

STAFF REPORT
CITY OF COTTAGE GROVE; CPA 1-24
COMPREHENSIVE PLAN AMENDMENT
AMEND THE 2015 TRANSPORTATION SYSTEM PLAN TO INCLUDE
THE COTTAGE GROVE PEDESTRIAN AND BICYCLE PLAN
September 18, 2024

PROPOSAL DESCRIPTION

Date application filed: August 7, 2024

Applicant: City of Cottage Grove
400 Main Street
Cottage Grove, OR 97424

Location: City-wide.

Comprehensive Plan Designation: N/A.

Zoning: N/A.

Proposal:

The City of Cottage Grove has recently completed an 18-month long effort to draft the Cottage Grove Pedestrian and Bicycle Masterplan. This project was funded through a Transportation Growth Management Grant awarded to the City with the purpose of creating an amendment to the 2015 Transportation System Plan to establish a specific vision and plan for improving the pedestrian and bicycle transportation system within the City of Cottage Grove. Specifically, the proposed PED/BIKE Plan will amend TSP Policy #31: “Ensure consistency with the policies in the most current Cottage Grove Pedestrian and Bicycle Plan ~~Bikeway Master Plan~~.” Additionally, the amendment will include other similar references in the TSP’s “Pedestrian” and “Multimodal” sections.

Executive Summary of the Plan:

The Cottage Grove Pedestrian and Bicycle Plan presents the ingredients for achieving the vision where ***“walking and bicycling are safe, reliable and enjoyable travel modes for people of all ages and abilities, offering seamless access to essential destinations and recreational opportunities while providing healthy travel options for all.”*** Bolstering this vision are four primary goals encompassing **safety and comfort, access, equity and community support, and implementation.**

While site visits and technical information were critical for identifying needs and opportunities, the recommendations in this Plan directly link to the insights of the true experts: Cottage Grove residents. Their intimate knowledge of the community, down to the smallest pothole, manifested itself in the form of thoughtful feedback online and at community events over the nearly two-year planning effort. Key themes from these community conversations included the following:

- People expressed widespread concerns about **safety** when walking or riding along and across busy streets.

- There is a strong desire for **better linkages to trails, parks and transit**.
- Seamless **sidewalk and curb ramp conditions** are crucial for **people with disabilities**.
- A strong desire exists for **next-generation bicycle facilities**, notably protected bike lanes on major streets.
- The presence (or absence) of end-of-trip facilities, like secure **bike parking**, can make or break a trip.
- Better **education** about **sharing the road** would benefit everyone regardless of how they move about community.

Walking and Bicycling in Cottage Grove Today

Whether it be children strolling to school or people pedaling on the Row River Trail, walking and bicycling are pillars in Cottage Grove’s transportation portfolio. The community benefits from many features that make walking and riding attractive today, notably:

- A vibrant and human-scaled downtown with well-connected streets and sidewalks, abundant crossing opportunities, relatively slow traffic, and important details like bike parking.
- Better connections to schools and businesses through the City’s recent Safe Routes to School Projects and the Oregon Department of Transportation’s (ODOT) upgrades on Highway 99.
- Local and regional assets like the Row River Trail and Covered Bridges Scenic Bikeway, providing recreational opportunities while encouraging visitors to explore Cottage Grove’s local businesses.
- The inclusion of sidewalks as existing streets are rebuilt and as new streets take shape.
- An informal network of local streets providing comfortable riding options for people of all ages and abilities.
- The City’s ongoing commitment to improving walkability and bikeability through “big moves” like the upcoming Main Street Revitalization Project and more Safe Routes to School projects.

At the same time, people on foot and bike encounter a number of challenges, such as:

- Sidewalk and bikeway gaps on major streets, which are particularly stressful when people walking or bicycling are forced to mix with vehicle traffic.
- Steep topography and limited street connectivity on Cottage Grove’s outskirts, forcing foot and bicycle traffic to follow circuitous routes, often on busy roads that are missing needed infrastructure. Other major connectivity barriers include the Central Oregon & Pacific Railroad, Coast Fork Willamette River and Interstate 5 (I-5).
- A nearly non-existing bicycle network between Highway 99 and I-5. These areas are home to multiple schools, job centers and concentrations of multi-family housing.
- Limited accessibility (missing curb ramps and crossing treatments) at Lane Transit District bus stops.

The Future of Walking and Bicycling in Cottage Grove

Cottage Grove holds tremendous potential for becoming one of Oregon’s best walking and bicycling communities. This potential can be realized through a robust pedestrian and bicycle network that is accessible, safe, comfortable and convenient for people of all ages

and abilities. Diversifying transportation options will also improve quality of life while increasing Cottage Grove's economic potential.

Figures X and X present the recommended walkway and bikeway networks. Key features include:

- A central focus on closing gaps to simplify trips for people biking, walking or using mobility assistance devices
- Longer network extensions, especially along major roads to connect with the outskirts of town and to new development areas
- Introduction of lower-stress bikeways such as protected bike lanes and neighborhood greenways, resulting in an all-ages-and-abilities network
- Transit access and stop improvements
- Crossing improvements at difficult intersections, particularly those along major streets where crossings can be challenging
- Completing Cottage Grove's multi-use path network to fill gaps while expanding recreational opportunities

[INSERT Recommended Walkway Network MAP]

[INSERT Recommended Bikeway Network MAP]

Citywide Initiatives and Programs: Supporting the Network Investments

Cottage Grove would also greatly benefit from engineering, education, encouragement and other measures applied at the citywide level that, combined with building out the network, will transform Cottage Grove into a truly walkable and bikeable community. A sampling of such programs and initiatives includes:

- Sidewalk Infill Program
- ADA Transition Plan
- Safe Routes to School
- Bicycle Parking
- Ongoing Maintenance
- Targeted Enforcement
- Pedestrian/Bicycle/Transit Integration
- Mobility-on-Demand Pilot
- Bikeshare Pilot
- Marketing, Promotion and Encouragement
- Ongoing Community Engagement

Implementation: Putting the Plan into Action

Prioritizing Projects: Where Do We Start?

As with any long-range plan, the City and its partners will need to set priorities to align initial efforts with available resources. Each project in this Plan was evaluated against several criteria to gauge its relative importance, ultimately resulting in shorter/medium/longer-term prioritization tiers. As priorities may evolve over time for many reasons, the prioritization scheme should remain flexible and adaptable.

Updating the Comprehensive Plan, Transportation System Plan and Land Development Code

Cottage Grove's Transportation System Plan (TSP) contains the City's transportation policies, which are included by reference in the Comprehensive Plan. While the goals and

objectives from this effort will reside in the Pedestrian and Bicycle Plan, they should be added by reference to the TSP.

The City should also update the Land Development Code (LDC) to establish the regulatory framework for implementing this Plan's recommendations. Key updates include:

- Amending the LDC's list of definitions to capture the updated walking and bicycling facility types described in this Plan, and adding these facility types to the list of conditions of approval.
- Updating the "Pedestrian Access and Circulation" section to be more specific about walkway and pathway improvements in site layout and design.
- Updating the City's street design standards to provide a safer and more comfortable environment for people on foot and bike.

COMMENTS RECEIVED

No comments were received concerning the draft Cottage Grove Pedestrian and Bicycle Plan for inclusion in this report, although extensive public comments were received through the planning process and were incorporated into the draft document.

APPROVAL CRITERIA AND FINDINGS; CPA 1-24

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

- 1. Approval of the request is consistent with the Statewide Planning Goals;*

Staff response and findings of fact:

This request is consistent with the Statewide Planning Goals. As this application modifies the adopted Transportation section of the Comprehensive Plan, the Statewide Planning Goals that are directly impacted by this request are Goal 1, Citizen Involvement, Goal 2, Land Use Planning, Goal 8, Recreation Needs, Goal 11, Public Facilities, and Goal 12 Transportation.

Goal 1 – Citizen Involvement: This request is consistent with Goal 1, Public Involvement. Multiple public meetings and open houses were held through the planning process, and a Technical Advisory Committee met regularly to review planning progress. Public notice of the proposed TSP has been provided through the Type IV public notice process as specified in Section 14.41.500 of the Development Code. The Department of Land Conservation and Development was notified of the intended modification on August 7, 2024, and did not express any concerns in writing about the changes.

Goal 2 – Land Use Planning: This request is consistent with Goal 2. The purpose of Goal 2, Land Use Planning, is to establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. Under Goal 2, "All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents."

The current Cottage Grove Comprehensive Plan includes through ordinance a 2015 Transportation System Plan adopted as the Transportation element in 2015. It is appropriate at this time that the City adopt the proposed amendment to the Transportation Element of the Comprehensive Plan to further establish the significance of the pedestrian and bicycle transportation within the City of Cottage Grove taking into consideration social, economic, energy and environmental needs.

Goal 8 – Recreational Needs: All of the proposed projects are intended to improve or expand current facilities, or to accommodate future growth in population or employment, including recreational needs for developing areas. The PED/BIKE Plan recognizes prior parks & open space master planning, including the adopted 2003 Water to Woods: Master Parks Plan, as well as needs for facilitating pedestrian and bicycle traffic to existing developed and undeveloped parks within current city limits. The PED/BIKE Plan as an amendment to the TSP prioritizes community investments that: improve walking and biking connections throughout the city; and enhance popular recreational opportunities on trails and in parks around Cottage Grove.

Goal 11 – Public Facilities and Services. Goal 11, Public Facilities and Services, requires cities to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Goal 11, Public Facilities, is implemented through OAR 660-011. Per OAR 660-011-0010(1), this Public Facility Plan must include the following elements:

- (a) An inventory and general assessment of the condition of all the significant public facility systems which support the land uses designated in the acknowledged comprehensive plan;
- (b) A list of the significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan;
- (c) Rough cost estimates of each public facility project;
- (d) Maps or written description of each public facility project's general location or service area;
- (e) Policy statement(s) or urban growth management agreement identifying the provider of each public facility system. If there is more than one provider with the authority to provide the system within the area covered by the public facility plan, then the provider of each project shall be designated;
- (f) An estimate of when each facility project will be needed; and
- (g) A discussion of the City's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each public facility project or system.

The City has adopted a 2011 Public Facilities Plan that addresses drinking water, sanitary sewer, and storm drainage facilities in compliance with the above regulations. This Transportation System Plan replaces the currently adopted 2008 Transportation System Plan, which has been serving as the transportation section for the Public Facilities Plan.

The TSP includes lists of significant projects, rough cost estimates for each project, an estimate of when the project will be enacted (divided into short, medium and long range periods), and a number locating the project on included maps. A discussion has also been including on existing and proposed funding mechanisms for these projects. With this information, the City can adequately plan for or develop timely, orderly and efficient arrangements of transportation facilities over the planning period (next 20 years).

Goal 12 – Transportation.

The 2015 Transportation System Plan updated the 2008 adopted TSP to include expanded Urban Growth Boundary areas, revise planning expectations based on new traffic data and population trends, and address multi-modal concerns more fully. This proposed amendment to the TSP furthers the planning effort in regard to multimodal transportation by identifying specific community vision, goals, and projects.

This TSP is based on an inventory of local, regional and state transportation needs, bolstered by traffic data gathered in 2013-2015. It is designed to emphasize the importance of a multi-modal transportation network; minimize adverse social, economic and environmental impacts and costs; conserve energy through the use and enhancement of existing facilities and right-of-ways; meet the needs of transportation disadvantage by improving transportation services and multi-modal access; facilitate the flow of goods and services so as to strengthen the local and regional economy; and conform with and bolster local and regional comprehensive land use plans and planning efforts. As such, this TSP is consistent with Goal 12 and ORS 660-015-0000(12).

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

Staff response and findings of fact:

This plan is consistent with and furthers the goals of the Cottage Grove Comprehensive Plan.

The Cottage Grove Pedestrian and Bicycle Plan further establishes the City's commitment to providing an adequate multimodal transportation system within the community. This proposed amendment to the 2015 TSP and therefore the Transportation Element of the Comprehensive Plan meets the following Goals for Community Development within the Cottage Grove Comprehensive Plan. It "assures the wise and efficient use of our urbanizable lands", through the use and enhancement of existing facilities and rights-of-way before the development of new rights-of-way. It "encourages opportunities to broaden our economic base" by providing adequate transportation facilities to expanded UGB areas for industrial and commercial growth. It also "strives to attract tourist-oriented development", residential development, and industrial development by "assuring first that our community is an attractive and desirable place to work, live, shop and play." The TSP update prioritizes community investments that: increase safety for everyone using the roads; improve walking and biking connections throughout the city to make active transportation more convenient, direct and comfortable; accommodate anticipated growth and provide connectivity in new Urban Growth Boundary areas; support a vibrant Historic Downtown Cottage Grove; and enhance popular recreational opportunities on trails and in parks around Cottage Grove.

The Comprehensive Plan and the City's Annexation Policy does not allow for the expansion of city services into unincorporated areas. This TSP is in compliance with the Comprehensive Plan element as it projects needed improvements within the UGB, but only schedules those improvements upon annexation of those areas into the City.

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

Staff response and findings of fact:

The PED/BIKE Plan discusses projects required over the next 20 years to meet expected transportation system needs, and will bring the City into compliance with OAR 660-015. No

projects are specifically approved or authorized by the adoption of this plan; rather this plan documents the capital improvements the City expects to need to make through 2035.

CONCLUSION

Comprehensive Plan amendment approval pursuant to Sections 14.41.500.H Decision-Making Criteria is supported by the findings of fact that establish compliance with the applicable state and local standards.

STAFF RECOMMENDATION

Approval of CPA 1-24 to amend the 2015 Transportation System Plan as the Transportation Element of the Cottage Grove Comprehensive Plan, pursuant to Section 14.41.1500, which is supported by findings of fact.

CONDITIONS OF APPROVAL

None.

MATERIALS TO BE PART OF THE RECORD

File CPA 1-24

EXHIBITS

- A. Draft Ordinance amending the 2015 Transportation System Plan as the Transportation Element of the Cottage Grove Comprehensive Plan (including Exhibit A: Draft Cottage Grove Pedestrian and Bicycle Masterplan)
- B. DLCDC Notice of Proposed Amendment, August 7, 2024

EXHIBIT A:

Ordinance No. _____

AN ORDINANCE AMENDING COTTAGE GROVE COMPREHENSIVE PLAN,
AMENDING THE 2015 TRANSPORTATION SYSTEM PLAN BY INCLUDING THE
COTTAGE GROVE PEDESTRIAN AND BICYCLE PLAN

THE CITY OF COTTAGE GROVE ORDAINS AS FOLLOWS:

Section 1. Purpose. The purpose of this ordinance is to amend the Comprehensive Plan for Cottage Grove to amend the 2015 *Cottage Grove Transportation System Plan* by adopting the *Cottage Grove Pedestrian and Bicycle Plan* as shown in Exhibit “A” included in the Transportation Element of the Cottage Grove Comprehensive Plan.

Section 2. Procedural Compliance. This amendment is in compliance with Title 14 Development Code of the Municipal code of the City of Cottage Grove and is based upon the City Council determination, after a Planning Commission Public Hearing and recommendation, that the adoption of this plan is a proper implementation of Statewide Planning Goal 12 Transportation, OAR 660-015 and the City Comprehensive Land Use Plan and, therefore, is in the public interest and serves the health, safety, and welfare of the citizens of the City of Cottage Grove.

Section 3. Amendment. The Cottage Grove Comprehensive Plan is hereby amended as follows:

Adopt the *Cottage Grove Pedestrian and Bicycle Plan* as an amendment to the 2015 Transportation System Plan, which serves as the Transportation Element of the Comprehensive Plan, as shown in Exhibit A attached hereto and by reference made a part thereof.

PASSED BY THE COUNCIL AND APPROVED BY THE MAYOR THIS 18TH DAY
OF OCTOBER, 2024.