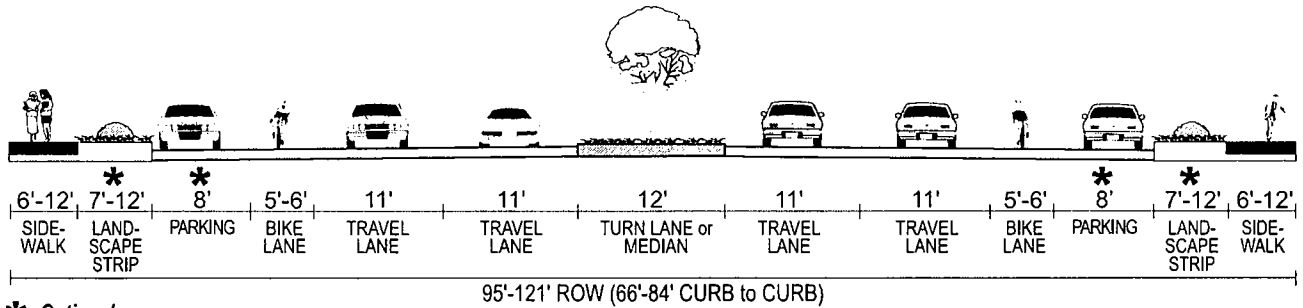


Table 8-5: Street Standards

Street Type	Right-of-Way Width	Curb-to-Curb Paved Width	Within Curb-to-Curb Area				Planting Strips or Tree Wells	Side-walks
			Motor Vehicle Travel Lanes	Median/Center Turn Lanes	Bike Lanes	On-Street Parking		
Arterials								
Boulevards:								
2-Lane Boulevard	60'-100'	32'-50'	11'	None	2 at 5-6'	8' bays	7'-12'	6'-12'
3-Lane Boulevard	70'-100'	44'-62'	11'	12'	2 at 5-6'	8' bays	7'-12'	6'-12'
5-Lane Boulevard	95'-121'	66'-84'	11'	12'	2 at 5-6'	8' bays	7'-12'	6'-12'
Avenues:								
2-Lane Avenue	60'-90'	30'-49'	10'-10.5'	none	2 at 5-6'	8' bays	7'-12'	6'-12'
3-Lane Avenue	70.5'-97.5'	41.5'-60.5'	10'-10.5'	11.5'	2 at 5-6'	8' bays	7'-12'	6'-12'
Collectors								
Residential:								
No Parking	50'-60'	22'	11'			None	7'-8'	6'-12'
Parking One Side	50'-80'	25'-27'	9'-10'			7' lane	7'-8'	5'-12'
Parking Both Sides	57'-80'	32'-34'	9'-10'			7' lanes	7'-8'	5'-12'
Commercial (Collectors and Local Streets):								
Parallel One Side	55'-80'	28'-40'	10'	As per traffic calming	5'-6'	8' lane	7'-8'	6'-12'
Parallel Both Sides	63'-80'	36'-48'	10'		5'-6'	8' lanes	7'-8'	6'-12'
Angled Parking One Side	65'-80'	37'-56'	10'		5'-6'	Varies	7'-8'	6'-12'

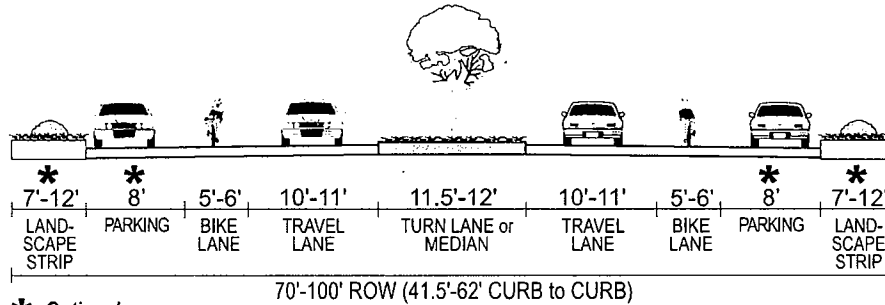
Street Type	Right-of-Way Width	Curb-to-Curb Paved Width	Within Curb-to-Curb Area				Planting Strips or Tree Wells	Side-walks
			Motor Vehicle Travel Lanes	Median/Center Turn Lanes	Bike Lanes	On-Street Parking		
Angled Parking Both Sides	81'-100'	54'	10'		5'-6'	Varies	7'-8'	6'-12'
<u>Local Streets</u>				As per traffic calming				
Parking One Side	50'-60'	28'	20'		2 at 5'-6'	7' lane	4'-12'	5'-6'
Parking Both Sides	56'-60'	32'	18'		2 at 5'-6'	7.5' lanes	4'-12'	5'-6'
No Parking	36'-56'	20'	20'		2 at 5'-6'	None	4'-12'	5'-6'

Arterial - 5 Lane



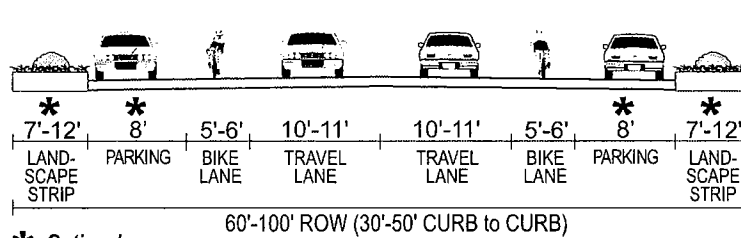
* -Optional

Arterial - 3 Lane



* -Optional

Arterial - 2 Lane

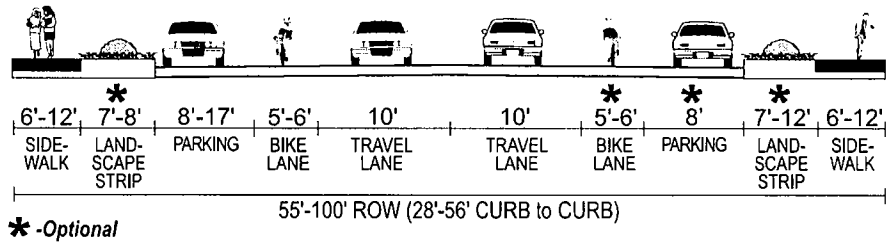


* -Optional

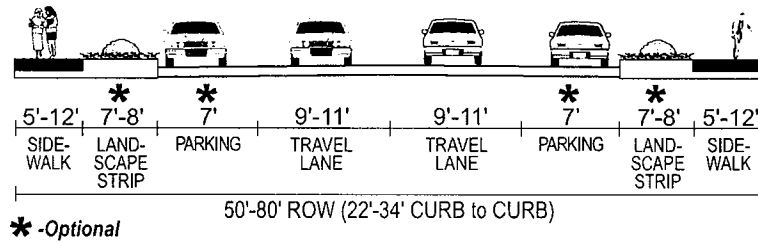
Note:
Detailed Street Standards are identified in Cottage Grove Development Code 3.4.100

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Commercial Collector



Residential Collector



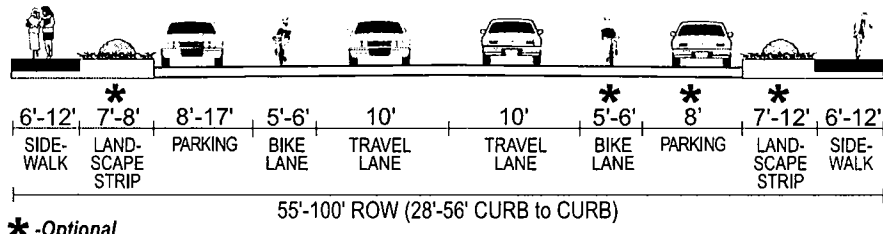
Notes:

Detailed Street Standards are identified in Cottage Grove Development Code 3.4.100

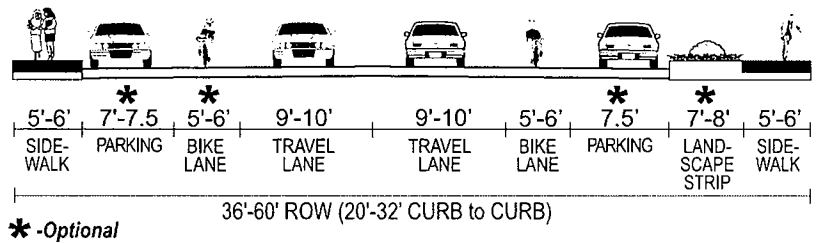
Bike lanes should be included on collectors when ADT >3000

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Commercial Local



Residential Local



Notes:
Detailed Street Standards are identified in Cottage Grove Development Code 3.4.100

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Street Right-of-Way Needs

Wherever arterial or collectors cross each other, planning for additional right-of-way to accommodate turn lanes should be considered within 500 feet of the intersection. Specific right-of-way needs will need to be monitored continuously through the development review process to reflect current needs and conditions. This will be necessary since more specific detail may become evident in development review which requires improvements other than those outlined in this 20 year general planning assessment of street needs.

Transportation Demand Management (TDM)

Transportation Demand Management (TDM) is the general term used to describe any action that removes single occupant vehicle (SOV) trips from the roadway network during peak travel demand periods. As growth in the Cottage Grove area occurs, the number of vehicle trips and travel demand in the area will also increase. The ability to change a user's travel behavior and provide alternative mode choices will help accommodate this growth. The City of Cottage Grove is below the population threshold⁴ that requires a formal TDM program, but some elements of the program could be suggested to local employers and agencies.

Generally, TDM focuses on reducing vehicle miles traveled and promoting alternative modes of travel for large employers of an area. Research has shown that a comprehensive set of complementary policies implemented over a large geographic area can have an effect on the number of vehicle miles traveled to/from that area.⁵ However, the same research indicates that in order for TDM measures to be effective, they should go beyond the low-cost, uncontroversial measures commonly used such as carpooling, transportation coordinators/associations, priority parking spaces, etc. Setting TDM goals and policies for new development will be necessary to help implement TDM measures in the future.

The more effective TDM measures include elements related to parking and congestion pricing, improved services for alternative modes of travel, and other market-based measures. However, TDM includes a wide variety of actions that are specifically tailored to the individual needs of an area. Table 8-6 provides a list of several strategies that could be applicable to the Cottage Grove area.

Table 8-6: Transportation Demand Management Strategies

Strategy	Description	Potential Trip Reduction
Telecommuting	Employees work at home or at a work center closer to home, rather than commuting from home to work. This can be full time or on selected workdays. This can require computer equipment to be most effective.	82-91% (Full Time) 14-36% (1-2 day/wk)
Compressed Work Week	Schedule where employees work their regular scheduled number of hours in fewer days per week.	7-9% (9 day/80 hr) 16-18% (4 day/40 hr) 32-36% (3 day/36 hr)

⁴ Cities above 25,000 population are required to develop and implement Transportation Demand Management Programs to comply with state Transportation Planning Rule requirements, section 020.

⁵ *The Potential for Land Use Demand Management Policies to Reduce Automobile Trips*, ODOT, by ECO Northwest, June 1992.

Strategy	Description	Potential Trip Reduction	
Transit Pass Subsidy	For employees who take transit to work on a regular basis, the employer pays for all or part of the cost of a monthly transit pass.	19-32% (full subsidy, high transit service) 2-3% (half subsidy, medium transit service)	
Cash Out Employee Parking	An employer that has been subsidizing parking (free parking) discontinues the subsidy and charges all employees for parking. An amount equivalent to the previous subsidy is then provided to each employee, who then can decide which mode of travel to use.	<u>Reduction</u> 8-20% 5-9% 2-4%	<u>Transit</u> High Medium Low
Reduced Parking Cost for HOVs	Parking costs charged to employees are reduced for high occupancy vehicles (HOV) such as carpools and vanpools.	1-3%	
Alternative Mode Subsidy	For employees that commute to work by modes other than driving alone, the employer provides a monetary bonus to the employee.	21-34% (full subsidy of cost, high alternative modes) 2-4% (half subsidy of cost, medium alternative modes)	
Bicycle Program	Provides support services to those employees that bicycle to work. Examples include: safe/secure bicycle storage, shower facilities and subsidy of commute bicycle purchase.	0-10%	
On-site Rideshare Matching for HOVs	Employees who are interested in carpooling or vanpooling provide information to a transportation coordinator regarding their work hours, availability of a vehicle and place of residence. The coordinator then matches employees who can reasonably rideshare together.	1-2%	
Provide Vanpools	Employees that live near each other are organized into a vanpool for their trip to work. The employer may subsidize the cost of operation and maintaining the van.	15-25% (company provided van with fee) 30-40% (subsidized van)	
Gift/Awards for Alternative Mode Use	Employees are offered the opportunity to receive a gift or an award for using modes other than driving alone.	0-3%	
Walking Program	Provide support services for those who walk to work. This could include buying walking shoes or providing lockers and showers.	0-3%	
Company Cars for Business Travel	Employees are allowed to use company cars for business-related travel during the day	0-1%	
Guaranteed Ride Home Program	A company owned or leased vehicle or taxi fare is provided in the case of an emergency for employees that use alternative modes.	1-3%	
Time off with Pay for Alternative Mode Use	Employees are offered time off with pay as an incentive to use alternative modes.	1-2%	

Source: *Guidance for Estimating Trip Reductions from Commute Options*, Oregon Department of Environmental Quality, August 1996.

With many regional trips destined to, or traveling through, the Cottage Grove area, region wide TDM measures should help to reduce congestion. Increase in travel by non-SOV modes can only be achieved with significant improvements to the transportation system and implementation of trip reduction strategies.

Future Capacity Analysis

Analysis of future conditions with the current (no-build) roadway network in place was discussed in Chapter 4. The following analysis includes previously identified arterial and collector roadway additions. The projects included in this scenario (listed below) were identified in the 1998 TSP and were considered by City staff to remain as potential improvements to the transportation system. These projects create connections that provide alternative routes of travel within Cottage Grove and improve overall transportation system connectivity. As the number of routing options increases, the travel demand placed on more congested roadways may be lessened.

The following projects are included in this scenario:

New Arterial Roadways:

- Gateway Boulevard Extension – from Taylor Avenue to Cleveland Avenue
- Cleveland Avenue Extension – from Gateway Boulevard Extension to 6th Street
- Cleveland Avenue Extension – from west end to OR 99 / R Street
- R Street Extension – complete from Sweet Lane to OR 99

New Collector Roadways:

- Gates Road Extension – complete from Gowdyville Rd to Harrison Avenue.
- Blue Sky Lane Extension – complete from Harrison Avenue to Sweet Lane
- Lincoln Avenue Extension – from east end to Gateway Boulevard Extension

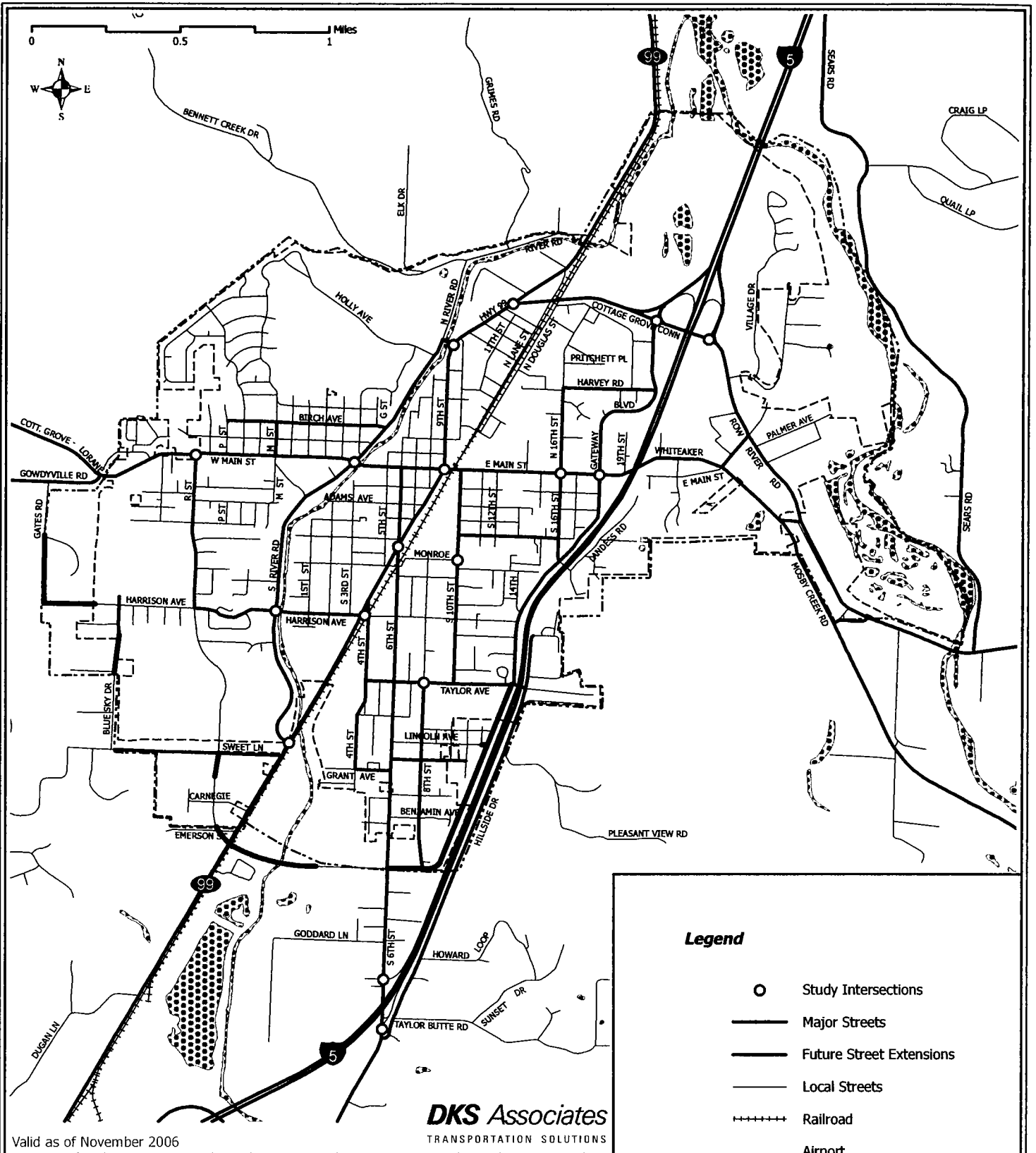
The future streets assumed are illustrated in Figure 8-4.

The projected growth in traffic volumes over the next 20 years was added to the new roadway network to examine future performance at the study intersections. As in the case of no-build scenario (no improvements to the existing roadway system - as identified in Chapter 4), expected growth would result in significant increases in traffic volumes at most intersections. The 2025 operational analysis (summarized in Table 8-7), including previously identified projects described above, found many study intersections would reach or exceed full capacity and experience high levels of congestion and delay without additional improvements to the existing transportation system.

These new roadway projects result in a new distribution of forecasted trips across the city, as travelers may choose new and more direct routes. Although most study intersections that failed to meet performance standards in the no build scenario (Table 4-7) continue to fail, the performance at some intersections have improved as demand is shifted to new roadways. Two

intersections (OR 99 at River Road and Harrison Avenue at River Road) no longer fail to meet performance standards, as traffic shifts to R Street as a result of its extension to OR 99.

Performance standards for ODOT facilities are set by ODOT. Recommended performance standards for city streets are defined in this TSP (as defined for city streets in Chapter 10) and are the standards by which intersections of city streets should be measured when not including a roadway under Lane County or ODOT jurisdiction.



Valid as of November 2006

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Transportation System Plan

FIGURE 8-4

Future Streets

Legend










-  Study Intersections
-  Major Streets
-  Future Street Extensions
-  Local Streets
-  Railroad
-  Airport
-  Urban Growth Boundary
-  City Limits
-  Water



Table 8-7: Previously Identified Projects Scenario - 2025 Study Intersection Level of Service - PM Peak Hour

Intersection	Level of Service	Average Delay (Sec)	Volume / Capacity	Performance Standard	Standard Met?
<i>Signalized Intersections</i>					
I-5 SB Ramp/Cottage Grove Connector	F	136	>1	0.80	No
I-5 NB Ramp/Row River Road	C	24	0.89	0.80	No
OR 99/Woodson Place	C	23	0.87	0.80	No
OR 99/Main Street	F	108	>1	0.80	No
OR 99/6 th Street	B	13	0.66	0.80	Yes
OR 99/4 th Street	C	21	0.54	0.80	Yes
Main Street/River Road	B	20	0.72	0.90	Yes
Main Street/16 th Street	C	24	0.87	0.90	Yes
Main Street/Gateway Boulevard	F	86	>1	0.90	No
<i>Unsignalized Intersections</i>					
OR 99/River Road	A / C	5	0.05 / 0.49	0.75	Yes
Harrison Avenue/River Road*	B	15	0.68	E	Yes
Main Street/R Street	A / C	6	0.10 / 0.50	E	Yes
Monroe Avenue/10 th Street	A / B	2	0.02 / 0.08	E	Yes
Taylor Avenue/8 th Street*	A	9	0.28	E	Yes
I-5/6 th Street (southbound off ramp)	A / B	5	0.00 / 0.26	0.75	Yes
I-5 NB Ramp OFF Ramp (Southbound Right) /Row River Road	A / C	1	0.00 / 0.29	0.80	Yes
OR 99/Cottage Grove Connector (OR 99 northbound & southbound)	A / F	77	>1	0.80	No
OR 99/Cottage Grove Connector (CGC northbound right turn)	A / C	4	0.17 / 0.38	0.80	Yes
OR 99/Cottage Grove Connector (OR 99 eastbound left turn)	A / F	60	>1	0.80	No

Notes: Unsignalized Intersection Operations:

A/A = Major street turn LOS / Minor street turn LOS

#/# = Major street turn v/c / Minor street turn v/c

Signalized and All-Way Stop Intersections:

Delay = Average vehicle delay in the peak hour for entire intersection in seconds.

* All-Way Stop Intersection

Project Alternatives

While the previously identified projects address some of the future operational issues in the southern part of the City, most problem intersections in the northern section of the city remain below operational standards. A variety of strategies can be used to address these issues including: signalizing intersections that are currently unsignalized, limiting vehicular movements to streamline intersection operations, adding turn lanes to improve capacity of vehicles moving through an intersection, adding roadway capacity along existing roadways, or providing an alternative travel route through the addition of new roadways. Each of these strategies has benefits, drawbacks and costs associated with them and must be balanced with the uses for the roadways, and needs of pedestrians, bicyclists, and transit, as well as the desired land use and character of the surrounding area.

Addressing Future Operation Deficiencies

The following sections describe transportation alternatives considered to address operational issues at each of the study intersections that do not meet operational standards in the Previously Identified Projects Scenario. Alternatives considered are based on input received from public meetings, City and ODOT staff, and TSP Advisory Committee meetings.

Several study intersections have operational issues for which a solution that meets PM peak hour performance standards for motor vehicles is not recommended. The alternatives for addressing motor vehicle performance deficiencies are typically:

- Increase capacity to handle expected demand by adding turn lanes or widening the mainline.
- Improve operational performance by signalizing the intersection, limiting some movements (prohibiting turns), or improving signal timing.
- Provide alternative routes of travel to reduce traffic through the intersection.

The failing study intersections are already signalized and would not meet standards with the addition of turn lanes. Given the existing land use patterns and the expressed desire of the City to retain its character, alternative routes or turn prohibitions are not feasible at some of these intersections. Without additional through lane capacity, these intersections will not meet operational standards. At locations such as the intersection of OR 99 and Main Street (near the center of historic downtown Cottage Grove), roadway widening would be both very costly and undesirable for the City due to impacts to the character of the area. To attain consistency with the plan, the minimum acceptable operational standards will need to be modified, as discussed for city streets in Chapter 10. Any modifications to standard performance standards would require an amendment to the *Oregon Highway Plan*, which is overseen by the Oregon Transportation Commission.

Improvements to State Facilities

- I-5 Southbound Ramp at the Cottage Grove Connector and Gateway Boulevard

The addition of a northbound right turn lane has been previously considered and would improve intersection operations, but not result in performance that meets operational standards. A second eastbound left turn lane or an additional eastbound right turn lane

would also improve operations but not enough to meet standards.

The largest traffic movements at the intersection are eastbound and westbound through traffic. To meet operational standards under 2025 forecasted volumes, the Cottage Grove Connector would need to be widened to two through lanes in both eastbound and westbound directions with additional northbound and eastbound right turn lanes. (These improvements would result in a V/C ratio of 0.80). However, additional capacity along the Connector would most likely push the problem to the nearest adjacent intersection where capacity becomes limited. Moreover, physical constraints exist to the east of the intersection (at the I-5 bridge, which does not have room for additional lanes under the current configuration) and west of the intersection (on the Cottage Grove Connector bridge crossing the railroad).

Given the potential costs of capacity improvements along with the expressed desire of the City to maintain the character of the historical downtown area and support pedestrian, bicycle and transit modes, expansion of the Cottage Grove Connector to four lanes was not analyzed further. Expansion of other east/west routes was considered to draw traffic away from the Cottage Grove Connector. However, no nearby capacity expansions were considered desirable given existing housing and development along potential routes. Intersection operations will likely remain below operational standards during the PM peak hour with the forecasted growth. Delays will be significant during this period but operations are expected to be adequate outside of the peak hour.

A low-cost strategy of re-striping the south leg of the intersection (Gateway Boulevard) to add a northbound right turn lane in place of one of the southbound lanes would immediately improve intersection operations during the PM peak hour, although the theoretical V/C would remain above one. Most of Gateway Boulevard is currently a three lane roadway (with a center turn lane) north through the intersection with Harvey Road. Under this scenario, the three lane section would be extended to the Cottage Grove intersection. The middle turn lane will allow for continued turn movements into the nearby commercial areas while improving the intersection's traffic operations.

Although several potential solutions have been suggested to address the issues along the Cottage Grove Connector at the I-5 southbound intersection, an Interchange Area Management Plan (IAMP) is recommended for further detailed analysis. An IAMP is a joint effort between the local jurisdiction and the state to determine how best to manage an interchange area with a focus on access management, signal spacing, operations, and safety. The IAMP should include the Cottage Grove Connector from the I-5 northbound to OR 99. The Cottage Grove Connector, OR 99 and the I-5 ramps are all under ODOT jurisdiction. The study could be extended to address issues along OR 99 at the intersections with Woodson Place and Main Street as well.

- I-5 Northbound Ramp at the Cottage Grove Connector and Row River Road

An additional eastbound left turn lane would meet future operational standards. The addition of such a lane would require a non-standard design due to the proximity of the I-5 overpass or reconstruction of the I-5 Bridge. Given this constraint and the potential design concerns, an additional eastbound left turn lane was not considered further.

As with the I-5 southbound ramp, the dominant movements at the intersection are made

by eastbound and westbound through travelers. Capacity expansion to two lanes in the eastbound/westbound directions would address operational issues but is expected to be very costly due to the proximity of the highway overpass and is likely to push operational deficiencies to adjacent intersections. As with the I-5 southbound ramp, future operational deficiencies will likely be limited to the PM peak hour.

- OR 99 at the Cottage Grove Connector

The existing configuration meets operational standards for existing traffic volume but creates confusion for drivers entering the intersection and presents a significant safety issue for pedestrians due to wide roadways, a lack of designated crossings, and high speeds of vehicles traveling westbound (downhill from a 40 mile per hour section of the railroad crossing overpass) to the intersection. Under 2025 future conditions, the intersection fails to meet operational standards for an unsignalized intersection. The intersection is located approximately 2,000 feet from the southbound I-5 ramps.

A roundabout was considered as a reasonable alternative to handle the traffic volumes but was ruled out due to the approach grade between the Cottage Grove Connector bridge (passing over the railroad tracks to the east of OR 99) and the intersection. A signal is recommended to more efficiently move traffic through the intersection and to improve pedestrian safety with push-button signals and crosswalks. The intersection would meet preliminary traffic signal warrants (as illustrated in Technical Appendix M.)

Several configurations were considered for alignment of the signalized intersection. Conversion to a standard “T” intersection would necessitate two west bound left turn lanes in order to meet operational standards. The largest traffic movements are between the east leg (Cottage Grove Connector) and the south leg of OR 99. For this reason, the intersection should be configured so through movements occur between the Cottage Grove Connector and the south leg of OR 99. This reconfigured intersection would require traffic traveling southbound on OR 99 to make a right turn to continue on OR 99 south, and a left turn to travel eastbound on the Cottage Grove Connector. Northbound OR 99 traffic would need to make a left turn at the intersection to continue north. As these volumes are relatively small compared to the traffic between the Cottage Grove Connector and OR 99 to the south, this configuration produces better intersection operations. With this alignment, the intersection would meet applicable performance standards with a V/C ratio of 0.89 and a LOS C.

- The Woodson Bridge at OR 99

Although the intersection currently performs adequately according to performance standards, the short length of the bridge creates queuing concerns during peak periods. Suggestions included adding lanes to the bridge, realigning the bridge, or prohibiting some turn movements at the intersection. Bridge reconstruction would be costly and additional lanes along the bridge would not significantly improve queuing. Prohibiting turns would result in rerouting of trips along River Road, as there are few nearby river crossing alternatives. Travelers would have to drive significantly greater distances to get to some destinations. Limiting turns at the intersection might also place greater pressure on the intersection of OR 99 and Main Street. New alignments would require costly land acquisition and bridge constructions and would not significantly improve intersection operations.

Constructing the roadway extensions identified previously (Gateway Boulevard, Cleveland Avenue, and R Street) would provide an alternative route of travel from some vehicles traveling along OR 99 and would therefore reduce traffic at this intersection. Although the new roadway would relieve congestion at the intersection, it would not meet future performance standards unless intersection capacity was increased. This could be achieved by increasing the duration of the signal cycle, however this is likely to exacerbate the queuing issues at the bridge. Other alternatives to increase intersection capacity include bridge expansion or the addition of through lanes along OR 99. Widening OR 99 to include two additional through lanes results in a V/C ratio of 0.616 and LOS B.

Although crash rates do not appear to be higher than expected, given the queuing concerns, the intersection should be monitored as traffic volumes increase.

The bridge also presents a pedestrian and bicycle issue due to narrow lanes and sidewalks. A new bicycle and pedestrian bridge adjacent to the existing Woodson Bridge would provide good connectivity to existing sidewalks and bike lanes and is included in the Bicycle and Pedestrian Master Plans.

- OR 99 at Main Street

The existing intersection is located in the historic downtown making roadway expansion or additional turn lanes at the intersection undesirable and costly. Several alternatives were considered including prohibition of certain turn movements, but no options improved intersection performance enough to meet operational standards. To reach the applicable performance standard, additional through lanes would need to be added northbound and southbound as well as dedicated right turn lanes on all approaches. These improvements would result in a V/C ratio of 0.89 and LOS D.

As with the Cottage Grove Connector, creating an alternative east/west connection between OR 99 and Gateway Boulevard would lesson the traffic volumes traveling on Main Street. Several locations for new or upgraded connections were considered, but all would have to be built on existing housing and/or existing land uses requiring property acquisition. No new roadways were considered to be desirable additions to the character of the existing city.

Recommendations for the intersection include those suggested in the Downtown Revitalization and Refinement Plan⁶. This plan introduced a slight curve to increase sight distance on OR 99 north of Main Street. As OR 99 is a state facility, ODOT approval would be required to proceed with any improvements at this intersection.

- OR 99 at South River Road

Constructing the roadway extensions identified previously (Gateway Boulevard, Cleveland Avenue, and R Street) would provide an alternative route of travel and reduce traffic at this intersection. To meet performance standards without these new roadways, South River Road would need to be widened for the addition of an eastbound left turn lane.

⁶ Cottage Grove Downtown Revitalization and Refinement Plan, CH2Mhill, Alta Planning, Angelo Eaton Associates, June 2005.

Improvements to City Roadways

- Gateway Boulevard at Main Street

The addition of right turn lanes to eastbound, westbound and southbound approaches improves intersection performance but not enough to a level that meets city performance standards (V/C ratio under 0.90) during the PM peak hour. Like OR 99 at Main Street and Cottage Grove Connector with I-5 southbound ramp intersections, the east/west volumes are the highest volumes at the intersections. Without increasing the number of through lanes or providing an alternative parallel route of travel, intersection operations are not forecasted to meet city operational standards. Adding through lanes on Main Street and adjusting signal timing would result in operational standards being met with a V/C ratio of 0.86 and LOS D.

- Harrison Avenue at South River Road

Constructing the roadway extensions identified previously (Gateway Boulevard, Cleveland Avenue, and R Street) would provide an alternative route of travel and reduce traffic at this intersection. Without these new roadways, a traffic signal would be needed to meet performance standards. As a signalized intersection, performance standards would result in a V/C ratio of 0.61 and LOS B. However, the intersection would not meet preliminary traffic signal warrants (as illustrated in Technical Appendix M).

- Harrison Avenue Extension

Given the future operational deficiencies along the Cottage Grove Connector and Main Street, an alternative east/west connection between OR 99 and Gateway Boulevard was considered. Several potential alignments were analyzed, but given existing land uses, Harrison Avenue was considered the most desirable location. Expansion of this roadway would require land acquisition along several stretches where no current roadway exists. (The Harrison Avenue extension is illustrated as project number 8 in Figure 8-5.)

- Withycombe Avenue Extension

Building a bridge to connect Withycombe Avenue to River Road would create an additional river crossing and relieve traffic demand on the Woodson Bridge and potentially the intersection of Main Street and OR 99. The intersection could be tied in to a reconfigured four-way intersection at the Cottage Grove Connector and OR 99. Woodson Bridge could be altered to allow for pedestrian and bicycle traffic by prohibiting motor vehicles entirely or allowing only specific vehicle movements. Project costs for the Withycombe Avenue extension would be substantial as a new bridge would need to be constructed, land acquisition would be required, and two intersections would likely need to be reconfigured (at River Road and at OR 99). The project location is illustrated as project number 20 in Figure 8-5.

Pursuing an extension of Withycombe Avenue should be considered in conjunction with the findings of an ODOT Interchange Area Management Plan. The addition of a river crossing would have impacts to OR 99 intersections at Woodson Place and the Cottage Grove Connector. The intersection of OR 99 and Cottage Grove Connector may need to be configured to include Withycombe Avenue if it is extended to River Road and upgraded to a collector.

Addressing Future Safety Concerns

The following sections describe additional projects to improve the motor vehicle system. Transportation alternatives are considered to address operational issues at each of the study intersections that do not meet operational standards in the Previously Identified Projects Scenario.

- OR 99 between Woodson Place and the Cottage Grove Connector

This is a four lane section of roadway that presents a significant barrier to pedestrians. It is recommended that the roadway be converted to a three lane section (with a two way left turn lane in the middle). As both road sections to the north and to the south (as well as the Cottage Grove Connector) have fewer lanes, the capacity is sufficient under current operating conditions. The roadway section to the south (9th Street) is a three lane roadway. To the north, OR 99 becomes a two lane roadway. The middle turn lane would improve safety for turning movements between residential areas to the south of OR 99 as well as the commercial uses to the north.

The additional right of way gain from decreasing motor vehicle lanes from four to three could allow for pedestrian and bicycle facilities such as bike lanes or construction of a pedestrian refuge for crossing near Ray's grocery store (on the northwest side of OR 99).

Although three lanes provide sufficient capacity with existing volumes, if improvements are made at the intersection of OR 99 and the Cottage Grove Connector, 2025 future volumes may be high enough to necessitate four lanes. Therefore, restriping this section of the roadway to three lanes is recommended as a temporary solution until motor vehicle volumes create the demand for four lanes and other improvements are made to accommodate pedestrians and bicyclists. The recommended lane reduction shall require full analysis of this segment prior to ODOT approval.

New Traffic Signals (Previously Identified)

Adding traffic signals with marked crosswalks and pedestrian push button controls to intersections will improve safety for pedestrians by providing additional crossing points and will improve connectivity for the pedestrian system. Traffic signals are typically added to improve motor vehicle operations when higher volumes create delays that warrant signalized intersectional control. Several intersections have been previously identified as warranting new traffic signals. Traffic operations at these intersections have not been analyzed for this study, but have been incorporated per direction of staff. The addition of new traffic signals are planned for the following intersections:

- Row River Road and Jim Wright Way
- Row River Road and Thornton Road
- Mosby Creek Road and Thornton Road
- Main Street and M Street

Close Access to Main Street from Lane Street

Recommendations suggested in the Downtown Revitalization and Refinement Plan⁷ included closing Lane Street at its south end to improve the operations and safety along Main Street between OR 99 and 10th Street. The TSP supports adoption of the motor vehicle, pedestrian, and bicycle elements of the Downtown Revitalization and Refinement Plan. The location of the proposed Lane Street access closure to Main Street is illustrated in Figure 8-5 as project number 15.

Motor Vehicle Master Plan

The Motor Vehicle Master Plan combines both improvement projects identified in the previous TSP and those determined as the outcome of the Cottage Grove TSP update analysis. The planning level cost estimates provided are based on general unit costs for transportation improvements, but do not necessarily reflect the unique project elements that can significantly add to project costs. Each of these project costs will need further refinement to detail right-of-way requirements and costs associated with special design details as projects are pursued. The estimated cost to obtain required right-of-way was included in all of the roadway widening projects. Table 8-8 summarizes the motor vehicle projects identified to meet the needs of the City of Cottage Grove. The motor vehicle project locations are illustrated in Figure 8-5.

⁷ Cottage Grove Downtown Revitalization and Refinement Plan, CH2Mhill, Alta Planning, Angelo Eaton Associates, June 2005.

Table 8-8: Motor Vehicle Master Plan Project List

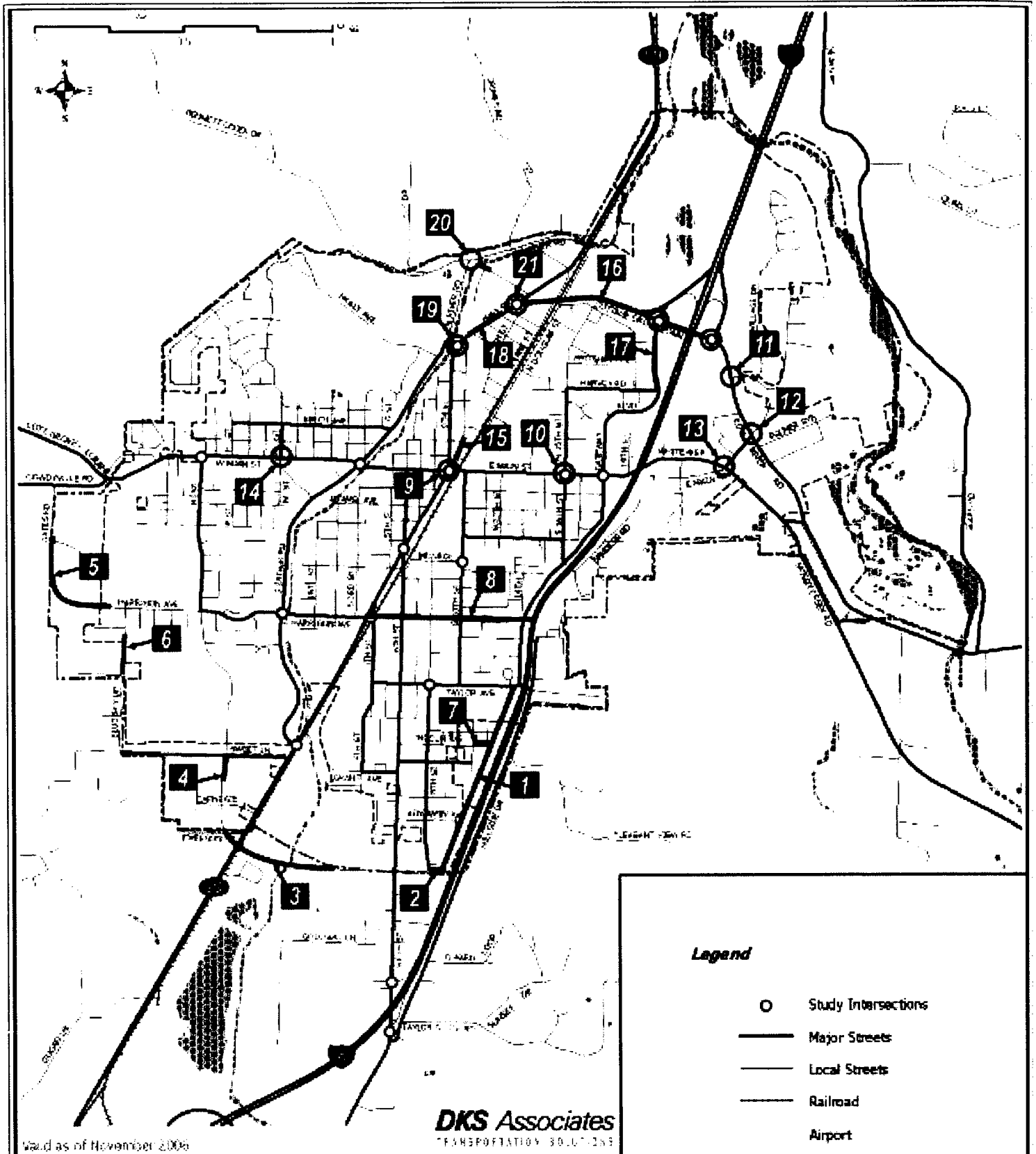
#	Project	Cost (2007\$)
<i>New Roadways</i>		
1	Gateway Boulevard Extension – from Taylor Avenue to Cleveland Avenue	\$3,000,000*
2	Cleveland Avenue Extension – from Gateway Boulevard Extension to 6 th St.**	\$1,000,000*
3	Cleveland Avenue Extension – from west end to OR 99 / R Street ** ***	\$4,200,000*
4	R St. Extension – complete from Sweet Ln. to Cleveland Avenue Extension ***	\$600,000*
5	Gates Road Extension – complete from Gowdyville Road to Harrison Avenue	\$2,400,000*
6	Blue Sky Drive Extension – complete from Harrison Avenue to Sweet Ln.	\$900,000*
7	Lincoln Avenue Extension – from east end to Gateway Boulevard Extension	\$200,000*
8	Harrison Avenue Extension – complete from OR 99 to Gateway Boulevard ***	\$2,500,000*
<i>Other Projects</i>		
9	Realignment of OR 99 and Main Street Intersection as recommended in Downtown Revitalization and Refinement Plan ***	\$800,000****
10	Addition of a southbound left turn lane at 16 th Street and Main Street Intersection	\$400,000*
11	Intersection improvements at Row River Road and Jim Wright Way Intersection	\$200,000
12	New traffic signal at Row River Road and Thornton Road Intersection	\$200,000
13	New traffic signal at Mosby Creek Road and Thornton Road Intersection	\$200,000
14	New traffic signal at Main Street and M Street Intersection	\$200,000
15	Close Access to Main Street from Lane Street	\$10,000
16	Initiate IAMP for I-5/Cottage Grove Connector/OR 99 Corridor ***	-
17	Restripe Gateway Boulevard to 3 lanes from Harvey Road to Cottage Grove Connector ***	\$10,000
18	Restripe OR 99 to 3 lanes from Woodson Bridge to Cottage Grove Connector ***	\$10,000
19	Reconstruct and realign Woodson Bridge at intersections with River Road and OR 99. ***	\$5,000,000*
20	Extend Withycombe Avenue to River Road including a new bridge and signalized intersection at River Road.	\$3,300,000*
21	Add intersection improvements at the intersection of OR 99 and Cottage Grove Connector ***	\$1,000,000

*Includes estimated costs for right of way acquisition.

**Project is located outside of current UGB. UGB expansion and a jurisdiction change to a City facility would be required prior to roadway extension.

***Requires ODOT approval.

****To be conducted as part of Downtown Revitalization and Refinement Plan. Preferred Alternative short-term projects estimated at \$760,000 in 2005 dollars.



Valid as of November 2006

DKS Associates
TRANSPORTATION SOLUTIONS



Transportation System Plan
FIGURE 8-5
Motor Vehicle
Master Plan Projects

Legend

- Study Intersections
- Major Streets
- Local Streets
- Railroad
- Airport
- Urban Growth Boundary
- City Limits
- Water
- Project Location
- Project Number

Table 8-8: Motor Vehicle Master Plan Project List

#	Project	Cost (2007\$)
<i>New Roadways</i>		
1	Gateway Boulevard Extension – from Taylor Avenue to Cleveland Avenue	\$3,000,000*
2	Cleveland Avenue Extension – from Gateway Boulevard Extension to 6 th St.**	\$1,000,000*
3	Cleveland Avenue Extension – from west end to OR 99 / R Street **/**	\$4,200,000*
4	R St. Extension – complete from Sweet Ln. to Cleveland Avenue Extension ***	\$600,000*
5	Gates Road Extension – complete from Gowdyville Road to Harrison Avenue	\$2,400,000*
6	Blue Sky Drive Extension – complete from Harrison Avenue to Sweet Ln.	\$900,000*
7	Lincoln Avenue Extension – from east end to Gateway Boulevard Extension	\$200,000*
8	Harrison Avenue Extension – complete from OR 99 to Gateway Boulevard ***	\$2,500,000*
<i>Other Projects</i>		
9	Realignment of OR 99 and Main Street Intersection as recommended in Downtown Revitalization and Refinement Plan ***	\$800,000****
10	Addition of a southbound left turn lane at 16th Street and Main Street Intersection	\$400,000*
11	Intersection improvements at Row River Road and Jim Wright Way Intersection	\$200,000
12	New traffic signal at Row River Road and Thornton Road Intersection	\$200,000
13	New traffic signal at Mosby Creek Road and Thornton Road Intersection	\$200,000
14	New traffic signal at Main Street and M Street Intersection	\$200,000
15	Close Access to Main Street from Lane Street	\$10,000
16	Initiate IAMP for I-5/Cottage Grove Connector/OR 99 Corridor ***	-
17	Restripe Gateway Boulevard to 3 lanes from Harvey Road to Cottage Grove Connector ***	\$10,000
18	Restripe OR 99 to 3 lanes from Woodson Bridge to Cottage Grove Connector ***	\$10,000
19	Reconstruct and realign Woodson Bridge at intersections with River Road and OR 99. ***	\$5,000,000*
20	Extend Withycombe Avenue to River Road including a new bridge and signalized intersection at River Road.	\$3,300,000*
21	Add intersection improvements at the intersection of OR 99 and Cottage Grove Connector ***	\$1,000,000

*Includes estimated costs for right of way acquisition.

**Project is located outside of current UGB. UGB expansion and a jurisdiction change to a City facility would be required prior to roadway extension.

***Requires ODOT approval.

****To be conducted as part of Downtown Revitalization and Refinement Plan. Preferred Alternative short-term projects estimated at \$760,000 in 2005 dollars.

Motor Vehicle Action Plan

A motor vehicle system action plan project list was created to identify motor vehicle projects that are reasonably expected to be funded by the year 2025, which meets the requirements of the updated Transportation Planning Rule⁸. Table 8-7 and 8-8 shows the action plan identified in the TSP update analysis.

The costs outlined to maintain the existing roadway system including operations and capital improvements to existing facilities over 18 years exceeds projected revenues, as discussed in Chapter 10. Without additional revenue sources, the expected funding deficit which would not allow for any capital improvements projects that provide new capacity (new roadways, turn lanes, bike lanes, etc.)

Action Plan Projects (Table 8-9) are presented assuming a funding equivalent to a doubling of street SDC charges. Refer to Chapter 10 (Financing and Implementation) for details on the financial assumptions. Note that some projects listed in the Action Plan are anticipated to be funded by ODOT or private development. Costs for these non-City projects have not been included in the estimates in Table 8-9, but are included in the Master Plan for illustrative purposes.

⁸ *OAR Chapter 660*, Department of Land Conservation and Development, Division 012, Transportation Planning, adopted on March 15, 2005, effective April 2005.

Table 8-9: Motor Vehicle Action Plan Projects (2007 Dollars)

Project	Improvement	Estimated City Cost	Priority
<i>City Projects</i>			
Intersection Improvements	Intersection improvements at Row River Road and Jim Wright Way Intersection including full pedestrian crosswalk	\$200,000	Short Term
Traffic Signal	New traffic signal at Row River Road and Thornton Road Intersection	\$200,000	Short Term
Traffic Signal	New traffic signal at Mosby Creek Road and Thornton Road Intersection	\$200,000	Short Term
Traffic Signal	New traffic signal at Main Street and M Street Intersection	\$200,000	Short Term
Gateway Boulevard Restripe*	Restripe Gateway Boulevard to 3 lanes (and bike lanes) from Harvey Road to Cottage Grove Connector	\$10,000	Short Term
Main Street Access Management	Close Access to Main Street from Lane Street	\$10,000	Mid Term
Realign OR 99 at Main Street*	Realignment of OR 99 and Main Street Intersection as recommended in Downtown Revitalization and Refinement Plan	\$800,000 ⁹	Mid Term
Main Street at 16 th Street Turn Lane	Addition of a southbound left turn lane at 16th Street and Main Street Intersection	\$400,000	Long Term
<i>State Projects</i>			
Cottage Grove Connector - Interchange Area Management Plan	Initiate IAMP for I-5/Cottage Grove Connector/OR 99 Corridor	-	Short Term
OR 99 Restripe*	Restripe OR 99 to 3 lanes (and bike lanes) from Woodson Bridge to Cottage Grove Connector	\$10,000	Mid Term
Intersection Improvements *	Add intersection improvements at the intersection of OR 99 and Cottage Grove Connector	\$1,000,000	Long Term
<i>Private Development Projects</i>			
Gates Road Extension	New roadway from Gowdyville Road to Harrison Avenue	**	Long Term
Blue Sky Drive Extension	New roadway from Harrison Avenue to Sweet Ln.	**	Long Term

*Project would require ODOT approval.

**Construction costs to be covered by private development exactions.

The total costs for the above Action Plan would be approximately \$2.0 million without providing any funding for new roadways. The Action Plan focuses on projects that have already been initiated or may be completed without incurring large costs. The Action Plan at this level of funding does not provide funding for new roadways and therefore fails to address several operational issues noted in Chapter 4 in the southern portion of the city.

⁹ Cottage Grove Downtown Revitalization and Refinement Plan, CH2Mhill, Alta Planning, Angelo Eaton Associates, June 2005. Preferred Alternative short-term projects estimated at \$760,000 in 2005 dollars.

Additional funds would be used to fund either preliminary engineering plans or construction of portions of planned new roadways including the Gateway Boulevard, Cleveland Avenue, and R Street extensions. These additional roadways are considered to be high priority projects to provide mobility in the southern portion of the City, where significant residential growth is expected to occur. These projects relieve demand on existing roadways and improve operations at several intersections that would otherwise fail to meet performance standards.

An alternative course of action, with greater emphasis on bicycle and pedestrian projects, may be considered rather than the proposed Action Plan, which is focused on motor vehicle projects. However, with funding focused on bicycle and pedestrian projects, new roadways would likely not be constructed and significant operational deficiencies, as noted in Table 4-7, would occur at several intersections within the City.

Consideration must also be taken for the outcomes of the recommended Interchange Area Management Plan (IAMP) for the Cottage Grove Connector, OR 99, and interchanges with I-5. Although the study would be lead by ODOT, the decision making process related to projects, funding, and timing would involve significant City participation. The degree to which the City will choose to participate and financially support the projects that result from the IAMP are likely to significantly impact the scope and progress of projects in the study area.

Trucks

Efficient truck movement plays a vital role in the economical movement of raw materials and finished products. The establishment of through truck routes provides for this efficient movement while at the same time maintaining neighborhood livability, public safety, and minimizing maintenance costs of the roadway system. The objective of this route designation is to allow these routes to focus on design criteria that are “truck friendly”; i.e. 12-foot travel lanes, longer access spacing, 35-foot (or larger) curb returns, and pavement designs that accommodate a larger share of trucks. The only designated through truck route in the TSP study area remains I-5, although OR 99 is currently being used by larger trucks passing through the area due to height restrictions on I-5.

9. OTHER MODES

While auto, transit, bicycle and pedestrian transportation modes have a more significant effect on the quality of life in Cottage Grove, other modes of transportation must be considered as well. Future needs for rail, air, waterway and pipeline infrastructure are identified by their providers and are summarized below.

Policies

Several transportation system policies will be considered when planning and constructing facilities for transport by rail, air, water and pipeline in Cottage Grove. These policies are aimed at providing the City with assistance in directing its funds towards infrastructure projects that meet the goals of the City.

The policies related to transport by other modes are:

Overall

Policy 1: Develop a well connected transportation system across all modes and locations in the city.

Policy 2: Consider the impact of all land use decisions on the existing and planned transportation facilities.

Policy 3: Protect the function of existing and planned transportation systems as identified in the Street Plan, Bicycle Plan and Pedestrian Plan through application of appropriate land use regulations.

Standards

Policy 14: Consider commercial, industrial and recreational transportation needs in decisions about access management and in construction or reconstruction of roadways.

Policy 15: Prohibit land development from encroaching on setbacks required for potential street expansion.

Multi-Modal

Policy 20: Consider multi-modal contributions and linkages in evaluating and prioritizing street improvement projects.

Policy 21: Connect bikeways and pedestrian accessways with local and regional travel routes.

Policy 22: Foster the design and construction of bikeways and pedestrian accessways to minimize potential conflicts between transportation modes.

Policy 23: Consider opportunities for promoting interconnections between road, rail, and air freight transportation facilities.

Policy 24: Encourage demand management programs, such as carpooling and park-and-ride facilities, to reduce single-occupancy auto trips to and from Eugene-Springfield.

Rail

Policy 37: Increase economic opportunities for the State by having a viable and competitive rail system.

Policy 38: Strengthen the retention of local rail services.

Policy 39: Protect abandoned rail right-of-ways for alternative or future use.

Policy 40: Integrate rail freight considerations into land use planning process.

Policy 41: Consider adequate rail freight access for planned and existing development in the zoning of adjacent property.

Policy 42: Consult with freight rail service providers and the Oregon Department of Transportation Rail Division as appropriate, in the review of new development or other decisions that may impact freight rail lines or rail crossings.

Air

Policy 43: The function of existing or planned general use airports shall be protected through the application of appropriate and compatible land use designations.

Policy 44: Incompatible land uses shall be prohibited on the lands adjacent to the airport. Approved uses around the airport shall be required to provide an environment that will not be adversely impacted by and will be compatible with the airport and its operations.

Waterways

While the Willamette River travels through Cottage Grove and the Row River borders the city on the east side, no waterways are used for commercial transportation purposes within the study area. The waterways and surrounding park areas and trails are used for recreation. No plans were

identified for waterway infrastructure expansion. As such, no policies or recommendations in this area of transportation are provided for Cottage Grove.

Railroads

The Siskiyou Line, a short line freight railroad owned by Central Oregon & Pacific Railroad, runs parallel to OR 99 throughout most of the City. The Siskiyou Line track is maintained to Federal Railroad Administration Class 1 and 2 conditions. The route is used for freight hauling and provides a connection between Medford and Eugene. There are no passenger trains currently running through Cottage Grove. Passenger rail service on Amtrak is available in Eugene. The volume, length and schedule of the freight and passenger trains are not expected to change significantly over the 20 year planning horizon.

Freight rail traffic has caused blockage issues with delays exceeding 30 minutes resulting in detours for emergency response services and impacting school bus schedules. Public railroad crossings should not be blocked for longer than 10 minutes between 6 a.m. and 10 p.m., and 15 minutes between 10 p.m. and 6 a.m., although trains that are continuously moving in one direction may exceed these limits without penalty. The ODOT Rail Division enforces the crossing blockage rules and levies fines against railroads when blockage complaints are found to be valid. Blockage incidents should be reported to the ODOT rail division. City staff should familiarize themselves with blockage reporting procedures if the issues become a frequent concern.

Pipelines

No major pipelines are located in Cottage Grove. As such, no policies or recommendations in this area of transportation are provided for Cottage Grove.

Airport

The Cottage Grove State Airport is located in northeast Cottage Grove within the urban growth boundary. The airport is owned by the Oregon Department of Aviation and is used by small recreational planes or light jets. The airport has a daily average of 46 aircraft operations (take-offs and landings).

The airport is recognized as an important transportation facility. Its operation, free from conflicting land uses, is in the best interests of the citizens of the City. Several policies related to air travel are identified in Chapter 2 and are consistent with the Airport Master Plan (1988). The airport's runway protection zone and airport imaginary service regulations set limitations to development in the area immediately surrounding the airport. No major changes to usage are expected to occur in the 20 year planning horizon. As such, no further recommendations in this area of transportation are provided for Cottage Grove.

10. FINANCING & IMPLEMENTATION

This chapter outlines the funding sources that can be used to meet the needs of the transportation system. The costs for the elements of the transportation system plan are outlined and compared to the potential revenue sources. Options are discussed regarding how costs of the plan and revenues can be balanced.

Current Funding Strategies

Transportation funding is commonly viewed as a user fee system where the users of the system pay for infrastructure through motor vehicle fees (such as gas tax and registration fees) or transit fares. However, a great share of motor vehicle user fees goes to road maintenance, operation and preservation of the system rather than construction of new system capacity. Much of what the public views as new construction is commonly funded (partially or fully) through local improvement districts (LIDs), traffic impact fees and fronting improvements to land development.

The City of Cottage Grove utilizes a number of mechanisms to fund construction of its transportation infrastructure as described below. The first three sources collect revenue each year that is used to repair street facilities or construct new streets, with some restrictions on the type and location of projects. The last program is different in that it does not generate on-going revenue, but is a means to acquire needed property (Exaction) as development occurs.

State Fuel Tax and Vehicle License Fee

The State of Oregon Highway Trust Fund collects various taxes and fees on fuel, vehicle licenses, and permits. A portion is paid to cities annually on a per capita basis. By statute, the money may be used for any road-related purpose. Cottage Grove uses it for street operating needs.

Oregon gas taxes are collected as a fixed amount per gallon of gasoline served. Gas tax in Oregon has not increased since 1992 (currently 24 cents per gallon), and this tax does not vary with changes in gasoline prices. There is no adjustment for inflation tied to the gas tax, so the lack of change since 1992 means that the net revenue collected has gradually eroded over time as the cost to construct and repair transport systems increase. Fuel efficiency in new vehicles has further reduced the total dollars collected through this system.

Oregon vehicle registration fees are collected as a fixed amount at the time a vehicle is registered with the Department of Motor Vehicles. Vehicle registration fees in Oregon have recently increased from \$15 per vehicle per year to \$27 per vehicle per year for passenger cars, with similar increases for other vehicle types. There is no adjustment for inflation tied to vehicle registration fees.

Cottage Grove gets about \$425,000 per year in gas tax and vehicle license fee revenue for streets, bikeways and sidewalks. Essentially all of these funds are spent on surface restoration of local streets or operations. Lane County does not have a gas tax that is distributed to cities, so all of the gas tax received by Cottage Grove externally is distributed from the State of Oregon. Because there is no index for cost inflation, this revenue level will increase only proportionate with the city's population growth relative to the rest of the county.

Local Gas Tax

Cottage Grove has a local city gas tax of 3 cents per gallon. For fiscal year 2006/2007, the estimated income from the local gas tax is approximately \$355,000. An increase to at least 5 cents per gallon has been proposed for the 2007/2008 fiscal year. For forecasting purposes it is estimated that this will be adopted resulting in approximately \$590,000 per year. Taking into account projected population growth, the average annual revenue would be approximately \$705,000 per year for an estimated total of \$12.7 million dollars in local gas tax revenues over the next 18 years (assuming no additional rate increases).

System Development Charge

The System Development Charge (SDC) fee for streets is used as a funding source for all capacity adding projects for the transportation system. The funds can be used to construct or improve portions of local streets within the city, or be used as a partial match on county street projects within the city limits. The SDC fee is collected from new development based on the afternoon peak hour vehicle trips that are expected from a proposed development. The current SDC rate is \$775.54 per trip, which is among the lowest transportation SDC rates in the State of Oregon. By comparison, the City of Gresham charges \$1,963 per trip for their transportation SDC, which is about average for the Portland-Vancouver Metropolitan area. The City of Eugene currently charges \$1,566 per trip.

For fiscal year 2006/2007, the estimated income from the Street SDC is approximately \$60,000. Over the last 8 years, the average SDC revenues have varied from \$55,000 to over \$258,000 per year resulting in an estimated carryover balance of \$685,000 for 2006/2007. However, the estimated growth in PM peak hour vehicle trips in the horizon of the TSP is 7,481 within the City of Cottage Grove based on land use forecasts and expected trip generation rates. Applying the SDC fee rate of \$775.54 to that amount of growth would generate \$5.8 million over 18 years, or about \$320,000 each year for the next 18 years. This is significantly higher than the current year's estimate, but it accounts for the aggressive growth expected in the City by 2025. The higher rate was used to estimate future revenues since it reflects average expected land development over the next 18 years, and not just the rate of development over the current year, which is the basis used for the current fiscal year estimate.

Exactions

These are street improvements that are obtained when development is permitted. Developers are required to improve the streets along frontage of the property and, in some cases, provide off site improvements depending upon their level of traffic generation and the impact to the transportation system.

Summary

Under the above funding programs, the City of Cottage Grove will collect approximately \$1.5 million for street construction, repair, and operations each year¹, and approximately \$685,000 is carried over from previous years. Total revenues collected over 18 years would be \$28.1 million with the current sources.

Table 10-1 summarizes the current funding sources, including recent annual revenues and any unallocated balances or available funds, as applies to the SDC. The city has previously had other revenue sources including revenues from Lane County and Federal grants, however none of these programs are considered to be reliable sources of future funding on an annual basis.

Table 10-1: Summary of Projected Revenues for Transportation (2007 Dollars)

Funding Category	Annual Amount
State Fuel Apportionment & Vehicle License Fee	\$425,000
Local Gas Tax	\$705,000
System Development Charge (Streets) *	\$320,000
Other (Interest, etc.)	\$75,000
Total Revenues	\$1,525,000
Carryover Balance	\$685,000
	18 Year Total
Estimated 18 Year Revenues	\$28,100,000

Source: City of Cottage Grove, Adopted Budget, Fiscal Year 2006-007.

* FY 2006/2007 estimate for Street SDC is \$60,000; but annualized estimated income based on remaining growth to 2025 using current SDC rate would be \$320,000.

¹ This higher revenue level annualizes the expected growth over 18 years.

Projects and Programs

This section presents the Action Plan identifying recommended projects and programs developed for the City of Cottage Grove to serve local transportation needs through 2025. The Action Plan is limited to those projects reasonably likely to be funded within the plan horizon. Pedestrian, Bicycle, Transit, and Motor Vehicle projects were identified previously in the Master Plan for each mode, and represent those projects that are needed for implementation to satisfy performance standards, or other policies established for the Cottage Grove Transportation System Plan. The total costs for Master Plans are approximately \$31 million dollars, well over total available revenues (\$28 million) for all City transportation programs. Therefore, although costs for individual projects are noted in the Master Plans, they have not been included in the funding needs analysis. The Master Plans include additional projects expected to be built beyond the 18-year plan horizon or as additional revenue sources become available.

Other Transportation Programs and Services

In addition to the physical system improvements discussed in the Master Plans, transportation facilities require on-going operations and maintenance improvements in a variety of areas. These other transportation programs are recommended to respond to the specific policies and needs in maintaining roadway pavement quality, operating the existing transportation system, allocations for implementing neighborhood traffic management, and on-going update and support of related planning documents.

Roadway Maintenance and Operations

The annual cost of maintaining the city streets and paths within Cottage Grove was estimated at \$815,000, a portion of which is paid for by gas tax revenues from the state and the local gas tax. This does not include road maintenance responsibilities on arterial streets that are serviced by Lane County or ODOT. Over 18 years, the City's road maintenance responsibility accounts for \$14.7 million, which is the highest cost component of the transportation plan.

Operational costs of the city street system (including signals, lighting, signage, engineering and services) is estimated at approximately \$800,000 per year. Over 18 years the City's operational costs are estimated at \$14.4 million.

The actual maintenance and operations costs could vary from this estimate. It is reasonable to expect that adding more capital or maintenance responsibilities to the City will require new or expanded maintenance and operations costs.

Neighborhood Traffic Management (NTM)

Specific NTM projects are not defined. These projects will be subject to City placement and design criteria and subject to neighborhood consensus. A City-wide NTM program, if desired, should be developed with criteria and policies adopted by the City Council. Traffic circles can cost \$3,000 to \$15,000 each. A speed trailer can cost about \$10,000. It is important, where appropriate, that any new development incorporate elements of NTM as part of its on-site mitigation of traffic impacts. No annual allocation is identified for the program development at this time, as exactions are expected to cover costs where projects are deemed to be necessary.

Project Cost Estimates

Cost estimates (general, order of magnitude) were developed for the projects identified in the motor vehicle, bicycle, transit, and pedestrian elements. Projects were estimated using general unit costs for transportation improvements, but do not reflect the unique project elements that can significantly add to project costs². Development of more detailed project costs can be prepared in the future with more refined financial analysis. Since many of the projects overlap elements of various modes, the costs were developed at a project level incorporating all modes, as appropriate. Each of these project costs will need further refinement to detail right-of-way requirements and costs associated with special design details as projects are pursued.

For purposes of this Transportation System Plan, capital improvement projects are divided between those that are considered to be physical improvements that upgrade the capacity or operations of the transportation system. These projects are those that provide new roadways, turn lanes, bike paths, sidewalks, trails or operational changes such as traffic signal installation. Roadway resurfacing, reconstruction, or other projects that upgrade roadways up to current standards are considered to be a separate group of projects and are not considered to be capacity enhancing capital improvements.

All cost estimates are based on 2007 dollars.

TSP Action Plan and Costs

The costs outlined to maintain the existing roadway system including operations and capital improvements to existing facilities would total \$29.1 million over 18 years, as shown in Table 10-2. This exceeds the projected revenue totals of 28.1 million, resulting in a \$1 million funding deficit, which would not allow for any capital improvements projects that provide new capacity (new roadways, turn lanes, bike lanes, etc.) without additional revenues sources.

Table 10-2: Summary of Projected Costs for Transportation (2007 Dollars)

Transportation Element	Approximate Cost (Million \$)
Operations and Maintenance Programs and Services	
Capital Improvement Projects - Maintenance and other non-capacity-adding projects (\$815,000 per year)	\$14.7
Operations (\$800,000/yr)	\$14.4
Total Operations and Maintenance Programs	\$29.1
18 YEAR TOTAL in 2007 Dollars	\$29.1

Doubling the SDC rate to approximately \$1,550 per PM peak hour trip (below a typical charge of \$2,000 in Oregon) would provide an additional \$5.8 million in revenues, cover the projected funding deficit, and leave approximately \$4.8 million for Action Plan Projects. Refer to Chapters 5-7 for details on the individual projects by travel mode. Note that some projects listed in the Action Plan are anticipated to be funded by ODOT or private development. Costs for these

² General plan level cost estimates do not reflect specific project construction costs, but represent an average estimate. Further preliminary engineering evaluation is required to determine impacts to right-of-way, environmental mitigation and/or utilities.

non-City projects have not been included in the estimates in Table 10-3, but are included in the Master Plans for illustrative purposes.

Table 10-3: Cottage Grove Action Plan Projects (2007 Dollars)

Project	Improvement	Estimated City Cost
<i>City Projects</i>		<i>\$2,000,045</i>
Realign OR 99 at Main Street*	Realignment of OR 99 and Main Street Intersection as recommended in Downtown Revitalization and Refinement Plan	\$800,000 ³
Main Street Access Management	Close Access to Main Street from Lane Street	\$10,000
Intersection Improvements	New intersection improvements at Row River Road and Jim Wright Way Intersection including full pedestrian crosswalk	\$200,000
Traffic Signal	New traffic signal at Row River Road and Thornton Road Intersection	\$200,000
Traffic Signal	New traffic signal at Mosby Creek Road and Thornton Road Intersection	\$200,000
Traffic Signal	New traffic signal at Main Street and M Street Intersection	\$200,000
Main Street at 16 th Street Turn Lane	Addition of a southbound left turn lane at 16th Street and Main Street Intersection	\$400,000
Gateway Boulevard Restripe*	Restripe Gateway Boulevard to 3 lanes (and bike lanes) from Harvey Road to Cottage Grove Connector	\$10,000
East/West Bicycle Route	Include pavement markings and signage to designate east to west bike connection between OR 99 and Gateway Boulevard along Chamberlain Avenue, Douglass Street, Ostrander Lane, 19 th Street and Oswald West Avenue.	\$25,000
<i>State Projects</i>		<i>\$1,000,070</i>
Cottage Grove Connector - Interchange Area Management Plan*	Initiate IAMP for I-5/Cottage Grove Connector/OR 99 Corridor	-
OR 99 Restripe*	Restripe OR 99 to 3 lanes (and bike lanes) from Woodson Bridge to Cottage Grove Connector	\$10,000
OR 99 Pedestrian Refuge*	Construct pedestrian refuge in conjunction with restripe of OR 99 from Woodson Bridge to Cottage Grove Connector	\$60,000
Intersection Improvements*	Add intersection improvements at the intersection of OR 99 and Cottage Grove Connector, including pedestrian signals and crosswalks.	\$1,000,000
<i>Private Development Projects</i>		
Gates Road Extension	New roadway from Gowdyville Road to Harrison Avenue including bicycle and pedestrian facilities.	**
Blue Sky Drive Extension	New roadway from Harrison Avenue to Sweet Ln. including bicycle and pedestrian facilities.	**

*Project would require ODOT approval.

**Construction costs to be covered by private development exactions.

³ Cottage Grove Downtown Revitalization and Refinement Plan, CH2Mhill, Alta Planning, Angelo Eaton Associates, June 2005. Preferred Alternative short-term projects estimated at \$760,000 in 2005 dollars.

The total costs for the above Action Plan would be approximately \$3.1 million without providing any funding for new roadways. The Action Plan focuses on projects that have already been initiated or may be completed without incurring large costs. The Action Plan at this level of funding does not provide funding for new roadways and therefore fails to address several operational issues noted in Table 4-7 in the southern portion of the city.

Remaining funds would be used to fund either preliminary engineering plans or construction of portions of planned new roadways including the Gateway Boulevard, Cleveland Avenue, and R Street extensions. These additional roadways are considered to be high priority projects to provide mobility in the southern portion of the City, where significant residential growth is expected to occur. These projects relieve demand on existing roadways and improve operations at several intersections that would otherwise fail to meet performance standards.

Consideration must also be taken for the outcomes of the recommended Interchange Area Management Plan (IAMP) for the Cottage Grove Connector, OR 99, and interchanges with I-5. Although the study would lead by ODOT, the decision making process related to projects, funding, and timing would involve significant City participation. The degree to which the City will choose to participate and financially support the projects that result from the IAMP are likely to significantly impact the scope and progress of projects in the study area.

New Funding Sources and Opportunities

The new transportation improvement projects and recommended programs will require funding beyond the levels currently collected by the City. This section summarizes several potential funding options available for transportation improvements. These are sources that have been used in the past by agencies in Oregon. In most cases, these funding sources, when used collectively, are sufficient to fund transportation improvements for local communities. Due to the complexity of today's transportation projects, it is necessary to seek several avenues of funding projects. Unique or hybrid funding of projects generally will include these funding sources combined in a new package.

Funding for major transportation projects often is brought to a vote of the public for approval. This is usually for a large project or list of projects. Because of the need to gain public approval for transportation funding, it is important to develop a consensus in the community that supports needed transportation improvements. That is the value of the Transportation System Plan. In most communities where time is taken to build a consensus regarding a transportation plan, funding sources can be developed to meet the needs of the community.

Transportation program funding options range from local taxes, assessments, and charges to state and federal appropriations, grants, and loans. All of these resources can be constrained based on a variety of factors, including the willingness of local leadership and the electorate to burden citizens and businesses; the availability of local funds to be dedicated or diverted to transportation issues from other competing City programs; and the availability and competitiveness of state and federal funds. Nonetheless, it is important for the City to consider all of its options and understand where opportunities exist to provide and enhance funding for its Transportation programs.

The following funding sources have been used by cities to fund the capital and maintenance aspects of their transportation programs. It may be possible to begin to use (or further utilize)

these sources, as described below, to address new needs identified in the Transportation System Plan.

General Fund Revenues

At the discretion of the City Council, the City can allocate General Fund revenues to pay for its Transportation program. (General Fund revenues primarily include property taxes, use taxes, and any other miscellaneous taxes and fees imposed by the City.) This allocation is completed as a part of the City's annual budget process, but the funding potential for transportation is constrained by competing community priorities set by the City Council. General Fund resources can fund any aspect of the program, from capital improvements to operations, maintenance, and administration. Additional revenues would only become available from this source to fund new aspects of the transportation program when either General Fund revenues increase or City Council directs and diverts funding from other City programs.

Street Utility Fee

A number of Oregon cities supplement their street funds with street utility fees. Portland Metro cities with adopted street utility fees include Lake Oswego, Wilsonville and Tualatin.

Establishing user fees to fund applicable transportation activities and/or capital construction ensures that those who create the demand for service pay for it proportionate to their use. The Street Utility Fees are recurring monthly or bi-monthly charges that are paid by all residential, commercial, industrial, and institutional users. The fees are charged proportionate with the amount of traffic generated, so a retail commercial user pays a higher rate than a residential user. Typically, there are provisions for reduced fees for those that can demonstrate they use less than the average rate implies, for example, a resident that does not own an automobile or truck.

From a transportation system health perspective, creating a street utility fee would help to support the ongoing viability of the program by establishing a source of reliable, dedicated funding for that specific function. Fee revenues can be used to secure revenue bond debt used to finance capital construction. A street utility can be formed by Council action and does not require a public vote.

A preliminary estimate for street utility fee revenue in Cottage Grove ranges between \$250,000 to \$400,000 annually, based on the average rates charged around the state. A specific fee study would be necessary to establish a fee program for the City of Cottage Grove to determine specific allocations to its residents and businesses.

Expanded SDC Rate for Transportation

As noted previously, the City's transportation SDC rate is well below typical SDCs in the State of Oregon. At the current SDC rate, no funding for capital projects that increase capacity is available. Revenues available if SDCs are doubled and the impacts on the Action Plan were identified. It is suggested that the SDC program and rate be re-examined to adjust for the desired projects listed in the TSP Masters Plans.

Other Funding Sources

Urban Renewal District

An Urban Renewal District (URD) is a tax-funded district within a City. The URD would be funded with the incremental increases in property taxes that result from

construction of applicable infrastructure improvements. This type of tax increment financing has been used in Oregon since 1960. It is tax-increment funded rather than fee funded and can provide for renewal that includes, but is not limited to, transportation projects.

Local Improvement District Assessment Revenue

The City may set up Local Improvement Districts (LIDs) to fund specific capital improvement projects within defined geographic areas, or zones of benefit. LIDs impose assessments on properties within its boundaries. LIDs may not fund ongoing maintenance costs. They require separate accounting, and the assessments collected may only be spent on capital projects within the geographic area. Citizens representing 33% of the assessment can terminate a LID and overturn the planned projects; therefore projects and costs of a LID must gain broad approval of those within the boundaries of the LID.

Direct Appropriations

The City can seek direct appropriations from the State Legislature and/or U.S. Congress for transportation capital improvements. There may be projects identified in the Plan for which the City may want to pursue these special, one-time appropriations.

Special Assessments

A variety of special assessments are available to be used in Oregon to defray costs of sidewalks, curbs, gutters, street lighting, parking and CBD or commercial zone transportation improvements. These assessments would likely fall within the Measure 50 limitations.

Employment Taxes

In addition to the local gas tax charged at fueling stations, taxes may be applied in other financial transactions. For example, TriMet collects a tax for transit operations in the Portland region through payroll and self employment taxes. Approximately \$145 million are collected annually in the Portland region for transit through this tax.

Debt Financing

While not direct funding sources, debt financing can be used to mitigate the immediate impacts of significant capital improvement projects and spread costs over the useful life of a project. Though interest costs are incurred, the use of debt financing can serve not only as a practical means of funding major improvements, but is also viewed as an equitable funding strategy, spreading the burden of repayment over existing and future customers who will benefit from the projects. The caution in relying on debt service is that a funding source must still be identified to fulfill annual repayment obligations.

Voter-Approved General Obligation Bond Proceeds:

Subject to voter approval, the City can issue General Obligation (G.O.) bonds to debt finance capital improvement projects. G.O. bonds are backed by the increased taxing authority of the City, and the annual principal and interest repayment is funded through a new, voter-approved assessment on property City-wide (a property tax increase). Depending on the critical nature of projects identified in the Transportation Plan, and the willingness of the electorate to accept increased taxation for transportation improvements, voter-approved G.O. bonds may be a feasible funding option for specific projects. Proceeds may not be used for ongoing maintenance.

Revenue Bonds:

Revenue bonds are debt instruments secured by rate revenue. In order for the City to issue revenue bonds for transportation projects, it would need to identify a stable source of ongoing rate funding. Interest costs for revenue bonds are slightly higher than for general obligation bonds, due to the perceived stability offered by the “full faith and credit” of a jurisdiction.

New Transportation Funds

The Transportation System Plan recommends that the City consider establishing a transportation, or street, utility as the backbone of its operations and maintenance funding approach. Street utility fees can provide a stable source of dedicated revenue useable for transportation system operations and maintenance and/or capital construction. Rate revenues can also secure revenue bond debt if used to finance capital improvements. Street utilities can be formed by Council action, and billed through the City utility billing system.

It is also recommended that the City consider updating its transportation SDC to cover the new City funded capital projects identified in the TSP. This would help to ensure that local growth pays its fair share of new transportation facilities that are required to serve this planned development.

In addition, the City should actively pursue grant and other special program funding in order to mitigate the costs to its citizens of transportation capital construction.

A transportation utility fee and an updated transportation SDC could generate significantly more revenue for the City. These additional funds would be expected to generate sufficient revenues to fully capitalize the Action Plan projects and maintenance programs.

Additional Implementation Measures

The key elements of the TSP Update must be incorporated into associated City plans and the development code to be effectively implemented.

Intersection Operation Performance Standards

The City currently has no performance standards defined for intersection operations on City Streets. While ODOT and Lane County standards are applicable on their facilities, there were two study intersections reviewed in this plan update that has no identified standards based on the existing TSP.

It is recommended that the City adopt performance standards for streets and intersections as a part of the development code to be considered during land use applications, and other planning efforts. The suggested standard for city facilities is a volume-to-capacity ratio of 0.90 during the peak hours of operation. This would apply to streets and intersections controlled by traffic signals. Intersections that have stop sign controls (two-way or all-way stop controlled) would be allowed to drop to Level of Service E conditions, as defined by the latest *Highway Capacity Manual* for the minor side street approach. Using these two sets of criteria for assessing minimum acceptable performance will help to provide an empirical basis for recommending improvements to sustaining mobility and safety around the city.

Traffic Impact Analysis Requirements

The recently amended City Development Code defines requirements for Traffic Impact Analysis studies including triggers specifying when such a study would be required. Further description of the impact study requirements are provided in the Technical Appendix J. Coordination with ODOT must occur when ODOT facilities are impacted by development.

Jurisdiction Transfers

This TSP includes plans related to roadways located outside of the current UGB. In developing plans for roadways outside of the City's jurisdiction, the city would need to work with Lane County and/or ODOT to facilitate planned improvements. The roadways may become part of City jurisdiction and plans in the event of a UGB expansion and/or jurisdictional transfer. Such transfers are typically handled through Inter-Government Agreements between the City and the county or state.

Existing Developments Affected By Functional Class Changes

Upon adoption of functional classification changes, existing land uses become subject to new standards (access spacing, performance) and applicable sections of the development code. Existing land uses, where they are non-conforming, would be addressed through non-conforming use provisions in zoning ordinances. Upon redevelopment or frontage upgrades, the land uses would be expected to conform to standards wherever reasonably possible.

FINDINGS OF FACT
CITY OF COTTAGE GROVE / PA 7-07
COMPREHENSIVE PLAN AMENDMENT
TRANSPORTATION SYSTEM PLAN UPDATE ADOPTION
 November 28, 2007

1. The City of Cottage Grove determined in 2005 that the existing Transportation System Plan was out of compliance with the Transportation Planning Rule and needed to be brought up to date.
2. The City applied for and received a Transportation Growth Management Grant from the TGM Program for a consultant to work with the City to bring the Transportation Plan Up to date.
3. Upon preparation of the Cottage Grove Transportation System Plan Update (TSP) 2007 by the consultant, after working with an advisory group and holding various public open houses the City made an application to amend the Comprehensive Plan.
4. The request is to amend the Comprehensive Plan by adopting the *Cottage Grove Transportation System Plan Update (TSP) 2007* as a component plan of the Cottage Grove Comprehensive Plan, replacing in whole the existing 1998 Transportation System Plan.
5. Upon adoption, the 2007 TSP will act as the principal policy document for transportation related issues.
6. The *Cottage Grove Transportation System Plan Update (TSP)* establishes transportation goals and objectives for the Cottage Grove area. The TSP addresses all forms or modes of transportation, focusing on automobile, public transportation, bicycle and pedestrian modes. The TSP also identifies future facilities and services for the various modes which will be needed to meet the expected increase in travel demand through the year 2025.
7. Cottage Grove adopted a comprehensive transportation plan in 1998. Since 1998, there have been changes to state transportation plan policies and regulations that must be addressed. In addition to retaining previously adopted goals, objectives, and policies that are still applicable, this TSP update includes new goals, objectives and policies to incorporate recent initiatives within the state and county as they relate to transportation facilities. This update brings the City into compliance with the requirements of the Transportation Planning Rule and Statewide Goal 11.
8. A public hearing was held before the Planning Commission on November 21, 2007.
9. The Planning Commission recommended to the City Council approval of the Plan Amendment.
10. The City Council held a public hearing on March 10, 2008.
11. City Council on March 10, 2008 adopted Resolution No. 1655 adopting the TSP and amending the Comprehensive Plan. Council found the following:
 - a. *Conformance with the comprehensive plan.* The City's Comprehensive Plan is clear that changes to the plan are expected as time elapses:

“The plan is not completed. It is subject to revision to meet the many possible economic, political and technological events that might occur in the future, but are unforeseen now. The plan must also remain flexible and responsive to the citizens in reflecting their desire and needs to remain current and reflect the changing form of the community.”

As the comprehensive plan is designed to be flexible and responsive to future needs, adopting new components to the Comprehensive Plan is in compliance with the purpose

of the Comprehensive Plan.

The introduction of the City Comprehensive Plan, states that: “The Comprehensive Plan shall serve as the official policy guide to the community and its leaders in charting the community’s future growth and development.” As such, elements of this plan are intended to provide specific policy guidance on specific topics. The objectives listed in the various elements suggest methods and direction for the City and its citizens to follow in order to achieve the broad goals. Recommendations are policy statements by the City to provide a consistent course of action to accomplish the community’s goals. The Cottage Grove Transportation System Plan establishes transportation goals and objectives for the Cottage Grove area, and acts as the “transportation element” for the Comprehensive Plan.

Cottage Grove adopted a comprehensive transportation plan in 1998. Since 1998, there have been changes to state transportation plan policies and regulations that must be addressed as a part of this TSP update to bring the City into compliance with current requirements. In addition to retaining previously adopted goals, objectives, and policies that are still applicable, new goals, objectives and policies are included to incorporate recent initiatives within the state and county as they relate to transportation facilities. It provides a transportation plan through 2025, and is based on traffic counts taken during 2006 and analysis of Cottage Grove’s recent growth.

Transportation System Plan policies are consistent with the local, regional and state transportation policies identified in the Background Plan and Document Review (Technical Appendix A), including the Oregon Transportation Plan and Transportation Planning Rule.

This update also brings the City into compliance with the requirements of the Transportation Planning Rule and Statewide Goal 12. Section 660, Division 15, Oregon Administrative Rules (OAR), Statewide Planning Goal 12: Transportation requires that local governments adopt policies and strategies to address state-adopted Transportation Planning Rule concerns for alternative transportation, management of existing transportation facilities, and coordination of land use with transportation facilities. This updated TSP provides details that are lacking in the existing TSP on how to address these Goal 12 requirements.

- b. *The public need for the proposal.* The Cottage Grove Comprehensive Plan designates the Cottage Grove Transportation System Plan (TSP) as the City’s guiding transportation policy document. The current TSP was adopted in 1998. This plan was written to comply with a 1993 periodic review requirement, and followed the September 1995 version of the Transportation Planning Rule. Transportation modeling was based on 1992 dwelling unit and employment data.

Since 1992, Cottage Grove has undergone a transformation. For several consecutive years, the City has seen higher than State average population growth. In 2001, the Department of Land Conservation and Development (DLCD) required that the City begin a new buildable lands analysis to judge the effects of this growth on the City’s land inventory. The South Lane School District built a

new high school on the south edge of town in 2003; a new hospital was built on the north side of town in 2002 to replace the bankrupted hospital that closed in the late 1990's. Subdivision development has spread from the City's historic boundaries to abut the Urban Growth Boundary in every direction. The City expects over 100 acres of residential land to be annexed into the City Limits in 2007 alone.

To meet the needs of current and expected growth, the City of Cottage Grove is updating its planning documents. The Buildable Lands Analysis Update and the 2005 Downtown Revitalization and Refinement Plan were adopted in 2005. Additional contracts have been awarded for infrastructure master planning in the areas of storm water and wastewater. The Cottage Grove Transportation System Plan Update will bring the document into compliance with the 1999 Oregon Highway Plan and the revised Transportation Planning Rule (TPR), OAR 660, Division 12. It will update the base information, incorporate multi-modal design requirements and standards for access management on arterial or collector streets and standards for the extension of public streets, and provide updated master plans for motor vehicle, bicycle and pedestrian modes. The TSP's project list and funding presumptions will be updated to allow the city to complete for State Transportation Improvement Program funding.

Adoption of this document is important to ensure that the City has a comprehensive plan for transportation system development that incorporates current state regulations and policies as well as provides a solid foundation for local planning efforts through 2025.

c. *How public need will be best served by changing the zone classification of the proponent's property as compared with other available property.* This amendment does not change the zone classification of any property, hence this criteria is not applicable.

d. *Compliance with Statewide Goals.:*

Goal 1: Citizen Involvement: This project was supported by the Cottage Grove City Council, through Resolution No. 1558 on May 3, 2005 (attached).

Extensive public comment has been incorporated into the development of this draft plan. A Project Advisory Committee provided input and direction from conception to completion of the project, and included representatives from the City's Engineering Department & Community Development Department, Cottage Grove City Council, Cottage Grove Planning Commission, Oregon Department of Transportation, Lane County Transportation, South Lane Wheels, South Lane Fire & Rescue, and the Department of Land Conservation and Development. The public involvement program included several public open houses, city-wide mailings, stakeholder mailings, and a project website.

Public hearings before the Planning Commission will also ensure that this plan amendment meet the intent of the goal, as the Planning Commission is the body

designated in the plan to consider plan amendments in the City of Cottage Grove's adopted Citizen Involvement Plan. Our public notification process for Planning Commission meetings also includes various forms of notification of the public at City Hall and the Community Center and through the media and other governmental agencies through mailed notification. Similar notification will be used for a final public hearing before the City Council prior to adoption.

Goal 2: Land Use Planning: The city has established 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. The proposed change is compatible.

Goal 3: Agricultural Lands: Not applicable.

Goal 4: Forest Lands: Not applicable.

Goal 5: Open Spaces, Scenic and Historic Areas and Natural Resources: This TSP will guide transportation system development throughout the city for the foreseeable future. It will also address Comprehensive Plan goals and provide guidance on zoning and development code changes that can be used to implement these goals.

Goal 6: Air, Water and Land Resources Quality: Air, water and land resources quality will be improved through improvements to traffic flow and multi-modal connectivity.

Goal 7: Areas Subject to Natural Disasters and Hazards: No areas subject to natural disasters or hazards are identified within the project area.

Goal 8: Recreational Needs: The TSP addresses pedestrian and bicycle connectivity, safety and needed improvements throughout the city, which will improve recreational opportunities and increase connectivity to and use of recreational facilities.

Goal 9: Economic Development: This TSP will ensure the continued economic vitality of the city's commercial and industrial areas by addressing traffic needs for the next 20 years and proposing long-term strategies to address failing intersections or traffic congestion.

Goal 10: Housing: Not applicable.

Goal 11: Public Facilities and Services: The TSP update ensures that existing public facilities, including existing roads and accessways, are used to their fullest extent possible, and provides for future road patterns that will provide needed public facilities and services to expected areas of growth within the existing UGB.

Goal 12: Transportation: The document has been reviewed and approved by ODOT as being compliant with the Transportation Planning Rule and the Oregon Highway Plan prior to presentation to the Planning Commission. As required by OAR 660-015-0000(12), this transportation plan (1) considers all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) is based upon an inventory of local, regional and state transportation needs; (3) considers the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoids principal reliance upon any one mode of

transportation; (5) minimizes adverse social, economic and environmental impacts and costs; (6) conserves energy; (7) meets the needs of the transportation disadvantaged by improving transportation services; (8) facilitates the flow of goods and services so as to strengthen the local and regional economy; and (9) conforms with local and regional comprehensive land use plans. The

Goal 13: Energy Conservation: The TSP update ensures that existing public facilities, including existing roads and accessways, are used to their fullest extent possible.

Goal 14: Urbanization: Not applicable.

Goal 15: Willamette River Greenway: Not applicable.

Goal 16: Estuarine Resources: Not applicable.

Goal 17: Coastal Shorelands: Not applicable.

Goal 18: Beaches and Dunes: Not applicable.

Goal 19: Ocean Resources: Not applicable.

The *Refinement Plan* is in compliance with the Statewide Planning Goals.

MINUTES

Lane County Planning Commission
Board of Commissioners Conference Room—125 East 8th Avenue
Eugene, Oregon

May 20, 2008
7:00 p.m.

PRESENT: John Sullivan, Chair; Lisa Arkin, Vice Chair; Todd Johnston, Nancy Nichols, Ed Becker, Jozef Siekiel-Zdzienicki, Lane County Planning Commissioners; Kent Howe, Stephanie Schulz, Celia Barry, Lane County Land Management Division; Amanda Ferguson, Cottage Grove City Planner

PUBLIC HEARING: PA No. 08-5142 Co Adoption of the Cottage Grove Transportation System Plan (TSP) for Application in the Urbanizable area of Cottage Grove outside the City Limits and Within the Urban Growth Boundary (UGB).

Mr. Sullivan opened the public hearing and called for the staff report.

Ms. Schultz presented the staff report with Ms. Ferguson, and in support of her report summarized portions of her May 12, 2008 memorandum to the Planning Commission

Mr. Sullivan opened the public hearing to testimony from the applicant's representative.

Amanda Ferguson, principal planner for the City of Cottage Grove, stated that she had been involved in the development of the City's TSP, which was created over a period of 18 months by DKS Associates, with the assistance of Winterbrook Planning through a TGM grant. She said that the City of Cottage Grove had adopted the TSP and had already incorporated many of its related findings into their current development code.

Mr. Sullivan determined there was no one else wishing to testify and opened the meeting to questions from the Planning Commission.

Mr. Siekiel-Zdzienicki asked if the TSP was a phased plan. Ms. Ferguson said that it was not.

Mr. Becker stated that the City of Cottage Grove had done a good job in its application and believed that their consultant made a good case for co-adoption.

Mr. Siekiel-Zdzienicki said that the TSP's transportation demand management was a wonderful addition, and wished that they could have done something similar in Junction City.

Hearing no further questions from the Planning Commission, Mr. Sullivan closed the public hearing.

Mr. Becker, seconded by Ms. Arkin, moved to co-adopt the 2007 Cottage Grove Transportation System Plan for application in the urbanizable growth area outside the Cottage Grove city limits and within the urban growth boundary. The motion was passed unanimously, 6:0.

Mr. Sullivan adjourned the public hearing meeting at 7:16 p.m.

(Recorded by Wade Hicks)

MINUTES

Lane County Planning Commission
Work Session
Board of Commissioners Conference Room—125 East 8th Avenue
Eugene, Oregon

May 20, 2008
5:30 p.m.

PRESENT: John Sullivan, Chair; Lisa Arkin, Vice Chair; Todd Johnston, Nancy Nichols, Ed Becker, Jozef Siekiel-Zdzienicki, Lane County Planning Commissioners; Kent Howe, Stephanie Schulz, Celia Barry, Lane County Land Management Division; Amanda Ferguson, Cottage Grove City Planner; Lane County Commissioner Peter Sorenson.

WORK SESSION

1. LCPC Discussion with Commissioner Sorenson

Mr. Sullivan called the meeting to order and those present introduced themselves.

Mr. Sorenson began by mentioning the email sent to him by John Sullivan and copied to the Lane County Planning Commission identifying subjects to be discussed at the meeting. With regard to the first subject of Mr. Sullivan's email, site visits, Commissioner Sorenson said that his understanding was that the Planning Commission performed in a judicial role in applying specific facts to those site visits as any Planning Commission members would be subject to comments and testimony from both opponents and proponents of any proposed land action.

Mr. Sorenson went on to discuss his understanding of the Lane County Planning Commission's role in making recommendations to the Board of County Commissioners on changes to procedures, as opposed to any unilateral decisions to create or alter procedures. He said that his view was that the main function of the Planning Commission was to use its best judgment of the facts of any contested land action against its best judgment of the law, at all levels of government, in making recommendations to the Board of County Commissioners. He encouraged the Planning Commission to be mindful of the law and creative in their inquiries to applicants and opponents in any given matter. He reiterated his understanding that the function of the Planning Commission in this respect was to make recommendations as opposed to setting policy. He advised that it would be helpful to have the full motion and findings in contested cases included in opening paragraphs so that the Commissioners could be more clearly guided by the Planning Commissions recommendations.

Mr. Sorenson went on to voice his opinion, with respect to Oregon land use laws enacted in 1971 and expanded in 1973, that the current system of land use laws was far too regulatory in nature--focusing on what could not be done--and needed to become more incentive based--focusing on what could be done. He also added that the Planning Commission might further focus on citizen involvement with respect to making its recommendations.

Mr. Becker responded to Mr. Sorenson's comments by saying that the Planning Commission was notably concerned about how the facts of certain applications conflicted with applicable laws, particularly with respect to marginal land applications. He further stated that many of the facts that the Planning Commission received regarding these types of applications were from paid consultants, such as in the Dennis matter, and that the County did not have the resources to gather site-specific facts on their own. He suggested that the County ultimately hire nonaligned, nonbiased experts to evaluate marginal land applications to assist the Planning Commissions in making its recommendations to the Board of County Commissioners. Commissioner Sorenson responded by saying that it was the duty of the Planning Commission to cross-examine experts and other agents of marginal land use applicants to ensure that the facts used to make recommendations were as detailed and as nonbiased as possible.

Mr. Becker stated that the flaw in Mr. Sorenson's statement was that the facts in these applications were only provided by the paid consultants of the applicants to the exclusion of any other investigative resources, and that these facts were by their very nature heavily biased and could not support the law. He advocated that the County establish a more open dialogue process. Ms. Arkin agreed with Mr. Becker.

Mr. Siekiel-Zdzienicki asked that Mr. Sorenson clarify his position on whether the Planning Commission should apply these concerns to a specific case rather than raising these concerns as part of their annual work plan, as the Planning Commission had done. Mr. Sorenson said that one of the problems that he had seen was that the Planning Commission had not developed the record sufficiently enough to affect policy that would rectify their concerns; he went on to suggest that the Planning Commission find intervenor funding to pay for factual investigation that would offset any facts that might be biased by the applicant or their agents.

Ms. Arkin asked Mr. Sorenson how exactly the Board of County Commissioners would like to have the full motion and findings in contested cases included in the opening paragraphs of their recommendations. Mr. Sorenson replied that that would be up to the Planning Commission, but that such a summary would be helpful.

Mr. Sullivan added that the City of Cottage Grove had a similar process that might be used whereby specific points of fact were cited and enumerated at the outset of their recommendations.

Ms. Arkin stated to Mr. Sorenson that for the Planning Commission to perform in as judicial a manner as he had indicated would not currently be possible, as the Planning Commission members were not empowered to obtain factual answers from applicants if those applicants chose not to answer them.

Mr. Sullivan clarified this by stating that, while applicants were not obligated to answer factual questions of the Planning Commission, the Planning Commission could take any such refusal as an admission of certain other facts.

Mr. Becker said that in many instances the Planning Commission had requested tax records to determine for themselves economic history of marginal lands, but that the Board of County Commissioners has always sided with the site specific information of the applicants' paid experts. He stated that the recommendations of the Planning Commission had oftentimes been contrary to the decisions of the Board of County Commissioners.

Mr. Sorenson stated that the Planning Commission was welcome to submit recommendations for policy changes and that he would continue to be the liaison for any such communications until the end of the year.

Mr. Sullivan stated that he would be altering the agenda of the work session meeting, placing the approval of the minutes at the end of the session so as to provide adequate time for the Cottage Grove staff's presentation before the public hearing.

2. PA No. 08-5142 Co Adoption of the Cottage Grove Transportation System Plan (TSP) for Application in the Urbanizable area of Cottage Grove outside the City Limits and Within the Urban Growth Boundary (UGB) (Applicant: City of Cottage Grove)

Mr. Sullivan opened the work session on PA No. 08-5142. After introducing Amanda Ferguson, the Senior Planner for the City of Cottage Grove, Stephanie Schultz offered a diagram of the refinement to the City of Cottage Grove's transportation system plan before opening the work session to questions from the Planning Commission.

Mr. Johnston asked if public notice had been sent out and if any community feedback had been received. Ms. Schultz said that they had received one response from their own transportation planning staff that had participated in the TSP's development and which supported its recommendation.

Ms. Siekiel-Zdzienicki asked for clarification regarding Chapter 8, Page 35 of the draft report, and asked if certain elements of the TSP were or were not outside of the UGB. Ms. Ferguson confirmed that the discrepancy was due to the Oregon Department of Transportation's asterisk system and an error of their consultant to properly denote the items identified by Mr. Siekiel-Zdzienicki.

Ms. Ferguson said that the City of Cottage Grove had been granted funds for an economic opportunities analysis and an urbanization study, which would begin within one month, the purpose of which would be to look at urban growth expansion potential for industrial lands. She stated that there were only two acres of industrial land remaining within the limits of the City of Cottage Grove.

Ms. Arkin asked Ms. Schultz and Ms. Ferguson to point out where in the TSP there would be provisions made for nonmotor vehicles and alternative modes of transportation. Ms. Ferguson replied that there was a bicycle action plan, a transit action plan, and a pedestrian action plan within the TSP. She further stated that the bicycle lanes would be shared lanes with motor vehicles, and that the City of Cottage Grove did not anticipate having single-purpose bicycle lanes.

Mr. Sullivan asked how the City of Cottage Grove's population projections were utilized in the TSP. Ms. Ferguson confirmed that the population projection of 12,500 by 2025 had been officially adopted by the elected officials of the City of Cottage Grove for the majority of their city planning activities.

Mr. Siekiel-Zdzienicki confirmed Ms. Ferguson's earlier statement that there remained less than two available acres of land for industrial development within the Cottage Grove city limits. He further inquired if the TSP included all of the industrial lands that would be needed for the next 25 years. Ms. Ferguson responded that this was the reason for the economic opportunities analysis and the urbanization study. She explained it was the City of Cottage Grove's choice to focus on the development code and the TSP now, despite the issues of urban growth, and how the TSP would be executed in relation to current City plans.

Ms. Arkin asked if Cottage Grove was working with Lane Transit District (LTD) to try to improve transportation issues. Ms. Ferguson responded that two bus routes to Cottage Grove were added by LTD this past summer, but that LTD budgetary concerns would most likely preclude any further expansion to Cottage Grove.

3. Adoption of Planning Commission Minutes

May 5, 2007

Mr. Sullivan noted that the record for the May 5 Planning Commission meeting had inadvertently never been closed, and noted that discrepancy as the most likely reason that the notes for that meeting were so long in coming.

Mr. Siekiel-Zdzienicki, seconded by Mr. Johnston, moved that the record for _____ be closed and the minutes of the May 5, 2007 meeting be approved as submitted. The motion passed unanimously, 6:0.

February 5, 2008

Mr. Johnston, seconded by Mr. Siekiel-Zdzienicki, moved to approve the February 5, 2008, minutes as submitted. The motion passed, 5:0; Ms. Arkin abstaining.

April 1, 2008

Ms. Arkin, seconded by Mr. Becker, moved to approve the April 1, 2008, minutes as submitted. The motion passed unanimously, 6:0.

April 15, 2008

Ms. Nichols noted a discrepancy in the minutes where the minutes reflected a statement of Kent Howe's that an issue involving a City of Florence policy was not legislative or quasi-judicial. Mr. Howe confirmed that this reflection of his statements was in error, and that what he had actually stated at the Planning Commission meeting was that it *was* legislative rather than quasi-judicial.

Ms. Arkin, seconded by Ms. Nichols, moved to approve the April 15, 2008, minutes as corrected. The motion passed unanimously, 6:0.

With no further business, Ms. Sullivan adjourned the work session meeting at 6:53 p.m.

(Recorded by Wade Hicks)