

**CITY OF COBURG PLANNING
PO BOX 8316 Coburg, OR 97408**

**STAFF REPORT – FINDINGS OF FACT
PA 01-25 Zoning Code Amendment
Climate Friendly and Equitable Communities (CFEC) Compliance**

I. BASIC DATA

APPLICATION NUMBER: PA 01-25
APPLICANT: City of Coburg
PROPERTY OWNER: N/A
REQUEST: Amendment – Coburg Zoning Code text amendments for CFEC compliance
PROPERTY LOCATION: N/A
ZONING: N/A
PLAN DESIGNATION: N/A
APPLICABLE CRITERIA: Coburg Zoning Ordinance A-200-L, Article X.E Types of Review Procedures, Type IV; Article XVI Land Use District Map and Text Amendments

II. REQUEST

The request is to consider adoption of text amendments to the Coburg Zoning Code. The proposed parking reform and design standard amendments will bring the City into compliance with Climate Friendly and Equitable Communities (CFEC) requirements found in OAR Chapter 660 Division 12. Additional amendments include minor housekeeping items for clarity and grammatical correctness. Planning Commission will review the proposal and make a recommendation to City Council, who is the final decision-maker.

III. STAFF RECOMMENDATION

Staff recommends Planning Commission votes to **RECOMMEND APPROVAL** to the Coburg City Council, in accordance with the following finding to ensure that it complies with the Criteria for Land Use District Text Amendments set forth in Article XVI of the Coburg Zoning Ordinance No. A-200-L.

IV. BACKGROUND

In 2022, the State addressed challenges with climate pollution through a Climate Friendly and Equitable Communities project that resulted in adoption of regulations into Oregon Administrative Rules Chapter 660 Division 12. The division of Oregon Administrative Rules (OAR) 660-012 are the Transportation Planning Rules. As part of the Central Lane Metropolitan Planning Organization (CLMPO), Coburg, as well as other metropolitan areas with populations over 50,000 people, is required to update local

land use and transportation plans to ensure community members have a variety of safe and comfortable transportation options to meet their daily needs. Reducing reliance on automobiles and increasing walkability of the built environment are key outcomes intended to reduce climate pollution.

The Department of Land Conservation and Development (DLCD) and Land Conservation and Development (LCDC) developed the Climate-Friendly and Equitable Communities program to support communities taking action to meet Oregon's climate pollution reduction targets, while providing more housing and transportation choices and improving equity in land use outcomes.

OAR 660-012-0400, OAR 660-012-0405, and OAR 660-012-0415 through OAR 660-012-0445, address parking reform. Parking mandates, also known as minimum parking requirements, are a one-sized approach that often hides the costs of providing parking in other goods, such as housing and business costs. The CFEC adopted administrative rules require the City to eliminate parking mandates in some cases and reduce them in other cases.

OAR 660-012-0330 established land use requirements, also referred to as design standards, which are intended to improve walkability. The overall requirement of these rules is stated in section (1) *Cities and counties shall implement plans and land use regulations to support compact, pedestrian-friendly, mixed-use land use development patterns in urban areas. Land use development patterns must support access by people using pedestrian, bicycle, and public transportation networks*

On January 23, 2025, the City of Coburg requested alternative dates to comply with portions of the Oregon Administrative Rules (OAR) Chapter 66, Division 12, as provided in OAR 660-012-0012(3) to align the timing of adoption of code amendments for parking reform (OAR 660-012-0400, OAR 660-012-0405, and OAR 660-012-0415 through OAR 660-012-0445) with the land use requirements (walkable design standards) (OAR 660-012-0330), so both could be adopted in the same process for efficiency, and to allow time to prepare proposed amendments. On May 27th, 2025, Brenda Bateman, Director of the Department of Land Conservation and Development (DLCD), granted the alternate date request of December 31, 2025 to bring Coburg's Zoning Code into compliance.

DLCD provided technical assistance and support to these amendments in various ways. First, the parking reform code amendments were developed by DLCD staff. Second, DLCD contracted with the Lane Council of Governments (LCOG) for consultant services to conduct a code audit, comparing the Coburg Zoning Code with the new land use requirements for walkability. On April 16th and May 21st, 2025, the consultant presented to Planning Commission and sought feedback on the language for the proposed code amendments.

Other amendments to the code include straightforward language changes including grammatical edits such as spacing, punctuation and naming changes. The recommended code amendments will come to Planning Commission for a recommendation and then City Council for final action and adoption.

NO CONDITIONS OF APPROVAL

V. APPROVAL CRITERIA:

ARTICLE X.E TYPES OF REVIEW PROCEDURES, TYPE IV PROCEDURE

E. Type IV Procedure (Legislative).

1. Pre-Application Conference. *A pre-application conference is required for all Type IV applications initiated by a party other than the City of Coburg. The requirements and procedures for a pre-application conference are described in Section F.*

FINDING: The City of Coburg initiated this procedure. This criterion is not applicable.

2. Timing of Requests. *The City accepts legislative requests twice yearly, meeting January and July application timeline requirements. The City Council may initiate its own legislative proposals at any time.*

FINDING: The City of Coburg initiated this procedure. This criterion is met.

3. Application Requirements.

a. Application forms. *Type IV applications shall be made on forms provided by the City Planning Official or designee.*

b. Submittal Information. *The application shall contain:*

- (1) The information requested on the application form;*
- (2) A map and/or plan addressing the appropriate criteria and standards in sufficient detail for review and decision (as applicable);*
- (3) The required fee; and*
- (4) One copy of a letter or narrative statement that explains how the application satisfies each and all of the relevant approval criteria and standards.*

FINDING: The City of Coburg initiated this procedure. Criteria satisfied.

4. Notice of Hearing.

a. Required hearings. *A minimum of two hearings, one before the Planning Commission and one before the City Council, are required for all Type IV applications, except annexations where only a hearing by the City Council is required.*

b. Notification requirements. *Notice of public hearings for the request shall be given by the City Planning Official or designee in the following manner:*

(1) At least 10 days, but not more than 40 days, before the date of the first hearing on an ordinance that proposes to amend the comprehensive plan or any element thereof, or to adopt an ordinance that proposes to rezone property, a notice shall be prepared in conformance with ORS 227.175 and mailed to:

(i) Each owner whose property would be rezoned in order to implement the ordinance (including owners of property subject to a comprehensive plan amendment shall be notified if a zone change would be required to implement the proposed comprehensive plan amendment);

(ii) Any affected governmental agency;

(iii) Any person who requests notice in writing;

(iv) For a zone change affecting a manufactured home or mobile home park, all mailing addresses within the park, in accordance with ORS 227.175;

(2) At least 10 days before the scheduled Planning Commission public hearing date, and 10 days before the City Council hearing date, public notice shall be published in a newspaper of general circulation in the City.

(3) The City Planning Official or designee shall:

(i) For each mailing of notice, file an affidavit of mailing in the record as provided by subsection 1; and

(ii) For each published notice, file in the record the affidavit of publication in a newspaper that is required in subsection 2.

(4) The Oregon Department of Land Conservation and Development (DLCD) shall be notified in writing of proposed comprehensive plan and development code amendments at least 45 days before the first public hearing at which public testimony or new evidence will be received. The notice to DLCD shall include a DLCD Certificate of Mailing.

(5) Notifications for annexation shall follow the provisions of this Chapter.

FINDING: The proposed amendment does not rezone any property in the City. Notice of public hearings at Planning Commission and City Council are scheduled for publishing in the Register Guard for the appropriate dates; the first published on September 7th, 2025. Measure 56

Notice, per ORS 227.186, was not required as part of this proposal. Staff notified DLCD through the online Post-Amendment Plan Acknowledgement (PAPA) process on August 7, 2025, meeting the 35-day notice timeline. These criteria are met.

7. *Decision-Making Criteria.* *The recommendation by the Planning Commission and the decision by the City Council shall be based on the following factors:*

a. Approval of the request is consistent with the Statewide Planning Goals;

FINDING: As further explained below, the request is consistent with the Statewide Planning Goals and is required by State rulemaking. This criterion is met.

APPLICABLE STATEWIDE PLANNING GOALS:

GOAL 1: Citizen Involvement

FINDING: The Planning Commission held several public meetings to receive information, and review and suggest new language for the proposed amendments. As part of the adoption process, two public hearings are scheduled: the first on September 17th with the Planning Commission and the second on October 14th, 2025, with the City Council, followed by a second reading of the ordinance at the November 10th City Council meeting.

All Planning Commission meetings were open to the public and noticed in accordance with City rules and regulations. All materials, including meeting recordings and minutes, are available on the City's website. All of the aforementioned venues provide opportunities for the public to submit feedback and comments.

As part of the legislative process, public notice requirements for the Planning Commission and City Council public hearings are/will be met. The notice was published in the September 7th issue of the Register Guard. The notice was also posted at public locations including City Hall. The notice invited public input and included the phone number and email address of a contact person to answer questions.

GOAL 2: Land Use Planning

FINDING: The City of Coburg has an acknowledged Comprehensive Plan and enabling measures. The amendments to the Coburg Zoning Code are being undertaken to ensure compliance with the CFEC policies and associated Oregon Administrative Rules Chapter 660 Division 12.

The amendments are being processed in accordance with the City's adopted procedures, which requires any applicable statewide planning goals be addressed as part of the decision-making process. The amendments are being processed as a post-acknowledgement plan amendment (PAPA) to implement the CFEC policies. The proposed CFEC Code Amendment Package will ensure Coburg is in compliance with CFEC policies, the administrative rules, and Oregon

Statewide Planning Goals by eliminating parking mandates within the City. In addition, the proposed amendments will comply with the land use requirements of OAR 660-012-0330 by adopting walkable design standards. All public noticing requirements have been met. All applicable review criteria have been addressed within this staff report; therefore, the requirements of Goal 2 have been met.

GOALS 3 & 4: Agricultural Lands and Forest Lands, respectively

FINDING: The proposed text amendments are for areas within the city limits of Coburg, which is currently coterminous with the Urban Growth Boundary. The Coburg Zoning Code does not regulate property outside of its city limits. Therefore, the Farm and Forest designations and codes within Lane County are not impacted by the text amendments proposed by the city.

GOAL 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

FINDING: The proposed amendments promote a healthy and visually attractive built environment that blends with the rural and natural landscape of the community and are consistent with Goal 5.

GOAL 6: Air, Water and Land Resources Quality

FINDING: The CFEC requirements aim to address climate pollution and vehicular emissions by promoting flexibility to develop in an energy efficient urban form and encouraging alternative modes of transportation. To address climate impacts of transportation related pollution, the State intends for less reliance on vehicles, more flexibility in development, and that these changes will reduce air pollution and result in fewer impacts to natural resources. The amendments are consistent with Goal 6.

GOAL 7: Areas Subject to Natural Hazards

FINDING: The proposed text amendments will not impact this goal.

GOAL 8: Recreational Needs

FINDING: The proposed text amendments will not impact this goal.

GOAL 9: Economic Development

FINDING: The proposed text amendments are not anticipated to impact economic development within the city, although some development may be spurred by reduced parking requirements, thus reducing costs and land area needed for development and consistent with Goal 9.

GOAL 10: Housing

FINDING: The proposed amendments are not anticipated to impact housing needs. However, the changes could reduce costs to build and other barriers to housing and mixed use development.

GOAL 11: Public Facilities and Services

FINDING: The proposed amendments are not anticipated to impact public facilities and services. However, a more compact urban form is the desired outcome of the amendments and existing land use regulations and could allow for more efficient delivery of public services.

GOAL 12: Transportation

FINDING: The city maintains its adopted Transportation System Plan (TSP) and implements it through land development and a Capital Improvement Plan. Participation in regional planning for transportation also occurs through the Central Lane Metropolitan Planning Organization. Coburg's inclusion in the Eugene-Springfield metro area is the reason the proposed amendments are required of Coburg by the State. One goal of the State's required amendments is to provide multiple modes of transportation options, thus improving the ability for people and goods to utilize the regional transportation system. The proposed amendments are consistent with Goal 12 and required to comply with the State's Transportation Planning Rules (TPR).

GOAL 13: Energy Conservation

FINDING: The proposed text amendments aim to reduce vehicle dependency and encourage compact development, resulting in overall energy conservation. The proposed amendments are consistent with Goal 13.

GOAL 14: Urbanization

FINDING: The proposed amendments support efficient use of land and promote livability in the community and thus are consistent with Goal 14.

Goals 15 through 19 address the Willamette River Greenway, Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources.

FINDING: None of these types of resources are present in Coburg, thus these Statewide Planning Goals are not applicable to the proposed amendments.

CONCLUSION: The proposed amendments to the Coburg Zoning Code are consistent with the applicable Statewide Planning Goals. These criteria are met.

b. Approval of the request is consistent with the Comprehensive Plan; and

FINDING: As explained below, the request is consistent with the Comprehensive Plan. This criterion is met.

APPLICABLE COMPREHENSIVE PLAN POLICIES AND GOALS

GOAL 1: Citizen Involvement

FINDING: Planning Commission held several public meetings while reviewing and suggesting new language for the proposed amendments. As part of the adoption process, two public hearings are scheduled, September 17th, 2025 with the Planning Commission and October 14th, 2025 with the City Council, followed by a second reading of the ordinance at the November 12th City Council meeting. Notice was published in the Register Guard for both hearings. Notice was provided for all public meetings, and recordings and minutes are available on the City's website.

GOAL 2: Land Use

Policy 9: Traditional Residential – The Traditional Residential designation is intended to guide development within historic and traditional neighborhoods of the community. The Traditional Residential designation will provide a livable neighborhood environment, preserve the small town and historic character of Coburg, ensure architectural compatibility, and provide for a variety of residential housing choices (including medium density housing in designated areas).

Policy 11: Central Business District – The Central Business District designation is intended to establish the downtown area as the historic heart of Coburg. The CBD is the location for smaller scale commercial and business facilities, civic buildings and city functions, and mixed use. The Central Business district will be historic and pedestrian-oriented in character.

Finding: The proposed amendments enhance walkability in the community and promote compact development that allows for a wider variety of housing choices. In addition, the amendments are aligned with many of Coburg's existing regulations; reduced parking requirements and a form based code already exist in the Central Business District and preserve the historic and pedestrian friendly environment of the community.

GOAL 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Coburg Objective: To protect, restore and enhance open space, scenic and historic areas, and, to promote a healthy and visually attractive environment in harmony with the natural landscape.

Finding: The proposed amendments promote a healthy and visually attractive built environment that blends with the rural, historic and natural landscape of the community and are consistent with Goal 5.

GOAL 6: Air, Water & Land Resources Quality

Coburg Objective: To insure the continued quality of air, water and land resources within the City and its area of influence.

Finding: The CFEC requirements aim to address climate pollution and vehicular emissions by promoting flexibility to develop in an energy efficient urban form and encouraging alternative modes of transportation.

GOAL 9: Economy of the City

Coburg Objective: To guide community development in such a way that the local economy is improved while maintaining Coburg's small town atmosphere.

Policy 20: *The downtown area of Coburg should reflect the rural and historic character of the area. Businesses are encouraged to provide attractive building exteriors, signs, landscaping and parking lots that are in keeping with character of the downtown area. The downtown area is the heart of Coburg and essential businesses and city functions should be located in this area. The downtown area should invite citizens and other customers to use alternative modes of transportation, including walking and bicycling to patronize these businesses.*

Policy 21: *The Coburg Development Code shall include standards that ensure development in the downtown reflects the rural and historic character of the area, and provides an attractive, pedestrian-oriented character for the downtown.*

Policy 26: *The City shall utilize design standards for commercial and industrial development uses.*

Finding: The proposed amendments to the Coburg Zoning Code enhance the existing form-based code for the Central Business District Downtown District overlay area by fostering a pedestrian friendly environment to invite community members to visit downtown using alternative modes of transportation and bolstering design standards to continue to enhance an attractive, pedestrian oriented character.

GOAL 10: Housing

Policy 19: *The City shall promote livability and community in existing and future neighborhoods.*

Finding: The proposed amendments promote livability and may allow new opportunities for housing development with greater flexibility allowed.

GOAL 12: Transportation

Policy 8: *Develop standards for new development to address all of these goals.*

8.1 In areas of new development, investigate the existing and future opportunities for bicycle and pedestrian accessways. Many existing accessways such as user trails established by school children distinguish areas of need and should be incorporated into the transportation system.

8.2 Design new streets to meet the needs of pedestrians and encourage walking as a transportation mode.

8.3 Make provisions for new industrial and commercial developments to be transit-friendly.

Policy 19: *Space devoted to off-street parking shall be limited through the establishment and use of parking ratio maximums and reduced minimum parking requirements, and the use of shared parking.*

Policy 20: *The City shall provide a balanced transportation system that meets the needs of and is compatible with pedestrians, bicyclists, cars, transit, trolley, and trucks.*

Policy 25: *The City shall require land use development and transportation improvements that encourage transit, bicycles, and pedestrian amenities in new commercial, public, mixed use, and multi-family residential development.*

Policy 26: *The City shall provide transportation system improvements that improve safety, encourage bicycling and walking, and provide convenient access to bus stops.*

Policy 38: *In commercial and industrial areas the City shall consider strategies that support limiting space devoted to off-street parking through the establishment of parking ratio maximums, reducing minimum parking requirements, providing credit for on-street parking, and encouraging shared parking whenever feasible. Also require parking lot design standards, such as landscaping, placement, lighting and other amenities.*

In multi-family developments, the City shall consider strategies that support limiting space devoted to off-street parking by encouraging shared parking whenever feasible. The City shall also require parking lot design standards, such as landscaping, placement, lighting and other amenities

Policy 44: *To provide for the transportation needs of all Coburg residents compatible with county and state plans and promoting the greatest possible energy efficiency.*

Policy 45: *Develop and maintain a transportation system while improving transportation choice and environmental quality.*

Finding: The proposed amendments reduce parking requirements and provide design standards that promote walkability and thus support a pedestrian-friendly environment, improve and encourage transportation options choices, limits space dedicated to off-street parking (thus allowing more compact development), and therefore support Goal 12.

Goal 13: Energy Conservation

Coburg Objective: To guide community development in such a way as to maximize the conservation of energy and to assist Coburg residents in reducing their consumption of energy through conservation measures and use of alternative energy sources.

Finding: The proposed text amendments aim to reduce vehicle dependency and encourage compact development, resulting in overall energy conservation. The proposed amendments are consistent with Goal 13.

Goal 14: Urbanization

Policy 25: *The City shall encourage the utilization of existing vacant lots to promote a more compact urban growth form*

Finding: Reduced parking minimums and walkable design standards aim to encourage a compact built environment and provide greater flexibility for development on existing vacant lots.

Goals 3, 4, 7, 8 and 11 are not applicable to this amendment.

CONCLUSION: The proposed amendments to the Coburg Zoning Code support and promote goals, objectives and policies of the Comprehensive Plan. These criteria are met.

c. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

FINDING: The proposed amendments do not change any physical aspect of any property. No development is proposed. This criterion is not applicable.

8. Approval Process and Authority.

a. The Planning Commission shall:

(1) After notice and a public hearing, vote on and prepare a recommendation to the City Council to approve, approve with modifications, approve with conditions, deny the proposed change, or adopt an alternative; and

b. Any member of the Planning Commission who votes in opposition to the Planning Commission's majority recommendation may file a written statement of

opposition with the City Planning Official or designee before the Council public hearing on the proposal. The City Planning Official or designee shall send a copy to each Council member and place a copy in the record;

c. If the Planning Commission fails to adopt a recommendation to approve, approve with modifications, approve with conditions, deny the proposed change, or adopt an alternative proposal within 60 days of its first public hearing on the proposed change, the City Planning Official or designee shall:

(1) Report the failure together with the proposed change to the City Council; and

(2) Provide notice and put the matter on the City Council's agenda for the City Council to hold a public hearing make a decision. No further action shall be taken by the Commission.

FINDING: The hearing and approval process and procedure shall be as normal. These findings will be updated following the Planning Commission hearing to reflect the recommendation made. These criteria will be met.

d. The City Council shall:

(1) Approve, approve with modifications, approve with conditions, deny, or adopt an alternative to an application for legislative change, or remand the application to the Planning Commission for rehearing and reconsideration on all or part of the application;

(2) Consider the recommendation of the Planning Commission; however, the City Council is not bound by the Commission's recommendation; and

(3) Act by ordinance, which shall be signed by the Mayor after the Council's adoption of the ordinance.

FINDING: The hearing and approval process and procedure shall be as normal. These criteria will be met.

9. *Vote Required for a Legislative Change.*

a. A vote by a majority of the qualified voting members of the Planning Commission present is required for a recommendation for approval, approval with modifications, approval with conditions, denial or adoption of an alternative.

b. A vote by a majority of the qualified members of the City Council present is required to decide any motion made on the proposal.

FINDING: The hearing and approval process and procedure shall be as normal. These criteria will be met.

10. Notice of Decision. *Notice of a Type IV decision shall be mailed to the applicant, all participants of record, and the Department of Land Conservation and Development, within five business days after the City Council decision is filed with the City Planning Official or designee. The City shall also provide notice to all persons as required by other applicable laws.*

FINDING: Staff shall follow up with correct noticing procedures should the City Council vote to approve the amendments. This criterion will be met.

11. Final Decision and Effective Date. *A Type IV decision, if approved, shall take effect and shall become final as specified in the enacting ordinance, or if not approved, upon mailing of the notice of decision to the applicant.*

FINDING: Should Planning Commission and City Council vote to approve the amendment, the ordinance shall specify an effective date. This criterion will be met.

12. Record of the Public Hearing.

- a. A record of the proceeding shall be made by a minutes recorder, stenographic, mechanical, or electronic means. It is not necessary to transcribe an electronic record. The minutes and other evidence presented as a part of the hearing shall be part of the record;*
- b. All exhibits received and displayed shall be marked to provide identification and shall be part of the record;*
- c. The official record shall include:*
 - (1) All materials considered by the hearings body;*
 - (2) All materials submitted by the City Planning Official or designee to the hearings body regarding the application;*
 - (3) The v record made by the minutes recorder, stenographic, mechanical, or electronic means; the minutes of the hearing; and other documents considered;*
 - (4) The final ordinance;*
 - (5) All correspondence; and*
 - (6) A copy of the notices that were given as required by this Chapter.*

FINDING: The City shall follow record procedures as described. These criteria will be met.

VI. ATTACHMENTS

- **Attachment A:** Ordinance A-200-M Draft
- **Attachment B:** Final memo from Code Audit Project (LCOG)
- **Attachment C:** Notice materials

DECISION: A Type IV decision, if approved, shall take effect and shall become final as specified in the enacting ordinance, or if not approved, upon mailing of the notice of decision to the applicant.