

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO. PA 1314

IN THE MATTER OF CO-ADOPTING THE COBURG TRANSPORTATION SYSTEM PLAN FOR APPLICATION WITHIN THE URBANIZABLE AREA OUTSIDE THE COBURG CITY LIMITS, BUT WITHIN THE CITY OF COBURG URBAN GROWTH BOUNDARY; AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES. (APPLICANT: CITY OF COBURG)

**WHEREAS**, the Board of County Commissioners, through enactment of Ordinance No. PA 883, has adopted the Lane County General Plan Policies that is a component of the Lane County Rural Comprehensive Plan; and

**WHEREAS**, the Board of County Commissioners, through enactment of Ordinance No. PA 884, has adopted Land Use Designations and Zoning for lands within the Jurisdiction of the Lane County Rural Comprehensive Plan; and

**WHEREAS**, the Board of County Commissioners, through enactment of Ordinance No. 1202, has adopted the Lane County Transportation System Plan that is a component of the Lane County Rural Comprehensive Plan; and

**WHEREAS**, the Coburg Comprehensive Plan is the comprehensive plan for the City Coburg and is a component of the Lane County Rural Comprehensive Plan; and

**WHEREAS**, Oregon Administrative Rules (OAR) Section 660, Division 12, specifies the requirements of the Oregon Transportation Planning Rule that requires cities and counties to prepare and adopt local transportation system plans for lands within their planning jurisdiction as part of their comprehensive plans [OAR 660-12-015(3) & (4)]; and

**WHEREAS**, the Coburg Transportation System Plan (TSP) is a comprehensive 20-year plan to guide transportation investments within the City of Coburg Urban Growth Boundary; and

**WHEREAS**, the Coburg City Council adopted the Coburg TSP Update on April 8, 2014, with supplemental findings on July 14, 2015; and

**WHEREAS**, the City of Coburg requested Lane County action to co-adopt the Coburg TSP as an amendment to the Coburg Comprehensive Plan and Lane County Rural Comprehensive Plan for application within the urbanizable area outside the Coburg City Limits, but within the City of Coburg Urban Growth Boundary; and

**WHEREAS**, Appendices of the Coburg TSP contains background information and data used to inform the Coburg TSP; and

**WHEREAS**, the Lane County Planning Commission conducted public hearings on December 2, 2014 and September 15, 2015, and provided a recommendation to the Board of County Commissioners to co-adopt the Coburg TSP as presented; and

**WHEREAS**, substantial evidence exists in the record indicating that the proposal meets the applicable requirements of the Lane Code Chapter 16 and the Transportation Planning Rule at OAR 660-012; and

**WHEREAS**, the Board of County Commissioners conducted a first reading of this Ordinance on October 20, 2015, conducted a second reading and public hearing on this Ordinance on November 3, 2015, and is now ready to take action.

**NOW, THEREFORE**, the Board of County Commissioners **Ordains** as follows:

1. Amendments to the Coburg Comprehensive Plan and Lane County Rural Comprehensive Plan with the October 2013 Coburg Transportation System Plan as shown in Exhibit 'B' are hereby co-adopted.
2. The prior policies and plan designations repealed or changed by this Ordinance remain in full force and effect to authorize prosecution of persons in violation thereof prior to the effective date of this Ordinance.
3. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision, and such holding shall not affect the validity of the remaining portions thereof.

**FURTHER**, although not part of this Ordinance, the Board of County Commissioners adopts findings as set forth in Exhibit 'A' attached and incorporated by this reference, in support of this action.

ENACTED this 8<sup>th</sup> day of Dec, 2015.

  
\_\_\_\_\_  
Jay Bozievich, Chair, Lane County Board of Commissioners

  
\_\_\_\_\_  
Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM  
Date 10-13-15 Lane County  
  
\_\_\_\_\_  
OFFICE OF LEGAL COUNSEL

**FINDINGS AND CONCLUSIONS IN SUPPORT OF ORDINANCE No. PA 1314**

**The City of Coburg has prepared a revision to its Transportation System Plan (TSP) to be co-adopted by the Lane County Board of Commissioners (Board).**

The County Rural Comprehensive Plan includes all of the comprehensive plans adopted by the 12 cities within Lane County. Each city adopts, as part of its comprehensive plan, its own transportation element or TSP. The Lane County TSP is a special purpose plan and a component of the Lane County Rural Comprehensive Plan. Because the cities' TSPs effectively become part of the county's Rural Comprehensive Plan, TSPs need to be co-adopted by the County. The process for co-adoption of the Coburg Transportation System Plan is through a Lane County Rural Comprehensive Plan (RCP) amendment.

**Approval Criteria and Findings**

The relevant approval criteria for this action are provided below in **bold** with findings and conclusions provided in regular text.

**LC 16.400 Rural Comprehensive Plan Amendments.**

**(6) Plan Adoption or Amendment - General Procedures. The Rural Comprehensive Plan, or any component of such Plan, shall be adopted or amended in accordance with the following procedures:**

**(h) Method of Adoption and Amendment.**

**(i) The adoption or amendment of a Rural Comprehensive Plan component shall be by Ordinance.**

**FINDING:** The proposed amendments shall be adopted by Ordinance when enacted by the Board consistent with this criterion.

**(iii) The Board may amend or supplement the Rural Comprehensive Plan upon making the following findings:**

**(aa) For Major and Minor Amendments as defined in LC 16.400(8)(a) below, the Plan component or amendment meets all applicable requirements of local and state law, including Statewide Planning Goals and Oregon Administrative Rules.**

**(bb) For Major and Minor Amendments as defined in LC16.400(8)(a) below, the Plan amendment or component is:**

**(i-i) necessary to correct an identified error in the application of the Plan; or**

**(ii-ii) necessary to fulfill an identified public or community need for the intended result of the component or amendment; or**

- (iii-iii) necessary to comply with the mandate of local, state or federal policy or law; or**
- (iv-iv) necessary to provide for the implementation of adopted Plan policy or elements; or**
- (v-v) otherwise deemed by the Board, for reasons briefly set forth in its decision, to be desirable, appropriate or proper.**

**FINDING:** The proposal (TSP) is a major amendment as defined in Section 16.400(8)(a)(ii) because it is not limited to a Plan Diagram amendment (minor amendment). The TSP is consistent with all applicable requirements of local and state law including Statewide Planning Goals and Oregon Administrative Rules as discussed in the findings following those for LC 16.400(6)(h)(iii)(bb)(iii-iii and iv-iv) immediately below.

The proposed amendment is consistent with LC 16.400(6)(h)(iii-iii) in that Statewide Planning Goal 2 requires co-adoption of city functional and facility plans that affect unincorporated portions of an urban growth boundary. It is also consistent with LC 16.400(6)(h)(iv-iv) for the following reasons:

- it is necessary for Lane County to co-adopt the Coburg TSP in order for that document to have jurisdiction over transportation-related actions outside of the city limits but inside the Coburg Urban Growth Boundary;
- Lane County has jurisdiction over Willamette Street and Pearl Street, the two main arterials through the city; and
- Lane County is required to co-adopt the Coburg TSP as a facility plan and component of the RCP to provide for a connected, safe and efficient transportation network.

**Goal 1 - Citizen Involvement. To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.**

**FINDING:** The proposal is consistent with Statewide Planning Goal 1 because the process used to develop and adopt this amendment provided the opportunity for citizens to be involved in all phases of the planning process. The following processes were provided by the City of Coburg:

- The City of Coburg citizen involvement program provides for widespread citizen involvement. The citizen involvement program involves a cross-section of affected citizens in all phases of the planning process and includes the Planning Commission, the officially recognized committee for citizen involvement (CCI) that makes recommendations to the Coburg City Council.
- The public involvement process for the update of the TSP began shortly after the project's inception with the development of the project's website providing updates on TSP development and gave notices of upcoming public meetings.



## Exhibit A

- The project website hosted a survey through which the public identified needs, opportunities, and/or constraints in the existing multimodal transportation system. The survey contained an interactive map that allowed survey participants to pinpoint locations of concern or opportunity. The web survey was advertised in the local customer's water utility bills and on the project website.
- As a part of the update process, a group of thirteen (13) stakeholders were interviewed. These individuals represented a variety of interests including elected officials, city staff, business owners, community members and emergency services personnel.
- The public had the opportunity to receive updates on project findings and to provide comments or suggestions at two public workshops/open houses. The first workshop was held on February 13, 2011 and the second on December 6, 2012. Each workshop included surveys for participants to fill out. The workshop summaries are attached to the TSP Appendix. The workshops/open houses were advertised in flyers contained in the water utility bill.
- Technical information is explained in staff reports and power point presentations so information needed to reach policy decisions is available in a simplified, understandable form. City staff provided assistance to interpret and effectively use technical information. A copy of all technical information was available on the City and/or project web site as well as at City Hall offices.
- Citizens receive a response from policy-makers in the form of written minutes of all public hearings and meetings which are retained and made available for public assessment and include the rationale used to reach decisions on the proposal.
- The City of Coburg provided legal notice for the Planning Commission and City Council proceedings conducted.
- The City Council held a first reading and public hearing on March 11, 2014.
- The City Council held a second reading adopting the 2014 Coburg TSP Update on April 8, 2014.
- The City Council re-adopted its UGB expansion on July 14, 2015 with some additional findings. (Ordinance A-199-E, which included the April 2010 Coburg Urbanization Study Update and 2014 Addendum)

In addition, the following actions were taken by Lane County:

- On November 4, 2014, the Lane County Planning Commission held a work session on the co-adoption of the Coburg TSP in the Goodpasture Conference Room of the Lane County Land Management office at 7:00 P.M.

## Exhibit A

- On November 11, 2014, a legal ad was published in The Register Guard, providing notice of the December 2, 2014 Lane County Planning Commission public hearing.
- On December 2, 2014, the Lane County Planning Commission held a public hearing on the co-adoption of the Coburg TSP in the Goodpasture Conference Room of the Lane County Land Management offices at 7:00 P.M. The record was held open and the public hearing continued.
- On August 25, 2015, a legal ad was published in The Register Guard, providing notice of the September 15, 2015 Lane County Planning Commission public hearing.
- On September 15, 2015, the Lane County Planning Commission continued the public hearing on the co-adoption of the Coburg TSP in the Goodpasture Conference Room of the Lane County Land Management offices at 7:00 P.M. The Lane County Planning Commission closed the hearing and record, deliberated, and recommended the Board of County Commissioners approve Ordinance PA 1314 without revision.
- On October 12, 2015, a legal ad was published in The Register Guard, providing notice of the October 20, 2015 First Reading and November 3, 2015 Second Reading and Public Hearing with the Lane County Board of Commissioners.

The Coburg TSP update constitutes a plan amendment subject to the public notification and hearing processes and provisions of LC Chapter 14 and 16. As described above, the public involvement requirements of these chapters have been met and opportunity for public involvement has been afforded at each phase of the process. The amendment is therefore consistent with statewide planning Goal 1.

**Goal 2 - Land Use Planning: To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.**

**FINDING:** The Rural Comprehensive Plan was acknowledged by the Land Conservation and Development Commission (LCDC) as complying with state planning goals. LC 16.400, adopted and acknowledged by LCDC, specifies the means by which the RCP may be amended. Notice of the public hearing and pending adoption of the Coburg TSP co-adoption was mailed to the Oregon Department of Land Conservation and Development (DLCD) on December 13, 2013 and on October 14, 2014. The adoption process follows the procedures outlined in Lane Code and these findings provide an adequate factual basis for action. The amendment therefore conforms to the established land use planning process and framework consistent with Goal 2.

The Comprehensive Plan amendment to develop and adopt the TSP followed the decision making process and framework established by the city's Comprehensive Plan. The TSP Update was largely directed by a project management team consisting of individuals from the City, Lane County, the Oregon Department of Transportation, and CH2M Hill. In addition, the project

management team coordinated with the Lane Council of Governments, Central Lane Metropolitan Planning Organization (CLMPO), whose planning area boundary includes Coburg; thus the process followed an established land use planning process and policy framework and used technical resources to ensure a factual base for decision and action.

**Goals 3 & 4 – Agricultural Lands and Forest Lands**

The provisions of Goal 14 allow for the inclusion of these lands when the specified criteria are met. Refer to the Goal 14 analysis prepared by the applicant (City of Coburg) in the record.

**Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources: To conserve open space and protect natural and scenic resources.**

**FINDING:** The Coburg TSP is consistent with this goal because the Coburg City Code requires a review of environmental impacts of transportation projects where they impact Goal 5 resource sites. TSP projects were developed and considered with impacts to open space, scenic and historic areas, and natural resources. Most of the projects within the TSP are adjacent to or within the right of way of existing transportation facilities, and have very little potential impacts outside of existing right-of-way. Transportation projects located within the UGB expansion areas were included in the comparative environmental, energy, economic and social consequences evaluation under Goal 14 Urbanization. The environmental impact was primarily the existence of the floodplain.

**Goal 6 - Air, Water and Land Resources Quality: To maintain and improve the quality of the air, water and land resources of the state.**

**FINDING:** The Coburg TSP is consistent with this goal because it contains many projects which support a more compact land use pattern and encourage the use of alternative modes of transportation. Less reliance on the automobile results in lower levels of air and water pollution. The TSP includes multi-modal projects and programs to reduce reliance on the single occupant vehicle aim to maintain and improve air quality within the City.

Most of the projects in the plan are on existing facilities and will not have any impacts to air, water, and land resource quality. The only project with likely impact is the construction of a new east-west collector street from Coburg Road, west of Stalling Lane, east to Coburg Industrial Way. This project is dependent on private development, and would require coordination with developers to fully construct. Project development would consider environmental constraints and seek to minimize them as much as possible while balancing them with project needs.

**Goal 7 – Areas Subject to Natural Disasters and Hazards: To protect people and property from natural hazards.**

**FINDING:** Areas subject to natural disasters and hazards, such as areas of steep slopes, landslides, and floodways generally do not exist within the TSP study area, and to the extent they do have been considered in the development of the planned transportation system to ensure that these areas are avoided.

**Goal 8 - Recreational Needs: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.**

**FINDING:** The Coburg TSP is consistent with this goal because it identifies and includes projects for transportation facilities which are also recreational facilities. The TSP includes pedestrian and bicycle projects connecting residential areas to recreational destinations thus satisfying the recreational needs of citizens and visitors.

**Goal 9 – Economic Development: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.**

**FINDING:** The Coburg TSP is consistent with this goal because it reinforces the City's freight network with transportation projects that will provide access to freight facilities and employment sites. Adopting the TSP will ensure that transportation improvements will be available to support the planned uses in the City's employment areas, consistent with other local economic development goals that are consistent with Goal 9.

**Goal 10- Housing: To provide for the housing needs of citizens of the state.**

**FINDING:** The TSP is consistent with Statewide Planning Goal 10 because it reinforces the livability of Coburg's neighborhoods by including appropriate access, street, bicycle and pedestrian standards to serve residential developments. Policies for better connectivity and access also support this goal.

**Goal 11 - Public Facilities and Services: to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

**FINDING:** The proposal is consistent with Statewide Planning Goal 11 because the TSP provides a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development. Infrastructure development was included in the evaluation of Coburg's urbanization study to determine the appropriate locations for UGB expansions. The TSP proposes transportation infrastructure consistent with this study. The TSP also includes access and mobility objectives to provide high levels of connectivity within the city between popular destinations and residential areas and implementation objectives to ensure that recommended improvements can be funded, optimize benefits over the life cycle of the improvement, and make the best use of the existing network.



**Goal 12 - Transportation: To provide and encourage a safe, convenient and economic transportation system.**

**FINDING:** The Coburg TSP is consistent with this goal because it completely updates the City's transportation policies and meets the requirements of the Transportation Planning Rule (TPR), including balancing the needs of all users of the transportation system and strengthening each modal network through the identification of projects. (Refer to TPR findings of compliance following the Statewide Planning Goals review.)

**Goal 13 - Energy: To conserve energy.**

**FINDING:** The TSP is consistent with this goal because it supports a balanced transportation system that encourages additional walking, bicycling, and transit trips and reduces reliance on the single-occupant vehicle. New connectivity standards will result in a street system with less out-of-direction travel.

**Goal 14 - Urbanization: To provide for an orderly and efficient transition from rural to urban land use.**

**FINDING:** The TSP is consistent with this goal because it supports the intensification of development in Coburg by providing a multimodal transportation system. Where the TSP includes UGB expansion lands, Coburg has adopted findings and provided an analysis to supports an exception to Goal 14 (see Coburg Ordinance A-199-E Findings, provided in the applicant record). The TSP supports the urban growth boundary by improving mobility and accessibility inside the urbanized areas, and consequently reducing the potential need for conversion of rural lands to urban uses. New connectivity standards will increase the efficiency of the street system and support infill development.

The remaining Statewide Planning Goals are not applicable to the proposed TSP adoption.

**DIVISION 12: TRANSPORTATION (OAR 660-012-0000) TRANSPORTATION PLANNING RULE FINDINGS**

**Section 660-012-0015(3), Preparation and Coordination of Transportation System Plans- Cities and counties shall prepare, adopt and amend local TSPs for lands within their planning jurisdiction in compliance with this division:**

**(a) Local TSPs shall establish a system of transportation facilities and services adequate to meet identified local transportation needs and shall be consistent with regional TSPs and adopted elements of the state TSP;**

**FINDING:** The TSP is consistent with this criterion because the system of transportation facilities and services identified are adequate to meet local transportation needs, are consistent

with existing regional TSPs (Lane County's TSP and the Central Lane RTP) and adopted elements of the state TSP (the Oregon Transportation Plan, OTP). It is also noted that Coburg is included in the Central Lane Metropolitan Planning Organization (MPO), which is in the process of developing a Regional Transportation System Plan (RTSP); this plan will be consistent with Coburg's TSP.

**(b) Where the regional TSP or elements of the state TSP have not been adopted, the city or county shall coordinate the preparation of the local TSP with the regional transportation planning body and ODOT to assure that regional and state transportation needs are accommodated.**

**FINDING:** The proposal is consistent with this criterion because development of the TSP was coordinated with Lane County and ODOT. The MPO is currently developing the RTSP, which will be consistent with Coburg's TSP.

**Section 660-012-0015(4) Cities and counties shall adopt regional and local TSPs required by this division as part of their comprehensive plans. Transportation financing programs required by OAR 660-012-0040 may be adopted as a supporting document to the comprehensive plan.**

**FINDING:** The TSP is consistent with this criterion because it is adopted as part of the City's and County's comprehensive plans.

**Section 660-012-0015 (5), The preparation of TSPs shall be coordinated with affected state and federal agencies, local governments, special districts, and private providers of transportation services.**

**FINDING:** The TSP was prepared in coordination with affected state and federal agencies, local governments, special districts and private providers of transportation services.

**Section 660-012-0016(1), Coordination with Federally-Required Regional Transportation Plans in Metropolitan Areas- In metropolitan areas, local governments shall prepare, adopt, amend and update transportation system plans required by this division in coordination with regional transportation plans (RTPs) prepared by MPOs required by federal law...**

**FINDING:** The proposal is consistent with this criterion because a regional RTP exists and the Coburg TSP is consistent with the RTP. The MPO will soon be updating the Regional Transportation Plan (RTP) and the TSP will be considered in development of the new RTP and thus, appropriately and adequately coordinated. In 2003 Coburg entered the MPO and participates regularly in coordination meetings.

**Section 660-012-0020(1), Coordinated Network of Transportation Facilities, of the TPR requires TSPs to establish a coordinated network of transportation facilities adequate to serve state, regional and local transportation needs.**

**FINDING:** The TSP complies with this criterion because it includes a coordinated network of transportation facilities adequate to serve state, regional and local transportation needs.

**Section 660-012-0020(2)(a), Determination of Transportation Needs, of the TPR requires TSPs to include a determination of transportation needs as provided in 660-012-0030.**

**FINDING:** The TSP is consistent with this criterion as demonstrated in the findings for 660-012-0030.

**Section 660-012-0020(2)(b), Road Plan, of the TPR requires a plan that includes a system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections.**

**FINDING:** The TSP is consistent with this requirement because it contains street classification maps and standards for the City. The maps include Arterials, Collectors, and Local Streets.

**Section 660-012-0020(2)(c), Public Transportation Plan, of the TPR requires an inventory and assessment of public transportation services including services for the transportation disadvantaged.**

**FINDING:** The TSP is consistent with this criterion because it includes an inventory and assessment of public transportation services including those for the transportation disadvantaged.

**Section 660-012-0020(2)(d), Pedestrian Plan, of the TPR requires a plan for a network of pedestrian routes throughout the planning area.**

**FINDING:** The TSP is consistent with this requirement because it includes a pedestrian plan for the entire planning area.

**Section 660-012-0020(2)(e); Air, Rail, Water, and Pipeline Transportation Plan, of the TPR requires TSPs to identify where major facilities are located or planned within the planning area.**

**FINDING:** The TSP meets this requirement because there are no air, rail, or water facilities located in the UGB; and the gas pipeline traveling through the UGB is identified.

**Section 660-012-0020(2)(f), Transportation System Management, of the TPR requires TSPs to address travel demand with measures which may include traffic signal**

**improvements, traffic control devices, channelization, access management, ramp metering, and restriping for HOV lanes.**

**FINDING:** The City received an exemption from developing TDM policies (August 24, 2011 letter from the Department of Land Conservation and Development). However, the TSP is supportive of this policy because it includes policies which call for giving preference to transportation improvements using existing roadway capacity efficiently and improve the safety of the system; supports using access management in situations where needed to ensure the safe and efficient operation of higher-speed, heavily traveled streets; and includes projects, programs, and strategies to make the system more efficient and safe without capacity increases.

**Section 660-012-0020(2)(g) A parking plan in MPO areas as provided in OAR 660-012-0045(5)(c);**

**FINDING:** The proposed TSP is consistent with this criterion because Coburg has a population of approximately 1,035, the proposal maintains the City's compliance with current MPO standards (including the RTP parking plan) and thus, is consistent with this criterion. In 2003 Coburg entered the Central Lane MPO (CLMPO) and participates regularly in coordination meetings. The City's 1999 TSP was consistent with CLMPO standards and to date as part of the federal Regional Transportation Plan and Regional Transportation System Plan update no additional requirements have been established for the City.

**Section 660-012-0020(2)(h) Policies and land use regulations for implementing the TSP as provided in OAR 660-012-0045;**

**FINDING:** The proposal is consistent with this criterion because the Comprehensive Plan and Coburg Zoning Code respectively include TSP implementation measures.

**Section 660-012-0020(3)(a) of the TPR requires an inventory, assessment of capacity, and conditions for the street system.**

**FINDING:** The TSP meets this requirement because it includes an inventory, assessment of capacity and conditions for the street system.

**Section 660-012-0020(3)(b) A system of planned transportation facilities, services and major improvements. The system shall include a description of the type or functional classification of planned facilities and services and their planned capacities and performance standards.**

**FINDING:** The TSP meets this requirement because it includes maps and project descriptions for major transportation improvements, including local street improvements.



**Section 660-012-0020(3)(c) A description of the location of planned facilities, services and major improvements, establishing the general corridor within which the facilities, services or improvements may be sited. This shall include a map showing the general location of proposed transportation improvements, a description of facility parameters such as minimum and maximum road right of way width and the number and size of lanes, and any other additional description that is appropriate;**

**FINDING:** The TSP is consistent with this criterion because the TSP includes a description/map of the location of planned facilities and major improvements; the street standards provide a description of facility parameters such as minimum and maximum road right of way width, number and size of lanes, and other relevant design standards.

**Section 660-012-0020(3)(d) Identification of the provider of each transportation facility or service.**

**FINDING:** The TSP is consistent with this criterion because Figure 10 Functional Classification map identifies the provider of each transportation facility or service; and discussion of transit identifies the transit service provider (Lane Transit District).

**Section 660-012-0025(2), Complying with Statewide Goals, of the TPR requires findings of compliance with applicable statewide planning goals.**

**FINDING:** The TSP is consistent with this requirement because statewide planning goal findings of compliance are included in earlier sections of these findings.

**Section 660-012-0025(2), Complying with Comprehensive Plan, of the TPR requires findings of compliance with applicable acknowledged comprehensive plan policies.**

**FINDING:** The TSP is consistent with this requirement because the proposal is consistent with applicable acknowledged comprehensive plan policies as follows:

***Policy 1: Develop a street network system that evenly distributes traffic throughout the community, lessening traffic impacts on residential streets, and identifying a system of arterials for moving people, goods, and services safely and efficiently.***

***Policy 46: Provide a transportation system that is safe, convenient, accessible, environmentally responsible, efficient, responsive to community needs, and considerate of neighborhood impacts, particularly in the National Historic District.***

***Policy 47: Develop and maintain a street network that is inter-connected.***

The proposed TSP implements all of the above policies because it provides a transportation system which evenly distributes traffic throughout the community, minimizes impacts to residential streets, identifies arterials; is interconnected, safe, convenient, accessible,

environmentally responsible, consideration of neighborhood impacts; and is responsive to community needs as identified in the City's urbanization study.

**Section 660-012-0030(1)(a), Determination of Transportation Needs, of the TPR requires TSPs to identify state, regional and local transportation needs relevant to the planning area and the scale of the transportation network being planned.**

**FINDING:** The TSP meets this requirement because it identifies state, regional and local transportation needs relevant to the Coburg UGB and bases needs on projections of future travel demand. The Regional Transportation Plan (RTP) is currently being updated and shall consider the Coburg TSP in development of an amended RTP.

**Section 660-012-0030(1)(b), Determination of Transportation Needs, the TPR requires TSPs to identify the needs of the transportation disadvantaged.**

**FINDING:** The TSP is consistent with this provision because the needs of the transportation disadvantaged were identified and factored into the project evaluation framework for selection.

**Section 660-012-0030(1)(c), Determination of Transportation Needs, the TPR requires TSPs to identify the needs for movement of goods and services to support industrial and commercial development pursuant to OAR chapter 660, division 9 and Goal 9 (Economic Development).**

**FINDING:** The TSP meets this requirement because the TSP identifies facilities to meet the needs for the movement of goods and services to support industrial and commercial development.

**Section 660-012-0030(2), Counties or MPO's preparing regional TSP's shall rely on the analysis of state transportation needs in adopted elements of the state TSP. Local governments preparing local TSP's shall rely on the analyses of state and regional transportation needs in adopted elements of the state TSP and adopted regional TSP's.**

**FINDING:** The TSP is consistent with this provision because it is a local TSP and the analyses of state and regional transportation needs as adopted in elements of the state TSP and adopted regional TSP's were considered in the analyses developing the Coburg TSP.

**Section 660-012-0030(3)(a), Determination of Transportation Needs, the TPR requires TSPs to use 20-year population and employment forecasts in determining state, regional, and local needs. Population and employment forecasts and distributions are consistent with the acknowledged comprehensive plan, including those policies that implement Goal 14; and**

**FINDING:** The TSP is consistent with this requirement because 20-year population and employment forecasts consistent with the Coburg Comprehensive Plan including those policies which implement Goal 14 were applied in all transportation component analyses (vehicle, bicycle, pedestrian and transit).

**Section 660-012-0030(3)(b), Determination of Transportation Needs, the TPR requires TSPs to include, as part of their determination of needs, measures to reduce reliance on the automobile.**

**FINDING:** The TSP is consistent with this requirement because measures to reduce reliance on the automobile such as increasing bicycle and pedestrian facilities are included in the TSP.

**Section 660-012-0035(1) Evaluation and Selection of Transportation System Alternatives, The TSP shall be based upon evaluation of potential impacts of system alternatives that can reasonably be expected to meet the identified transportation needs in a safe manner and at a reasonable cost with available technology. The following shall be evaluated as components of system alternatives: (a) Improvements to existing facilities or services; (b) New facilities and services, including different modes or combinations of modes that could reasonably meet identified transportation needs; (c) Transportation system management measures; (d) Demand management measures; and (e) A no-build system alternative required by the National Environmental Policy Act of 1969 or other laws.**

**FINDING:** The TSP is consistent with this requirement because alternatives which could reasonably be expected to meet identified transportation needs in a safe manner and at a reasonable cost with available technology were considered in the development of the preferred alternative/proposed TSP. Evaluation of alternatives included the following components: improvements to existing facilities or services, new facilities and services including different modes or combination of modes, transportation system management measures, transportation demand management measures; and a no-build system alternative was found to not meet the identified transportation needs.

**Section 660-012-0035(3)(a), The following standards shall be used to evaluate and select alternatives: The transportation system shall support urban and rural development by providing types and levels of transportation facilities and services appropriate to serve the land uses identified in the acknowledged comprehensive plan;**

**(3)(b), The transportation system shall be consistent with state and federal standards for protection of air, land and water quality including the State Implementation Plan under the Federal Clean Air Act and the State Water Quality Management Plan;**

**(3)(c), The transportation system shall minimize adverse economic, social, environmental and energy consequences;**

**(3)(d) The transportation system shall minimize conflicts and facilitate connections between modes of transportation; and**

**(3)(e) The transportation system shall avoid principal reliance on any one mode of transportation by increasing transportation choices to reduce principal reliance on the automobile. In MPO areas this shall be accomplished by selecting transportation alternatives which meet the requirements in section (4) of this rule.**

**FINDING:** The TSP is consistent with this requirement because 3a-3e were used to evaluate alternatives and select a preferred alternative.

**Section 660-012-0035(4) In MPO areas, regional and local TSPs shall be designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile. Adopted standards are intended as means of measuring progress of metropolitan areas towards developing and implementing transportation systems and land use plans that increase transportation choices and reduce reliance on the automobile. It is anticipated that metropolitan areas will accomplish reduced reliance by changing land use patterns and transportation systems so that walking, cycling, and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today.**

**FINDING:** The TSP is consistent with this criterion because it increases transportation choices and reduces reliance on the automobile by providing for bicycle, pedestrian and transit options as well as focuses development near to schools and downtown, and provides for direct, connected and multimodal transportation options for local travel thus minimizing pollution, traffic and livability problems.

**Section 660-012-0035(5) MPO areas shall adopt standards to demonstrate progress towards increasing transportation choices and reducing automobile reliance as provided for in this rule:**

**FINDING:** The TSP is consistent with this criterion because Coburg is part of the CLMPO, which is currently in the process of updating the RTP with standards to demonstrate progress toward increasing transportation choices and reducing automobile reliance.

## **Conclusion**

Based upon the preceding findings, it can be concluded that co-adoption of the Coburg TSP is consistent with the requirements set forth in the applicable approval criteria. Therefore, the evidence and findings support adoption of the proposal.





**COBURG, OREGON**

# **TRANSPORTATION SYSTEM PLAN UPDATE**



**PREPARED FOR**  
City of Coburg

**WITH SUPPORT FROM**  
Oregon Department of Transportation

**June, 2013**

Exhibit B

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**COBURG, OREGON**

# **TRANSPORTATION SYSTEM PLAN UPDATE**

**PREPARED FOR**  
City of Coburg

**WITH SUPPORT FROM**  
Oregon Department of Transportation

**PREPARED BY:**

**CH2MHILL®**  
*with*

**Angelo**  
planning group



**KITTELSON & ASSOCIATES, INC.**  
TRANSPORTATION ENGINEERING/PLANNING

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Exhibit B

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# Introduction

## 1

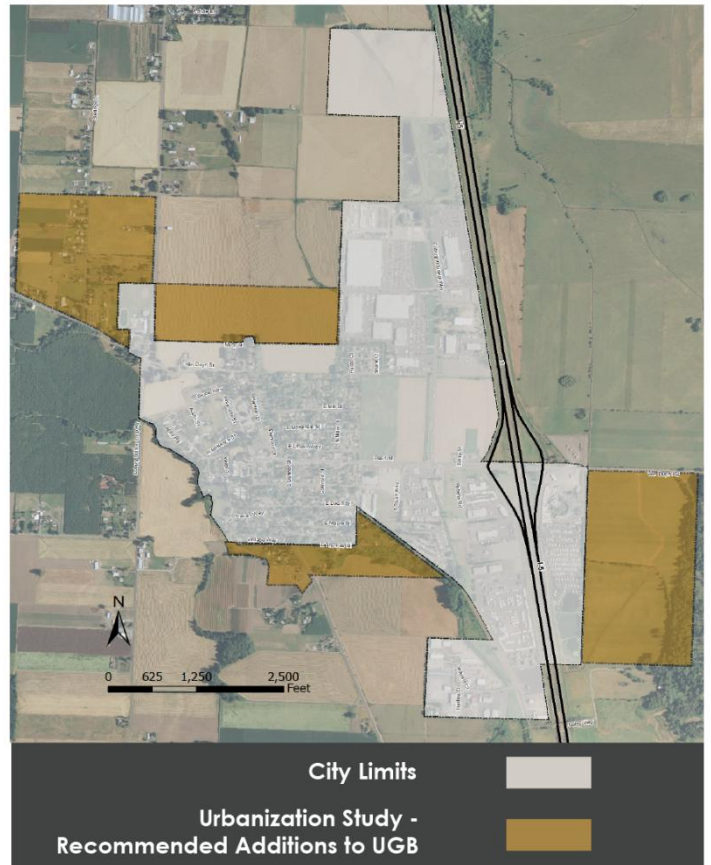
The Coburg Transportation System Plan (TSP) details projects and policies that address transportation problems and needs in the City of Coburg. The TSP describes projects that address the transportation needs of all users, including pedestrians, bicyclists, drivers and public transit users. This document provides a 20-year list of improvement projects, and a plan for implementing the projects. The TSP has been developed in compliance with the requirements of the state Transportation Planning Rule (TPR) and to be consistent with state, regional, and local plans, including the Oregon Highway Plan, City of Coburg Comprehensive Plan the Coburg Interchange Area Management Plan (IAMP).

### Study Area

The study area for the Coburg TSP is illustrated in Figure 1. The TSP addresses transportation projects within the City of Coburg, its Urban Growth Boundary (UGB), and those areas outside the city limits that may be added to the UGB in the future.<sup>1</sup>

<sup>1</sup> The City of Coburg commissioned an urbanization study that was finalized in 2010. The Study made recommendations for future additions to Coburg's UGB, based on anticipated population growth and need for more residential and industrial/commercial land supply. The City Council recommended approval of several additions to the UGB. Expansion of the UGB is subject to an approval process that will be managed by Lane County Land Management Division. It is anticipated that the application to expand the UGB will be submitted for approval concurrently with the Transportation System Plan.

Figure 1  
Coburg TSP Study Area



## Coordination with Lane County

Most of the busy roads in Coburg are owned and operated by Lane County. These include Pearl, Willamette, and Van Duyn Streets as well as several others. This TSP contains recommendations for Lane County streets within the City of Coburg.

This Plan, including the Plan's project lists, does not have any legal or regulatory effect on county land or county transportation facilities. Without additional action by Lane County, any project that involves a non-City facility is only a recommendation. As with most planning efforts, moving towards, and planning for, a well-connected network depends on the cooperation of multiple jurisdictions; the Plan is intended to facilitate discussions between the City and its governmental partners as they work together to achieve an efficient transportation system. The Plan does not, however, obligate Lane County or any other governmental partner to take any action or construct any projects.

## Goals and Objectives

The TSP's policies, programs, and projects are all informed by goals and objectives developed in consultation with the Coburg community. The overall goal of the TSP is to establish a system of transportation facilities, services, and policies to meet long-range (20-year) local transportation needs. The TSP must address the various transportation facilities within the Coburg TSP study area, including roads, bicycle lanes or paths, sidewalks, transit routes, airports, rail facilities, and pipelines.

Goals and objectives are based on prior goals and objectives within the existing City of Coburg TSP (1999), the Coburg/Interstate 5 Interchange Area Management Plan (2009), and the Coburg Loop Implementation Plan (2009). Goals, objectives and evaluation criteria are also based on regional coordination, the TPR, and public input including stakeholder interviews, comments given during

public open houses, and online questionnaire input. These goals and objectives were used to develop evaluation criteria for TSP projects included in the Modal Plans in Section 2 of the TSP.

## SAFETY FOR ALL MODES

Develop a transportation system that safely and efficiently accommodates transportation needs for all modes.

### Objectives:

- Address known safety issues and conflict areas within and among modes by reducing the number of conflicts and using best-practices design solutions for transportation facilities.
- Improve bicyclist/pedestrian safety and user comfort at locations with perceived or documented safety issues, without creating additional operational hazards, particularly in the vicinity of schools.

## STREET NETWORK AND HIERARCHY

Develop a street network system that evenly distributes traffic throughout the community, lessening traffic impacts on residential streets.

### Objectives:

- Plan streets including consideration for existing and future land uses to ensure that development is accommodated with appropriate transportation facilities.



- Arterials should be safe, high-volume traffic movers serving as regional connectors. Access to an arterial shall normally be from the collector road system. It shall be protected against strip development and access driveways that diminish the mobility of through traffic.
- Collectors shall serve traffic from local streets to the arterials system. Individual accesses, while more frequent than on arterials, shall be managed to minimize degradation of capacity and traffic safety.
- Local streets shall provide direct property access and access to collectors and minor arterials. Service to through-traffic movement shall be discouraged.
- Design streets to efficiently and safely accommodate emergency service vehicles.



- Take a long-range view in approving street patterns for new development. Align and connect new streets to reduce travel distance, promote the use of alternative modes, efficiently provide utilities and emergency services, and evenly disperse traffic.

## CONNECTIVITY FOR ALL MODES

Establish a transportation system that provides for connections to and from activity centers such as schools, commercial areas, parks, and employment centers. Local roads, transit routes, and paths connect to regional transportation networks.

### Objectives:

- Enhance multi-modal connections east-west and north-south within Coburg and to destinations throughout the region. Address system gaps, increase bicycle and pedestrian connectivity, and increase transportation options for the community. Policy, project, or program links bicyclists and pedestrians with transit and other non-single occupancy vehicle opportunities.
- Provide public transportation system connections between Eugene and Coburg, including supportive infrastructure within Coburg, such as park-and-ride facilities and bicycle and pedestrian access to transit stops.

## TRAFFIC OPERATIONS

Create a street system that safely and efficiently distributes vehicular traffic. Alleviate existing and anticipated future traffic congestion for efficient vehicle operations.

### Objectives:

- Address known traffic congestion issues and potential future traffic congestion, while meeting applicable mobility and traffic queue standards for local, county, and state roadways.

## LIVABILITY AND ECONOMIC VITALITY

Support, sustain, and enhance community livability and protect the quality and integrity of residential and business areas in Coburg. Anticipate and accommodate future development assumptions for Coburg. Improve the aesthetics and retain the historical character within the historical district and maintain the rural character of the town. Minimize impacts on social considerations in the City of Coburg, including consideration of environmental justice populations.



**Objectives:**

- Maintain consistency with local, regional and statewide land use plans. Use appropriate historical design elements including street trees, old fashioned street lights, alternatives to suburban style sidewalks in new residential areas, and narrow residential streets. Improve aesthetics, especially at city entranceways such as Interstate 5 interchange area.
- When land is developed or divided, allowing adequate street right-of-way in order to obtain adequate street widths in accordance with City adopted street plans.
- Minimize impacts on existing and future development and minimize impacts to low-income and minority populations. Ensure that community goals are not adversely affected by transportation projects.

### **ENVIRONMENTAL IMPACTS**

Minimize or avoid adverse impacts on natural and social resources within Coburg. Ensure groundwater, storm run-off and surface water is protected from impacts from transportation projects.

**Objective:**

- Protect groundwater, storm run-off, and surface water, and protect known and potential environmentally sensitive habitats and threatened and endangered species. Utilize low impact development techniques including bioswales or other appropriate design solutions to address runoff from impervious surfaces. Improve drainage systems in general, preferably through natural systems where feasible and appropriate.

### **SUPPORT FOR IMPLEMENTATION**

Create projects that are generally agreed upon and meet the needs and interests of stakeholders within acceptable timelines. Create a transportation system that is in line with future expectations of community stakeholders and leaders.

**Objective:**

- Create community-supported projects and alternatives that are in line with future expectations of community stakeholders and leaders including the City, County, and State expectations.

### **COST EFFECTIVENESS**

Create effective projects that meet TSP goals compared to the cost, and are able to be funded given current and expected funding levels.

**Objective:**

- Create projects that are consistent with benefits that are provided. Create projects that are practical and affordable solutions.

### **Planning Process**

Coburg community members, stakeholders, city staff, and representatives of ODOT, Lane Council of Governments, and Lane County all participated in the TSP development process. The project management team, comprised of the City, ODOT, Lane County and CH2M HILL, met regularly to guide development of the Plan.

The planning process took place over a three year period between July 2010 and July 2013. Appendix B has a detailed description of the public involvement process. The public involvement process began with the development of a project website that provided updates on the TSP development and notices of upcoming public meetings throughout the life of the project. The website hosted a survey that asked the public to document needs, opportunities, and/or constraints in the existing multimodal transportation system. The survey included an interactive online map, which allowed participants to pinpoint locations of concern or opportunity. Paper surveys were also available at City Hall and opportunities for input were advertised through local water utility bills and on the project website.

In addition, the consultant team conducted stakeholder interviews of thirteen community leaders representing a broad range of interests,

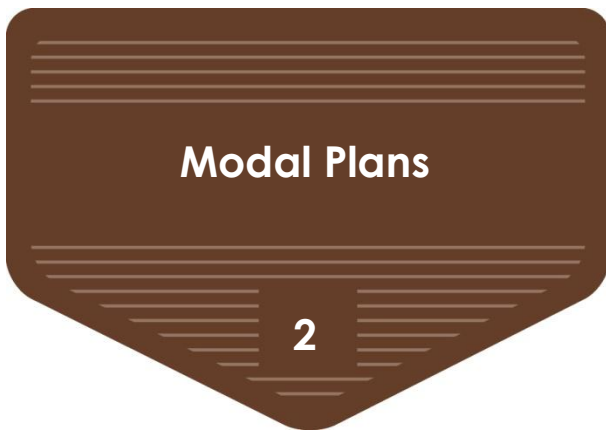
## Exhibit B

such as elected officials, City staff, business owners, and emergency service personnel.

An initial public open house was held in February, 2011 at which existing conditions findings, analysis of needs, opportunities and constraints were presented. Participants could complete a comment form to provide feedback, and all materials were left in City Hall for community members to review.

A final public open house was held in December, 2012 to review proposed design standards, functional classification plan, and review project alternatives. Comment cards were distributed at the open house and through mailings to solicit feedback on these aspects of the TSP.





This chapter describes the preferred transportation system plan for the City of Coburg. This section is organized first with discussion of proposed design standards, access management standards, and functional classification plan, followed by plans for each transportation mode. Many projects provide benefits to more than one mode of transportation.

Coburg and Lane County both own and operate streets within the city. The TSP proposes improvements to several Lane County facilities; Coburg will work with the County to implement these projects.<sup>2</sup>

## Street Design Standards

This section describes proposed design standards for Coburg-owned streets and the current and future functional classification plan for all streets within Coburg, including those owned by Lane County.

The City of Coburg intends to keep new residential and business development compatible with existing development and the historic character of the city. The following standards are intended to accommodate all transportation modes and

development needs, while implementing goals and objectives of the Transportation System Plan. Table 1 summarizes design requirements for streets within the City of Coburg.

## STREET CONNECTIVITY POLICY

Street connectivity is important to maintaining Coburg's fine-grained transportation network for all users. No dead-end streets will be permitted in Coburg, unless topographic or environmental constraints require a dead-end. If a street dead-ends, pedestrian and cyclist accessways must be provided. Streets that are planned to connect through when adjacent developments are constructed may temporarily dead-end, provided a "hammer head" or equivalent turn-around, built to fire code, is provided in the interim period. Minimum block length for new local streets is 400 feet and maximum block length is 600 feet, unless topographic or environmental constraints are present.

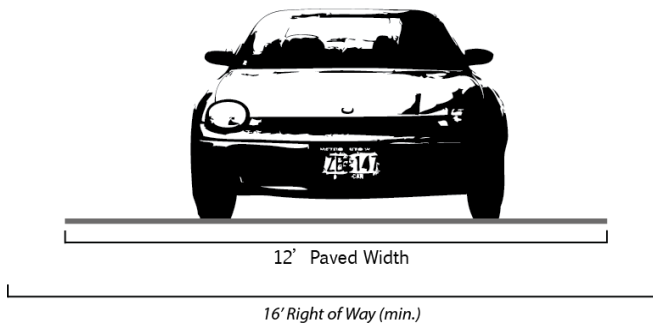
## ALLEYS

Alleys (Figure 2) provide redundant auto access to homes and businesses and also provide important low-stress routes for pedestrians and cyclists. Alleys increase neighborhood connectivity, resulting in a more fine-grained transportation network. Services, such as garbage pick-up, or utilities can also be placed within alleys.

Alleys are not intended to meet fire apparatus access road standards, unless the alleyway provides the only vehicle access to a property. Local streets fronting homes and business are intended to serve as the main fire access routes. Alleyways must have

<sup>2</sup> This Plan, including the Plan's project lists, does not have any legal or regulatory effect on land or transportation facilities that the City does not own. However, the planning process evaluated some facilities that are not under the City's jurisdiction. As such, the Plan includes proposed improvements to non-City facilities. Without additional action by the governmental entity that owns the subject facility or land (*i.e.*, Lane County) any project in this Plan that involves a non-City facility is merely a recommendation. As in most facility planning efforts, moving towards, and planning for, a well-connected network depends on the cooperation of multiple jurisdictions; the Plan is intended to facilitate discussions between the City and its governmental partners as we work together to achieve a well-connected network. The Plan does not, however, obligate its governmental partners to take any action or construct any projects.

Figure 2  
**Alley Standards**



a minimum width of 12 feet. Gravel or partial paving is acceptable.

### LOCAL STREETS

Local streets (Figure 3) are low volume, low speed routes that serve primarily residential areas within Coburg. Local streets are intended to provide access to homes and circulation within neighborhoods. Local streets may be designated as bicycle/pedestrian boulevards. Local streets are designed as shared facilities for non-vehicular traffic as well. The paved area of existing local streets in Coburg is generally 16 – 20 feet wide with gravel or grass shoulders and no sidewalks. Existing local streets right-of-way is generally 50 to 60 feet. In order to maintain the rural character of the city,

future local streets will be constructed with 3 to 5 foot soft shoulders to accommodate pedestrians. Stormwater will generally be managed on-site, depending on site environmental conditions, and street trees are required per Coburg City Code. On-street parking may be provided in parallel parking “bulb-outs” at no more than 2 stalls per 100 linear feet of road (Figure 4). All driveways abutting local streets must be a minimum of 25 feet from street intersections, and no parking is allowed within 10 feet of intersections.

### COLLECTORS

Collector streets (Figure 5) provide connections between local streets and arterials and other higher order streets. These streets are designed to accommodate higher traffic volumes and speeds, and include bicycle and pedestrian facilities. Sidewalks must be separated from the travelled way by landscaping or storm drainage features. On-street parking is generally provided on Residential Collectors and street trees are required. On-street parking may be required on Commercial/Industrial Collector streets as well. No parking is allowed within 20 feet of street intersections to maintain visual clearance; curbs must be striped with yellow paint (or equivalent treatment) to indicate that parking is prohibited.

Collectors must be constructed to have as few

**Table 1. Proposed Street Design Standards\***

Functional Class	Min. ROW Width	Travel Lanes	Planter or Swale	On-Street Parking	Sidewalks	Shoulder	Bicycle Lanes
Alley	16'	12' min. paved width	None	Prohibited	None	None	None
Local Access	45'	10' min., 12' max.	4' min, 8' max, both sides	Max: 2 per 100 l.f., min: 2 per 200 l.f.	None	3' min, 5' max, one side min. (striped)	None
Collector	55'	11' min., 12' max.	4' min, 8' max, both sides	7' min, if required	5' min, both sides	None	If required, 5' min.
Coburg Loop Off-road Paths	20'	10' min. paved width	None	N/A	N/A	2' gravel, each side	N/A

\* Note: these design standards are proposed for Coburg-owned facilities. Lane County owns and operates several collector and arterial streets within Coburg and Lane County street standards apply to these county-owned facilities.

## Exhibit B

accesses as possible. All driveways abutting Collectors must be a minimum of 75 feet from street intersections. Minimum driveway and intersection spacing on Collectors is 150 feet. On

Collectors in Commercial/Industrial areas, driveways shall be consolidated as much as possible to limit the number of access points on any individual collector.

Figure 3  
Local Street Standards

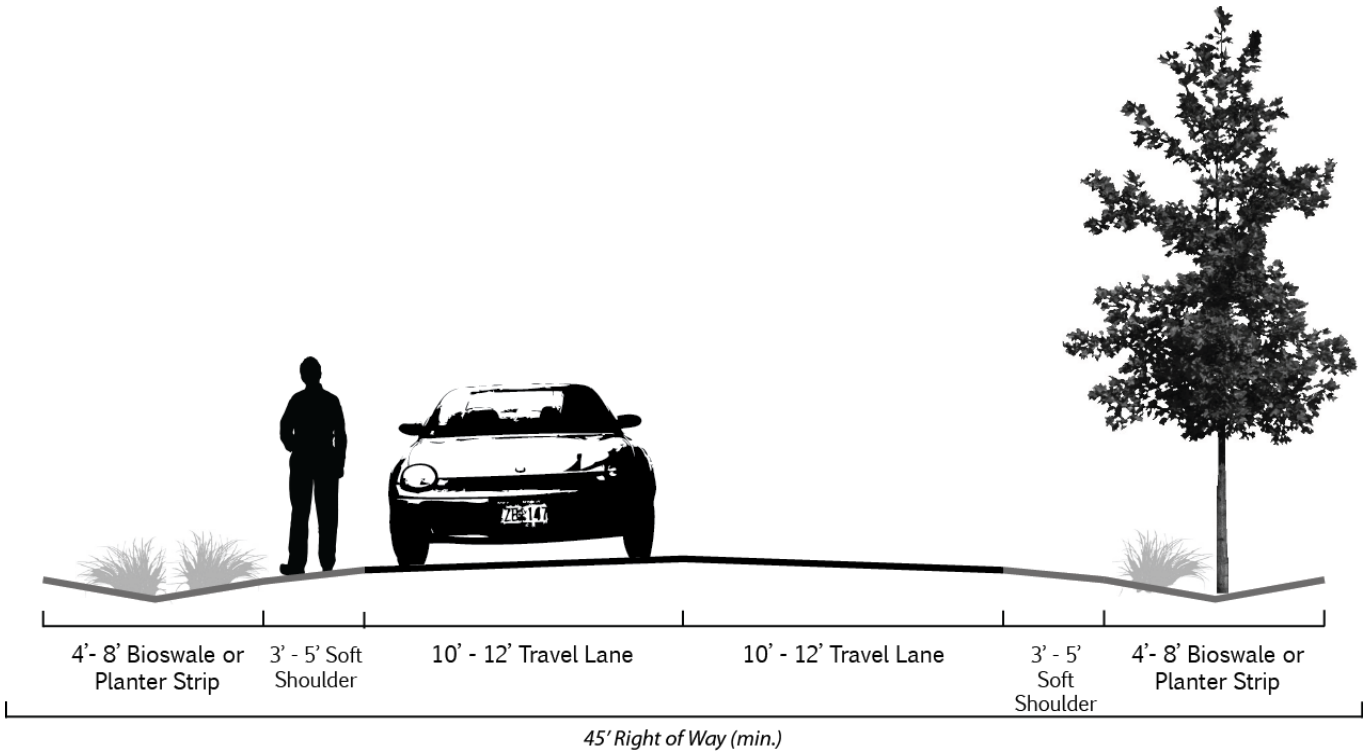


Figure 4  
Local Street Detailed Standards

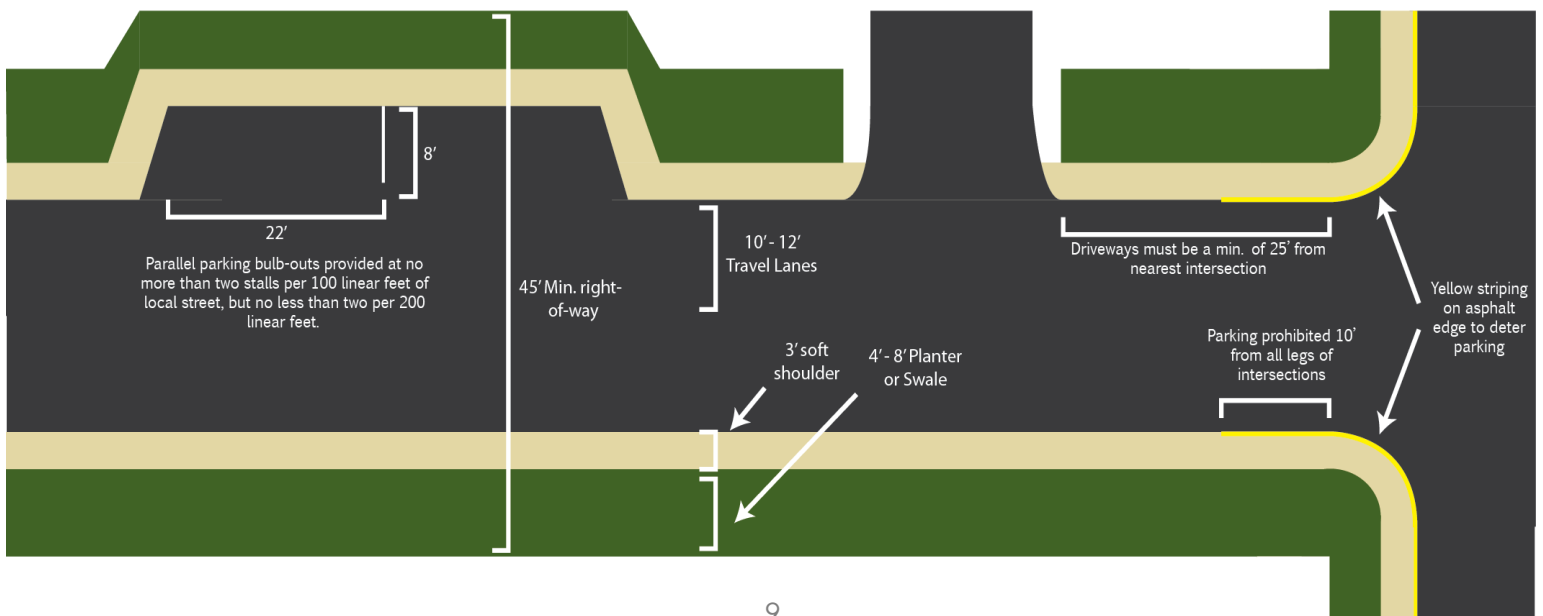
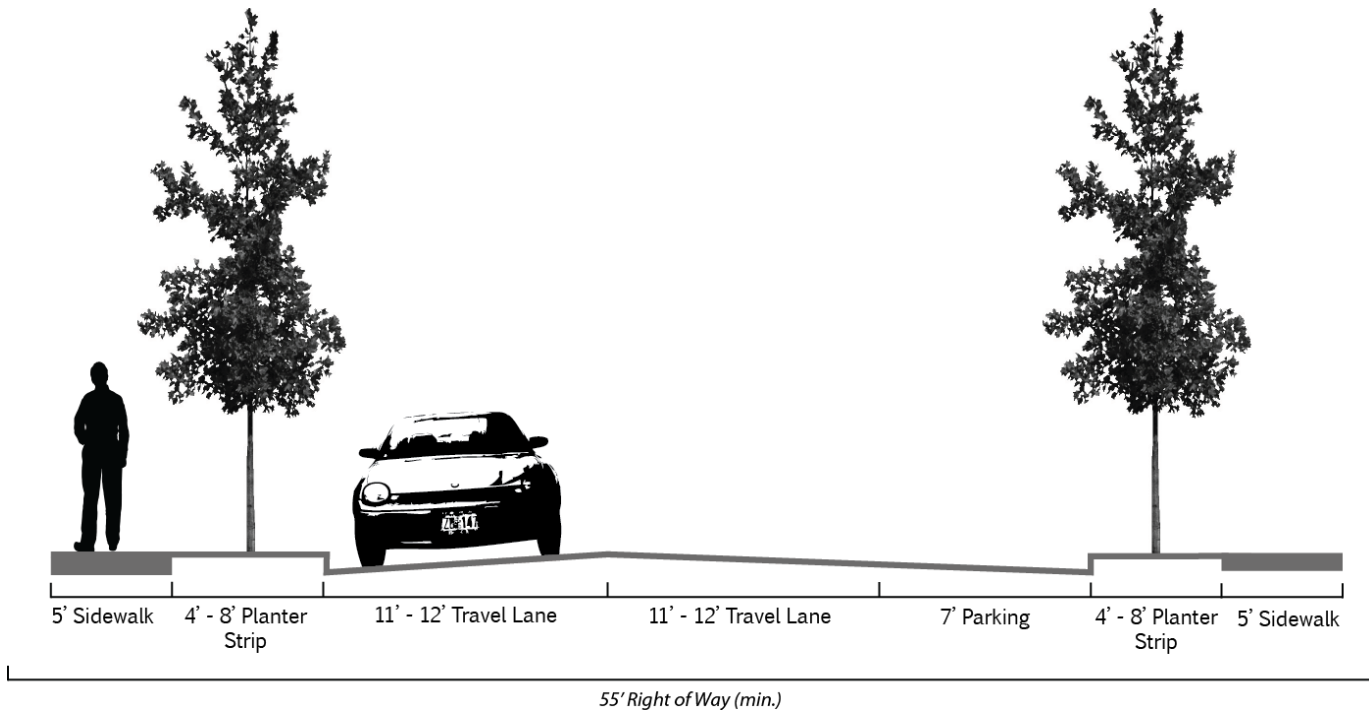


Figure 5  
**Collector Street Standards**



Lane County owns several collector streets in Coburg. On these streets, Lane County standards apply. These standards can be found in Lane County Code Chapter 15.702. Lane County standards for collectors are similar to those proposed in Table 1 for Coburg facilities, including 11 foot travel lanes, bike lanes, and sidewalks and landscaping on both sides of the street.

### **COBURG LOOP PATH**

The Coburg Loop Path is planned as an off-road path, designed for both transportation and recreation purposes. The Loop Path will be designed to accommodate a wide variety of users, including pedestrians, bicyclists, skaters, equestrians and others. The 2009 Coburg Loop Implementation Plan includes an extensive path system through and around Coburg, shown on the Future Functional Classification Map in the following section. The path design standard is shown in Figure 6.

### **BICYCLE BOULEVARDS**

Streets designated as Bicycle Boulevards are improved with signage, traffic calming, crossing treatments, street markings and other measures to improve the cycling and pedestrian environment. Bicycle Boulevard streets (Figure 7) are typically local residential streets with little traffic and low vehicle speeds. Improvements are designed to reduce or maintain low vehicle volumes and speeds, prioritize the movement of cyclists at intersections, reduce cyclist delay and create a comfortable environment for cyclists and pedestrians alike. The 2009 Coburg Loop Implementation Plan proposes 8,500 linear feet of Bicycle Boulevards within the city on portions of Mill Street, Dixon Street, and several others.

The following treatments could be applied to Coburg's Bicycle Boulevards:

- Signage and pavement markings: wayfinding, identification and warning signs, shared right-of-way markings ("sharrows")
- Intersection improvements: bicycle boxes, advance stop bars, crossing

- Traffic calming: speed tables and residential speed limits

There is no single standard for Bicycle Boulevards. Design elements are typically "mixed and matched" to achieve the right balance of cyclist safety and comfort while maintaining vehicle access to homes and businesses.

Figure 6  
**Coburg Loop Path Standards**

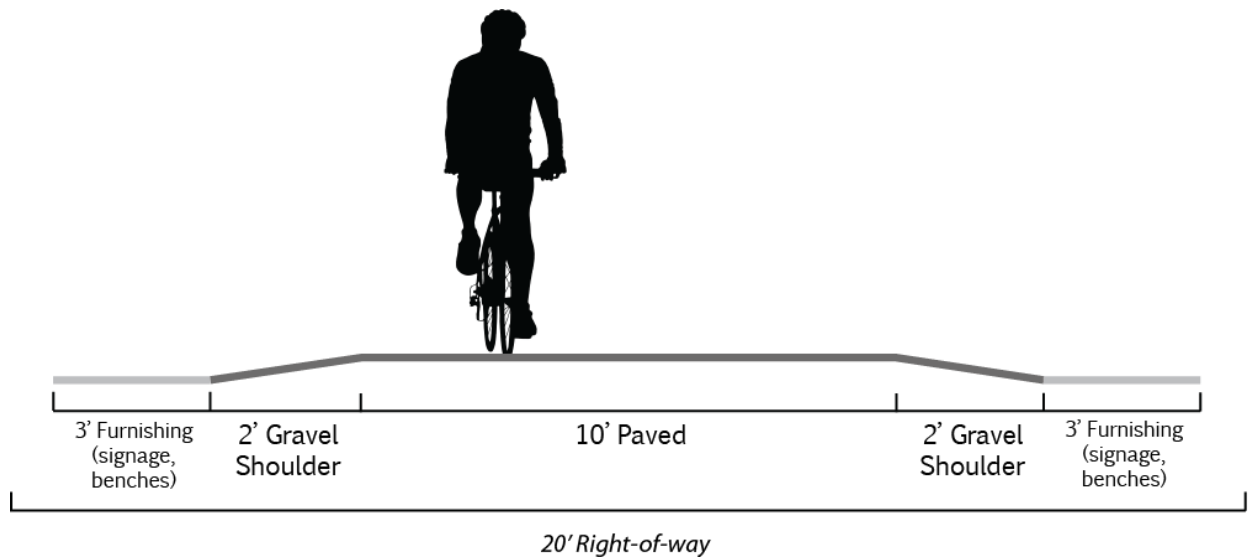
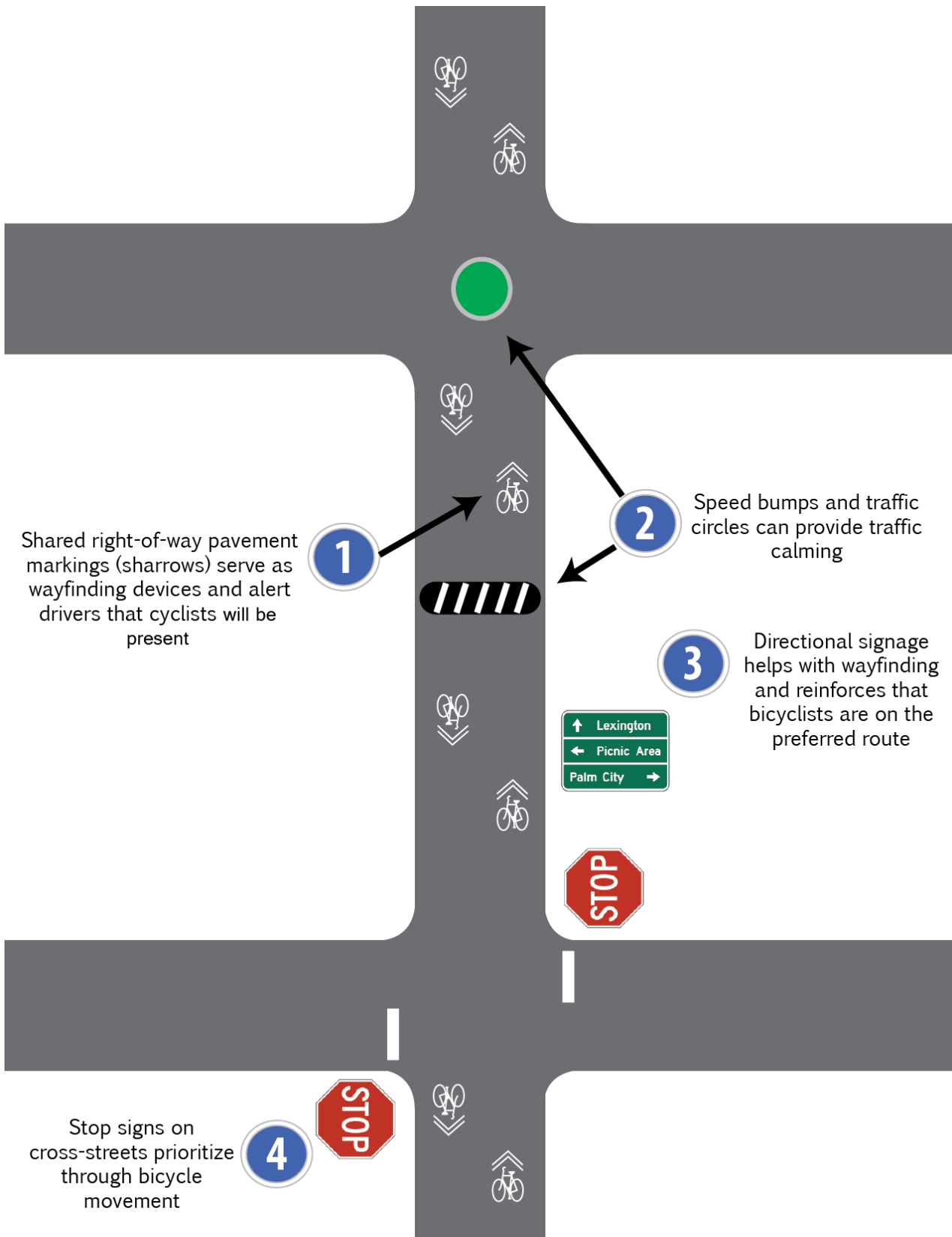


Figure 7  
Bicycle Boulevard Standards



## Access Management

“Access management” involves regulating the number and spacing of intersections, interchanges and driveways abutting streets. In general, access management policies limit the number of driveways and intersections on high-traffic streets, like collectors, arterials and highways to minimize conflict points and maintain safe and efficient through-traffic flow. Local streets, like most owned by the City of Coburg, generally provide the most access, with many driveways and intersections.

Most arterial and collector streets in Coburg are owned by Lane County, and county access management standards described in Lane County Code Chapter 15, Section 15.137 apply on these streets. These standards describe minimum intersection and driveway spacing standards. For example, the minimum road and driveway spacing standard on Willamette Street through Coburg is 200 feet. The City of Coburg will continue to coordinate with the county on access issues on those streets owned by Lane County, including Pearl Street, Willamette Street, Coburg Road and E. Van Duyn Street.

The Coburg Interchange Area Management Plan also prescribes access management standards for streets abutting the Coburg I-5 interchange.

### POLICIES

Coburg will continue to operate primarily local streets over the 20-year time frame considered by this plan. One new collector street is proposed as

part of the TSP. For future local and collector streets, the following access standards are proposed:

- Local streets: driveways must be located at least 25 feet from intersections.
- Collector streets: driveways must be located at least 75 feet from intersections. Minimum driveway and intersection spacing on collectors is 150 feet.

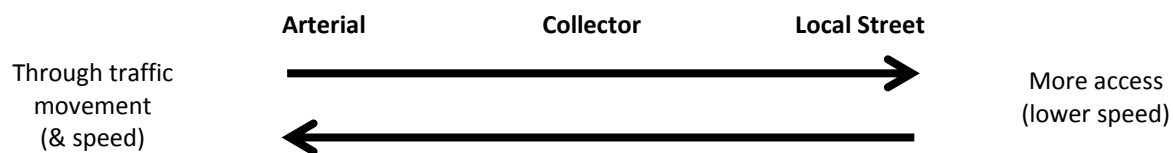
## Functional Classification Plan

Streets are classified within the City of Coburg based on what purpose, mode and level of access each is intended to serve. All Coburg-owned streets fall into two functional classifications: local streets and collectors. Local streets provide a high level access to properties, have low auto traffic volumes and speeds, and accommodate all transportation modes. Collectors are higher volume, higher speed streets that feed into the arterial street network.

Street functional classifications identify the street’s intended purpose, the volume and speed of traffic and the degree to which non-auto traffic is accommodated.

Most auto travel involves movement through a hierarchy of roads; local access streets prioritize access to homes and businesses over speed and accommodate all transportation modes. Arterial streets are primarily intended for through vehicle traffic and accommodate higher-speed traffic with limited accesses. Figure 8 shows a simple graphic

Figure 8  
**Street Function Hierarchy**





representation of this street function hierarchy. The current functional classification map (Figure 9) and future street plan and classification map (Figure 10) are included on the following pages. The future street plan and classification map includes a conceptual future street network that would be constructed as development occurs.

Some roadways in Coburg have federal functional class designations, meaning these streets are eligible for federal funding (Figure 11). Generally, collector streets and higher classifications are eligible for federal funding.

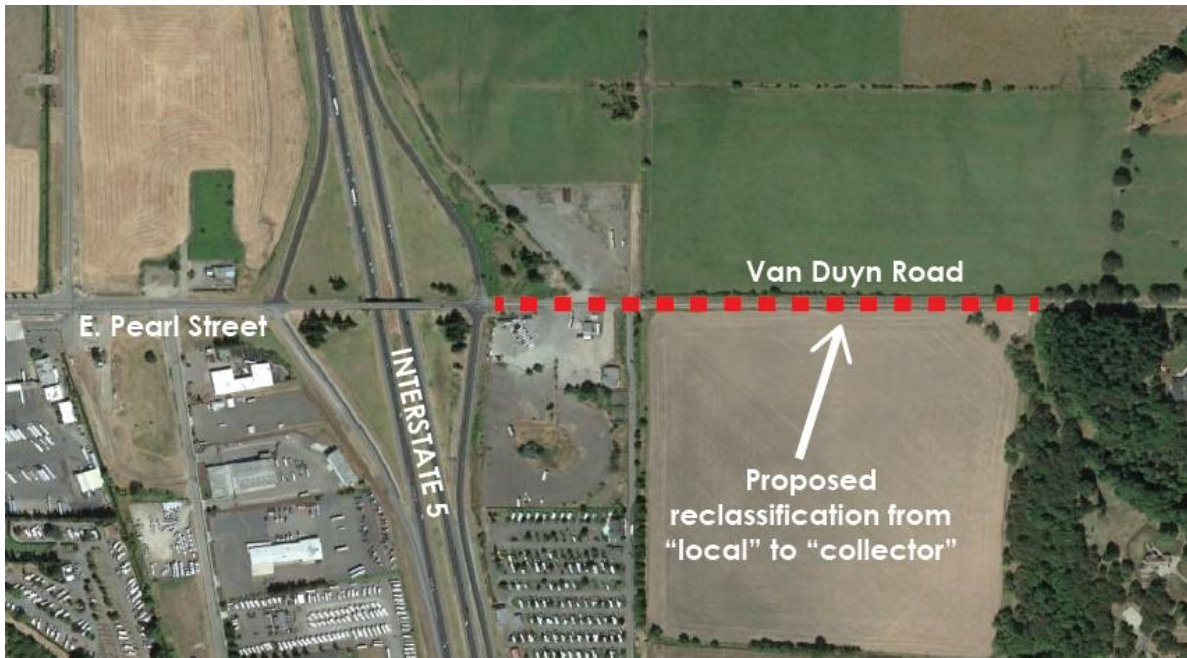
### PROPOSED RE-CLASSIFICATION

The re-classification of a portion of Van Duyn Road from “local road” to “urban major collector” is proposed, from the east end of the Coburg I-5 Interchange eastward approximately ½ mile (Figure 9). This section of Van Duyn is owned by Lane County. The reclassification is proposed by the City to reflect the anticipated increase in traffic on this road due to planned expansion of the Coburg UGB nearby.

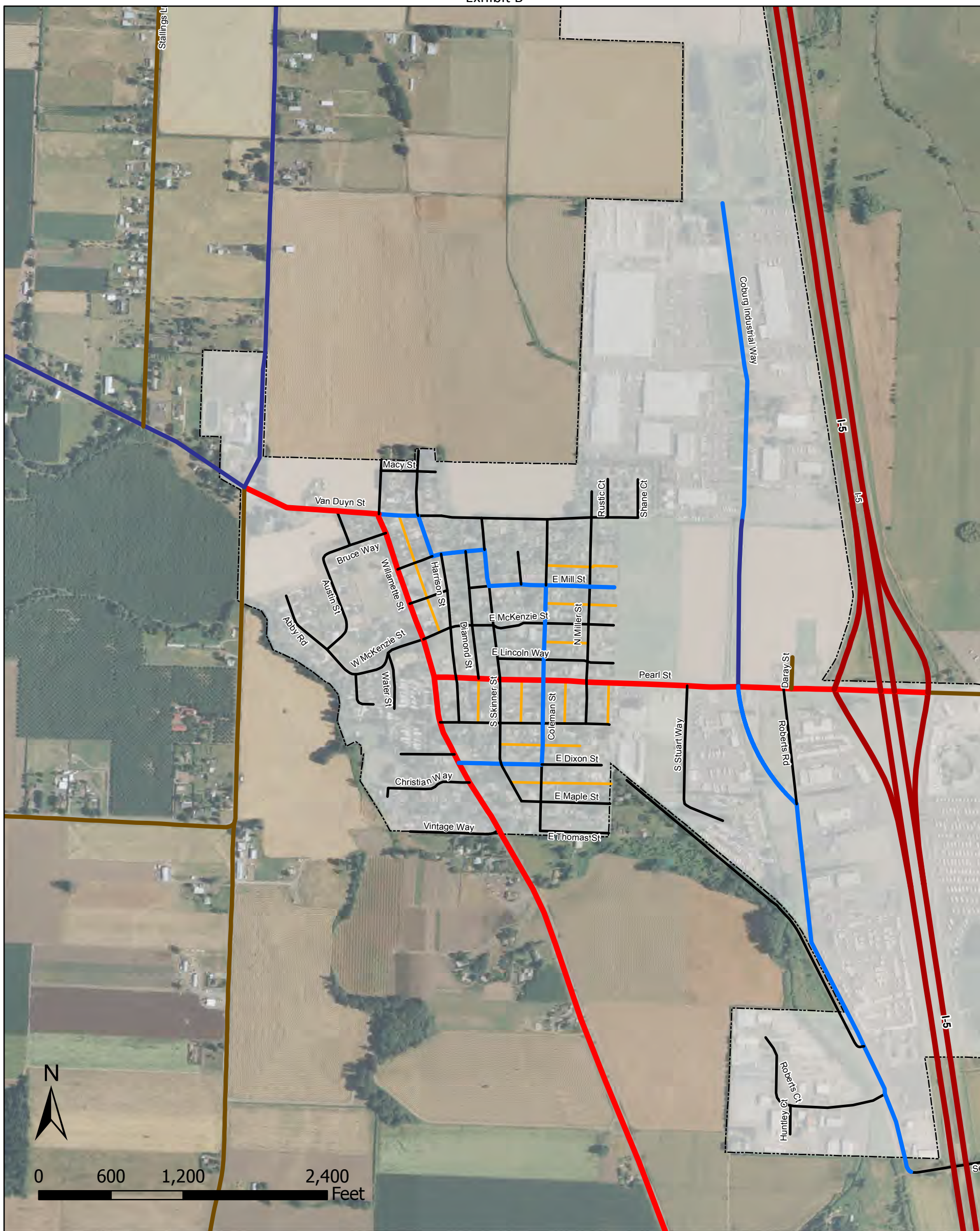
The City will need to coordinate with Lane County to change the County road functional classification plan.



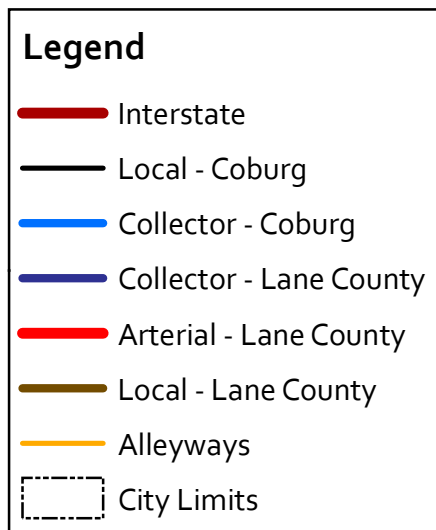
Figure 9  
Proposed Van Duyn Road functional classification revision



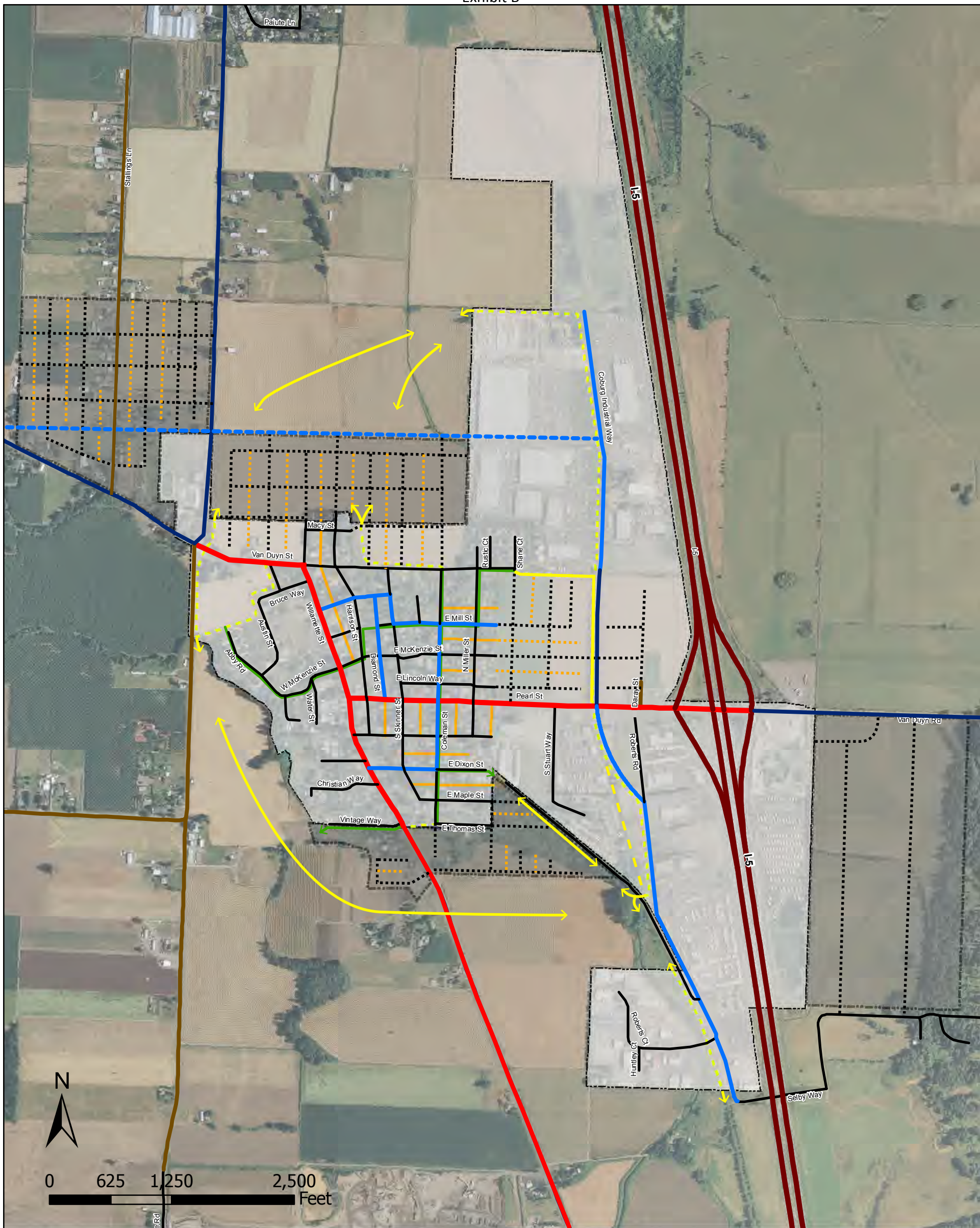




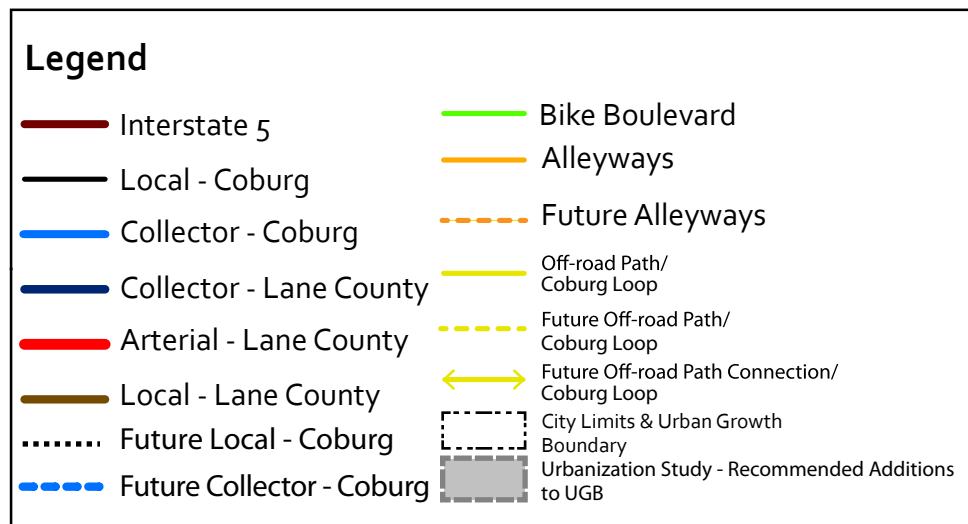
**Figure 10**  
**2013 Functional Classification Map**





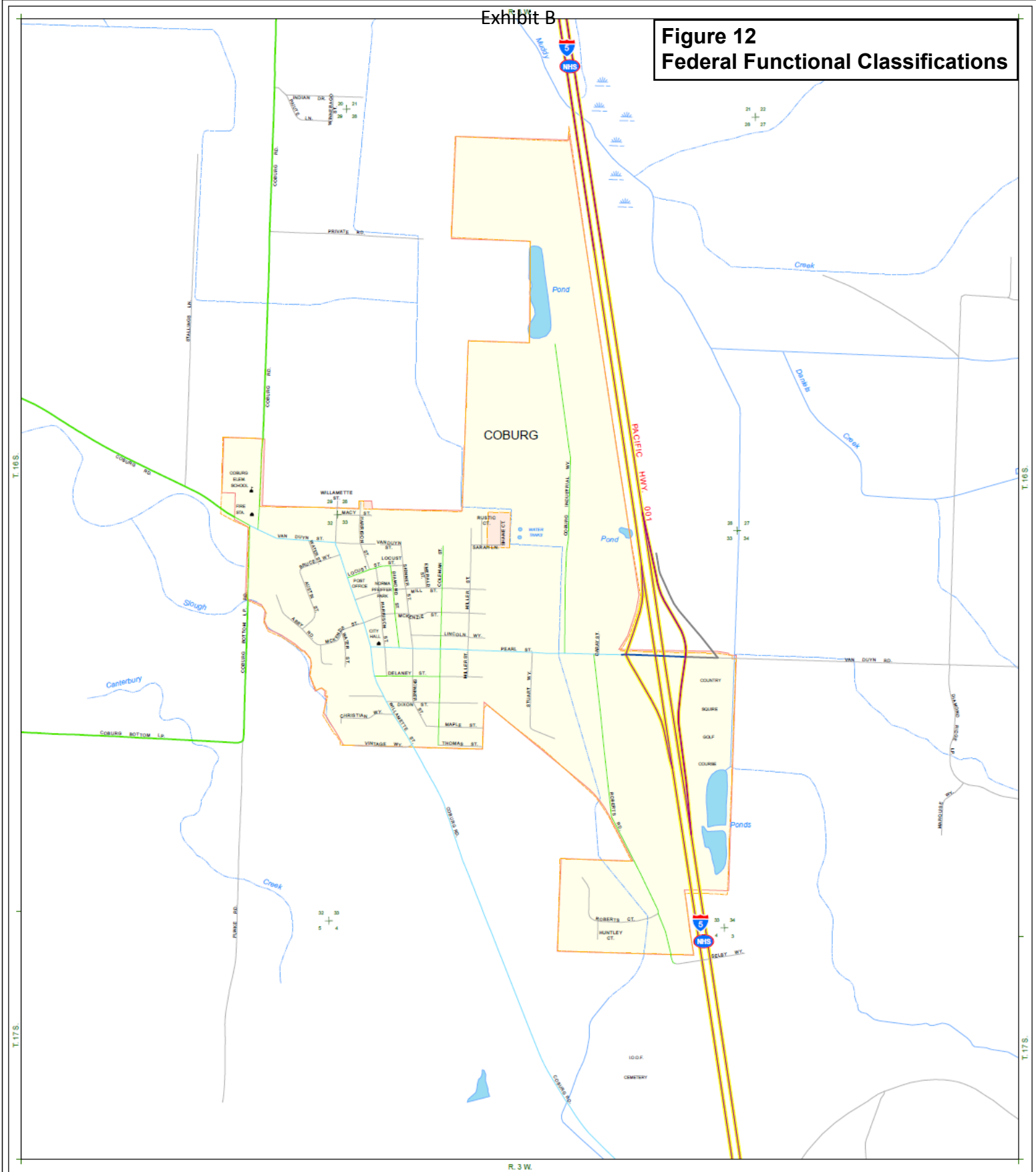



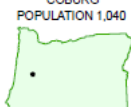


**Figure 11**  
**2030 Functional Classification Map & Future Street Plan**





**Figure 12  
Federal Functional Classifications**



<p><b>FUNCTIONAL CLASSIFICATION</b></p> <p>STATE ROUTE OTHER JURISDICTION</p> <p>INTERSTATE PRINCIPAL ARTERIAL MINOR ARTERIAL URBAN COLLECTOR RURAL MAJOR COLLECTOR MINOR COLLECTOR LOCAL ROAD</p> <p>INTERSTATE - US ROUTE - ONE ROUTE NATIONAL HIGHWAY SYSTEM ROUTE CITY LIMIT URBAN GROWTH BOUNDARY RAILROAD - AMTRAK PASSENGER STATION GRAVEL PIT - QUARRY - ODOT STOCKPILE ODOT MAINTENANCE STATION</p>	<p><b>LEGEND</b></p> <p>CEMETERY PUBLIC BUILDING COURTHOUSE HOSPITAL CITY HALL ARMORY POST OFFICE SCHOOL LIBRARY SAFETY REST AREA WISHER STATION PARK &amp; RIDE LOCATION INTERCITY - CITY TRANSIT COMMERCIAL - GENERAL AVIATION PORT FACILITY</p>	<p>Published by</p>  <p>PREPARED DIGITALLY BY THE OREGON DEPARTMENT OF TRANSPORTATION IN COOPERATION WITH THE U.S. DEPARTMENT OF TRANSPORTATION FEDERAL HIGHWAY ADMINISTRATION</p> <p>SCALE</p> <p>0 500 1,000 2,000 Feet 0 150 300 600 Meters</p>	<p>COBURG POPULATION 1,040</p>  <p>T. 16-17 S. R. 3 W. W.M.</p>	<p><b>OREGON TRANSPORTATION MAP</b> Showing Federal Functional Classification of Roads City of <b>COBURG</b></p> <p>LANE COUNTY 2012 Edition</p> <p>   </p>
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Copies Available from the Oregon Department of Transportation, Geographic Information Services Unit, 900 Oregon Office Building, 800 NE Oregon Street, Salem, Oregon 97301, (503) 988-0154, <http://www.oregon.gov/ODOT/OTD/OTDAR/OTDARpages/otdareg.aspx>  
Population numbers are based on current Oregon Population Report, College of Urban and Public Affairs, Portland State University, <http://cua.oregonstate.edu>

## Street System

### EXISTING & FUTURE TRAFFIC CONDITIONS

Coburg’s street system is a blend of city- and county-owned facilities. Most of the city-owned street network consists of local streets that serve residents. All major roads, including Pearl, Willamette, and West Van Duyn Streets, are owned and operated by Lane County.

Mobility standards define whether the transportation system is adequate to meet transportation needs, and are described in terms of roadway and intersection volume-to-capacity ratios (v/c) and level of service (LOS). LOS is ranked from “A” to “F”, with “A” signifying free-flowing traffic conditions and “F” signifying stop-and-go traffic or severe congestion. Lane County has adopted mobility standards for county-owned roads within urban areas (Lane County Code 15.696):

- County roads, speed less than 45 MPH: LOS D, v/c 0.85

All major intersections (Table 2) within Coburg are owned by Lane County, and these mobility standards therefore apply.

Traffic conditions at major intersections were analyzed in 2011, and two intersections – Pearl Street/Coburg Industrial Way and Pearl Street/Roberts Road – were found to be operating at a level of service below Lane County standards. However, traffic flow at these intersections will be greatly improved by ODOT’s Coburg Interchange project, scheduled for completion in mid-2013. This intersection is anticipated to operate within LOS standards when the project is completed.

Future conditions analysis reveals few expected transportation problems in the 2030 forecast year. A modest increase in traffic is expected on Dixon and Coleman streets, due to an expected increase in congestion at the intersection of Willamette and Pearl streets during the evening peak travel hour. Under the most aggressive modeled future conditions (including significant population and employment growth), some congestion is expected

on Willamette Street from the south city limits north to the intersection of Willamette and Pearl streets. Turning traffic volumes from Pearl and Willamette onto Coleman and Dixon Streets may also warrant improvements at these intersections. These potential future problems are highly dependent on the type and intensity of development that occurs in Coburg over the planning period. Overall, few major traffic congestion and operations concerns were identified.

Though Coburg does not have adopted mobility standards, all city-owned facilities are forecast to operate within Lane County mobility standards in the 2030 forecast year.

**Appendix C** contains full existing and future conditions analysis.

TABLE 2  
Major Intersections

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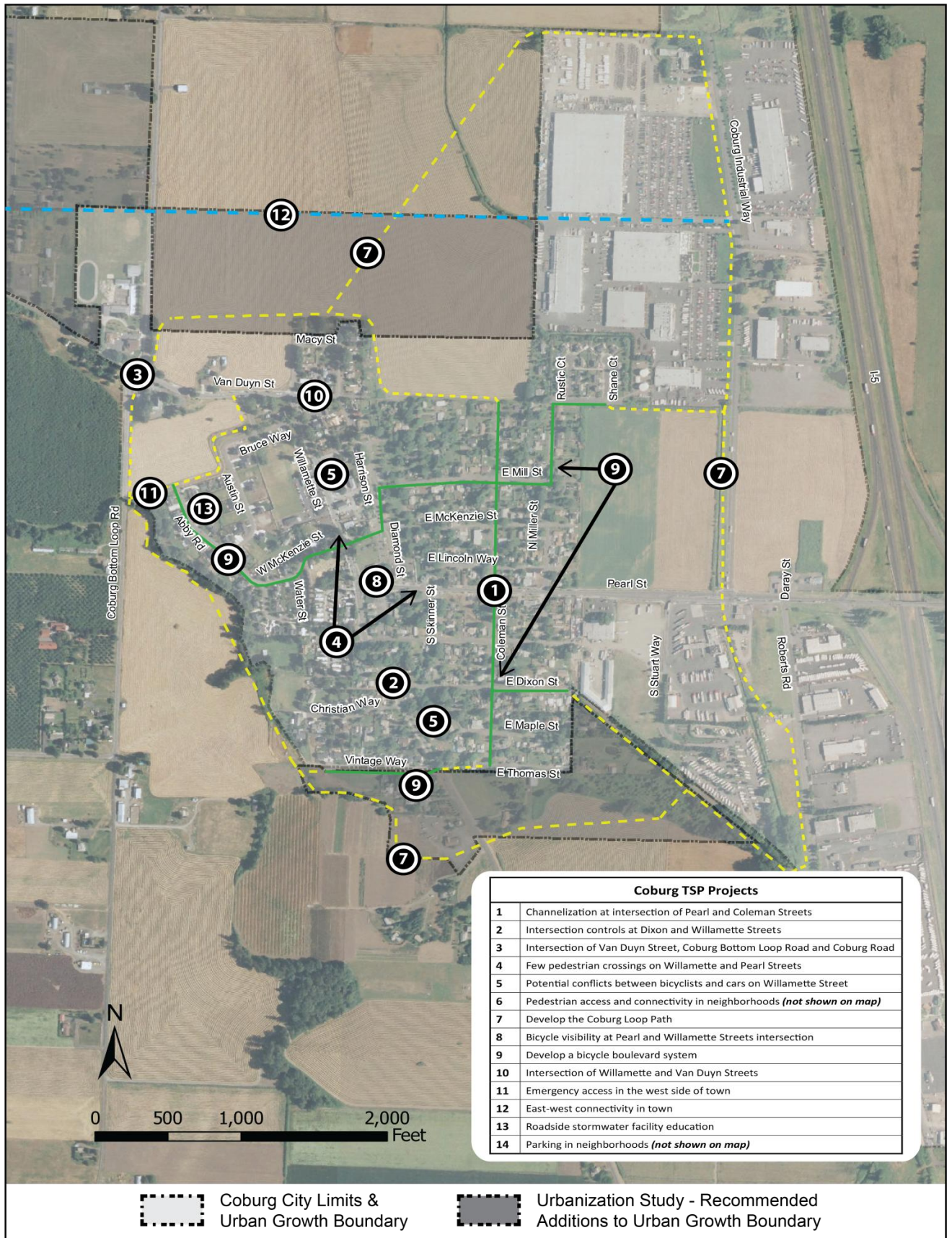
W Van Duyn St./Coburg Bottom Loop Rd.-Coburg Rd.
N. Willamette St./Van Duyn St.
N. Willamette St./E. Pearl St.
E. Pearl St./N. Skinner St.
E Pearl St./Coleman St.
E. Pearl St./S. Stuart Way
E. Pearl St./Coburg Industrial Way
E. Pearl St./Roberts Rd.
E. Pearl St.-Van Duyn Rd./I-5 SB Ramps
Van Duyn Rd./I-5 NB Ramps
Coburg Rd./E Dixon St.

### STREET SYSTEM DEFICIENCIES & PROJECTS

During the TSP update process, street and intersection problems were identified by staff, stakeholders and the public. Some projects were also developed to respond to anticipated future traffic conditions. Street system needs and recommended projects listed on the following pages. Figure 13 describes the location of each recommended project.



Figure 13  
TSP Project Locations



**CHANNELIZATION AT INTERSECTION OF PEARL AND COLEMAN STREETS**

Future conditions traffic analysis reveals that turning traffic volumes on Coleman and Dixon Streets may warrant improved channelization at the intersections of Coleman and Pearl Streets. A left turn pocket accommodating a queue length of approximately four cars on Pearl Street would prevent westbound traffic on Pearl from backing up during the peak hour (4:30 – 5:30 PM). The need for this project is highly dependent on future traffic volumes and contingent upon future land development in Coburg. This project is also located on Pearl Street, a Lane County facility, requiring coordination with the County on any proposed improvements.

**INTERSECTION CONTROLS AT DIXON AND WILLAMETTE STREET**

Turning traffic volumes at the intersection of Dixon and Willamette Streets are also forecast to warrant a traffic signal. As with the project above, the need for this project is highly dependent on future traffic volumes and construction would only be warranted if traffic conditions occur as predicted by traffic models. This project is also located on Willamette Street, a Lane County facility, requiring coordination with the County on any proposed improvements.

**INTERSECTION OF VAN DUYN STREET, COBURG BOTTOM LOOP ROAD AND COBURG ROAD**

This intersection, in the northwest of Coburg, has the potential for conflicts between pedestrians, bicyclists and vehicle traffic. Van Duyn street and North Coburg Road are part of the Willamette Valley Scenic Bikeway and is a consequently a popular biking route. The intersection is adjacent to a school and fire station, further increasing safety concerns at this location. Van Duyn to North Coburg Road is also an important freight route. Finally, this intersection will experience significantly more pedestrian and bicycle traffic in the future when the planned Coburg Loop off-road path connects here.

Figure 14  
**Van Duyn St/Coburg Rd/Coburg Bottom Loop Rd Intersection Improvements**



The recommended solution is to reconstruct the intersection with new curbs, curb ramps, and median pedestrian refuge islands. A pedestrian-activated rapid flashing warning beacon and raised durable pavement markings could be installed to alert drivers of the potential for pedestrians to be present at the intersection (Figure 14). Additionally, the intersection curb radii (or the “sharpness” of the intersection corners) are very large in order to accommodate turning truck traffic. Reconstructing the curbs with smaller radii would slow turning vehicles and decrease the crossing distance for pedestrians at this intersection. As this intersection experiences heavy truck traffic, the feasibility of reducing curb radii would need to be carefully evaluated. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.



**Figure 15**  
**Short-term Improvements to Willamette/Van Duyn Intersection**



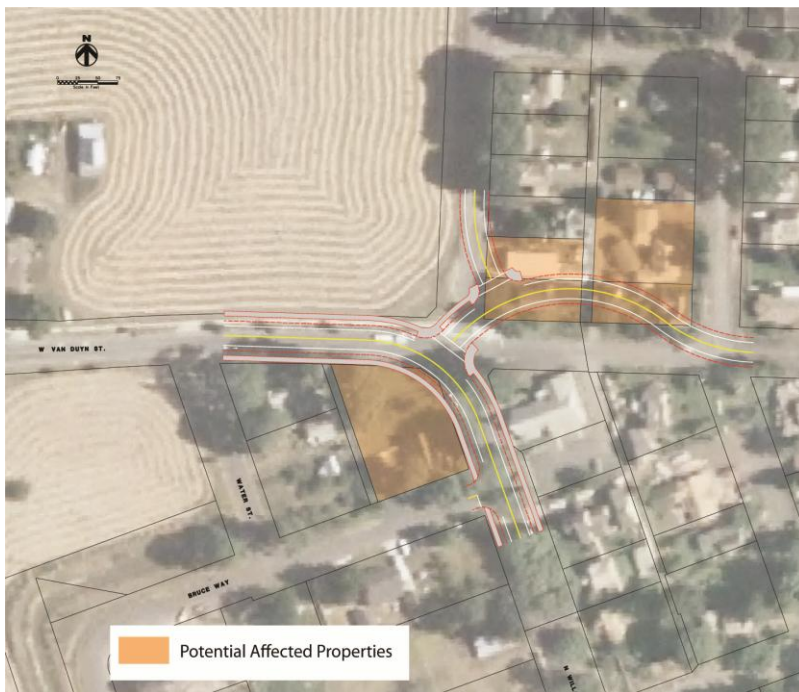
**INTERSECTION OF NORTH WILLAMETTE STREET AND VAN DUYN STREET**

Drivers speed around this corner and several incidents have occurred with vehicles driving off the road into the adjacent fields. It is not clear to drivers heading north on Willamette Street that the through route out of Coburg continues to the left (west). Realignment would “soften” the through-route turning angle, making the intersection less ambiguous for drivers and reduce the number of conflict points. In the short-term, prior to land development north of the intersection and as an alternative (or in addition to) this solution, the north and east legs of this intersection could be blocked off with physical barriers to reduce intersection conflicts (Figure 15). Signage would be installed to clearly indicate the through movement westward from Willamette St onto Van Duyn St. and sidewalks and curbing extended. This alternative could be implemented first, with further reconstruction of the intersection phased in as residential development in north Coburg occurs. Full realignment as proposed in Figure 16 would require right-of-way acquisition and significant construction work. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

**EMERGENCY ACCESS IN THE WEST SIDE OF TOWN**

Neighborhoods west of Willamette Street have few connections to Willamette Street, the primary north-south through route in Coburg. When Willamette is blocked, emergency response times increase and some homes may be inaccessible. A redundant connection is needed to ensure timely emergency access to these neighborhoods in the event that Willamette Street (or East Van Duyn) is blocked. The recommended solution is to construct a 350’ long emergency access road from the northwest end of Abby Road west to Coburg Bottom Loop Road (Figure 17). The connection will be for emergency access only, with removable bollards to prevent through traffic from using the route. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

**Figure 16**  
**Long-term Improvements to Willamette/Van Duyn Intersection**





**EAST-WEST CONNECTIVITY IN TOWN**

Pearl Street is the only through east-west route in town. A redundant east-west connection is needed to improve emergency access and provide a redundant through route for vehicle traffic. As development occurs in the north end of town, the need for this connection is expected to grow.

Construction of a new east-west collector street from Coburg Road, west of Stalling Lane, east to Coburg Industrial Way is recommended. This project is dependent on private development, and would require coordination with developers to fully construct. Significant right-of-way would need to be acquired for this project, and environmental constraints are likely. Traffic conditions on Willamette and Pearl Streets will likely deteriorate significantly on Pearl and Willamette streets without this connection, depending on the type, location, and intensity of future development. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

Figure 17  
**Emergency Access Road**



**ROADSIDE STORMWATER FACILITY EDUCATION**

Stormwater facilities along streets in the neighborhoods along Abby, Austin and McKenzie Streets have been inadvertently filled in since construction. The City intends for new residential streets to have similar roadside stormwater facilities. Raingardens and bioswales have been

filled in because residents were unaware that they are stormwater facilities and not roadside landscaping. Public education is needed to ensure that existing and future stormwater facilities are maintained properly.

Installing small signs at stormwater facilities that state the purpose of the facility will discourage filling-in of these areas. In addition, creating a “green streets” demonstration project that highlights stormwater facilities and the importance of treating and managing stormwater will also highlight the issue. The demonstration project could retrofit an existing neighborhood street, or be implemented as part of new street construction. A demonstration project would bring attention to this issue and educate residents about these facilities.

**PARKING IN NEIGHBORHOODS**

On-street parking is poorly delineated on neighborhood streets in Coburg. The City maintains the rural character of its streets by limiting construction of sidewalks and curbs, which typically constrain where residents can park. There are few clear indications of where cars should park on these streets, with many vehicles often parked too close to fire hydrants or too close to intersections, limiting sight distance.

Red striping should be painted ten feet either side of fire hydrants to discourage parking too close to hydrants, and “No Parking Here to Corner” or similar signs posted to discourage parking too close to intersections. In addition, increased parking enforcement in neighborhoods would help ensure compliance.

**SUB-STANDARD STREETS**

Table 3 describes those Coburg streets that are not built to applicable or proposed Coburg or Lane County design standards. The City is not required to upgrade its streets to match the applicable functional classification, but Coburg may choose to upgrade some of these streets as needed to better accommodate auto traffic and other modes as needed.

Exhibit B

TABLE 3  
Street Deficiencies

Street	Length (lf)	Current Func. Classification	Recommended Future Func. Classification	Current Condition	Standard
E. Van Duyn St, from Willamette to Harrison	310'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
N. Harrison St, from Van Duyn to Locust	375'	Collector	Collector	Local street, 30' paved width, no stormwater treatment, no ped. facilities	4' min. planter/swale & street trees, sidewalks
E. Locust St, from Harrison to Skinner	440'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
N. Skinner St, from Locust to Mill	300'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
E. Mill St., from Skinner to Coleman	440'	Collector	Collector	Local street, 22' paved width, no stormwater treatment, no ped. facilities	4' min. planter/swale & street trees, sidewalks
Coleman St, from Mill to Dixon	1,500'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
E. Dixon, from Willamette to Coleman	650'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
N. Diamond St., from Locust to Pearl	1,030'	Collector	Collector	McKenzie-Pearl has adequate pavement width; Locust to McKenzie is local street, 20' width, no stormwater treatment, no ped. facilities.	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
Van Duyn Rd, east of I-5 interchange to east UGB expansion <b>boarder</b>	2,200'	Local (Lane County)	Collector (Lane County)	22' paved width, no stormwater treatment, no pedestrian facilities	11' min. travel lanes, sidewalks both sides, 6' minimum landscaping



## Bicycle & Pedestrian System

### EXISTING CONDITIONS

Coburg presently has few dedicated bicycle facilities. Willamette Street is designated and signed as part of the Willamette Valley Scenic Bikeway through the city, and the roadway generally has 4-5 foot wide, well-maintained bike lanes or striped shoulders. There are also striped bike lanes on Willamette and Van Duyn Streets, though potential conflicts between bicyclists and traffic is high.

Most local streets in Coburg are low speed/low volume local streets that accommodate bicycle traffic. These streets serve bicyclists of all ages and currently have little need for dedicated bicycle facilities, like bicycle lanes.

Coburg also has a limited number of dedicated pedestrian facilities. Only Pearl Street, West Van Duyn Street, and Willamette Street have sidewalks. A portion of North Coburg Road also has a sidewalk on the side adjacent to the elementary school. The only local streets that include sidewalks are the relatively new Rustic Court, Shane Court, and Sarah Lane. Since traffic volumes are low on local and collector city streets, the roadway is shared among bicycles, automobiles and pedestrians. Willamette Street lacks market pedestrian crossings, except for the intersection of Willamette and Pearl Streets.



Figure 18  
**Existing Residential Streets**

*Existing residential streets in Coburg do not have sidewalks, but have low traffic volumes and low speeds – meaning they can accommodate pedestrian and cyclists in addition to car traffic.*

Coburg seeks to maintain its rural character and charm in part by limiting sidewalks on streets.

During the TSP update process, pedestrian and bicycle needs were identified by the community. The following section discusses these needs and solutions.

### BICYCLE AND PEDESTRIAN PROJECTS

#### FEW PEDESTRIAN CROSSINGS ON WILLAMETTE STREET AND PEARL STREET

Willamette Street is the major north-south arterial through Coburg. Presently, there is only one marked pedestrian crossing at the signalized intersection of Pearl Street. Figure 18 shows an example of existing pedestrian conditions on local streets. Residents living at the north or south end of town must walk over 1/4 mile to cross at this location. The future Coburg Loop off-road path is planned to cross Willamette Street south of Vintage Way and Pearl Street at Roberts Road (at the time of this writing, Roberts Road is being realigned to intersect with Coburg Industrial Way). Crossing improvements are recommended on Willamette street at the intersections of East Mill Street, East Delaney Street, Vintage Way, and on Pearl Street at

Figure 19  
**New Crossings on Pearl and Willamette Streets**

*Conceptual improvements at the intersection of Willamette and Mill Streets*



Roberts Road. Crossing improvements include new “ladder” crosswalk markings and signage alerting drivers to the crossing (Figure 19). Marked crosswalks will require periodic maintenance to maintain striping. Flexible delineators, painted pedestrian refuge islands and street illumination would further enhance marked crosswalks at each of the locations above. Traffic calming measures, like raised durable pavement markings or curb bulb-outs can also enhance safety at these crossings.

This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

**POTENTIAL CONFLICTS BETWEEN BICYCLISTS AND CARS ON WILLAMETTE STREET**

Willamette Street is part of the Willamette Valley Scenic Bikeway and attracts recreational bicycle traffic from around the region. Willamette is also a busy through route for car and truck traffic. Willamette Street presently has 5’ bicycle lanes in each direction, but these lanes do not provide significant separation between vehicle traffic and on-street parking.

Buffered bicycle lanes are recommended on Willamette and Van Duyn Streets, from the south city limits northeast to the intersection of Van Duyn and Coburg Bottom Loop Road. A typical buffered bike lane includes a 5’ or 6’ wide bicycle travel lane with 2’ or 3’ painted buffer (Figure 20). Elimination of on-street parking or other expansion of the roadway may be necessary to implement this project. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

**PEDESTRIAN ACCESS AND CONNECTIVITY IN NEIGHBORHOODS**

Neighborhood connectivity can be improved by creating a more fine-grained network for pedestrians, increasing accessibility and making walking an easier and quicker way for Coburg residents to get to their in-town destinations. Some neighborhood blocks are very long, and alternative connections would increase the number of routes available to

walkers.

Three solutions are recommended:

- Maintain existing alleyways for pedestrian access. Most of Coburg’s neighborhoods have an extensive alley system, but many alleys have been encroached on by neighbors or have not been maintained for many years. Opening up these existing alleys, and connecting dead-end alleys to roads, will increase the number of routes available to pedestrians and offer a low-stress alternative to walking on neighborhood streets.
- Implement an alleyway beautification program. Maintaining and improving alley vegetation or landscaping and adding alley entrance features (arched trellises, plantings, etc.) would improve the pedestrian environment and reinforce

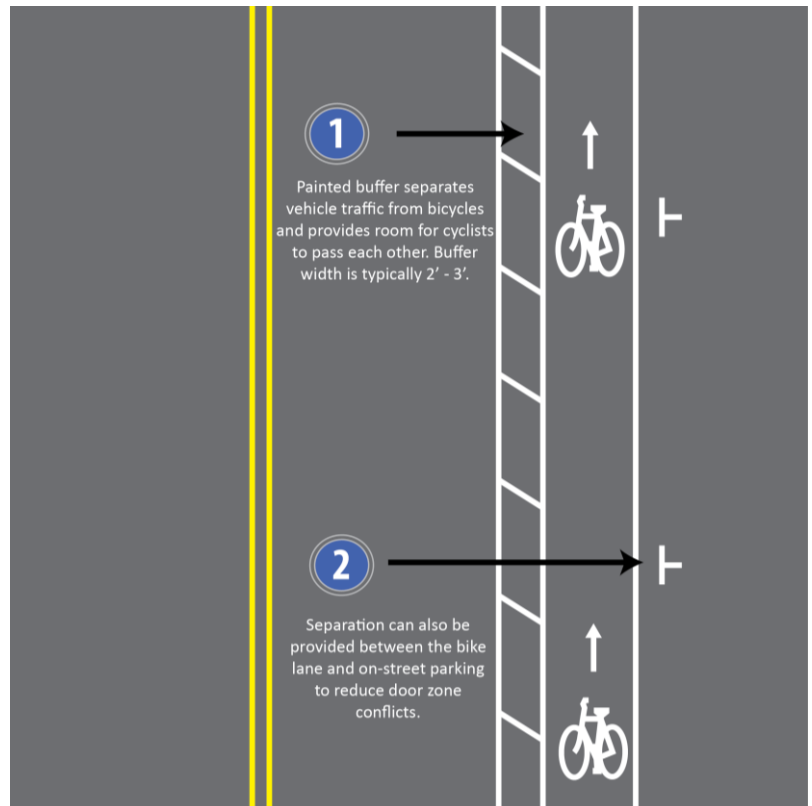


Figure 20  
**Typical Buffered Bicycle Lane**



alleys as neighborhood routes.

- Create policies that require pedestrian connections be constructed in new neighborhoods. For instance, dead-end streets can be required to have a pedestrian connection through to the next street.

### DEVELOP THE COBURG LOOP PATH

The 2009 Coburg Loop Implementation Plan provides a framework for the development of a shared-use, off-road path that will circle the city of Coburg. A system of bicycle boulevards is also proposed as part of the Plan. The Coburg Loop will provide a low-stress route for pedestrians, cyclists and other users to travel in and around Coburg.

### IMPROVE BICYCLE VISIBILITY AT PEARL AND WILLAMETTE STREET INTERSECTION

There are currently striped bicycle lanes on both sides of Pearl Street, east of Willamette Street. However, the westbound bicycle lane stops at the intersection of Pearl and Diamond Streets.

The recommended solution is to paint shared right-of-way markings (“sharrows”) on Pearl west of

Diamond Street to help bicyclists know where to ride and alert drivers that cyclists will be present (Figure 21). Alternatively, the existing westbound bicycle lane can be continued west to the intersection of Pearl and Willamette Streets. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

### DEVELOP A BICYCLE BOULEVARD SYSTEM

An extensive bicycle boulevard system is proposed as part of the Coburg Loop Implementation Plan. Coburg presently lacks significant bicycle infrastructure, except for bicycle lanes on Willamette, Van Duyn and Pearl Streets. Bicycle lanes provide separation between cyclists and vehicle traffic, but many riders are not comfortable riding on busy arterial streets regardless of whether bicycle lanes are present. Bicycle boulevards provide a low-stress alternative to riding on busy arterials and will increase the size of the bicycle network within Coburg. Bicycle boulevards are typically created on low-volume, low-speed neighborhood streets. Many of the traffic calming and other treatments typical to bicycle boulevards also improve the pedestrian environment by slowing traffic and discouraging through auto travel.

### Transit

Lane Transit District (LTD) Route 96 serves Coburg with two morning and two evening roundtrips between Coburg and downtown Eugene. Coburg’s distance from the Eugene-Springfield metro area and low-density development pattern make transit service difficult to provide efficiently. No transit service expansion is currently planned by LTD. The infrequency of the current route was identified as a barrier to using transit by stakeholders, but most also agreed that service is adequate for those it currently serves. No service improvements are proposed.

### Air, Rail, Water and Pipelines

There is currently no direct air service for goods, passengers and services within the Coburg UGB. Air



Figure 21  
Application of “Sharrows” on Pearl Street

## Exhibit B

service for passengers and freight is available at the Mahlon-Sweet Airport, located approximately seven miles west of the study area. This airport provides regularly scheduled service to national destinations with connections to nearby international airports in Portland, San Francisco, and other cities.

Coburg has no freight or passenger rail service currently. The Southern Pacific Railroad formerly owned a right-of-way that ran roughly northwest-southeast, diagonally bisecting the city. Several sections of the right-of-way have been reclaimed for other uses and purchased by private property owners. Eugene Station, less than 10 miles from Coburg, provides the nearest passenger rail service,

with Amtrak routes running north on the Valley Main Line and south on the Cascade Main Line. Passenger rail service consists of the Amtrak Cascades route, running daily between Eugene, Portland, Seattle, Vancouver, BC and points in between. The Coast Starlight train also provides rail to points south all the way to Los Angeles.

Northwest Pipeline Company operates a major regional natural gas transmission line between Portland and Eugene, which passes through the Coburg UGB. Gas is distributed in the Coburg area by Northwest Natural Gas Company. The six-inch, high-pressure main interconnects storage facilities in the state as well as interstate sources.



This section discusses the planning-level costs, implementation priority, and potential funding opportunities for projects in the TSP. For some projects, it is not possible to generate a conceptual cost estimate, due to unknown variables in the scale or scope of the project. Detailed unit-cost estimates and assumptions for each project are included in **Appendix D**.

### Project Priorities

Projects in the Coburg TSP are prioritized in Table 4 by need (high, medium, and low priority), and by time frame for implementation: short term (0 – 5 years), medium term (5 – 10 years), long term (10 – 20 years), and very long term (beyond 20 years). Projects are prioritized based on community priorities, urgency of the need, funding availability and complexity of the project. Short-term projects generally address current or soon-to-emerge transportation issues, and should be prioritized for funding. Medium and long term projects are

generally larger, have more impacts, and are more costly. The need for these projects is also less immediate, and the proposed projects may address a transportation problem that is likely to emerge in the future. Two very long term projects were identified; though a potential need for these project was identified, the need may develop beyond the 20-year planning horizon assumed by this plan.

Project priorities are not intended as a “to-do” list for the City, but a suggestion for programming the City’s scarce transportation funding resources. Individual alternatives will be suggested for inclusion in the TSP based on input from the community and the project management team. As many of the projects listed in Table 4 are under Lane County’s jurisdiction, the City will need to work closely with the County on project review and approval. Figure 12 shows the location of projects within Coburg; those projects that are city-wide in nature are not shown on this figure and are not numbered in Table 4.

TABLE 4  
**Project Costs & Prioritization**  
*Table Caption*

Project	Priority Level	Time Frame	Est. Cost	Jurisdiction	Potential Funding Source(s)
<b>1. Channelization at intersection of Pearl and Coleman Streets</b>	Low	Very long term	\$700,000	Lane County	SDCs, Lane County, City
<b>2. Intersection controls at Dixon and Willamette Streets</b>	Low	Very long term	\$1,000,000	Lane County	SDCs, Lane County, City

TABLE 4  
**Project Costs & Prioritization**  
*Table Caption*

Project	Priority Level	Time Frame	Est. Cost	Jurisdiction	Potential Funding Source(s)
<b>3. Intersection of Van Duyn Street, Coburg Bottom Loop Road and Coburg Road</b>					
<i>Reconstruct intersection with pedestrian improvements</i>	High	Short term	\$140,000	Lane County	Recreational Trails Program, Lane County, City, STIP
<i>Construct gateway</i>	Low	Long term	Varies	Lane County	City
<i>Reconstruct intersection with new curb radii</i>	Low	Long term	\$82,000	Lane County	Lane County, City
<i>Add striping as traffic calming</i>	Medium	Medium term	\$14,000	Lane County	Lane County, City
<b>4. Few pedestrian crossings on Willamette and Pearl Streets</b>					
<i>Construct marked "ladder" crossings and signage at key intersections</i>	Medium	Medium term	\$26,000	Lane County	Lane County, City
<i>Add pedestrian refuge islands, street illumination &amp; flexible delineators in addition to marked "ladder" crossings</i>	Low	Long term	Varies	Lane County	Lane County, City
<i>Construct traffic calming measures, like durable pavement markings, or curb bulb-outs</i>	Low	Long term	Varies	Lane County	Lane County, City
<b>5. Potential conflicts between bicyclists and cars on Willamette Street</b>					
<i>Construct buffered bike lanes on Willamette and Van Duyn Streets</i>	Low	Long term	\$92,000	Lane County	Lane County, City, STIP
<b>6. Pedestrian access and connectivity in neighborhoods</b>					
<i>Maintain existing alleys to increase the number of routes available to pedestrians</i>	High	Short term	Varies	Coburg	City
<i>Implement an alleyway beautification program</i>	Medium	Medium term	Varies	Coburg	City
<i>Create policies requiring pedestrian connections in new neighborhoods</i>	High	Short term	N/A	Coburg	N/A



Exhibit B

TABLE 4  
**Project Costs & Prioritization**  
*Table Caption*

Project	Priority Level	Time Frame	Est. Cost	Jurisdiction	Potential Funding Source(s)
<b>7. Develop the Coburg Loop path</b>					
<i>Implement the Coburg Loop path system to provide a low-stress route for pedestrian and cyclists</i>	High	Short term	\$3,300,000 <sup>a</sup>	Lane County/ Coburg	Lane County, City, STIP, Recreational Trails Program, SDCs
<b>8. Bicycle visibility at Pearl and Willamette Streets intersection</b>					
<i>Paint shared right-of-way markings ("sharrows") on Pearl Street</i>	Medium	Medium term	\$5,000	Lane County	Lane County, City
<i>Continue the westbound bike lane to the intersection of Pearl and Willamette Streets</i>	Medium	Medium term	Varies based on potential ROW impacts	Lane County	Lane County, City
<b>9. Develop a bicycle boulevard system</b>					
<i>Construct bicycle boulevards on low-volume, low-traffic neighborhood streets to provide a less stressful route for bicyclists and pedestrians.</i>	Medium	Medium term	\$43,000 per full block (~350 lf) <sup>b</sup>	Coburg	City
<b>10. Intersection of Willamette and Van Duyn Streets</b>					
<i>Phase 1: Block north and east legs of intersection; emphasize through movement with signage</i>	Medium	Medium term	\$600,000	Lane County/ Coburg	Lane County, City
<i>Phase 2: Realign each leg of the intersection to "soften" through route turning angle</i>	Low	Long term	\$1,000,000	Lane County/ Coburg	SDCs, Developer, Lane County, City
<b>11. Emergency access in the west side of town</b>					
<i>Construct emergency access road from the end of Abby Road west to intersect with Coburg Bottom Loop Road</i>	Medium	Medium term	\$200,000	Coburg	City, SDCs
<b>12. East-west connectivity in town</b>					
<i>Construct new east-west Collector street from the east end of Van Duyn Road to Sarah Lane through</i>	Low	Long term; dependent on	\$7,700,000	Coburg	Developer, SDCs

TABLE 4  
**Project Costs & Prioritization**  
*Table Caption*

Project	Priority Level	Time Frame	Est. Cost	Jurisdiction	Potential Funding Source(s)
<i>to Coburg Industrial Way</i>		development			
<b>13. Roadside stormwater facility education</b>					
<i>Place signage at stormwater facilities</i>	High	Short term	\$500 per sign	Coburg	City
<i>Create a "green streets" retrofit demonstration project that highlights stormwater facilities</i>	Medium	Medium term	\$25,000 - \$100,000 <sup>c</sup>	Coburg	City
<b>14. Parking in neighborhoods</b>					
<i>Paint red striping near fire hydrants to discourage parking too close to hydrants</i>	High	Short term	\$200 per hydrant	Coburg	City
<i>Post "No Parking Here to Corner" or similar signs to discourage parking too close to intersections</i>	High	Short term	\$500 per sign	Coburg	City
<i>Increase parking enforcement</i>	High	Short term	Varies	Coburg	City

<sup>a</sup> Project cost from Coburg Loop Implementation Plan. Based on approximately \$107/lf average cost.

<sup>b</sup> Bicycle boulevard costs in the Coburg Loop Implementation Plan only include signage. This cost includes a full suite of bicycle boulevard improvements; bicycle boulevards are highly scalable and costs vary. See the cost estimate in the appendixes for detailed assumptions.

<sup>c</sup> Project cost highly dependent on the scope and scale of this project.

## Funding Sources

A variety of established funding sources from federal, state and local sources are available to fund future transportation projects in the City of Coburg.

### FEDERAL GRANTS

#### HIGHWAY TRUST FUND

Revenues to the federal Highway Trust Fund (HTF) are comprised of motor vehicle fuel taxes, sales taxes on heavy trucks and trailers, tire taxes and annual heavy truck use fees. HTF funds are split into two accounts – the highway account and transit account. Funds are appropriated to the states annually, based on allocation formulas in the current legislation governing the HTF. Moving

Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) is the current federal transportation program legislation, which became effective October 1<sup>st</sup>, 2012. MAP-21 kept federal funding for transportation at the same rate as the prior legislation (the Safe, Accountable, Flexible and Efficient Transportation Equity Act – A Legacy for Users, known as SAFETEA-LU). MAP-21 consolidated the 90 different programs in SAFETEA-LU into 30, eliminated transportation earmarks, and reduced funding for transportation enhancements (pedestrian, bicycle and similar projects) by one third. Despite these changes and modest reduction in transportation enhancement (now transportation alternatives) funds, MAP-21 largely continues federal transportation funding and policy enacted under SAFETEA-LU. Matching funds are generally required; the current matching ratio is 10.27% for projects in Oregon.

Most federal grant monies are distributed by the Oregon Department of Transportation (ODOT) through the Statewide Transportation Improvement program (STIP). The application process for federal funds is described below in the Statewide Transportation Improvement Program section.

## STATE GRANTS

### STATE HIGHWAY FUND

State funds are distributed by the Oregon Transportation Commission (OTC). Revenues to the fund are comprised of fuel taxes, vehicle registration and title fees, driver's license fees and the truck weight-mile tax. State funds may be used for construction and maintenance of state and local highways, bridges and roadside rest areas. State law requires that a minimum of 1% of all highway funds be used for pedestrian and bicycle projects in any given fiscal year. However, cities and counties receiving state funds may "bank" their pedestrian and bicycle allotment for larger projects.

### STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM

The STIP is the 4-year capital improvement program for the state of Oregon. It provides a schedule and identifies funding for projects throughout the state. Projects included in the STIP are generally "regionally significant" and have been given a high priority through planning efforts and by the relevant area commission on transportation (ACT) or metropolitan planning organization (MPO). For Coburg, the relevant MPO is the Lane Council of Governments (LCOG). LCOG programs federal funds for the region including Lane County, and the cities of Eugene, Springfield and Coburg. The STIP is the major transportation funding program for most state and federal transportation funds.

All regionally significant state and local projects, as well as all federally-funded projects and programs, must be included in the STIP. Coburg has two projects on the current 2012-2015 STIP:

- Construction of a section of the Coburg Loop Path, from Sarah Lane to Pearl Street (total cost \$475,000)

- Regional transportation planning (total cost \$17,000)

Planning for the 2015-2018 STIP is underway. Previous STIPs had six program categories: modernization, safety, preservation, bridge, operations, and special programs. Starting with the 2015-2018 STIP, ODOT will divide the funding pools into two broad categories: "Fix it" and "Enhance." "Fix it" projects are those that preserve and maintain the current transportation system; "Enhance" projects are those that enhance, expand or improve the transportation system. The main purpose behind this reorganization is to allow maximum flexibility to fund projects that reflect community and state values and needs, rather than those that fit best into prescriptive program definitions.

"Fix it" activities include:

- Bicycle and pedestrian facilities on state routes only
- Bridges (state owned)
- Culverts
- High Risk Rural Roads
- Illumination, signs and signals
- Landslides and Rockfalls
- Operations (includes Intelligent Transportation Systems)
- Pavement Preservation
- Rail-Highway Crossings
- Safety
- Salmon (Fish Passage)
- Site Mitigation and Repair
- Stormwater Retrofit
- Transportation Demand Management (part of Operations)
- Work zone Safety (project specific)

"Enhance" activities include:

- Bicycle and/or Pedestrian facilities on or off the highway right-of-way

- Development STIP (D-STIP) projects (development work for projects that will not be ready for construction or implementation within the four years of the STIP)
- Modernization (projects that add capacity to the system, in accordance with ORS 366.507)
- Projects eligible for Flex Funds (the Flexible Funds program funded Bicycle, Pedestrian, Transit and Transportation Demand Management (TDM) projects, plans, programs, and services)
- Protective Right-of-Way purchases
- Public Transportation (capital projects only, not operations)
- Safe Routes to School (infrastructure projects)
- Scenic Byways (construction projects)
- Most projects previously eligible for federal Transportation Enhancement funds, now Transportation Alternatives (new with MAP-21)

The application process for projects on the 2015-2018 STIP is complete as of this writing, but future STIPs will continue to use this new funding arrangement. There is now one application for “Enhance” projects – ODOT will determine which funding mechanism is most appropriate for individual projects. “Fix it” projects will be selected through a collaborative process between ODOT and metropolitan planning organizations. It should be noted that this reorganization of funding programs does not represent a fundamental change in the type of projects that will be funded through the STIP.

## **OTHER STATE GRANTS**

### **RECREATIONAL TRAILS PROGRAM (RTP)**

This program is administered by the Oregon Parks and Recreation Department. RTP funding is intended for recreational trail projects, and can be used for acquiring land and easement and building new trails. Funding varies greatly from year to year, with about \$1.3 million awarded state-wide in 2011 and \$2.1 million in 2010. The Coburg Loop Path project would be eligible for funding under this program.

### **CONNECTOREGON PROGRAM**

ConnectOregon provides grants and loans for non-highway transportation projects, backed by bonds on state lottery proceeds. \$40 million in bonds were authorized for the most recent biennium. If the state legislature makes further authorizations, a number of Coburg’s transportation projects may be eligible based on funding criteria.

### **OREGON IMMEDIATE OPPORTUNITY FUND**

The Oregon immediate opportunity fund supports economic development in Oregon through construction and improvements of streets and roads. Funds are discretionary and may only be used when other sources of financial support are unavailable or insufficient. The objectives of the Opportunity Fund are providing street or road improvements to influence the location, relocation, or retention of a firm in Oregon, providing procedures and funds for the OTC to respond quickly to economic development opportunities, and providing criteria and procedures for the Oregon Economic and Community Development Department (OECD), other agencies, local government and the private sector to work with ODOT in providing road improvements needed to ensure specific job development opportunities for Oregon, or to revitalize business or industrial centers.

## **OTHER CURRENT & POTENTIAL FUNDING SOURCES**

### **LOCAL GAS TAX**

Coburg levies a local gas tax of \$0.03 per gallon of gasoline, in addition to state and federal gasoline taxes. Not every city in Oregon levies a local gas tax; of those that do, the local tax rate ranges from \$0.01 to \$0.04 per gallon. For the 2012-2013 budget year, the city budgeted \$57,000 in local gas tax revenue. Revenues in 2011 were \$70,555. Based on gasoline sales and current revenues, every \$0.01 increase in the local gas tax would yield approximately \$20,000 in additional annual revenue (in 2012 dollars). The City does not currently charge a local tax for diesel fuel; many cities in Oregon charge a local diesel fuel tax in addition to gasoline

taxes. Of those cities that levy a diesel fuel tax, the local tax rate ranges from \$0.01 - \$0.05 per gallon of diesel fuel.

#### **TRANSPORTATION MAINTENANCE FEE**

A number of Oregon jurisdictions levy a transportation maintenance fee (also call street utility fee) to pay for maintenance and operations of city streets. These fees are typically assessed on a monthly basis to residents, businesses and other non-residential uses. The fee rates and allocation among residents and businesses varies. A typical residential fee structure is a flat monthly rate for single family homes and a reduced rate for apartments and condominiums, based on standard trip generation estimates for each type of residential use. Non-residential fees are typically assessed by type of use, square footage of the building, and/or number of parking stalls that would be required under city code for a given use. These fees are used exclusively for maintenance – they are not available for new transportation projects or enhancements. However, implementing the maintenance fee could free other financial resources for capital projects in the TSP.

Fees vary significantly from city to city; the City of Hillsboro currently charges each single family home \$3.10 per month, Stayton charges \$1.00 - \$2.00 per month per home and Oregon City charges \$4.50 per single family residence. Non-residential fees also vary, with fees ranging from less than \$0.15 to as much as \$20.00 per square foot, depending on the type and intensity of use. The City of Tigard charges \$1.12 per month per parking stall required for non-residential uses.

#### **TAX INCREMENT FINANCING (URBAN RENEWAL AREAS)**

Coburg currently has one Urban Renewal Area (URA) comprising approximately 20% of the city's area. This URA has been used exclusively to finance a new wastewater system. Oregon law allows small cities to designate up to 25% of the land area within the city as URAs; Coburg could potentially designate another URA, the funds from which could be used to finance transportation projects. However, URAs can only be designated in "blighted" areas; "blight" refers to a variety of conditions, including lack of infrastructure, under-utilization of property, physical condition of buildings, etc.

#### **SYSTEM DEVELOPMENT CHARGES (SDCS)**

SDCs are fees imposed on new development. Coburg currently has SDCs for transportation. These fees can be used for a wide variety of transportation improvements. SDC revenue is dependent on the type and amount of development occurring in Coburg.

#### **PARKING FEES**

The City does not currently charge for parking. Income generated by charging parking fees could be used to implement a variety of transportation projects. The collection system would require purchase of parking meter infrastructure, careful study of where to install meters, and analysis of the appropriate fee amount to charge drivers. However, relatively low demand and abundant free parking availability on nearby neighborhood streets may mean that charging for parking is infeasible.