

# Project Memorandum #4

## Coburg Loop Path: Implementation Strategy

Date: Draft, February 18, 2009

Prepared by: Lane Council of Governments

Prepared for: Coburg Loop Citizen Advisory Committee and Technical Advisory Committee and the Oregon Transportation and Growth Management Program

### 4.1 Phasing Construction

While there is funding potential to complete this project in a shorter timeframe, the Coburg Loop Path development will be developed in phases over the next 20 years. Priorities have been separated into Priority #1 (1 to 3 years), #2 (4 to 15 years) and #3 (when opportunity arises). The following criteria were used to determine the level of priority assigned to path sections. **The following priorities are only a guide. The Path will be implemented when timing makes sense and budget permits.**

- Inside Urban Growth Boundary (UGB): Segments of the Coburg Loop that are currently (2009) within the UGB will be prioritized ahead of segments in Lane County, outside the UGB. The City has autonomy over segments within the city limits and funding is more readily available. Segments outside city limits will likely need to be incorporated prior to path development. However, it is also possible to prioritize segments that are in Lane County. The Lane County Board of Commissioners will co-adopt the Coburg Parks and Open Space Master Plan, and the priority of projects within the plan could then be implemented as adopted.
- Leveraging Other Projects and Design Standards: Path segments that intersect other planned streets, parks, or utility projects in and around the City will be a priority as leveraging resources to incorporate the path system becomes an efficient and less expensive way to accomplish more than one capital improvement project at a time. For example, in 2010, the Coburg Loop path segment directly south of Pearl Street, known as the Roberts Road Realignment, will be constructed by ODOT as part of Phase I of the I-5 Interchange reconstruction. See Coburg Interchange Area Management Plan (IAMP). Bike, pedestrian, and landscaping standards for that project are already a part of the project requirements, so the Coburg Loop design standards are integrated into the larger project.
- Network Connection: Segments that serve as key links in the City's park network to school, commercial, or historic areas offer not only recreational amenity, but transportation functionality. These segments have the potential to accommodate

a significant number of users and are assigned higher priority for implementation than those segments that would serve comparatively fewer users.

- **Ease of Implementation:** Segments that require relatively little effort to implement are assigned higher priority than segments that require significant effort (i.e. property acquisition) because of their ability to serve users in a relatively short timeframe with minimal capital investment.
- **Safety:** Segments that provide enhanced safety for users were given higher priority than segments that may have only enhanced convenience for users.
- **Cost:** Segments or improvements that would be more expensive receive lower priority than those routes or improvements that would be moderately priced and could be paid for by the City within a reasonable timeframe. Also, project segments that are identified as good candidates for respective funding opportunities will be a priority.

<b>Segment/Element</b>	<b>Priority</b>
<b>Path Segments</b>	
Industrial Way Segment	1
Sarah Lane Connector	1
Roberts Road Segment	1
North Coburg Segments	3
Rail Corridor	2
Mill Slough Corridor - East	3
Mill Slough Corridor - West	3
Canterbury Bio-swale Path	2
Armitage Park Connector	3
<b>Bicycle Boulevards</b>	
Coleman, Mill, Miller, Sarah, McKenzie, Abby, Vintage, Dixon, and Thomas	1
<b>Road Crossings</b>	
Pearl Street at Industrial Way	1
Pearl Street at Coleman	2
Coburg Road at Mill Slough	3
Willamette Street at Vintage Way	1
Willamette Street at McKenzie	2
Van Duyn Street and Willamette Street Intersection	1
Van Duyn Street and Coburg Road North Intersection	1
Roberts Court	3
McKenzie View Drive	3
<b>Other Elements</b>	
Lighting at road intersections (Coburg Road at Willamette Mill Slough)	3
Signage (directional and interpretive)	2

Mileage Markers	2
Bollards at road intersections	1
Parking area at Canterbury Slough	2
On-street parking at end of Industrial Way	2
On-street parking near Pfeiffer Park	2
Benches	2

The proposed phasing of the project reflects general guidelines consistent with City policies and actions.

#### 4.2 Construction Cost Estimate

Construction costs of the Coburg Loop path and associated features were estimated based on a review of comparable projects and industry standards and will be refined during final design and engineering. These cost estimates include design, materials, and installation. They do not include land acquisition costs. The total estimated cost of construction of the system as specified is \$3,383,150 (2009 dollars). The path will be implemented in phases over a twenty year period as funding opportunities arise and as future development occurs.

#### Coburg Loop Path Elements

Segment/Element	Length/ Quantity	Unit Costs and Special Features	Estimated Cost*	Implementation Strategy
<b>Path Segments</b>				
Industrial Way Segment	4,000 lf	Parallel to re-constructed road with minimum 5-foot setback (\$107/lf)	\$428,000	Grants and SDCs
Sarah Lane Connector	650 lf	\$107/lf plus one bridge at \$10,000 (will utilize planned site access bridge)	\$79,550	Constructed as a component of private site development
Roberts Road Segment	2,000 lf	Parallel to street realignment on the westside with 4-foot landscaped parking strip buffer between path and roadbed.	\$214,000	ODOT (portion of Phase 1 I-5/Coburg Interchange project 2010)
North Coburg Segments	8,400 lf	\$107/lf plus one bridge at \$10,000	\$908,800	Implemented with future development; Northern section (2,000 lf) via grants
Rail Corridor	2,000 lf	\$90/lf cost estimate based on existing gravel sub-grade	\$180,000	Grants and SDCs
Mill Slough Corridor -	2,400 lf	Includes Thomas Street	\$256,800	Implemented with

<b>Segment/Element</b>	<b>Length/ Quantity</b>	<b>Unit Costs and Special Features</b>	<b>Estimated Cost*</b>	<b>Implementation Strategy</b>
East		connector. \$107/lf.		future development or via grants
Mill Slough Corridor - West	4,500 lf	\$107/lf plus 2 bridges at \$10,000 per bridge	\$501,500	Implemented with future development or via grants
Canterbury Bio-swale Path	1,200 lf	\$107/lf	\$128,400	Grants and SDCs
Armitage Park Connector	6,800 lf	Assumes use of rail corridor with gravel base (\$90/lf)	\$612,000	Grants, Donations
<b>Total:</b>	31,950 lf (6.0 miles)		<b>\$3,309,050</b>	
<b>Bicycle Boulevards</b>				
Coleman, Mill, Miller, Sarah, McKenzie, Abby, Vintage, Dixon, and Thomas	8,500	18 signs at \$300/sign	\$5,400	Grants and SDCs
<b>Total:</b>			<b>\$5,400</b>	
<b>Road Crossings</b>				
Pearl Street at Industrial Way	-	Utilize existing signalized intersection	\$0	ODOT (portion of Phase 1 I-5/Coburg Interchange 2010)
Pearl Street at Coleman	-	Signage (2 signs at \$300) and Painted Crosswalk (\$500)	\$800	Grants and SDCs, potential partnership with Lane County
Coburg Road at Mill Slough (south of UGB)	-	Signage and Painted Crosswalk (installed)	\$800	Grants and SDCs, potential partnership with Lane County
Willamette Street at Vintage Way	-	Signage and Painted Crosswalk (installed)	\$800	Grants and SDCs, potential partnership with Lane County
Willamette Street at McKenzie	-	Signage and Painted Crosswalk (installed)	\$2,500	Grants and SDCs, potential partnership with Lane County
Van Duyn Street and Willamette Street Intersection	-	2 Painted Crosswalks (\$1,000 total) and 1 delineator post (\$500)	\$1,500	Partnership with Lane County, STP-U, County Tourism Grant
Van Duyn Street and Coburg Road North	-	Painted Medians (\$1,500), Curb and	\$7,500	Grants and SDCs, STP-U,

Segment/Element	Length/ Quantity	Unit Costs and Special Features	Estimated Cost*	Implementation Strategy
Intersection		gutter and ramps on SW corner (\$5,500), 3 delineator posts (\$500)		potential partnership with Lane County
Roberts Court	-	Signage and Painted Crosswalk (installed)	\$800	Grants and potential partnership with Lane County
McKenzie View Drive	-	Signage and Painted Crosswalk (installed)	\$800	Grants and potential partnership with Lane County
<b>Total:</b>			<b>\$15,500</b>	
<b>Other Elements</b>				
Lighting at road intersections (Coburg Road – south of UGB)	2	\$10,000 per light	\$20,000	Grants
Signage (directional and interpretive)	10	\$800 per sign	\$8,000	Grants, SDC
Mileage Markers	24	\$550 per marker (installed)	\$13,200	Grants, Donations, SDCs
Bollards at road intersections	8	\$400 per bollard (installed)	\$3,200	Grants, SDCs
Parking area at Canterbury Slough	1	4 spaces with asphalt surfacing	\$5,000	Grants, SDCs
On-street parking at end of Industrial Way	-	Signage	\$500	Grants, SDCs
On-street parking near Pfeiffer Park	-	Signage	\$500	Grants, SDCs
Benches	8	\$350 per bench	\$2,800	Donations, SDCs
<b>Total:</b>			<b>\$53,200</b>	

\* Cost estimates include design, engineering, and path construction using the proposed design standard of a 10-wide concrete path (land acquisition costs are not included). Path costs are estimated at a standard \$107/lf unless otherwise noted. This cost is based on a survey of similar projects that have recently been completed in the area. Special features such as bridges, signage, road crossing improvements, and lighting have been considered.

#### 4.3 Land Acquisition, Donation, and Dedication

As noted above, securing land to accommodate the proposed Coburg Loop path is an important step in the implementation process and a path can not be constructed until this has happened. In some locations, existing public right-of-way or public park land is available, but in most cases, securing additional land will be necessary. Ideally, a public entity such as the City of Coburg or Lane County would ultimately take ownership of the land upon which the path sits. However, other options that could be considered include securing long-term access easements over private property or land acquisition by a non-government third party (typically a non-profit organization such as a land trust).

The Coburg Loop Implementation Strategy will rely on four primary approaches for securing the land necessary for path construction over a period of time. These include the following:

Fee-Title Acquisition from Willing Sellers: The City, other public entity, or land trust would purchase the land from willing private property owners to accommodate the path. This approach would likely need to rely heavily on state, federal, or land trust funding assistance. The City currently has very limited funding resources available for land acquisition. This method would primarily be utilized on corridors outside of the existing UGB, where future urbanization is not anticipated.

Land Donation: Private property owners would have the opportunity to donate land to the City or other sponsoring entity to accommodate the path. Significant tax incentives make this a desirable option for many land owners, although the primary driving force for a land donation is often the desire to leave a lasting legacy to the community. In these cases, naming rights for the path segment may be considered as a way encourage donations and commemorate the donor or the donor's family.

Land Dedication: Once adopted, the Coburg Loop Implementation Strategy will require that future urban development accommodate the route and construct the Coburg Loop path where proposed. The Coburg Zoning Code currently requires a dedication of land for parks and open space and land utilized to accommodate the path would count toward that required dedication.

Utilization of Road Right-of-Way or Utility Easements: It may be possible to accommodate some of the planned path segments within the public right-of-way of new roads that are constructed in the future. In addition, the path could be co-located within utility easements (such as sewer, electric, or irrigation channel easements). In these cases, the utility easement would need to be modified so that it also allows for public access and path construction.

#### **4.4 Maintenance and Management Costs**

In general, the community desires a safe, reliable, and quality user experience for traveling and recreating. Good path design and infrastructure will go a long way in providing a positive experience for all. Routine and long-term path maintenance, education and outreach, and regulations and enforcement also play an important role in maintaining a quality path system. Because the Coburg Loop Path will not routinely bear the weight of moving cars and trucks it will not experience the same level of deterioration that roads often do, and the concrete path as specified should not require major repair for at least 20 years. The most significant management challenge will likely be controlling encroaching vegetation along the edges of the path and removing accumulated dust, tree limbs, and leaves.

Fortunately, maintenance and management costs for a new path system should be relatively inexpensive. The 2009 City estimate of annual maintenance cost is \$1,000 per

mile. This cost would primarily cover the most common tasks such as maintaining vegetation, emptying garbage, sweeping, and repairing signage. Additional maintenance activities would also need occasional attention. The following is sample maintenance activity list relevant to the Coburg Loop vision from *Trails for the 21<sup>st</sup> Century* (RTC, 2001):

- Replace missing and damaged regulatory and directional signs
- Repaint worn pavement markings
- Trim trees, shrubs, and grass to maintain site distances
- Patch holes, fill cracks, and feather edges
- Clean drainage systems; modify to eliminate ponding
- Sweep to remove leaves, mud, gravel, and other debris
- Mow trail shoulders
- Pick up trash; empty trash cans
- Maintain furniture and other support facilities
- Repair vandalism as it occurs
- Prune dense understory growth to promote user safety
- Remove fallen trees
- Clean and replace lights
- Maintain painted crosswalks

It is recommended that path maintenance be documented. Logging these activities provide useful records for conducting routine maintenance and for estimating costs. Referencing a checklist can help staff focus on issues that need regular attention.

#### Maintenance Partnerships

Different sections of the path system will require different approaches to maintenance. For example, the section designed along the north-end of Industrial Way may continue to be maintained by Monaco Coach. Areas currently outside the urban growth boundary which may eventually reside within residential developments could be maintained by homeowners associations, volunteer neighborhood activities, or the City could explore the concept of developing a more formal *adopt-a-path* program.

The section which includes a link south to Armitage Park would require formal coordination with Lane County to address both construction and maintenance responsibilities.

Community participation could be a crucial link to a successful path system. Volunteer organizations are often solution-based and can organize work parties or adopt segments for the path system for routine maintenance. Activities such as sweeping and trimming vegetation could be performed by community groups. Coburg Elementary School, Scouts, or the Grange are examples of organizations that would be well suited to provide support for the path.

The Coburg Police Department would also be responsible for implementing public safety measures which would include responding to reports of illegal activity on the path

and occasional patrol of lesser populated sections of the path system as deemed necessary. The majority of the proposed path will have easy access from neighborhoods, commercial, and activity centers and it is not anticipated that public safety will be a substantial cost to public safety officers or the public.

#### **4.5 Next Steps: Securing Funding**

The Coburg Loop path will require phased construction of segments over a relatively long period of time. This long-term investment will provide great value to the region and community, but there is a cost to building a quality path system. This implementation strategy sets forth a general approach for phasing each segment of the path. At the same time, transportation infrastructure (especially paths) are often funded opportunistically. External funding agencies do not own the projects that they choose to fund and local project prioritization is sometimes trumped by how “fundable” a project is through different resources. The City of Coburg should consider this when applying to build sections of the Coburg Loop. Developing grant proposals, for example, should take into consideration the attributes of the proposal that will score highest during evaluation to secure funding and local match requirements. The Coburg Loop will be considered part of a regional path system as it is connected to Armitage Park. Regionally significant and multi-jurisdictionally supported projects tend to score well with grant funding entities. In addition, regionally significant projects have more visibility and will attract a wider range of potential supporters.

##### **4.5.1 Grant Programs**

There are several Federal and State grant opportunities for building paths. It is anticipated that the majority of funding to build the Coburg Loop will be developed through grant opportunities. The following sources of funding could be applied to the Coburg Loop Path:

##### ***Federal and State***

##### ***Central Lane Metropolitan Planning Organization (MPO) Surface Transportation Program – Urban (STP-U)***

##### ***- Federal Highways Administration (FHWA)***

STP-U funds are made available through the federal transportation bill. Coburg is eligible for these funds because it is within the Central Lane MPO boundary. These funds may be used for construction of non-motorized transportation facilities like multi-use paths, sidewalks, and bicycle lanes. The Central Lane MPO annually administers these funds. A local match requirement of at least 10.27% is required for the total project cost. In-kind contribution is acceptable match.

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Website: [www.thempo.org](http://www.thempo.org)

*Transportation Enhancement (TE) Program - Federal Highways Administration (FHWA)*

This source of funding is also made available through the federal transportation bill and includes several categories of projects related to surface transportation including bike and pedestrian infrastructure, safety programs, scenic and historic byways, landscaping and scenic beautification, historic preservation, and environmental mitigation.

Applications are only accepted from public agencies. All projects must have a direct relationship to surface transportation. The Central Lane MPO annually prioritizes and endorses these applications for those jurisdictions within the MPO boundary. A local match requirement of at least 10.27% is required for the total project cost. In-kind contribution is acceptable match.

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Website: <http://www.oregon.gov/ODOT/HWY/LGS/enhancement.shtml>

*Transportation Growth Management (TGM) Program  
- Oregon Department of Transportation (ODOT), Department of Land Conservation and  
Development (DLCD)*

The mission of the Oregon Transportation and Growth Management Program (TGM) is to support community efforts to expand transportation choices for people. By linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit or drive where they want to go. TGM grants are awarded on a biennial basis. Funds are awarded on a competitive basis within grant categories and Oregon Department of Transportation regions. Eligible applicants include cities, counties, Councils of Government on behalf of cities or counties, transportation districts, tribal governments, Metro, and Metropolitan Planning Organizations. Future grants will depend on the approval of more funds by the Oregon legislature and the Federal Highway Administration. A local match requirement of at least 10.27% is required for the total project cost. In-kind contribution is acceptable match.

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Website: <http://www.oregon.gov/LCD/TGM/grants32306.shtml>

*Safe Routes to School*

*-Oregon Department of Transportation and Federal Highways Administration*

Safe Routes to School (SRTS) program, a sub-allocated program of SAFETEA-LU, aims to make walking and bicycling to school a safe and appealing form of transportation by working to accomplish the following: assess the safety of school travel routes; encourage more biking and walking to school through promotions; building infrastructure, improving street crossings, and training cross guards; and education. The state of Oregon has developed a system for allocating these funds. These funds are allocated bi-annually and are subject to the 2009 federal transportation bill authorization for reallocation. A local match requirement of at least 10.27% is required for the total project cost. In-kind contribution is acceptable match.

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Website: <http://www.oregon.gov/ODOT/TS/saferoutes.shtml>

*ODOT Pedestrian & Bicycle Program Grants - Oregon Department of Transportation*

The Pedestrian and Bicycle Grant Program is a competitive grant program that provides approximately \$5 million dollars every two years to Oregon cities, counties and ODOT regional and district offices for design and construction of pedestrian and bicycle facilities. Proposed facilities must be within public rights-of-way. Grants are awarded by the Oregon Bicycle and Pedestrian Advisory Committee.

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Website: <http://www.oregon.gov/ODOT/HWY/BIKEPED/grants1.shtml>

### State Recreational Trails Grant (RTP)

Recreational Trails Grants are national grants administered by OPRD for recreational trail-related projects, such as hiking, running, bicycling, off-road motorcycling, and all-terrain vehicle riding. Yearly grants are awarded based on funds voted on by the U.S. Congress. RTP can be awarded to: Non-profits, Cities (municipal corporations), Counties (political subdivisions), State agencies, Federal government agencies, and other government entities. RTP funding is primarily for recreational trail projects, rather than utilitarian transportation-based projects. Funding is divided into 30% motorized trail use, 30% non-motorized trail use and 40% diverse trail use. Types of projects include: Building new recreation trails, including building trail bridges and installing wayfinding signs; Restoring existing trails, including trail bridges and signing; developing and rehabilitating trailhead facilities; acquiring land and permanent easements; and water trails. A match of at least 20% of the project's total costs is required. Eligible matches are cash, force account labor, equipment, materials, volunteer labor, donated equipment, donated materials, and federal, state and local grants, or the combination thereof.

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### Land and Water Conservation Fund Grants - Oregon Parks and Recreation Department

The LWCF grants provide matching grants to state and local governments for acquiring and developing public outdoor recreation areas and facilities. Since 1964, this national grant has awarded more than \$55 million for Oregon recreational areas and facilities. Eligible applicants are cities, counties, park and recreation districts, METRO, port districts, Indian tribes, and Oregon state agencies (Parks & Recreation Dept., Dept. of Fish and Wildlife, Dept. of Forestry, and Dept. of State Lands). LWCF grants are available to either acquire land for public outdoor recreation or to develop basic outdoor recreation facilities. Projects must be consistent with the outdoor recreation goals and objectives stated in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) and elements of the Coburg Comprehensive Plan and Parks and Open Space Master Plans. Projects must also comply with the Rehabilitation Act and the Americans with Disabilities Act. LWCF provides up to 50% project funding. Eligible matches include local budgeted funds, donated funds, and the value of property, equipment, materials, and/or labor. Land previously acquired and work completed prior to project approval cannot be used as a match. Pre-agreement design and engineering costs may be eligible, but all other projects costs and match must occur within the project period.

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*Oregon Local Government Grants - Oregon Parks and Recreation Department*

OPRD gives more than \$4 million annually to Oregon communities for outdoor recreation projects, and has awarded nearly \$40 million in grants across the state since 1999. The grants are funded from voter-approved Lottery money. Local government agencies who are obligated by state law to provide public recreation facilities are eligible for Local Government Grants. This includes: Cities (municipal corporations); Counties (political subdivisions); Metropolitan Service Districts; Park and Recreation districts; and Port districts. Eligibility is limited to public outdoor park and recreation areas and facilities. These areas and facilities must be open and accessible to the public-at-large. Eligible projects involve land acquisition, development, and major rehabilitation projects that are consistent with the outdoor recreation goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan (SCORP). The eligible match may include local budgeted funds, local agency labor or equipment, federal revenue sharing, other eligible grants, state and county inmate labor, donated funds, the value of private donated property, equipment, materials, labor, the value of land acquired within the past six year period, cost of appraisals, pre-development costs within the past two year period (cannot exceed 15% of total project costs), or any combination thereof.

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Website: <http://www.oregon.gov/OPRD/GRANTS/local.shtml>

***Foundations***

Numerous private foundations exist and are often an excellent source of funding for bicycle and pedestrian projects as well as land acquisition. Foundation grants could be used to fund certain elements of the Coburg Loop Path.

#### **4.5.2 Local**

While grants will most likely be the primary source of funding for the Coburg Loop, there are several other funding resources available to Coburg.

##### System Development Charges (SDCs)

The Parks and Open Space Master Plan identifies the linear parks corridor as eligible for utilization of system development charges (SDCs). A SDC is a type of impact fee paid by the developer to the City. These funds can be used to support water, transportation, sewer, storm water, and park facilities. The Coburg Loop is an adopted eligible project for the parks SDCs. It is anticipated that it will be amended as an eligible transportation project when the TSP update is completed and the associated project list is amended into the SDC ordinance. See Coburg Ordinance A-       for SDC methodology.

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##### General Funds

All parks and transportation projects are eligible to be funded by City of Coburg general funds.

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##### Donations

Donations can take several forms. A donation is a voluntary gift of land, money, service or idea. In the case of this Implementation Strategy, donation of land and/or funds for building the infrastructure would be the most useful application. Maintenance agreements would also be a form of donation. It is anticipated that building and maintaining the Coburg Loop will require some degree of land donation and maintenance agreement for completion and ongoing maintenance.

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#### Dedicated Public Easement

A dedicated public easement is a way in which a private property owner can grant legal privilege of use of a portion of their property to the public. This is a popular tool used for trail and path planning and construction. The cost is minimal both to the City and the private property owner. Easements usually include a land survey to identify the legal description of the subject property and the time needed write and acknowledge the associated legal document.

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## **4.6 Plan Amendment Recommendations**

### **Coburg Comprehensive Plan, Parks and Open Space Master Plan, and Lane County Co-adoption**

As described in Chapter 1, the Coburg Loop Implementation Strategy is a refinement to the Coburg Parks and Open Space Master Plan and is, therefore, also a refinement to the Coburg Comprehensive Plan. Because the Coburg Loop Trail is a regional project that includes facility development and connecting to other facilities outside the city limits, it falls under joint jurisdiction of the City and County. The Coburg Parks and Open Space Master Plan will be co-adopted by the Lane County Board of Commissioners as a refinement plan to the Coburg Comprehensive Plan. Compliance with the Lane County Rural Comprehensive Plan amendment criteria includes compliance with the Statewide Planning Goals.

For areas outside the UGB, there could be a need for exceptions to Goal 3 for path segments that are built on current farmland in rural Lane County. The exception process can be deferred to a time when funding is realized.

The Comp Plan and Parks and Open Space Master Plan provides the basis for developing the Implementation Strategy. The existing policies and strategies in both of these documents widely support the Coburg Loop Path concept and implementation. The Lane County Rural Comprehensive Plan policies and Parks and Open Space Master Plan also contain policies and strategies that support the Coburg Loop Path as a

regional facility. Implementation Plan does not recommend any changes to the language in the Coburg Comprehensive Plan or Parks and Open Space Master Plan.

#### **4.6.1 Coburg Zoning Code**

The Coburg Comprehensive Plan has several policies supporting the implementation of this Strategy. The Coburg Zoning Code is the implementation tool by which Coburg policies and strategies around land use issues are implemented. The 2008 Coburg Zoning Code also contains several development requirements in each district that supports the establishment and maintenance of both bicycle and pedestrian facilities. It also provides ample direction for redevelopment to connect to existing infrastructure which promotes the expansion of a connected system. Even though consistency between the Implementation Strategy and the existing Zoning Code are intact, to continue to clarify these requirements, a number of Zoning Code amendments are recommended for adoption. These recommendations address design standards, access, and dedication of right-of-way.

The Coburg zoning code amendments are a city jurisdiction decision and will not be included in the Lane County co-adoption. However, County development permits will be required for those portions of the path that are outside the Coburg city limits, particularly in the floodplain. Further, Lane County facilities permits will be required for areas inside the City within Lane County road right-of-way; Willamette, Pearl, and a portion of E. Van Duyn Street.

#### ***District Regulations***

In ARTICLE VIII. District Regulations, the Coburg Loop Path establishes setback requirements. Setbacks are important so that no adjacent building or structure such as a deck, fence, or stairway would cause a safety hazard to Path users.

Included in the 2008 Zoning Code is the *Parks, Recreation and Open Space (PRO) District*. The purpose of this District is to preserve and protect park, recreation, and open space lands that contribute to the general welfare and safety, the full enjoyment or the economic well being of persons who reside, work or travel in, near or around them.

This District could serve future planning efforts to establish the Coburg Loop Path corridor and is allowed whenever found necessary in order:

- To preserve any existing open land type of use which has been established or proposed to encourage development around it, such as golf courses, country clubs, park and recreation facilities, etc. and investments which have been or will be made in reliance upon the retention of such use.
- To buffer an otherwise incompatible use or zone.
- To preserve and maintain natural drainage ways, lakes (natural or artificial), areas unsuitable for intensive development by virtue of physical limitations and environmental control areas for the protection of resource areas and wildlife

habitat.

- To preserve a valuable scenic resource or vista or an area of historical significance.
- To preserve and protect existing vacated easement or rights-of-way for recreational use and/or open space conservation.
- When establishing this district, due regard shall be given to the percentage of a total holding being zoned, the investment made or proposed to be made by private or public interests in reliance upon the retention of the open space, the proper balancing of public and private interests which are affected by such action.
- When used as a buffer, the land being zoned as a PRO district shall be part of the holding which creates the need for the buffer.
- In each instance when this district is established, the Planning Commission must establish the findings and purpose for the establishment of the zone or the values to be obtained, encouraged or preserved.

Establishing a District for the Coburg Loop requires a Comprehensive Plan Map Amendment and a Zoning Code Map Amendment to include the identified alignments in the PRO. After the District is established, requirements for height limits, minimum yard requirements, minimum area and dimensions, lot coverages and off-street parking and loading areas would be specified as a condition of approval during site plan review, including Master Planning. The recommended Code text changes reference the Coburg Loop as an example application.

The westernmost portion of the Coburg Loop Path from Vintage Way north to Van Duyn Street is inside the mapped 100-year floodplain. Building and planning for a path system in the floodplain is allowed as a conditional use permit and may require some flood proofing measures such as “high water” signage or a flood gate incorporated into the Path design. ARTICLE VIII. District Regulations, H. Flood Plain Sub-district provides clear direction for flood plain development.

The following are the recommended text amendments to the District Regulations:

#### ARTICLE VIII. DISTRICT REGULATIONS

##### A. Traditional Residential District (TR)

###### 6. Minimum Yard Requirements.

- e. All setback orientations shall be a minimum of 1 foot from the Coburg Loop Path right-of-way.

#### ARTICLE VIII. DISTRICT REGULATIONS

##### B. Traditional Medium Density Residential District (TMR)

5. Minimum Yard Requirements.

- e. All setback orientations shall be a minimum of 1 foot from the Coburg Loop Path right-of-way. Setback Exceptions (d.) do not apply to this system.

ARTICLE VIII. DISTRICT REGULATIONS

C. Central Business District (C1)

6. Minimum Yard ~~Regulations~~ Requirements.

- f. All setback orientations shall be a minimum of 1 foot from the Coburg Loop Path right-of-way.

[At this time, no part of the Coburg Loop intersects with C1, but it is conceivable in the future if the Central Business District expands]

ARTICLE VIII. DISTRICT REGULATIONS

D. Highway Commercial (C-2)

4. Minimum Yard Setbacks Requirements.

- e. Additional Setbacks on public street frontages may be required to provide for planned widening of an adjacent street, consistent with the City's Transportation System Plan and the Parks and Open Space Master Plan

~~h. Additional Setbacks on public street frontages may be required to provide for planned widening of an adjacent street, consistent with the City's Transportation System Plan. [This is a duplication of e.]~~

~~i. All developments shall meet applicable fire and building code standards, which may require setbacks different from those listed above. [This is a duplication of f.]~~

11. Street and Path Standards.

New development shall conform to the City's Street and Path Standards, as adopted in the Transportation System Plan and the Parks and Open Space Master Plan and set forth in Article VIII Supplementary District Regulations.

ARTICLE VIII. DISTRICT REGULATIONS

E. Light Industrial District (L1)

2. Uses and Structures

- (8) Transportation facilities, consistent with the City's Transportation System Plan and Parks and Open Space Master Plan.

5. Minimum Yard Setbacks Requirements.

- g. Additional setbacks on public street frontages may be required to provide for planned widening of an adjacent street, consistent with the City's Transportation System Plan and Parks and Open Space Master Plan.

ARTICLE VIII. DISTRICT REGULATIONS

F. Light Industrial District (L1)

5. Minimum Yard Setbacks Requirements

- g. Additional setbacks on public street frontages may be required to provide for planned widening of an adjacent street, consistent with the City's Transportation System Plan and Parks and Open Space Master Plan.

## ARTICLE VIII. DISTRICT REGULATIONS

### G . Parks, Recreation and Open Space District (PRO)

1. This zone may be established when found necessary in order:
  - (5). To preserve and protect existing vacated easement or rights-of-way for recreational use and/or open space conservation (e.g. the Coburg Loop Path).

### ***Supplementary District Regulations***

Among the Supplementary District Regulations is Code language that addresses access, parking, and street standards. This is the appropriate place to include the Coburg Loop Design Standard. It is recommended that the Design Standard described and illustrated in Technical Memo #3 be inserted into the Zoning Code in the following manner:

## ARTICLE VIII. SUPPLEMENTARY DISTRICT REGULATIONS

### C. Pedestrian Access and Circulation

1. Internal pedestrian circulation shall be provided within new commercial office, and multi-family residential developments through the clustering of buildings, construction of hard surface walkways including the Coburg Loop Path, landscaping or similar techniques in accordance to the applicable design standards provided in the adopted Transportation System Plan and Parks and Open Space Master Plan.
2. Pedestrian access to transit facilities shall be provided from new commercial, employment, and multi-family residential development while existing developments shall provides safe and accessible pedestrian access to transit facilities when a site changes uses or is retrofitted. See Ordinance A-132A Subdivision Code Section VII Design Standards and Section VIII Improvements.
3. Internal pedestrian and bicycle systems shall connect with external existing and planned systems, including local and regional travel routes and activity centers such as schools, commercial areas, parks and employment centers. See Ordinance A-132A Subdivision Code Section VII Design Standards and Section VIII Improvements.

[Adopted A-200A 12/]

4. For lots abutting existing or within the proposed alignment or throughway for the Coburg Loop, the extension and/or continuation of the facility shall be required.
  - a. The Path shall meet all ADA engineering standards and shall be approved by a City engineer prior to final approval.
  - b. The Path shall be conveyed in accordance with the Master Planning requirements as set forth in ARTICLE X.V.F.4 Master Planned

Developments, Open Space. Otherwise, a permanent public easement or public dedication of land shall be created for the full 16 foot extent of the Path Design Standard and is preferably shown on the final plat, but may be conveyed on a separate instrument.

- c. Path Width. Path width shall be 10 feet. Exceptions may be made for areas with significant constraints such as slope, sensitive natural resources, or large trees. Any exception area shall not result in a path that is less than 8 feet wide.
- d. Lateral and Vertical Clearance.
  - (1) A 2-foot or greater shy or clear distance shall be required on both sides of the Path. This area shall be clear of vertical objects such as signs, posts, and trees. Exceptions may be made in cases where existing large trees would otherwise need to be removed.
  - (2) Overhead clearance shall be maintained at 10 feet.
- e. Setbacks from Roads and Alleyways.
  - (1) Where the path is parallel or adjacent to a road or alleyway, a 5-foot separation from the edge of the roadbed is required.
  - (2) Landscaping is required within the setback area in accordance with respective district regulations.
  - (3) Setback exceptions may be made for areas with significant constraints such as sensitive natural resources, street trees, structures, or utilities. In cases where a 5-foot setback is unattainable, a physical barrier such as a fence or wall shall be erected between the roadway and the path edge to provide separation between path users and vehicles. The wall or fence should be between 42 and 54 inches in height. Opening in railings must not exceed 6 inches in width. No chain link fencing is allowed.
- f. Surfacing.
  - (1) The Path shall be constructed from Portland cement concrete with a minimum thickness of 5 inches set on 6 inch compacted aggregate base.
  - (2) A 2 foot aggregate apron shall be placed on both sides of the hard-surfaced Path.
  - (3) Saw cut joints should be located every 6-8 feet to help prevent cracking.
  - (4) Where the Path is crossed by a driveway or where regular vehicle crossing will occur, the pathway shall be reinforced with steel mesh, re-bar, or other reinforcing material to prevent cracking.
- g. Grades and Cross-Slope.
  - (1) The maximum grade shall be 5%. Steeper grades are allowed for up to 500 feet not to exceed 8% grade providing there is ample horizontal alignment and sight distance.

(2) To provide adequate drainage, the cross-slope shall be 2% (maximum 5%).

h. The following amenities and support facilities shall be incorporated into the overall path design. Installation of all or some of the following elements will be required consistent with the Coburg Loop Implementation Strategy and City specifications:

(1) Bridges

(2) Signage including mileage markers

(3) Benches

(4) Bollards and lighting at road intersections

(5) Theme integration

[Adopted A-200D \_/\_/09]

***Lane County Rural Comprehensive Plan***

***Recommendations for amendments [Lane County]***