



# Oregon

Theodore R. Kubongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



## NOTICE OF ADOPTED AMENDMENT

8/4/2010

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Roseburg Plan Amendment  
DLCD File Number 008-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, August 17, 2010

This amendment was submitted to DLCD for review prior to adoption with less than the required 45-day notice. Pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

\*NOTE: The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Marion J. Thompson, City of Roseburg  
Gloria Gardiner, DLCD Urban Planning Specialist  
Darren Nichols, DLCD Community Services Division Manager  
Angela Lazarean, DLCD Urban Planner  
Bill Holmstrom, DLCD Regional Representative  
Amanda Punton, DLCD Regional Representative

<paa> YA



**FORM 2**

**DLCD**

# Notice of Adoption

In person  electronic  mailed

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**DEPT OF**

**JUL 28 2010**

**LAND CONSERVATION  
AND DEVELOPMENT**  
For Office Use Only

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **City of Roseburg**

Local file number: **CPA-09-6/LUDO-10-1**

Date of Adoption: **4-26-10 & 7-26-10**

Date Mailed: **7-27-2010**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD?  Yes  No Date: **12-18-09**

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

A Master Plan was adopted for the Mill-Pine Historic District, which was followed by updates and clarifications to the Land Use and Development Ordinance (LUDO) as recommended by the Plan. A copy of the final adopted Master Plan and LUDO updates are included with this notice.

Does the Adoption differ from proposal? No, No explanation necessary

Plan Map Changed from: **N/A**

to:

Zone Map Changed from: **N/A**

to:

Location: Mosher, Pine, Rice and Mill

Acres Involved:

Specify Density: Previous: **N/A**

New:

Applicable statewide planning goals:

**1**  **2**  **3**  **4**  **5**  **6**  **7**  **8**  **9**  **10**  **11**  **12**  **13**  **14**  **15**  **16**  **17**  **18**  **19**

Was an Exception Adopted?  YES  NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes  No

If no, do the statewide planning goals apply?

Yes  No

If no, did Emergency Circumstances require immediate adoption?

Yes  No

**DLCD file No.** \_\_\_\_\_

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Oregon Department of Transportation

Local Contact: **Marion J Thompson AICP Sr Plr**

Phone: (541) 492-6876 Extension:

Address: **900 SE Douglas Ave**

Fax Number: **542-440-1185**



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## ADOPTION SUBMITTAL REQUIREMENTS

**This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)**  
per ORS [197.615](#) and [OAR Chapter 660, Division 18](#)

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting, please print this **Form 2** on light **green paper if available**.
3. **Send this Form 2 and One (1) Complete Paper Copy and One (1) Electronic Digital CD (documents and maps) of the Adopted Amendment to the address in number 6:**
4. **Electronic Submittals: Form 2 – Notice of Adoption will not be accepted via email or any electronic or digital format at this time.**
5. The Adopted Materials must include the final decision signed by the official designated by the jurisdiction. The Final Decision must include approved signed ordinance(s), finding(s), exhibit(s), and any map(s).
6. **DLCD Notice of Adoption must be submitted in One (1) Complete Paper Copy and One (1) Electronic Digital CD via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.** (for submittal instructions, also see # 5)] **MAIL the PAPER COPY and CD of the Adopted Amendment to:**

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

7. Submittal of this Notice of Adoption must include the signed ordinance(s), finding(s), exhibit(s) and any other supplementary information (see [ORS 197.615](#) ).
8. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) of adoption (see [ORS 197.830 to 197.845](#) ).
9. In addition to sending the Form 2 - Notice of Adoption to DLCD, please notify persons who participated in the local hearing and requested notice of the final decision at the same time the adoption packet is mailed to DLCD (see [ORS 197.615](#) ).
10. **Need More Copies?** You can now access these forms online at <http://www.lcd.state.or.us/>. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518.

**ORDINANCE NO. 3355**

**AN ORDINANCE OF THE CITY OF ROSEBURG AMENDING THE ROSEBURG LAND USE AND DEVELOPMENT ORDINANCE NO. 2981 BY ADOPTING UPDATES AND CLARIFICATION TO SECTIONS 1.090, 2.3.300, 2.3.325, 2.3.350, 2.3.375, 2.3.400, 2.4.100 AND 3.15.100 REGARDING DEFINITIONS, HISTORIC RESOURCE REVIEW, SIGNS AND NEIGHBORHOOD USES PERMITTED CONDITIONALLY**

**WHEREAS**, after reviewing the recommendation of the Planning Commission and conducting a public hearing on April 19, 2010 and June 21, 2010, and

**WHEREAS**, Article 53, Section 3.35.000 states it may be necessary to amend the Land Use and Development Ordinance text from time-to-time to meet changes in circumstances and conditions, and

**WHEREAS**, on April 12, 2010 the City Council adopted the CPA-09-6 approving the Mill-Pine Neighborhood Plan, which included recommended amendments to the Land Use and Development Ordinance and the Roseburg Municipal Code, and

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

**SECTION 1:** On the basis of the facts contained in the record, the City Council finds there is sufficient justification and need to accept the Planning Commission recommendation and hereby adopts as its own the Findings of Fact of the Planning Commission which are included herein by this reference.

**SECTION 2:** Land Use and Development Ordinance Section 1.090 is hereby amended to read as follows:

**SECTION 1.090                      DEFINITIONS**

Words used in the present tense include the future; the singular includes the plural; and the word "shall" is mandatory and not discretionary. Whenever the term "this Ordinance" is used herewith, it shall be deemed to include all amendments hereto as may hereafter from time to time be adopted.

For the purposes of this Ordinance, unless otherwise specifically provided, certain words, terms and phrases are defined as follows:

**1. ABUTTING.** Adjoining with a common boundary line, except that where two or more lots adjoin only at a corner or corners, they shall not be considered as abutting if the common property line between the two (2) parcels measures less than eight (8) feet in a single direction.

*[All subsequent definitions to be numbered sequentially]*



**SECTION 3:** Land Use and Development Ordinance Section 2.3.300 is amended to read as follows:

**SECTION 2.3.300 SPECIAL ADDITIONAL SITE REVIEW FOR REGISTERED HISTORIC RESOURCES**

The purpose of the historic preservation provisions is to preserve, protect, maintain, and enhance those historic resources which represent or reflect elements of the cultural, social, economic, political, and architectural history. Historic resources are the sites, buildings, structures, objects, natural features, or specific districts that relate to events or conditions of our past. Protected resources will provide educational value, enjoyment, and economic diversification as well as beautification of the City and enhancement of property values. This Section is intended to allow the City to review any change including alterations, remodel, additions, demolitions, and/or new construction proposals at the time of site review to ensure that registered historic resources are preserved.

**SECTION 4:** Land Use and Development Ordinance Section 2.3.325 is amended to read as follows:

**SECTION 2.3.325 HISTORIC RESOURCES**

For the purposes of this Section, historic resources which are defined as sites, buildings, properties, or features within the Roseburg City limits that have been inventoried and/or are located within a designated historic district or otherwise listed on the City of Roseburg Historic Resource Register, the Douglas County Historic Resource Register and/or the National Register of Historic Places.

**SECTION 5:** Land Use and Development Ordinance Section 2.3.350 is amended to read as follows:

**SECTION 2.3.350 EXTERIOR REMODELING OR ALTERATION OF HISTORIC RESOURCES**

Upon receipt by the Community Development Department of all site plan review requests for exterior alteration of a historic resource, the Director shall, within fifteen (15) working days, review the permit application for completeness and refer the request to the Historic Resource Review Commission to review the permit request within thirty (30) working days of the date the complete application was submitted. The Commission shall review the permit request and shall:

1. Notify the applicant of the time and place of the review and be encouraged to be present. A failure to initiate review within thirty (30) working days of completeness shall be considered as an approval of the application.
2. Direct the Director to submit to the Building Department a statement of development approval if the Commission finds the proposed alterations to be in compliance with Section 2.3.400.

3. Initiate one of the following if the Commission finds the proposed alterations to be in non-compliance with Section 2.3.400,
  - a. Approve the application subject to compliance with conditions which will bring the application into conformance with Section 2.3.400, or
  - b. Place up to a sixty (60) day delay from the date of the hearing action on issuance of a building permit for the proposed alteration to provide additional time for gathering information, to further evaluate the proposal or to identify alternatives for the owners, or
  - c. Provide the applicant with information concerning local, state, and federal preservation programs so the applicant may gain knowledge of alternatives available to him.

**SECTION 6:** Land Use and Development Ordinance Section 2.3.360 is added to read as follows:

**SECTION 2.3.360      ADDITIONS TO HISTORIC RESOURCES**

Upon receipt by the Community Development Department of a request for construction of an addition on a designated historic property, the Director shall, within fifteen (15) working days, review the application for completeness and refer the request to the Historic Resource Review Commission to review the request within thirty (30) working days of the date the completed permit application was submitted. A failure to initiate review within thirty (30) working days shall be considered as an approval of the application. The Commission shall review the request and shall:

1. Notify the applicant of the time and place of the review and be encouraged to be present.
2. Direct the Director to submit to the Building Department a statement of development approval if the Commission finds the proposed addition to be in compliance with Section 2.3.400 or 2.3.450 as applicable.
3. Initiate one of the following if the Commission finds the proposed construction or addition to a historic resource inventoried as significant, primary, contributing, eligible-contributing, eligible-significant and/or similarly classified to be in non-compliance with Section 2.3.400 or a historic resource inventoried as non-historic/non-contributing, secondary, not-eligible and/or similarly classified to be in non-compliance with Section 2.3.450.
  - a. Approve the application subject to compliance with conditions which will bring the application into conformance with Section 2.3.400 or 2.3.450 as applicable, or
  - b. Place up to a sixty (60) day delay from the date of the hearing action on issuance of a building permit for the proposed addition to provide

additional time for gathering information, to further evaluate the proposal or to identify alternatives for the owners, or

- c. Provide the applicant with information concerning local, state, and federal preservation programs so the applicant may gain knowledge of alternatives available to him.

Following review, the Commission may grant or deny the request for issuance of a building permit.

The Director shall file a memorandum of the decision in the records of the Community Development Department and shall send a copy to the applicant by mail.

The decision of the Commission is final unless a written appeal from the property owner is received by the Director within fourteen (14) days after the date on which the decision was filed.

**SECTION 7:** Land Use and Development Ordinance Section 2.3.370 is added to read as follows:

**SECTION 2.3.370 NEW CONSTRUCTION ON A PROPERTY INVENTORIED AS A HISTORIC RESOURCE**

Upon receipt by the Community Development Department of a request for new construction on a property or in a district inventoried or otherwise designated a historic resource, the Director shall, within fifteen (15) working days, review the application for completeness and refer the request to the Historic Resource Review Commission to review the request within thirty (30) working days of the date the completed permit application was submitted. A failure to initiate review within thirty (30) working days shall be considered as an approval of the application. The Commission shall review the request and shall:

1. Notify the applicant of the time and place of the review and be encouraged to be present.
2. Direct the Director to submit to the Building Department a statement of development approval if the Commission finds the proposed addition to be in compliance with Section 2.3.450.
3. Initiate one of the following if the Commission finds the proposed alterations to be in non-compliance with Section 2.3.450,
  - a. Approve the application subject to compliance with conditions which will bring the application into conformance with Section 2.3.450, or
  - b. Place up to a sixty (60) day delay from the date of the hearing action on issuance of a building permit for the proposed construction to provide additional time for gathering information, to further evaluate the proposal or to identify alternatives for the owners, or

- c. Provide the applicant with information concerning local, state, and federal preservation programs so the applicant may gain knowledge of alternatives available to him.

Following review, the Commission may grant or deny the request for issuance of a building permit.

The Director shall file a memorandum of the decision in the records of the Community Development Department and shall send a copy to the applicant by mail.

The decision of the Commission is final unless a written appeal from the property owner is received by the Director within fourteen (14) days after the date on which the decision was filed.

**SECTION 8:** Land Use and Development Ordinance Section 2.3.375 is amended to read as follows:

**SECTION 2.3.375 DEMOLITION OF HISTORIC RESOURCES**

Upon receipt by the Community Development Department of a request for demolition of a historic resource, the Director shall schedule a hearing before the Historic Resource Review Commission to review the request. However, if the structure for which the demolition permit request has been filed has been damaged in excess of seventy percent (70%) of its assessed value due to fire, flood, wind, or other action of God, a demolition permit may be approved by the Director after ratification by the Historic Resource Review Commission. If the Commission does not ratify a demolition permit, damage does not exceed seventy (70%) or there is no documented requirement for demolition, then the Director shall schedule a hearing before the Historic Resource Review Commission to review the demolition request. A failure to initiate review within thirty (30) working days shall be considered as an approval of the application.

The Commission may delay the issuance of the demolition permit for up to sixty (60) days from the date of the hearing action. The Commission's decision shall be based upon consideration of the following factors:

1. Reasonable efforts shall be made by the Commission to provide the owner of the resource with possible alternatives for demolition, including information concerning local, state, and federal preservation programs;
2. Reasonable effort shall be made by the Commission to maintain the historic resource by an acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project. (A demonstrated lack of private and public funding for the above is sufficient cause to allow demolition);
3. Consideration shall be given to the Guidelines listed in Section 2.3.400; and,



4. The Commission may request the Director and/or applicant to seek assistance through referrals from the appropriate agencies and organizations, which may include: The State Historic Preservation Office, the Douglas County Museum, and the Douglas County Historic Resource Review Committee. (Ord. 9/2008)

Following review, the Commission may grant or deny the request for issuance of a demolition permit.

The Director shall file a memorandum of the decision in the records of the Community Development Department and shall send a copy to the applicant by mail.

The decision of the Commission is final unless a written appeal from the property owner is received by the Director within fourteen (14) days after the date on which the decision was filed.

**SECTION 9:** Land Use and Development Ordinance Section 2.3.400 is amended to read as follows:

**SECTION 2.3.400 GUIDELINES FOR EXTERIOR ALTERATION OF OR AN ADDITION TO CONTRIBUTING, SIGNIFICANT, PRIMARY, HISTORIC, ELIGIBLE OR SIMILARLY CLASSIFIED HISTORIC RESOURCES**

Affirmative findings shall be documented addressing the following guidelines based upon their relative importance.

1. Retention of original construction. All original exterior materials and details shall be preserved to the maximum extent possible.
2. Height. Additional stories may be added to historic building and zoning codes:
  - a. The added height complies with requirements of the building and zoning codes.
  - b. The added height does not exceed that which was traditional for the style of the building.
  - c. The added height does not alter the traditional scale and proportions of the building style.
  - d. The added height is visually compatible with adjacent historic resources.
3. Bulk. Horizontal additions may be added to historic buildings provided that:
  - a. The bulk of the addition does not exceed that which was traditional for the building style.
  - b. The addition maintains the traditional scale and proportion of the building style.

- c. The addition is visually compatible with adjacent historic resources.
4. Visual Integrity of Structure. The lines of columns, piers, spandrels, and other primary structural elements shall be maintained so far as is practicable.
5. Scale and Proportion. The scale and proportion of altered or added building elements, the relationship of voids to solids (window to wall) shall be visually compatible with traditional architectural character of the historic building.
6. Materials and Texture. In-kind materials and textures shall be used in the alteration or addition of historic resources. Exterior alteration or addition shall follow the requirements of the Secretary of Interior's Standards for Historic Preservation Projects and the Historic Preservation League of Oregon's Rehab Oregon Right manual.
7. Signs, lighting, and other appurtenances. Signs, exterior lighting, and other appurtenances, such as walls, fences, awnings, and landscaping shall be visually compatible with the traditional architectural character of the historic resource.

**SECTION 10:** Land Use and Development Ordinance Section 2.3.450 is added to read as follows:

**SECTION 2.3.450 GUIDELINES FOR NEW CONSTRUCTION, OR TO CONSTRUCT AN ADDITION TO A NON-HISTORIC, NON-CONTRIBUTING, SECONDARY, NOT ELIGIBLE OR SIMILARLY CLASSIFIED HISTORIC RESOURCE**

New construction on a vacant lot within a historic district or on a property, lot, parcel or site designated as a non-historic, non-contributing, compatible, secondary and/or not-eligible historic resource can enhance the existing character if the proposed design reflects an understanding of, and is compatible with, the distinctive character of the setting and associated resources. Affirmative findings shall be documented addressing the following guidelines based upon their relative importance.

1. Siting New and Relocated Buildings  
New, added or relocated buildings are sited according to features of the surrounding neighborhood and the overall character of the historic area in terms of orientation, distance to adjacent buildings, traditional setback, and retention of important site features per the requirements of the Secretary of Interior's Standards of Historic Preservation Project and the Historic Preservation League of Oregon's Rehab Oregon Right manual and as follows:
  - a. Orientation - The new or relocated building is oriented in a manner to maintain the traditional pattern of the block.

- b. Distance – The distance between the new or relocated building and the adjacent historic resource is compatible with the spacing between existing resources on the same street.
  - c. Setback – The setback of the new or relocated building is consistent with the setback of adjacent historic resources on the street.
  - d. Design - The overall character of the new construction or relocated building is compatible with existing site features (landscaping, garages and driveways, if applicable) and the traditional character of the surrounding area.
2. Height – The proportion of the new or relocated building is compatible with the average height of the traditional character of the surroundings.
  3. Bulk and Scale – The bulk and/or proportions (size, mass, and/or volume) of any new or relocated building is compatible with the traditional character of the surrounding. Examine the massing of nearby buildings (whether symmetrical or asymmetrical, central block (or L-shape), and design the new building with similar bulk.
  4. Materials – The materials are consistent with the predominant materials and finishes found on other resources in the surrounding area. Examine the color, texture, pattern, composition, and scale of neighboring historic resources.
  5. Width – The proportion of the new or relocated buildings is compatible with the average width and massing of the neighboring buildings. If a building is wider than other buildings on the block, the façade should be broken up into narrower bays that reflect the common historic widths.
  6. Specific Design Elements – Design elements need to be compatible with the existing character of the surroundings with consideration for, but not limited to:
    - a) Roof Form – Visually, the roof form is the most important element in the overall building form. Keep roof forms consistent with the shapes traditionally used.
    - b) Windows and Doors – Keep the proportions and pattern of window and door opening similar to neighboring historic buildings. Keep the rhythm of solids (walls) and voids (windows and doors) consistent with the dominant pattern set in the area.
    - c) Exterior Siding – Select Siding material that is compatible with the historic materials used in the neighborhood. Only use substitute siding materials if similar in style to those used historically.
    - d) Architectural Details – Architectural features are to complement the details and style of the neighboring historic buildings. Architectural elements such as eave details, window trim, water tables, and cornices help new buildings blend in with surrounding resources.



**SECTION 11:** Land Use and Development Ordinance Section 2.4.100 – Signs is amended to read as follows:

**SECTION 2.4.100      STANDARDS AND CRITERIA**

1.    Setbacks:

- a.    No sign shall be located within fifty (50) feet of residentially used property in a residential zoning district.
- b.    No sign or sign structure shall be located over the portion of a public street used by motor vehicles. However, in the event a public street is modified so that the sign or sign structure becomes located over the portion used by motor vehicles, the sign shall be relocated at owner expense.
- c.    A sign installed over the public right-of-way shall be no closer than two (2) feet to face of curb.

2.    Signs in Residential Zones:

In the RO, R-1-10, R-1-7.5, R-1-6, MR-14, MR-18, MR-29, and MR-40 zones, no sign shall be allowed except the following:

- a.    A sign identifying only the name of the owner or occupant of a building, provided such sign does not exceed six (6) inches by eighteen (18) inches (6" x 18") in size, is unilluminated, and is located not less than fifteen (15) feet from the front lot line.
- b.    A sign pertaining to the lease or sale of a building or property, provided such sign does not exceed six (6) square feet in area.
- c.    One (1) identification sign facing each bordering street, not to exceed six (6) square feet in area, for any permitted use except residences. Such sign shall be solely for the purpose of displaying the name of the institution and its activities or services. It may be illuminated but non-flashing, and shall not be located in any required yard setback.
- d.    Temporary sign, for one (1) year, advertising a new subdivision, provided such sign does not exceed thirty-two (32) square feet in area, advertises only the subdivision in which it is located, is unilluminated, and is erected only at a dedicated street entrance and within the lot lines. Such sign shall be removed if construction on the subdivision is not in progress within sixty (60) days following the date of the sign permit.
- e.    Church signs may not exceed thirty-two (32) square feet in area, may be illuminated only internally.

3. Non-Residential Zones:

a. PR, C-1, C-2, CBD Zones. All non-exempt signs located within these zones shall conform to the following limitations:

- (1) Maximum number of freestanding signs is one.
  - (a) Fifty (50) square feet maximum area
  - (b) Twenty (20) feet maximum height
- (2) No roof signs shall be permitted.
- (3) Total area of all attached wall signs shall not exceed one hundred (100) square feet.

b. PO, C-3, M-3, M-2, M-1, MU Zones. All non-exempt signs located within these zones shall conform to the following limitations:

- (1) Freestanding signs
  - (a) Maximum one hundred (100) square feet
  - (b) Maximum height twenty-five (25) feet
  - (c) Maximum one (1) one hundred (100) square foot roof sign may be allowed in place of allowed freestanding sign

Additional signs may be permitted based on the street length of the property as provided in Section (3) below

(2) Wall signs: maximum total area of any single attached wall sign shall not exceed two hundred (200) square feet, except as provided in Section (3) below.

(3) Available sign square footage is computed using lineal footage of street frontage of the property or use on which the signs are to be installed:

- (a) 0-299 lineal feet = one (1) freestanding sign + four hundred (400) square feet wall signs
- (b) 300-399 lineal feet = one (1) freestanding sign + six hundred (600) square feet wall signs
  - (i) OR two (2) freestanding signs + four hundred (400) square feet wall

- (ii) OR one (1) two hundred (200) square foot freestanding sign + four hundred (400) square feet wall signs

For each additional one hundred (100) lineal foot frontage beyond four hundred (400), one (1) additional one hundred (100) square foot freestanding sign OR two hundred (200) square feet of wall signs may be added to any of the above configurations with a maximum of four (4) additional signs.

Freestanding signs allowed by this subpart shall be placed at least one hundred (100) lineal feet apart.

- (1) For multiple businesses in a shopping center, for multiple businesses sharing common off-street parking facilities, or for multiple businesses with the same property owner, all of which are located on one (1) or more contiguous lots, the maximum number of wall signs allowed per business shall be one (1) wall sign per street frontage of the business, subject to the size provisions listed in Section (2) and (3) above.

**SECTION 12:** Land Use and Development Ordinance Section 3.15.100 is hereby amended to read as follows:

**SECTION 3.15.100      USES PERMITTED CONDITIONALLY**

In the C-1 Zone, the following uses and activities and their accessory buildings and uses are permitted, subject to the provisions of Section 2.090(e) and Article 39 of this Chapter:

1. Ambulance, police, fire, rescue service.
2. Veterinarian.
3. Automobile service station.
4. Dwelling units, subject to the development standards of the MR-29 zone. (Ord. No. 3289, 9/2008)
5. Residential Facility, subject to the property development standards set forth in Section 3.15.150.
6. Religious, political, civic, social, labor organizations lot size less than 40,000 square feet.
7. Residential home within an existing residential dwelling.

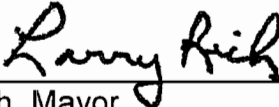


8. Telecommunication Facilities. (Section 3.15.100, 7. entirely, Ord. No. 3115, 6/13/02)
9. Other uses similar to those listed in Section 3.15.050 above meeting the intent and purpose of serving the local neighborhood needs.

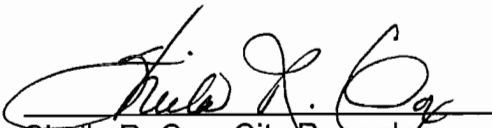
**SECTION 13:** All other sections and subsections of the Land Use and Development Ordinance shall remain in effect as written.

**PASSED BY THE COUNCIL THIS 26<sup>TH</sup> DAY OF JULY 2010.**

**APPROVED BY THE MAYOR THIS 26<sup>TH</sup> DAY OF JULY 2010.**

  
\_\_\_\_\_  
Larry Rich, Mayor

ATTEST:

  
\_\_\_\_\_  
Sheila R. Cox, City Recorder

**BEFORE THE PLANNING COMMISSION  
OF THE CITY OF ROSEBURG**

<p><b>In this matter of a Legislative Land Use and Development Ordinance text amendment relative to Site Review for Historic Resources Chapter 2, Article 3</b></p>	<p>) ) ) ) ) ) )</p>	<p style="text-align: center;"><b>FINDINGS OF FACT AND DECISION</b></p> <p style="text-align: center;"><b>FILE NO. LUDO-10-1</b></p>
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**Finding No. 1**

This matter came before the Planning Commission for public hearing on April 19, 2010, in the Council Chambers of Roseburg City Hall, 900 SE Douglas Avenue, Roseburg, Oregon.

**Finding No. 2**

Consideration was duly initiated by the Roseburg City Council as provided in the Land Use and Development Ordinance.

**Finding No. 3**

Notice of the public hearing was given by publication in the News-Review, a newspaper of general circulation, at least 10 days prior to the date of the hearing. Opportunities were provided for all interested parties to be involved in the planning process through the public hearing.

**Finding No. 4**

The Planning Commission takes official notice of the Roseburg Urban Area Comprehensive Plan adopted by City Council Ordinance No. 2980 on December 9, 1996 and of the Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 2981 on December 9, 1996, as both may have been amended from time-to-time. The Planning Commission takes official notice of the records of the Community Development Department.

**Finding No. 5**

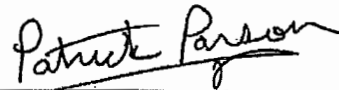
The Planning Commission staff report prepared for evaluation of this application was reviewed and taken into consideration during the review process including all exhibits and materials referenced and any testimony provided at the hearing, which is hereby made a part of the Commission's findings.

**CONCLUSION**

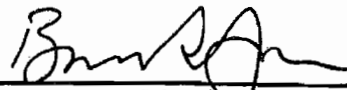
The amendment detailed in the information provided will help to implement the Mill-Pine Plan National Register Historic District Neighborhood Plan as well as provided clearer direction for the review of application presented to the Historic Resource Review Commission. An assessment of the proposal has found that the amendments comply with the applicable Comprehensive Plan policies and the Statewide Planning Goals.

BASED ON THE INFORMATION PROVIDED IN THE STAFF REPORT, AS WELL AS ALL OTHER MATERIALS PRESENTED, INCLUDING RELEVANT PUBLIC INPUT, THE PLANNING COMMISSION RECOMMENDS THE CITY COUNCIL **APPROVE** FILE NO. LUDO-10-1 APPROVING A LAND USE AND DEVELOPMENT ORDINANCE TEXT AMENDMENT AS PROVIDED IN EXHIBIT 1 ATTACHED HERETO AND INCORPORATED HEREIN.

DATED THIS 19<sup>th</sup> DAY OF April, 2010



\_\_\_\_\_  
Ron Hughes, Chair



\_\_\_\_\_  
Brian Davis, Director  
Community Development

Planning Commission Members:  
Ron Hughes, Chair  
Patrick Parson, Vice Chair  
Meagan Conry  
Mychal Fox  
Harvey Lopez  
John McDonald  
Knut Trovik



**CITY OF ROSEBURG  
PLANNING COMMISSION  
STAFF REPORT**




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**File No. LUDO-10-1- Meeting Date: April 19, 2010**

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**Prepared for:** Brian Davis, Director  
Community Development

**Completeness Date:** N/A  
**120-Day Limit:** N/A

**Staff Contact:** Marion J. Thompson, AICP – Senior Planner

**Applicant:** City of Roseburg, Community Development Department

**Request:** Land Use and Development Ordinance (LUDO) Text Amendment to implement the Mill-Pine National Register Historic District Plan

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**ISSUE STATEMENT AND SUMMARY:**

On April 12, 2010 the City Council is to act on the Mill-Pine National Register Historic District Neighborhood Master Plan. This Plan included recommendations for revisions to LUDO as it relates to the Historic Resource Review requirements. The Planning Commission is scheduled for hold a public hearing to consider the LUDO amendments.

The Planning Commission is asked to forward a recommendation to the City Council for a legislative Ordinance Amendment. In addition to presenting the Commission recommendation to the City Council, based on the Mill-Pine Plan similar amendments will be recommended to the Municipal Code to better define historic resources. Municipal Code amendments are reviewed solely by the City Council.

**BACKGROUND:**

**A. Location**

These revisions do not relate to any individual location and will be applicable to all properties and areas that are identified as historic resources or located within one of the City's three designated historic districts.

**B. Description/Project Proposal**

There is no actual project or construction proposed as a part of this action. While the amendments are a result of the Mill-Pine plan, the revisions are not specific to the Mill-Pine Historic District but will apply to any and all historic resources requiring site review approval. The revisions are intended to provide clarification and a better understanding of the review process that is currently required for historic resources. No substance LUDO changes are included in the revisions. The proposed LUDO text amendments are provided in Exhibit 1 attached hereto. Additions to the text are shown by bold, underlined, italic with eliminations shown with cross-outs.

The primary focus of the amendments is to clarify the applicability what is a historic resource consistent with the Municipal Code and the State Historic Preservation Office standards to including all the elements of the property. Currently, demolition and new construction are combined under one LUDO Section. New construction on a vacant lot is not differentiated from an addition which is also defined as new construction. Additions proposed to a primary historic resource, opposed to a non-contributing resource located within a district, are currently reviewed based on the same criteria. However; requirements of the Secretary of Interior's Standards of Historic Preservation Projects, which is the basis for the current evaluation, differ depending on the type of project. Therefore, the proposed revisions will separate the items and provides guidelines that are applicable to the type of proposal. The revisions are recommended to assist property owners, applicants, City staff and decision-makers.

**C. History/Previous Action:**

- While these changes are not directly related to the Mill-Pine neighborhood, the Plan included recommendations pursue these changes. The Plan document was been reviewed and endorsed by the Historic Resource Review, Economic Development, Public Works and Planning Commissions.
- April 2010 – The City Council is to act on an Ordinance to approve adoption of the Mill Pine Plan which includes implementing recommended LUDO amendments.

**STAFF ANALYSIS:**

LUDO indicates that text amendments may be necessary to conform to the Comprehensive Plan or to meet other changes in circumstances and conditions. In this case there is a change in circumstances with the approval of the Mill-Pine Historic District Plan. LUDO amendments are to conform to the Comprehensive Plan and Statewide Planning Goals.

The proposed changes are consistent with the City of Roseburg Urban Area Comprehensive Plan policy for Historic Preservation policy. These policies indicate the need to formulate, adopt and implement standards for alterations and demolition of historic resources, as well as providing performance standards to protect and preserve historic resources.

Statewide Planning Goals 1 and 2 were determined to be applicable, and are evaluated as follows:

***Statewide Planning Goal No. 1 – Citizen Involvement - To develop citizen involvement programs that ensure the opportunity for citizens to be involved in all phases of the planning process***

The City of Roseburg and Douglas County have an adopted and acknowledged Comprehensive Plan for the Roseburg Urban Area. In order to implement the Comprehensive Plan the City adopted the Roseburg LUDO. Section 3.35.000 of LUDO reads that it may be necessary from time-to-time to amend the text of the Ordinance in order to conform to the Comprehensive Plan or to meet other changes in circumstances and conditions.

Within LUDO the City identifies procedural requirements for processing land use actions, including notification and hearing procedures. The notice procedures guide the general public through the land use process within the City as well as through provisions that meet State of Oregon Revised Statutes (ORS).

The City of Roseburg provides a notice of proposed change as mandated through the ORS requirements and LUDO, which includes publishing notice of the proposed action in *The News-Review*, a newspaper of general circulation. Through the Planning Commission and City Council public hearings, the public will have opportunities to provide comments and present issues, influence the Commission and eventually the Council, provide technical information, and/or provide information regarding conditional approval.

The Citizen Involvement program responsible for compliance with Goal 1 occurred during the adoption and acknowledgement of the Comprehensive Plan and LUDO. The Comprehensive Plan indicates the Planning Commission is responsible for continuing the advisory involved through their public hearings.

Roseburg has an established Planning Commission with the responsibility to act as the conduit to the City Council on land use matters. The Planning Commission is selected through an open, well-publicized public process and the Commission may include one member who resides outside the City limits within the Urban Growth Boundary (UGB).

Also, the preparation of the Mill-Pine National Register Historic District Neighborhood Master Plan included the involvement of a Citizens Advisory Committee, as well as two well advertised public forums, review and endorsement by the Historic Resource Review, Economic Development and Public Works Commissions, and public hearings by the Planning Commission and City Council. Recommendation for these specific edits and revisions to LUDO are included in that adopted Plan.

***Statewide Planning Goal No. 2 – Land Use Planning - To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such actions***

***Part I - Planning***

As noted, the City of Roseburg has adopted a Comprehensive Plan, which is "acknowledged" by the State of Oregon. This Plan was again acknowledged through Periodic Review in 1992 and is coordinated and adopted by Douglas County for the unincorporated area located within the City UGB.

Implementation of the Comprehensive Plan is accomplished through the adopted LUDO. LUDO has been acknowledged by the State of Oregon and has been amended from time-to-time in order to comply with ORS. As noted above, Section 3.35.000 of LUDO recognizes the need to amend the text of the Ordinance in order to conform to the Comprehensive Plan, or to meet other changes in circumstances and conditions. (Roseburg Urban Area Comprehensive Plan adopted by the City Council in Ordinance No. 2345, effective on July 1, 1982, and re-adopted in Ordinance No. 2980 on December 9, 1996 and the Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 2981 on December 9, 1996, as both may have been amended from time to time).

#### Part II – Exceptions

The exceptions section within Goal 2 does not apply in this case because there is no exception required and the City has not requested an exception.

#### **OPTIONS:**

1. Continue consideration to obtain more information.
2. Adopt proposed or modified Findings of Fact recommending the City Council approve a Comprehensive Plan Map Amendment, Zone Change and Land Use and Development Ordinance text amendment.
3. Adopt modified Findings of Fact recommending the City Council deny the amendments.

#### **CONCLUSION/SUGGESTED MOTION:**

An assessment of the proposal has found that it complies with the applicable Comprehensive Plan policies and Statewide Planning Goals, with the following motion recommended:

I MOVE TO ADOPT THE FINDINGS OF FACT AS PRESENTED IN THE ATTACHMENT AND TO RECOMMEND THE CITY COUNCIL **APPROVE** FILE NO. LUDO-10-1 AS SET FORTH EXHIBIT 1 ATTACHED HERETO AND BY REFERENCE MADE A PART OF THIS ACTION.

#### **ATTACHMENTS:**

- 1- Findings of Fact
- 2 - Proposed LUDO Text

**EXHIBIT 1** – Proposed Historic Resource Review Land Use and Development  
Ordinance text revisions

**SECTION 2.3.300 SPECIAL ADDITIONAL SITE REVIEW FOR REGISTERED  
HISTORIC RESOURCES**

The purpose of the historic preservation provisions is to preserve, protect, maintain, and enhance those historic resources which represent or reflect elements of the cultural, social, economic, political, and architectural history. Historic resources are the sites, buildings, structures, objects, natural features, or specific districts that relate to events or conditions of our past. Protected resources will provide educational value, enjoyment, and economic diversification as well as beautification of the City and enhancement of property values. This Section is intended to allow the City to review any change including alterations, remodel, additions, demolitions, and/or new construction development or demolition proposals at the time of site review to ensure that registered historic resources are preserved.

**SECTION 2.3.325 HISTORIC RESOURCES**

For the purposes of this Section, historic resources which are defined as sites, buildings, properties, or features are those within the Roseburg City limits that have been inventoried and/or are located within a designated historic district or otherwise listed on the City of Roseburg Historic Resource Register, the Douglas County Historic Resource Register and/or the National Register of Historic Places.

**SECTION 2.3.350 EXTERIOR REMODELING OR ALTERATION OF HISTORIC  
STRUCTURES RESOURCES**

Upon receipt by the Community Development Department of all site plan review requests for exterior alteration of a historic resource building, the Director shall, within fifteen (15) working days, review the permit application for completeness and compliance with the requirements in Section 2.3.400 of this Ordinance and shall refer the request to the Historic Resource Review Commission and schedule a hearing to review the permit request within thirty (30) working days of the date the complete application was submitted. The Commission shall review the permit request and shall:

1. Initiate review ~~within thirty (30) working days of the date the completed permit application was submitted to the Planning Department~~. The applicant shall be notified Notify the applicant of the time and place of the review and be encouraged to be present. A failure to initiate review within thirty (30) working days of completeness shall be considered as an approval of the application.
2. Direct the Director to submit to the Building Department a statement of development approval if the Commission finds the proposed alterations to be in



compliance with Section 2.3.400.

3. Initiate one of the following if the Commission finds the proposed alterations to be in non-compliance with Section 2.3.400,
  - a. Approve the application subject to compliance with conditions which will bring the application into conformance with Section 2.3.400, or
  - b. Place up to a sixty (60) day delay from the date of the hearing action on issuance of a building permit for the proposed alteration to provide additional time for gathering information, to further evaluate the proposal or to identify alternatives for the owners, or
  - c. Provide the applicant with information concerning local, state, and federal preservation programs so the applicant may gain knowledge of alternatives available to him.

#### **SECTION 2.3.360                    ADDITIONS TO HISTORIC RESOURCES**

**Upon receipt by the Community Development Department of a request for construction of an addition on a designated historic property, the Director shall, within fifteen (15) working days, review the application for completeness and refer the request to the Historic Resource Review Commission to review the request within thirty (30) working days of the date the completed permit application was submitted. A failure to initiate review within thirty (30) working days shall be considered as an approval of the application. The Commission shall review the request and shall:**

1. **Notify the applicant of the time and place of the review and be encouraged to be present.**
2. **Direct the Director to submit to the Building Department a statement of development approval if the Commission finds the proposed addition to be in compliance with Section 2.3.400 or 2.3.450 as applicable.**
3. **Initiate one of the following if the Commission finds the proposed construction or addition to a historic resource inventoried as significant, primary, contributing, eligible-contributing, eligible-significant and/or similarly classified to be in non-compliance with Section 2.3.400 or a historic resource inventoried as non-historic/non-contributing, secondary, not-eligible and/or similarly classified to be in non-compliance with Section 2.3.450.**
  - a. **Approve the application subject to compliance with conditions which will bring the application into conformance with Section 2.3.400 or 2.3.450 as applicable, or**

- b. Place up to a sixty (60) day delay from the date of the hearing action on issuance of a building permit for the proposed addition to provide additional time for gathering information, to further evaluate the proposal or to identify alternatives for the owners, or
- c. Provide the applicant with information concerning local, state, and federal preservation programs so the applicant may gain knowledge of alternatives available to him.

Following review, the Commission may grant or deny the request for issuance of a building permit.

The Director shall file a memorandum of the decision in the records of the Community Development Department and shall send a copy to the applicant by mail.

The decision of the Commission is final unless a written appeal from the property owner is received by the Director within fourteen (14) days after the date on which the decision was filed.

**SECTION 2.3.370 NEW CONSTRUCTION ON A PROPERTY INVENTORIED AS A HISTORIC RESOURCE**

Upon receipt by the Community Development Department of a request for new construction on a property or in a district inventoried or otherwise designated a historic resource, the Director shall, within fifteen (15) working days, review the application for completeness and refer the request to the Historic Resource Review Commission to review the request within thirty (30) working days of the date the completed permit application was submitted. A failure to initiate review within thirty (30) working days shall be considered as an approval of the application. The Commission shall review the request and shall:

1. Notify the applicant of the time and place of the review and be encouraged to be present.
2. Direct the Director to submit to the Building Department a statement of development approval if the Commission finds the proposed addition to be in compliance with Section 2.3.450.
3. Initiate one of the following if the Commission finds the proposed alterations to be in non-compliance with Section 2.3.450,
  - a. Approve the application subject to compliance with conditions which will bring the application into conformance with Section 2.3.450, or

- b. Place up to a sixty (60) day delay from the date of the hearing action on issuance of a building permit for the proposed construction to provide additional time for gathering information, to further evaluate the proposal or to identify alternatives for the owners, or
- c. Provide the applicant with information concerning local, state, and federal preservation programs so the applicant may gain knowledge of alternatives available to him.

Following review, the Commission may grant or deny the request for issuance of a building permit.

The Director shall file a memorandum of the decision in the records of the Community Development Department and shall send a copy to the applicant by mail.

The decision of the Commission is final unless a written appeal from the property owner is received by the Director within fourteen (14) days after the date on which the decision was filed.

#### SECTION 2.3.375 DEMOLITION OF HISTORIC STRUCTURES OR NEW CONSTRUCTION OF HISTORIC SITES RESOURCES

Upon receipt by the Community Development Department of a request for demolition of a historic resource building or new construction on historical sites on which no structure exists, the Director shall schedule a hearing before the Historic Resource Review Commission to review the request. However, if the structure for which the demolition permit request has been filed has been damaged in excess of seventy percent (70%) of its assessed value due to fire, flood, wind, or other action of God, a demolition permit may be approved by the Director after ratification by the Historic Resource Review Commission. If the Commission does not ratify a demolition permit, damage does not exceed seventy (70%) or there is no documented requirement for demolition, then the Director shall schedule a hearing before the Historic Resource Review Commission to review the demolition request. A failure to initiate review within thirty (30) working days shall be considered as an approval of the application.

The Commission may delay the issuance of the demolition permit or building permit for up to sixty (60) days from the date of the hearing action. The Commission's decision shall be based upon consideration and completion of the following factors:

1. Reasonable efforts shall be made by the Commission to provide the owner of the structure resource with possible alternatives for demolition, including information concerning local, state, and federal preservation programs;
2. Reasonable effort shall be made by the Commission to maintain the historic structure resource by an acquisition, protection, stabilization, preservation,

rehabilitation, restoration, or reconstruction project. (A demonstrated lack of private and public funding for the above is sufficient cause to allow demolition);

3. Consideration shall be given to the Guidelines listed in Section 2.3.400; and,
4. The Commission may request the Director and/or applicant to seek assistance through referrals from the appropriate agencies and organizations, which may include: The State Historic Preservation Office, the Douglas County Museum, and the Douglas County Historic Resource Review Committee. (Ord. 9/2008)

Following review, the Commission may grant or deny the request for issuance of a ~~building permit~~ or demolition permit.

The Director shall file a memorandum of the decision in the records of the **Planning Community Development** Department and shall send a copy to the applicant by mail.

The decision of the Commission is final unless a written appeal from the property owner is received by the Director within fourteen (14) days after the date on which the decision was filed.

**SECTION 2.3.400      GUIDELINES FOR EXTERIOR ALTERATION OF OR AN ADDITION TO CONTRIBUTING, SIGNIFICANT, PRIMARY, HISTORIC, ELIGIBLE OR SIMILARLY CLASSIFIED HISTORIC BUILDING RESOURCES**

Affirmative findings shall be documented addressing the following guidelines based upon their relative importance.

1. Retention of original construction. All original exterior materials and details shall be preserved to the maximum extent possible.
2. Height. Additional stories may be added to historic building and zoning codes.
  - a. The added height complies with requirements of the building and zoning codes.
  - b. The added height does not exceed that which was traditional for the style of the building.
  - c. The added height does not alter the traditional scale and proportions of the building style.
    - a. The added height is visually compatible with adjacent historic **buildings resources**.
3. Bulk. Horizontal additions may be added to historic buildings provided that:

- a. The bulk of the addition does not exceed that which was traditional for the building style.
  - b. The addition maintains the traditional scale and proportion of the building style.
  - c. The addition is visually compatible with adjacent historic buildings resources
4. Visual Integrity of Structure. The lines of columns, piers, spandrels, and other primary structural elements shall be maintained so far as is practicable.
  5. Scale and Proportion. The scale and proportion of altered or added building elements, the relationship of voids to solids (window to wall) shall be visually compatible with traditional architectural character of the historic building.
  6. Materials and Texture. In-kind materials and textures shall be used in the alteration or addition of historic resources structures. Exterior alteration or addition shall follow the requirements of the Secretary of Interior's Standards for Historic Preservation Projects and the Historic Preservation League of Oregon's Rehab Oregon Right manual.
  7. Signs, lighting, and other appurtenances. Signs, exterior lighting, and other appurtenances, such as walls, fences, awnings, and landscaping shall be visually compatible with the traditional architectural character of the historic building resource.

**SECTION 2.3.450 GUIDELINES FOR NEW CONSTRUCTION, OR TO CONSTRUCT AN ADDITION TO A NON-HISTORIC, NON-CONTRIBUTING, SECONDARY, NOT ELIGIBLE OR SIMILARLY CLASSIFIED HISTORIC RESOURCE**

**New construction on a vacant lot within a historic district or on a property, lot, parcel or site designated as a non-historic, non-contributing, compatible, secondary and/or not eligible historic resource can enhance the existing character if the proposed design reflects an understanding of, and is compatible with, the distinctive character of the setting and associated buildings. Affirmative findings shall be documented addressing the following guidelines based upon their relative importance.**

**1. Siting New and Relocated Buildings**

**New, added or relocated buildings are sited according to features of the surrounding neighborhood and the overall character of the historic area in terms of orientation, distance to adjacent buildings, traditional setback, and retention of important site features per the requirements of the Secretary of**



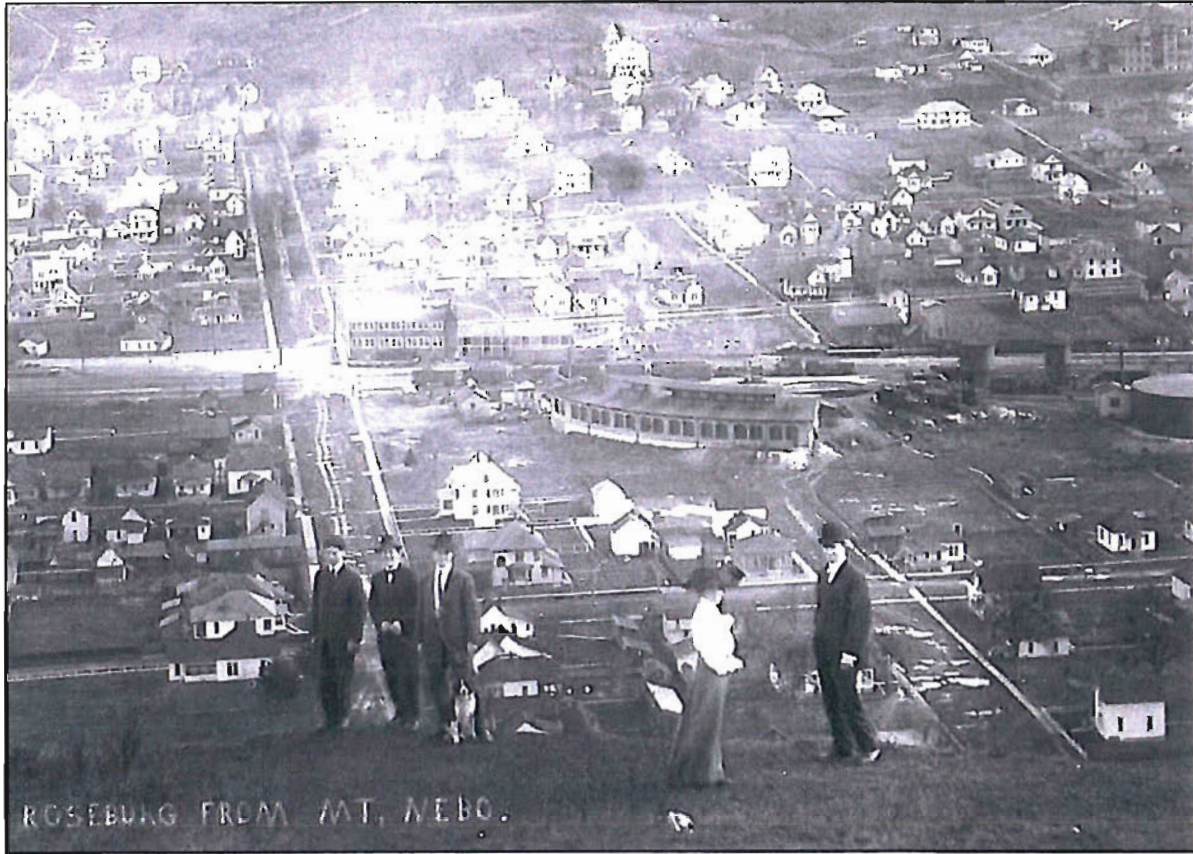
Interior's Standards of Historic Preservation Projects and the Historic Preservation League of Oregon's Rehab Oregon Right manual and as follows:

- a) Orientation - The new or relocated building is oriented in a manner to maintain the traditional pattern of the block.
  - b) Distance – The distance between the new or relocated building and the adjacent historic resource is compatible with the spacing between existing resources on the same street.
  - c) Setback – The setback of the new or relocated building is consistent with the setback of adjacent historic building on the street.
  - d) Design - The overall character of the new construction or relocated building is compatible with existing site features (landscaping, garages and driveways, if applicable) and the traditional character of the surrounding area.
2. Height – The proportion of the new or relocated building is compatible with the average height of the traditional character of the surroundings.
3. Bulk and Scale – The bulk and/or proportions (size, mass, and/or volume) of any new or relocated building is compatible with the traditional character of the surrounding. Examine the massing of nearby buildings (whether symmetrical or asymmetrical, central block (or L-shape), and design the new building with similar bulk.
4. Materials – The materials are consistent with the predominant materials and finishes found on other resources in the surrounding area. Examine the color, texture, pattern, composition, and scale of neighboring historic resources.
5. Width – The proportion of the new or relocated buildings is compatible with the average width and massing of the neighboring buildings. If a building is wider than other buildings on the block, the façade should be broken up into narrower bays that reflect the common historic widths.
6. Specific Design Elements – Design elements need to be compatible with the existing character of the surroundings with consideration for, but not limited to:
- a) Roof Form – Visually, the roof form is the most important element in the overall building form. Keep roof forms consistent with the shapes traditionally used.
  - b) Windows and Doors – Keep the proportions and pattern of window and door opening similar to neighboring historic buildings. Keep the rhythm of

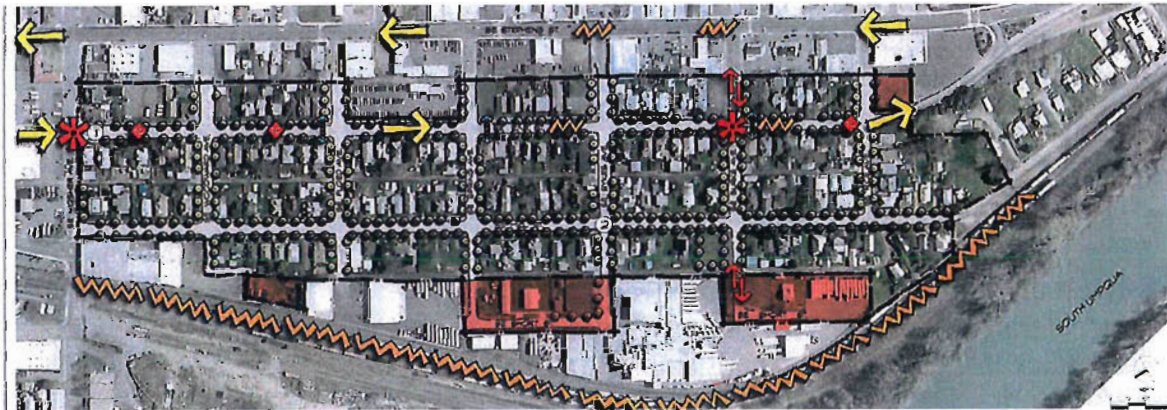
**solids (walls) and voids (windows and doors) consistent with the dominant pattern set in the area.**

- c) Exterior Siding – Select Siding material that is compatible with the historic materials used in the neighborhood. Only use substitute siding materials if similar in style to those used historically.**
- d) Architectural Details – Architectural features are to complement the details and style of the neighboring historic buildings. Architectural elements such as eave details, window trim, water tables, and cornices help new buildings blend in with surrounding buildings.**

# Mill-Pine National Register Historic District



## Neighborhood Master Plan



*Prepared for:*



Ordinance No. 3444  
May 27, 2010

*Prepared by:*



*In Association with:*  
Donovan and Associates  
i.e. Engineering  
gLAs Architects  
Harper Hour Peterson Righellis

# Acknowledgements

---

## **City Council**

Larry Rich, Mayor  
Rick Coen, Council President  
Ken Averett  
Mike Baker  
Steve Kaser  
Tom Ryan  
Chris Spens  
Steve Tuchscherer  
Verna Ward

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Mike Baker, City Council  
Knut Torvik, Planning Commission  
Janet Beeby, Historic Resource Review Commission  
Allie Cyr, Economic Development Commission  
Richard Weckerle, Public Works Commission  
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Aaron Yuma, Douglas County Building Official  
Lisa Cortes, Oregon Department of Transportation

*These design guidelines have been financed in part with Federal funds from the National Park Service, U.S. Department of Interior, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior. The Oregon SHPO administers the federal funds that partially financed the project as part of the CLG grant program.*

*This program receives Federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origins, disability or age in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to: Office for Equal Opportunity, U.S. Department of the Interior, PO Box 37127, Washington, D.C. 20013.*

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- A – Preliminary Cost Estimates
- B - Master Plan and Inventory Maps
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# Chapter 1: Introduction

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## Study Purpose and Methods

The City of Roseburg recognizes the value of the Mill-Pine National Register Historic District and the need to encourage preservation as a vital part of its community fabric. Located southwest of downtown, the Mill-Pine neighborhood represents a significant part of Roseburg's history based on its development around the timber industry and railroad. Through preservation of over 100 historic district resources, the City can ensure Mill-Pine's ongoing contribution to housing, tourism and economic development opportunities that shape the future of the community.

In order to address needs within the Mill-Pine District, the City hired a consultant team to complete a master plan. Under the direction of an Ad-hoc Committee, this work entailed evaluation of neighborhood infrastructure and historic resources as the basis for recommending new residential design guidelines. Specific projects and planning-level cost estimates were also developed to promote district-wide improvements over time. The resulting master plan will help guide alterations to historic structures, and recommends improvements needed to develop a functional and historically-compatible streetscape with stronger connections to schools, shopping and recreation.

## Report Organization

The Mill-Pine District Master Plan is organized in two volumes:

- 1) This *Master Plan report* including the following chapters:
  1. Introduction
  2. Inventory
  3. Master Plan
  4. Implementation; and
- 2) A separate *Background Document* containing summaries for Ad-Hoc Committee meetings and public workshops.

Key project elements and methods include:

## Inventory

The consultant team completed a physical inventory of the district, including streets, sanitary sewer, water, and storm sewer facilities. Physical infrastructure, zoning and historic properties within the district have been mapped, as indicated in Exhibit B, Master Plan and Inventory.

## Project Management Team and Ad-Hoc Committee

The City Manager appointed a Project Management Team (PMT) and an Ad-hoc Citizens Advisory Committee (CAC) to guide the 12-month project. The PMT includes representatives from City departments; the Douglas County Building Official; and the Oregon Department of Transportation (ODOT). The Ad-hoc Committee includes eleven neighborhood and local representatives from: the Mill-Pine Neighborhood Association,

# Chapter 1: Introduction

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the Historic Resources Review Commission, the Economic Development Commission, Rose Elementary School, Umpqua Dairy, Umpqua Community Development Corporation, City Council, and the Planning Commission. Please refer to the complete list on the “Acknowledgments” page. A list of Ad-Hoc Committee meeting agendas and summaries are included in the Background Document.

The consultant team developed the following vision, goals and guidelines for the Mill-Pine district, which were endorsed by the PMT and the CAC and used to develop the master plan.

# Chapter 1: Introduction

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## Vision Statement

***“The Mill Pine neighborhood is a valuable historic and community resource with a past and future that should be recognized through its preservation, enhancement and integration within the City of Roseburg’s economic, cultural and community development plans.”***

## Goals and Objectives

### ***Goal 1. Enhance Neighborhood Quality***

#### Objectives:

- A. Promote public and private property maintenance and pride of ownership to ensure a well-kept, quality neighborhood.
- B. Provide incentives that allow owners to enhance, rehabilitate, and preserve their homes.
- C. Encourage projects that enhance livability and provide access to parks, shops and schools.
- D. Create design guidelines and standards that allow historic-compatible additions and rehabilitations, balanced with energy efficiency and modern building code criteria.

### ***Goal 2. Create an Inviting and Active Streetscape***

#### Objectives:

- A. Improve sidewalks and crossings, and plant street trees to make Mill-Pine safer and more inviting for pedestrians and bicyclists.

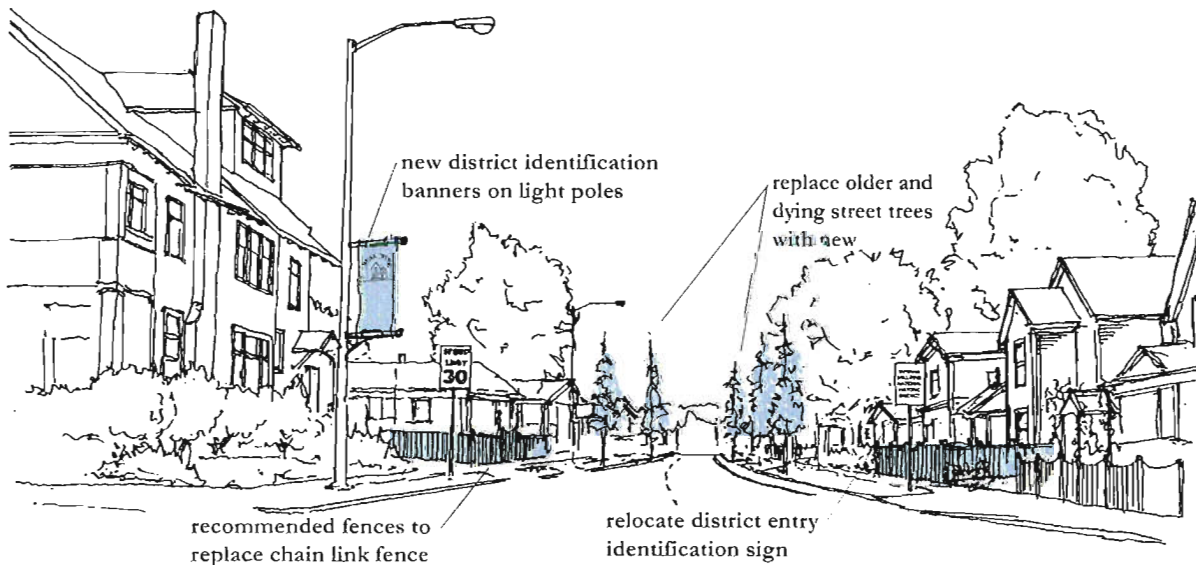


Figure 1 - Pine Street Improvement Concepts – District Entry View South

# Chapter 1: Introduction

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- B. Provide for live/work options and services by supporting Limited Commercial (C-1) zone, as allowed by the current Comprehensive Plan Land Use Map designation, or Conditional Use Permits, as allowed by the Land Use and Development Code, for limited professional office and neighborhood commercial uses on the fringe and possibly within the district.
- C. Consider traffic calming features to slow speeds and to buffer homes against traffic noise and visual impact, including truck traffic.

*Figure 1. Pine Street Improvement Concepts – District Entry View South*

## **Goal 3. Ensure a Great Neighborhood for Working Families**

### Objectives:

- A. Enhance maintenance of buildings to provide improved living standards for local residents.
- B. Create policies that assist owners in achieving higher levels of owner and renter maintenance.
- C. Maintain Mill-Pine's heritage as a working neighborhood, and a safe place to live and work.
- D. Connect Mill-Pine to nearby activity centers by providing safe routes to schools, support for local commerce, and improved parks and recreation.
- E. Work with adjoining neighborhoods, uses and activity centers to improve the image of the greater Mill-Pine neighborhood.

## **Goal 4. Address Boundaries and Outside-of-District Influences**

### Objectives:

- A. Consider where appropriate district boundary changes could be made. Invite the State Historic Preservation Office (SHPO) to this discussion early on in the process.
- B. Consider buffers, including land-use/zoning amendments to ensure compatibility between residential and commercial/industrial uses.
- C. Monitor traffic alternatives through other City venues, providing District input where appropriate. Alternatives could include such potential as a Portland Avenue bridge to I-5; alternative routing for Umpqua Dairy traffic if the rail yard relocates; and improvements along Stephens, Pine, Mosher and local streets.

## **Goal 5. Preserve the Historic Character of the Mill-Pine District**

### Objectives:

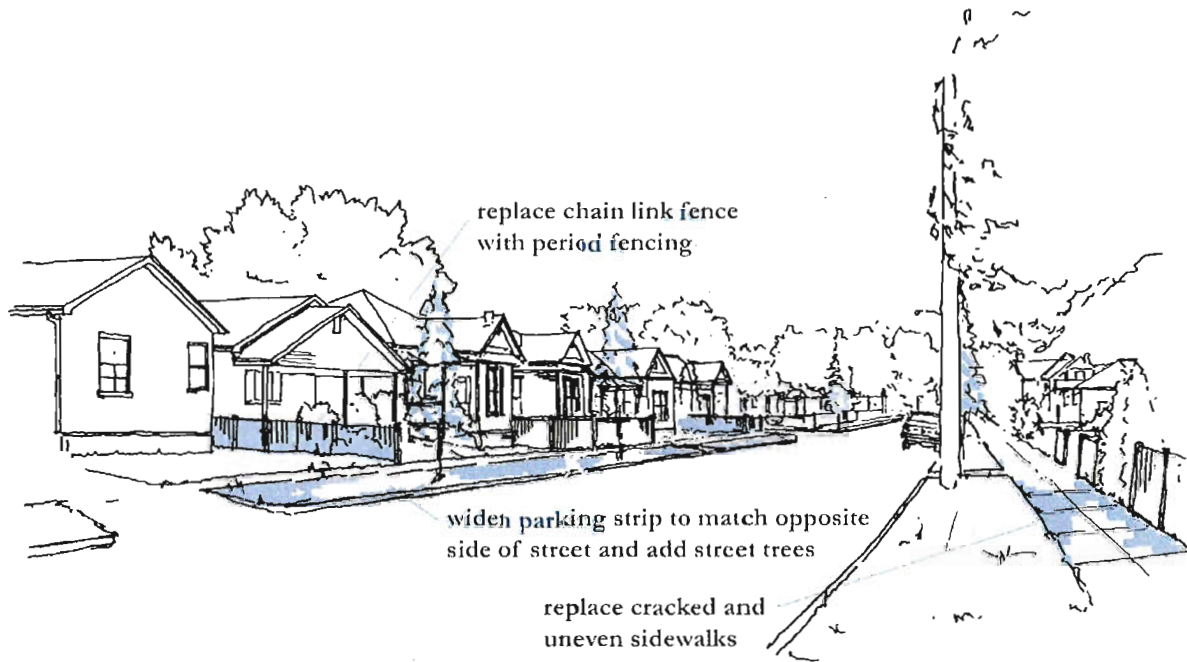
- A. Develop local incentive programs that would promote the rehabilitation of residences. Distribute information about other federal, state, and incentives available for property owners in the District.
- B. Sponsor and/or conduct training workshops on preservation and rehabilitation practices including such items as how to rehabilitate historic windows and siding.



# Chapter 1: Introduction

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- C. Continue educating the residents of Mill-Pine, local builders, architects, and contractors about the importance of historic resources and appropriate preservation techniques.
- D. Provide development standards that will maintain site, setbacks, and traditional lot coverage to help preserve the traditional neighborhood streetscape character.
- E. Continue to update the architectural and historic information on each building on Oregon SHPO Inventory Forms.



*Figure 2 - Mill Street Improvement Concepts – View South*

## Public Workshops

The project included a public workshop held on June 10, 2009. The workshop was attended by approximately 30 citizens, who provided interactive input through a Visual Preference Survey (ranking out-of-district slides to get a sense of likes and dislikes) and Small Group Sessions to discuss master plan design elements. Please see the Background Document for complete results.

## Visual Preference Survey

The Visual Preference Survey presentation included a slide show review of images from other communities. The images were used by participant's to rank how they felt certain elements would or would not fit into Mill-Pine. The images were broken into categories such as landscaping, fencing, additions and remodels. An example of public discussion on two "additions" is given in Figure 3.

# Chapter 1: Introduction

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Additions Slide #4

Comments:

- Too many additions
- Not good for Mill-Pine



Additions Slide #7

Comments:

- Nice garage addition
- Garage set back from home nicely
- Good match on panel garage doors and windows

*Figure 3 - Example Visual Preference Survey – Public Comments*

Results of the Visual Preference Survey helped the consultant team to understand local preferences – a key element used to develop the Historic District Residential Design Guidelines, Exhibit D.

# Chapter 1: Introduction

## Small Group Work Sessions

Following the Visual Preference Survey, workshop participants were divided into five small groups with a project team member assigned to each group to facilitate discussions. The groups met at individual stations with base maps showing historic properties and zoning for use in discussing and sketching preferred improvements and needs for the district. Each group then shared their ideas to arrive at some common themes under the following categories:

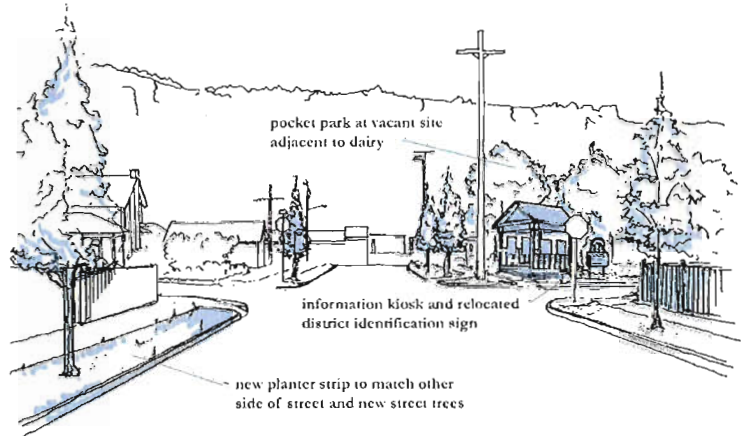


Figure 4 - Pocket Park Concept  
(Location to be determined)

- 🚧 Land Uses
- 🚧 Gateways and Signs
- 🚧 Gathering Places
- 🚧 Traffic; Parking and Pedestrian Ways
- 🚧 Street Treatments: trees/landscaping; fences; sidewalks
- 🚧 Homeowner Maintenance Needs
- 🚧 Other Ideas

Aggregate input gathered at the workshop included:

- Gathering places could be as simple as a few benches in key locations along the planting strips
- Crosswalks are needed on Pine to align with the three crossings on Stephens to improve safe access to shopping and school
- Traffic calming and pedestrian safety via curb extensions or “bulb-outs”, particularly at new crosswalks
- Street trees to buffer traffic noise and help calm traffic through “visual narrowing” of Pine Street
- Truck traffic can circulate behind Dairy, but it is not feasible to route half of the primary Burke Avenue traffic to Sykes – best to route all via Burke.
- Dairy trying to limit Mill Street truck trips and focus all on Burke

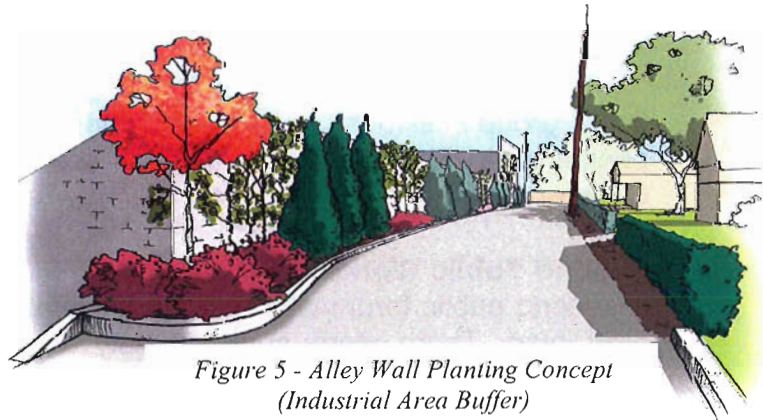


Figure 5 - Alley Wall Planting Concept  
(Industrial Area Buffer)



# Chapter 1: Introduction

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- Truck parking buffers to include plantings to soften jersey barriers
- District boundary adjustment to alley discussed
- Speeding on Pine and bicycle safety are key concerns
- Pedestrian crossings on Pine are needed
- Park needs can be met by improving access to school grounds
- Consider former car dealer site on Stephens for a park?
- Increase funding resources for homeowners
- Increase regulatory control to protect district
- Concerns about industrial use and impacts; increase buffers
- Increase fence and hedge height limits from 3' to 4' for dogs
- Address drainage concerns at alleys
- Enhance park opportunities in district for children
- Add pedestrian crossings
- Preservation of Mill-Pine is a community effort
- Need to decrease traffic speeds on Pine
- Consider a traffic signal at Pine/Burke to assist pedestrian crossing and truck access to Dairy
- Enhance pedestrian links to parks: Micelli; future Portland Bridge
- Consider use of vacant lot(s) for a park
- Consider TGM study recommendations for traffic changes; including three lane commuter use of Stephens with no parking and returning two-way traffic to Pine
- Dairy expansion and trucks using Sykes and Mill is a concern
- Traffic is the key issue
- Alley access between Mill and Pine should be improved (many on Pine use only alley access)
- Address back yard drainage issue by creating "V" drainage in alley sections
- Crosswalks on Pine are needed; consider flashing lights or signals
- Long term plan needs to focus on getting trucks out of Mill-Pine

Small group sessions provided valuable input to draft master plan concepts, including a pocket park (Figure 4) and industrial area buffer (Figure 5), and others discussed in Chapter 3.

## Second Public Workshop

A second public forum was held on December 8, 2009 to solicit public feedback on the draft plan. There were approximately 15 to 20 citizens present, including Ad Hoc Committee members, the Mayor and two City Council representatives. A summary slideshow and copies of the draft plan were presented. The following general comments were made. Please also refer to the Background Document for a workshop summary.

### Draft Plan Comments:

- Generally, the public was pleased with the document, although some wanted the product to further address neighborhood traffic concerns.

# Chapter 1: Introduction

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- There were concerns raised that the project simply listed projects – something needs to be done about traffic sooner than later. It was explained that the plan provides a basis for seeking grants to implement improvements, including pedestrian, auto and truck-related traffic improvements outlined in the plan.
- Consider additional traffic calming measures on Pine Street, including potential use of textured crossing surfaces for any new pedestrian crossings.
- Consider additional traffic calming measures on Mill Street, including potential for four-way stops at intersections as part of a future traffic engineering analysis.
- A concern was raised that the potential district boundary changes could be detrimental to the district.
- The Design Guidelines were referenced as being helpful to neighbors and the City for review of historic alterations.

The consultant team and staff thanked the group for their input, indicating that additional traffic calming ideas would be incorporated in the draft, which will be presented to the Historic Resources Review Commission prior to being scheduled for adoption hearings before the Planning Commission and City Council. Citizens and Ad Hoc Committee members were encouraged to attend adoption hearings to be held early in 2010.

## **Plan Adoption**

Based on the input received from two public forums and the work done by the CAC, the draft Plan was reviewed by the City's Historic Resource Review Commission, receiving their endorsements. A Public Hearing was then held by the Planning Commission, forwarding a recommendation for consideration by the City Council. On April 26, 2010, the City Council adopted Ordinance No. 3444, adopting the Mill-Pine National Register Historic District Master Plan and Design Guidelines.

# Chapter 2: Inventory

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## Codes, Infrastructure and Historic Inventory

### Zoning and Historic Resource Code Review

The Mill-Pine District includes primarily multi-family zoning, with industrial zoning on its west edge, and small areas of commercial zoning on and adjoining corner lots on its east edge, east of Pine Street. In summary, there are no rezoning recommendations resulting from this study, but some code update considerations are given in Chapter 4, Implementation.

The team reviewed the Historic Resource Codes, entitled “Site Review for Registered Historic Resources

Land Use and Development Ordinance”: Chapters 1 (Definitions) and 2 (Historic Review). There are no major substantive changes required, however, some code observations and potential “housekeeping” revisions are included in Chapter 4.

A majority of the project focus was placed on the creation of Residential Design Guidelines (Exhibit D), to better guide alterations, additions and demolition of historic structures within the Mill-Pine district. These guidelines can be a stand-alone product for use by the City, the Historic Resource Review Commission, and residents – from early plan formation to formal reviews and determinations on historic property review applications. Guidelines are organized in sections and appendices so that each will function as a hand-out that will address the specific needs of local residents. The City could adopt the guidelines as a tool for use by the Historic Resource Review Commission, and only codify key elements as appropriate in future code updates after the guidelines have been “ground-tested”.

### Background Documents

The project team reviewed the following background documents in order to understand the district, its policy context, and other planning influences in the vicinity. A review summary is given in Exhibit C, Plan and Code Review.

- ✓ International Construction Code 2007/2008
- ✓ Roseburg Master Downtown Plan 2000
- ✓ Roseburg TGM Outreach 2007
- ✓ Waterfront Task Force Recommendations 2007
- ✓ Capital Improvement Projects 2007/08
- ✓ Roseburg Strategic Plan 2007/2012
- ✓ Parks Master Plan 2008
- ✓ Roseburg Transportation System Plan 2006
- ✓ ODOT Highway 138E Corridor Solutions Study, 2006 to present
- ✓ Roseburg Area Comprehensive Plan 1984
- ✓ Land Use and Development Ordinance 1982, updated 2008
- ✓ Historic Districts (LUDO Chapter 2) 1982, updated 2008
- ✓ Roseburg Water System Master Plan
- ✓ City of Roseburg/Douglas County Drainage Master Plan



## Chapter 2: Inventory

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- ✓ RUSA Master Sanitary Sewer Collection System Plan
- ✓ DEQ Phase 2 Municipal Storm-water Program

Significant Findings from this review relevant to the district include:

- Some building codes conflict with historic preservation, but code exceptions can be applied, particularly for minor alterations.
- Downtown Master Plan includes development standards and guidelines; and is used by staff to evaluate exterior alteration and guide public improvements.
- The TGM plan is visionary, but the two-way traffic concept on Stephens and Pine requires additional traffic study and the idea is controversial.
- Waterfront Task Force envisions waterfront, parks and paths, Mill-Pine all tied to downtown.
- Capital Improvements Plan calls for pavement overlay for Stephens and pedestrian crossing to schools.
- Strategic Plan includes a goal to study links from Mill-Pine to downtown and the waterfront.
- Parks Plan shows a future pedestrian link via Sykes Street alignment to waterfront.
- TSP 2000 to 2025 (pop up 7%; jobs up 14%); Pine Street (collector) at 8,000 ADT; forecasts signals on Pine and Stephens at Mosher Street; proposes new bike lanes on Mill Street and a new multi-use path along the waterfront; designates Pine and Stephens as freight routes.
- The Comprehensive Plan (1984) did not show Mill-Pine as a National Register District; however, the Historic Preservation Element does contain Goals, Objectives and Policies that encourage and support the process. These objectives were implemented by the adoption of Land Use and Development Ordinance standards including establishment of the HRRC, leading to the nomination of Mill-Pine as a registered district.
- Land Use is mixed for Mill-Pine, including single family, multi-family, commercial and industrial.
- Historic Districts should consider “minor alteration” permits over the counter.
- ODOT Highway 138E Corridor Solution Study – the only alternative that could directly impact District (Portland Bridge), is not recommended for further study.
- No major infrastructure improvements are planned for Mill-Pine at present; but improvement needs have been identified, and some are subject to further study.
  - Note that storm-water issues related to poor alley drainage were raised during the study, and alley improvements are recommended.
  - This study also recommends a number of infrastructure improvements, including curb and planter, sidewalk, street tree, buffers, crosswalks, potential traffic signal, and a possible pocket park.

# Chapter 2: Inventory

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## Zoning and Infrastructure

A base physical inventory map was created for study purposes. Exhibit B, Master Plan and Inventory includes an inventory of existing zoning and infrastructure (water, sanitary and storm sewer). Major findings from the physical inventory process include:

- Buildings and sites are above the base flood elevation.
- Streets are in fair condition, but some sidewalk upgrades are needed.
- Water System Master Plan update is underway; but no known deficiencies.
- Sanitary sewer system is in alleyways, with no known issues.
- Storm system appears to function adequately, but no treatment is provided.
  - The team followed-up on subsequent reports about drainage issues due in part to alleyways contributing to high water in rear yards, primarily between Pine and Mill streets. Alley and drainage improvements are recommended.
- Truck traffic and noise are major neighborhood concerns; consider traffic calming.
  - These concerns result in a number of traffic calming and traffic control recommendations.

## Historic Resources

The historic inventory summary map in Exhibit B includes historic resources, compatible and non-contributing resources, and vacant property. Major findings from the inventory process include:

- Historic resources are contributing (primary and secondary), compatible, non-contributing, and vacant.
  - Primary contributing resources (homes) date from 1900 and prior.
  - Secondary contributing resources date from 1901 to 1927, and include those from 1900 or prior that have been significantly altered.
  - Total historic resources (primary and secondary contributing) = 116
  - Compatible resources are homes built after 1927 that are considered compatible in scale and design to the historic resources in the district = 46
  - Non-contributing resources were constructed more recently (generally commercial/industrial) buildings that are not compatible with the residential character of the neighborhood = 12
  - The total number of homes/resources per the above inventory (189) does not match the total number of parcels in the district because in some cases more than one structure/resource exists on a lot, and because 15 parcels are vacant.

## Chapter 2: Inventory

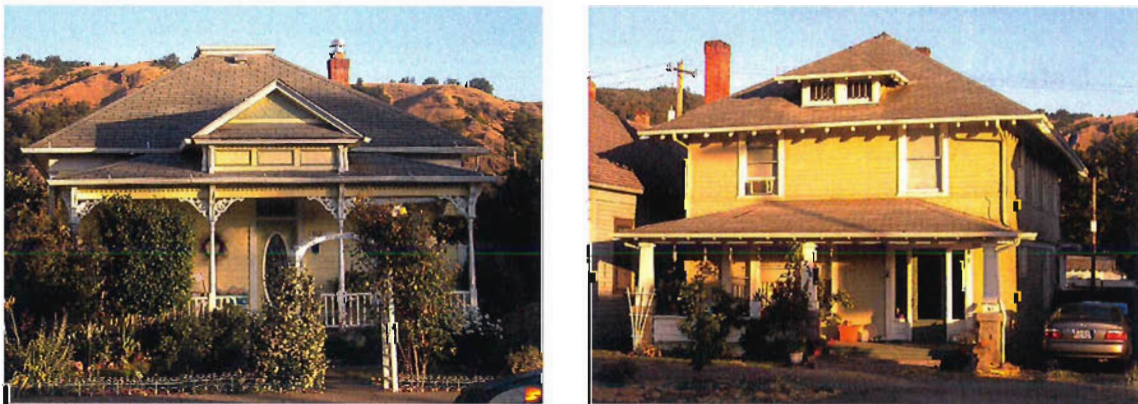
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- District boundaries are to be reviewed as part of the study.
  - Some potential boundary changes are recommended for further study to remove industrially-zoned or vacant property from the western and southeastern edges of the district, respectively. Please refer to Exhibit B, Master Plan.
  - Concerns about erosion of the district buffer through a boundary change can be addressed through conceptual buffer improvements, such as the concept shown to add plantings to the alley wall between Mill Street and Short Street. See Figure 5.

### Mill-Pine District Observations

Mill-Pine contains more than 100 contributing historic resources, including homes shown in Figure 6. The project team recorded their general observations of the district, including both its resources and site context:

- Worker's houses are mixed with larger "foreman" houses
- Cottage versions of Italianate, Queen Anne, Classic Box, & Bungalow styles
- Most of the building alterations are to siding and windows
- Most of the development took place from the late 1890s to the 1910s
- Standard setbacks, alleys, narrow lots, parking strip, & garages exist
- Not very many street trees
- Front and side yard fences are common, including some retaining walls
- There is very little infill development
- Some demolition has occurred over the last 50 years



*Figure 6 - Mill-Pine Historic Housing Resources*



# Chapter 3: Master Plan

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## Master Plan Elements

The Mill Pine Master Plan (Exhibit B) reflects the input gathered through the process outlined in the previous chapters, including extensive input from the PMT, CAC and the public. The plan is a general and stylized representation of major constraints and opportunities to improving the district. This chapter details plan elements within the master plan, including conceptual drawings offered throughout this report, and preliminary (planning-level) cost estimates detailed in Exhibit A. Funding sources are outlined in Exhibit D, Design Guidelines, Appendix E, Incentive Programs.

### Constraints

The Mill-Pine District is physically defined by the heavily traveled one-way Pine and Stephens couplet to the east; industrial land anchored by the Umpqua Dairy and railroad (and the Umpqua River) to the west; SE Mosher Avenue to the north; and the near terminus of the Pine/Stephens couplet to the south. Its history of development as a working neighborhood serving rail and industrial development have placed the neighborhood tightly within this high traffic context. While Mill Street and a majority of the side streets experience typical local traffic, truck traffic that is focused primarily on Pine Street and SE Burke Avenue is detracting from the neighborhood livability. These high traffic areas are shown as barriers to pedestrian and vehicular circulation in the master plan.

### Opportunities

The plan includes many opportunities for improving the Mill-Pine district, all of which are designed to meet the neighborhood vision in Chapter 1. Major elements are shown on the Master Plan, including details in perspective view. Other selected perspectives are provided in Chapter 1 and throughout this Chapter to assist in describing key improvement concepts.

### Gateways

The primary district gateway is experienced traveling southbound on Pine Street at Mosher Avenue. There is an existing district entry street sign located one-half block prior, but no other real indication of arrival. The exception is found via a descriptive wooden Mill-Pine Historic District sign located in a yard several blocks south on the east site of Pine Street. Figure 7 offers several gateway and district identification improvement concepts that can ensure a distinct sense of arrival and an improved image for the Mill-Pine District.

# Chapter 3: Master Plan

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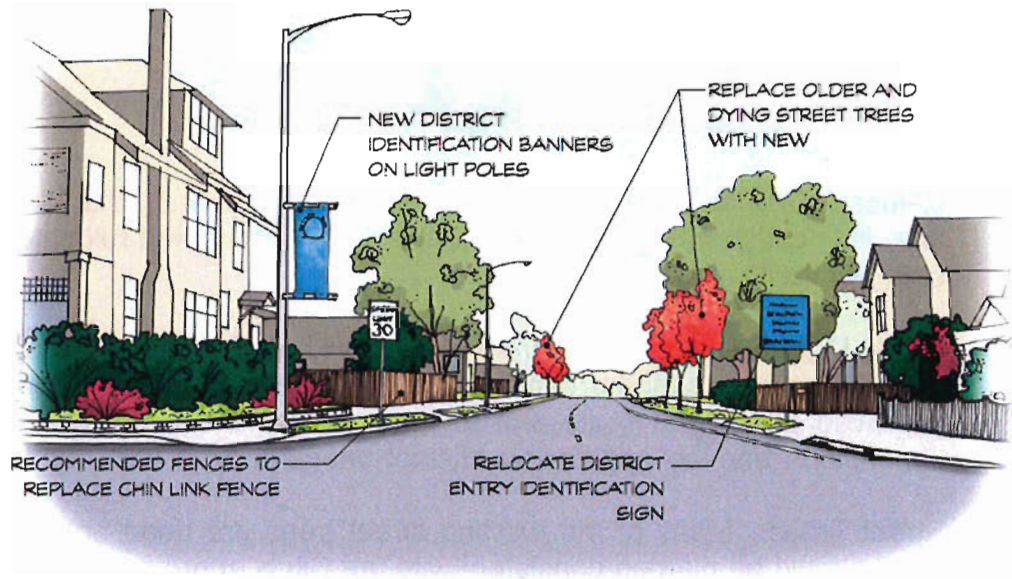


Figure 7- Pine Street at Mosher Avenue – View South (District Entry)

# Chapter 3: Master Plan

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## ***Pine Street Improvements***

Several highly visible improvements are recommended to strengthen the primary entry along Pine Street:

### Streetscape

- Relocate District Entry Sign. This street sign style entry sign should be moved from its location half a block prior to the district entry; and relocated in the planter strip just south of Mosher Avenue.
- Street Light Banners. The street is lined with standard cobra head street lights. Proposed street banners can be attached to the street light poles to create an improved pedestrian scale and to further establish a Mill-Pine identity. Exact dimensions and an appropriate district image or logo will need to be created.
- Street Trees. Many of the existing street trees are dead or dying. New street trees should be planted consistent with the City's approved street tree list. Exact species and placement will need to be determined.
- Fences. Front and corner side yard fences are inconsistent, and should be replaced with district-compatible wooden picket or wire loop fences which meet the clear vision requirements of the Land Use and Development Ordinance. Preliminary cost estimates recommend funding assistance to help homeowners replace fences and paint homes as needed, but these are ultimately the homeowners' responsibility.

### Traffic Calming

In addition to support for the "visual narrowing" of the SE Pine Street by new street banners and street trees, residents of the Mill-Pine neighborhood indicate that current traffic patterns on SE Pine Street are one of the most significant concerns for the neighborhood. This includes volumes, speeds, and types of traffic users. As the southbound couplet for Highway 99 the potential for any major changes will required in-depth evaluation. Changes in the economy, new projects and programs, and other factors such as the current assessment of Highway 138E corridor could affects future traffic use. While some short term measures are suggested as a part of this Master Plan, a full traffic analysis is likely needed to identify if there are practical and workable long term solutions. A range of potential traffic calming measures to be assessed could include, but is not limited to:

- New Crossings. Establish pedestrian crossings on Pine Street to facilitate safe pedestrian access to shopping opportunities on Stephens Street, Rose Elementary School, and neighborhoods to the east. Curb extensions or "bulb-outs" can provide greater visibility of pedestrians waiting at curb side. However, the opportunity to provide curb extensions to further calm traffic through physical narrowing of Pine Street is not possible without impacts to the existing, required



## Chapter 3: Master Plan

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bicycle lanes. Alternative safety measures, such as lighted side or overhead crosswalk signs for one or more crossing will require careful consideration to ensure safety is not compromised due to a false sense of pedestrian priority where crosswalks are not signalized. The public requested consideration for textured paving to alert drivers about the location of any new crossings. It has been suggested that new crosswalks align with three existing crosswalks on Stephens, but final design and location is to be determined through further study. The location of any future crossing should be prioritized to better accommodate direct access to Rose Elementary School aligning with the existing crossing at SE Stephens Street and Burke Avenue. ADA ramps will be required at new crossings.

- **New Street Section.** The Pine Street section includes two southbound travel lanes and a designated bike lane on the west side. Solutions to calm traffic could be expanded if a new street section is considered to allow greater curb-to-curb width and blub-outs that do not interfere with bicycle lanes.
- **New Traffic Signal.** Installation of a new traffic signal on Burke and Pine is suggested to improve pedestrian crossing of SE Pine Street, and to better define truck ingress/egress. This improvement requires additional study and must meet new traffic signal warrants.

This is not an exhaustive list nor inclusive; some of the suggestions may not be practical or comply with other regulations or standards. However, if the City should elect to pursue a traffic analysis its purpose and goals should be to look at ways to reduce safety concerns and improve the livability of this historic district.

### **Truck Access Gateway**

Trucks entering and exiting the Umpqua Dairy typically use Burke Avenue southbound via Stephens or Pine. There are reports of truck traffic from this and other users on other local streets within the district; however, Burke Street is the designated truck access route. Ideas for strengthening the appeal and use of Burke Avenue for truck access include:

- **New Traffic Signal.** Consider locating the new signal discussed above at the Pine/Burke intersection. This would give greater access preference and opportunity for trucks, in addition to calming traffic and providing a signalized crosswalk location on Pine Street. Further study is required to determine the need or “warrant” for a new signal and its ultimate location.
- **Burke Avenue Improvements.** Improved planting strips and street trees would assist in defining the Burke Avenue gateway, and would give a measure of traffic calming to the truck route. The planting strip has been narrowed on the south side, and could be extended into the travel lane to help improve this gateway. However, the street width should not be narrowed until a long-term strategy is

## Chapter 3: Master Plan

developed to determine a viable alternative for re-routing trucks to avoid Mill-Pine. In the near term, new street trees can be planted on the north side of the street where the planter strip is wider.

### Mill Street Improvements

Improvements for Mill Street are envisioned to be a subset of those discussed for Pine Street, as shown in Figure 8.

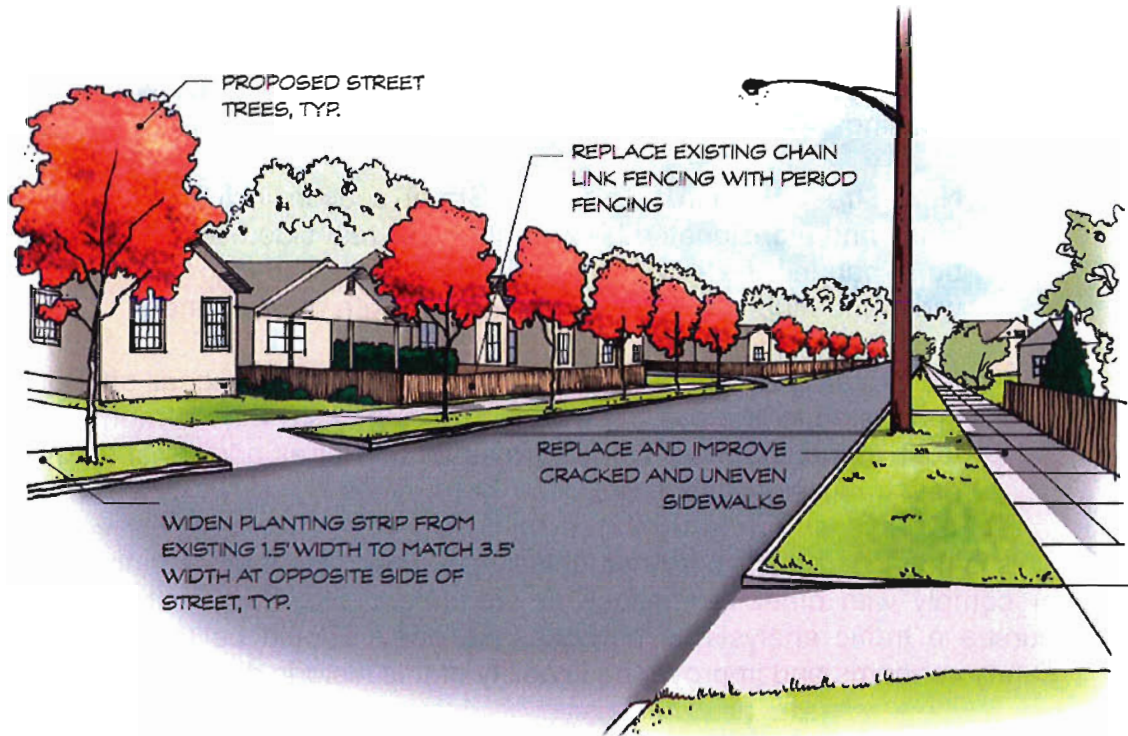


Figure 8 - Mill Street – View South

- Streetscape. New street trees, replacement sidewalks and historic-compatible fencing are proposed along Mill Street.
- Wider Planter Strip. The use of alleys for vehicular access and street trees are neighborhood attributes that should be encouraged to improve Mill-Pine consistent with its historic character. The historic east side planter strip along Mill Street was reduced from a 5' width to 1.5' to provide for on-street parking. Re-establishing a wider parkway could accommodate street trees, and may be accomplished under several options:

# Chapter 3: Master Plan

## Option 1, Install curb bulb-outs or relocate curb:

Option 1A: Add planter bulb-outs for street trees at intersections, thereby maintaining parking bays and existing travel lane widths (Figure 9).

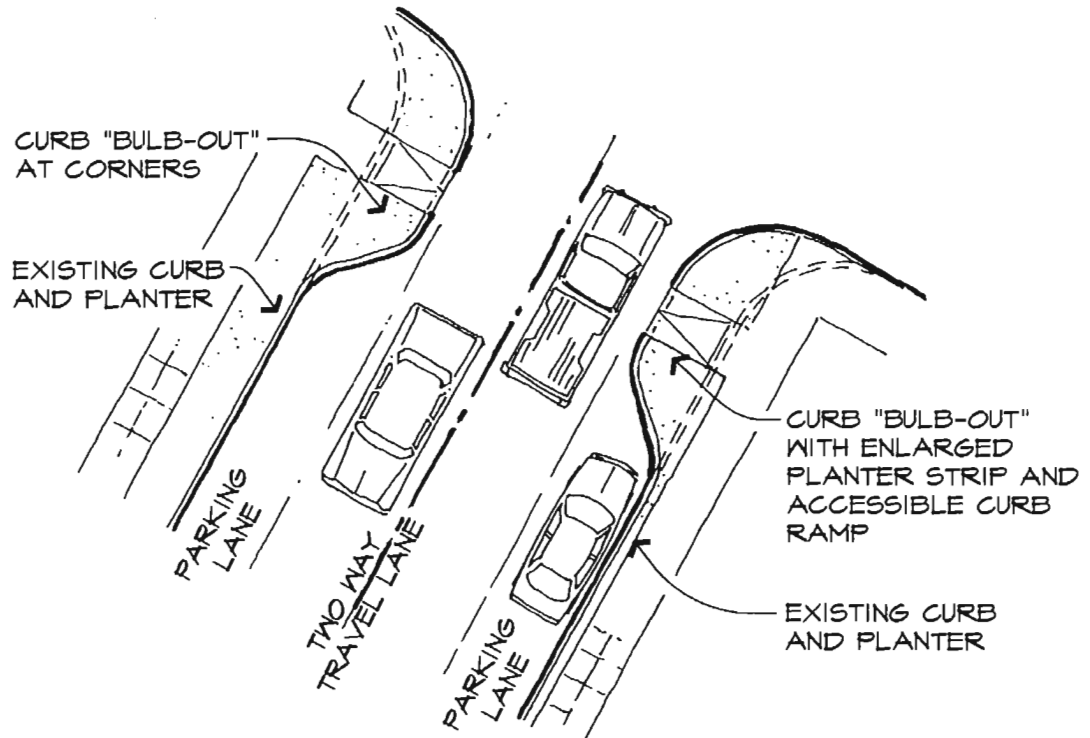


Figure 9 - Mill Street Curb Bulb-outs

Option 1B: Relocate curb 3.5' into the travel lane on the east side and provide reserved emergency vehicle parking bays or "pull-outs" where needed to compensate for narrowed travel lanes. Both of these options will have some parking impacts, and both offer traffic calming by narrowing the street. This could reduce local speeds, and may discourage truck travel on Mill Street. Shared use of travel lanes by bicycles is acceptable on local streets, so bulb-outs would not hinder bicycle travel. Because bulb-outs and pull-outs are modern street elements, SHPO consultation is recommended. Final design is also subject to engineering review for the most feasible and practical design solution.

# Chapter 3: Master Plan

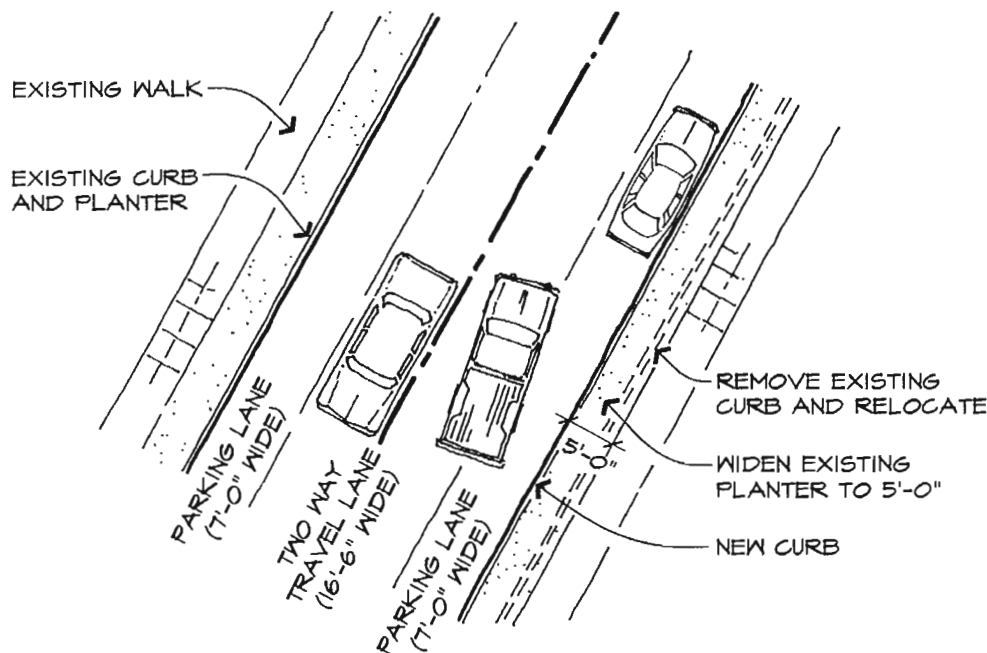


Figure 10 - Mill Street Curb Relocation

### *Option 2, Relocate curb west and into travel lane:*

Widen parkway (planter strip) into existing travel lane. This option would result in no parking on one side of Mill Street. Although improved alley access should eventually decrease on-street parking demand, residents have voiced concern over potential loss of parking. This option is similar to Option 1B above (Figure 10), with parking on one side so no emergency parking bays are required.

### *Option 3, Relocate curb east within existing right-of-way:*

Improve the street width within the existing 60' right-of-way. This option requires the east side curb and sidewalk be relocated further east in order to maintain standard travel lanes and parking on both sides of the street.

- **Traffic Calming.** In addition to potential parkway improvements, the public asked for consideration of possible new four-way stop controls on Mill Street as part of a future traffic analysis.



# Chapter 3: Master Plan

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## District-wide Improvements

Improvements throughout the Mill-Pine district are recommended, including:

- Sidewalk Replacement. There are many examples of cracked and aged sidewalks throughout Mill-Pine. The preferred method of replacement is district-wide, but the cost is prohibitive. The more likely scenario is replacement of sections of sidewalk per block or property frontage. Due to the shorter coursing of the original sidewalks (less than the 5' coursing typically installed today), a consistent and historically compatible sidewalk course length is recommended. Sidewalk improvements and cost estimates assume ADA ramps at all intersections. The residential of Mill-Pine District may wish to take on this project and work to identify independent funding sources that could allow for sidewalk replacement on a larger scale than the current lot-by-lot process.
- Street Trees. In addition to street trees along Pine and Mill, new replacement street trees should be considered along all district side streets. However, caution should be taken with species selection and spacing to minimize an excessive amount of vertical elements without horizontal relief.
- Street Cap Signs. Many historic districts include street cap signs to signify the location of intersections within the district. These signs are recommended as a cap on top of existing street sign posts.

## Alley Improvements

The existing alleys in Mill-Pine are very active, and contribute considerably to the form (setbacks) and circulation within the district. For properties directly fronting Pine Street, alleys present the most useable, and often the only vehicular access to homes. Improved alley access will help maintain the district's historic character by keeping most vehicles behind facades, and will help to avoid unwanted curb cuts on primary streets.

The alley located between Mill Street and Short Street defines the primary division between industrial and residential use. Also, district alleyways serve as utility corridors and must be maintained. These alleys are sometimes used as shortcuts by non-residential traffic. To reduce this activity it may be appropriate to give consideration to acceptable traffic calming measures such as speed bumps or limited access signs at the alley entrances.

To better serve the neighborhood, the following alley improvements are recommended:

- Pine/Mill Alley. The alley located between Pine and Mill serves significant local access needs, and has been identified as contributing to local drainage issues on private property. The alley is proposed for paving in a "v"-shaped section to convey runoff directly to the stormwater system located in neighborhood streets.

## Chapter 3: Master Plan

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- Mill/Short Alley. The alley separates industrial and residential uses, and includes a tall screening wall for a majority of its length. Recommended improvements include installation of a curb and plantings within a 3' buffer to allow climbing plants to buffer the wall and enhance aesthetics. The wall would be fitted with sections of trellis-type wire screens to help support new plants. This concept is subject to available right-of-way and/or negotiations with adjoining land owners (primarily Umpqua Dairy) for buffer allowance. See Figure 5.

### **Pocket Park**

Input from the neighborhood and public clearly indicate a need for some form of a gathering place. Ideas range from a few benches to a usable park. The master plan indicates this need, but does not identify a location for the use. Figure 4 gives a concept for a small pocket park that could accommodate a kiosk with information about the district, such as walking tour maps or a place to post information about social events. Relocation of the existing wooden district sign from the private yard on the east side of Pine Street to a preferred public or park location is also recommended.

- Although there are several vacant, opportunity parcels within the district, further work to establish an appropriate location, acquisition and design is required to achieve a park element. The pocket park concept could range from a simple easement on a corner lot, to a larger active park via parcel acquisition.

### **Homeowner Assistance**

Many of the homes in Mill-Pine require additional and on-going maintenance and repair. Assistance to homeowners should be considered to encourage upkeep and preservation, including:

- Fences and Paint. We recommend funding sources be researched to establish homeowner assistance for paint and district-compatible fencing. The idea is to encourage any fence replacement to meet the new design guidelines over time. Any public matching funds made available to assist homeowners would encourage replacement fencing and needed home painting at a faster pace.
- Streamline Site Review for minor projects. To encourage homeowners to make minor repairs compatible with design guidelines, a set of over-the-counter improvement permits should be considered. This would cover items such as minor emergency or foundation repairs, fences, and perhaps in-kind historic material replacement (i.e. windows and siding).
- Historic Resource Review Commission (HRRC) policy document. The HRRC should develop a policy document to define and streamline the review of minor alterations within the Mill-Pine District. Minor alterations could include:
  - 1) Replacement of gutter and downspouts.
  - 2) Repairing or new foundation



## Chapter 3: Master Plan

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- 3) Replace wood siding with historic in-kind materials
- 4) Storm window additions
- 5) Re-roofing
- 6) New windows with exact duplicates of material, and within existing openings.
- 7) Other minor alterations specified in writing by Historic Resource Review Commission.

### **Preliminary Cost Estimates and Timing**

The project team assembled the proposed master plan improvements by timing priority and developed preliminary cost estimates. Private costs will vary, and many elements such as sidewalks, street trees and fencing could be completed by forming a Local Improvement District (LID), which requires landowners to repay a proportionate share of improvements over time. Public project costs are dependent on available funds, grants and possible private-share contributions (LIDs), and are estimated at \$1.2M as shown in Table 1 (combined engineer's and architect's estimates detailed in Exhibit A).

# Chapter 3: Master Plan

Table 1 - Preliminary Cost Estimates and Timing

Project	Description	Unit Cost	Preliminary Cost Est.		Notes
			Owners	Public	
<b>Ongoing</b>					Seek donations & grants
Homeowner Assistance	Paint	\$35/gallon (12 gal. avg.)	\$ 420		Price varies
	Paint Labor	\$4,000 to \$8,000	\$ 6,000		Price varies
	Double Loop Wire Fence	\$1,042.10/100' installed	\$ 1,000		See Exhibit A for potential cost savings
	Wood Picket (1x4) Fence	\$1,488.05/100' installed	\$1,500		See Exhibit A for potential cost savings
	Wood Picket (2x2) Fence	\$1,983.05/100' installed	\$2,000		See Exhibit A for potential cost savings
Streets	Sidewalk Repair	\$45/square yard x 8,000	varies	\$ 360,000	Grant or private cost share/consider LID
<b>Subtotal</b>			<b>varies</b>	<b>\$ 360,000</b>	<b>Ongoing</b>
<b>Short Term</b>					
District Entry Signs	I.D. District on Pine and Mill Street at Mosher	\$1,750 x 2		\$ 3,500	New stone or wood signs; savings if reuse existing or replace with simple street sign style
Pine Street Banners	Street light Banners	\$350 x 12		\$ 4,200	
Historic Logo Sign Caps	Mount atop street signs	\$175/intersection x 14 installed		\$ 2,450	Seek CLG/SHPO funds
District Boundary Adjustment	Assumes City staff lead	N/A		\$ 0	Staff to coordinate with SHPO
Pine Street School crossing	As a first phase to traffic calming on Pine Street provide a crossing that will serve as access to Rose Elementary School	\$8,000 x 1 installed		\$ 8,000	Staff to coordinate with Public Works – subject to further review

## Chapter 3: Master Plan

<b>Subtotal</b>				<b>\$ 18,150</b>	<b>Typically 1 to 5 years</b>
<b>Mid Term</b>					
District-wide	Street Trees	\$250 x 285 (@ 30' o.c.)	varies	\$ 71,250	Extends long term
Pine Street Truck Signs	Directional Truck Signs	\$350 x 8		\$ 2,800	
Alley drainage improvements	15' concrete w/ drainage	\$179 x 1,500 linear feet	varies	\$ 268,138	Yard/foundation drains may also be needed
<b>Subtotal</b>				<b>\$ 342,188</b>	<b>Typically 5 to 15 years</b>
<b>Long Term</b>					
Mill Street Parkway	Mill curb relocation	\$82/linear foot x 1,500'		\$ 122,369	Bulb-outs or 60' ROW Build-out increases costs
Traffic Calming	Crossings: ADA ramps and striping	\$8,000 x 5 ADA ramps (3 crosswalks)		\$ 40,000	Lighted crossings will add costs
Traffic Signal	New Signal Location TBD	\$250,000 x 1		\$ 250,000	Subject to further City study
Burke Street	curb relocation	\$35/linear foot x 450'		\$ 15,750	Delay until truck re-route alternative achieved
Short Street	Alley Wall buffer	\$32/linear foot x 1,200'		\$ 38,400	Easement required
Pocket Park	Kiosk & district sign	\$14,347.69		\$ 14,348	See Exhibit A; land costs not included
<b>Subtotal</b>				<b>\$ 480,867</b>	<b>Typically 15 to 20 years</b>
<b>Project Total</b>			<b>varies</b>	<b>\$1,201,205</b>	<b>Engineer+ Architect estimate</b>

# Chapter 4: Implementation

## Plan Implementation

The Mill Pine master plan is designed as a living document. It includes a number of useful plan elements and recommendations: some are readily useable, while others require refinement and implementation over time. Key steps and responsibilities for master plan implementation are suggested in Table 2.

Table 2 - Mill-Pine Master Plan Implementation

Plan Element	Next Steps	Lead: Participants	Reference
Plan Adoption	PMT/CAC/PC/CC review	Consultant: City & CAC	Master Plan Document
Design Guidelines <ul style="list-style-type: none"> <li>▪ Public hand-outs</li> <li>▪ HRCC review and reference guide</li> <li>▪ Codification</li> </ul>	<ol style="list-style-type: none"> <li>1. Adopt guidelines &amp; initiate use for education and HRRC review;</li> <li>2. Streamline site review for minor projects;</li> <li>3. Field test; and</li> <li>4. Select key elements for Codification</li> </ol>	City: HRRC/MPNA/PC/CC	Appendix D, Design Guidelines
Private Improvements* <ul style="list-style-type: none"> <li>▪ Paint</li> <li>▪ Fences</li> </ul>	Program development and public/private funding options	City: HRRC/UCDC/MPNA/Property Owners	CLG SHPO funds UCDC programs/funds Private donations (paint) Appendix B, master plan Appendix D, incentives
Public Improvements <ul style="list-style-type: none"> <li>▪ Signs and Banners</li> <li>▪ Street Trees</li> <li>▪ Traffic Calming</li> <li>▪ Traffic Control</li> <li>▪ Sidewalk Repair</li> <li>▪ Crosswalks</li> </ul>	Further City Public Works input; funding; design and construction	City: PWC/HRRC/MPNA	Appendix B, master plan Appendix D, incentives
District Boundary Amendment	Consult with SHPO to initiate process	City: HRRC/CC/SHPO/impacted owners	Appendix B, master plan SHPO

\*All private property improvements and maintenance are the property owner's responsibility. The plan recommends the City explore private/public funding options to encourage and leverage private investment in Mill-Pine where feasible through grants and incentives.

# Chapter 4: Implementation

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## Participants Key:

City = Appropriate City Departments  
HRRC = Historic Resource Review  
Commission  
MPNA = Mill-Pine Neighborhood  
Association  
UCDC = Umpqua Community  
Development Commission

SHPO = State Historic Preservation  
Office  
PC = Roseburg Planning Commission  
CC = Roseburg City Council  
PWC = Public Works Commission

## Recommended Roseburg Land Use and Development Ordinance Updates and Amendments

The consultant team reviewed Chapters 1 (Definitions) and 2 (Historic Review) of the Roseburg Land Use and Development Ordinance (LUDO) and Chapter 2.22 (Historic Resources Review Commission) of the Roseburg Municipal Code. The following general amendment comments are followed by recommendations for revisions to the LUDO (Table 3) and the Municipal Code (Table 4) to add clarification and better protect historic resources in the Mill-Pine District, and elsewhere as applicable.

### General Comments:

- Add “Historic Resources” to the definition section in Chapter 1 of the Land Use and Development Ordinance.
- Refer to Chapter 2.22 Historic Resource Review Commission somewhere in Section 2.3.300 to correlate the two together since Section 2.3.300 does not have the Purpose, Duties, Process for Designation and Organization of Commission stated.
- Establish separate sections for Exterior Alterations, New Construction, and Demolition, and Moving Resources.
- Change references to historic **building** or **structure** throughout the ordinance to say “Historic Resource” to be more inclusive (buildings, sites, districts, etc.) and correspond to the definition section.
- Cite and specify the Design Guidelines (as pertains to the Mill-Pine neighborhood) in ordinance as another tool for Commission review.
- Review City of Hood River, Oregon’s historic ordinance.

# Chapter 4: Implementation

Table 3 - Recommended Revisions to LUDO Chapters 1(Definitions) & 2 (Historic Review)

LUDO Chapter	Section Title	Recommended Revisions
<b>Chapter 1</b> <b>Section 1.090</b> <b>Definitions</b>	Definitions	Add: Historic Resources (more inclusive in reference to the historic ordinance) Historic District
<b>Chapter 2</b> <b>Section 2.3.300</b> <b>Historic Review</b>	Special Additional Site Review for Registered Historic Resources	Last sentence in paragraph: Consider changing to .....intended to allow the City to review " <b>alterations, additions, demolitions, and/or new construction</b> " proposals at the time.....for exterior work only.
<b>Section 2.3.350</b>	Exterior Remodeling or Alteration of Historic Structures	Consider changing title to: <b>Exterior Alteration to Historic Resource</b>
	Exterior Remodeling or Alteration of Historic Structures	Consider changing references to historic structures to <b>historic resources</b> to be consistent with definitions (and more inclusive)
<b>Section 2.3.375</b>	Demolition of Historic Structure or New Construction of Historic Sites	Consider a separate subsection that reviews <b>New Construction</b> , and another subsection entitled <b>Demolition and Relocating of Historic Resources</b>
	Demolition of Historic Structure	Require posting in newspaper and on house that a demolition permit has been issued.  Require <b>documentation</b> prior to demolition or relocating-at least photographic documentation and archive in appropriate repository (museum and/or City).
<b>Section 2.3.375</b>	Demolition of Historic Structure or New Construction of Historic Sites	Create a new section for <b>New Construction</b> (separate from Demolition). Consider adding a section for new construction that defines what that encompasses: 1) New building on same lot as historic resource; OR 2) New structure or building in a designated Historic District.
<b>Section 2.3.400</b>	Guidelines for Exterior Alterations of a Historic Building	Consider changing title to: Guidelines for Exterior Alteration of a Historic <b>Resources</b>



# Chapter 4: Implementation

Table 4 - Recommended Revisions to the Roseburg Municipal Code, Title 2-Government Provisions:

Chapter	Section	Recommended Revisions
Chapter 2.22.020	Purpose: Historic Resource Review Commission	Consider adding to first sentence: <b>“Districts, buildings, sites, structures, and object.....”</b>
Chapter 2.22.030	Duties and Responsibilities	A. “...alterations <b>or additions</b> to historic <b>resources or in-fill construction in historic districts or designated property....”</b>  B. “...review of demolition or <b>relocation</b> permit applications would result in the destruction of historic <b>resources;.....”</b>  C. “... significant historic <b>resources;”</b>
Chapter 2.22.040	Process for Designation of Historic Resources	<b>A.</b> Change references to historic <i>buildings or sites</i> to <b>“historic building, sites, objects, structures, and districts....”</b> Last sentence-change “... such buildings or site to <b>historic resource...”</b>  <b>B.</b> Change references to historic <i>buildings or sites</i> to <b>“historic building, sites, objects, structures, and districts....”</b>  1. Consider changing to: “Evaluation of the proposed <b>historic resource</b> through....”  2. Consider changing to: Evaluation of proposed <b>historic resource</b> utilizing .....”  <b>F.</b> Consider changing: If any designated <i>historic resource</i> has been demolished..... the Commission shall remove <b>the historic designation.</b> ”

# Exhibit A

## Preliminary Cost Estimates

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Mill-Pine National  
Historic District  
Preliminary Project List  
Engineer's Construction Cost Estimates

29-Oct-09



Project	Description	Quantity	Units	Unit Cost	Prelim. Cost
<b><u>Ongoing</u></b>					
Sidewalk Repair	Consistent w/historic	8000	SY	\$45	\$360,000
<i>Subtotal</i>					<u>\$360,000</u>
<b><u>Short Term</u></b>					
District Entry	I.D. District on Pine & Mill @ Mosher Street light banners on Pine Street	2	EA	\$1,750	\$3,500
Signs	Historic District Cap Signs	14	EA	\$175	\$2,450
School Crossing	Buldouts and striping	1	EA	\$8,000	\$8,000
<i>Subtotal</i>					<u>\$18,150</u>
<b><u>Mid Term</u></b>					
District-wide Pine Street Truck Signs	Street Trees	285	EA	\$250	\$71,250
Alley Drainage	Truck Directional Signs	8	EA	\$350	\$2,800
	Center Drainage (15' Concrete)	1500	LF	\$179	\$268,136
<i>Subtotal</i>					<u>\$342,188</u>
<b><u>Long Term</u></b>					
Mill Street Parkway	Move curb and add planter strip	1500	LF	\$82	\$122,369
Alley Drainage	Center Drainage (15' Concrete)	1500	LF	\$179	\$268,136
Traffic Calming	Bulbouts and striping for crossings	5	EA	\$8,000	\$40,000
New Traffic Signal	Per City Study/location TBD	1	LS	\$250,000	\$250,000
Burke Street Curb	One block narrowing	450	LF	\$35	\$15,750
Short Street	Alley Wall Buffer/planter & landscape	1200	LF	\$32	\$38,400
<i>Subtotal</i>					<u>\$480,655</u>
<b>Project Total</b>					<b>\$1,186,855</b>

## Mill-Pine Historic District

### Cost Estimates for Historic Fence Types

Note: The following fence types are given in 2009 dollars and are the responsibility of individual property owners. In general, estimates are based upon installation of 100 feet of fence or more, which allows an economy of scale that will not be available for smaller projects. If a short distance of fence is planned, cost per lineal foot could be significantly greater than costs shown here.

#### Fence Type A - Double looped wire fence – Cost/100 feet of fence

	Unit Cost	Units	Quantity	Total Cost	Notes
Pea gravel drainage base in post base hole	\$ 0.65	ea.	14	\$ 9.10	
Concrete post bases (2 sacks of ready-mix concrete/post)	\$ 8.50	ea.	14	\$ 119.00	
4x4 pressure treated posts	\$ 6.00	ea.	14	\$ 84.00	
Style A-11 galvanized twisted wire double loop fence 42" high	\$ 3.60	l.f.	100	\$ 360.00	Cost could be lower if found available locally
Fasteners	\$ 20.00	l.s.	1	\$ 20.00	
Rental equipment (Concrete mixer and manual post hole digger)	\$ 50.00	l.s.	1	\$ 50.00	
<b>Total Cost for 100 feet of fence</b>				<b>\$ 642.10</b>	
Add labor by others (Estimate)				\$ 400.00	
<b>Total Cost for 100 feet of fence, including installation</b>				<b>\$1,042.10</b>	

#### Fence Type B - Wood picket fence (1x4 Pickets) – Cost/100 feet of fence

Pea gravel drainage base in post base hole	\$ 0.65	ea.	17	\$ 11.05	
Concrete post bases (2 sacks of ready-mix concrete/post)	\$ 8.50	ea.	17	\$ 144.50	
4x4 pressure treated posts	\$ 6.00	ea.	17	\$ 102.00	
Post caps	\$ 1.50	ea.	17	\$ 25.50	Cost for a simple cap is shown - price will vary

1x4 Pickets (Cedar, 36-42 inch high)	\$ 0.35	ea.	200	\$ 70.00	
2x4 Rails (Pressure treated lumber, top and bottom)	\$ 1.35	l.f.	100	\$ 135.00	Includes stop for picket attachment
Painting or Staining	\$ 50.00	l.s.	1	\$ 50.00	
Fasteners (Rail hangers, screws and/or nails)	\$ 100.00	l.s.	1	\$ 100.00	
Rental equipment (Concrete mixer and manual post hole digger)	\$ 50.00	l.s.	1	\$ 50.00	
<b>Total Cost for 100 feet of Fence</b>				<b>\$ 688.05</b>	
Add labor by others (Estimate)				\$ 800.00	
<b>Total Cost for 100 feet of fence, including installation</b>				<b>\$1,488.05</b>	

**Fence Type C - Wood picket fence (2x2 Pickets with shaped top) – Cost/100 feet of fence**

Pea gravel drainage base in post base hole	\$ 0.65	ea.	17	\$ 11.05	
Concrete post bases (2 sacks of ready-mix concrete/post)	\$ 8.50	ea.	17	\$ 144.50	
4x4 pressure treated posts	\$ 6.00	ea.	17	\$ 102.00	
Post caps	\$ 1.50	ea.	17	\$ 25.50	Cost for a simple cap is shown - price will vary
2x2 Pickets (Cedar, 36-42 inch high - top shaped by home owner)	\$ 2.50	ea.	240	\$ 600.00	
2x4 Rails (Pressure treated lumber, top and bottom)	\$ 1.00	l.f.	100	\$ 100.00	
Painting or Staining	\$ 50.00	l.s.	1	\$ 50.00	
Fasteners (Rail hangers, screws and/or nails)	\$ 100.00	l.s.	1	\$ 100.00	
Rental equipment (Concrete mixer and manual post hole digger)	\$ 50.00	l.s.	1	\$ 50.00	
<b>Total Cost for 100 feet of fence</b>				<b>\$1,183.05</b>	
Add labor by others (Estimate)				\$ 800.00	
<b>Total Cost for 100 feet of fence, including installation</b>				<b>\$1,983.05</b>	





To reduce the cost of any of the fence types, it may be possible to eliminate some of the line items from the totals shown. For example, rental equipment can make the project easier, but is not necessary if the home owner plans to complete all of the work by himself/herself. Additionally, post bases will lead to a longer lasting fence, but some fences have lasted many years with posts set only in soil or gravel. Painting and post caps might also be unnecessary to achieve the desired appearance. Gates or arbor features are not included in any of the fence cost estimates.



## **Mill- Pine Historic District Informational Kiosk – Planning Level Estimate**

This estimate is based upon a new informational kiosk approximately 8 by 8 feet with an elevated floor and four posts to support an overhead roof structure. In general, the conceptual design of the kiosk is to reflect the character of an historic front porch. It is intended that visitors could step up on to the front porch where they would find information boards and possibly leaflets describing the history of the Mill-Pine neighborhood. Costs reflect professional contracting of the construction but do not include soft costs such as professional fees and administrative expenses.

<b>Foundation and Surrounding Site Work</b>	<b>Unit Cost</b>	<b>Units</b>	<b>Quantity</b>	<b>Total Costs</b>	<b>Notes</b>
Concrete Post Base, 16" diameter, 3' deep, with reinforcing	\$ 300.00	Ea.	4	\$ 1,200.00	
Site Clearing and grubbing	\$ 1,000.00	I.s.	1	\$ 1,000	
Associated surrounding flatwork	\$ 2,000.00	I.s.	1	\$ 2,000	Includes concrete ramp up to one side
<b>Elevated Wood Floor</b>					
Floor beams	\$ 6.05	I.f.	32	\$ 193.60	
Floor joist	\$ 1.55	I.f.	32	\$ 49.60	
Floor decking (5/4" x 3-1/2' wide)	\$ 4.50	s.f.	64	\$ 288.00	
Fascia and other trim work	\$ 200.00	I.s.	1	\$ 200.00	
Stair at one side	\$ 500.00	I.s.	1	\$ 500.00	
<b>Columns and Railings</b>					
Railing with pickets	\$ 14.85	I.f.	22	\$ 326.70	
Columns	\$ 72.50	Ea.	4	\$ 290.00	Wood columns at this point. Structural design may require increases.
Decorative brackets and trim	\$ 500.00	I.s.	1	\$ 500.00	
<b>Roof and Gable</b>					
Perimeter porch framing	\$ 7.50	I.f.	32	\$ 240.00	
Roof joists	\$ 6.00	I.f.	45	\$ 270.00	
Miscellaneous additional framing (gable ends)	\$ 400.00	I.s.	1	\$ 400.00	
Siding at gables	\$ 4.75	s.f.	30	\$ 142.50	
Roof sheathing and asphalt roof system	\$ 4.00	s.f.	100	\$ 400.00	
Fascias and trim	\$ 400.00	I.s.	1	\$ 400.00	
Gutters and downspouts	\$ 120.00	I.s.	1	\$ 120.00	

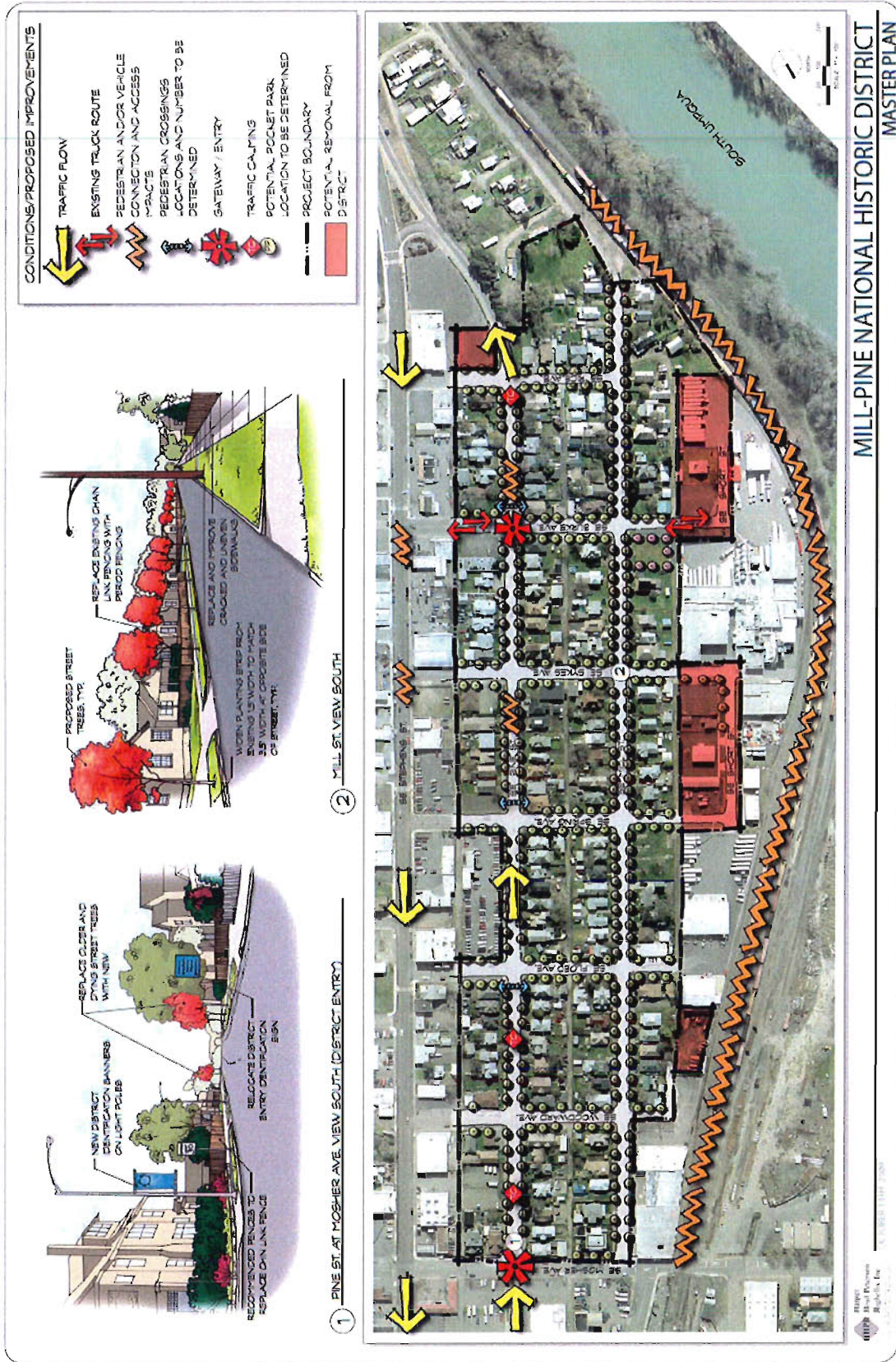
<b>Display and Miscellaneous</b>						
Painting		\$ 1,000.00			1	\$ 1,000.00
Survey and layout		\$ 500.00			1	\$ 500.00
Permanently mounted story boards		\$ 375.00			4	\$ 1,500.00
Leaflet boxes		\$ 120.00			2	\$ 240.00
<b>Additional costs</b>						
Permit					at 5%	\$ 588.02
Overhead and Profit					At 15%	\$ 1,764.06
Bonding					At 2%	\$ 235.21
<b>Approximate Expected Cost</b>						<b>\$14,347.69</b>

# Exhibit B

## Master Plan and Inventory

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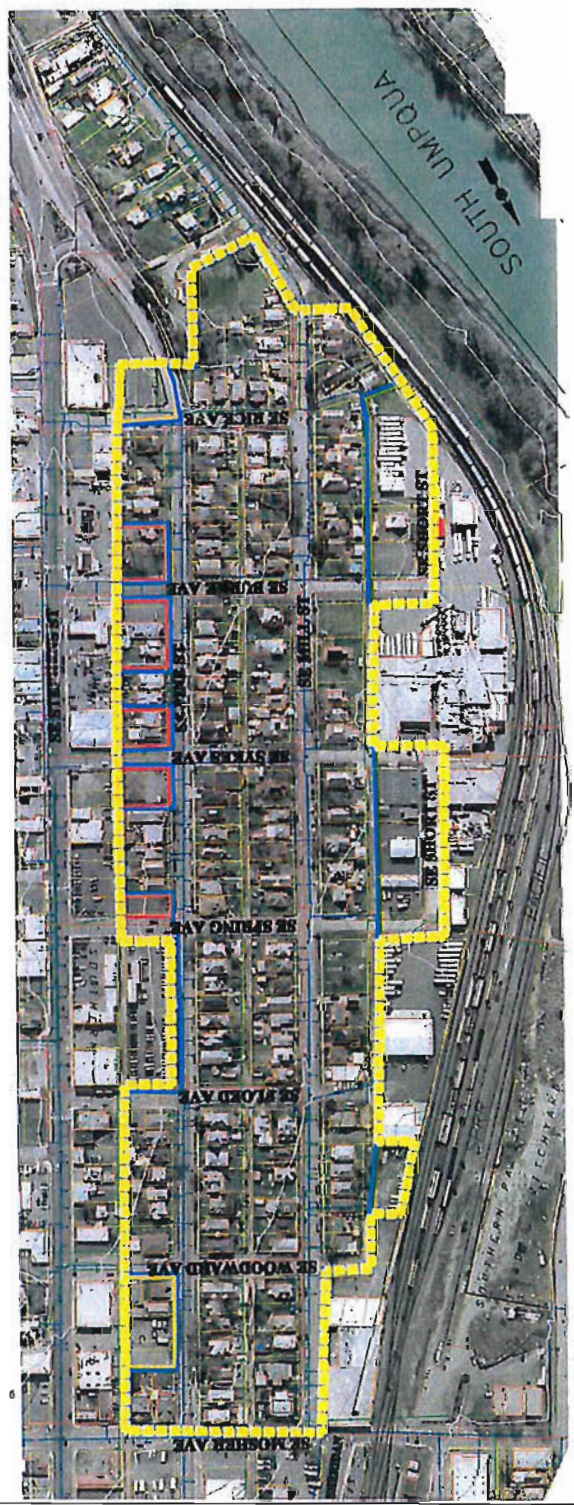




# MILL-PINE NATIONAL HISTORIC DISTRICT

## ZONING AND INFRASTRUCTURE INVENTORY

- LEGEND**
- VACANT LOTS
  - STORM SYSTEM
  - SANITARY SEWER SYSTEM
  - WATER SYSTEM
  - HISTORIC DISTRICT BOUNDARY
- ZONES**
- MR-14
  - M-2
  - C-3
  - C-2



**INVENTORY**

DATE: 10/15/2014

PROJECT: MILL-PINE NATIONAL HISTORIC DISTRICT MASTER PLAN

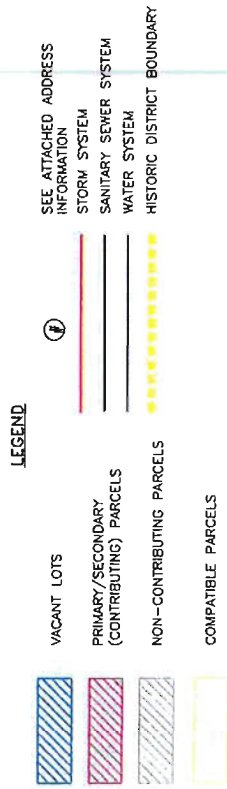
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# MILL-PINE NATIONAL HISTORIC DISTRICT

## HISTORIC RESOURCE INVENTORY SUMMARY



Mill Pine District Addresses – Reference # corresponds to lot # on Historic Resource Inventory Summary Map

#	Lot Address	#	Lot Address	#	Lot Address	#	Lot Address
1	613 SE Mill Ave	28	1445 SE Pine St	57	1314 SE Pine St	87	1113 SE Mill St
2	605 SE Mosher Ave	29	650 SE Burke Ave	58	1324 SE Pine St	88	528 SE Floed Ave
3	927 SE Pine St	30	1507 SE Pine St	59	1326 SE Pine St	89	510 SE Floed Ave
4	937 SE Pine St	31	1517 SE Pine St	60	1334 SE Pine St	90	1205 SE Mill St
5	O SE Woodward Ave	32	1537 SE Pine St	61	1344 SE Pine St	91	1215 SE Mill St
6	957 SE Pine St	33	1547 SE Pine St	62	1354 SE Pine St	92	1225 SE Mill St
7	967 SE Pine St	34	1557 SE Pine St	63	548 SE Sykes Ave	93	1235 SE Mill St
8	618 SE Woodward Ave	35	1567 SE Pine St	64	539 SE Sykes Ave	94	1245 SE Mill St
9	1003 SE Pine St	36	908 SE Pine St	65	1416 SE Pine St	95	1255 SE Mill St
9a	1013 SE Pine St	37	918 SE Pine St	67	1426 SE Pine St	96	1254 SE Mill St
10	1019 SE Pine St	38	928 SE Pine St	68	1434 SE Pine St	97	1257 SE Mill St
10a	1021 SE Pine St	39	938 SE Pine St	69	1446 SE Pine St	98	1301 SE Mill St
11	1105 SE Pine St	40	948 SE Pine St	70	1456 SE Pine St	99	1311 SE Mill St
12	1113 SE Pine St	41	968 SE Pine	71	1466 SE Pine St	100	1331 SE Mill St
13	1125 SE Pine St	42	1006 SE Pine St	72	1508 SE Pine St	101	1341 SE Mill St
14	1135 SE Pine St	43	1014 SE Pine St	73	1518 SE Pine St	102	1351 SE Mill St
15	N/A	44	1026 SE Pine St	74	1528 SE Pine St	103	1413 SE Mill St
16	N/A	45	1106 SE Pine St	75	1538 SE Pine St	104	1417 SE Mill St
17	1303 SE Pine St	46	1116 SE Pine St	76	1548 SE Pine St	105	1423 SE Mill St
18	1313 SE Pine St	47	1126 SE Pine St	77	1558 SE Pine St	106	1433 SE Mill St
19	1323 SE Pine St	48	538 SE Floed Ave	78	1568 SE Pine St	107	1445 SE Mill St
20	1325 SE Pine St	49	1218 SE Pine St	79	927 SE Mill St	108	1505 SE Mill St
21	1333 SE Pine St	50	1228 SE Pine St	80	935 SE Mill St	109	1515 SE Mill St
22	1343 SE Pine St	51	1230 SE Pine St	81	945 SE Mill St	110	1525 SE Mill St
23	1353 SE Pine St	52	1238 SE Pine St	82	955 SE Mill St	111	1535 SE Mill St
24	1405 SE Pine St	53	1248 SE Pine St	83	513 SE Woodward Ave	112	1545 SE Mill St
25	1415 SE Pine St	54	1258 SE Pine St	84	1011 SE Mill St	113	522 SE Rice Ave
26	1425 SE Pine St	55	1268 SE Pine St	85	1021 SE Mill St	114	1555 SE Mill St
27	1437 SE Pine ST	56	1304 SE Pine	86	1103 SE Mill St	115	1002 SE Mill St
116	1012 SE Mill St	130	1312 SE Mill St	143	1546 SE Mill St	156	1638 SE Mill St
117	1022 SE Mill St	131	1322 SE Mill St	144	1554 SE Mill St	157	637 SE Rice Ave
118	1032 SE Mill St	132	1332 SE Mill St	145	1560 SE Mill St	158	629 SE Rice Ave
119	1104 SE Mill St	133	1342 SE Mill St	146	1566 SE Mill St	159	553 SE Rice Ave

Exhibit B

#	Lot Address	#	Lot Address	#	Lot Address	#	Lot Address	#	Lot Address
120	1114 SE Mill St	134	1404 SE Mill St	147	435 SE Spring Ave	160	543 SE Rice Ave		
121	1124 SE Mill St	135	1414 SE Mill St	148	1325 SE Short St	161	523 SE Rice Ave		
122	1134 SE Mill St	136	1424 SE Mill St	149	426 SE Sykes Ave	162	523 SE Rice Ave		
123	O SE Mill St	137	1434 SE Mill St	150	415 SE Burke Ave	163	513 SE Rice Ave		
124	1206 SE Mill St	138	1450 SE Mill St	151	1523 SE Short St	164	1631 SE Mill St		
125	1216 SE Mill St	139	433 SE Burke St	152	455 SE Rice Ave	165	1629 SE Mill St		
126	1226 SE Mill St	140	1516 SE Mill St	153	483 SE Rice Ave	166	1649 SE Mill St		
127	1236 SE Mill St	141	1526 SE Mill St	154	1608 SE Mill St	167	1659 SE Mill St		
128	1256 SE Mill St	142	1536 SE Mill St	155	1628 SE Mill St				
129	1302 SE Mill St								



# Exhibit C

## Plan and Code Review

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# Mill-Pine National Historic District Master Plan

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The following lists existing plans we have reviewed as background for the Mill-Pine Historic District Master Plan. For easy reference, they are given in a summary matrix which identifies key ways in which the plan impacts or governs the district. Please feel free to comment on each input and let us know if additional plans need to be included.

Document	Date	Relationship to Mill-Pine Historic District
Downtown Roseburg Master Plan	2000	A good example that staff finds useful; includes development standards, design guidelines and implementation measures.
Roseburg Outreach Project (TGM)	2007	A visionary document that considers relationship of downtown, riverfront and the Mill-Pine District. Makes a somewhat controversial recommendation to investigate 2-way commercial traffic on Stephens and 2-way residential traffic on Pine Street; improved pedestrian routes and truck routes through Mill-Pine via Burke and Mosher Streets.
Waterfront Task Force Recommendation	2007	Under Cultural Resources, the task force recommends completion of waterfront, parks, bicycle/pedestrian and Mill-Pine master plans; all tied to downtown plan and TSP.
Capital Improvement Projects (CIP)	2007/08	Item #1: Stephens overlay from Pine, north to Oak; partly adjoining the Mill-Pine District. Item #18 Pedestrian Crossing Study for Stephens and Pine Street to enhance safety.
City of Roseburg Strategic Plan	2007 to 2012	Great Neighborhoods, Goal #2, strategies include neighborhood plans and associations, calling for an active Mill-Pine Association regarding land use in the district. A Healthy Economy, Goal #2 strategies include a study to link the Mill-Pine District to downtown and the waterfront.
Parks Master Plan	2008	The plan identifies Micelli Park on the waterfront and across the railroad from Mill Pine. A bike/pedestrian path aligned with Sykes Street shows a future connection of the District to the waterfront, downtown, and a new Umpqua River crossing.

Document (cont.)	Date	Relationship to Mill-Pine Historic District
City of Roseburg Transportation System Plan (TSP)	2006	The TSP incorporates District demographics via TAZs 97 and 177. Forecast 2000 to 2025 growth in population (633 to 681 = 7%) and employment (223 to 255 = 14%) is fairly low; with Pine Street remaining as a designated Collector Street. The plan shows an existing 8,000 vehicles per day on Pine Street, and proposed new traffic signals at Pine/Mosher and Stephens/Mosher; and a new bridge from I-5 to Downtown south of the District. The TSP also proposes new bike lanes on Mill Street and a new multi-use path along the waterfront. Finally, Pine and Stephens are designated as freight routes.
Roseburg Comprehensive Plan	1984	The Comprehensive Plan recognizes the significance of local cultural resources and their need for protection under the 1966 Historic Preservation Act. The plan lists several National Register Properties and includes a state inventory of Historic Places. The Mill-Pine District was not designated as a National Historic District when the Plan was drafted in 1984. The Plan lists preservation funding sources, and goals and policies for implementing the City's preservation program. The City should consider amending the Comprehensive Plan to include the Mill-Pine Historic District.
Roseburg Land Use and Development Ordinance	1982, updated 2008	The District is primarily zoned MR-14, Limited Multi-Family Residential, but includes portions of C-2, General Commercial (north, south and eastern "corners"), and M-2, Medium Industrial (Umpqua Dairy at west end). The MR-14 zone requires a 10,000 square foot minimum lot sizes for MF dwellings, and also allows for some professional office and other conditional uses – these provisions may help to avoid "tear downs" for desired conversions. The C-2 provisions allow a range of commercial uses; and the M-2 provisions include a notable provision for 6' site-obscuring fence where adjoining a residential zone. Due to the number of residential properties that do not fully conform to setbacks or other development standards, the City may want to consider an overlay to allow compatible rehabilitation without undue process. This should include incentives and be structured to favor preservation over tear down and reconstruction. The District should also be analyzed to determine if any changes in zoning or boundaries is appropriate.



Document (cont.)	Date	Relationship to Mill-Pine Historic District
Roseburg Historic Districts Ordinance (LUDO, Chapter 2)	1982, updated 2008	Section 2.3.300 of the LUDO applies to Historic Resources. The code has provisions for rehabilitation, demolition, and additions to historic resources within the City. The code has sufficient detail on methods of preservation, and includes a “60 day delay” for demolitions in order to make a good faith effort to save the resource. Among other potential “tweaks”, the City may wish to require recordation of the resource with any demolition approval. This would include photos and any available drawings to be filed prior to demolition. Also, the City could consider specifying “minor alterations” that could be approved (without fee) over the counter (i.e. compatible fences; satellite dish locations, in-kind replacements, etc). Other possible modifications to the ordinance could include drafting separate sections for rehabilitation, additions, and in-fill construction. Ordinance language should be tailored to correspond to the Secretary of the Interior’s Standards for Rehabilitation and be coordinated with pending design guidelines.
Highway 138	2006 to present	The Highway 138 Corridor Solutions Study is a joint undertaking of the City of Roseburg and ODOT Region 3. This designated regional highway provides an important link between I-5 and Central Oregon, including access to Diamond Lake, Crater Lake and other destinations in the Cascades. The highway makes a circuitous connection through Roseburg, bringing freight movement and destination traffic into conflict with local “mainstreet” functionality. The NEPA process has been applied, including public input, existing conditions, no build and build alternatives analysis and recommendations. Several alternatives from “no build” with capacity improvements, to new bridge alternatives with direct Diamond Lake connections have been advanced for further study. The only alternative likely to impact the Mill-Pine District is the Portland Bridge, which would connect I-5 to downtown via Stephens Street – likely causing more adjacent traffic – was not recommended for further study.

## ***Mill Pine Historic District – Roseburg, Oregon Building Code and Constructability Analysis***

### **Summary:**

This summary is intended to provide information related to development or restoration work that could be considered by residents and business owners in the Mill-Pine Historic District. A comprehensive study and guidelines for development in the district is also being prepared.

The Mill-Pine District includes both residential and commercial zones. One- and two-family dwellings of not more than three stories are governed by the 2008 Oregon Residential Specialty Code. Additionally, this code applies to residences used for family daycare and detached congregate residences. The 2007 Oregon Structural Specialty Code (OSSC) applies to all commercial, retail, institutional, multi-family residential, other construction that might occur in the Mill-Pine District. Additional regulations including the 2007 Oregon Fire Code and the 2007 Oregon Plumbing Code apply to all development, but the technical considerations of these codes are beyond the scope of this study.

The following review identifies conflicts between current building codes and development that seeks to preserve, restore or renovate historic structures. However, it is notable that not all development strategies can be anticipated. Additional conflicts that are not identified could result from some development plans that cannot be anticipated.

Some aspects of the historically significant structures in the Mill-Pine District do not provide equivalent safeguards to the current building codes for the health, welfare, security of occupants. Additionally, the Americans with Disabilities Act of 1990 requires barrier removal for all structures accessible to the public. The architectural guidelines associated with this Act are incorporated in to OSSC as Chapter 11. In many cases, barrier removal could be in conflict with the restoration of historic structures.

Under certain conditions, repairs or other construction may not need to comply with current codes. Case-by-case determinations to waive or reduce current code requirements must be made for the Mill-Pine District by the Douglas County Building Official. At the time of individual applications, the Douglas County building official will review the project approach and we expect his findings will reflect the summary of issues presented herein. However, in some cases, application of building codes might allow for alternative methods that still provide minimum safeguards of the public health, safety, and welfare.



## One- and Two-Family Dwellings:

Review of potential conflicts between historic renovation and the 2008 Oregon Residential Building Code.

### Chapter 3 – Building Planning

- Foundations of existing structures are unlikely to comply with current loading requirements, including wind, seismic, and snow loads. Additions to existing structures will not likely be allowed to bear loads on existing walls without improvements to existing foundations.
- Exterior walls located within 3 feet of property lines are required to have one-hour fire-resistant rated construction. The underside of projections from buildings requires the same protection when this close to property lines. Windows and other openings are not permitted within 3 feet of property lines. Existing, non-compliant walls are not affected by these requirements. This could affect an addition intended to align with an existing wall. This could also affect window replacement in walls close to property lines.
- **R312.1 Guards.** *Porches, balconies, ramps or raised floor surfaces located more than 30 inches above the floor or grade below shall have guards not less than 36 inches in height.* Many of the homes in the district have porches greater than 30 inches above the adjacent grade. Where guards around these porches are replaced, they will need to comply with this section. Repair of a single section of an existing non-conforming guard may not need to comply with this requirement at the discretion of the building official. For example, if a section of guardrail is replaced between two columns, it may not be reasonable to require the replacement to be 36 inches high when all other sections of the rail are maintained, and they are less than 36 inches high.
- **R312.2 Guard opening limitations.** *Required guards on open sides of stairways, raised floor areas, balconies and porches shall have intermediate rails or ornamental closures which do not allow passage of a sphere 4 inches or more in diameter.* This could conflict with potential design for guardrail replacement. Historic guardrails often have larger openings than currently allowed.

### Chapter 4 – Foundations

- **R408.3 Access.** *Access shall be provided to all under-floor spaces. Access through perimeter walls is allowed to be 16 inches by 24 inches.* This could result in a conflict or additional cost to owners who want to align the floor of an addition with the floor of an existing structure where the existing structure has a floor too near to the existing grade.



## Chapter 9 – Roof Assemblies

**R905.2.2 Slope.** *Asphalt shingles shall be used only on roof slopes of 2 units vertical in 12 units horizontal (2:12) or greater.* Some of the porch roofs in the district appear near to this threshold. Current construction practices might well employ the use of a membrane roof system or metal roof on these lower slope surfaces. In fact, at multiple structures throughout the district, the porch roof installation directly below the eave of the main roof is a potential maintenance problem. Decay of various stages is visible in the siding adjacent to several porch roofs. Flashing at these roofs to wall intersections might also be lacking. Renovation of porch roofs to match historic conditions could lead to premature decay of structures or finishes.

## Chapter 11 – Energy Efficiency

- **N1101.2.2 Historic building.** *The building official may modify the specific requirements of this chapter for historic buildings and require in lieu thereof alternate requirements which will result in a reasonable degree of energy efficiency. The modification may be allowed for those buildings specifically designated as historically significant by the state historic preservation office or by specific action of a local government.* This code section has obvious potential impact on development in the district.
- Table N1101.1 (1) provides prescriptive path minimum R-values for various building components. Walls require R-21 insulation, which will not fit in a 2x4 wall cavity. This could impact the alignment of an addition with an existing wall if both faces required alignment. There is a potential the AHJ could allow a lower insulation value, or the development could use a non-prescriptive path. Windows must have a maximum U-factor of 0.35. This requires a minimum of double pane glazing, which can make a match to historic window styles more complicated.
- Section NF1115 allows greater maximum U-factors for alterations. A U-value of as much as 0.65 may be allowed to maintain architectural consistency with remaining windows. Even this U-factor will require double pane glazing.

## Appendix J

This appendix applies specifically to Existing Building and Structures but it has not been adopted by the State of Oregon.

## Other

Heat pumps are popular for their energy efficiency. These heating/cooling systems include an external component with necessary clearances. Installation of this type of unit could impact the historical character of the neighborhood if placement of the exterior component is not carefully considered. If energy efficiency is a concern to the public, then it seems installation of these units should not be discouraged.

## International Existing Building Code

In October 2008, State of Oregon Building Codes Division approved Alternate Method No. OSSC 08-05, which allows the use of the 2006 International Existing Building Code as an alternate approach under the provisions within Chapter 34 of the 2007 OSSC. Many requirements under the IEBC are similar to OSSC, but the intent of the International Existing Building Code is to “provide increased flexibility in the use of alternative approaches to achieve compliance with minimum requirements to safeguard the public health, safety and welfare.” In many cases, the language in the IEBC is identical to the OSSC. However, the existing building code, in many cases, adds the language, “provide... to the maximum extent that is technically feasible. The IEBC applies to all structures including commercial developments.

The IEBC classifies the work to be performed on a building. Work can be classified as repair, three different levels of alteration, change of occupancy, or addition. Additional classifications include historic buildings and relocated buildings. Generally, as the extent of the work increases, the need for the building to conform to all aspects of OSSC increases. Repairs are allowed with no increase in the level of accessibility and, in most cases, with materials equal to those used on the existing building. Additions are at the other end of the spectrum. They are required to comply with the requirements of OSSC, although the unaltered portion of the existing building or structure does not need to be brought in to compliance with all aspects of the OSSC.

Chapter 2 provides definitions. The definition for a Historic Building is as follows:  
*Any building or structure that is listed on the State or National Register of Historic Places; designated as a historic property under local or state designation law or survey; certified as a contributing resource within a National Register listed or locally designated historic district; or with an opinion or certification that the property is eligible to be listed on the National or State Register of Historic Places either individually or as a contributing building to a historic district by the State Historic Preservation Officer or the Keeper of the National Register of Historic Places.*

Chapter 11 discusses specific requirements for historic buildings. When an historic building undergoes repair, alteration, or change of occupancy; the code official can require that a report of the safety features of the building be filed by a registered design professional. The report shall describe each feature that is not in compliance with the provisions of this chapter, and shall describe how the project provides an equivalent level of safety.

To a large extent, the requirements for historic buildings are similar to repair or alteration to other existing buildings. A couple of exceptions are notable:

- 1103.10 Guards. Guards are required to be of the same height as required for new construction, but openings in existing ornamental patterns shall be accepted. Missing elements shall be replaced in a manner that will preserve the historic appearance of the structure.
- 1105.2 *Building area.* *The allowable floor area for historic buildings undergoing a change of occupancy shall be permitted to exceed by 20 percent the allowable areas specified in Chapter 5 (of the OSSC.)*
- 1105.11 Stairs and Railings. This section applies to change of occupancy only. It does not apply to alterations. Under an exception, existing conditions are allowed to remain at stairs and rails for buildings less than 3,000 square feet.

### **Buildings Other than One- and Two-Family Dwellings**

Because of the multiple uses and construction materials of buildings occupied by the general public, it is impossible to anticipate all of the potential conflicts between historic renovation and the 2008 Oregon Structural Specialty Code. Rather, this section will focus on code requirements that apply to all commercial buildings, and that could affect buildings in the Mill-Pine Historic District.

### **Chapter 6 – Types of Construction**

The majority of the existing buildings observed in the Mill-Pine District are wood framed construction. The construction type does not alone require fire-resistance rating for any of the building components. However, where exterior walls are less than 10 feet from a property line adjacent to another lot, buildings of every use and every construction type require that these walls be of at least one hour fire-resistant construction. This affects openings, which will be limited in size and quantity, or will require fire protection. Section 704 reviews exterior wall protection in detail.

### **Chapter 9 – Fire Protection Systems**

Fire Protection systems include, but are not limited to automatic fire sprinkler systems, fire alarm systems, and smoke control systems. Fire sprinkler systems have been found to greatly increase occupant and fire fighter safety in the case of a fire. Therefore, OSSC provides many offsets in other sections of the code for buildings with installed fire sprinkler systems. Many new and remodeled commercial construction projects in the Mill-Pine District could consider the installation of fire sprinkler systems. Generally, these have little or no impact to the exterior of the structures that they serve. Some jurisdictions require above grade valves on the fire water line that services the building, which can have a limited visual impact.



## **Chapter 10 – Means of Egress**

Section 1013 describes the requirements for guards. Guards shall be a minimum of 42 inches high. Where open guardrails are used, openings shall not allow passage of a sphere 4 inches or larger up to a height of 34 inches, and shall not allow passage of a sphere 8-inches in diameter from 34 to 42 inches above the walking surface.

## **Chapter 11 – Accessibility**

Barrier removal can have a significant impact to the exterior appearance of historical structures. The inclusion of accessible elements will come in to consideration for all commercial projects in the Mill-Pine District. During the brief tour of the district, there appear to be some multi-family residential buildings and some commercial buildings that are noncompliant with current requirements.

Although the building code requires the provisions of Chapter 11 to be applied to historic buildings, some special provisions are allowed. For example, the accessible entry may not need to be the main public entry, but at least one accessible entry is required. Further, in alterations, the state has recognized that the cost of barrier removal should not be disproportionate to the total cost of the planned improvement. Generally, the cost of barrier removal need not exceed 25% of the total cost of the project. Conversely, any project considered must put 25% of the project cost toward making facilities readily accessible. Barrier removal can include provision of: accessible parking, accessible entries, an accessible route to altered areas, accessible restroom facilities, and other accessible elements.

Where new buildings are constructed to maintain the historical character of the neighborhood, exceptions allowed for alterations and historic preservation will not apply.

Section 1103 – Site Accessibility begins, “At least one accessible route shall be provided within the boundary of the site from...public streets or sidewalks to an accessible entry.” An accessible route consists of walks with slope not greater than 5 percent (1:20), and/or ramps with slope not greater than 8.33 percent (1:12). Where a ramp is used to allow slope as steep as 1:12, handrails are required at both sides of the ramp. Consider the example of having two 6” high steps to enter a building. This equals 12” of rise, which would require a ramp at least 12 feet long. In lieu of a ramp, a platform lift may be allowed by the building official for only renovations and historic preservation. This is typically allowed only when the installation of a ramp is not feasible, and never for new construction. Additionally, where it is technically infeasible, slightly steeper ramps are allowed for small elevation changes of less than 6” (1113.3.2)

Chapter 11 also requires specific clearances on either side of doors. In addition to ramps discussed above, landings are required of sufficient size to allow operation of doors from a level area off of any ramp. At the pull side of the door, this area will typically be as large as five feet square. Chapter 10 also limits the swing of a door over a landing, and could further increase the size of the landing required. Provision of power assisted door operators is not required, but can allow for reduction of clear space requirements in some cases.

### **Chapter 13 – Energy Conservation**

Section 1311 allows an alternate method of compliance using a whole building approach. This requires a documented simulation showing that the alternate approach will perform at least as well as a building designed using the prescriptive path approach. The generation and review of the building simulation can involve an independent reviewer, and will likely entail additional effort.

The prescriptive path requires specific U-factors or insulation R-values for each component of the building structure. Several prescriptive path variations are available depending upon the components selected for the building envelope. In general, double pane or insulated glazing is required at new windows. R-13 insulation is sufficient at frame walls and R-19 insulation is required at roofs. Occasionally, roof insulation requirements can make it difficult to align new structures with existing.

- Section 1301 – Scope Addresses Historic Buildings:
  - 1301.1.2 Historic Buildings. The building official may modify the specific requirements of this chapter for historic buildings and require in lieu thereof alternative requirements that will result in a reasonable degree of energy efficiency. This modification may be allowed for those buildings specifically designated as historically significant by the state historic preservation office(r) or by official action of a local government. (See Section 3407.1)*
- 1312.3 Additions and alterations.
- Additions shall meet all requirements that apply to new buildings. However, there are several exceptions.
  1. Additions that increase the floor area of the existing building by less than 10%, and are less than 1,000 square feet, are allowed to have component U-factors that are only equal to corresponding components of the existing building. This includes glazing. It is also necessary that the addition does not change the use or occupancy classification.
  2. Additions with glazing area that exceeds the maximum allowable area under the prescriptive path may be allowed if several additional criteria are met. These include a maximum area of 3,000 square feet or 15% of the existing building area, a height not to exceed 20 feet, and new glazing will need to be insulated, high performance glazing.
- Alterations to the exterior envelope shall also meet the prescriptive path requirements of the code. The most significant exception that could apply to



projects in the Mill-Pine district allows replacement of up to 25% of glazing in any one wall with glazing equal to the existing glazing.

## **Chapter 15 – Roof Assemblies and Rooftop Structures**

**1508.2 Asphalt shingles. Slope.** *Asphalt shingles shall be used only on roof slopes of 2 units vertical in 12 units horizontal (2:12) or greater.* This requirement is similar to the requirement in the Oregon Residential Building Code. It presents similar problems with some of the existing porch roofs.

## **Chapter 16 – Structural Design**

Generally, the review of structural design of buildings in the Mill-Pine District is beyond the scope of this study. Each building or proposed addition or alteration will require a unique design solution. In some cases, little or no improvement may be needed. Other projects could require more extensive upgrades. Design requirements for lateral loads have increased since the construction of the historic buildings in the Mill-Pine District. Some alterations could trigger a need to provide additional lateral bracing, but it is common that the additional structure can be hidden within building finishes. Although there can be additional costs associated with structural upgrades, the impact to the appearance of the structures will likely be negligible.

## **Chapter 34 – Existing Structures**

**3403.1 Existing buildings or structures.** *Additions or alterations to any building or structure shall comply with the requirements of the code for new construction. Additions or alterations shall not be made to an existing building or structure that will cause the existing building or structure to be in violation of any provision of this code... Portions of the structure not altered and not affected by the alteration are not required to comply with the code requirements for a new structure.*

The above section basically defines the philosophy for projects that involve existing buildings. The intent of the code is to recognize that existing buildings are often not as safe as buildings constructed today, but that complete replacement of these structures is not always necessary or beneficial. The code seeks to ensure that any new work will yield protection of the health, welfare, and security of occupants at least equivalent to the existing condition.

Pursuant to this philosophy, Section 3406 addresses Change of Occupancy. A change of Occupancy is allowed, but the building must then conform to the requirements of the new occupancy. For example, if a single family home were converted to a dentist's office, the building could require upgrades to meet the requirements of a B Occupancy under OSSC, rather than the requirements of Oregon Residential Code. The building official can allow the building not to

conform to all of the requirements of the new occupancy classification if the new occupancy is less hazardous than the previous occupancy.

**Section 3407.1 Historic buildings.** *Repairs, alterations and additions necessary for the preservation, restoration, rehabilitation or continued use of a building or structure may be made without conformance to all the requirements of this code when authorized by the building official, provided:*

Several requirements are listed. Again, no modifications are allowed that will make the building more hazardous. Additionally, the building official shall seek the advice of the State of Oregon historic preservation officer.

Section 3410 discusses compliance alternatives for existing buildings. The alternate methods described in this chapter could be utilized for repairs, alterations or additions in the Mill-Pine District. However, these methods are related to building safety, much of which deals with building interior, configuration, and egress. We do not anticipate that these aspects will conflict with the goals of maintaining the historic character of the Mill-Pine District.



# Exhibit D

## Residential Design Guidelines

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# Mill-Pine National Historic District Residential Design Guidelines



## **Roseburg, Oregon**

Adopted May 27, 2010 – Ordinance No. 3444

# Acknowledgements

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*This program receives Federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origins, disability or age in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to: Office for Equal Opportunity, U.S. Department of the Interior, PO Box 37127, Washington, D.C. 20013.*

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# Section 1: Introduction

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## Purpose

The *Mill-Pine National Historic District Residential Design Guidelines (Design Guidelines)* included as part of the Mill-Pine master plan provide an understanding of the history and unique characteristics of *Mill-Pine National Register Historic District (Historic District)*, encourage the preservation of the neighborhood, and promote a desired level of quality, compatibility, and consideration in future rehabilitation and development projects within the neighborhood.

The *Design Guidelines* were created to help owners, renters, contractors, architects, builders, City staff, and the Roseburg Historic Resources Review Commission (HRRC) in the design and review of new construction, site developments, and rehabilitation projects including additions, alterations, and repairs. The guidelines are **not** intended to eliminate innovative designs but to preserve and enhance features of the Historic District that are important to the historic character of the neighborhood.



*Bird's eye view of the Mill-Pine Neighborhood c. 1910 (Douglas County Museum collection No. GP.7240)*

These guidelines illustrate examples of appropriate rehabilitation and design solutions guided by the principals of the National Park Service's *Secretary of the Interior's Guidelines for Rehabilitation* (Appendix B) and provide the basis for making consistent decisions about the treatment of historic buildings, landscapes, and streetscapes in the Historic District. The *Design Guidelines* can be interpreted with some flexibility in the application to specific projects.

These *Design Guidelines* do not alter the underlying zoning ordinances or constitute regulations but complement the mandatory development standards contained in the City of Roseburg Land Use and Development Ordinance (LUDO - Ordinance No. 2362).

## Goals

- Preserve one of the oldest neighborhoods in Roseburg
- Reinforce the existing architectural character, integrity, and identity of the Historic District
- Maintain a streetscape that complements the historic buildings and landscape
- Promote compatible new construction that relates to the surrounding buildings' architectural styles, scale, height, massing, bulk, materials, and details

# Section 1: Introduction

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- Encourage installation of front and side yard features that complement the Historic District through compatible fencing, paving, and landscaping
- Continue to encourage the use of the alleys for automobile access and parking, and siting of new auxiliary buildings
- Stabilize and improve property values
- Encourage environmental sensitivity in development and design.

## Organization

The *Design Guidelines* are organized into the following sections.

**Section 1** *Introduction* provides an overview of the purpose, goals, organization, interpretation, applicability, and other aspects of the guidelines.

**Section 2** *Historic Overview* provides an understanding of the history of Roseburg's Mill-Pine Historic District, an essential component in creating the *Design Guidelines* that reflect the character and development of the neighborhood.



*One of the many small Queen Anne cottages in the Mill-Pine neighborhood that retains architectural integrity and enhances the neighborhood*

**Section 3** *Historic Districts & Incentives* provides an understanding of the National Register of Historic Places, historic districts, the significance of Mill-Pine, the importance of preserving the neighborhood, and the benefits of living and owning property in the Historic District.

**Section 4** *Rehabilitation of Existing Buildings* sets guidelines for repairing, restoring, maintaining, and rehabilitating historic buildings to ensure rehabilitation does not diminish the architectural integrity. Subsections include discussions of roofing, siding & trim, porches, windows and doors, foundations, and paint colors.

**Section 5** *Additions* provides guidelines for compatibly adding to historic buildings without affecting the architectural integrity or style. Subsections include discussions of setbacks, location, size and scale, designs, materials, roofs, dormers, decks, foundations, and landscape features.

**Section 6** *New Construction* provides a design framework for infill construction that encourages quality design and innovation within the context of the neighborhood. Subsections include siting and designing a new building with consideration of the height, bulk, scale, materials, width, and other



# Section 1: Introduction

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design elements such as roofs, siding, windows, and architectural details.

**Section 7** *Site Features and Setting* encompasses placement of driveways and parking areas, use of alleys, preserving and building garages, and retaining old or placing new landscape features.

**Section 8** *Demolition and Relocation* provides a framework for reviewing demolition requests, considering alternatives, and if demolition or relocation is chosen, documenting the building for archival purposes.

**Appendices** *Appendices* provides more detailed information including a glossary, the *Secretary of the Interior's Standards for Rehabilitation*, architectural styles, compatible and historic paint colors, incentive programs, a resource list, and an outline of the National Park Service's *Technical Preservation Briefs*.

## Interpretation

To aid in the use of these *Design Guidelines*, the words "should," "recommended," and "not recommended" are interpreted as follows: Guidelines that employ the word "should" are to be applied as stated, however, an alternative measure may be considered if it meets or exceeds the intent of the guideline. Guidelines using the words "recommended" or "not recommended" are not mandatory, but express a more or less desirable design solution.

## Applicability

The provisions in the *Design Guidelines* will be used during the City's Development Approval process and are applicable to all development within the Mill-Pine Historic District. All new construction, additions, exterior alterations, major repairs, site and landscape features (garage, parking or driveway construction), and/or demolition/relocation of a building will be **subject to review and approval** by the HRRC.

*Note: This applies to all contributing and non-contributing properties, and vacant parcels in the Historic District. The Historic District as a whole is a significant historic resource, which can be affected by incompatible design options and new construction.*

## Exemptions

When in compliance with all other City ordinances, and with the standards and provisions of the Mill-Pine master plan, the following projects are exempt from the provisions of these *Design Guidelines*:

- a) Minor maintenance on buildings and site features such as garages and driveways that do not significantly alter the appearance or function of the building or site feature.
- b) Interior remodeling.

# Section 1: Introduction

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- c) Landscape maintenance and upkeep, including relatively minor replacement of plants other than trees to be determined on a case-by-case basis upon consultation with the City of Roseburg arborist.
- d) Routine roof maintenance and repair. Roof reconstruction is subject to these *Design Guidelines*.

# Section 2: Historic Overview

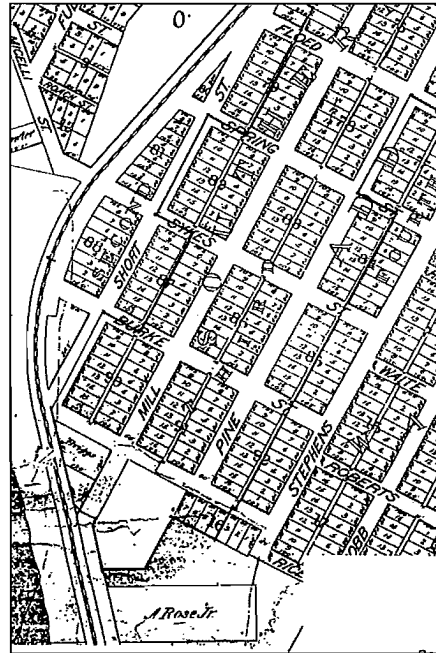
## Historic Overview



*Founder Aaron Rose*

Understanding the history of Roseburg's Mill-Pine Historic District is essential in creating design guidelines that reflect the character and growth of the neighborhood. The region around present-day Roseburg was home to Native Americans who lived, hunted, and fished around the South Umpqua River for thousands of years. In the mid-1800s, epidemics and Euro-American settlement devastated the native population. Fur traders, missionaries, and agrarian farmers pushed westward into the Willamette Valley and south to the Umpqua Region.

In 1851, Aaron and Sarah Rose purchased squatter's rights on land that would later become the City of Roseburg. The Rose home became a stopping point for miners and travelers following the Oregon-California and Applegate trails to southern Oregon and northern California. The small community of "Deer Creek" grew, especially after the town became the Douglas County seat in 1854. Three years later, Rose platted a portion of his donation land claim for residential and commercial development, and changed the name to Roseburg. Businesses were constructed and small dwellings erected to house the influx of people. This early settlement period ushered in the next era of rapid growth: the Railroad Era.



*Mill-Pine neighborhood plats and lots*

## The Railroad Era

Rose dedicated 10-acres of land for a depot and railroad right-of-way to ensure Roseburg's place on the line. After much anticipation, the Oregon and California Railroad was completed to Roseburg in October 1872. When the first train rolled into the community, "Everybody in town was out to see what all have looked for [for] some time, and a universal pleasure has been manifested." Roseburg was the terminus of the line, which further stimulated growth in the small community. Rose anticipated the benefits of the new railroad, and platted another addition south of the original plat.



*Circa 1910 historic photograph of typical house types built along Mill Street (Douglas County Museum collection, No. GP.7240)*

## Section 3: Historic Districts and Incentives

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Roseburg quickly became a major transportation center, as a new roundhouse, turntable, and shops were built in the railroad yards. Brickyards, canning plants, woodworking shops, and sawmills were erected in close proximity to the tracks. Roseburg remained the railroad terminus until 1887 when the line was finally completed to California. Aaron Rose, once again anticipated the city's development needs, and from 1887 to 1894, platted several additions south of the depot that encompassed the Mill-Pine neighborhood. These plats were laid out with rectangular blocks, north-south alleys, and narrow lots. The Rose family property, including a residence and grain warehouse, anchored the south end of the neighborhood.

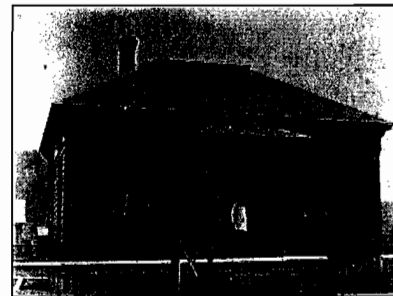
### The Mill-Pine Neighborhood

By 1895, almost 3,200 people lived in Roseburg; the population had nearly tripled over ten years. Many of the new residents were living in houses built in the Mill-Pine neighborhood. Modest in size, these dwellings housed railroad, service, or retail workers, and were generally 1 to 1-1/2 stories in height, rectangular or L-shaped in plan, and had hip or gable roofs, horizontal siding, partial or full front porches, and double-hung windows. Decorative details included bay windows, spindle friezes, cornice embellishments, and turned porch posts. Most houses had associated woodsheds, barns, or outhouses at the alley. Looped woven wire or picket fences commonly defined the properties.

A majority of the houses built during this period were small cottages, some built by real estate investors for rentals. Other houses were erected in the popular Queen Anne and Stick styles, and were larger, more ornate, 1-1/2 to 2-story buildings with elaborate porch and cornice details, complex roof forms, multiple porches, bay windows, and various siding materials. Some of these houses were constructed for the managers/supervisors of local businesses.

More commercial and industrial businesses were erected along the railroad tracks. By the late 1890s, the Roseburg Electric Light and Power Co., Roseburg Cannery, a packinghouse, a box factory, planing and lumber mills employed many of the Mill-Pine residents. The First Christian Church, the only church in the district, was located in the northeast corner of the neighborhood.

Domestic and civil technology changed the town as electric, gas, and sewer services were introduced. Outhouses slowly gave way to indoor plumbing, and electric lights made life brighter. Although amenities were introduced, the streets and sidewalks were still unpaved, and the alleys continued to service horse and wagon barns, and woodsheds behind most houses.



*Example of a workers' cottage in the District (above) & a more elaborate Victorian style residence (below)*

## Section 3: Historic Districts and Incentives

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### The Twentieth Century

By the turn of the century, four regular passenger trains and nine freight trains served Roseburg each day. Downtown Roseburg prospered as new businesses opened to support the growing population. The Oregon Brewery and Ice Company and more planning mills were erected in the Mill-Pine neighborhood, providing additional employment for many of the residents. Despite the other industries and businesses, over one-third of Mill-Pine residents worked for what was then the Southern Pacific Railroad.

The houses built during the first decades of the twentieth century reflected the influx of people to Roseburg. The population grew from 3,500 in 1903 to over 5,500 people by 1912. Substantial brick business blocks began replacing smaller wooden storefronts in downtown, and the community erected schools, churches, and fraternal halls. The Mill-Pine neighborhood also grew as a result. The Roseburg Brewery and Ice Co. moved into the former cannery building at the west end of Sykes Street and became another major employer.



*Post-1900 Foursquare & Bungalow style houses in the Mill-Pine*

By 1903, half of the lots in neighborhood had either rentals or owner-occupied homes. Smaller houses were built on subdivided lots, increasing the density of the neighborhood, while larger homes were built on “double” lots, designed for the new Foursquare, Bungalow, and Craftsman style residences. These new house types emerged during the “modern age” when the automobile made its appearance in Roseburg in the 1910s. Not only were railroad workers among the residents, but also prosperous business people constructed homes in the Mill-Pine neighborhood, including a judge, the postmaster, and the son of Roseburg’s founder, Aaron Rose.

### Automobile Era



*Circa 1910 photograph showing a Queen Anne style cottage and Mill Street Grocery Store*

The automobile changed the physical appearance of the Mill-Pine neighborhood as sidewalks and streets were paved, and barns replaced by alley garages. About 80% of the lots were developed by 1912; the majority of the undeveloped lots were on the east side of Pine Street. According to the census at this time, over half the houses in the neighborhood were rentals. The neighborhood was primarily residential with the exception of a small grocery store built at the south end of Mill Street. The grocery became a neighborhood-gathering place. Prohibition also brought change; the Roseburg Brewery and Ice Company closed its doors and reopened as the Roseburg Ice Company.

The First World War slowed growth somewhat but by the early 1920s, many of the vacant lots in the Mill-Pine neighborhood were built upon as the growing and mobile



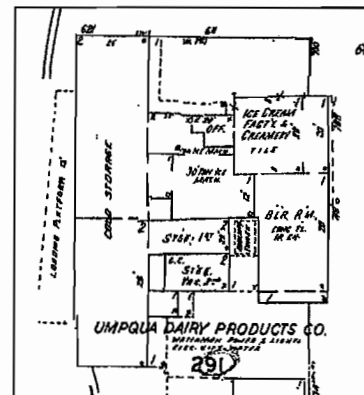
## Section 3: Historic Districts and Incentives

population propelled development in the city. The houses in the neighborhood were a mix of small workers' cottages void of decoration and larger dwellings reflecting the pre-1900 Victorian styles, and moderately sized automobile era residences designed in the popular Bungalow style. Some of the larger houses were used as boarding houses or apartments. Garages were common along both sides of the active alleys.

### The End of an Era

In 1927, the Southern Pacific Railroad moved its regional division from Roseburg. The Mill-Pine neighborhood felt the impact of losing its major employer; the population of the neighborhood decreased. Coupled with the onset of the Great Depression, development virtually halted. Although the Depression affected the lives of many people in Roseburg, the opening of the Umpqua Dairy in 1931, on the former Roseburg Ice Company property, and the construction of the Veterans Administration Hospital in 1933 employed many Roseburg residents including people in the Mill-Pine district. Only a small percentage of Mill-Pine residents worked for the railroad at this time; most worked in the service and retail sectors.

The Great Depression of the 1930s and World War II slowed construction in the Mill-Pine neighborhood as in other communities throughout the nation. Although the war led to the rapid expansion of the local timber industry, few houses were built in the neighborhood. After the War, several 1950s-1960s houses were erected in Mill-Pine, other larger houses were converted into apartments, and smaller housing units were erected behind older residences.



*Umpqua Dairy on Sykes & Short Streets shown on 1945 Sanborn Map*

On August 7, 1959, a fire and explosion devastated eight city blocks in downtown Roseburg. The Mill-Pine neighborhood was not directly impacted by the blast, but subsequent city decisions affected the neighborhood. Traditional zoning and circulation patterns were changed in hopes of revitalizing the town. The state highway on Stephens Street was reconfigured into a one-way couplet with southbound autos rerouted to Pine Street, changing traffic from neighborhood trips to arterial use.

Despite these changes and some newer infill buildings and industrial expansion, Mill-Pine is an excellent example of an early Roseburg neighborhood that began and grew in response to the industrial, commercial, and transportation development in Roseburg. Important historically and architecturally, the neighborhood was listed in the National Register of Historic Places in 1985 as a historic district.

# Section 3: Historic Districts and Incentives

## What is the National Register of Historic Places?

The National Register of Historic Places is the nation's official list of historic properties worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources. Resources listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture.

## What is a National Register Historic District?

A historic district is an area or neighborhood that has a concentration of buildings, associated landscapes, and streetscape features that are at least 50 years old or older. To be eligible for the National Register, the district must maintain its historic appearance and be associated with an important aspect of the area's history.

## Why was the Mill-Pine neighborhood listed as a Historic District?

Listed in the National Register of Historic Places in 1985, the Mill-Pine Historic District is significant as a well-preserved example of a working-class neighborhood dating from the late nineteenth and early twentieth centuries. Many similar neighborhoods once existed throughout Oregon; however, very few have survived without substantial alterations and incompatible new construction. While the historic value of such neighborhoods is not frequently recognized, this type of Historic District represents the lives of "ordinary" Americans.

The Mill-Pine neighborhood is directly associated with the expansion of Roseburg after the Oregon and California Railroad was completed to the town in 1876. Some of the earliest homes in Roseburg are in the Mill-Pine neighborhood, which was platted by town founder Aaron Rose. Although somewhat vernacular in design, Mill-Pine houses have details of the Italianate, Stick, Queen Anne, Bungalow, Craftsman, and Foursquare styles. The streetscape and historic residences help maintain a sense of place associated with the early development of the city.

### *What are the Character Defining Features of the Mill-Pine Historic District?*



#### **STREETSCAPE**

- Walkable Human Scale
- Regular Setbacks
- Active Alleys with Garages and Sheds
- Sidewalks and Parking Strips
- Narrow Lots
- Yard Fences of Various Designs & Materials
- Mature Landscapes

#### **RESIDENCES**

- Small and Moderately Sized Houses
- 1 to 1-1/2 Stories High
- Hip or Gable Roofs with Composition Shingles
- Partial and Full Front Porches
- Decorative Cornice and Porch Details
- Double-Hung Windows some Decorative Lights
- Bay Windows
- Horizontal Wood Siding
- Other Siding Material Used as Contrast

## Section 3: Historic Districts and Incentives

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### Why should we preserve the Mill-Pine Historic District?

Historic preservation is attracting interest and support in thousands of communities like Roseburg across the nation. Promoting the preservation of older neighborhoods contributes to the area's livability and sense of place. People are drawn to historic neighborhoods because of their history, streetscape, and variety of housing types. Historic homes appeal to many people because of the quality of construction and materials, uncommon architectural details, and unique character.



*Randolph Rose with sons Ed & Joe at home on the north end of Pine Street (Douglas County Museum collection, No. N12087)*

The value of historic districts to economic development, employment, tourism, neighborhood stability, property values, and retention of historic homes has been well documented. Increasingly, homeowners and homebuyers are discovering the pleasure and benefits of owning and caring for historic homes. Preservation of the older homes often stabilizes neighborhoods, reinforcing a strong sense of community.

Preserving the Mill-Pine Historic District will help maintain the architectural character of the neighborhood as a lasting reminder of the importance of people who lived in working class neighborhoods. The Historic District is a tangible link to the people that built Roseburg.

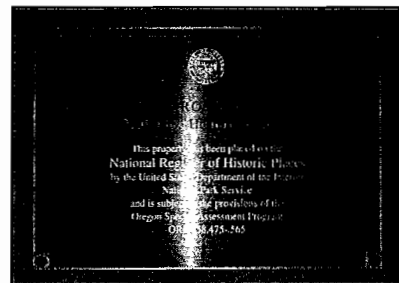
### What are the benefits of living in the Mill-Pine Historic District?

If you live in the Mill-Pine neighborhood, there are various tax, regulatory, and financial incentives available to assist property owners with the rehabilitation and preservation of historic residences. Local, state, federal agencies and non-profit organizations have programs that benefit owners of buildings in the Historic District.

#### Benefits

The following is a list of some of the benefits for owners of buildings listed as contributing properties in the Mill-Pine Historic District. Additional programs are listed in **Appendix E**.

**Recognition:** Owners may want to receive a certificate of designation and/or purchase an official plaque that can be placed on the exterior façade, recognizing the history of the building. Both of these are optional.



**Eligibility for Federal Tax Credit:** SHPO administers a federal tax credit program that can save building owners 20% of the cost of rehabilitating their National Register-listed commercial, industrial, or income-producing residential building. Requirements include submitting an application form and

## Section 3: Historic Districts and Incentives

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performing work that meets appropriate federal rehabilitation standards. Because tax laws are complex, individuals should consult legal counsel, an accountant, or the appropriate local IRS office for assistance in determining the tax benefits of the above-mentioned program.

**Consideration in Planning for Federal Projects:** Section 106 of the National Historic Preservation Act of 1966 requires that federal agencies allow for the Advisory Council on Historic Preservation to have an opportunity to comment on all federally licensed, permitted, or funded projects affecting historic properties listed in the National Register.

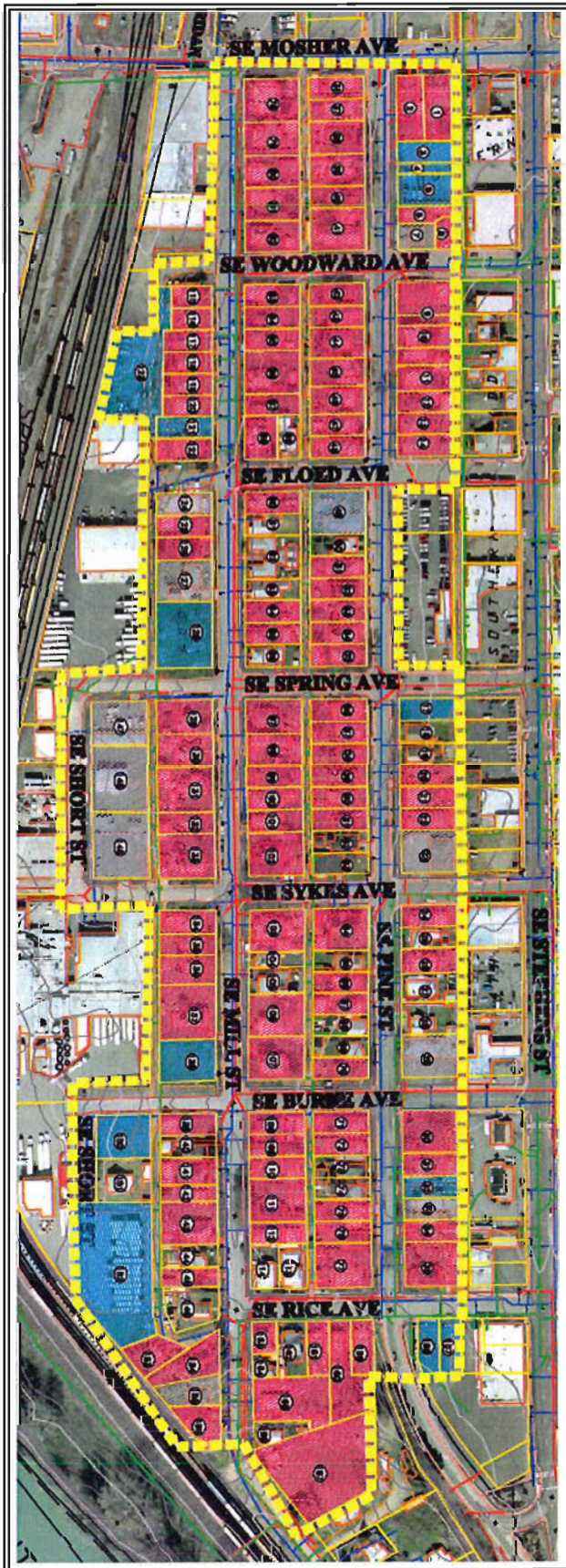
**Oregon Tax Incentive:** The Special Assessment for Historic Properties tax incentive program allows owners of properties listed in the National Register of Historic Places to have a "freeze" placed on the assessed value of the property for a 10-year period. The program is designed to assist property owners in the preservation of historic resources. State law requires property owners to submit a preservation plan for the building and install identification plaque. After completion of the first term, owners have the opportunity to apply for an additional 10-year freeze.

**Building Code Leniency:** Under Section 3403.5 of the Uniform Building Code/Oregon Structural Specialty Code, National Register properties and other certified historic buildings are eligible to be considered for waivers of certain code requirements in the interest of preserving the integrity of the property.

**Grants:** Competitive "Preserving Oregon" historic rehabilitation grants are available through the Heritage Conservation Division for properties listed in the National Register of Historic Places. More information is on the SHPO grant website - [www.oregon.gov/OPRD/HCD/grants.shtml](http://www.oregon.gov/OPRD/HCD/grants.shtml)







# Section 3: Historic Districts and Incentives



**MILL-PINE NATIONAL REGISTER HISTORIC DISTRICT MAP**

**DISTRICT BOUNDARY**

	VACANT
	CONTRIBUTING
	NON-CONTRIBUTING
	COMPATIBLE



# Section 4: Rehabilitation of Existing Buildings

## Rehabilitation

Rehabilitation is the process of returning a property to a state of utility, through repair or alteration, while preserving those portions and features that are significant to its architectural and historic character. Historic photographs or remaining physical evidence should be the basis for rehabilitation work.

**Note:** Subject to the **review and approval of the HRRC**, substitute materials that are eco-friendly may be used if the texture, shape, and/or pattern of the new materials are compatible with the historic counterparts.

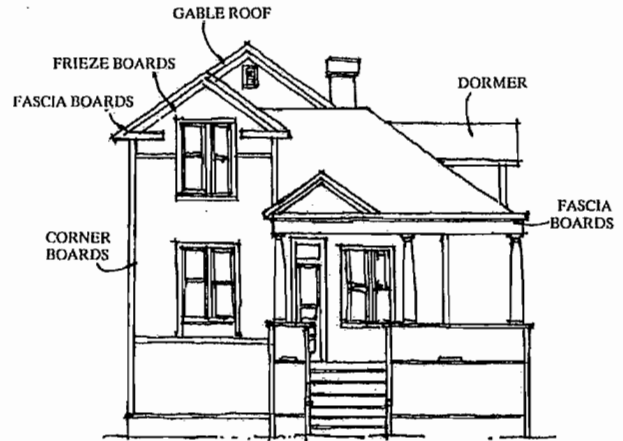
## Applicability

These rehabilitation guidelines apply to projects such as re-roofing, residing, door and window replacement, porch or deck modifications, and foundation repair or replacement. For additions to existing historic buildings, see Section 5. See glossary for definitions of technical architectural terms.

## Roofs

Roof forms are essential to the overall character of historic houses. The repetition of similar roof forms along a street also contributes to a sense of visual continuity of a neighborhood. Most of the roof forms in the Mill-Pine Historic District are gable or hip, a combination of the two, or cross gables.

Decorative brackets and fascia boards are common in Mill-Pine. Many of the pre-1900 houses have elaborate jigsaw gable ornaments, carved brackets, and decorative fascias common to the Queen Anne, Stick, and Italianate styles. Generally, post-1910 houses have less decorative eave ornamentation.



*Typical roof components*



*Queen Anne style homes have multiple roof forms such as this combination gable and hip roof with bay window*



*Gothic style influences. Steeply pitched gable roof with decorative fascia*

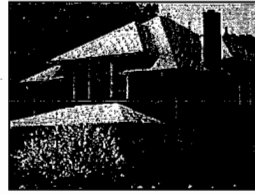


*A vernacular style house, common in the District, has a simple cross-gable roof*

# Section 4: Rehabilitation of Existing Buildings



*A common house type, this one-story worker's cottage has a hip roof with Italianate brackets*



*A typical Foursquare style house has a hip roof and wide eave overhangs and dormers*



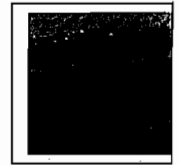
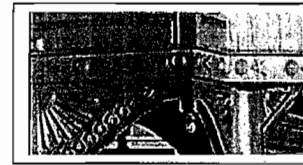
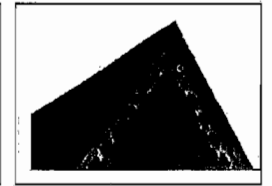
*The Craftsman home has a low hip roof & wide eaves supported by modillions*



*Bungalows generally have low to moderately pitched gable roofs supported by brackets.*

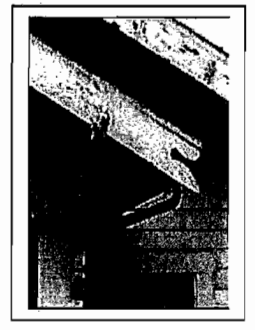
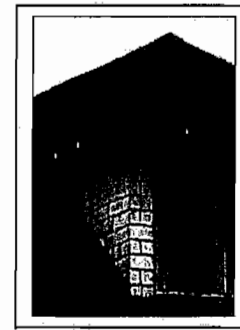
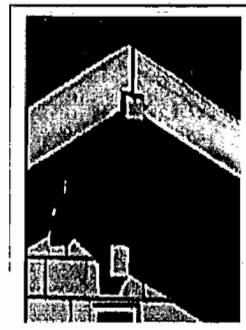
- a) General – Preserve original roof shape, line, slope, overhang, and architectural features such as chimneys and dormers.

- b) Roofing Material – Replacement roofing simulates the original roof pattern, material, and appearance. When replacing roofing, the use of wood and composition asphalt shingles (especially asphalt architectural shingles that simulate wood), and dark colored shingles is recommended. The use of standing seam metal roofing or tile (unless used historically) is not recommended.



*Victorian era gable ornamentation, fascia boards, and brackets on many Mill-Pine houses*

- c) Roof Ornamentation – Restore deteriorated roof elements such as overhangs, fascias, moldings, brackets, jigsaw gable ornaments, and rafters whenever possible. If the feature is severely deteriorated, replace the feature with the same design, dimensions, and materials as the original element. **Adding** decorative ornamentation to the eaves if not part of the original design is not recommended; this creates a false sense of history.



*Bungalow style houses with "heavy" bracket (left) exposed rafter ends on dormer (center), and decorative fascia supported by large brackets (right)*

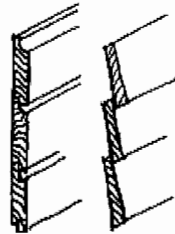
- d) Chimneys – Finish or construct new chimneys with brick or stucco that match or are compatible in texture and color to the historic style of the residence. Removal of original chimneys is not recommended.

## Section 4: Rehabilitation of Existing Buildings

- e) Skylights, Solar Panels, and Antennas – Locate skylights, solar panels, and antennas on secondary locations on facades not visible from the street or screen from public view.
- f) Gutters – Install gutters/downspouts so original features are not damaged, obscured, or removed. Paint new gutters with a color (or pre-finished baked enamel finish) that blends with the house or is neutral in color.
- g) Vents – If needed, install low-profile ridge vents, provided the original roof design and details remain intact.

### Siding

The type, materials, and details of the exterior wall siding contribute to the style and proportion of a house. Horizontal wood lap, and horizontal tongue and groove are the most common exterior siding material found in the Historic District. Horizontal siding is usually finished at the edges with corner boards, some with simple caps. Many Victorian era houses have a combination of tongue and groove, and decorative wood shingles siding divided by wood trim. Other houses have stucco finishes or wood shingle siding.



*Tongue & groove (left), and lap siding are the most common types of siding in Mill-Pine.*



*Excellent example of a Victorian era house in Mill-Pine that has a variety of siding materials applied as decoration*

- a) Substitute Siding - Placing substitute siding such as vinyl, aluminum, or T-1-11 over original siding and trim is not recommended. These substitute sidings alter the appearance of a building and can make maintenance more difficult, often hold moisture inside, dent and fade, and may need painting as frequently as wood. If substitute siding is used, choose a design that mimics the original siding width, and **retain** the window and door trim, corner boards, and decorative trim details.
- b) Details – Retention and preservation of the original siding, trim, and corner boards is recommended. If replacement is necessary, replace only deteriorated elements with material that matches the original siding and trim size, scale, proportions, textures, and details. The trim often distinguishes the house's style and character.

## Section 4: Rehabilitation of Existing Buildings



*1920s photographs showing original trim and siding details. If available, historic photographs are a valuable resource in planning rehabilitation projects*



*Wide metal siding replaced original narrower horizontal wood siding and original door and window trim were removed in 1970s. The loss of historic material and integrity is evident*



*During rehabilitation, the incompatible metal siding was removed, and original wood siding exposed and restored. Paint lines indicate location of original trim*



*The historic character and street appeal are restored after rehabilitation of the siding, reconstruction of the trim and repainting*

## Section 4: Rehabilitation of Existing Buildings

- c) Utilities and Vents - Locate vents and mechanical connections on the side or rear of house not visible from the street. If the utility box is visible from the street, screen with lattice or vegetation.

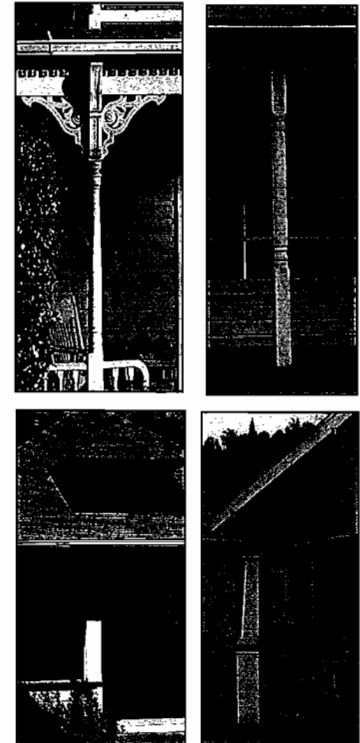


*Incompatible vertical siding (T-1-1) has been placed over the original horizontal wood siding, changing the character of the house. This type of new siding treatment is not recommended.*

### Porches

Original porches help define the character and style of a house. The porches in Mill-Pine are often the primary focal point of the house, provide a transition between the exterior and interior, orient the entrance to the street, and provide a means for interaction with neighbors. Features of a porch include ceilings, posts/columns, ornamental trim, railing, steps, floor/decking, and lattice/foundations. A variety of porches are found in Mill-Pine including structures that are centered in the middle, extend the full width of the house, or wrap-around the sides of the house.

- a) General – Recommend the replacement of original porch features before replacing. If replacement is necessary, design replacement porches in keeping with the historic style, period, scale, materials, proportion, and detailing. If the original porch is missing, only reconstruct the porch using physical evidence, historic photographs, and/or porch details on houses of similar style.



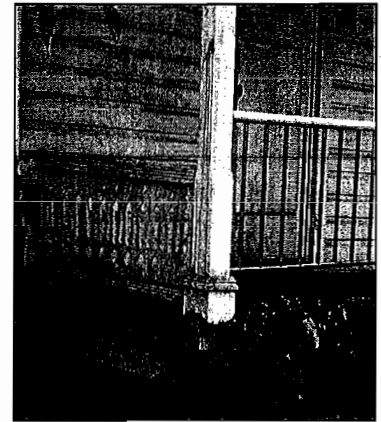
*The upper two photos show posts common on Queen Anne & Stick style houses. The lower two photos show Bungalow & Craftsman style posts that are "heavier" boxed or tapered columns*

- b) Porch Enclosures – Fully or permanently enclosing front porches is not recommended. This often destroys the openness of the structure. However, if the porch is enclosed to extend the seasonal use: install **removable** screens or glass panels that fit within the existing porch posts, and recess the panels behind the porch railing and columns/posts.
- c) Ceilings – Recommend the repair or replacement of deteriorated ceiling features with in-kind or like materials. Ceilings were generally covered with painted bead board extending the width of the porch.



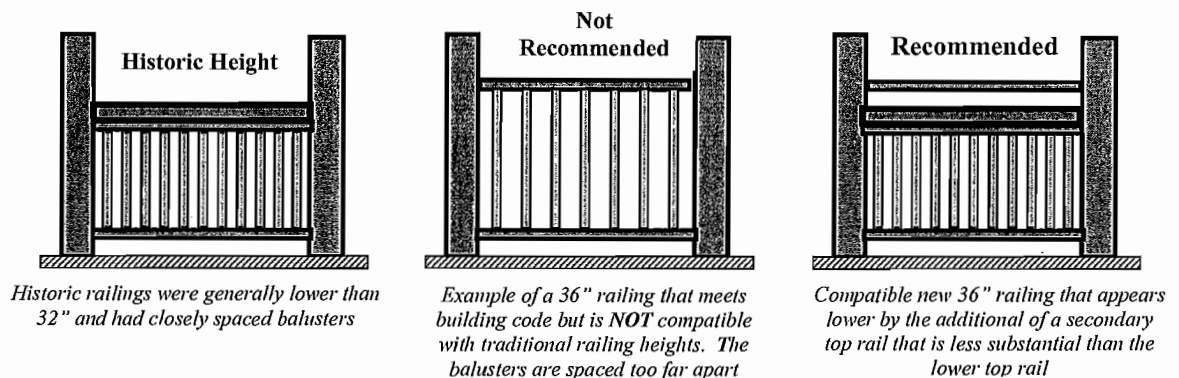
## Section 4: Rehabilitation of Existing Buildings

- d) Posts/Columns – Construct missing posts in keeping with the style of the house. Generally, houses that pre-date 1900 were designed with turned or chamfered wood porch posts, often resting on the porch deck. Houses in the Bungalow and Craftsman styles that post-date 1910 commonly had boxed or tapered posts often sitting on piers made of brick, stucco, or wood, or on low half walls covered with siding.
- e) Railings – Repairing or replacing a section of a railing often permits the retention of the original railing height, which is typically 26” to 32” high (compliance at the discretion of the building official).



*The original decorative railing on the left is lower in height and has closely spaced balusters. The incompatible replacement railing on the right is too high, has a top rail that is too “thin,” and balusters spaced too far apart*

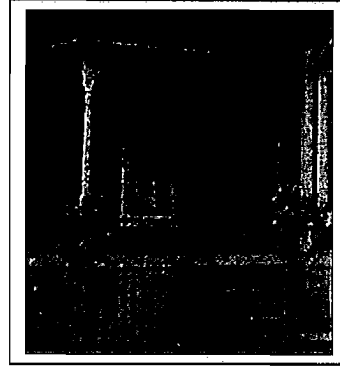
If replacement is necessary, the building code requires that if a porch deck is higher than 30” from grade, the new railing has to be at least 36” high. In designing a 36” high railing that “fits” the proportions and style of a historic house, recommend minimizing the height of railing visually by designing more substantial top and bottom rails and/or adding a secondary horizontal top rail (*see figure below*).



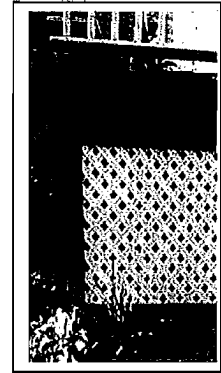
- f) Balusters – Depending on the size and style of the balusters, the space between two balusters is usually equal to the width of one baluster. Flat board balusters with cut-outs typically touch each other.
- g) Flooring – Generally, porch decking is made of painted tongue and groove wood flooring (usually between 3” and 4” wide). When replacing deteriorated sections, recommend the use of boards that are the same width and thickness as the original. If replacement of the entire floor is required, consider using a tongue and groove board that is completely pre-primed. Primer on the top and bottom of the boards protect against moisture and will extend the life of the porch floor. The use of 2”x4”, 2”x6” or 2”x8” floor boards is not recommended. Material other than wood may be a compatible substitute depending on the texture, width, and profile.

## Section 4: Rehabilitation of Existing Buildings

- h) Porch Skirting – Houses in Mill-Pine typically had vertical board skirting covering the porch foundation as evident in historic photographs. Although not generally used in the neighborhood, tightly laid wood lattice in a frame may also be used as a compatible foundation covering. Recommend the use of diagonal lattice that has wider openings, like many ready-made commercial lattices. Material other than wood may be a compatible substitute depending on texture, width and profile.



Vertical board skirting & jigsaw brackets on posts (Douglas County Museum No. GP.7240)



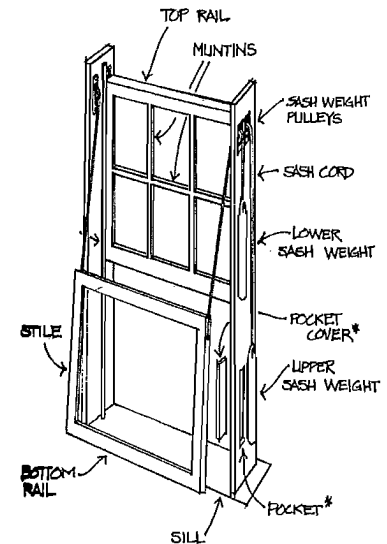
Closely spaced diagonal lattice enclosed in frame is a compatible skirting type. In this example lattice color should be a darker color.

- i) Details and Ornamentation – Adding decorative porch details that were not on the house historically is not recommended. Adding these elements creates a false sense of history.

### Windows and Doors

Original windows and doors are primary character-defining features on the houses in Mill-Pine and contribute to the visual rhythm of the façade.

**Windows:** Windows add light to the interiors of a building, provide ventilation, allow a view to the outside, and are a major part in defining a house's particular style and character. The most common window type in Mill-Pine is a vertical, one-over-one (1/1), double-hung wood sash window placed singularly or in pairs. Other window types include multi-light, double-hung windows, and larger windows with divisions in the upper part of the sash. Some windows have decorative beveled, leaded glass or stained glass in select openings, but generally the sashes have clear glass.



Components of a double-hung sash window

The retention, repair, and preservation of the original wood windows are recommended. If replacement is necessary, new windows should be consistent with the material, style, pattern, and size of the original windows as specified below. **Note:** Other reference materials on windows are located at the City, on the Internet, and at the State Historic Preservation Office.

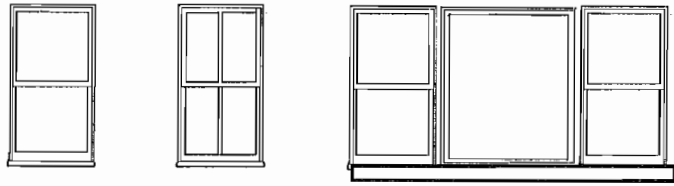
- a) Material – If historic windows have to be replaced due to severe deterioration, only those windows that are deteriorated are to be replaced. Any new windows should be made with the same type of material as the original, typically wood. Other types of substitute material **may be** compatible and considered if the design and details

## Section 4: Rehabilitation of Existing Buildings

match the historic window. Installing windows made of vinyl or unpainted aluminum is discouraged and not recommended.

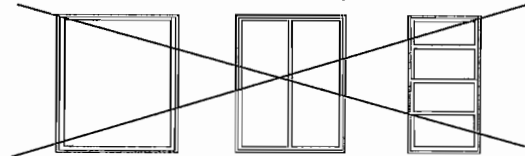
- b) **Style** – The use of replacement windows that do not match the original style and pattern such as windows with snap-in interior muntins or muntins sandwiched between the panes of glass is not recommended. These windows are not appropriate replacements for true divided-light windows (other types of energy efficient windows with multi-pane divisions with a molded relief may be an appropriate substitute).

Common Window Types in Mill-Pine



Typical windows types in Mill-Pine: From left to right: 1/1; 2/2 double-hung windows, and grouped tripartite window common on Bungalow and Craftsman style houses

Not Recommended as Replacements



Examples of incompatible types of replacement windows: large fixed-pane windows, sliders, and horizontal divided-

- c) **Pattern** – Changing the original pattern of the windows sashes is not recommended. If the original windows are one-over-one, use the same sash and muntin pattern. Do not add additional muntins if not originally part of the window.
- d) **Size** – Retain the original window openings. Installing windows that do not fill existing openings, and/or changing the number, location, proportion, and size of the windows, especially on the visible street facades is not recommended. If needed, install new windows on the secondary facades (rear and sides not visible from the street).
- e) **Glazing** – Reflective or dark tinted glazing (glass) should not be used when replacing clear window glass. Applied film covering is exempt from this standard.
- f) **Storms** – The use of storm windows that are coated with paint or baked-enamel finish (not unfinished aluminum) in a color matching the building's paint scheme is recommended. Install storms so that existing windows and trim are not damaged. If possible, install interior storm windows, especially on the front facade; this will allow the character of the window to be seen.
- g) **Shutters** – Attaching purely decorative shutters is not recommended. The size of new functional shutters should fill the window opening when closed.

## Section 4: Rehabilitation of Existing Buildings

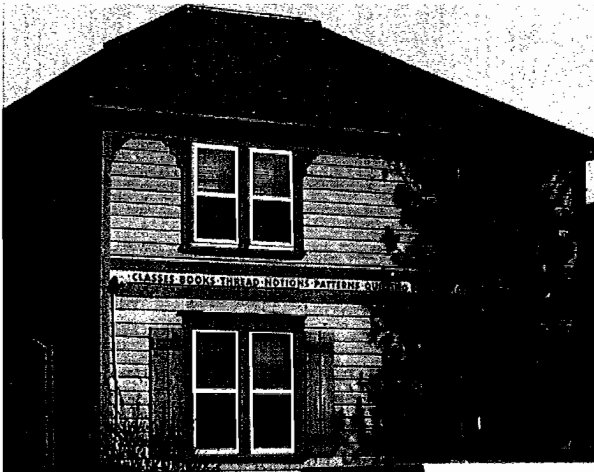
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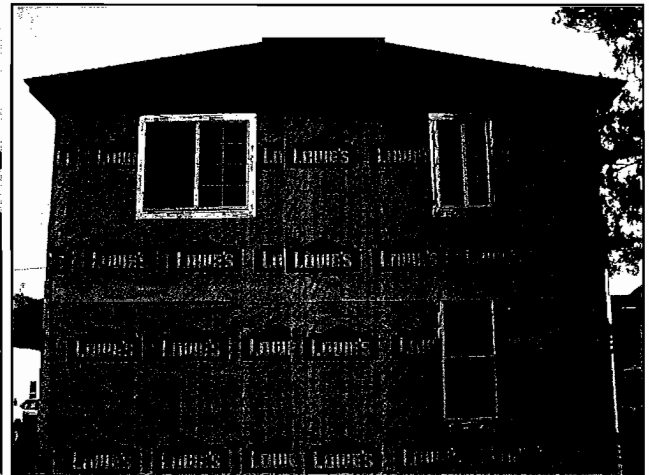
*Original window and door types common in the District:  
paired, 1/1, double-hung wood sash windows*



*Vernacular Queen Anne cottage with incompatible  
new picture window and aluminum slider*



*Original 1/1 double-hung windows and details*

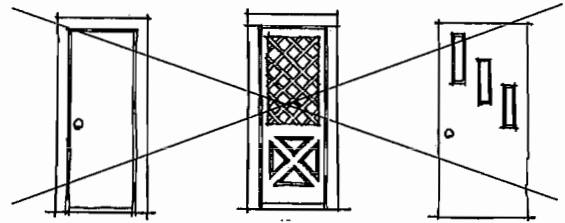


*Incompatible replacement windows-not same size or  
type*

## Section 4: Rehabilitation of Existing Buildings

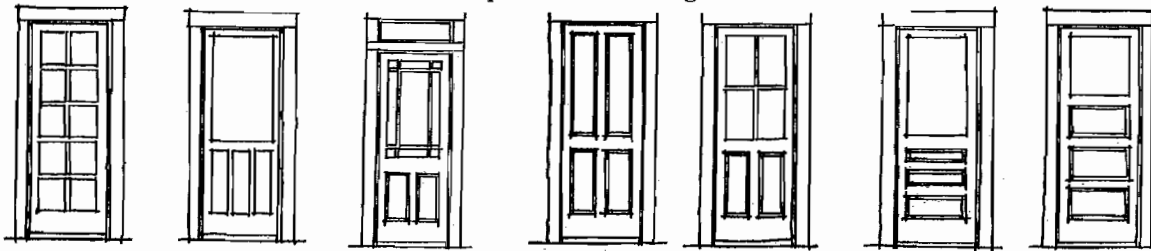
**Doors:** Typical exterior doors in the Historic District are solid, wood panel doors, and/or a combination of wood panels and glass. Some doors have transom windows embellished with beveled or leaded glass.

**Door Designs Not Recommended**



- a) **Style** – Installing stock, solid front doors is not recommended. These doors do not have the profile or relief of the historic doors in the District.
- b) **Size** – Using stock doors that do not fill existing door openings is not recommended. Changing the number, location, proportion, and size of the doors on the primary facades is not recommended.

**Compatible Door Designs**



*Examples of appropriate replacement doors that are commonly found in the District*

### **Foundations**

The foundation forms the base of the building and ties the building to the site. The height, material, and features contribute to a building's historic character. The foundations in Mill-Pine are generally concrete perimeter foundations, or post and beam systems concealed by vertical board skirting. Generally, a wide water table is above the foundation skirting.

- a) **General** – Retain and preserve the original foundation. If replacement is necessary, install new foundation with the same pattern, color, texture and detailing (water table and moldings) of original foundations.
- b) **Utilities** – Locate new mechanical connections and utilities through foundations on the side and rear facades to minimize the view from the street.
- c) **Paint** - If **previously** painted, recommend painting foundations dark colors or colors that reflects the natural color of the material.
- d) **New Foundations** - Design new foundations with the same character as the original, retaining the **height**, material, and skirting (as close as possible) of the original foundation. Adding a full-story under a one-story house is not recommended; full-story additions distort the original building proportions.



## Section 4: Rehabilitation of Existing Buildings

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The criteria are not intended to prohibit the construction of a new foundation to improve the stability and life of the structure. If a new foundation differs in appearance from the original feature, reasonable efforts are to be made to screen or mask the new elements to recreate the original character.

### Paint Colors



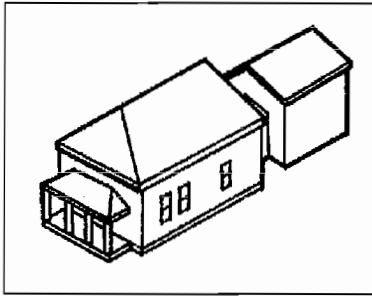
Painting a building is one of the least expensive ways to maintain and preserve historic fabric and make a home an attractive addition to a neighborhood. A good color scheme highlights the architectural details and complements the overall design of the building. Some paint schemes of too many colors can detract from the style of the building.

Recommend colors choices that blend with and are compatible with the surrounding streetscape and residents. Generally, walls and trim are painted contrasting colors with doors and window sashes painted a third accent color. Historically, various color palettes were used for different style and periods. See Appendix D for additional information on *Choosing Paint Colors*.

**Note:** *The HRRC does not review paint colors; however, painting your house with colors that are compatible with the style of your house is recommended (Appendix D).*

# Section 5: Additions

## Additions



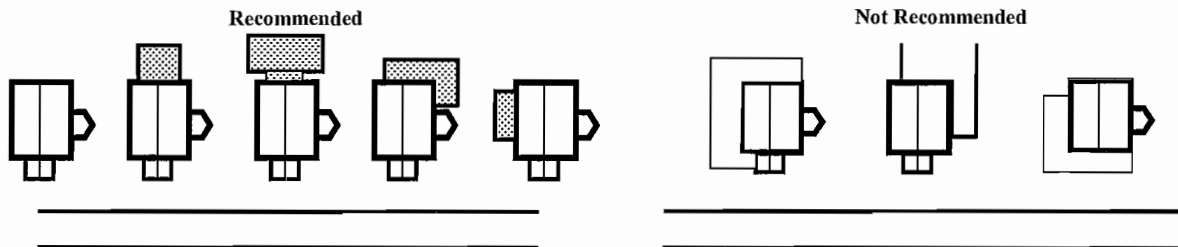
*Addition is smaller in scale and located in the back of the residence so less visible*

Many Mill-Pine residences have been added to over time. Early additions were usually subordinate in scale and character to the main building, lower in height, located at the rear or side facades, and made of materials similar to the original construction.

New additions should not affect the character of the original building and should be distinguishable from the historic portion, so that the evolution of the historic building is understood. The new addition should be compatible with the historic building in massing, scale, materials, color, roof form, proportion, and spacing of the windows and doors. Additions should echo the style of the original structure and be compatible in design. Locate and construct additions so that the historic material and character-defining features of the historic building are not damaged or obscured.

## Applicability

Additions to buildings that are less than 50% of the first floor square footage should be reviewed through this Section. Additions over 50% of the existing building footprint should follow the standards for “New Infill Construction” outlined in Section 6.



*Compatible locations for additions. Setback from the original house so less visible and smaller in scale*

*Incompatible addition locations. Additions are too large and obscure historic fabric and details*

## Guidelines

- a) **Setback** - Preserve the historic alignment and street setbacks that exist in the neighborhood. This is the distance between the house and street, and distance between houses (side neighbors).
- b) **Location** - Locate additions as inconspicuously as possible on the rear façade. If an addition is made on the side of the building, set the addition back to minimize the visual impact and to allow the proportions and character of the original building to remain.

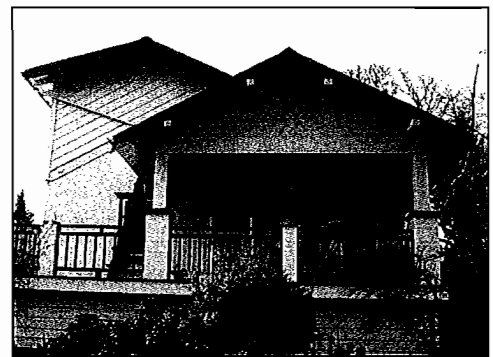
## Section 5: Additions

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*Location, Setback, Design, and Material Loss: Incompatible addition on left is not setback from the original house, has a flat roof, and secondary addition that obscures front entrance*

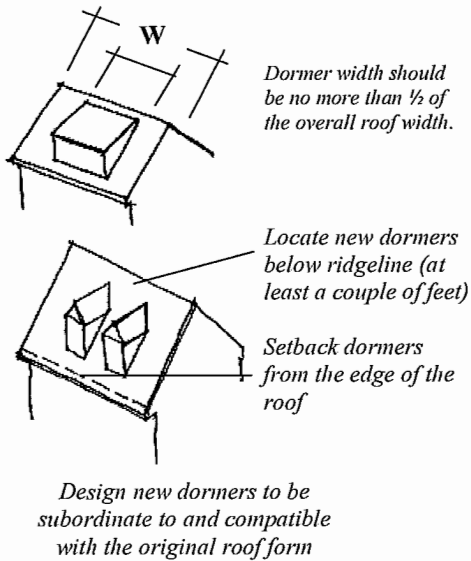
- c) Minimize Loss – Design and construct additions to minimize loss of historic material. Ensure that character-defining features of the historic building are not obscured, damaged, or destroyed.
- d) Height and Scale - Limit the height and the scale of an addition so it does not visually overpower the original house. Additions higher than the historic building are not recommended, especially if seen from the street.
- e) Design – Differentiate the addition from the historic building so the integrity of the original building is not lost or compromised. This can be accomplished by the setback, location, material, scale, and height of the new addition.
- f) Design Ratio – For additions on a primary façade, use a solid-to-void (walls-to-windows and doors) ratio similar to the ratio of the historic building.
- g) Compatibility - Design an addition that is compatible with the historic building in mass, materials, proportion, spacing, roof shape, and design of existing doors and windows.
- h) Materials - Select a material, such as wood, that is compatible with the historic materials of the original building. The use of contemporary siding material, such as T-1-11, vinyl, or metal siding is not recommended. If eco-friendly siding is used as substitute siding, the siding should be similar in character to those used historically.
- i) Foundation – Use compatible materials and height in designing new foundation additions.
- j) Roof Form - Design the roof form to be compatible with the historic building and consistent with primary roof forms in the neighborhood.
- k) Dormers - Dormer additions should be subordinate to the overall roof massing and in scale with the historic dormer if present. Generally, set back the dormers from the roof edge, locate below the roof ridge, and design compatibly with the style of the house.



*Scale and Materials: Although setback, the two-story addition (left) is not compatible with the scale, height, proportions, or materials (diagonal siding) of the Bungalow style house.*

## Section 5: Additions

- l) Decks and Balconies – Building decks or balconies on the front of the house are not recommended. Introduce decks in inconspicuous locations, usually on the building’s rear or side elevations and inset from the corners, where they are not as visible from the street. Pergolas, half walls, or landscaping help blend decks in with the style of the house. Rear patios or decks are more compatible outdoor spaces.
- m) Landscape – Identify, preserve, and protect mature landscape features during the design and construction phases.



*Height and Scale: The addition (left) on the Queen Anne cottage is too high and out of scale with the house. Although consideration was given to applying compatible design elements, the original house becomes “lost”*

# Section 6: New Construction

## New Construction

Infill construction within a historic neighborhood can enhance the existing character of a street if the proposed design and siting reflect an understanding of, and a compatibility with, the distinctive character of the neighborhood setting and associated buildings. This section is intended to provide a general design framework for new construction that encourages quality design and innovation within the context of the surrounding neighborhood. This includes houses, garages, and other types of outbuildings that require a permit.

## Siting New Buildings

New buildings should be sited according to features of the surrounding neighborhood and the overall character of the historic area in terms of orientation, distance to adjacent buildings, traditional setback from the street, and retention of important site features.

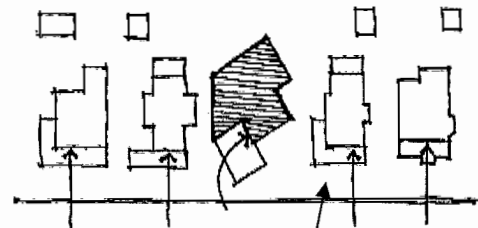
a) Orientation - Orient the front of the new building to the street. The building should be parallel to the lot line, maintaining the traditional grid pattern of the block.

b) Distance - Make the distance between the new building and the adjacent historic houses compatible with the spacing between existing buildings fronting the same street.

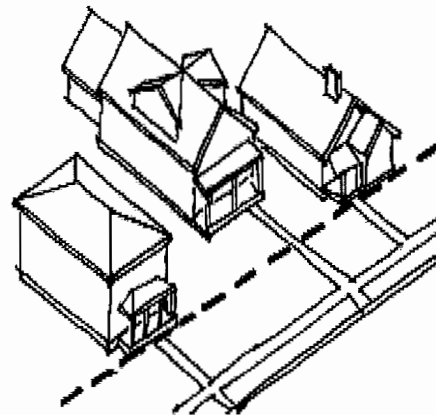
c) Setback - Keep the setback of the new building consistent with the setback of adjacent historic houses on the street.

d) Site - Design new construction so the overall character of the site features (landscaping, garages and driveways, if applicable) is compatible with the neighborhood.

e) Landscape - Protect large trees and other significant landscape features from immediate damage during construction or from delayed damage due to construction activities, such as loss of root area or compaction of the soil by equipment.



*Orientation: Inappropriate diagonal orient*  
*Orientation: Inappropriate diagonal orientation and front facade garage creates break in streetscape pattern*



*Distance and Setbacks: The center house is a new infill house. Although compatible in scale and distance between neighboring houses, the house does NOT maintain the traditional setback from the street*



# Section 6: New Construction

## Designing New Buildings

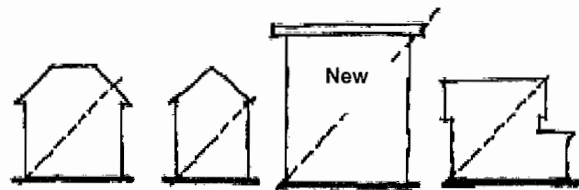
A compatible infill building or accessory structure should complement the existing patterns of the neighborhood. The new building's height, bulk, scale, material, width, roof form, windows and doors, siding, and architectural details should be considered when designing a new building in Mill-Pine.

**Note:** This does not mean replicating a neighboring historic house or designing a house that creates a false sense of history.

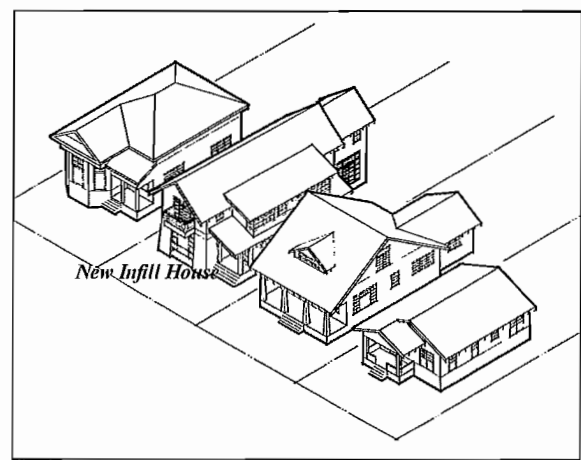
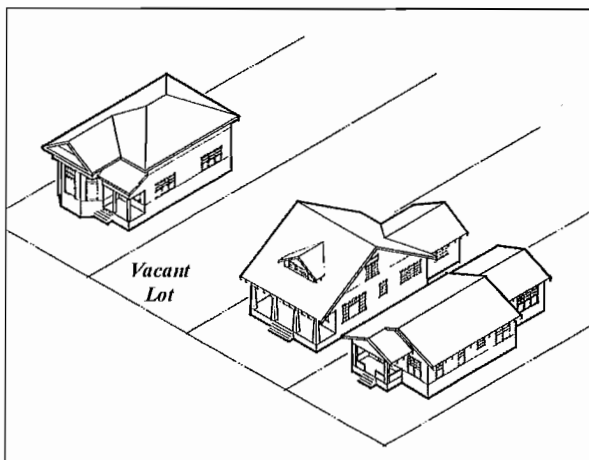
## General Elements

The following general elements should be considered when designing a new building. These elements are based on national guidelines.

- a) **Height** – Design the proportion of the new building to be compatible with the average height of the neighboring buildings. Most houses in the Mill-Pine Historic District are one or one-and-a-half stories high; less frequently buildings are two-stories. In some cases, rear additions may be taller than the front **if** the change in scale will not be perceived from the



*Height, Width, & Scale: The new building above is not compatible in height, width, or scale with surrounding homes. The flat roof is out of character with the other buildings on street*



*Good example of new construction on a long, narrow lot similar to parcels in Mill-Pine. New house maintains traditional widths and setbacks, and has a compatible roof shape and pitch, and details that relate to the neighboring historic houses.*

street.

- b) **Bulk** – Design new buildings so the bulk (size, mass, and/or volume) is compatible with the neighboring buildings. Examine the massing of nearby buildings (whether symmetrical or asymmetrical, central block (or L-shape), and design the new building with similar bulk.

## Section 6: New Construction

c) Scale – Design a new building’s height and bulk proportional to, and as a complement to, features and elements in the surrounding area. Construct new buildings to reinforce a sense of human scale. One-story porches and features such as the number of windows and doors help maintain a human scale.

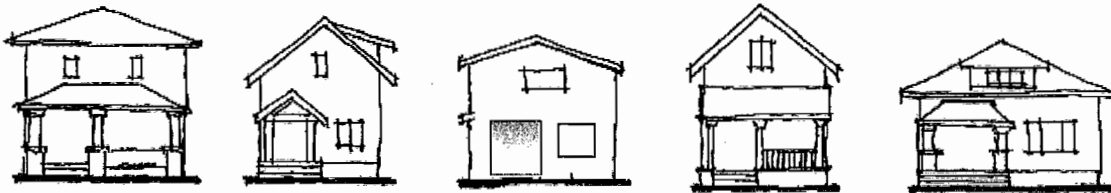


*An existing building in Mill-Pine constructed in the 1950s. The building does not conform to the traditional scale, height, materials, or setback of the neighborhood*

d) Materials – Choose materials that are consistent with the predominant materials and finishes found on other houses in the neighborhood. Examine the color, texture, pattern, composition, and scale of neighboring historic buildings.

e) Width – Design the proportion of the new building to be compatible with the average width and massing of the neighboring buildings. If a building is wider than other buildings on the block, the front façade should be broken up into narrower bays that reflect the common historic widths.

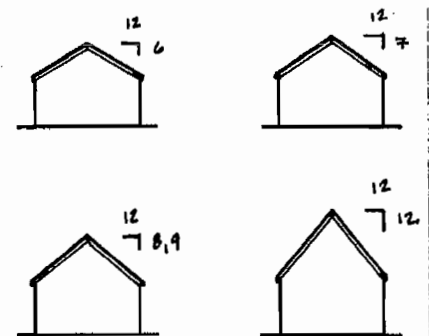
### Infill



*The house in the center is NOT a compatible in-fill building and does not complement the surrounding homes. The house lacks details such as a front porch and appropriate window and door sizes and placement*

### f) Specific Design Elements

1. Roof Form – Visually, the roof form is the most important element in the overall building form. Keep new roof forms consistent with the shapes traditionally used. Hip or moderate to steeply pitched gables (7/12 or 30 to 45 degrees) are common roof forms in Mill-Pine; flat or low-pitched roofs are uncommon (6/12 or 26 degrees or less).



*Typical roof forms found in Mill-Pine. Compatible pitches for designing new buildings*

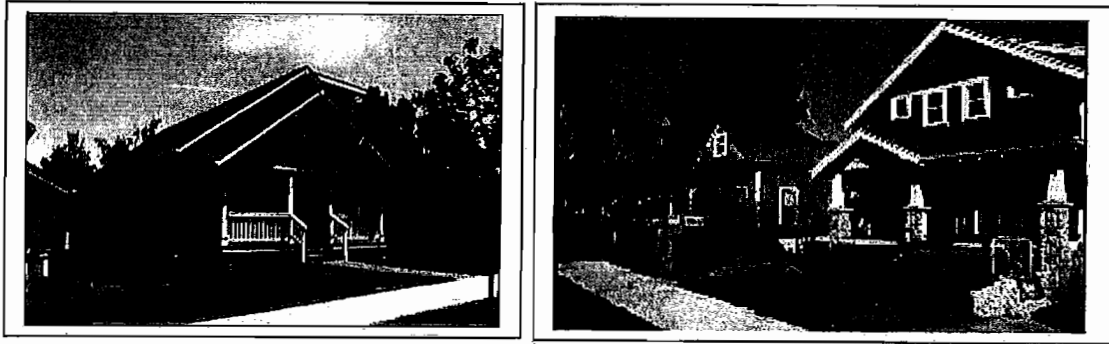
2. Windows and Doors – Keep the proportions and pattern of window and door opening similar to neighboring historic buildings. Keep the rhythm of solids (walls) and voids (windows and doors) consistent with the dominant pattern set in the area. Windows with vertical emphasis are

## Section 6: New Construction

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recommended. Generally, the height of the window should be twice the width. The most common window type in Mill-Pine is wood double-hung windows, paired or singular.

3. Exterior Siding – Select siding material that is compatible with the historic materials used in the neighborhood. Narrow (3" to 6") horizontal wood siding and a variety of wood shingles are appropriate siding materials for new construction. These materials complement the surrounding historic buildings. Only use substitute siding materials if similar in style to those used historically.
4. Architectural Details – Architectural features that complement the details and style of the neighboring historic buildings are recommended. Architectural elements such as eave details, window trim, water tables, and cornices help new buildings blend in with surrounding buildings.



*Examples of new infill construction that would be compatible designs for Mill-Pine*

## Section 7: Site Features and Setting

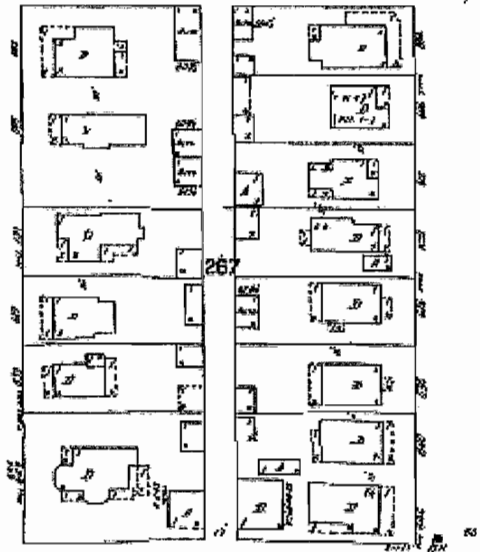
### Site Features and Setting

Site features and neighborhood setting include many elements applicable when planning a rehabilitation, addition, or new construction. Although some of these elements are not significant in themselves, poorly planned or incompatible site features can negatively affect historic neighborhoods. These elements include auxiliary buildings such as garages, fences, driveways, parking areas, paving, ground covers, and landscape features.

### Driveways, Parking, and Alleys

A majority of the houses in Mill-Pine are built on narrow lots with limited areas for driveways (although some larger lots have side driveways). Most residents use the alleys to access garages, parking areas, or back entrances to their properties. Some people use on-street parking to enter the front of their homes. Larger parking lots are not typical in the District with the exception of the industrial properties.

- a) Existing Driveways – Retain and maintain existing driveways whenever possible, especially when the driveways are accessed from the alleys.
- b) New Driveways: Construct new driveways to conform to the spacing, width, configuration, and material of other driveways. New driveways built off of alleys are recommended to conform to the established neighborhood pattern. Alley driveways also reduce the need for new curb cuts. Avoid damaging historic site features such as mature trees or walkways when constructing new driveways.
- c) Parking Areas – Using the parking area at the alley in back of the house is recommended. Parking in the front yard is not recommended and is incompatible with traditional use of front yards.
- d) Alternative Paving – Other paving materials lessen the water run-off impact of new driveways or parking areas. These include solid stone pavers, brick, and concrete grid pavers.



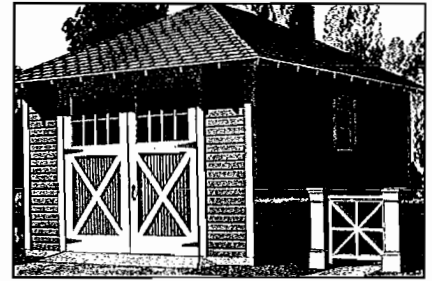
*1945 Sanborn Fire Insurance map showing number of auto (A) garages in the alleys. The alleys are important features and corridors in the neighborhood.*

## Section 7: Site Features and Setting

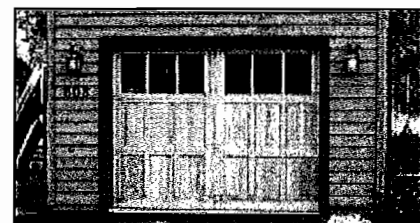
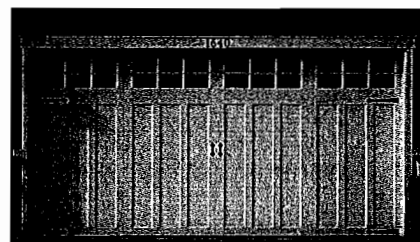
### Garages and Outbuildings

Garages and outbuildings can add to the historic character of the site and are an important feature of the Mill-Pine neighborhood. The area was platted with alleys, which used to access outbuildings (originally sheds and barns) and later garages. The majority of the garages and outbuildings were built along the alley.

- a) Preserve Garages - Retain and preserve historic garages and outbuildings whenever possible. These features generally represent the automobile era. If replacement of features or materials is necessary, use like material and design.
- b) Replacement Garages - Replace missing garages with either a reconstruction based on historic plans or photographs, or with a new design that is compatible with the historic house. Keep proportions, width, depth, and heights of new garages and outbuildings consistent with historic designs. Use traditional forms, materials, and details when designing a new garage.
- c) New Garages and detached accessory structures – Recommend siting new garages and other auxiliary building such as carports at the alley in back of the houses. If built on the side of the house, design the garage as a subordinate feature to the front of the house, setback from the plane of the primary façade. Portable structures such as Rubbermaid sheds, PVC poles with tarps, metal roofs on poles, etc, are not recommended.



*Examples of garages built in the early 1900s from Sear Roebuck & Co. catalogue. Refer to historic examples in designing new garages*



*Examples of a compatible new garage (left) and new, roll-up garage doors*



## Section 7: Site Features and Setting

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- d) Details – Use traditional building materials and designs for new garages and other accessory structures that are compatible with the house style. Details such as paneled roof type, garage doors, overhangs, and trim help the structure blend in with the site and existing resource. Stock garage doors are now available that look like historic paneled garage doors.
- e) Second Stories –If an upper floor is planned over a garage, design the upper story so that it is lower than and subordinate to the house. Over-scale garages are not recommended in the historic district.

### Landscape Design Features

Landscape design features, both on the public right-of-way and on private property, often show the development of a neighborhood and are important in defining the historic character of the streetscape. Historic landscape features include trees, plants, and shrubs; and manufactured features such as sidewalks, walkways, fences, and walls. Property owners are encouraged to preserve these historic landscape features and ensure that any new construction or rehabilitation projects comply with and complement these resources.



*Well-designed landscape features add to the character of Mill-Pine and make an inviting*

Plantings can be used for a variety of reasons including creating privacy or shade, screening, adding color, softening edges, and defining areas in a yard. When planning a landscape project, residents are encouraged to consider the scale, hierarchy, forms, colors, textures, and orientation of the plants. Wrong plant choices can invade sewer lines, grow into overhead utilities, break paved areas, and block views.

**Note:** *The public streetscape area is recognized as any area between the public right-of-way (sidewalk) and the edge of pavement or face of the street curb. Property owners within the Mill-Pine District are responsible for all landscaping and maintenance with both these areas, with the exception of street tree planting and trimming which is the City's responsibility.*

- a) Mature Plantings - Retain and maintain historic landscape features such as mature trees and shrubs that add to the historic character of the site or neighborhood. If these features cannot be retained, consider moving the plants or replacing them in-kind.
- b) Front and Site Yards – Preserve the traditional front and side yards for plantings and lawn. Paving and non-porous ground covers are not recommended.
- c) Hedges - Avoid planting high hedges near the front property line; these hedges form a barrier to the streetscape and neighborhood. Planting low shrubs and hedges under 42” high in the front and side yards are recommended. Maintaining clear

## Section 7: Site Features and Setting

vision at the corners and driveways is required by city ordinance (LUDO).

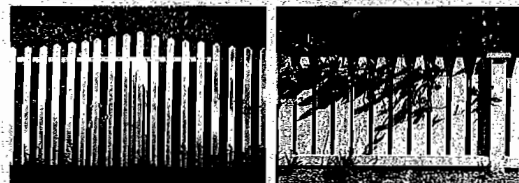
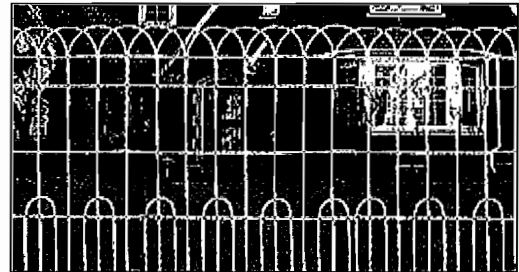
- d) New Plantings - Incorporate landscape features into site plans for new construction that complement the neighborhood character in scale, type, layout, and materials.
- e) Public Right-of-Way - Design improvements to streets and sidewalks such as scoring patterns and grid size that enhance the visual continuity of the existing streetscapes

### Fences, Pergolas, and Trellises

Well-designed new fences add to the continuity of the streetscape and help define the context of the historic buildings. The District here has a variety of fences types including picket, solid vertical board, wire fences, and chain-link.

Historically, the majority of the fences constructed in Mill-Pine were generally rail, looped wire, or picket fences. These types would be appropriate styles for new fencing.

- a) New Fences - Construct new fences based on historic designs or compatible new designs.
- b) Height – Build front fences to a maximum height of 42” (LUDO regulation); back fences can be up to 6’ high. Step down side fences so that the section nearest the front of the lot is lower than the back fences. The construction of solid privacy fences in front yards are not recommended.
- c) Materials – Construct fences with wood or metal posts, wire panels, wood pickets, or low vertical boards. The front fences should be open in design, allowing the house to be seen from the street.
- d) Other Fencing Types - Installing chain link fences around the front yard is non-historic and not recommended. This type of fencing is not recommended because it distracts from the historic character of the neighborhood. Replace or screen existing

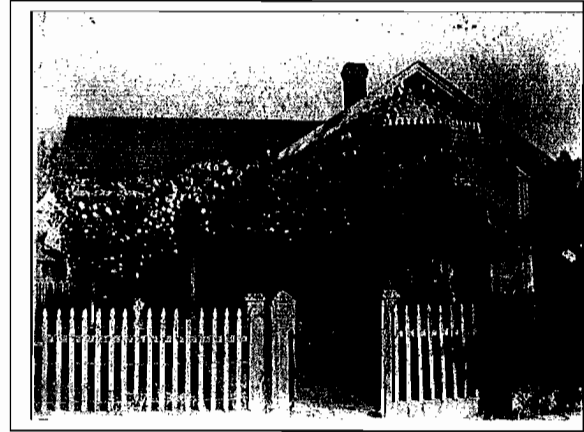
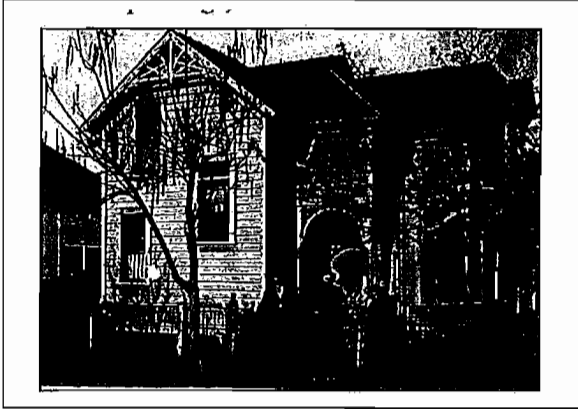


*Various types of appropriate fencing for Mill-Pine: The top photograph shows a double-looped wire fence that was used historically. This type of fencing is a low maintenance alternative to picket fences*

## Section 7: Site Features and Setting

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chain-link fences with landscaping (climbing vines, shrubs, or other plantings).



*Historic view showing woven-wire fence, c. 1910 (left) and picket fence, c. 1900. Douglas County Historical Museum collection, Cox House, N13829 (left) and Devaney cottage, N6400 (right)*

## Section 8: Demolition and Relocation

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### Demolition of Resources

Demolition of historic resources in the Mill-Pine neighborhood is an irreversible step and should be carefully weighed. Once houses are destroyed, they can never be replaced. The Mill-Pine Historic District has an intact collection of buildings that date from the late 1800s to the early 1900s that reflect the lives of the people who worked in the service, commercial, industrial, and transportation-related businesses. These resources should be preserved as part of the early history of the community.

Demolition slowly erodes the historic character of a neighborhood. Over the last 20 years, several historic buildings have been lost to demolition in the Mill-Pine neighborhood. Prior to demolition, a property owner should consider these questions:

1. Is there another site that would serve the purpose equally as well?
2. Might the existing building be adapted to meet the owner's needs?
3. Is there another buyer for the building who is willing to use the existing structure?
4. Is it possible to move the building to another site?
5. Is the City or others willing to help work on a solution for the property?

If all alternatives to demolition have been exhausted, the following steps should be followed:

- Document the resource with detailed photographs of all features and building elevations prior to starting any demolition work
- Prepare a salvage plan for the building materials and landscape plantings
- Gather any known history, documents, plan, etc. about the resource
- Archives prints and digital files with the City or the historic museum
- Have a replacement plan prepared which includes a time line
- Prepare a plan to secure and maintain the property after demolition

This information is to be submitted to the Historic Resource Review Commission for consideration as a part of the demolition application.

### Relocation of Buildings

Relocation is preferable over demolition. When relocating historic buildings to a new site:

- a) Document the original location, setting, and landscape features.
- b) Assess the structural condition of the building before relocation.
- c) Try to preserve the original orientation and setbacks of the building at the new site.

# Appendix A

## Glossary

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**Alteration** – Any exterior change or modification to the character-defining or significant physical features of a building or auxiliary structure.

**Asymmetrical** – A building with an exterior appearance that is not symmetrical or off-centered.

**Baluster** – A vertical member between the top and bottom rail of a railing on porches, staircases, and balconies.

**Balustrade** – A handrail or railing supported by a series of balusters; such as on porches, staircases, and balconies.

**Brackets** – Projecting support members found under the roof eaves or other overhangs.

**Bulk** – The three-dimensional size or mass of a building.

**Chamfered** – A beveled edge on the corner of a post, wall, or other architectural feature.

**Character-defining features** – The elements embodying the style or components of an improvement including the kind and texture of the building materials, and the type and style of windows, doors, and other details.

**Compatibility** – Compatible in massing, size, scale, bulk architectural details, and materials.

**Compatible Classification** – Building constructed after 1927, which conform in scale and general type with the older houses of the neighborhood, and houses built within the Secondary Period of Significance that have been altered.

**Corner board** – A vertical board at the corner of a wood-frame building into which the siding abuts.

**Cornice** – A horizontal molded projection that crowns or completes the top of a building or wall.

**Demolition** – Any act or process that destroys in part or in whole an individual building or structure.

**Design Guidelines** – A document illustrating appropriate and inappropriate methods of rehabilitation and new construction that aid in designing and decision-making with regard to retaining the integrity of scale, design, intent, materials, feelings, patterns, and historical character of a historic building or structure.



# Appendix A

## Glossary

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**Dormer** – A roofed structure with a window (or windows) that projects from a pitched roof. Gable, hip, or shed.

**Double-hung sash window** – A window with two vertical sliding sashes, each closing half of the window opening.

**Eave** – The lower part of a roof that projects beyond, and generally overhangs, the wall. A wide eave is generally identified as an **overhanging eave**.

**Ell** – A wing or addition extended at a right angle from the principal dimension of building, resulting in an “L” shaped plan.

**Façade** – The exterior front face of a building.

**Fascia** – A flat member or band at the surface of a building or the exposed eave of a building.

**Footprint** – Outline of the built area at ground level.

**Foundation** – The part of the structure that has direct contact with the ground and supports the load of the structure to the earth.

**Frieze** – A frieze is a horizontal board or band that extends below the cornice. The frieze may be decorated with designs or carvings.

**Gable** – The triangular end of an exterior wall at the end of a pitched roof, bounded by two pitched roofs.

**Gable roof** – An inverted “V”-shaped roof of varying pitches divided into eaves & gable ends.

**Glazing** – The glass in windows or door. Glazing also refers to the act of installing glass in windows or doors.

**Historic Resource** – Those elements that have been inventoried and are referenced in the City of Roseburg Land use and Development Ordinance Section 2.3.300.

**Hip roof** – A roof formed by four pitched roof surfaces; the roof planes slope toward the eaves on all sides of the building.

**In-kind** - Replacement of building components to match the original component in material, size, profile, texture, and color.

**Lap siding** - Narrow boards applied horizontally to an exterior wall, each of which overlaps the one below it to create a continuous skin over the wooden frame.

**Light** – A pane of glass installed in a window sash.

# Appendix A

## Glossary

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**Mass** – Combination of masses that create a building volume; organization of the shapes of a building.

**Modillion** – A bracket in the shape of a scroll or a plain block, supporting a wide cornice, often found on classical style houses.

**Mullion** – A vertical member of a window or door that divides and supports panes.

**Muntin** – One of the vertical or horizontal members separating and encasing panes of glass in a window.

**Non-Compatible Classification** – Buildings, usually commercial in function, which were built more recently in a style at variance with the neighborhood context.

**Pane or light** - A flat sheet of glass cut to size for glazing use in a window; also called a light.

**Porch** – A covered entrance or semi-enclosed space projecting from the façade of a building; may be open-sided, screened, or glass enclosed.

**Preservation** – Retention of historic material through conservation, maintenance and repair. It reflects a building's continuum over time and the respectful changes and alterations that are made.

**Primary Significant Classification** – Structures built in 1900 and before that represent the initial period of development in the Mill-Pine Historic District.

**Proportion** – The relation of one dimension to another.

**Rafters** – The sloping wooden frame members of a roof that extends from the ridge to the eaves and that establishes the pitch.

**Reconstruction** – Re-creates a non-surviving site, landscape, building, structure, or object in all new materials. Based on physical or graphic images, and historical research.

**Rehabilitation** – The retention and repair of historic materials, but more latitude is provided for replacement because it is assumed the property is more deteriorated prior to work.

**Restoration** – The retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods.

**Roof Pitch** – The degree of a roof slope; usually expressed as a ratio of vertical rise to

# Appendix A

## Glossary

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horizontal run.

**Rhythm** – The repeated pattern of building elements such as doors and windows.

**Ridge** – Horizontal line formed by the juncture of the upper edges of two sloping roof planes.

**Sash** – The movable framework holding the glass in a window.

**Scale** – The relative size of objects or elements to one another making sure they work together and that one does not outweigh another.

**Secondary Significant Classification** – Structures built between 1901 and 1927 that represent the secondary period of development in the Mill-Pine Historic District. The end date of 1927 represents the year the regional railroad division point was removed from Roseburg and the neighborhood lost a significant part of its population. This classification also includes houses built in and before 1900 that have been extensively altered.

**Secretary of the Interior Standards for Rehabilitation** – The guidelines prepared by the National Park Service for Rehabilitating Historic Buildings (Appendix B).

**Shed roof** – A single-pitched roof over a small room; often attached to a main structure.

**Shutter** – An external movable screen or door used to cover a wall opening, especially a window; originally for security purposes; often confused with louvered blinds.

**Sill** – The horizontal lower member of a window or other frame.

**Skylight** – A glazed opening in a roof plane that admits light.

**Streetscape** – A setting or expanse consisting of the street, landscaping, and buildings along a street.

**Symmetrical** – A similarity of form or arrangement on either side of a dividing line.

**Transom Window** – A window above a door.

**Vernacular** – A mode of building based on regional forms and materials.

**Water Table** – A horizontal course of wood trim separating the foundation wall from the exterior walls above.



## Appendix B

# Secretary of the Interior's Standard for Rehabilitation

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The following list of the *Secretary of the Interior's Standards for Rehabilitation* is applied to specific rehabilitation projects.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historical materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

# Appendix C

## Architectural Styles and Characteristics

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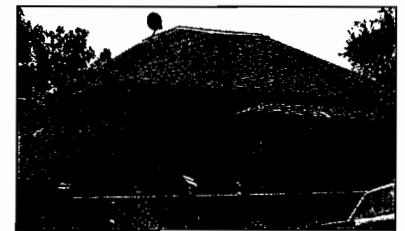
Mill-Pine's historic residential architecture reflects the regional construction trends in Oregon's history and depicts the unique characteristics of a neighborhood built for the railroad, service, and business workers. The style and examples in Appendix C represent common styles found in the Mill-Pine that were built between the 1880s and 1930s. Some residences display characteristics of more than one style or are creative builder's adaptations of a style.

*Note: The bracketed dates after the style name apply to the popularity of the style in Oregon, not particularly the Mill-Pine neighborhood.*

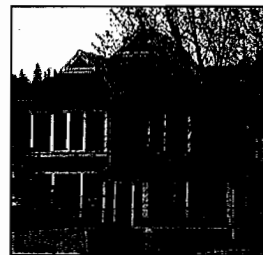
**Gothic Revival (1860-1900):** A popular style after the Civil War, the style has distinctive features such as a steep gable roof with a central front gable, vertical emphasis, narrow windows and doors, pointed arch windows, horizontal siding, and off-set porches and bays. The examples of this style in Mill-Pine are more vernacular in ornamentation, size, and massing.



**Italianate Style (1850s-1890s):** The Italianate was a popular housing styles from the mid- to late-1800s. Inspired by villas of Italy, the characteristics of the style include flat or hip roofs with single or paired decorative brackets under the eaves, tall corbelled brick chimneys, bay windows, corner boards, and two-over-two double-hung windows, often with curved or molded window caps. Porches commonly had ornamentation between square posts. The vernacular style Italianate houses in Mill-Pine are generally associated with small, one-story worker's cottages that have hip roofs, decorative brackets under the eaves, and chamfered porch posts.



**Stick Style (1870s-1890):** The Stick style is considered one of the few truly American architectural forms, and has its origins in the Gothic Revival style. Characteristics include steeply pitched, multiple gable roofs, porches and verandas with diagonal braces, asymmetrical massing with vertical emphasis, double-hung windows, wood-frame construction with horizontal siding that has decorative "stickwork" and paneling applied to the exterior, and decorative details such as spindles, lattice work, and sunbursts in the gable ends. There are several good examples of the style in Mill-Pine.



**Queen Anne and Queen Anne Cottage (1885-1905):** This style became the favorite design from the 1880s through the early 1900s. These houses have assorted roof shapes, prominent chimneys, irregular plan, wrap around porches, multiple windows types, combination siding types, and decorative details on the porches and eaves. There are excellent examples of Queen Anne cottages in the District.





# Appendix C

## Architectural Styles and Characteristics

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### **Bungalow and Craftsman (1910-1930):**

The Bungalow style and the Craftsman styles are similar, with the Bungalow generally recognized as a more modest version of the “high style” Craftsman house. During the first two decades of the 20<sup>th</sup>



century thousands of these houses were built across the country. Characteristics of the style include low-pitched roofs often with dormers, wide eaves, exposed rafters ends, front porches with box columns, wood frame construction, double-hung windows, and prominent chimneys often made of native materials such as rock. The Bungalow style is common in the District.

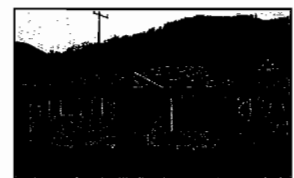
**The American Foursquare (1910-1925):** The American Foursquare or “Classic Box” style houses are derivative of the Craftsman style and are square or rectangle in plan with two-full stories, hip roof often with dormers, and full front porch. Decorative details are limited to classical or boxed front porches and more elaborate window glazing. Although less common in the Mill-Pine neighborhood, there are a few good examples of the style along Mill and Pine streets.



**English Cottage (1910-1935):** The English Cottage style follows the tradition of the English Arts & Craft movement of the late 19<sup>th</sup> century. Characteristics of the style include prominent chimney, medium-pitched gable roof, asymmetrical plan, usually one-and-a-half stories, arched doorways and multi-pane casement windows. This is not a common style in the Mill-Pine District.



**Minimal Traditional (1940-1950s):** The minimal tract houses gained popularity after men and women returned from WWII seeking affordable housing. The style reflects forms of earlier housing styles but lack decorative detailing. Roof pitches are low-medium pitch, shallow eaves, attached garage, and generally constructed of wood, and usually one-story. This is not a common style in the Mill-Pine District and represents the building type constructed outside the period of significance.



# Appendix D

## Choosing Paint Colors

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*Note: Appendix D, Choosing Paint Colors, is advisory only since color is not regulated by the City's HRRC. This information is intended to help property owners choose colors that complement the style of their home.*

### **How can I find the original paint colors of my house?**

With a bit of on-the-spot sleuthing, finding the original colors can be fun. If you still have some of the structure's original siding, it is possible to get a general understanding of the color history of your building. First, find a place that is relatively sheltered from direct sunlight and pollution sources such as wind. Using either a scalpel or a piece of sandpaper, carefully scrape away or sand off layers of paint ending up with a small divot with slightly sloping sides that reveal a series of paint layers. This is the history of paints and primers that were used on this part of your building. To get a complete picture of the color, do this same process on the trim, doors, and window sashes. Take samples from more than one spot on each area to double-check that all of the paint layers are represented.

Interpreting the layers of paint can be hard since some layers are primer and dirt. Color also changes over time due to the varnishes and fading. Buildings are usually painted every ten to twenty years, so by counting the layers it may be possible to estimate whether most of the paint history is represented in the sample areas.

Exactly matching the original colors needs to submit paint samples to a laboratory that specializes in paint analysis. However, few owners are interested in the high degree of accuracy usually reserved for house museums. By understanding color preferences of different architectural periods (see below), looking at historic photographs (if available), and then correlating those preferences with a self-guided paint analysis, many owners are able to make educated decisions about paint color schemes. Following are the colors generally used on different house styles.

### **Victorian Period (1880-1905):** Gothic, Stick Style, & Queen Anne

During this period, there was a lot of interest in variety in colors, shapes, and patterns. Popular colors were rich, intense, and fairly strong, and contrasting colors were used to bring out different architectural elements. Deep browns, saturated olives, yellow ochre, and rich brick reds were commonly used. While not brilliant, these colors were highly saturated and created a rich palette. Architectural elements such as window sash, trim, and carved ornaments were painted in contrasting colors - either darker or lighter - to draw attention to them. Because the roof is often very visible, shingle colors and patterns were likewise taken into consideration in selecting a palette.

### **Craftsman Era (1900-1930s):** Craftsman, Bungalows, & Foursquare

The Arts and Crafts movement emphasized harmony with nature, a return to the handmade, and rejection of machine-like precision. The houses of this period often enjoy a great degree of ornamentation, but the ornament was used to emphasize the structure and construction of the building rather than to adorn for the sake of adornment.

## Appendix D

# Choosing Paint Colors

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Many of these houses have different siding on the first and second floors -wooden clapboards on the first floor, and wooden shingles on the second - although it was just as common to have only one material. Houses with different siding materials often received two different paint colors. These houses work best using the colors of nature; earth-browns, moss greens, sand yellows, and terra cotta reds. These colors were less saturated and more earthy than Victorian-era colors. In addition, while trim colors were used to bring out architectural details, they were chosen to complement the overall color scheme rather than to emphasize specific architectural elements.

### **Post-War Period (1930s-1960s)**

Postwar technology enabled the creation of newer, brighter colors. Cookie-cutter subdivisions of smaller ranch or split-level homes sprouted up across the country as veterans returned home and wartime rationing was pushed aside. These houses had almost no ornamentation (aside from non-functional shutters) and narrow window trim. Because the houses were small, they were often exact replicas of their neighbors, and had little ornamentation; they were often painted in brighter colors like coral, light blue, or sea foam green - colors made possible by advances in chemistry. Trim - what little of it there was - was almost always white; the exception being white houses, which often had dark trim.

# Appendix E

## Incentive Programs

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### Oregon State Historic Preservation Office Administered Incentive Programs

The National Register program is administered by the Oregon State Historic Preservation Office (SHPO). 1-503-986-0671 [www.oregon.gov/OPRD/HCD/grants.shtml](http://www.oregon.gov/OPRD/HCD/grants.shtml)

The following benefits are for **Contributing** buildings within the Mill-Pine National Historic District:

- 1) **Recognition:** Owners may want to receive an official certificate of designation and/or purchase an official plaque that can be placed on the building. Both of these are optional.
- 2) **Eligibility for Federal Tax Credit.** The SHPO administers a federal tax credit program that can save building owners 20% of the cost of rehabilitating their National Register-listed commercial, industrial, or rental residential building. Requirements include submitting a short application form and performing only work that meets appropriate rehabilitation standards. Because tax aspects outlined above are complex, individuals should consult legal counsel, an accountant or the appropriate local IRS office for assistance in determining the tax consequences of the above provisions.
- 3) **Consideration in Planning for Federal Projects:** Section 106 of the National Historic Preservation Act of 1966 requires that federal agencies allow for the Advisory Council on Historic Preservation to have an opportunity to comment on all federally licensed, permitted or funded projects affecting historic properties listed in the National Register.
- 4) **Oregon Tax Incentive:** The Special Assessment for Historic Properties tax incentive program allows owners of properties listed in the National Register of Historic Places to have a "freeze" placed on the assessed value of the property for a 10-year period. The program is designed to assist property owners in the preservation of historic resources. State law requires property owners to submit a preservation plan for the building and install identification plaque. After completion of the first term, owners have the opportunity to apply for an additional 10-year freeze.
- 5) **Building Code Leniency:** Under Section 3403.5 of the Uniform Building Code/Oregon Structural Specialty Code, National Register properties, and other certified historic buildings, are eligible to be considered for waivers of certain normal code requirements in the interest of preserving the integrity of the property.
- 6) **Grants:**
  - a) Competitive "Preserving Oregon" historic rehabilitation grants are available through the Heritage Conservation Division for properties listed in the National Register of Historic Places. These funds are awarded for rehabilitation work that supports the preservation of historic resources listed on the National Register of Historic Properties, or for significant work contributing toward identifying, preserving and/or interpreting archaeological sites. Grant funds may be awarded for amounts up to \$20,000, which

# Appendix E

## Incentive Programs

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must be matched 1:1 by the grantee. Many of the grants are awarded to public buildings (city and county) or non-profit organizations managing/owning historic properties. More information on the program and application deadlines contact the Oregon SHPO or visit their grant website.

**b)** The Certified Local Government (CLG) program offers grants to cities and counties that have been "certified" as historic preservation partners with both the state and the federal governments. These grants can be used for a wide range of historic preservation activities, including National Register nominations, historic property surveys, preservation education projects, preservation code development, building restoration, and preservation planning. Between roughly \$65,000 and \$200,000 is currently available per year, depending on the federal allocation and state priorities.

**c)** The Oregon Heritage Commission also administers the Grant Heritage Program, which provides matching grants for a wide range of heritage-related projects by local, regional, or statewide groups. There is currently \$200,000 per biennium in this program. **Contact:** Oregon Heritage Commission Coordinator, Phone: (503) 986-0673.

### **HUD's Community Development Block Grant (CDBG)**

**CDBG** program provides annual grants on a formula basis to entitled cities, urban counties and states to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. Another program, the Community Renewal for Renewal Communities and Empowerment Zones (RC/EZ), offers an innovative approach to revitalization. Salem, 541-882-1340.

### **HUD's Federal Housing Administration (FHA)**

**HUD FHA** has a flexible loan program that helps developers, investors, and families at all income levels to buy and restore properties in urban and rural historic districts. The program operates through FHA approved lending institutions, and the loans are insured by FHA. 800-225-5342.

### **USDA Department of Agriculture's Rural Housing Services**

**Housing Preservation Grant Program (Section 533):** The Housing Preservation Grant Program makes grants to non-profit organizations, local governments and Native American tribes to renovate existing low-income multifamily rental units. Funds may also be used by recipients to help individuals make repairs to private homes. Funds can be used to upgrade a number of individual housing units, which in some cases affects the housing options in an entire community. Recipients of Housing Preservation Grants are often able to leverage the funds with additional resources from private sources or local governments. Oregon State Office: Portland. 503-414-3360.

### **National Trust for Historic Preservation Fund (Non-Profit)**

The National Trust Preservation Fund includes funds that provide two types of assistance



# Appendix E

## Incentive Programs

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to nonprofit organizations and public agencies: 1) matching grants from \$500 to \$5,000 for preservation planning and educational efforts, and 2) intervention funds for preservation emergencies. Matching grant funds may be used to obtain professional expertise in areas such as architecture, archeology, engineering, preservation planning, land-use planning, fund raising, organizational development and law as well as to provide preservation education activities to educate the public. Western Regional Office. San Francisco, CA. 415-947-0692

### **Umpqua Community Development Corporation (Non-Profit)**

Umpqua CDC utilizes its experience in funding, acquisition, and project management to help small communities with major infrastructure construction projects and community facility upgrades. This work includes historic building renovations, street and storm drainage improvements, community and municipal center upgrades, food bank development, and water district expansion projects, and constructing play structures. These projects involve grant writing, certified CDBG grant administration and Davis-Bacon wage monitoring, project management, fundraising, and helping communities move from the predevelopment phase to the ribbon cutting. Roseburg, OR Office: 541- 673-4909

*Note: An additional review (Section 106 Process) is required for all federally funded projects. To find out more about the requirement, please check with the lead agency.*

# Appendix F

## Preservation Briefs

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The National Park Service (NPS) published the first *Preservation Brief* in 1975. Since then, Technical Preservation Services has helped home owners, preservation professionals, organizations, and government agencies by publishing easy-to read guidance on preserving, rehabilitating and restoring historic buildings. Visit the NPS website at [www2.cr.nps.gov/tps/briefs/presbhom.htm](http://www2.cr.nps.gov/tps/briefs/presbhom.htm) for more information.

### Preservation Briefs

\*The **highlighted** Briefs may be helpful to the owners and residents of buildings in the Mill-Pine Historic District.

01: Assessing Cleaning and Water-Repellent Treatments for Historic Masonry Buildings

02: Repointing Mortar Joints in Historic Masonry Buildings

**03: Conserving Energy in Historic Buildings**

**04: Roofing for Historic Buildings**

05: The Preservation of Historic **Adobe** Buildings

**06: Dangers of Abrasive Cleaning to Historic Buildings**

07: The Preservation of Historic Glazed Architectural Terra-Cotta

**08: Aluminum and Vinyl Siding on Historic Buildings: The Appropriateness of Substitute Materials for Resurfacing Historic Wood Frame Buildings**

**09: The Repair of Historic Wooden Windows**

**10: Exterior Paint Problems on Historic Woodwork**

11: Rehabilitating Historic Storefronts

12: The Preservation of Historic Pigmented Structural Glass

13: The Repair and Thermal Upgrading of Historic Steel Windows

**14: New Exterior Additions to Historic Buildings: Preservation Concerns**

**15: Preservation of Historic Concrete: Problems and General Approaches**

**16: The Use of Substitute Materials on Historic Building Exteriors**

**17: Architectural Character - Identifying the Visual Aspects of Historic Buildings as**

# Appendix F

## Preservation Briefs

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an Aid to Preserving Their Character

- 18: **Rehabilitating Interiors in Historic Buildings - Identifying Character-Defining Elements**
- 19: **The Repair and Replacement of Historic Wooden Shingle Roofs**
- 20: The Preservation of Historic Barns
- 21: **Repairing Historic Flat Plaster - Walls and Ceilings**
- 22: The Preservation and Repair of Historic Stucco
- 23: Preserving Historic Ornamental Plaster
- 24: **Heating, Ventilating, and Cooling Historic Buildings: Problems and Recommended Approaches**
- 25: The Preservation of Historic Signs
- 26: The Preservation and Repair of Historic Log Buildings
- 27: The Maintenance and Repair of Architectural Cast Iron
- 28: **Painting Historic Interiors**
- 29: The Repair, Replacement, and Maintenance of Historic Slate Roofs
- 30: The Preservation and Repair of Historic Clay Tile Roofs
- 31: **Mothballing Historic Buildings**
- 32: **Making Historic Properties Accessible**
- 33: The Preservation and Repair of Historic Stained and Leaded Glass
- 34: Applied Decoration for Historic Interiors: Preserving Historic Composition Ornament
- 35: **Understanding Old Buildings: The Process of Architectural Investigation**
- 36: Protecting **Cultural Landscapes**: Planning, Treatment and Management of Historic Landscapes
- 37: **Appropriate Methods of Reducing Lead-Paint Hazards in Historic Housing**
- 38: Removing Graffiti from Historic Masonry

# Appendix F

## Preservation Briefs

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- 39: **Holding the Line: Controlling Unwanted Moisture in Historic Buildings**
- 40: Preserving Historic Ceramic Tile Floors
- 41: The **Seismic Retrofit** of Historic Buildings: Keeping Preservation in the Forefront
- 42: The Maintenance, Repair and Replacement of Historic Cast Stone
- 43: **The Preparation and Use of Historic Structure Reports**
- 44: The Use of **Awnings** on Historic Buildings: Repair, Replacement and New Design
- 45: **Preserving Historic Wood Porches**
- 46: The Preservation and Reuse of Historic Gas Stations
- 47: **Maintaining the Exterior of Small and Medium Size Historic Buildings**

**ORDINANCE NO. 3344**

**AN ORDINANCE DECLARING A COMPREHENSIVE PLAN AMENDMENT BY  
REFERENCE THE MILL-PINE NATIONAL REGISTER HISTORIC DISTRICT  
NEIGHBORHOOD MASTER PLAN**

**WHEREAS**, the Roseburg Urban Area Comprehensive Plan was adopted by the City Council in Ordinance No. 2345, effective on July 1, 1982, and re-adopted in Ordinance No. 2980 on December 9, 1996; and

**WHEREAS**, the Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 2981 on December 9, 1996, establishing procedures for hearing Comprehensive Plan Amendments; and

**WHEREAS**, the Planning Commission held a public hearing on File No. CPA-09-6 after duly and timely notice; and

**WHEREAS**, the Planning Commission adopted Findings of Fact supporting a recommendation to approve the Mill-Pine National Register Historic District Neighborhood Master Plan;

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

**SECTION 1:** The City Council hereby takes official notice of the Planning Commission Findings of Fact and Decision dated March 15, 2010, recommending approval of the Mill-Pine National Register Historic District Neighborhood Master Plan.

**SECTION 2:** The City Council hereby adopted the attached Findings of Fact and Decision regarding the proposed amendment to the Comprehensive Plan approving the Mill-Pine National Register Historic District Neighborhood Master Plan.

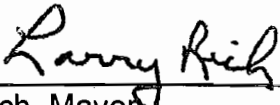
**SECTION 3:** Based on the evaluation detailed in the Planning Commission Staff Report and information considered through the public hearing process it has been determined that the proposal conforms the City of Roseburg Urban Area Comprehensive Plan and applicable Statewide Planning Goals.

**SECTION 4:** The City Council hereby approves the Mill-Pine National Register Historic District Neighborhood Master Plan and initiates amendments to the Municipal Code and Land Use and Development Ordinance Text Amendment as recommended in the Plan.

**SECTION 5:** The City Recorder, at the request of, or with the concurrence of the City Attorney, is authorized to administratively correct any reference errors contained herein or in other provisions of the Roseburg Municipal Code and/or the Roseburg Urban Area Comprehensive Plan as amended by the provisions added, amended or repealed herein.

PASSED BY THE CITY COUNCIL THIS 26<sup>TH</sup> DAY OF APRIL 2010.

APPROVED BY THE MAYOR THIS 26<sup>TH</sup> DAY OF APRIL 2010.

  
\_\_\_\_\_  
Larry Rich, Mayor

ATTEST:

  
\_\_\_\_\_  
Sheila R. Cox, City Recorder



# ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



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## Legislative Public Hearing – Mill-Pine Historic Plan (CPA-09-6)

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**Meeting Date:** April 12, 2010  
**Department:** Community Development  
**[www.cityofroseburg.org](http://www.cityofroseburg.org)**

**Agenda Section:** Public Hearing (Legislative)  
**Staff Contact:** Brian Davis, Director  
**Contact Telephone Number:** 541-492-6750

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### ISSUE STATEMENT AND SUMMARY

The City Council is scheduled to consider a Planning Commission recommendation to approve a legislative Comprehensive Plan Amendment adopting the Mill-Pine National Register Historic District Neighborhood Master Plan.

### BACKGROUND

#### A. Council Action History.

October 2008 – The City Council approved the execution of a contract with Columbia Planning and Design, Inc. to prepare a historic neighborhood plan for the Mill-Pine National Register Historic District.

#### B. Analysis.

The Mill-Pine National Register Historic District generally runs between SE Mosher Avenue and SE Rice Avenue encompassing the properties on SE Pine Street and SE Mill Street. The area was designated a National Register Historic District in 1985. This Mill-Pine National Register Historic District Neighborhood Master Plan (Attachment 4) was developed to provide guidance to property owners, builders, decision-makers and City staff to help preserve and protect this historic resource.

The consultant prepared the Plan with the assistance of a Citizen Advisory Committee and input received during two public forums. Included are background data, a Master Plan, costs estimates, maps and exhibits and detailed historic Design Guidelines. Like the Downtown Master Plan, once adopted the Design Guidelines will be used by City staff and the Historic Resource Review Commission (HRRRC) to evaluate applications for alterations and changes to historic resources. The Master Plan will serve as a program document to help with policy decisions.

On March 15, 2010, the Planning Commission held a public hearing to consider a Comprehensive Plan Amendment for adoption of the Plan. Attached is the staff report (Attachment 1) which contains an evaluation of the Plan for compliance with the City of Roseburg Urban Area Comprehensive Plan and Statewide

Planning Goals. At the time of their hearing, the Planning Commission reviewed support by the Public Works and Economic Development Commissions, as well as recommendations by the HRRC for approval with some minor edits and clarifications. An approval recommendation has been forwarded to the City Council from the Planning Commission per their adopted Findings of Fact (Attachment 2).

**C. Financial and/or Resource Considerations.**

There are no direct financial resources connected to the adoption of the Plan; however, the Plan includes a number of potential future public improvements that would need funding consideration. Cost Estimates have been developed and are included in the Plan document as informational only. If and when any of the suggested projects were to go forward funding could occur via a number of methods including Capital Improvements, grants, Local Improvement District assessments, etc.

**D. Timing Issues.**

None

**COUNCIL OPTIONS**

1. Proceed with adoption of Findings of Fact, followed by first reading of the Ordinance
2. Delay action and continue the matter for further consideration
3. Decline to proceed with the proposed action

**STAFF RECOMMENDATION AND SUGGESTED MOTIONS**

1. Staff recommends the Council adopt Planning Commission's Findings of Fact

*SUGGESTED MOTION: I MOVE TO ADOPT THE FINDINGS OF FACT APPROVED BY THE PLANNING COMMISSION FOR FILE NO. CPA-09-6.*

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

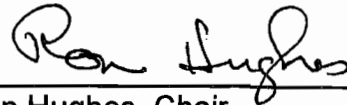
**Attachments**

- 1 - Planning Commission Staff Report – pages 3 -14
- 2 – Planning Commission approved Findings of Fact – pages 15 -16
- 3 – Draft City Council Ordinance – pages 17-18
- 4 – Draft Mill-Pine Historic District Plan – following page 19



BASED ON THE INFORMATION PROVIDED IN THE STAFF REPORT, AS WELL AS ALL OTHER MATERIALS PRESENTED, INCLUDING RELEVANT PUBLIC INPUT, THE PLANNING COMMISSION RECOMMENDS THE CITY COUNCIL **APPROVE** FILE NO. CPA-09-6 ADOPTING THE MILL-PINE NATIONAL REGISTER HISTORIC DISTRICT NEIGHBORHOOD MASTER PLAN.

DATED THIS 15th DAY OF March, 2010



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Ron Hughes, Chair



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Marion J. Thompson, AICP, Senior Planner  
Community Development

Planning Commission Members:

Ron Hughes, Chair  
Patrick Parson, Vice Chair  
Meagan Conry - Absent  
Mychal Fox  
Harvey Lopez  
John McDonald - Absent  
Knut Trovik

**CITY OF ROSEBURG  
PLANNING COMMISSION  
STAFF REPORT**



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**File No. CPA-09-6 – March 15, 2010**

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**Prepared for:** Brian Davis, Director  
Community Development

**Completeness Date:** N/A  
**120-Day Limit:** N/A

**Staff Contact:** Marion J. Thompson, AICP – Senior Planner

**Applicant:** City of Roseburg, Community Development Department

**Request:** Draft Mill-Pine National Register Historic District Neighborhood Master Plan

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**ISSUE STATEMENT AND SUMMARY:**

The Planning Commission is asked to forward a recommendation to the City Council on this legislative Comprehensive Plan amendment. The draft Mill-Pine National Register Historic District Neighborhood Master Plan is intended to provide standards to help guide the preservation and protection of the District which is a designated historic resource. The Plan includes an overall master plan and detailed historic design guidelines. A full copy of the report was previously provided to the Planning Commission and can be viewed on line at the following link:

[http://www.cityofroseburg.com/commDevelop/documents/FinalDraft-12ft\\_000.pdf](http://www.cityofroseburg.com/commDevelop/documents/FinalDraft-12ft_000.pdf)

**LOCATION**

The Mill-Pine National Register Historic District is generally defined as bordered by SE Mosher Avenue on the north, SE Rice Avenue on the south, the alley between SE Stephens and Pine Streets on the east and the alley between SE Mill and SE Short Streets on the west. The exact boundary is shown on the graphics found in Exhibit B of the document.

**BACKGROUND:**

The Mill-Pine neighborhood was designated a Historic District in 1985 due to its importance architecturally and historically in the formation of the City. As a historic resource the Roseburg Area Comprehensive Plan and the City's Land Use and Development Ordinance (LUDO) indicate that it should be preserved and protected. To help meet this intent and purpose, Columbia Planning and Design was contracted in October, 2008 to prepare a Plan for the neighborhood.

The draft Plan was prepared with the assistance of a Citizen Advisory Committee, as well as input received during two public workshops/forums. The document contains a number of distinct elements. On pages 1 and 2 of Chapter 1 of the Master Plan a Vision Statement

along with Goals and Objectives was formulated by the Citizen Advisory Committee. These items provided the basis for preparation of the overall Plan. The rest of Chapters 1 and 2 contain background information gathered to prepare the draft Plan.

Chapter 3, which begins on page 10 of the document, provides the Master Plan Elements. This section of the document identifies a number of projects that will provide policy guidelines that can assist with budgets, grant funding, capital improvements, local assessment districts, and other similar considerations. Many of the items identified in the Master Plan will require additional studies and evaluation before an actual project can be identified and selected.

The Master Plan elements generally cover public improvements designed to enhance the streetscape within the district as well as better identify the area as a designated historic district (pages 11 and 14 of the document). There are suggested improvements to be explored that could help to calm traffic on Pine Street and Mill Street (pages 11, and 12 -14 of the document). Improved truck access through the area is suggested by adding a traffic signal and doing other improvements to Burke Avenue (page 12 of the document). Improvements to the alleys (page 15) are intended to help with local access, limit non-residential through traffic and provide a buffer to separate historic resource areas from non-resource areas. Improvements to the alleys could also help with neighborhood drainage.

The Plan suggests exploring the addition of a pocket park that could be used to promote the historic nature of the area as well as provide a local gathering spot. There is also a recommendation to explore and identify programs that could assist homeowners to meet the intent and purpose of preserving and maintaining the resources within the District (pages 15 and 16 of the document).

Preliminary cost estimates were developed for the items provided in the Master Plan. There is also a suggested timing that is broken down into on-going, short-term, mid-term and long-term. There are no specific time periods or dates assigned and the intent is to be flexible based on available funding and needed analysis.

A table breaking down the implementation is provided on page 18 of the document. The Plan adoption process is nearing completion which will then make the Design Guidelines available to be used for individual project assessment. Private improvement incentives are being explored which includes requesting grant funds through the City's involvement as a Certified Local Government (CLG). This is a program administered by the State Historic Preservation Office (SHPO). Also noted in this chart is the implementation of Goal 4 to initiate a district boundary amendment for better alignment of resource and non-resource areas.

Pages 19 and 20 of the document provide a list of Code amendments that should be implemented if the Plan is ultimately approved by the City Council.

Exhibit B of the Master Plan provides an overall plan map and maps that show zoning, infrastructure and current development patterns.



Exhibit D is the draft Design Guidelines that are to be used on an ongoing basis for site review of applications for properties in the Mill-Pine National Register Historic District. This portion of the Plan has been developed to be a separate stand alone document that can be provided to potential applicants and property owners to help guide them with their projects. It is broken into sections giving the history of the district, providing standards for rehabilitation of existing buildings, additions to existing buildings; new construction on vacant lots; standards for general site features such as parking areas, garages, outbuildings, landscape features, fences, pergolas, and trellises and guidelines to be used when building demolition is proposed or when a resource is proposed to be relocated elsewhere in the District or outside the District.

### **COMMISSION REVIEW**

The draft Plan has received extensive review by the City Historic Resource Review Commission (HRRRC). During three separate meetings a number of edits and changes were recommended. Below is a summary of those changes. These can also be seen on Attachment 1 of this report (pages 7-12) and are reflected by **bold, underlined italic**. (Please note that the Master Plan and Design Guidelines are numbered separately in order to allow them to function as stand alone documents.)

**Master Plan** - Chapter 3 – *Page 11* add text under crossing to emphasize the importance of pursuing this item as soon as possible, providing at least one crossing that can be used to better access Rose Elementary School. *Page 14* add language suggesting the neighborhood take on the task of identifying a method to pursue a full area sidewalk replacement project opposed to the current lot-by-lot basis. Also, clarify that care should be given with street tree replacement. *Page 15* add text to suggest consideration be given to provide some type of traffic calming for the alleys, especially the alley between Pine and Mill streets which is often used as a short-cut by trucks and other non-local traffic. *Page 17* it was suggested that a school cross-walk be placed in the short-term project list and that the alley improvements be moved into the mid-term project list.

**Design Guidelines** – Section 1, *page 3* under exempted project add text that would refer landscape removal to the City arborist for consultation. Section 4, *page 14*, Porches, item h) under porch skirting add text to note the reference to lattice is for wood and, if acceptable by the HRRRC, other materials may be substituted providing they have the same texture, profile and character. Windows, *page 14*, item a) add text that notes only deteriorated windows should be replaced retaining existing historic windows whenever possible. *Page 15*, item e) clarify that it is not intended to prohibit applied window film. *Page 16*, Foundation, add text to clarify the intent is not to prohibit work that would stabilize or structurally improve a foundation. Section 7, *page 24* include references to detached accessory structures including such things as carports. Section 8, *page 26*, revise this section to better identify the steps to be taken before, after and during and proposed demolition. *Appendix A*, Glossary, add a definition for historic resources.

At their regular meeting of February 24, 2010, the HRRRC unanimously voted to recommend adoption of the draft Plan with their suggested edits and updates.

The Public Works Commission also reviewed the draft Plan and adopted a motion supporting approval of the document. While they did not recommend any changes they did discuss the proposed time line for public improvements on Pine Street and it was suggested priority be given to proceed as soon as possible in order to address traffic concerns expressed by residents.

The Economic Development Commission will be reviewing the document at their meeting on March 9, 2010 and any information from that meeting will be shared with the Planning Commission at the hearing.

**STAFF ANALYSIS:**

Comprehensive Plan amendments are to comply with Comprehensive Plan polices as well as Statewide Planning Goals. Applicable City of Roseburg Urban Area Comprehensive Plan Historic Preservation Element policies indicate that the City is to explore and consider various incentives to encourage individuals to restore, maintain, and utilize historic resources. The City should consider performance standards to address alterations, removal, demolition or other action which may impact historic or cultural resources. The development of this Neighborhood Master Plan document addresses these policies.

Following is an evaluation of the applicable Statewide Planning Goals.

**Goal No. 1 – Citizen Involvement - To develop citizen involvement programs that ensure the opportunity for citizens to be involved in all phases of the planning process.**

The City of Roseburg and Douglas County have an adopted and acknowledged Comprehensive Plan for the Roseburg Urban Area. The Comprehensive Plan is implemented via the adopted Roseburg Land Use and Development Ordinance (LUDO). Within LUDO the City identifies procedural requirements for processing land use actions, including notification and hearing procedures. The notice procedures guide the general public through the land use process within the City as well as through provisions that meet ORS.

Roseburg also has an established Planning Commission that has the responsibility to act as the conduit to the City Council on land use matters. The Planning Commission is selected through an open, well-publicized public process and the Commission may include one member who resides outside the city limits. In addition, as a part of the project a Citizen Advisory Committee was formed and a community forum was held allowing for citizen input and participation.

The City of Roseburg provided notice of this application as mandated through ORS and LUDO requirements, as well as publishing the notice in the News-Review, a newspaper of general circulation. A public hearing(s) is held in order to provide an opportunity for interested citizens to be involved, provide comments and present issues, influence the Commission and eventually the Council, provide technical information, and/or provide information regarding conditional approval.

**Goal No. 2 – Land Use Planning - To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such actions.**

As noted above the City of Roseburg has adopted a Comprehensive Plan, which is "acknowledged" by the State of Oregon. This Plan was again acknowledged through Periodic Review in 1992 and is coordinated and adopted by Douglas County for the unincorporated area located within the City UGB. (Roseburg Urban Area Comprehensive Plan adopted by the City Council in Ordinance No. 2345, effective on July 1, 1982, and re-adopted in Ordinance No. 2980 on December 9, 1996.)

Implementation of the Comprehensive Plan is accomplished through the adopted LUDO. LUDO has been acknowledged by the State of Oregon and has been amended from time-to-time in order to comply with ORS. (Roseburg Land Use and Development Ordinance No. 2363, as originally adopted July 1, 1984, and re-adopted in Ordinance No. 2981 on December 9, 1996.) Both the Comprehensive Plan and LUDO have been amended from time-to-time.

**Goal No. 5 - Open spaces, Scenic and Historic Areas and Natural Resources – To preserve significant resources and historic areas.**

Local governments are to maintain a current inventory of Historic resources. Criteria should be provided for historic areas using the recommendation of the State Advisory Committee on Historic Preservation. An exhaustive inventory was conducted at the time the District was submitted for nomination on the National Register. In addition the City has recently updated the survey and submitted the information to the State Historic Preservation Office (SHPO) for consideration. This draft document has been reviewed by SHPO and reflects appropriate edits per that review.

**Goal No. 11 – Public Facilities and Services – To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

Currently adequate public facilities and services are in place to serve the level and type of development existing and anticipated by the City of Roseburg Urban Area Comprehensive Plan Land Use designations. These designations are not proposed to be altered or changed. The draft Plan document does provide some program guidelines that can be used for future policy consideration with budget and funding actions.

**Statewide Planning Goals** not directly applicable include Agricultural Lands (No. 3); Forest Lands (No 4); Air, Water and Land Resource Quality (No, 6); Natural Disasters and Hazards (No 7); Recreation Needs (No. 8); Economy (No 9); Housing (No 10); Transportation (No. 12); Energy (No. 13); and Urbanization (No. 14).

**CONCLUSION**

The draft Plan will help to implement the strategies contained in the Comprehensive Plan to recognize and encourage preservation of historic resources. An assessment of the

proposal has found that it complies with the applicable Comprehensive Plan policies and the Statewide Planning Goals.

**OPTIONS:**

1. Continue consideration to obtain more information.
2. Adopt proposed or modified Findings of Fact recommending the City Council approve the draft Plan.
3. Adopt modified Findings of Fact recommending the City Council deny the draft Plan.

**RECOMMENDED/SUGGESTED MOTION:**

Based on the information provided, the following motion is recommended:

I MOVE TO RECOMMEND THE CITY COUNCIL **APPROVE** FILE NO. CPA-09-6 AS SET FORTH IN THE FINDINGS OF FACT ADOPTING A COMPREHENSIVE PLAN AMENDMENT FOR THE MILL-PINE NATIONAL REGISTER HISTORIC DISTRICT NEIGHBORHOOD MASTER PLAN WITH THE UPDATES AND EDITS RECOMMENDED BY THE HISTORIC RESOURCE REVIEW COMMISSION.

**ATTACHMENTS:**

- HRRC suggested edits and updates – Pages 7-11
- Draft Findings of Fact – Pages 12, 13

## CHAPTER 3: MASTER PLAN

### Pine Street Improvements – Traffic Calming – Page 11

New Crossings. Establish pedestrian crossings on Pine Street to facilitate safe pedestrian access to shopping opportunities on Stephens Street, Rose Elementary School, and neighborhoods to the east. Curb extensions or “bulb-outs” can provide greater visibility of pedestrians waiting at curb side. However, the opportunity to provide curb extensions to further calm traffic through physical narrowing of Pine Street is not possible without impacts to the existing, required bicycle lanes. Alternative safety measures, such as lighted side or overhead crosswalk signs for one or more crossing will require careful consideration to ensure safety is not compromised due to a false sense of pedestrian priority where crosswalks are not signalized. The public requested consideration for textured paving to alert drivers about the location of any new crossings. It has been suggested that new crosswalks align with three existing crosswalks on Stephens, but final design and location is to be determined through further study. *The location of any future crossings should be prioritized to better accommodate direct access to Rose Elementary School aligning with the existing crossing at SE Stephens Street and Burke Avenue.* ADA ramps will be required at new crossings.

### District-wide Improvements – Page 14

- Sidewalk Replacement. There are many examples of cracked and aged sidewalks throughout Mill-Pine. The preferred method of replacement is district-wide, but the cost is prohibitive. The more likely scenario is replacement of sections of sidewalk per block or property frontage. Due to the shorter coursing of the original sidewalks (less than the 5’ coursing typically installed today), a consistent and historically compatible sidewalk course length is recommended. Sidewalk improvements and cost estimates assume ADA ramps at all intersections. *The residents of Mill-Pine may wish to take on this project and work to identify independent funding sources that could allow for sidewalk replacement on a larger scale than the current lot-by-lot process.*
- Street Trees. In addition to street trees along Pine and Mill, new replacement street trees should be considered along all district side streets. *However, caution should be taken with species selection and spacing to minimize an excessive amount of vertical elements without horizontal relief.*

### Alley Improvements – Page 15

The alley located between Mill Street and Short Street defines the primary division between industrial and residential use. Also, district alleyways serve as utility corridors and must be maintained. *These alleys are sometime used as shortcuts by non-residential vehicles. To reduce this activity it may be appropriate to give consideration to acceptable traffic calming measures such as speed bumps or limited access signs at the alley entrances.*

**Preliminary Cost Estimates and Timing – Pages 16 and 17**

*Table 1. Preliminary Cost Estimates and Timing*

Project	Description	Unit Cost	Preliminary Cost Est.		Notes
			Owners	Public	
<b>Ongoing</b>					Seek donations & grants
Homeowner Assistance	Paint	\$35/gallon (12 gal. avg.)	\$ 420		Price varies
	Paint Labor	\$4,000 to \$8,000	\$ 6,000		Price varies
	Double Loop Wire Fence	\$1,042.10/100' installed	\$ 1,000		See Exhibit A for potential cost savings
	Wood Picket (1x4) Fence	\$1,488.05/100' installed	\$1,500		See Exhibit A for potential cost savings
	Wood Picket (2x2) Fence	\$1,983.05/100' installed	\$2,000		See Exhibit A for potential cost savings
Streets	Sidewalk Repair	\$45/square yard x 8,000	varies	\$ 360,000	Grant or private cost share/consider LID
<b>Subtotal</b>			<b>varies</b>	<b>\$ 360,000</b>	<b>Ongoing</b>
<b>Short Term</b>					
District Entry Signs	I.D. District on Pine and Mill Street at Mosher	\$1,750 x 2		\$ 3,500	New stone or wood signs; savings if reuse existing or replace with simple street sign style
Pine Street Banners	Street light Banners	\$350 x 12		\$ 4,200	
Historic Logo Sign Caps	Mount atop street signs	\$175/intersection x 14 installed		\$ 2,450	Seek CLG/SHPO fund
District Boundary Adjustment	Assumes City staff lead	N/A		\$ 0	Staff to coordinate with SHPO
<b><u>Pine Street School Crossing</u></b>	<b><u>As a first phase to traffic calming on Pine Street provide a crossing that will</u></b>	<b><u>\$8,000</u></b>		<b><u>\$8,000</u></b>	<b><u>Staff to coordinate with Public Works – Subject to further review</u></b>



	<u>serve as access to Rose Elementary</u>				
<b>Subtotal</b>				<b>\$ 108,150</b>	<b>Typically 1 to 5 years</b>
<b>Mid Term</b>					
District-wide	Street Trees	\$250 x 285 (@ 30' o.c.)	varies	\$ 71,250	Extends long term
Pine Street Truck Signs	Directional Truck Signs	\$350 x 8		\$ 2,800	
<u>Alley drainage improvements</u>	<u>15' concrete w/ drainage</u>	<u>\$179 x 1,500 linear feet</u>	<u>varies</u>	<u>\$ 268,138</u>	<u>Yard/foundation drain may also be needed</u>
<b>Subtotal</b>				<b>\$342,188</b>	
<b>Long Term</b>					
Mill Street Parkway	Mill curb relocation	\$82/linear foot x 1,500'		\$ 122,369	Bulb-outs or 60' ROW Build-out increases costs
<u>Alley drainage improvements</u>	<u>15' concrete w/ drainage</u>	<u>\$179 x 1,500 linear feet</u>	<u>varies</u>	<u>\$ 268,138</u>	<u>Yard/foundation drain may also be needed</u>
Traffic Calming	Crossings: ADA ramps and striping	\$8,000 x 6 <u>5</u> ADA ramps (3 crosswalks)		\$ 480,000	Lighted crossings will add cost
Traffic Signal	New Signal Location TBI	\$250,000 x 1		\$ 250,000	Subject to further City study
Burke Street	curb relocation	\$35/linear foot x 450'		\$ 15,750	Delay until truck re-route alternative achieved
Short Street	Alley Wall buffer	\$32/linear foot x 1,200'		\$ 38,400	Easement required
Pocket Park	Kiosk & district sign	\$14,347.69		\$ 14,348	See Exhibit A; land costs not included
<b>Subtotal</b>				<b>\$ 480,867</b>	<b>Typically 15 to 20 years</b>
<b>Project Total</b>			<b>varies</b>	<b>\$1,201,205</b>	<b>Engineer/Architect estimates</b>

## EXHIBIT “D”: DESIGN GUIDELINES

### Section 1: Introduction – Page 3

#### Exemptions

When in compliance with all other City ordinances, and with the standards and provisions of the Mill-Pine master plan, the following projects are exempt from the provisions of these *Design Guidelines*:

- a) Minor maintenance on buildings and site features such as garages and driveways that do not significantly alter the appearance or function of the building or site feature.
- b) Interior remodeling.
- c) Landscape maintenance and upkeep, including relatively minor replacement of plants other than trees to be determined on a case-by-case basis upon consultation of the City of Roseburg arborist.
- d) Routine roof maintenance and repair. Roof reconstruction is subject to these *Design Guidelines*.

### Section 4: Rehabilitation of Existing Buildings, Porches – Page 14

- h) Porch Skirting – Houses in Mill-Pine typically had vertical board skirting covering the porch foundation as evident in historic photographs. Although not generally used in the neighborhood, tightly laid wood lattice in a frame may also be used as a compatible foundation covering. Recommend the use of diagonal lattice that has wider openings, like many ready-made commercial lattices. Material other than wood may be a compatible substitute depending on the texture, width, and profile.

#### Windows and Doors – Page 14

- a) Material – If historic windows have to be replaced due to severe deterioration, only those windows that are deteriorated are to be replaced. Any new windows should be made with the same type of material as the original, typically wood. Other types of substitute material may be compatible and considered if the design and details match the historic window. Installing windows made of vinyl or unpainted aluminum is discouraged and not recommended.

#### Page 15

- e) Glazing – Reflective or dark tinted glazing (glass) should not be used when replacing clear window glass. Applied film covering is exempt from this standard.

#### Foundation – Page 16

The criteria are not intended to prohibit the construction of a new foundation to improve the stability and life of the structure. If a new foundation differs in appearance from the original

feature, reasonable efforts are to be made to screen or mask the newer element to recreate the original character.

#### Section 7: Site Features and Setting – Garages and Outbuildings – Page 23

- c) New Garages and Detached Accessory Structures – Recommend siting new garages and other auxiliary buildings *such as carports* at the alley in back of the houses. If built on the side of the house, design the garage as a subordinate feature to the front of the house, setback from the plane of the primary façade. Portable structures such as Rubbermaid storage sheds, PVC poles with tarps, metal roofs on poles, etc. are not recommended. Any structure used for parking or storing of vehicles shall have a hard surface as required by the Land Use and Development Ordinance.
- d) Details – Use traditional building materials and designs for new garages and other accessory structures that are compatible with the house style. Details such as paneled roof type, garage doors, overhangs, and trim help the ~~new garage structure~~ blend in with the site and existing resource residence. Stock garage doors are now available that look like historic paneled garage doors.

#### Section 8: Demolition and Relocation – Page 25

##### Demolition of Historic Resources Buildings

Demolition of historic resources buildings in the Mill-Pine neighborhood is an irreversible step and should be carefully weighed. Once ~~houses~~ are destroyed, they can never be replaced. The Mill-Pine Historic District has an intact collection of buildings that date from the late 1800s to the early 1900s that reflect the lives of the people who worked in service, commercial, industrial, and transportation-related businesses. These buildings resources should be preserved as part of the early history of the community.

Demolition slowly erodes the historic character of a neighborhood. Over the last 20 years, several historic buildings have been lost to demolition in the Mill-Pine neighborhood. Prior to demolition, a property owner should consider these questions:

1. Is there another buyer for the building who is willing to use the existing structure?
2. Might the existing building be adapted to meet the owner's needs?
3. Is it possible to move the building to another site?
4. Is the City or others willing to help work on a solution for the property?
5. If all alternatives to demolition have been exhausted, the following steps should be followed:
  - Document the resource with detailed photographs of all features and building elevations prior to starting any demolition work
  - Prepare a salvage plan for any building materials and landscape plantings
  - Gather any know history, documents, plans, etc. about the resource
  - Archive prints and digital files with the city or the historic museum
  - Have a replacement plan prepared which include a time line
  - Prepare a plan to secure and maintain the property after demolition

**This information is to be submitted for consideration by the Historic Resource Review Commission as a part of the demolition application.**

~~documentation~~ of the building is recommended, as well as a ~~salvage plan~~ for building material and landscape plantings. Photograph the building prior to demolition, and submit prints and digital files to the City and historical museum for their archives. Gather any known history about the building and file with the pre-demolition photographs. Additional documentation can include producing floor plans of the building before demolition.

**Appendix A**

**Historic Resource – Those elements that have been inventoried and are referenced in the City of Roseburg Land Use and Development Ordinance Section 2.3.300.**

**CITY OF ROSEBURG**  
900 S.E. DOUGLAS AVENUE  
ROSEBURG, OR 97470-3397

**TO:**

ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540



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