

Coburg Urbanization Study

Existing Comprehensive Plan Policies and Analysis

Overview

A core component of the Urbanization Study Update is to visit the Coburg Comprehensive Plan policies and objectives and determine which elements have been accomplished as well as decide if others remain aligned with the community's vision. The purpose of land use planning is to indicate the most appropriate land uses within a given area and to provide a means for effectively and efficiently facilitating and guiding development activity. Planning ensures that residential, public, commercial and industrial uses are properly located in relation to each other and that adequate quantities of all types of land are available. Planning also helps ensure that new developments enhance and help maintain the type of community the residents of Coburg desire. The *Coburg Comprehensive Plan*, originally acknowledged by the Department of Land Conservation and Development (DLCD) in 1982, is the official long-range general plan (public policy document) of the City of Coburg. Its policies and land use plan designations apply only within the area under the jurisdiction of the *Plan*. The *Plan* is a guide for both public officials and the general public to define the direction, quality and quantity of future development redevelopment and to evaluate decisions and weigh the possible effects on the future of the community.

USE OF THE PLAN

The major components of this policy document are: the written text, which includes goals, objectives, and policies; the *Plan* map; and other supporting materials such as refinement plans. These terms are defined below:

1. The statewide planning goals express the state's policies on land use and on related topics, such as citizen involvement, housing, and natural resources. A goal may never be completely attainable, but is used as a point to strive for as part of local comprehensive planning.
2. An objective is an attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.
3. A policy is a statement adopted as part of the Plan to provide a consistent course of action, moving the community towards attainment of its goals.
4. The Plan diagram is a graphic depiction of: (1) the broad allocation of projected land use needs in the City; and (2) goals, objectives, and policies embodied in the text of the Plan. Some of the information shown on the diagram includes land use categories, urban growth boundaries and major transportation corridors.

The goals, objectives, and policies contained in the *Plan* are not presented in any particular order of importance. The City recognizes there are apparent conflicts and inconsistencies between and among some goals, objectives, and policies. When making

decisions based on the *Plan*, not all of the goals, objectives, and policies can be met to the same degree in every instance. Use of the *Plan* requires a “balancing” of its various components on a case-by-case basis, as well as a selection of those goals, objectives, and policies most pertinent to the issue at hand.

The policies, which follow in the *Plan*, vary in their scope and implications. Some call for immediate action; others call for lengthy study aimed at developing more specific policies later on; and still others suggest or take the form of policy statements. The common theme of all the policies is acceptance of them as suitable approaches toward problem-solving and goal realization. Other valid approaches may exist and may at any time be put into the *Plan* through amendment procedures. Adoption of the *Plan* does not necessarily commit the City to immediately carry out each policy to the letter, but does put them on record as having recognized the validity of the policies and the decisions or actions they imply. The City can then begin to carry out the policies to the best of their ability, given sufficient time and resources.

The Coburg Urbanization Study does not address every policy and objective of the *Plan*. The following table is a summary of the relevant policies associated with these Goals and comments regarding how each relates the Urbanization Study and should guide decision-makers regarding urban growth boundary expansion.

GOAL	EXISTING POLICY	COMMENTS
GOAL 2: Land Use	Policy 5: Land development proposals shall be consistent with the Coburg Zoning Ordinance, Municipal Code, and all adopted standards and enforcement codes of the City of Coburg. The burden of proof with regard to consistency with the applicable standards and codes lies with the prospective developer.	State requirement. Has been applied to Zoning Code.
	Policy 6: It is important that land divisions do not preclude the development of the property or nearby property to planned urban densities. For that reason, land partitioning and subdivision will be controlled to the extent that there are options remaining for the future extension of public facilities and services.	State requirement. Has been applied to Zoning Code.
	Policy 7: Plan designations for land use categories are intended to guide zoning.	State requirement. Has been applied to Zoning Code.
	Policy 8: Proposed plan elements such as parks, roadways, schools, etc., are intended to be conceptual. Actual locations and quantities should be determined through the development process.	State requirement. Has been applied to Zoning Code.
GOAL 3: Agricultural Lands	Policy 2: To the extent to which it has jurisdiction, the City shall promote the retention of lands outside its Urban Growth Boundary for agriculture use by encouraging Lane County to maintain current agricultural zoning within the City's area of influence as shown on Map 6.	State requirement. Has been applied to Zoning Code.
	Policy 3: The City shall encourage Lane County to maintain agriculture use of lands located within the City's Urban Growth Boundary but outside the City limits through application of interim agriculture (IA) zoning or other urban holding zone designation that ensures future use of this land for urban uses, densities, and transportation systems.	IA zoning designations were never established by County. These lands are now all/pending within the UGB and are no longer relevant to current UGB. However, policy would remain relevant with UGB expansion.
	Policy 4: Urban services will not be extended beyond the Urban Growth Boundary to encourage continued agriculture use of lands within the City's area of influence as shown on Map 6.	State law of extraterritorial extensions. Has been applied to Zoning Code.
	Policy 6: The City supports, and may adopt, measures that control and manage the use of land that is intended for future urban development but is yet to be annexed. Such measures may include, but are not limited to, intergovernmental agreements, notice and opportunity to comment on County land use actions, and coordinated planning with Lane County.	No special agreements have been established. The City and County remain on respective agency referral lists. The relevant lands are now all/pending within the UGB and is no longer relevant to current UGB

GOAL	EXISTING POLICY	COMMENTS
	<p>Policy 7: The City supports, and shall pursue, establishment of a southern greenbelt that ensures a permanent open character for the area between Coburg and the McKenzie River.</p>	<p>No zoning code to enforce this policy. Affects future southern UGB expansion decision-making.</p>
	<p>Policy 8: The City shall protect high quality farmland surrounding the community from premature development.</p>	<p>State requirement. Affects CUS expansion decision-making.</p>
<p>GOAL 5: Open Space</p>	<p>Policy 5: The City shall maintain an open space separation between the city limits of Coburg and Eugene.</p>	<p>No zoning code to enforce this policy. Affects future southern UGB expansion decision-making.</p>
	<p>Policy 6: The city will seek intergovernmental agreements with Lane County and other jurisdictions to preserve the Coburg Hills as a scenic resource.</p>	<p>No agreements have been established. Affects future southern UGB expansion decision-making.</p>
	<p>Policy 7: Important public vistas and views of the Coburg Hills, agrarian landscape and other significant visual features will continue to be preserved through careful design of building height, density, transition, building placement, street layout and other design elements.</p>	<p>Various Zoning Code incorporation adopted in 2005.</p>
<p>GOAL 9: Economy</p>	<p>Policy 13: The City shall foster a business environment and land use system that meet a variety of residents' needs for goods and services, to reduce daily travel to Eugene, while maintaining Coburg's small town character.</p>	<p>Directs integration of land use and economic development. No major implementation of this policy has occurred since 2005.</p>
	<p>Policy 17: The City shall diversify employment base by the following:</p> <ul style="list-style-type: none"> a. Provide developable land necessary to accommodate economic growth b. Research and develop policies that discourage big-box retail and strip commercial uses 	<p>The City maintains some developable land for commercial development within the UGB & city limits. CUS analysis shows additional land is needed. Several Zoning Code requirements discourage big-box. DLCD contends that the codification could be "stronger".</p>

GOAL	EXISTING POLICY	COMMENTS
GOAL 9: Housing	<p>Policy 3: A variety of residential development will be provided by:</p> <p>a. Permitting the development of housing types that include accessory dwellings on single-family lots, manufactured homes, elderly housing, co-housing, and residential care homes and facilities, as well as traditional single-family detached homes, multi-family developments (limited to duplexes, tri-plexes and four-plexes, single-family attached rowhouses, live/work units and residential units above commercial (mixed-use));</p>	Directs development of diverse housing types. No multifamily unit has been built since 2005.
	<p>Policy 4: Multi-family residential areas will consist of no more than four dwelling units in any single structure.</p>	
	<p>Policy 17: The City shall review the housing mix during each plan review and update cycle to ensure that Coburg’s housing mix is commensurate with its residents’ financial capabilities.</p>	The CUS has conducted this analysis.
	<p>Policy 19: The City shall promote a range of housing choices to meet the needs of existing and future residents.</p>	Directs development of diverse housing types. No multifamily unit has been built since 2005.
	<p>Policy 23: The City shall improve housing options for seniors, young adults, and people who work in the community by promoting a variety of multi-family housing types and levels of affordability that are compatible with the small town, historic character of the community.</p>	Directs development of diverse housing types. No multifamily unit has been built since 2005.
	<p>Policy 27: The City shall encourage a compatible mix of housing types and services in residential areas.</p>	Directs development of diverse housing types. No multifamily unit has been built since 2005 to evaluate compatibility.
	<p>Policy 28: The City shall encourage new housing to radiate out from the city center and discourage leapfrog development in order to promote connectivity and community interaction.</p>	Directs concentric build-out. Affects CUS expansion decision-making.
	<p>Policy 29: The City shall consider a range of tools to meet the housing needs of present and future residents, including (but not limited to) multiple residential zones, mixed-use zones, sufficient land to meet identified housing needs, appropriate minimum lot sizes, and accessory dwelling units.</p>	Directs development of diverse, sustainable and efficient housing. Some partitions since 2005 have contributed to density. No multiple residential or mixed use zones have developed.

	Policy 31: The City shall implement strategies to meet planned densities, while maintaining the City's unique character through encouraging design that fits with Coburg's existing neighborhoods.	Directs development of diverse housing types. Additional strategies to meet density targets are warranted.
GOAL 11: Public Facilities & Services	Policy 3: Water and wastewater service shall not be provided outside the urban growth boundary except to areas to be specified in the Coburg Comprehensive Plan that provides benefits to the city, such as: water service to Pioneer Valley Estates.	State law.
	Policy 4: In accordance with Statewide Planning Goals and administrative rules, urban water, wastewater and stormwater facilities may be located on agricultural land and urban water and wastewater facilities may be located on forest land outside the urban growth boundary when the facilities exclusively serve land within the urban growth boundary, pursuant to Oregon Administrative Rules (OAR) Chapter 660 Divisions 006 and 033. The construction of these facilities will require close coordination with and permitting by Lane County and possible amendments to the Lane County Rural Comprehensive Plan.	State law.
	Policy 11: The City shall designate minimum and maximum development densities that are adequate to support the installation and maintenance of a community wastewater system and that will ensure efficient use of land and public facilities.	No Maximum density has been established.
	Policy 15: The city shall expand the urban growth boundary and city limits and provide sanitary sewer service, when available, to existing exception areas, immediately east of the Interstate and other appropriate areas to accommodate these uses.	Exception areas should be priority when UGB expansion decisions are made.
GOAL 13: Energy Conservation	Policy 1: The City shall consider the energy use implications in all land use decisions.	Directs efficient land use. Affects CUS expansion decision-making.
	Policy 2: The City shall encourage the location of future medium density development and mixed use along high capacity transportation corridors.	Directs efficient land use. Affects CUS expansion decision-making.
	Policy 6: The City shall encourage the recycling and reuse of vacant land by allowing infill of vacant lots within the City limits when sanitary conditions are met.	Directs efficient land use and a recycling program. No comprehensive recycling program exists. Utilization of vacant land affects CUS expansion decision-making.

GOAL 14: Urbanization	Policy 1: The City shall preserve urbanizable land and provide for orderly, efficient development by controlling densities through provision of the Zoning and Subdivision Ordinances, thereby preventing the need for overly extensive public services and restricting urbanization to that commensurate with the carrying capacity of the land.	Directs efficient land use. Affects CUS expansion decision-making.
	Policy 3: All city land use decisions shall be in compliance with LCDC Goals and Guidelines.	State law.
	Policy 5: The Urban Growth Boundary shall not be expanded unless findings of fact establish that the proposed expansion is in compliance with all 7 factors of LCDC Goal 14.	State law.
	Policy 7: The City shall, if appropriate, establish standards in additional to those enumerated in Policy 5 above for changing the UGB.	
	Policy 10: The City shall encourage Lane County to retain the current agricultural zoning of lands outside the City's Urban Growth Boundary but within its Area of Influence to prevent continuous urbanization of lands between Coburg and Eugene-Springfield.	The land around Coburg remains largely agricultural and is zoned as such.
	Policy 15: The City shall encourage the integration of adjacent land uses and zoning districts through density transitioning, mid-block zoning lines, area-specific building height limits, and blending of compatible uses as appropriate.	Area-specific building height limits and some blending of compatible uses has been codified since 2005. Density transitioning and mid-block zoning have not.
	Policy 17: The City shall promote the efficient use of land within the urban growth boundary and sequential development that expands in an orderly way outward from the existing city center.	Directs concentric build-out. Affects CUS expansion decision-making.
	Policy 18: The City shall provide a sufficient supply of developable land within the urban growth boundary to meet the needs of the existing and projected population for residential, commercial, industrial, and recreational uses over the next 20 – 50 years, while preserving the small town character of the community.	The CUS analysis and recommendations aim to comprehensively address this policy.
	Policy 21: The City shall work with Lane County to obtain agreement on measures, such as co-adoption of a Coburg/Lane County Plan Boundary, that apply Coburg Comprehensive Plan policies in the area south of the city to the McKenzie River, in the Coburg Hills outside the City's urban growth boundary, and north of the city to Pioneer Valley Estates subdivision, and west in the Coburg Bottom Loop Road area.	These agreements have not been pursued.

	<p>Policy 22: The City shall work with Linn County and other jurisdictions to obtain agreement for the City of Coburg to influence land use development patterns to the north and southeast of the city.</p>	<p>These agreements have not been pursued.</p>
	<p>Policy 25: The City shall encourage the utilization of existing vacant lots to promote a more compact urban growth form.</p>	<p>No specific method of encouragement has been developed for vacant lot development.</p>
	<p>Policy 27: The City shall promote the achievement of desired minimum densities and efficient land use through infill development that includes options such as duplexes and triplexes on corner lots, mid-block developments (lots fronting a public or private lane), and flag lots. The City shall allow variations in building setbacks and lot dimensions as needed to encourage development of lots that would otherwise be undevelopable, without requiring a variance process.</p>	<p>Some single-family lots have been partitioned. No substantial development has occurred to address multifamily and mid-block. Flag lots were intentionally eliminated from the Zoning Code. A variance is the only tool to address unbuildable lots.</p>
	<p>Policy 28: The City shall encourage the compatible integration of different land uses such as single- & multi-family dwellings, parks, and mixed use residential/commercial buildings through the development and use of design standards.</p>	<p>Directs development of diverse housing types. No multifamily unit has been built since 2005.</p>
	<p>Policy 40: The City shall promote land use and development patterns that sustain and improve quality of life, are compatible with mass transit, maintain the community's identity, protect significant natural and historic resources, and meet the needs of existing & future residents for housing, employment and parks/open spaces.</p>	<p>The CUS analysis and recommendations aim to comprehensively address this policy.</p>
	<p>Policy 44: The City shall preserve a permanent buffer, allowing resource use, in the area two miles north of the McKenzie River to the southern edge of Coburg's urban growth boundary in order to provide open space between the McKenzie River and the southern edge of the urban growth boundary and to maintain a separation between the Cities of Coburg and Eugene.</p>	<p>Directs jurisdictional buffer. Affects CUS decision-making.</p>
	<p>Policy 49: The City should develop a system of Urban Reserve Areas. To allow planning for areas outside urban growth boundaries for eventual inclusion in an urban growth boundary and to protect such lands from patterns of development that would impede urbanization.</p>	<p>This policy has not been pursued. Affects CUS process and policy decision-making.</p>
	<p>Policy 50: The City shall develop strategies for infill development in residential areas. Infill techniques include design standards, duplexes and triplexes in selected areas, variations in building setbacks, mid-block developments (lots fronting a private or public mid-block lane), etc.</p>	<p>Directs development of diverse housing types and design standards. No multifamily unit has been built since 2005, minimal design standards were incorporated into the Zoning Code and have been applied.</p>