

ORDINANCE NO. ____

AN ORDINANCE AMENDING THE 2020 TRANSPORTATION SYSTEM PLAN (TSP) RELATED TO THE ADOPTION OF RESOLUTION 22-16 AUTHORIZING THE FRONT STREET BLUEPRINT.

SECTION 1: ACTION

- A. The Coos Bay City Council on June 21, 2022, authorized Resolution 22-16 adopting the Front Street Blueprint (Blueprint). The Blueprint identifies public transportation improvements for future City consideration between Market Street and Ivy Avenue on Front Street. The Blueprint is referenced in the 2020 Transportation System Plan (TSP) as a draft document. The 2020 TSP requires minor amendments to accurately reference the adopted Blueprint as an adopted City policy document as noted in Exhibit A.
- B. Determination of findings of fact as referenced in Exhibit A.

SECTION 2: NOTIFICATION OF PUBLIC HEARING

- A. Notification of this June 21, 2022 public hearing with required information was provided to the Oregon Department of Land Conservation and Development on May 25, 2022.
- B. A public hearing notice was posted in the World identifying the date, time, intent and location of information for the May 27, 2022 for Planning Commission and City Council public hearings.
- C. A Planning Commission public hearing was held on May 31, 2022.
- D. A City Council public hearing was held on June 21, 2022.
- E. A City Council public hearing was held on July 5, 2022.

SECTION 3: PLANNING COMMISSION RECOMMENDATION

Consistent with CBMC Section 17.130.110 Type IV Procedure, the Coos Bay Planning Commission on May 31, 2022 recommended Council action to approve Project #187-22-000180-PLNG.

SECTION 4: THE CITY COUNCIL ORDAINS that Project #187-22-000180-PLNG is approved as described in the attached Final Decision with findings of fact found in Exhibit A, an amendment to the 2020 Comprehensive Plan TSP.

This Ordinance shall take effect 30 days after enactment by the City Council and signature by the Mayor, whichever is later.

The foregoing ordinance was enacted by the City Council of the City of Coos Bay this 5th day of July, 2022 by the following vote:

Yes:
No:
Absent:

Joe Benetti, Mayor
City of Coos Bay, Coos County Oregon

ATTEST:

Nichole Rutherford, City Recorder
City of Coos Bay, Coos County Oregon

EXHIBIT A

CITY COUNCIL FINAL DECISION PROJECT #187-22-000180-PLNG

The Coos Bay City Council Final decision authorizes Project #187-22-000180-PLNG, a minor amendment to the 2020 Comprehensive Plan Transportation element/Transportation System Plan found at the conclusion of this Final Decision consistent with the following statements of facts/findings and conclusions:

I. SECTION 17.215 APPROVAL CRITERIA, STATEMENT OF FACT/FINDINGS AND CONCLUSIONS

The following is a list of the approval criteria applicable to the request. According to Coos Bay Municipal Code (CBMC), Chapter 17.215.060.A, a plan amendment request must be evaluated against the applicable approval criteria. Each criterion is followed by findings or justification statements.

APPROVAL CRITERION 1. The boundaries of the Comprehensive Plan map designations and the Comprehensive Plan text may be amended as provided in CBMC 17.215.020.

STATEMENTS OF FACT AND FINDINGS: The request is to adopt an amendment to the 2020 TSP which, as the transportation element of the Comprehensive Plan, constitutes an update to the City's transportation plans and policies. The boundaries of the Comprehensive Plan map designations are not proposed for amendment.

CONCLUSION: As proposed, this criterion is adequately satisfied.

APPROVAL CRITERION 2. The proposed amendment is in the public interest.

STATEMENTS OF FACT AND FINDINGS: The amendment was developed through a process that included opportunities for public involvement and input. Public engagement included involvement from an Advisory Committee (PAC), including representation from the City of Coos Bay. Public meetings were held in 2022, and a public survey was also conducted. In addition to City of Coos Bay staff, an Advisory Committee composed of interested citizens, property owners, business representatives, and other stakeholders provided guidance during the project. Meetings with these stakeholders were held throughout the project.

CONCLUSION: As proposed, this criterion is adequately satisfied.

APPROVAL CRITERION 3. Approval of the amendment will not result in a decrease in the level-of-service for capital facilities and services identified in the Coos Capital Improvement Plan(s).

STATEMENTS OF FACT AND FINDINGS: The proposed amendment to the 2020 TSP has identified minor text changes that will, when implemented, not result in a decrease in the level of service identified in the Coos Capital Improvement Plan.

CONCLUSION: As proposed, this criterion is adequately satisfied.

II. CITY OF COOS BAY COMPREHENSIVE PLAN Statewide Planning Goals

Goal 1: Citizen Involvement: To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

Finding: This application complies with the citizen involvement processes included in the City's acknowledged Comprehensive Plan, which is consistent with Statewide Planning Goal 1. Notice of the proposal and hearings for the Front Street Blueprint (Blueprint), for which this amendment is required, in the World Newspaper on May 27, 2022. The draft ordinance authorizing the amendment was posted in two public places consistent with the City Charter. The proposal was made available to the Department of Land Conservation and Development on May 25, 2022 in advance of the May 31, 2022 Planning Commission public hearing and the June 21 and July 5, 2022 City Council public hearings.

Preparation of the Blueprint, for which this amendment is required, was developed with an Advisory Committee comprised of interested agencies and Front Street business and property owners. The Committee, city staff and a professional consultant worked together to develop the Blueprint as a result of multiple meetings and review of Plan preparation material.

Goal 2: Land Use Planning: 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.

Finding: Existing state and local plans, policies, standards, and laws relevant to the TSP were reviewed and evaluated in the Blueprint to guide the development of the TSP amendment. Coordination between the state and local agencies was accomplished through the involvement of the of the project management team consisting of City staff, the ODOT grant manager, and consultant team. Members of the public advisory committee provided guidance on the development the Blueprint and included multiple stakeholders and over a hundred comments from a public survey.

Goal 3: Agricultural Lands: to preserve and maintain agricultural lands.

Finding: Goal 3 is not applicable. The City of Coos Bay has no lands designated as agricultural within its municipal boundaries.

Goal 4: Forest Lands: To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Finding: Goal 4 is not applicable. The City of Coos Bay has no lands specifically designated as forest use within its municipal boundaries.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces: To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: Goal 5 is not applicable; the project has no impact on Natural Resources.

Goal 6: Air, Water, and Land Resources Quality: to maintain and improve the quality of the air, water, and land resources of the state.

Finding: Goal 6 is not applicable to the TSP amendment.

Goal 7: Areas Subject to Natural Disasters and Hazards: To protect life and property from natural disasters and hazards.

Finding: Goal 7 is not applicable to the TSP amendment.

Goal 8: Recreational Needs: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: The proposed recreational facilities of Coos Bay in the TSP “Goal and Policies” Section note the importance of recreational tourism to the City’s economic interests; recreational needs were addressed in the following policies:

- Goal 5, Policy e - Encourage recreational tourism by developing vehicular, pedestrian, and bicycle connections and recreation routes and services throughout the City and between major recreational locations, destinations and key City service areas.
- Goal 5, Policy f - Improve designated major tourist routes with enhanced streetscape and directional markings.
- Goal 5, Policy g - Support recreational transit use to boost tourism, enhance economic development, and reduce the environmental impacts of automobile traffic.
- Goal 5, Policy h - Explore options to enhance tourist transit use with Coos County Area Transit, including the use of seasonal trolleys, and with businesses that attract tourists, such as local casinos.
- Goal 8, Policy b - Provide convenient and direct pedestrian and bicycle facilities and routes to promote health and the physical and social well-being of residents, to reduce vehicular traffic congestion, to provide community and recreational alternatives, and to support local commerce and economic development.

The TSP currently notes compliance with these policies as being reflective of the Front Street Action Plan. Reference to compliance to the Blueprint provides a more accurate reflection of policy compliance. The amendment has no impact on the intent of or action on the City’s adoption of the TSP related to recreation needs noted in Comprehensive Plan Goal 8.

Goal 9: Economic Development: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity of Oregon's citizens.

Finding: The TSP promotes economic development within the City, especially as related to the transportation of goods, efficiency of funding projects, and recreational tourism through active transportation modes. The TSP planning process was guided by Goal 5 to "(p)rovide a transportation system that supports existing industry and encourages economic development in the City." Specific policies within Goal 5 that are particularly supportive of economic development include:

- Goal 5, Policy a - Improve the movement of goods and delivery of services throughout the City while balancing the needs of all users with a variety of travel modes and preserving livability in residential areas and established neighborhoods.
- Goal 5, Policy b - Prioritize efficient freight movement on identified freight routes in the Transportation System Plan and improve freight intermodal connectors as last mile connectors between state highways and intermodal freight facilities.
- Goal 5, Policy e - Encourage recreational tourism by developing vehicular, pedestrian, and bicycle connections and recreation routes and services throughout the City and between major recreational locations and destinations and key City service areas.
- Goal 5, Policy f - Improve designated major tourist routes with enhanced streetscape and directional markings.
- Goal 5, Policy g - Support recreational transit use to boost tourism, enhance economic development, and reduce the environmental impacts of automobile traffic.
- Goal 8, Policy b - Provide convenient and direct pedestrian and bicycle facilities and routes to promote health and the physical and social well-being of residents, to reduce vehicular traffic congestion, to provide community and recreational alternatives, and to support local commerce and economic development.

The TSP amendment is related to Blueprint references rather than references to the Front Street Action Plan more accurately reflects consistency with these Comprehensive Plan policies. The amendment has no impact on the intent of or action on the City's TSP related to Economic Development noted in State Planning Goal 9.

Goal 10: Housing: To provide the housing needs of the citizens of the state.

Finding: The amendment has no impact housing needs noted in Goal 10.

Goal 11: Public Facilities and Services: To plan and develop timely, orderly, and efficient arrangement of public facilities and services that serve as a framework for urban and rural development.

Finding: The TSP amendment is related Blueprint references rather than references to the Front Street Action Plan. The amendment impact is limited to references to the most recent evaluation of public services and facilities. There is no impact on the intent of or action on the City's adoption of the TSP related to public facilities and services noted in Goal 11.

Goal 12: Transportation: To provide and encourage a safe, convenient and economic transportation system.

Finding: The TSP goals include improve mobility and connectivity, support economic development, promote safety, provide for multimodal users, protect the environment and maintain planning and funding for the transportation network. The TSP amendment is related to Blueprint rather than the Front Street Action Plan, and the amendment provides this correction. The amendment has no impact on the intent of or action on the City's adoption of the TSP related to Transportation as noted in Goal 12.

Goal 13: Energy Conservation: Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

Finding: The TSP projects improve roadway and intersection operations, addressing safety and maintenance needs on Coos Bay's system. TSP policies related to conserving energy include:

- Goal 1, Policy b - For new development and expansion of existing development, require multi-modal circulation internally on site and externally to adjacent land use and existing and planned multi-modal facilities.
- Goal 1, Policy c - Support options to motorized travel and to promote and support walking and biking tourism.
- Goal 1, Policy d - Require sidewalks on all new streets within the Urban Growth Boundary and facility designs meeting adopted Transportation System Plan standards.
- Goal 1, Policy e - Ensure adequate access to transit facilities and services.
- Goal 3, Policy b - Reduce reliance on single-occupancy vehicle trips by implementing the adopted bicycle and pedestrian modal plans through private investment as part of future development and by seeking public funding to enhance facilities.
- Goal 3, Policy h - Coordinate with Coos County Area Transit to develop system enhancements that support the movement of people in high traffic corridors.
- Goal 8, Policy b - Provide convenient and direct pedestrian and bicycle facilities and routes to promote health and the physical and social well-being of residents, to reduce vehicular traffic congestion, to provide community and recreational alternatives, and to support local commerce and economic development.
- Goal 8, Policy f - Reduce the number of vehicle-miles traveled.
- Goal 8, Policy g - Increase the number of walking, bicycling, and transit trips in the City.
- Goal 8, Policy k - Support technology applications that improve travel mobility and safety with less financial and environmental impact than traditional infrastructure projects.
- Goal 8, Policy l - Implement requirements for multi-modal or "complete streets," with each street servicing the needs of the various modes of travel.

Significant gains are expected in terms of project outcomes related to walking, biking, and taking transit, which in turn will have a positive impact on energy efficiency and conservation. The TSP amendment is related to Blueprint rather than the Front Street Action Plan and the amendment reflects this correction. The amendment has no impact

on the intent of or action on the City's adoption of the TSP related to Energy Conservation as noted in Goal 13.

Goal 14: Urbanization: To provide for an orderly and efficient transition from rural to urban land use.

Finding: The TSP recommends multimodal solutions to serve household and employment growth projected through 2040 within the City's UGB. TSP goals and transportation policies support residential and economic development are identified in the findings for Statewide Planning Goals 9 and 10. The TSP amendment related to Blueprint is the appropriate reference rather than the Front Street Action Plan as currently noted in the TSP. The amendment has no impact on the intent of or action on the City's adoption of the TSP related to Urbanization noted in Goal 14.

Goal 16: Estuarine Resources: to recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and to protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.

Finding: The TSP includes improvements related to the Coos Bay Boardwalk that will allow people to enjoy and more fully appreciate the Coos Bay Estuary. The TSP amendment related to the Blueprint rather than the Front Street Action Plan provides a correction to the TSP to accurately reflect future improvements to the Boardwalk. The amendment has no negative impact on the intent of or action on the City's adoption of the TSP related Estuarine Resources referenced in Goal 16.

Goal 17: Coastal Shorelands: To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses. economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and to reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.

Finding: The coastal shorelines goal is not applicable to the amendment. Goal 17 does not apply.

Goal 18: Beaches and Dunes: To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and to reduce the hazard to human life and property from natural or man-made induced actions associated with these areas.

Finding: There are no beach or dune areas affected with this amendment. Goal 18 does not apply.

Goal 19: Ocean Resources: To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations.

Finding: The ocean resources goal is not applicable to the proposed amendments. Goal 19 does not apply.

II. OREGON TRANSPORTATION PLAN

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the draft TSP. A TSP amendment must be consistent with applicable OTP goals and policies.

Finding: The TSP amendment is related to the Blueprint and corrects the reference to the Front Street Action Plan currently noted in the TSP. The amendment is not inconsistent with the Oregon Transportation Plan.

AMENDMENTS TO COOS BAY TRANSPORTATION SYSTEM PLAN
Added language / ~~Removed language~~

CITY OF COOS BAY

Transportation System Plan



August 2020

TABLE OF CONTENTS

Executive Summary.....	1
Background and Process	3
Purpose and Introduction	3
A Comprehensive, Citywide Assessment.....	3
Why Update the TSP?.....	3
Public Involvement.....	3
Goals and Policies.....	6
Coos Bay Today	11
The Setting	11
Demographics	13
Transportation Network Deficiencies	13
Safety	15
Emergency Preparedness	16
Coos Bay 2040.....	19
Forecasted Population and Employment	19
Future Estimates of Walking, Biking, and Transit	20
Future Driving Conditions.....	20
Modal Plans	21
Pedestrian	21
Bicycle	26
Transit	32
Roadway.....	34
Air, Water, Rail, and Pipeline.....	39
Standards and Guidelines.....	41
Roadway Cross-Section	41
Potential Management Actions and Ordinance Revisions.....	44
Funding	49
Revenue Sources	49
Funding Forecast.....	50
Implementation.....	52
The Projects	53

FIGURES

Figure 1. Project Timeline.....	4
Figure 2. TSP Stakeholder Meetings.....	5
Figure 3. TSP Study Area.....	12
Figure 4. Beat the Wave (Downtown and Empire).....	16
Figure 5. Tsunami Evacuation Zones.....	17
Figure 6. Coos Bay Pedestrian Network.....	22
Figure 7. Pedestrian Level of Traffic Stress.....	24
Figure 8. Bicycle Network.....	27
Figure 9. Bicycle Level of Traffic Stress.....	28
Figure 10. Bike Routes.....	30
Figure 11. Functional Classification Plan.....	38
Figure 12. Typical Roadway Cross-Section Guidelines.....	42
Figure 13. Shared-Use Path and Boardwalk Typical Cross-Section Guidelines.....	43
Figure 14. Tier 1 TSP Projects.....	54
Figure 15. Tier 2 TSP Projects.....	57

TABLES

Table 1. Summary of Tier 1 (Financially Constrained) Improvements.....	2
Table 2. Inflow/Outflow Job Counts 2017.....	11
Table 3. Top 10% SPIS Sites.....	15
Table 4. Coos Bay Pedestrian (Sidewalk) System Priority.....	25
Table 5. Transit Enhancements and Responsible Agencies.....	32
Table 6. Functional Classification Comparison.....	35
Table 7. Air, Water, Rail and Pipeline Improvements.....	40
Table 8. Coos Bay Street Design Standards.....	41
Table 9. Access Spacing.....	45
Table 10. Coos Bay Transportation Revenue/Expenses through 2040.....	51
Table 11. Tier 1 Projects.....	55
Table 12. Tier 2 Projects.....	58

ATTACHMENTS

Coos Bay Project Sheets

2022 Front Street Blueprint

Table 1. Summary of Tier 1 (Financially Constrained) Improvements

ID	Project Name	Description	Pedestrian	Bicycle	Safety	Vehicle	Transit	Other	SRTS	Primary Funding Source	Prelim. Cost Estimate (2019 \$)
Operations and Maintenance											
41	Pavement Maintenance	Fix Potholes. Maintain/fix/strengthen existing pavement system, account for maintenance in funding plan. Critical: Central Ave, Southwest Blvd, Coos Bay Blvd, Blanco Ave, Radar Rd, Schoneman St, LaClair St, F St, Butler Rd, Juniper Ave and Fulton Ave			x	x			x	Coos Bay	\$52,850,000 (Operations/ Maintenance)
Capital Projects											
2	Mingus Park Wayfinding	Wayfinding signs to park		x	x				x	Coos Bay	\$50,000
4	Woodland Dr Pedestrian Improvements	Add sidewalks on Woodland Dr, marked ped crossing (access to Hospital/Medical Park)	x		x					Coos Bay	\$3,200,000
5	Thompson Rd Pedestrian Crossing	Add marked crossing and mid-block crossing of Thompson Road to access hospital transit stop	x	x	x		x			Coos Bay	\$50,000
6	Hospital Way Sidewalk	Add sidewalk to connect to medical facilities	x	x						Coos Bay	\$560,000
9	US 101 Downtown Pedestrian Crossings	Improved bike/pedestrian crossings across US 101 to be consistent with Front Street <u>Action Plan Blueprint</u>	x	x	x					Coos Bay / ODOT*	\$100,000
20	N 14th St Bicycle Facilities Bike/Ped	Provide a parallel bike route to Coos Bay Blvd by providing sharrows and wayfinding on N 14th St Improve bicycle and pedestrian		x	x					Coos Bay	\$50,000

26	Transit Connectivity	connectivity to stops	x	x	x	x	Coos Bay	N/A
36	4th Street	Restripe to a 3-lane cross-section with	x		x		Coos Bay	\$4,500,000
55	Empire Blvd at Newmark Ave Intersection Improvements	Modify intersection to improve safety and traffic flow.			x	x	x Development Driven	N/A
Operations/Maintenance								\$52,850,000
Capital Projects								\$8,510,000
Total								\$61,360,000

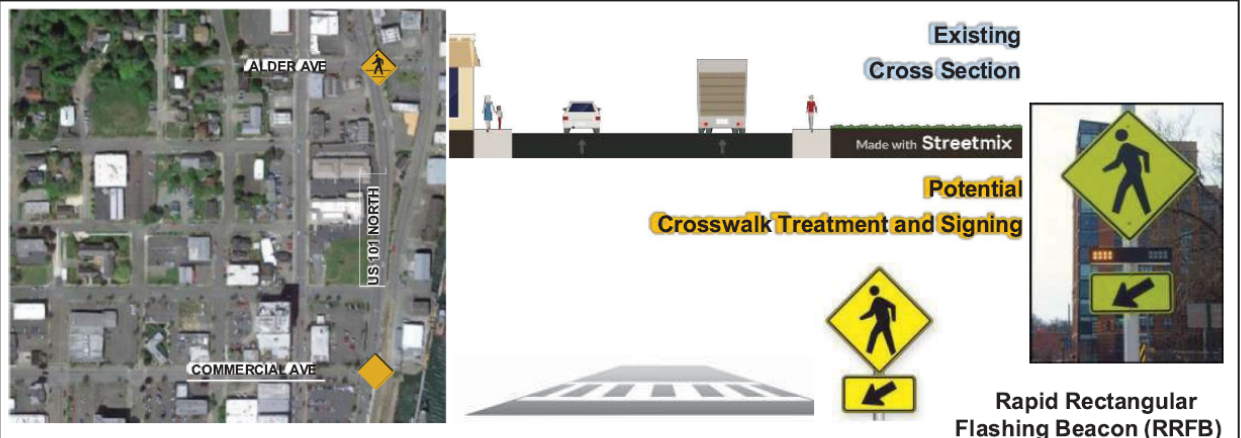
COOS BAY TRANSPORTATION SYSTEM PLAN • 2020-2040

Notes:

SRTS = Within Safe Routes to School boundary

N/A = Cost estimate not developed as part of the TSP

* Project is subject to ODOT approval as it is a State facility.



Purpose	<ul style="list-style-type: none"> • Increase pedestrian and bicycle network connectivity and safety across US 101. 	
Description	Improved bike/pedestrian crossings across US 101 to be consistent with Front Street Action Plan Blueprint .	
Location	US 101 northbound: Commercial Ave and Alder Ave	
Roadway Characteristics	<ul style="list-style-type: none"> • Functional Classification: Principal Arterial • Lanes: 2 • Pavement Width: 40'-50' • Travel lanes are >20' • Posted speed: 25-30 mph • Existing (2018) ADT: 10,000-15,000 veh/day • Forecast (2040) ADT: 10,000-15,000 veh/day • There are no striped bicycle lanes • US 101 is an OHP Freight Reduction Review Route and NHS route 	5-Year Crash History (2012-2016): <ul style="list-style-type: none"> • No crash data trends at either intersection.
How Improvement Addresses Deficiencies	<u>Existing/Future Deficiency</u> <ul style="list-style-type: none"> • Limited marked crossing of US 101 northbound to connect to north end of Front St • Limited bicycle/pedestrian connectivity across US 101 	<u>With Improvement</u> <ul style="list-style-type: none"> • Increased east-west pedestrian connectivity • Improved access to community features • Pedestrian crossing of US 101 North
Additional Considerations	<ul style="list-style-type: none"> • Road Authority: ODOT • Environmental constraints: 100 year flood plain • Available ROW: Project can be constructed within the available ROW • Curb extensions may be considered, or added striping or candlesticks to “narrow up” the feeling of the cross-section without limiting freight movement • Must maintain “hole in the air” as US 101 is a freight route (ORS 366.215 for freight reduction review route) • If an RRFB is desired, ODOT Access Management team will need to coordinate with design to evaluate impacts to existing driveways on west side of US 101 North 	
Cost Opinion	Cost: \$100,000 Cost opinion is in 2019 dollars and does not assume right-of-way, utility relocation, new utilities or hazmat costs. Cost of drainage will need to be determined during design.	
Implementation	<ul style="list-style-type: none"> • High priority • Any pedestrian crossing of US 101 would require State engineering approval • As specified in the Front Street Blueprint Coordinate with Front Street Blueprint Plan (a crossing at US 101 northbound at Alder Ave can be studied under the context of the upcoming Front Street Blueprint) 	