



MEMO

TO: Anne Heath, Coburg City Administration

FROM: Jacob Callister, Principal Planner, Lane Council of Governments

DATE: March 1, 2021

Re: Transportation System Plan Revision Update

What is a Transportation System Plan?

A Transportation System Plan (TSP) describes a local transportation system and outlines projects, programs, and policies to meet transportation needs now and in the future based on community aspirations. A TSP typically serves as the transportation “component” of the local comprehensive plan.

The City of Coburg’s TSP contains projects and policies that address transportation problems and needs for all road users including pedestrians, bicyclists, cars, transit and freight. It provides a 20-year list of priority improvement projects as well as a funding strategy and plan for implementing the projects.

Coburg’s most current “state acknowledged” TSP was adopted in 1999 and amended in 2004. In 2012, the City initiated a planning process to completely update its TSP and to bring it into compliance with the statewide Transportation Planning Rule. Throughout the planning process, public involvement was crucial to understanding the goals and needs of the community over the next 20 years. Feedback was integrated into the TSP to create a blueprint for how the City’s transportation system will evolve and continue to meet Coburg’s needs.

TSP Update Background

In early 2020, after several years of considering the status of, and need for a legally standing Coburg Transportation System Plan, the Coburg City Council directed staff to address the State’s Land Use Board of Appeals remand to the 2015 Coburg TSP, specifically by removing portions of it that address UGB expansion; a UGB expansion that never realized and which is unsupported by current data and forecasting. The 2015 TSP was not acknowledged at the state level solely due to its inclusion of urban growth areas that never realized. Since the 2015 TSP is not acknowledged by the State, it is not a legally defensible or enforceable plan. In spite of this, the 2015 TSP does objectively represent a significant effort by Coburg to establish transportation policy, guidance and requirements for City staff, the community and land developers. As such, the 2015 TSP has significant untapped potential as a community planning resource.

In early 2020, Coburg City Council specially directed staff and LCOG to proceed with the following tasks:

Task 1: Travel Analysis Revisions

- Update the land use scenario and model network to reflect Coburg's current UGB and roadway network.
- Analyze impact of traffic from the current UGB land use scenario on the roadway network on identified intersections.
- Incorporate results from this analysis into the TSP and findings report.

Task 2: Public Involvement

- Prepare for a public open house.
- Prepare and distribute project information and notifications.

Task 3: Update TSP Document

- Update TSP maps to reflect Coburg's current UGB and roadway network.
- Include East-West Collector as a project study item, consistent with the Lane County TSP, to maintain its importance to community.
- Investigate Goal 12 Exception priority for access on north end of UGB. Introduce appropriate policies.

Task 4: Adoption Process

- Create staff reports and findings for local adoption process.
- Hearings before the following decision makers: Coburg Planning Commission, City Council and the Lane County Board of Commissioners.

Task 5: Department of Land Conservation and Development Plan Acknowledgement Process

- Prepare Post Acknowledgement Plan Amendment report and submit to the Department of Land Conservation and Development.
- Coordinate with state and local staff through State review and acknowledgement.

Delays and 2021 Update

In the Spring of 2020, LCOG, in partnership with City Engineers (Branch Engineers) and another modeling team involved in the original TSP set out to initiate Task 1: Travel Analysis Revisions. The lockdown associated with the pandemic began in March, 2020. The team recognized that traffic count data needed to update the travel model collected during the pandemic would not be representative of typical conditions (for example, the school was not operating and commuting patterns would be atypical). As a result, the project team waited to complete Task 1. The pandemic did not ease and lockdown conditions continued through 2020 (and continue today).

During the same period a development in the northern part of Coburg, and a proposed annexation, once again highlighted the need to address transportation issues.

In the fall of 2020, LCOG and City staff determined to convene a meeting between the Mayor, LCOG planners and attorney, Coburg's City Administrator, Lane County and the Oregon Department of Conservation and Development. The premise was to discuss current development matters and make the case that it would be prudent for the City to move forward

with its TSP – 1) because typical conditions may be long in returning and 2) because there is immediate need to address longstanding and new transportation issues in the community. Staff proposed foregoing waiting for things to return to “normal” to update the TSP’s technical background and to rely instead on the analysis produced for the 2015 TSP. At that conference, all parties were in agreement that moving forward with the TSP was a good idea, given the unique circumstances.

Key Elements of the Proposed TSP Update

Though a range of transportation issues exist in Coburg presently, City and LCOG staff feel that there is value in maintaining the work plan established for basic updates to the 2015 Transportation System Plan. These include the objectives items that are necessary for obtaining state acknowledgement, and one matter of particularly urgent concern related to access on the north end of the UGB:

- **Removal of the formerly proposed UGB expansion areas from the TSP**

LCOG and the Engineering team will remove the UGB expansion and east-west collector from the 2015 TSP leaving only the “existing conditions” of Coburg’s current UGB with the exception of the employment lands brought into the UGB in 2018. This does not preclude future expansion, but without a clear concept of that expansion, it is best to leave it out.

The Team will utilize the technical analysis in place in 2015.

- **East-West Collector north of Coburg**

Residents of Coburg have long hoped for an additional alternative for north-south traffic passing through Coburg, particularly for freight and commuter traffic. Early concepts of UGB expansion indicated how an east-west connector north of town could, conceptually, provide such an alternative. Realistically the east-west collector would need to be farther north to be realized. City Council requested the inclusion of an action item in the TSP directing staff to further study this connection. This approach would be consistent with the County’s TSP which includes the following language,

The need for additional freight connectivity north of the City of Coburg was identified as part of the City’s TSP update process; during the co-adoption process, the Lane County Board of Commissioners directed Lane County staff to include this in the Lane County TSP to address needs for existing rural uses and roadways outside Coburg’s UGB. This area is circled on Figure 5-8 and a future study is recommended in this TSP project list.

- **Consideration of a possible Goal 12 exception or small scale UGB expansion to allow access to access limited areas on the north end of Coburg.**

Coburg’s limited remaining residential buildable lands have objective access limitations, creating a tension between the need to accommodate future growth and the ability to provide a compatible transportation system. The TSP can facilitate a policy led effort to address this issue in at least one location.

A number of additional transportation related items have been revealed through stakeholder outreach, recent land use applications and standard city operations and priorities. This includes further consideration of planned street “functional classifications” (defining what streets purpose, speeds and levels of access vs mobility should be (are you mostly trying to get “to” or

“through”). The City has some questions about how some current functional classifications relate to maintenance plans and funding.

There are other transportation matters that come up frequently in Coburg. LCOG staff feel that these additional items are best handled with a separate follow-on process. They may require changes to the Development Code or even the Comprehensive Plan. Additionally, new state funding sources and cycles could be investigated to support a broader effort.

What’s Next?

City staff and LCOG propose to reengage the TSP process approved by council with the revisions to Task 1 outlined above (no new technical analysis). Staff propose the following revisions to the Tasks with an associated schedule:

Task 1: Travel Analysis Revisions (March - April, 2021)

- *Update the land use scenario and model network to reflect only Coburg’s current UGB and roadway network.*

Task 2: Public Involvement (May, 2021)

Task 3: Update TSP Document (May, June 2021)

Task 4: Adoption Process (Summer, 2021)

Task 5: Department of Land Conservation and Development Plan Acknowledgement Process (Summer, 2021)