**COBURG, OREGON** 



# TRANSPORTATION SYSTEM PLAN UPDATE









**PREPARED FOR** City of Coburg

WITH SUPPORT FROM Oregon Department of Transportation

October 2013

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**PREPARED FOR** City of Coburg

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PREPARED BY:



with

planning

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The Coburg Transportation System Plan (TSP) details projects and policies that address transportation problems and needs in the City of Coburg. The TSP describes projects that address the transportation needs of all users, including pedestrians, bicyclists, drivers and public transit users. This document provides a 20-year list of improvement projects, and a plan for implementing the projects. The TSP has been developed in compliance with the requirements of the state Transportation Planning Rule (TPR) and to be consistent with state, regional, and local plans, including the Oregon Highway Plan, City of Coburg Comprehensive Plan the Coburg Interchange Area Management Plan (IAMP).

## **Study Area**

The study area for the Coburg TSP is illustrated in Figure 1. The TSP addresses transportation projects within the City of Coburg, its Urban Growth Boundary (UGB), and those areas outside the city limits that may be added to the UGB in the future.<sup>1</sup>

## **Coordination with Lane County**

Most of the busy roads in Coburg are owned and operated by Lane County. These include Pearl,

Willamette, and Van Duyn. This TSP contains recommendations for Lane County streets within the City of Coburg.

This Plan, including the Plan's project lists, does not have any legal or regulatory effect on County land or County transportation facilities. Without additional action by Lane County, any project that involves a non-City facility is only a recommendation. As with most planning efforts, moving towards, and planning for, a well-connected network depends on the cooperation of multiple jurisdictions; the Plan is intended to facilitate discussions between the City and its governmental partners as they work together to achieve an efficient transportation system. The Plan does not, however, obligate Lane County or any other governmental partner to take any action or construct any projects.

### Figure 1 Coburg TSP Study Area



## **Goals and Objectives**

The TSP's policies, programs, and projects are all informed by goals and objectives developed in consultation with the Coburg community. The

<sup>&</sup>lt;sup>1</sup> The City of Coburg commissioned an urbanization study that was finalized in 2010. The Study made recommendations for future additions to Coburg's UGB, based on anticipated population growth and need for more residential and industrial/commercial land supply. The City Council recommended approval of several additions to the UGB. Expansion of the UGB is subject to an approval process that will be managed by Lane County Land Management Division. It is anticipated that the application to expand the UGB will be submitted for approval concurrently with the Transportation System Plan.

overall goal of the TSP is to establish a system of transportation facilities, services, and policies to meet long-range (20-year) local transportation needs. The TSP must address the various transportation facilities within the Coburg TSP study area, including roads, bicycle lanes or paths, sidewalks, transit routes, airports, rail facilities, and pipelines.

Goals and objectives are based on prior goals and objectives within the existing City of Coburg TSP (1999), the Coburg/Interstate 5 Interchange Area Management Plan (2009), and the Coburg Loop Implementation Plan (2009). Goals, objectives and evaluation criteria are also based on regional coordination, the state Transportation Planning Rule (TPR), and public input including stakeholder interviews, comments given during public open houses, and online questionnaire input. These goals and objectives were used to develop evaluation criteria for TSP projects included in the Modal Plans in Section 2 of the TSP.

### SAFETY FOR ALL MODES

Develop a transportation system that safely and efficiently accommodates transportation needs for all modes.

### **Objectives:**

- Address known safety issues and conflict areas within and among modes by reducing the number of conflicts and using bestpractices design solutions for transportation facilities.
- Improve bicyclist/pedestrian safety and user comfort at locations with perceived or documented safety issues, without creating additional operational hazards, particularly in the vicinity of schools.

### STREET NETWORK AND HIERARCHY

Develop a street network system that evenly distributes traffic throughout the community, lessening traffic impacts on residential streets.

### **Objectives:**

Plan streets including consideration for existing and future land uses to ensure that development is

accommodated with appropriate transportation facilities.



- Arterials should be safe, high-volume traffic movers serving as regional connectors. Access to an arterial shall normally be from the collector road system. It shall be protected against strip development and access driveways that diminish the mobility of through traffic.
- Collectors shall serve traffic from local streets to the arterials system. Individual accesses, while more frequent than on arterials, shall be managed to minimize degradation of capacity and traffic safety.
- Local streets shall provide direct property access and access to collectors and minor arterials. Service to through-traffic movement shall be discouraged.
- Design streets to efficiently and safely accommodate emergency service vehicles.

## CONNECTIVITY FOR ALL MODES

Establish a transportation system that provides for connections to and from activity centers such as schools, commercial areas, parks, and employment centers. Local roads, transit routes, and paths connect to regional transportation networks.

### **Objectives:**

 Enhance multi-modal connections eastwest and north-south within Coburg and to destinations throughout the region. Address system gaps, increase bicycle and pedestrian connectivity, and increase transportation options for the community. Policy, project, or program links bicyclists and pedestrians with transit and other nonsingle occupancy vehicle opportunities.

 Provide public transportation system connections between Eugene and Coburg, including supportive infrastructure within Coburg, such as park-and-ride facilities and bicycle and pedestrian access to transit stops.



 Take a long-range view in approving street patterns for new development. Align and connect new streets to reduce travel distance, promote the use of alternative modes, efficiently provide utilities and emergency services, and evenly disperse traffic.

## TRAFFIC OPERATIONS

Create a street system that safely and efficiently distributes vehicular traffic. Alleviate existing and anticipated future traffic congestion for efficient vehicle operations.

### **Objectives:**

 Address known traffic congestion issues and potential future traffic congestion, while meeting applicable mobility and traffic queue standards for local, county, and state roadways.

## LIVABILITY AND ECONOMIC VITALITY

Support, sustain, and enhance community livability and protect the quality and integrity of residential and business areas in Coburg. Anticipate and accommodate future development assumptions for Coburg. Improve the aesthetics and retain the historical character within the National Historic District and maintain the rural character of the town. Minimize impacts on social considerations in the City of Coburg, including consideration of environmental justice populations.

### **Objectives:**

- Maintain consistency with local, regional and statewide land use plans. Use appropriate historical design elements including street trees, old fashioned street lights, alternatives to suburban style sidewalks in new residential areas, and narrow residential streets. Improve aesthetics, especially at city entranceways such as Interstate 5 interchange area.
- When land is developed or divided, allowing adequate street right-of-way in order to obtain adequate street widths in accordance with City adopted street plans.
- Minimize impacts on existing and future development and minimize impacts to low-income and minority populations. Ensure that community goals are not adversely affected by transportation projects.

## **ENVIRONMENTAL IMPACTS**

Minimize or avoid adverse impacts on natural and social resources within Coburg. Ensure groundwater, storm run-off and surface water is protected from impacts from transportation projects.

### **Objective:**

 Protect groundwater, storm run-off, and surface water, and protect known and potential environmentally sensitive habitats and threatened and endangered species. Utilize low impact development techniques including bioswales or other appropriate design solutions to address runoff from impervious surfaces. Improve drainage systems in general, preferably through natural systems where feasible and appropriate.

### SUPPORT FOR IMPLEMENTATION

Create projects that are generally agreed upon and meet the needs and interests of stakeholders within acceptable timelines. Create a transportation system that is in line with future expectations of community stakeholders and leaders.

#### **Objective:**

 Create community-supported projects and alternatives that are in line with future expectations of community stakeholders and leaders including the City, County, and State expectations.

### **COST EFFECTIVENESS**

Create effective projects that meet TSP goals compared to the cost, and are able to be funded given current and expected funding levels.

### **Objective:**

- Create projects that are consistent with benefits that are provided. Create projects that are practical and affordable solutions.
- Maintenance of the existing system is a top priority.

## **Planning Process**

Coburg community members, stakeholders, City staff, and representatives of ODOT, Lane Council of Governments, and Lane County all participated in the TSP development process. The project management team, comprised of the City, ODOT, Lane County and CH2M HILL, met regularly to guide development of the Plan.

The planning process took place over a three year period between July 2010 and July 2013. Appendix B has a detailed description of the public involvement process. The public involvement process began with the development of a project website that provided updates on the TSP development and notices of upcoming public meetings throughout the life of the project. The website hosted a survey that asked the public to document needs, opportunities, and/or constraints in the existing multimodal transportation system. The survey included an interactive online map, which allowed participants to pinpoint locations of concern or opportunity. Paper surveys were also available at City Hall and opportunities for input were advertised through local water utility bills and on the project website.

In addition, the consultant team conducted stakeholder interviews of thirteen community leaders representing a broad range of interests, such as elected officials, City staff, business owners, and emergency service personnel.

An initial public open house was held in February, 2011 at which existing conditions findings, analysis of needs, opportunities and constraints were presented. Participants could complete a comment form to provide feedback, and all materials were left in City Hall for community members to review.

A final public open house was held in December, 2012 to review proposed design standards, functional classification plan, and review project alternatives. Comment cards were distributed at the open house and through mailings to solicit feedback on these aspects of the TSP.

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



This chapter describes the preferred transportation system plan for the City of Coburg. This section is organized first with discussion of proposed design standards, access management standards, and functional classification plan, followed by plans for each transportation mode. Many projects provide benefits to more than one mode of transportation.

Coburg and Lane County both own and operate streets within the city. The TSP proposes improvements to several Lane County facilities; Coburg will work with the County to implement these projects.

## **Street Design Standards**

This section describes proposed design standards for Coburg-owned streets and the current and future functional classification plan for all streets within Coburg, including those owned by Lane County.

The City of Coburg intends to keep new residential and business development compatible with existing development and the historic character of the city. The following standards are intended to accommodate all transportation modes and development needs, while implementing goals and objectives of the Transportation System Plan. Table 1 summarizes design requirements for streets within the City of Coburg.

### STREET CONNECTIVITY POLICY

Street connectivity is important to maintaining Coburg's fine-grained transportation network for all users. No dead-end streets will be permitted in Coburg, unless topographic or environmental constraints require a dead-end. If a street deadends, pedestrian and cyclist accessways must be provided. Streets that are planned to connect through when adjacent developments are constructed may temporarily dead-end, provided a "hammer head" or equivalent turn-around, built to fire code, is provided in the interim period. Minimum block length for new local streets is 400 feet and maximum block length is 600 feet, unless topographic or environmental constraints are present.

### **ALLEYS**

Alleys (Figure 2) provide redundant auto access to homes and businesses and also provide important low-stress routes for pedestrians and cyclists. Alleys increase neighborhood connectivity, resulting in a more fine-grained transportation network. Services, such as garbage pick-up, or utilities can also be placed within alleys.

Alleys are not intended to meet fire apparatus access road standards, unless the alleyway provides the only vehicle access to a property. Local streets fronting homes and business are intended to serve as the main fire access routes. Alleyways must have a minimum width of 12 feet. Gravel or partial paving is acceptable.



16' Right of Way (min.)

## LOCAL STREETS

Local streets (Figure 3) are low volume, low speed routes that serve primarily residential areas within Coburg. Local streets are intended to provide access to homes and circulation within neighborhoods.

Local streets may be designated as bicycle/pedestrian boulevards. Local streets are designed as shared facilities for non-vehicular traffic as well. The paved area of existing local streets in Coburg is generally 16 - 20 feet wide with gravel or grass shoulders and no sidewalks. Existing local streets right-of-way is generally 50 to 60 feet. In order to maintain the rural character of the city, future local streets will be constructed with 3 to 5 foot soft shoulders to accommodate pedestrians. Stormwater will generally be managed on-site, depending on site environmental conditions, and street trees are required per Coburg City Code. Onstreet parking may be provided in parallel parking "bulb-outs" at no more than 2 stalls per 100 linear feet of road (Figure 4). All driveways abutting local streets must be a minimum of 25 feet from street intersections, and no parking is allowed within 10 feet of intersections.

### COLLECTORS

Collector streets (Figure 5) provide connections between local streets and arterials and other higher order streets. These streets are designed to accommodate higher traffic volumes and speeds, and include bicycle and pedestrian facilities. Sidewalks must be separated from the travelled way by landscaping or storm drainage features. Onstreet parking is generally provided on Residential Collectors and street trees are required. On-street parking may be required on Commercial/Industrial

#### **Table 1. Proposed Street Design Standards\***

Collector streets as well. No parking is allowed within 20 feet of street intersections to maintain visual clearance; curbs must be striped with yellow paint (or equivalent treatment) to indicate that parking is prohibited.

Collectors must be constructed to have as few accesses as possible. All new driveways abutting Collectors must be a minimum of 75 feet from street intersections. Minimum driveway and intersection spacing on Collectors is 150 feet. On Collectors in Commercial/Industrial areas, driveways shall be consolidated as much as possible to limit the number of access points on any individual collector.

All residential and commercial properties are entitled to access to the public right-of-way.

Functional Class	Min. ROW Width	Travel Lanes	Planter or Swale	On-Street Parking	Sidewalks	Shoulder	Bicycle Lanes
Alley	16'	12' min. paved width	None	Prohibited	None	None	None
Local Access	45'	10' min., 12' max.	4' min, 8' max, both sides	Max: 2 per 100 l.f., min: 2 per 200 l.f.	None	3' min, 5' max, one side min. (striped)	None
Collector	55'	11' min., 12' max.	4' min, 8' max, both sides	7' min, if required	5' min, both sides	None	If required, 5' min.
Coburg Loop Off-road Paths	20'	10' min. paved width	None	N/A	N/A	2' gravel, each side	N/A

\* Note: these design standards are proposed for Coburg-owned facilities. Lane County owns and operates several collector and arterial streets within Coburg and Lane County street standards apply to these County-owned facilities.

#### Table 2. City of Coburg Lane Widths

Roadway	Lane Width	Standard	Meets Standard?	LTL <sup>2</sup> width	Standard	Meets Standard?
W. Van Duyn St./ Willamette St.	10-13	11	No	15	12	Yes
Coburg Rd.	11-13	11	Yes	N/A	N/A	N/A
E. Pearl St/Van Duyn Rd.	10-13	11 <sup>3</sup>	No	13-16	12 <sup>4</sup>	Yes
I-5 Ramps	~16	16	Yes	N/A	N/A	N/A
Coburg Rd N./Coburg Bottom Loop	12-14	10-12	Yes	N/A	N/A	N/A
N. Skinner St.	12	10-12	Yes	N/A	N/A	N/A
S. Coleman St.	12	10-12	Yes	N/A	N/A	N/A
S. Stuart Way	~12	10-12	Yes	N/A	N/A	N/A
Coburg Industrial Way	10-20	10-12	Yes	11	12	
Roberts Rd.	~15	10-12	Yes	N/A	N/A	N/A
Dixon St.	10-12	10-12	Yes	N/A	N/A	N/A

N/A – not applicable or no left turn lane

#### **Table 3. Study Area Roadway Classifications & Characteristics**

					Parking	
Roadway	Jurisdiction	Classification	Posted Speed	Bike Lanes	Lanes	Sidewalks
W. Van Duyn St./ Willamette St.	Lane County	Minor Arterial	15-35 mph	Yes	No	Partial <sup>1</sup>
Coburg Rd.	Lane County	Urban/Rural Major Collector	35 mph	No	No	Partial <sup>2</sup>
E. Pearl St/Van Duyn Rd.	Lane County	Minor Arterial	35 mph	Intermittent <sup>3</sup>	No	Intermittent <sup>4</sup>
I-5 Ramps	ODOT	Interstate	N/A	No	No	No
Coburg Rd N./Coburg Bottom Loop	City of Coburg	Urban/Rural Major Collector	35-45 mph	No	No	Intermittent⁵
N. Skinner St.	City of Coburg	Local Road	25 mph	No	No	No
S. Coleman St.	City of Coburg	Urban Collector	25 mph	No	No	No
S. Stuart Way	City of Coburg	Local Road	25 mph	No	No	No

### <sup>2</sup> Left Turn Lane

<sup>3</sup> Per Lane County Code 15.702(5)(b) travel lanes shall be 11 feet wide, except that wider lanes may be required for industrial areas or areas where the truck percentage of ADT is 10% or more within a 12-hour period. Truck percentage of ADT is greater than 10% on E. Pearl St/Van Duyn Rd. between Coburg Industrial Way and I-5 NB Ramps.

<sup>4</sup> Per Lane County Code 15.702(14)(b) a turn lane width of 14 feet may be used in industrial or commercial areas and other streets that experience a minimum 10% truck percentage of traffic volume. Where the truck percentage of traffic volume is greater than 15%, a minimum 14 feet center turn lane shall be required. In areas along E. Pearl St. where truck traffic is above 10%, the 14 feet minimum is met.

#### Table 3. Study Area Roadway Classifications & Characteristics

					Parking	
Roadway	Jurisdiction	Classification	Posted Speed	Bike Lanes	Lanes	Sidewalks
Coburg Industrial Way	City of Coburg/Lane County <sup>6</sup>	Urban Collector	40 mph	No	No	No
Roberts Rd.	City of Coburg	Urban Collector	40 mph	No	No	No
Dixon St.	City of Coburg	Urban Collector (between Willamette Street and Coleman Street)/Local Road	25 mph	No	No	No
Daray Street	Lane County	Local Road	25 mph	No	No	No
E. Mill Street	City of Coburg	Urban Collector (between Diamond Street and Miller Street)	25 mph	No	No	No
Miller Street	City of Coburg	Local Road	25 mph	No	No	No
Emerald Street	City of Coburg	Local Road	25 mph	No	No	No
McKenzie Street	City of Coburg	Local Road	25 mph	No	No	No
Lincoln Way	City of Coburg	Local Road	25 mph	No	No	No
Delaney Street	City of Coburg	Local Road (Vacated west of Stuart Way)	25 mph	No	No	No
Maple Street	City of Coburg	Local Road	25 mph	No	No	No
Thomas Street	City of Coburg	Local Road	25 mph	No	No	No
Rustic Court	City of Coburg	Local Road	25 mph	No	No	No
Shane Court	City of Coburg	Local Road	25 mph	No	No	No
Stuart Way	Private	Private (Vacated by City)	N/A	No	No	No
Sarah Lane	City of Coburg	Local Road	25 mph	No	No	No
Vintage Way	City of Coburg	Local Road	25 mph	No	No	No

#### N/A – not applicable

Notes:

<sup>1</sup> Excludes the south side of W. Van Duyn between Willamette St. and Coburg Bottom Loop <sup>2</sup> North Side Only

<sup>3</sup>Between Willamette St. and Roberts Rd.

 <sup>4</sup> Between Willamette St. and slightly east of Coburg Industrial Way
<sup>5</sup> North of Coburg Rd., on West Side of Coburg Rd. N.
<sup>6</sup> The portion of the Coburg Industrial Way between Pearl and approximately the point where East Van Duyn or Sarah Lane would intersect if they continued is owned by Lane County



45' Right of Way (min.)

### Figure 4 Local Street Detailed Standards



### Figure 5 Collector Street Standards



55' Right of Way (min.)

Lane County owns several collector streets in Coburg. On these streets, Lane County standards apply. These standards can be found in Lane County Code Chapter 15.702. Lane County standards for collectors are similar to those proposed in Table 1 for Coburg facilities, including 11 foot travel lanes, bike lanes, and sidewalks and landscaping on both sides of the street. New collector streets are anticipated to be owned by Coburg.

### **COBURG LOOP PATH**

The Coburg Loop Path is planned as an off-road path, designed for both transportation and recreation purposes. The Coburg Loop will be designed to accommodate a wide variety of users, including pedestrians, bicyclists, skaters, equestrians and others. The 2009 Coburg Loop Implementation Plan includes an extensive path system through and around Coburg, shown on the Future Functional Classification Map in the following section. The Coburg Loop design standard is shown in Figure 6.

### **BICYCLE BOULEVARDS**

Streets designated as Bicycle Boulevards are improved with signage, traffic calming, crossing treatments, street markings and other measures to improve the cycling and pedestrian environment. Bicycle Boulevard streets (Figure 7) are typically local residential streets with little traffic and low vehicle speeds. Improvements are designed to reduce or maintain low vehicle volumes and speeds, prioritize the movement of cyclists at intersections, reduce cyclist delay and create a comfortable environment for cyclists and pedestrians alike. The 2009 Coburg Loop Implementation Plan proposes 8,500 linear feet of Bicycle Boulevards within the Cityff on portions of Mill Street, Dixon Street, and several others.

The following treatments could be applied to Coburg's Bicycle Boulevards:

- Signage and pavement markings: wayfinding, identification and warning signs, shared right-of-way markings ("sharrows")
- Intersection improvements: bicycle boxes, advance stop bars, crossing

• Traffic calming: speed tables and residential speed limits

There is no single standard for Bicycle Boulevards. Design elements are typically "mixed and matched" to achieve the right balance of cyclist safety and comfort while maintaining vehicle access to homes and businesses.



20' Right-of-way



## **Access Management**

"Access management" involves regulating the number and spacing of intersections, interchanges and driveways abutting streets. In general, access management policies limit the number of driveways and intersections on high-traffic streets, like collectors, arterials and highways to minimize conflict points and maintain safe and efficient through-traffic flow. Local streets, like most owned by the City of Coburg, generally provide the most access, with many driveways and intersections.

Most arterial and collector streets in Coburg are owned by Lane County, and County access management standards described in Lane County Code Chapter 15, Section 15.137 apply on these streets. These standards describe minimum intersection and driveway spacing standards. For example, the minimum road and driveway spacing standard on Willamette Street through Coburg is 200 feet. The City of Coburg will continue to coordinate with the County on access issues on those streets owned by Lane County, including Pearl Street, Willamette Street, Coburg Road and E. Van Duyn Street.

The Coburg Interchange Area Management Plan also prescribes access management standards for streets abutting the Coburg I-5 interchange.

### POLICIES

Coburg will continue to operate primarily local streets over the 20-year time frame considered by this plan. One new city-owned collector street is proposed as part of the TSP. For future local and collector streets, the following access standards are proposed:

- Local streets: driveways must be located at least 25 feet from intersections.
- Collector streets: driveways must be located at least 75 feet from intersections. Minimum driveway and intersection spacing on collectors is 150 feet.

## **Functional Classification Plan**

Streets are classified within the City of Coburg based on what purpose, mode and level of access each is intended to serve. All Coburg-owned streets fall into two functional classifications: local streets and collectors. Local streets provide a high level access to properties, have low auto traffic volumes and speeds, and accommodate all transportation modes. Collectors are higher volume, higher speed streets that feed into the arterial street network.

Street functional classifications indentify the street's intended purpose, the volume and speed of traffic and the degree to which non-auto traffic is accommodated.

### Figure 8 Street Function Hierarchy



Most auto travel involves movement through a hierarchy of roads; local access streets prioritize access to homes and businesses over speed and accommodate all transportation modes. Arterial streets are primarily intended for through vehicle traffic and accommodate higher-speed traffic with limited accesses. Figure 8 shows a simple graphic representation of this street function hierarchy. The current functional classification map (Figure 9) and future street plan and classification map (Figure 10) are included on the following pages. The future street plan and classification map includes a conceptual future street network that would be constructed as development occurs.

Some roadways in Coburg have federal functional class designations, meaning these streets are eligible for federal funding (Figure 11). Generally,

collector streets and higher classifications are eligible for federal funding.

## **PROPOSED RE-CLASSIFICATION**

Re-classification of a portion of Van Duyn Road from "local road" to "urban major collector" is proposed, from the east end of the Coburg I-5 Interchange eastward approximately ½ mile (Figure 9). This section of Van Duyn is owned by Lane County. The reclassification is proposed by the City to reflect the anticipated increase in traffic on this road due to planned expansion of the Coburg UGB nearby.

The City will need to coordinate with Lane County to change the County road functional classification.







## Figure 10 2013 Functional Classification Map









## 2030 Functional Classification Map & Future Street Plan





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## Street System

## EXISTING & FUTURE TRAFFIC CONDITIONS

Coburg's street system is a blend of City- and County-owned facilities. Most of the City-owned street network consists of local streets that serve residents. All major roads, including Pearl, Willamette, and West Van Duyn Streets, are owned and operated by Lane County.

Mobility standards define whether the transportation system is adequate to meet transportation needs, and are described in terms of roadway and intersection volume-to-capacity ratios (v/c) and level of service (LOS). LOS is ranked from "A" to "F", with "A" signifying free-flowing traffic conditions and "F" signifying stop-and-go traffic or severe congestion. Lane County has adopted mobility standards for County-owned roads within urban areas (Lane County Code 15.696):

 County roads, speed less than 45 MPH: LOS D, v/c 0.85

Most major intersections (Table 2) within Coburg are owned by Lane County, and these mobility standards therefore apply.

Traffic conditions at major intersections were analyzed in 2011, and two intersections – Pearl Street/Coburg Industrial Way and Pearl Street/Roberts Road – were found to be operating at a level of service below Lane County standards. However, traffic flow at these intersections was greatly improved by ODOT's Phase 1 Coburg Interchange project, completed in 2013. This intersection is anticipated to operate within LOS standards when the project is completed.

Future conditions analysis reveals few expected transportation problems in the 2030 forecast year. A modest increase in traffic is expected on Dixon and Coleman Streets, due to an expected increase in congestion at the intersection of Willamette and Pearl Streets during the evening peak travel hour. Under the most aggressive modeled future conditions (including significant population and employment growth), some congestion is expected on Willamette Street from the south City limits north to the intersection of Willamette and Pearl streets. Turning traffic volumes from Pearl and Willamette onto Coleman and Dixon Streets may also warrant improvements at these intersections. These potential future problems are highly dependent on the type and intensity of development that occurs in Coburg over the planning period. Overall, few major traffic congestion and operations concerns were identified.

Coburg does not have adopted mobility standards, except for those in the Coburg Interchange Area Management Plan (IAMP), which contains standards for the interchange and approach roads. These standards are generally prescribed by the Oregon High way Plan.

All City-owned facilities are forecast to operate within Lane County mobility standards in the 2030 forecast year.

**Appendix C** contains full existing and future conditions analysis.

#### Table 4. Major Intersections

W Van Duyn St./Coburg Bottom Loop Rd.-Coburg Rd. N. Willamette St/Van Duyn St. N. Willamette St/E. Pearl St. E. Pearl St./N. Skinner St. E Pearl St./Coleman St. E. Pearl St./Coburg Industrial Way E. Pearl St./Coburg Industrial Way E. Pearl St./Roberts Rd. E .Pearl St.-Van Duyn Rd./I-5 SB Ramps Van Duyn Rd./I-5 NB Ramps Coburg Rd./E Dixon St.

## STREET SYSTEM DEFICIENCIES & PROJECTS

During the TSP update process, street and intersection problems were identified by staff, stakeholders and the public. Some projects were also developed to respond to anticipated future traffic conditions. Street system needs and recommended projects listed on the following pages. Figure 13 describes the location of each recommended project.

### Figure 13 TSP Project Locations





## CHANNELIZATION AT INTERSECTION OF PEARL AND COLEMAN STREETS

Future conditions traffic analysis reveals that turning traffic volumes on Coleman and Dixon Streets may warrant improved channelization at the intersections of Coleman and Pearl Streets. A left turn pocket accommodating a queue length of approximately four cars on Pearl Street would prevent westbound traffic on Pearl from backing up during the peak hour (4:30 – 5:30 PM). The need for this project is highly dependent on future traffic volumes and contingent upon future land development in Coburg. This project is also located on Pearl Street, a Lane County facility, requiring coordination with the County on any proposed improvements.

## INTERSECTION CONTROLS AT DIXON AND WILLAMETTE STREET

Turning traffic volumes at the intersection of Dixon and Willamette Streets are also forecast to warrant a traffic signal. As with the project above, the need for this project is highly dependent on future traffic volumes and construction would only be warranted if traffic conditions occur as predicted by traffic models. This project is also located on Willamette Street, a Lane County facility, requiring coordination with the County on any proposed improvements.

### INTERSECTION OF VAN DUYN STREET, COBURG BOTTOM LOOP ROAD AND COBURG ROAD

This intersection, in the northwest of Coburg, has the potential for conflicts between pedestrians, bicyclists and vehicle traffic. Van Duyn Street and North Coburg Road are part of the Willamette Valley Scenic State Bikeway and are consequently popular biking routes. The intersection is adjacent to a school and fire station, further increasing safety concerns at this location. Van Duyn to North Coburg Road is also an important freight route. Finally, this intersection will experience significantly more pedestrian and bicycle traffic in the future when the planned Coburg Loop Path connects here.

The recommended solution is to reconstruct the intersection with new curbs, curb ramps, and median pedestrian refuge islands. A pedestrianactivated rapid flashing warning beacon and raised durable pavement markings could be installed to alert drivers of the potential for pedestrians to be present at the intersection (Figure 14). Additionally, the intersection curb radii (or the "sharpness" of the intersection corners) are very large in order to accommodate turning truck traffic. Reconstructing the curbs with smaller radii would slow turning vehicles and decrease the crossing distance for pedestrians at this intersection. As this intersection experiences heavy truck traffic, the feasibility of reducing curb radii would need to be carefully evaluated. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

### Figure 15 Short-term Improvements to Willamette/Van Duyn Intersection



Figure 16 Long-term Improvements to Willamette/Van Duvn Intersection



## INTERSECTION OF NORTH WILLAMETTE STREET AND VAN DUYN STREET

Drivers speed around this corner and several incidents have occurred with vehicles driving off the road into the adjacent fields. It is not clear to drivers heading north on Willamette Street that the through route out of Coburg continues to the left (west). Realignment would "soften" the throughroute turning angle, making the intersection less ambiguous for drivers and reduce the number of conflict points. In the short-term, prior to land development north of the intersection and as an alternative (or in addition to) this solution, the north and east legs of this intersection could be blocked off with physical barriers to reduce intersection conflicts (Figure 15). Signage would be installed to clearly indicate the through movement westward from Willamette St onto Van Duyn St. and sidewalks and curbing extended. This alternative could be implemented first, with further reconstruction of the intersection phased in as residential development in north Coburg occurs. Full realignment as proposed in Figure 16 would require right-of-way acquisition and significant construction work. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

#### EMERGENCY ACCESS IN THE WEST SIDE OF TOWN

Neighborhoods west of Willamette Street have few connections to Willamette Street, the primary north-south through route in Coburg. When Willamette is blocked, emergency response times increase and some homes may be inaccessible. A redundant connection is needed to ensure timely emergency access to these neighborhoods in the event that Willamette Street (or East Van Duyn) is blocked. The recommended solution is to construct a 350' long emergency access road from the northwest end of Abby Road west to Coburg Bottom Loop Road (Figure 17). The connection will be for emergency access only, with removable bollards to prevent through traffic from using the route. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

### EAST-WEST CONNECTIVITY IN TOWN

Pearl Street is the only through east-west route in town. A redundant east-west connection is needed to improve emergency access and provide a redundant through route for vehicle traffic. As development occurs in the north end of town, the need for this connection is expected to grow.

Construction of a new east-west collector street from Coburg Road, west of Stalling Lane, east to Coburg Industrial Way is recommended. This project is dependent on private development, and would require coordination with developers to fully construct. Significant right-of-way would need to be acquired for this project, and environmental constraints are likely. Traffic conditions on Willamette and Pearl Streets will likely deteriorate significantly on Pearl and Willamette streets without this connection, depending on the type, location, and intensity of future development. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

### Figure 17 Emergency Access Road



#### **ROADSIDE STORMWATER FACILITY EDUCATION**

Stormwater facilities along streets in the neighborhoods along Abby, Austin and McKenzie Streets have been inadvertently filled in since construction. The City intends for new residential streets to have similar roadside stormwater facilities. Raingardens and bioswales have been filled in because residents were unaware that they are stormwater facilities and not roadside landscaping. Public education is needed to ensure that existing and future stormwater facilities are maintained properly.

Installing small signs at stormwater facilities that state the purpose of the facility will discourage filling-in of these areas. In addition, creating a "green streets" demonstration project that highlights stormwater facilities and the importance of treating and managing stormwater will also highlight the issue. The demonstration project could retrofit an existing neighborhood street, or be implemented as part of new street construction. A demonstration project would bring attention to this issue and educate residents about these facilities.

#### PARKING IN NEIGHBORHOODS

On-street parking is poorly delineated on neighborhood streets in Coburg. The City maintains the rural character of its streets by limiting construction of sidewalks and curbs, which typically constrain where residents can park. There are few clear indications of where cars should park on these streets, with many vehicles often parked too close to fire hydrants or too close to intersections, limiting sight distance.

Red striping should be painted ten feet either side of fire hydrants to discourage parking too close to hydrants, and "No Parking Here to Corner" or similar signs posted to discourage parking too close to intersections. In addition, increased parking enforcement in neighborhoods would help ensure compliance.

### SUB-STANDARD STREETS

Table 3 describes those Coburg streets that are not built to applicable or proposed Coburg or Lane County design standards. The City is not required to upgrade its streets to match the applicable functional classification, but Coburg may choose to upgrade some of these streets as needed to better accommodate auto traffic and other modes as needed.

## **Bicycle & Pedestrian System**

### **EXISTING CONDITIONS**

Coburg presently has few dedicated bicycle facilities. Willamette Street is designated and signed as part of the Willamette Valley Scenic Bikeway through the City, and the roadway generally has 4-5 foot wide, well-maintained bike lanes or striped shoulders. There are also striped bike lanes on Pearl, Willamette and Van Duyn Streets, though potential conflicts between bicyclists and traffic is high.

### Table 5. Street Deficiencies

		Current Func.	Recommended Future Func.		
Street	Length (If)	Classification	Classification	Current Condition	Standard
E. Van Duyn St, from Willamette to Harrison	310'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
N. Harrison St, from Van Duyn to Locust	375′	Collector	Collector	Local street, 30' paved width, no stormwater treatment, no ped. facilities	4' min. planter/swale & street trees, sidewalks
E. Locust St, from Harrison to Skinner	440'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
N. Skinner St, from Locust to Mill	300'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
E. Mill St., from Skinner to Coleman	440'	Collector	Collector	Local street, 22' paved width, no stormwater treatment, no ped. facilities	4' min. planter/swale & street trees, sidewalks
Coleman St, from Mill to Dixon	1,500'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
E. Dixon, from Willamette to Coleman	650'	Collector	Collector	Local street, 20' paved width, no stormwater treatment, no ped. facilities	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
N. Diamond St., from Locust to Pearl	1,030'	Collector	Collector	McKenzie-Pearl has adequate pavement width; Locust to McKenzie is local street, 20' width, no stormwater treatment, no ped. facilities.	11' min. travel lanes, 4' min. planter/swale & street trees, sidewalks
Van Duyn Rd, east of I-5 interchange to east UGB expansion border	2,200'	Local (Lane County)	Collector (Lane County)	22' paved width, no stormwater treatment, no pedestrian facilities	11' min. travel lanes, sidewalks both sides, 6' minimum landscaping

### Figure 18 Existing Residential Streets

Existing residential streets in Coburg do not have sidewalks, but have low traffic volumes and low speeds – meaning they can accommodate pedestrian and cyclists in addition to car traffic.



Most local streets in Coburg are low speed/low volume local streets that accommodate bicycle traffic. These streets serve bicyclists of all ages and currently have little need for dedicated bicycle facilities, like bicycle lanes.

Coburg also has a limited number of dedicated pedestrian facilities. Only Pearl Street, West Van Duyn Street, and Willamette Street have sidewalks. A portion of North Coburg Road also has a sidewalk on the side adjacent to the elementary school. The only local streets that include sidewalks are the relatively new Rustic Court, Shane Court, and Sarah Lane. Since traffic volumes are low on local and collector City streets, the roadway is shared among bicycles, automobiles and pedestrians. Willamette Street lacks market pedestrian crossings, except for the intersection of Willamette and Pearl Streets. Coburg seeks to maintain its rural character and charm in part by limiting sidewalks on streets.

During the TSP update process, pedestrian and bicycle needs were identified by the community. The following section discusses these needs and solutions.

### Figure 19 New Crossings on Pearl and Willamette Streets

Conceptual improvements at the intersection of



## **BICYCLE AND PEDESTRIAN PROJECTS**

### FEW PEDESTRIAN CROSSINGS ON WILLAMETTE STREET AND PEARL STREET

Willamette Street is the major north-south arterial through Coburg. Presently, there is only one marked pedestrian crossing at the signalized intersection of Pearl Street. Figure 18 shows an example of existing pedestrian conditions on local streets. Residents living at the north or south end of town must walk over 1/4 mile to cross at this location. The future Coburg Loop off-road path is planned to cross Willamette Street south of Vintage Way and Pearl Street at South Coburg Industrial Way. Crossing improvements are recommended on Willamette Street at the intersections of East Mill Street, East Delaney Street, Vintage Way, and on Pearl Street at Roberts Road. Crossing improvements include new "ladder" crosswalk markings and signage alerting drivers to the crossing (Figure 19). Marked crosswalks will require periodic maintenance to maintain striping. Flexible delineators, painted pedestrian refuge islands and street illumination would further enhance marked crosswalks at each of the locations above. Traffic calming measures, like raised durable pavement markings or curb bulb-outs can also enhance safety at these crossings.

This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

## POTENTIAL CONFLICTS BETWEEN BICYCLISTS AND CARS ON WILLAMETTE STREET

Willamette Street is part of the Willamette Valley Scenic Bikeway and attracts recreational bicycle traffic from around the region. Willamette is also a busy through route for car and truck traffic. Willamette Street presently has 5' bicycle lanes in each direction, but these lanes do not provide significant separation between vehicle traffic and on-street parking.

Buffered bicycle lanes are recommended on Willamette and Van Duyn Streets, from the south City limits northeast to the intersection of Van Duyn and Coburg Bottom Loop Road. A typical buffered bike lane includes a 5' or 6' wide bicycle travel lane with 2' or 3' painted buffer (Figure 20). Elimination of on-street parking or other expansion of the roadway may be necessary to implement this project. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

## PEDESTRIAN ACCESS AND CONNECTIVITY IN NEIGHBORHOODS

Neighborhood connectivity can be improved by creating a more fine-grained network for pedestrians, increasing accessibility and making walking an easier and quicker way for Coburg residents to get to their in-town destinations. Some neighborhood blocks are very long, and alternative connections would increase the number of routes available to walkers.

Three solutions are recommended:

- Maintain existing alleyways for pedestrian access. Most of Coburg's neighborhoods have an extensive alley system, but many alleys have been encroached on by neighbors or have not been maintained for many years. Opening up these existing alleys, and connecting dead-end alleys to roads, will increase the number of routes available to pedestrians and offer a lowstress alternative to walking on neighborhood streets.
- Implement an alleyway beautification program. Maintaining and improving alley

vegetation or landscaping and adding alley entrance features (arched trellises, plantings, etc.) would improve the pedestrian environment and reinforce alleys as neighborhood routes.



 Create policies that require pedestrian connections be constructed in new neighborhoods. For instance, dead-end streets can be required to have a pedestrian connection through to the next street.

### DEVELOP THE COBURG LOOP PATH

The 2009 Coburg Loop Implementation Plan provides a framework for the development of a shared-use, off-road path that will circle the City of Coburg. A system of bicycle boulevards is also proposed as part of the Plan. The Coburg Loop will provide a low-stress route for pedestrians, cyclists and other users to travel in and around Coburg.

## IMPROVE BICYCLE VISIBILITY AT PEARL AND WILLAMETTE STREET INTERSECTION

There are currently striped bicycle lanes on both sides of Pearl Street, east of Willamette Street. However, the westbound bicycle lane stops at the intersection of Pearl and Diamond Streets. Figure 21 Application of "Sharrows" on Pearl Street



The recommended solution is to paint shared rightof-way markings ("sharrows") on Pearl west of Diamond Street to help bicyclists know where to ride and alert drivers that cyclists will be present (Figure 21). Alternatively, the existing westbound bicycle lane can be continued west to the intersection of Pearl and Willamette Streets. This project involves Lane County facilities, and coordination with the County will be required for project review and approval.

### **DEVELOP A BICYCLE BOULEVARD SYSTEM**

An extensive bicycle boulevard system is proposed as part of the Coburg Loop Implementation Plan. Coburg presently lacks significant bicycle infrastructure, except for bicycle lanes on Willamette, Van Duyn and Pearl Streets. Bicycle lanes provide separation between cyclists and vehicle traffic, but many riders are not comfortable riding on busy arterial streets regardless of whether bicycle lanes are present. Bicycle boulevards provide a low-stress alternative to riding on busy arterials and will increase the size of the bicycle network within Coburg. Bicycle boulevards are typically created on low-volume, low-speed neighborhood streets. Many of the traffic calming and other treatments typical to bicycle boulevards also improve the pedestrian environment by slowing traffic and discouraging through auto travel.

## Transit

Lane Transit District (LTD) Route 96 serves Coburg with two morning and two evening roundtrips between Coburg and downtown Eugene. Coburg's distance from the Eugene-Springfield metro area and low-density development pattern make transit service difficult to provide efficiently. No transit service expansion is currently planned by LTD. The infrequency of the current route was identified as a barrier to using transit by stakeholders, but most also agreed that service is adequate for those it currently serves. No service improvements are proposed.

## Air, Rail, Water and Pipelines

There is currently no direct air service for goods, passengers and services within the Coburg Urban Growth Boundary (UGB). Air service for passengers and freight is available at the Mahlon-Sweet Airport, located approximately seven miles west of the study area. This airport provides regularly scheduled service to national destinations with connections to nearby international airports in Portland, San Francisco, and other cities.

Coburg has no freight or passenger rail service currently. The Southern Pacific Railroad formerly owned a right-of-way that ran roughly northwestsoutheast, diagonally bisecting the City. Several sections of the right-of-way have been reclaimed for other uses and purchased by private property owners. Eugene Station, less than 10 miles from Coburg, provides the nearest passenger rail service, with Amtrak routes running north on the Valley Main Line and south on the Cascade Main Line. Passenger rail service consists of the Amtrak Cascades route, running daily between Eugene, Portland, Seattle, Vancouver, BC and points in between. The Coast Starlight train also provides rail to points south all the way to Los Angeles.

Northwest Pipeline Company operates a major regional natural gas transmission line between Portland and Eugene, which passes through the Coburg UGB. Gas is distributed in the Coburg area by Northwest Natural Gas Company. The six-inch, high-pressure main interconnects storage facilities in the state as well as interstate sources.



This section discusses the planning-level costs, implementation priority, and potential funding opportunities for projects in the TSP. For some projects, it is not possible to generate a conceptual cost estimate, due to unknown variables in the scale or scope of the project. Detailed unit-cost estimates and assumptions for each project are included in **Appendix D**.

## **Project Priorities**

Projects in the Coburg TSP are prioritized in Table 4 by need (high, medium, and low priority), and by time frame for implementation: short term (0 - 5years), medium term (5 - 10 years), long term (10 - 20 years), and very long term (beyond 20 years). Projects are prioritized based on community priorities, urgency of the need, funding availability and complexity of the project. Short-term projects generally address current or soon-to-emerge transportation issues, and should be prioritized for funding. Medium and long term projects are generally larger, have more impacts, and are more costly. The need for these projects is also less immediate, and the proposed projects may address a transportation problem that is likely to emerge in the future. Two very long term projects were identified; though a potential need for these project was identified, the need may develop beyond the 20-year planning horizon assumed by this plan.

Project priorities are not intended as a "to-do" list for the City, but a suggestion for programming the City's scarce transportation funding resources. Furthermore, maintenance of the City's existing transportation infrastructure will remain a high priority and should be balanced with other modernization, safety, and improvement projects. Individual alternatives will be suggested for inclusion in the TSP based on input from the community and the project management team. As many of the projects listed in Table 4 are under Lane County's jurisdiction, the City will need to work closely with the County on project review and approval. Figure 12 shows the location of projects within Coburg; those projects that are city-wide in nature are not shown on this figure and are not numbered in Table 4.

### Table 4. Project Costs & Prioritization

Project	Priority Level	Time Frame	Est. Cost (2013 \$)	Jurisdiction	Potential Funding Source(s)
1. Channelization at intersection of Pearl and Coleman Streets	Low	Very long term	\$700,000	Lane County	SDCs, Lane County, City
2. Intersection controls at Dixon and Willamette Streets	Low	Very long term	\$1,000,000	Lane County	SDCs, Lane County, City
3. Intersection of Van Duyn Street, Coburg Bottom Loop Road and Coburg Road					
Reconstruct intersection with pedestrian improvements	High	Short term	\$140,000	Lane County	Recreational Trails Program, Lane County, City, STIP
Construct gateway	Low	Long term	Varies	Lane County	City
Reconstruct intersection with new curb radii	Low	Long term	\$82,000	Lane County	Lane County, City
Add striping as traffic calming	Medium	Medium term	\$14,000	Lane County	Lane County, City
4. Few pedestrian crossings on Willamette and Pearl Streets					
Construct marked "ladder" crossings and signage at key intersections	Medium	Medium term	\$26,000	Lane County	Lane County, City
Add pedestrian refuge islands, street illumination & flexible delineators in addition to marked "ladder" crossings	Low	Long term	Varies	Lane County	Lane County, City
Construct traffic calming measures, like durable pavement markings, or curb bulb-outs	Low	Long term	Varies	Lane County	Lane County, City
5. Potential conflicts between bicyclists and cars on Willamette Street					
Construct buffered bike lanes on Willamette and Van Duyn Streets	Low	Long term	\$92,000	Lane County	Lane County, City, STIP
6. Pedestrian access and connectivity in neighborhoods					
Maintain existing alleys to increase the number of routes available to pedestrians	High	Short term	Varies	Coburg	City
Implement an alleyway beautification program	Medium	Medium term	Varies	Coburg	City

### Table 4. Project Costs & Prioritization

Project	Priority Level	Time Frame	Est. Cost (2013 \$)	Jurisdiction	Potential Funding Source(s)
Create policies requiring pedestrian connections in new neighborhoods	High	Short term	N/A	Coburg	N/A
7. Develop the Coburg Loop path					
Implement the Coburg Loop path system to provide a low-stress route for pedestrian and cyclists	High	Short term	\$3,300,000ª	Lane County/ Coburg	Lane County, City, STIP, Recreational Trails Program, SDCs
8. Bicycle visibility at Pearl and Willamette Streets intersection					
Paint shared right-of-way markings ("sharrows") on Pearl Street	Medium	Medium term	\$5,000	Lane County	Lane County, City
Continue the westbound bike lane to the intersection of Pearl and Willamette Streets	Medium	Medium term	Varies based on potential ROW impacts	Lane County	Lane County, City
9. Develop a bicycle boulevard system					
Construct bicycle boulevards on low-volume, low-traffic neighborhood streets to provide a less stressful route for bicyclists and pedestrians.	Medium	Medium term	\$43,000 per full block (~350 lf) <sup>b</sup>	Coburg	City
10. Intersection of Willamette and Van Duyn Streets					
Phase 1: Block north and east legs of intersection; emphasize through movement with signage	Medium	Medium term	\$600,000	Lane County/ Coburg	Lane County, City
Phase 2: Realign each leg of the intersection to "soften" through route turning angle	Low	Long term	\$1,000,000	Lane County/ Coburg	SDCs, Developer, Lane County, City
11. Emergency access in the west side of town					
Construct emergency access road from the end of Abby Road west to intersect with Coburg Bottom Loop Road	Medium	Medium term	\$200,000	Coburg	City, SDCs
12. East-west connectivity in town					
Construct new east-west Collector street from the east end of Van	Low	Long term; dependent on	\$7,700,000	Coburg	Developer, SDCs

#### Table 4. Project Costs & Prioritization

	Priority		Est. Cost		Potential Funding
Project	Level	Time Frame	(2013 \$)	Jurisdiction	Source(s)
Duyn Road to Sarah Lane through to Coburg Industrial Way		development			
13. Roadside stormwater facility education					
Place signage at stormwater facilities	High	Short term	\$500 per sign	Coburg	City
Create a "green streets" retrofit demonstration project that highlights stormwater facilities	Medium	Medium term	\$25,000 - \$100,000 <sup>c</sup>	Coburg	City
14. Parking in neighborhoods					
Paint red striping near fire hydrants to discourage parking too close to hydrants	High	Short term	\$200 per hydrant	Coburg	City
Post "No Parking Here to Corner" or similar signs to discourage parking too close to intersections	High	Short term	\$500 per sign	Coburg	City
Increase parking enforcement	High	Short term	Varies	Coburg	City

<sup>a</sup> Project cost from Coburg Loop Implementation Plan. Based on approximately \$107/lf average cost.

<sup>b</sup> Bicycle boulevard costs in the Coburg Loop Implementation Plan only include signage. This cost includes a full suite of bicycle boulevard improvements; bicycle boulevards are highly scalable and costs vary. See the cost estimate in the appendixes for detailed assumptions. <sup>c</sup> Project cost highly dependent on the scope and scale of this project.

## **Funding Sources**

A variety of established funding sources from federal, state and local sources are available to fund future transportation projects in the City of Coburg.

### FEDERAL GRANTS/PROGRAMS

### **HIGHWAY TRUST FUND**

Revenues to the federal Highway Trust Fund (HTF) are comprised of motor vehicle fuel taxes, sales taxes on heavy trucks and trailers, tire taxes and annual heavy truck use fees. HTF funds are split into two accounts – the highway account and transit account. Funds are appropriated to the states annually, based on allocation formulas in the current legislation governing the HTF. Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) is the current federal transportation program legislation, which became effective October 1<sup>st</sup>, 2012. MAP-21 kept federal funding for transportation at the same rate as the prior legislation (the Safe, Accountable, Flexible and Efficient Transportation Equity Act – A Legacy for Users, known as SAFETEA-LU). MAP-21 consolidated the 90 different programs in SAFETEA-LU into 30, eliminated transportation earmarks, and reduced funding for transportation enhancements (pedestrian, bicycle and similar projects) by one third. Despite these changes and modest reduction in transportation enhancement (now transportation alternatives) funds, MAP-21 largely continues federal transportation funding and policy enacted under SAFETEA-LU. Matching funds are generally required; the current matching ratio is 10.27% for projects in Oregon.

Most federal grant monies are distributed by the Oregon Department of Transportation (ODOT) through the Statewide Transportation Improvement Program (STIP). The application process for federal funds is described below in the STIP section. Most federal funds are programmed through the STIP process, which is guided by ODOT and relevant Area Commissions on Transportation (ACT) or Metropolitan Planning Organizations (MPO). MPOs generally select projects for submission and inclusion in the STIP, which are then eligible for a variety of state and federal funding.

## **STATE GRANTS**

### **STATE HIGHWAY FUND**

State funds are distributed by the Oregon Transportation Commission (OTC). Revenues to the fund are comprised of fuel taxes, vehicle registration and title fees, driver's license fees and the truck weight-mile tax. State funds may be used for construction and maintenance of state and local highways, bridges and roadside rest areas. State law requires that a minimum of 1% of all highway funds be used for pedestrian and bicycle projects in any given fiscal year. However, cities and counties receiving state funds may "bank" their pedestrian and bicycle allotment for larger projects.

## STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM

The STIP is the 4-year capital improvement program for the state of Oregon. It provides a schedule and identifies funding for projects throughout the state. Projects included in the STIP are generally "regionally significant" and have been given a high priority through planning efforts and by the relevant metropolitan planning organization (MPO). The STIP is the major transportation funding program for most state and federal transportation funds.

All regionally significant state and local projects, as well as all federally-funded projects and programs, must be included in the STIP. Coburg has two projects on the current 2012-2015 STIP:

- Construction of a section of the Coburg Loop Path, from Sarah Lane to Pearl Street (total cost \$475,000)
- Regional transportation planning (total cost \$17,000)

Starting with the 2015-2018 STIP, ODOT will divide the funding pools into two broad categories: "Fix it" and "Enhance." "Fix it" projects are those that preserve and maintain the current transportation system; "Enhance" projects are those that enhance, expand or improve the transportation system. The main purpose behind this reorganization is to allow maximum flexibility to fund projects that reflect community and state values and needs, rather than those that fit best into prescriptive program definitions.

"Fix it" activities include:

- Bicycle and pedestrian facilities on state routes only
- Bridges (state owned)
- Culverts
- High Risk Rural Roads
- Illumination, signs and signals
- Landslides and Rockfalls
- Operations (includes Intelligent Transportation Systems)
- Pavement Preservation
- Rail-Highway Crossings
- Safety
- Salmon (Fish Passage)
- Site Mitigation and Repair
- Stormwater Retrofit
- Transportation Demand Management (part of Operations)
- Work zone Safety (project specific)

"Enhance" activities include:

- Bicycle and/or Pedestrian facilities on or off the highway right-of-way
- Development STIP (D-STIP) projects (development work for projects that will not be ready for construction or implementation within the four years of the STIP)

- Modernization (projects that add capacity to the system, in accordance with ORS 366.507)
- Projects eligible for Flex Funds (the Flexible Funds program funded Bicycle, Pedestrian, Transit and Transportation Demand Management (TDM) projects, plans, programs, and services)
- Protective Right-of-Way purchases
- Public Transportation (capital projects only, not operations)
- Safe Routes to School (infrastructure projects)
- Scenic Byways (construction projects)
- Most projects previously eligible for federal Transportation Enhancement funds, now Transportation Alternatives (new with MAP-21)

The application process for projects on the 2015-2018 STIP is complete as of this writing, but future STIPs will continue to use this new funding arrangement. There is now one application for "Enhance" projects – ODOT will determine which funding mechanism is most appropriate for individual projects. "Fix it" projects will be selected through a collaborative process between ODOT and metropolitan planning organizations. It should be noted that this reorganization of funding programs does not represent a fundamental change in the type of projects that will be funded through the STIP.

## **OTHER STATE GRANTS**

### **RECREATIONAL TRAILS PROGRAM (RTP)**

This program is administered by the Oregon Parks and Recreation Department. RTP funding is intended for recreational trail projects, and can be used for acquiring land and easement and building new trails. Funding varies greatly from year to year, with about \$1.3 million awarded state-wide in 2011 and \$2.1 million in 2010. The Coburg Loop Path project would be eligible for funding under this program.

### CONNECTOREGON PROGRAM

ConnectOregon provides grants and loans for nonhighway transportation projects, backed by bonds on state lottery proceeds. \$40 million in bonds were authorized for the most recent biennium. If the state legislature makes further authorizations, a number of Coburg's transportation projects may be eligible based on funding criteria.

### **OREGON IMMEDIATE OPPORTUNITY FUND**

The Oregon immediate opportunity fund supports economic development in Oregon through construction and improvements of streets and roads. Funds are discretionary and may only be used when other sources of financial support are unavailable or insufficient. The objectives of the Opportunity Fund are providing street or road improvements to influence the location, relocation, or retention of a firm in Oregon, providing procedures and funds for the OTC to respond quickly to economic development opportunities, and providing criteria and procedures for the **Oregon Economic and Community Development** Department (OECDD), other agencies, local government and the private sector to work with ODOT in providing road improvements needed to ensure specific job development opportunities for Oregon, or to revitalize business or industrial centers.

### OTHER CURRENT & POTENTIAL FUNDING SOURCES

### LOCAL GAS TAX

Coburg levies a local gas tax of \$0.03 per gallon of gasoline, in addition to state and federal gasoline taxes. Not every city in Oregon levies a local gas tax; of those that do, the local tax rate ranges from \$0.01 to \$0.04 per gallon. For the 2012-2013 budget year, the City budgeted \$57,000 in local gas tax revenue. Revenues in 2011 were \$70,555. Based on gasoline sales and current revenues, every \$0.01 increase in the local gas tax would yield approximately \$20,000 in additional annual revenue (in 2012 dollars). The City does not currently charge a local tax for diesel fuel; many cities in Oregon charge a local diesel fuel tax in addition to gasoline taxes. Of those cities that levy a diesel fuel tax, the local tax rate ranges from \$0.01 - \$0.05 per gallon of diesel fuel.

#### TRANSPORTATION MAINTENANCE FEE

A number of Oregon jurisdictions levy a transportation maintenance fee (also call street utility fee) to pay for maintenance and operations of City streets. Fee revenue can generally be used only for maintenance and operations of existing facilities, and not for new projects or other improvements. These fees are typically assessed on a monthly basis to residents, businesses and other non-residential uses. The fee rates and allocation among residents and businesses varies. A typical residential fee structure is a flat monthly rate for single family homes and a reduced rate for apartments and condominiums, based on standard trip generation estimates for each type of residential use. Non-residential fees are typically assessed by type of use, square footage of the building, and/or number of parking stalls that would be required under City code for a given use. These fees are used exclusively for maintenance - they are not available for new transportation projects are enhancements. However, implementing the maintenance fee could free other financial resources for capital projects in the TSP.

Fees vary significantly from city to city; the City of Hillsboro currently charges each single family home \$3.10 per month, Stayton charges \$1.00 - \$2.00 per month per home and Oregon City charges \$4.50 per single family residence. Non-residential fees also vary, with fees ranging from less than \$0.15 to as much as \$20.00 per square foot, depending on the type and intensity of use. The City of Tigard charges \$1.12 per month per parking stall required for nonresidential uses.

## TAX INCREMENT FINANCING (URBAN RENEWAL AREAS)

Coburg currently has one Urban Renewal Area (URA) comprising approximately 20% of the City's land area. This URA has been used exclusively to finance a new wastewater system. Oregon law allows small cities to designate up to 25% of the land area within the city as URAs; Coburg could potentially designate another URA, the funds from which could be used to finance transportation projects. However, URAs can only be designated in "blighted" areas; "blight" refers to a variety of conditions, including lack of infrastructure, underutilization of property, physical condition of buildings, etc.

### SYSTEM DEVELOPMENT CHARGES (SDCS)

SDCs are fees imposed on new development. Coburg currently has SDCs for transportation. These fees can be used for a wide variety of transportation improvements. SDC revenue is dependent on the type and amount of development occurring in Coburg.

### **PARKING FEES**

The City does not currently charge for parking. Income generated by charging parking fees could be used to implement a variety of transportation projects. The collection system would require purchase of parking meter infrastructure, careful study of where to install meters, and analysis of the appropriate fee amount to charge drivers. However, relatively low demand and abundant free parking availability on nearby neighborhood streets may mean that charging for parking is infeasible.