

ROSEBURG CITY COUNCIL AGENDA – JULY 12, 2021

City Council Chambers, City Hall

900 S. E. Douglas Avenue, Roseburg, OR 97470

Public Access:

City website at <https://www.cityofroseburg.org/your-government/mayor-council/council-videos>

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Comments on Agenda Items and Audience Participation can be provided in person or by email. See next page for instructions on how to participate in Council meetings.

7:00 p.m. Regular Meeting

1. Call to Order – Mayor Larry Rich

2. Pledge of Allegiance

3. Roll Call

Shelley Briggs Loosley
Sheri Moothart

Beverly Cole
Brian Prawitz

Bob Cotterell
Patrice Sipos

Alison Eggers
Andrea Zielinski

4. Mayor Reports

A. Parks and Recreation Month Proclamation

5. Commission Reports/Council Ward Reports

6. Audience Participation – In Person/See Information on the Reverse

7. Special Presentation

A. Roseburg Public Library RARE Participant Presentation by Katie Fischer

8. Consent Agenda

A. Minutes of June 28, 2021 Meeting

9. Public Hearing

- A. Ordinance No. 3563 – Amending a Portion of the City's Zoning Map from C3 (General Commercial) to Central Business District (CBD), First Reading
- B. Resolution No. 2021-17 – Supplemental Budget Establishing the American Rescue Plan Act Special Revenue Fund and Making Appropriation Revisions, Fiscal Year 2021-22

10. Ordinances

A. Ordinance No. 3562 – Vacating a Portion of NE Crescent Street Right-of-Way in the City of Roseburg, Second Reading

11. Department Items

12. Items from Mayor, City Council and City Manager

13. Adjourn

14. Executive Session ORS 192.660(2)(d) – IAFF Labor Negotiations

15. Executive Session ORS 192.660(i) – City Manager Evaluation

Informational

A. City Manager Activity Report

AUDIENCE PARTICIPATION INFORMATION

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

Comments may be provided:

- In person during the meeting in the Council Chambers, Roseburg City Hall, 900 SE Douglas Ave.
- Email by sending an email by 4:00 p.m. the day of the meeting to info@cityofroseburg.org

Provide your name, address, phone number and which item on the agenda you wish to speak.

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

TIME LIMITATIONS

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

A total of 30 minutes shall be allocated for the "Audience Participation" portion of the meeting.

CITIZEN PARTICIPATION

- Anyone wishing to speak regarding an item on the agenda may do so when Council addresses that item.
- Anyone wishing to speak regarding an item on the Consent Agenda, or on a matter not on the evening's agenda, may do so under "Audience Participation."

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

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

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

The City Council meetings are on Facebook Live and available to view on the City website the next day at: <https://www.cityofroseburg.org/your-government/mayor-council/council-videos>

The full agenda packet is available on the City's website at: <https://cityofroseburg.org/your-governement/mayor-council/council-agendas>.

PROCLAMATION

CITY OF ROSEBURG, OREGON

PARKS AND RECREATION MONTH

WHEREAS: Our parks and recreation are vitally important to establishing and maintaining the quality of life in our communities, ensuring the health of all citizens, and contributing to the economic and environmental well-being of a community and region; and

WHEREAS: Parks and recreation programs build healthy, active communities that aid in the prevention of chronic disease, provide therapeutic recreation services for those who are mentally or physically disabled and also improve the mental and emotional health of all citizens; and

WHEREAS: Parks and recreation programs increase a community's economic prosperity through increased property values, expansion of the local tax base, increased tourism, the attraction and retention of businesses, and crime reduction; and

WHEREAS: Parks and recreation areas are fundamental to the environmental well-being of our community. They improve water quality, protect groundwater, prevent flooding, improve the quality of the air we breathe, provide vegetative buffers to development and protect habitat for wildlife; and

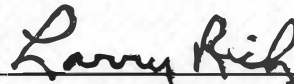
WHEREAS: Our parks and natural recreation areas ensure the ecological beauty of our community and provide a place for children and adults to connect with nature and recreate outdoors; and

WHEREAS: The City of Roseburg recognizes the benefits derived from parks and recreation resources;

NOW, THEREFORE, I, Larry Rich, Mayor of the City of Roseburg, do hereby proclaim July 2021 as

PARKS AND RECREATION MONTH

DATED this 12th day of July 2021.


Larry Rich, Mayor





**MINUTES OF THE REGULAR MEETING
OF THE CITY COUNCIL MEETING
June 28, 2021**

Mayor Rich called the regular meeting of the Roseburg City Council to order at 7:01 p.m. on June 28, 2021 electronically via Zoom in Roseburg, Oregon. Councilor Cotterell led the Pledge of Allegiance.

ROLL CALL

Present: Councilors Shelley Briggs Loosley, Beverly Cole, Bob Cotterell, Alison Eggers, Sheri Moothart, Brian Prawitz, Patrice Sipos and Andrea Zielinski.

Absent: None

Others Present: City Manager Nikki Messenger, Assistant City Manager/City Recorder Amy Sowa, City Attorney Jim Forrester, Associate Planner John Lazur, Finance Director Ron Harker, Public Works Director Brice Perkins, Communications Specialist Suzanne Hurt, and Management Assistant Autumn David.

MAYOR REPORTS

Mayor Rich recognized Mahala Norris, 2016 Roseburg High School graduate, who recently won the Women's 3,000-meter steeplechase title during the final day of the NCAA Outdoor Track and Field Championships. Ms. Norris recorded the sixth fastest time in NCAA history and became the first Air Force Academy female to claim a Division One National Title in a running event. Councilor Moothart added that Ms. Norris participated in the Olympic Trials at Hayward Field in Eugene, Oregon.

AIRPORT COMMISSION CHAIR APPOINTMENT

Mayor Rich appointed Councilor Sipos as the new Airport Commission Chair.

SHAVED ICE UPDATE

Mayor Rich read aloud an update on Wai Lani Shaved Ice regarding the permitting process.

WARD REPORTS

Councilor Zielinski reported she visited the Cooling Center at the Roseburg Senior Center and applauded all staff and volunteers who contributed in any way. She shared her experience with the homeless population while volunteering and thanked the Senior Center, Roseburg Dream Center, ADAPT, Douglas Public Health, Salvation Army, United Way, Abby's Pizza, HIV Alliance, Grocery Outlet and the entire community for their involvement. In response to Mayor Rich, Zielinski stated the Senior Center was shut down for COVID and kick off to open back up as a Senior Center was July 3, 2021.

AUDIENCE PARTICIPATION

No one requested to speak during audience participation.

CONSENT AGENDA

Councilor Cotterell moved to approve the following Consent Agenda items:

- A. Minutes of June 14, 2021 Special Meeting
- B. Minutes of June 14, 2021 Meeting

C. Minutes of June 21, 2021 Special Meeting

D. OLCC Limited On-Premises Sales for Tengu Sushi & Seafood Buffet LLC located at 1350 NE Stephens Street, Suite 1

The motion was seconded by Councilor Briggs Loosley and approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one vote no.

PUBLIC HEARING – RESOLUTION NO. 2021-15 – SUPPLEMENTAL BUDGET AND APPROPRIATION REVISIONS FOR THE GENERAL, LIBRARY SPECIAL REVENUE, HOTEL/MOTEL TAX, STREETLIGHT/SIDEWALK AND THE ECONOMIC DEVELOPMENT FUNDS, FISCAL YEAR 2020-21

Mayor Rich opened the Public Hearing at 7:19 p.m. regarding the Supplemental Budget and Appropriation Revisions. Mr. Harker reported an appropriation was an authorization granted by the governing body to make expenditures and to incur obligations for specific purposes. The method used to amend the budget was determined by the budgetary change needed. If the change involved new appropriations and increased revenues, a new fund, or a new appropriation category or the use of reserved for future expenditure funds, a supplemental budget was usually required. If the change was a transfer of appropriation authority (and the corresponding resources) from one fund to another, or within the same fund, then a resolution transfer was allowed.

Oregon Community Foundation Grant Award (Supplemental Budget action requiring Public Hearing)

Mr. Harker explained on June 9, 2021, the Oregon Community Foundation awarded the City a \$65,300 grant to fund the Library's Summer Reading Program. The grant provides funding to purchase a minivan which will be wrapped in a graphic promoting the Library program, three part-time summer reading program staff, swag, craft supplies, prizes and other materials. The minivan will be used to facilitate the program's outreach efforts to engage K-12 grade youth throughout the area.

Capital outlay and materials and services appropriations totaling \$55,500 will be assigned to the Library Special Revenue Fund. Personnel appropriations totaling \$9,800 will be assigned to the General Fund's Library Department. Revenues in both funds will be increased by a corresponding amount.

Increased Transient Lodging Taxes Projections (Supplemental Budget action not requiring Public Hearing)

RMC 9.16.170 requires that "... tax revenues received by the City, after deducting the City's cost of administration and enforcement of the tax, shall be used as follows: 57.25 percent for tourist promotion; 32.89 percent for street lights, signals and sidewalks; and 9.86 percent for economic development."

After a slow start to the 2020-2021 fiscal year's Transient Lodging Tax (TLT) collections, the last two quarters of collections have exceeded pre-pandemic receipts. The first quarter was -18% of pre-pandemic levels while the second and third quarters' collections were 20% and 28% greater than pre-pandemic levels. Based upon the last two quarters, it is reasonable to anticipate that the fourth quarter TLT receipts will be significantly greater than pre-pandemic levels once again. For budgetary purposes in ensuring that the City can comply with the required transfer requirements of RMC 9.16.170, the projected TLT revenues for the fourth

quarter is being placed at 30% greater than pre-pandemic levels. Due to the required distribution provisions of RMC 9.16.170, it is necessary to recognize the projected increase in TLT revenues so that the appropriated transfers out to the Street Light/Sidewalk and the Economic Development Funds can be increased sufficiently. It is proposed to increase tax revenues to \$1,377,800 and transfers-out to \$657,455. Additionally, transfers-in and contingency in the Street Light/Sidewalk fund and reserve for future expenditure in the Economic Development fund needs to be increased to match the transfers-out of the Hotel/Motel Tax fund.

In order to accommodate those changes, the following adjustments were proposed:

General Fund (100)

Resources

Grants \$ 9,800

Expenditures (Library Department)

Personnel \$ 9,800

(Equal changes in resources and expenditures maintain a balanced budget)

Library Special Revenue Fund (270)

Resources

Grants \$ 55,500

Expenditures

Materials and Services \$ 13,000

Capital Outlay \$ 42,500

Total: \$ 55,500

(Equal changes in resources and expenditures maintain a balanced budget)

Hotel/Motel Tax Fund (240)

Resources

Taxes \$ 137,800

Expenditures

Transfers-out \$ 137,800

(Equal changes in resources and expenditures maintain a balanced budget)

Street Light/Sidewalk Fund (290)

Resources

Transfer from Hotel/Motel Tax Fund \$ 106,106

Expenditures

Contingency \$ 106,106

(Equal changes in resources and expenditures maintain a balanced budget)

Economic Development Fund (230)

Resources

Transfer from Hotel/Motel Tax Fund \$ 31,694

Expenditures

Reserve for Future Expenditure \$ 31,694

(Equal changes in resources and expenditures maintain a balanced budget)

As no one wished to speak, Mayor Rich closed the Public Hearing at 7:26 p.m. Councilor Cotterell moved to adopt Resolution No. 2021-15, entitled, "A Resolution Authorizing a Supplemental Budget and Budget Appropriation Revisions for Fiscal Year 2020-21." The motion was seconded by Councilor Prawitz. Councilor Prawitz stated it was widely unknown how the hotel/motel funds would be effected by the pandemic and this is great news. The motion was approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one voted no. Mayor Rich declared Resolution No. 2021-15 as adopted.

PUBLIC HEARING CONTINUATION – ORDINANCE NO. 3562 – NE CRESCENT STREET
RIGHT-OF-WAY VACATION, FIRST READING

Mayor Rich opened the Public Hearing Continuation at 7:28 p.m. regarding the NE Crescent Street Right-of-Way (ROW) vacation. Mr. Lazur reported that based on records contained within the Administration office, staff was able to determine that within the last 14 years, fourteen ROW vacation applications have been approved by Council. Eight of these vacations would be considered minor ROW vacations, in which only a small fragment of ROW was vacated as a result of an encroachment or similar type of situation. In these cases, an appraisal was not required and therefore no value was assigned to the ROW being vacated. The other six ROW vacations were larger in size and significant enough, in most situations, to require an appraisal. The first item on the list was Mr. Beckley's request to vacate NE Crescent St. This request was listed first, in order to assist in comparing to previous vacation approvals.

1. Beckley; NE Crescent St Vacation – Ord. 3562

- Zoning: General Commercial (C3)
- Size of Area Vacated: 23,630 Sq. Ft.
- ROW Description: Undeveloped, 50' wide ROW access to Garden Valley Blvd., sloping with portions greater than 25%.
- Appraisal: An appraisal was submitted utilizing the "across the fence" method, indicating a value of \$80,000. Staff is recommending Council assess a value of \$79,496 based upon the submitted appraisal.

2. Hanna; Cecil/Bethel/Rutter Vacation – Ord. 3471, Adopted 8/25/2016

- Zoning: General Commercial (C3), Mixed Use (MU)
- Size of Area Vacated: 46,699 Sq. Ft.
- ROW Description: 40' wide and varying lengths, unimproved, no encroachment, public and private utilities exist, completely surrounded by Hanna ownership
- Appraisal: An appraisal was required for this vacation. The valuation method utilized within the appraisal is referred to as the "public interest value" method. The appraisal indicates, *"In this appraisal assignment, the client has engaged the appraiser to provide an opinion of **public interest value** in the three public street right-of-ways that are subject of this appraisal. Since most appraisal assignments for real property ask for market value, it is incumbent upon the appraiser to be sure the user of the report is not confusing market value with any other value such as public interest value. As a result, we are stating the requested value parameter of our engagement in this section of the report which is **public interest value** and not market value in order for the user to understand the format and analysis presented in this appraisal."* This method established a value of \$0 on 9/11/2015.

3. Roseburg Rescue Mission; Sheridan Alley Vacation – Ord. 3451, Adopted 7/13/2020

- Zoning: General Commercial (C3)
- Size of Area Vacated: 1,508 Sq. Ft.
- ROW Description: Building encroachment, developed/paved, 17' wide alley ROW with access to SE Lane Ave., utilities underground (gas), completely surrounded by Roseburg Rescue Mission. Area was gated and used as courtyard for at time of vacation for those utilizing the Roseburg Rescue Mission.
- Appraisal: The value of the ROW was anticipated to be less than \$5,000 and the appraisal requirement was waived by the City Manager per RMC 4.06.070(B).

4. Malheur Ave. Vacation – Ord. 3273, Adopted 8/13/2007

- Zoning: Single-Family Residential (R6)
- Size of Area Vacated: 9,000 Sq. Ft.
- ROW Description: 60' wide x 150' long, unimproved, sloped, utilities within the ROW. PW, PP&L & RUSA easements required.
- Appraisal: An appraisal was required in which the "across the fence" method was utilized. Total value of ROW was \$6,750 on 12/27/2006. Payment was made in full by four surrounding neighbors: \$1,125 (Stark), \$1,125 (Dailey), \$1,125 (Carloni), \$3,375 (Weekly).

5. SE Oak & Cass Vacation – Ord. 3421, Adopted 1/13/2014

- Zoning: General Commercial (C3)
- Size of Area Vacated: 5,760 sq. ft. 18 x 320
- ROW Description: Alleyway between Paul O'Brien Winery and parking lot. Utilities underground (gas), easement for Roseburg Disposal access.
- Appraisal: The value of the ROW was anticipated to be less than \$5,000 and the appraisal requirement was waived by the City Manager per RMC 4.06.070(B).

6. SE Short & Burke Vacation – Ord. 3450, Adopted 10/26/2015

- Zoning: Medium Industrial (M2)
- Size of Area Vacated: 14,920 sq. ft.
- ROW Description: Unimproved portions of ROW surrounded by Umpqua Dairy ownership. ROW had been utilized as a gravel parking lot for employee parking, and was proposed to continue to be utilized for employee parking.
- Appraisal: An appraisal was completed using a "market value" method. The appraised value was determined at \$3,730 on 4/2/2015. Staff recommended Council waive any costs for the ROW as the value was lower than anticipated and the cost of paving the parking lot was \$27,685.

7. ODOT/City of Roseburg; Rast Ct. Vacation – Ord. 3276, Adopted 10/22/2007

- Zoning: General Commercial (C3)
- Size of Area Vacated: Swap ODOT to Roseburg 7,114 sq. ft., Roseburg to ODOT 7,114 sq. ft.
- ROW Description: Portion of Rast Ct. adjacent to Stephens St. next to the Public Safety Center. Utilities located ROW, including water, sewer, etc.
- Appraisal: An appraisal was completed utilizing "sales comparison approach" method. The value of the ROW was \$115,000. City paid for appraisals, but properties were traded and of equal value.

Mr. Lazur stated that based on the appraisal submitted by the applicant and the analysis provided in the previous Council memo dated June 14, 2021, staff recommended Council assess \$79,496.00 for the entirety of the vacated ROW: \$50,050.75 should be assigned to TerraFirma and \$29,445.25 should be assigned to RUSA.

Councilor Eggers thanked Mr. Lazur for the information provided and stated after listening to the presentation last meeting and looking at the county comparators provided in the attachments, it seems Council has made adjustments in the past to accept a reduced amount. In this situation, some of the land is unusable and Council should look at each situation uniquely. Councilor Cotterell stated he was willing to go down on the price to vacate the ROW but reiterated that Mr. Beckley hired the appraiser who determined the value of the property and he brought that appraisal to Council. Councilor Cotterell suggested reducing the assessed value by the amount Mr. Beckley paid for the appraisal. In response to Councilor Moothart, Mr. Lazur stated the appraisal process depends on each individual appraiser; a professional appraiser is used and have their standard procedure to determine the best method to assess value to a property. Councilor Moothart said she did not understand how an \$80,000 value was assessed upon unbuildable land. In response to Councilor Moothart, Ms. Messenger stated the property behind TerraFirma runs uphill substantially and Casa de Belen is located on the property beyond that. Councilor Sipos stated she agreed with Councilor Moothart. In her opinion, it would be excessive to assess such a value to a property that had no prior interest.

In response to Councilor Prawitz, Mr. Beckley stated he did not have the cost of the appraisal available but could obtain it if needed. Councilor Prawitz stated he was in agreement with Councilor Moothart and Councilor Sipos. Additionally, the property is not currently generating a tax revenue and would begin generating taxes should TerraFirma acquire the land. He sees great value in retaining such a large employer in the community. Councilor Briggs Loosley asked Council if they want to encourage or discourage businesses.

Mayor Rich noted it appears there is a pattern if an appraisal comes in at \$5,000 or less Council has waived the fee; if the appraisal comes in above \$5,000, the applicant has had to pay. In response to Mayor Rich, Attorney Forrester confirmed Council's decision is final; previous applicants who have paid for ROW vacations have no recourse to come back to the City and request reimbursement for fees paid. In response to Councilor Cotterell, Ms. Messenger stated if Council decided on a lesser amount, staff could calculate based on square footage the charges equally between the abutting property owners. Councilor Zielinski stated, in her opinion, the \$80,000 assessed value for this property was excessive; she is pro-business and would like to see a reduced amount, if any amount assessed at all. Councilor Cole said she agreed the appraisal amount was excessive; she would prefer to reduce the price or vacate it entirely. Councilor Sipos agreed the amount was excessive and stated Council should support business growth within the community.

Mr. Beckley pointed out that the same appraiser was used to assess the value of this ROW vacation and the Hanna ROW vacation. In his recent conversations with the appraiser, he was made aware that the Hanna parcel was assessed at a \$0 value due to the legal opinion of a land use attorney who determined the land to not have a public benefit. Mr. Beckley does not see any public benefit in this parcel either; the street that was previously proposed is unbuildable by current City codes. He is trying to build \$3M worth of improvements in order to keep his business in Roseburg. Mr. Beckley added he was willing to allow any utility easements

necessary and had no issues providing access to those easements. When looking to get the parcel appraised, he researched appraisers throughout the State and found one appraiser qualified to assess the value of the property. He stated he had no influence on the appraisal and had he known about the public benefit aspect he would have paid an attorney to come up with a public benefit argument. He claimed to have requested, on multiple occasions over the last several years, previous ROW vacation records from City staff and was told the City did not have those records. He is frustrated that the City has now provided 14 examples, all but one having no value assessed. He concluded that it has been his intent to acquire and build on this parcel since his initial purchase agreement and it has taken six years to get to this point.

Ms. Messenger reported it is her understanding that Mr. Beckley purchased the property on the other side of his lot at a rate of \$2.00 per square foot. She clarified that staff was not invested in public property or trying to punish anyone; staff was following the code and the process as brought forth. Mr. Beckley agreed; he did purchase the property on the other side of his lot for around \$2.00/per square foot. He had since invested a large amount of money on improvements to the property and would spend upwards of \$55,000-\$75,000 for additional improvement costs and boundary line adjustments. The Hanna property that Council approved to give them was now worth about 1.5 million. Councilor Eggers added if Council were to vacate the ROW for \$2.00/square foot, it would cost Mr. Beckley around \$33,232.

Alex Palm, i.e. Engineering, stated of the fourteen examples given, the freshest in everyone's mind is the Hanna property, but the most similar in size, scope, and detail is the SE Short and Burke Avenue. The property is very similar in size, Umpqua Dairy requested the property for expansion, and staff recommended Council waive the cost. The City took into account the costs Umpqua Dairy would incur to pave the parking lot; the improvements Mr. Beckley will make to the property would far exceed the value of the property. In response to Mayor Rich, Mr. Beckley said he was unsure why the appraiser did not mention the public benefit argument to him; he spoke with the appraiser twice since the last meeting and to summarize the answer he received, an experienced land use attorney wrote and provided the appraiser with an exhaustive public benefit argument. Mr. Beckley suggested that land use appraisers have a professional obligation to follow certain standards and there can be some consequence when they do not follow those; however, when an attorney affords them with a significant document providing them protection, that is what they go with. Mr. Beckley stated he spoke with no less than a dozen appraisers and the appraiser he used was the only one he found in the State who said he was qualified to do that type of appraisal. Mr. Palm reiterated the appraisal was obtained through an independent third party and he nor Mr. Beckley had any influence on the results. In response to Mayor Rich, Mr. Palm stated it would be a difficult if not impossible request to have the appraisal modified.

As no one else wished to speak, Mayor Rich closed the Public Hearing at 8:15 p.m. Councilor Cotterell moved to approve the proposed NE Crescent Street Right-of-Way vacation assessing the value at \$39,748 less the amount paid for the appraisal and the assignment between TerraFirma and RUSA equally. Cotterell stated he has some empathy for taxpayers and came to the above price by cutting the appraisal in half. The motion died for lack of a second.

Councilor Prawitz moved to approve the proposed NE Crescent Street Right-of-Way vacation assessing \$1.00 for the entire ROW. The motion was seconded by Councilor Zielinski. Councilor Prawitz stated Mr. Beckley is a local business owner who had been trying to navigate through this process for six years. He feels Council has the precedent to vacate the property

at the assessed value but can also justify giving Mr. Beckley the property to ensure his business remains in Roseburg, retaining jobs within the community. In response to Councilor Prawitz, Attorney Forrester stated if a dollar amount was assigned it must be assessed to both property owners. He further clarified there are laws around Right-of-Way vacations and the City was following the law. In response to Ms. Messenger, Councilor Prawitz stated the \$1.00 is not necessary and he would propose assessing a value of \$0.00 to vacate the Right-of-Way. Discussion ensued regarding the wording for an amended motion to vacate the ROW with an assessed value of \$0.00.

Councilor Prawitz amended his motion and moved to approve the proposed NE Crescent Street Right-of-Way vacation assessing \$0.00 and splitting the ownership of Right-of-Way to the abutting property owners. The amended motion was seconded by Councilor Zielinski. Councilor Cotterell agreed with the amended motion, but mentioned Council may get push back from the public for giving away public property. Councilor Prawitz stated he would happily defend Council's decision based on the community impact to retain such a large employer. Councilor Eggers stated she thinks this is the correct decision. Councilor Moothart agreed and thanked Mr. Beckley. Councilor Sipos said she fully supports the idea of vacating the right-of-way for \$0.00. Councilor Zielinski stated she agreed and thanked Council and Mr. Beckley for moving through the process and wished them luck. The motion was approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one voted no.

Council agreed to proceed with a first reading of Ordinance No. 3562. Ms. Sowa read Ordinance No. 3562, entitled, "An Ordinance Vacating a Portion of NE Crescent Street Right-of-Way in the City of Roseburg," for the first time.

RESOLUTION NO. 2021-16 – APPROPRIATION TRANSFER FOR FISCAL YEAR 2020-21

Mr. Harker explained that in order to properly record and report the financial transactions of the foreclosed properties at 1054 NE Cedar and 154 SE Mosher, the City needed to expense the value of the properties at their Real Market Value (RMV). Since the City accepted an offer of \$100,000 for 1054 NE Cedar on June 14, 2021, the City needed to expense this property at the \$100,000 sale price. As the City has yet to receive an offer on the 154 SE Mosher property, the City needed to expense this property at the listed price of \$37,500 as set by the City's Realtor. The City's current budget does not include appropriation authority to expense these financial transactions. Consequently, an appropriation transfer of \$137,500 from the General Fund's Contingency to the General Fund's Non-Departmental's Other Requirements was required.

In order to accommodate these changes, the following adjustments were proposed:

General Fund (100)

Expenditures (Non-Departmental)

Contingency	\$-137,500
Other Requirements	\$ 137,500
(Changes in appropriations are offsetting thereby maintaining a balanced budget)	

Since the appropriation transfer is to accommodate financial disclosures there will not be any actual use of funds; consequently, there are not any detrimental financial impacts to the General Fund.

Councilor Cotterell moved to adopt Resolution No. 2021-16, entitled, "A Resolution Authorizing a Budget Re-Appropriation for Fiscal Year 2020-21." The motion was seconded by Councilor Zielinski and approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos, and Zielinski voted year. No one voted no.

ORDINANCE NO. 3560 – AMENDING A PORTION OF THE CITY’S ZONING MAP FROM C2 (COMMUNITY COMMERCIAL) TO C3 (GENERAL COMMERCIAL) – SECOND READING

Ms. Sowa read Ordinance No. 3560, entitled, "An Ordinance Amending a Portion of the City's Zoning Map from C2 (Community Commercial) to C3 (General Commercial)," for the second time. Councilor Cotterell moved to adopt Ordinance No. 3560. The motion was seconded by Councilor Eggers. Roll call vote was taken: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos, and Zielinski voted yes. No one voted no. Mayor Rich declared Ordinance No. 3560 as adopted.

ORDINANCE NO. 3561 – AMENDING CERTAIN SECTIONS OF TITLE 12 OF THE ROSEBURG MUNICIPAL CODE REGARDING LAND USE AND DEVELOPMENT REGULATIONS - SECOND READING

Ms. Sowa read Ordinance No. 3561, entitled, "An Ordinance Amending Certain Sections of Title 12 of the Roseburg Municipal Code Regarding Land Use and Development Regulations as Set Forth Herein" for the second time. Councilor Cotterell moved to adopt Ordinance No. 3561. The motion was seconded by Councilor Briggs Loosley. Roll call vote was taken: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one voted no. Mayor Rich declared Ordinance No. 3561 as adopted.

STEWART PARKWAY PAVEMENT REHABILITATION PROJECT BID AWARD RECOMMENDATION – 20PW20

Mr. Perkins reported that the rehabilitation work will include an asphalt grind and inlay on Stewart Parkway from approximately 500 feet south of NW Harvey Ave. to the north end of the Umpqua River bridge, approximately 1,300 feet in length. The construction bid documents were advertised on May 19, 2021 and bids were opened on June 2, 2021. One bid was received from Knife River Materials for \$149,744.56. Funds have been budgeted and are available to construct the project. The low bidder submitted all required documentation and is considered responsive. The Public Works Commission discussed this project at their June 10, 2021 meeting and unanimously recommended awarding the project to the lowest responsible bidder, Knife River Materials, for \$149,744.56. Staff concurs with this recommendation. In response to Councilor Moothart, Mr. Perkins stated the work would affect traffic; however, the work will be done at night. In response to Councilor Briggs Loosley, Mr. Perkins stated the City has not received a schedule from the contractor. Councilor Cotterell stated he was pleased to see the bid less than the contractors estimate.

Councilor Cotterell moved to award the Stewart Parkway Pavement Rehabilitation Project to the lowest responsible bidder, Knife River Materials for \$149,744.56. The motion was seconded by Councilor Zielinski and approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one voted no.

STORM REHABILITATION BROOKLYN AVENUE PROJECT BID AWARD RECOMMENDATION – 21PW14

Mr. Perkins stated that in December of 2015, staff identified a failing storm drainage pipe on Harvard Avenue. The pipe was aluminum spiral Ultra Flo piping and the bottom had corroded out of it prematurely. As a result of that failure, staff began investigating all of the Ultra Flo that had been previously installed within the City and found similar issues with pipe installed in the late 1980's and early 1990's. In order to address this issue, the City has been installing CIPP within the existing pipes to restore the structural integrity of the pipe and extend its useful life. This project consists of rehabilitation of approximately 365 feet of 48-inch diameter and 515 feet of 54-inch diameter storm drain pipe utilizing CIPP methods. This project is located in the undeveloped portion of Brooklyn Ave. starting at Vine Street and continuing west through the Safeway parking lot to Stephens Street.

The project was advertised on May 10, 2021. Bids were opened on June 3, 2021. Six bids were received and are outlined below.

No.	Bidder	Total Bid Amount
1	Allied Trenchless	\$429,925.00
2	Insituform Technologies	\$496,235.00
3	Whitaker Construction	\$549,627.00
4	TSE Construction	\$580,445.00
5	Michels Corp.	\$587,940.00
6	Iron Horse	\$624,600.00
	<i>Engineer's Estimate</i>	<i>\$470,110.00</i>

This project is budgeted in FY 21-22 and the Notice to Proceed will be issued in July. The contractor is allowed 120 calendar days to complete the work.

In response to Councilor Prawitz, Mr. Perkins confirmed the pipe does appear to be corroding pre-maturely; however, the City has no recourse to go back on the company that installed the piping. In response to Councilor Moothart, Ms. Messenger stated she believes Safeway had the pipe installed.

Councilor Cotterell moved to award the Storm Rehabilitation Brooklyn Ave. Project to the lowest responsible bidder, Allied Trenchless for \$429,925.00. The motion was seconded by Councilor Eggers and approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one voted no.

WASHINGTON AVENUE BORE CROSSING PROJECT BID AWARD RECOMMENDATION – 20WA05

Mr. Perkins discussed that the Washington Avenue Bridge was constructed in 1961 and is owned and maintained by the Oregon Department of Transportation (ODOT). In 1976, a 12-inch diameter welded steel water main was installed across the bridge. The water main was supported under the bridge deck, hanging and exposed at either end of the bridge. The portion of the water main that passes across the bridge extends through the inside of the bridge's concrete box girders. The pipe has experienced severe coating failure and corrosion, requiring City staff to repair multiple leaks. Due to the location of the pipe within the bridge box girders,

repairs are performed using Confined Space Entry safety protocols. Replacement of the pipeline using horizontal directional drilling will eliminate the confined space risk.

On August 24, 2020 the City Council Awarded a Consulting Services Contract to McMillen Jacobs Engineering, Inc. to provide consulting services for analysis, design, bidding, and construction management services to replace the existing water main on the Washington Avenue Bridge with a new alignment crossing the South Umpqua River using horizontal directional drilling.

The project was advertised for bids on May 4, 2021 and bids were received on May 25, 2021. One bid was received and is summarized below.

#	Bidder	Total Bid Amount
1	Pacific Underground Co. Drilling and Excavation	\$ 1,115,694.76
	<i>Engineer's Estimate</i>	<i>\$ 1,112,100.00</i>

A. Financial/Resource Considerations.

The FY 2021-22 Water Fund budget includes \$1,375,000 for water main replacement projects. The total project costs are estimated below:

Construction	\$ 1,115,694.76
CM Services (McMillan Jacobs)	\$ 49,456.00
Contingency (7.5%)	\$ 83,677.11
Total	\$ 1,248,827.87

Funds have been budgeted and are available to construct the project. The low bidder submitted all required documentation and is considered responsive. The Public Works Commission discussed this project at their June 10, 2021 meeting and unanimously recommended awarding the project to the lowest responsible bidder, Pacific Underground Co. Drilling and Excavation for \$1,115,694.76. Staff concurs with this recommendation.

Mayor Rich said the project seemed familiar and asked if this was the second time the City had brought it before Council. Mr. Perkins replied Council approved an engineering contract with Murraysmith for this project last year. After investigation, it was determined the pipe inside the bridge was also in need of repair; therefore, it became a much larger project. Engineers determined it to be a better option to bore under the bridge. Because of this, the contract with Murraysmith was cancelled. Ms. Messenger added that a similar project was done approximately 6-7 years ago in the Laurelwood area.

Councilor Cotterell moved to award the Washington Avenue Bore Crossing Project to the lowest responsible bidder, Pacific Underground Co. Drilling and Excavation for \$1,115,694.76. The motion was seconded by Councilor Eggers and approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one voted no.

24-INCH TRANSMISSION MAIN HOOKER ROAD TO ISABELL AVENUE PROJECT BID AWARD RECOMMENDATION – 20WA17

Mr. Perkins reported that the Roseburg utilizes two major water transmission mains that are located along Stephens Street between the water treatment plant in Winchester and the main reservoir complex on Bellview Court. The older of the two original transmission mains was installed in 1934.

In 2010, the City adopted the current Water System Master Plan, which recommends replacement of the 1934 20-inch diameter transmission main in phases. The first phase of the project, from the Water Treatment Plant to Hooker Road, was completed in 2013. The second phase scheduled for replacement is from Hooker Road to Isabell Avenue.

The Phase II project was advertised for bids on May 6, 2021 and bids were received on June 2, 2021.

Two bids were received and they are summarized below.

#	Bidder	Total Bid Amount
1	Cradar Enterprises, Inc.	\$2,479,043.00
2	Laskey – Clifton Corp.	\$2,658,590.00
	<i>Engineer's Estimate</i>	<i>\$2,347,215.00</i>

The project is budgeted in FY 21-22 and the Notice to Proceed will be issued in July. The Contractor is allowed 120 calendar days to complete the project. Funds have been budgeted and are available to construct the project. The low bidder submitted all required documentation and is considered responsive. The Public Works Commission discussed this project at their June 10, 2021 meeting and unanimously recommended awarding the project to the lowest responsible bidder, Cradar Enterprises, Inc. for \$2,479,043.00. Staff concurs with this recommendation.

Councilor Cotterell moved to award the 24-Inch Transmission Main Hooker Road to Isabell Avenue Project to the lowest responsible bidder, Cradar Enterprises Inc. for \$2,479,043.00. The motion was seconded by Councilor Zielinski and approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one voted no.

24-INCH TRANSMISSION MAIN HOOKER ROAD TO ISABELL AVENUE PROJECT 20WA17 CONSULTING SERVICES TASK ORDER NO. 3 AUTHORIZATION

Mr. Perkins explained that the scope of work for CM services includes pre-construction services, request for information support, proposal request and change order preparation, submittal review, review of pay requests, limited inspection services, preparation of record drawings, and other miscellaneous services. Task Order No. 3 for construction management services has been negotiated with Murraysmith at a cost not to exceed \$73,144.00. The FY 21-22 Water Fund budget includes \$7,142,500.00 for design and construction of capital projects.

Councilor Cotterell moved to authorize Task Order No. 3 with Murraysmith for construction management services for the 24-Inch Transmission Main Hooker Road to Isabell Avenue Project for an amount not to exceed \$73,144.00. The motion was seconded by Councilor Zielinski and approved with the following vote: Councilors Briggs Loosley, Cole, Cotterell, Eggers, Moothart, Prawitz, Sipos and Zielinski voted yes. No one voted no.

ITEMS FROM MAYOR, CITY COUNCIL AND CITY MANAGER

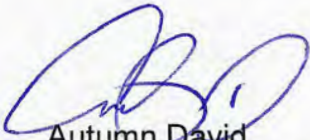
Ms. Messenger reported the City received notification it was awarded \$59,000 for an FAA grant for the airport, which is Coronavirus related. Staff will present Council with a Resolution to accept the grant at a future meeting. Additionally, the City was contacted by Representative Leif for more grant projects, Mr. Herinckx rushed to prepare the documents and it looks like the City should receive a little over \$1.5M for two storm drainage projects.

Councilor Zielinski thanked the City of Roseburg for helping with the cooling center at the Senior Center and mentioned that Ms. Messenger had been checking in everyday to make sure they had what they needed. Additionally, she reminded everyone Music on the Half Shell kicks off Tuesday, July 6, 2021.

In response to Councilor Cole, Mayor Rich stated there is a good chance the next meeting would be held in the Council Chambers.

ADJOURNMENT

Mayor Rich adjourned the meeting at 9:01 p.m.



Autumn David
Management Assistant



ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY

AN ORDINANCE AMENDING A PORTION OF THE CITY'S ZONING MAP FROM C3 (GENERAL COMMERCIAL) TO CENTRAL BUSINESS DISTRICT (CBD).

Meeting Date: July 12, 2021
Department: Community Development
www.cityofroseburg.org

Agenda Section: Public Hearing
Staff Contact: Stuart Cowie
Contact Telephone Number: 541-492-6750

ISSUE STATEMENT AND SUMMARY

The proposed zone change would amend the City's official Zoning Map by re-designating a 0.77+/- ac. block of property between SE Jackson St. and SE Main St. and SE Lane Ave. and SE Mosher Ave. in the southern downtown area from General Commercial (C3) to Central Business District (CBD). The block is comprised of four (4) separate parcels owned by NeighborWorks Umpqua. The current use of the property is the Kohlhagen and Howell apartment buildings and accompanying parking lot.

BACKGROUND

A. Council Action History.

None.

B. Analysis.

Studio C Architecture, on behalf of NeighborWorks Umpqua, submitted an application for approval of the zone change from General Commercial (C3) to Central Business District (CBD). The subject properties currently have a Commercial Comprehensive Plan designation and therefore the request to change the zoning from C3 to CBD does not trigger a Comprehensive Plan amendment, as the Commercial designation is consistent with both zoning designations. The properties are addressed as 911 SE Lane Ave. and 825 SE Jackson St.

NeighborWorks Umpqua has expressed interest in constructing a new apartment complex on the southern end of the block where the Howell Apartment building and the current parking lot are located. The Kohlhagen Apartment building would remain. The purpose of the proposed zone change would be to enable greater density in order to provide more apartments units than currently allowed for a future apartment complex. The applicant is proposing to construct a possible 70-unit housing development with commercial uses on the ground floor. The current C3 zoning and its corresponding dwelling density standards only allow for a maximum of 26 new units to be built. The applicant has indicated that the current dwelling density is not great enough to make the project feasible. By changing the zoning to CBD, thus increasing the dwelling density standards, the future development would make financial sense for the developer.

A pre-application conference with the applicant was conducted on July 15th, 2020. During that meeting, City staff provided feedback regarding the zone change criteria as well as specific Comprehensive Plan Policies that would need to be addressed when applying for the zone change. The applicant has demonstrated that they intend to comply with the City's and other agency's requirements for the zone change, future site plan review and building code requirements.

The applicant has also conducted a Traffic Impact Study, per the City's request in order to address new traffic that would be generated in the area with future development on the subject property. This Traffic Impact Study is included as Attachment #3 for reference and discussed in further detail in the Findings of Fact.

Studio C initially submitted the application on December 11, 2020. At that time, the application was deemed incomplete, but staff worked with the applicant to ensure that the information necessary to address the zone change criteria was completed. On April 5, 2021, the applicant submitted the appropriate information and the application was deemed complete April 20, 2021 and assigned file no. ZC-21-002.

A zone change is a quasi-judicial land use action, as listed within Section 12.10.010(R) of the Roseburg Municipal Code (RMC). Therefore, Zone Change requests are required to be heard by the Planning Commission prior to going before City Council for a decision. The Planning Commission held a public hearing regarding the proposed zone change June 7, 2021. During the hearing, the Planning Commission heard from the applicant and their representative, Studio C, concerning the requested zone change. In addition, they heard from a neighboring property owner Victoria Hokanson, who operates the Hokanson's Guest House, a local Bed & Breakfast located in a historical home across the street from the subject property at 848 SE Jackson St. Mrs. Hokanson expressed concerns about the future size of a new apartment complex and how it may fit in with the current historic landscape of downtown.

The applicant addressed Mrs. Hokanson's concerns by indicating that the density of the structure is not the key to complimenting a historic district, rather the scale, rhythm, materiality, fenestration, pedestrian interaction, and detailing are the key components to ensuring that a new structure is compatible with a unique historic district. Although not part of the zone change criteria, the applicant indicated their desire to design a future building that compliments the historical nature of the area and offered a suggestion that the Planning Commission include a condition of approval within the Findings of Fact that the applicant seek guidance from the State Historic Preservation Office (SHPO) for any future construction of the subject property at the time a Site Plan Review application is submitted.

The Planning Commission found that the application was consistent with the criteria for a zone change as provided in RMC Section 12.10.040. Planning Commission approved a motion to adopt the Findings of Fact as presented to them, with the addition of the condition as suggested by the applicant above, while recommending the zone change be approved by City Council.

C. Financial/Resource Considerations.

None.

D. Timing Considerations.

Land use application decisions are required to be issued within 120 days from the time an application is submitted and deemed complete. This application was submitted December 11, 2020 and deemed complete April 20, 2021.

COUNCIL OPTIONS

1. Adopt the Planning Commission's Findings of Fact and Order for File No. ZC-21-002 followed by first reading of Ordinance 3563; or
2. Modify the proposed action or continue the matter for further consideration; or
3. Decline to proceed with the proposed action.

STAFF RECOMMENDATION

Staff recommends the Council adopt the Planning Commission's Findings of Fact and Order for File No. ZC-21-002 and proceed with the first reading of Ordinance 3563.

SUGGESTED MOTION

"I MOVE TO ADOPT THE FINDINGS OF FACT AND ORDER APPROVED BY THE PLANNING COMMISSION FOR FILE NO. ZC-21-002."

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

ATTACHMENTS:

Attachment #1 Planning Commission Findings of Fact and Order File No. ZC-21-002
Attachment #2 Application
Attachment #3 Traffic Impact Study (TIS)
Attachment #4 Subject Property Map
Attachment #5 Zoning Map
Attachment #6 Parking Map
Attachment #7 Ordinance No. 3563

R71753, R71746 and R71739.

4. The subject property is 0.77+/- acres, is designated by the Comprehensive Plan as Commercial and is currently zoned General Commercial (C3). The property currently facilitates the Kolhagen Apartments on the north end, a separate apartment building in the center, and a parking lot on the south end.
5. Studio C Architecture, authorized agent of the property at 911 SE Lane Ave., applied for a Zone Change to change the zone of the subject property from General Commercial to Central Business District.

B. AGENCY COMMENTS

Comments regarding the zone change request were solicited from the Fire Department, Public Works Department, Douglas County Building Department, County Public Works Department, and Roseburg Urban Sanitary Authority. All comments received are part of the record and have been incorporated, where appropriate, into the conditions of approval at the end of these findings of fact.

C. PUBLIC COMMENTS

The Community Development Department notified all owners of adjacent and neighboring properties per ORS 197.610 and RMC 12.10.030.

One written letter was received by adjacent property owners John, Victoria & Tiffany Hokanson of 848 SE Jackson St., Roseburg, OR 97470. This letter has been entered into the official record. Their concerns about the proposed Zone Change revolved around the historic aspect of the downtown area and what future development of the subject property may look like in relation to the other historic buildings in the area.

The applicant and Planning Commission members were supplied with this letter and the applicant submitted a written response which has been also entered into the record. The applicant's response indicates their experience in incorporating new development in historic areas around Oregon and how they would take a similar approach for development on the subject property if granted the opportunity. The applicant also suggests a Condition of Approval requiring guidance from State Historic Preservation Office prior to any development on the subject property. A Condition of Approval has been added to the Order in attempt to alleviate concerns regarding potential compromise to the historic nature of the downtown area.

D. PUBLIC HEARING

A public hearing was held on June 7, 2021 regarding the matter of the zone change request.

E. APPLICABLE CRITERIA

The applicable approval criteria for the subject zone change is contained within Roseburg Municipal Code 12.10.040(D):

- a. The rezoning will conform to the Roseburg Urban Area Comprehensive Plan, including the land use map and written policies.

Findings: The property is located within the Roseburg Growth Boundary in an area that is designated Commercial in the Comprehensive Plan. Regarding zoning designations, the current zoning for the property is General Commercial (C3) and it is surrounded by other C3 parcels to the south and west, C3 and Professional Office (PO) parcels to the east, and Central Business District (CBD) properties to the north. The proposed CBD zone conforms to the Comprehensive Plan under the Commercial Comprehensive Plan designation, and therefore does not require a Comprehensive Plan amendment. It also conforms to the Zoning Map and applicable written policies.

In addition, the Roseburg Comprehensive Plan provides the following policies, goals and objectives for development within the city:

Growth Policy No. 2

Concepts of urban development for cost effectiveness and energy efficiency will be supported.

The proposed zone change from C3 to CBD will allow for greater dwelling-density for multi-family residential development on the subject property. With a greater dwelling density opportunity, future development will minimize the need for urban sprawl and extensions of existing city utilities, therefore creating a more cost-effective development that will utilize existing infrastructure.

Applicant indicates that by allowing for greater density, this will inherently create more opportunity for greater efficiency. By having a total of 70 units within one building and by having all required services and utilities within that building creates greater efficiency in materials, labor, and infrastructure needed per dwelling unit.

Economic Growth Policy No. 2

The City will encourage the continuance of career preparation and employment orientation programs for urban area residents by the community's educational institutions, labor unions, business and industry.

With the proposed zone change from C3 to CBD, the likelihood for additional multi-family development that benefits the greater downtown area increases. These benefits are not only in regards to an increase in dwelling density, but are also in regards to the future commercial services that will come with this development. These additional businesses will create job opportunities for the city and will hopefully strengthen the downtown area's economic appeal, thus encouraging additional business in the area.

Applicant indicates the entirety of the current Central Business District is within a half mile of the project site. The subject property's location provides a unique opportunity for future tenants to become frequent patrons and future employees of the local businesses in the area which will support the economic development of the Central Business District.

Economic Growth Policy No. 3

The City shall encourage economic activities which strengthen the urban area's position as a regional distribution, trade and service center.

In similar fashion to the Economic Growth Policy No. 2 response, by adding additional residential units in such close proximity to the existing businesses in the Central Business District, it is inevitable that the economic activity in the area will increase and strengthen the downtown economy. The Downtown Roseburg area was once the main hub for commerce in the city. And much like other downtown areas across America, is attempting to rebound from forces that have cause its economic decline in past years. By allowing the zone change from C3 to CBD on the subject property, the city would fulfill this policy knowing that the future development of greater dwelling density would benefit the downtown area's revitalization.

Applicant indicates that a project of the proposed density this close to the Central Business District will have a direct effect on increasing the patronage to businesses downtown. Giving these businesses more support will strengthen the urban area's position as a regional distribution, trade and service center and will increase the likelihood of more businesses being opened in the future. This could come from new tenants of the development, or as a response to the greater foot traffic generated by the proposed development.

Economic Growth Policy No. 8

The City shall develop and implement programs aimed at preservation and upgrading of the City's downtown area by alleviating congestion and providing off-street parking. The City will encourage the renovation of existing buildings in the downtown core area.

The rezone of the subject property and subsequent development will inevitably lead to greater traffic in the area and a need for parking facilities to handle the additional population that will reside in the downtown area. Parking requirements in the Roseburg Municipal Code (RMC) would be implemented during the Land Use Approval process for development. Aside from the dwelling density increase that would occur with this zone change, another item that would become available to a future development within the Central Business District zoning is the utilization of on-street parking. However, this will only account for a percentage of the required parking for a 70 unit complex. The majority of the parking required will be met via a structured below-grade parking garage. According to the applicant,

"For a future development of a maximum 70 unit density, roughly 80% of the total required parking could be reasonably accommodated by on-site structured parking. 39% of the required parking can be accommodated by existing available on-street parking within 100 feet of the site... There is an existing 40 unit apartment building on lot 14800 called the Kolhagen Building. A future development will address the parking needs for this existing building, as well as the new multi-family building. Parking will be accommodated by structured, below grade parking,"

In order to alleviate congestion in the surrounding area, the applicant has indicated that the future development would promote walkability as much as possible, with pedestrian amenities such as bicycle parking and public transit accommodations. The City of Roseburg has also required a Traffic Impact Study (TIS) in conjunction with this zone change application to ensure the increase in potential dwelling densities would not overwhelm the existing infrastructure and cause congestion issues. The results of this TIS are covered in the following Transportation Policies.

Transportation Policy No. 4

The city will encourage the development of alternate traffic routes which will reduce traffic volumes.

The subject property is located in a well-established part of town with existing roadway infrastructure that handles traffic volumes adequately. With the potential for multi-family development on this block, there will undoubtedly be an increase in traffic volumes on these roadways. As stated above, the developer plans to alleviate some of this traffic generation in order to reduce traffic volumes by encouraging alternate modes of transportation, such as biking with bicycle storage on-site, as well as public transit.

Transportation Policy No. 10

New developments shall include consideration of improvements which would accommodate public transit and other modes.

The applicant retained Lancaster Mobley to generate a TIS pertaining directly to this site and the proposed zone change. This policy is addressed in further detail in section "c." further in these findings.

It is encouraged that during the time of development, the applicant coordinate with Umpqua Transit (UTRANS) and incorporate the existing UTRANS bus stop located in front of the Kohlhagen apartment building into their proposed plans. This coordination will ensure that any new development will promote and accommodate public transit for future tenants.

The applicant also indicates;

"It will be important for the new development to promote alternative transportation. The proposed project will focus on providing pedestrian amenities and bicycle facilities as main forms of transportation instead of motor vehicles. This includes but is not limited to sidewalk improvements, creation of plazas or open space with direct connection to main circulation routes, adequate bicycle parking and bicycle facilities, and improvement or creation of a covered public transit stop."

Transportation Development Policy No. 5

Public facilities, schools, shopping centers, industrial parks and planned unit developments should be designed, sited and constructed to accommodate and encourage transit service convenient to the public. The provision of covered bus

shelters convenient to major entryways of public buildings and shopping centers should be encouraged.

Although the proposed zone change is not anticipated to lead to development of public facilities, schools, shopping center, industrial parks, or planned unit developments, it will be an establishment that provides housing for commercial businesses and several tenants. There are currently three (3) UTRANS bus lines that run along the north end of the subject property along SE Lane Ave. which may be utilized by future tenants and commercial customers.

Transportation System Plan Goal 1

Provide a comfortable, reliable, and accessible transportation system that ensures safety and mobility for all members of the community.

The subject property is surrounded on all four sides by improved street rights-of-way that act as fully functional transportation systems to service any future development. While vehicles are the main beneficiary of these streets, the existing sidewalks also serve as a reliable mode of transportation for pedestrians. During the time of development, it will be a requirement that these sidewalks meet all city/ADA standards to ensure their safety and functionality for all members of the community.

Transportation System Plan Goal 2

Create an integrated multimodal transportation system that enhances community livability.

As mentioned in Transportation Policy No. 10 and Transportation Development Policy No. 5, the close proximity of UTRANS lines in relation to the subject property will benefit members of the community. By incorporating these lines into a future design that includes covered bus shelters along with pedestrian and bicycle amenities will adequately meet this goal.

Transportation System Plan Goal 4

Advance regional sustainability by providing a transportation system that improves economic vitality and facilitates the local and regional movement of people, goods, and services.

The applicant states:

“By focusing on alternative transportation, we are encouraging future tenants/residents to concentrate their business and activities in the areas that are closer to them. The entirety of the Central Business District would be in close proximity to the future residents, given its location. Providing this increased reliance on walking and biking not only advances the regional sustainability of Roseburg, but also promotes the economic vitality of the city’s core as a civic and business center.”

Staff finds this focus on alternative transportation beneficial to the local area and the close proximity of a future multi-family development to downtown ideal for

pedestrian access. It is also recognized that there will still be a large need for automobile transportation for commercial business customers as well as future tenants. As covered in Transportation Policy No. 10, the TIS that was submitted indicates the existing infrastructure in this area is able to meet the amount of trips a development of this nature will generate. That, combined with the applicant's indication of adequate parking, is indicative of a sufficient transportation system that facilitates to local and regional movement of people, goods, and services.

Energy Conservation Policy No. 2

The City shall incorporate into its land use and ordinance provisions which encourage new development to utilize density and location, in balance with the requirements of other planning policies, in order to reduce the need to travel, increase access to transit, and permit building configurations which increase the efficiency of space heating in residences.

The proposed zone change will allow for a greater dwelling density than the current C3 zoning. By providing this density increase, it will result in a greater utilization of developable land at the subject property. This increase in density will also result in an increase in efficiency of space heating in residences. With each dwelling unit being in closer proximity to another, it is recognized that a development of this nature will be more energy efficient than dwelling units that are further spread out (such as single-family dwellings). The applicant indicates;

"(Our) plan is to house a maximum of 70 dwelling units within one building structure. Having this level of density in a single building envelope will be inherently more energy efficient than the density the current zone allows for (there is currently a maximum of 26 units) because the amount of exterior building skin (the area of required insulated building envelope) per interior occupied area is greatly reduced, leading to much lower energy loss throughout the facility."

The close proximity this property has to the existing downtown core area is also key in meeting this specific policy. While it is recognized that developments of this nature have greater energy efficiency than development with greater sprawl, it is also recognized that development with this great of density cannot be placed in many areas around the city. Its location in relation to these commercial areas makes it a strong candidate for a higher density residential development than is typically seen in other commercial/multi-family zones throughout Roseburg. With the subject property being surrounded by commercial and professional office uses, it will create an effective residential buffer between the Central Business District and the lower-density residential zones to the south and west.

Based on this increase in dwelling density, Staff finds this policy will be met with the proposed zone change.

Energy Conservation Policy No. 8

All new residential plans, industrial and commercial development in the urban area shall make provisions for fire hydrants and fire lines where applicable.

During the time of development review, it is required that the City of Roseburg Fire Department be directly involved in order to ensure adequate fire suppression methods are in place.

The applicant indicates;

"There is an existing fire hydrant on the corner of Mosher Avenue and Main Street. According to the Roseburg Fire Marshal, the approximate required fire flow for a development of this kind and size is 1688 gallons per minute (GPM) for 2 hours. This is taking into account the 75% reduction for the inclusion of an automatic sprinkler system. The existing fire hydrant and fire lines, therefore, will be sufficient for this type of project."

Energy Conservation Policy No. 9

All new developments in the urban area shall have separate storm sewer and sanitary sewer lines. The City shall continue to work toward separation of all storm and sanitary sewer lines in the Roseburg sewer system.

During the time of development review, it is required that the City of Roseburg Public Works Department as well as Roseburg Urban Sanitary Authority be directly involved in order to ensure adequate storm sewer and sanitary sewer methods and infrastructure are in place.

Housing Policy No. 1

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

During the time of development, it shall be required that the future residential facilities be served by and adequate level of services and facilities.

The applicant indicates:

"Measures will be taken to ensure the new tenants of any future project will have access to adequate electricity, trash services and city services. Applicant will coordinate with the various service providers to ensure adequate services are provided. Additionally, the property has adequate service for water, sewer, and fire protection as per the following:

The Water System: The City of Roseburg's water system has more than enough flow, pressure, and storage to serve this proposed development. The subject site, located in Downtown Roseburg, is bound by Lane Avenue on the north, Jackson Street on the west, Main Street on the East, and Mosher Avenue on the south. Directly adjacent to the site there is a 16-inch diameter water transmission main in Lane, a 12-inch water transmission main in Jackson, and 6-inch waterlines in both Main and Mosher. All off these water mains are looped throughout the area providing multiple sources of water to the site. The 16-inch water transmission main in Lane

Avenue is the main supply line for Downtown Roseburg. In reviewing the City of Roseburg's 2010 Water Master Plan, there are no proposed improvements or water system upgrades in this area due to the abundance of supply currently available at this site. The site is also located in the City of Roseburg's Main Pressure Zone, which serves the vast majority of the City and is also connected to numerous City Reservoirs including but not limited to City Reservoirs 5, 6 and 7 which provide over 5 million gallons of water storage. The static pressure at the site is approximately 82 psi, which is in the ideal range and will be more than adequate to serve the top stories of this multi-level structure.

Assuming the average person uses approximately 100 gallons per day of water, this 70-unit apartment complex will house an estimated 150 people in total who will use approximately 15,000 gallons of water per day. The existing water system in this area is more than capable of providing 15,000 gallons of water per day for this proposed development.

Fire Protection: As mentioned above, the site is bound by water mains on all four sides of the parcel. The site also has existing fire hydrants located directly adjacent to the site at the NW corner of Lane/Jackson (Hydrant 11-30), the NW corner of Lane/Main (Hydrant 11-31), and the NW corner of Main/Mosher (Hydrant 12-3). There are also four additional existing fire hydrants located one block away from the site. The fire flow data for the three fire hydrants directly adjacent to the site are as followed:

Hydrant 11-30 (NW Corner of Lane & Jackson)

Static = 82psi
Residual = 72 psi
GPM = 1424

Hydrant 11-31 (NW Corner of Lane & Main)

Static = 82psi
Residual = 74 psi
GPM = 1443

Hydrant 12-3 (NW Corner of Main & Mosher)

Static = 74psi
Residual = 64 psi
GPM = 1342

These three hydrants provide over 4,200 GPM of available fire flow to the site, which is enough to provide the needed fire protection for this building. It should also be noted that the City of Roseburg's Main Fire Department Building is located only 5 blocks away on the north end of Downtown Roseburg allowing a quick response time for any emergency needs at this location.

Sanitary Sewer: The existing sewer system is adequate to provide service for this proposed 70-unit complex. There is an existing 10-inch sewer main in

Main Street that would provide direct service the new building which upsizes to an 18-inch sewer main in Lane Avenue. In reviewing RUSA's Sewer Master Plan, there are no identified deficiencies or capacity issues in the vicinity of this site. The future development, assuming it will house approximately 150 City of Roseburg residents, will produce an average of approximately 15,000 gallons of wastewater per day for an average daily flow of about 10.5 GPM. Assuming a peaking factor of 4 for this development, the estimate peak flow will be approximately 42 GPM or 0.09 CFS of additional sewer flow. This additional flow will not cause any capacity related issues for the existing sewer system.

Storm water: City of Roseburg storm water requirements state that any new proposed development cannot increase the amount of storm water runoff from a site from the pre-existing/pre-development conditions. Any development on this site will have to adhere to that requirement regardless of the zoning of the site hence this development will not be permitted to have any impact on the downstream storm water system. Storm water detention facilities will be installed as needed to maintain pre-developed storm water runoff conditions.

It should be noted that the site currently consists of impervious building rooftops and a large gravel parking lot with a small amount of green open space around the existing buildings. The majority of the site is either impervious or very close to impervious so the addition of buildings will be very easy to manage and mitigate the increase in storm water runoff via a detention basin system as the increase in runoff will be minimal due to the existing conditions."

Housing Policy No. 10

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

Applicant indicates:

Because of the increased density that the proposed rezoning offers, the property will more adequately support the inclusion of residential amenities in terms of their financial feasibility. This may be accomplished by the inclusion of community rooms, outdoor green space, patios, improved sidewalks, widened plaza spaces, and other methods.

Housing Policy No. 11

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

With the current C3 zoning allowing for one (1) dwelling unit per 800 sq. ft. of lot area, and the proposed CBD zoning not having a maximum density, the city will be increasing the number of renter-occupied multi-family housing units possible on the subject property. The dwelling density in the CBD zone ultimately will be defined by and limited to the amount of parking that will be possible on the property. These parking requirements will be addressed in further detail in the 'Commercial Development Policy No. 10' section of these findings. There is a need for more rental unit options within the Roseburg area, and by allowing for a greater density development at this location, the city would be granting the developer the opportunity to fulfill at least a portion of that need.

The applicant states;

This rezoning proposal directly supports this policy by providing more renter occupied multi-family housing opportunities than what current zoning allows. According to Roseburg's Housing Needs Analysis, over the next 20 years Roseburg will have a demand for 2,678 new dwelling units, 30% of which are assumed to be multifamily. This site has a unique opportunity to provide some of the city's projected multifamily needs in a location that also serves the core of the city – the Central Business District. This rezoning would help support this policy and Roseburg's projected overall need for multifamily units.

Urban Growth Policy No. 10

New developments shall make maximum use of available land areas with minimal environmental disturbance and be located and designed to minimize such public costs as extension of sewer and water services, schools, parks, and transportation facilities.

The subject 0.77 ac. unit of land currently has the existing Kohlhagen Apartments with a separate apartment building to the south. The proposed zone change to allow for a greater dwelling density and subsequent development will better utilize the property and provide the city with more rentable dwelling units. Additionally, with the ability to utilize much of the existing infrastructure currently serving these properties, increasing the amount of units that would be permitted without the need to extend services would maximize the subject property in a way this specific policy intends.

The applicant states;

"The proposed zone change will support a future project that will adhere to the city's policy to be minimally impactful to the environment by developing land that is currently utilized only as a surface parking lot. The configuration of the building on the site will not cause the need for extension of sewer and water services. Because the site is within the core of the downtown area, connection to the existing services will be all that is required, thereby minimizing public cost. The density increase allowed by this zone change can limit the amount of new infrastructure and service extensions needed in undeveloped areas of the city, which cuts down on the need for urban

sprawl elsewhere. In order to further comply with this standard, the project will maximize the efficiency of what is intended to fit within the building footprint by minimizing unnecessary circulation space and wasted space within units and common areas."

Commercial Development Policy No. 1

The Central Business District has been and continues to be an important part of the regional retail and service center of Douglas County. The City shall continue to encourage and promote this central core area as a civic and business center.

As mentioned previously in the Economic Growth Policy No. 3, the proposal to change the zoning of the subject property in order to allow greater dwelling density will be beneficial to the Central Business District and the businesses and commerce that are located therein. The future development and its close proximity to the downtown businesses will allow its tenants to contribute to the downtown economy and its commercial businesses to add to the appeal of the downtown area. Because of this, the City of Roseburg would be encouraging this area of town as a main hub for businesses.

The applicant indicates;

"A future development will add to the retail and services that are available in the Central Business District. By changing the zone of the subject site to CBD and the greater residential density that it will allow, the property will increase its marketing feasibility thus more strongly promoting a future project. In this way, this zone change will further encourage the growth and development in the Central Business area to a greater extent than its current zoning allows. Because the subject site is at the edge of the existing Central Business District, it already has the feeling of being part of this core. This new development will be instrumental in supporting the Central Business District as a central core and as the civic and business center of the city."

Commercial Development Policy No. 5

Notwithstanding the existing development pattern along arterials and collectors committing an area to strip development, new commercial development shall be clustered and located to provide convenience goods and services for neighborhood residents or a wide variety of goods and services for a market area of several neighborhoods.

The proposed zone change will make way for future development of multi-family residential units on the subject property. In order to approve residential units as an outright permitted use in the CBD zone, they must be located above a commercial structure. This provision will guarantee that some form of commercial business will be a part of future development on the subject property. And again, looking at the proximity of this site to the multiple existing commercial businesses located in the downtown core, the location of this future commercial development is in keeping with this policy. By allowing for the proposed zone change, it will promote additional businesses within the existing clustered commercial operations that make up the

downtown area. These future commercial businesses will not only serve the future tenants of the development on this property, but the visitors to Downtown Roseburg, as well as neighboring residential areas.

The applicant provides the following statements;

"While future commercial tenants are unknown at this time, common market practices would indicate that the business will either cater to services currently lacking in the neighborhood or that they will build upon the commercial synergies in the district. In order to create maximum exposure, a future development will emphasize the corners of the building adjacent to the existing street intersections to the greatest ability that the existing topography will allow."

Commercial Development Policy No. 8

Commercial development may be permitted only where adequate systems for transportation and sewer and water services have been provided or have been scheduled for construction.

The future commercial development that would follow the zone change from C3 to CBD would be in a location that already benefits from adequate services, such as roadways, water and sewer services. The proposed zone change would not increase the potential amount of commercial development that would be permissible on the property, and therefore will not result in an increase of utility usage that a future commercial development would have on the existing services. During the time of development, it will be a requirement that all commercial development that is being proposed shall be serviced by adequate transportation, sewer, and water services.

Commercial Development Policy No. 10

Adequate off-street parking and buffer strips shall be provided for all commercial development. When appropriate, transit services and shelters may be provided in lieu of some off-street parking. Parking and loading facilities shall be designed so that ingress and egress driveways do not disrupt the efficient flow of traffic on arterial streets, intrusion into abutting uses is minimized, and safe and convenient pedestrian circulation is provided.

By allowing the change from C3 to CBD zoning, parking requirements will change providing different allowances within the CBD zone that are commensurate with typical downtown parking practices. One of these new allowances will permit off-street parking within 100 feet of the commercial business to be counted toward parking for said commercial business (for non-employees) – see on-street parking map Exhibit E. In addition to this, Roseburg Municipal Code also allows for parking reduction of up to 15% of the required number of off-street spaces for employees if the developer provides public transit facilities such as off-street transit loading/unloading areas and passenger shelters. Roseburg Municipal Code determines how many spaces will be needed for future residential and commercial development based on specific development information, such as commercial

business types and dwelling unit sizes (1-bedroom, 2-bedroom, etc.). Tentative plans and numbers have been calculated by the applicant and they have indicated the change from C3 to CBD zoning would permit them to increase from the current zoning allowance of 26 new units to 70 new units based on their parking calculations. During the time of development, specific plans will be reviewed by Roseburg Public Works, UTRANS, and Community Development to ensure the design meets specific code criteria and that there will be adequate parking (both on-street and off-street), proper buffer strips, as well as safe and convenient pedestrian circulation for the proposed development.

The applicant states;

“Parking will be primarily accommodated by structured, below grade parking. This will take most of the parking off the street while hiding it from the view of pedestrians and cars going by. The use of structured parking will also reduce the number of required spaces by 15%. The number of required spaces will be reduced by an additional 10% by taking advantage of any on-street parking and by providing public transit accommodations. These items would then account for the full allowable reduction of 25% of required parking spaces. Additionally, because the site has a historic preservation overlay, it is eligible for exceptions and waivers to minimum off-street parking ratios (12.06.030.L-5-d) [if the Development Director deems it necessary – Again, parking requirements will be fully evaluated during the Site Review process. Based on the applicant’s initial calculations and submitted materials for the Zone Change, the future development and its ability to meet parking requirements is feasible]. Future driveways will be located in such a way that they do not disrupt the efficient flow of traffic or pedestrian circulation. Off-street loading areas of adequate number and size will be provided to handle the needs of any particular future commercial use. Off-street parking areas will not be used for loading and unloading operations except during periods of the day when not required to accommodate tenant or owner parking needs.”

Roseburg Municipal Code 12.10.040(D):

- b. The site is suitable to the proposed zone with respect to the public health, safety, and welfare of the surrounding area

Finding: The subject 0.77 ac property is currently zoned C3. By proposing a change to CBD, the applicant shall address whether or not the change in zoning may cause any compromise to the existing conditions of public health, safety and welfare to the surrounding area. Both C3 and CBD zones allow for multi-family residential development outright in conjunction with commercial development. In fact, many of the permitted uses listed in Roseburg Municipal Code are either the same or very similar between these two zones. The main difference the applicant has focused on is the dwelling density increase within the CBD zone. With the potential for a more densely populated area if the zone change were approved, the applicant has

addressed how these criteria regarding public health, safety, and welfare will be met;

“A new development will include on-site amenities that promote health such as open areas that encourage safe play for children, and bicycle storage and repair to encourage biking as alternative transportation. The site’s proximity to downtown promotes walking. Having tenants rely more on walking and biking as their transportation provides more exercise that will benefit their long-term health.”

“Safety and security are critical parts of making residents and tenants feel at home and at ease. Proper care will be taken to ensure security against break-ins and thievery through thoughtful design and necessary hardware. Proper lighting and surveillance systems will be put in place to discourage miscreant activity. Smoke alarms and carbon monoxide detectors are part of maintaining health and safety and will be utilized effectively. A traffic impact study has been conducted which will aid in understanding what the automobile, cyclist, and pedestrian environment will be like with the added traffic load of a future development. Though more traffic will be created, the increase will be understood in advance with a TIS and implementation of a design that satisfies it.”

The purpose of this zone change is to provide for greater density and thus more possible apartment units than what the C3 zone currently offers. Without greater density, the project will most likely not occur. These future developments will be beneficial to the surrounding area. The applicant states;

“As previously mentioned, this project will lead to more commerce and will boost the downtown area to a more revitalized and reenergized state. The current zone, C3 – General Commercial, is intended to provide areas where a variety of retail and wholesale business occurs. All commercial districts are primarily intended for the provision of economic opportunity for business owners and a sufficient market of goods and services for the public (Roseburg municipal code 12.04.040). The proposed zone, CBD – Central Business District, “is intended to provide for general retail, residential, professional office/service, and mixed use activities serving a regional/community-wide need.” It has a goal of promoting a strong pedestrian orientation (Roseburg municipal code 12.04.050). Where the C3 zone allows for some economic growth and opportunity, it does not allow for mixed use opportunities to the extent that the CBD zone does.”

Because of the amenities listed by the applicant, as well as the similarities between the C3 and CBD zones, Staff finds this criterion to be satisfied.

- c. The zone change is consistent with the safety and performance measures of the transportation system.

Finding: The subject property is served by established roadways and existing utility services. The proposal to convert the zoning to CBD will not compromise the existing

roadways this property benefits, but the zone change and future development will lead to greater trip counts and traffic generated as a result. Because of this, it was required of the applicant to conduct a Traffic Impact Study (TIS) to determine if any traffic mitigation strategies were needed during the time of development.

The applicant summarizes the results of the TIS in the following paragraph;

"...All study intersections are projected to operate at an acceptable Level of Service D or better per City of Roseburg service standards upon buildout of a future development. As stated in section C above, the crash rates with the worst case scenario traffic increase indicates a 0.517 CPEV, which is under 1.00 CPEV, indicating no deficiencies are present according the Roseburg standards. Accommodations will be made for accessible parking spots that have close proximity to the main entries of the building. The proposed project will also provide accessible routes to the existing transit stop on SE Lane Avenue. Sidewalk improvements will be made as necessary to ensure the safety and welfare of pedestrians. Furthermore, a traffic impact study (TIS) has been prepared as a supplement to this narrative and the proposed project will ultimately benefit the safety of the area by implementing a design that satisfies the TIS."

Based on the TIS findings, there will be no required improvements or alterations to the existing intersections and roadways in the area. The proposed zone change and future development will not create enough of an increase in traffic to warrant further traffic mitigation to what is already in place. Public Works has reviewed the submitted TIS and concurred with the determinations made. Because the existing infrastructure already sees a fair amount of traffic from the condensed downtown area, the proposed zone change and future development will not pose any traffic overload because it has already been designed to handle the numbers this future development will generate.

Because of the existing infrastructure's adequacy that is stated in the submitted TIS, Staff finds that the zone change as proposed is consistent with safety and performance measures of the Transportation System. Please note that if the zone change is approved, upon submittal of a Site Plan Review Application, revisions or additional analysis specific to the design of the future building may be require as part of the TIS.

III. CONCLUSION

Upon review of the application, staff report, and other materials referenced as File ZC-21-002 and after conclusion of the Public Hearing and all testimony provided herein, the Planning Commission concludes that the application by Studio C Architecture, on behalf of Neighbor Works Umpqua, satisfies the approval criteria, therefore warranting the approval of the zone change as requested.

IV. ORDER

Based on the Findings and Conclusions above, the Planning Commission refers the zone change request to the City Council recommending **APPROVAL** of the zone change, and contained within file ZC-21-002 and subject to the conditions as follows:

1. The applicant shall obtain Site Plan Review and Building Permit Approval prior to the commencement of any construction of the subject property.
2. Any future development of the property shall fully conform to all the applicable standards and requirement of the Roseburg Municipal Code.
3. Applicant shall seek guidance from State Historic Preservation Office (SHPO) for any future construction of the subject property at the time a Site Plan Review application is submitted.




Ronald Sperry, Planning Commission Chair



Date



Stuart Cowie, Community Development Director



Date

Planning Commission Members:

Ronald Sperry, Chair
Daniel Onchuck, Vice Chair
Victoria Hawks
Christy Palmini
Stephanie Newman
Jamie Yraguen
Shelby Osborn

CITY OF ROSEBURG

COMMUNITY DEVELOPMENT DEPARTMENT

LAND USE APPLICATION

LAND USE(S) REQUESTED:

(Please check all that apply)

- | | | |
|---|---|---|
| <input type="checkbox"/> Amendment | <input type="checkbox"/> Annexation | <input type="checkbox"/> Boundary Line Adjustment |
| <input type="checkbox"/> Comprehensive Plan Amendment | <input type="checkbox"/> Conditional Use Permit | <input type="checkbox"/> Partition |
| <input type="checkbox"/> Planned Unit Development | <input type="checkbox"/> Subdivision | <input type="checkbox"/> Vacation |
| <input type="checkbox"/> Variance | <input checked="" type="checkbox"/> Zone Change | |

PROPERTY INFORMATION:

Property Address/Location: Tax Lots 14500 - 14800 (911 SE LANE AVE.)

Township 21 Range 5 Section 19CB Lot Number 14800 Tax Account R71760Township 21 Range 5 Section 19CB Lot Number 14500 Tax Account R71739, R71746, R71753
14700**BRIEFLY DESCRIBE THE PROPOSED LAND USE ACTION
AND ANY ADDITIONAL INFORMATION PERTINENT FOR THE REVIEW:**

This application is for the rezone of an existing General Commercial (C3) zone to a Central Business District (CBD) zone. A traffic Impact Study has been conducted and included with this application as additional findings to support this proposal

APPLICANT/AUTHORIZED AGENT:

Name: Emily Rist

Mailing Address: _____

1300 SW 6th Ave. #305
Portland, OR 97201Phone Number: 503-525-2679E-mail: emily.rist@studiocpdx.com**PROPERTY OWNER: (if different)**Name: _____
Umpqua Community Development Corporation dba NeighborWorks UmpquaMailing Address: 605 SE Kane Street, Roseburg OR 97470Phone Number: 5416715867E-mail: bskelley@nwumpqua.org**PROPERTY OWNER 2: (for B.L.A.)**


Name: _____

Mailing Address: _____

Phone Number: _____

E-mail: _____

I hereby certify that the information furnished herein is the data and information required for the project and the facts, statements, and information presented is true and correct to the best of my knowledge. My signature authorizes the listed applicant/agent to act in my behalf relative to the processing of this application.



Property Owner Signature

12-11-2020

Date

Property Owner Signature_____
Date

APPLICATION FOR:
ZONE CHANGE C-3 TO CDB
for
JACKSON VIEW

Applicant: NEIGHBORWORKS UMPQUA



605 SE Kane Street
Roseburg, Oregon 97470

Property Location: Lots 14500-14800
Roseburg, Oregon

Submittal Date: April 05, 2021

Prepared By:



2021.04.05

Jackson View
ZONE CHANGE NARRATIVE

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ZONE CHANGE NARRATIVE

ARCHITECT'S STATEMENT

This proposed zone change is for lots 14500-14800. Roseburg's zoning map shows the current zone as General Commercial (C3). We propose rezoning it to Central Business District (CBD). The lots are located between Mosher Avenue and Lane Avenue, and Jackson Street and Main Street. Neighborworks Umpqua's goal is to increase the amount of convenient, multi-family housing close to the Central Business District in their portfolio. The proposed plan for this site is to provide a maximum 70 unit housing development with commercial uses on the ground floor. The current C3 zoning would only allow for a maximum of 26 new units to be built. This is not a great enough density to make the project feasible for NeighborWorks Umpqua. The greater density that would be allowed by changing the zone to CBD will stimulate more patrons to visit the existing businesses of the CBD area as well as create more job opportunities. The entirety of the current Central Business District is within a half mile of the subject site. This proximity creates palpable walkability for all future residents while encouraging biking and walking as primary sources of transportation.

This zone change request precedes any official design drawings because the project will not be feasible unless the zone is changed to allow for the higher density of units.

ZONE CHANGE APPROVAL CRITERIA

Per Section 5.4.030 of LUDO the following criteria shall be met in order to grant the request:

A. The rezoning will conform to the Roseburg Urban Area Comprehensive Plan including the land use map and written policies.

***Response:** This proposal to rezone the subject property from a General Commercial (C3) zone to a Central Business District (CBD) zone conforms with the Roseburg Urban Area Comprehensive Plan. All applicable policies have been restated in the "Comprehensive Plan Policies and Responses" found in the following pages of this narrative. Our responses detailing our findings follow each policy.*

B. The site is suitable to the proposed zone with respect to the public health, safety, and welfare of the surrounding area.

***Response:** A new development will include on-site amenities that promote health such as open areas that encourage safe play for children, and bicycle storage and repair to encourage biking as alternative transportation. The site's proximity to downtown promotes walking. Having tenants rely more on walking and biking as their transportation provides more exercise that will benefit their long-term health. Residential instability contributes to stress and mental health problems that could leave children and parents vulnerable to developmental delays and depression. High quality housing provides more stability for families.*

Safety and security are critical parts of making residents and tenants feel at home and at ease. Proper care will be taken to ensure security against break-ins and thievery through thoughtful design and necessary hardware. Proper lighting and surveillance systems will be put in place to discourage miscreant activity. Smoke alarms and carbon monoxide

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detectors are part of maintaining health and safety and will be utilized effectively. A traffic impact study has been conducted which will aid in understanding what the automobile, cyclist, and pedestrian environment will be like with the added traffic load of a future development. Though more traffic will be created, the increase will be understood in advance with a TIS and implementation of a design that satisfies it.

As previously mentioned, this project will lead to more commerce and will boost the downtown area to a more revitalized and reenergized state. The current zone, C3 – General Commercial, is intended to provide areas where a variety of retail and wholesale business occurs. All commercial districts are primarily intended for the provision of economic opportunity for business owners and a sufficient market of goods and services for the public (Roseburg municipal code 12.04.040). The proposed zone, CBD – Central Business District, “is intended to provide for general retail, residential, professional office/service, and mixed use activities serving a regional/community-wide need.” It has a goal of promoting a strong pedestrian orientation (Roseburg municipal code 12.04.050). Where the C3 zone allows for some economic growth and opportunity, it does not allow for mixed use opportunities to the extent that the CBD zone does. The C3 zone is limited in its acceptance of mixed uses. It ultimately doesn’t benefit the downtown area as much as a CBD zoned property would because it simply does not allow for the higher density that would bring patrons which would boost the downtown area to this extent. New and existing business are less likely to succeed if patron traffic does not increase enough as more businesses are being added. Promoting a strong pedestrian orientation is a goal of our project, which directly aligns with the CBD zone intents. This focus benefits the welfare of not only the tenants of the new development, but also those that surround it. The focus on walking and biking puts less traffic load on the streets, and more people walking by businesses that they are more likely to visit than if they were driving.

C. The rezone is consistent with the safety and performance measures of the transportation system.

Response: *As mentioned above, a Traffic Impact Study has been conducted to better understand the safety and performance implications of adding a future project like this to the downtown scape. The safety of all drivers, cyclists, and pedestrians is very important and a design will be implemented that satisfies the findings and safety concerns of the Traffic Impact Study.*

As traffic changes and different loads are added, it is important to ensure the overall performance of the transportation system is not negatively affected. According to the TIS, a future development of this kind will, in the worst case scenario, generate 15 new trips during the morning peak hour, 20 new trips during the evening peak hour, and 240 new daily trips. Even with this conservative analysis, the TIS found that the crash rates of the study intersections are only at 0.517 CPEV (crashes per million entering vehicles). According to the TIS, a crash rate over 1.00 CPEV could indicate deficiencies in the design and require further investigation. Because we are under 1.00 CPEV, no deficiencies are

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ZONE CHANGE NARRATIVE

indicated. The unsignalized study intersections were analyzed to determine if new traffic signals will be needed to deal with the increased traffic load and the results determined all study intersections will operate acceptably per the city of Roseburg standards. Therefore, the traffic impact analysis indicates the conservative projected added traffic volume will be within the standards of the City of Roseburg and not necessitate revisions.

The Central Business District is a regionally defined economic activity center, and the goal is to promote more activity in a beneficial way. Extra support for the economy of the Central Business District can come by making it easier for people to walk or bike to where they want to go instead of driving. Walking slows people down so they are more likely to stop into businesses that they may have otherwise missed if they were in automobiles. Since a future project of this type increases the number of residents close to the City Center, it raises the likelihood that those people will also work in the city center in the future. Thus, eventually taking away some of the need to drive an automobile to work. As further similar development happens in downtown Roseburg, this will take pressure off peak commuting times (at the beginning and end of the workday) since more people will be able to walk or bike to work instead of driving. Integrating a multimodal approach like this will help the city move toward taking the pressure off any one form of transportation, in this case, the automobile. Roseburg's current status as a rural community implies a heavy dependence on automobiles as the primary mode of transportation for residents. One of the goals of this zone change is to help promote downtown Roseburg's emergence as a multimodal transportation hub for the city. These opportunities will help promote a sense of community and vitality in the city's center in the future.

Maintaining the existing U-trans transit stop will provide an important amenity for the new residents, providing a reliable and convenient public transit stop, increasing the likelihood that they will use it instead of a car. The existing stop is at the North side of the block, marked only by a sign. The existing adjacent intersections (SE Lane Avenue and Jackson Street as well as SE Lane Avenue and Main Street) have also been recently modified with new accessible curb ramps, improving access for anyone using the stop. A future development would study adding a covered area to further promote its use. The stop currently services the UTrans Roseburg Redline with weekday service running from 6:50am to 6:40pm. There is also a bus stop within a quarter mile of the site servicing the Utrans Roseburg Orangeline and the Utrans Winston Greyline. Future discussions with Utrans may include inquiring about adding more service lines to the stop on the project site, or extending service hours to the weekends. The boost of additional residents and commercial users so close to the existing bus stop will help to further invest the community in the city's mass transit strategy. Increased use of these alternative options also supports the transportation system's goal to promote sustainability and decrease carbon emissions as much as possible.

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ZONE CHANGE NARRATIVE

ROSEBURG COMPREHENSIVE PLAN POLICIES AND RESPONSES

Growth Policies

Growth Policy No. 2:

Concepts of urban development for cost effectiveness and energy efficiency will be supported.

Response: The intention of a future project is to increase the allowable density which will inherently create more opportunity for greater efficiency. Applicant proposes to have one building structure which will include a maximum residential unit count of 70. Having all the services and utilities in one building creates greater efficiency in materials, labor, and infrastructure needed per unit. Including the units within one envelope also greatly increases the energy efficiency per dwelling.

Economic Growth Policies

Economic Growth Policy No. 2:

The City will encourage the continuance of career preparation and employment orientation programs for urban area residents by the community's educational institutions, labor unions, business and industry.

Response: The entirety of the current Central Business District is within a half mile of the project site. This location provides a unique opportunity for future tenants to become frequent patrons and future employees of the local businesses in the area which will support the economic development of the Central Business District. It also creates greater opportunity for future tenants to open their own businesses, ones that will be more easily accessible to them. Applicant proposes to provide commercial space to add to the current aggregation of businesses in the downtown area.

Economic Growth Policy No. 3:

The City shall encourage economic activities which strengthen the urban area's position as a regional distribution, trade and service center.

Response: Providing a project of the proposed density this close to the Central Business District will have a direct effect on increasing the patronage to the businesses downtown. Giving these businesses more support will strengthen the urban area's position as a regional distribution, trade and service center and will increase the likelihood of more businesses being opened in the future. This could come from new tenants of the development, or as a response to the greater foot traffic generated by the proposed development.

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Jackson View
ZONE CHANGE NARRATIVE

Economic Growth Policy No. 8:

The City shall develop and implement programs aimed at preservation and upgrading of the City's downtown area by alleviating congestion and providing off-street parking. The City will encourage the renovation of existing buildings in the downtown core area.

Response: *Applicant's goal is to promote walkability as much as possible. Most of this will be accomplished by the inherent proximity of the site to the main downtown area which will help alleviate vehicular congestion downtown. Applicant will provide pedestrian amenities to make the concept even more inviting to future tenants such as conditioned interior bicycle parking. There is an existing 40 unit apartment building on lot 14800 called the Kolhagen Building. A future development will address the parking needs for this existing building, as well as the new multi-family building. Parking will be accommodated by structured, below grade parking, which will reduce the number of required spaces by 15% per Roseburg development code (12.06.030.M-4). The number of required spaces will be reduced an additional 10% by utilizing on-street parking and by providing public transit accommodations (12.06.030.L-1). These items would then account for the full allowable reduction of 25% of the otherwise required parking spaces. Additionally, because the site has a historic preservation overlay, it is eligible for exceptions and waivers to minimum off-street parking ratios (12.06.030.L-5-d).*

For a future development of a maximum 70 unit density, roughly 80% of the total required parking could be reasonably accommodated by on-site structured parking. 39% of the required parking can be accommodated by existing available on-street parking within 100 feet of the site. See diagram below for locations of current available on-street parking spaces (42 spaces total). These spaces may count toward the total number of required non-employee spaces (12.06.030.M.5). This indicates there is 19% more parking available in a future development of this kind than what the City of Roseburg requires.



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Transportation Policies

Transportation Policy No. 4:

The city will encourage the development of alternate traffic routes which will reduce traffic volumes.

Response: For entry to the site, there are currently three curb cuts along Jackson Street, and one curb cut along Main Street. Jackson Street is a one-way collector street flowing south. Main street is a two-way collector street. The southern most curb cut along Jackson Street is within 20 feet of the intersection of Jackson Street and Mosher Avenue. This existing configuration can have adverse effects on the congestion of the traffic at that corner. Applicant proposes that a future project removes this curb cut to alleviate potential congestion issues at that intersection. Additionally, proposed future project shall distribute site entry curb cuts between Jackson Street and Main Street to avoid undue stress on either street. Furthermore, the project will encourage the use of alternate transportation means by way of walking and bicycling.

Transportation Policy No. 7:

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

Response: A future development on this site does not warrant a need for street standard refinement, with the exception of the aforementioned curb cut that is too close to the intersection of Jackson Street and Mosher Avenue. Applicant's focus will be on accommodating pedestrians and alternative transportation, while minimizing the use of vehicles.

Transportation Policy No. 10:

New developments shall include consideration of improvements which would accommodate public transit and other modes.

Response: It will be important for the new development to promote alternative transportation. The proposed project will focus on providing pedestrian amenities and bicycle facilities as main forms of transportation instead of motor vehicles. This includes but is not limited to sidewalk improvements, creation of plazas or open space with direct connection to main circulation routes, adequate bicycle parking and bicycle facilities, and improvement or creation of a covered public transit stop.

Transportation Development Policy No. 5:

Public facilities, schools, shopping centers, industrial parks and planned unit developments should be designed, sited and constructed to accommodate and encourage transit service convenient to the public. The provision of covered bus shelters convenient to major entryways of public buildings and shopping centers should be encouraged.

Response: The zone change proposed is not in anticipation of construction for a public facility, school, shopping center, industrial park or planned unit development and as such

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ZONE CHANGE NARRATIVE

this criterion does not apply. However, there are currently three U-trans bus lines on the north side of the site along SE Lane Avenue which will be maintained.

Transportation System Plan Goal 1:

Provide a comfortable, reliable, and accessible transportation system that ensures safety and mobility for all members of the community.

Response: *The four roads bordering our site are SE Lane Avenue, SE Main Street, SE Mosher Avenue, and SE Jackson Street. These streets are in generally good condition with no visible need for immediate repair or improvement. They are low speed collector streets that provide a safe path for all vehicles to access the site. Based on the provided TIS, all study intersections are projected to operate at an acceptable Level of Service D or better per City of Roseburg service standards upon buildout of a future development. As stated in section C above, the crash rates with the worst case scenario traffic increase indicates a 0.517 CPEV, which is under 1.00 CPEV, indicating no deficiencies are present according the Roseburg standards. Accommodations will be made for accessible parking spots that have close proximity to the main entries of the building. The proposed project will also provide accessible routes to the existing transit stop on SE Lane Avenue. Sidewalk improvements will be made as necessary to ensure the safety and welfare of pedestrians. Furthermore, a traffic impact study (TIS) has been prepared as a supplement to this narrative and the proposed project will ultimately benefit the safety of the area by implementing a design that satisfies the TIS.*

Transportation System Plan Goal 2:

Create an integrated multimodal transportation system that enhances community livability.

Response: *Please see response above under "Transportation System Policy No. 10."*

Transportation System Plan Goal 2:

Provide pedestrian and bicycle amenities downtown and at social spaces.

Response: *Please see response above under "Transportation System Policy No. 10."*

Transportation System Plan Goal 4:

Advance regional sustainability by providing a transportation system that improves economic vitality and facilitates the local and regional movement of people, goods, and services.

Response: *By focusing on alternative transportation, we are encouraging future tenants/residents to concentrate their business and activities in the areas that are closer to them. The entirety of the Central Business District would be in close proximity to the future residents, given its location. Providing this increased reliance on walking and biking not only advances the regional sustainability of Roseburg, but also promotes the economic vitality of the city's core as a civic and business center.*

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ZONE CHANGE NARRATIVE

Energy Conservation Policies

Energy Conservation Policy No. 2:

The City shall incorporate into its land use and ordinance provisions which encourage new development to utilize density and location, in balance with the requirements of other planning policies, in order to reduce the need to travel, increase access to transit, and permit building configurations which increase the efficiency of space heating in residences.

Response: As mentioned previously, Applicant's plan is to house a maximum of 70 dwelling units within one building structure. Having this level of density in a single building envelope will be inherently more energy efficient than the density the current zone allows for (there is currently a maximum of 26 units) because the amount of exterior building skin (the area of required insulated building envelop) per interior occupied area is greatly reduced, leading to much lower energy loss throughout the facility. Units will be individually serviced with mechanical systems to minimize energy loss and waste from a central air system. The site's proximity to the Central Business District encourages walking and biking as transportation and reduces the need to travel by car as frequently. As mentioned previously, maintaining the existing public transit stop will continue to promote greater access to transit for new residents.

Energy Conservation Policy No. 8:

All new residential plans, industrial and commercial development in the urban area shall make provisions for fire hydrants and fire lines where applicable.

Response: There is an existing fire hydrant on the corner of Mosher Avenue and Main Street. According to the Roseburg Fire Marshal, the approximate required fire flow for a development of this kind and size is 1688 gpm for 2 hours. This is taking into account the 75% reduction for the inclusion of an automatic sprinkler system. The existing fire hydrant and fire lines, therefore, will be sufficient for this type of project.

Energy Conservation Policy No. 9:

All new developments in the urban area shall have separate storm sewer and sanitary sewer lines. The City shall continue to work toward separation of all storm and sanitary sewer lines in the Roseburg sewer system.

Response: Project complies. There is a 10 inch sanitary sewer main in Main Street and an existing 30-inch storm main located in Lane Avenue adjacent to the site.

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ZONE CHANGE NARRATIVE

Housing Policies

Housing Policy No. 1:

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

Response: Measures will be taken to ensure the new tenants of any future project will have access to adequate electricity, trash services and city services. Applicant will coordinate with the various service providers to ensure adequate services are provided. Additionally, the property has adequate service for water, sewer, and fire protection as per the following:

The Water System: The City of Roseburg's water system has more than enough flow, pressure, and storage to serve this proposed development. The subject site, located in Downtown Roseburg, is bound by Lane Avenue on the north, Jackson Street on the west, Main Street on the East, and Mosher Avenue on the south. Directly adjacent to the site there is a 16-inch diameter water transmission main in Lane, a 12-inch water transmission main in Jackson, and 6-inch waterlines in both Main and Mosher. All off these water mains are looped throughout the area providing multiple sources of water to the site. The 16-inch water transmission main in Lane Avenue is the main supply line for Downtown Roseburg. In reviewing the City of Roseburg's 2010 Water Master Plan, there are no proposed improvements or water system upgrades in this area due to the abundance of supply currently available at this site. The site is also located in the City of Roseburg's Main Pressure Zone, which serves the vast majority of the City and is also connected to numerous City Reservoirs including but not limited to City Reservoirs 5, 6 and 7 which provide over 5 million gallons of water storage. The static pressure at the site is approximately 82 psi, which is in the ideal range and will be more than adequate to serve the top stories of this multi-level structure.

Assuming the average person uses approximately 100 gallons per day of water, this 70-unit apartment complex will house an estimated 150 people in total who will use approximately 15,000 gallons of water per day. The existing water system in this area is more than capable of providing 15,000 gallons of water per day for this proposed development.

Fire Protection: As mentioned above, the site is bound by water mains on all four sides of the parcel. The site also has existing fire hydrants located directly adjacent to the site at the NW corner of Lane/Jackson (Hydrant 11-30), the NW corner of Lane/Main (Hydrant 11-31), and the NW corner of Main/Mosher (Hydrant 12-3). There are also four additional existing fire hydrants located one block away from the site. The fire flow data for the three fire hydrants directly adjacent to the site are as followed:

Hydrant 11-30 (NW Corner of Lane & Jackson)
Static = 82psi
Residual = 72 psi

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GPM = 1424

Hydrant 11-31 (NW Corner of Lane & Main)

Static = 82psi

Residual = 74 psi

GPM = 1443

Hydrant 12-3 (NW Corner of Main & Mosher)

Static = 74psi

Residual = 64 psi

GPM = 1342

Just these three hydrants along provide over 4,200 GPM of available fire flow to the site, which should be more than ample to provide the needed fire protection for this building. It should also be noted that the City of Roseburg's Main Fire Department Building is located only 5 blocks away on the north end of Downtown Roseburg allowing a quick response time for any emergency needs at this location.

Sanitary Sewer: *The existing sewer system is adequate to provide service for this proposed 70-unit complex. There is an existing 10-inch sewer main in Main Street that would provide direct service the new building which upsizes to an 18-inch sewer main in Lane Avenue. In reviewing RUSA's Sewer Master Plan, there are no identified deficiencies or capacity issues in the vicinity of this site. The future development, assuming it will house approximately 150 City of Roseburg residents, will produce an average of approximately 15,000 gallons of wastewater per day for an average daily flow of about 10.5 GPM. Assuming a peaking factor of 4 for this development, the estimate peak flow will be approximately 42 GPM or 0.09 CFS of additional sewer flow. This additional flow will not cause any capacity related issues for the existing sewer system.*

Storm water: *City of Roseburg storm water requirements state that any new proposed development cannot increase the amount of storm water runoff from a site from the pre-existing/pre-development conditions. Any development on this site will have to adhere to that requirement regardless of the zoning of the site hence this development will not be permitted to have any impact on the downstream storm water system. Storm water detention facilities will be installed as needed to maintain pre-developed storm water runoff conditions.*

It should be noted that the site currently consists of impervious building rooftops and a large gravel parking lot with a small amount of green open space around the existing buildings. The majority of the site is either impervious or very close to impervious so the addition of buildings will be very east to manage and mitigate the increase in stormwater runoff via a detention basin system as the increase in runoff will be minimal due to the existing conditions.

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ZONE CHANGE NARRATIVE

Housing Policy No. 10:

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

Response: *Because of the increased density that the proposed rezoning offers, the property will more adequately support the inclusion of residential amenities in terms of their financial feasibility. This may be accomplished by the inclusion of community rooms, outdoor green space, patios, improved sidewalks, widened plaza spaces, and other methods.*

Housing Policy No. 11:

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

Response: *This rezoning proposal directly supports this policy by providing more renter occupied multi-family housing opportunities than what current zoning allows. According to Roseburg's Housing Needs Analysis, over the next 20 years Roseburg will have a demand for 2,678 new dwelling units, 30% of which are assumed to be multifamily. This site has a unique opportunity to provide some of the city's projected multifamily needs in a location that also serves the core of the city – the Central Business District. This rezoning would help support this policy and Roseburg's projected overall need for multifamily units.*

Urban Growth Policies

Urban Growth Policy No. 10:

New developments shall make maximum use of available land areas with minimal environmental disturbance and be located and designed to minimize such public costs as extension of sewer and water services, schools, parks, and transportation facilities.

Response: *The proposed zone change will support a future project that will adhere to the city's policy to be minimally impactful to the environment by developing land that is currently utilized only as a surface parking lot. The configuration of the building on the site will not cause the need for extension of sewer and water services. Because the site is within the core of the downtown area, connection to the existing services will be all that is required, thereby minimizing public cost. The density increase allowed by this zone change can limit the amount of new infrastructure and service extensions needed in undeveloped areas of the city, which cuts down on the need for urban sprawl elsewhere. In order to further comply with this standard, the project will maximize the efficiency of what is intended to fit within the building footprint by minimizing unnecessary circulation space and wasted space within units and common areas.*

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ZONE CHANGE NARRATIVE

Commercial Development Policies

Commercial Development Policy No. 1:

The Central Business District has been and continues to be an important part of the regional retail and service center of Douglas County. The City shall continue to encourage and promote this central core area as a civic and business center.

Response: A future development will add to the retail and services that are available in the Central Business District. By changing the zone of the subject site to CBD and the greater residential density that it will allow, the property will increase its marketing feasibility thus more strongly promoting a future project. In this way, this zone change will further encourage the growth and development in the Central Business area to a greater extent than its current zoning allows. Because the subject site is at the edge of the existing Central Business District, it already has the feeling of being part of this core. This new development will be instrumental in supporting the Central Business District as a central core and as the civic and business center of the city.

Commercial Development Policy No. 5:

Notwithstanding the existing development pattern along arterials and collectors committing an area to strip development, new commercial development shall be clustered and located to provide convenience goods and services for neighborhood residents or a wide variety of goods and services for a market area of several neighborhoods.

Response: While future commercial tenants are unknown at this time, common market practices would indicate that the business will either cater to services currently lacking in the neighborhood or that they will build upon the commercial synergies in the district. In order to create maximum exposure, a future development will emphasize the corners of the building adjacent to the existing street intersections to the greatest ability that the existing topography will allow.

Commercial Development Policy No. 8:

Commercial development may be permitted only where adequate systems for transportation and sewer and water services have been provided or have been scheduled for construction.

Response: Because of its central location, the project site has immediate access to all required city services including transportation, sewer and water services. Please see response to Housing Policy No. 1 for further information.

Commercial Development Policy No. 10:

Adequate off-street parking and buffer strips shall be provided for all commercial development. When appropriate, transit services and shelters may be provided in lieu of some off-street parking. Parking and loading facilities shall be designed so that ingress and egress driveways do not disrupt the efficient flow of traffic on arterial streets, intrusion into abutting uses is minimized, and safe and convenient pedestrian circulation is provided.

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Response: *Parking will be primarily accommodated by structured, below grade parking. This will take most of the parking off the street while hiding it from the view of pedestrians and cars going by. The use of structured parking will also reduce the number of required spaces by 15%. The number of required spaces will be reduced by an additional 10% by taking advantage of any on-street parking and by providing public transit accommodations. These items would then account for the full allowable reduction of 25% of required parking spaces. Additionally, because the site has a historic preservation overlay, it is eligible for exceptions and waivers to minimum off-street parking ratios (12.06.030.L-5-d). Future driveways will be located in such a way that they do not disrupt the efficient flow of traffic or pedestrian circulation. Off-street loading areas of adequate number and size will be provided to handle the needs of any particular future commercial use. Off-street parking areas will not be used for loading and unloading operations except during periods of the day when not required to accommodate tenant or owner parking needs.*

SUMMARY STATEMENT

As we have shown from the findings above, changing this site's zone from General Commercial (C-3) to Central Business District (CBD), will be an important move in adding to the economic growth and vitality of Downtown Roseburg. The increased density permitted by this zone change will allow for additional much needed housing in Roseburg. Its half-mile proximity to the entirety of the Central Business District positions these new residents to play a direct role in the support of the existing downtown businesses and vitality. The commercial uses required to be included on the ground floor will also help strengthen this core area as the city's civic and business center. The zone change will allow for greater efficiency of infrastructure per unit cost and its central location eliminates the need for the extension of services.

Applicant appreciates your consideration and hereby requests your approval on this proposed change to the zoning code.



lancaster
mobley

Block 59 Zone Change Transportation Impact Study

Roseburg, Oregon

Date:

May 19, 2021

Prepared for:

Brian Shelton-Kelley

NeighborWorks Umpqua

Copy:

Jim Walker

Studio C Architecture

Prepared by:

Nick Mesler, EIT

Todd Mobley, PE



RENEWS: 12/31/2022

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Executive Summary

1. Block 59 of Douglas County Assessor's Map 2705W19CB in Roseburg, Oregon is currently zoned C3 (General Commercial) and is proposed to be rezoned to CBD (Central Business District). This City block is bounded by SE Main Street to the east, SE Mosher Avenue to the south, SE Jackson Street to the west, and SE Lane Avenue to the north.
2. The primary material effect of the zone change relates to the density of residential housing permitted above a ground floor retail site. Including the existing 40-unit apartment complex located on the northern portion of the block, C3 zoning would only allow for a maximum 26 additional units. The site has a plan to provide a maximum 70 dwelling units (DU) on the existing surface parking lot on the southern portion of the site. Changing the property zoning from C3 to CBD would bring the total block up to a reasonable worst-case scenario of 110 DU. Thus, the change in zoning reasonable worst-case scenario would be a net increase of 44 multi-family DU. It is assumed that the ground floor commercial would be effectively equivalent in both zoning scenarios.
3. The reasonable worst-case scenario zone change residential land use intensity increase trip generation calculations show that the proposed zone change will generate 15 new trips during the morning peak hour, 20 new trips during the evening peak hour, and 240 new daily trips.
4. A detailed examination of the most recent five years of crash data, no significant trends or crash patterns were identified at any of the study intersections that are indicative of safety concerns.
5. Preliminary traffic signal warrants are not projected to be met at any of the study intersections under year 2040 Buildout Conditions.
6. All study intersections are projected to operate at an acceptable Level of Service D or better per City of Roseburg standards upon buildout of the proposed development.
7. All study intersections are projected to operate at an acceptable volume to capacity ratio (maximum 0.85) per City of Roseburg standards upon buildout of the proposed development.



Project Description

Block 59 of Douglas County Assessor's Map 2705W19CB in Roseburg, Oregon is currently zoned C3 (General Commercial) and is proposed to be rezoned to CBD (Central Business District).

The site has a potential development of a high-density, mixed-use residential and ground floor commercial building. Generally, changing the zoning to CBD will allow for a greater number of development opportunities with the increased variety of allowable uses.

The proposed change in zoning will amend a land-use regulation, thus it will trigger the need to address the State Transportation Planning Rule (TPR). The TPR ensures that the transportation system is capable of supporting possible increases in traffic intensity that could result from changes to adopted plans and land use regulations.

Since the proposed zoning could potentially generate more traffic than the existing zoning, a comparison of reasonable worst-case development scenarios will quantify the potential change in traffic volumes generated. An increase in traffic generated will require an analysis to determine whether the transportation system is capable of supporting changes to adopted plans and land use regulations, and whether modifications to the City's TSP are needed and if the conditions of the TPR are satisfied.

At this time, the specific development proposal for the zone is not certain. Site specific transportation concerns (i.e. parking, driveway access, spacing standards, etc.) will need to be addressed at the time a specific building is proposed during the permitting approval process. This TIS document limits the scope of analysis specifically to the proposed zoning change.

Based on correspondence with City of Roseburg staff, this report conducts safety and capacity/level of service analyses at the following intersections:

1. SE Stephens Street & SE Mosher Avenue
2. SE Pine Street & SE Mosher Avenue

Detailed information on traffic counts, trip generation calculations, safety analyses, and level of service calculations is included in the appendix to this report.

Location Description

This City block is bounded by SE Main Street to the east, SE Mosher Avenue to the south, SE Jackson Street to the west, and SE Lane Avenue to the north. The site currently consists of a 40-unit apartment building and surface-level parking lot. The project site (Tax Lots 14500-14800) is approximately 0.75 acres and is currently zoned general commercial (C3).

Under the existing zoning (C3), a variety of retail and wholesale business is permitted to occupy the site. This includes limited dwelling units above commercial structures, nursing homes, public/civic buildings, and numerous commercial uses, among others.

Under the proposed zoning (CBD), a wider range of uses are permitted; including, general retail, residential, professional office/service, and mixed-use. This includes expanded permission for developing residential uses, parking structures, and a wide variety of commercial and retail uses.

The surrounding land uses are similar to the existing and proposed zoning. To the south and west of the project site the zoning is C3, to the east the zoning is C3 and PO (Professional Office), and to the north CBD. Changing the zoning to CBD would merely extend the CBD boundary across SE Lane Avenue.

Vicinity Streets

There are four (4) primary roadways within the study area that are expected to carry traffic generated by the proposed development. The characteristics of these roadways are summarized in Table 1.

Table 1: Roadway Characteristics

Street Name	Jurisdiction	Functional Classification	Speed (MPH)	Curbs & Sidewalks	On-Street Parking	Bicycle Facilities
SE Stephens Street	City of Roseburg	Major Arterial (one-way)	25 mph	Both Sides	Permitted	None
SE Pine Street	City of Roseburg	Major Arterial (one-way)	30 mph	Both Sides	Permitted	Class II Bike Lane
SE Mosher Avenue	City of Roseburg	Minor Collector	25 mph (unposted)	Both Sides	Permitted	None
SE Lane Avenue	City of Roseburg	Minor Collector	25 mph (unposted)	Both Sides	Prohibited	None

Study Intersections

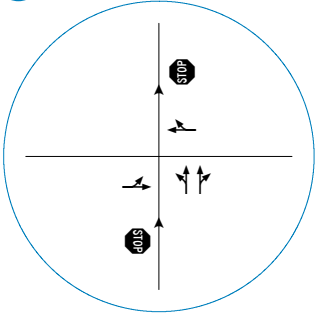
Through coordination with the City of Roseburg, two (2) study intersections were identified for evaluation. The existing characteristics of these intersections are summarized in Table 2. The study intersection configurations are shown in **Error! Reference source not found..**

Table 2: Vicinity Intersection Descriptions

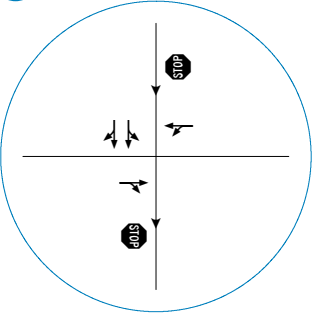
Number	Intersection	Geometry	Traffic Control	Phasing/Stopped Approaches
1	SE Stephens Street & SE Mosher Avenue	Four-Legs	Stop-Controlled	EB/WB Stop Controlled
2	SE Pine Street & SE Mosher Avenue	Four-Legs	Stop-Controlled	EB/WB Stop Controlled



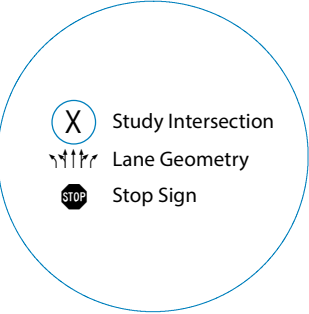
1 SE Stephens Street (OR-99)
& SE Mosher Avenue



2 SE Pine Street (OR-99)
& SE Mosher Avenue



Legend



Legend

Study Intersections

Block 59

Arterial

Minor Collector

Local

Alley

Driveway

Public Transit

Within a quarter mile of the project site, there are two bus stops servicing three local transit lines. The bus stop directly fronting the project site along SE Lane Avenue services the *Redline*. The bus stop along SE Pine Street between SE Mosher Avenue and SE Lane Avenue services the *Redline*, *Orangeline*, and *Greyline*.

UTrans Roseburg Redline provides service between north and south Roseburg, with notable stops at the Umpqua Community Health Center, CHI Mercy Health, the Greyhound Bus Station, and the State Office Building. Weekday service is scheduled from approximately 6:50 AM to 6:40 PM and has headways of approximately 60 minutes. There is currently no weekend or holiday service on this bus route.

UTrans Roseburg Orangeline provides service between the Winchester and Green communities, with notable stops near Umpqua Community College, the Umpqua Community Health Center, the Public Library, and Greyhound Bus Station. Weekday service is scheduled from approximately 6:34 AM to 7:12 PM and has headways of approximately 40 to 150 minutes. There is currently no weekend or holiday service on this route.

UTrans Winston Greyline provides service between Winston and Downtown Roseburg, with notable stops at the River Bend Park and the Greyhound Bus station. Weekday service is scheduled from approximately 6:05 AM to 5:55 PM and has headways of approximately 150 minutes. There is currently no weekend or holiday service on this bus route.

A vicinity map showing the project site, vicinity streets, and the study intersections with their associated lane configurations is displayed in Figure 1.

Site Trips

Trip Generation

Under the existing zoning (C3), a variety of retail and wholesale business is permitted to occupy the site. This includes limited dwelling units above commercial structures, nursing homes, public/civic buildings, and numerous commercial uses, among others. The proposed zoning (CBD) allows for many of the same uses as CBD, with minor additions and exceptions. The primary material effect of the zone change relates to the density of residential housing permitted above a ground floor retail site. Including the existing 40-unit apartment complex located on the northern portion of the block, C3 zoning would only allow for a maximum 26 additional units. The site has a plan to provide a maximum 70 dwelling units (DU) on the existing surface parking lot on the southern portion of the site. Changing the property zoning from C3 to CBD would bring the total block up to a reasonable worst-case scenario of 110 DU. Thus, the change in zoning reasonable worst-case scenario would be a net increase of 44 multi-family DU. It is assumed that the ground floor commercial would be effectively equivalent in both zoning scenarios.

To estimate the number of trips that will be generated by the reasonable worst-case scenario zone change, trip rates from *Trip Generation Manual*¹ were used. Land Use Code 221, Multifamily Housing (Mid-Rise), provides data for "apartments, townhouses, and condominiums located within the same building with at least three other dwelling units and that have between three and 10 levels (floors)." The trip rates referenced for calculations were based on total net additional number of DU.

¹ Institute of Transportation Engineers (ITE), *Trip Generation Manual*, 10th Edition, 2017.

The trip generation calculations show that the proposed zone change will generate 15 new trips during the morning peak hour, 20 new trips during the evening peak hour, and 240 new daily trips. A summary of the trip generation for site expansion is provided in Table 3. Detailed trip generation calculations are provided in the technical appendix to this memorandum.

Table 3: Trip Generation Summary

Land Use	ITE Code	Dwelling Units	Morning Peak Hour			Evening Peak Hour			Weekday
			In	Out	Total	In	Out	Total	Total
<i>Multifamily Housing (Mid-Rise) (Existing Zoning)</i>	221	66	6	17	23	18	12	30	358
Multifamily Housing (Mid-Rise) (Proposed Zoning)	221	110	10	28	38	30	19	49	598
Net Increase	221	44	4	11	15	12	8	20	240

Note: Net Increase may not equal sum of parts due to rounding.

Trip Distribution

The project trip distribution was developed based on the geographical location of the project, proximity of residential, commercial, and office uses, and the existing and planned roadway network facilities. The following trip distribution is projected:

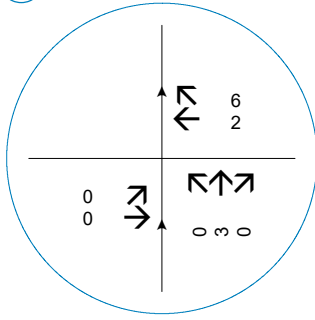
- Approximately 75 percent of trips will travel to/from the north along SE Stephens Street via SE Mosher Avenue; and
- Approximately 25 percent of trips will travel from the south along SE Pine Street via SE Mosher Avenue.

It should be noted that due to the one-way nature of SE Jackson Street (southbound only), it is anticipated that 100% of the trips will enter the site via SE Lane Avenue and 100% of the site trips will leave the site via SE Mosher Avenue.

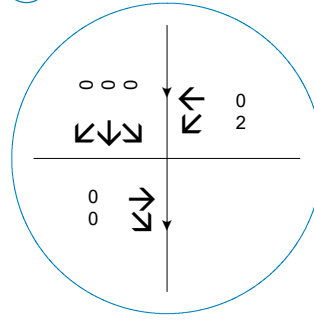
The trip distribution and assignment for the site trips generated during the evening peak hours are shown in Figure 2.



1 SE Stephens Street (OR-99)
& SE Mosher Avenue



2 SE Pine Street (OR-99)
& SE Mosher Avenue



Legend

- (X) Study Intersection
- ↔ Turn Movements
- ## PM Peak Hour Volume
- One-Way Roadway



Legend

- X% Percent of Project Trips
- # Study Intersections
- Block 59
- Arterial
- Minor Collector
- Local
- Alley
- Driveway

Traffic Volumes

Background Year 2040 Conditions

The future year forecast volumes and anticipated roadway improvements approved within the City of Roseburg's recently adopted TSP network were utilized in developing the future year analysis scenario.

Based upon review of the currently adopted City's TSP, the Future Year 2040 intersection geometrics for the study area were assumed to be identical to the existing intersect geometrics, as shown in Figure 1.

Future Year 2040 baseline conditions were based directly on the PM Peak Hour volume projections at study area intersections in the City's TSP. These volumes were modeled in the TSP using travel demand forecasting outputs from the Roseburg V2 model. The TSP also used post-processing procedures outlined in the ODOT *Analysis Procedures Manual*² (APM) and NCHRP Report 765 guidelines. These volumes have been reviewed and approved in the recently adopted TSP update.

Figure 6 displays the projected future year 2040 volumes during the morning and evening peak hours.

Buildout Year 2040 Conditions

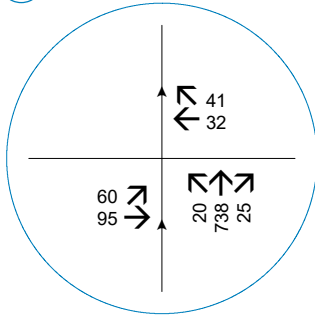
Peak hour trips calculated to be generated by the proposed development, as described earlier within the *Site Trips* section, were added to the projected year 2040 background traffic volumes to obtain the expected Buildout Year 2040 scenario.

Figure 7 shows the projected Buildout Year 2040 traffic volumes at the study intersections during the morning and evening peak hours.

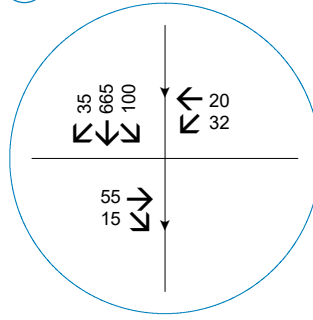
² Oregon Department of Transportation, *Analysis Procedures Manual* Version 2. December 2019.



1 SE Stephens Street (OR-99)
& SE Mosher Avenue



2 SE Pine Street (OR-99)
& SE Mosher Avenue



Legend

- X Study Intersection
- Turn Movements
- ## PM Peak Hour Volume
- One-Way Roadway



Legend

- # Study Intersections
- Block 59
- Arterial
- Minor Collector
- Local
- Alley
- Driveway

Safety Analysis

Crash History Review

Using data obtained from the Oregon Department of Transportation's (ODOT) Crash Analysis and Reporting Unit, a review was performed of the most recent five years of available crash data (January 2014 through December 2018) at each of the study intersections. The crash data was evaluated based on the number of crashes, the type of collisions, the severity of the collisions, and the resulting crash rate for each intersection. Crash rates provide the ability to compare safety risks at different intersections by accounting for both the number of crashes that have occurred during the study period and the number of vehicles that typically travel through the intersection. Crash rates were calculated using 2019 AADT data gathered from the ODOT TransGIS database. Crash rates in excess of 1.00 crashes per million entering vehicles (CMEV) may be indicative of design deficiencies and therefore require a need for further investigation and possible mitigation.

Crash rates for study intersections are generally compared against ODOT's average and 90th percentile crash rates for intersections with similar approach configurations and traffic control types to determine whether safety mitigation is necessary or appropriate. However, in the instance of the study intersections, the particular intersection geometry of one-way streets is not congruent with the ODOT APM crash dataset, according to *Exhibit 4-1: Intersection Crash Rates per MEV by Land Type and Traffic Control* of the APM. Thus, crash rates in excess of 1.00 crashes per million entering vehicles (CMEV) is considered the threshold for indicating design deficiencies and therefore require a need for further investigation and possible mitigation.

With regard to crash severity, ODOT classifies crashes in the following categories:

- Property Damage Only (PDO);
- Possible Injury – Complaint of Pain (Injury C);
- Non-Incapacitating Injury (Injury B);
- Incapacitating Injury – Bleeding, Broken Bones (Injury A); and
- Fatality or Fatal Injury.

Table 4 summarizes crash severities and rates for each of the study intersections. Crash data is included in the technical appendix to this report. It should be noted that no crashes were identified at the SE Pine Street intersection within the 5-year study period. All crashes identified at the SE Stephens Street intersection were classified as an "angle" collision type.

Table 4: Crash Severity and Rate Summary

Intersection	SEVERITY					Total Crashes	AADT	Crash Rate
	PDO	C	B	A	Fatal			
1 SE Stephens Street & SE Mosher Avenue	3	1	1	0	0	5	5,300	0.517

BOLDED text indicates a crash rate in excess of 1.00 CMEV.

Based on the most recent five years of crash data, no significant trends or crash patterns were identified at any of the study intersections that are indicative of safety concerns.



Preliminary Traffic Signal Warrant Analysis

Preliminary traffic signal warrants were examined for the unsignalized study intersections to determine whether the installation of a new traffic signal will be warranted at the intersections by the Buildout Year 2040 scenario. Based on the preliminary analysis, traffic signal warrants are not projected to be met for the unsignalized study intersections under the Buildout Year 2040 scenario. Accordingly, no signalization of the unsignalized study intersections is necessary or recommended.

Operational Analysis

A capacity and delay analysis were conducted for each of the study intersections per the signalized intersection analysis methodologies in the *Highway Capacity Manual*³ (HCM). Intersections are generally evaluated based on the average control delay experienced by vehicles and are assigned a grade according to their operation. The level of service (LOS) of an intersection can range from LOS A, which indicates very little or no delay experienced by vehicles, to LOS F, which indicates a high degree of congestion and delay. The volume-to-capacity (v/c) ratio is a measure that compares the traffic volumes (demand) against the available capacity of an intersection.

Performance Standards

According to the City of Roseburg Land Use and Development Code Section 12.06.020.C – *Traffic Impact Study*, the City of Roseburg's performance standards require the following minimum level of service (LOS) and volume to capacity (v/c) ratios:

- Volume to Capacity Ratio
 - Arterial – 0.85
 - Collector – 0.90
 - Local – 0.95
- Level of Service
 - Signalized Intersection – LOS D
 - Unsignalized Intersection – LOS E
 - Downtown Intersection – LOS E and v/c = 0.95

³ Transportation Research Board, *Highway Capacity Manual*, 6th Edition, 2016.

Intersection Capacity Analysis

The v/c, delay, and LOS results of the capacity analysis are shown in Table 5 for the evening peak hour. Detailed calculations as well as tables showing the relationship between delay and LOS are included in the appendix to this report.

Table 5: Intersection Capacity Analysis Summary

Intersection	Future Year 2040 (PM Peak Hour)			Future Year 2040 with Project (PM Peak Hour)		
	V/C	LOS	Delay (s)	V/C	LOS	Delay (s)
1. SE Stephens Street & SE Mosher Avenue	0.58	D	31.9	0.59	D	32.5
2. SE Pine Street & SE Mosher Avenue	0.37	D	28.8	0.37	D	28.8

BOLDED text indicates intersection operation above jurisdictional standards.

Based on the results of the operational analysis, all study intersections are projected to operate acceptably per City of Roseburg standards under Future Year 2040 conditions, with and without the addition of the zoning change traffic.

Other Transportation Considerations

This transportation impact study (TIS) was conducted only considering the impact the proposed zone change will have on the local transportation network. Site-specific transportation considerations will need to be addressed at the time of a specific land use and building proposal. These considerations will include site access operations and safety, on-site parking requirements, off-site neighborhood parking impacts, frontage improvements, and off-site improvements.

At the time of a specific building proposal approval, a site-specific traffic study will be required to address the impacts proportionately to the development. The aforementioned site-specific transportation considerations vary widely based on the ultimate development. The reasonable worst-case development impacts to the local transportation network are otherwise addressed in this zone change TIS.

Conclusions

A detailed examination of the most recent five years of crash data, no significant trends or crash patterns were identified at any of the study intersections that are indicative of safety concerns.

Preliminary traffic signal warrants are not projected to be met at any of the study intersections under year 2040 Buildout Conditions.

All study intersections are projected to operate at an acceptable Level of Service D or better per City of Roseburg standards upon buildout of the proposed development.

All study intersections are projected to operate at a less than significant volume to capacity ratio (maximum 0.85) per City of Roseburg standards upon buildout of the proposed development.

Appendix



1. Project Trip Generation





TRIP GENERATION CALCULATIONS

Land Use: Multifamily Housing (Mid-Rise)
Land Use Code: 221
Setting/Location General Urban/Suburban
Variable: Dwelling Units
Variable Value: 44

AM PEAK HOUR

Trip Equation: $\ln(T) = 0.98\ln(X) - 0.98$

	Enter	Exit	Total
Directional Distribution	26%	74%	
Trip Ends	4	11	15

PM PEAK HOUR

Trip Equation: $\ln(T) = 0.96\ln(X) - 0.63$

	Enter	Exit	Total
Directional Distribution	61%	39%	
Trip Ends	12	8	20

WEEKDAY

Trip Equation: $T = 5.45(X) - 1.75$

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	119	119	238

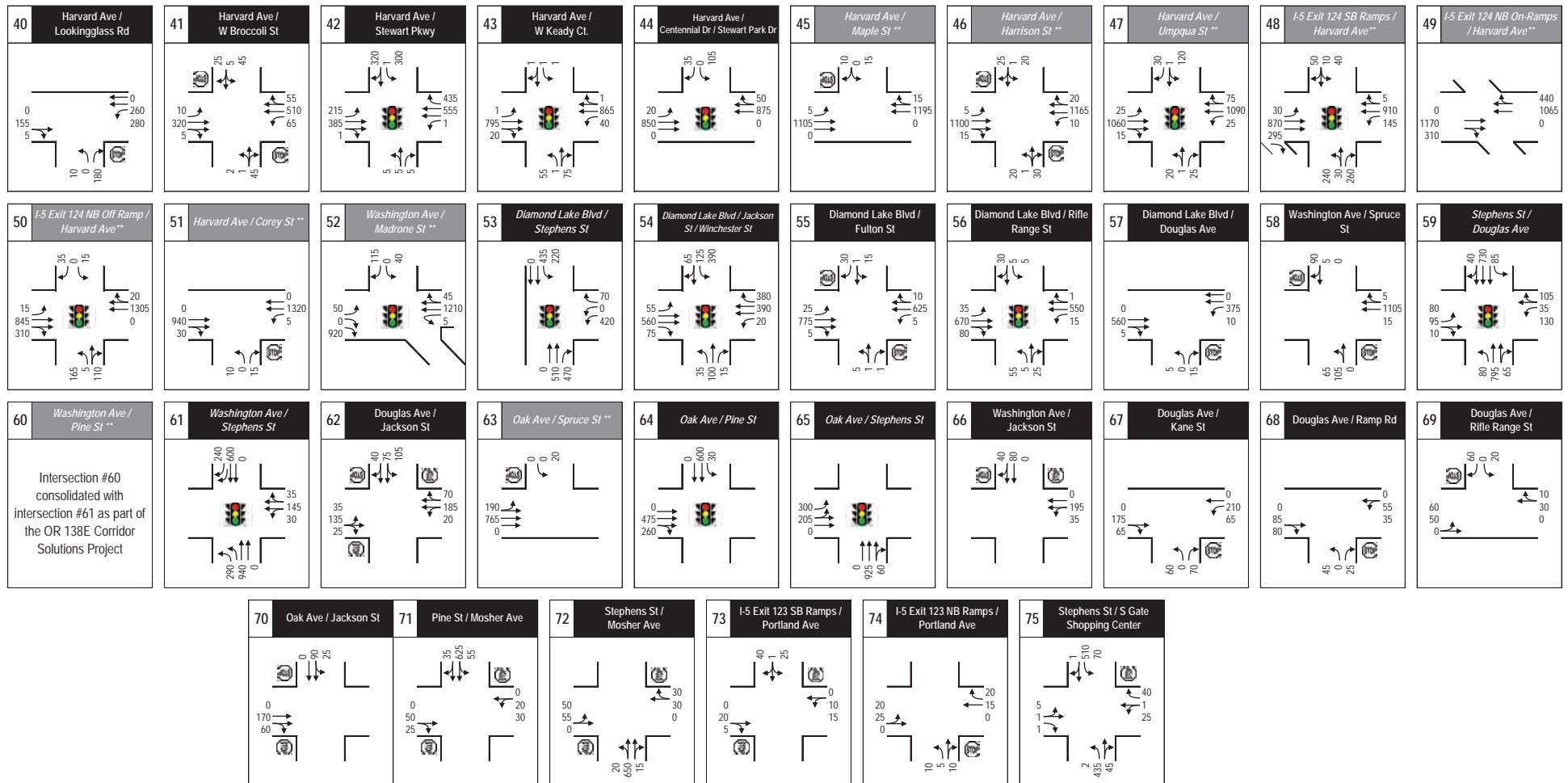
SATURDAY

Trip Equation: $T = 3.04(X) + 417.11$

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	275	275	550




2. TSP Year 2040 Volumes





Legend

- 1 Intersection
* Intersection volumes developed from previous study or plan
* IAMP 127 (December 2014)
** IAMPs 124/125 (October 2013)

-  Signalized intersection
 STOP controlled intersection
 Lane configuration

Roseburg TSP

Figure 1b



Existing (2016) PM Peak Hour
Turning Movement Volumes

3. Crash Data



CITY OF ROSEBURG, DOUGLAS COUNTY

STEPHENS ST at MOSHER AVE, City of Roseburg, Douglas County, 01/01/2014 to 12/31/2018

1 - 3 of 5 Crash records shown.

[illegible]

Disclaimer: The information contained in this report is compiled from individual driver and police crash reports submitted to the Oregon Department of Transportation as required in ORS 811.720. The Crash Analysis and Reporting Unit is committed to providing the highest quality crash data to customers. However, because submittal of crash report forms is the responsibility of the individual driver, the Crash Analysis and Reporting Unit can not guarantee that all qualifying crashes are represented nor can assurances be made that all details pertaining to a single crash are accurate. Note: Legislative changes to DMV's vehicle crash reporting requirement, effective 01/01/2004, may result in fewer property damage only crashes being eligible for inclusion in the Statewide Crash Data File.

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4. Traffic Signal Warrant



Traffic Signal Warrant Analysis

Project: 20147 - Block 59 TIS
 Date: 11/5/2020
 Scenario: Year 2040 Buildout Conditions

Major Street:	SE Stephens Street	Minor Street:	SE Mosher Avenue
Number of Lanes:	2	Number of Lanes:	1
PM Peak Hour Volumes:	783	PM Peak Hour Volumes:	155

Warrant Used:

 X 100 percent of standard warrants used
 70 percent of standard warrants used due to 85th percentile speed in excess
 of 40 mph or isolated community with population less than 10,000.

Number of Lanes for Moving Traffic on Each Approach:		ADT on Major St. (total of both approaches)		ADT on Minor St. (higher-volume approach)	
		100%	70%	100%	70%
<u>Major St.</u>	<u>Minor St.</u>	<u>Warrants</u>	<u>Warrants</u>	<u>Warrants</u>	<u>Warrants</u>
1	1	8,850	6,200	2,650	1,850
2 or more	1	10,600	7,400	2,650	1,850
2 or more	2 or more	10,600	7,400	3,550	2,500
1	2 or more	8,850	6,200	3,550	2,500
WARRANT 1, CONDITION B					
1	1	13,300	9,300	1,350	950
2 or more	1	15,900	11,100	1,350	950
2 or more	2 or more	15,900	11,100	1,750	1,250
1	2 or more	13,300	9,300	1,750	1,250

Note: ADT volumes assume 8th highest hour is 5.6% of the daily volume

	Approach Volumes	Minimum Volumes	Is Signal Warrant Met?
Warrant 1			
Condition A: Minimum Vehicular Volume			
Major Street	7,830	10,600	
Minor Street*	1,550	2,650	No
Condition B: Interruption of Continuous Traffic			
Major Street	7,830	15,900	
Minor Street*	1,550	1,350	No
Combination Warrant			
Major Street	7,830	12,720	
Minor Street*	1,550	2,120	No

* Minor street right-turning traffic volumes reduced by 25%

Traffic Signal Warrant Analysis

Project: 20147 - Block 59 TIS
 Date: 11/5/2020
 Scenario: Year 2040 Buildout Conditions

Major Street:	SE Stephens Street	Minor Street:	SE Mosher Avenue
Number of Lanes:	2	Number of Lanes:	1
PM Peak Hour Volumes:	809	PM Peak Hour Volumes:	66

Warrant Used:

 X 100 percent of standard warrants used
 70 percent of standard warrants used due to 85th percentile speed in excess
 of 40 mph or isolated community with population less than 10,000.

Number of Lanes for Moving Traffic on Each Approach:		ADT on Major St. (total of both approaches)		ADT on Minor St. (higher-volume approach)	
		100%	70%	100%	70%
<u>Major St.</u>	<u>Minor St.</u>	<u>Warrants</u>	<u>Warrants</u>	<u>Warrants</u>	<u>Warrants</u>
1	1	8,850	6,200	2,650	1,850
2 or more	1	10,600	7,400	2,650	1,850
2 or more	2 or more	10,600	7,400	3,550	2,500
1	2 or more	8,850	6,200	3,550	2,500

<u>WARRANT 1, CONDITION B</u>					
1	1	13,300	9,300	1,350	950
2 or more	1	15,900	11,100	1,350	950
2 or more	2 or more	15,900	11,100	1,750	1,250
1	2 or more	13,300	9,300	1,750	1,250

Note: ADT volumes assume 8th highest hour is 5.6% of the daily volume

	Approach Volumes	Minimum Volumes	Is Signal Warrant Met?
Warrant 1			
<i>Condition A: Minimum Vehicular Volume</i>			
Major Street	8,090	10,600	
Minor Street*	660	2,650	No
<i>Condition B: Interruption of Continuous Traffic</i>			
Major Street	8,090	15,900	
Minor Street*	660	1,350	No
<i>Combination Warrant</i>			
Major Street	8,090	12,720	
Minor Street*	660	2,120	No

* Minor street right-turning traffic volumes reduced by 25%

5. LOS Description





LEVEL OF SERVICE

Level of service is used to describe the quality of traffic flow. Levels of service A to C are considered good, and rural roads are usually designed for level of service C. Urban streets and signalized intersections are typically designed for level of service D. Level of service E is considered to be the limit of acceptable delay. For unsignalized intersections, level of service E is generally considered acceptable. Here is a more complete description of levels of service:

Level of service A: Very low delay at intersections, with all traffic signal cycles clearing and no vehicles waiting through more than one signal cycle. On highways, low volume and high speeds, with speeds not restricted by other vehicles.

Level of service B: Operating speeds beginning to be affected by other traffic; short traffic delays at intersections. Higher average intersection delay than for level of service A resulting from more vehicles stopping.

Level of service C: Operating speeds and maneuverability closely controlled by other traffic; higher delays at intersections than for level of service B due to a significant number of vehicles stopping. Not all signal cycles clear the waiting vehicles. This is the recommended design standard for rural highways.

Level of service D: Tolerable operating speeds; long traffic delays occur at intersections. The influence of congestion is noticeable. At traffic signals many vehicles stop, and the proportion of vehicles not stopping declines. The number of signal cycle failures, for which vehicles must wait through more than one signal cycle, are noticeable. This is typically the design level for urban signalized intersections.

Level of service E: Restricted speeds, very long traffic delays at traffic signals, and traffic volumes near capacity. Flow is unstable so that any interruption, no matter how minor, will cause queues to form and service to deteriorate to level of service F. Traffic signal cycle failures are frequent occurrences. For unsignalized intersections, level of service E or better is generally considered acceptable.

Level of service F: Extreme delays, resulting in long queues which may interfere with other traffic movements. There may be stoppages of long duration, and speeds may drop to zero. There may be frequent signal cycle failures. Level of service F will typically result when vehicle arrival rates are greater than capacity. It is considered unacceptable by most drivers.



*LEVEL OF SERVICE CRITERIA
FOR SIGNALIZED INTERSECTIONS*

LEVEL OF SERVICE	CONTROL DELAY PER VEHICLE (Seconds)
A	<10
B	10-20
C	20-35
D	35-55
E	55-80
F	>80

*LEVEL OF SERVICE CRITERIA
FOR UNSIGNALIZED INTERSECTIONS*

LEVEL OF SERVICE	CONTROL DELAY PER VEHICLE (Seconds)
A	<10
B	10-15
C	15-25
D	25-35
E	35-50
F	>50

6. Intersection Capacity Reports



HCM 6th TWSC

1: SE Stephens Street & SE Mosher Avenue

11/05/2020

Intersection												
Int Delay, s/veh	6											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↰			↱			↰↱				
Traffic Vol, veh/h	60	95	0	0	30	35	20	735	25	0	0	0
Future Vol, veh/h	60	95	0	0	30	35	20	735	25	0	0	0
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	0	0	0	0
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop	Free	Free	Free	Stop	Stop	Stop
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-
Veh in Median Storage, #	-	0	-	-	0	-	-	0	-	-	16965	-
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-
Peak Hour Factor	87	87	87	87	87	87	87	87	87	87	87	87
Heavy Vehicles, %	2	2	2	2	2	2	2	2	2	2	2	2
Mvmt Flow	69	109	0	0	34	40	23	845	29	0	0	0

Major/Minor	Minor2		Minor1		Major1						
Conflicting Flow All	486	920	-	-	906	437	0	0	0		
Stage 1	0	0	-	-	906	-	-	-	-		
Stage 2	486	920	-	-	0	-	-	-	-		
Critical Hdwy	7.54	6.54	-	-	6.54	6.94	4.14	-	-		
Critical Hdwy Stg 1	-	-	-	-	5.54	-	-	-	-		
Critical Hdwy Stg 2	6.54	5.54	-	-	-	-	-	-	-		
Follow-up Hdwy	3.52	4.02	-	-	4.02	3.32	2.22	-	-		
Pot Cap-1 Maneuver	464	269	0	0	275	567	-	-	-		
Stage 1	-	-	0	0	353	-	-	-	-		
Stage 2	531	348	0	0	-	-	-	-	-		
Platoon blocked, %								-	-		
Mov Cap-1 Maneuver	390	269	-	-	275	567	-	-	-		
Mov Cap-2 Maneuver	390	269	-	-	275	-	-	-	-		
Stage 1	-	-	-	-	353	-	-	-	-		
Stage 2	445	348	-	-	-	-	-	-	-		

Approach	EB		WB		NB		
HCM Control Delay, s	31.9		16.7				
HCM LOS	D		C				

Minor Lane/Major Mvmt	NBL	NBT	NBR	EBLn1WBLn1	
Capacity (veh/h)	-	-	-	306	381
HCM Lane V/C Ratio	-	-	-	0.582	0.196
HCM Control Delay (s)	-	-	-	31.9	16.7
HCM Lane LOS	-	-	-	D	C
HCM 95th %tile Q(veh)	-	-	-	3.4	0.7

HCM 6th TWSC
2: SE Pine Street & SE Mosher Avenue

11/05/2020

Intersection												
Int Delay, s/veh	3.7											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↱			↰					↰↱		
Traffic Vol, veh/h	0	55	15	30	20	0	0	0	0	100	665	35
Future Vol, veh/h	0	55	15	30	20	0	0	0	0	100	665	35
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	0	0	0	0
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop	Stop	Stop	Stop	Free	Free	Free
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-
Veh in Median Storage, #	-	0	-	-	0	-	-	16974	-	-	0	-
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-
Peak Hour Factor	79	79	79	79	79	79	79	79	79	79	79	79
Heavy Vehicles, %	2	2	2	2	2	2	2	2	2	2	2	2
Mvmt Flow	0	70	19	38	25	0	0	0	0	127	842	44
Major/Minor	Minor2		Minor1				Major2					
Conflicting Flow All	-	1118	443	710	1140	-	-	-	-	0	0	0
Stage 1	-	1118	-	0	0	-	-	-	-	-	-	-
Stage 2	-	0	-	710	1140	-	-	-	-	-	-	-
Critical Hdwy	-	6.54	6.94	7.54	6.54	-	-	-	-	4.14	-	-
Critical Hdwy Stg 1	-	5.54	-	-	-	-	-	-	-	-	-	-
Critical Hdwy Stg 2	-	-	-	6.54	5.54	-	-	-	-	-	-	-
Follow-up Hdwy	-	4.02	3.32	3.52	4.02	-	-	-	-	2.22	-	-
Pot Cap-1 Maneuver	0	206	562	321	200	0	-	-	-	-	-	-
Stage 1	0	281	-	-	-	0	-	-	-	-	-	-
Stage 2	0	-	-	391	274	0	-	-	-	-	-	-
Platoon blocked, %	-	-	-	-	-	-	-	-	-	-	-	-
Mov Cap-1 Maneuver	-	206	562	229	200	-	-	-	-	-	-	-
Mov Cap-2 Maneuver	-	206	-	229	200	-	-	-	-	-	-	-
Stage 1	-	281	-	-	-	-	-	-	-	-	-	-
Stage 2	-	-	-	284	274	-	-	-	-	-	-	-
Approach	EB		WB				SB					
HCM Control Delay, s	28.8		28.4									
HCM LOS	D		D									
Minor Lane/Major Mvmt	EBLn1WBLn1		SBL	SBT	SBR							
Capacity (veh/h)	238 216		-	-	-							
HCM Lane V/C Ratio	0.372 0.293		-	-	-							
HCM Control Delay (s)	28.8 28.4		-	-	-							
HCM Lane LOS	D D		-	-	-							
HCM 95th %tile Q(veh)	1.6 1.2		-	-	-							

HCM 6th TWSC

1: SE Stephens Street & SE Mosher Avenue

05/19/2021

Intersection												
Int Delay, s/veh	6.2											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↕			↕			↕↕				
Traffic Vol, veh/h	60	95	0	0	32	41	20	738	25	0	0	0
Future Vol, veh/h	60	95	0	0	32	41	20	738	25	0	0	0
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	0	0	0	0
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop	Free	Free	Free	Stop	Stop	Stop
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-
Veh in Median Storage, #	-	0	-	-	0	-	-	0	-	-	16965	-
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-
Peak Hour Factor	87	87	87	87	87	87	87	87	87	87	87	87
Heavy Vehicles, %	2	2	2	2	2	2	2	2	2	2	2	2
Mvmt Flow	69	109	0	0	37	47	23	848	29	0	0	0
Major/Minor	Minor2		Minor1		Major1							
Conflicting Flow All	489	923	-	-	909	439	0	0	0			
Stage 1	0	0	-	-	909	-	-	-	-			
Stage 2	489	923	-	-	0	-	-	-	-			
Critical Hdwy	7.54	6.54	-	-	6.54	6.94	4.14	-	-			
Critical Hdwy Stg 1	-	-	-	-	5.54	-	-	-	-			
Critical Hdwy Stg 2	6.54	5.54	-	-	-	-	-	-	-			
Follow-up Hdwy	3.52	4.02	-	-	4.02	3.32	2.22	-	-			
Pot Cap-1 Maneuver	462	268	0	0	273	566	-	-	-			
Stage 1	-	-	0	0	352	-	-	-	-			
Stage 2	529	347	0	0	-	-	-	-	-			
Platoon blocked, %								-	-			
Mov Cap-1 Maneuver	380	268	-	-	273	566	-	-	-			
Mov Cap-2 Maneuver	380	268	-	-	273	-	-	-	-			
Stage 1	-	-	-	-	352	-	-	-	-			
Stage 2	434	347	-	-	-	-	-	-	-			
Approach	EB		WB		NB							
HCM Control Delay, s	32.5		16.9									
HCM LOS	D		C									
Minor Lane/Major Mvmt	NBL	NBT	NBR	EBLn1	WBLn1							
Capacity (veh/h)	-	-	-	303	385							
HCM Lane V/C Ratio	-	-	-	0.588	0.218							
HCM Control Delay (s)	-	-	-	32.5	16.9							
HCM Lane LOS	-	-	-	D	C							
HCM 95th %tile Q(veh)	-	-	-	3.5	0.8							

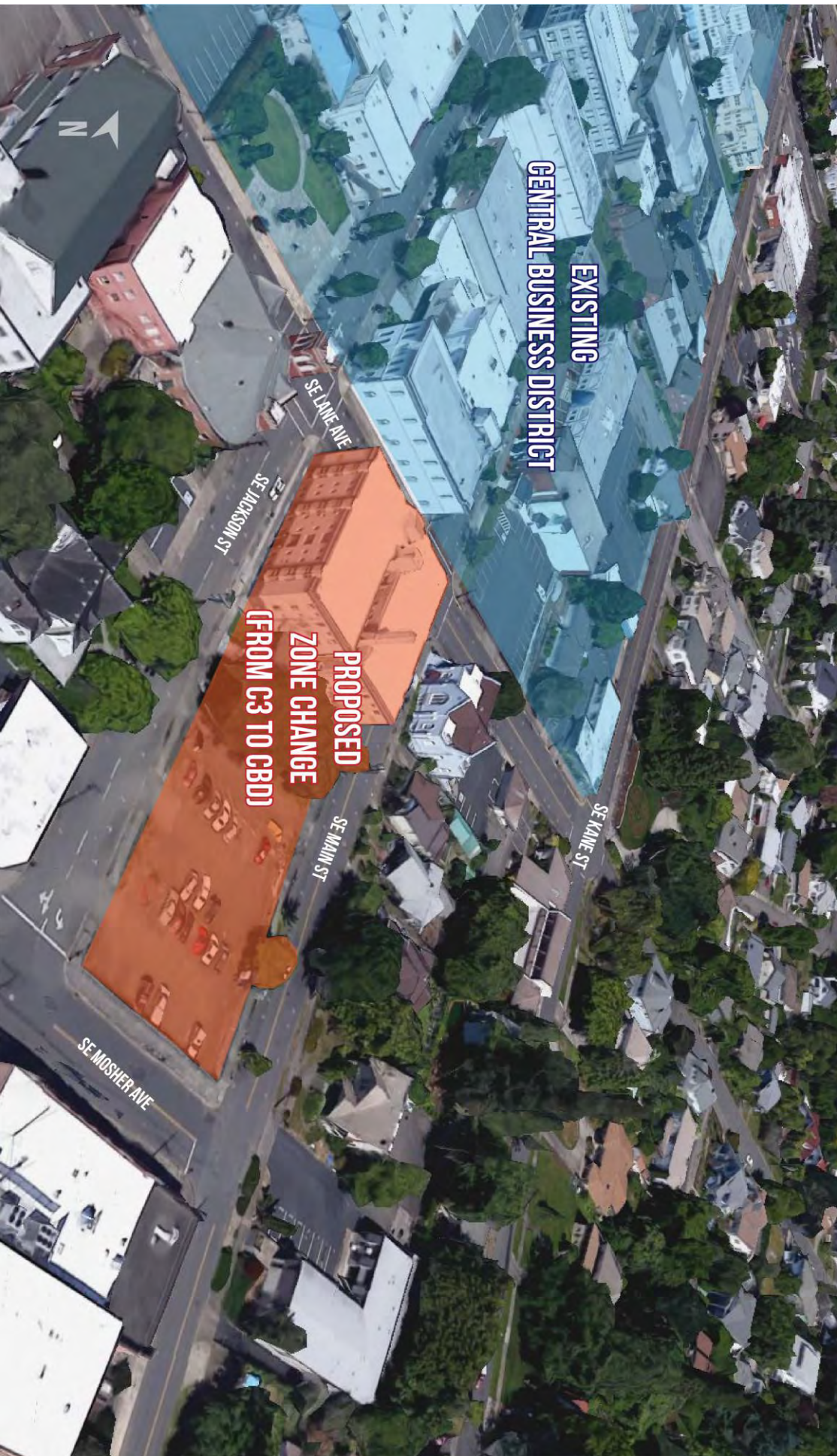
HCM 6th TWSC
2: SE Pine Street & SE Mosher Avenue

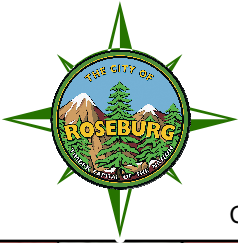
05/19/2021

Intersection													
Int Delay, s/veh	3.8												
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	
Lane Configurations		↱			↰					↰↱			
Traffic Vol, veh/h	0	55	15	32	20	0	0	0	0	100	665	35	
Future Vol, veh/h	0	55	15	32	20	0	0	0	0	100	665	35	
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	0	0	0	0	
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop	Stop	Stop	Stop	Free	Free	Free	
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None	
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-	
Veh in Median Storage, #	-	0	-	-	0	-	-	16974	-	-	0	-	
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-	
Peak Hour Factor	79	79	79	79	79	79	79	79	79	79	79	79	
Heavy Vehicles, %	2	2	2	2	2	2	2	2	2	2	2	2	
Mvmt Flow	0	70	19	41	25	0	0	0	0	127	842	44	
Major/Minor	Minor2		Minor1				Major2						
Conflicting Flow All	-	1118	443	710	1140	-				0	0	0	
Stage 1	-	1118	-	0	0	-				-	-	-	
Stage 2	-	0	-	710	1140	-				-	-	-	
Critical Hdwy	-	6.54	6.94	7.54	6.54	-				4.14	-	-	
Critical Hdwy Stg 1	-	5.54	-	-	-	-				-	-	-	
Critical Hdwy Stg 2	-	-	-	6.54	5.54	-				-	-	-	
Follow-up Hdwy	-	4.02	3.32	3.52	4.02	-				2.22	-	-	
Pot Cap-1 Maneuver	0	206	562	321	200	0				-	-	-	
Stage 1	0	281	-	-	-	0				-	-	-	
Stage 2	0	-	-	391	274	0				-	-	-	
Platoon blocked, %											-	-	
Mov Cap-1 Maneuver	-	206	562	229	200	-				-	-	-	
Mov Cap-2 Maneuver	-	206	-	229	200	-				-	-	-	
Stage 1	-	281	-	-	-	-				-	-	-	
Stage 2	-	-	-	284	274	-				-	-	-	
Approach	EB		WB				SB						
HCM Control Delay, s	28.8		28.7										
HCM LOS	D		D										
Minor Lane/Major Mvmt	EBLn1WBLn1		SBL	SBT	SBR								
Capacity (veh/h)	238		217	-	-	-							
HCM Lane V/C Ratio	0.372		0.303	-	-	-							
HCM Control Delay (s)	28.8		28.7	-	-	-							
HCM Lane LOS	D		D	-	-	-							
HCM 95th %tile Q(veh)	1.6		1.2	-	-	-							

911 SE LANE AVE & 825 SE JACKSON

PROPOSED ZONE CHANGE - VICINITY MAP
T27S R05W SEC19CB TL14800, 14700, 14600 & 14500



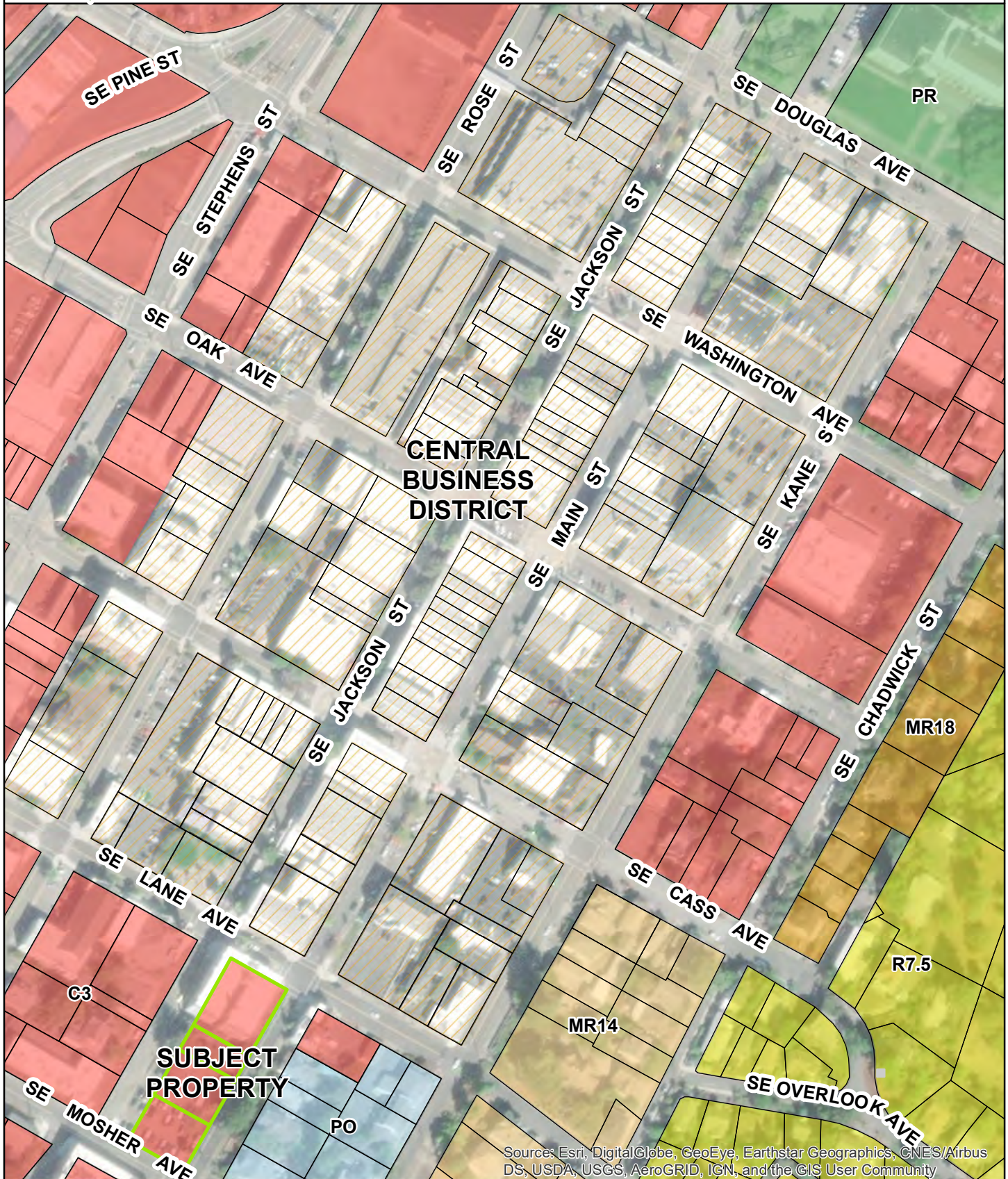


Zoning Map

911 SE Lane Ave & 825 SE Jackson St

T27S R05W SEC19CB TL14800, 14700, 14600 & 14500
R71760, R71753, R71746 & R71739

Community Development Department | 900 SE Douglas Ave., Roseburg, Oregon 97470 | 541-492-6750



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

911 SE LANE AVE & 825 SE JACKSON

PROPOSED ZONE CHANGE - ON-STREET PARKING MAP
T27S R05W SEC19CB TL14800, 14700, 14600 & 14500



ORDINANCE NO. 3563

**AN ORDINANCE AMENDING A PORTION OF THE CITY'S ZONING MAP FROM C3
(GENERAL COMMERCIAL) TO CENTRAL BUSINESS DISTRICT (CBD).**

WHEREAS, a land use application (ZC-21-002) was submitted to the Community Development Department December 11, 2020, by Studio C Architecture, on behalf of the owners NeighborWorks Umpqua for properties identified as 911 SE Lane Ave. and 825 SE Jackson St. to re-zone 0.77+/- ac. block of property from C3 to CBD; and

WHEREAS, the land use application was deemed complete by City staff April 20, 2021; and

WHEREAS, the Planning Commission held a Public Hearing on File No. ZC-21-002 after duly and timely notice on June 7, 2021; and

WHEREAS, the Planning Commission adopted Findings of Fact and Order supporting a recommendation to approve the Zone Change;

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

SECTION 1: The City Council hereby takes official notice of the Planning Commission's Findings of Fact dated June 7, 2021, recommending approval of the proposed Zone Change.

SECTION 2: The City Council hereby adopts the Findings of Fact and Order regarding the proposed Zone Change.

SECTION 3: Based on the evaluation detailed in the Planning Commission's Findings of Fact and Order, it has been determined that the proposal complies with the standards identified within Roseburg Municipal Code Section 12.10.040 (Zone Change).

SECTION 4: The City Council hereby approves the Zone Change from C3 (General Commercial) to CBD (Central Business District) as indicated on the map on attached Exhibit "A".

ADOPTED BY THE CITY COUNCIL THIS 26TH DAY OF JULY 2021.

APPROVED BY THE MAYOR THIS 26TH DAY OF JULY 2021.

LARRY RICH, MAYOR

ATTEST:

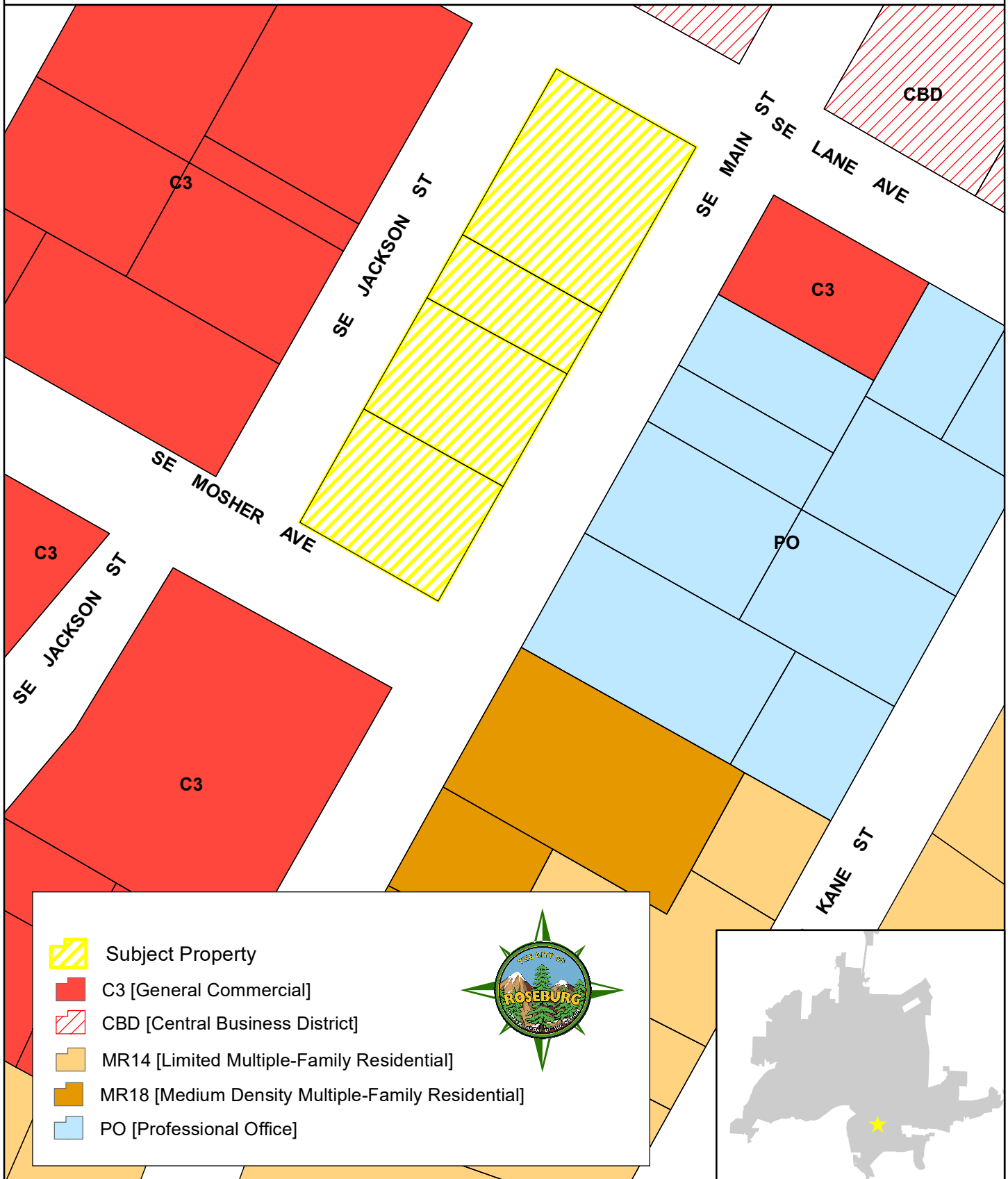
AMY L. SOWA, ACM/CITY RECORDER

ZC-21-002 EXHIBIT "A"

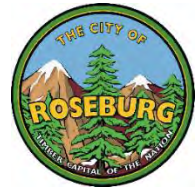
Proposed Zone Change to Central Business District (CBD)

T27S R05W SEC19CB TL14800, 14700, 14600 & 14500
R71760, R71753, R71746 & R71739

Community Development Department | 900 SE Douglas Ave., Roseburg, Oregon 97470 | 541-492-6750



ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



SUPPLEMENTAL BUDGET ESTABLISHING THE AMERICAN RESCUE PLAN ACT SPECIAL REVENUE FUND AND MAKING APPROPRIATION REVISIONS, FISCAL YEAR 2021-22 RESOLUTION NO. 2021-17

Meeting Date: July 12, 2021
Department: Finance
www.cityofroseburg.org

Agenda Section: Public Hearing
Staff Contact: Ron Harker, Finance Director
Contact Telephone Number: 541-492-6710

ISSUE STATEMENT AND SUMMARY

The recently enacted American Rescue Plan Act (ARPA) will provide significant funding to the City of Roseburg over multiple fiscal years to address the impacts of the COVID-19 pandemic. Funds will be received in two installments (this fiscal year and the following fiscal year) and must be obligated by 2024. To properly manage these funds, it is strongly recommended that a separate special revenue fund be established to receive and manage these funds to comply with Oregon Budget Law and federal requirements.

BACKGROUND

A. Council Action History.

None.

B. Analysis.

A budgetary fund, as defined by Oregon Administrative Rule 150-294-352(1)-(A), is a fiscal and accounting entity of self-balancing accounts to record cash and other financial resources, related liabilities, balances and changes, all segregated for specific, regulated activities and objectives.

The use of funds for budgeting is required by state and federal laws and rules. The use of funds is a principle of sound budgeting and accounting practice.

New funds can be included in the budget being prepared for the ensuing year or added by supplemental budget during the year.

The governing body may create whatever funds it feels are necessary to control the use of restricted or dedicated revenues. However, good budgeting practice is to maintain only those funds required to meet legal and operating requirements.

Special revenue funds should be set up for dedicated local option tax levies, specific purpose grants and other revenues when required by statute, charter provisions, or the terms of a grant. The number of such funds depends upon the activities of the local government and how it is funded. The general requirement is that dedicated revenues

must be used for the specific purpose authorized, and separate funds should be established for them (ORS 311.350).

The American Rescue Plan Act.

On March 11, 2021, ARPA was signed into law, which established the Coronavirus Local Fiscal Recovery Fund. The funds are intended to provide support to local governments in responding to COVID-19. The funds build on and expand the support provided over the last year through the Coronavirus Relief Fund (CRF).

In addressing the COVID-19 pandemic, ARPA funds can only be used:

- To respond to the public health emergency or its negative economic impacts, including assistance to households, small businesses, and nonprofits, or aid to impacted industries such as tourism, travel and hospitality;
- To respond to workers performing essential work during the COVID-19 public health emergency by providing premium pay to eligible workers;
- For the provision of government services to the extent of the reduction in revenue due to the COVID-19 public health emergency relative to revenues collected in the most recent full fiscal year prior to the emergency; and
- To make necessary investments in water, sewer, or broadband infrastructure.

Broad discretion is provided to local governments in determining how the funds can be spent in addressing these four categories.

ARPA funds may not be used for:

- Depositing funds into any pension fund; and
- Directly or indirectly offsetting a reduction in the net tax revenues resulting from a change in law, regulation, or administrative interpretation.

Proposed Action to be Taken

Due to the significant level of funding to be received and the fact the use of funds will span multiple fiscal years, it is recommended that the City establish a separate special revenue fund to account for the receipt and use of the funds. By establishing a special revenue fund for the ARPA funds, the City will be able to maximize the transparency in accounting for the funds and their use.

Current estimates indicate the City could receive approximately \$5.2 million in ARPA funds over two installments. For simplicity and for budgeting purposes, it is proposed to recognize \$2.7 million in ARPA funds to be received this fiscal year (in case the estimate is slightly low).

Not having determined how the ARPA funds will be utilized this coming fiscal year, but having to appropriate the funds to establish a balanced budget that is in compliance with

Oregon Budget Law, it is proposed to appropriate the funds equally between Materials and Services and Capital Outlay.

In order to accommodate these changes, the following adjustments are proposed:

American Rescue Plan Act Special Revenue Fund (to be authorized)

Resources

Intergovernmental Revenues \$ 2,700,000

Expenditures

Materials & Services \$ 1,350,000

Capital Outlay \$ 1,350,000

(Equal allocations in resources and expenditures establish a balanced budget)

Once Council has provided additional direction on the use of the funds, a supplemental budget can be prepared and presented for Council consideration to better reflect the proposed use of funds.

C. Financial/Resource Considerations.

Since this action will facilitate the receipt and use of ARPA grant funds there are not any detrimental financial considerations. Given that APRA funds can be used to replace lost revenues, the funds will likely benefit the City's financial position.

D. Timing Considerations.

The State of Oregon has 30 days from the time it receives funding to forward payment to cities. Staff anticipates receiving the first half of the funding in late July or early August. As such, it is important that a fund be established to receive and account for the funds.

COUNCIL OPTIONS

- 1) Adopt the attached resolution as written; or
- 2) Adopt the attached resolution with modifications to the fund and/or accounts;
or
- 3) Not adopt the attached resolution.

STAFF RECOMMENDATION

Given the need to comply with Oregon Budget Law and to be ready to receive the ARPA funds, staff recommends Council adopt the attached resolution.

SUGGESTED MOTION

I move to adopt Resolution No. 2021-17 authorizing a supplemental budget establishing the American Rescue Plan Act Special Revenue Fund and making appropriation revisions for fiscal year 2021-22.

ATTACHMENTS:

Attachment #1 – Resolution No. 2021-17 entitled “A RESOLUTION AUTHORIZING A SUPPLEMENTAL BUDGET ESTABLISHING THE AMERICAN RESCUE PLAN ACT SPECIAL REVENUE FUND AND MAKING APPROPRIATION REVISIONS, FISCAL YEAR 2021-22”

RESOLUTION NO. 2021-17

**A RESOLUTION AUTHORIZING A SUPPLEMENTAL BUDGET ESTABLISHING THE
AMERICAN RESCUE PLAN ACT SPECIAL REVENUE FUND AND MAKING
APPROPRIATION REVISIONS, FISCAL YEAR 2021-22**

WHEREAS, The City of Roseburg, Oregon adopted a budget and appropriated funds for fiscal year 2021-22 by Resolution 2021-14; and

WHEREAS, A budgetary fund, as defined by Oregon Administrative Rule 150-294-352(1)-(A) is a fiscal and accounting entity of self-balancing accounts to record cash and other financial resources, related liabilities, balances and changes, all segregated for specific, regulated activities and objectives; and

WHEREAS, The use of funds for budgeting is required by state and federal laws and rules. The use of funds is a principle of sound budgeting and accounting practice; and

WHEREAS, New funds can be included in the budget being prepared for the ensuing year or added by supplemental budget during the year; and

WHEREAS, The governing body may create whatever funds it feels are necessary to control the use of restricted or dedicated revenues; and

WHEREAS, Special revenue funds should be set up for dedicated local option tax levies, specific purpose grants and other revenues when required by statute, charter provisions, or the terms of a grant. The number of such funds depends upon the activities of the local government and how it is funded. The general requirement is that dedicated revenues must be used for the specific purpose authorized, and separate funds should be established for them (ORS 311.350); and

WHEREAS, The recently enacted American Rescue Plan Act (ARPA) will provide significant funding to the City of Roseburg over multiple fiscal years to address the impacts of the COVID-19 pandemic. Funds will be received in two installments (this fiscal year and the following fiscal year) and must be obligated by 2024; and

WHEREAS, By establishing a special revenue fund for the ARPA funds, the City will be able to maximize the transparency in accounting for the funds and their use; and

WHEREAS, ORS 294.471 provides a city may amend the current year adopted budget through the supplemental process when an occurrence or condition that was not known at the time the budget was prepared requires a change in financial planning; and

WHEREAS, Publication requirements have been met as outlined by ORS 294.473 for a supplemental budget; and

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

Section 1 That the American Rescue Plan Act Special Revenue Fund is established and the Finance Director is to determine its chart of accounts.

Section 2 Resources and appropriations in the Fiscal Year 2021-22 budget shall be adjusted as follows:

American Rescue Plan Act Special Revenue Fund

Resources

Beginning Fund Balance	-	-	-
Intergovernmental Revenue	-	2,700,000	2,700,000
Total Resources:	-	2,700,000	2,700,000

Appropriations

Materials And Services	-	1,350,000	1,350,000
Capital Outlay	-	1,350,000	1,350,000
Reserved for Future Expenditure	-	-	-
Total Appropriations:	-	2,700,000	2,700,000

Section 3 The Finance Director is to make the proper adjustments to the budget.

Section 4 This resolution shall become effective immediately upon adoption by the Roseburg City Council on July 12, 2021.

**ADOPTED BY THE ROSEBURG CITY COUNCIL AT ITS REGULAR MEETING
ON THE 12TH DAY OF JULY, 2021.**

Amy L. Sowa, Assistant City Manager/ Recorder

ORDINANCE NO. 3562
AN ORDINANCE VACATING A PORTION OF NE CRESCENT STREET
RIGHT-OF-WAY IN THE CITY OF ROSEBURG

WHEREAS, pursuant to Roseburg Municipal Code Chapter 4.06, upon receipt of a report from the Community Development Department, the City Recorder initiated proceedings to vacate a portion of NE Crescent St. right-of-way in the City of Roseburg, more particularly described in Section 1 of this ordinance and shown on the map attached hereto as Exhibit "A" of this ordinance; and

WHEREAS, the City Recorder published a notice of a public hearing on the proposed vacation to be held before the Roseburg City Council on June 14, 2021, in The News-Review, a newspaper of general circulation in the City of Roseburg, Oregon, on May 30 and June 6, 2021, posted said notice at or near each end of the vacation area and mailed the same to all affected property owners, not less than 14 days prior to the date of the hearing, all of which more fully appear in the proof of publication, posting and mailing on file in the City Recorder's Office; and

WHEREAS, such public hearing was duly held before the Roseburg City Council on the above-mentioned date, and all persons desiring to be heard on said matter were heard;

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

SECTION 1. A variable width strip of land being a portion of the Crescent Street Right-of-Way located in the Northwest Quarter of Section 18, Township 27 South, Range 5 West, Willamette Meridian, Douglas County, Oregon, more particularly described as follows:

Beginning at a point on the South Right-of-Way boundary of Garden Valley Boulevard, being the most Northerly corner of that tract of land described as PARCEL 3 in Instrument Number 2019-04123, Deed Records of Douglas County, also being the most Northerly corner of vacated Crescent Street Right-of-Way as described in the City of Roseburg Ordinance 3454, Instrument Number 2016-02758, Deed Records of Douglas County; Thence leaving said South Right-of-Way boundary, Southerly along the East boundary of said PARCEL 3, being the East boundary of said vacated Crescent Street Right-of-Way, coincident with the Westerly Right-of-Way boundary of said Crescent Street, South 02°16'44" East, 82.10 feet to the Southeast corner of said PARCEL 3, being the Southeast corner of said vacated Crescent Street Right-of-Way; Thence Westerly along the South boundary of said PARCEL 3, being the South boundary of said vacated Crescent Street Right-of-Way, coincident with the Westerly Right-of-Way boundary of said Crescent Street, South 63°12'57" West, 4.50 feet to the Southwest corner of said vacated Crescent Street Right-of-Way, being the Northeast corner of that tract of land described in Instrument Number 1989-04976, Deed Records of Douglas County; Thence Southerly along the East boundary of said Instrument Number 1989-04976, coincident with the Westerly Right-of-Way boundary of said Crescent Street, South 00°30'02" West,

07/12/2021

46.82 feet; Thence continuing along said East boundary and its Southerly extension, coincident with the Westerly Right-of-Way boundary of said Crescent Street, South 26°21'47" East, 329.26 feet to the intersection of said Westerly Right-of-Way boundary and the centerline of Barnes Street; Thence leaving said Westerly Right-of-Way boundary at a right angle, North 63°38'13" East, 50.00 feet to a point on the Westerly boundary of that tract of land described in Instrument Number 2020-19100, Deed Records of Douglas County, being on the Easterly Right-of-Way boundary of said Crescent Street; Thence Northerly along said Westerly boundary, coincident with said Easterly Right-of-Way boundary the following courses: North 26°21'47" West, 295.20 feet; Thence North 00°30'39" East, 142.01 feet to the Northwest corner of said Instrument Number 2020-19100, being on the aforementioned South Right-of-Way boundary of said Garden Valley Boulevard; Thence Westerly along said South Right-of-Way boundary, South 87°18'46" West, 60.09 feet to the point of beginning and there terminating.

The above described strip of land contains 23,627.97 Square Feet, more or less. (0.54 Acres, more or less).

SECTION 2. The title to the property being vacated by this ordinance shall attach to the lands bordering on such equal portions in accordance with ORS 271.140.

SECTION 3. Pursuant to ORS 271.150, the City Recorder is hereby directed to file a certified copy of this ordinance and the map attached hereto as Exhibit "A" with the Douglas County Clerk, Douglas County Assessor and Douglas County Surveyor.

ADOPTED BY THE ROSEBURG CITY COUNCIL THIS ____ DAY OF _____, 20__.

APPROVED BY THE MAYOR THIS ____ DAY OF _____, 20__.

LARRY RICH, MAYOR

ATTEST:

AMY L. SOWA, ACM/CITY RECORDER



ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY

CITY MANAGER ACTIVITY REPORT

Meeting Date: July 12, 2021

Department: Administration

www.cityofroseburg.org

Agenda Section: Informational

Staff Contact: Nikki Messenger, City Manager

Contact Telephone Number: 541-492-6866

ISSUE STATEMENT AND SUMMARY

At each meeting, the City Manager provides the City Council with a report on the activities of the City, along with an update on operational/personnel related issues which may be of interest to the Council. These reports shall be strictly informational and will not require any action on the Council's part. The reports are intended to provide a mechanism to solicit feedback and enhance communication between the Council, City Manager and City Staff. For your July 12, 2021 meeting, the following items are included:

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



Agenda
Department Head Meeting
Electronically via Zoom
June 29, 2021 - 10:00 a.m.

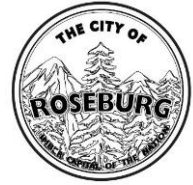
1. Review June 28, 2021 Council Meeting Synopsis
2. Review July 12, 2021 City Council Meeting Agenda
3. Review Tentative Future Council Meeting Agendas
4. Documents, Events, or Grants to review and/or sign
 - A. Roseburg Alliance Church
5. Department Items
 - A. COVID Impacts, Changes, Numbers and/or Updates (NM)
 - B. KMTR News Segment Update (SH)



Agenda
Department Head Meeting
Electronically via Zoom
July 6, 2021 - 10:00 a.m.

1. Review July 12, 2021 City Council Meeting Agenda
2. Review Tentative Future Council Meeting Agendas
3. Documents, Events, or Grants to review and/or sign
4. Department Items
 - A. COVID Impacts, Changes, Numbers and/or Updates (NM)
 - B. KMTR News Segment Update (SH)
 - C. Beulah Park Grand Opening – July 15th (RH)
5. Employee Service Pins
 - A. Mike Dodds – Parks Department – 15 years
 - B. Chris Bonebrake – Police Department – 5 years
 - C. Merrill Gonterman – Fire Department – 5 years

TENTATIVE FUTURE COUNCIL AGENDA



Unscheduled

- Airport Fees for Fire Agency Services
- Parklet Update
- Prohibited Camping Updates
- Umpqua Basin Urban Services Agreement

July 26, 2021

Consent Agenda

- A. Minutes of July 12, 2021

Public Hearing

- A. Resolution No. 2021-18 - Roseburg Regional Business Education Program CDBG Grant Closeout

Resolutions

- A. Resolution No. 2021-19 - Reclassification of the Assessment Fund to Special Revenue Fund

Ordinances

- A. Ordinance No. 3563 - Zone Change – Kohlhagen Apartment Parking Lot, Second Reading

Informational

- A. City Manager Activity Report
- B. Municipal Court Quarterly Report
- C. Financial Quarterly Report

August 9, 2021

Consent Agenda

- A. Minutes of July 26, 2021

Informational

- A. City Manager Activity Report

August 23 2021

Consent Agenda

- A. Minutes of August 9, 2021

Department Items

- A. 5-Year Pavement Management Plan
- B. 2021 Total Maximum Daily Load Implementation Plan Update

Informational

- A. City Manager Activity Report

Executive Session

- A. City Manager Annual Evaluation

September 13, 2021

Mayor Reports

- A. Constitution Day and Week Proclamation
- B. City Manager Compensation

Consent Agenda

- A. Minutes of August 23, 2021

Informational

- A. City Manager Activity Report

September 27, 2021

Consent Agenda

- A. Minutes of September 13, 2021

Informational

- A. City Manager Activity Report

October 11, 2021

Consent Agenda

- A. Minutes of September 27, 2021

Informational

- A. City Manager Activity Report

October 25, 2021

Consent Agenda

- A. Minutes of October 11, 2021
- B. Cancellation of November 22, 2021 Meeting

Department Items

- A. 2021 Oregon Public Library Statistical Report

Informational

- A. City Manager Activity Report
- B. Municipal Court Quarterly Report
- C. Financial Quarterly Report

November 8, 2021

Consent Agenda

- A. Minutes of October 25, 2021
- B. Cancellation of December 27, 2021 Meeting

Informational

- A. City Manager Activity Report

Executive Session ORS 192.660(2)

- A. Municipal Court Judge Annual Performance Evaluation

December 13, 2021

Mayor Reports

- A. Municipal Court Judge Compensation

Consent Agenda

- A. Minutes of November 8, 2021

Informational

- A. City Manager Activity Report

January 10, 2022

Mayor Reports

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

Commission Reports/Council Ward Reports

- A. Election of Council President

Consent Agenda

- A. Minutes of December 13, 2021

Informational

- A. City Manager Activity Report

Friday Message

June 25, 2021

- Today, the Governor announced she will be rescinding most pandemic-related restrictions and executive orders when the vaccination rate reaches 70% or on June 30, whichever is sooner. This includes most statewide mask mandates, physical distancing requirements and other capacity restrictions. Staff will evaluate the implications early next week and make decisions regarding city operations. It appears likely that Council meetings will resume in person in July.
- The weather is supposed to be extremely hot this weekend. This can be dangerous not only for those living outside, but also for vulnerable populations that may not have air conditioning. The library will be open on Saturday from 10 am to 2 pm. This is a good option to get out of the heat. The Roseburg Senior Center will be operating a cooling center from 8:30 am to 9 pm on Saturday, and between 9 am and 9 pm on Sunday and Monday. Staff has reached out to the Senior Center and offered financial assistance if needed.
- The Umpqua Valley Arts Festival returns this weekend. The festival runs from Friday noon to 9 pm, Saturday 10 am to 9 pm, and Sunday 10 am to 4 pm. More information can be found here: <https://uvarts.com/summer-arts-festival/>
- Amy Sowa and I met virtually with Thomas McGregor and Melanie Prummer to discuss local homeless youth. They are part of the Douglas County Homeless Youth Solutions Initiative that has formed in response to the closing of Casa de Belen. They are currently working with a consultant on a roadmap for serving homeless youth. The City will contribute \$2,500 towards this study.
- On Wednesday, Val Ligon and I attended a meet and greet for the director of the YMCA. There is a lot of potential for the YMCA and the City to work together to deliver community programming in the parks. We look forward to pursuing these opportunities as the pandemic continues to subside.
- I will be out of the office next Thursday and Friday, July 1 & 2.
- Meetings next week (virtual via Zoom):
 - City Council – Monday, 6/28 @ 7 pm

City Hall will be closed Monday, July 5th in observance of the Independence Day Holiday.