CITY OF WINSTON, OREGON

CITY COUNCIL PACKET

Regular Meeting | Monday, October 19, 2026 | 7:00 p.m.
City Hall Council Chambers | 201 NW Douglas Blvd.

CITY OF WINSTON, OREGON

MEETING AT A GLANCE

Council meeting - October 19, 2026

Public Hearing	Birch Springs LLC - Comprehensive Plan and Zoning Map Amendments
Consent Agenda	October 5 Council minutes
New Business	The Lunchbox business license; Ordinance 26-726 second reading
Reports	Park Advisory Committee; Green Wastewater Plant
Meeting	7:00 p.m. | City Hall Council Chambers

CITY OF WINSTON, OREGON

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CITY OF WINSTON, OREGON

CITY COUNCIL REGULAR MEETING

Monday, October 19, 2026 | 7:00 p.m.

City Hall Council Chambers | 201 NW Douglas Blvd.
541-679-6739

AGENDA

I. Call to Order — Christie Knutson, Mayor

- **A.** Pledge of Allegiance
- **B.** Roll Call
- **C.** Adjustments to the Agenda

II. Public Hearing

- **A.** Birch Springs, LLC—Request for Plan Amendment & Zone Change

III. Consent Agenda

- **A.** Approval of Council Minutes for October 5, 2026
- **B.** Park Advisory Committee Minutes September 28, 2026

IV. Comments from the Audience

Anyone wishing to discuss an item not listed on this agenda may address the City Council. Please state your name and city of residence for the record. Each speaker is limited to three minutes. Speakers may not defame, intimidate, use profanity, or make personal affronts. The Council may delay action until it has sufficient information on the issue.

V. Reports: Boards, Commissions, Committees, and Schools

- **A.** Park Advisory Committee – Liaison Councilor White
- **B.** Economic Development Meeting – Liaison Councilor Cunningham

VI. Department Reports

- **A.** Green Wastewater Plant — Chris Sherlock, Superintendent
- **B.** Winston Public Works – Andy Howell, Superintendent
- **C.** Administration – Thomas McIntosh, City Manager

VII Old Business

.

VIII. New Business

A. Business Licenses
1. The Lunchbox—April Wolf

B. Ordinance No. 26-726 Burn Regulations Amendment to Municipal Code, Second Reading
1. Read by Title Only – Thomas McIntosh
2. Staff Report – Thomas McIntosh
3. Comments from the Audience (three minutes each speaker)
4. Council Action

IX. Upcoming Agenda Items

X. Non-Agenda Items from Council

XI. Good of the Order

A. Check Copies

B. Claims in Excess of $500

XII. Announcements

- Traffic & Public Safety Committee October 26th at 7pm; Police Department Conference Room
- City Council Meeting November 2nd at 7pm; City Hall
- Coffee with Christie November 7th 10 – noon; City Hall
- Friends of the Winston Library November 11th (holiday) at 11; Winston Library
- Veteran's Day November 11th – City Offices Closed

XIII. Executive Session — Pursuant to ORS 192.660(2)

XIV. Adjournment

AMERICANS WITH DISABILITIES NOTICE

The City of Winston will make reasonable efforts to provide public accessibility to its services, programs, and activities. To request accommodation for this meeting, contact Winston City Hall at 541-679-6739 at least 48 hours before the scheduled meeting time.

II. PUBLIC HEARING | BIRCH SPRINGS

Birch Springs - City Council Staff Report

201 NW Douglas Blvd • Winston, OR 97496 • 541.679.6739 •
Fax 541.679.0794

October 15, 2026

STAFF REPORT

TO: WINSTON CITY COUNCIL

FROM: WINSTON PLANNING DEPARTMENT

RE: Birch Springs LLC - Comprehensive Plan Map and Zoning Map Amendments (26-W014)

DATE	October 2026
TO	Winston City Council
FROM	Winston Planning Department
SUBJECT	Birch Springs LLC – Comprehensive Plan Map and Zoning Map Amendments (File 26-W014)

REQUEST

Consider concurrent Comprehensive Plan Map and Zoning Map amendments for approximately 73.44 acres of vacant property at the southeast corner of Brockway Road and Highway 42 (Tax Lots 808 and 500; Property IDs R39857 and R40009). The amendments would replace the existing Agriculture/Open Space designation and reconfigure residential and commercial designations.

PROPOSED LAND USE DESIGNATIONS

Designation / Zone	Existing	Proposed
Residential High Density / R-H	31.26 acres	28.34 acres
Residential Low Density C / R-L-C	0 acres	39.30 acres
Agriculture/Open Space / A-O	35.89 acres	0 acres
General Commercial / C-G	6.29 acres	5.80 acres

SUMMARY OF FINDINGS

The site is within city limits and the Urban Growth Boundary. Its current land-use pattern originated with a 1994 golf-course concept that was never developed. The proposed designations would provide both low- and high-density housing opportunities while retaining commercial land near Brockway Road and Highway 42.

The City's 2022 Housing Needs Analysis projects demand for 745 additional dwellings by 2040 and recommends evaluating urban Agriculture/Open Space land for appropriate urban zoning. The submitted transportation analysis concludes that the map changes would not significantly affect the transportation system. The property includes floodplain, riparian areas, wetlands and other constraints, and future development must demonstrate adequate utilities and transportation access.

Based on the Planning Commission staff report, the proposal can satisfy the applicable criteria of WMC 154.025 and 154.143, subject to required procedures and continued application of development standards. The Planning Commission recommends approval of the amendments to the City Council. Map approval would not approve the conceptual site plan or authorize development.

RECOMMENDED CONDITIONS

1. Approval applies only to the map designations in the approved exhibit; the conceptual site plan is not approved.
2. Future land division and development must comply with applicable City development standards.
3. Future development must comply with riparian, floodplain, wetland, archaeological and other resource requirements.
4. Future development must demonstrate adequate water, sewer, stormwater, fire flow, transportation capacity and emergency access, including necessary improvements.
5. A left-turn lane at Highway 42 and Brockway Road must be installed before issuance of new occupancy permits associated with development.
6. ODOT permits are required before new direct Highway 42 access; associated mitigation must be completed before access permits are issued.
7. Right-of-way for a future roundabout at Highway 42 and Brockway Road must be dedicated to ODOT before issuance of new occupancy permits.

STAFF RECOMMENDATION / COUNCIL ACTION

The Planning Commission recommends that the City Council approve the concurrent Comprehensive Plan Map and Zoning Map amendments, subject to the recommended conditions. City staff concurs and recommends that Council consider the hearing record, adopt supporting findings, and approve the amendments with the seven conditions listed above.

Suggested motion: “I move to approve the Birch Springs LLC Comprehensive Plan Map and Zoning Map amendments, File 26-W014, consistent with the Planning Commission’s recommendation, based on the applicable findings and subject to the seven conditions in the staff report, and direct staff to prepare the appropriate final approval documents.”

Reference: August 26, 2026 Planning Commission staff report and supporting application materials.

CITY OF WINSTON CITY COUNCIL October 7, 2026

NOTICE OF PUBLIC HEARING

7:00 P.M. October 19, 2026
City Hall, Council Chambers
201 NW Douglas, Winston, OR 97496

The City of Winston City Council will be conducting a public hearing as prescribed in the City of Winston Municipal Code, and accept testimony at the time and place noted above, concerning the following Land Use Application:

1) BIRCH SPRINGS LLC: request for a Comprehensive Plan Amendment and concurrent Zone Change. The property is approximately 73.44 acres and described as Tax Lot 808 in Section 20C, T28S, R6W, W.M.; Property I.D. No. R39993 and Tax Lot 500 in Section 29, T28S, R6W, W.M.; Property I.D. No. R39793 located at the southwest corner of the intersection of Highway 42 and Brockway Road inside the City of Winston. The property is currently designated as a mixture of Ag/Open Space, Commercial, and Residential 16 DU/AC by the Comprehensive Plan and zoned Residential High Density (RH), Agriculture/Open Space (A-O), and General Commercial (C-G). The requested amendment is to amend and slightly decrease the C-G zoned areas, remove the A-O zoned areas entirely, amend and slightly decrease the RH zoned areas, and introduce a portion of Residential Low Density (RLC) zoned area. Planning Department File No. 25-W014.

   Applicable Criteria: This application is subject to the applicable provisions of the Winston Comprehensive Plan and the applicable criteria of Section 154 of the Winston Municipal Code.

PROPOSAL: The City Council will review the above-referenced Land Use Application for conformance with the applicable criteria. The City Council will accept public testimony and make a decision on the application after the Public Hearing. The deadline for filing comments on the application is October 16, 2026 at 5:00 p.m.

PUBLIC HEARING

All interested parties will be allowed opportunity to submit testimony, written or oral, at the hearing. Failure of an issue to be raised in the hearing, in person or in writing, or failure to raise constitutional or other issues relating to proposed conditions of approval, with sufficient specificity to afford the approving authority an opportunity to respond to the issue precludes appeal based on that issue.

In order to have standing under this chapter, a person shall be recognized as a party by the Council. Party status, when recognized as by the City Council establishes the right of the person to be heard, either orally or in writing, and pursue a review or appeal under this chapter.

A written request for establishment of party status shall be made at least seven (7) days before the date set for a quasi-judicial public hearing by any person filing with the City Manager a written statement regarding the application being considered. Such statement shall include: the name, address and telephone number of the person filing the statement; how the person qualifies as a party; comments which the party wishes to make with respect to application under consideration; and, whether the person desires to appear and be heard at the hearing.

Other persons may be granted party status by the City Council at the time of the public hearing upon a finding that the person requesting party status is specially, personally, adversely and substantially affected by the subject matter. The burden for showing that party status should be granted shall rest with the person requesting party status.

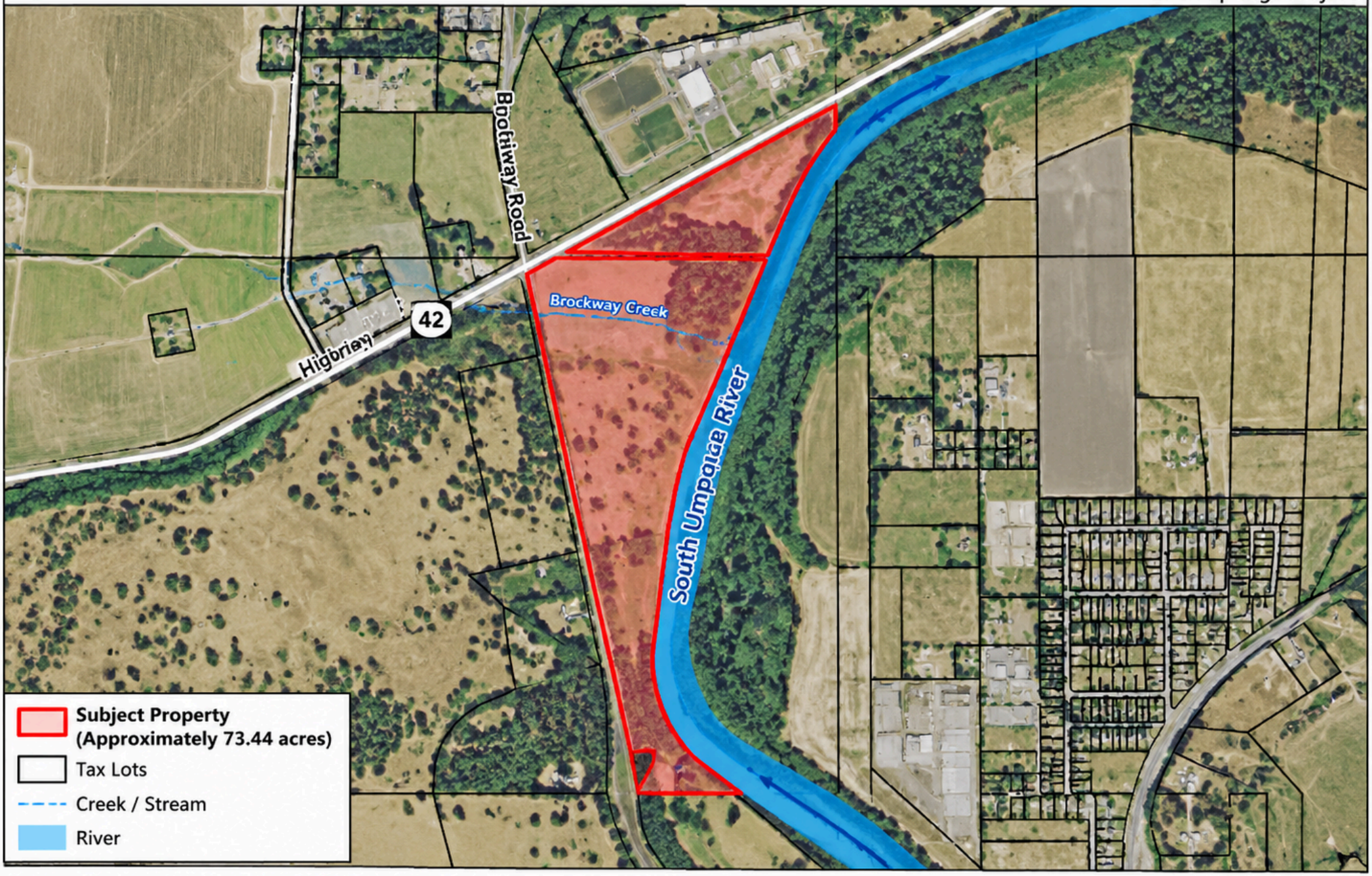
General Conduct of Hearing. The following rules apply to the general conduct of the hearing: (a) No person shall be disorderly, abusive or disruptive of the orderly conduct of the hearing. (b) No person shall testify without first receiving recognition from the President and stating their full name and address. (c) No person shall present irrelevant, immaterial or unduly repetitious testimony or evidence. Formal rules of evidence as used in courts of law shall not apply. Evidence received at any hearing shall be of the quality that reasonable persons rely upon in the conduct of their everyday affairs. (d) Audience demonstrations such as applause, cheering and display of signs, or other conduct disruptive of the hearing, shall not be permitted. Any such conduct may be cause for immediate suspension of the hearing.

Written comments and materials may be submitted at any time prior to, or at the public hearing. Submittals can be made in person or by mail to the contact person listed below. The application and all documents and evidence submitted by or on behalf of the applicant and the applicable criteria are available for inspection at no cost and will be provided at reasonable cost upon request. The staff report will be available for inspection at least seven (7) days prior to the hearing and a copy will be provided at reasonable cost upon request.

Thomas McIntosh
City Manager
City of Winston
201 NW Douglas Blvd
Winston, OR 97496
(541) 679-6739

Douglas County GIS

Exhibit Map
Birch Springs Project



WGS_1984_Web_Mercator_Auxiliary_Sphere
© Latitude Geographics Group Ltd.

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

THIS MAP IS NOT TO

WINSTON PLANNING COMMISSION

September 2, 2026, 7:00PM
Winston City Hall
201 NW Douglas Blvd
Winston, OR 97496
541.679.6739

AGENDA

I. CALL TO ORDER

II. COMMENTS FROM THE AUDIENCE—*anyone wishing to discuss items not covered on this agenda are welcome to address the Planning Commission as a whole. Please state your name and address for the record. Each speaker will be given a maximum of 3 minutes. Speakers may not defame, intimidate or use profanity or personal affronts. The Commission reserves the right to delay action until they have full information on the issue.*

III. NEW BUSINESS

A. **PUBLIC HEARING:** BIRCH SPRINGS LLC: A request for a Comprehensive Plan Amendment and concurrent Zone Change. The property is approximately 73.44 acres and described as Tax Lot 808 in Section 20C, T28S, R6W, W.M.; Property I.D. No. R39993 and Tax Lot 500 in Section 29, T28S, R6W, W.M.; Property I.D. No. R39793 located at the southwest corner of the intersection of Highway 42 and Brockway Road inside the City of Winston. The property is currently designated as a mixture of Ag/Open Space, Commercial, and Residential 16 DU/AC by the Comprehensive Plan and zoned Residential High Density (RH), Agriculture/Open Space (A-O), and General Commercial (C-G). The requested amendment is to amend and slightly decrease the C-G zoned areas, remove the A-O zoned areas entirely, amend and slightly decrease the RH zoned areas, and introduce a portion of Residential Low Density (RLC) zoned area. Planning Department File No. 25-W014.

IV. OTHER BUSINESS

V. GOOD OF THE ORDER

VI. ADJOURNMENT

AMERICANS WITH DISABILITIES NOTICE
As part of public policy, the City of Winston will attempt to provide public accessibility to services, programs, and activities. If accommodation is needed to participate at this meeting, please contact the City of Winston at 541-679-6739, at least 48 hours prior to the scheduled meeting time.

CITY OF WINSTON

PLANNING COMMISSION

EXHIBIT 1

Notice of Public Hearing

Planning Department File No. 25-W014

CITY OF WINSTON PLANNING COMMISSION
NOTICE OF PUBLIC HEARING

July 24, 2026

7:00 P.M. Wednesday, September 2, 2026
City Hall, Council Chambers
201 NW Douglas, Winston, OR 97496

The City of Winston Planning Commission will be conducting a public hearing as prescribed in the City of Winston Municipal Code, and accept testimony at the time and place noted above, concerning the following Land Use Application:

1) **BIRCH SPRINGS LLC:** A request for a Comprehensive Plan Amendment and concurrent Zone Change. The property is approximately 73.44 acres and described as Tax Lot 808 in Section 20C, T28S, R6W, W.M.; Property I.D. No. R39993 and Tax Lot 500 in Section 29, T28S, R6W, W.M.; Property I.D. No. R39793 located at the southwest corner of the intersection of Highway 42 and Brockway Road inside the City of Winston. The property is currently designated as a mixture of Ag/Open Space, Commercial, and Residential 16 DU/AC by the Comprehensive Plan and zoned Residential High Density (RH), Agriculture/Open Space (A-O), and General Commercial (C-G). The requested amendment is to amend and slightly decrease the C-G zoned areas, remove the A-O zoned areas entirely, amend and slightly decrease the RH zoned areas, and introduce a portion of Residential Low Density (RLC) zoned area. **Planning Department File No. 25-W014.**

   Applicable Criteria: This application is subject to the applicable provisions of the Winston Comprehensive Plan and the applicable criteria of Section 154 of the Winston Municipal Code.

PROPOSAL: The Planning Commission will review the above-referenced Land Use Application for conformance with the applicable criteria. The Planning Commission will accept public testimony and make a decision on the application after the Public Hearing. **The deadline for filing comments on the application is Wednesday, August 28, 2026, at 5:00 p.m.**

PUBLIC HEARING

All interested parties will be allowed opportunity to submit testimony, written or oral, at the hearing. Failure of an issue to be raised in the hearing, in person or in writing, or failure to raise constitutional or other issues relating to proposed conditions of approval, with sufficient specificity to afford the approving authority an opportunity to respond to the issue precludes appeal based on that issue.

In order to have standing under this chapter, a person shall be recognized as a party by the Planning Commission. Party status, when recognized as by the Planning Commission establishes the right of the person to be heard, either orally or in writing, and pursue a review or appeal under this chapter.

A written request for establishment of party status shall be made at least seven (7) days before the date set for a quasi-judicial public hearing by any person filing with the City Manager a written statement regarding the application being considered. Such statement shall include: the name, address and telephone number of the person filing the statement; how the person qualifies as a party; comments which the party wishes to make with respect to application under consideration; and, whether the person desires to appear and be heard at the hearing.

Other persons may be granted party status by the Planning Commission at the time of the public hearing upon a finding that the person requesting party status is specially, personally, adversely and substantially affected by the subject matter. The burden for showing that party status should be granted shall rest with the person requesting party status.

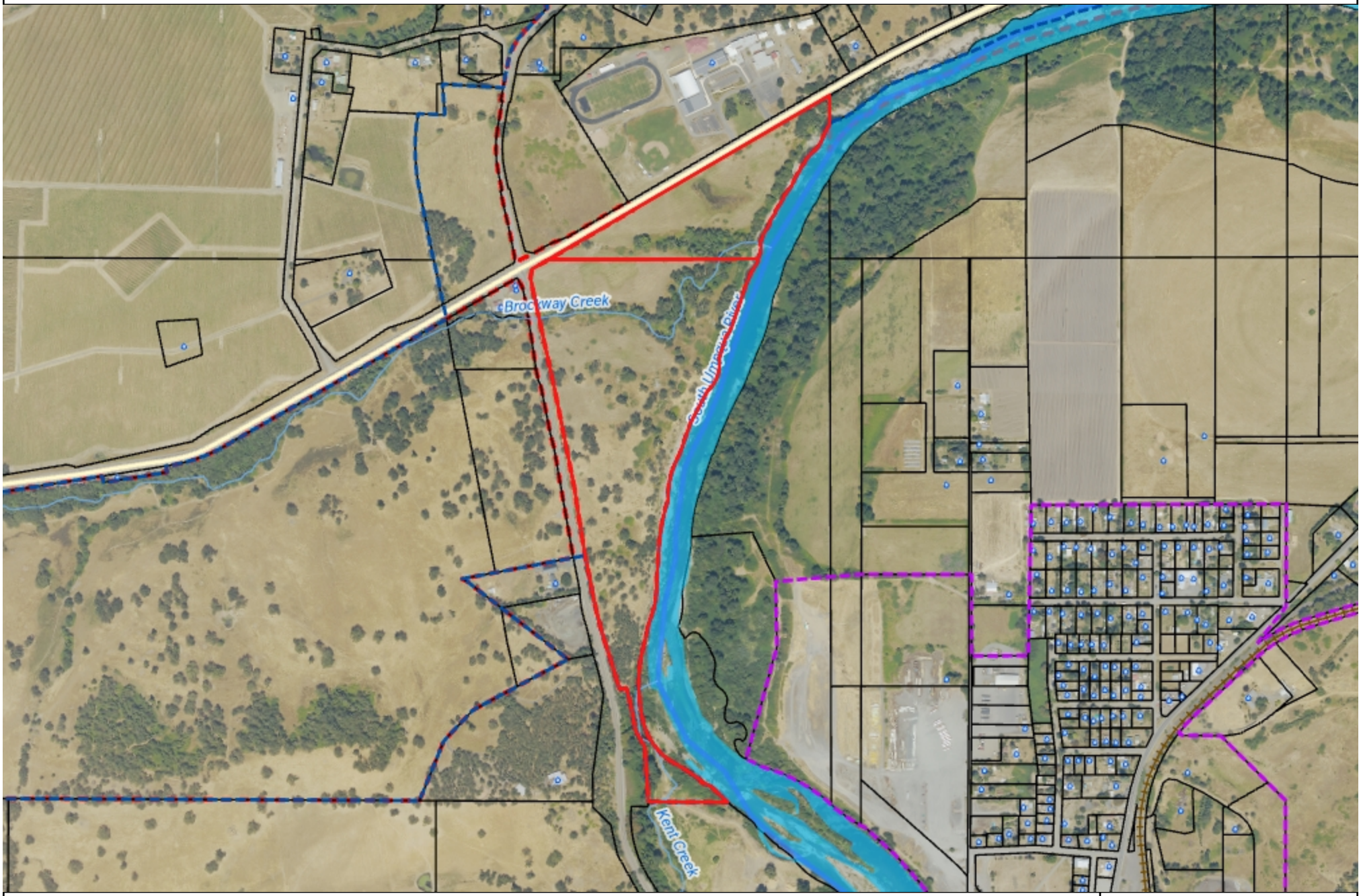
General Conduct of Hearing. The following rules apply to the general conduct of the hearing: (a) No person shall be disorderly, abusive or disruptive of the orderly conduct of the hearing. (b) No person shall testify without first receiving recognition from the President and stating their full name and address. (c) No person shall present irrelevant, immaterial or unduly repetitious testimony or evidence. Formal rules of evidence as used in courts of law shall not apply. Evidence received at any hearing shall be of the quality that reasonable persons rely upon in the conduct of their everyday affairs. (d) Audience demonstrations such as applause, cheering and display of signs, or other conduct disruptive of the hearing, shall not be permitted. Any such conduct may be cause for immediate suspension of the hearing.

Written comments and materials may be submitted at any time prior to, or at the public hearing. Submittals can be made in person or by mail to the contact person listed below. The application and all documents and evidence submitted by or on behalf of the applicant and the applicable criteria are available for inspection at no cost and will be provided at reasonable cost upon request. The staff report will be available for inspection at least seven (7) days prior to the hearing and a copy will be provided at reasonable cost upon request.

Thomas McIntosh
City Manager
City of Winston
201 NW Douglas Blvd
Winston, OR 97496
(541) 679-6739

Douglas County GIS

Exhibit Map



1,600.0 0 800.00 1,600.0 Feet

1" = 800 '

WGS_1984_Web_Mercator_Auxiliary_Sphere

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THIS MAP IS NOT TO BE USED FOR NAVIGATION

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CITY OF WINSTON

PLANNING COMMISSION

EXHIBIT 2

DLCD Notice of Proposed Amendment

Planning Department File No. 25-W014

DLCD PAPA Online Submittal Confirmation

From: DLCD Plan Amendments <plan.amendments@dlcd.oregon.gov>
To: planner@cityofwinston.org
Date: Thu, 23 Jul 2026 11:22:38 -0700
Subject: Confirmation of PAPA Online submittal to DLCD

Winston

Your notice of a proposed change to a comprehensive plan or land use regulation has been received by the Oregon Department of Land Conservation and Development.
Local File #: 25-W014
DLCD File #:
001-26
Proposal Received: 7/23/2026
First Evidentiary Hearing: 9/2/2026
Final Hearing Date: 9/21/2026
Submitted by: thomas.mcintosh@cityofwinston.org
If you have any questions about this notice, please reply or send an email to plan.amendments@dlcd.oregon.gov
.

Source: DLCD Plan Amendments email confirmation received July 23, 2026.

CITY OF WINSTON

PLANNING COMMISSION

EXHIBIT 3

Property Owners within 150 Feet / Agency Notice List

Planning Department File No. 25-W014

Birch Springs L.L.C.
3025 West 7th Place
Eugene, OR 97403

Kennerly, Guy
P.O. Box 730
Roseburg, OR 97470

Par 4 Properties L.L.C.
41681 Resorter Blvd
Palm Desert, CA 92211

Harding, Ethelynda E & Arenz, Bernard
1160 Brockway Rd
Winston, OR 97496

Nichols Family Trust Dated 1/28/16 & Papst Living Trust Dated 6/27/13 & Shapro, Syd
700 Old Brockway Rd
Winston, OR 97496

Nichols, Muriel J
483 Rosewood Dr
Roseburg, OR 97471

Harding, Ethelynda E & Arenz, Bernard
1160 Brockway Rd
Winston, OR 97496

Birch Springs L.L.C.
3025 West 7th Place
Eugene, OR 97403

Clemons, William S & Clemons, Teresa L
1262 Brockway Rd
Winston, OR 97496

Birch Springs L.L.C.
3025 West 7th Place
Eugene, OR 97403

State Highway Commission
417 Transportation
Salem, OR 97310

Birch Springs L.L.C.
3025 West 7th Place
Eugene, OR 97403

Smith, Gordon L & Sharla L
275 Callahan View Way
Roseburg, OR 97471

Nichols, Muriel J
483 Rosewood Dr
Roseburg, OR 97471

Kennerly, Guy
P.O. Box 730
Roseburg, OR 97470

School District No. 116
620 NW Elwood Dr
Winston, OR 97496

Douglas County Planning
1036 SE Douglas Ave #106
Roseburg, OR 97470

Douglas County Public Works
1036 SE Douglas Ave #304
Roseburg, OR 97470

Umpqua PTD
3076 NE Diamond Lake Blvd
Roseburg, OR 97470

Oregon State Historic Pres.
725 Summer Street NE, Suite C
Salem, OR 97301

Douglas County Assessor
1036 SE Douglas Ave
Roseburg, OR 97470

Winston Public Works
245 SE Thompson Ave
Winston, OR 97496

Winston Dillard Water Dist.
121 NW Douglas Blvd
Winston, OR 97496

Central Douglas Fire Dist.
250 SE Main St
Winston, OR 97496

Steven Johnson, PC Chair
318 NW Teal St
Winston, OR 97496

CITY OF WINSTON

PLANNING COMMISSION

EXHIBIT 4

Staff Report

Planning Department File No. 25-W014

201 NW Douglas Blvd • Winston, OR 97496 • 541.679.6739 •
Fax 541.679.0794

August 26, 2026

STAFF REPORT

TO: **WINSTON PLANNING COMMISSION**

FROM: **WINSTON PLANNING DEPARTMENT**

RE: Birch Springs LLC: A request for concurrent Comprehensive Plan Map and Zoning Map Amendments affecting approximately 73.44 acres at the southeast corner of Brockway Road and Oregon Highway 42. The request would reconfigure existing Residential High Density, General Commercial, and Agriculture/Open Space designations and establish Residential Low Density C on a portion of the site. The subject property is identified as Tax Lots 808 and 500 on Douglas County Assessor Maps 28-06-20C and 28-06-29, Property ID Nos. R39857 and R40009. Planning Department File No. 25-W014.

STAFF EXHIBITS:

1. Notice of Public Hearing
2. DLCD Notice of Proposed Amendment
3. Property Owners within 150 Feet / Agency Notice List
4. Staff Report
5. Comprehensive Plan Map & Zone Change Application - Birch Springs LLC
6. Applicant Narrative and Maps
7. Conceptual Site Plan - IE Engineering
8. Transportation Planning Rule Analysis and Traffic Impact Analysis - Sandow Engineering

INTRODUCTION:

Birch Springs LLC, through its representative Sheldon Planning LLC, requests concurrent amendments to the Winston Comprehensive Plan Map and Zoning Map for approximately 73.44 acres of vacant land located at the southeast corner of Brockway Road and Oregon Highway 42. The property is within Winston city limits and the Urban Growth Boundary. The site was annexed and given urban map designations in 1994 in connection with a golf-course-oriented development concept that was never constructed. The current application proposes to reorganize the site's urban land use pattern to facilitate future residential and commercial development.

APPLICATION SUMMARY

Designation / Zone	Existing Acres	Proposed Acres	Change
Residential 16 DU/Acre / R-H	31.26	28.34	-2.92
Residential 2 DU/Acre / R-L-C	0.00	39.30	+39.30
Agriculture/Open / A-O	35.89	0.00	-35.89
Commercial / C-G	6.29	5.80	-0.49

The conceptual site plan is illustrative only. Approval of the map amendments would not approve a subdivision, planned unit development, site development plan, building permit, grading, wetland fill, floodplain development, or any specific access configuration. Any future development would require separate review under the standards in effect at the time of application.

REVIEW PROCESS

The request is a quasi-judicial Comprehensive Plan Map amendment combined with a zone change. Under WMC 154.140 through 154.148, the Planning Commission conducts a public hearing and makes a recommendation supported by findings of fact. The City Council then conducts the required hearing and adopts, amends, denies, or remands the application by written findings. Zone changes must conform to the Comprehensive Plan and satisfy WMC 154.025. Notice requirements are governed by WMC 154.144 and 154.180-154.181.

FINDINGS OF FACT

1. The applicant is Birch Springs LLC (Mike Kelley and Brent Lanz). The applicant's land use representative is Hailey Sheldon, Sheldon Planning LLC.
2. The application identifies the subject property as Tax Lots 808 and 500 on Douglas County Assessor Maps 28-06-20C and 28-06-29, Property ID Nos. R39857 and R40009, totaling approximately 73.44 acres.
3. The property is vacant and lies at the southeast corner of Brockway Road and Oregon Highway 42, within the City of Winston and the Urban Growth Boundary.
4. The current map pattern contains approximately 31.26 acres of Residential High Density, 35.89 acres of Agriculture/Open Space, and 6.29 acres of General Commercial. The proposed map contains approximately 28.34 acres of Residential High Density, 39.30 acres of Residential Low Density C, and 5.80 acres of General Commercial.
5. The applicant submitted a conceptual development plan to demonstrate a potential development pattern. Any land division and development applications would be submitted separately after any map amendment.
6. The site contains or adjoins mapped natural features including the South Umpqua River, Brockway Creek, riparian vegetation, and locally significant wetlands identified in the application. Portions of the site are within the mapped 100-year floodplain and contain sloped areas near stream and river banks.
7. The applicant identifies existing water and sanitary sewer mains within or adjacent to the Highway 42 right-of-way and states that future development could extend or loop public facilities in the Brockway Road area for water, and extension of sewer facilities from the northeast.

8. The applicant submitted a Transportation Planning Rule analysis and Traffic Impact Analysis. The transportation consultant concluded that the proposed zoning will not have a significant effect on the transportation system, that applicable Transportation Planning Rule criteria can be met, and that analyzed intersections and proposed access points can operate within applicable volume-to-capacity standards.
9. The application references the City's 2022 Housing Needs Analysis, which identifies a surplus of buildable residential land overall but an estimated need for 745 additional dwelling units by 2040 and recommends evaluation of Agriculture/Open Space land within the UGB for urban zoning.
10. The application identifies the Brockway Store as a nearby historic resource and an archaeologically significant area along the South Umpqua River in Section 29. Future ground-disturbing activity remains subject to applicable state archaeological requirements.
11. The application was received November 7, 2025 and deemed complete June 22, 2026. DLCD received notice July 23, 2026, general noticing requirements to adjustment property owners and affected agencies was sent out July 23, 2026.

STATEWIDE PLANNING GOALS

WMC 154.143(B)(1) requires the amendment to comply with applicable Statewide Planning Goals unless an exception is justified. The applicant does not request a Goal exception. Based on the application materials, staff makes the following draft findings:

Goal 1 - Citizen Involvement

The City's quasi-judicial hearing and notice procedures provide an opportunity for affected property owners, agencies, and the public to review the proposal and present testimony. As previously noted in this staff report, all noticing requirements were carried out providing ample opportunity to all affected parties to participate in these proceedings.

Goal 2 - Land Use Planning

The application is processed under the City's acknowledged Comprehensive Plan and implementing zoning code. The proposal includes written findings, maps, natural-resource information, a conceptual plan, and transportation analysis sufficient to evaluate the map amendments at the planning level. Future development remains subject to separate land use and permitting review.

Goal 3 - Agricultural Lands

The approximately 35.89 acres presently designated Agriculture/Open Space are inside the incorporated city and UGB and are planned as urban land. The applicant states the A-O designation is transitional and cites the 2022 Housing Needs Analysis recommendation to evaluate A-O lands for urban designations. The proposal does not change the UGB or convert acknowledged rural agricultural resource land outside the UGB.

Goal 4 - Forest Lands

The subject property is not designated forest resource land. No acknowledged forest land is proposed for conversion.

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

The site contains riparian corridors, locally significant wetlands, the South Umpqua River and Brockway Creek, and is near identified historic/archaeological resources. Map amendment approval does not authorize disturbance. WMC 154.087 prohibits structural or physical alteration within applicable riparian setbacks unless the required findings are made, and state/federal wetland and archaeological requirements remain applicable. The final development layout must avoid or lawfully mitigate regulated resources.

Goal 6 - Air, Water and Land Resources Quality

The map amendments themselves do not authorize construction. Future grading, stormwater discharge, wastewater service, and construction activity must comply with applicable City, DEQ, DSL, and other environmental requirements. Continued application of riparian, floodplain, stormwater, and utility standards provides a basis to find the amendment can be consistent with Goal 6.

Goal 7 - Areas Subject to Natural Hazards

Portions of the property are mapped within the 100-year floodplain and contain slopes near waterways. Future development is subject to WMC 154.100-154.109 floodplain regulations, the Steep Slopes Overlay where applicable, and building-code requirements. Staff finds the map amendment can be approved only with the understanding that buildable density is constrained by these hazard standards and that no entitlement is granted to develop regulated hazard areas.

Goal 8 - Recreational Needs

The property is adjacent to or near existing recreational facilities, and the Parks Master Plan identifies the South Umpqua River corridor as a priority open-space/natural-area corridor. Future subdivision or planned development review must address applicable open-space and park standards and preserve regulated riparian areas. The map amendment does not itself remove an existing public park designation.

Goal 9 - Economic Development

The proposal retains approximately 5.80 acres of General Commercial land and reconfigures it to front Brockway Road. The applicant contends this rectangularized configuration is more developable than the existing curved/flag-lot pattern. The proposal modestly reduces commercial acreage by approximately 0.49 acre; staff finds the reduction is limited and should be weighed against the improved configuration and the City's overall commercial land supply.

Goal 10 - Housing

The proposal creates approximately 39.30 acres of low-density residential designation and retains approximately 28.34 acres of high-density residential designation. The applicant relies on the City of Winston's 2022 Housing Needs Analysis (HNA), which identifies an overall surplus of buildable residential land but projects a need for 745 additional dwelling units by 2040, including 489 single-family detached dwellings, 82 townhome/plex units, 141 manufactured homes, and 43 apartment/condominium units. The HNA therefore indicates that Winston's housing issue is not simply a shortage of residentially designated acreage, but the need to position suitable land and infrastructure so the expected mix of housing can actually be produced. The HNA also recommends that the City study land designated Agriculture/Open Space and pursue Comprehensive Plan Map amendments applying urban zone designations where appropriate. The proposed amendment directly addresses that recommendation by removing the Agriculture/Open Space designation from the subject urban property and replacing it with residential and commercial urban designations. Staff finds the proposal is generally consistent with Goal 10, subject to the findings below regarding site constraints, public facilities, and future development review.

Goal 11 - Public Facilities and Services

The application identifies an existing 10-inch water main and sanitary sewer facilities adjacent to the site and describes potential extensions consistent with long-range facility plans. Storm drainage must be designed and approved at development. The map amendment is planning-level; future development may proceed only when the applicant demonstrates adequate water, sewer, stormwater, fire flow, and other urban services for the specific development proposed.

Goal 12 - Transportation

The submitted Transportation Planning Rule analysis evaluates reasonable worst-case development under existing and proposed zoning and concludes the proposed zone change will not have a significant effect on the transportation system. The accompanying Traffic Impact Analysis finds analyzed intersections and conceptual access connections operate within applicable standards, and recommends restriping the median at the proposed westerly Highway 42 access for a left-turn pocket. Final access design and improvements will remain subject to City, Douglas County, and ODOT review at development.

Goal 13 - Energy Conservation

The site is inside the UGB adjacent to existing urban services and major transportation facilities. Concentrating higher-density housing near Highway 42, schools, services, and potential bicycle/pedestrian improvements is consistent with the general objective of efficient urban development.

Goal 14 - Urbanization

The site is already inside Winston city limits and the acknowledged UGB. No UGB amendment or conversion from rural to urban land is proposed. The application reorganizes existing urban plan designations within the UGB.

COMPREHENSIVE PLAN FINDINGS AND POLICIES

Natural Features and Resource Protection

The proposal must be read together with the City's riparian, floodplain, wetland, slope, and historic-resource protections. The presence of mapped resources does not by itself require continuation of the A-O designation, but it materially limits where and how future urban development may occur. Any future application must demonstrate compliance with WMC 154.087 and 154.100-154.109 and applicable state/federal resource permits.

Housing

The 2022 Winston Housing Needs Analysis is a significant policy document for evaluating this request. The HNA identifies a surplus of buildable residential land across Winston's residential zones, while also projecting a need for 745 new dwelling units by 2040. The projected mix cited in the application is 489 single-family detached units, 82 townhome/plex units, 141 manufactured homes, and 43 apartment/condominium units. This means the amendment is not needed because Winston lacks residential acreage in the aggregate; rather, the relevant question is whether the proposed map pattern better implements the City's identified housing mix, locational policies, and infrastructure priorities.

The HNA specifically recommends that Winston study its Agriculture/Open Space inventory and pursue Comprehensive Plan Map amendments to apply urban zone designations to appropriate A-O lands. The subject property contains approximately 35.89 acres currently designated Agriculture/Open Space, all within the City limits and Urban Growth Boundary. Converting that area to urban residential and commercial designations is therefore directly responsive to that HNA recommendation.

The HNA also supports locating higher-density housing near services, amenities, transportation corridors, commercial areas, and public facilities, with lower densities radiating away from those activity centers. The proposed map places the Residential High Density area nearer Highway 42, Brockway Road, Douglas High School, existing urban services, and the commercial component, while placing the lower-density residential area toward the southern edge of the UGB adjacent to lower-density rural development. Staff finds this general land-use pattern is consistent with the HNA's locational direction.

The HNA further identifies the need to remove undevelopable land from the buildable-land inventory where appropriate and to prioritize infrastructure improvements that support new residential development, particularly on vacant land in higher-density areas. The application indicates that portions of the property contain floodplain, wetlands, riparian corridors, and other development constraints. Accordingly, staff does not find that every mapped residential acre should be treated as net buildable land. Future subdivision or development applications must demonstrate the actual buildable area after application of floodplain, riparian, wetland, slope, access, and public-facility requirements.

On balance, staff finds the requested amendment is consistent with the direction of the 2022 HNA because it removes an urban Agriculture/Open Space designation the HNA identified for reevaluation, preserves both low- and high-density residential opportunities, locates higher-density housing near major services and transportation, and creates a map pattern intended to facilitate future infrastructure-supported housing development. This finding is limited to the map amendment; it does not establish a specific dwelling-unit yield or approve the conceptual development plan.

Economic Development

The proposal retains a commercial component at Brockway Road and Highway 42 while reducing commercial acreage by less than one acre. The applicant's reconfiguration would provide more direct road frontage and regular boundaries, which can improve practical development potential.

Public Facilities and Services

Water, sanitary sewer, stormwater, fire protection and transportation facilities must be available at urban levels before development occurs. The application indicates nearby infrastructure exists, but future development-level capacity analyses and improvement plans will still be required. Approval of the map

amendment should not be construed as a finding that every conceptual lot or building shown is presently serviceable without upgrades.

Transportation

The submitted transportation analysis supports a finding that the map change does not create a significant transportation-system effect under the Transportation Planning Rule. Future access to Highway 42 and Brockway Road, local street connectivity, pedestrian and bicycle improvements, and any turn-lane or median modifications remain subject to agency approval.

Land Use and Urbanization

The 1994 map pattern was tied to a golf-course development concept that did not occur. Reorganizing the site's urban designations to reflect current housing, commercial, facility, and transportation planning can be consistent with the Comprehensive Plan if resource constraints and infrastructure obligations remain enforceable at development.

WINSTON MUNICIPAL CODE - AMENDMENT AND ZONE CHANGE STANDARDS

WMC 154.024 - Zone Change. Zoning must be consistent with the Comprehensive Plan and maintain the general purpose of the zoning chapter and the specific purpose of the applicable zone classification.

> **Staff Finding:** The requested zoning map amendments are paired with corresponding Comprehensive Plan Map amendments. If the Plan Map amendments are approved, the proposed R-H, R-L-C, and C-G zoning can be made consistent with the amended Plan Map. The proposed zoning pattern is urban in character and uses zone classifications already established by the Winston Zoning Code.

WMC 154.025(A). The rezoning will conform with the City of Winston Comprehensive Plan, including the land use map and written policies.

> **Staff Finding:** Subject to approval of the concurrent Plan Map amendment, and based on the Goal and Comprehensive Plan findings above, staff finds the criterion can be met. The proposed pattern preserves a commercial component, provides both low- and high-density residential land, and remains subject to resource, hazard, facility, and transportation protections.

WMC 154.025(B). The site is suitable to the proposed zone with respect to the public health, safety and welfare of the surrounding area.

> **Staff Finding:** The property contains floodplain, riparian areas, wetlands, and localized slopes; therefore, not every portion is equally suitable for unrestricted urban development. However, the zoning code and other laws independently regulate those areas. The transportation analysis does not identify a significant system effect, and the application identifies nearby urban services. Staff finds the criterion can be met at the map-amendment level provided approval does not waive floodplain, riparian, wetland, archaeological, access, utility-capacity, or development standards.

WMC 154.026. Reasonable conditions may be imposed to ensure compatibility and fulfill the purposes of the zoning chapter.

> **Staff Finding:** Staff recommends conditions clarifying that the map amendment does not approve the conceptual site plan and does not waive future development, resource, utility, transportation, or agency requirements. Development-specific improvements should be imposed through subsequent applications when the location and intensity of development are fixed.

WMC 154.143(B)(1). The amendment complies with the applicable Statewide Planning Goals, or an appropriate Goal exception is justified.

> **Staff Finding:** No Goal exception is requested. Based on the findings in this report and continued application of natural-resource, hazard, public-facility, transportation, and development standards, staff finds the applicable Goals can be satisfied.

WMC 154.143(B)(2). The amendment complies with applicable policies of the Comprehensive Plan.

> **Staff Finding:** The proposal is generally consistent with the cited Housing, Economy, Natural Features, Public Facilities, Transportation, and Urbanization policies. The most significant constraints are the South Umpqua River/Brockway Creek corridors, wetlands, floodplain, and development-level infrastructure requirements, all of which remain subject to separate standards.

WMC 154.143(B)(3). There is a public need for a change of the kind in question.

Staff Finding: The applicant identifies a public need to update an outdated 1994 golf-course-oriented map pattern and to implement current City housing policy. The 2022 Housing Needs Analysis identifies an overall surplus of residential land but projects the need for 745 additional dwelling units by 2040 and recommends reevaluating Agriculture/Open Space-designated urban land for application of urban zoning. The subject property includes approximately 35.89 acres of A-O land and remains vacant despite having been annexed and designated for urban development decades ago. Staff finds the HNA supports a public need for map modernization and better alignment of this urban site with the City's current housing and infrastructure strategy, rather than a finding that Winston simply needs more residential acreage.

WMC 154.143(B)(4). The public need will be best served by changing the Plan designation of the particular property as compared with other available property.

Staff Finding: The subject property is a large, vacant, already-urban site at a major highway/collector location with existing urban designations, nearby water and sewer infrastructure, and direct relationship to Highway 42, Brockway Road, Douglas High School, park facilities, and existing commercial development. Those characteristics make the site particularly responsive to the HNA's direction to place higher-density housing near services, amenities, transportation corridors, commercial areas, and public facilities. The presence of approximately 35.89 acres of Agriculture/Open Space designation on this urban property also makes this site directly responsive to the HNA recommendation to reevaluate A-O lands for urban designations. Staff therefore finds the identified public need is reasonably served by amendment of this property, subject to the site's floodplain, wetland, riparian, transportation, and public-facility constraints.

OTHER APPLICABLE LAND USE CODE REQUIREMENTS

WMC 154.087 - Riparian Habitat Setbacks

Future clearing, grading, parking, retaining walls, channel alterations, structures, and other physical development within required setbacks from the South Umpqua River and Brockway Creek are prohibited unless the City makes the specific findings required by this section after consultation with ODFW.

WMC 154.100-154.109 - Floodplain Development

Mapped floodplain areas remain subject to the City's floodplain development requirements. Map amendment approval does not establish buildable area or authorize development within the floodplain.

WMC 154.031 - Residential Low Density Zone (R-L-C)

R-L-C is an established low-density zone with a 20,000-square-foot minimum lot area and dimensional standards. Any future partition or subdivision must demonstrate compliance with these standards and other applicable subdivision requirements.

WMC 154.033 - Residential High Density Zone (R-H)

R-H allows residential uses including multi-family dwellings. Future development intensity will be governed by the R-H dimensional standards, site constraints, access, public facilities, floodplain, riparian, wetland, and other applicable requirements.

WMC 154.144 and 154.180-154.181 - Notice

The final record must demonstrate timely mailed and published notice, including notice to owners within 150 feet and listed agencies/utilities, and must identify the applicable approval criteria.

WMC 154.145 - Planning Commission Hearing

After the hearing, the Planning Commission must recommend approval, conditioned approval, or denial and adopt findings supporting its recommendation.

WMC 154.148 - Conditions of Approval

The Planning Commission and City Council may impose conditions needed to protect the surrounding area or City, including access controls, street improvements, landscaping/screening, open-space provisions, and other conditions as necessary.

RECOMMENDED CONDITIONS / CLARIFICATIONS

1. Approval is limited to the Comprehensive Plan Map and Zoning Map designations shown in the approved amendment exhibit. The conceptual site plan is not approved as part of this action.
2. All future land division and development applications shall comply with the Winston Municipal Code and Comprehensive Plan in effect at the time of application, including applicable subdivision/PUD, site development, access, parking, landscaping, stormwater, public-facility, and building requirements.
3. Future development shall comply with WMC 154.087 riparian habitat setbacks, WMC 154.100-154.109 floodplain requirements, applicable wetland removal-fill requirements, archaeological-resource laws, and any other state or federal resource permits.
4. Future development shall demonstrate adequate water, sanitary sewer, stormwater, fire flow, transportation capacity, and emergency access. Required extensions or upgrades shall be constructed or secured as part of the applicable development approval.
5. A left turn lane shall be installed on Highway 42 and Brockway Road prior to issuance of new occupancy permits associated with development of the property.
6. ODOT access permits will need to be obtained prior to new direct access to Highway 42. Any associated mitigation will need to be completed prior to issuance of access permits.
7. Right of Way shall be dedicated to ODOT to accommodating a future roundabout at Highway 42 and Brockway Road prior to issuance of new occupancy permits.

CONCLUSION

Based on the application materials and the findings above, staff finds that the requested Comprehensive Plan Map and Zoning Map Amendments can satisfy the applicable criteria of WMC 154.025 and 154.143, provided the final record confirms required notice and procedural steps and the approval clearly preserves all future development, resource, hazard, utility, and transportation review requirements. The map amendment addresses an outdated urban land-use pattern associated with a 1994 golf-course concept, implements current housing and urbanization policy, retains a commercial component, and establishes a more regular residential/commercial configuration. The principal site constraints - floodplain, riparian corridors, wetlands, and infrastructure/access requirements - remain regulated independently and must be resolved through future development review.

Planning staff therefore recommends that the Planning Commission approve the requested Comprehensive Plan Map and Zoning Map Amendments with the recommended conditions/clarifications above, and forward its recommendation and findings to the Winston City Council.

ALTERNATIVE No. 1:

The Planning Commission recommends APPROVAL of the requested Comprehensive Plan Map and Zoning Map Amendments, based upon the findings of the staff report and subject to the recommended conditions/clarifications, and forwards its recommendation and findings to the Winston City Council.

ALTERNATIVE No. 2:

The Planning Commission recommends APPROVAL of the requested Comprehensive Plan Map and Zoning Map Amendments with additional or modified conditions based on findings of fact and/or testimony received through the public hearing process, and forwards its recommendation and findings to the Winston City Council.

ALTERNATIVE No. 3:

The Planning Commission recommends DENIAL of the requested Comprehensive Plan Map and Zoning Map Amendments based on findings of fact and/or testimony in the record demonstrating that one or more applicable approval criteria cannot be met, and forwards its recommendation and findings to the Winston City Council.

SAMPLE MOTION:

“Move to adopt the staff report and accept Alternative No. 1 to recommend APPROVAL of the Birch Springs LLC Comprehensive Plan Map and Zoning Map Amendments for the approximately 73.44-acre property at the southeast corner of Brockway Road and Oregon Highway 42, Planning Department File No. 26-W014, subject to the conditions and findings contained in the staff report, and forward the recommendation to the Winston City Council.”

CITY OF WINSTON

PLANNING COMMISSION

EXHIBIT 5

Comprehensive Plan Map & Zone Change Application - Birch Springs LLC

Planning Department File No. 25-W014

COMPREHENSIVE PLAN MAP AMENDMENT APPLICATION

REQUEST FOR PLAN MAP AMENDMENT
The City of Winston Comprehensive Plan is the adopted plan for long-range development within the city. The Comprehensive Plan Map describes the land use designations for every parcel within the Urban Growth Boundary (UGB). Comprehensive Plan Map Amendments change the way the City's Comprehensive Plan goals and policies are applied to a site, and are used to change the land use designation of property on the official city comprehensive plan map. An example is changing the designation of an area from low-density residential (4.5 DU/Acre) to high-density residential (16 DU/Acre).

The burden of proof in demonstrating the need for the plan change is on the applicant. Comprehensive Plan changes will be made as needed to maintain the City of Winston's Comprehensive Plan as an up-to-date guideline for community growth and development.

Note: Requests for zoning map amendments may be considered concurrently with a comprehensive plan map amendment. Zone changes within the City of Winston must comply with the Comprehensive Land Use Map.

Please submit the following:

X One (1) copy of this form

X One (1) copy of a written statement responding to the Map Amendment Criteria

X One (1) site plan, drawn to scale, showing the actual dimensions of the lot or parcel and any other information necessary to adequately describe the intended use of the property/structure. The site plan shall be at least 8 ½" by 11" in size, and suitable for photocopying. Also, submit other materials essential to understanding and evaluating the proposal, including any reports, traffic impact studies, etc.

X A non-refundable filing fee must accompany this application.

THIS APPLICATION ACCOMPANIES: _____ A request for annexation __X__ A zone change request

Name of Applicant: Mike Kelley and Brent Lanz, Birch Springs LLC Phone: (503) 931-3129

Address: 3025 West 7th Place City: Eugene State: OR Zip: 97403

Applicant's interest in property (owner, buyer, lessee, etc.): Owner

For Office Use Only

Date Received: _____ *Received By:* _____

Date Complete: _____ *Accepted as complete by:* _____

Date Fee Received: _____ *Fee Amount:* _____

Title Holder of the subject property: _____ Phone: _____

Address: 3025 West 7th Place City: Eugene State: OR Zip: 97403

Applicant's Agent or Representative: Hailey Sheldon, Sheldon Planning Phone: (541) 968-4686

Address: 444 N 4th Street City: Coos Bay State: OR Zip: 97420

Engineer/Surveyor: Nick Jones, PE / Brent Knapp, PLS Business Name: IE Engineering

Address: 809 SE Pine St City: Roseburg State: OR Zip: 97470

Legal Description: (attach copy of metes & bounds description)

Current Site Address:

Nearest Cross Street or Road: Southeast corner of Brockway Road and Hwy 42

T 28 S, R 06 W, Section 20C, 29, Tax Lot(s) 808, 500

Tax Account No(s). R39857, R40009

Current Comprehensive Plan Designation: Residential 16 Dwelling (R-16) / Commercial (C) / Acre, Agriculture/Open (O-A)

Current Zoning Designation: Residential High Density (R-H), General Commercial (C-G), Agriculture / Open Space (A-O)

Proposed Plan Designation: Residential 16 Dwelling (R-16) / Acre, Commercial (C), Residential 2 Dwelling / Acre (R-2)

Proposed Zoning Designation: Residential High Density (R-H), General Commercial (C-G), Residential Low Density (R-L-C)

Size of Parcels 73.44 acres

Total area affected by proposed change: 73.44 acres (acres or square feet)

Existing property uses adjacent to the site (North, South, East and West):

See attached narrative description and maps

Describe the physical features of the property or any unusual characteristics (such as slope, hillside, creek or highway bisects it, etc.):

See attached narrative description and maps

Is the property located in the 100 year flood plain? If so, describe which portions:

Partially. See attached maps

Are there any covenants or deed restrictions on this property? No If yes, please attach a copy.

PROPOSED COMPREHENSIVE PLAN AMENDMENT:

Applications for an amendment to an acknowledged Comprehensive Plan must demonstrate compliance with State Land Use Goals and, if also a change to the Plan map, demonstrate compliance with the text of the Winston Comprehensive Plan.

All applications must be presented to the Department of Land Conservation and Development for evaluation of Goal compliance. Amendments to the Comprehensive Plan text and/or map as it pertains to the Urban Growth Boundary and urbanization policies may be enacted only after agreement with both the City of Winston and Douglas County in accordance with plan amendment procedures (both parties must approve the amendment).

It is the applicant's responsibility to demonstrate the following:

☐ That the proposed amendment for the site has been found to be consistent with the goals and policies of the Comprehensive Plan and is equally or more supportive of the Comprehensive Plan (as a whole) than the old land use designation.

☐ That the proposed amendment includes any changes necessary to maintain consistency with City, County and regional goals, objectives, functional plans and policies.

☐ **Amendments to an established Urban Growth Boundary must demonstrate compliance with the 7 factors of Goal 14** or demonstrate reasons which justify why the State policy embodied in a particular goal should not apply in this case.

1. Reason for the requested change and the intended use of the property:

The applicant intends to prepare subject property for future residential and commercial development, as described in the attached narrative.

2. Explain and demonstrate in detail, by citing specific goals and policies, how your request complies with the applicable goals and policies of the Winston Comprehensive Plan:

The attached narrative explains in detail how the proposed map amendments comply with the applicable goals and policies of the Winston Comprehensive Plan.

3. Explain how there is a public need for a change of the kind in question:

The attached narrative explains in detail why the proposed map amendments meet goals expressed in the City of Winston Comprehensive Plan and supporting master plans (including but not limited to Winston's Public Facilities Plan, Transportation System Plan, Parks System Master, and Housing Needs Analysis); including goals related to Winston's economy, utilities, and housing.

4. Considering the pattern of development in the area and surrounding land uses, described how such public need will be best be served by changing the Plan designation of the particular piece of property in question as compared to other available property:

The attached narrative describes the pattern of development and surrounding land uses in the vicinity of subject property; and explains in detail why changing the Plan designation of subject property meets certain needs of Winston which could not be met by changing the designation of property elsewhere.

5. Describe any changes in the neighborhood or surrounding area which might support or warrant the request:

The attached narrative describes the warrants for the proposed amendment, including but not limited to change in community and vicinity since acknowledgement of the Comprehensive Plan.

APPLICATION PROCESSING PROCEDURE

Upon receipt of an application for a Comprehensive Plan Amendment, the City will notify the Department of Land Conservation and Development of the proposed amendment (DLCD). The DLCD has a time period of 45 days before the first hearing before the City Planning Commission to conduct their review of the proposed amendment. Surrounding property owners within 150 feet, interested state and local agencies, and the Douglas County Planning Department will also be notified. The City Planning Commission will conduct a public hearing on the matter, and will forward their recommendation to the City Council. The City Council will hold a final hearing to take action on the proposal. All proposed revisions to the Comprehensive Plan will be coordinated with Douglas County and, if both parties approve the amendment (when the amendment effects both City and County Plan), the City and County shall then formally amend their Comprehensive Plans or Comprehensive Plan Maps by ordinance. Notice of adoption will be sent to the DLCD. The DLCD or any other party may appeal the City's decision within the appeal period allotted.

REQUIRED SIGNATURE(S):

I/We hereby certify that I/We am/are the applicant(s) named herein and that I have familiarized myself with the rules and regulations with respect to preparing and filing this application and that the statements contained herein and the information attached are in all respects true and accurate to the best of my/our knowledge. In signing this application, I/We hereby grant the City of Winston or its representative my/our permission to enter and evaluate the property for the purpose of processing this application.

Signature of All Property Owners:

Signature — Mike Kelley (Printed Name)

Signature — Brent Lanz (Printed Name)

3025 West 7th Place, Eugene Oregon 97403
Address

Kelley@w205.com; Brent@lanzcabinets.com
Email Address

City of Winston
Community Development
201 NW Douglas Blvd
Winston, OR 97496
(541) 679-6739

CITY OF WINSTON
ZONE CHANGE APPLICATION

FILE NO. _____ **DATE FILED: _____**

FEE: $1500.00 + costs (non-refundable)

Receipt No._____ **Application Deemed Complete: _____**

THE UNDERSIGNED OWNER(S) OR AUTHORIZED AGENT(S) HEREBY REQUEST FROM THE CITY OF WINSTON A ZONE CHANGE FROM

1. APPLICATION INFORMATION

A. Property Owner(s) please print or type; signatures are required on page **5** of this application. Provide additional pages if necessary. A contract purchaser may sign as owner if a copy of the recorded contract is submitted. (An earnest money agreement does not constitute a contract.)

Name(s): Mike Kelley and Brent Lanz, Birch Springs LLC

Address(s): 3025 West 7th Place, Eugene Oregon 97403

Phone(s): (503) 931-3129 Fax: kelley@w205.com

B. Authorized Agent(s)

Name(s): Hailey Sheldon, Sheldon Planning LLC

Address(s): 444 N 4th Street, Coos Bay Oregon 97420

Tel. Phone(s): (541) 968-4686 Fax: hailey@sheldonplanning.com

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Winston, OR 97496
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2. PROPERTY DESCRIPTION

A. Assessor Map ID(s): 280620C00808, 28062900500 Property ID(s): R39857, R40009

B. Property Location Description

1. List all existing addresses located on the property.
None

2. Indicate the subject property's location in relationship to nearest streets (i.e., NE corner of Umatilla St. and 5th. Avenue.
Southeast corner of Brockway Road and Hwy 42

C. Total land area involved in the request. Acres: 73.44 SQ.FT.: 3,199,046.4

3. EXISTING AND ANTICIPATED USE INFORMATION

A. Current Use: Vacant

B. City Zoning: Vacant

C. Comprehensive Plan: Vacant

D. Proposed Zoning Designation: Vacant

E. Proposed Use of the site for which this change is being requested
Vacant

F. Is it anticipated that structures will removed/demolished from the property?
___ YES _X_ NO If yes, a separate application for demolition is required.

G. Are any historic structure or historically significant features on the subject property? _X_ YES _____ NO. If yes, describe the any impacts to such features.
N/A. This application is for Map amendments.

H. Is it anticipated that a land division or partitioning will occur as a result of the Change being granted? YES_X_ NO____ If yes, compliance with Winston

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Development Code (ORD. 976), and a separate application for subdivision, PUD, partition.

I. What is the anticipated time for development? TBD

J. Will this development be in phases? X YES ____NO. If yes, Number and timeline of additional phase completion, TBD

K. What additional public and private utilities will be needed for the any proposed development? Yes

4. REQUIRED ATTACHMENTS (Please submit all tentative plans/plats electronically)

A. General Information:

1. A plot map showing boundaries, proposed zone, current plan designation, access, utilities, and 5' contours.
2. Date, North arrow, and scale of drawing;
3. Location of the development sufficient to define its location in the city, boundaries, and a legal description of the site;
4. Names, addresses and telephone numbers of the owners, project designer, engineer(s), and/or surveyor, and the date of the survey; if applicable.

See Attachment 2 Conceptual Site Plan by IE Engineering

B. Impact Statement: Shall include a narrative addressing each area of impact listed below:

1. Quantify/assess the effect of the development on public facilities and services;

See attached narrative under "Goals & Policies re Public Facilities & Services"

2. Address, at a minimum, the transportation system, including pedestrian ways and bikeways, the drainage system, the parks system, the water system, the sewer system, and the noise impacts of the development; and

See attached narrative under "Goals & Policies re Natural Resources and Open Space," "Goals & Policies re Transportation," and "Goals & Policies re Public Facilities & Services"

3. For each public facility system and type of impact, the study shall propose improvements necessary to meet city standards and to minimize the impact of the development on the public at large, public facilities systems, and affected private property users.

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See attached narrative under "Goals & Policies re Transportation" and "Goals & Policies re Public Facilities & Services"

C. The applicant shall submit a narrative that addresses each of the approval criteria listed below:

1. Demonstration of compliance with all applicable comprehensive plan policies and map designations. Where this criterion cannot be met, a comprehensive plan amendment shall be a prerequisite to approval;

The attached narrative described compliance with all applicable comprehensive plan policies and Winston Municipal Codes.

2. Demonstration that the most intense uses and density that would be allowed, outright in the proposed zone, considering the sites characteristics, can be served through the orderly extension of urban facilities and services, including a demonstration of consistency with OAR 660-012-0060; and

The attached narrative and Traffic Impact Analysis (Attachment 3) demonstrate the most intense uses and density that would be allowed outright in the proposed zone could be served through an orderly extension of urban facilities and services and is consistent with OAR 660-012-0060 (the Transportation Planning Rule)

3. Evidence of change in the neighborhood or community, or a mistake or inconsistency between the comprehensive plan or zoning district map regarding the subject property which warrants the amendment.

The attached narrative describes the warrants for the proposed amendment, including but not limited to change in community and vicinity since acknowledgement of the Comprehensive Plan.

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SIGNATURES NEXT PAGE

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5. SIGNATURES

I hereby apply for a Zone Change as requested on this form and certify that the attachments are complete and correct. (Any and all engineering cost incurred by the City of Winston associated with this application shall be the responsibility of the applicant.) **Attach sheet if additional signatures are required.**

_____ 10/30/2025
Applicant Signature **DATE**

Printed Name: Mike Kelley
OWNER X **AGENT** ____ **OPTION HOLDER** _____ **CONTRACT BUYER**_____

_____ 10/30/2025
Applicant Signature **DATE**

Printed Name: Brent Lanz
OWNER X **AGENT** _____ **OPTION HOLDER** _____ **CONTRACT BUYER**_____

_____ _____
Applicant Signature **DATE**

Printed Name:_____
OWNER _____ **AGENT** _____ **OPTION HOLDER** _____ **CONTRACT BUYER**_____

Any other owner or option holder or buyer who does not sign this application shall provide a signed statement providing their authorization for submission of the subdivision request.

CITY OF WINSTON

PLANNING COMMISSION

EXHIBIT 6

Applicant Narrative and Maps

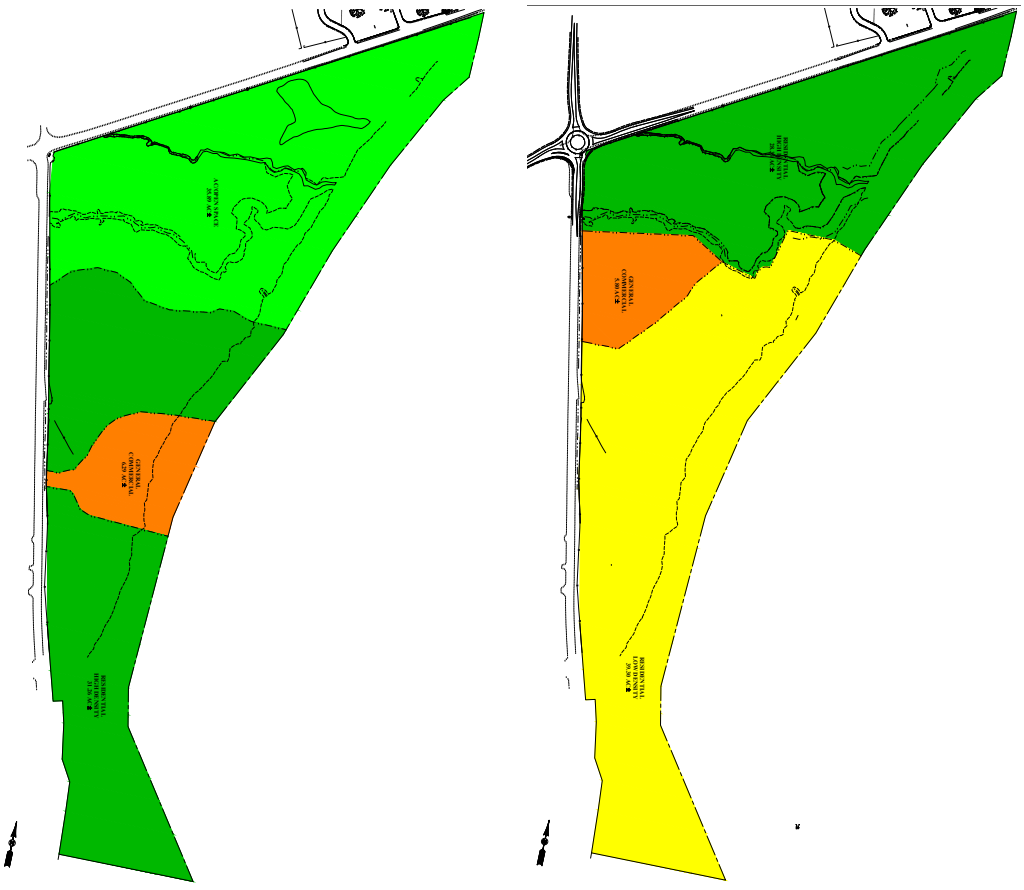
Planning Department File No. 25-W014

SHELDON PLANNING

TO	City of Winston c/o Landon Stevens, City Planner
FROM	Hailey Sheldon on behalf of Mike Kelley and Brent Lanz, Birch Springs LLC
CC	Nick Jones, PE, IE Engineering Emily Brandt, Landscape Designer and Planner, IE Engineering Kelly Sandow, PE, Sandow Engineering
SUBJECT	Applications for Comprehensive Plan Map and Zoning Map Amendment
SUBJECT PROPERTY	Brockway Rd, Winston (28062900500 and 280620C00808)
DATE	November 7, 2025

Overview

The applicant seeks to amend the Comprehensive Plan Map and Zoning Map as follows:



	Zoning	Comprehensive Plan Map Designation	Existing Acres	Proposed Acres
	Residential High Density (R-H)	Residential 16 Dwelling / Acre (R-16)	31.26	28.34
	Residential Low Density (R-L-C)	Residential 2 Dwelling / Acre (R-2)	0	39.3
	Agriculture / Open Space (A-O)	Agriculture/Open (O-A)	35.89	0
	General Commercial (C-G)	Commercial (C)	6.29	5.8

The narrative below describes how the proposed Map amendment and zone change can meet City of Winston and State of Oregon standards, contained in the City of Winston Comprehensive Plan and Oregon Statewide Planning Goals.

Note: a conceptual site development plan is attached to this application (Attachment 2). The purpose of the conceptual site plan is to demonstrate how the proposed map amendments **could** facilitate a development meeting the City's standards.

Either the applicant or a future owner of subject property may submit applications to divide and develop subject property, following map amendment.

Background

Subject property's 1994 Comprehensive Plan Map[1] designation was County Agriculture and City Historical/Commercial. In 1994, subject property and another approximately 200 acres in the vicinity of Brockway Road was annexed into the City of Winston and assigned urban Map designations. The stated purpose of the annexation and urban Map designation was development of a golf course and associated residential and commercial uses. Development plans were reviewed by the City, but the land was never developed. It remains vacant.

Overview

Attachment 1 Maps depict subject property, its vicinity, topography, and geology.

The applicant's proposal contains 4 general elements, each (a) suited to subject property and the vicinity and (b) consistent with Winston's Comprehensive Plan:

1) Removal of Agriculture/Open Space designated area
   a) The City's 2022 Housing Needs Analysis supports the re-designation of Agricultural/Open Space land within the UGB.
2) Relocate and reconfigure High Density Residential designated area
   a) The proposed configuration hems the High Density area in between the creek, river, Brockway Road, and Hwy 42.
   b) The adjacent development (Hwy 42, the old Brockway Store, Douglas High, and the park) suits the area for high density development.
3) Relocate and reconfigure Commercial designated area
   a) The area's existing circular-and-flag-lot-shaped configuration may complicate development.
   b) The proposed configuration better fits the land and adjacent development by:
      i) Fronting the Commercially-designated area on Brockway Road (as opposed to set back from Brockway Road, attached by a flagpole).
      ii) Using the creek to delineate between the commercial area and adjacent proposed high density residential area to the north.
      iii) Straightening the boundaries of the Commercially-designated area and removing the undesirable flag pole and curved configuration.
4) Addition of Low Density Residential designated area
   a) Low density residential designation at the southwest edge of Winston's UGB (the southern-most area of subject property) is compatible with the surrounding rural residential land uses; establishing a buffer between the urban development on Hwy 42 and the rural residential and farm/forest uses south on Brockway Road.

[1] Aka: "Winston Future Land Use Plan Map."

Narrative*

* The standards which apply to this proposal are listed below in grey indented font, followed by the applicant's "narrative," (describing why and how this proposal can meet those standards) in black font. Only applicable codes are listed.

City of Winston Standards for Zone Change & Comprehensive Plan Map Amendments

City of Winston Municipal Code Title XV Land Use: Chapter 154 Zoning Code: Establishment of Zones: § 154.025 Criteria for Zone Change

The approving authority may grant a zone change only if the following circumstances are found to exist:

(A) The rezoning will conform with the City of Winston comprehensive plan, including the land use map and written policies.

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

City of Winston Municipal Code Title XV Land Use: Chapter 154 Zoning Code: Amendments: § 154.143 Application Form, Content, Amendment Standards

The City Manager or his designee shall prescribe forms for applications for quasi-judicial plan amendments which, when completed, shall be sufficient to describe the nature and effect of the proposed amendment.

The application shall address the following requirements, which shall be the standard for amendment:

That the amendment complies with the Statewide Planning Goals adopted by the Land Conservation and Development Commission, pursuant to O.R.S. 197.240, or as revised pursuant to O.R.S. 197.245. If it appears that it is not possible to apply an appropriate goal to specific properties or situations, then the application shall set forth the proposed exception to such goal as provided in Statewide Planning Goal 2, Part II. Compelling reasons and facts shall be given why an exception should be adopted, including: […]

The narrative below describes how the proposed Map amendment and zone change can meet City of Winston and State of Oregon standards, contained in the City of Winston Comprehensive Plan and Oregon Statewide Planning Goals.

Statewide Planning Goals & Policies + Winston Comprehensive Plan Goals & Policies

Goals & Policies re Agricultural Lands

Statewide Planning Goal 3: Agricultural Lands

> City of Winston Comprehensive Plan: Natural Features: Natural Features Goals and Policies

A. Goal: To preserve agricultural and forest lands, using for urbanization only those areas with low agricultural capability and low septic suitability.

[…]

The proposed map amendments do not conflict Winston's policies of preserving agricultural lands, using for urbanization only those areas with low agricultural capability and low septic suitability, for the following reasons:

1) The Agricultural/Open Space designated area of subject property is within City of Winston's city limits, and therefore designated urban land, planned for urban use.
   a) The City's 2022 Housing Needs Analysis suggests the City considers A-O land urban and transitional: "Winston is unique in several ways. Much of its buildable land is in the Agriculture/Open Space (A-O) zone classification that allows a small amount of residential use in conjunction with a permitted farm use. […] It is believed that when the Comprehensive Plan was originally put in place, there were transitional farm operations that wanted to be recognized. These situations have long since been mitigated and are no longer a factor. Representatives from the City and the DLCD agree that this designation has no place in an urban jurisdiction." (2022 Winston Housing Needs Analysis, Pg. 21)
2) The Agricultural/Open Space designated area of subject property is not designated resource land, because it's existing urban permits:
   a) Farm use only when "in accordance with the city's animal ordinance." (§ 154.030 Agriculture/Open Space (A-O))
   b) A minimum lot size of 10 acres
   c) Single-family dwellings
3) Changing the designation of the Agricultural/Open Space area to Residential conforms with Statewide Planning Goals 3 and the Winston Comprehensive Plan because:
   a) It is not designated resource land, or even rural land, as described under 1 and 2 above.
   b) Goal 3 requires "taking into consideration soil fertility, suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation purposes, existing land-use patterns, technological and energy inputs required, or accepted farming practices." In other words: soil suitability is only one feature of Goal 3 lands. In this case, the 36 acres of Agricultural/Open Space designated land is:
      i) Not suitable for grazing or other farm use, due to its location (hemmed in by water and highway)
      ii) In the vicinity of urban land use patterns

Goals & Policies re Forest Lands

Statewide Planning Goal 4: Forest Lands

> City of Winston Comprehensive Plan: Natural Features: Natural Features Goals and Policies

A. Goal: To preserve agricultural and forest lands, using for urbanization only those areas with low agricultural capability and low septic suitability.

[…]

Statewide Planning Goals 4 does not apply to subject property, because it is not designated forest land.

Goals & Policies re Natural Resources and Open Space

Statewide Planning Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces

> City of Winston Comprehensive Plan: Natural Features: Vegetation and Wildlife Habitat

Six categories of vegetation were identified for this study area. They are: Riparian: Douglas Fir/Mixed: Deciduous/Evergreen Hardwoods: Agriculture/Grasslands: Orchards: and Urban Areas. These six also define wildlife habitat categories. Only three

> categories- Riparian, Agriculture/Grasslands, and Deciduous/Evergreen Hardwoods are significant. A list of the animal inhabitants of these vegetation categories was provided by the Roseburg office of the State Department of Fish and Wildlife and is contained in the Support Document.
>
> The most important habitat is the Riparian (meaning situated along a stream or river). Water-dependent plant species, such as Willow, Cottonwood, Alder, and Aspen Trees, are dominant along water-courses. This type of vegetation is important because it decreases erosion by stabilizing stream banks. This habitat also provides food and cover for both game and non-game animals. Riparian vegetation also helps maintain water temperatures in streams for certain fish species. The Winston area has a rich yet undistinguished natural environment. The area contains no unique or significant habitat areas designated for protection or conservation. nor does the area contain waterways or wetlands designated by Federal or State inventories. Although the existing wildlife habitat in Winston does not provide for any endangered or threatened species, native wildlife is present. A complete list of wildlife species, provided by the Oregon Department offish and Wildlife, is found in the Support Document. One natural area of particular concern to the city of Winston is the area encompassing Wildlife Safari and adjacent properties. […]
>
> > City of Winston Comprehensive Plan: Natural Features: Natural Features Goals and Policies
>
> C. Goal: To protect Winston's environment by conserving vegetation, wildlife and water resources.
>
> Policies:
>
> 1. Winston shall protect the South Umpqua River, Lookingglass Creek, Applegate Creek, and Brockway Creek within its UGB by controlling the removal of riparian vegetation along their watercourses.
>
> 2. Advocate compliance with Oregon Forest Products Act and other relevant legislature for the reforestation of previously forested lands.
>
> 3. Discourage radical changes in existing wildlife habitats.

The City of Winston has inventoried its natural resources. Those on subject property are:

- South Umpqua River
- Brockway Creek
- Agriculture/Grasslands Vegetation
- Riparian Vegetation: specifically these Locally Significant Wetlands (LWS) in the Winston Local Wetland Inventory: SUM-2B, SUM-2C, SUM 2-D, and SUM-1L[2]
  (See Attachment 1 Pages 5 and 9: Local Wetland Inventory Map and Vegetation and Wildlife Habitat Map)

Those in the vicinity (but not on) subject property are:

- Brockway Store
- Lookingglass Creek

The proposed map amendments do not conflict with Winston's policies of protecting the above-listed natural resources for the following reasons:

[2] The wetlands on subject property were delineated in 1996; a new wetland delineation will be required prior to development of subject property, pursuant to City and State standards.

1) Development will be subject to the following city and state standards, which ensure those resources will be protected. Those include:
   a) City of Winston Municipal Code § 154.087 Riparian Habitat Setbacks: limits “structural or physical alteration or development such as clearing, grading parking lots, retaining walls, channel alterations, etc.” within 50 feet of the top of the South Umpqua River and Brockway Creek stream banks.
   b) City of Winston Municipal Code § 154.087 Preservation of Natural Features: encourages preservation of trees over six inches in diameter and riparian vegetation.
   c) ORS Chapter 196 State Waters and Ocean Resources; Wetlands; Removal and Fill (Oregon’s removal-fill law): protects wetlands and waters by requiring a permit (in this case a Oregon Department of State Lands-administered Removal-Fill Permit) for most projects that add, remove, or move more than 50 cubic yards of material.
   d) National Pollutant Discharge Elimination System: protects surface waters of the state by requiring a permit (in this case an Oregon DEQ-administered 1200-C Construction Stormwater General Permit) for construction activity or equipment staging and stockpiling that will disturb one or more acres of land.
2) A Residential or Commercial designation does protect natural resources more or less than Winston’s urban Agricultural/Open Space designation.

Goals & Policies re Historic Resources

Statewide Planning Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces (Cont…)

> City of Winston Comprehensive Plan: Natural Features: Natural Features Goals and Policies

D. Goal: To conserve historic resources in the Winston areas.

Policies:

1. Winston shall protect historic sites and resources where practicable from conflicting uses and loss of historic values.

> City of Winston Comprehensive Plan: Natural Features: Historic Sites

The Brockway Store at the southwest comer of State Highway 42 and Brockway Road is listed on the State of Oregon Inventory of Historic Sites and Buildings. For this reason it is designated "Special Historic Commercial Zone" and is protected from loss of historic value.

[...]

An archaeologically significant site is located in T28 R6 S29 along the South Umpqua River where there is evidence of an Indian Camp. This site will remain open space. The State Historic Preservation Office indicates that development of the adjacent area for a golf course will not disturb the site as long as there is not significant excavation in the immediate vicinity of the site. The site is protected from disturbance by State law and by Goal D of the Natural Features chapter of this Plan. No other historic sites were designated.

The City of Winston has inventoried its historic sites and those in the vicinity of subject property are:

- Brockway Store (across the street)
- An archaeological significant site (in Section 29, along the South Umpqua River)

The proposed map amendments do not conflict Winston's policies of protecting the above-listed historic resources for the following reasons:

1) Regarding nearby or potentially on-site archaeological resources:
    i) Whether residential, commercial, or agricultural/open space designation – development on subject to the following state standards, which ensure those resources will be protected:
        (1) Oregon Administrative Rules for Archaeological Permits for Public and Private Lands (OAR 736-051-0000 through 0090).
    ii) The assumption that a zoning designation that promotes lower-density development protects archaeological resources more than one that permits higher-density development is false.
        (1) All development is subject to OAR 736-051-0000 through 0090.
2) Regarding the Brockway Store: no impact to the Brockway store is anticipated to result from the map amendments.

Goals & Policies re Air, Water, and Land Resources Quality

Statewide Planning Goal 6 Air, Water and Land Resources Quality

> City of Winston Comprehensive Plan: Natural Features: Air Quality

There is no significant air pollution in the Winston area, and the air-shed meets Federal and State ambient air quality standards. […]

> City of Winston Comprehensive Plan: Natural Features: Land Quality

The only site identified where land quality could potentially be affected is the Roseburg Forest Products solid waste disposal area. That operation is well-managed and no problems are anticipated.

> City of Winston Comprehensive Plan: Natural Features: Water Quality

The original city sewage treatment plant [...]

There is only one other identified water quality problem in the Winston area. During the low flows in the summer and fall months, the water quality in the South Umpqua River decreases, creating a condition in which swimming may be hazardous to the public health. As a result, the County Health and Social Services Department issues warnings to the public not to swim in the river.

The proposed map amendments will not impact air, land, or water quality nor will they render the future development of subject property more or less likely to impact air, land, or water quality.

Goals & Policies re Natural Hazards

Statewide Planning Goal 7 Areas Subject to Natural Hazards

> City of Winston Comprehensive Plan: Natural Features: Natural Features Goals and Policies

B. Goal: To prevent inappropriate development in natural hazard areas

Policies:

*1. Require that plans for construction in areas of potential slope or soil hazard be reviewed and signed by a licensed engineering geologist.

2. Floodways shall be protected from encroachment by the provisions of the Zoning Ordinance.

3. Development within the "flood fringe" shall be strongly discouraged and subject to the provisions of the City's "Floodplain Ordinance."

4. Areas immediately outside the City's Urban Growth Boundary but within the floodplain should be discouraged from further development.

5. The City shall comply with all applicable State and Federal environmental regulations.

The City of Winston has inventoried its areas of potential hazard. Those on subject property are:

- Floodplain
- Slopes

The City and State's hazard and soils maps indicate the following:

1) Subject property is mostly flat, with slopes along the creek and river bank.
2) The majority of the Ag/Open Space area proposed for High Density Residential designation is within the 100-year floodplain.
3) Subject property's geological features, including alluvial deposits and volcanic rocks from the high cascades, provide for stable building foundations.
4) Subject property's soil composition, characterized by the Jo (225D) and Qal (214A) soil types, demonstrates well-drained conditions and low hydric ratings, make it suitable for construction.
5) Subject property's urban suitability is "Fair" to "Poor" (comparatively high because "Fair" is the best rating in Winston).
6) Subject property's septic suitability is rated "unlikely" to "severe" (the City's Plan favors urban lands unsuitable for septic for urban development).
7) Subject property is not rated "Unstable" or "Marginally Unstable."

The maps containing this information are attached. They are:

- FEMA Flood Insurance Rate Maps (Attachment 1 Pg. 4)
- City of Winston "Geologic Setting, Natural Hazards, Slope" Map (Attachment 1 Pg. 8)
- Natural Resources Conservation Service Web Soil Survey Map (Attachment 1 Pg. 10)
- City of Winston "Soils: Urban Suitability" Map (Attachment1 Pg. 6)
- City of Winston "Soils: Septic System Suitability" Map (Attachment 1 Pg. 7)

The proposed map amendments do not conflict with the State or City's goals and policies related to development in hazard areas - specifically those related to slopes and flood hazard areas – for the following reasons:

1) Development will be subject to the following city and state standards:
   a) All those listed above under "Goals & Policies re Natural Resources and Open Space"
   b) City of Winston Municipal Code: Zoning Code: Floodplain Development: § 154.100 through 154.109: regulates development in the floodplain
   c) City of Winston Municipal Code: § 154.042 Steep Slopes Overlay Zone: development on lands with "25% or greater slope and areas known to have landslides or unsuitable slopes."
   d) Oregon Building Codes related to development in flood hazard areas: regulate the construction of structures, mechanical, plumbing, and electrical.
2) The map designation proposed for the flood-prone area of subject property is High Density Residential. That designation is suitable because:
   a) Subject property's geological features, including alluvial deposits and volcanic rocks from the high cascades, provide for stable building foundations.
3) No urban map designation ensures greater compliance with the City and State's standards for development in/near the floodplain.

Goals & Policies re Recreational Needs and Recreational Open Space

Statewide Planning Goal 8 Recreational Needs

> City of Winston Parks Master Plan: Chapter 4 Community Vision: Goals and Action Items: Goal 5: Natural Resources and Open Space

Acquire and preserve natural resource areas and open space with unique ecological, historical, and regional significance.

Action Item 5.1: Identify, prioritize and acquire wetlands, riparian corridors, and upland oak savannah for integration into the Winston Parks System.

Action Item 5.2: Preserve and expand the S. Umpqua River corridors for wildlife, water quality and overall community health.

Action Item 5.3: Preserve areas of open space to protect habitat and corridors that connect to regional open spaces.

Action Item 5.4: Protect and provide access and secure natural resource and open space sites through direct acquisition of property or cooperation with private developers and public agencies.

> City of Winston Parks Master Plan: Chapter 5 System Improvements: Open Space and Natural Areas

Winston currently has no designated open space or natural areas. Map 5-2 provides a visual reference for the following three priority areas for open space and natural area acquisition.

O-1: Acquire or conserve open space along the South Umpqua River to build a future greenway or trail and to improve water quality and habitat along the river corridor through Winston.

The 2014 Winston Parks System Master Plan contains the city's parks and recreational facilities inventory, goals, and policies.

The Plan distinguishes between "Parkland" and "Open Space and Natural Areas."

1) Regarding "Parkland":
   a) Subject property is not inventoried parkland. See Winston Parks System Master Plan Map 2-1 Winston Parks Inventory and Park Master Plan Study Area.
   b) Subject property is not recommended for parkland acquisition. The recommended areas for parkland acquisition are listed on page 33 of the Winston Parks Master Plan.
   c) Subject property is within the "Parks Service Area" and adjacent to Harold and Sid Nichols Park and Boat Ramp and Douglas High School. (In other words: subject property is served by exiting recreational facilities.)
2) Regarding "Open Space and Natural Areas:"
   a) In addition to recommending properties for parkland acquisition, the Plan identifies "three priority areas for open space and natural area acquisition." – one of which is the South Umpqua riverbank, adjoining subject property.
      i) The stated goal is to "Acquire or conserve open space along the South Umpqua River to build a future greenway or trail and to improve water quality and habitat along the river corridor through Winston." (2015 Winston Parks System Paster Plan pg. 34)

The proposed map amendment does not preclude the City from meeting their recreational needs, goals, and policies related to parkland and open space and natural areas.

The City's municipal codes related to subdivisions and planned unit developments will govern the development of subject property; those codes contain the City's standards which preserve and provide open space.

Goals & Policies re Economic Development

Statewide Planning Goal 9 Economic Development

> City of Winston Comprehensive Plan: Economy: Economy Goals and Policies

A. Goal: to improve the standard of living in Winston by creating more and varied job opportunities

Policies:

[…]

4. Encourage the creation of sufficient commercial developments to accommodate Winston's current population and future population, with particular focus on ensuring adequate medical and service facilities to serve Winston's senior population.

[…]

B. Goal: to strengthen Winston's economy by stimulating commerce.

Policies:

1. Concentrate new retail business in designated commercial areas.

5. Support the development of an appropriate number of residences and amenities, which will attract higher-income residents and retirees (persons who generally have higher levels of disposable income).

C. Goal: to retain agricultural lands for agricultural uses

Policies:

1. Maintain the agricultural land base in order to continue and enhance the agricultural productivity of the area.

2. Advocate tax and other economic incentives for landowners who farm their land.

Overall, the applicant's proposed Map conforms to the City's economic development policies because it best fits the land and surrounding development.

Specifically, the applicant's proposal relates to, and conforms with, the City's economic development policies in three ways:

1) Proposal to adjust the location of the Commercially-designated area of subject property.
   a) The existing location of the Commercially-designated area doesn't fit the land.
      i) It reflects the 1994 golf course plan; configured similar to a flag lot, with its pole extending to intersect with a never-built-street across Brockway Road.
         (1) See Attachment 1 Pg. 18 for the 1994 golf course plan laid over Winston's zoning map.
      ii) Absent the golf course: the curved, flag-lot-like, configuration of the Commercial area would more likely complicate than facilitate its development.
   b) The proposed location of the Commercially-designated area is a better fit.
      i) Fronting the Commercially-designated area on Brockway Road (as opposed to set back from Brockway Road, attached by a flagpole).
      ii) Using the creek to delineate between the commercial area and adjacent proposed high density residential area to the north.

iii) Straightening the boundaries of the Commercially-designated area and removing the undesirable flag pole and curved configuration.

2) Proposal to reduce the size of the Commercially-designated area of subject property by 0.49 acres.
   a) As described above, the configuration of the proposed commercially-designated area best fits the land.
   b) Winston's master plans do not (that the applicant has found) stipulate a required amount of commercial land.
3) Proposal to replace Agriculture/Open Space designated land with Residentially and Commercially designated land.
   a) See narrative under Goals and Polices re Housing, which explains why the proposed zoning designation facilitates needed housing development.
   b) See narrative under Goals and Policies re Natural Hazards, which explains why the land is suited for residential and commercial use.

Goals & Policies re Housing

Statewide Planning Goal 10 Housing

> City of Winston Comprehensive Plan: Housing: Housing Goals and Policies[1]

A. Goal: to ensure that Winston's housing stock is maintained at a standard level.

[…]

B. Goal: to enable all members of the community to live in housing appropriate to their needs.

Policies:

1. Encourage innovative designs for various types of multi-family housing in order to meet the diverse needs of smaller households (the elderly, young families, etc.}.

[…]

6. Identify appropriate housing needs and develop non-traditional housing standards as tl1ey arise.

C. Goal: to locate future housing such that available land is both used efficiently and developed for a high degree of livability

Policies:

~~2.~~ 6. Plan Map amendments that apply a non-residential designation to properties adjacent to residential designated property should consider reasonable mitigation methods to promote the overall livability of adjacent residential properties.

a. Reasonable mitigation methods include the consideration of special setbacks or other measures to address livability issues.

b. Mitigation methods should be applied only if the existing protection provided in the proposed zone is found inadequate and those special setbacks or other measures are necessary to protect the overall livability of the adjoining residential properties.

5. 8. Encourage the location of high-density residential uses near services, amenities, and transportation corridors. ~~commercial areas and public facilities, with lower densities radiating away from these activity centers.~~

3. Explore opportunities to remove undevelopable land from the buildable land inventory, including comprehensive plan amendments, rezoning and land exchanges.

5. Identify areas of high priority for improving infrastructure to support new residential development, focusing on opportunities for new development in higher density zones. Particularly in areas with vacant land zoned for housing.

The 2022 City of Winston Housing Needs Analysis contains the city's housing inventory, goals, and policies.

(1) City of Winston Comprehensive Plan: Housing: Housing Goals and Policies with relevant Housing Needs Analysis recommend amendments indicated by underline and ~~strikeout.~~

The applicant's proposal relates to Goal 10 in the following ways:

1) Proposal to replace Agriculture/Open Space designated land with Residentially-designated land
   a) One of the seven "key findings" of the Housing Needs Analysis is: "The City of Winston should study the inventory of land designated with Agriculture/Open Space (A-O) zoning and pursue a comprehensive plan map amendment to apply urban zone designations to the area." The applicant's proposal is such a comprehensive plan map amendment.
2) Addition of Low Density Residentially-designated land (as opposed to other designations)
   a) The Housing Needs Analysis concludes:
      i) Winston has a surplus of buildable land across all residential zones and
      ii) Winston needs 745 new housing units by 2040 (to accommodate the City's projected population growth): 489 single-family detached dwellings, 82 townhome and plex units, 141 manufactured homes, and 43 apartments/condos.
         (1) See 2022 City of Winston Housing Needs Analysis: Residential Land Need Analysis: Pages 18-20

      In summary: Winston has enough Residential buildable land to accommodate its 20-year projected growth, but requires 745 new dwellings units, 65% of which are single family detached, by 2040. The applicant's proposal furthers that goal.
3) Relocation of High Density Residential area to north / location of Low Density Residential are to the south
   a) Locating Winston's lowest-density residential use at the south edge of Winston's UGB, between Hwy 42 and the Willis Creek Rural Residential (County RR5) neighborhood – represents a compatible land use designation.
   b) Locating "high-density residential users near services, amenities, and transportation corridors" (at the Highway 42 / Brockway Road intersection – represents a compatible land use designation.
   c) When developed, the applicant's proposal will "improv[e] infrastructure to support new residential development, focusing on opportunities for new development in higher density zones. Particularly in areas with vacant land zoned for housing." In other words: the applicant's proposal better positions subject property for development than the status quo; which would in turn better position the adjacent undeveloped property for new development.
4) Reduction in size of High Density Residential area by 2.3 acres
   a) The proposed configuration hems-in the High Density area, between Hwy 42, Brockway Road, Brockway Creek, and the river.
   b) The 2022 Housing Needs Analysis finds a surplus of residential land in all categories and the demand for single-family residential dwellings to be highest. Therefore reducing the amount of high-density-residential land in favor of low-density residential land is consistent with the City's housing goals and policies.

Goals & Policies re Public Facilities & Services

Statewide Planning Goal 11 Public Facilities and Services

> City of Winston Comprehensive Plan: Public Facilities and Services: Public Facilities Goals and Policies

A. Goal: to provide an adequate, year-round water supply to Winston's residents.

Policies:

[…]

4. Encourage the extension of water services to areas within the Urban Growth Area before considering annexation of other parcels into this water district.

5. Water service to new development above the 6801 contour should not be encouraged.

[…]

7. New extension of services should be carefully evaluated to determine its impact on the distribution systems, as outlined in the Public Facilities Plan.

8. Long range water service plans should be to construct a looped distribution system within the Urban Growth Boundary.

B. Goal: To provide adequate sanitary and storm sewer service for Winston residents.

Policies:

[…]

5. The City should determine areas where drainage problems exist and prioritize them for inclusion in a storm sewer network.

[…]

C. Goal: To improve Winston's street system, in order to provide a smoother traffic flow and increased safety.

Policies:

1. Upgrade the city streets as identified in Public Facilities Plan.

2. The City shall work witl1 the Oregon State Department of Transportation and Douglas County to improve the transportation system in the City consistent with the goals and policies of this plan, the Public Facilities Plan and the Transportation System Plan with regards to projects planned within the city limits or the Urban Growth Boundary.

[…]

The City of Winston Public Facilities Plan, adopted in 2003 via Ordinance 589, contains the City's public facilities inventory, goals, and policies.

In this case: (a) existing public facilities and services have the capacity to serve subject property, if it were to be developed to as high-intensity-use as the proposed map designations will allow, and (b) the development of subject property would facilitate expansion of the water, sewer, storm systems in a manner consistent with the City's long-range plans – as follows:

1) Water:
    a) Service provider: Domestic water for the area is provided by the Winston-Dillard Water District.

b) Existing capacity: There is an existing 10-inch C900 water main adjacent to subject property, within the Hwy 42 Right of Way.
c) Relevant Plan-listed goals and/or policies: A looped distribution system within the City's UGB.
d) Development of subject property could facilitate construction of city water main south of Hwy 42, in the Brockway Road right of way. This would further the City's goal of a looped distribution system within the UGB.

2) Sanitary Sewer:
   a) Service provider: The City is a partner in the Winston-Green Regional Wastewater Treatment Facility with the Green Sanitary District. The City's collection system is operated by the Winston Public Works Department.
   b) Existing capacity: There is an existing sanitary sewer main adjacent to subject property, within the Hwy 42 Right of Way.
   c) Relevant Plan-listed goals and/or policies: Expansion of public sewer main from Douglas High to Brockway Road (presumably within Hwy 42 ROW). (Facilities Plan Table 5 Proposed Sewer System Improvement Projects)
   d) Development of subject property could facilitate construction the City's goal of expansion of public sewer main from Douglas High to Brockway Road.
3) Stormwater:
   a) Service provider: The City's stormwater system is operated by the Winston Public Works Department, with assistance from adjoining road departments.
   b) Relevant Plan-listed goals and/or policies:
      i) "Individual drainage plans should be provided to the City and approved prior to development to insure that adequate storm drain facilities are provided with proper connection into the existing City storm drain system." (Facilities Plan Pgs 16-17)
4) Fire Flow:
   a) Service provider: The Winston Dillard Water District provides fire flow capacity for the area.
   b) Existing capacity: The 2003 fire protection rating within the Winston-Dillard Water District was 4 (out of 10, with 10 being the worst).
   c) Relevant Plan-listed goals and/or policies:
      i) "The Fire District and Water District work-hand-in-hand to insure that fire protection and main capacity remain adequate for our community. Developers are required to provide this same capacity and protection to ensure a seamless continuation of service and protection level." (Facilities Plan Pg 48)
5) Fire Protection:
   a) Service provider: The Winston-Dillard Fire District provides fire protection service in the Winston and surrounding area.
   b) Existing capacity: The Winston-Dillard Fire District is available for response 24 hours a day 7 days a week. The District maintains auto-aid agreements with the adjoining fire Districts of Lookingglass, Tenmile, City of Myrtle Creek, and every fire district and department in Douglas County. (Facilities Plan Pg 47)
6) Streets: see narrative below under Goals & Policies re Transportation.

Goals & Policies re Transportation

Statewide Planning Goal 12 Transportation

> City of Winston Comprehensive Plan: Transportation: Transportation Goals, Objectives and Policies: General Transportation Goal: General Transportation Objectives

A. The City will implement its transportation goals through this Transportation System Plan (TSP) and will review and update the TSP during periodic review, or more frequently if necessary.

The City should revise the Winston Zoning Ordinance wherever appropriate, especially the articles regarding Off-Street Parking, Site Development Plan review and Conditional Use Permit review, to add or improve transportation-related design standards and review criteria. Such revisions shall include. but are not limited to, connections between neighborhoods for vehicles, bicycles and pedestrians. Access management standards, and street width and parking requirements.

F. The City will coordinate land use planning with transportation planning by notifying the City Administrator, Traffic Safety Committee, Public Works Director, City Engineer, Fire Department and Police Department of all planning proposals that include transportation components. All departments will be invited to make suggestions for design improvement and conditions of approval, and to participate in pre-application conferences when practical.

G. The City will coordinate land use planning for properties with access onto State and County maintained roads, and other projects large enough to impact traffic counts on those roads, with the Oregon Department of Transportation and Douglas County. To this end, the City will provide notice of pending decisions and invite ODOT and/or Douglas County to make suggestions for design improvement and conditions of approval, and to participate in pre-application conferences whenever practical.

The 2023 Winston Transportation System Plan contains the city's transportation system inventory, goals, and policies.

Attachment 3 contains:

1) Transportation Planning Rule Analysis, which considers the impacts from the "reasonable worst-case" development potential of the existing and proposed zoning, and finds:
   a) The proposed zoning will not have a significant effect on the transportation system.
   b) The proposed zone change will meet all applicable Transportation Planning Rule criteria.
2) Traffic Impact Analysis, which studies the impact of the applicant's conceptual development plan (Attachment 2).
   a) The addition of conceptual development plan trips does not trigger any intersections to not meet the applicable volume to capacity (v/c) standards.
   b) The addition of conceptual development plan traffic does not substantially increase queuing conditions.
   c) The conceptual development plan site access connections to Hwy 42 will operate within the v/c standard, will not create queuing issues on the Highway, and meets ODOT access spacing standards.
   d) The conceptual development plan site access connection to Brockway Road will operate within the v/c standard and will not create queueing issues.

In the future, when the applicant applies to divide and develop subject property:

- The City's standards contained in Winston's standard drawings and municipal code will dictate the development of local streets on subject property.
- The County's standards will dictate improvements to Brockway Road; with input from the City and ODOT.
- The State's standards will dictate improvements to Hwy 42; with input from the City and County.

The City's Transportation System Plan lists planned improvements to the City's transportation infrastructure; only one of those planned improvements is in the vicinity of subject property: sidewalks and bike lanes on Brockway Road (extending from its intersection with Lookinglass, south to the edge of the UGB).

The applicant understands that at the time subject property is developed, the City, County, and ODOT may require improvements to adjacent public streets, including but not limited to sidewalks and bike lanes on the east side of Brockway Road.

Goals & Policies re Energy Conservation

Statewide Planning Goal 13 Energy Conservation

> City of Winston Comprehensive Plan: Public Facilities and Services: Energy Conservation

Of the many activities in energy production and usage, the City has control of only a few. If the City, in conjunction with other public and private interest, can increase the efforts toward greater energy efficiency, our energy problems shall diminish.

One of the measures put forth in this plan to attain greater energy efficiency includes a planned network of bikeways and sidewalks to encourage use of less energy-intensive transportation. Infill of vacant lots is provided for in the land use element to keep distances from the City's commercial areas as short as possible and decrease the extension of urban services to outlying areas. The Uniform Building Code regulating development in the City of Winston requires high levels of insulation and other energy-efficient measures. Building height regulations in the City's zoning ordinance protect solar access for future development.

> City of Winston Comprehensive Plan: Public Facilities and Services: Public Facilities Goals and Policies

[…]

D. Goal: to promote energy conservation by encouraging alternative forms of transportation

[…]

See narrative above under "Goals & Policies re Transportation, which describes how the applicant's proposal could result in transportation infrastructure improvements – potentially including pedestrian and bicycle facilities on Brockway Road.

Goals & Policies re Urbanization

Statewide Planning Goal 14 Urbanization

> City of Winston Comprehensive Plan: Public Facilities and Services: Public Facilities Goals and Policies

N/A. Subject property is designated urban land, within the City of Winston's city limits; no change is proposed to its urban designation.

Attachments

- Attachment 1: Maps
  1. Vicinity Map
  2. Topographic Map
  3. Existing Zoning and Comprehensive Plan Map
  4. FEMA Flood Insurance Rate Maps
  5. Winston Local Wetland Inventory Map
  6. Winston “Soils: Urban Suitability” Map
  7. Winston “Soils: Septic System Suitability” Map
  8. Winston “Geologic Setting, Natural Hazard, Slope” Map
  9. Winston “Vegetation Wildlife Habitat” Map
  10. National Resources Conservation Service Web Soil Map & Descriptions
  11. Winston Parks Master Plan Proposed Future Parkland and Open Space Map
  12. Winston Parks Master Plan Proposed Bike Lane, Path, and Trail System Map
  13. Winston Transportation System Plan Intersection and Street Projects Map
  14. Winston Transportation System Plan Priority Pedestrian Projects Map
  15. Winston Transportation System Plan Key Biking Route Projects Map
  16. 1994 Golf Course Conceptual Plan Map (Laid Over Winston Zoning Map)
  17. 1994 Map/Zoning Designations vs Existing Map/Zoning Designations
- Attachment 2: Conceptual Site Plan by IE Engineering
- Attachment 3: Transportation Planning Rule Analysis and Traffic Impact Analysis by Sandow Engineering

ATTACHMENT 1

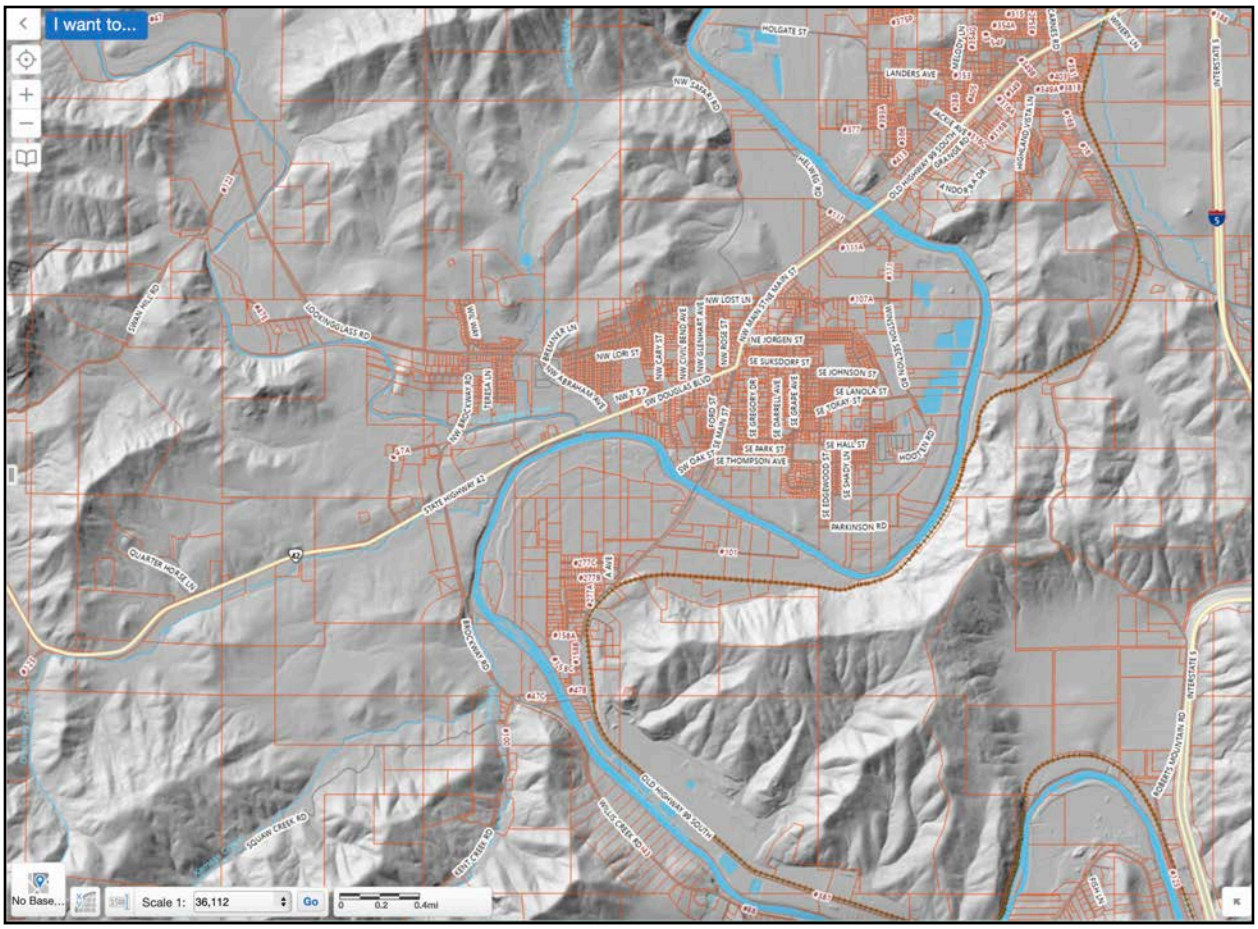
Maps

Application to City of Winston for Map Amendment
Birch Springs: Brockway Road & Hwy 42
November 2025

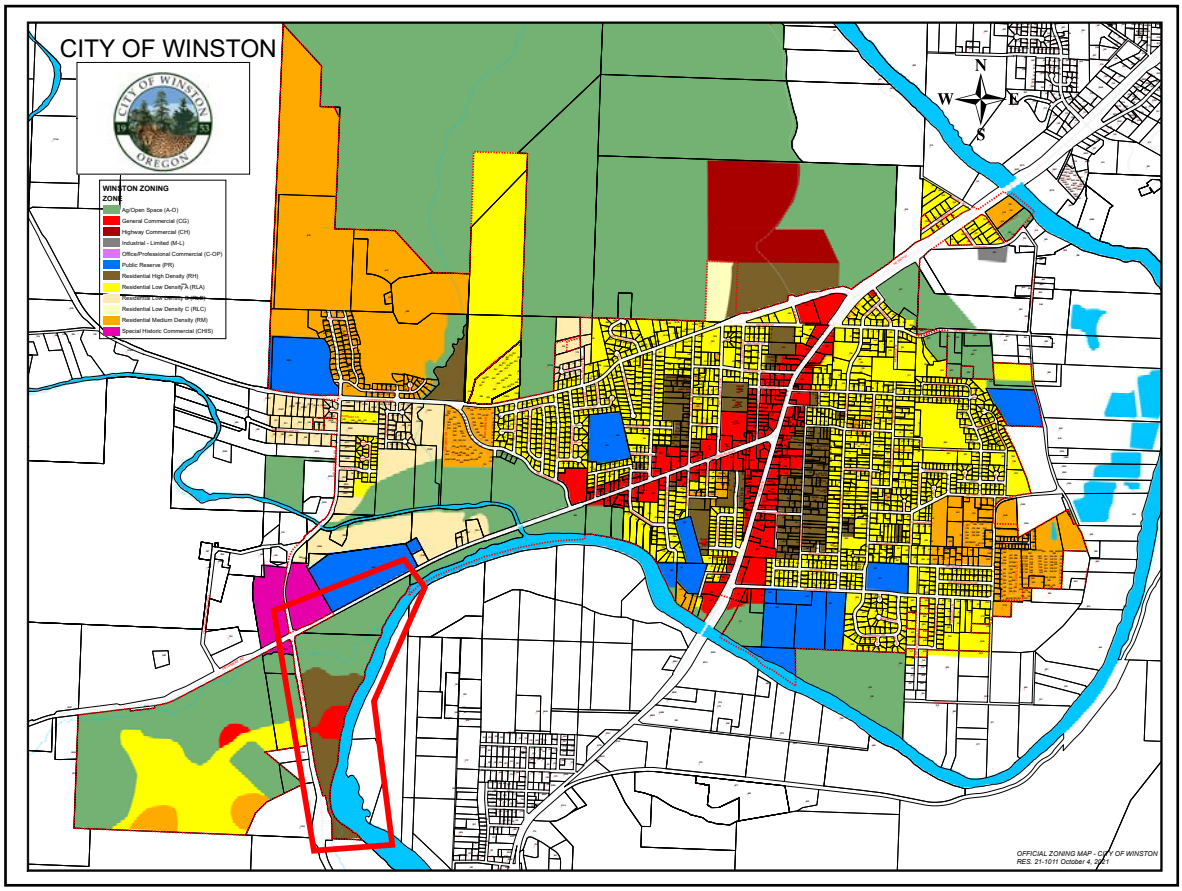


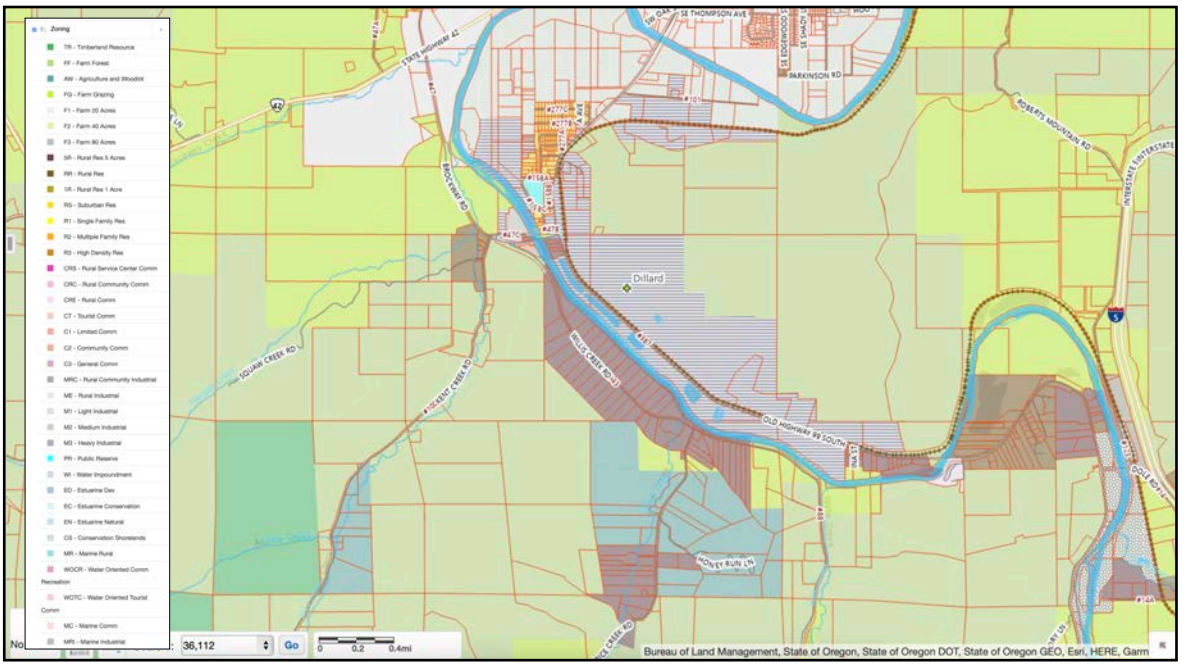


Source: Google Earth: Imagery Date 04/16/2024.

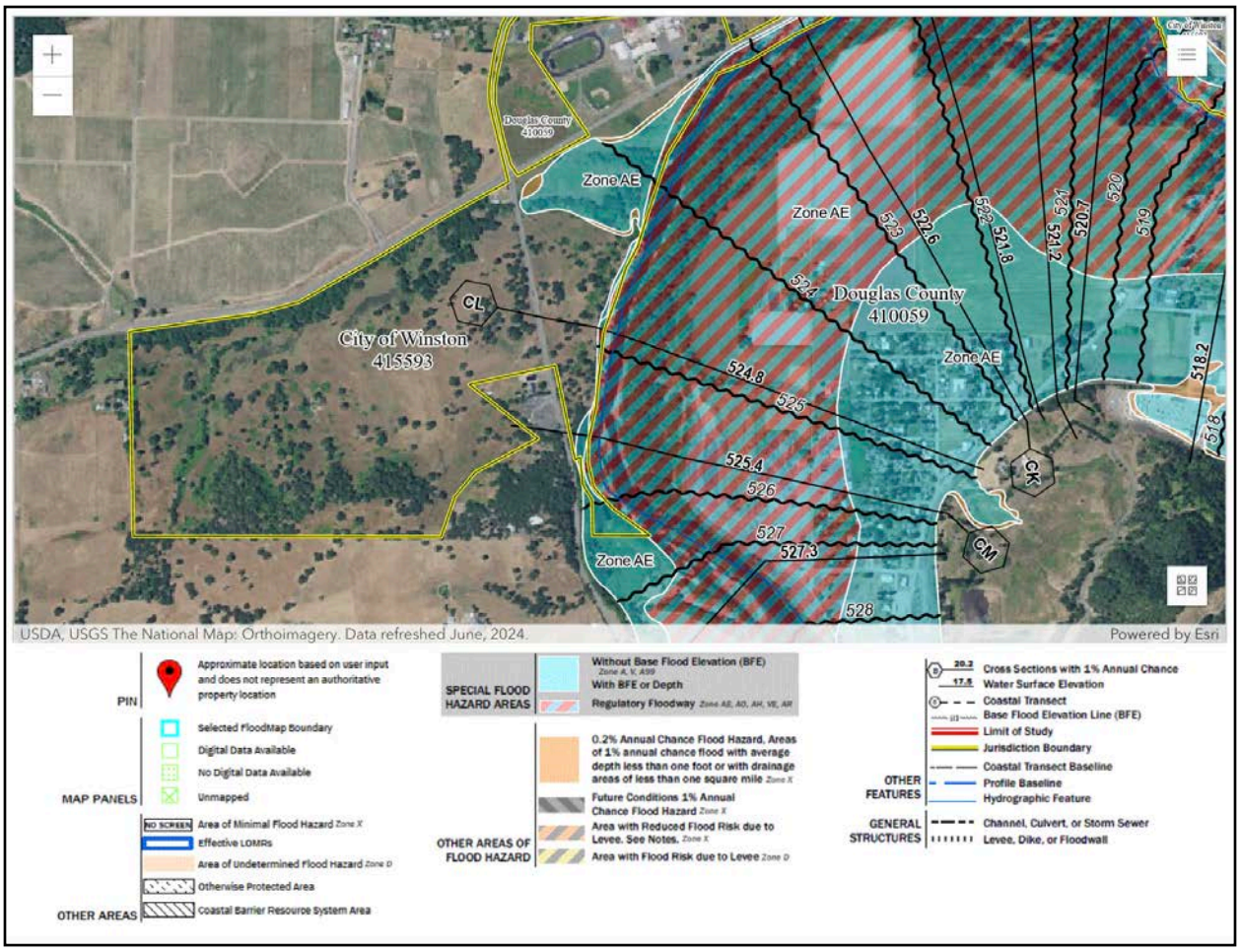


Source: Douglas County GIS. Imagery Basemap: Oregon DOGAMI Digital Terrain Model Hillshade. Accessed via: https://geocortex.co.douglas.or.us/html5viewer/index.html?viewer=douglas_county_gis.viewer

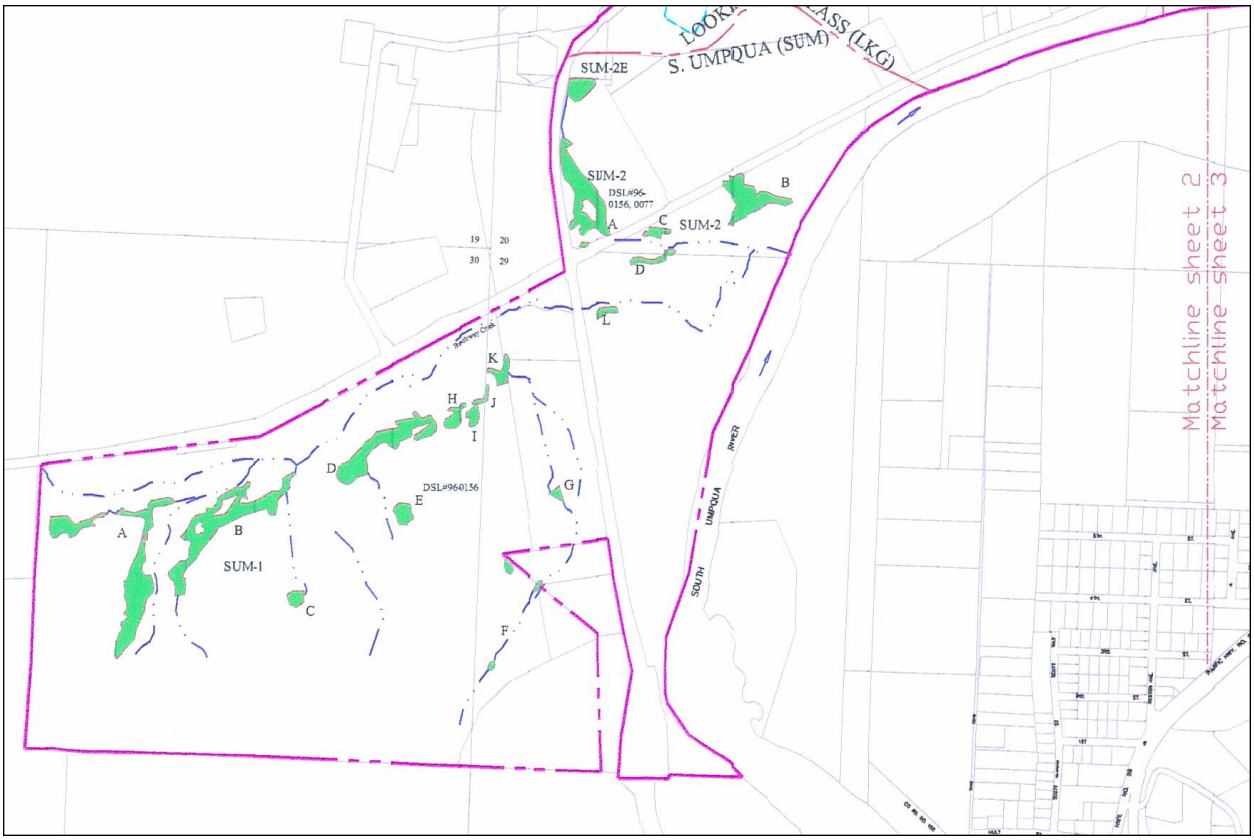


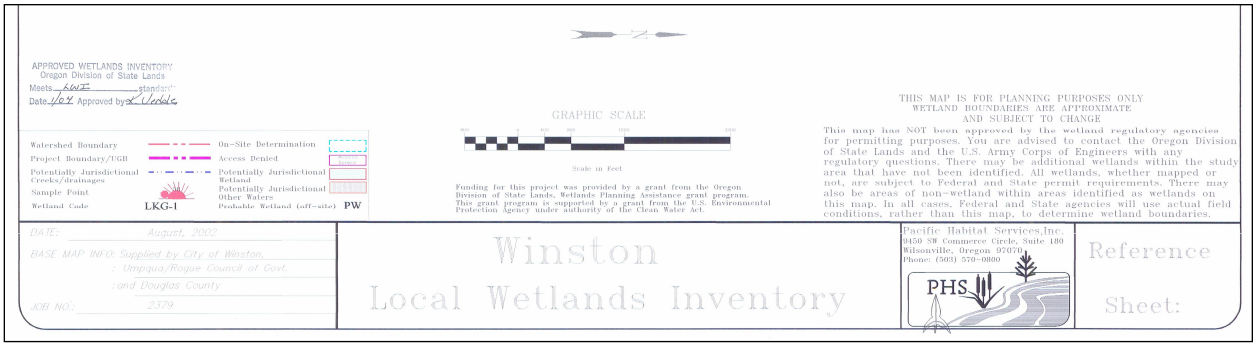


Source: National Resources Conservation Service Web Soil Survey. 01/19/2025. Available at: https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx



Source: FEMA Flood Insurance Rate Maps 41019C2105F and 41019C2106F. Effective 2/17/2010.
Available at: https://msc.fema.gov/portal/home

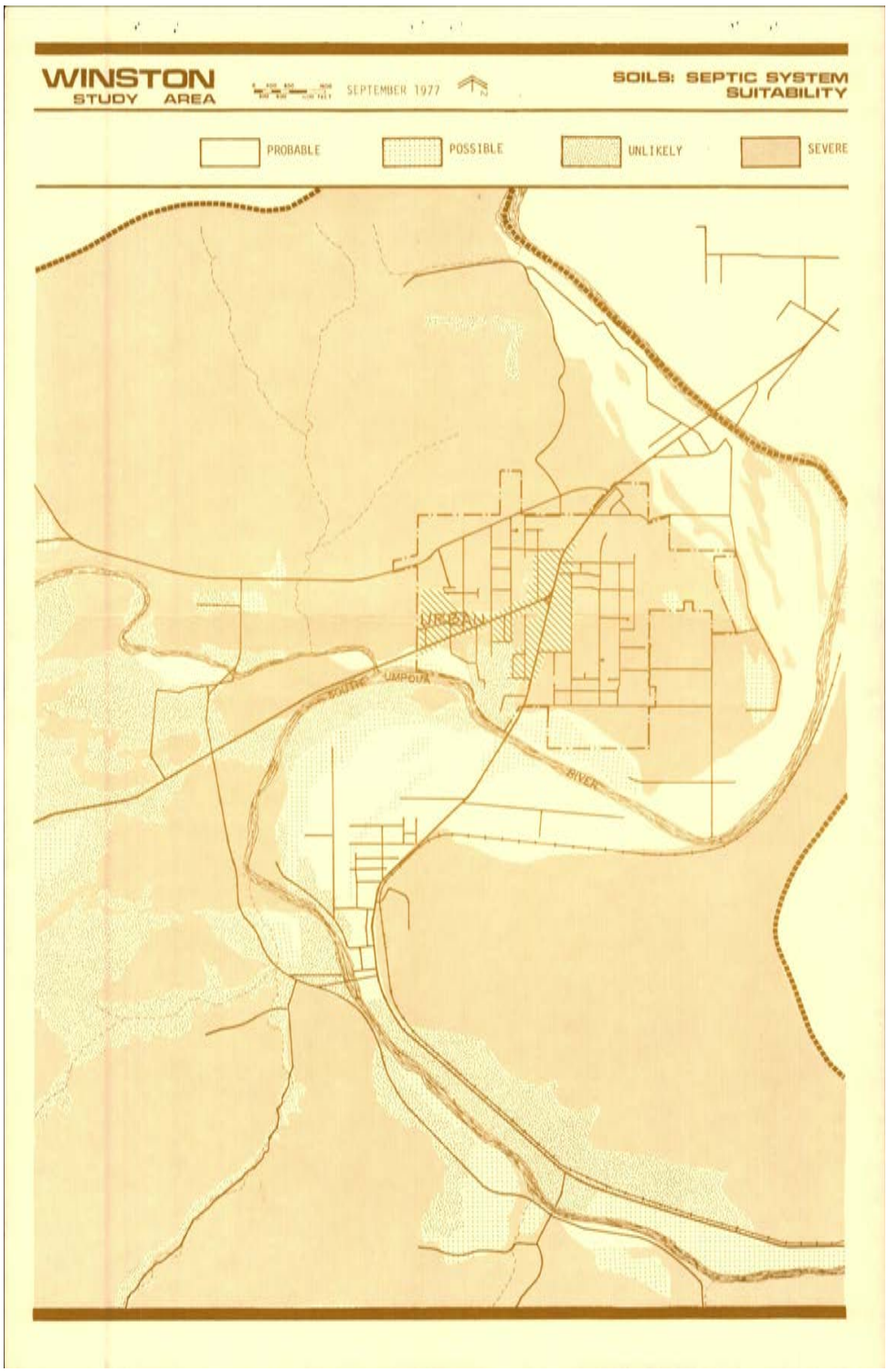




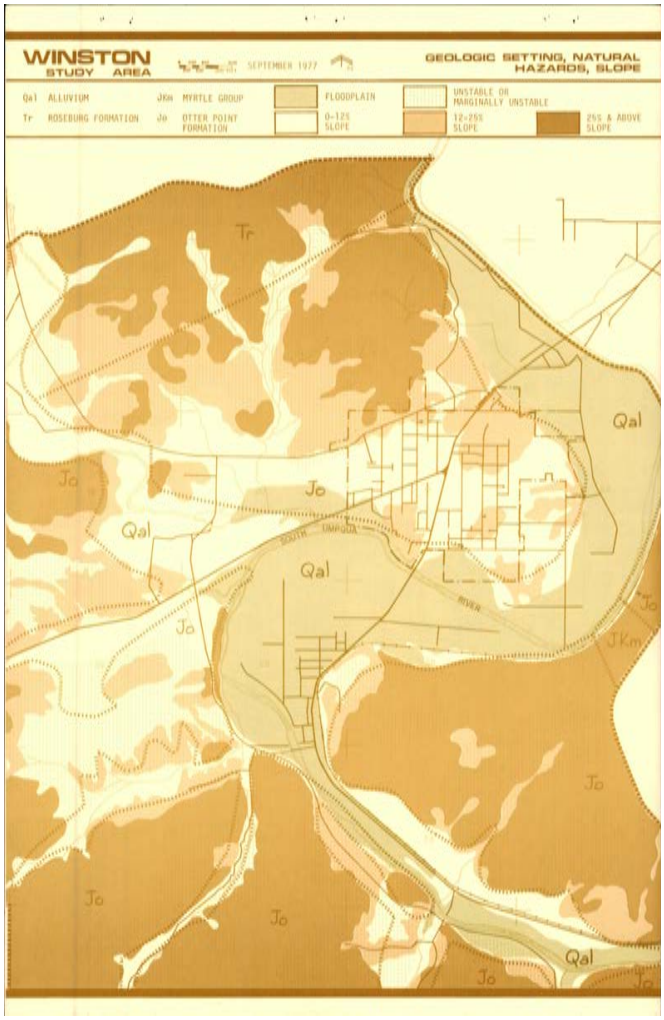
Source: Winston Local Wetlands Inventory. 2004.
Available at: https://www.oregon.gov/dsl/wetlands-waters/pages/inventories-maps.aspx



Source: Winston Comprehensive Plan Map Appendix. 2000.
Available at: https://www.dropbox.com/scl/fi/pvm5ww5hqsjh13g81juup/Maps-Winston-Comprehensive-Plan-Map-Appendix.pdf?rlkey=ty1arhl1t1tu32piuqq3hedmo&st=rcq8djbk&dl=0



Source: Winston Comprehensive Plan Map Appendix. 2000.
Available at: https://www.dropbox.com/scl/fi/pvm5ww5hqsjh13g81juup/Maps-Winston-Comprehensive-Plan-Map-Appendix.pdf?rlkey=ty1arhl1t1tu32piuqq3hedmo&st=rcq8djbk&dl=0



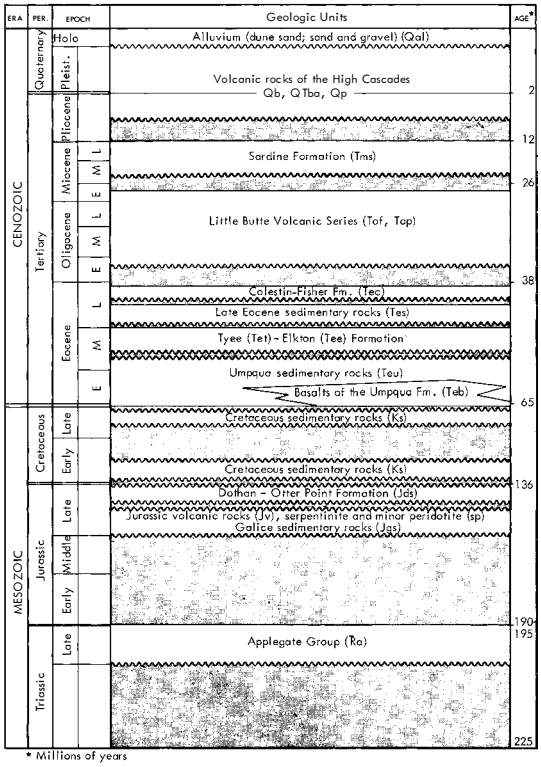


Figure 2. Stratigraphic and time chart for Douglas County.

Dothan-Otter Point Formation (Jds): Rocks of this unit include strata assigned to the Dothan Formation of Diller (1907) and equivalent to rocks assigned to the Otter Point Formation by Koch (1966). Although they differ somewhat in lithology, the Otter Point Formation and Dothan Formation are believed to be contemporaneous units. Together they form a discontinuous northeasterly trending set of exposures that extends from the southwestern corner of the county to the center of the county east of Roseburg.

Rocks of Dothan type are restricted to the area south of the major east-west fault which passes immediately south of Canyonville. They consist primarily of massive to thickly bedded graywacke sandstone and thin interbeds of dark mudstone. Lenticular bodies of thin-bedded chert and pillow basalt are present in places. The larger bodies of volcanic rock are included in the Jurassic volcanic rock unit (Jv) of this report.

The Otter Point Formation is exposed north of the major east-west fault and exhibits a somewhat more diverse lithology than does the Dothan Formation. It consists of sheared graywacke, siltstone, greenstone, limestone lenses, blueschist pods, and chert. The unit is highly disordered and was extensively deformed during or shortly following deposition. A few small bodies of highly sheared serpentinite have apparently become involved in this tectonism.

Specimens of Buchia piochii recovered from both the Dothan Formation (Ramp 1969) and the Otter Point Formation are indicative of a Tithonian (Latest Jurassic) age. The rocks postdate the Nevadan Orogeny and none of the exposures are intruded by igneous bodies associated with that period of tectonism

Copper mineralization occurs in the altered volcanic rocks near the head of Rice Creek and near Bolivar Mountain just outside of Douglas County. The bedded cherts have been considered as a source for roofing granules, and the massive sandstones and altered pillow basalts have been used on a limited basis for road aggregate. Pods of limestone of uncertain origin (Whitsett limestone lentils of Diller, 1898) associated with the Otter Point rocks have been mined to a limited extent.

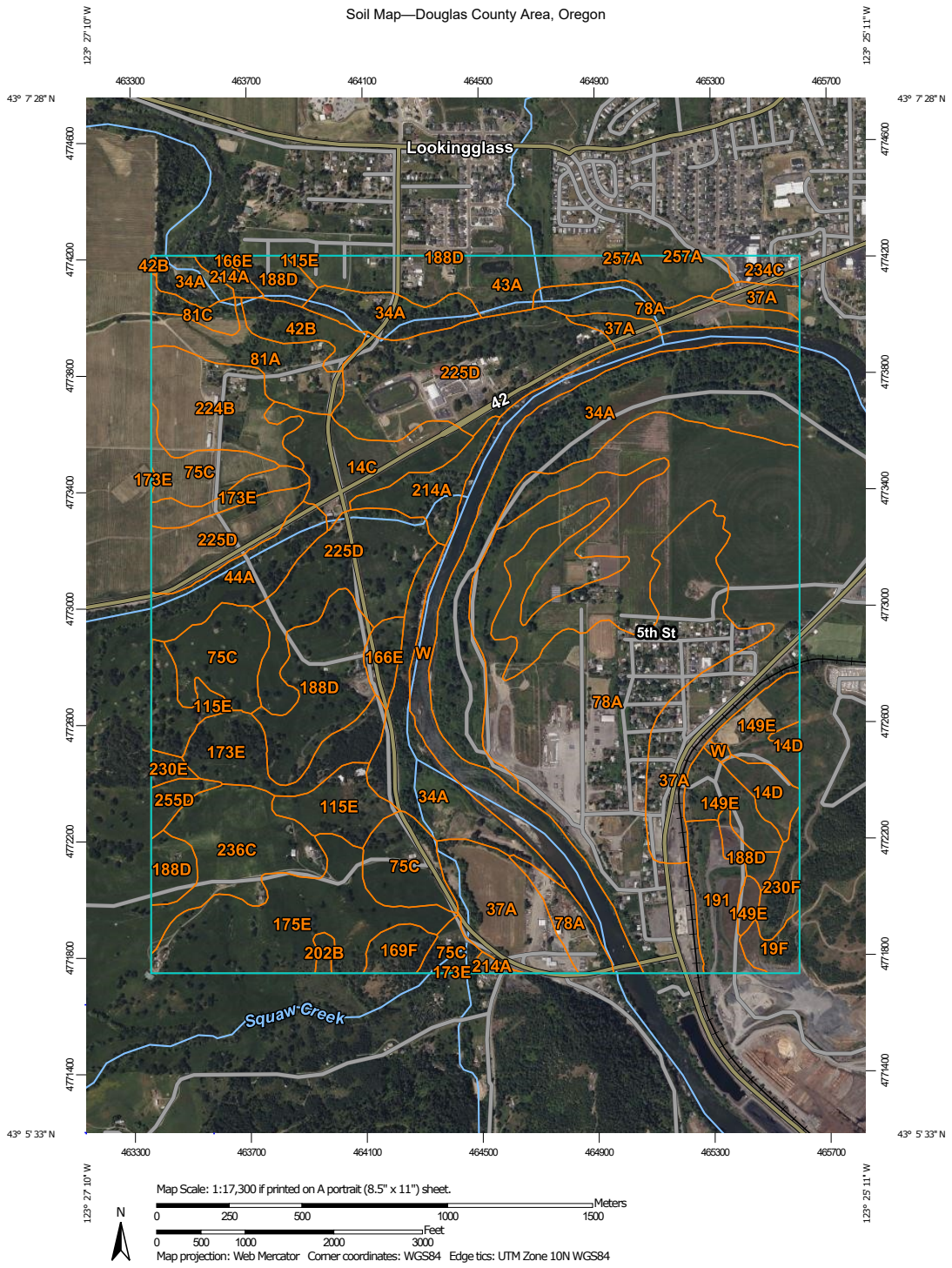
Quaternary alluvium (Qal, Qd): Alluvial deposits cover the valley floors of parts of many of the major streams in the Coast Range Province. Major deposits of Quaternary alluvium include those along the Umpqua, North Umpqua, and South Umpqua Rivers in the Roseburg and Elkton areas. The flat bottom lands represent local flood-plain deposits which were formed as the stream established a series of local base levels while cutting through barriers in the more resistant parts of the Coast Range to the west. The alluvium is composed of silts and pebbly sands with lenses of gravel in places. At present most of the streams are dissecting the alluvial fill. Locally terraces are preserved along the sides of the valleys as at Reedsport. The flatland is valuable from a farming standpoint and in places may contain economic deposits of sand and gravel.

Dune fields are well developed along the coast particularly south of the Umpqua River where they extend inland as much as 2½ miles. In that area Clear Lake and Eel Lake were formed when migrating sand blocked the ancestral mouth of Tenmile Creek.

Sources: (1) Winston Comprehensive Plan Map Appendix. 2000. (2) Oregon Department of Geology and Mineral Industries. Geology & Mineral Resources of Douglas County, Oregon. 1972. Available at: https://pubs.oregon.gov/dogami/B/B-075.pdf



Source: Winston Comprehensive Plan Map Appendix. 2000.
Available at: https://www.dropbox.com/scl/fi/pvm5ww5hqsjh13g81juup/Maps-Winston-Comprehensive-Plan-Map-Appendix.pdf?rlkey=ty1arhl1t1tu32piuqq3hedmo&st=rcq8djbk&dl=0



Source: National Resources Conservation Service Web Soil Survey. 01/19/2025. Available at: https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx

Douglas County Area, Oregon

14C—Banning loam, 3 to 12 percent slopes

Map Unit Setting
National map unit symbol: 2729
Elevation: 300 to 2,500 feet
Mean annual precipitation: 30 to 60 inches
Mean annual air temperature: 50 to 55 degrees F
Frost-free period: 160 to 235 days
Farmland classification: Prime farmland if drained

Map Unit Composition
Banning and similar soils: 80 percent
Minor components: 2 percent
Estimates are based on observations, descriptions, and transects of the mapunit.

Description of Banning

Setting
Landform: Alluvial fans
Landform position (three-dimensional): Tread
Down-slope shape: Linear
Across-slope shape: Linear
Parent material: Alluvium derived from mixed sources

Typical profile
H1 - 0 to 2 inches: loam
H2 - 2 to 60 inches: clay loam

Properties and qualities
Slope: 3 to 12 percent
Depth to restrictive feature: More than 80 inches
Drainage class: Somewhat poorly drained
Capacity of the most limiting layer to transmit water (Ksat): Moderately high (0.20 to 0.60 in/hr)
Depth to water table: About 12 to 36 inches
Frequency of flooding: None
Frequency of ponding: None
Available water supply, 0 to 60 inches: High (about 10.7 inches)

Interpretive groups
Land capability classification (irrigated): 3e
Land capability classification (nonirrigated): 2e
Hydrologic Soil Group: C
Ecological site: F005XZ004CA - Alluvial Fans
Forage suitability group: Somewhat Poorly Drained < 15% Slopes (G005XY008OR)
Other vegetative classification: Somewhat Poorly Drained < 15% Slopes (G005XY008OR)
Hydric soil rating: No

Minor Components

Pengra
Percent of map unit: 1 percent
Landform: Alluvial fans
Hydric soil rating: Yes

Panther
Percent of map unit: 1 percent
Landform: Swales on hillslopes
Landform position (two-dimensional): Toeslope
Landform position (three-dimensional): Base slope
Down-slope shape: Concave, linear
Across-slope shape: Linear
Other vegetative classification: Poorly Drained (G005XY009OR)
Hydric soil rating: Yes

Data Source Information

Soil Survey Area: Douglas County Area, Oregon
Survey Area Data: Version 25, Aug 30, 2024

Douglas County Area, Oregon

166E—Nonpareil loam, 12 to 30 percent slopes

Map Unit Setting
National map unit symbol: 274r
Elevation: 300 to 2,500 feet
Mean annual precipitation: 30 to 60 inches
Mean annual air temperature: 50 to 55 degrees F
Frost-free period: 160 to 235 days
Farmland classification: Not prime farmland

Map Unit Composition
Nonpareil and similar soils: 75 percent
Minor components: 2 percent
Estimates are based on observations, descriptions, and transects of the mapunit.

Description of Nonpareil

Setting
Landform: Hills
Landform position (two-dimensional): Summit, backslope
Landform position (three-dimensional): Interfluve, side slope
Down-slope shape: Convex
Across-slope shape: Convex
Parent material: Colluvium and residuum derived from sandstone and siltstone

Typical profile
H1 - 0 to 4 inches: loam
H2 - 4 to 17 inches: loam
H3 - 17 to 27 inches: weathered bedrock

Properties and qualities
Slope: 12 to 30 percent
Depth to restrictive feature: 10 to 20 inches to paralithic bedrock
Drainage class: Well drained
Capacity of the most limiting layer to transmit water (Ksat): Moderately high to high (0.57 to 1.98 in/hr)
Depth to water table: More than 80 inches
Frequency of flooding: None
Frequency of ponding: None
Available water supply, 0 to 60 inches: Very low (about 2.9 inches)

Interpretive groups
Land capability classification (irrigated): None specified
Land capability classification (nonirrigated): 6e
Hydrologic Soil Group: D
Ecological site: F005XZ006CA - Mesic Hills <40"ppt
Forage suitability group: Well Drained > 15% Slopes (G005XY003OR)
Other vegetative classification: Well Drained > 15% Slopes (G005XY003OR)
Hydric soil rating: No

Minor Components

Pengra
Percent of map unit: 2 percent
Landform: Alluvial fans
Hydric soil rating: Yes

Data Source Information

Soil Survey Area: Douglas County Area, Oregon
Survey Area Data: Version 25, Aug 30, 2024

Source: National Resources Conservation Service Web Soil Survey. 01/19/2025. Available at: https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx

Douglas County Area, Oregon

225D—Speaker loam, 2 to 20 percent slopes

Map Unit Setting

National map unit symbol: 279y
Elevation: 350 to 2,500 feet
Mean annual precipitation: 30 to 60 inches
Mean annual air temperature: 50 to 55 degrees F
Frost-free period: 160 to 235 days
Farmland classification: Farmland of statewide importance

Map Unit Composition

Speaker and similar soils: 75 percent
Minor components: 4 percent
Estimates are based on observations, descriptions, and transects of the mapunit.

Description of Speaker

Setting

Landform: Hills
Landform position (two-dimensional): Summit, footslope
Landform position (three-dimensional): Interfluve, side slope
Down-slope shape: Linear
Across-slope shape: Linear
Parent material: Colluvium and residuum derived from sandstone, siltstone, and metamorphic rock

Typical profile

H1 - 0 to 10 inches: loam
H2 - 10 to 31 inches: loam
H3 - 31 to 41 inches: weathered bedrock

Properties and qualities

Slope: 2 to 20 percent
Depth to restrictive feature: 20 to 40 inches to paralithic bedrock
Drainage class: Well drained
Capacity of the most limiting layer to transmit water (Ksat): Moderately high (0.20 to 0.60 in/hr)
Depth to water table: More than 80 inches
Frequency of flooding: None
Frequency of ponding: None
Available water supply, 0 to 60 inches: Low (about 4.9 inches)

Interpretive groups

Land capability classification (irrigated): 4e
Land capability classification (nonirrigated): 3e
Hydrologic Soil Group: C
Ecological site: F005XZ007CA - Moderately Deep Mesic Hills 40-60"ppt
Forage suitability group: Well Drained < 15% Slopes (G005XY004OR)
Other vegetative classification: Well Drained < 15% Slopes (G005XY004OR)
Hydric soil rating: No

Minor Components

Pengra

Percent of map unit: 2 percent
Landform: Alluvial fans
Hydric soil rating: Yes

Aqualfs

Percent of map unit: 2 percent
Landform: Mountains
Hydric soil rating: Yes

Data Source Information

Soil Survey Area: Douglas County Area, Oregon
Survey Area Data: Version 25, Aug 30, 2024

Douglas County Area, Oregon

214A—Roseburg loam, 0 to 3 percent slopes

Map Unit Setting

National map unit symbol: 278x
Elevation: 100 to 1,300 feet
Mean annual precipitation: 30 to 60 inches
Mean annual air temperature: 50 to 55 degrees F
Frost-free period: 160 to 235 days
Farmland classification: All areas are prime farmland

Map Unit Composition

Roseburg and similar soils: 85 percent
Minor components: 3 percent
Estimates are based on observations, descriptions, and transects of the mapunit.

Description of Roseburg

Setting

Landform: Flood plains
Landform position (three-dimensional): Tread
Down-slope shape: Linear
Across-slope shape: Linear
Parent material: Alluvium derived from mixed sources

Typical profile

H1 - 0 to 10 inches: loam
H2 - 10 to 41 inches: clay loam
H3 - 41 to 64 inches: sandy loam

Properties and qualities

Slope: 0 to 3 percent
Depth to restrictive feature: More than 80 inches
Drainage class: Well drained
Capacity of the most limiting layer to transmit water (Ksat): Moderately high to high (0.57 to 1.98 in/hr)
Depth to water table: More than 80 inches
Frequency of flooding: Rare
Frequency of ponding: None
Available water supply, 0 to 60 inches: High (about 10.1 inches)

Interpretive groups

Land capability classification (irrigated): 1
Land capability classification (nonirrigated): 1
Hydrologic Soil Group: B
Ecological site: F005XZ002CA - Floodplains
Forage suitability group: Well Drained < 15% Slopes (G005XY004OR)
Other vegetative classification: Well Drained < 15% Slopes (G005XY004OR)
Hydric soil rating: No

Minor Components

Conser

Percent of map unit: 2 percent
Landform: Stream terraces
Landform position (three-dimensional): Tread
Down-slope shape: Linear
Across-slope shape: Linear
Other vegetative classification: Poorly Drained (G005XY009OR)
Hydric soil rating: Yes

Aquolls

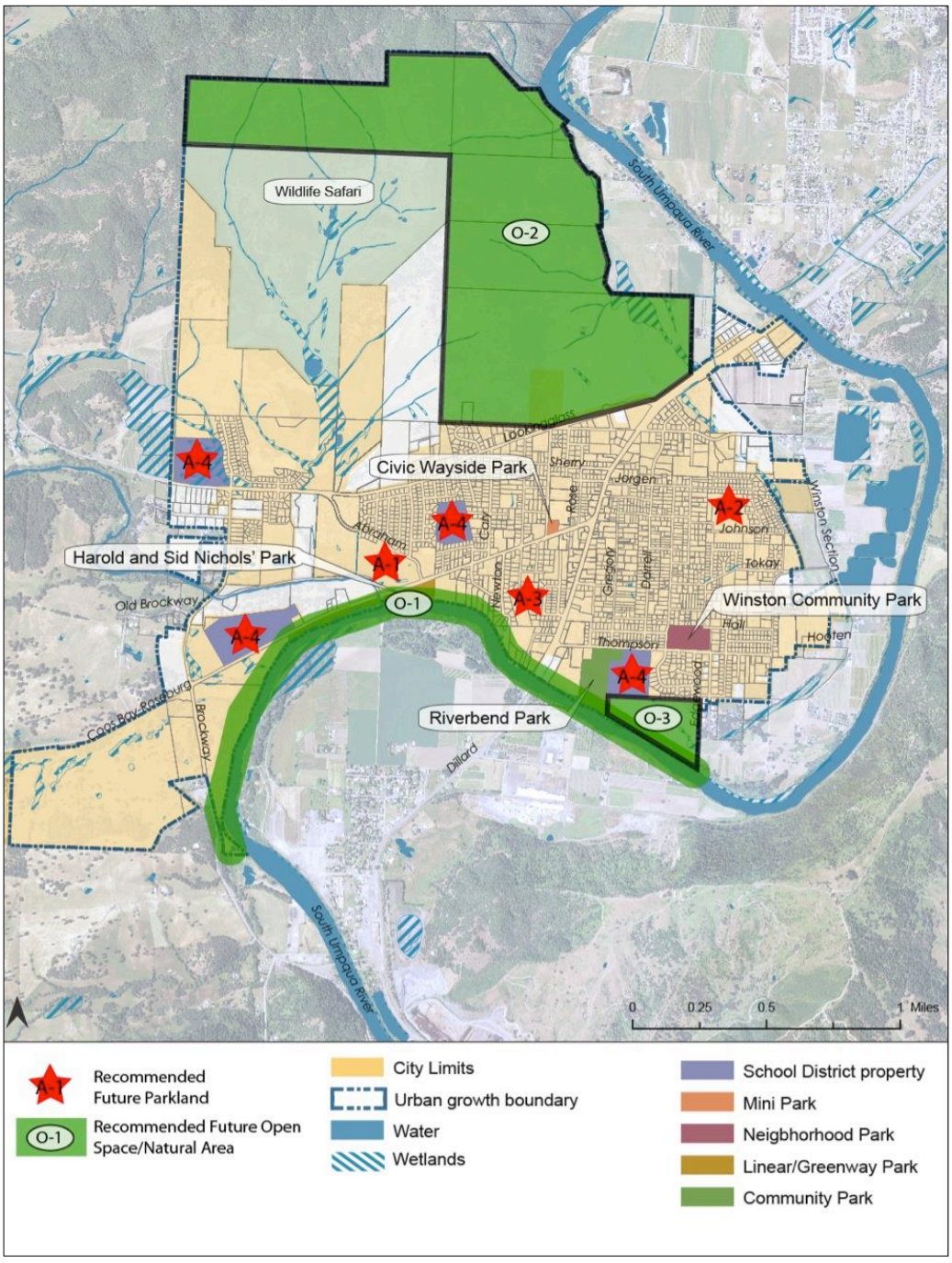
Percent of map unit: 1 percent
Landform: Stream terraces
Hydric soil rating: Yes

Data Source Information

Soil Survey Area: Douglas County Area, Oregon
Survey Area Data: Version 25, Aug 30, 2024

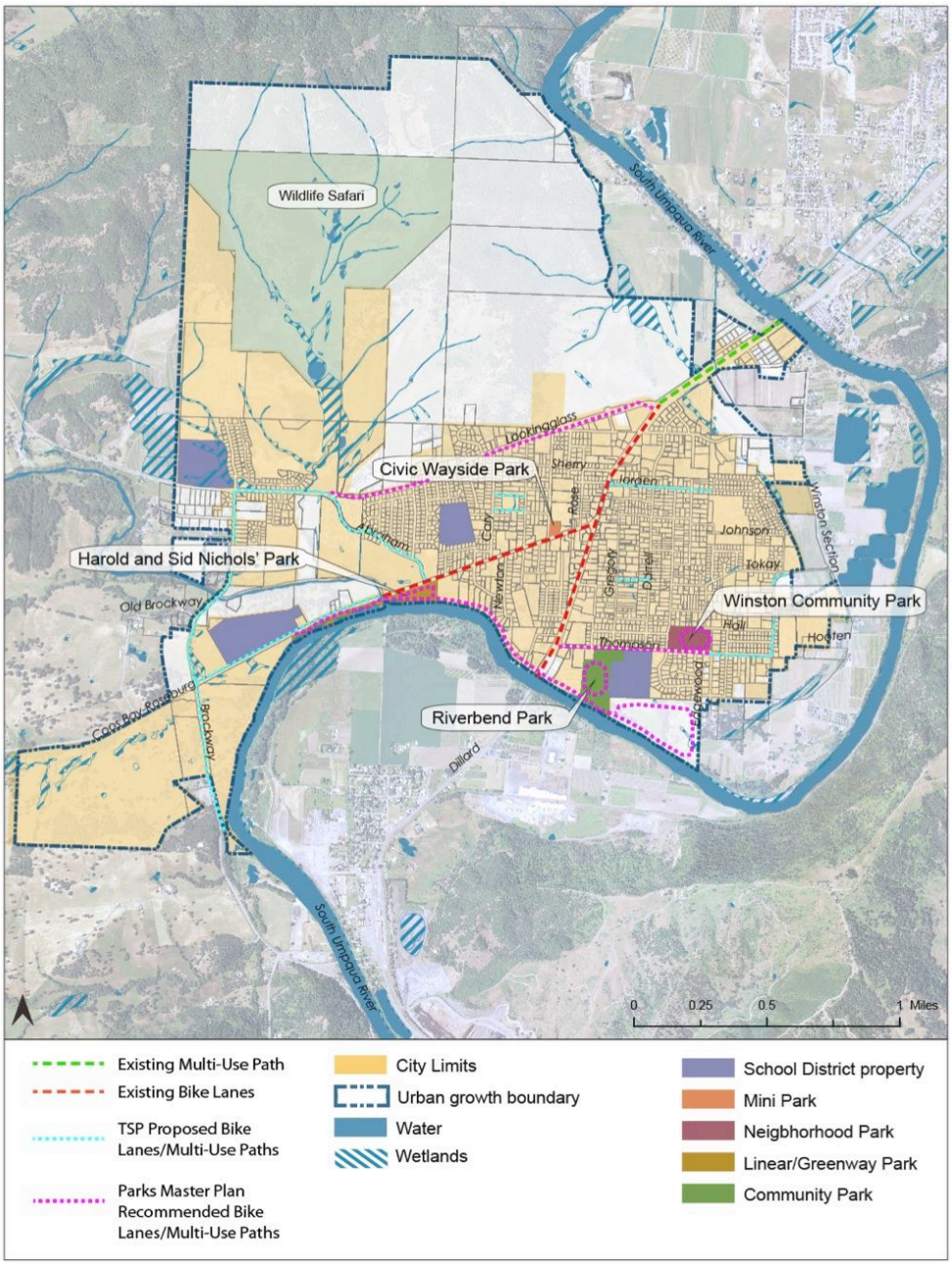
Source: National Resources Conservation Service Web Soil Survey. 01/19/2025. Available at: https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx

Map 5-1. Winston Proposed Future Parkland and Open Space



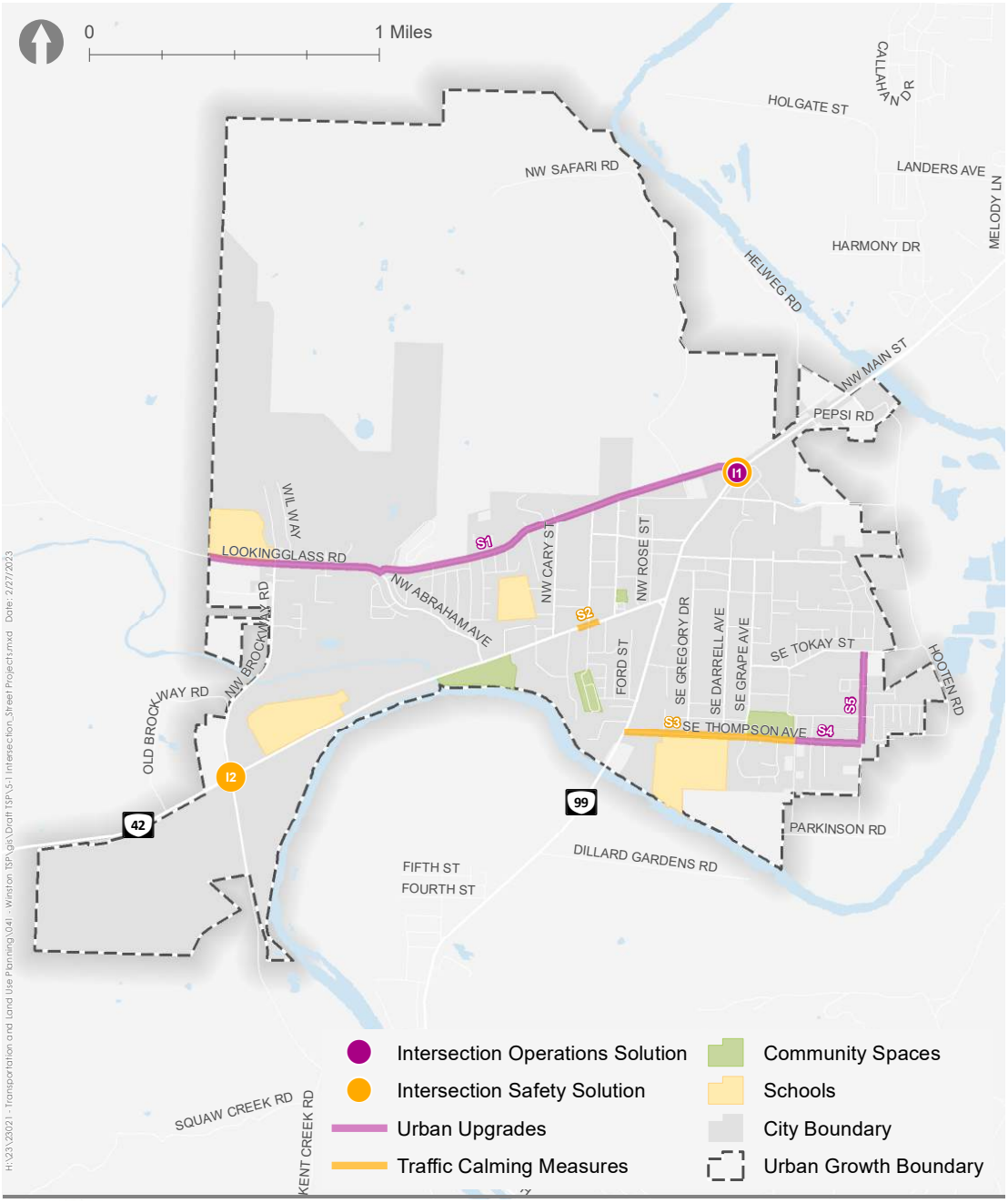
Source: Winston Parks System Master Plan. 02/2015. Available at: https://winstoncity.org/wp-content/uploads/2019/09/winston_parks_master_plan_30.pdf

Map 5-2. Winston Proposed Bike Lane, Path, and Trail System



Source: Winston Parks System Master Plan. 02/2015. Available at: https://winstoncity.org/wp-content/uploads/2019/09/winston_parks_master_plan_30.pdf

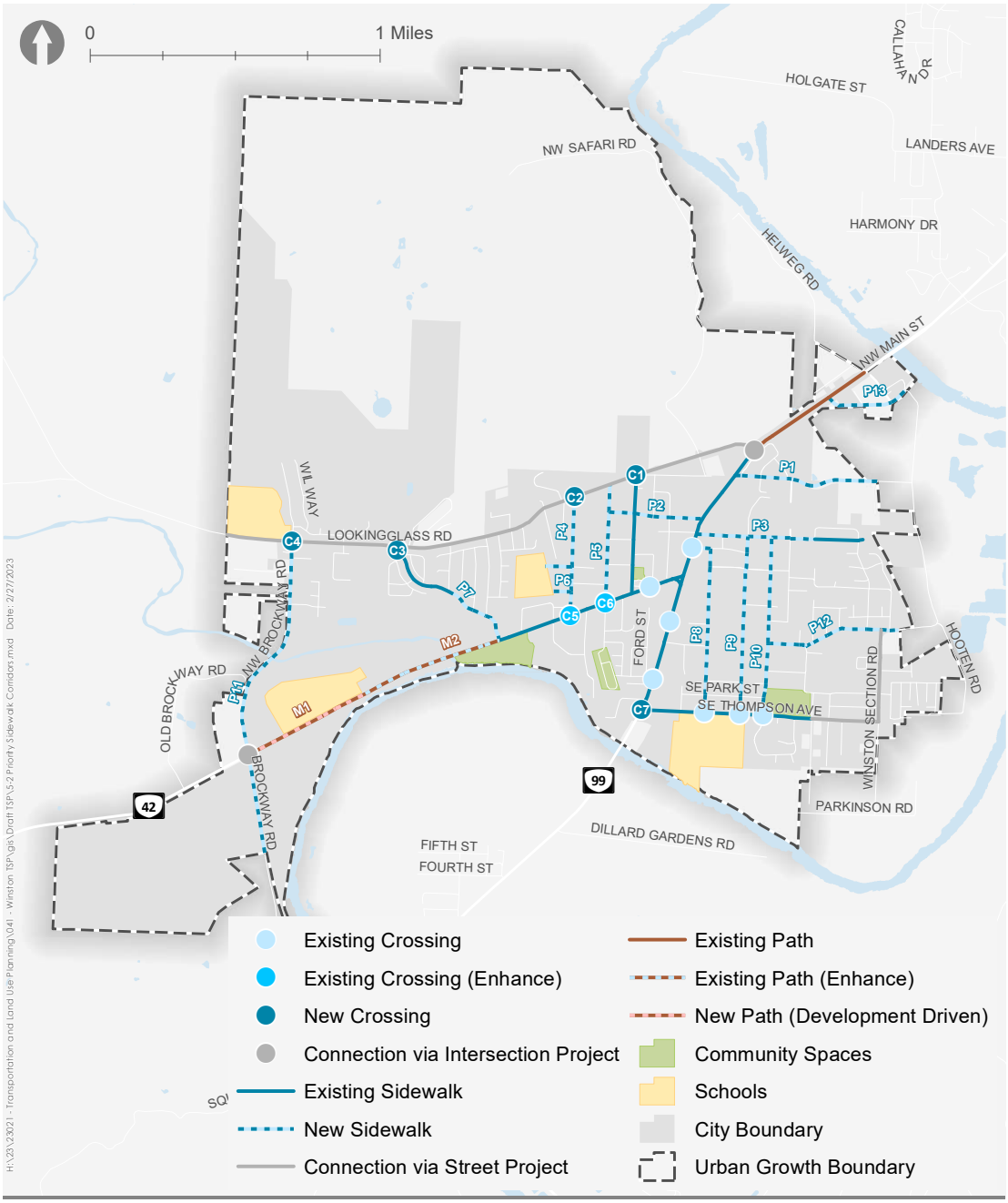
Figure 5-1: Intersection and Street Projects



OR 42 / BROCKWAY ROAD (I2)	• High priority project • A traffic control change at this intersection could better support traffic volumes and growth, reduce crashes, provide a protected highway crossing for people walking and biking, and create a gateway into the city. • At the time the TSP was written, ODOT was evaluating installation of a roundabout at this location through a detailed design.

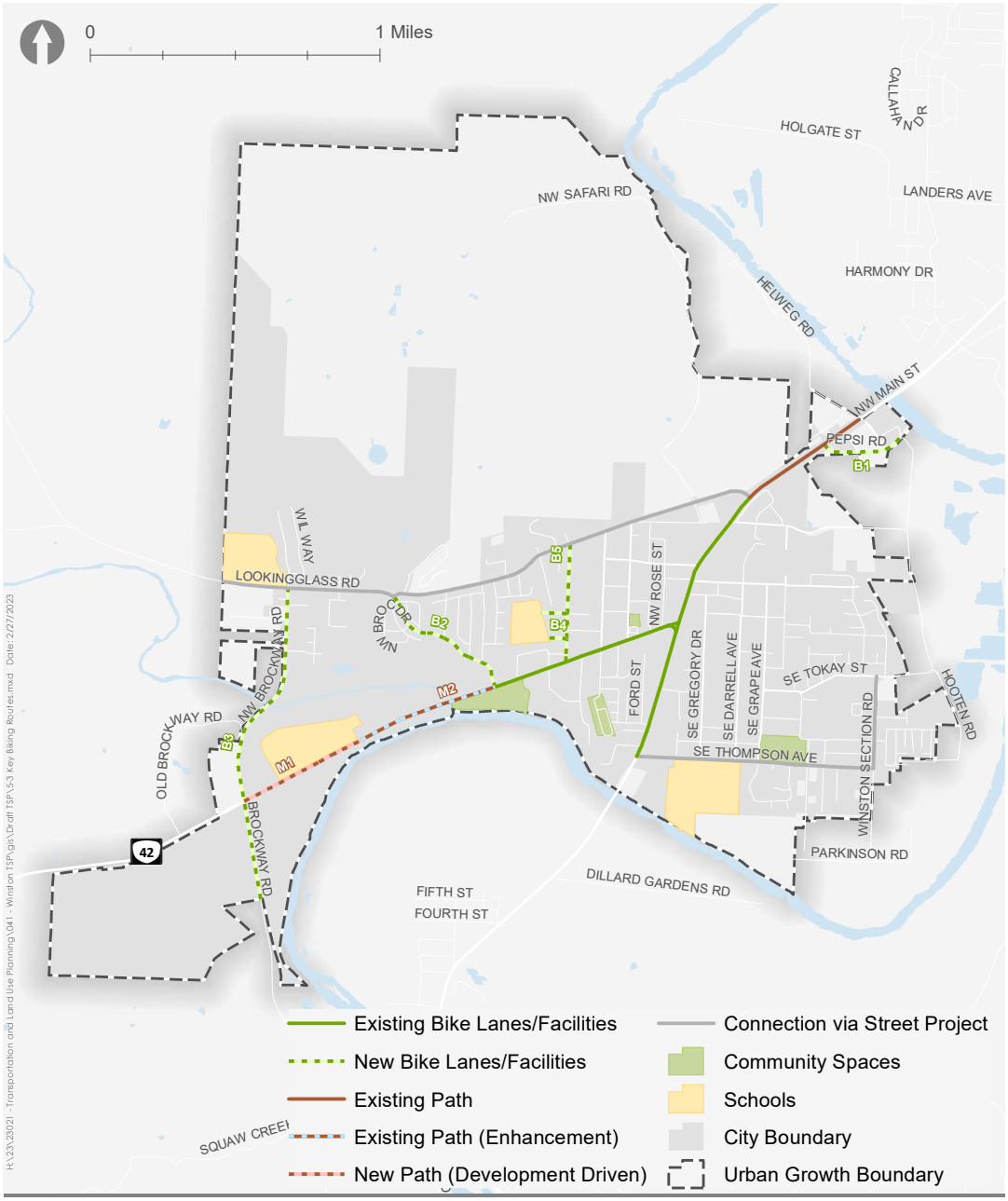
Source: Winston Transportation System Plan. 2023. Available at: https://winstoncity.org/forms/

Figure 5-2: Priority Pedestrian Projects



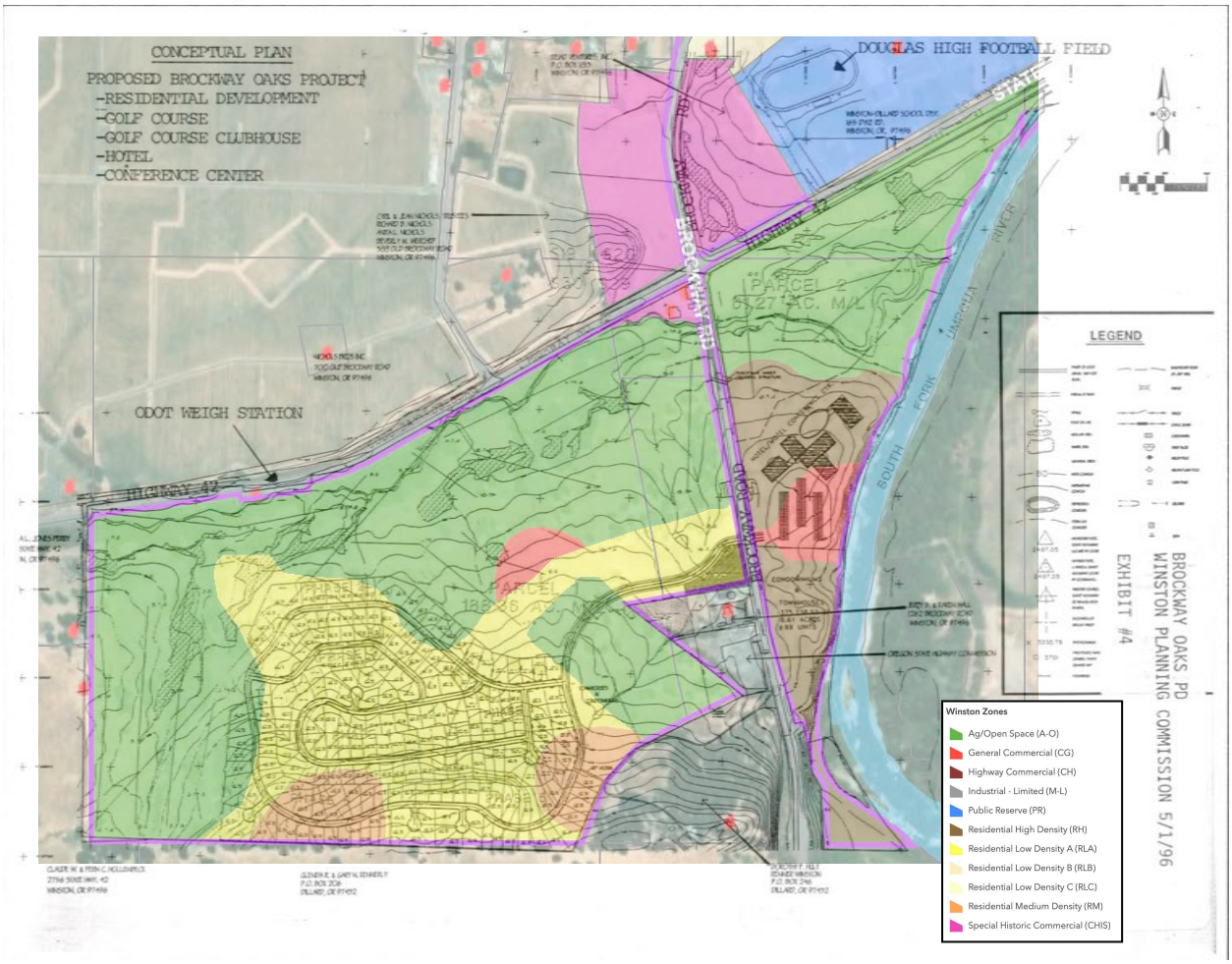
Source: Winston Transportation System Plan. 2023. Available at: https://winstoncity.org/forms/

Figure 5-3: Key Biking Route Projects

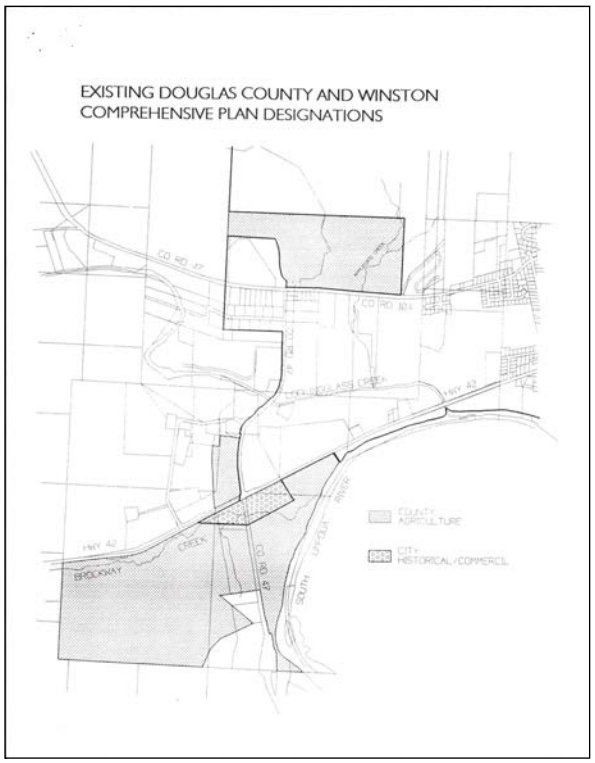


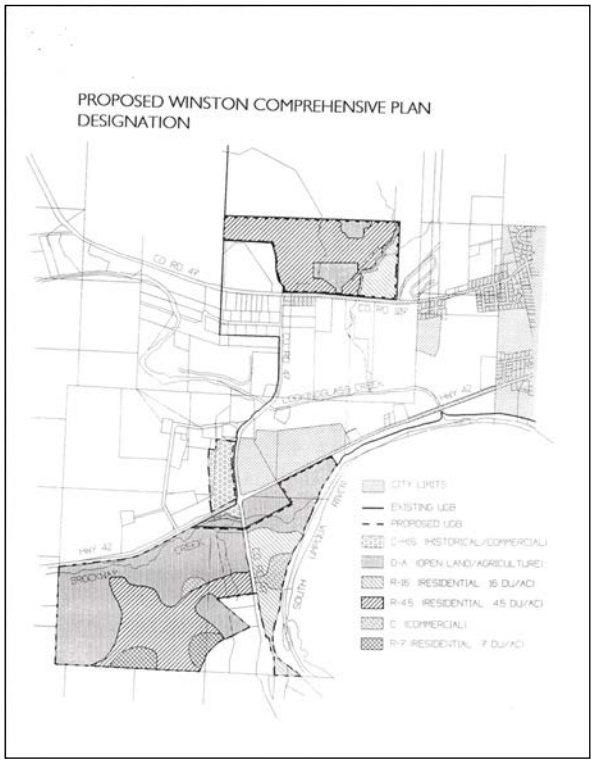
B3	Brockway Rd	Lookingglass Rd to south UGB	Install 6-foot bike lanes consistent with Major Collector standard	Med.	$7.3M

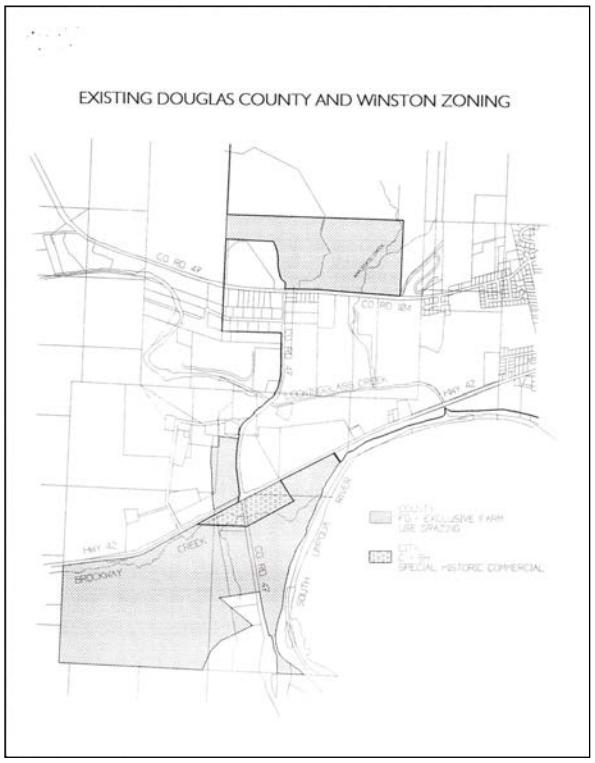
Source: Winston Transportation System Plan. 2023. Available at: https://winstoncity.org/forms/

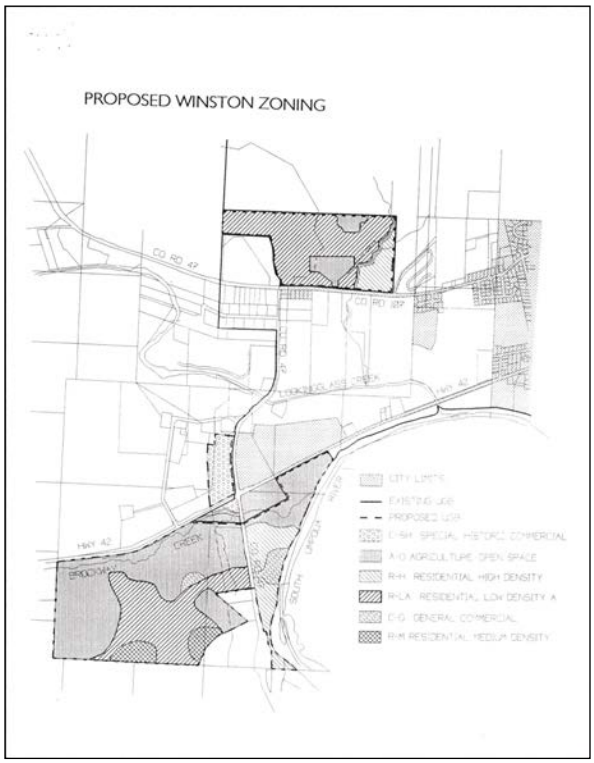


Sources: (1) Winston Online Geographic Information Map Zoning. Available at: https://winstoncity.org/departments/planning/. (2) Winston File # LEG-1-95 / DLCD File 004-95. Available at: https://www.dropbox.com/scl/fi/zra63pk16ov4pg6f7yhfr/DLCD-File-004-95-Annexation-and-Map-Assignments.pdf?









Sources: Winston File # LEG-1-95 / DLCD File 004-95. Available at: https://www.dropbox.com/scl/fi/zra63pk16ov4pg6f7yhfr/DLCD-File-004-95-Annexation-and-Map-Assignments.pdf?rlkey=2hoxgwhoygffq5bnudxv9zqkk&st=zkd31l44&dl=0

CITY OF WINSTON

PLANNING COMMISSION

EXHIBIT 7

Conceptual Site Plan - IE Engineering

Planning Department File No. 25-W014

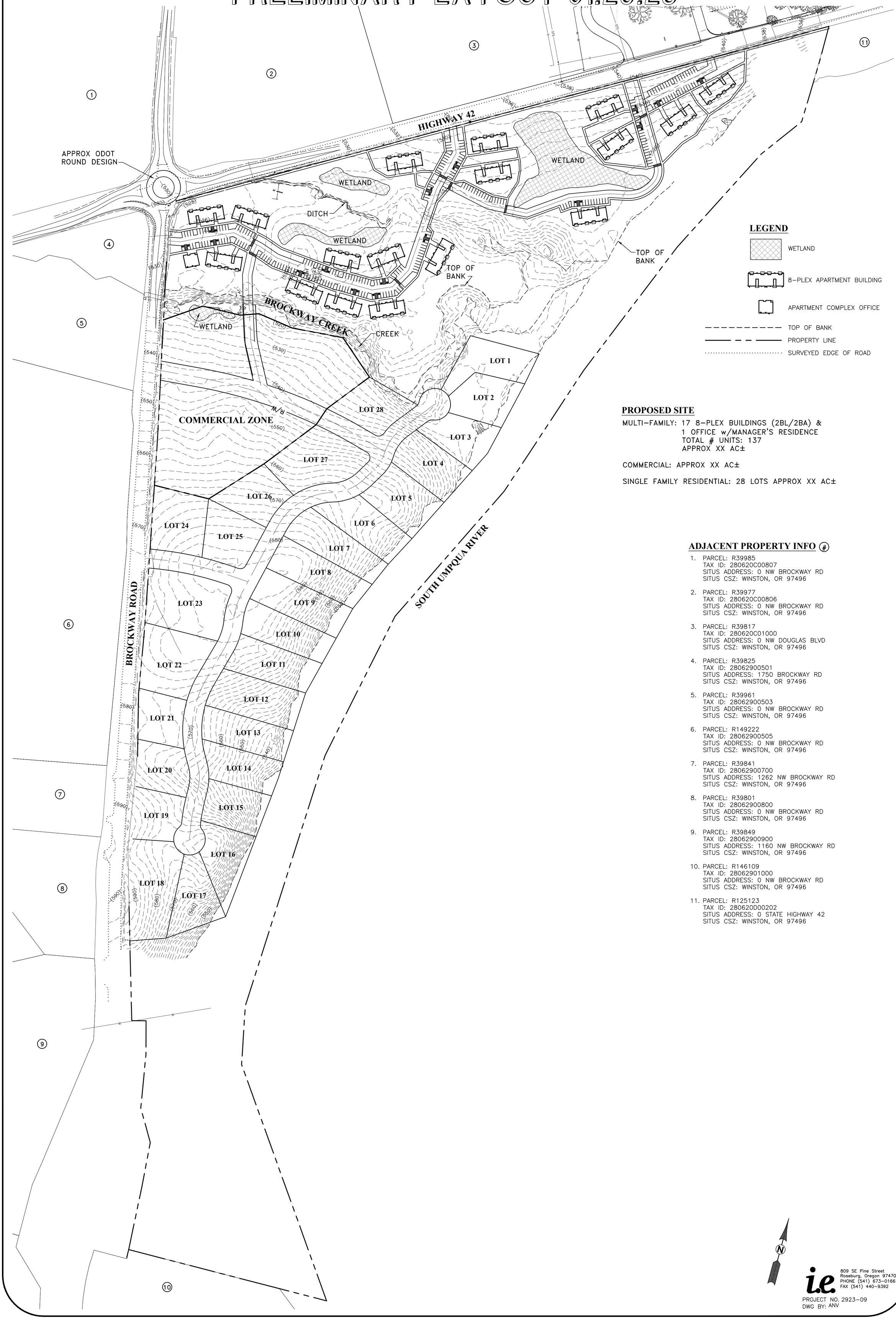
ATTACHMENT 2

Conceptual Site Plan

Application to City of Winston for Map Amendment
Birch Springs: Brockway Road & Hwy 42
November 2025

BIRCH SPRINGS

PRELIMINARY LAYOUT 01.29.25



LEGEND

- WETLAND
- 8–PLEX APARTMENT BUILDING
- APARTMENT COMPLEX OFFICE
- TOP OF BANK
- PROPERTY LINE
- SURVEYED EDGE OF ROAD

PROPOSED SITE

MULTI–FAMILY: 17 8–PLEX BUILDINGS (2BL/2BA) &
1 OFFICE w/MANAGER'S RESIDENCE
TOTAL # UNITS: 137
APPROX XX AC±

COMMERCIAL: APPROX XX AC±

SINGLE FAMILY RESIDENTIAL: 28 LOTS APPROX XX AC±

ADJACENT PROPERTY INFO (#)

1. PARCEL: R39985
   TAX ID: 280620C00807
   SITUS ADDRESS: 0 NW BROCKWAY RD
   SITUS CSZ: WINSTON, OR 97496
2. PARCEL: R39977
   TAX ID: 280620C00806
   SITUS ADDRESS: 0 NW BROCKWAY RD
   SITUS CSZ: WINSTON, OR 97496
3. PARCEL: R39817
   TAX ID: 280620C01000
   SITUS ADDRESS: 0 NW DOUGLAS BLVD
   SITUS CSZ: WINSTON, OR 97496
4. PARCEL: R39825
   TAX ID: 28062900501
   SITUS ADDRESS: 1750 BROCKWAY RD
   SITUS CSZ: WINSTON, OR 97496
5. PARCEL: R39961
   TAX ID: 28062900503
   SITUS ADDRESS: 0 NW BROCKWAY RD
   SITUS CSZ: WINSTON, OR 97496
6. PARCEL: R149222
   TAX ID: 28062900505
   SITUS ADDRESS: 0 NW BROCKWAY RD
   SITUS CSZ: WINSTON, OR 97496
7. PARCEL: R39841
   TAX ID: 28062900700
   SITUS ADDRESS: 1262 NW BROCKWAY RD
   SITUS CSZ: WINSTON, OR 97496
8. PARCEL: R39801
   TAX ID: 28062900800
   SITUS ADDRESS: 0 NW BROCKWAY RD
   SITUS CSZ: WINSTON, OR 97496
9. PARCEL: R39849
   TAX ID: 28062900900
   SITUS ADDRESS: 1160 NW BROCKWAY RD
   SITUS CSZ: WINSTON, OR 97496
10. PARCEL: R146109
    TAX ID: 28062901000
    SITUS ADDRESS: 0 NW BROCKWAY RD
    SITUS CSZ: WINSTON, OR 97496
11. PARCEL: R125123
    TAX ID: 280620D00202
    SITUS ADDRESS: 0 STATE HIGHWAY 42
    SITUS CSZ: WINSTON, OR 97496

809 SE Pine Street
Roseburg, Oregon 97470
PHONE (541) 673–0166
FAX (541) 440–9392

PROJECT NO. 2923–09
DWG BY: ANV

AndrewV Feb 04, 2025 Z:\JOBS\2923-Timberview Construction\2923-09 Birch Springs_EXHIBITS\2923-09_EXHIBIT-SITE.dwg

CITY OF WINSTON

PLANNING COMMISSION

EXHIBIT 8

Transportation Planning Rule Analysis and Traffic Impact Analysis - Sandow Engineering

Report body only; technical appendices and empirical output sheets are excluded.

Planning Department File No. 25-W014

ATTACHMENT 3

Transportation Planning Rule Analysis and Traffic Impact Analysis
by Sandow Engineering

Application to City of Winston for Map Amendment
Birch Springs: Brockway Road & Hwy 42
November 2025

TRAFFIC IMPACT ANALYSIS
TRANSPORTATION PLANNING RULE ANALYSIS

BIRCH SPRINGS

TRAFFIC IMPACT ANALYSIS
TRANSPORTATION PLANNING RULE ANALYSIS

WINSTON, OREGON

February 28, 2025

160 Madison Street, Suite A
Eugene, Oregon 97402
541.513.3376

SANDOW ENGINEERING

TRAFFIC IMPACT ANALYSIS

Birch Springs



RENEWAL 06/30/26

Winston, Oregon

February 28, 2025

Kelly Sandow PE

SANDOW
ENGINEERING
160 Madison Street, Suite A
Eugene Oregon 97402
541.513.3376
sandowengineering.com

project # 6118

EXECUTIVE SUMMARY

This report provides the Transportation Planning Rule Analysis and Traffic Impact Analysis prepared for the proposed Comprehensive Plan map amendment, zone change, and development of Birch Springs, a property located in Winston, Oregon. The site is located at Tax Lot 500 of Assessor's Map 28-06-29 and Tax Lot 808 of Assessor's Map 28-06-20C.

The existing zoning of Tax Lot 808 is AG/Open Space, and the existing zoning of Tax Lot 500 is a mix of General Commercial, High-Density Residential, and AG/ Open Space. The applicant is proposing to change the zoning of Tax Lot 808 to High-Density Residential. Tax Lot 500 will reduce and relocate the General Commercial zoning and rezone the remaining tax lot to Low-Density Residential.

The applicant's conceptual development plan is proposed to be constructed in phases. Phase 1 will occur in the northern portion of the site and will include 138 apartments. Future phases of the development will include commercial and approximately 28 single-family residential lots.

The following report recommendations are based on the information and analysis documented in this report.

FINDINGS

- The addition of development trips does not trigger any intersections to not meet the applicable volume to capacity (v/c) standards.
- The addition of development traffic does not substantially increase queuing conditions.
- The proposed zone change will meet all applicable Transportation Planning Rule criteria.
- The proposed site access connections to Hwy 42 will operate within the v/c standard, will not create queuing issues on the Highway, and meets ODOT access spacing standards.
- It is recommended that the median at the site's proposed westerly access to Highway 42 be restriped for a left turn pocket.
- The proposed site access connection to Brockway Road will operate within the v/c standard and will not create queueing issues.

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1.0 BACKGROUND

1.1 SITE INFORMATION

The site is comprised of Tax Lots 28-06-29-500 and 28-06-20C-808, located at the southeast corner of the intersections of Highway 42 and Brockway Road. The site is approximately 73.44 acres and is currently vacant. Figure 1 contains the site location and vicinity map.

The site has frontage on Highway 42, which is an ODOT Highway classified as a Statewide Highway, and frontage on Brockway Road, which is a Douglas County roadway classified as a Minor Arterial.

1.2 DEVELOPMENT PROPOSAL

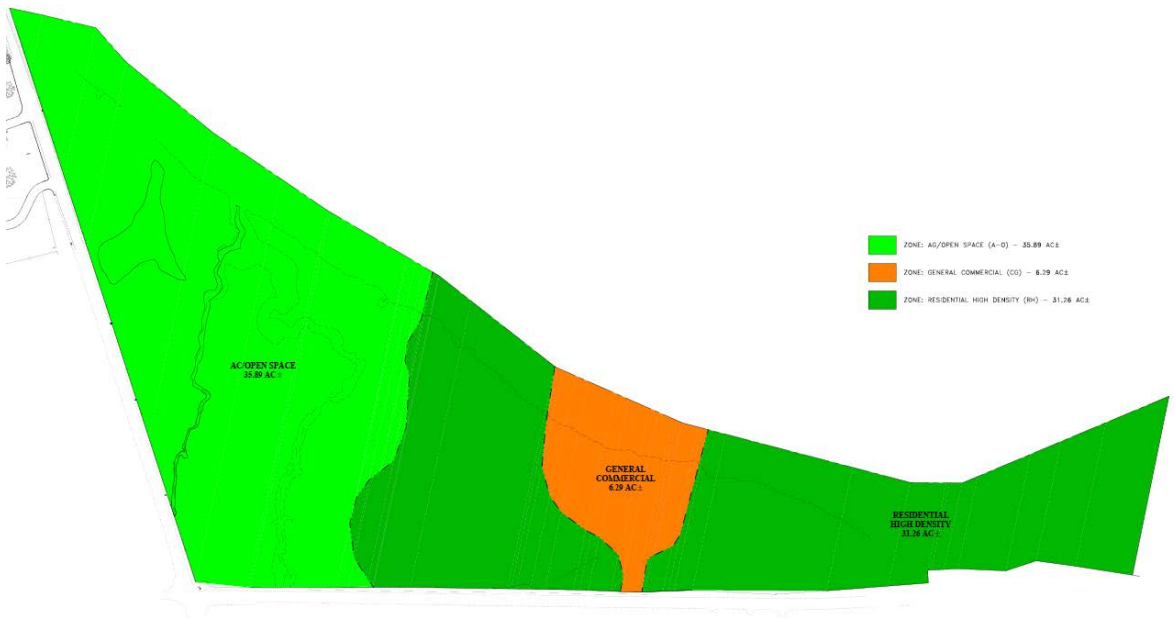
Zone Change Proposal

The existing zoning of Tax Lot 808 is AG/Open Space, and the existing map designation and zoning of Tax Lot 500 is a mix of General Commercial, High-Density Residential, and AG/ Open Space. The applicant is proposing to change the map designation and zoning of Tax Lot 808 to High-Density Residential. Tax Lot 500 will reduce and relocate the General Commercial zoning and rezone the remaining tax lot to Low-Density Residential. The change in zoning is illustrated in Table 1 and the following illustrations.

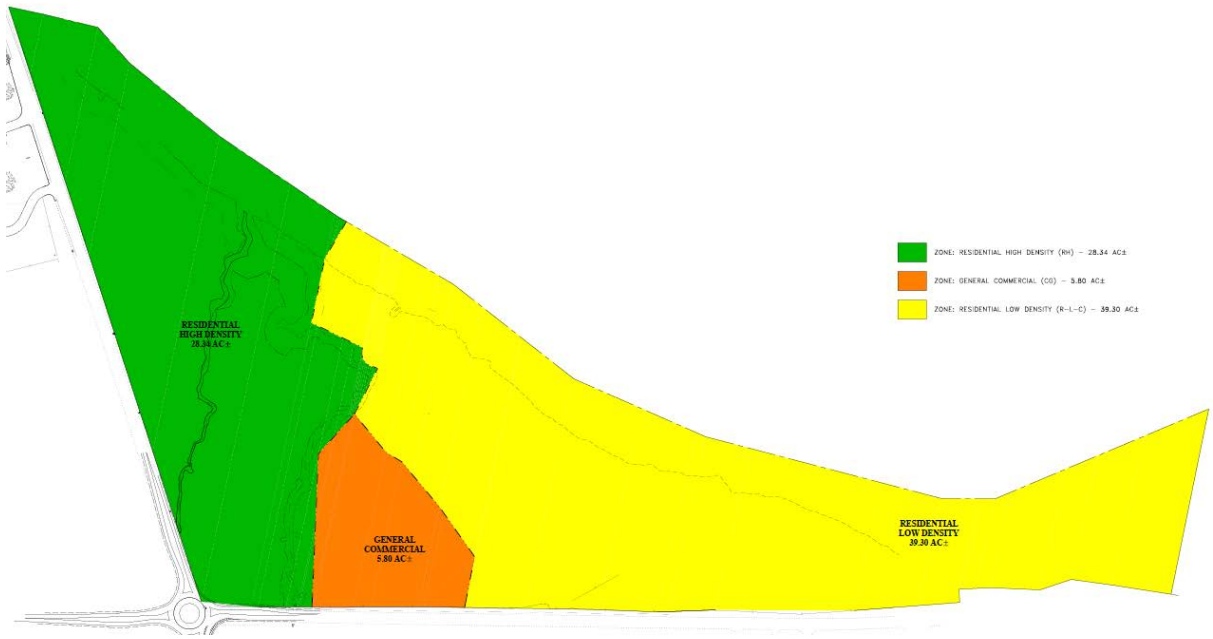
TABLE 1: ZONE CHANGE

Zoning	Existing Acreage	Proposed Acreage	Change
AG/Open Space (A-O)	35.89	0	-35.89
General Commercial (GC)	6.29	5.80	-0.49
Residential High Density (RH)	31.26	28.34	-2.92
Residential Low Density (R-L-C)	0	39.3	+39.0

EXISTING ZONE AREAS



PROPOSED ZONE AREAS



Development Proposal

The applicant has included with their application to the City of Winston for the map amendments a conceptual phased site plan. The applicant intends to submit applications to divide and develop the subject property, following the map amendment. The development proposal includes approximately 138 apartment units on the northern portion of the site, 28 single-family lots on the south/eastern portion of the site, and commercial located off Brockway Road. The commercial is not yet defined. Therefore, the commercial is assumed at 30,000 ksf and a mix of retail uses. The applicant's conceptual site plan proposal includes one driveway to Brockway Road. This access will operate as full movement until the roundabout at Brockway Road and Highway 42 is constructed. Once this access is constructed, this access will operate as a right-in right-out only. The conceptual site plan also includes 2 new street connections on Brockway Road. One at the commercial area, and the other at about mid-site accessing the single-family residential area.

The applicant is proposing 2 full movement access connections to Highway 42. The western access to Highway 42 is proposed to be located approximately 940 feet east of the intersection of Highway 42 and Brockway Road. The eastern access to Highway 42 will align with Douglas High School's eastern access (enter only). Appendix A contains the conceptual site plan.

1.3 ANALYSIS SCOPE

Traffic Impact Analysis:

The current site development proposal triggers an evaluation of impacts during the AM and PM peak hours at the time of development completion of all phases, estimated in the year 2030, and for 5 years beyond completion of all phases (year 2035).

The traffic study is performed in accordance with the City of Winston, ODOT, and Douglas County standards and criteria and was coordinated with the City of Winston, ODOT, and Douglas County. Appendix B contains the Scope of Work. The intersection analysis was performed for the adjacent intersections of:

- Site access connections
- Highway 42 at Brockway Road
- Brockway Road at Looking Glass Road
- Highway 42 at Abraham Avenue
- Highway 42 at Main Street

The operational analysis was performed at the study area intersections for the weekday AM peak period (7:00-9:00 AM) and PM peak period (4:00-6:00 PM). The operational analysis is performed for the following conditions:

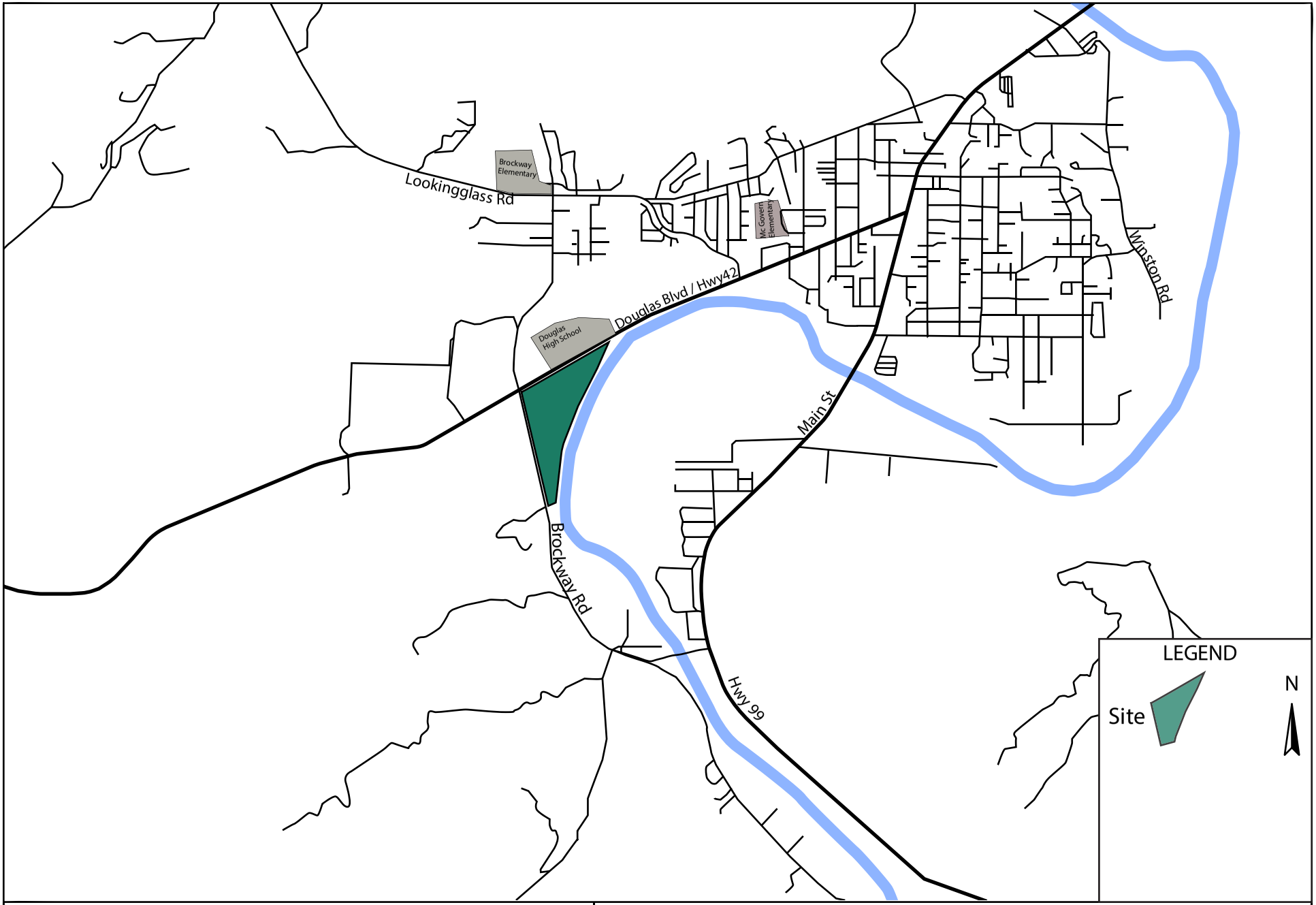
- Existing conditions, year 2025

- Year of completion, year 2030, with and without the proposed development
- Five-year planning horizon, the year 2035, with and without the proposed development

The system evaluation includes:

- Intersection Level of Service
- Intersection Volume-to-Capacity
- Intersection queuing
- Intersection crash history
- Intersection mitigation evaluation, including signal warrants, turn pockets, etc.
- Sight Distance at all new access connections
- Turn lane evaluation at all new site connections
- Access spacing standards
- Impact on ODOT proposed roundabout at Hwy 42 and Brockway Road

Transportation Planning Rule Analysis:
The proposed Comprehensive Plan Map amendment and zone change triggers an evaluation consistent with the Transportation Planning Rule criteria (TPR), Oregon Administrative Rule (OAR) 660-012-0060. This evaluation considers the impacts from the “reasonable worst-case” development potential of the existing and proposed zoning.



Birch Springs, Winston, OR

Figure 1: Site Location and Vicinity Map

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160 Madison Ave Suite A Eugene, Oregon 97402 - 541.513.3376 - sandowengineering.com

2.0 TRANSPORTATION PLANNING RULE ANALYSIS

The proposed zone change triggers an evaluation consistent with the Transportation Planning Rule criteria (TPR), Oregon Administrative Rule (OAR) 660-012-0060. To be consistent with TPR findings, the traffic generated by the proposed zoning needs to be found to not have a significant effect on the adjacent transportation system as evaluated within the City's Transportation Plan. This is achieved by first determining if the proposed zoning will have a higher impact on the surrounding transportation system than the existing zoning. This is done by evaluating a reasonable "worst-case" development scenario for the existing and the proposed zoning. If the proposed zoning has a higher trip generation, then an evaluation of the impacts on the transportation system is required. If the proposed zoning has a lower trip generation than the existing zoning, then the proposed zoning is determined not to have a significant impact.

As per the TPR requirements, the reasonable worst-case development scenario for both the existing and proposed zoning is determined using the allowed uses within each zone as described within the City of Winston Development Code. The analysis considers trip generation impacts during the PM peak hour consistent with the City of Winston Transportation System Plan.

2.1 EXISTING ZONING TRIP GENERATION

The existing zoning of Tax Lot 808 is AG/Open Space, and the existing zoning of Tax Lot 500 is a mix of General Commercial, High-Density Residential, and AG/ Open Space. The existing zoning is illustrated in Table 2.

TABLE 2: EXISTING ZONING

Zoning	Existing Acreage
AG/Open Space (A-O)	35.89
General Commercial (GC)	6.29
Residential High Density (RH)	31.26

The higher trip-generating uses allowed outright in the zoning, the development restrictions, and the reasonable uses are described in Table 3. The assumed housing density is based on the City of Winston Housing Needs Analysis average density.

TABLE 3: EXISTING ZONING DEVELOPMENT POTENTIAL

Zoning	Existing Acreage	Description	Development Potential
AG/Open Space (A-O)	35.89	-1 single family home per 10 acres -Park with community center	Park with community center
General Commercial (GC)	6.29	Allowed uses are restaurants, retail, motel, grocery stores. Assume building floor area is 10% of the total acreage	54,800 square feet
Residential High Density (RH)	31.26	Based on City min. lot sizes	537 units

The maximum development potential for the existing zoning includes 537 apartments and 54,800 sf of commercial space is likely unrealistic for the City of Winston. However, for the trip comparison for TPR Analysis, the maximum development potential is considered.

The PM peak hour trip generation is estimated using the ITE Trip Generation Manual 11th ed. The retail is assumed to be a group of smaller retail shops, i.e. a Shopping Center. Therefore, the ITE Land Use Code 821 Shopping Plaza (40-150K) is used. The apartments are assumed to be 2-3 stories. Therefore, ITE Land Use Code 220 Multi-Family (Low Rise) is appropriate. Table 4 contains the trip generation estimate for the existing zoning.

TABLE 4: PM PEAK HOUR TRIP GENERATION -EXISTING ZONING

Zoning	ITE Code	Size	Rate	Trips
AG/Open Space (A-O)	411- Public Park	35.89 acres	=0.06(x)+22.60	25
	435- Multipurpose Recreational Facility	5,000 sf	=3.58	18
General Commercial (GC)	821-Shopping Plaza	54.8 KSF	=7.67(x)+118.86	539
Residential High Density (RH)	220-Multi-Family (Low Rise)	537 Units	=0.43(x)+20.55	251
Total				**833**

The existing zoning has the potential to generate up to 833 PM peak hour trips.

2.2 PROPOSED ZONING TRIP GENERATION

The applicant is proposing to change the zoning of Tax Lot 808 to High-Density Residential. Tax Lot 500 will reduce and relocate the General Commercial zoning and rezone the remaining tax lot to Low-Density Residential. The proposed zoning is illustrated in Table 5.

TABLE 5: PROPOSED ZONING

Zoning	Proposed Acreage
General Commercial (GC)	5.80
Residential High Density (RH)	28.34
Residential Low Density (R-L-C)	39.3

The higher trip-generating uses allowed outright in the zoning, the development restrictions, and the reasonable uses are described in Table 6.

TABLE 6: PROPOSED ZONING DEVELOPMENT POTENTIAL

Zoning	Proposed Acreage	Description	Development Potential
Low-Density Residential (RLC)	39.3	Based on City min. lot sizes	86 single family homes
General Commercial (GC)	5.8	Allowed uses are restaurants, retail, motel, grocery stores. Assume building floor area is 10% of the total acreage	50,530 square feet
Residential High Density (RH)	28.34	Based on City min. lot sizes	486 units

The maximum development potential for the existing zoning of 486 apartments and 50,530 sf is likely unrealistic for the City of Winston. However, for the trip comparison for TPR Analysis, the maximum development potential is considered.

The PM peak hour trip generation is estimated using the ITE Trip Generation Manual 11th ed. The retail is assumed to be a group of smaller retail stores, i.e., a Shopping Center. Therefore, the ITE Land Use Code 821 Shopping Plaza (40-150K) is used. The apartments are assumed to be 2-3 stories. Therefore, ITE Land Use Code 220 Multi-Family (Low Rise) is appropriate. Table 7 contains the trip generation estimate for the proposed zoning.

TABLE 7: PM PEAK HOUR TRIP GENERATION -PROPOSED ZONING

Zoning	ITE Code	Size	Rate	Trips
Low-Density Residential (RLC)	210-Single Family	86 Units	LN(T)= 0.94ln(x)+0.37	86
General Commercial (GC)	821-Shopping Plaza	50.53 KSF	=7.67(x)+118.86	506
Residential High Density (RH)	220-Multi-Family (Low Rise)	486 Units	=0.43(x)+20.55	230
Total				**822**

The proposed zoning has the potential to generate up to 822 PM peak hour trips.

2.3 ZONE CHANGE IMPACTS

As demonstrated in Section 2.1, the worst-case development potential of the existing zoning could generate up to 828 PM peak hour trips. As demonstrated in Section 2.2, the worst-case development potential of the proposed zoning could generate up to 822 PM peak hour trips. The proposed zoning will generate fewer trips than the existing zoning. Therefore, the impacts of the proposed zoning are not significant compared to the existing zoning. An analysis of the system is not required to show compliance with TPR.

2.4 TRANSPORTATION PLANNING RULE FINDINGS

Consistent with the Transportations Rule (TPR), the following elaborates on how this development meets the TPR requirements.

Goal 12, (OAR) 660-12-0060 (1) requires that a local government ensures that an amendment to a functional plan, an acknowledged comprehensive plan, or a land-use regulation (including a zoning map) does not significantly affect an existing or planned transportation facility. A plan or land use amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

As demonstrated in Sections 2.1-2.3 above. The proposed zoning will generate fewer trips during the PM peak hour than the existing zoning. Therefore, the proposed zoning will not have a significant effect on the transportation system, which would result in the need to reclassify the adjacent streets.

(b) Change standards implementing a functional classification system; or

The standards for implementing a functional classification system are found within the City of Winston's Transportation System Plan. The standards are based on street connectivity, spacing of streets, mix and amounts of travel modes, and mobility. The proposed zone change does not need to modify the standards for the street functional classification system.

> *(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
>
> *(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*

Development on the property with the proposed zone change will mostly consist of passenger cars, pedestrians, and bicycles, with occasional use by delivery vehicles, etc. This type of use is consistent with the types of uses expected on urban streets, especially local and collector streets.

The proposed zone change will not cause traffic levels, patterns, or access that are inconsistent with the functional classification of an existing or planned transportation facility.

> *(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*

As demonstrated in Sections 2.1-2.3 above, the proposed zoning will generate fewer trips during the PM peak hour than the existing zoning. Therefore, the proposed zoning will not have a significant effect on the transportation system.

> *(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan." OAR 660-12-0060(1)*

As demonstrated in Sections 2.1-2.3 above. The proposed zoning will generate fewer trips during the PM peak hour than the existing zoning. Therefore, the proposed zoning will not have a significant effect on the transportation system.

3.0 DEVELOPMENT TRIP GENERATION AND DISTRIBUTION

The overall development plan includes 138 apartments, 28 single-family homes, and mixed commercial. The commercial is currently undefined. Therefore, the analysis assumes approximately 30,000 sf of mixed retail (restaurants, offices, and retail shops). The trip generation for the proposed development is shown in Table 8.

- The apartments will be contained in several buildings and will have no more than 3 floors. Therefore, ITE code 220-Multi-Family (Low Rise) is used.
- ITE 210- Single Family Detached is used for the single-family lots.
- The retail is likely a mix of smaller retail shops, i.e., a shopping center. Therefore, ITE 822-Strip Retail Plaza (<40ksf) is used.

Internal Trips

As the development site is a mix of retail and residential, trips are anticipated to go between the uses without accessing the surrounding roadway system. These are called internal trips. Following ITE methodology, the site is anticipated to have a 22% internal trip reduction.

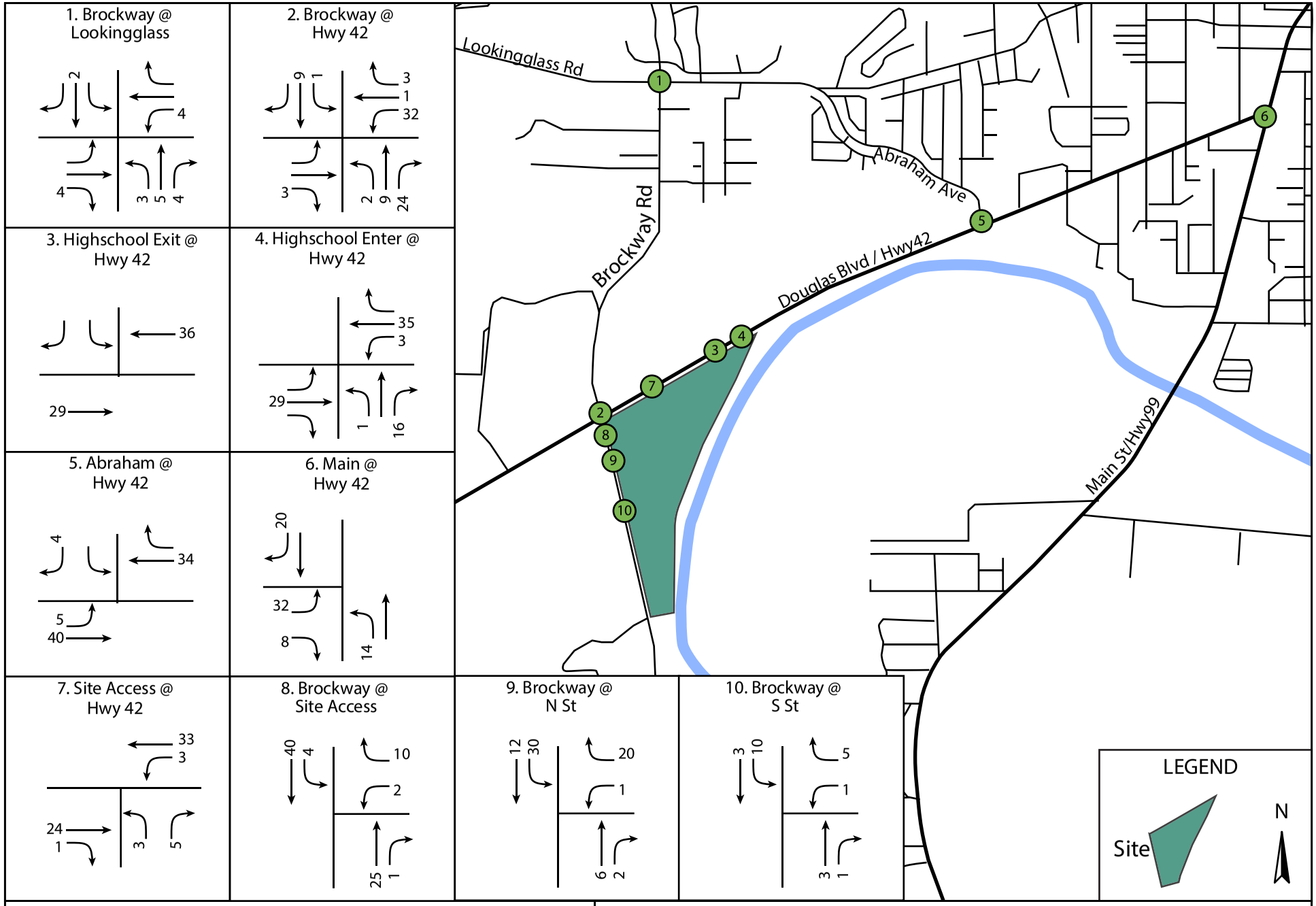
TABLE 8: TRIP GENERATION -PROPOSED DEVELOPMENT

ITE Code	Size	Rate	Trips	In	Out
AM Peak Hour					
220-Multi-Family Low Rise	138 Units	=0.31(x)+22.85	66	16 (24)%	50 (76%)
210- Single Family	28 Units	Ln(T)=0.91ln(x)+0.12	23	15 (63%)	8 (37%)
822- Retail Plaza (<40ksf)	30 ksf	=2.36(x)	71	42 (60%)	29 (40%)
Total			**160**	**73**	**87**
Internal Trips		22%	-40	-18	-22
Total New			**120**	**55**	**65**
PM Peak Hour					
220-Multi-Family Low Rise	138 Units	=0.43(x)+20.55	80	50 (63%)	30 (37%)
210- Single Family	28 Units	Ln(T)=0.94ln(x)+0.27	30	19 (63%)	11 (37%)
822- Retail Plaza (<40ksf)	30 ksf	Ln(T)=0.71ln(x)+2.72	170	85 (50%)	85 (50%)
Total			**280**	**154**	**126**
Internal Trips		22%	-62	-34	-28
Total New			**218**	**120**	**98**
Daily Trips					
220- Multi-Family Low Rise	138 Units	=6.41(x)+75.31	960	480 (50%)	480 (50%)
210- Single Family	28 Units	Ln(T)=0.92ln(x)+2.68	313	156 (50%)	157 (50%)
822- Retail Plaza (<40ksf)	30 ksf	T=42.2(x)+229.68	1496	748 (50%)	748 (50%)
Total			**2768**	**1384**	**1384**
Internal Trips		22%	-609	-305	-305
Total New			**2159**	**1080**	**1080**

The development trips are distributed on the system based on the existing travel patterns and reasonable origins/destinations. The images below illustrate the trip distribution. In general, the trips follow the distribution pattern of:

- North on Brockway Road=20%
- West on Highway 42=5%
- East on Highway 42=70%
- South on Brockway Road=5%

Figure 2 illustrates the trip distribution in the AM peak hour, and Figure 3 illustrates the trip distribution during the PM peak hour.

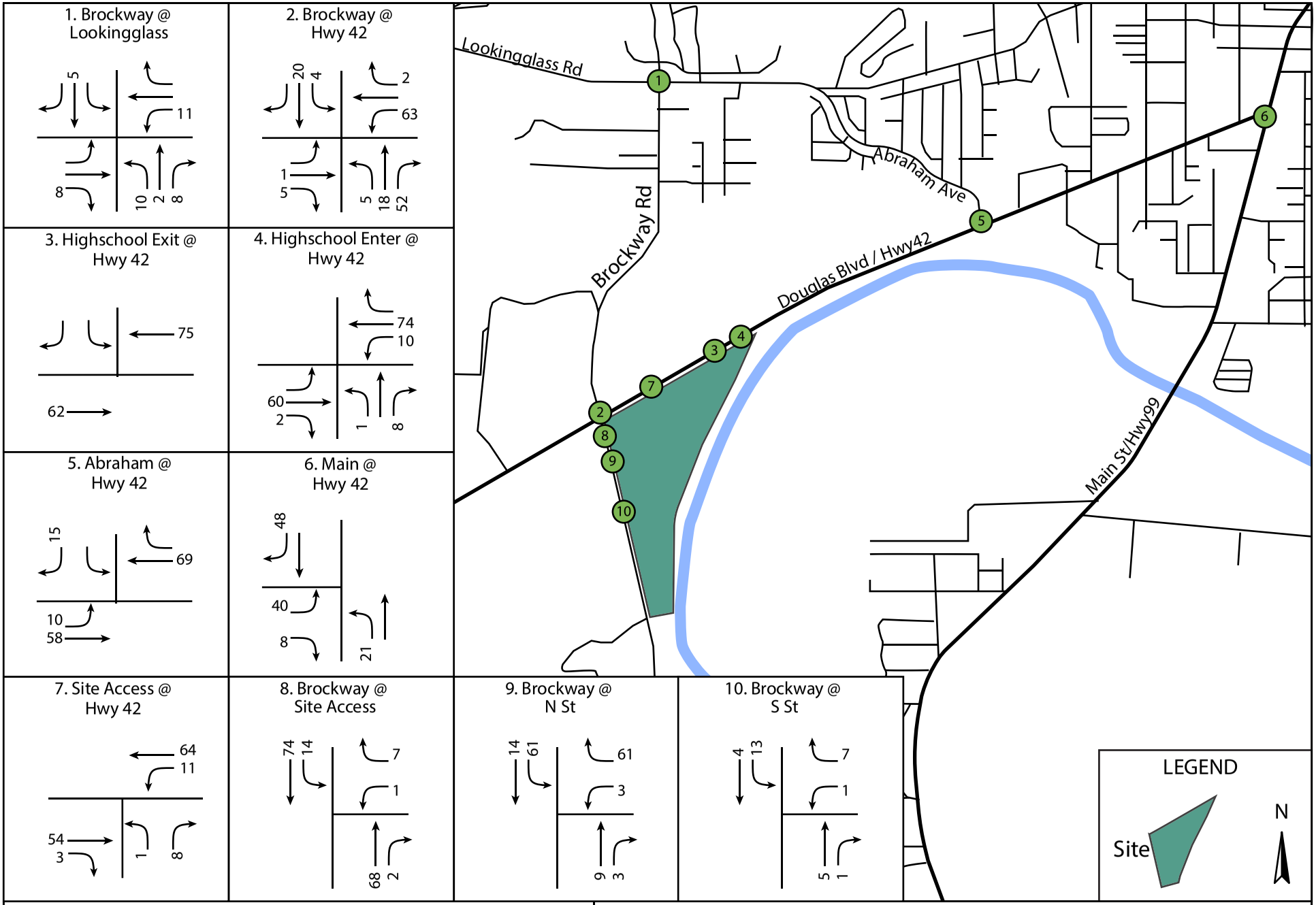


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Figure 2: AM Development Trip Distribution

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Figure 3: PM Development Trip Distribution

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4.0 EXISTING ROADWAY CONDITIONS

4.1 STREET NETWORK

Streets included within the study are Highway 42 and Brockway Road. The roadway characteristics within the study area are included in Table 9. Figure 4 illustrates the study area intersection geometry and access control.

TABLE 9: ROADWAY CHARACTERISTICS WITHIN STUDY AREA

Characteristic	Brockway Road	Highway 42
Jurisdiction	County	ODOT
Functional Classification	Minor Arterial/ Major Collector	Statewide
Lanes per Direction	1-2	1-2
Center Left Turn lane	None	None
Restrictions in the Median	None	None
Bikes Lanes Present	None	None
Sidewalks Present	None	None
On-Street Parking	No	No
Speed (mph)	55	45-55

4.2 STUDY INTERSECTIONS

Intersections included in the study are:

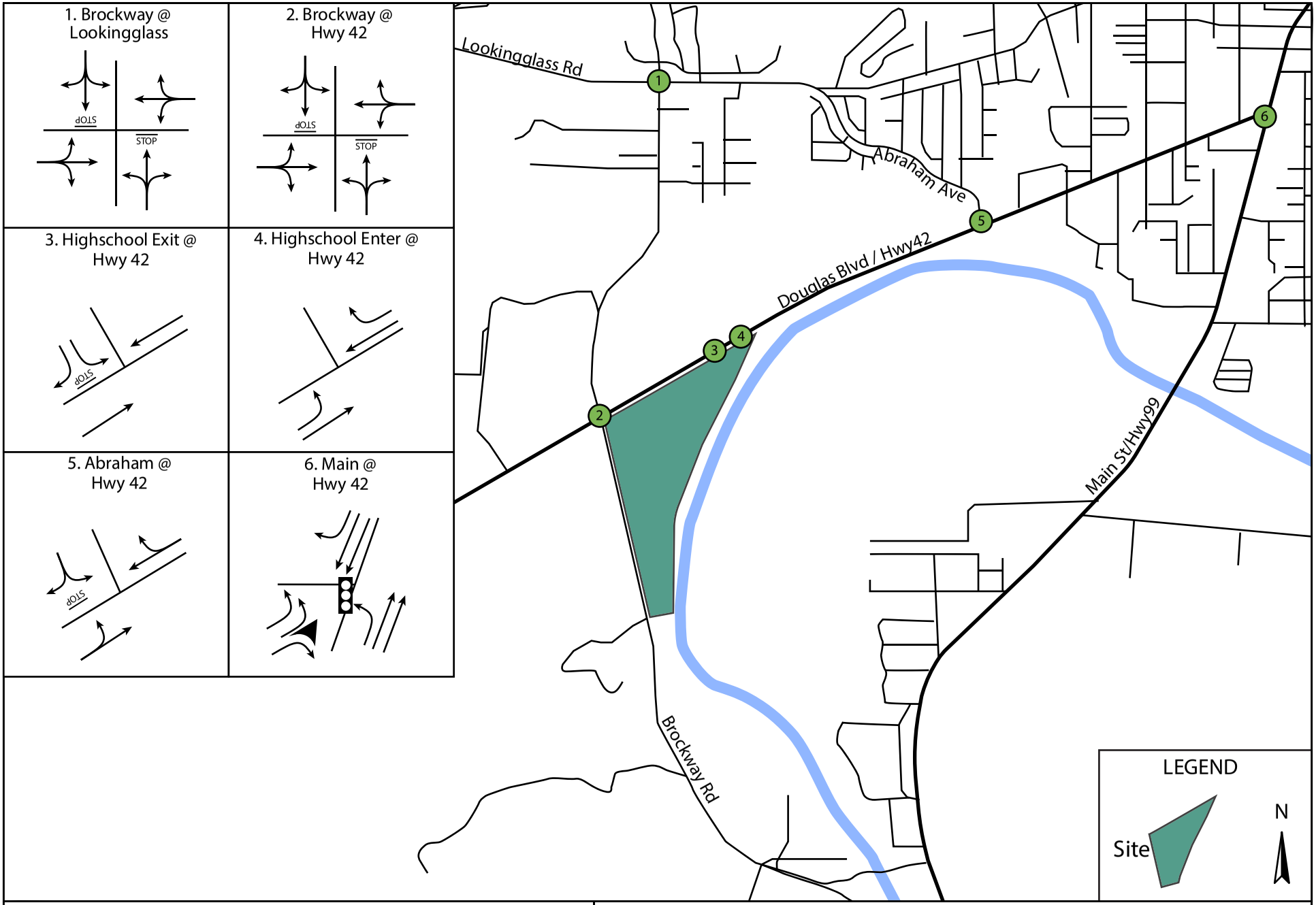
- Highway 42 at Brockway Road
- Highway 42 at Abraham Avenue
- Highway 42 at Main Street/Highway 99
- Brockway Road at Looking Glass Road

Highway 42 at Brockway Road: This is a 4-legged stop-controlled intersection with Brockway Road as the stopped approaches. Each approach is one lane. There are no marked crosswalks or bike lanes present at this intersection.

Highway 42 at Abraham Ave: This is a 3-legged stop-controlled intersection with the Abraham Avenue approach with the stop control. This intersection has one lane in each direction with a separate westbound left turn lane. There are bike lanes on the Highway 42 approaches. The Abraham approach has ADA ramps and a marked crosswalk.

Highway 42 at Main Street: This is a 3-legged signalized intersection. Main Street has 2 lanes northbound and southbound, a separate northbound left turn lane, and a separate southbound right turn lane. The Highway 42 approach has 2 lanes for westbound travel, two eastbound left turn lanes, and one eastbound right turn lane. The eastbound right turn lane is channelized and operates as a stop control. The southbound right turn lane operates with an overlap phase that runs with the eastbound left turn movement. There are marked crosswalks and pedestrian signal phases on the south and west legs of the intersection.

Brockway Road at Lookingglass Road: This is a 4-legged stop-controlled intersection with the Brockway Road approaches the stopped approaches. Each approach is one lane. There are no marked crosswalks or bike lanes at this intersection.



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Figure 4: Lane Configuration and Traffic Control

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5.0 CRASH ANALYSIS

A crash evaluation was performed for the study area intersections. The analysis investigates crash data available for the most recent 5 years, 1/1/2018-12/31/2022, to determine the crash rate in crashes per million entering vehicles and the type of crashes that occurred. Year 2023-2024 crash data is currently not available. The crash analysis follows the HSM Critical Crash Rate methodology outlined in ODOT's Analysis Procedures Manual. The intersection crash rates are compared to the calculated Critical Crash Rates. If the crash rate exceeds the Critical Crash Rate, the intersection is further evaluated for possible mitigation measures. The crash data is provided in Appendix C. The crash rates are provided in Table 10. Table 11 summarizes the crash data.

TABLE 10: INTERSECTION CRASH RATE

Location	Intersection Type	Number of Crashes	AADT	MEV	Crash Rate*	Critical Crash Rate*	
Highway 42 at Brockway	Stop	32	7,610	13.89	2.30	1.50	Over
Highway 42 at Abraham	Stop	1	8,720	15.91	0.06	1.46	Under
Brockway at Lookingglass	Stop	2	2,530	4.62	0.43	1.90	Under
Highway 42 at Main St	Signal	16	20,190	36.85	0.43	0.63	Under

***(crashes/million entering vehicles)**

Highway 42 at Brockway Road has a crash rate that is higher than the Critical Crash Rate for the study area. All other intersections have crash rates under the Critical Crash Rate.

TABLE 11: INTERSECTION CRASH PATTERNS

Location	Number of Crashes	Types of Crashes						Severity		
		Head	Rear	Side	Turn	Other	Ped/ Bike	PDO	Injury	Fatal
Highway 42 at Brockway	32	0	3	0	2	27	0	13	18	1
Highway 42 at Abraham	1	0	0	0	0	1	0	0	1	0
Brockway at Lookingglass	2	0	0	0	0	2	0	0	2	0
Highway 42 at Main St	16	0	6	1	7	1	1	8	8	0

***(crashes/million entering vehicles)**

PEDESTRIAN CRASHES

There was one crash involving a pedestrian that occurred at the intersection of Highway 42 at Main Street. The pedestrian crash occurred on Thursday, October 25, 2020, at approximately 6:00 AM. The crash involved a pedestrian crossing Main Street within the road and a vehicle traveling southbound on Main Street. The error was assigned to the pedestrian for not crossing at the crosswalk. There were no geometric or operational issues that contributed to the crash. Therefore, no mitigation measures are proposed.

FATAL CRASHES

There was one fatal crash reported within the past 5 years, occurring at the intersection of Highway 42 at Brockway Road. This crash occurred on Friday, November 20, 2020, at approximately 7 PM. The crash involved a northbound traveling vehicle and a westbound traveling vehicle. The error was assigned to the northbound traveling vehicle. There are currently red light flashers at the stopped approaches. ODOT is proposing to construct a roundabout at this location. There are no additional mitigation measures recommended.

VEHICLE CRASH PATTERNS

Highway 42 at Brockway Road

The intersection of Highway 42 at Brockway Road has a crash rate that exceeds the critical crash rate. This intersection had 32 reported crashes over the past 5 years. Twenty-seven of the crashes are classified as “other” in the table. Of these other crashes, 9 were vehicles that left the roadway for unknown reasons. The remaining crashes were T-style crashes where vehicles traveling through on Highway 42 collided with vehicles traveling through on Brockway Road, with the majority of the crashes as eastbound through /southbound through vehicles or northbound through/westbound through vehicles. Red Stop Sign Flashers are provided on both the north and south Brockway Road approaches. ODOT has plans for a roundabout at this location, which is currently in the design phase. A roundabout will significantly improve safety at this location and will eliminate the T-stye crashes. No further safety improvements are recommended.

6.0 BACKGROUND TRAFFIC VOLUMES

6.1 INTERSECTION COUNTS

Turning movement counts were collected in May 2024 at the study intersections from 7:00-9:00 AM and 4:00-6:00 PM. The peak hours of the system are from 7:00-8:00 AM and 4:00-5:00 PM.

The traffic volumes are included in Appendix D.

6.2 SEASONAL ADJUSTMENT

The application of seasonal adjustment factors (SAF) accounts for the fact that volumes along State Highways and recreational routes tend to fluctuate from month to month due to changes in recreational behavior, etc. Monthly volume variations for routes with recreational traffic show much higher seasonal peaking than routes with predominantly intercity traffic. ODOT’s Analysis Procedures Manual details the methodology for calculating the seasonal adjustment factor. The ATR Methodology using the ATR data was deemed appropriate for this project. ODOT has an Automatic Traffic Recorder (ATR) located on Highway 42, 1.53 miles east of Brockway Road. The

data from that ATR (ATR 10-006) illustrates that the peak months for traffic are July and August. Therefore, the May counts are adjusted to reflect peak season volumes.

As per the ATR, the SAF applied to the May counts is 1.115. The seasonal adjustment factor calculation is provided in Appendix D.

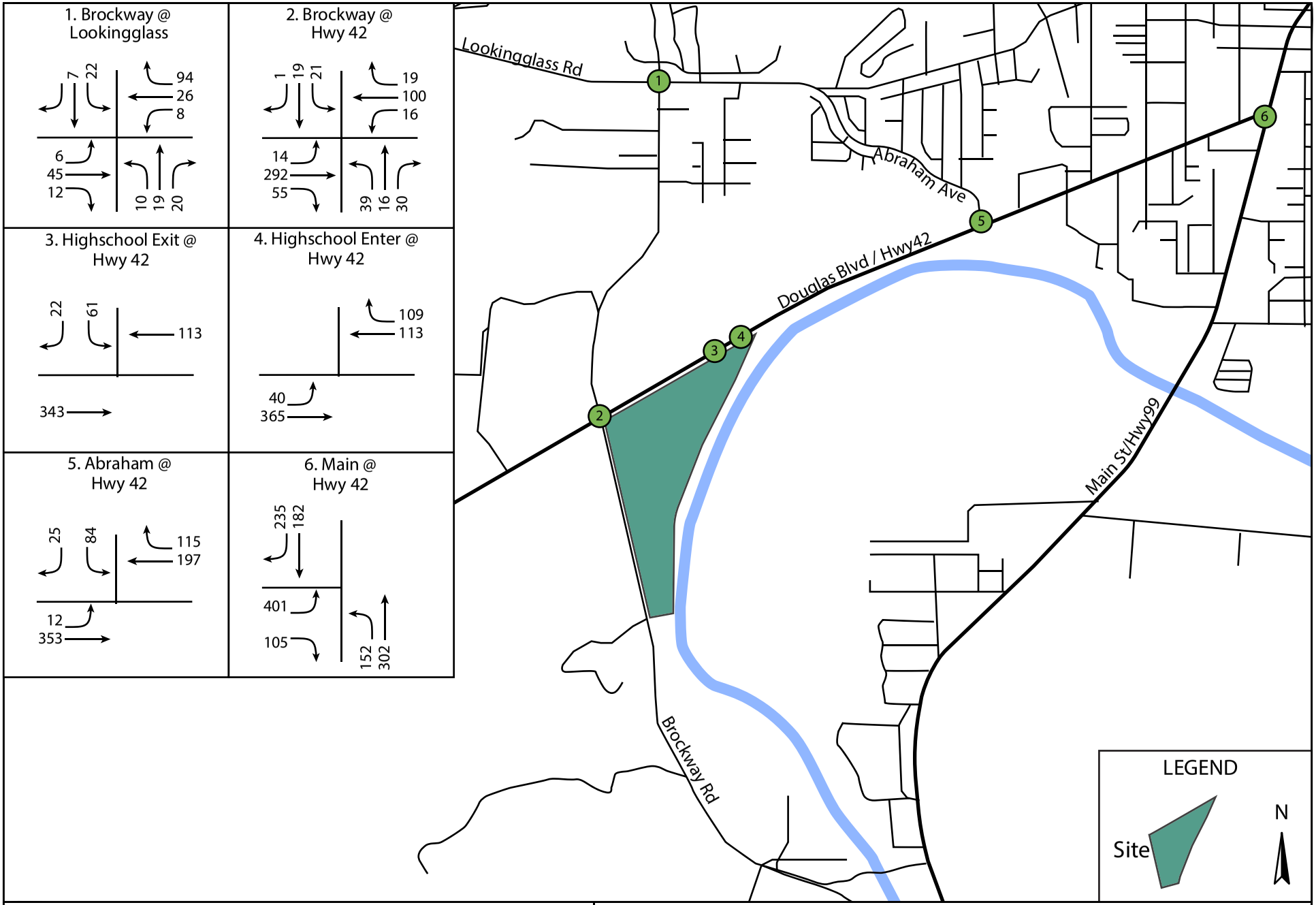
6.3 FUTURE YEAR BACKGROUND VOLUMES

The proposed site development is projected to be completed by the year 2030. Consistent with the traffic impact analysis criteria, the intersections were evaluated for the year of completion, the year 2030, and a 5-year planning horizon, the year 2035. An annual growth rate was applied to account for naturally occurring traffic increases between the count year and the future analysis year. The growth rate was calculated using ODOT's future volume tables. The growth rate along Highway 42 between Main Street and Brockway Road is estimated at 1.42% per year. The 1.42% annual growth rate is applied to the base year counts to calculate the year 2030 and year 2035 volumes.

6.4 FINAL TRAFFIC VOLUMES

The existing traffic volumes were adjusted according to the methodology described above. Appendix D provides the traffic volume calculations. The development trips are added to the background traffic to volume to represent the build conditions. The traffic volumes are provided in the following figures:

- Figure 5- Year 2025 AM Peak Hour
- Figure 6- Year 2025 PM Peak Hour
- Figure 7- Year 2030 AM Peak Hour Background
- Figure 8- Year 2030 PM Peak Hour Background
- Figure 9- Year 2035 AM Peak Hour Background
- Figure 10- Year 2035 PM Peak Hour Background
- Figure 11- Year 2030 AM Peak Hour with Development
- Figure 12- Year 2030 PM Peak Hour with Development
- Figure 13- Year 2035 AM Peak Hour with Development
- Figure 14- Year 2035 PM Peak Hour with Development

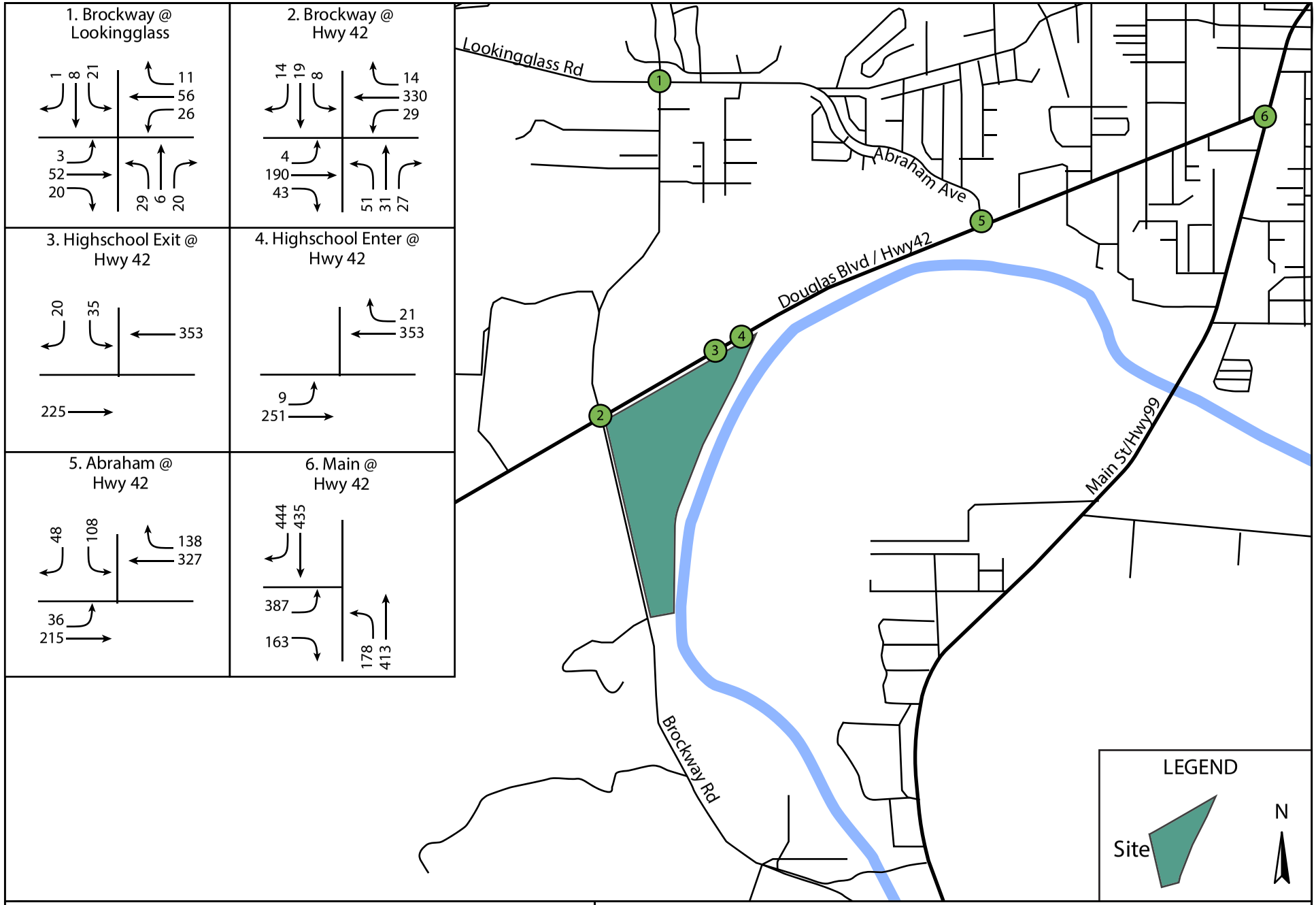


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Figure 5: Year 2025 AM Background Traffic Volumes

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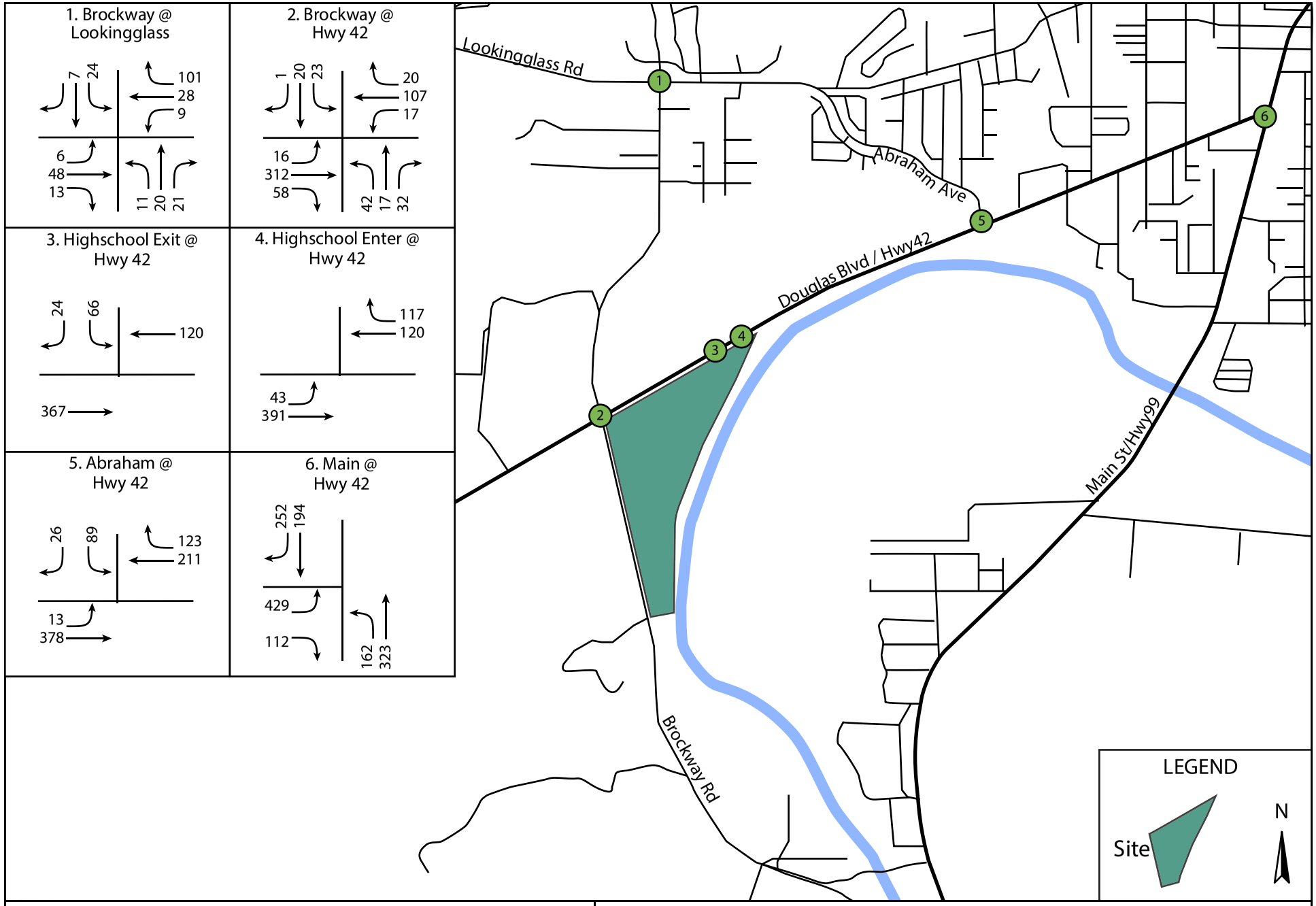
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Figure 6: Year 2025 PM Background Traffic Volumes

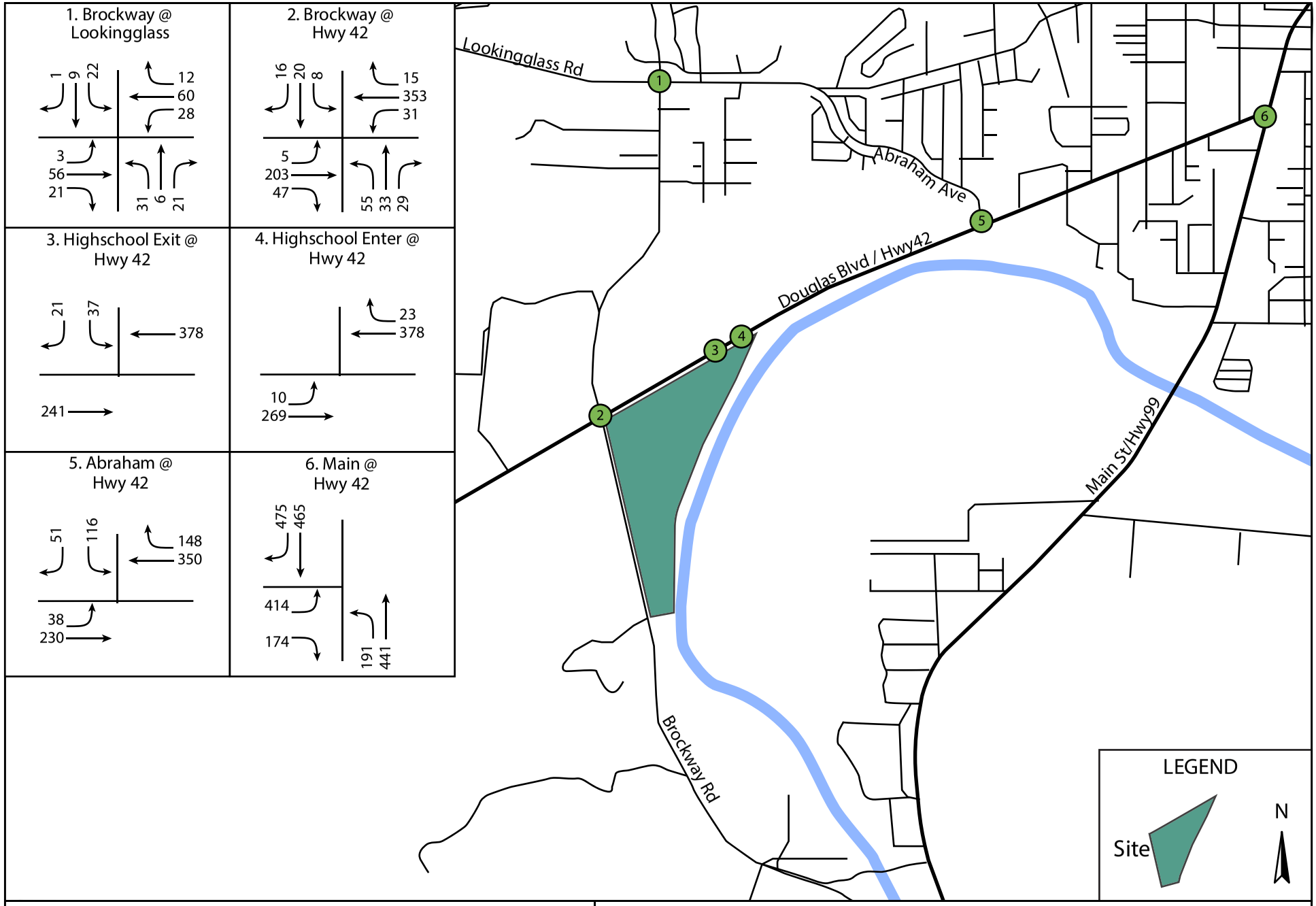
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Figure 7: Year 2030 AM Background Traffic Volumes

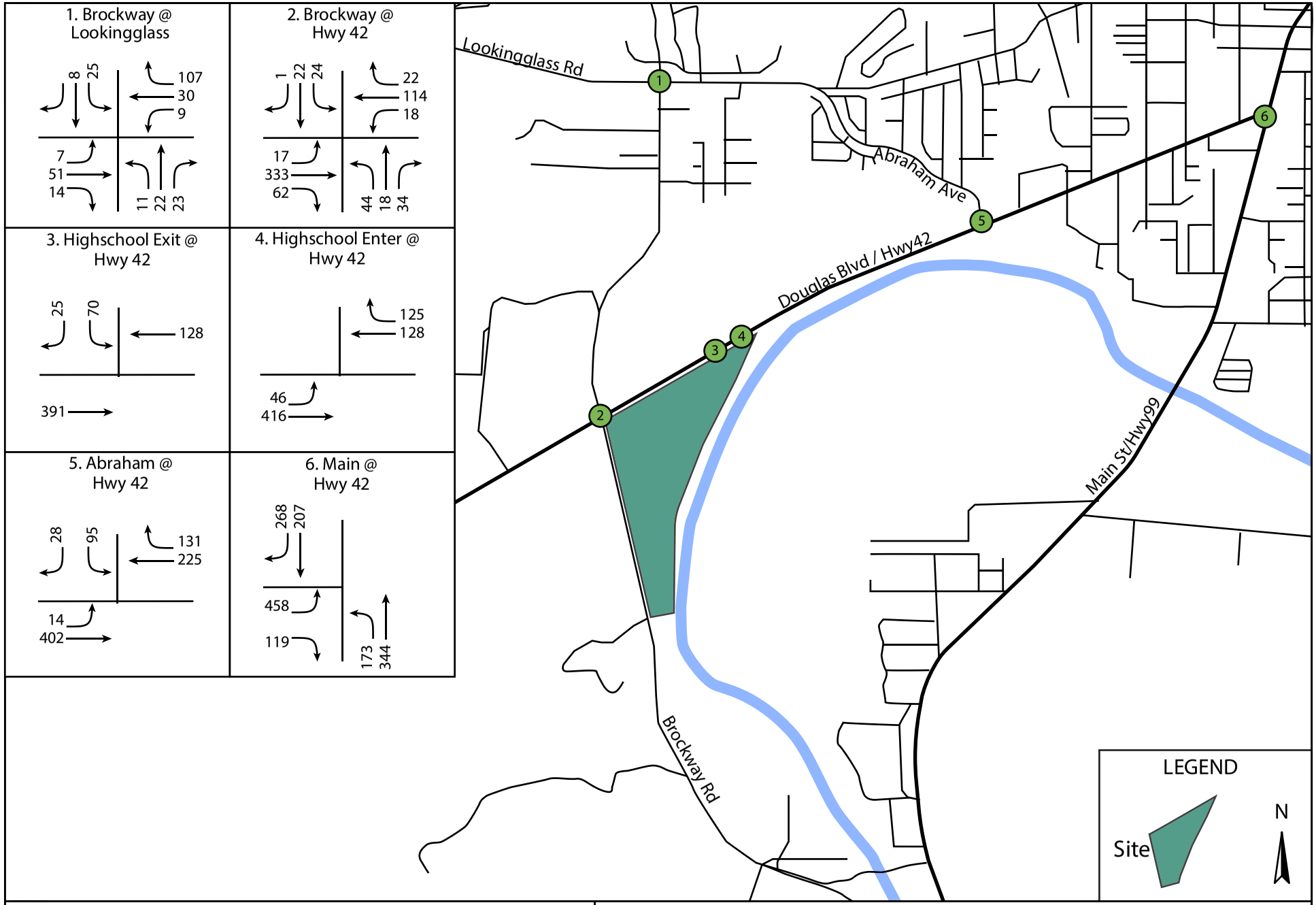
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Figure 8: Year 2030 PM Background Traffic Volumes

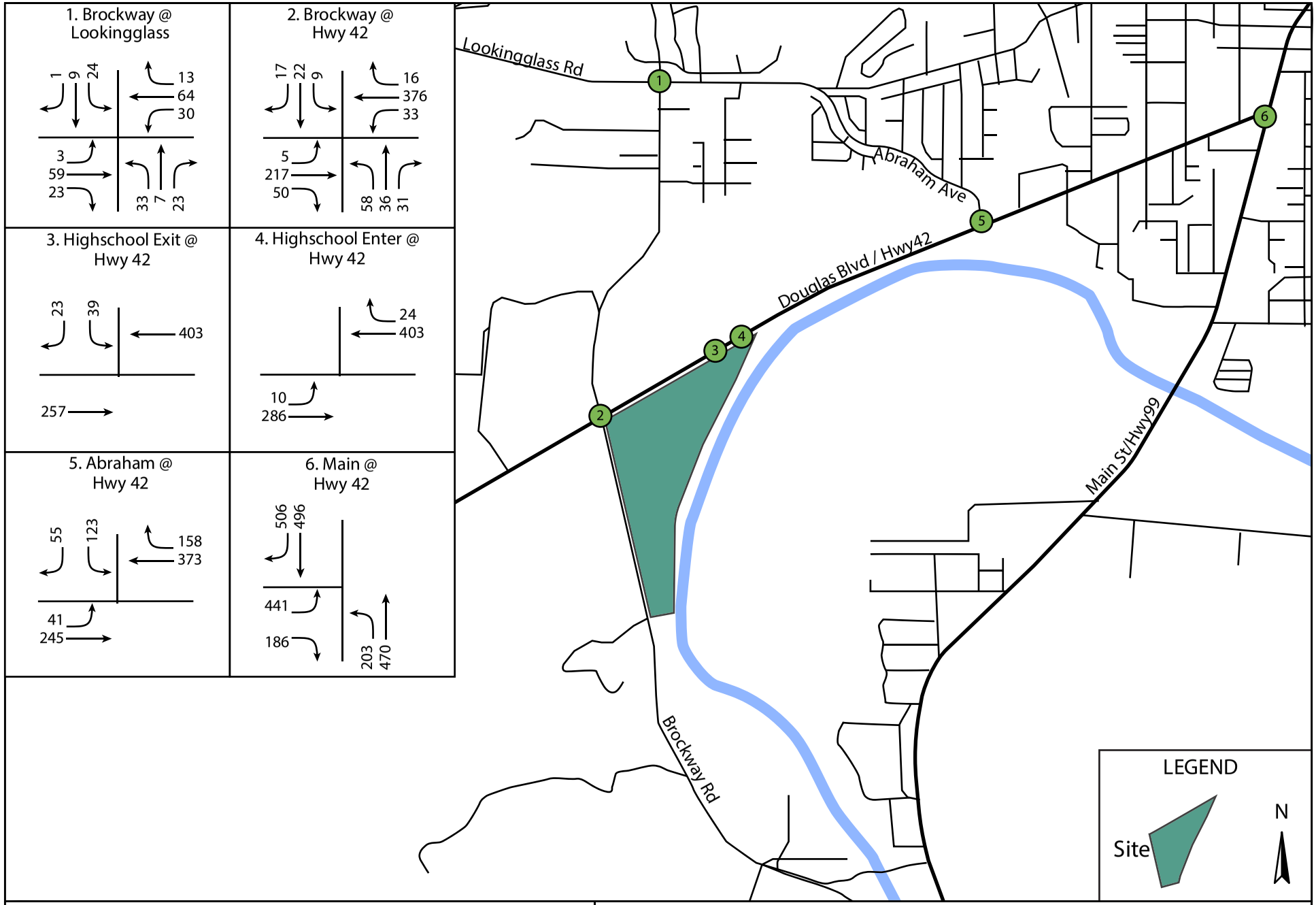
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Figure 9: Year 2035 AM Background Traffic Volumes

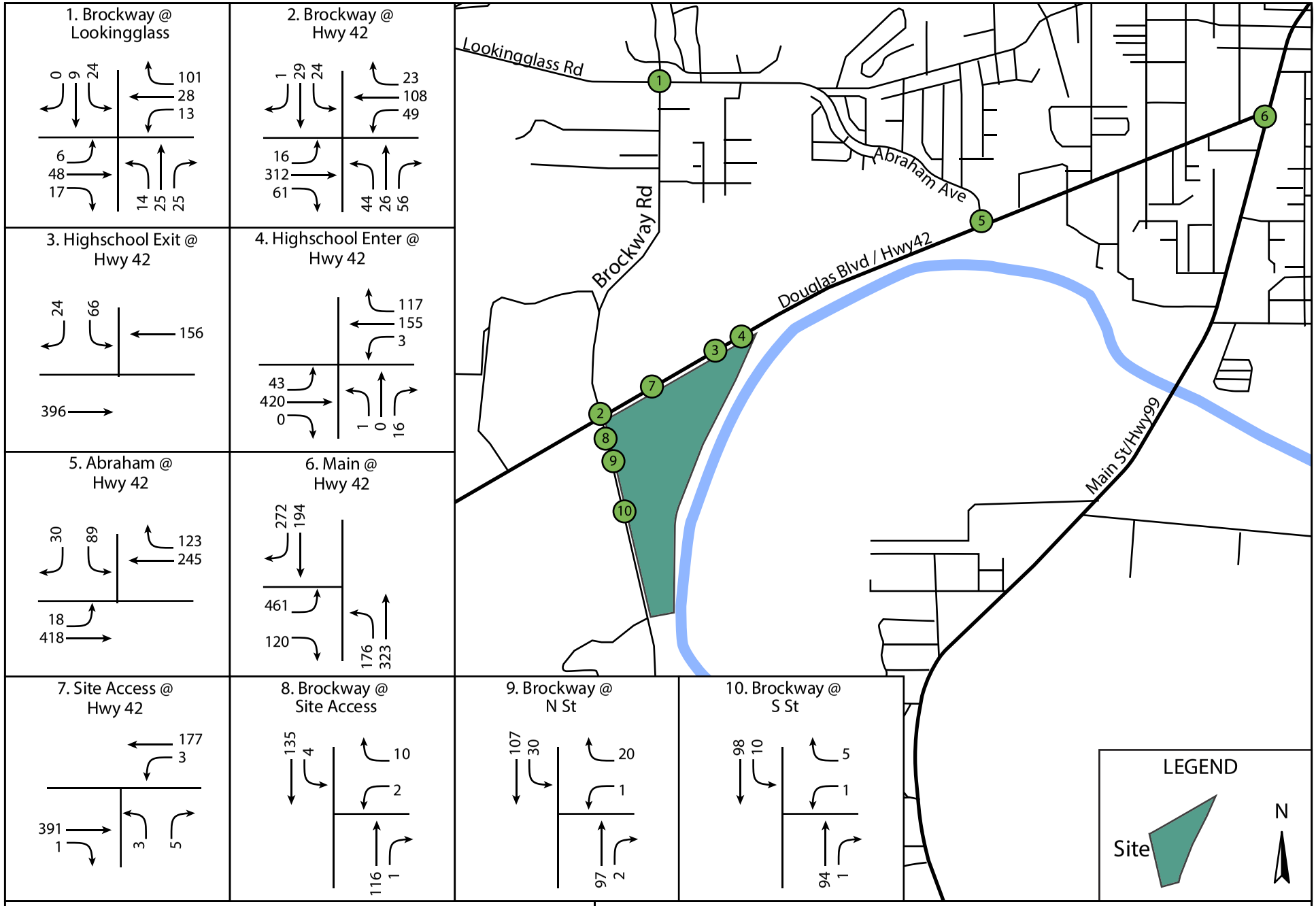
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Figure 10: Year 2035 PM Background Traffic Volumes

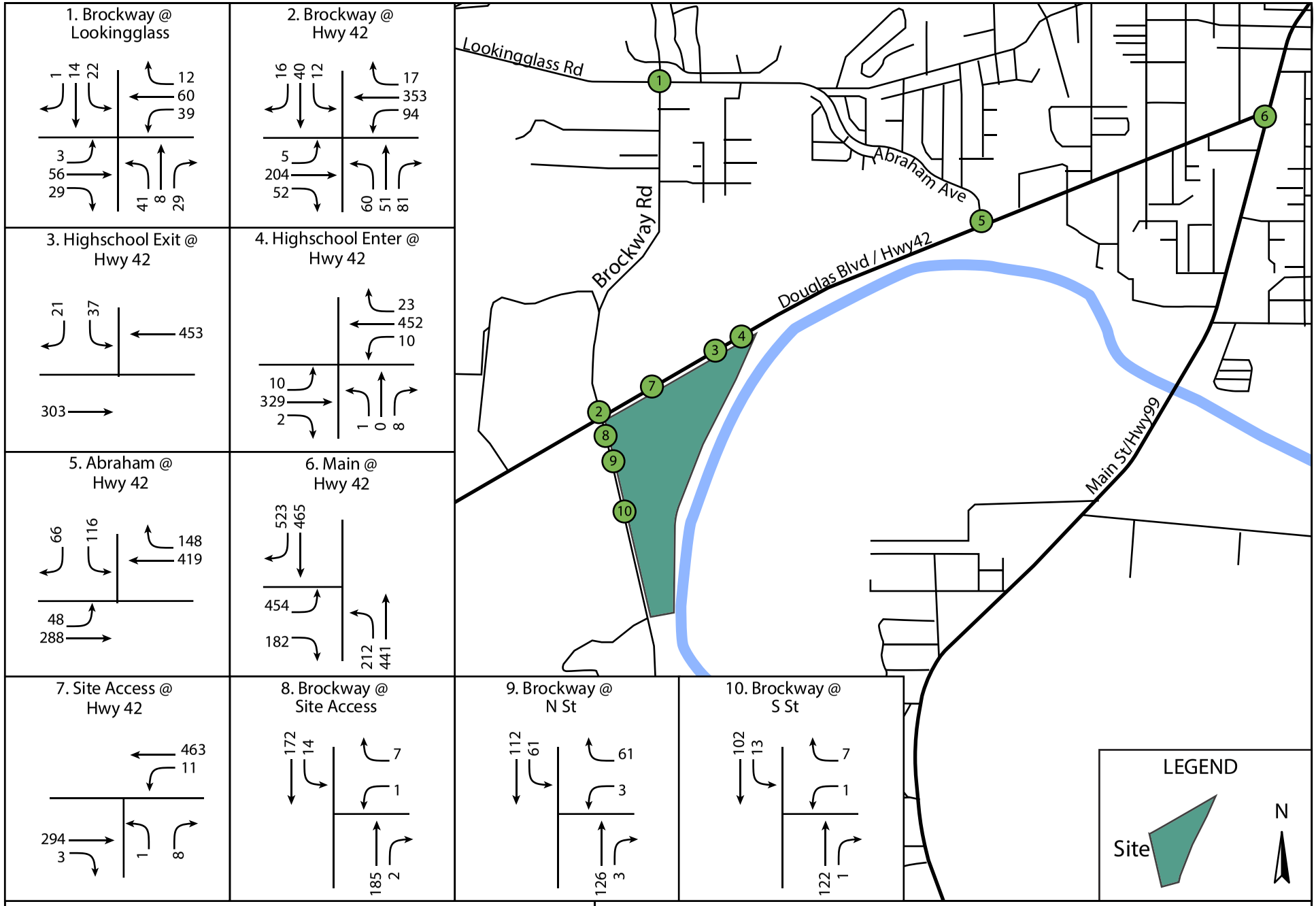
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Figure 11: Year 2030 AM Traffic Volumes with Development

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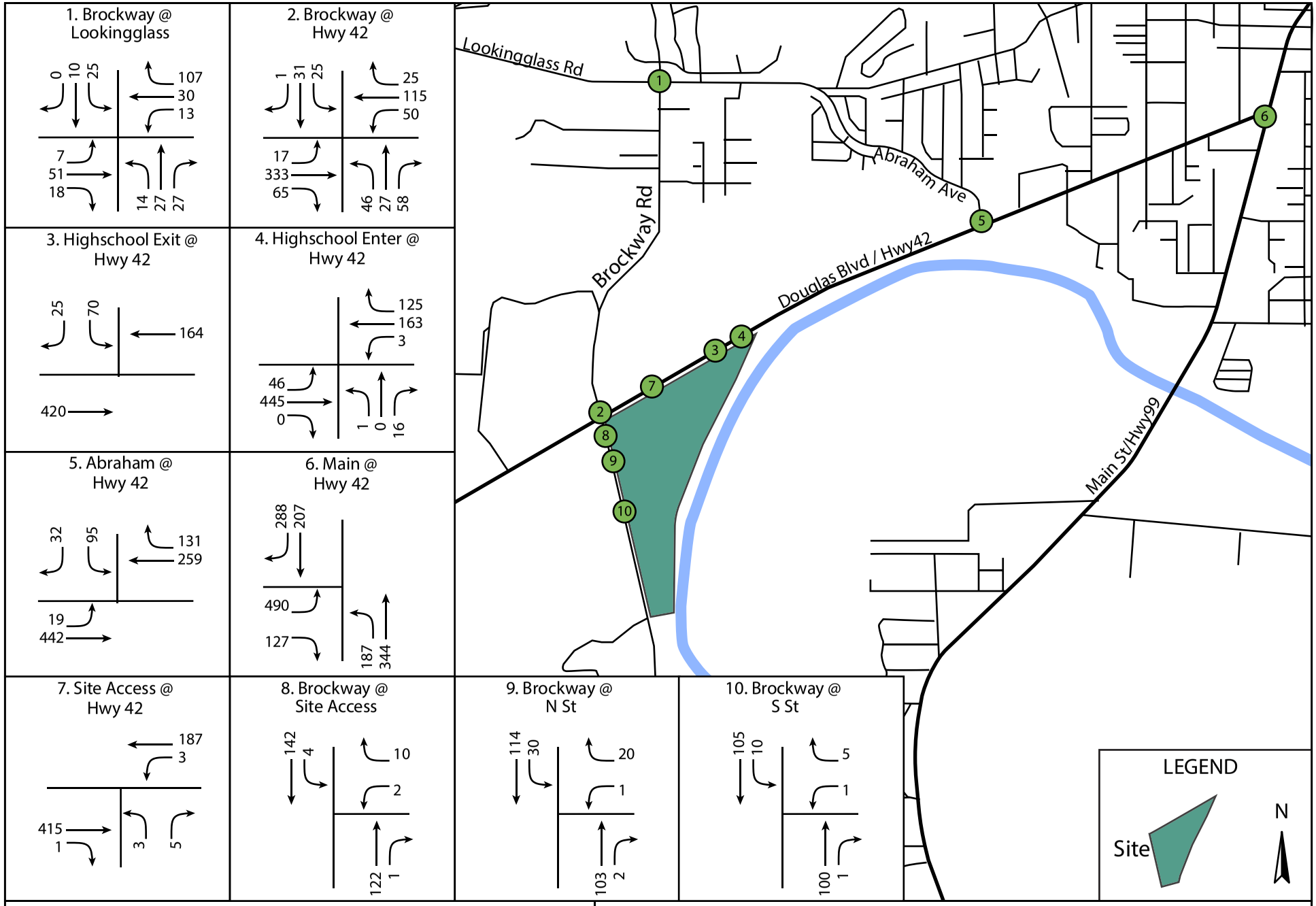


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Figure 12: Year 2030 PM Traffic Volumes with Development

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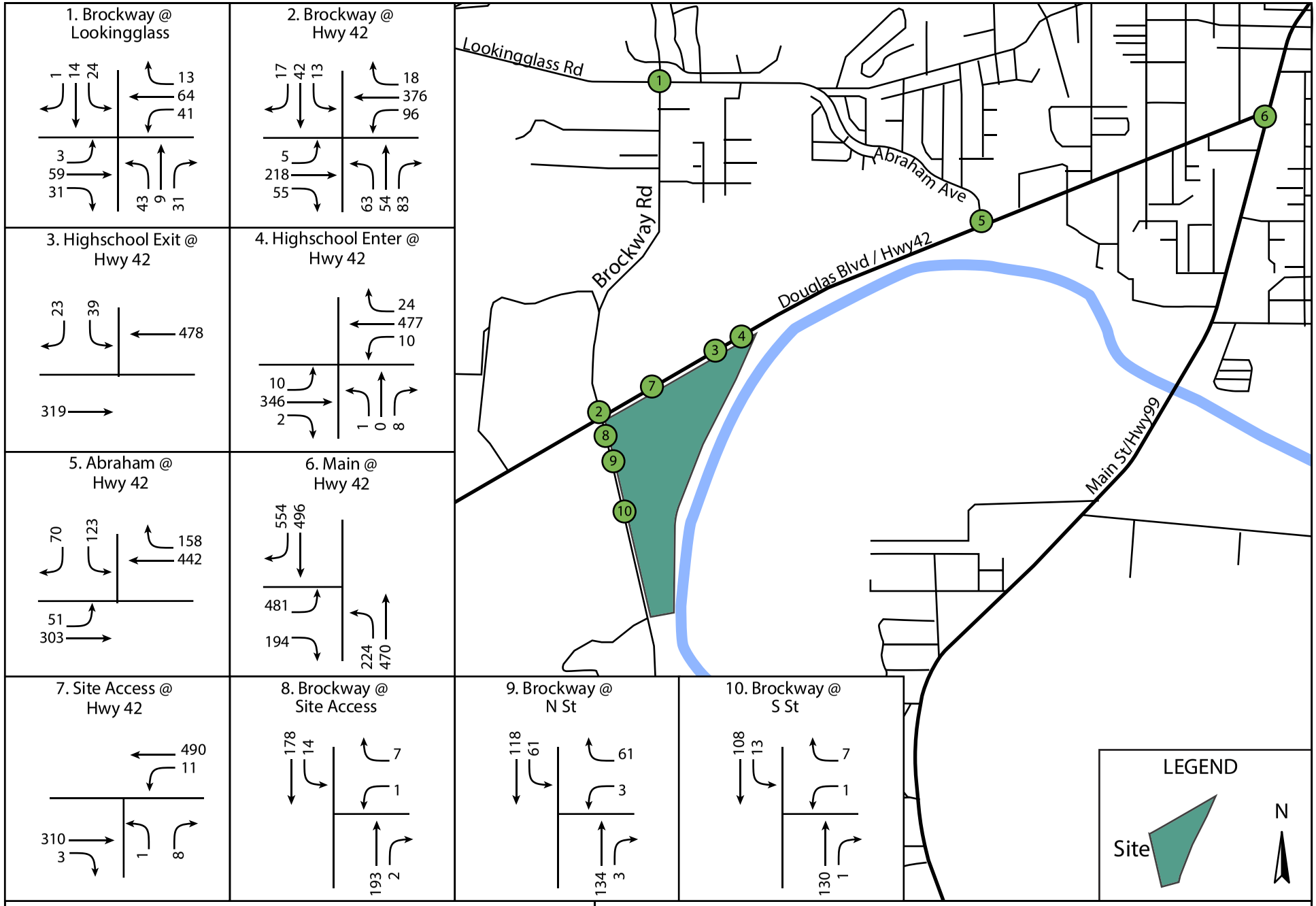


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Figure 13: Year 2035 AM Traffic Volumes with Development

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Figure 14: Year 2035 PM Traffic Volumes with Development

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7.0 INTERSECTION ANALYSIS

The proposed site accesses and the adjacent intersections were evaluated for the entire conceptual development plan assuming completion by the year 2030. The evaluation considers the industry standards for intersection operation and queuing as described in the following.

7.1 PERFORMANCE MEASURES

The measure of performance for the site access and intersections is the volume-to-capacity ratio (v/c) and Level of Service (LOS). The volume-to-capacity ratio describes the capability of an intersection to meet volume demand based upon the maximum number of vehicles that could be served in an hour. V/C is the threshold for which ODOT evaluates the operation of intersections, as defined by the *1999 Oregon Highway Plan*. V/C thresholds are defined based on roadway classification and speed. Highway 42 is a Statewide Highway with a posted speed of 45 mph, and is designated as a freight route. All studied intersections are within the City of Winston Urban Growth Boundary. The signalized intersections have a v/c threshold of 0.80, and the stop-controlled intersections and site access connections have a v/c threshold of 0.90 for the stopped approach and 0.80 for the mainline approaches.

Douglas County uses a v/c threshold for intersections. Intersections on a Minor Arterial have a v/c threshold of 0.85, and intersections on a Major Collector have a v/c threshold of 0.90.

LOS, is a measure of performance for intersections in this analysis is based on the Highway Capacity Manual (HCM). LOS is a concept developed to quantify the degree of comfort (including such elements as travel time, number of stops, total amount of stopped delay, and impediments caused by other vehicles) afforded to drivers as they travel through an intersection or along a roadway segment. It was developed to quantify the quality of service of transportation facilities.

LOS is based on average delay, defined as the average total elapsed time from when a vehicle stops at the end of a queue until the vehicle departs from the stop line. The average delay is measured in seconds per vehicle per hour and then translated into a grade or “level of service” for each intersection. LOS ranges from A to F, with A indicating the most desirable condition and F indicating the most unsatisfactory condition. The LOS criteria, as defined by the Highway Capacity Manual (HCM 6) for signalized intersections, are provided in Table 12. The City of Winston uses a LOS D standard for intersections.

Table 13 below provides the standard for each of the studied intersections.

TABLE 12: HCM LEVEL OF SERVICE FOR INTERSECTIONS

	Stopped Delay Per Vehicle (Seconds per Vehicle)	
	Unsignalized Intersections	**Signalized Intersections**
A	≤ 10.0	≤ 10
B	> 10.0 and ≤ 15.0	> 10 and ≤ 20
C	> 15.0 and ≤ 25.0	> 20 and ≤ 35
D	> 25.0 and ≤ 35.0	> 35 and ≤ 55
E	> 35.0 and ≤ 50.0	> 55 and ≤ 80
F	> 50.0	> 80

TABLE 13: INTERSECTION STANDARDS

Intersection	Jurisdiction	Control	Standard
Highway 42 at Brockway	ODOT	Stop	Hwy 42=v/c 0.80 Brockway=v/c 0.90
Highway 42 at Abraham	ODOT	Stop	Hwy 42=v/c 0.80 Abraham=v/c 0.90
Brockway at Lookingglass	Douglas County	Stop	v/c 0.90
Highway 42 at Main St	ODOT	Signal	v/c 0.80
Highway 42 at Site Access Connections	ODOT	Stop	Hwy 42= v/c 0.80 Site Access=v/c 0.90
Brockway at Site Access Connections	Douglas County	Stop	v/c 0.85

7.2 INTERSECTION ANALYSIS RESULTS

A performance analysis was conducted for the studied intersections for the Years 2025, 2030, and 2035 conditions during the AM and PM peak hours. The intersection evaluation was performed using Synchro 10, utilizing the HCM 6 methodology. The results are shown in Table 14 for the AM peak hour and Table 15 for the PM peak hour. The SYNCHRO outputs are provided in Appendix E.

TABLE 14: INTERSECTION PERFORMANCE: WEEKDAY AM PEAK HOUR

Intersection	Mobility Standard	2025 Background	2030 Background	2030 Build	2035 Background	2035 Build
Highway 42 at Brockway	Mainline 0.80	0.02	0.02	0.05	0.02	0.06
	Side Street 0.90	0.25	0.28	0.42	0.32	0.47
Highway 42 at Abraham	Mainline 0.80	0.02	0.02	0.02	0.02	0.02
	Side Street 0.90	0.42	0.48	0.57	0.56	0.66
Brockway at Lookingglass	0.90	0.13	0.13	0.16	0.14	0.17
Highway 42 at Main St	0.80	0.43	0.46	0.49	0.49	0.52
Highway 42 at West Site Access Connection	Mainline 0.80	-	-	0.01	-	0.01
	Side Street 0.90	-	-	0.02	-	0.02
Highway 42 at East Site Access Connection	Mainline 0.80	0.05	0.05	0.06	0.06	0.07
	Side Street 0.90	0.00	0.00	0.05	0.00	0.07
Brockway at Site Access Connection	0.85	-	-	0.02	-	0.07
Brockway at North Street	0.85	-	-	0.03	-	0.03
Brockway at South Street	0.85	-	-	0.01	-	0.01

"background"= conditions without construction of any phases, "build"=conditions with build out of all phases of development

As illustrated in Table 14, all intersections will meet the applicable standards during the AM peak hour with the buildout of the full development.

TABLE 15: INTERSECTION PERFORMANCE: WEEKDAY PM PEAK HOUR

Intersection	Mobility Standard	2025 Background	2030 Background	2030 Build	2035 Background	2035 Build
Highway 42 at Brockway	Mainline 0.80	0.03	0.03	0.08	0.03	0.09
	Side Street 0.90	0.32	0.36	0.73	0.45	0.83
Highway 42 at Abraham	Mainline 0.80	0.04	0.04	0.04	0.05	0.06
	Side Street 0.90	0.42	0.48	0.62	0.55	0.71
Brockway at Lookingglass	0.90	0.07	0.08	0.11	0.09	0.12
Highway 42 at Main St	0.80	0.46	0.49	0.52	0.52	0.55
Highway 42 at West Site Access Connection	Mainline 0.80	-	-	0.01	-	0.01
	Side Street 0.90	-	-	0.02	-	0.02
Highway 42 at East Site Access Connection	Mainline 0.80	0.01	0.01	0.01	0.01	0.01
	Side Street 0.90	0.00	0.00	0.02	0.00	0.02
Brockway at Site Access Connection	0.85	-	-	0.02	-	0.02
Brockway at North Street	0.85	-	-	0.08	-	0.08
Brockway at South Street	0.85	-	-	0.01	-	0.01

"background"= conditions without construction of any phases, "build"=conditions with build out of all phases of development

As demonstrated in Table 15, all intersections will meet the applicable standards during the PM peak hour with the buildout of the full development.

7.3 QUEUE ANALYSIS

A queuing analysis was conducted for the studied intersections. The queuing analysis was performed using SimTraffic, a microsimulation software tool that uses the HCM-defined criteria to estimate the queuing of vehicles within the study area. The average and 95th percentile queuing results are illustrated in Table 16 for the AM peak hour and Table 17 for the PM peak hour. All results are rounded to 25 feet to represent the total number of vehicles in the queue, as one vehicle typically occupies 25 feet of space. The SimTraffic outputs are provided in Appendix F.

TABLE 16: INTERSECTION QUEUING: WEEKDAY AM PEAK HOUR

Intersection			Available Storage (Feet)	2024 Background (Feet)		2030 Background (Feet)		2030 Build (Feet)		2035 Background (Feet)		2035 Build (Feet)	
				95th	Average	95th	Average	95th	Average	95th	Average	95th	Average
Hwy 42 at Main	EB	L	515	125	100	125	50	150	100	150	100	150	100
	EB	R	915	25	0	0	0	0	0	0	0	25	25
	NB	L	175	100	75	125	75	125	75	125	75	125	75
	NB	T	1000+	75	50	75	50	75	50	75	50	100	50
	SB	T	450	100	50	100	50	100	50	100	75	100	75
	SB	R	250	100	75	100	75	100	75	125	75	125	75
Hwy 42 at Abraham	EB	L	200	25	25	25	25	25	25	25	25	25	25
	WB	TR	350	25	0	25	0	25	0	0	0	0	0
	SB	LR	300	100	50	100	50	100	50	100	50	100	50
Brockway Rd at Lookingglass Rd	EB	LTR	1000+	25	25	25	25	25	25	25	25	25	25
	WB	LTR	850	25	0	25	25	25	25	25	25	25	25
	NB	LTR	250	50	25	50	25	50	25	50	25	75	50
	SB	LTR	210	50	25	50	25	50	25	50	25	50	25
Hwy 42 at Highschool/Site Access	EB	L	200	25	25	50	25	25	25	50	25	25	25
	WB	L	250	N/A	N/A	25	0	25	25	0	0	25	0
	WB	R	200	25	0	0	0	25	0	25	0	25	0
	NB	LTR	150	N/A	N/A	0	0	50	25	0	0	50	25
Brockway Rd at Hwy 42	EB	LTR	1000+	25	25	25	25	25	25	25	25	25	25
	WB	LTR	1000+	25	25	25	25	50	25	25	25	50	25
	NB	LTR	1000+	50	25	75	25	75	50	75	25	100	50
	SB	LTR	1000+	50	25	50	25	50	25	50	25	75	50
West Site Access at Hwy 42	WB	LT	650	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
	NB	LR	200	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
Site Access at Brockway	WB	LR	150	N/A	N/A	N/A	N/A	50	25	N/A	N/A	50	25
	SB	LR	400	N/A	N/A	N/A	N/A	25	0	N/A	N/A	25	0
Brockway at N Street	WB	LR	150	N/A	N/A	N/A	N/A	50	25	N/A	N/A	50	25
	SB	LT	1000+	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
Brockway at S Street	WB	LR	150	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
	SB	LT	1000+	N/A	N/A	N/A	N/A	25	0	N/A	N/A	25	25

As demonstrated in Table 16, the addition of development traffic does not substantially increase the queuing conditions at the studied intersections. Additionally, the queueing at the new street connections will not block any adjacent intersections.

TABLE 17: INTERSECTION QUEUING: WEEKDAY PM PEAK HOUR

Intersection			Available Storage (Feet)	2025 Background (Feet)		2030 Background (Feet)		2030 Build (Feet)		2035 Background (Feet)		2035 Build (Feet)	
				95th	Average	95th	Average	95th	Average	95th	Average	95th	Average
Hwy 42 at Main	EB	L	515	150	100	150	100	150	100	125	100	150	100
	EB	R	915	0	0	0	0	0	0	0	0	0	0
	NB	L	175	125	75	125	75	125	75	125	75	122	75
	NB	T	1000+	75	50	75	50	75	50	75	50	100	50
	SB	T	450	125	75	125	75	125	100	150	100	175	100
	SB	R	250	150	100	175	100	225	125	200	125	250	150
Hwy 42 at Abraham	EB	L	200	50	25	50	25	50	25	50	25	50	25
	WB	TR	350	25	0	25	25	25	25	25	25	25	25
	SB	LR	300	100	50	125	75	175	75	125	75	150	100
Brockway Rd at Lookingglass Rd	EB	LTR	1000+	0	0	0	0	0	0	25	0	0	0
	WB	LTR	850	25	25	25	25	25	25	25	25	25	25
	NB	LTR	250	50	25	50	25	75	50	75	50	50	50
	SB	LTR	210	50	25	50	25	50	25	50	25	50	50
Hwy 42 at Highschool/ Site Access	EB	L	200	25	25	25	25	25	25	25	25	25	25
	WB	L	250	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
	WB	R	200	0	0	0	0	0	0	0	0	0	0
	NB	LTR	150	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
Brockway Rd at Hwy 42	EB	LTR	1000+	25	25	25	25	25	25	25	25	25	25
	WB	LTR	1000+	25	25	50	25	75	25	50	25	75	25
	NB	LTR	1000+	75	25	75	50	100	50	75	50	125	50
	SB	LTR	1000+	50	25	50	25	50	50	50	25	75	50
West Site Access at Hwy 42	WB	LT	650	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
	NB	LR	200	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
Site Access at Brockway	WB	LR	150	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
	SB	LR	400	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
Brockway Rd at N Street	WB	LR	150	N/A	N/A	N/A	N/A	50	25	N/A	N/A	50	25
	SB	LT	1000+	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
Brockway Rd at S Street	WB	LR	150	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25
	SB	LT	1000+	N/A	N/A	N/A	N/A	25	25	N/A	N/A	25	25

As demonstrated in Table 17, the addition of development traffic does not substantially increase the queuing conditions at the studied intersections. Additionally, the queueing at the new street connections will not block any adjacent intersections.

8.0 SIGHT DISTANCE

The new access connections to Highway 42 and Brockway Road were evaluated for sight distance according to the AASHTO methodology. Sight distances are classified by the stopping sight distance (SSD) for the major roadway and departure/intersection sight distance (ISD) for the site accesses. The SSD is the length of roadway needed for a vehicle traveling at the design speed to safely stop for a stationary object in the roadway. The required sight distance allows a driver to perceive and react to an object 2 feet high on the roadway visible from a driver's eye height of 3.5 feet above the ground. The (ISD) is a measure of the length of visibility of the roadway given to a stopped driver on a minor road approach. The distance provides time to perceive and react to gaps in traffic to allow a driver to safely turn into the roadway. For this calculation, it is assumed that the driver's eye is 3.5 feet above the ground and that the object to be seen is 3.5 feet above the ground of the intersecting road.

The standards for evaluating SSD and ISD follow the methodology in the AASHTO's *A Policy on Geometric Design of Highways and Streets* (2011). As per the AASHTO methodology, intersections and driveways should, at a minimum, meet the SSD requirements. However, it is desirable to achieve the ISD whenever possible.

HIGHWAY 42 SITE ACCESSES

Stopping Sight Distance

Stopping sight distance is based on the speed of the major roadway. Highway 42 has a posted speed of 45 mph from Abraham Avenue to just west of Brockway Road. As per AASHTO, the SSD is 360 feet for the 45-mph posted speed. The stopping sight distance is met at both proposed access connections to Highway 42.

Intersection Sight Distance

The recommended intersection sight distance is calculated for a vehicle turning from the new street connections for both left and right turn maneuvers. Therefore, the intersection site distance calculations are based on Case B1 of the AASHTO manual. Again, the speed used is 45 mph. The ISD is 500 feet. The ISD is met at both proposed access connections to Highway 42.

BROCKWAY ROAD AT SITE DRIVEWAY

Stopping Sight Distance

Stopping sight distance is based on the speed of the major roadway. Brockway Road does not have a posted speed south of Highway 42. Therefore, the basic rule of 55 mph is assumed. As per AASHTO, the SSD is 495 feet for the 55-mph speed. The stopping sight distance is met at the proposed access connection.

Intersection Sight Distance

The recommended intersection sight distance is calculated for a vehicle turning from the new street connections for both left and right turn maneuvers. Therefore, the intersection site distance calculations are based on Case B1 of the AASHTO manual. Again, the speed used is 55 mph. The ISD is 610 feet. The ISD is met at the proposed connection.

BROCKWAY ROAD AT NEW STREET CONNECTIONS

The locations of the new street connections to Brockway Road are conceptual. Therefore, the sight distance is not evaluated. It is recommended that the sight distance be evaluated at the time those phases of development are proposed and the final layout of the street is determined.

9.0 TURN LANE WARRANTS

Right and left turn lane warrants were performed for the proposed site access connection on Highway 42 and the site access connection to Brockway Road. The turn analysis follows the procedures within ODOT's Analysis Procedures Manual.

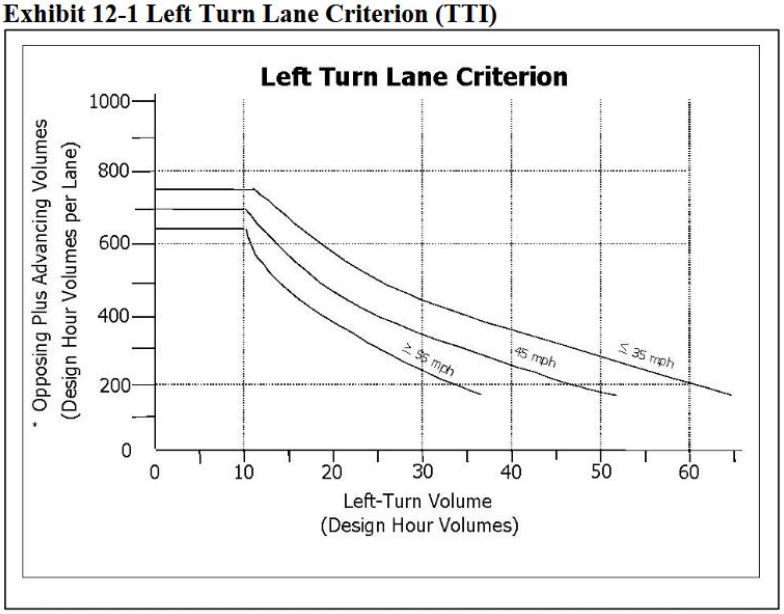
LEFT TURN LANE

The Analysis Procedures Manual has three criteria for determining when a separate left-turn pocket should be considered. Meeting the turn volume criteria does not mean that a turn pocket is required or will be allowed by ODOT. Locations meeting the turn volume warrant are further evaluated for safety and need. Criterion 1 is the comparison of left-turn traffic volumes to the advancing and opposing traffic volumes. Table 18 provides the left turn lane volumes.

TABLE 18: LEFT TURN LANE VOLUMES-YEAR 2035 WITH DEVELOPMENT

Intersection	Advancing + Opposing Volumes	Left Turn Volumes	Warrant Met?
AM Peak Hour			
Highway 42 at West Site Access Connection	606	3	No
Highway 42 at East Site Access Connection	736	3	No
Brockway at Site Driveway	269	4	No
Brockway at North Street	249	30	Yes
Brockway at South Street	216	10	No
PM Peak Hour			
Highway 42 at West Site Access Connection	814	11	Yes
Highway 42 at East Site Access Connection	859	10	Yes
Brockway at Site Driveway	387	14	No
Brockway at North Street	316	61	Yes
Brockway at South Street	252	13	No

Exhibit 12-1 Left Turn Lane Criterion (TTI)



*(Advancing Volume/Number of Advancing Through Lanes) + (Opposing Volume/Number of Opposing Through Lanes)
Opposing left turns are not counted as opposing volumes

As demonstrated in Table 18, both site access connections to Highway 42 meet the turn lane criterion. The east site access connection (aligning with Douglas High School enter only driveway) has a separate eastbound left turn lane, and a tapered median on the east leg. It is recommended that the median be restriped to a left turn lane. Section 13.0 further discusses the proposed recommendations.

RIGHT TURN LANE

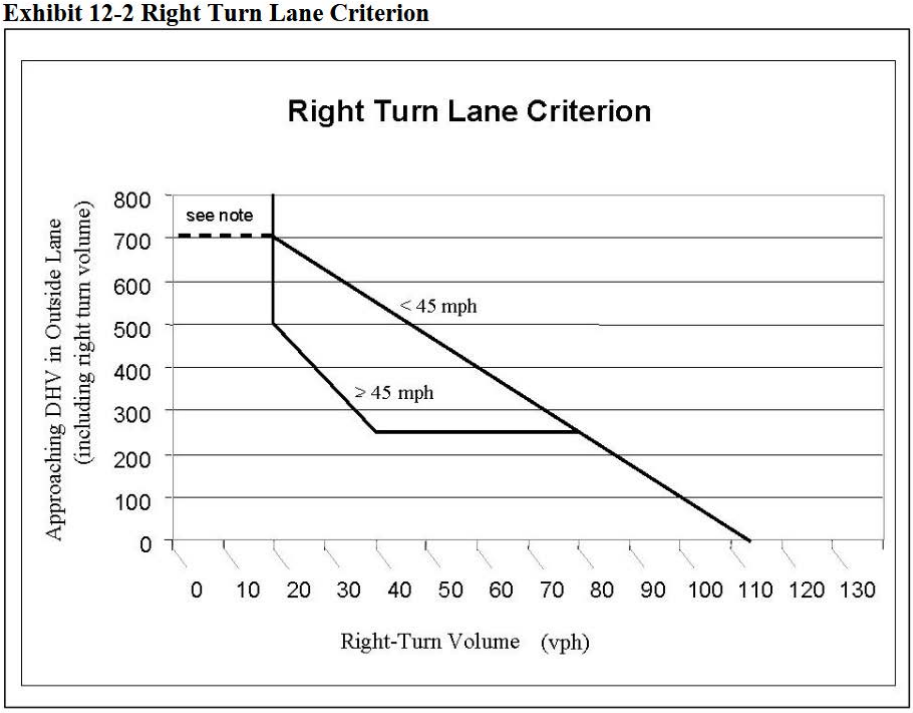
The Analysis Procedures Manual criteria for determining when a separate right-turn pocket should be installed using the comparison of right-turn traffic volumes to approaching traffic volumes. Table 19 provides the right turn lane volumes.

TABLE 19: RIGHT TURN LANE VOLUMES

Intersection	Advancing + Opposing Volumes	Right Turn Volumes	Warrant Met?
AM Peak Hour			
Highway 42 at West Site Access Connection	416	1	No
Highway 42 at East Site Access Connection	491	0	No
Brockway at Site Driveway	123	1	No
Brockway at North Street	105	2	No
Brockway at South Street	101	1	No
PM Peak Hour			
Highway 42 at West Site Access Connection	313	3	No
Highway 42 at East Site Access Connection	358	2	No
Brockway at Site Driveway	195	2	No
Brockway at North Street	137	3	No
Brockway at South Street	131	1	No

As shown in the illustration, no right turn movements meet the volume criteria for a right turn pocket or a shoulder.

Exhibit 12-2 Right Turn Lane Criterion



Note: If there is no right turn lane, a shoulder needs to be provided. If this intersection is in a rural area and is a connection to a public street, a right turn lane is needed.

10.0 APPROACH SPACING STANDARDS

Highway 42 along the site frontage is classified as a Statewide Highway, has a posted speed of 45 mph, and an ADT of 5,389. The section of Highway 42 along the site frontage is within the Urban Growth Boundary. Therefore, as per 734-051-1070(80) the area is classified as “Urban”. As per OAR 734-051-4020(8) Table 4, the access spacing standard for the segment of Highway 42 is 800 feet. The proposed access should be 800 feet from the nearest driveway or road approach on the same side of the street (measured from center line to center line).

The applicant is requesting a full-movement access. Therefore, the 800’ standard is appropriate. The west access is proposed at approximately 940 feet east of Brockway Road. The east access is proposed at approximately 845 feet east of the west access. There are no accesses within 1000 feet to the east. The access spacing standards are met.



Access Spacing

11.0 CHANNELIZATION STANDARDS

"An application meets the channelization standards if none of the conditions in (A) through (C), below exist; ..."

A. Average daily trips for the proposed development exceed four hundred (400) for the approach on a 2-lane highway and with annual daily traffic of 5,000 or more.
B. Average daily trips for the proposed development exceed four hundred (400) for the approach on a 4-lane highway with an annual average daily traffic of 10,000 or more.
C. Average daily trips for the proposed development multiplied by the annual average daily traffic on the highway is equal to or greater than the products listed in Table 1. (1 lane highway at 45 mph= 1.8)

The western site access will have an ADT of 288. The eastern access will have an ADT of 263. Highway 42 along the property frontage is a 2-lane roadway at 45 mph and has an ADT of 5,000 to 10,000 vehicles.

Item (A) is not met. Item (B) does not apply. The Hwy 42 ADT (5,389) and site access ADT (288 and 263) result in a product of 1.55 and 1.47; Item (C) is not met.

Channelization standards are not met.

12.0 ADDITIONAL CONSIDERATIONS

The following describes additional considerations for access permit review.

SAFETY AND OPERATIONS CONCERNS

As per OAR 734-051-4020 (3), ODOT "has the burden of proving safety and highway operations concerns that it relies upon in requiring mitigation or denying an application based on those concerns." Those concerns are limited to:

A) *Regular queuing on the highway that impedes turning movements associated with the approach.*

As illustrated within this report the anticipated queueing through the year 2035 is not projected to extend back to the proposed site entrance. The queuing will not back up and impede the flow of traffic into/out of the proposed approach.

B) *Overlapping left turn movements or competing use of center left turn lane*

There are no overlapping left turns.

C) *Location of approach on a segment that has a 20% higher crash rate than the statewide average.*

The section of Highway 42 at the proposed access locations does not have a significant number of crashes.

D) *Location listed within a top 5% of SPIS locations*

Highway 42 near the site frontage is not identified as a SPIS site. Highway 42 near Brockway Road is identified as a 95%-100% SPIS site.



95% SPIS Location

E) *The proposed approach is on a district or regional highway with a posted speed of 50 mph or higher and the spacing is less than the stopping sight distance.*

This criterion is not applicable; Highway 42 is a statewide highway with a posted speed of 45 mph.

F) Insufficient distance for weave movement made by vehicles exiting the proposed approach.

There are no weave movements.

13.0 IMPROVEMENT RECOMMENDATIONS

As demonstrated in Section 9.0, the site's easterly access to Highway 42 meets ODOT's requirements for considering the installation of a separate left turn pocket for left turns from Highway 42 into the site. Based on roadway speed and traffic volumes entering the school driveway, a left turn pocket is recommended.

There is an eastbound left turn pocket at this location. The east leg of the intersection has a median that aligns with the eastbound left turn pocket. This median can be restriped to facilitate the westbound left turn lane. The queuing analysis, detailed in Section 7.0, estimates a 95th percentile queue of 25 feet through the year 2035 with the full build out of the site for both the AM and PM peak hours.



Concept left turn pocket at the site access.

14.0 CONCLUSION

This report provides the Traffic Impact Analysis and findings prepared for the proposed zone change and a residential subdivision in Winston, Oregon. The analysis evaluates the transportation impacts as per the City of Winston, ODOT, and Douglas County, evaluating adjacent roadway and intersection operation with the addition of development traffic for the year of completion and 5 years into the future. Additionally, a TPR analysis was prepared evaluating the impacts of the zone change.

FINDINGS

- The addition of development trips does not trigger any intersections to not meet the applicable v/c standards.
- The addition of development traffic does not substantially increase queuing conditions.
- The proposed zone change will meet all applicable Transportation Planning Rule criteria.
- The proposed site access connections to Hwy 42 will operate within the v/c standard, will not create queuing issues on the Highway, and meets ODOT access spacing standards.
- It is recommended that the median at the site's proposed westerly access to Highway 42 be restriped for a left turn pocket.
- The proposed site access connection to Brockway Road will operate within the v/c standard and will not create queueing issues.

ADDITIONAL RESPONSES

Agency and Public Comments

Section Contents

1. ODOT response regarding draft conditions and future roundabout
2. Updated right-of-way area graphic
3. Brockway Road / Highway 42 dDAP plans
4. Other agency and public responses received

Outlook

RE: ODOT Review/Comments on Application 23-W002 to City of Winston for Map Amendment

From HOROWITZ Micah <Micah.HOROWITZ@odot.oregon.gov>
Date Fri 8/28/2026 3:30 PM
To Hailey Sheldon <hailey@sheldonplanning.com>
Cc Mike Kelley <kelley@w205.com>; Colin Kelley <colin@timberviewconst.com>; Thomas McIntosh <Thomas.McIntosh@cityofwinston.org>; Nick Jones <jones@ieengineering.com>; Emily Brandt <brandt@ieengineering.com>; BROOKS Aaron G <Aaron.G.BROOKS@odot.oregon.gov>; WANG Wei <Wei.WANG@odot.oregon.gov>; EPPS Mark <Mark.EPPS@odot.oregon.gov>; kellysandow@sandowengineering.com <kellysandow@sandowengineering.com>

2 attachments (13 MB)
Updated ROW area.dgn.pdf; Brockway dDAP Plans.pdf;

Hi Hailey, please see the attached plan and graphic that illustrate the ROW for the future roundabout. As you can see the design is offset and most of the ROW needs are North of Highway 42.

We understand your concerns with the way condition 5 is currently written, and would support editing to clarify that construction of a single home or structure would not trigger the requirement. Perhaps something like the following would alleviate concerns and help clarify:

5. *A left turn lane shall be installed on Highway 42 and Brockway Road prior to issuance of new occupancy permits when development of the property generates 10 or more peak pm hour WB Left trips at the Brockway/OR42 intersection.*

Best regards,
Micah

Micah Horowitz | Development Review Planner
ODOT Region 3 | Southwest Oregon (Coos, Curry, Douglas, Jackson & Josephine Counties)
c: 541.603.8431 |e: micah.horowitz@odot.oregon.gov

From: Hailey Sheldon <hailey@sheldonplanning.com>
Sent: Friday, August 28, 2026 1:38 PM
To: HOROWITZ Micah <Micah.HOROWITZ@odot.oregon.gov>
Cc: Mike Kelley <kelley@w205.com>; Colin Kelley <colin@timberviewconst.com>; Thomas McIntosh <Thomas.McIntosh@cityofwinston.org>; Nick Jones <jones@ieengineering.com>; Emily Brandt <brandt@ieengineering.com>; BROOKS Aaron G <Aaron.G.BROOKS@odot.oregon.gov>; WANG Wei <Wei.WANG@odot.oregon.gov>; EPPS Mark <Mark.EPPS@odot.oregon.gov>; kellysandow@sandowengineering.com
Subject: Re: ODOT Review/Comments on Application 23-W002 to City of Winston for Map Amendment

This message was sent from outside the organization. Treat attachments, links

Good afternoon ODOT - thank you for your time reviewing this application to the City of Winston.

I've cc'd Thomas at the City of Winston here, who ok'd me directing these questions to you:

I've attached the draft staff report. My questions relate to recommended Conditions 5 and 7:
RECOMMENDED CONDITIONS / CLARIFICATIONS
5. A left turn lane shall be installed on Highway 42 and Brockway Road prior to issuance of new occupancy permits associated with development of the property.
6. ODOT access permits will need to be obtained prior to new direct access to Highway 42. Any associated mitigation will need to be completed prior to issuance of access permits.
7. Right of Way shall be dedicated to ODOT to accommodating a future roundabout at Highway 42 and Brockway Road prior to issuance of new occupancy permits.

Questions:

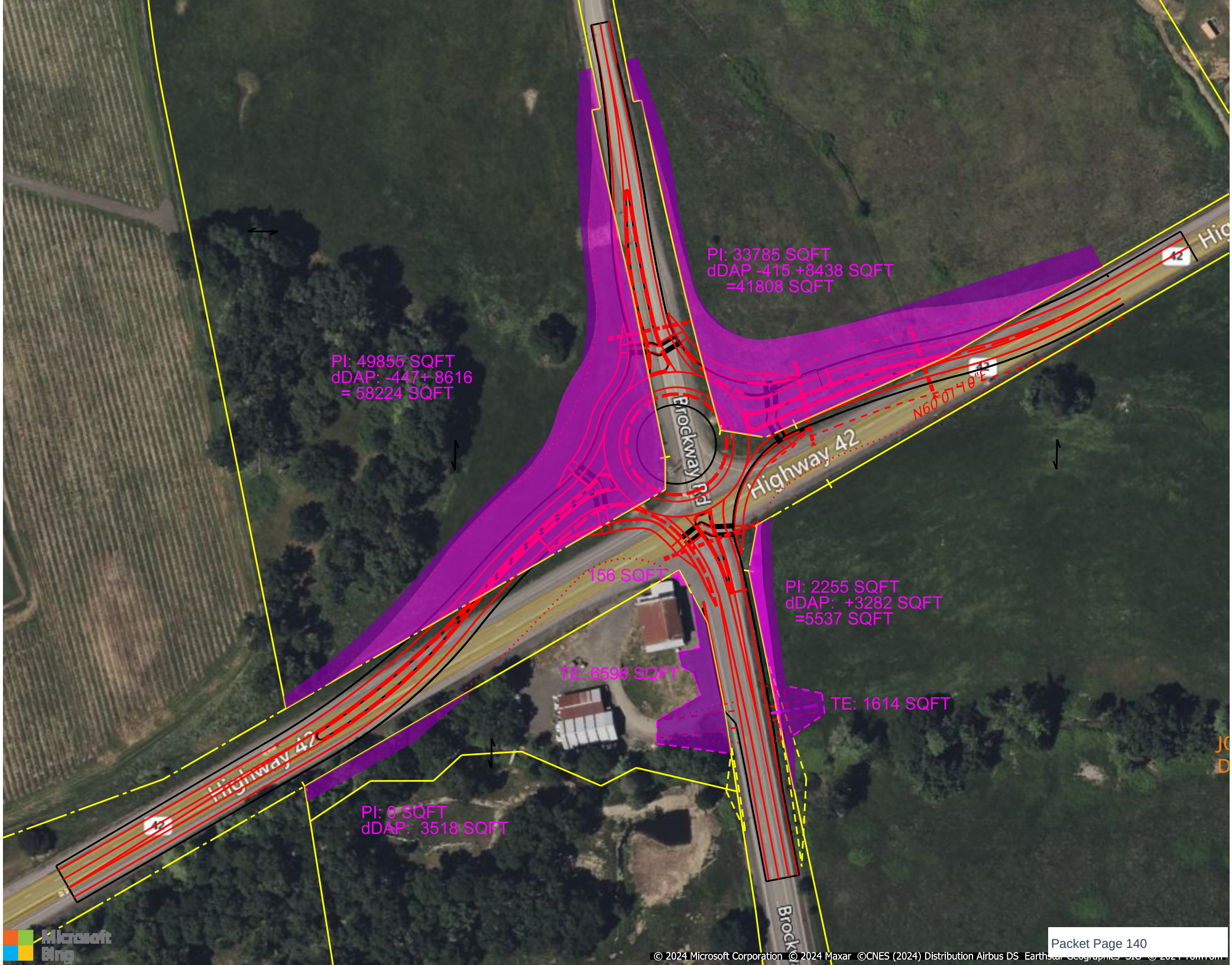
- Would ODOT consider edits to Conditions 5 and 7, to clarify the development which would trigger these conditions?
    - I'm concerned Condition 5 would require a left turn lane installed for any development of subject property, including 1 home on the southern portion of the property, which does not gain access from Hwy 42.
    - I think Condition 6 alone may be sufficient (striking conditions 5 and 7).
- Can you provide a map of the area of subject property required for dedication for the roundabout?

Thank you,

hs

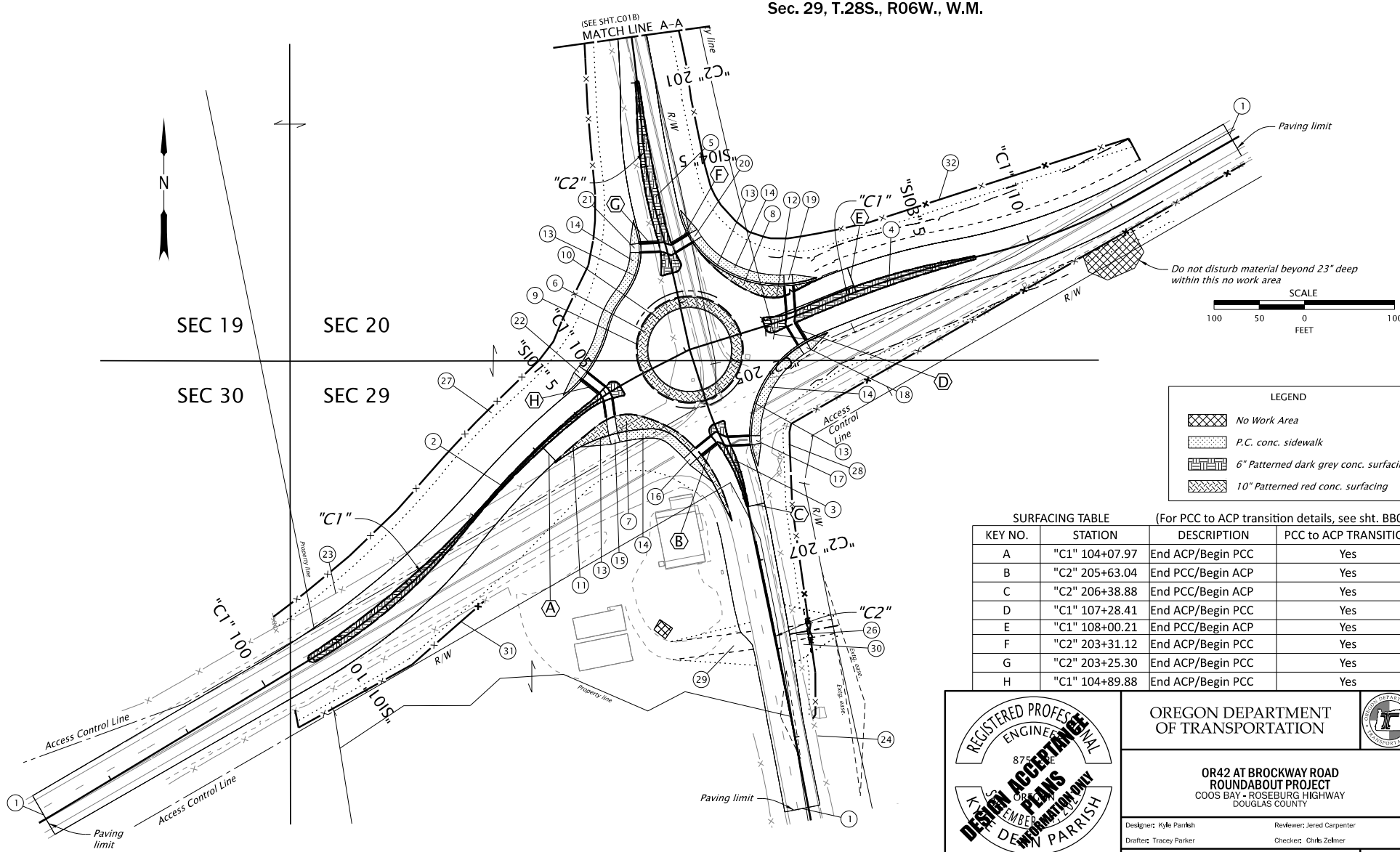
Hailey Sheldon, AICP
Sheldon Planning
444 N 4th Street | Coos Bay Oregon
(541) 968-4686 | hailey@sheldonplanning.com

> On Jun 8, 2026, at 1:31 PM, Hailey Sheldon <hailey@sheldonplanning.com> wrote:
>
> Hi ODOT and City of Winston: please see attached revised Traffic Impact Analysis.
>
> Thank you!
>
> hs
>
> Hailey Sheldon, AICP
> Sheldon Planning
> 444 N 4th Street | Coos Bay Oregon
> (541) 968-4686 | hailey@sheldonplanning.com
> <Winston Birch Springs TIA 6.4.2026 .pdf>
>
> > On May 26, 2026, at 2:38 PM, kellysandow@sandowengineering.com wrote:


PI: 33785 SQFT
dDAP -415 +8438 SQFT
=41808 SQFT
PI: 49855 SQFT
dDAP: -447+ 8616
= 58224 SQFT
Brockway Rd
Highway 42
N60°01'40"E
156 SQFT
PI: 2255 SQFT
dDAP: +3282 SQFT
=5537 SQFT
TE: 6596 SQFT
TE: 1614 SQFT
Highway 42
PI: 0 SQFT
dDAP: 3518 SQFT
Brockway Rd
Microsoft Bing
© 2024 Microsoft Corporation © 2024 Maxar ©CNES (2024) Distribution Airbus DS

OR42 AND BROCKWAY RD. (WINSTON)
Sec. 29, T.28S., R06W., W.M.

??V-???



SURFACING TABLE (For PCC to ACP transition details, see sht. BB09)

KEY NO.	STATION	DESCRIPTION	PCC to ACP TRANSITION
A	"C1" 104+07.97	End ACP/Begin PCC	Yes
B	"C2" 205+63.04	End PCC/Begin ACP	Yes
C	"C2" 206+38.88	End PCC/Begin ACP	Yes
D	"C1" 107+28.41	End ACP/Begin PCC	Yes
E	"C1" 108+00.21	End PCC/Begin ACP	Yes
F	"C2" 203+31.12	End ACP/Begin PCC	Yes
G	"C2" 203+25.30	End ACP/Begin PCC	Yes
H	"C1" 104+89.88	End ACP/Begin PCC	Yes

REGISTERED PROFESSIONAL ENGINEER
87528PE
OREGON
KYLE PARRISH
DESIGN ACCEPTANCE PLANS INFORMATION ONLY
RENEWS: 12-31-2024

OREGON DEPARTMENT OF TRANSPORTATION

OR42 AT BROCKWAY ROAD ROUNDABOUT PROJECT
COOS BAY - ROSEBURG HIGHWAY
DOUGLAS COUNTY

Designer: Kyle Parrish | Reviewer: Jered Carpenter
Drafter: Tracey Parker | Checker: Chris Zellner

GENERAL CONSTRUCTION

SHEET NO. C01A

FINAL ELECTRONIC DOCUMENT AVAILABLE UPON REQUEST

Outlook

Building at Hwy 42 & Brockway

From Kristi F. <kmfitzpatrick4@gmail.com>
Date Thu 8/20/2026 8:54 AM
To Thomas McIntosh <Thomas.McIntosh@cityofwinston.org>

[You don't often get email from kmfitzpatrick4@gmail.com. Learn why this is important at https://aka.ms/LearnAboutSenderIdentification]

Mr McIntosh -

Hello. I'm a resident of Winston and love the easy, small town life. Reading of housing development at 42/Brockway and have concerns :

1) clean drinking water - how will water needs be accommodated? are you receiving grant funding for the extension?

2) what considerations are made for potential increase of the student body at all three Winston schools?

3) that intersection (42 & Brockway) already troubled with car crashes. Has there been a feasibility study? If not, when and will it be published online?

4) has an environmental impact study been conducted? Will it be published online?

5) will new development be connected to public sewage? what is the cost and where have the funds come from?

6) why build housing in Winston when there are no grocery stores or decent community gathering spots (cafe, bakery, movie theater, retail, etc)?

7) how many dwellings will be deemed "low income?"

As a former project consultant for the California Water Board, Bay Area and Central Coast, I know a little about connecting drinking & clean water. Have concerns and am hopeful to be at the September 2nd public meeting.

Thank you,
KM FitzPatrick

Outlook

RE: Project Submittal

From CLEARANCE ORSHPO * OPRD <ORSHPO.Clearance@oprd.oregon.gov>
Date Fri 7/24/2026 8:59 AM
To Thomas McIntosh <Thomas.McIntosh@cityofwinston.org>

You don't often get email from orshpo.clearance@oprd.oregon.gov. Learn why this is important

This email acknowledges that the Oregon State Historic Preservation Office (SHPO) received a submission on [07/23/2026] regarding [28S06W29 Tax Lot 500 & 808, 0 State Hwy 42, Winston, Douglas County]. A SHPO Case Number will not be assigned.

Archaeological sites, objects, and human remains are protected by federal and state law on both public and private lands in Oregon. Use caution during ground-disturbing activities. You may choose to obtain an official survey by a qualified professional. Cease activities immediately if archaeological materials are encountered unexpectedly until a professional archaeologist evaluates the discovery.

Your responsibilities for SHPO consultation are complete and the project may proceed as described in the submitted documentation. Other requirements under Section 106 of the National Historic Preservation Act, Oregon Revised Statute 358.653, and local permitting processes still apply.

For more information visit: https://www.oregon.gov/oprd/OH/Pages/lawsrules.aspx.

Please reference the address above in any future communications with SHPO regarding this project.

Do not respond to this email.

From: Thomas McIntosh <Thomas.McIntosh@cityofwinston.org>
Sent: Thursday, July 23, 2026 11:42 AM
To: CLEARANCE ORSHPO * OPRD <ORSHPO.Clearance@oregon.gov>
Subject: Project Submittal

You don't often get email from thomas.mcintosh@cityofwinston.org. Learn why this is important

Hello,

We are submitting this notification form on behalf of the city of Winston. There are several attachments for your viewing. Please let me know if you have any questions. Thank you

Respectfully,

Thomas McIntosh | City Manager
City of Winston
201 NW Douglas Blvd
Winston, OR 97496
(541) 679-6739

RECEIVED
AUG 28 REC'D
CITY OF WINSTON
CK#
CASH
AMT.
BY:

28 August 2026

Request for Party Status File No. 25-W014
William & Teresa Clemons
1262 Brockway Road
Winston, OR 97496
541-430-6370

We qualify for party status as we are within the notice boundary and sited directly across Brockway Road from the subject site. We also formally request notice of future land use actions and development plans on the subject site.

Comments are organized as those regarding the submitted application and comments regarding the public hearing and processing of the application.

We would request clarification from the applicants regarding the following items.

Page 6 Natural Resources and Open Space item 1a) City of Winston Municipal Code §154.087 Riparian Habitat Setbacks

Code requires riparian setbacks 50 feet from top of high bank; proposed subdivision shows top of high bank within single family lots along the river. Please address how riparian setbacks will be protected at time of development.

Page 7 Air, Water, and Land Resources Quality >City of Winston Comprehensive Plan: Natural Features: Water Quality contains this incomplete statement which should be clarified: The original city sewage treatment plant [...].

Also pertinent to proposed future development is the presence of an existing water right to the South Umpqua River for the property addressed as 1262 Brockway Road.

City of Winston Comprehensive Plan: Transportation
Applicant submitted a Traffic Analysis regarding the CPA/ZC; the City must require additional analysis regarding sight distance safety prior the any development. This recommendation is based on personal experiences.

I was a planner at City of Roseburg for 25 years. I am familiar with Municipal Code, Land Use Development Codes, Transportation System and Public Facility Plans. Generally these documents are accessible to the public but City of Winston documents are exceptionally difficult to access. Of greater concern is the City process for Land Use Actions generally and Comprehensive Plan Amendment and Zone Change applications specifically.

Based on the 364 page application emailed upon request, it appears the City deemed complete an application which fails to address criteria necessary to approve either land use action.

Municipal Code §154.025 Criteria for Zone Change and §154.026 Conditions Zone Change are not adequately addressed in the application.

Municipal Code Chapter 152 Planning and Development does not provide Criteria and Conditions of Approval for Comprehensive Approval only a Cross-reference: Zoning amendments to the Comprehensive Plan and Zoning Maps, see TSO IX. But again the accepted application does not appear to address such.

My concerns relevant to the City implementation of Oregon's Statewide Planning Goals are as follows:

Goal 11 Public Facilities
The application states that the development *could* facilitate improvements to water, sanitary sewer, and storm drainage improvements. The City and service providers must ensure necessary improvements be constructed at time of development. Also, the approved application does not address impacts to Winston Dillard School District service area. The District and the City should address potential impacts from planned residential development.

Goal 12 Transportation
City of Winston Municipal Code references the 2005 Transportation System Plan (TSP); this text should be amended to direct users to the 2023 update. The 2023 County-wide TSP shows priority of planned intersection improvements at Highway 42/Brockway Road ST-13 as a long horizon project. Approval of the subject CPA/ZC should identify timelines and funding opportunities for the planned roundabout.

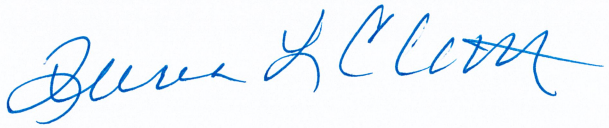
Statewide Planning Goal 1 – Citizen Involvement
We have lived on Brockway Road since 2000 and have been notified of a number of nearby land use actions since that time and have been involved in public hearings as appropriate. However, recent applications, a CPA/ZC in 2020 and this 2025 application, seem to skirt public involvement in a few different ways.

The public notice contains the standard statement that *"Failure of an issue to be raised in the hearing, in person or in writing, or failure to raise constitutional or other issues relating to proposed conditions of approval, with sufficient specificity to afford the approving authority to respond to the issue precludes appeal based on that issue."* However the notice itself lacks specificity in the planned amendments as well as criteria applicable to the request.

The public notice also states that deadline to submit comments is Wednesday, August 28, 2026. I am submitting this remonstrance on August 28, 2026 which is the Friday prior to the hearing.

The list of those notified of the public hearing shows notice mailed to State Highway Commission, 417 Transportation, Salem OR 97310 but not to ODOT.
Micah Horowitz, ODOT Region 3 Development Review Planner at 3500 NW Stewart Parkway, Roseburg OR 97470 should have been included in the original mailing.

We have no issues with property owners developing according to applicable codes and ordinances; this appears to be the intent of the subject application. However, it is up to the applicant to provide sufficient information for the City to make a decision and it is the City's responsibility to evaluate any proposal based on codified plans and criteria.



III. CONSENT AGENDA

October 5, 2026 Council Minutes

CITY OF WINSTON, OREGON

CITY COUNCIL REGULAR MEETING MINUTES

October 5, 2026

1. Meeting Information

Meeting	Winston City Council Regular Meeting
Date	Monday, October 5, 2026
Time	Called to order 7:00 PM; adjourned 8:21 PM
Location	Winston City Hall
Presiding Officer	Mayor Christie Knutson
Prepared By	Transcription record
Status	Draft — Pending approval at the next regular meeting

2. Attendance

Council

Name	Title	Status
Christie Knutson	Mayor	Present—presiding
Nicholas Wiggins	Councilor	Present
Allen Hobson	Councilor	Present
Dave Cunningham	Councilor	Present
Dorie White	Councilor	Present

Staff

Name/Title	Status
Thomas McIntosh, City Manager	Present
Andy Howell, Public Works Superintendent	Present
Cindy Sarti, Finance Clerk	Present

3. Call to Order, Pledge of Allegiance, and Roll Call

The meeting was called to order at 7:00 PM. The Pledge of Allegiance was recited. Roll call was taken.

3.1 Agenda Adjustments

The City Manager presented three additions to the agenda:

- Item VII (A)(5): An additional business license application, Digital EFX Marketing LLC, added to the packet.
- Item VII (E): Resolution 26-1242 — Xpress Bill Pay payment-processing/billing platform.
- Item VII (F): Ordinance 26-726 — updated burning regulations.

4. Approval of Council Minutes

Council considered the minutes of the September 21, 2026 meeting. No corrections were noted.

Motion	Approve the September 21, 2026 Council minutes
Moved by	Allen Hobson
Seconded by	Dave Cunningham
Ayes	Unanimous
Result	PASSED

5. Comments from the Audience

Mayor Knutson read the public-comment rules.

5.1 Steve Hart (Winston)

Mr. Hart said that while shopping for lower home and auto insurance, he realized a neighbor's long-unlicensed 1976 Ford F-250 is parked so close to the fire hydrant on his property that it obstructs access, and asked when the hydrant was last inspected or tested. The Fire Department had referred him to a Winston Police officer he had not yet reached; he expressed concern about repercussions from the neighbor. Mayor Knutson noted parking by a hydrant is illegal. The City Manager stated hydrants are flushed and maintained annually, acknowledged a compliance issue needing attention, and offered to meet with Mr. Hart along with the Police Department.

5.2 Michael Lanham (Green)

Mr. Lanham addressed a prior confrontation between himself and the Mayor during a parade while he was conducting a child-protection protest. He apologized for his part in the argument but stated his First Amendment rights were violated; said the incident cost him work income, toy-drive donation locations, and reputation; stated he has consulted attorneys; and repeated his request that the Mayor step down. He also asked what action the Council would take.

A council member, speaking expressly as a private citizen, said he agreed with the protest's goals but suggested more effective approaches — engaging the State on group-home placement policy and working with school districts on age-appropriate curriculum — and criticized inappropriate language posted online by some protest participants. Mr. Lanham responded that he has drafted child-protection legislation with state legislators, cannot control others' online comments, and moderates his own page. He asked the Council to ensure sex-offender residency rules near schools and parks are enforced.

5.3 Mitch Hamilton (Tenmile)

Mr. Hamilton asked for an opportunity to meet with the Council about ongoing concerns in town. The City Administrator advised that council members may meet individually with constituents but may not meet together outside a noticed meeting, as that would constitute a quorum.

5.4 Roxanne Means (Winston)

Ms. Means, Mr. Lanham's mother, asked why the Mayor reacted as she did during the parade. The Mayor explained she was directing traffic, had asked that the protest signs not be brought onto the parade route because it was a children's and family event, acknowledged losing her temper, and apologized. Ms. Means and Mr. Lanham disputed the Mayor's account of who raised their voice first; Ms. Means added that the protest participants intend to protect children, not frighten them.

5.5 Paula Bragan (Winston)

Ms. Bragan, speaking as a citizen and on behalf of constitutional rights rather than for her brother (Mr. Lanham), said the Mayor's prior written apology did not seem sincere and asked the Mayor to resign. She also stated that Dorie White had pointed at her in public and called her "bad". The Mayor responded that she has not replied to any online comments about the incident, including attacks on herself and her husband.

5.6 Josh Weinhold (Winston)

Mr. Weinhold asked why the play structure across from the Riverbend Park concession stand was removed, where it went, and what the replacement plan is. He described privacy and safety problems in the men's restroom — no urinal partitions, one stall with no door, and another whose door has no latch — and said the Community Park restrooms are similar. He asked that these be addressed promptly.

Public Works superintendent, Andy, agreed the restrooms are in poor condition. He explained the 2017 restroom project covered only "phase one"; the older facilities were refreshed (countertops, paint, replaced fixtures) after vandalism, cameras have been installed, and police patrols have helped. A replacement playground structure is being pursued through the Community Unity grant (up to $75,000), and the new Park Advisory Committee is intended to move park issues forward faster than the former park board. A council member stated the old equipment was removed because it was rusted and no longer met safety requirements. Public Works invited Mr. Weinhold and other residents to meet and tour the parks.

5.7 Kevin Bragan (Winston)

Mr. Bragan said that, as the Mayor herself noted, each person controls only their own conduct, and that she should have walked away rather than respond in kind.

6. Reports — Boards, Commissions, Committees, and Departments

6.1 Public Works — Andy Howell

- Waterline replacement is underway at Riverbend Park, with completion hoped for by the end of the week.
- The Jole Allen Court / Tokay storm-drain project started today, including new catch basins and storm pipe.

Park Advisory Committee — first meeting:

- Election of a chairperson was postponed until all members are present.
- Preferred schedule: first Monday of each month at 6:00 PM at Public Works (subject to change); holiday Mondays move to the following Monday.
- Recommendations to Council will be submitted in writing rather than verbally.
- Reviewed park fee-waiver history — a little over $14,000 in fees waived by Council in 2024.
- Community Unity playground grant (up to $75,000): the committee will evaluate whether the existing location is ideal and seek community and youth input.
- Community Park restroom replacement is under consideration, subject to funding; ball-field hours may be adjusted to be more user-friendly.
- The committee will tour every park (boat ramp, pocket park, Civic Wayside Park, Riverbend Park, Community Park).
- Next meeting: October 19, 2026, 6:00 PM.

An audience member asked about volunteering for concrete work on park projects; Public Works welcomed it and noted Riverbend Park was originally built by volunteers.

6.2 Administration — Thomas McIntosh

- Staff continues working through significant budget challenges toward a balanced budget and financial solvency.

- Council chamber upgrade: an Urban Renewal Agency grant of about $72,000 was approved by the overlapping taxing districts (fire district, school district, and Council). Staff proposed funding the electronic elements first—live-streaming capability, replacing the outdated projector and screen, and display TVs.
- A council member asked whether the building assessment supports investing in the room. The returned report did not address the main concerns (asbestos and floor tiling), which require a specialty assessment at additional cost. Staff noted the AV equipment is portable and could move with the Council if needed.
- The transportation fee increase ($1 to $3) is funding the Jole Allen Court / Tokay area repairs; Public Works bid the project and a low-bid contractor is underway. A before-and-after display will be presented.

Brittany (Winston) asked about repeated, uncoordinated paving and bridge work on Rice Creek Road. Staff explained Rice Creek Road is in Douglas County's jurisdiction and offered to connect her with Douglas County Public Works.

7. Old Business

Michael Lanham asked for an update on his earlier request that the City review its ordinances regarding sex offenders near parks. The City Manager said the Police Chief is the appropriate person to answer and is currently covering a 2:00 PM–midnight, Tuesday–Friday swing shift because the department is short-staffed. Staff could not confirm the Chief would attend on October 19 but stated the matter is not on the back burner.

8. New Business

8.1 Item A — Business License Applications

Staff reported all applications had been vetted:

Business	Applicant
Winston Gunshop LLC	Steven Mackey
A&S Towing and Repair LLC	Sam Woodall
Path of the Rogue	Wesley Murphy
Lousignont Outdoor Solutions LLC	Heath and Angela Lousignont
Digital EFX Marketing LLC (added)	Ian David Spencer

Motion	Approve the five business license applications as presented
Moved by	Nicholas Wiggins
Seconded by	Allen Hobson
Ayes	Unanimous
Result	PASSED

8.2 Item B — Set Council Workshop Dates

None at this time.

8.3 Item C — Fee Waiver Request: Winston-Dillard Area Festival Association

Clay Caldwell (Dillard), president of the association, requested a waiver of $1,345.08 in Public Works fees for the September 19 Melon Festival parade. Public Works staffed parade traffic control on short notice in place of the Police Department, at lower cost. Breakdown as read: dump trucks, $210 ($35/hour); one additional truck, $100 ($100/hour) — equipment total $310; six staff members, $1,035.08.

A council member asked whether such requests should go to the new Park Advisory Committee first; staff said this was a standalone staff matter not associated with parks. Council thanked Public Works staff and volunteers.

Motion	Approve the fee waiver of $1,345.08 for the Winston-Dillard Area Festival Association
Moved by	Nicholas Wiggins
Seconded by	Dorie White
Ayes	Unanimous
Result	PASSED

8.4 Item D — Resolution 26-1241: Seismic Rehabilitation Grant, Winston Police Station

Read by title: a resolution authorizing the City Manager to enter into a seismic rehabilitation grant contract with the Oregon Business Development Department (Business Oregon) for the Winston Police Station.

Staff report: The $2.3 million grant is fully funded with no local match, though it must still be budgeted. The Police Chief wrote and submitted the application. The City will select a qualified seismic engineer, who may determine the building can be retrofitted or must be replaced. Reimbursement is invoice-based rather than requiring proof of payment, allowing the City to pass funds through to the contractor. Staff recommended approval. A council member asked whether the engineer used on Sutherlin's project would be available; staff said that firm may apply but the work must be bid. No audience comments.

Motion	Approve Resolution 26-1241 authorizing the seismic rehabilitation grant contract as presented
Moved by	Allen Hobson
Seconded by	Dorie White
Ayes	Unanimous
Result	PASSED

8.5 Item E — Resolution 26-1242: Xpress Bill Pay (added)

Read by title: a resolution authorizing the City Manager to enter into a Gateway Services Master Agreement with Xpress Solutions, Inc., dba Xpress Bill Pay, for electronic payment processing services.

Staff report:

- Xpress Bill Pay is owned by the City's financial software vendor, so utility payments post in real time; payment terminals come with the card surcharge pre-programmed.
- Card payments would carry a surcharge (staff believed 3.5%); ACH payments a $2 flat fee; cash and check payments unchanged.
- The City currently absorbs nearly $30,000 a year in card fees and spends about $1,200 a month on postage for nearly 2,500 utility accounts.
- Features include a Winston-specific payment portal on the City website, self-service autopay, billing history, and paperless billing; staff will encourage customers to go paperless.

No audience comments.

Motion	Approve Resolution 26-1242 Xpress Bill Pay agreement
Moved by	Dave Cunningham
Seconded by	Dorie White
Ayes	Unanimous
Result	PASSED

8.6 Item F — Ordinance 26-726: Residential Burning Regulations — First Reading (added)

Read by title: an ordinance amending the City of Winston Municipal Code, Section 90.036(b)(1), to replace fixed months for residential yard-waste burning with fire-season and burn-restriction standards consistent with Douglas Forest Protection Association (DFPA) requirements.

Staff report: Requested by Fire Chief Bullock and the Police Chief. Current code allows burning only in October, November, April, and May, producing call spikes in those months. Aligning with DFPA would allow burning outside DFPA restrictions year-round, spreading out calls and keeping the City uniform with emergency responders. The ordinance would also prohibit burn barrels entirely. A council member confirmed it would prevent burning in October when DFPA restrictions remain in effect during dry weather.

Discussion:

- Councilor Allen Hobson, who years ago proposed the current four-month schedule, opposed year-round burning: winter burning of wet material would produce heavy smoke trapped near the ground by inversions, and more households might burn plastics and rubber. He said he may not support the ordinance.
- The Mayor noted that winter is the only time smoke-sensitive residents get relief and suggested composting and drop-off alternatives.
- Council discussed the difference between contained fire pits and open trash piles, and whether complaints are enforced; staff and council stated police or fire officials can cite violations now.
- Staff recommended advancing to second reading on October 19 and inviting Fire Chief Bullock to address Council's concerns.

Motion	Advance Ordinance 26-726 to second reading
Moved by	Dave Cunningham
Seconded by	Dorie White
Ayes	Unanimous
Result	PASSED

9. Upcoming Agenda Items, Council Non-Agenda Items, and Good of the Order

- The Mayor announced she will be absent from the October 19, 2026, meeting; Councilor Cunningham, Council President, will preside.
- Allen Hobson announced a special board meeting Wednesday, October 7 at 11:00 AM at the library to interview a prospective part-time director; the board's regular October 14 meeting may still occur.
- Check copies, and claims in excess of $500 are included in Council packets.

Announcements:

- Columbus Day, October 12 — City offices will be open as usual.
- Friends of the Winston Library — October 14, 11:00 AM, Winston Library.
- Economic Development Committee — October 14, noon, City Hall.
- Parks Advisory Committee — October 19, 6:00 PM, Public Works, followed by the 7:00 PM City Council meeting.
- Traffic & Public Safety Committee — October 26, 7:00 PM, Police Department.
- Executive session: none.

10. Consolidated Voting Summary

Item	Description	Vote	Result
Minutes	Approve September 21, 2026 minutes	Unanimous Aye	PASSED 4 – 0

Item	Description	Vote	Result
8.1 (A)	Five business license applications	Unanimous Aye	PASSED 4 – 0
8.3 (C)	Melon Festival Assn. fee waiver — $1,345.08	Unanimous Aye	PASSED 4 – 0
Res. 26-1241	Seismic rehabilitation grant contract — Police Station ($2.3M)	Unanimous Aye	PASSED 4 – 0
Res. 26-1242	Xpress Bill Pay payment-processing agreement	Unanimous Aye	PASSED 4 – 0
Ord. 26-726	Burning regulations — advance to second reading	Unanimous Aye	PASSED 4 – 0

11. Action Items

Action Item	Responsible Party	Deadline / Status
Meet with Steve Hart regarding obstructed hydrant / abandoned vehicle	City Manager; Winston PD	Open
Respond to request for review of sex-offender ordinances near parks	Police Chief	When Chief is available
Second reading of Ordinance 26-726; invite Fire Chief Bullock	City Manager	October 19, 2026
Pursue Community Unity playground grant; evaluate location	Public Works; Park Advisory Committee	In progress
Park site tours; elect committee chair	Park Advisory Committee	Next meeting Oct. 19, 6 PM
Develop AV / live-streaming proposal for council chamber upgrade	City Manager	For future Council discussion
Obtain specialty asbestos/tile assessment of City Hall	City Manager	Pending funding
Select seismic engineer (bid) under Res. 26-1241	City Manager; Police Chief	Following contract execution
Implement Xpress Bill Pay and paperless billing	City Manager; Finance	Following agreement execution
Present Jole Allen Court / Tokay before-and-after display	Public Works	Upon project completion
Connect Brittany with Douglas County Public Works (Rice Creek Rd.)	City Manager	Open

12. Adjournment

There being no further business, the meeting was adjourned at 8:21 PM. The next regular meeting is October 19, 2026 at 7:00 PM.

Certification

These minutes were approved by the Winston City Council on _____, 2026.

Christie Knutson, Mayor **Thomas McIntosh, City Manager**

V. COMMITTEE REPORTS

Park Advisory Committee Minutes

Park Advisory Committee 2026

Park Advisory Meeting Minutes
September 28, 2026, at 4:00PM
Winston Public Works Department

1. **Call to Order:**

The meeting was called to order at 3:06pm**.**

Roll Call:
Members Absent: Brett Bustram (Excused)

Shawn Bateson
Isarel Wafer
David Hopkins
Public Works Staff: Andy Howell
Megan Hamilton
Angie Howell

2. Minutes:

No prior minutes to approve

3. Guest:

N/A

4. New Business:

A. Members agreed to table the voting for a Chairperson until all are present, it was agreed upon that the third Monday in the month would be the best and that 6:00pm would work for the time and if a Monday fell on a holiday the meeting would be rescheduled to the following Monday. There was discussion on how recommendations are presented to Council, fee waivers for parks were discussed and the Committee was provided an estimate of fees that have been waived over the past years.

B. Public Works staff provided Committee with the project packet for the proposed RBP playground, discussion on the Community park restroom replacement, and changing the hours for the ballfields to make it more user friendly.

5. Old Business:

N/A

Discussion

It was discussed with the Park Advisory Committee who will be making some on-site visits to each of the city parks.

Next Meeting, October 19, 2026, 6:00pm. **Location:** Winston Public Works Department

Meeting Adjourned 3:49pm

VI. DEPARTMENT REPORTS

Green Wastewater Plant - Report 1

SYSTEM CLASSIFICATION: IV PERMIT # 100554
COUNTY: DOUGLAS

DATE	TOTAL FLOW MGD	INF PH	INF CBOD mg/l	INF SS mg/l	NH3 N EFF	TKN EFF	NO2 EFF	NO3 EFF
26	1.047	7.3	251	307	0.30	1.02	0.26	21.4
27	0.962	7.4	268	340	0.46			
28	0.937	7.3						
29	0.916	7.3						
30	0.937	7.5	265	415				
31	0.930	7.5						

Weekly Averages

POPULATION: 10000

TOTAL P EFF	EFF PH	EFF TEMP MAX	EFF CBOD mg/l	% REM CBOD	LBS CBOD DIS	EFF SS mg/l	% REM SS	LBS DIS SS
4.9	7.0	25.9	7.1	97%	62	5.8	98%	51
	7.1	26.2	5.9	98%	47	4.2	99%	34
	7.0							
	7.1							
	7.1	24.3	4.9	98%	38	3.4	99%	27
	7.0							
		25.5	**6.0**		**49.2**	**4.5**		**37.0**

FILE # 98400

TYPE: RBC / ACTIVATED SLUDGE

CL2 RES mg/l	CL2 USED GAL.	ECOLI COL	BIOSOLIDS LAND gallons	DRYING BEDS gallons	RAIN FALL inches
0.03	657	<1		7,700	
0.05	660			7,030	
0.04	652	<1			
0.02	622		9,000		
0.02	632		9,000		
0.03	589				

WINSTON-GREEN WWTF

May 2026

SYSTEM CLASSIFICATION: IV PERMIT # 100554 FILE # 98400

COUNTY: DOUGLAS POPULATION: 10000 TYPE: RBC / ACTIVATED SLUDGE

DATE	TOTAL FLOW MGD	INF PH	INF CBOD mg/l	INF SS mg/l	NH3 N EFF	TKN EFF	NO2 EFF	NO3 EFF	TOTAL P EFF	EFF PH	EFF TEMP MAX	EFF CBOD mg/l	% REM CBOD	LBS CBOD DIS	EFF SS mg/l	% REM SS	LBS DIS SS	CL2 RES mg/l	CL2 USED GAL.	ECOLI COL	BIOSOLIDS LAND gallons	DRYING BEDS gallons	RAIN FALL inches
1	0.910	7.6								7.2	24.8							0.03	421	4.1	22,500		
2	1.121	7.6	166	195	0.9					7.1	24.3	2.7	98%	25	5.0	97%	47	0.01	451		4,500		0.39
3	1.039	7.4								7.1	24.0							0.09	459				0.13
4	1.028	7.4	194	297						7.0	24.1	2.7	99%	23	6.4	98%	55	0.09	458				0.10
5	1.006	7.4								6.9	24.1							0.09	412				
6	1.008	7.4								7.0	24.1							0.05	389				
7	1.083	7.4								7.1	24.3							0.04	398				
8	0.968	7.5	226	337	0.96	2.77	0.24	16.6	0.9	7.2	24.4	2.7	99%	22	6.4	98%	52	0.06	387	<1			
9	0.958	7.7								7.2	24.4							0.01	384				
10	0.941	7.6								7.1	24.6							0.01	385				
11	0.957	7.8	155	318	0.22					7.1	24.4	3.9	97%	31	5.0	98%	40	0.02	376		31,500		
12	0.989	7.5								7.1	23.8							0.01	386				0.07
13	1.175	7.6								7.2	23.7							0.01	410	14.4			0.17
14	1.025	7.5	185	319	0.40	3.76	0.13	17.5	0.8	7.3	23.9	3.6	98%	31	4.6	99%	39	0.03	421	22.8	18,000		
15	1.035	7.4								7.2	23.9							0.05	440		31,500		
16	1.014	7.5	159	200	0.84					7.1	23.3	2.8	98%	24	4.4	98%	37	0.08	410		18,000		
17	1.111	7.3								7.1	23.6							0.03	422		9,000		
18	1.266	7.6	172	304						7.2	23.6	4.4	97%	46	6.4	98%	68	0.01	440				
19	1.267	7.5								7.2	23.4							0.09	440				
20	1.290	7.5								7.3	23.6							0.02	442	49.1			0.01
21	1.206	7.7	209	411	0.36	2.91	0.12	14.2	0.9	7.5	23.7	3.6	98%	36	3.8	99%	38	0.00	466		13,500		
22	1.169	7.6								7.6	23.5							0.00	552		9,000		
23	1.215	7.7	201	357	0.07					7.5	23.5	4.6	98%	47	4.0	99%	41	0.03	589	35.4	9,000		
24	1.151	7.5								7.3	23.1							0.03	552		4,500		0.54
25	1.396	7.7	214	366						7.4	23.1	4.2	98%	49	5.4	99%	63	0.01	602				0.01
26	1.259	7.5								7.4	23.0							0.06	592				
27	1.304	7.5								7.4	22.9							0.02	582				0.01
28	1.205	7.5	223	368	0.76	3.62	0.21	15.0	2.4	7.5	22.9	4.3	98%	43	5.8	98%	58	0.03	592		9,000		
29	1.114	7.7								7.4	22.7							0.01	570	55.0	9,000		
30	1.153	7.6	165	289	0.07					7.4	23.0	4.3	97%	41	6.0	98%	58	0.05	573	47.6	9,000		
TOT	33.36													419			595		14,001		198,000	0	1.43
MAX	1.396	7.8	226	411	0.96	3.76	0.24	17.5	2.4	7.6	24.8	4.6	99%	49	6.4	99%	68	0.09	602	55.0	31,500	0	0.54
MIN	0.910	7.3	155	195	0.07	2.77	0.12	14.2	0.8	6.9	22.7	2.7	97%	22	3.8	97%	37	0.00	376	<1	4,500	0	0.01
AVG	1.112	7.5	189	313	0.51	3.27	0.17	15.8	1.2	7.2	23.7	3.7	98%	35	5.3	98%	50	0.04	467				0.16
LBS AVG																			31.138				

EXCESS THERMAL LOAD

WEEKLY AVG.	Mkcals/day
3	5.4
10	7.5
17	9.6
24	11.1

EFF TEMP ©

WEEKLY AVG.
19.0
19.5
20.0
20.4

I certify that I am familiar with the information contained in this report and that to the best of my knowledge such information is true, complete and accurate.

Christopher W. Sherlock
SUPERINTENDENT T IV

Winston- Green WWTF Monthly Numbers

September 2026

General

1.) Plant Flow (MG)

	2026		2025	
Winston	14.60	46%	13.17	44%
Green	17.45	54%	17.00	56%
Rainfall	1.43		1.02	

2.) Leachate

WWTF:	0	0
Ingram:	401,500	308,000
Total:	401,500	308,000

3.) Bio-Solids

1.) Drying Beds: 0 gallons

2.) Land Application: 198,000 gallons

Monthly Notes

- Repairs Made to biosolids tanker
- Dechlor Pumps Replaced
- Rebuilt Mixing Pump #1 Check Valve Assembly
- Effluent Filter 2 Backwash Valve Actuator Failure.
    - We do not have anymore spare parts for these actuators and parts are no longer available. We will be looking at actuator replacements next budget year.
- Blower Number 5 oil Change
- Primary Clarifier 2 Coated With Epoxy
- Primary Clarifier 2 rake arm wear ends replaced
    - In the past these have been replaced with brass. Staff has replaced this set with HDPE and will see how they hold up

FLOW ALLOCATION CHART

MONTH	WINSTON	GREEN	GREEN Calculated	LANDERS LN.	LEACHATE (Ingram)	TOTAL	RAINFALL
	MG	MG	MG	MG	MG	MG	
Jan.26	32.08	28.83	28.55	0.891	1.166	60.63	2.45
Feb.26	38.35	33.73	33.45	0.789	1.067	71.80	6.04
Mar.26	36.73	29.78	29.20	0.486	1.062	65.93	1.99
Apr.26	30.05	26.87	26.52	0.401	0.748	56.57	3.52
May.26	18.95	19.69	19.39	0.193	0.495	38.33	0.42
June.26	14.75	16.72	16.87	0.189	0.044	31.62	0.42
July.26	14.16	16.43	16.59	0.159	0.000	30.74	0.00
Aug.26	13.67	15.78	15.99	0.207	0.000	29.65	0.00
Sept.26	14.60	17.45	17.42	0.368	0.402	32.01	1.43
Oct.25	15.67	20.60	20.55	0.531	0.583	36.22	3.19
Nov.25	15.23	20.40	20.27	0.595	0.732	35.50	2.85
Dec.25	27.75	29.83	29.45	0.595	0.974	57.20	6.16
TOTAL	271.97	276.11	274.24	5.404		546.21	28.47
GREEN Flow Calculated		274.24					
APPORTIONMENT	49.79%	50.21%					
				100%			

VIII. NEW BUSINESS | LICENSE

The Lunchbox - Business License

Application for

Business License

RECEIVED
OCT 08 2026
By: Public Works

Business Name: The Lunchbox

Owner/Agent: April Wolf Date of Birth 7-30-73

Driver's License/ID#: 4862256 State: OR Phone 971-388-9275

Business Location: 309 SW Main St, Winston, OR 97496

Business Mailing Address: P.O. Box 115

City: Winston State: OR Zip: 97496

Business Phone: 971-388-9275 Email: thelunchboxwinston@gmail.com

Scope of Business:

Business Type: (Restaurant) - Soup/Sandwich Shop

☒ Permanent (Business addressed and/or located within city limits)
Sq. Ft. of Building for Business: _____ No. of Parking Spaces: _____

☐ Contractor/Mobile Vendor (Business established outside city limits but conducting work within city limits

Complete the following where applicable, and sign below:

CCB#: _____ DC Health Dept: _____ Other: _____

Current/Upcoming Projects (Input *N/A* if none): _____

Applicant Signature: [signature] Date: 10/1/26

Development Notice:

The issuance of a Winston Business License does not authorize construction outright. Specific projects including, but not limited to, property development, signage, building projects, home construction, solar projects, and fencing require case specific reviews conducted by the City of Winston.

Refer to the Winston Municipal Code, Title XI; Chapter 110; Sections 110.01 – 110.99, and Chapter 112; Sections 112.01 – 112.99. View it 24/7 at the City Website under the Government tab, or in person at City Hall weekdays, 201 NW Douglas Blvd. (541) 679-6739 for info.

Application # 43 - 26

***** STAFF USE ONLY *****

The Lunchbox

LICENSE # 43-26

Business Location 309 SW Main St. Zoning CG

Change of Occupancy Y (N) Sign Permit Required Y (N) 2nd Hand Property Dealer Y (N)

Planning Official Thomas McINTOSH Date 10-7-26

Comments:

NO CHANGE IN USE REQ'D

Police Chief [signature] Date 10-06-26

Recommendation: (O) Grant O Deny

Comments:

City Manager See Planning Date

Billing Clerk [signature] Date 10-9-2026

City Recorder Date

Fee $50 Receipt # 93695 CC 10/19/26 Letter/Label O Entered/Mailed O

Additional Remarks:

Refer to the Winston Municipal Code, Title XI; Chapter 110; Sections 110.01 – 110.99, and Chapter 112; Sections 112.01 – 112.99. View it 24/7 at the City Website under the Government tab, or in person at City Hall weekdays, 201 NW Douglas Blvd. (541) 679-6739 for info.

Application # 43 - 26

VIII. NEW BUSINESS | ORDINANCE

Ordinance 26-726 - Staff Report

CITY OF WINSTON

CITY COUNCIL STAFF REPORT

Meeting Date	October 19, 2026
Agenda Item	Ordinance / Municipal Code Amendment
Subject	Ordinance No. 26-726 - Residential Yard-Waste Burning Regulations
Department	Administration
Prepared By	Thomas McIntosh, City Manager
Attachments	Ordinance No. 26-726 - Burn Regulations Amendments

BACKGROUND

Winston Municipal Code Section 90.036(B)(1) currently limits residential yard-waste burning to the months of April and May and October and November. Ordinance No. 26-726 proposes removing those fixed calendar months and replacing them with standards tied to current fire-season declarations, burn bans, public-use restrictions, and other applicable requirements.

The amendment is intended to make the City's burning regulations more consistent with the Douglas Forest Protective Association (DFPA) approach, which regulates debris burning based on fire season and current restrictions rather than a fixed municipal calendar. Residential burning would also remain subject to Winston-Dillard Fire District restrictions, Oregon Department of Environmental Quality requirements, Oregon fire-safety requirements, and the remaining provisions of WMC Section 90.036.

DISCUSSION

Removal of Fixed Months: The ordinance repeals the existing April-May and October-November limitation. Burning would no longer be authorized or prohibited solely because of the month of the year.

DFPA Fire-Season and Burn Restrictions: Residential yard-waste burning would be prohibited whenever a DFPA fire-season declaration, public-use restriction, burn ban, total burn closure, or other applicable restriction prohibits debris burning. If burning during fire season is allowed only by written permit, the required permit must be obtained before burning.

Verification Before Burning: A person conducting a burn must verify immediately before ignition that residential debris burning is currently allowed and must comply with applicable conditions, including

burning hours, equipment requirements, fire-trail requirements, permits, and other restrictions then in effect.

Other Agency Requirements: The ordinance preserves applicable DEQ open-burning requirements and Winston-Dillard Fire District restrictions. It also provides that the most restrictive applicable requirement controls when multiple requirements apply.

DFPA Jurisdiction: The ordinance does not expand DFPA's geographic jurisdiction. Instead, DFPA declarations and restrictions are incorporated into the City's own standard for residential yard-waste burning within Winston.

Code Amendment: Ordinance No. 26-726 amends WMC 90.036(B)(1) to establish these requirements and provides that the City may rely on current restrictions and burn-permit requirements published or issued by DFPA, Winston-Dillard Fire District, DEQ, the Oregon State Fire Marshal, or another agency having jurisdiction.

FINANCIAL IMPACT

No direct financial impact is anticipated from adoption of Ordinance No. 26-726. The amendment changes the regulatory standard governing residential yard-waste burning and does not establish a new City program, fee, or expenditure.

PUBLIC BENEFIT

- Aligns the City's residential yard-waste burning rules with current fire-season and burn-restriction conditions rather than fixed calendar months.
- Reduces conflicts between the City's allowable burning periods and restrictions imposed by fire-protection and environmental agencies.
- Provides residents with a clearer requirement to verify current burn restrictions immediately before ignition.
- Allows burning opportunities to respond to actual seasonal fire conditions while maintaining applicable safety and air-quality requirements.
- Avoids the need to amend the municipal code solely because the timing of fire season or agency restrictions changes from year to year.

CITY COUNCIL OPTIONS

1. Adopt Ordinance No. 26-726, amending WMC 90.036(B)(1) as presented.
2. Continue the matter and direct staff to provide additional information or revise the proposed amendment.
3. Decline to adopt Ordinance No. 26-726, leaving the existing April-May and October-November burning periods in place.

STAFF RECOMMENDATION

Staff recommends that the City Council adopt Ordinance No. 26-726, amending WMC 90.036(B)(1) to replace the fixed residential yard-waste burning months with standards based on current fire-season declarations, burn restrictions, and other applicable agency requirements.

SUGGESTED MOTION

I move to adopt Ordinance No. 26-726, amending Winston Municipal Code Section 90.036(B)(1) regarding residential yard-waste burning regulations.

ORDINANCE NO. 26-726

AN ORDINANCE OF THE CITY OF WINSTON, OREGON, CITY COUNCIL, AMENDING TITLE IX OF THE WINSTON MUNICIPAL CODE SECTION 90.036(B)(1) TO REPLACE FIXED MONTHS FOR RESIDENTIAL YARD-WASTE BURNING WITH FIRE-SEASON AND BURN-RESTRICTION STANDARDS CONSISTENT WITH DOUGLAS FOREST PROTECTIVE ASSOCIATION (DFPA) REQUIREMENTS.

WHEREAS, Winston Municipal Code Section 90.036(B)(1), as amended by Ordinance No. 20-668, currently allows residential yard waste burning during the months of April and May and October and November; and,

WHEREAS, DFPA regulates debris burning on lands within its protection jurisdiction based on the declaration of fire season and current public-use restrictions rather than by a fixed municipal calendar; and,

WHEREAS, during DFPA fire season, outdoor debris burning, including debris piles, is prohibited when DFPA public-use restrictions prohibit such burning, and DFPA may require a written burn permit when burning is otherwise authorized during fire season(burn barrels fully prohibited all year); and,

WHEREAS, outside of fire season, DFPA does not require a DFPA permit for backyard debris burning outside incorporated cities, while local fire districts, cities, and other agencies may impose additional restrictions; and,

WHEREAS, the City Council desires to remove the fixed April-May and October-November burning periods and instead condition residential yard-waste burning within the City upon current fire-season declarations, burn bans, and restrictions issued by DFPA and other agencies having jurisdiction; and,

WHEREAS, all residential yard-waste burning remains subject to applicable Oregon Department of Environmental Quality requirements, Central Douglas Fire & Rescue restrictions, Oregon fire-safety requirements, and all other provisions of Winston Municipal Code Section 90.036.

NOW, THEREFORE, THE CITY OF WINSTON, OREGON, CITY COUNCIL HEREBY ORDAINS AS FOLLOWS:

SECTION 1. Municipal Code Title IX Section 90.036(B)(1) is hereby amended to read as follows:

> **90.036(B)(1) Residential Yard-Waste Burning.** Residential yard waste generated on the property where it is burned may be burned only when all of the following conditions are satisfied:
>
> **(a)** No declaration of fire season, public-use restriction, burn ban, total burn closure, or other restriction issued by the Douglas Forest Protective Association (DFPA), Central Douglas Fire & Rescue, Oregon State Fire Marshal, Oregon Department of Environmental Quality (DEQ), or other agency having jurisdiction prohibits the proposed burning;
>
> **(b)** If DFPA fire season is in effect, no residential yard-waste burning may occur when DFPA public-use restrictions prohibit debris burning. If debris burning is allowed during fire season only by written permit, the person conducting the burn must first obtain the

required written permit from DFPA or the local fire department or other agency authorized to issue the permit;

(c) The person conducting the burn shall verify, immediately before ignition, that residential debris burning is currently allowed under applicable DFPA and Central Douglas Fire & Rescue restrictions and shall comply with any conditions, hours, equipment requirements, fire-trail requirements, permit requirements, or other restrictions then in effect;

(d) The burning complies with all applicable DEQ open-burning requirements, including restrictions on materials that may be burned, smoke and air-quality requirements, and any applicable burning-hour or permit requirements; and

(e) The burning complies with all other requirements of Winston Municipal Code Section 90.036. Nothing in this subsection authorizes burning that is prohibited by federal law, state law, administrative rule, fire-district restriction, DFPA restriction, or another provision of the Winston Municipal Code.

SECTION 2. The fixed calendar-month limitation previously contained in Section 90.036(B)(1) - April and May, and October and November - is repealed and replaced by the standards stated in Section 1 of this Ordinance.

SECTION 3. For purposes of administering Section 90.036(B)(1), the City may rely upon the current fire-season declarations, public-use restrictions, burn bans, burn closures, and burn-permit requirements published or issued by DFPA, Central Douglas Fire & Rescue, DEQ, the Oregon State Fire Marshal, or another agency having jurisdiction. The most restrictive applicable requirement shall control.

SECTION 4. This Ordinance does not expand the geographic jurisdiction of DFPA. DFPA declarations and restrictions are incorporated into the City's burning standard as a local condition on residential yard-waste burning within the City of Winston.

SECTION 5. This Ordinance is effective on the thirtieth day following its adoption.

FIRST READING BY THE CITY OF WINSTON, OREGON, CITY COUNCIL, ON THIS 5TH DAY OF OCTOBER 2026.

SECOND READING BY THE CITY OF WINSTON, OREGON, CITY COUNCIL, ON THIS 19TH DAY OF OCTOBER 2026.

_____

Christie Knutson, Mayor

Attest:

_____

Thomas McIntosh, City Manager