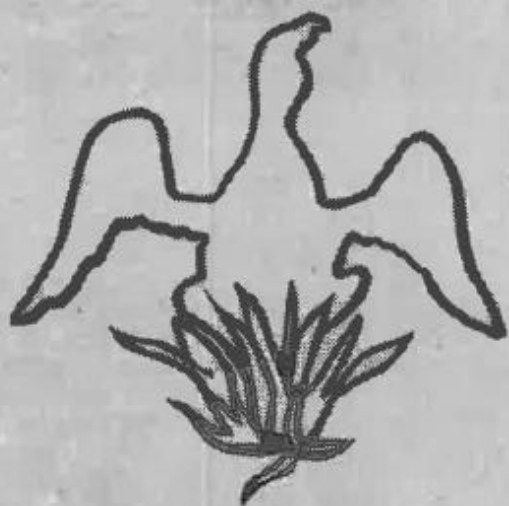


DISASTER RECOVERY PLAN



FOR ROSEBURG OREGON

A N A R E A P L A N
of the
D I S A S T E R P O R T I O N
of
R O S E B U R G , O R E G O N

The preparation of this report was financed
in part by an urban planning assistance grant
from the U.S. Housing and Home Finance Agency.

The report was prepared for the
CITY OF ROSEBURG
and the
BUREAU OF MUNICIPAL RESEARCH AND SERVICE
by
CLARK-COLEMAN & ASSOCIATES

CLARK-COLEMAN & ASSOCIATES

Honorable Mayor and City Council
City of Roseburg
Roseburg, Oregon

and

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Portland 10, Oregon

Gentlemen:

We are transmitting herewith our report which embodies the proposed plan for the redevelopment of the area devastated in the August 7th, 1959 fire and explosion.

As per our agreement, the plan includes:

1. an evaluation of the South Umpqua River crossing sites and a suggested alignment for the new structure;
2. a street plan for the disaster area;
3. a land use plan for the disaster area; and
4. suggested methods for implementing the above recommendations.

It has been a source of inspiration and gratification for our firm to work on such a plan where there has been so much cooperation and assistance accorded us. It is a great challenge to the entire community to rebuild with vision, but, as Mr. Neutra indicates in his "Preface" to this report, it is a challenge which can be most rewarding.

Our special thanks to Mr. Neutra for his support, and to City Manager, John Warburton, and City Engineer, Kenneth Meng for their valuable assistance.

Respectfully yours,


Robert S. Clark


James M. Coleman



P R E F A C E

The building of a city is usually a slow and sometimes much too dragging a process. Roseburg had a staggering disaster, but one good side of it is that replanning and remaking is accelerated and national applause may reward the brave attempt to do well after the dark days which have befallen the community.

Many cities in Europe, after the destruction of war, have failed (like San Francisco after its fire of 1905) to take full advantage of the potentials and possibilities of renewal. Roseburg may become an example of a most unusual procedure; a vigorous attempt of undaunted reconstruction - but reconstruction not without full planning effort. Under such extraordinary circumstances, forecasts of normal progress and prosperity may easily be misleading. The present impetus will have brought about an abnormal, and perhaps a happily improved, evolution for a city which, more than ever, has now the sympathies of outsiders; and above all, the sympathy of the industries upon which it most depends.

Wood is an extremely warm, sympathetic building material compared with the synthetic building supplies which characterize our age; and wood is not only old, but new - its applications and the engineering ingenuity devoted to it have made branches of the wood products industry take a national lead, and Roseburg is in the middle of the area in which the wood industries have their seat. It is not far from the area of impressive lumber resources and a forest landscape which, with streams and lakes, will increasingly spell attraction to the vacationist. Tourism will be Industry #2, and perhaps the first industry can aid the second.

No wonder that the reconstruction of Roseburg, which traces its beginnings to the fire in a lumber yard, will also find its remedial support in the faith of the wood products industries that Roseburg must rise to a new level of municipal well-being. The city between its hills, at the winding Umpqua River, may become a national focus where a basic industry annually reviews its program and finds widest

attention for its helpfulness to a happily renewed community. Every new pattern of life, movement, traffic, as a new plan initiates them, calls for a new formation of habits. Planning is a most human affair and it affects man, woman and child.

I had the pleasure to join my eyewitness investigation of Roseburg and consult with Clark-Coleman & Associates, who worked with all prompt dedication and speed on research for the planning of the City. Their initial proposal, naturally, cannot reflect all our thinking, but it may well be considered as a most promising beginning. From my personal impression and comparative experiences around this globe, I can sincerely say that Robert Clark and Jim Coleman have done a most devoted job on behalf of Roseburg.

Richard J. Neutra, F.A.I.A.

Los Angeles, California
October, 1959



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I. INTRODUCTION

In the very early hours of the morning of August 7, 1959, a small fire in a lumber yard caused an explosives truck which was parked nearby to blow up, showering death and destruction upon the sleeping city of Roseburg, Oregon.

An area of eight blocks near the heart of the downtown was devastated, and an additional twenty-two blocks suffered considerable damage. Even before the rubble was cleared from surrounding streets and walks, the community realized that here was an opportunity to build something beautiful out of a tragedy which had dramatically changed many of their lives.

For over a year, the Bureau of Municipal Research and Service at the University of Oregon had been preparing basic data for comprehensive planning in the City, so much of the ground work had been done. The City Planning Commissioners had devoted many hours of their time in dedicated service. Many of those most greatly affected indicated that there wasn't sufficient time or reason to have plans prepared for the blast area. However, after considerable public debate, citizens' meetings, and press articles, it was decided that a sound comprehensive plan for the disaster area should be prepared, provided that it would be completed in a month or two. The planning consultants were selected and advised of the necessity for both thoroughness and speed. This report is the result of their findings, analyses and proposals.

- - - - -

Douglas County and the City of Roseburg, which is the county seat, occupy special roles in the history and character of the Pacific Northwest. Both have characteristics common with governmental entities in Oregon, yet both have factors which make them distinguished.

Location

Roseburg is situated in the southern half of the State, on U.S. Highway 99, approximately 200 miles south of Portland and 120 miles north of California. It is west of the Cascade Range and some 70 highway miles inland from the Pacific Ocean. It is the only city over 10,000 population between Eugene, to the north, and Grants Pass, to the south. The distance from Roseburg to these two cities is almost equal - approximately 70 miles. The City flanks the South Umpqua River and is in the center of the Umpqua Basin.

History

1543 - Bartolome' Ferrelo, a pilot in one of the Mexican ships sent to the North Pacific, is credited with being the first white man to see the Oregon Coast. The land which he sighted appears to have been that portion of Douglas County near the mouth of the Umpqua River.

- 1778 - Captain James Cooke, in a voyage from the "Sandwich (Hawaiian) Islands" to Alaska, landed on the coast in the vicinity of the 44° parallel.
- 1827 - Jedediah S. Smith and his party were attacked by Indians at the Umpqua River while journeying north to Fort Vancouver with furs. The same year Fort Umpqua was established by Hudson's Bay Company opposite the mouth of Elk Creek.
- 1851 - Aaron Rose and his family from Michigan settled on what is now the site of Roseburg.
- 1865 - The "Oregon and California Railroad" (now the Southern Pacific) was constructed between Portland and Sacramento.

Climate

Generally, the Umpqua Basin area is very temperate. The median temperature for Roseburg is 54.6° F. Very rarely do the temperature extremes fall below 20°F. or exceed 90° F.

Although the temperatures are nearly uniform for the entire basin, the amount of precipitation varies widely in different parts of the County. The average annual precipitation varies from 24 inches in the Riddle area to 108 inches in the upper area of the north fork of the Smith River. The average annual precipitation for Roseburg is 38 inches.

Roseburg has the lowest constant wind velocities in Oregon. The mean hourly velocity for a year was 4.3 miles per hour. The average monthly velocities vary from 3.1 to 6.1 miles per hour. The wind-rose indicates that the majority of winds blow from the north (approximately 220 days). Winds blowing from the south totaled 79 days, while winds blew from the northwest for 28 days, and from the southwest for 24 days.

Topography

Douglas County is one of the most beautiful areas in the entire nation. It rises from sea level on the coast, through rolling hills and lesser mountains to the Cascades on the eastern end of the County. The Calapooya Mountains in the north-eastern part of the County separate the Umpqua River Basin from the Willamette Basin. Mount Thielsen, in the Cascades, is the highest point in the County, having an elevation of 9,173 feet. The elevation at Roseburg is 485 feet.

II. CHARACTERISTICS OF THE URBAN REGION

A. Population

The growth of population in the City, the County, and the State are shown on Table I, below.

TABLE I

POPULATION GROWTH 1900-1958 ROSEBURG, DOUGLAS COUNTY, AND OREGON

	<u>1900</u>	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1958</u>
Roseburg	1,690	4,738	4,381	4,362	4,924	8,390	12,200
Douglas County	14,565	19,674	21,332	21,965	25,728	54,549	62,880
Oregon	413,536	672,765	783,389	953,786	1,089,684	1,521,341	1,726,630

Source: U.S. Census. The 1958 estimate by the Oregon State Board of Census.

Primarily because of the rapid expansion of the lumber industry, the Roseburg urban area has grown rapidly during the past twenty years. In 1940, the population of the City was 4,900. In 1958, the population had grown to 12,200. Certainly, part of this growth can be attributed to annexation, as can be noted in Table II.

TABLE II

GROWTH OF ROSEBURG 1900-1958

	<u>1900</u>	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1958</u>
Population	1,690	4,738	4,381	4,362	4,924	8,390	12,200
Area in Acres	676	913	913	913	913	1,238	2,428
Persons/Acre	2.5	5.2	4.8	4.8	5.4	6.8	5.0

Source: U.S. Census. The 1958 estimate by the Oregon State Board of Census.

In 1956, the Douglas County Planning Commission estimated that there were approximately 25,200 persons living within five miles of the City. The most highly populated areas were the Rose and Riverside areas. Although exact population distribution is unknown, an indication of densities can be noted on Map #1, a dot map which shows the distribution of dwelling units.

Although the Bureau of Municipal Research has not made specific population forecasts for future years, it has offered estimates based upon various assumptions. These estimates indicate likelihood that the population of the City of Roseburg might be 20,000 in another 15 years, and 34,000 in approximately 30 years from now. Furthermore, if full development or "saturation" were to occur, the population of the Roseburg urban area would be about 44,000 people.

The figures on Table III note the housing inventory by precinct and by type of accommodation.

TABLE III
TYPE OF DWELLING UNITS: 1958 CITY OF ROSEBURG

Precinct	One-Family	Two-Family	Multi-Family	Trailer	TOTAL
Benson	211	16	30	-	257
Brown	177	76	11	-	264
Caro	90	4	52	3	149
Deer Creek	139	4	37	-	180
Fairhaven	142	18	25	-	185
Hamilton	118	8	39	-	165
Herman	214	16	63	-	293
Hucrest	53	-	-	-	53
Lane	89	4	74	-	167
Laurelwood	115	12	-	-	127
Miller	178	10	5	-	193
North Brown	104	6	8	-	118
Orchard	266	10	3	-	279
Roseburg	235	4	88	-	327
Umpqua	181	20	124	-	325
West Roseburg	121	12	14	-	147
Wharton	158	16	14	-	188
Woodward	111	20	114	-	245
TOTAL	2,702	256	701	3	3,662
Percent of Total D.U.'s	73.8%	7.0%	19.1%	0.1%	100%

Source: Bureau of Municipal Research and Services

Table IV indicates the relative condition of residential structures, by precinct, in the City. Generally, the condition of residential structures is as good, if not better, than many communities of this size. However, a problem does exist in the 27.5% of residential structures which are classified D, E, or F. Unless improvements are made, greater inroads of blight will occur, lowering the health and social structure of the community as well as creating an additional tax burden.

TABLE IV
CONDITION OF HOUSING: 1958 CITY OF ROSEBURG

Precinct	Housing Condition						TOTAL
	A	B	C	D	E	F	
Benson	8	26	153	58	8	4	257
Brown	44	33	161	21	4	1	264
Caro	-	3	99	42	5	-	149
Deer Creek	6	14	95	63	1	1	180
Fairhaven	1	56	94	33	1	-	185
Hamilton	-	2	82	75	5	1	165
Herman	1	37	180	68	6	1	293
Hucrest	46	5	1	-	1	-	53
Lane	1	4	67	82	10	3	167
Laurelwood	14	50	55	8	-	-	127
Miller	1	30	71	76	12	3	193
North Brown	10	43	51	14	-	-	118
Orchard	78	97	93	9	1	1	279
Roseburg	70	103	132	20	2	-	327
Umpqua	13	42	197	64	7	2	325
West Roseburg	3	6	52	73	12	1	147
Wharton	21	29	64	68	6	-	188
Woodward	-	2	108	119	14	2	245
TOTAL	317	582	1,755	893	95	20	3,662
Percent	8.7%	15.9%	47.9%	24.4%	2.6%	0.5%	100%

Housing Condition: A - New, or nearly new structure
 B - Good, older structure, well-maintained
 C - Fair structure in need of surface repairs
 D - Fair structure in need of major reconditioning
 E - Substandard structure
 F - Dilapidated structure

Source: Bureau of Municipal Research and Services

B. Economy

During the first one hundred years of development of the County, agriculture was the principal industry. From a total of 467,000 acres of farm land in 1880, farm land increased to more than 678,000 acres in 1945. During this period, agriculture was the major source of employment. In 1940, one-third of all employed workers were in agriculture. However, by 1950, the amount of land devoted to farming and the number of persons employed in agriculture had shown a significant decrease.

The wood products industry began to expand rapidly after 1940. By 1950, nearly half of all employed workers were in logging and wood processing industries. Table V presents the distribution of workers by industry in Douglas County.

TABLE V

EMPLOYMENT BY INDUSTRY GROUP: 1940 and 1950 DOUGLAS COUNTY

Industry Group	Number of Persons Employed	
	1940	1950
Agriculture	2,723	1,802
Forestry and fisheries	120	75
Mining	161	69
Construction	345	1,187
Lumber, wood products, furniture	1,453	8,383
Other manufacturing	195	558
Transportation, communication, public utilities	430	979
Wholesale and retail trade	1,223	2,929
Finance, insurance, and real estate	98	328
Business and repair services	150	514
Personal services	598	779
Entertainment and recreation services	47	91
Professional and related services	701	1,424
Public administration	223	466
Not reported	127	254
TOTAL	8,594	19,838

Source: U.S. Census

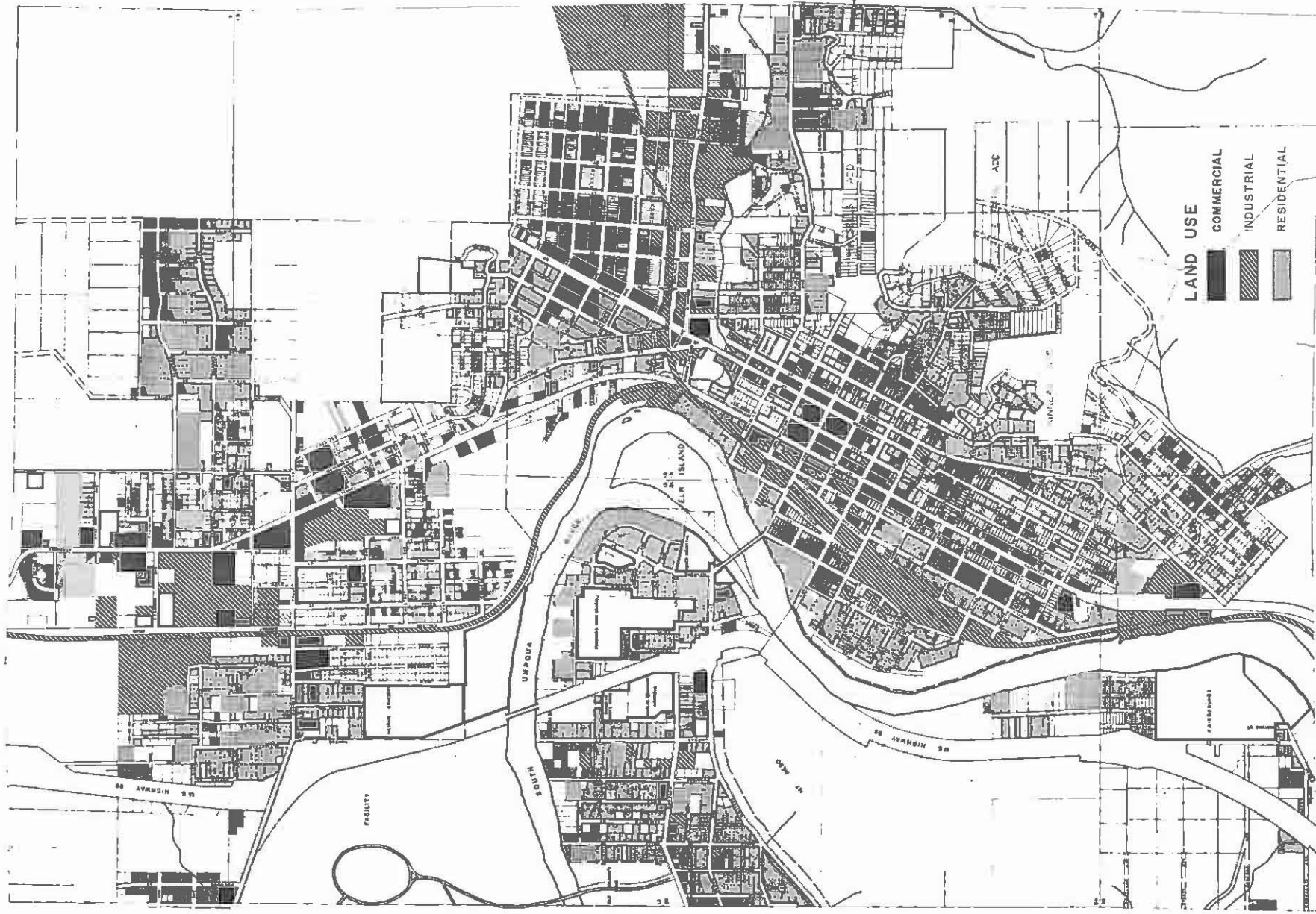
As could be expected, a growth in basic industry brought about a related expansion in retail, wholesale and service trade. This expansion can be noted in Table VI.

TABLE VI
ANNUAL SALES OR RECEIPTS: 1939, 1948, 1954
ROSEBURG, DOUGLAS COUNTY, OREGON
(In Thousands of Dollars)

<u>Retail Trade</u>	<u>Roseburg</u>	<u>Douglas Co.</u>	<u>Oregon</u>
1939	\$ 4,655	\$ 7,886	\$ 442,160
1948	23,363	46,120	1,597,300
1954	35,197	71,366	1,921,204
<u>Wholesale Trade</u>			
1939	\$ - -	\$ 2,856	\$ 441,310
1948	12,047	20,206	1,908,141
1954	15,848	34,286	2,432,342
<u>Service Trade</u>			
1939	\$ 256	\$ 402	\$ 34,203
1948	1,388	2,537	96,727
1954	3,484	6,936	217,533

Source: U.S. Census of Business

The future economic growth in Douglas County and the Roseburg urban area is likely to depend largely on the wood products industry. The economy should be broadened and made more stable by increasing wood by-products manufacturing, the manufacture of implements for lumber cutting and processing, and further development of other natural resources.



SOURCE: FIELD SURVEY BY BUREAU OF MUNICIPAL RESEARCH STAFF - 1980

ROSEBURG, OREGON

CLARK - COLEMAN & ASSOCIATES
SEATTLE
WASHINGTON

EXISTING LAND USE

2

C. Land Use

During the summer of 1958, the staff of the Bureau of Municipal Research and Service conducted a survey of existing land uses in the Roseburg urban area. Land which has been developed was classified into one of five categories: residential, commercial, industrial, public and semi-public, and streets. Areas that have not been developed were classified as either vacant or water. The conformation of land uses in the City is shown on Map 2.

There are approximately 7,450 acres in the Roseburg urban area. Of this total, 2,430 acres are located in the City, and 5,020 acres are in the suburbs. Vacant land accounts for 28% of the City area and 66% of the suburban area. The survey findings are shown on Table VII on page 9.

The apportionment of developed land and land devoted to streets is much more equitable in Roseburg than in many other communities, where it is not uncommon to find 30 to 40% of the developed land devoted to streets. In Roseburg this percentage is only 25.8

Residential uses account for 539.0 acres in the City and 558.7 acres in the suburbs. Few of the residential areas are devoted exclusively to a single type of land use. This mixture of land uses tends to encourage the growth of blight and deterioration. By mixing commercial and industrial uses with residential uses, a reduction in residential values usually follows and the non-residential uses soon find that they lack available land for expansion. Unfortunately, there is no inventory of vacancy rates for the various types of housing accommodations, but there may well be a shortage of rental apartments to meet the demands of single adults, young couples, or elderly people who desire such units.

Most of the industrial properties are located outside of the City limits. The 240 acres of urban area devoted to industry are used primarily by saw mills, warehouses, railroad facilities, and public utilities. The most suitable land for industrial purposes within the City is, of course, adjacent to the railroad. Distributive functions and light manufacturing plants would be the most desirable developers. However, until a market analysis is made, quantitative requirements for the next ten or twenty years of light industry can only be a guess.

Nearly 867 acres of land are devoted to public and semi-public uses. The two major users of public land are the Veterans Administration facilities (222.7 acres) and municipal airport property (198 acres). Schools occupy 145 acres of urban area land. Some of the sites are inadequate. The vast majority of total park land (198 acres) is contained in Stewart Park (162 acres). Thus, regional park facilities seem adequate. However, community and neighborhood parks are insufficient to adequately serve the needs of the population.

TABLE VII
LAND USE IN THE ROSEBURG URBAN AREA: 1958

Land Use	City of Roseburg		Suburbs of Roseburg		Roseburg Urban Area	
	Acres	Percent	Acres	Percent	Acres	Percent
Residential						
One-family	492.9	20.3%	525.0	10.4%	1,017.9	13.7%
Two-family	22.2	.9	3.0	.1	25.2	.3
Multi-family	23.9	1.0	30.7	.6	54.6	.7
TOTAL	539.0	22.2%	558.7	11.1%	1,097.7	14.7%
Commercial						
Retail and Office	36.3	1.5	62.6	1.2	98.9	1.3
Service Commercial	9.1	.4	9.4	.2	18.5	.3
Off-street Parking	10.4	.4	1.7	.1	12.1	.2
TOTAL	55.8	2.3%	73.7	1.5%	129.5	1.8%
Industrial						
Light Industry	51.1	2.1	15.6	.3	66.7	.9
Heavy Industry	5.7	.2	114.0	2.3	119.7	1.6
Railroad	22.8	.9	20.2	.4	43.0	.6
Utilities	11.1	.5	---	---	11.1	.1
TOTAL	90.7	3.7%	149.8	3.0%	240.5	3.2%
Public & Semi-public						
Public	15.4	.6	240.6	4.8	256.0	3.4
Semi-public	14.0	.6	30.8	.6	44.8	.6
School	70.6	2.9	74.2	1.4	144.8	1.9
Park	189.5	7.8	9.0	.2	198.5	2.7
Veterans Facilities	222.7	9.2	---	---	222.7	3.0
TOTAL	512.2	21.1%	354.6	7.0%	866.8	11.6%
Street	416.8	17.2%	460.9	9.2%	877.7	11.8%
Water	127.8	5.3%	84.3	1.7%	212.1	2.9%
Vacant						
Agriculture	103.0	4.2	118.8	2.4	221.8	3.0
Platted	182.8	7.5	272.2	5.4	455.0	6.1
Open	355.9	14.7	2,457.8	48.9	2,813.7	37.7
Steep Vacant	43.9	1.8	491.7	9.8	535.6	7.2
TOTAL	685.6	28.2%	3,340.5	66.5%	4,026.1	54.0%
GRAND TOTAL	2,427.9	100.0%	5,022.5	100.0%	7,450.4	100.0%
TOTAL DEVELOPED (Total less water & vacant)	1,614.5	66.5%	1,597.7	31.8%	3,212.2	43.1%
NET DEVELOPED (Total less water, vacant & street)	1,197.7	49.3%	1,136.8	22.6%	2,334.5	31.3%

Source: Bureau of Municipal Research staff field survey, 1958.

D. Circulation

The most recent, thorough recording and analysing of traffic conditions in the Roseburg area was incorporated in the 1954 report, Traffic Survey: Roseburg and Vicinity. This report was prepared by the Oregon State Highway Department prior to the opening of U.S. Highway 99 as a four-lane, limited access facility. The report dealt with the growth potential of the area, traffic volumes, accidents, an origin-destination study of the South Umpqua River crossing, traffic engineering criteria, analysis of a one-way grid, and recommendations for various improvements to the existing circulation system.

Since Roseburg functions to a great extent as an urban entity (as opposed to a dense agglomeration of cities), and is the retail, industrial, recreational and educational focus for a region extending thirty to fifty miles in all directions, a large proportion of traffic originates in the urban area or is destined for it. This situation was supported by the traffic counts and origin and destination study.

Generally, the inter-regional traffic movements between other urban centers are fairly well accommodated. The major exception is lack of adequate provision for movement of the logging trucks. Certainly, the topography which is, for the most part, an asset to the area, could be considered a minor liability when considering new highways. Although exhaustive counts, during a period of several years, have not been taken for the outlying road system, Table VIII lists the available counts for 1954, 1956 and 1958.

TABLE VIII

TWENTY-FOUR HOUR VEHICULAR TRAFFIC VOLUMES

<u>Location</u>	<u>May-June 1954</u>	<u>July 1956</u>	<u>1958</u>
	<u>Weekday</u>	<u>Weekday</u>	<u>Ave. Daily Traffic</u>
Diamond Lake Blvd., E. of Gardiner	4,500	8,453	- - - -
Stephens St., S. of Main	10,900	11,136	- - - -
Douglas Ave., E. of Morton Dr.	1,100	2,151	- - - -
Harvard Ave., W. of Harrison	8,080	7,915	- - - -
U.S. 99, N. of Harvard	- - - -	8,451	7,000
Stephens St., N. of Garden Valley	12,100	9,744	8,500
Garden Valley Blvd., E. of Dogwood	4,640	5,100	- - - -

The State Highway Department report made a number of recommendations concerning street and highway improvements. Some of the proposed improvements were for Diamond Lake Boulevard, Douglas Avenue; Stephens, Main, and Winchester Streets; Harvard Avenue; Calkins and Garden Valley Roads; Airport Road, and Vine Street. (For additional details, please refer to the Traffic Survey report.)

In 1954, the major traffic concern - aside from the completion of U.S. 99 - was the large volume of vehicles destined for the central business district as shown on Map 3. The two-lane bridge at Oak Street was wholly inadequate to carry the imposed volumes efficiently. The traffic was frustrated by the grade crossing of the Southern Pacific Railroad tracks, and created considerable congestion on downtown streets. The dilemma was compounded when a structural inspection of the bridge determined that it was structurally inadequate and "would require replacement in a few years, certainly before 1970". Two studies were conducted of alternate alignments just north of Oak Street and at Lane Street. The State Highway Department recommended that the new four-lane bridge be built immediately north of Oak Street.

The circulation characteristics of the core area will be expanded upon in the following section.

III. CHARACTERISTICS OF THE CORE AREA

The core area of Roseburg is beset with many of the problems which plague other communities, e.g., traffic congestion, inadequate parking, structural obsolescence, etc.

However, an excellent opportunity for the renaissance of the core area now exists. The People of Roseburg are indeed fortunate in having such a scenic site for their City. The core area, even today, contains wonderful vistas of nearby hills, woods, and the river. If concerted effort is directed toward imaginative development, even greater aesthetic rewards could be realized from this beautiful setting.

The businessmen of the core area would certainly profit by a more efficient and a more beautiful downtown. Furthermore, it is almost axiomatic that as the downtown flourishes, the entire economy of a city increases, and resultant benefits to the taxpayers occur in either the form of tax relief, or an increase of municipal services for one's tax dollar. The great effect which a downtown can have on the municipality's tax base is reflected on Map 4, Appraised Values.

A. Economy

As the industrial base and the population grow in the region, growth will be realized in the commercial core. To help offset economic recessions, a diversified industrial base to augment the lumber industry should be actively pursued.

Growth of retail business in Roseburg has occurred as can be noted on Table IX.

TABLE IX
RETAIL SALES IN ROSEBURG: 1954 - 1958
(In Thousands of Dollars)

	Number of Outlets	1954	1955	1956	1957	1958
Total Retail Sales	273	35,825	36,820	40,255	43,081	43,238
Sales Per Household						
Food	40	6,224	4,650	7,208	8,009	8,541
Eating & drinking places	34	- -	1,750	1,860	1,962	2,004
General merchandise	13	3,964	4,281	5,346	5,550	5,801
Furniture, household goods, appliances	23	2,338	2,001	2,152	2,304	2,305
Automotive	27	10,973	11,789	11,173	12,911	11,485
Gas Stations	32	- -	2,470	2,748	3,242	3,481
Lumber, building materials, hardware	16	- -	3,067	3,084	3,121	3,099
Drugs	6	918	607	676	709	749
Apparel	24	- -	2,481	2,136	2,096	2,214

Source: Sales Management Magazine - May issues

A physical change in one's community is often imperceptible. But like any living body, a city is constantly undergoing change. The records of building permits which have been issued since 1950 indicate the extent to which the core area has been undergoing a transformation. In the area from Court to Mosher, and from the Southern Pacific Railroad to Kane Street, building permits have been issued for approximately \$1,500,000 in construction. There has been a five to one ratio between commercial and residential permits in the core area.

TABLE X
COMMERCIAL BUILDING PERMITS ISSUED IN ROSEBURG: 1950-1959

<u>Year</u>	<u>Est. Cost</u>
1950	\$ 63,858
1951	41,600
1952	50,700
1953	267,000
1954	173,800
1955	54,000
1956	75,500
1957	166,840
1958	50,500
1959*	312,557
TOTAL	\$1,256,355

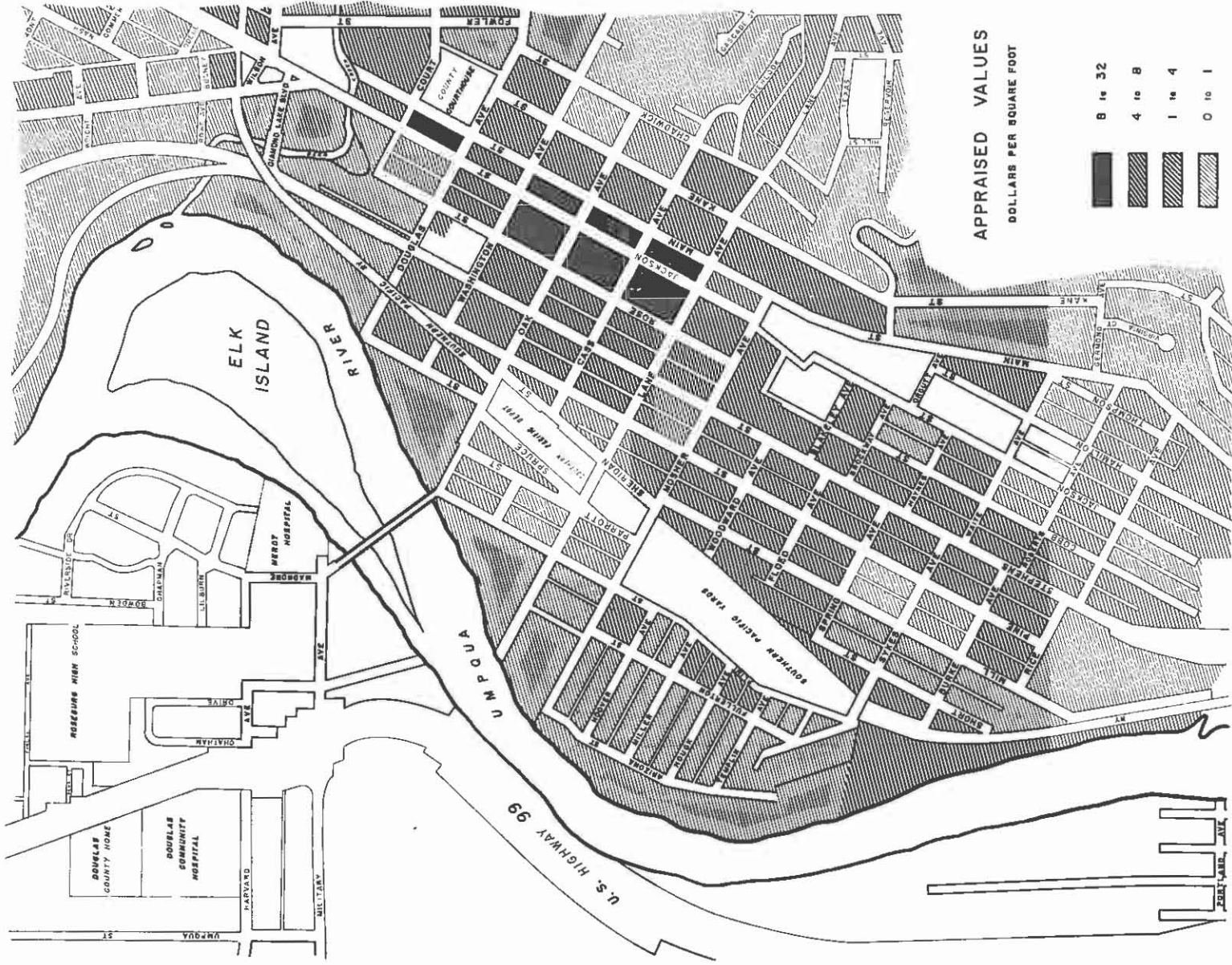
*New Post Office and First National Bank building only

B. Land Use and Zoning

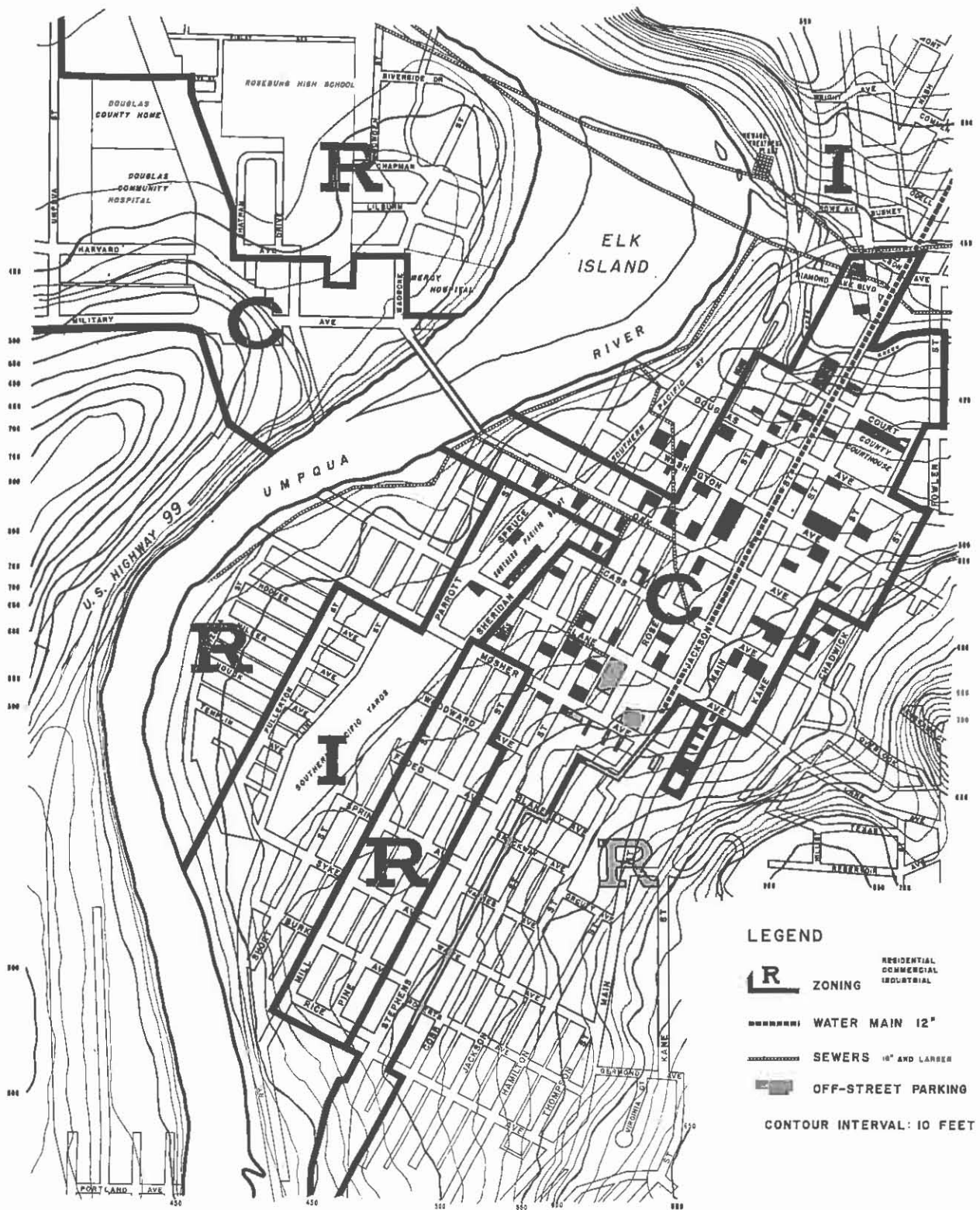
Although the central business district is considered to be that area bounded by Pine, Kane, Douglas and Mosher streets, the planning consultants expanded the area of inventory. The land use measurements, as shown on Table XI, p. 14, are for the larger core area. This area is generally bounded by Spruce, Diamond Lake, Kane and Mosher.**

The core area is, of course, primarily non-residential. However, nearly one-fifth of the area is devoted to residential uses. The area contains 156 single-family structures, 3 two-family structures, 7 rooming houses, and 199 apartment units. There are 403 hotel rooms.

**The core area includes the following blocks: A, B, C, D, E, G, H, J, K, 9, 10, 11, 12, 13, 15, 16, 17, 18, 19, 20, 27, 28, 29, 30, 31, 32, 35, 36, 37, 38, 39, 40, 47, 48, 49, 50, 51, 52, 55, 56, 57 and 58.



SOURCE: COUNTY ASSESSOR - 1958



SOURCE: CITY ENGINEER'S OFFICE

ROSEBURG, OREGON

CLARK-COLEMAN & ASSOCIATES
SEATTLE PORTLAND

UTILITIES · PARKING
ZONING

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TABLE XI

EXISTING ROSEBURG CORE AREA LAND USE: 1959

	<u>Square Feet</u>	<u>Acres</u>	<u>Percent</u>
Commercial*	980,860	22.5	26.3
Industrial & Wholesale	171,350	3.9	4.6
Residential	697,570	16.0	18.7
Parks & Playgrounds	50,400	1.2	1.4
Schools	20,625	0.5	0.6
Other Public	75,425	1.7	2.0
Churches	39,850	0.9	1.1
Other Semi-public	7,875	0.2	0.2
Off-street Parking	267,100	6.1	7.1
Streets	<u>1,411,345</u>	<u>32.4</u>	<u>38.0</u>
TOTAL	3,722,400	85.4	100.0

*Includes vacant offices (13,445 sq. ft.) and vacant stores (33,230 sq. ft.)

The heart of retail activity in Roseburg is on Jackson Street, the "one-hundred percent" area lying between Washington and Lane Avenues. From this retail center, the commercial activities diminish in proportion to the distance from the center. Automotive and distributive functions occupy a majority of the immediate fringe area. On the eastern fringes, residential uses occur as the topography rises sharply. The central business district is confined on the west by the Southern Pacific Railroad; between the Railroad and the South Umpqua River exists an area of ten to twenty blocks which are predominantly used for residential purposes.

The existing zoning (see Map 5) generally follows the land use pattern, although excessive amounts of land have been zoned for commercial and industrial purposes. The fallacy of expecting new business and industry to magically appear merely because large portions of a city are zoned for commercial and industrial uses, should be corrected. In most cases, all that is accomplished through such zoning is a weakening of the downtown, hindering sound development of any type, and permitting the establishment of uses which may prove detrimental to each other.

C. Circulation

The role and function of the core area in the life of the region has been noted. This importance as it relates to traffic movement is graphically presented on Map 3. Thus, it is easy to understand the inadequacy of the two-lane Oak Street Bridge and the congestion which occurs in the core area,

especially at the peak hours of vehicular movement. The disgorging of vehicles from the bridge into the heart of the core area has been a definite liability to business growth rather than an asset.

The current one-way grid system has helped to alleviate some of the congestion. However, a one-way grid cannot rectify all congestion when the basic conditions of poor bridge location, inadequate parking facilities, and irrelevant traffic movements exist. Table XII itemizes recent traffic volumes and the current direction of traffic flow for the core area streets.

TABLE XII

ROSEBURG CORE AREA TRAFFIC VOLUME AND DIRECTION OF MOVEMENT*

<u>Street</u>	<u>1956 Week- Day Count</u>	<u>1958 Ave. Daily Traf.</u>	<u>Direction</u>
Mosher	3,280	-	East & West
Lane	2,325	-	East
Cass	3,045	-	West
Oak	7,956	-	East (of Stephens)
Washington	3,051	-	West
Douglas	3,095	-	East & West
Pine	2,380	-	North & South
Stephens	10,122	10,400	North & South
Rose	2,000	-	North
Jackson	6,545	-	South
Main	3,410	-	North
Kane	-	-	North & South

The current parking inventory for the core area reveals that downtown parking space is inadequate even by minimum standards. The current provisions for parking are shown on Table XIII.

TABLE XIII

ROSEBURG CORE AREA EXISTING PARKING**

<u>Category</u>	<u>Number of Car Spaces</u>
I. Curb Parking	
A. Painted Stalls - not metered	73
B. Painted Stalls - metered	717
C. Unpainted Stalls - not metered	197
II. Off-Street Parking	
A. Private Lots	384
B. Customer Lots	194
C. Public Lots (Pay)	455
D. Public Lots (Free)	135
TOTAL SPACES	2,155

*Source: State Highway Department

**Source: City Engineer, 1959

The locations of the off-street lots are shown on Map 5. The core area has a total curb length of 45,739 lineal feet. About one-half of the total curb length is used by 987 curb stalls. Approximately 4,500 feet of curb is in "No Parking" zones and 1,900 feet is devoted to "Loading" zones. The remaining curb length is accounted for by corner clearance, etc.

Although there are approximately 1,168 off-street parking spaces which occupy 6.1 acres of land, there should be added about 793 more spaces (4.7 acres) in order to adequately meet the current demand.

The major utility systems are shown also on Map 5. There was little damage done to the underground utilities by the explosion. However, many of the underground facilities are old and would probably need to be replaced within ten years. Thus, in plans for rebuilding above grade of the devastated area, consideration should be given to replacing the facilities at, or below grade.

D. Devastation

The losses which resulted from the explosion and fire of Friday, August 7th were staggering. The personal misery that confronts the City is inestimable. Property losses can - and eventually will - be calculated. The financial losses suffered by property owners can be recouped to a certain extent. However, the personal losses of thirteen deaths, scores of injuries and the inconveniences or discomforts suffered by thousands cannot be alleviated.

The City had, prior to August 7th, already realized a setback when a municipal audit determined that there was a deficit of nearly two hundred thousand dollars in the previous annual budget. The 1958 assessed value of Roseburg was in excess of \$12,000,000. The disaster has obliterated from 10 to 20 percent of the assessed valuation of the City. Thus, a large portion of the tax base (which provided 47% of the municipal revenue) has suffered.

The insurance companies have estimated a large share of the property losses. However, an accurate forecast as to the exact cost of all damages is impossible at this time. Perhaps it will be possible someday for the National Board of Fire Underwriters to prepare a complete total of all of the claims. The adjusters of one insurance organization (General Adjustment Bureau, Inc.) estimate the losses of their policy holders at about nine million dollars. The Company notes approximately 5,000 losses, but says that "there will not be this many individual losses since there are a number of policies which cover both building and contents under the same policy".

The fire and explosion destroyed buildings in eight blocks as shown on Map 6. Extensive damage occurred in twenty-two blocks. Window breakage and other similar damage occurred in areas over one-quarter mile distant from

"ground zero". The same insurance company noted on the previous page estimates that its policy holders suffered damages to approximately 285 vehicles and over two thousand structures.

With a disaster of this magnitude, one wonders if a community can fight back. But Roseburg is fighting back to recovery, and the degree of cooperation and effort by its citizens is magnificent. The pressures to rebuild in the area without having an overall plan were severe. Some rebuilding has occurred, but a majority of the property owners who suffered major losses are rebuilding elsewhere or restraining their own individual plans until the master guide plan is prepared.

Most of the citizens want to rebuild in a fashion that stirs the imagination and yet is in keeping with the local resources and environment. Within a few weeks after the disaster, the Chamber of Commerce sent a questionnaire to its members. The fact that sound planning principles were present in the thoughts of the membership, and that the desire to adhere to these principles was voiced by a majority of them, is evident in the following summary of the questions and answers contained in the Chamber's survey.

Does the present Oak Street (bridge) structure need replacement?

141 Yes 2 No

If relocated, do you prefer a location:

86 Somewhere between Oak St. and Douglas St.

44 Through Laurelwood, across Elk Island, connecting with Diamond Lake Blvd.

After selection of a location, should immediate steps be taken to acquire the right-of-way, pending financing and construction of the bridge, in order to prevent having any new buildings erected on said right-of-way?

150 Yes 1 No

Financing the bridge and its approaches will probably involve the Bureau of Public Roads, Oregon State Highway Department, Douglas County Court and the City of Roseburg. Will you vote for a bond issue by the City of Roseburg to finance the City's share?

137 Yes 2 No

If Federal assistance should not be available for a number of years, would you favor the City of Roseburg using its credit to proceed with the project?

111 Yes 19 No

Should an appeal be made to the property owners in the disaster area, west of Stephens St. between Douglas and Lane, to delay their plans for rebuilding until a land use plan can be adopted and an overall architectural design be prepared?

133 Yes 2 No

What is your attitude toward the proposal to use the disaster area as a so-called "show case" for the potential uses of wood construction?

111 Favorable 15 Unfavorable

Do you understand the provisions of a Federal Urban Renewal project?

39 Yes 101 No

Would you attend meetings to learn about Urban Renewal?

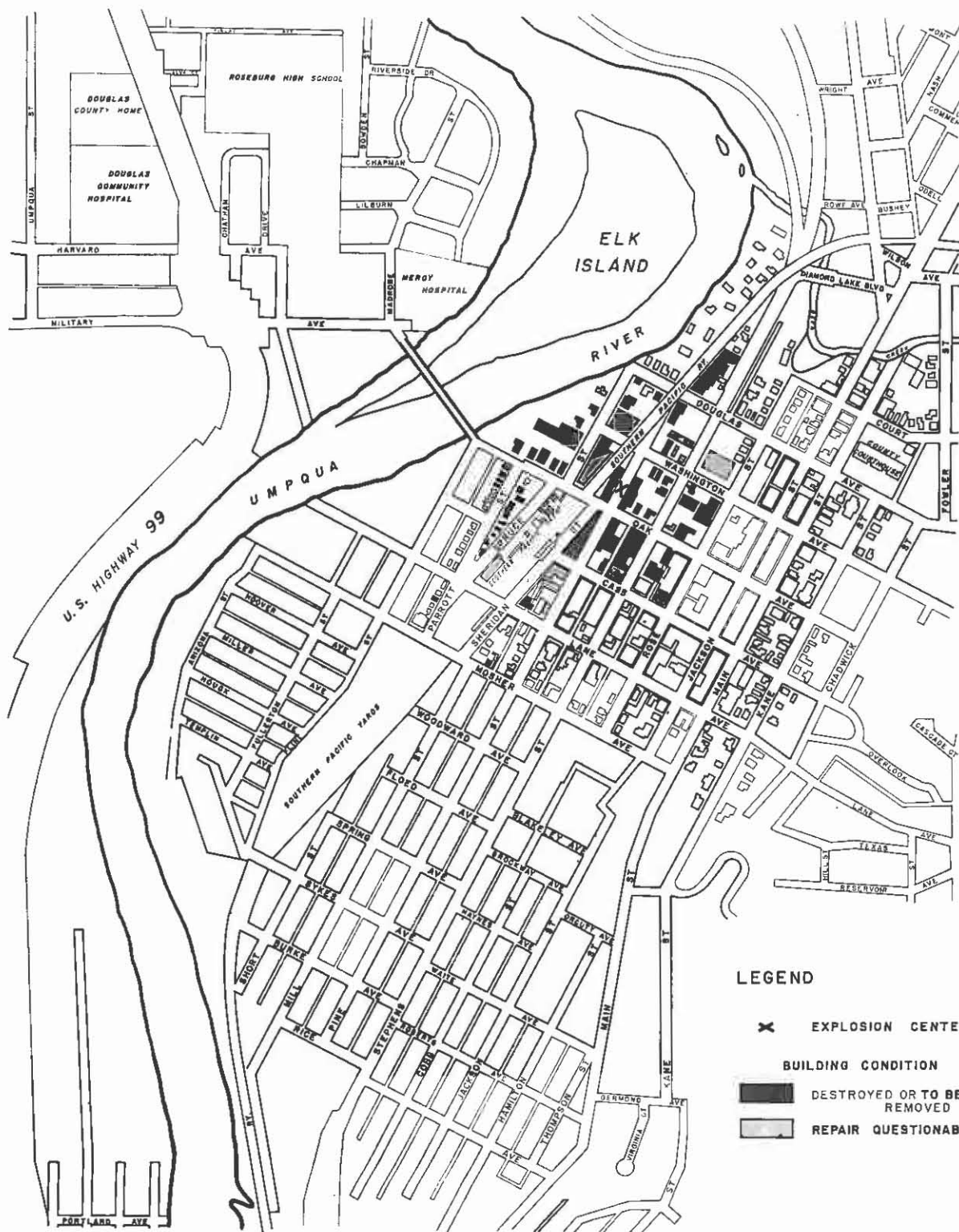
118 Yes 9 No

Does the preservation of economic and tax values in the central business district by improvement of its antiquated physical layout (streets, parking, architecture) have a city-wide benefit?

112 Yes 6 No

What is your attitude toward the idea of "Community Planning"?

135 Favorable 2 Unfavorable



SOURCE BUREAU OF MUNICIPAL RESEARCH — CITY OF ROSEBURG

ROSEBURG, OREGON

CLARK-COLEMAN & ASSOCIATES
SEATTLE PORTLAND

EXTENT OF DAMAGE

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IV. THE PROPOSED PLAN

A. Primary Considerations

One definition of the word "plan" is a "method of procedure". An imaginative plan does not require any less realistic approach to the problem than an unimaginative plan. Normally, just the opposite is true - for imaginative plans are publicized more often and thus must be based on realistic data and procedures.

Thus, before any planning for the disaster area could commence, the goals and limitations of the urban area had to be evaluated. Those factors which had the greatest bearing on planning issues were given greater recognition than lesser factors.

The ultimate goal, of course, was the proper replanning of the devastated area and relating this plan to adjacent areas. However, a host of other factors had to be considered prior to the preparation of plans for streets and land uses in the blast area. There were two major questions which had to be resolved:

- First - What would be the optimum size of the central business district in ten or twenty years?
- Second - Considering the present and future role of downtown Roseburg and the characteristics of the urban region, what bridge location over the South Umpqua would best serve the people today as well as twenty years from today?

These questions and others are very much interrelated. The evaluation of the bridge location is discussed next, but immediate reference should be made to the commercial portion of the land use plan text.

B. Bridge Alignment

Any proposal for the location of a new bridge over the South Umpqua River must take into account the 1954 Traffic Survey report prepared by the Oregon State Highway Department. From this report and from the results of the origin and destination survey involving the Oak Street Bridge and the core area, the very significant role played by the core area as a traffic generator is readily apparent.

In recent years, no less than five different alignments for a new bridge have been proposed by various groups. Generally, the proposals have been aligned with one of the following: Lane, Oak, Washington, Douglas or Diamond Lake. It is important to remember that the Highway Department's

1980 forecast of average daily traffic across a new bridge is for approximately 28,000 vehicles. Thus, the proper alignment of the four-lane structure is important, for if the bridge location is too far from the central business district, the bridge will not be serving the primary generator. Conversely, a bridge location directed at the heart of the downtown would create immeasurable congestion. To be remembered also is the possibility of building an additional bridge over the South Umpqua River in the vicinity of the Fairgrounds. The construction of this facility would not occur until sufficient traffic volumes warrant it - possibly by 1980. Another major consideration was that the new bridge alignment should provide ramps and connections which would function well in the movement of vehicles to the north, east, and south of Roseburg's downtown area.

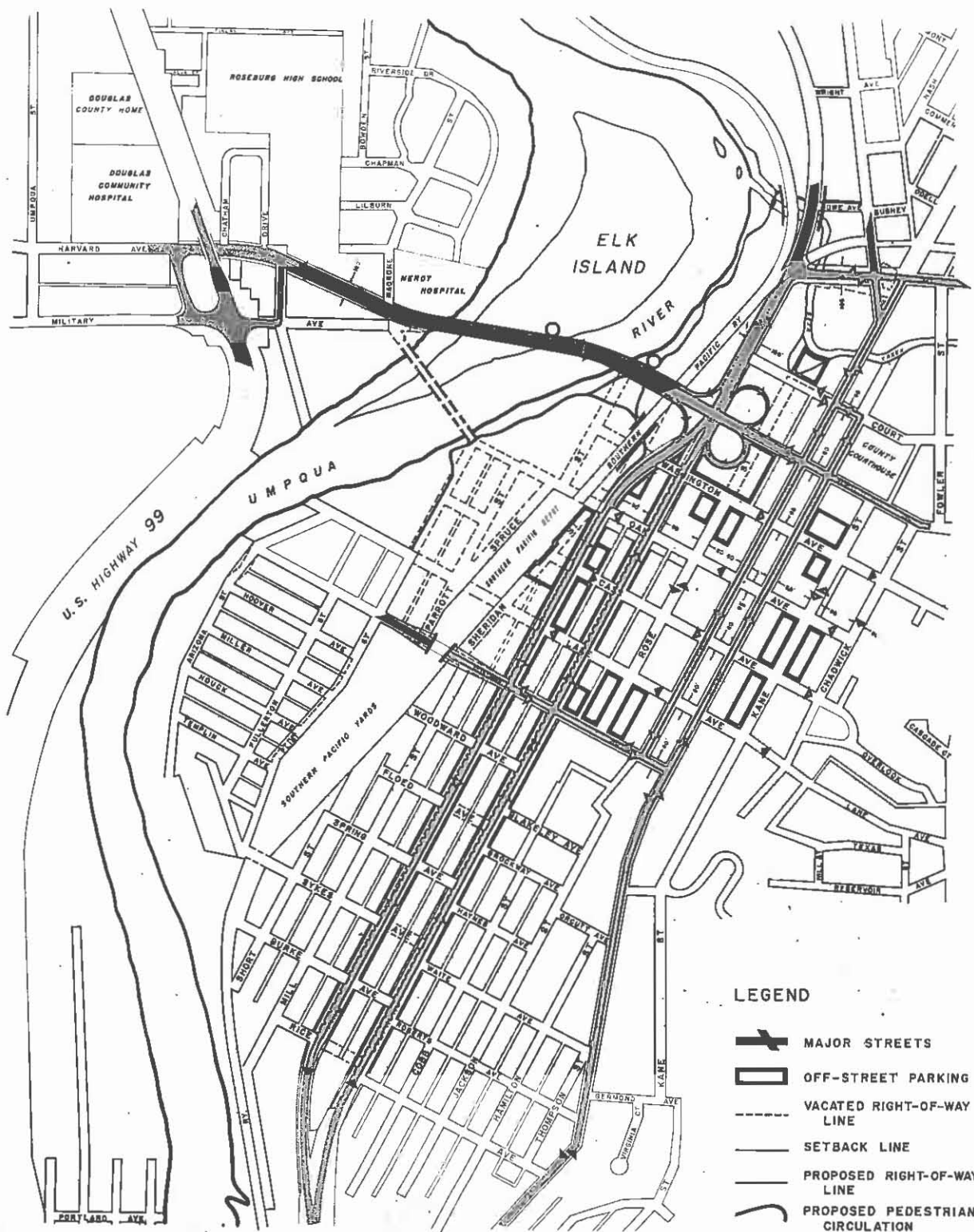
With the limitations imposed by these factors, bridge alignments at Oak, Lane, or Diamond Lake seemed to have less validity than a structure at either Douglas or Washington. There are, of course, some advantages and disadvantages of either alignment. However, after weighing the relative merits of the two alternates in light of the full potential which Roseburg could realize in several years, it seemed that the optimum location for the new bridge alignment would be Douglas Avenue.

A sketch study prepared by the City Planning Commissioners indicates several advantages of the Washington Avenue alignment. These include: less land area required for "on" and "off" ramps; the grade rises more advantageously at Washington Avenue; and the initial cost of the bridge structure would be somewhat less than at Douglas.








The points made for a Washington Avenue alignment are valid and thus make a decision by the elected officials more difficult. But progress has occurred and there is general unanimity as to a bridge location with a tolerance or variation of less than 100 yards.

In all clear conscience, the planning consultants must recommend a bridge alignment at Douglas Avenue - especially when considering the future growth potential of Roseburg and the advantages this alignment allows for redevelopment of the explosion area. (see Map 7)

After analyzing the population projections made for the area by the Bureau of Municipal Research and studying the buying habits of the community, a projection of the size of the central business district was made. In all likelihood, there will be a 50 to 60 percent increase in downtown business within the next 20 years. A bridge alignment at Washington Avenue would bisect the explosion area - making imaginative development of the area quite difficult; the bridge ramps (especially at Pine Street) would rather effectively obstruct both visual and physical access between the downtown and Memorial Park; and eastbound traffic from the bridge would be dropped right into the shopping area - similar to what Oak Street does now. Furthermore, proper development of a pedestrian mall from the park



LEGEND

-  MAJOR STREETS
-  OFF-STREET PARKING
-  VACATED RIGHT-OF-WAY LINE
-  SETBACK LINE
-  PROPOSED RIGHT-OF-WAY LINE
-  PROPOSED PEDESTRIAN CIRCULATION
-  DIRECTION OF TRAFFIC

ROSEBURG, OREGON

CLARK-COLEMAN & ASSOCIATES
SEATTLE PORTLAND

CIRCULATION PLAN

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to the downtown and the group of public buildings would be more difficult were the bridge to be at Washington Avenue. The Douglas Avenue alignment also offers a greater possibility of eventually closing Rose Street to automobiles and developing the area between the Stephens-Pine Couplet and the Main-Jackson couplet into a pedestrian shopping area.

To summarize, the alignment of a new bridge structure at Douglas Avenue would have the following features:

- It would strengthen the present central business district as well as provide a strong peripheral element for CBD expansion.
- It permits better utilization and development of land in the explosion area and in the area west of the Railroad.
- It does not interfere with sound development of the existing CBD core.
- It is aligned with a through street.
- It connects more directly with Diamond Lake Boulevard, thus allowing greater ease of traffic flow by tourists and logging trucks.
- It permits greater utilization of high tax value land.
- It requires fewer turning movements - especially left hand turns.
- Heavy truck traffic would not have to pass through the downtown.
- It provides direct access to the beginnings of a civic center, e.g. County Court, Post Office, etc.
- It allows for a grade separation at Stephens Street in order to avoid major traffic delays.

C. Circulation Plan

Many of the planning considerations which were elements of the report on the bridge alignment pertain to this section also, but will not be repeated. In preparing a plan for traffic circulation, the functional role of streets and trafficways should be stressed. The efficient movement of people and goods is most important. This plan for the core area of Roseburg is shown on Map 7.

There are three major goals which act as a frame of reference in planning for traffic circulation in the core area of Roseburg. The first goal

is to facilitate the efficient movement of people and goods between the core area and other points. The second goal is to alleviate vehicular congestion in the central business district. The third goal is the separation of all traffic by type and by function - that is to say, pedestrian movement should be as safe from vehicular movement as possible; and through-traffic should be able to move freely around the CBD, while at the same time permitting ease of entry for traffic destined for the core area.

The circulation plan which is proposed for the Roseburg core area is, in effect, a modified perimeter or loop plan. The bridge proposal at Douglas Avenue forms the northern leg of the loop, Mosher forms the southern leg, and two one-way couplets from the eastern (Main and Jackson) and western (Pine and Stephens) legs of the loop. The following table notes the proposed direction of flow on downtown streets.

TABLE XIV

PROPOSED DIRECTION OF TRAFFIC MOVEMENT

<u>Street</u>	<u>Direction</u>
Mosher	East & West
Lane	West
Cass	East
Oak	West
Washington	East
Douglas	East & West
Pine	South
Stephens	North
Rose	North & South
Jackson	South
Main	North
Kane	North & South

Basically, this theme of traffic separation does little to alter the present downtown street pattern. By reversing the direction of traffic flow on some of the east-west streets, four improvements would result:

1. There would be direct access between the new bridge ramps and those parking lots in the northwest quadrant of the core.
2. Along with the Stephens-Pine couplet, a better utilization of land (by improving accessibility) in the southwest quadrant is possible.
3. The new directional movement would function more harmoniously with the fringe parking lots.
4. This would permit three equi-distant entrances from the Stephens-Pine couplet into the central business district.

Because of the magnitude of traffic on Stephens and Pine, and because they could be widened, it seemed best to carry traffic between West Roseburg and the core area over this improved couplet. This couplet plus the Main-Jackson couplet would permit uncongested traffic movement around the central business district. Other considerations which are reflected in the circulation plan are:

- Second to U.S. 99, the Stephens-Pine couplet would carry the largest volume of north-south traffic.
- Better access is provided to the light manufacturing development between Pine and the Railroad.
- An underpass of the Railroad is provided at Mosher. This would permit good, safe vehicular access between the CBD and the proposed garden apartment and Memorial Park developments to the west of the Railroad.
- Diamond Lake Boulevard is realigned between Stephens and Jackson, and the right-of-way is increased to 100 feet.

The parking situation in the core area of Roseburg will become even more critical after new development starts in the blast area. Presently a shortage of spaces exists. As the central business district grows, sufficient, well-located, off-street parking space will become an even greater premium. Currently, there exist 987 curb stalls and 1,168 off-street spaces. By assessing the current demand based on even the most minimal national standards, an additional 793 spaces are needed.

For a central business district to function properly, the street system, the parking provisions, pedestrian movement, and the commercial establishments must all be in proper balance and relationship. Therefore, the majority of additional off-street parking lots have been located near the fringes of the downtown - placed between the heavy peripheral traffic movement, and the stores and shoppers' malls. With the growth of the CBD projected to 1980, it is estimated that 7.8 acres of parking space in addition to the present demand will be needed. Although the present and proposed parking demands will total approximately 18 acres of land, an engineering study might reveal that some of the parking spaces should be supplied by multi-level parking garages.

Since customers are people and not automobiles, it becomes apparent that much in the way of customer satisfaction could be derived from a revitalization of most of the downtowns in the nation. People like to browse and shop in a pleasant atmosphere. Taking a cue from the outlying, planned shopping centers, many cities are developing pedestrian malls in their central business districts.

Because of the handsome setting which Roseburg enjoys, pedestrian malls or ways would be doubly advantageous. For the customer and the proprietor, additional aesthetic and purchasing rewards would increase.

In order to inspire greater pedestrian activity, walking must offer enjoyment. Thus, pedestrian ways have been proposed in portions of the core area which offer much to the strolling shopper. The proposed pedestrian ways include:

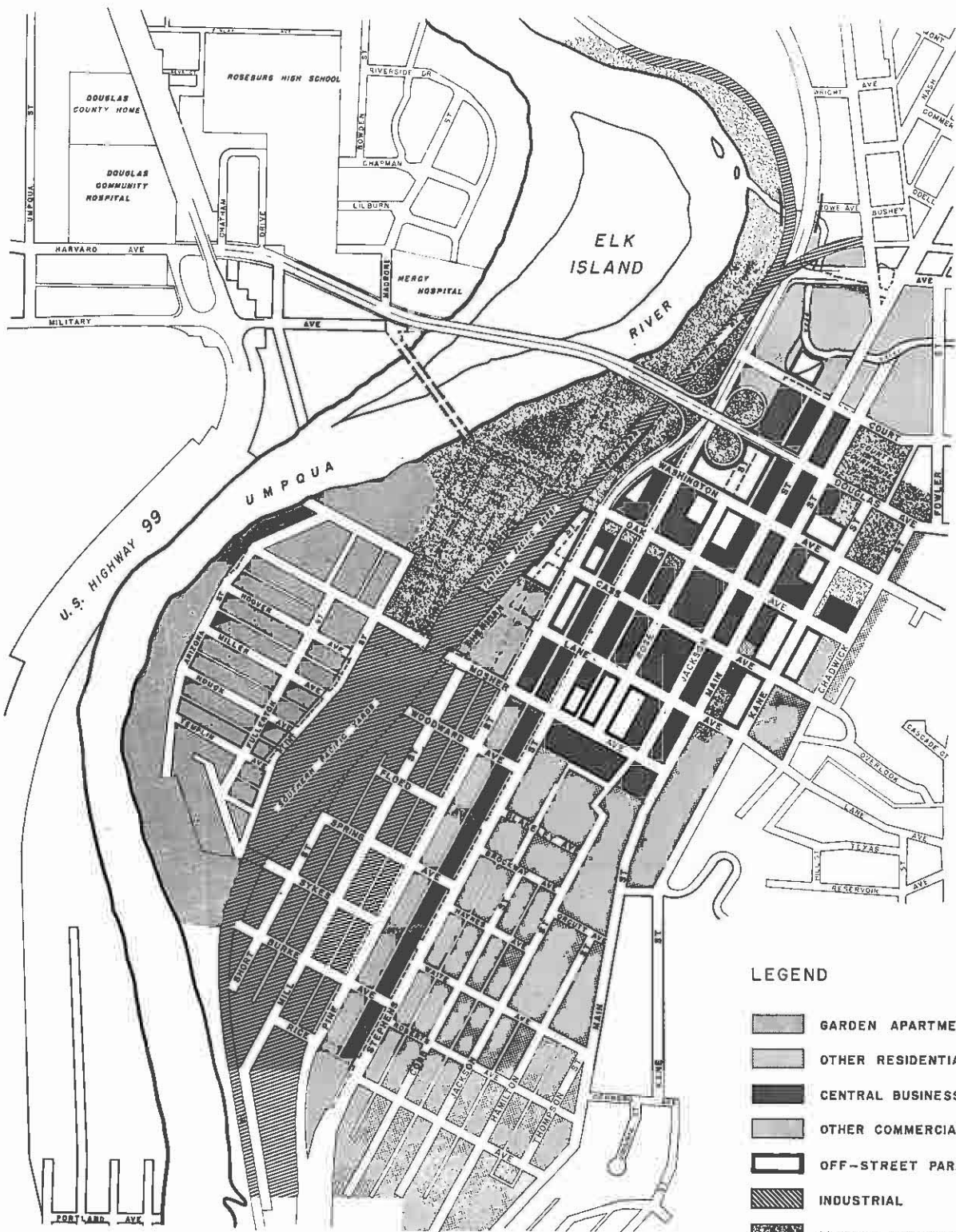
- Oak Street between the CBD, the public buildings, and Memorial Park
- Rose Street, eventually, a north-south shoppers' mall
- Along the east bank of the River, between Memorial Park and Gaddis Park

D. Land Use Plan

In order to accurately forecast the future space allocations of land use within an urban region or the core area of that region, the consultant must analyze a large inventory of data. Fortunately, a good supply of data on existing conditions in Roseburg was available. One of the few major elements of knowledge which was not in existence, however, was a thorough market analysis on commercial and residential opportunities.

Thus, the projections on commercial activity were made in light of the existing features of downtown Roseburg - floor space, retail sales, etc. and an apportionment projection related to population growth forecasts and the pro rata share of the CBD 's commercial activity to the remainder of the urban area, the County, and the State.

As can be noted from Table XV on page 25, an additional 12.6 acres of floor space devoted to central business district functions will be developed by 1980. This projection reflects the continuation of the Roseburg CBD as the dominant trading center in the County. By 1980, the "Trade Area" population of Roseburg should reach 51,200 people or approximately 60% of the 98,000 people living in Douglas County. Also projected to 1980, was the need for 80,000 square feet of office space for professional and governmental workers. Thus, the combined growth projections reflect a need for an additional 50 to 60 percent of land used for core area functions. This projection is the basis for the land use proposals on Map 8. This projection also becomes a major factor in the more favorable location of Douglas Avenue as the place for the new bridge alignment.



LEGEND

- GARDEN APARTMENTS
- OTHER RESIDENTIAL
- CENTRAL BUSINESS DIST.
- OTHER COMMERCIAL
- OFF-STREET PARKING
- INDUSTRIAL
- PUBLIC & SEMI-PUBLIC

ROSEBURG, OREGON

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LAND USE PLAN

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TABLE XV

SUMMARY OF FLOOR SPACE SUPPLY - ROSEBURG CENTRAL BUSINESS DISTRICT: 1959-1980

<u>1958 Supply in Sq. Ft.</u>	<u>Commercial*</u>	<u>Office*</u>	<u>Hotel</u>	<u>Total*</u>
1st Floor	828,910	116,750	35,200	980,860
2nd Floor	43,645	85,210	26,800	155,655
3rd Floor & Higher	- -	18,800	47,800	66,600
TOTAL	872,555	220,760	109,800	1,203,115

*Includes vacant offices (13,445 sq. ft.) and vacant stores (33,230 sq. ft.)

1980 Supply in Sq. Ft.

1st Floor	1,297,215	169,275	62,640	1,529,130
2nd Floor	68,275	135,420	52,200	255,895
3rd Floor & Higher	- -	33,855	93,960	127,815
TOTAL	1,365,490	338,550	208,800	1,912,840

1958 Supply in Acres

1st Floor	19.0	2.7	0.8	22.5
2nd Floor	1.0	2.0	0.6	3.6
3rd Floor & Higher	-	0.4	1.1	1.5
TOTAL	20.0	5.1	2.5	27.6

1980 Supply in Acres

1st Floor	29.8	3.9	1.4	35.1
2nd Floor	1.6	3.1	1.2	5.9
3rd Floor & Higher	-	0.8	2.1	2.9
TOTAL	31.4	7.8	4.7	43.9

The space requirements for off-street parking, in light of the growth of the central business district, are shown on Tables XVI and XVII on the following page. Thus, the requirements which the land use plan are to meet begin to take shape as the two major elements are defined.

TABLE XVI

PROPOSED PARKING STANDARDS FOR ROSEBURG*

Type of Use	Requirements						
Commercial	1	car	space	for	500	sq. ft.	floor space
Office	1	"	"	"	400	"	"
Hotel	1	"	"	"	each	3	guest units
Apartments	1	"	"	"	each	3	guest units
Light Manufacturing	1	"	"	"	700	sq. ft.	floor space
Other non-residential	1	"	"	"	700	sq. ft.	floor space

(Roseburg average, 1959, - 1 car space = 240 sq. ft.)

*Baker and Funaro, Parking, Reinhold Publishing Corp., New York, 1958
and "Planning and Zoning Code for Portland", October 1957.

TABLE XVII

EXISTING AND PROPOSED PARKING FOR ROSEBURG

Amounts Needed	1959 Existing	1959 Demand*	1959 Pro- posed Add.	1980 Demand	Proposed Add. over 1959 Existing	1980 over 1959 Demand
<u>Spaces</u>						
On-street	987	987	-	987	-	-
Off-street	<u>1,168</u>	<u>1,961</u>	<u>793</u>	<u>3,373</u>	<u>2,205</u>	<u>1,412</u>
TOTAL SPACES	2,155	2,948	793	4,360	2,205	1,412
<u>Square Feet</u>	267,100	470,640	190,320	809,520	529,200	338,880
<u>Acres</u>	6.1	10.8	4.7	18.6	12.1	7.8

*Excludes demand by single and two-family residential uses.

By coordinating the circulation plan - both vehicular and pedestrian traffic - with the major elements of the land use plan for the devastated area, an overall plan which can be both imaginative and realistic begins to take shape.

Supplemented by the pedestrian malls (or greenways), a third major element of the land use plan is a Memorial Park. By locating the Park south of the new bridge, west of the central business district, and on the east bank of the River, it occupies an area of central focus on a beautiful site that is readily accessible by a majority of people, and yet is so located as to make shoddy commercialization of it very difficult.

It is recommended that the Park be accorded proper landscape design. A memorial sculpture might be placed in a chapel-like setting. It would seem appropriate for the lumber industry to display technological advances in both continuing and annual exhibits.

What a wonderful opportunity to redevelop the core area into a place which would provide an aesthetic experience for the residents, as well as a dynamic showcase for visitors; an opportunity to revitalize the downtown, build exciting new structures, develop a fitting Memorial Park, ensure the natural character of Elk Island, and join together all of these elements with vehicular and pedestrian thoroughfares.

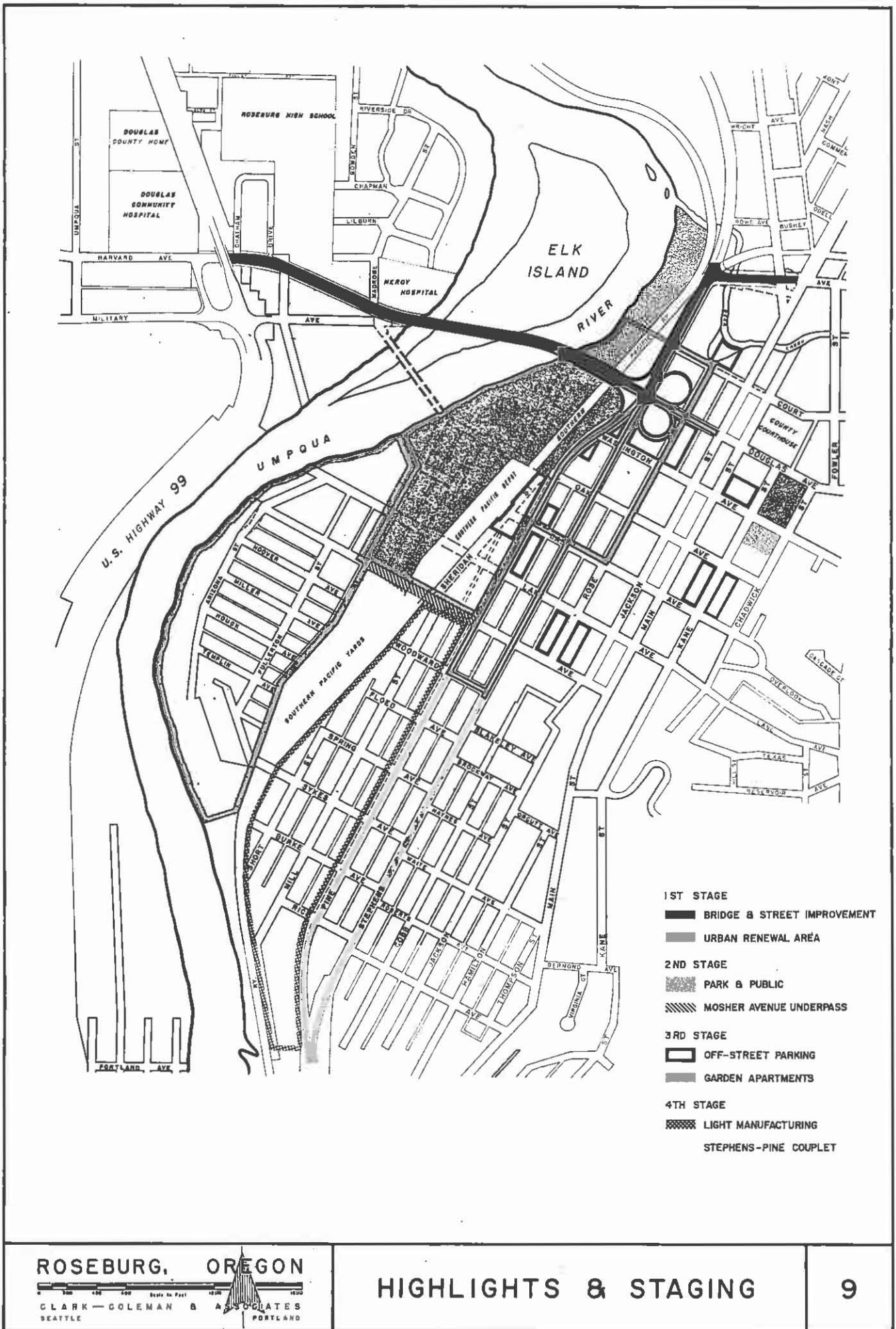
The further development of a public building complex around the County Court seems desirable. A new City Hall is needed. The new Post Office is under construction. A number of churches are presently located in the vicinity. Thus, this portion of the core area might well develop into a center of civic affairs. The complex of buildings would handsomely flank the approaches of the Douglas Avenue bridge. It would also serve as an inspiring terminus to pedestrian walk-ways, both from the central retail area on a north-south axis, and from Memorial Park, on an east-west axis.

Questions have been raised as to the use of the remainder of the land between the Southern Pacific Railroad and the South Umpqua River. It is readily apparent that this is a prime piece of land, strategically located, and occupying a dramatic site with many lovely vistas. Residential and manufacturing development were the two uses which have been given the most consideration, for the commercial core should not skip across the Railroad. Its expansion should most logically occur in a northerly direction. Light manufacturing uses were considered, but until a marketability study is made which would show a contrary projection, it would seem that there is not sufficient growth potential of light industry in the area to warrant such a large and fine site. Thus, light industry was proposed for an adequate and logical area to the south of the CBD adjacent to the Railroad.

It is proposed that the highest and best use of the land between the Railroad and the River would be for well-designed, low density, garden apartments. Once again, lack of a housing vacancy rate inventory makes present

recommendations a little more subjective, but it appears that the development of a garden apartment tract in Roseburg would be a wonderful addition to the community, and would provide the private developer with a sizeable market. This market could be derived from a number of sources, such as short-term transient employees and their wives; young, single adults who are employed in the central core area; young couples who as yet have not started their families; and elderly individuals or couples who no longer want to maintain a large house, and yet desire to be near the conveniences and excitement of the downtown area.

The residents of this development would probably not have many children, so that the lack of an elementary school facility is not a major concern. In any event, the proposed Mosher Avenue underpass would provide safe passage through the Railroad yards between the garden apartment area and the facilities on the eastern side of the Railroad.



V. IMPLEMENTATION OF THE PLAN

A. Inventory of Proposed Improvements

When large areas of a city are structurally altered, there are three vital elements which must be present if the rebuilding process is to occur. The City of Roseburg has shown its ability to supply two of these elements - cooperation and coordination. However, in terms of readily available capital - the third element - the City has only a very limited supply.

Nonetheless, from the amount of cooperation which has been evidenced to date, and from additional pledges of cooperation, it appears that the financing of the Plan can be managed. Such a task will not be easily accomplished. It will require complete cooperation of all levels of government and of a multitude of private sources. The need for this cooperation is vividly demonstrated in the proposals contained in Maps 7, 8 and 9 and in Table XVIII on page 30.

Ten million dollars will be needed to rebuild the devastated area. These costs which are shown in Table XVIII are only general estimates, but nevertheless, this total is a large amount of money even by current standards. Approximately fifty percent of the total must be supplied by public agencies; the remaining half by private parties' investments in new utilities and buildings. Both public and private investments would undoubtedly show a "profit" within a few years.

B. The Role of Private Interests

Can the rebuilding of the disaster area be done entirely by private capital? If many conditions are favorable, the answer is a very qualified "Yes". The Golden Triangle in Pittsburgh and the Lloyd Center in Portland are two outstanding examples of urban redevelopment which was accomplished completely by private enterprise. However, millions of dollars and several years were available in which to plan, to acquire land, and to start construction. These conditions are not simultaneously available in Roseburg. Large sums of private capital will be needed to build the commercial buildings, but to do a thorough job, it is needed immediately. The City cannot afford to delay; property owners in the distressed area cannot wait indefinitely for relief; and neither should the taxpayer be expected to carry the additional burden of 60 to 70 acres of unproductive core area land for the next five to ten years.

One of the functions of this Plan is to indicate the future pattern of streets and land uses in the disaster area so that the property owners affected would have before them a guide to the City's development policy. If the property owners could delay rebuilding until new streets and utilities are in place, it would be most desirable. It is recognized that any further delay

TABLE XVIII

APPROXIMATE COST AND SPONSORSHIP OF CORE AREA IMPROVEMENTS*

<u>Item</u>	<u>Approximate Cost</u>	<u>Sponsorship</u>
Mosher Avenue underpass	\$ 200,000	City and Southern Pacific
South Umpqua flood control	Undetermined	State and Federal
Memorial Park - plant materials & walkways	\$ 70,000	City and private
Douglas Avenue bridge	\$3,000,000 +	County, City and State
Elk Island improvements	Undetermined	County and City
Water mains and hydrants	\$ 40,000	Oregon Water Corporation
Telephone service	\$ 80,000	Pacific Telephone & Telegraph
Gas mains	\$ 20,000	California Pacific Utilities
Electric service	\$ 150,000	California-Oregon Power Co.
Urban renewal	\$1,100,000	2/3 Federal share
	\$ 550,000	1/3 Local share
- Survey & planning	\$ 100,000	
- Administration	200,000	
- Land acquisition	3,000,000	
- Streets	200,000	
- Sewers	100,000	
- Misc. improvements	100,000	
- Interest, inspection & contingencies	200,000	
Gross cost	3,900,000	
Resale of land	<u>2,250,000</u>	
Net cost	\$1,650,000	
Memorial Park - sculptured commemorative and lumber technology exhibit	Undetermined	Lumber industries
New commercial structures	\$5,000,000 +	Private individuals or groups

*Rough cost estimates from relevant representatives

might cause a severe hardship to a few of the businessmen. But it is ardently recommended that they rebuild in accordance with City policy. When the major construction boom occurs (below and above grade), they will then realize only a minimum of inconvenience and disruption. If there is complete cooperation and coordination, much of the reconstruction can be underway or completed during 1961. This date is not unrealistic if the City immediately applies for urban renewal assistance for the area as shown on Map 9; if there is agreement on the bridge location; and if engineering studies and drawings are started in a few months.

Should the other private interest groups delay action? The answer is, "Definitely, No". Reconstruction funds will be needed in large amounts. A private development corporation should be formed in order to coordinate the raising and disbursement of private capital. If the disaster area is to be rebuilt as a showplace of the "Timber Capitol of the Nation", many business interests from throughout the nation will want to invest in the development. Furthermore, plans and designs for buildings, grounds, and other aesthetic forms must be prepared. The proper preparation of these drawings and blueprints takes time, and if major reconstruction is to begin in one or two years, architects, engineers, landscape architects, and artists should be retained immediately. Complete cooperation is needed between the lumber interests, the private utilities, and private developers. In this matter, the press, radio and television could perform a positive service.

C. The Role of Public Agencies

In order to implement efficiently this Plan, or any plan for major reconstruction, the governmental agencies which are involved must coordinate their efforts to develop a joint policy which establishes their respective and collective goals and functions. Most of the elements for reconstruction which have been prepared in this report are repeated in the SUMMARY OF RECOMMENDATIONS, on Map 9, HIGHLIGHTS AND STAGING, and on Table XVIII. The need for policy decisions and the allocation of responsibilities to City, County, State or Federal agencies is urgent. During these next few months while the private interests are marshalling their resources in order to rebuild, the various levels of government must meet to agree, and to act on the elements of reconstruction which are public responsibilities.

Douglas County has an important role in the development of the new bridge. Furthermore, it might participate in the joint development of Elk Island for park purposes. The State of Oregon could make major contributions to the prevention of flooding by the South Umpqua River and also to the development of the new bridge. The Federal government might be a major resource in flood control work and, of course, would contribute two-thirds of the cost of an urban renewal project.

The City of Roseburg could function very appropriately as the coordinating agency and provide liaison between the four levels of government and the private sponsors. The City would assume joint responsibility for the development of Memorial Park, the Mosher Avenue underpass, the new bridge, and improvements to Elk Island. It would have the sole responsibility for amending the zoning ordinance. Amendments should be made to the administrative procedures and the restrictions pertaining to apartment and light manufacturing development. Off-street parking requirements should be added.

A major role for the City to fulfill is the initiating of an urban renewal program. There is an urgent need for site improvements, reconstruction coordination, eminent domain procedures and fair market value awards to distressed property owners. All of these items require City funds, which currently are not available. By means of an urban renewal program, the Federal government would pay for two-thirds of the net project cost (see Table XVIII). The Urban Renewal Administration would advance funds to cover the cost of detailed site plans, surveys, and appraisals. The City would not be committed to urban renewal during the initial stage - up to the final public hearings and the decision on the final plan by the Council. The cost of streets and public utilities would be shared; that portion borne by the City would defray the final one-third cash share, leaving the City with a cash responsibility of possibly only two or three hundred thousand dollars.

If an amendment to the State constitution receives a majority of voter approval in the November, 1960 election, Oregon cities can finance their share of urban renewal projects from the additional tax revenues which result from the increased valuation of the areas which have been redeveloped. Experience has shown that core area renewal projects usually realize three to five times the amount of former taxes after renewal. Thus, the City would not have to provide additional cash if this measure is passed. Within less than ten years after rebuilding, the City's share will have been paid and the tax increment then will revert to the City, County and School Districts.

This, then, is the Plan and the suggestions for its implementation. Unquestionably, the spirit to rebuild dramatically the area of devastation is present in this community, which boasts to be the "Timber Capitol of the Nation".

VI. SUMMARY OF RECOMMENDATIONS

The graphic summarization of major recommendations together with suggestions for a time sequence of development are shown on Map 9. The following list of recommendations summarizes the previous portions of the report.

1. Prepare a Workable Program for urban renewal.
2. Submit a Survey and Planning Application for urban renewal assistance.
3. Construct a four-lane bridge at Douglas Avenue.
4. Provide ramp connections at Douglas Avenue bridge with Stephens-Pine couplet.
5. Develop two one-way couplets along Main and Jackson and Stephens and Pine.
6. Revise one-way circulation system in the Central Business District.
7. Develop a Central Business District traffic loop along Douglas Avenue, Mosher Avenue and the two one-way couplets.
8. Widen Stephens, Pine and Court Streets.
9. Realign Diamond Lake Boulevard between Jackson and Stephens Streets and increase the right-of-way to 100 feet.
10. Close Rose Street between Court and Washington Avenues.
11. Provide additional off-street parking to meet 1959 and 1980 demands.
12. Develop pedestrian malls along Oak Street (between the CBD, the public buildings, and Memorial Park); Rose Street (between Lane and Washington Avenues); and along the east bank of the South Umpqua River (between Memorial and Gaddis Parks).
13. Develop the east bank of the South Umpqua River (south of the Douglas Avenue bridge and west of the CBD) into a Memorial Park.
14. Broaden and stabilize the economy by increasing the manufacture of wood by-products and the manufacture of implements for lumber cutting and processing.
15. Encourage annual exhibits in Memorial Park which will depict technological advances in the lumber industry.
16. Develop a public buildings complex around the County Courthouse.

17. Allow light industrial land use to locate south of the Central Business District, adjacent to the railroad.
18. Develop the area between the railroad and the South Umpqua River into a low density, garden apartment complex.
19. Provide pedestrian access through the Park, across the bridge to West Roseburg and Elks Island.
20. Provide a pedestrian underpass of the Railroad at Oak Street.
21. Provide an auto and pedestrian underpass of the Railroad at Mosher Avenue.

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- Commonwealth, Incorporated
- General Adjustment Bureau
- Dooley & Company
- Richard J. Neutra, Architect
- Professor Roy B. Sawhill, Traffic Engineering Consultant

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