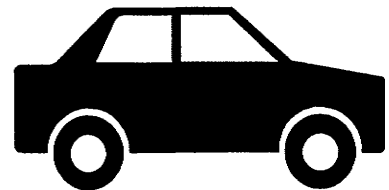
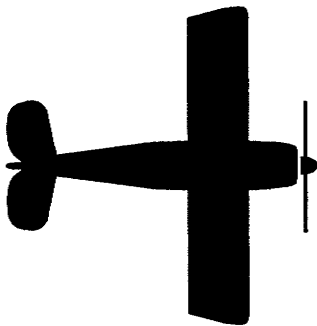
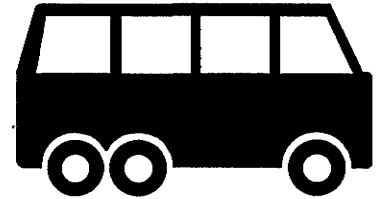


CORVALLIS TRANSPORTATION PLAN

Adopted August 5, 1996
Effective September 4, 1996 (Ord. #96-26)





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Table of Contents

TABLE OF ACRONYMS	i
INTRODUCTION	I-1
FEDERAL AND STATE DIRECTION	I-4
PLAN ORGANIZATION	I-5
PLAN ACCOMPLISHMENTS	I-6
CHAPTER 1.0 VISION	1-1
PRESERVING THE ENVIRONMENT	1-1
PROVIDING COMMUNITY ACCESS TO THE CITY	1-1
PROMOTING ECONOMIC VITALITY	1-1
ENHANCING NEIGHBORHOOD LIVABILITY	1-2
ACTIONS TO ACHIEVE THE VISION	1-2
CHAPTER 2.0 TRANSPORTATION SYSTEM PLANNING	2-1
2.10 EXISTING SYSTEM	2-1
2.20 PLAN ASSUMPTIONS	2-2
2.20.10 POPULATION	2-2
2.20.20 CITYWIDE TRAFFIC MODEL	2-3
a. Projected Land Uses	2-3
b. Alternate Modes	2-10
c. Model Verification	2-10
2.30 REGIONAL COORDINATION	2-10
2.40 STATE TRANSPORTATION PLANNING RULE (TPR)	2-12
2.40.10 NOVEMBER, 1993 REQUIREMENTS	2-12
a. Bicycle Parking Facilities	2-13
b. Bicycle and Pedestrian Access	2-13
c. Pedestrian Circulation Commercial and Office Park Development	2-13
d. Transit-Friendly Development	2-13
2.40.20 MAY, 1997 ADOPTION REQUIREMENTS	2-14
2.50 EVALUATION OF ALTERNATIVES	2-15
2.60 TRANSPORTATION POLICIES	2-16
2.60.10 TRANSPORTATION SYSTEM PLANNING POLICIES	2-17
a. Existing Comprehensive Plan Policies	2-17
b. Recommended Additional Transportation Policies	2-19
CHAPTER 3.0 MOTORIZED VEHICLE STREET TRAFFIC AND CIRCULATION	3-1
3.10 INTRODUCTION	3-1
3.20 VISION	3-3

3.30	EXISTING CONDITIONS	3-3
3.30.10	STREET NETWORK	3-3
a.	Arterial Streets	3-5
b.	Collector Streets	3-5
c.	Local Streets	3-8
d.	Benton County Roads	3-9
3.30.20	TRAFFIC SPEED AND VOLUME	3-10
3.30.30	EXISTING CIRCULATION	3-12
a.	State Highways	3-12
b.	Major City Streets	3-15
3.30.40	TRAFFIC LEVELS OF SERVICE	3-17
a.	Signalized Intersections	3-19
b.	Unsignalized Intersections	3-21
3.30.50	ACCIDENTS	3-22
3.40	FUTURE CONDITIONS	3-22
3.40.10	CORRIDOR PLANNING	3-23
3.40.20	FUTURE DEVELOPMENT	3-26
a.	North Corvallis	3-26
b.	Northwest Corvallis	3-27
c.	Southwest Corvallis	3-28
d.	South Corvallis	3-29
e.	Northeast Corvallis	3-30
f.	Additional Future Development Concerns	3-31
3.40.30	ANALYSIS OF FUTURE TRAFFIC VOLUMES	3-31
a.	62,500 Scenario Traffic	3-33
b.	80,000 Scenario Traffic	3-39
3.50	SYSTEM ISSUES	3-41
3.50.10	TRANSPORTATION ALTERNATIVES ANALYSIS	3-42
3.50.20	OREGON STATE UNIVERSITY TRANSPORTATION ISSUES AND LINKAGES	3-44
a.	North of the University	3-44
b.	West of the University	3-45
c.	South of the University	3-46
d.	East of the University	3-46
e.	Through Campus	3-47
f.	Parking	3-47
g.	Transit	3-47
h.	Bicycles	3-47
i.	Summary	3-48
3.50.30	TRAFFIC CONTROL	3-48
a.	Traffic Signals	3-49
1)	School Signals	3-50
2)	Priority and Preemption	3-50

	3)	Audible Signals	3-51
	4)	Intersection Flashing Beacons	3-51
b.		Traffic Control Signing and Striping	3-51
	1)	Stop Signs	3-51
	2)	Yield Signs	3-52
	3)	Crosswalks	3-52
	4)	Speed Signs	3-53
c.		Structural Traffic Control	3-53
	1)	Speed Humps	3-54
	2)	Traffic Circles	3-54
	3)	Diverters, Forced-Turn Channelization and Cul-de-sacs	3-55
	4)	Chokers	3-55
d.		Summary	3-56
3.50.40		NEIGHBORHOOD TRAFFIC MANAGEMENT AND SAFETY	3-56
	a.	Speed Control	3-57
	b.	Traffic Volume Control	3-58
	c.	School Route Safety	3-59
	d.	Intersection Traffic Control	3-59
	e.	Parking	3-60
	f.	Single Access Neighborhoods	3-60
3.50.50		DOWNTOWN TRAFFIC ISSUES	3-61
	a.	Pedestrian Movement	3-62
	b.	Downtown Traffic Flow and Access	3-62
	c.	Downtown Parking	3-64
	d.	Bicycle Movement	3-66
3.50.60		RESIDENTIAL PARKING DISTRICTS	3-66
3.50.70		OREGON STATE HIGHWAY IMPROVEMENT PROGRAM	3-67
	a.	State Highway Projects Scheduled For Construction	3-68
	1)	Federal Fiscal Year 1996	3-68
	2)	Federal Fiscal Year 1997	3-68
	3)	Federal Fiscal Year 1998	3-68
	b.	Proposed State Highway Projects	3-68
	1)	Within Ten Years	3-68
	2)	Before 62,500 Population, 20 Years	3-68
	3)	Before 80,000 Population, 30-50 Years	3-69
3.50.80		EMERGENCY PREPAREDNESS AND RESPONSE	3-69
3.50.90		FUNDING	3-70
	a.	Existing Funding Sources	3-70
	1)	Surface Transportation Program	3-70
	2)	Street System Development Charges	3-70

	3)	City Street Fund	3-70
	4)	Property Assessments	3-70
	5)	Developer Installed Improvements	3-70
	b.	Alternate Funding Sources	3-70
	1)	Property Tax Supported Bond Sales	3-71
	2)	Serial Levy	3-71
	3)	Local Option Fuel Tax	3-71
	4)	Local Option Vehicle Registration	3-71
	5)	Transportation Utility	3-71
	6)	State Gas Tax	3-71
	c.	Street Assessment Policy	3-71
3.50.100		REGIONAL COORDINATION	3-71
3.50.110		HARRISON CORRIDOR CONCERNS	3-72
	a.	Discarded Harrison Corridor Strategies	3-73
	1)	Widen Harrison Boulevard	3-73
	2)	Extend the Van Buren/Harrison One-way Couplet from Kings to West of 36th	3-73
	3)	Widen and Improve 35th and 36th Street	3-74
	4)	Widen 30th Street and Provide Connection to 29th Street	3-74
	5)	Open 26th Street into OSU	3-74
	6)	Close 30th Street	3-74
	7)	Extend Circle Boulevard from Witham Hill Drive to Harrison Boulevard and from Harrison to 35th Street with modifications to other streets	3-75
	b.	Current Planning Efforts	3-75
3.60		AUTO TRAFFIC AND CIRCULATION POLICIES	3-77
3.60.10		EXISTING COMPREHENSIVE PLAN POLICIES (AUTO TRAFFIC AND CIRCULATION)	3-77
3.60.20		PROPOSED ADDITIONAL COMPREHENSIVE PLAN TRANSPORTATION POLICIES (AUTO TRAFFIC AND CIRCULATION)	3-78
3.60.30		AUTO TRAFFIC AND CIRCULATION/NEIGHBORHOODS	3-78
3.60.40		IMPLEMENTING ACTIONS - AUTO TRAFFIC AND CIRCULATION	3-79
	a.	Functional Classifications	3-79
	b.	Access Control	3-80
	c.	Level of Service - Development Proposals	3-80
	d.	Neighborhood Traffic Issues	3-81
3.70		AUTO PARKING POLICIES	3-82
3.70.10		EXISTING COMPREHENSIVE PLAN POLICIES	3-82

3.70.20	RECOMMENDED ADDITIONAL TRANSPORTATION POLICIES (PARKING)	3-83
3.70.30	IMPLEMENTING ACTIONS - AUTO PARKING POLICIES	3-83
CHAPTER 4.0	BICYCLE	4-1
4.10	INTRODUCTION	4-1
4.20	VISION	4-1
4.30	EXISTING CONDITIONS	4-2
4.30.10	TYPES OF BICYCLE TRAVEL	4-3
4.30.20	BIKEWAY FACILITIES	4-4
4.30.30	BIKEWAY TRENDS	4-5
4.30.40	CURRENT BIKEWAY NEEDS	4-6
a.	Bicycle Facility Project Descriptions	4-8
1)	14th/15th Street: Monroe to Jefferson Way	4-8
2)	Kings Boulevard: Monroe Avenue to Buchanan Avenue	4-8
3)	3rd Street	4-8
4)	4th Street	4-8
5)	Harrison Boulevard	4-8
6)	35th Street: Highway 20/34 to Harrison Boulevard ...	4-9
7)	Circle Boulevard Pedestrian crossing	4-9
8)	Bicycle/Pedestrian Railroad Crossing Improvements	4-10
9)	26th Street Brooklane Drive Highway Crossing	4-10
10)	West Hills Road: 53rd to Western	4-10
11)	Yearly Program to Upgrade Bicycle Parking in Corvallis to the new Land Development Code standards	4-10
12)	Removal of sight obstruction on the multi-use path under the 3rd Street Bridge near Marys River	4-10
13)	Path - Witham Hill Drive to Harrison Boulevard Harrison Boulevard to Campus Way	4-11
14)	Separated path following the Southern Pacific Railroad from Buchanan to Circle	4-11
15)	Riverfront multi-use path widening	4-11
16)	14th Street, Monroe Avenue to Harrison Boulevard ..	4-11
17)	A separated path from Garfield Avenue to 17th Street along east border of Porter Park	4-11
18)	Grant Avenue: Highland to 9th Street	4-11
19)	Garfield Avenue: Highland to 9th	4-12
20)	Downtown Pedestrian/Bicycle/Transit Mall (5th Street between Madison and Jefferson Avenues)	4-12
21)	Madison Avenue: 6th Street to 14th Street	4-12

	22)	Crystal Lake Drive: Alexander to Park	4-13
	23)	Alexander Avenue: Crystal Lake to Highway 99W . .	4-13
	24)	Park Avenue: Crystal Lake to Highway 99W	4-13
	25)	Connect Riverfront multi-use path to Van Buren Street Bridge	4-14
	26)	Separated path that follows the Willamette River from Crystal Lake Drive near Vera Avenue to Willamette Park	4-14
	27)	A separated path from Chapman Place to the confluence of the Marys and Willamette rivers, continuing south along the Willamette river, and tying in with the multi-use path along the Willamette that would lead to Willamette Park	4-14
	28)	Witham Hill: near Canary Street to Walnut Boulevard	4-14
	29)	Path, Goodnight to Avery Avenues /Goodnight to Airport Road	4-14
	30)	Riverfront Path Extension, North	4-14
	31)	Walnut Boulevard: Extension from near Belvue to Circle	4-14
	32)	Path, Circle Boulevard to Conifer Boulevard	4-15
	33)	An East/West bikeway in the downtown between Van Buren Avenue and Western Boulevard	4-15
	4.30.50	BICYCLE PARKING NEEDS	4-15
4.40		FUTURE CONDITIONS: FUTURE BIKEWAY FACILITY NEEDS	4-16
4.50		SYSTEM ISSUES	4-17
	4.50.10	DESIGN STANDARDS	4-17
	a.	Beneficial Design Practices	4-18
	b.	Practices To Avoid	4-19
	c.	Design Criteria	4-19
	d.	Signing And Striping	4-21
	4.50.20	STATE TRANSPORTATION PLANNING RULE 12	4-22
	4.50.30	BICYCLE SAFETY	4-22
	a.	Education	4-22
	b.	Rules of the Road and Laws	4-23
	c.	Records	4-23
	d.	Police Department	4-23
	e.	Bicycle Visibility	4-24
	4.50.40	TRANSPORTATION DEMAND MANAGEMENT	4-24
	4.50.50	OREGON STATE UNIVERSITY	4-24
	4.50.60	STATE PROJECTS	4-25
	a.	State Highway Projects Scheduled For Construction	4-26

	b.	Proposed State Highway Projects	4-26
		1) Within 10 Years	4-26
		2) Before 62,500 Population, 20 Years	4-26
		3) Before 80,000 Population, 50 Years	4-27
4.50.70		FUNDING OPPORTUNITIES AND CONSTRAINTS	4-27
	a.	Existing Funding Sources	4-27
	b.	Alternate Funding Sources	4-28
4.50.80		RELATION TO MOTORIZED VEHICLE STREET TRAFFIC AND CIRCULATION PLAN	4-28
4.60		POLICIES	4-29
	4.60.10	TRANSPORTATION SYSTEM PLANNING POLICIES	4-29
		a. Existing Comprehensive Plan Policies	4-29
		b. Recommended Additional Transportation Policies (Transportation System)	4-31
	4.60.20	BICYCLE POLICIES	4-32
		a. Existing Comprehensive Plan Policies	4-32
		b. Proposed Additional Transportation Policies (Bicycle Facilities)	4-32
	4.60.30	IMPLEMENTING ACTIONS	4-33
CHAPTER 5.0 TRANSIT			5-1
5.10		INTRODUCTION	5-1
5.20		VISION	5-2
	5.20.10	CORVALLIS TRANSIT SYSTEM MISSION AND GOALS	5-2
		a. Mission	5-2
		b. Goals	5-3
5.30		EXISTING CONDITIONS	5-3
	5.30.10	OPERATIONS	5-3
		a. Personnel	5-3
		b. Vehicles and Equipment/Facilities	5-4
		c. Service Levels	5-5
		d. Ridership	5-6
	5.30.20	FINANCING	5-10
5.40		FUTURE CONDITIONS	5-11
	5.40.10	TRANSPORTATION CONGESTION AND DELAY	5-11
	5.40.20	DEVELOPMENT AND GROWTH PATTERNS	5-11
	5.40.30	FUNDING	5-12
5.50		SYSTEM ISSUES	5-12
	5.50.10	STATE TRANSPORTATION PLANNING RULE 12	5-12
	5.50.20	TRANSPORTATION ALTERNATIVES ANALYSIS	5-14

5.50.30	INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT (ISTEA)	5-15
5.50.40	MAJOR EMPLOYMENT CENTERS	5-15
5.50.50	REGIONAL COORDINATION	5-17
5.50.60	FUNDING OPPORTUNITIES OR CONSTRAINTS	5-18
5.60	TRANSIT POLICIES	5-21
5.60.10	EXISTING POLICIES	5-21
5.60.20	PROPOSED POLICIES	5-22
5.60.30	IMPLEMENTING ACTIONS	5-23
a.	Service Objectives	5-23
b.	Infrastructure Objectives	5-24
c.	Planning Activities	5-25
d.	Funding Activities	5-26
e.	Other Activities	5-27
CHAPTER 6.0	PEDESTRIANS	6-1
6.10	INTRODUCTION	6-1
6.20	VISION	6-1
6.30	EXISTING CONDITIONS	6-1
6.30.10	TYPES OF PEDESTRIAN TRAVEL	6-2
6.30.20	PEDESTRIAN FACILITIES	6-2
6.30.30	CURRENT PEDESTRIAN NEEDS	6-4
6.40	FUTURE CONDITIONS	6-5
6.50	SYSTEM ISSUES	6-6
6.50.10	STATE TRANSPORTATION PLANNING RULE	6-6
6.50.20	MAINTENANCE	6-7
6.50.30	FUNDING	6-7
6.60	PEDESTRIAN PLAN POLICIES	6-7
6.60.10	EXISTING COMPREHENSIVE PLAN POLICIES	6-7
6.60.20	PROPOSED ADDITIONAL TRANSPORTATION POLICIES	6-8
6.60.30	IMPLEMENTING ACTIONS	6-9
APPENDIX 6-A		6-11
CHAPTER 7.0	AIR	7-1
7.10	INTRODUCTION	7-1
7.20	VISION	7-1
7.30	EXISTING CONDITIONS	7-1
7.30.10	OPERATIONS	7-1
7.30.20	FACILITIES	7-2
7.40	FUTURE CONDITIONS	7-2
7.50	SYSTEM ISSUES	7-3
7.50.10	LAND USE	7-3

7.50.20	FUNDING	7-3
7.50.30	AIRPORT HIERARCHY	7-4
7.60	AIR POLICIES	7-4
7.60.10	EXISTING COMPREHENSIVE PLAN POLICIES	7-4
7.60.20	PROPOSED ADDITIONAL TRANSPORTATION POLICIES	7-5
7.60.30	IMPLEMENTING ACTIONS	7-5
CHAPTER 8.0	RAIL	8-1
8.10	RAIL PLAN POLICIES	8-2
8.10.10	EXISTING COMPREHENSIVE PLAN POLICIES	8-2
8.10.20	PROPOSED COMPREHENSIVE PLAN POLICIES	8-2
8.10.30	IMPLEMENTING ACTIONS	8-2
CHAPTER 9.0	WATER AND PIPELINES	9-1
CHAPTER 10.0	TRANSPORTATION IMPROVEMENT PLAN	10-1
10.10	10 YEAR IMPROVEMENTS	10-1
10.10.10	CITY-INITIATED PROJECTS	10-8
a.	Projects Underway or Continuing	10-8
1)	Safety Sidewalk Program (Ongoing)	10-8
2)	Multi-use Path - Buchanan to Circle Boulevard (ISTEA Funding)	10-8
3)	Airport Runway Extension And Taxiway Rehabilitation (Federal Aviation Administration Funding)	10-9
4)	Walnut Left-turn Lanes At Garryanna Drive and 13th Street (Corridor Study)	10-9
b.	A Priority Projects	10-10
1)	Kings Boulevard, Monroe Avenue To Buchanan Avenue	10-10
2)	Path, Witham Hill Drive to Harrison Boulevard	10-13
3)	Riverfront Multi-use path Widening	10-13
4)	Downtown Intermodal Mall	10-13
5)	Transit Bus Stop Facilities	10-14
6)	Traffic Signal - South 3rd Street And Adams Avenue	10-14
7)	ORE 99W/Circle Boulevard Intersection	10-14
8)	Harrison Corridor Strategy	10-15
9)	Miscellaneous Airport Improvements	10-18
10)	Walnut Extension to Circle	10-19
11)	Annual Neighborhood Traffic Management Improvements	10-19
12)	Annual Bicycle Parking Improvements	10-19

	13)	14th/15th Street Bikelanes: Monroe to Jefferson Way	10-20
	14)	Brooklane Drive Improvements - Nash Avenue to Highway 20/34	10-20
	15)	26th Street/Brooklane Drive Highway Crossing	10-20
	16)	Path, Harrison Boulevard to Campus Way	10-20
	17)	Traffic Signal - Walnut And Glenridge / Witham Hill	10-20
	18)	West Hills Road Improvements - Western Boulevard to 53rd Street	10-21
	19)	3rd Street Downtown Bikelanes 4th Street Downtown Bikelanes	10-21
c.		B Priority Projects	10-21
	1)	35th Street - Philomath Boulevard to Orchard Street	10-21
	2)	14th Street, Monroe Avenue to Harrison Boulevard	10-22
	3)	West Hills Road - 53rd Street to Reservoir Road ...	10-22
	4)	53rd Street Improvements	10-22
	5)	Country Club Drive Improvements	10-23
	6)	Ponderosa Avenue Improvements	10-23
	7)	Traffic Signal - 9th Street And Grant Avenue	10-23
	8)	Grant Avenue: Highland to 9th Street	10-23
	9)	Garfield Avenue: Highland to 9th	10-24
	10)	Crystal Lake Drive: Alexander to Park	10-24
	11)	Alexander Avenue: Crystal Lake to Highway 99W	10-24
	12)	Park Avenue: Crystal Lake to Highway 99W	10-24
	13)	Madison Avenue: 6th Street to 14th Street	10-24
	14)	An East/West bikeway in the downtown between Van Buren Avenue and Western Boulevard	10-25
d.		C Priority Projects	10-26
	1)	Connect Riverfront Multi-use Path to Van Buren Street Bridge	10-26
	2)	Buchanan/9th Intersection	10-26
	3)	Circle Boulevard Right-turn Lanes	10-26
	4)	Bicycle/Pedestrian Railroad Crossing Improvements	10-27
	5)	ORE 99W/9th/Conifer Intersection	10-27
	6)	Separated path that follows the Willamette River from Crystal Lake Drive near Vera Avenue to Willamette Park	10-28

7)	A separated path from Garfield Avenue to 17th Street along east border of Porter Park	10-28
8)	A separated path from Chapman Place to the confluence of the Marys and Willamette rivers, continuing south along the Willamette River, and tying in with the multi-use path along the Willamette that would lead to Willamette Park	10-28
9)	Witham Hill: near Canary Street to Walnut Boulevard	10-28
10)	Path, Goodnight to Avery Avenues /Goodnight to Airport Road	10-28
11)	Riverfront Path Extension, North	10-28
12)	Walnut Boulevard: Extension from near Belvue to Circle	10-28
13)	Path, Circle Boulevard to Conifer Boulevard	10-29
14)	An East/West bikeway in the downtown between Van Buren Avenue and Western Boulevard	10-29
10.10.20	STATE HIGHWAY IMPROVEMENTS	10-29
10.20	IMPROVEMENTS NEEDED FOR 62,500 POPULATION (20 YEARS) .	10-30
10.20.10	DEVELOPMENT RELATED IMPROVEMENTS	10-30
10.20.20	STATE HIGHWAY IMPROVEMENTS	10-31
10.30	IMPROVEMENTS NEEDED BY 80,000 POPULATION (30-50 YEARS)	10-32
10.30.10	DEVELOPMENT RELATED IMPROVEMENTS	10-33
10.30.20	STATE HIGHWAY IMPROVEMENTS	10-35
10.40	FUNDING	10-35
10.50	ADDITIONAL PLANNING EFFORTS	10-38

TABLE OF ACRONYMS

AASHTO	American Association of State Highway and Transportation Officials
ADT	Average daily traffic (in trips)
AIP	Airport Improvement Project
ASOSU	Associated Students of Oregon State University
AVR	Average vehicle ridership
CTS	Corvallis Transit System
CWCOG	Cascades West Council of Government
DKS	Transportation consultant used in early plan development
DLCD	Oregon Department of Land Conservation and Development
DU	Dwelling Unit
EMME/2	A brand of traffic modeling software
GBLT	Greenbelt Land Trust
IDS	Intensive Development Sector (Comprehensive Plan designation)
ISTEA	Intermodal Surface Transportation Efficiency Act
ITE	Institute of Traffic Engineers
LOS	Level of Service
MINUTP	A brand of traffic modeling software
MIRL	Medium Intensity Landing Lights
MPO	Metropolitan Planning Organization
MUTCD	Manual of Uniform Traffic Control Devices
OEDD	Oregon Economic Development Department
OPTP	Oregon Public Transportation Plan
ORS	Oregon Revised Statutes
OTP	Oregon Transportation Plan
RPZ	Runway Protection Zone
STIP	State Transportation Improvement Program
TAA	Transportation Alternatives Analysis
TAZ	Traffic Analysis Zone
TDM	Transportation Demand Management
TPR	Oregon Transportation Planning Rule 12
TSM	Transportation System Management
TSP	Transportation System Plan
UA	Urbanized Area
UGB	Urban Growth Boundary
VMT	Vehicle miles traveled
VASI	Visual Approach Slope Indicator

INTRODUCTION

In May of 1991, at the direction of the Corvallis City Council, the City of Corvallis initiated an update of the **Corvallis Transportation Plan**. The effort was initiated for the following reasons:

- To set measurable community goals for the transportation system;
- To establish an achievable capital improvements plan for the community in terms of available resources, timing, and projected growth;
- To provide a "roadmap" for future decisions concerning new development, neighborhood, downtown, and OSU transportation issues;
- To inform the community of and clarify City Council policies regarding transportation issues;

The plan serves its customers, the citizens of Corvallis, in a number of ways:

- The planning process is an opportunity for citizens to shape transportation policy;
- The plan provides guidance for future development decisions;
- Citizens will know in advance the characteristics of transportation facilities and can anticipate the types of improvements within neighborhoods and the community;
- Transportation facilities that provide similar function will be consistent throughout the system;
- Travel in the community will be easy and logical; and
- Alternate modes of travel are planned and will be provided.

Future residents will be able to judge the effectiveness of this plan by evaluating its impacts on aspects of the community.

- Arterial, collector, and local streets will be used consistent with the classification table on page 3-11 of this plan, ensuring safe, accessible, and livable neighborhoods; and
- Travel times, particularly to work and home, will be maintained and improved;
- Congestion will be lessened ensuring high air-quality standards are maintained;

- Resources will be coordinated, providing efficient facilities and transportation alternatives throughout the community.

By achieving these effects, this transportation plan will ensure that the Corvallis transportation system will meet the needs of its residents currently and into the future. These needs focus around four basic principles:

- The transportation system promotes the safe, efficient movement of people and goods;
- The transportation system promotes alternate modes of transportation, reducing the reliance on the automobile;
- The transportation system is designed and operated to enhance the quality of neighborhoods; and
- The transportation system is consistent with local land use laws and state and federal direction;

A transportation plan is primarily a policy instrument, providing decision-makers an analytical tool which evaluates the current transportation system and the effects development, specific transportation and land use decisions, and other social phenomena will likely have on it. The purpose of the plan is to allow the City to take actions that effectively respond to existing and future conditions in a timely and responsible manner. The plan establishes a framework within which decisions on transportation issues can be made consistently. This framework provides standards by which the transportation system can be judged and, according to which, transportation system improvements can be designed and implemented. The plan and standards should be developed through community consensus to ensure successful implementation.

The Draft Corvallis Transportation Plan was first released in October, 1992. A public hearing before the Planning Commission was held, and comment regarding shortcomings of the draft plan was significant. This comment focused on three primary issues:

- Discussion and planning for alternate modes, particularly transit, was not adequate;
- The functional classification of streets within specific neighborhoods
- Improvements identified in the Improvement Plan appeared to focus too heavily on auto traffic improvements.

Following the public hearing, the Planning Commission used a series of 12 work sessions to make modifications to the plan. The modified plan was rereleased for public review, and in February, 1994, the public hearing was reopened. Following public comment, the Planning Commission

identified and made recommendation regarding 20 issues in the draft plan, and forwarded the plan to the City Council with these recommendations.

In September, 1995, the City Council opened a Public Hearing on the Draft Plan and Planning Commission recommendations. The hearing was continued through three meetings. Following public comment, the City Council has modified the Draft Plan to address many community concerns. The Plan is being presented to the community again for review. The Council recognizes that all concerns cannot be addressed in the current effort. Transportation planning is recognized as a continuing process, and other planning efforts (e.g., the **Transportation Alternatives Analysis Project**, which includes the development of a **Transportation Demand Management Plan**, the **Transit Master Plan Project**, and specific corridor planning efforts) will continue to identify and address community needs regarding transportation.

The **Corvallis Transportation Plan** last received a major update in 1983. Although transportation elements of the **Capital Improvement Program** are updated each year, this update is intended to provide medium and long-range vision to the process. The 1983 Plan is referenced in the **Corvallis Comprehensive Plan**, and many of its suggested improvements have been completed- with Phase I of the East-Side bypass among those completed recently. Several issues have indicated the need for the current update.

- First, although the existing plan has provided guidance on many issues, more precise help is needed when policy-makers are asked to address issues such as neighborhood traffic management, lack of adequate access, and the impacts of development on the system;
- Second, in May, 1991 the Department of Land Conservation and Development adopted the **Transportation Planning Rule** (OAR 660-12) to implement Goal 12 of Oregon's Land Use Goals and Guidelines. This rule requires public jurisdictions to develop transportation plans for all primary modes of transportation and, where appropriate, to coordinate these plans among jurisdictions; and
- Third, this update will provide information and guidance on specific projects necessary to ensure that the transportation system continues to operate effectively for all identified transportation modes and segments of the community.

Below is a review of on-going transportation planning efforts around Corvallis and Oregon.

FEDERAL AND STATE DIRECTION

Transportation planning is currently going through significant change from the federal level on down. On December 18, 1991, the **Intermodal Surface Transportation Efficiency Act (ISTEA)** was signed into law. This legislation provides authorizations for highways, highway safety and mass transportation for six years. The act is intended to

"...develop a National Transportation System that is economically efficient, environmentally sound, provides the foundation for the Nation to compete in the global economy and will move people and goods in an energy efficient manner."

To accomplish this vision, funding mechanisms have been authorized for various programs. Surface transportation programs are divided into two systems: the **Interstate System**, and the **National Highway System**.

The focus of the **Interstate System** program is to complete construction of interstate highways and maintain investments. In Oregon, two sections of interstate highway in the Portland area remain to be completed. Oregon Interstate maintenance funds will be about 1½ percent (approximately \$35 M in 1993) of the amount distributed nationally.

The focus of the **National Highway System** is to construct and maintain all major highways, arterial roadways, the defensive strategic highway network, and strategic highway connectors. Oregon is expected to receive 1¼ percent (about \$34.5 M in 1993) of the total amount distributed nationally.

One important program redefined in the legislation is revenue-sharing to local governments. Previous Federal Aid Urban (FAU) and Federal Aid Secondary Road programs have been folded into a new program called the **Surface Transportation Program**. Grants will be made available to local governments for any roads except local (subdivision type) streets. The estimated allotment to Oregon for this program in 1993 was \$34.1 M.

Other surface transportation programs address congestion mitigation, air-quality improvement, bridge replacements, transportation planning, transit capital improvements, and wetland mitigation. Elements of the federal legislation include program definitions and allocations for: highway safety, transit, motor carriers, intermodal transportation, research, and air transportation.

Several other new aspects of this legislation are important to the City's current transportation planning efforts. ISTEA requires states to use a statewide planning process to develop statewide transportation plans and programs. In response to these requirements, the Oregon Department of Transportation (ODOT) has adopted a statewide transportation plan, including:

- A policy element that provides an overall vision for transportation in Oregon;

- A multi-modal system plan, which coordinates the various modal elements of the plan; and
- Modal plans that address the needs of each particular transportation mode.

To further emphasize the interconnectedness of transportation modes and the need to address them on an equal level, ODOT has recently gone through a complete reorganization. No longer do separate departments address separate modes. Instead, each regional office is to coordinate among all modes.

In April 1991, prior to the adoption of ISTEA, Oregon had already committed to a statewide planning process leading to a statewide transportation plan and a statewide transportation program. This was accomplished with the adoption of the Transportation Planning Rule (OAR 660-12-000 through 070) by the Department of Land Conservation and Development. This rule implements Goal 12 of the Statewide Planning Goals and Guidelines and requires the state, cities, counties and metropolitan planning organizations (MPO) to develop and adopt transportation plans that are coordinated at all levels of government. These plans are to address the various transportation modes through adoption of standards, and subdivision and land use regulations and identification of funding programs.

Many requirements of the Transportation Planning Rule mirror efforts Corvallis has long made to provide for efficiency and non-auto-dependent modes. Examples are Corvallis' widespread system of bikeways and pedestrian facilities and Comprehensive Plan policies requiring access control on arterial roadways.

PLAN ORGANIZATION

The Corvallis transportation plan seeks to address federal, state, and local transportation issues in a manner that appropriately considers local values. This requires a careful balancing of issues such as environmental protection, mobility within the City, economic development, and livability. This plan contains both sections dealing with the transportation system as a whole and individual modal plans that can be updated separately as needed.

- **CHAPTER 1.0 Vision** states the vision for both the community and the transportation system needed to achieve the community's vision into the future;
- **CHAPTER 2.0 Transportation System Planning** addresses transportation planning as a whole, including some history, evaluation of the current system, introduction of the modal plans, discussion of system-wide and regional coordination issues, and establishment of the policy framework of the plan; and
- **CHAPTER 3.0 Motorized Vehicle Street Traffic and Circulation.** This chapter describes a vision for the automobile-based system, addresses current known

neighborhood traffic issues, evaluates these issues and other current and future conditions against this vision, and suggests policies to help address these issues currently and in the future.

- **CHAPTERS 4.0 Bicycles, 5.0 Transit, 6.0 Pedestrians, 7.0 Air.** These chapters are formatted similarly to Chapter 3.0 to address issues regarding these modes. The City has direct involvement in facilities for these services.

State Planning Rule 12 requires the plan to address Rail, Waterways, and Pipelines (**CHAPTERS 8.0 AND 9.0**), but the discussion of these elements is minor because the City will not be the principal provider should these systems expand beyond current levels.

To be successful, a plan such as this must identify improvements to the system necessary to meet community needs. Each modal element must identify funding sources available for that mode and prioritize needs. Each modal element of this plan addresses these issues.

- **CHAPTER 10.0 Transportation Improvement Plan** brings the modes together in a system-wide plan for improvements that provide for the immediate, middle, and long-range needs of the community.

PLAN ACCOMPLISHMENTS

With adoption of the Transportation Plan Update, the City will accomplish the following:

- First, through policies contained in the Transportation Plan or the Comprehensive Plan, and standards contained in the Land Development Code and specific modal plans, policy makers will be able to consistently respond to community transportation issues; responsibilities placed on the City and on development interests will be clearly articulated and understood;
- Second, separate plans will exist for each transportation mode. This will allow the various interests within the community to see the importance of each mode and the specific needs identified within the transportation system for each;
- Third, transportation improvements within the Corvallis area will be coordinated among the various jurisdictions (Corvallis, Oregon Department of Transportation, Benton County, Linn County, and Oregon State University) to ensure timely and consistent response to development and other issues; and
- Fourth, a responsible plan for mitigation of transportation problems in the community will be put in place.

This plan highlights locations within the city needing improvement. These have been identified through meetings with the community and use of a city-wide traffic model, the most comprehensive such analysis the City has done. A package of improvements has been identified for auto traffic, transit, bicycle, and pedestrian facilities that can be funded through current revenues within the next ten years. This time line assumes that both development and state and federal funding programs continue at current levels. Operation and maintenance of these facilities can also be accomplished within the projected revenue stream that includes funding from sources such as federal and state revenue sharing and local property taxes dedicated to the City's Street Fund.

Previously completed Airport and Trails Master Plans identified improvement and funding packages for those systems which are incorporated into this document by reference.

The Transportation Plan Update lays a new foundation for policy, direction and improvements to transportation facilities to achieve a balanced transportation system providing convenience and efficiency for all appropriate modes of transportation.

This plan will be amended as new information relating to transportation system or facility needs becomes available. The Transportation Alternatives Analysis Project initiated in FY 1995-96, and due to be completed by May, 1997, is an example of the type of work that could result in such modifications. This project, which combines work efforts on transportation demand management, transportation system management, and a Transit Master Plan, will make recommendations that, if approved, will result in amendments to this plan, the Comprehensive Plan, and the Land Development Code. Corridor planning efforts are further examples of new information that will result in modifications to this plan. As their recommendations come forward, they must be given full consideration for implementation. This plan is intended to be a living document that can respond to changing conditions.

CHAPTER 1.0 VISION

The City of Corvallis is the seventh largest city in Oregon. It is located in a beautiful natural setting along the Willamette River with a population of 47,500 people, pleasant neighborhoods, a state University, a diverse economy, and well-planned public facilities. Well-planned is an important element of this description, as a careful and continuing evaluation of the condition of a community helps ensure that the best qualities of the community can be enhanced into the future. Planning involves vision-- the ability to visualize what the community will be like and where current trends are leading. Planning for the future by the community involves a thorough understanding of the present, and the ability to create strategies which bring about the future it desires.

PRESERVING THE ENVIRONMENT

Planning for a community's transportation system is an important part of creating and realizing a vision. Part of Corvallis' vision for the future rests in the value the community sees in its natural environment. The hills, valleys, forests, streams, rivers and clean air of the present are also a part of the vision for the future. To ensure this vision, the transportation system must be designed and built in a manner that does not degrade these valuable assets and yet provides for the transportation needs of the future.

PROVIDING COMMUNITY ACCESS TO THE CITY

A transportation system must provide safe and convenient access to all parts, and for all members, of the community. This means providing for those with limited transportation choices to ensure they too can take advantage of the public and private institutions of the city, enjoy safe convenient access to housing and health care and the educational, cultural and recreational activities available. This requires diverse transportation opportunities.

PROMOTING ECONOMIC VITALITY

A successful transportation system enhances the economic vitality of a community. It provides access to existing business and industry for goods and people within the community and, as importantly, from other regions of the state. Facilities adequate to carry goods and people to and through the community must be planned for and built in a manner and with a timeliness that contributes to the attraction of new business and industry to the community. Growth and economic vitality are important aspects of the vision for Corvallis, and transportation facilities that meet the needs of the future and contribute to community values must be well-planned.

ENHANCING NEIGHBORHOOD LIVABILITY

Protection and enhancement of neighborhood livability are as important as all of these elements of the vision for Corvallis' future. Transportation facilities must be designed to provide for alternative transportation modes such as transit, cycling and walking and to keep through traffic off of neighborhood streets. Such facilities help to ensure that safety and quality of life are maintained while still providing for and encouraging healthy community growth.

ACTIONS TO ACHIEVE THE VISION

To address these issues, a community must have some idea of the growth and change that is likely to occur. For this transportation plan, growth has been anticipated at the rates identified in the 1989 document, **Future Focus 2010**. This means a population of 62,500 has been anticipated for the 20-year planning horizon. Long-range planning (30 to 50 years) anticipates a population of 80,000. The challenge is to plan a transportation system that will meet the needs of the community as it grows, providing levels of service for all modes acceptable to their users, while not degrading the natural environment or the quality of life of the city's many neighborhoods.

To accomplish this, this plan will address transportation system needs at three stages.

- 0-10 years Strategies necessary to reduce traffic volumes, bring the current systems and services up to the standards developed in this plan, and to provide for economic growth.
- 10-20 years These are the strategies necessary to meet the needs of the anticipated 20-year planning horizon's population. By monitoring population and economic growth both in quantity and location, timing of these improvements and service enhancements may be varied.
- 20-50 years This scenario is primarily developed to ensure that improvements made at earlier stages will not preclude nor hinder further economic development or transportation improvements required by population growth. Earlier improvements should anticipate these improvements as a possibility.

Ensuring that transportation services and improvements will meet future needs is the first step in a transportation planning effort. Part of the vision that must not be overlooked is an evaluation of funding by source and quantity. The best designed plan is only as good as the community's ability to pay for its identified improvements. The vision for this plan is to identify service enhancements and other system improvements, their costs, funding sources, and the adequacy of funds for the anticipated needs. The final plan for systems improvements is envisioned as a reasonable, attainable set of transportation goals.

