Findings And Conclusions In Support Of Co–Adoption Of The 2014 Coburg Transportation System Plan Update

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

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

Approval Criteria and Findings

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

LC 12.005 Purpose.

(1) The board shall adopt a comprehensive plan. The general purpose of the comprehensive plan is the guiding of the social, economic, and physical development of the County to best promote public health, safety, order, convenience, prosperity and general welfare.

The proposed amendments do not impair the purpose of the Rural Comprehensive Plan as the guiding document for Lane County. Co-adoption of the Coburg TSP is required by and consistent with the provisions of the RCP.

LC 12.050 Method of Adoption and Amendment

(1) The adoption of the comprehensive plan or an amendment to such plan shall be by an ordinance.

The proposed amendments to the Rural Comprehensive Plan will be adopted by ordinance when enacted by the Board.

(2) The Board may amend or supplement the comprehensive plan upon a finding of:

(a) an error in the plan; or
(b) changed circumstances affecting or pertaining to the plan; or
(c) a change in public policy; or
(d) a change in public need based on a reevaluation of factors affecting the plan; provided, the amendment or supplement does not impair the purpose of the plan as established by LC 12.005 above.
Coburg is updating its TSP and therefore, this amendment to the comprehensive plan is being adopted due to changed circumstances affecting or pertaining to the plan, consistent with LC 12.050(2)(b).

**LC 16.252 Procedures for Zoning, Re-zoning, and Amendments to Requirements.**

(2) Amendments shall comply with this section and shall achieve the general purpose of this chapter and shall not be contrary to the public interest.

The proposed amendments are necessary to co-adopt the updated Coburg TSP as part of the Lane County TSP. Co-adoption will provide consistency with state and local law. These amendments comply with this section and are not contrary to the public interest.

**LC 16.400 Rural Comprehensive Plan Amendments.**

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

(h) Method of Adoption and Amendment.

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

The proposed amendments shall be adopted by ordinance when enacted by the Board.

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

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

This document includes findings of consistency with applicable regulations.

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

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

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

(iii-iii) necessary to comply with the mandate of local, state or federal policy or law; or

(iv-iv) necessary to provide for the implementation of adopted Plan policy or elements; or

(v-v) otherwise deemed by the Board, for reasons briefly set forth in its decision, to be desirable, appropriate or proper.
The proposed amendment is consistent with LC 16.400(6)(h)(iii–iii) in that Statewide Planning Goal 2 requires co-adoption of city functional and facility plans that affect unincorporated portions of an urban growth boundary. It is also consistent with LC 16.400(6)(h)(iv–iv) in that it is necessary for Lane County to co-adopt the Coburg TSP in order for that document to have jurisdiction over transportation-related actions outside of the city limits but inside the Coburg Urban Growth Boundary and because Lane County has jurisdiction over Willamette Street and Pearl Street, the two main arterials through the city.

(8) Additional Amendment Provisions. In addition to the general procedures set forth in LC 16.400(6) above, the following provisions shall apply to any amendment of Rural Comprehensive Plan components.

(a) Amendments to the Rural Comprehensive Plan shall be classified according to the following criteria:

(i) Minor Amendment. An amendment limited to the Plan Diagram only and, if requiring an exception to Statewide Planning Goals, justifies the exception solely on the basis that the resource land is already built upon or is irrevocably committed to other uses not allowed by an applicable goal.

(ii) Major Amendment. Any amendment that is not classified as a minor amendment.

The amendment is a major amendment because it is not limited to a Plan Diagram amendment. The amendment meets applicable requirements of local and state law in that it is being processed as a Plan Amendment pursuant to LC Chapter 14 requirements, and is subject to the approval criteria of LC Chapter 12 and 16, both of which chapters are in compliance with state law as outlined in the statewide planning Goal 2 findings, below. Findings of consistency with the approval criteria in LC 16 are contained herein, including findings of consistency with applicable Statewide Planning Goals.

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

The proposal is consistent with Statewide Planning Goal 1 because the process used to develop and adopt this amendment provided the opportunity for citizens to be involved in all phases of the planning process. The following processes were provided by the City of Coburg:
The citizen involvement program provides for widespread citizen involvement. The citizen involvement program involves a cross-section of affected citizens in all phases of the planning process and includes the Planning Commission, the officially recognized committee for citizen involvement (CCI) that makes recommendations to the Coburg City Council.

The public involvement process for the update of the TSP began shortly after the project's inception with the development of the project's website that provided updates on TSP development and gave notices of upcoming public meetings.

The project website hosted a survey that asked the public to identify needs, opportunities, and/or constraints in the existing multimodal transportation system. The survey contained an interactive map that allowed survey participants to pinpoint locations of concern or opportunity. The web survey was advertised in the local customer's water utility bills and on the project website.

As a part of the update process, a group of thirteen (13) stakeholders were interviewed. These individuals represented a variety of interests including elected officials, city staff, business owners, community members and emergency services personnel.

The public had the opportunity to receive updates on project findings and to provide comments or suggestions at two public workshops/open houses. The first workshop was held on February 13, 2011 and the second on December 6, 2012. Each workshop included surveys for participants to fill out and the workshop summaries are attached to the TSP Appendix. The workshops/open houses were advertised in flyers contained in the water utility bill.

Technical information is explained in staff reports and power point presentations so that information necessary reach policy decisions is available in a simplified, understandable form. City staff provided assistance to interpret and effectively use technical information. A copy of all technical information was available on the City and/or project web site as well as at City Hall offices.

Citizens receive a response from policy-makers in the form of written minutes of all public hearings and meetings which are retained and made available for public assessment and include the rationale used to reach decisions on the proposal.

The City of Coburg provided legal notice for the Planning Commission proceedings and City Council proceedings conducted.

The City Council held a first reading and public hearing on March 11, 2014.

The City Council held a second reading adopted the 2014 Coburg TSP Update on April 8, 2014.

In addition, the following actions were taken by Lane County:
On November 4, 2014, the Lane County Planning Commission held a worksession on the co-adoption of the Coburg TSP in the Goodpasture Conference Room of the Lane County Land Management office on November 18, 2014, at 7:00 P.M.

On October __, 2014, a legal ad was published in The Register Guard, providing notice of the Lane County Planning Commission public hearing in the Goodpasture Conference Room of the Lane County Land Management offices on November 18, 2014, at 7:00 P.M.

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

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

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

The Comprehensive Plan amendment to develop and adopt the TSP followed the decision making process and framework established by the city’s Comprehensive Plan. The TSP Update was largely directed by a project management team consisting of individuals from the City, Lane County, the Oregon Department of Transportation, and CH2M Hill. In addition, the project management team coordinated with the Lane Council of Governments, the local MPO, whose planning area boundary includes Coburg.

**Goal 3 – Agricultural Lands: To preserve and maintain agricultural lands.**

The TSP proposes projects within the City’s Urban Growth Boundary (UGB) and future additions to Coburg’s UGB. The City of Coburg commissioned an urbanization study that was finalized in 2014. The Study made recommendations for future additions to Coburg’s UGB, based on anticipated population growth and need for more residential and industrial/commercial land supply. The City Council recommended approval of several additions to the UGB. Expansion of the UGB is subject to an approval process that will be managed by Lane County Land Management Division. It is anticipated that the application to expand the UGB will be submitted for approval concurrently with the Transportation System Plan.
Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources: To conserve open space and protect natural and scenic resources.

The Coburg TSP is consistent with this goal because the Coburg City Code requires a review of environmental impacts of transportation projects where they impact Goal 5 resource sites. TSP projects were developed and considered with impacts to open space, scenic and historic areas, and natural resources. Most of the projects within the TSP are adjacent to or within the right of way of existing transportation facilities, and have very little potential impacts outside of existing right-of-way.

There are a few multi-use trails that are adjacent to or potentially through open spaces and scenic areas, and the project description includes flexibility and consideration of impacts when implementing these trails to minimize negative impacts to open space and scenic areas and natural resources.

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

The Coburg TSP is consistent with this goal because it contains many projects that support a more compact land use pattern and encourage the use of alternative modes of transportation. Less reliance on the automobile results in lower levels of air and water pollution. Lane County’s Rural Comprehensive Plan findings and related policies also support this goal.

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

The TSP also includes a goal to minimize or avoid adverse impacts on natural and social resources within Coburg. Ensure groundwater, storm run-off and surface water is protected from impacts from transportation projects.

The TSP’s focus on multi-modal projects and programs to reduce reliance on the single occupant vehicle aim to maintain and improve air quality within the City.

Goal 7 – Areas Subject to Natural Disasters and Hazards: Requires the maintenance and improvement of the quality of air, water and land resources.

The Coburg TSP is consistent with this goal because soil stability is addressed by a combination of existing and acknowledged Goal 5 regulations and building codes implemented by the City of Coburg. TSP transportation projects must be consistent with these existing regulations.

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

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

The Coburg TSP is consistent with this goal because it identifies and includes projects for transportation facilities that are also recreational facilities. The TSP also identifies pedestrian and bicycle projects that connect residential areas to recreational destinations.

**Goal 9 – Economic Development:** Requires the provision of adequate opportunities for a variety of economic activities vital to public health, welfare and prosperity.

The Coburg TSP is consistent with this goal because it reinforces the City’s freight network with transportation projects that will provide access to freight facilities and employment sites. Coburg Comprehensive Plan policies also support this goal.

Adopting the TSP will ensure that transportation improvements will be available to support the planned uses in the City’s employment areas, consistent with other local economic development goals that are consistent with Goal 9.

**Goal 10- Housing:** requires provision for the housing needs of citizens of the state.

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

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

The proposal is consistent with Statewide Planning Goal 11 because:

- the proposed amendments continue to provide a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development;
- through the TSP, urban development in Coburg will be guided and supported by types and levels of urban public facilities and services appropriate for, but limited to, the needs and requirements of the urban and urbanizable areas to be served;
- Project goals and plan objectives are part of the TSP and are proposed for adoption address timely, orderly, and efficient provision of facilities and services in particular include an access and mobility objective to provide high levels of connectivity within the city between popular destinations and residential areas and implementation objectives to ensure that recommended improvements can be funded, optimize
benefits over the life cycle of the improvement, and make the best use of the existing network.

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

The Coburg TSP is consistent with this goal because it completely updates the City’s transportation policies and meets the requirements of the Transportation Planning Rule (TPR), including balancing the needs of all users of the transportation system and strengthening each modal network through the identification of projects.

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

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

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

The TSP is consistent with this goal because it supports the intensification of development in Coburg by providing a multimodal transportation system. The TSP supports the urban growth boundary by improving mobility and accessibility inside the urbanized areas, and consequently reducing the potential need for conversion of rural lands to urban uses. New connectivity standards will increase the efficiency of the street system and support infill development.

**Conclusion**

Based upon the preceding findings, it can be concluded that co-adoptions of the Coburg TSP is consistent with the requirements set forth in the applicable approval criteria. Therefore, the evidence and findings support adoption of the proposal.
The City Council Staff Report will be available to the public on March 4, 2014.
- The City Council first reading and public hearing will be held on March 11, 2014.
- The City Council second reading to consider adoption will be held on April 8, 2014.

Lane Transit District (LTD) is conducting a planning process to identify strategies that will help provide efficient and effective transit service to meet the long-term (20-year) needs of our community. Through coordination with community members and public agencies, LTD is developing the Long-Range Transit Plan (LRTP). The Plan considers a broad spectrum of issues that may affect transit service in the future, and creating policies and actions that best position LTD to meet the community’s needs. Development of the LRTP will assure consistency with other adopted local, regional, and state plans, policies and rules. The Plan is being prepared in coordination with the Transportation System Plans (TSP) of Coburg, Eugene, and Springfield, as well as, the Central Lane Metropolitan Planning Organization (MPO) Regional Transportation System Plan (RTSP).

Coburg community members, stakeholders, City staff, and representatives of ODOT, Lane Council of Governments, and Lane County all participated in the TSP development process. The project management team, comprised of the City, ODOT, Lane County and CH2M HILL, met regularly to guide development of the Plan. The planning process took place over a three year period between July 2010 and July 2013. Appendix B has a detailed description of the public involvement process. The public involvement process began with the development of a project website that provided updates on the TSP development and notices of upcoming public meetings throughout the life of the project. The website hosted a survey that asked the public to document needs, opportunities, and/or constraints in the existing multimodal transportation system. The survey included an interactive online map, which allowed participants to pinpoint locations of concern or opportunity. Paper surveys were also available at City Hall and opportunities for input were advertised through local water utility bills and on the project website.

In addition, the consultant team conducted stakeholder interviews of thirteen community leaders representing a broad range of interests, such as elected officials, City staff, business owners, and emergency service personnel. An initial public open house was held in February, 2011 at which existing conditions findings, analysis
of needs, opportunities and constraints were presented. Participants could complete a comment form to provide feedback, and all materials were left in City Hall for community members to review. A final public open house was held in December, 2012 to review proposed design standards, functional classification plan, and review project alternatives. Comment cards were distributed at the open house and through mailings to solicit feedback on these aspects of the TSP.

The Planning Commission and City Council received monthly TSP project updates beginning January 2012. The plan adoption process included two public hearings, a public comment period for both the City and County, and review and adoption by the City Council.