerships
- Work with the Cow Creek Tribe on Data Center project's design
- Continue to work closely with ODOT on the Highway 138 Environmental Assessment
- Clarify public ownership of riverbank north of Templin and south of Micelli
- Encourage development downtown
- Encourage redevelopment of the former Safeway and Rite Aid sites
- Clear invasive species from riverfront and plant native species to increase visibility and enhance perceived safety
- Foster creation of a grassroots restoration group
- Improve perceived safety and visibility in Riverside Park. Repair paths
- Improve bridge undercrossings
- Add lighting along the existing river front trails
- Improve access to the river for fishing
- Encourage the Farmers' Market to move downtown
- Create festivals and events to activate waterfront and downtown
- Implement Bike/Ped plan recommendations
- Plant street trees and improve crosswalks from downtown
- Update downtown plan, which can include some of the considerations contained in this report
- Add on-street parking where possible to increase the parking capacity downtown and reduce the need for surface lots. On-street parking also serves to subtly buffer pedestrians from vehicular travel lanes
- Improve pedestrian and auto railroad crossings where needed
- Study utility infrastructure conditions and capacity along waterfront
- Improve stormwater treatment Best Management Practices before discharge to the South Umpqua River
- Resolve river navigability with DSL to clarify what activity can occur below OHWM
- Gain easements for lowland trail between Templin and SE Lane Avenue
- Develop a coordinated wayfinding/signage system to build a recognizable identity for the riverfront and lead residents and visitors to the parks and trails from all over the city. Such signs could be part of a citywide system.
- Enhance the I-5 interchange landscape
- With the Chamber of Commerce and the community, identify themes to enhance Roseburg's identity
- Pursue purchase of Gas Company property to enlarge Deer Creek Park
- Pave Deer Creek undercrossing, add signs and restore riverbank

Mid Term

(5-10 years, 2017 to 2022)

- Improve Oak and Washington bridge ends and sidewalks if possible
- Continue to work closely with ODOT on proposed Highway 138 improvements to ensure compatibility with this plan
- Continue to foster public-private partnerships with landowners including the Cow Creek Tribe, to encourage redevelopment of properties between downtown and the riverfront
- Provide predevelopment assistance to landowners. One example would be to engage local architects and engineers and provide them with a token city stipend to sketch ideas for owners and test basic feasibility
- Develop a local agricultural products and wine marketing center
- Consider a parks bond
- With bond money, or as financial resources become available, develop master plans for existing waterfront parks
- Consider acquisition of easements or key waterfront land when it comes up for sale, for continuous open space and trail corridor. The key area in which to focus acquisition is bounded by Oak Street Bridge, Flint Street and SE Lane. The area between Pine Street and the river is of lower priority but should still be considered
- Build trail in lowland terrace between Templin and SE Lane
- Build trail link where possible south to Micelli Park
- Continue to restore riverfront vegetation with assistance of community group(s)
- Continue to improve streets along and leading to waterfront, adding sidewalks and trees and improving pedestrian crossings
- Improve Pine Street corridor north of Douglas Avenue and encourage redevelopment of properties
- Improve stormwater treatment before discharge to the Umpqua River. Build swales and stormwater planters in targeted locations



Waterfront walkway and Great Lawn, New York City

Long Term

(more than 10 years)

Some of the projects identified for the Mid-Term list may be accommodated on a long-term timeframe.

- Review and update this Master Development Plan
- Fund and build parks improvements (Riverside, Templin, Deer Creek, Micelli) identified in master plans
- Consider acquisition of key waterfront land when it comes up for sale, for parks, open space and trail corridor, with particular focus on connecting a trail from Riverside to Templin Park
- Continue to restore riverfront vegetation
- Continue to encourage redevelopment of medium-density housing and mixed-use near waterfront
- Build Portland Avenue bike and pedestrian bridge

5.2 Unit Cost Benchmarks

It is difficult to accurately estimate costs for master plan improvements, as a true cost accounting requires more detailed design. The following spreadsheet outlines some general unit cost benchmarks for reference as specific implementation actions are considered. These benchmarks can also provide rule-of-thumb guidance for City

budgeting purposes. As each specific project is considered, it is recommended that a more detailed design and cost estimate be prepared, with allowances for soft costs and other contingencies.

Table I

Waterfront Development Plan Unit Costs	Unit (sf, lf or allowance)	Unit Cost	Notes
Short Term			
Clear invasive species from riverfront, plant natives	SF	1.00	
Repair paths in Riverside Park	LF	24.00	
Improve Oak Avenue bridge undercrossings	Allow	60,000.00	
Improve Washington Avenue bridge undercrossings	Allow	60,000.00	
Add lighting along the existing river front trails (includes luminaire and associated electrical)	EA	5,000.00	
Improve crosswalks from downtown	EA	1,500.00	
Improve sidewalks between downtown and waterfront			
Concrete sidewalks	LF	40.00	Assume 10' wide
Curb extensions	SF	6.00	Include curb ramps
Sidewalk benches	EA	1,500.00	
Bike racks (staple)	EA	250.00	
Trash Cans	EA	600.00	
Sidewalk tree grates	EA	1,000.00	
Street trees	EA	300.00	
Add lighting to streets	EA	5,000.00	
Overhead power and phone line undergrounding	LF	110.00	
Landscape buffers along private properties	SF	6.00	
Improve pedestrian railroad crossings	EA	5,000.00	
Gain easements for lowland trail between Templin and SE Lane Avenue	EA	Base on real estate values	
Enhance the I-5 interchange landscape	SF	5.00	Interchange landscaped area approximately 4 acres
Pursue purchase of Gas Company property to enlarge Deer Creek Park	Allow	90,000.00	Valued at \$87,000 in 2005 See 2008 Parks Master Plan, which budgets \$250,000 for park improvements, including Stephens undercrossing
Pave Deer Creek/Stephens undercrossing, improve Stephens street end	SF	80,000.00	
Restore riverbank along Deer Creek	SF	1.00	
Mid Term			
Deer Creek Park improvements	Allow at least	250,000.00	2008 Parks Master Plan
Develop trails, picnic and play areas for Micelli Park	Allow at least	200,000.00	2008 Parks Master Plan allows \$125,000
Bioengineer riverbank improvements to Templin Beach Park	Allow	275,000.00	According to 2008 Parks Master Plan
Riverside Park improvements	Allow	3,000,000.00	Park is 3.25 ac. \$21/SF cost accounts for landscape, paths, furnishings, plazas, shelter
Riverside Park river overlook (fishing access)	SF	200.00	1000sf, cantilevered (\$200,000)
Build trail in lowland terrace between Templin and SE Lane	LF	24.00	
Build trail link where possible south to Micelli Park	LF	24.00	2008 Parks MP budgeted \$28,000
Build street end overlooks on SE Lane and SE Mosher	Allow	50,000.00	Each
Improve Pine Street corridor	LF	1,000.00	1050 lineal feet=\$1,050,000
Long Term			
Improve pedestrian amenities on Oak and Washington bridges (lighting, signage, railings, wider walks)	LF	500.00	Oak Ave Bridge south side is 700'. Washington Ave north side is 1100'. Assume costs covered by larger bridge reconstruction budgets
Build Portland Avenue bike and pedestrian bridge	Allow	1,000,000 – 5,000,000	

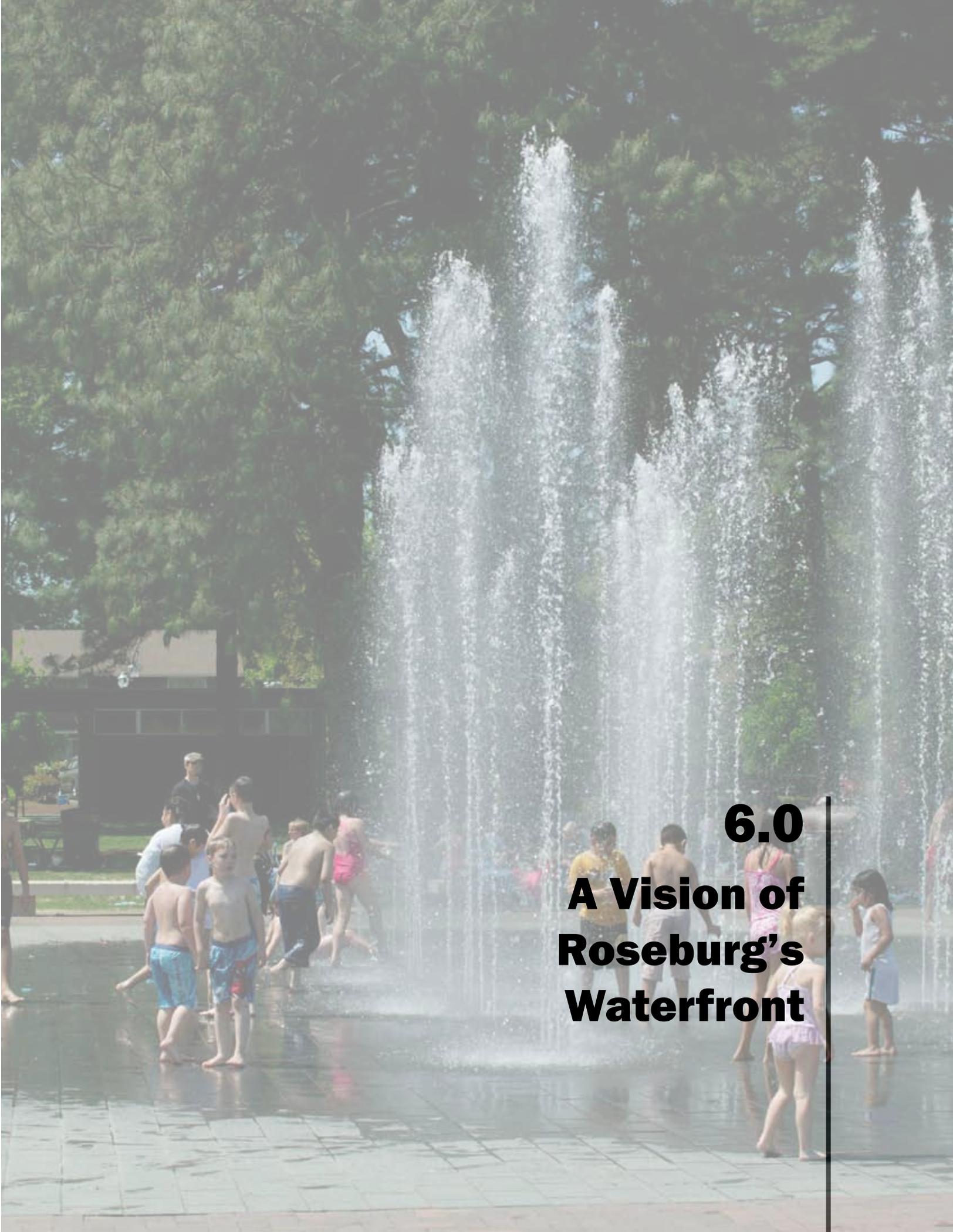
Based on 2010 Costs

Note: Site Prep and Demolition not included

Note: Add Soft Costs and Contingency allowance for all future cost estimates

Soft Costs also include:

- All design and engineering fees, permit costs, mobilization, profit and financing costs
- Provide predevelopment assistance grants to landowners
- Consider acquisition of key waterfront land when it comes up for sale (base on real estate values)
- Develop a coordinated wayfinding/signage system
- Develop master plan for Deer Creek Park (2008 Parks MP allocates \$50,000)
- Develop master plan for Micelli Park (2008 Parks MP allocates \$45,000)
- Develop master plan for Templin Beach Park (2008 Parks MP allocates \$45,000)



6.0
A Vision of
Roseburg's
Waterfront

A Vision of Roseburg's Waterfront in 2030

A Sacramento family arrives in the Roseburg area after a long drive up the interstate. The Umpqua Valley is their first stop on their 3-week Pacific Northwest vacation, and the kids know their mom is scouting out potential new locations for her company's headquarters, so they've been asked to weigh in on their favorite places. As the car nears Roseburg, a tall modern suspension bridge comes into sight, similar to the one the family had seen on their way through Redding. They spot a river flowing alongside the tollway, along with some kids tubing in the water and cyclists on a trail close-by. The car slows quietly as their Dad spots a monument ahead, proclaiming that they have arrived in Roseburg.

Exiting the tollway they pass through a lush, colorful garden-like landscape as the car slows to a stop, allowing a few walkers and cyclists to cross in front. Turning right onto a tree-lined avenue, they see banners highlighting some of the summer's activities in the region, and as the car follows a gentle curve, two bridges come into sight, flanked by large stone markers. The bridges are thronged with families and seniors, standing at overlooks and watching activity below, or cycling across in happy squads. The kids and their mother lean over to see if they can spy the river rushing below. The riverbanks on each side are lushly planted, with pockets of lawn. It looks enticing. As the car glides over the bridge, they look left and notice a festival in the park—a perfect place to stop for lunch. Passing several blocks of storefronts, the family finds their hotel downtown and they get out and stretch their legs after many hours on the road.

Walking out of the hotel lobby after checking in, they proceed down a shaded street on wide sidewalks towards the river and all the activity they had seen earlier. As they near a set of railroad tracks, the kids get excited that they might get to see a high-speed freight train—but their Dad tells them those lines bypassed the city many years ago. Instead there's a vintage Amtrak train, used for excursions through the Umpqua Valley, parked at the restored train station, which was a pub for several decades until the owners moved to the riverfront. Crossing the tracks, the kids look in the windows of some more storefronts and their mom notices the signs for new office space in a building operated by the Cow Creek Tribe and scans the details with her optical tablet—for serious consideration back at the hotel.



As they get closer to the river, they see signs for Riverside Park and start to hear the faint sounds of music and of people laughing. Spruce Street is closed with bollards and a farmer's market is in full swing in the middle of the street. People sit on balconies overlooking the street, enjoying the scene, while a brewpub spills out onto the sidewalk below. The kids clamor for tacos, so they stop at a food cart and ask the vendor about his business. He replies that Saturdays and Sundays are big days with the Farmer's Market, but on summer weekdays he parks near Riverside Park at lunchtime and serves plenty of downtown office workers who stroll down Oak and Washington.

The family takes their tacos through a passageway in the building nearby and emerge onto a broad lawn, with a small crowd sitting on the grass watching a concert, the river serving as a sparkling backdrop beyond. They find a nice spot on the lawn and dig into their lunch, enjoying the music and the beautiful park. When they're finished and the kids are ready to explore, they head down a path towards the river. Arriving at a small plaza with a fountain, they read an interpretive panel that tells them about all the waterfalls in the Roseburg area, giving Dad an idea for an activity later that weekend. A wider path crosses the plaza and seems to be connected to the riverside trail they had seen earlier, with the determined cyclists whizzing by appearing to confirm this. The kids run down towards an overlook jutting into the river, flanked by tall firs and lush native vegetation, seeing some other children with fishing rods dipping down towards a pool below.

As the family gathers on the overlook, the full extent of the river is revealed; to the south a trail seems to extend all the way down the riverbank, through a plaza under the Oak Street Bridge and beyond. To the north a trail beckons under Washington Street Bridge, and one of the boys sees cyclists in the distance, as the river curves to the west. Dad sees a beautiful wild island in the middle of the river, with a few fly fishermen wading in the shallows between the island and the west bank and makes a note to find some free time later. At the same time, Mom is reading a website about all the culture and shopping locally and making plans for her own free time—maybe even if it means kicking back with a glass of local wine. Her business relocation plan has started favorably and the family may have to spend a few more days than they planned in the Umpqua Valley!

