A detailed topographic map of the West Corvallis-North Philomath area, showing contour lines, roads, and property boundaries. The map is oriented with North at the top. The title text is overlaid on the upper left portion of the map.

# **PROPOSED WEST CORVALLIS - NORTH PHILOMATH PLAN**

*Prepared by*  
**West Corvallis-North Philomath Task Force**  
**July 1996**

# West Corvallis-North Philomath Plan

## Prepared by:

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in association with  
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## Based on:

West Corvallis Growth Management Plan:  
Draft Plan for Public Review, August, 1995.  
By: Blayne Dyett Urban and Regional Planners

## For:

The City of Corvallis  
The City of Philomath  
Benton County

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## Introduction

### 1.1 WHAT IS THE WEST CORVALLIS-NORTH PHILOMATH PLAN?

This Plan lays out a framework to shape development in a ten square mile area on the west side of Corvallis and north of Philomath.

Elements of the plan include:

- **An open space framework** to shape and define urban areas, protect resource lands and support OSU's agricultural research mission, provide varied and convenient recreational opportunities, protect hillside views, and protect residents and businesses from natural hazards.
- **Neighborhood villages**—pedestrian oriented neighborhoods with a sense of place and community, which in their design use our land resource efficiently. These neighborhoods are designed to permit and encourage diversity of housing and household types, income, age and lifestyle. They shall contain the essential elements of wonderful, lively livable places and allow the marketplace over time to respond to individual and shared needs.
- **An interconnected circulation system** which encourages walking, bicycling and transit use within a well-connected system of streets and trails. This network of streets, trails and bikeways is designed for safety and efficiency, contributes to the neighborliness of the residential areas and conveniently links them to shopping, employment and the greater Corvallis-Philomath urban area.

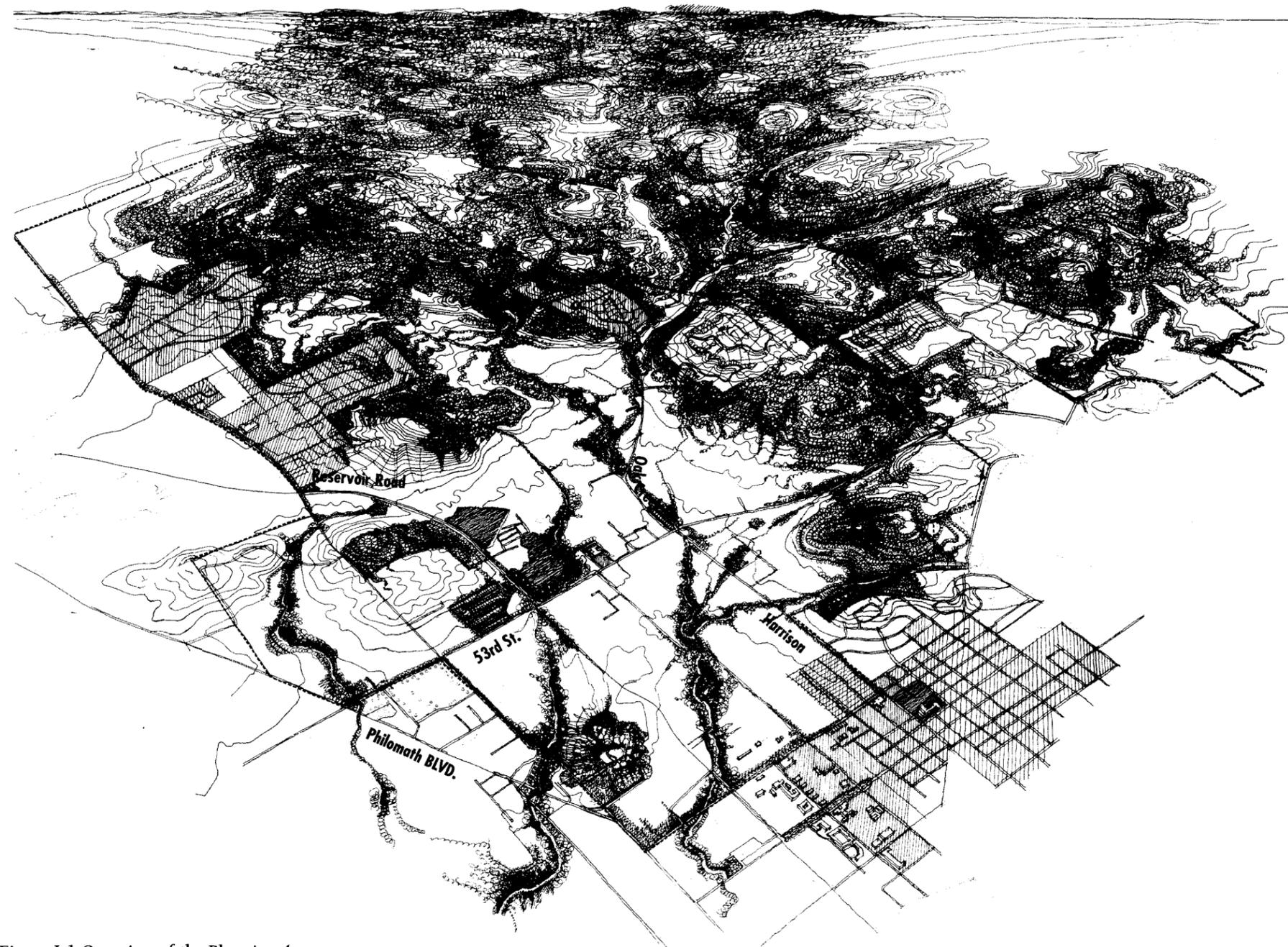


Figure I-1 Overview of the Planning Area

## 1.2 WHY DO WE NEED THE PLAN?

Based on current comprehensive plans for the cities of Corvallis and Philomath, one half of the planning area, that area within Urban Growth Boundaries (UGBs), may ultimately be urbanized to accommodate long term (20-50 yr) growth - new residential, commercial and industrial development. This planning effort explored in detail the potential of these urban fringe lands to accommodate development, emphasizing efficient and orderly, rather than haphazard, change. It also looked at the areas outside the UGBs to see whether they are appropriate for residential development.

The planning area offers some special opportunities for development. Relatively large areas remain undeveloped and in single ownership. These offer flexibility and the opportunity for master planned developments. There are opportunities to create compact orderly developments that could allow efficient delivery of services such as sewer, water and transportation. Most new developments can be within bicycling distance of several major employers such as OSU, Hewlett Packard and industry adjacent to the study area. New developments can benefit from proximity to, and views of, surrounding forested hillsides, the OSU research lands, other farm lands and publicly owned open spaces. Riparian areas and wetlands also offer both opportunities and challenges to efficient, cost effective and livable development.

We have the opportunity to shape how this area and the larger Corvallis and Philomath area may grow; to create neighborhoods that use our land resources wisely and efficiently, and are connected to the larger community around them - places people are proud to call home.

With this in mind, this Plan has four main purposes:

- To provide a vision for the long-range development of West Corvallis and North Philomath that reflects the aspirations of the community and to establish goals and policies for accomplishing that vision;
- To enable the City of Corvallis, the City of Philomath and Benton County to reach agreement on overall land use and development policies and standards applicable to their respective jurisdictions;

- To provide a basis for judging whether specific development proposals and public projects are in harmony with Plan policies and consistent with the concept of a sustainable community; and
- To allow City and County development departments, other public agencies and private developers to design projects that will enhance the character of the community, promote bicycling, walking and transit use, preserve and enhance critical environmental resources, and minimize hazards to development.

## 1.3 PLANNING PROCESS

The process was initiated in 1991 and 1992 by the Greenbelt Land Trust and owners of large parcels within the planning area through a series of community meetings. In late 1992, the cities of Philomath and Corvallis, Benton County and Oregon State University appointed a twelve member task force charged with:

- Recommending land uses that consider:
  - a) open space and recreational opportunities;
  - b) urbanization – particularly housing needs;
  - c) transportation;
  - d) Oregon State University research program needs; and
  - e) economic development opportunities.
- Developing strategies to encourage implementation of the project's land use plans.

With the support of the staff of the cities and county, the Task Force spent a year gathering information about the area and listening to the ideas and concerns of property owners, residents and the general public. The Task Force developed an understanding of the area's natural features and topography, current land uses, parcelization and ownership patterns, and the current and planned transportation and utility networks. Public meetings were held to share information and gather input and ideas. This phase of the process culminated in the development of **six points of consensus** which shaped the subsequent development of the plan (See Figure I-2).

With the aid of a Transportation Growth Management grant from the State of Oregon, a consultant team led by the firm Blayney Dyett Urban and Regional Planners assisted the Task Force with the next phase of the project. This second phase completed the mapping and analysis of the planning area and developed and analyzed alternative land use plans. A preferred alternative was crafted based on public input and a draft plan was developed, the West Corvallis Growth Management Plan. Appendix B describes the alternatives considered.

The third phase of the project involved the detailed review of the draft plan by the public and Task Force and the refinement of the policies, land use plan, open space plan, circulation plan and implementation mechanisms. The Task Force came to informal agreement on each element of the plan, balancing the public and private needs and interests expressed throughout the plan development process. Appendix D lists the criteria used in the review of the draft plan.

Finally, this plan will be presented by the Task Force to the planning commissions of Benton County and the cities of Corvallis and Philomath for their review and formal adoption by elected bodies. Subsequently each agency will revise their comprehensive plans and development codes to reflect the policies in this plan.

A detailed chronology of the process of developing the plan can be found in Appendix A.

## 1.4 ORGANIZATION OF THE PLAN

Chapter 2 presents the existing site conditions and the related opportunities and constraints to be considered in the development of the area. These provided a framework for the development of the plan.

Chapters 3 through 6 present the land use, open space, and circulation systems which together will guide development in the area. These chapters contain guiding policies (statements of philosophy and objectives) and implementing policies, (commitments to specific actions) necessary to achieve the objectives.

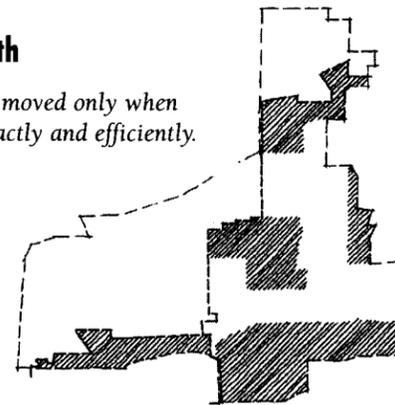
Chapter 7 describes steps and strategies necessary for the implementation of the plan policies.

A Glossary, Bibliography and the Appendices complete the plan.

**Figure I-2 A Vision for West Corvallis-North Philomath—Six Points of Consensus:** Phase one of the development of the WCNP plan culminated in the crafting of six points of consensus which captured public sentiment and subsequently shaped development of the plan.

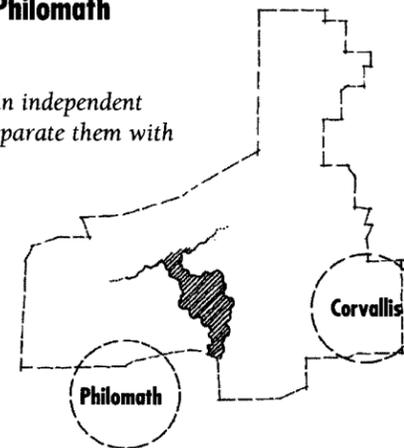
### A moderate rate of planned growth

*The urban growth boundaries should be moved only when areas within them have developed compactly and efficiently.*



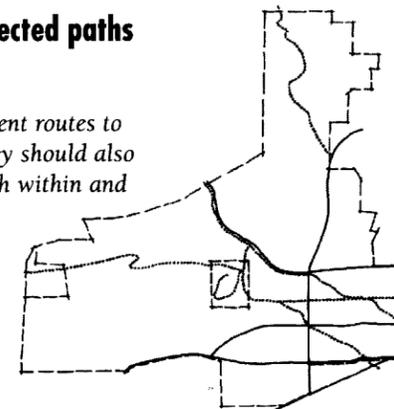
### Retain the individual identities of Philomath and Corvallis

*The two unique communities should retain independent governments and individual identities. Separate them with open space buffers.*



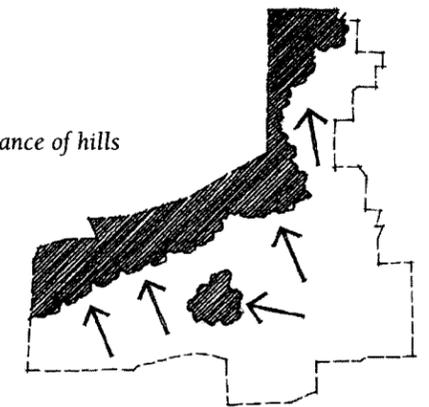
### Continue to develop good interconnected paths and bicycle routes

*Trails and bike paths should provide efficient routes to schools, shopping and places of work. They should also provide access to open space resources both within and outside the developed areas.*



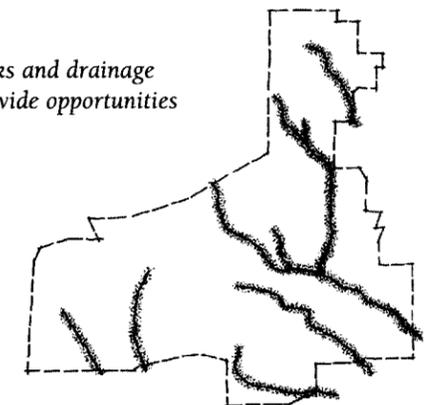
### Preserve the hillside viewsheds

*Retain the wooded and natural appearance of hills within the area's viewshed.*



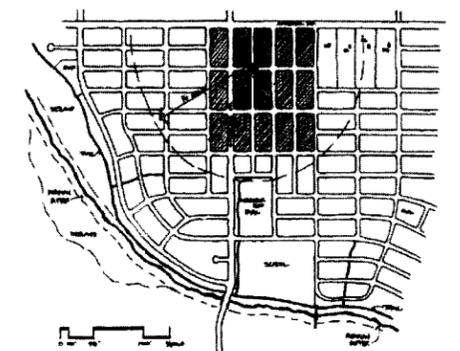
### Preserve riparian corridors

*Reserve corridors along streams, creeks and drainage ways to protect water quality and provide opportunities for recreation.*



### New developments should be clustered and pedestrian friendly

*New developments should be designed to be walkable and have good bicycle routes. They also should have a mix of housing types and densities.*

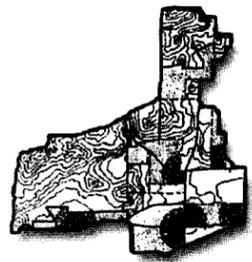


## **1.5 RELATIONSHIP TO OTHER PLANS**

The West Corvallis-North Philomath (WCNP) Plan is a “refinement” plan for the future development of the western portion of the greater Corvallis-Philomath urban area. It is a long range plan intended to guide development over the next twenty years and beyond.

The Plan was developed to be consistent with and implement the visions of the communities of Corvallis and Philomath, Corvallis’ Future Focus 2010 and Philomath 2020. It does not modify the UGBs of either Corvallis or Philomath. The Plan was developed to be consistent with the overall growth projected and accommodated by the current comprehensive plans. It is also intended to be consistent with the current transportation, sewer, water and storm drainage plans. As a refinement plan, the WCNP Plan addresses the form that development will take to reflect specific features of the site, community values and consider the expressed interests of residents and property owners.

Adoption of the West Corvallis-North Philomath Plan establishes public policy regarding the development of the planning area and directs the amendment of Comprehensive Plans and development codes to ensure that development occurs in a manner consistent with this plan. In some cases it modifies current policy and ordinance requirements and in other cases it provides greater specificity than now exists in public policy and development ordinances.



## Background

As background for the WCNP Plan, this chapter describes existing conditions, applicable policies, growth trends in the planning area, constraints to development and opportunities for development in the West Corvallis-North Philomath area.

### 2.1 LOCATION AND JURISDICTIONAL RESPONSIBILITIES

#### 2.1 (a) Location

The 10-square mile planning area straddles the boundaries between Corvallis and Philomath, between urban and rural areas, and between the lowlands of the Willamette Valley and the foothills of the Coast Range. The planning area (shown in Figure II-1), which lies west of the City of Corvallis and north of the City of Philomath, contains portions of the acknowledged urban growth boundaries (UGBs) of both cities. It also contains designated rural residential and resource lands in Benton County outside of those UGBs.

The planning area is approximately four miles west of the Corvallis downtown and civic center. Downtown Philomath is within a mile of the southern portions of the area. In addition to these two employment and service centers, Oregon State University adjoins the planning area on the east. Sunset Research Park and industrial firms in Philomath are just south of the site.

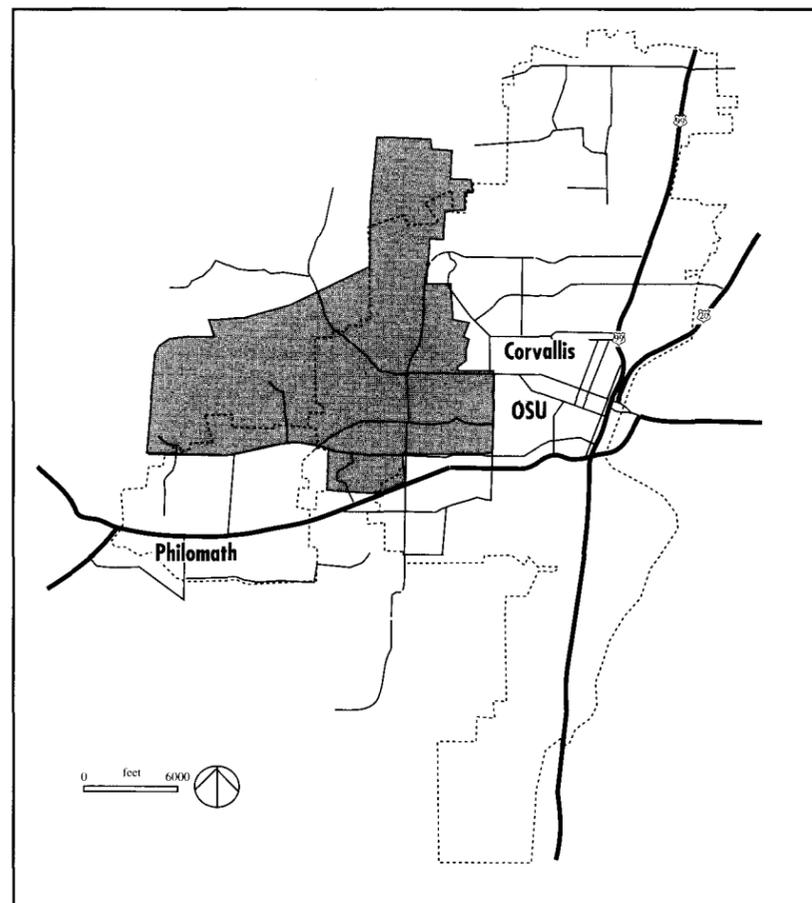


Figure II-1 Regional Location

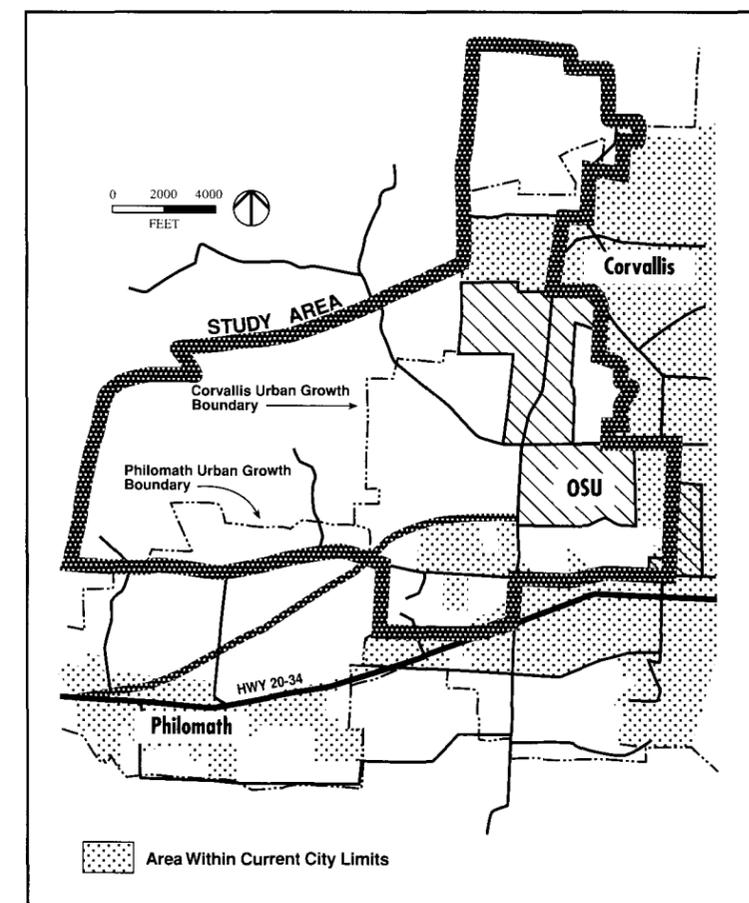


Figure II-2 Jurisdictions

# Background

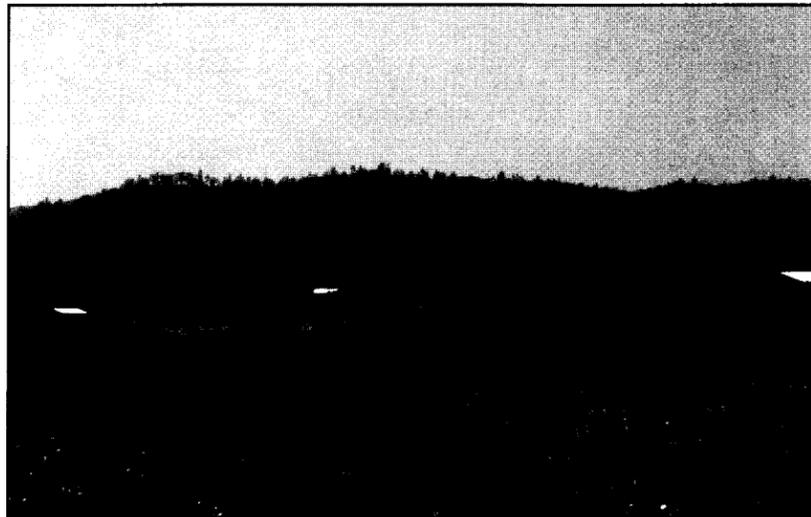


Figure II-3 Hillside Views. West Corvallis-North Philomath contains several prominent hills and views of the Coast Range foothills.

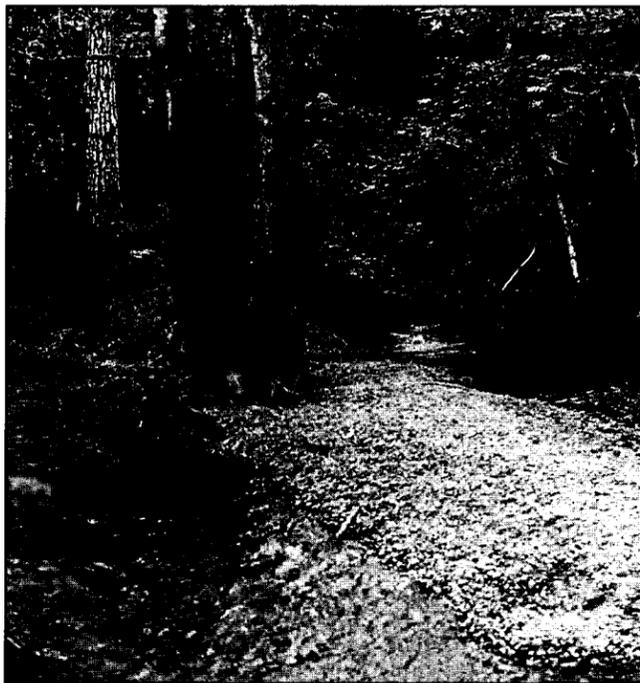


Figure II-4 Riparian Area. Most of the WCNP area drains overland into one of the three creeks. Protection of the floodplains and riparian vegetation along these creeks is important for flood protection and water quality reasons.

## 2.1 (b) Planning Area Boundaries

The West Corvallis-North Philomath planning area was delineated to focus on lands west of Corvallis and north of Philomath that were expected to experience growth pressure in the near future. The site was limited on the east by existing development in Corvallis, on the south by existing development, the Highway 20-34 corridor and a large industrial zoned area in Philomath. To the west the site extends to Open Space Park. The north and northwest limits of the site are ridgelines that enclose a viewshed seen from the valley. Portions of these are expected to be under pressure for rural residential development.

## 2.1 (c) Jurisdictions

The cities of Corvallis and Philomath and Benton County all have land use authority within the planning area. Parts of the area are within the Corvallis city limits, most of the area is within the UGBs of either Corvallis or Philomath and much of the higher elevations are outside of those UGBs. Benton County will retain land use jurisdiction for the long-term outside of the UGBs; the County has agreements with both Philomath and Corvallis on development within their UGBs but outside the current city limits (See Figure II-2).

## 2.2 CHARACTER OF PLANNING AREA

### 2.2 (a) Natural Features

The West Corvallis-North Philomath planning area extends from level plains north of the Marys River and west of the Willamette River to the first row of Coast Range foothills (See Figure II-3). The lowest point in the planning area is about 250 feet above sea level and the highest point is on Dimple Hill, at approximately 1,400 feet. Besides Dimple Hill, the area contains several prominent hills including Bald Hill, Witham Hill at the eastern edge of the planning area, Oak Hill above OSU's horse farm, Double Hill and Skyline Hill along West Hills Road and portions of Cardwell Hill at the western edge of the planning area. Also visible from the area is MacDonald Forest to the north and east (See Figure II-5).

The climate on this site is characteristic of the Willamette Valley, with mild, wet winters and moderate, relatively dry summers. Mean annual precipitation in Corvallis is 40 inches, however the amount of precipitation rises toward the west. At the Corvallis Water Bureau site, four miles west of Philomath, the mean annual precipitation is 68 inches. The average January temperature is 39 degrees F and the average July temperature is 67 degrees F. Seventy percent of the total annual rainfall falls between November and March. (Source: Hull, Donald, "Geologic Hazards of Eastern Benton County, Oregon," State of Oregon, Department of Geology and Mineral Industries, 1979)

**Surface Hydrology.** Numerous natural conditions exist in West Corvallis-North Philomath that are considered constraints to development. Riparian corridors, wetlands, steep slopes, slide areas, lands in floodplains, soils unsuitable for septic systems (in rural areas), lands within the Corvallis UGB that are above the third level of urban water service and areas considered to be extreme fire hazards have been identified in this plan as the least suitable areas for development.

Located predominantly within the Mary's River watershed, the study area includes three sub-watersheds: Oak Creek and Squaw Creek flowing southeast and into the Mary's River in Corvallis and Newton Creek flowing south and into the Mary's River in Philomath. Most of the area currently drains overland into one of these three creeks, making the protection of the floodplains and riparian vegetation along these creeks important both for flood protection and water quality reasons (See Figure II-4). The study area contains wetlands along Squaw Creek as well as additional areas of hydric soils (soils that are wet for significant parts of the year). Further analysis is needed to determine whether any of these areas of hydric soils are wetlands. These sites represent both significant natural resources and constraints to development (See Figures II-5 and II-6).

**Soils and Geology.** Soils on the site are predominantly clays and silty clays with moderate to low permeability, moderate to high shrink-swell characteristics and high winter water tables. Due to these characteristics, these soils are difficult to build on and, excepting the Willamette soils, have severe limitations for use as septic tank absorption fields. Clay and silty-clay soils also tend to be highly erodible on slopes exceeding 20%, if vegetation is removed.



# Figure II-6 Natural Constraints: Soils and Geology

**Steep slopes** Soils in the study area are predominantly clay and silty-clay soils. These soils tend to be highly erodible on slopes exceeding 20%, particularly if vegetation is removed. Slopes exceeding 20% should be considered hazards for road building or other heavy construction. (Information source: "Soil Survey of Benton County," US Soil Conservation Service)

**Hydric soils** Hydric soils are one of the factors that indicate that wetlands may be found on a site in a wetlands delineation process.

**Mass movement hazard** Soil conditions and underlying geology indicate that these sites have the potential for landslides. These sites should be avoided for all forms of vegetation removal or development. (Map Source: "Geologic Hazards of Eastern Benton County, Oregon," Oregon Department of Geology)

**Corvallis Fault Zone** A geologic fault line called the Corvallis Fault runs in a NNE direction through the site. Under earthquake conditions, movement is likely to occur along this fault line. (Map Source: "Geologic Hazards of Eastern Benton County, Oregon," Oregon Department of Geology)

- Corvallis Fault Zone
- ▨ Hydric soils
- ▴▴▴ Mass movement hazard
- ▨ Soils on slopes greater than 20%

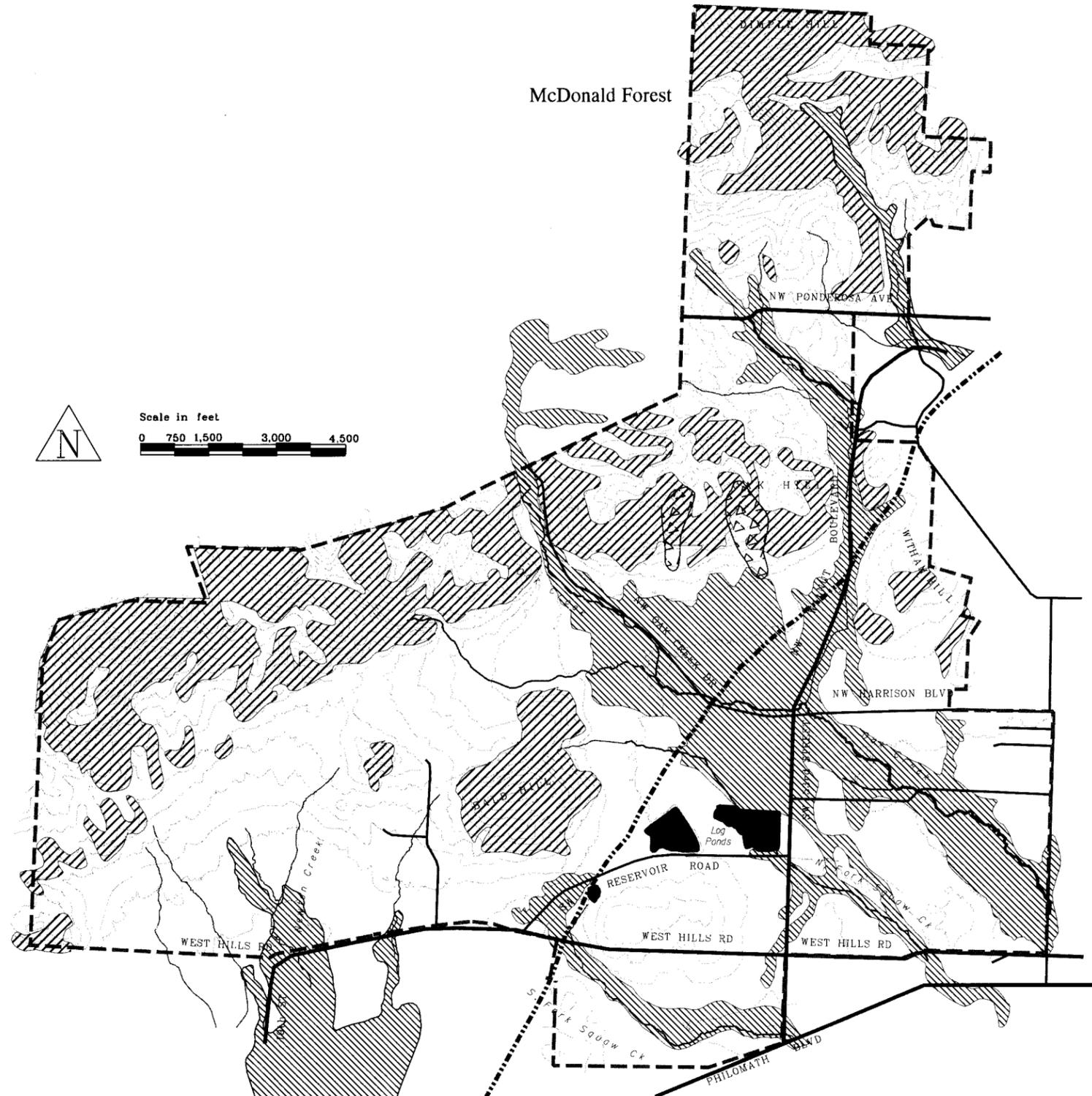
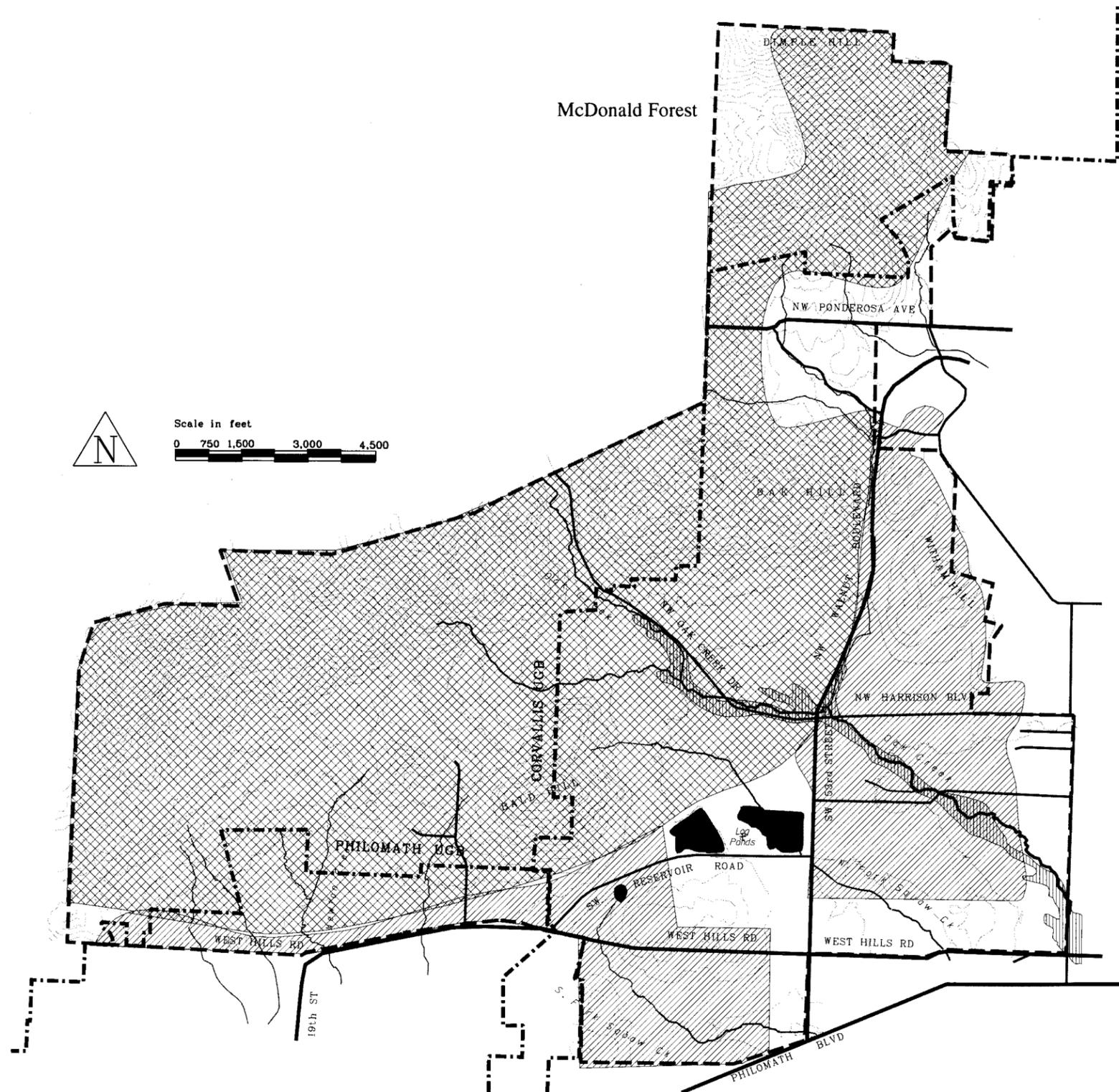


Figure II-7

Natural Constraints: Flood and Fire Hazards



**Critical fire hazards**

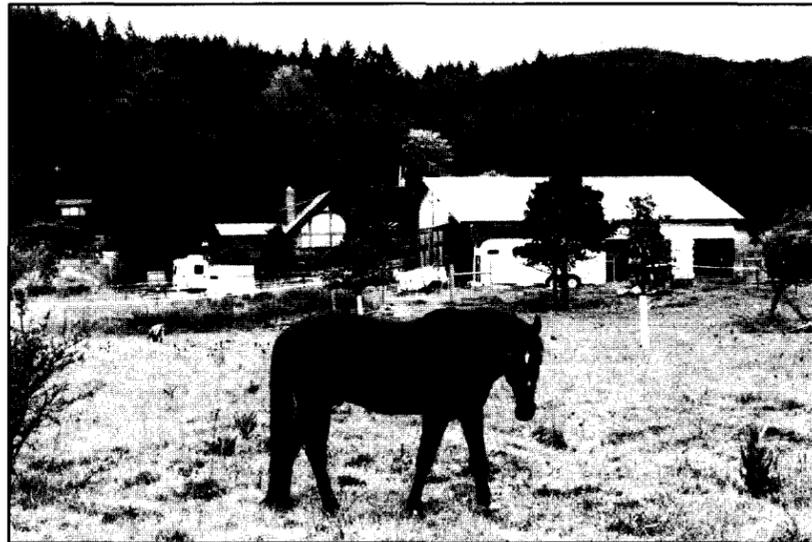
In forested or grassland landscapes, certain vegetation communities and slope may combine to create what are considered “critical fire hazards.” The most severe fire hazards in the study area occur on dry grassland or grassland-and-Oak sites with slopes exceeding 20%. Much of the grassland within the UGBs may ultimately be developed. Urban development will reduce or eliminate these fire hazard conditions. (Source: Oregon Department of Forestry)

**Flood hazards**

Anticipated flood levels for 100 year floods and the primary floodway for open streams and drainage corridors have been shown. Effective planning and maintenance of reasonable insurance coverage rates prohibit urban development from occurring within the floodway and areas within the 100 year flood level. (Map source: Federal Emergency Management Agency)

-  **Flood hazard**
-  **High fire hazard**
-  **Extreme fire hazard**

# Background



Figures II-8 Rural Residential Housing. Much of the existing housing in WCNP is situated on large lots of half acre to five acres



Figure II-9 Agricultural Activity. More than 600 acres within the WCNP area are in agricultural use.

Most of the study area is underlain by middle terrace deposits of semi-consolidated gravels, sands, silts and clays. Projecting through this third river terrace are low sandstone hills, including Witham Hill. The lower reaches of the foothills on the site are volcanic rock. Intrusive basalt outcroppings occur at the tops of Bald Hill and the lower edges of Witham Hill, east of Circle Boulevard. A geologic fault line called the Corvallis Fault runs in a NNE direction from the eastern end of Philomath past the eastern side of Bald Hill and the western side of Witham Hill. Two sites with a high potential for landslides (mass movement hazards) have been identified on the south slope of Oak Hill (See Figure II-6). (source: Geological Hazards of Eastern Benton County, Oregon, Oregon Department of Geology.)

**Vegetation.** The foothills along the north-west border of the study area are predominantly forested. Forest communities include Oregon Oak and Oak-grassland communities on many of the south-facing slopes, some mixed Douglas Fir-deciduous forests and Douglas Fir forests on north-facing slopes. In numerous workshops and community meetings, residents of the study area identified the backdrop of forested hillsides lying along the north and west edges of the study area as a very important characteristic to maintain. Community values suggest that forested cover should be maintained on those hillsides and ridgelines (See Figure II-6).

## 2.2 (b) Other Features

**Water Service.** Urban water service in this area is limited by the locations and elevations of existing reservoirs and the costs of constructing new reservoirs. Based on the elevations of current City of Corvallis water reservoirs, water service currently can be provided within the Corvallis UGB in what is termed the 1st level water service (below 287 foot elevations). To provide water service in the 2nd and 3rd level water service areas (287 feet to 407 feet and 407 feet to 560 feet respectively), the City of Corvallis will have to construct additional reservoirs and related facilities, adding to the public costs of developing these areas. Analysis of water and sewer services in the North Philomath area indicate that levels of development anticipated under either current zoning or at higher densities on portions of the North Philomath UGB area could be accommodated by the City of Philomath system. Plans have been prepared that show the future extension of water mains, sewer trunks, and con-

nections to existing service lines. (Source: North Philomath Water & Sewer Update, Westech Engineering, August 1993) (See Figure II-5)

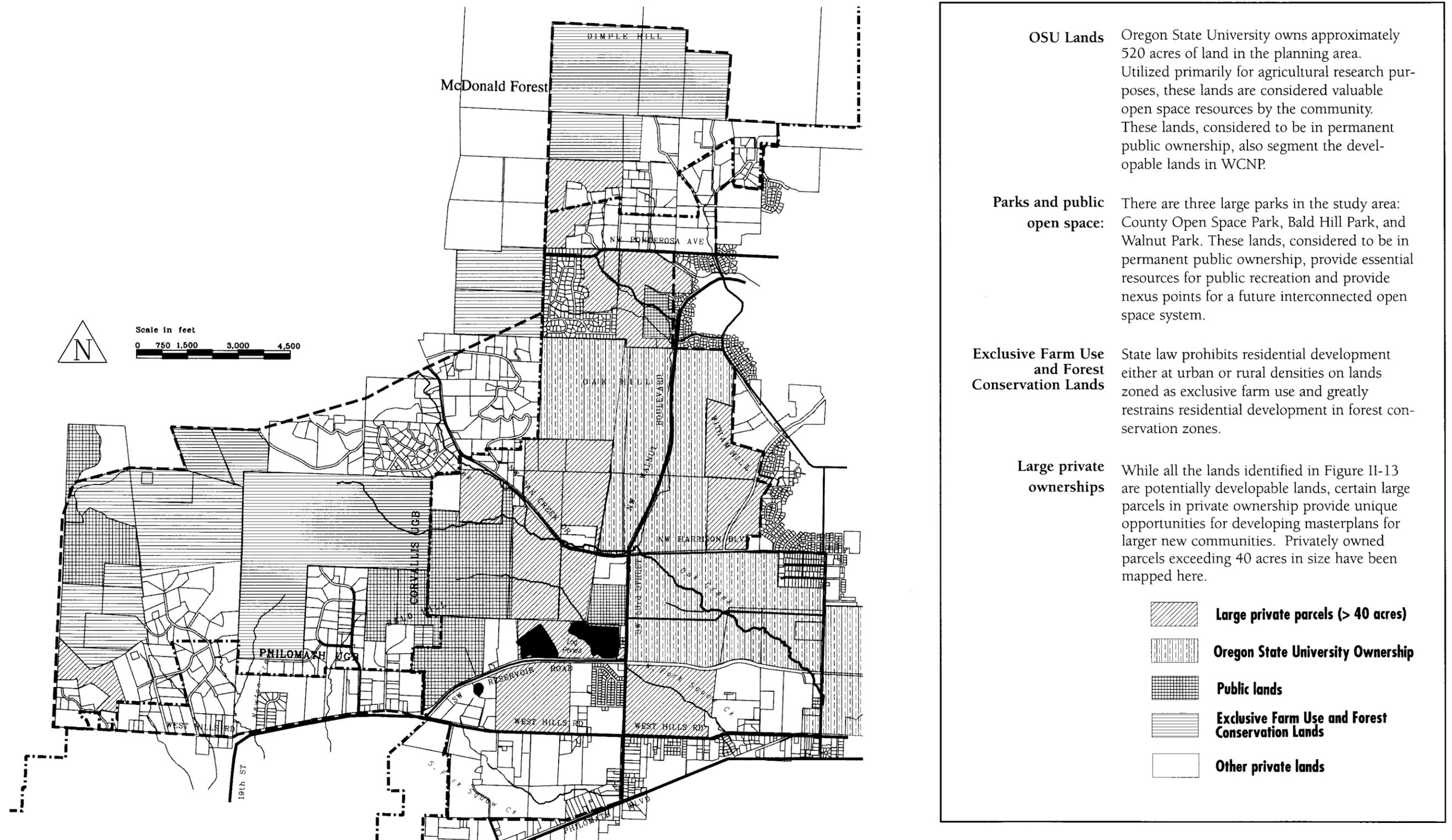
**Land Use.** West Corvallis-North Philomath now contains a wide range of land uses, from low-density rural residential housing to industrial developments, and from farms and agricultural research to suburban housing and parks. Few of these activities use the land intensively. While the area contains a few urban-density subdivisions, most housing is at lower densities, both inside and outside of the designated urban growth boundaries of Corvallis and Philomath (See Figure II-8). The two suburban subdivisions (about two to four homes per acre), are located on the west side of 53rd Street and west of Walnut Park. The planning area is bordered by urban neighborhoods in Corvallis at its eastern edge. Previously subdivided areas represent a small proportion of the total study area.

The planning area contains several large properties, some in public and some in private ownership. Figure II-10 shows the layout of land ownership, highlighting public lands and large private parcels. Public holdings include the Benton County Fairgrounds along the western side of 53rd Street and Oregon State University's animal research facilities, located west of the campus and north of Harrison Boulevard/Oak Creek Drive. The OSU animal research facilities, predominantly grazing lands with livestock buildings, take up approximately 520 acres of the 6000 acre planning area (See Figure II-9). One of the two large parks in West Corvallis-North Philomath, Bald Hill, is located just west of the fairgrounds. The other park, County Open Space Park, is located at the western edge of the planning area. The area also includes industrial uses along Reservoir Road. Taken together public lands, conservation areas, and exclusive agriculture or forestry uses, and undevelopable lands represent one-half of the study area.

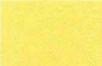
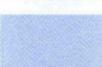
The large privately-owned parcels in the study area present opportunities for the development of master-planned neighborhoods consistent with the community's visions for development in the area. For planning purposes "large parcels" include tracts of land that are 40 acres or larger and are under a single ownership (See Figure II-10).

**Circulation.** West Corvallis-North Philomath is served by a network of local streets and private roads, collectors and major arte-

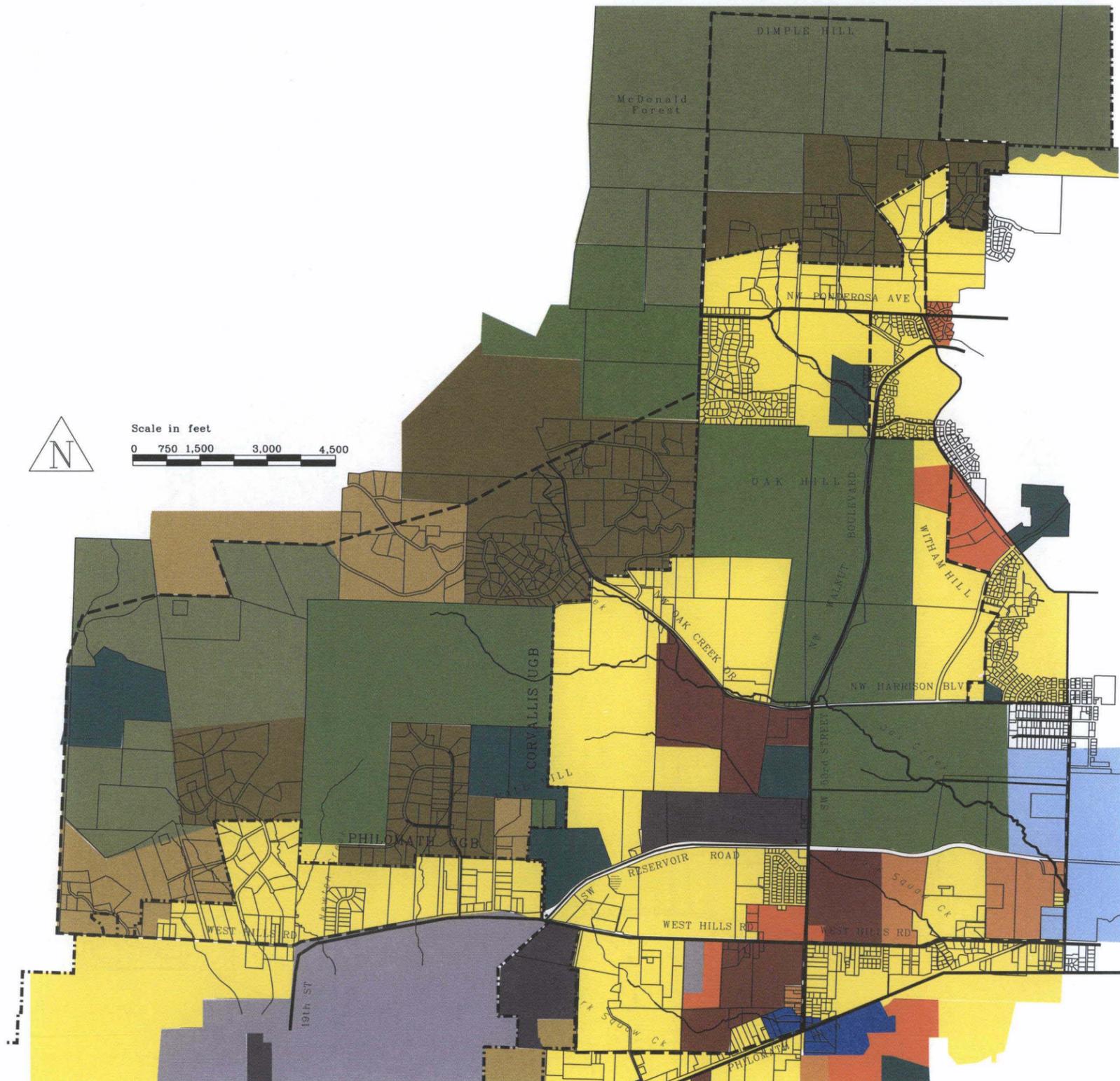
# Figure II-10 Zoning Constraints and Ownership Patterns



# Figure II-11 Existing Comprehensive Plan Designations

-  Low density residential
-  Medium/low density residential
-  Medium density residential
-  Medium/high density residential
-  Intensive development sector
-  Rural residential - 2 acres per unit
-  Rural residential - 5 acres per unit
-  Forest conservation
-  Agriculture/open space
-  Parks and Public Lands
-  Commercial development
-  Oregon State University lands
-  Intensive industrial
-  Light industrial

This map is a compilation from the Comprehensive Plan Maps of Philomath, Corvallis, and Benton County. For the precise designation of a specific area, consult the appropriate jurisdiction's official adopted map.



rials, and a State highway connecting the Willamette Valley with the coastal communities. Highway 20/34, more commonly known as Philomath Boulevard, runs along the southern edge of the planning area. Walnut Boulevard/53rd Street runs north-south through the planning area, forming a section of a circumference roadway around Corvallis. Two streets run north from Philomath to the planning area, 9th and 19th. The latter connects to West Hills Road, which is one of the two main east-west streets through the area. At the boundary between the Philomath and Corvallis UGBs, West Hills Road connects with Reservoir Road, which runs along the north side of the Southern Pacific Railroad lines. Besides West Hills Road and Reservoir Road, Harrison Boulevard runs west from downtown Corvallis and connects with Oak Creek Drive, a country road extending into the hills at the western edge of the planning area (See Figure II-10).

**2.3 EXISTING PLANNING POLICIES**

Local and statewide planning policies in effect during the process of developing this plan balanced the need to conserve local resources with the need to provide for forecasted growth in the county. The comprehensive plans of Corvallis, Philomath and Benton County designated lands for resource, open space, public, industrial and residential use. Over half the planning area, including the OSU research areas, was set aside for resource use. (All of those OSU lands are within the Corvallis UGB.) Another one-sixth of the planning area was designated for rural residential use (See Figure II-11).

Although most of the planning area is currently utilized for agriculture, forestry and rural residential uses, almost 70 percent is within the UGB of either Corvallis or Philomath. As Table II-1 shows, the comprehensive plans for Corvallis and Philomath had previously established plans for significant urban development in these areas. One-quarter of the planning area was designated for urban residential development, mostly at low suburban densities. Another five percent, was set aside in Intensive Development Sectors (IDS). These areas allowed an intensive mix of housing and shopping in three parts of West Corvallis. The minimum density in the residential parts of an IDS was six homes per acre. In addition, 300 acres were given an overlay designation of Research Technology Center. The overlay designation would have allowed either the

underlying designation (in West Corvallis, either resource lands, low-density residential or IDS) or these research-based industrial uses.

These land use designations allow significant development in West Corvallis-North Philomath. Planning staff has estimated that existing plans would permit 9,415 homes within the planning area. Assuming 2.15 persons per household, these plans would accommodate an ultimate population of between 17,200 and 18,275. These plans also provide for over 100 acres of industrial use (much of it existing), 90 acres of IDS with the potential for mixed shopping and housing.

**2.4 POPULATION GROWTH**

In the 30 years between 1960 and 1990, Corvallis and Philomath have more than doubled in size. Corvallis has grown almost 120 percent to its current 47,485 and Philomath has grown 120 percent to its current population of 3,315. Benton County itself grew 80 percent since 1960 while the state grew only 60 percent, slower than the nation as a whole. This growth translates to an overall growth rate for the two cities of 2.4 percent. If this growth rate of 2.4 percent continued, it would mean the construction of over 500 new homes each year, or a community the size of Philomath every three years.

Both Corvallis and Philomath have adopted growth projections as part of their comprehensive plans. It should be noted that these projections are planning tools to assure that the cities are prepared for growth if it occurs. They are not goals for growth. The Philomath Comprehensive Plan forecasts that the city will grow from a population of 2,963 to 7,475 by 2010, for an increase of 105 percent. (This increase assumes that the city will annex significant portions of its UGB.) For Corvallis, the population assumed for the twenty year growth period was 62,500.

Corvallis also forecasts a longer-term population of 80,000 within 30 to 50 years. This longer-term projection represents an 80 percent increase over current population levels. Portland State University forecasts that the county will grow from a population of 72,800 in 1990 to 86,860 in 2010. This represents an increase of 23 percent for a growth rate of one percent per year.

**TABLE II-1 Land Uses and Dwelling Units Based on Adopted Comprehensive Plans**

Land Use	Acres	% Study Area	Average Housing Units
Rural Residential	1,053	17%	301
Low Density Res.	1,414	22%	5,656
Medium Density Res.	365	6%	2,738
High Density Res.	24		720
<b>Subtotal Urban Residential</b>	<b>1,803</b>		<b>9,114</b>
Commercial	91	1%	
Industrial	110	2%	
<b>Subtotal Nonresource Lands</b>	<b>3057</b>	<b>48%</b>	
<b>Resource Lands</b>			
Agriculture	608		
Conservation	288		
Public	101		
Open Space	134		
EFU	756		
FC-40	873		
OSU	520		
<b>Subtotal Resource Lands</b>	<b>3,280</b>	<b>52%</b>	
<b>TOTALS</b>	<b>6337</b>		<b>9,415</b>

Source: City of Corvallis

# Background

The West Corvallis-North Philomath planning area is one of the locations where growth is expected. Located adjacent to the existing Corvallis city limits, to urban areas in Philomath and to the major east-west highway connecting the two cities, it is one important area on the urban fringe designated for urban growth by the Comprehensive Plans. However, it is not the only such area. Considerable development potential remains within the existing city limits of both cities as well as in other urban fringe areas.

Table II-2 summarizes the growth projections and housing needs for West Corvallis-North Philomath that were used as the foundation for this plan. Between 2010 and 2030, Benton County is assumed to grow at 1.6% a year and Philomath is assumed to grow at 1.7% annually. Table II-2 assumes that for 2010 one third of the projected growth for Corvallis, 5% of the projected growth for Philomath and 2% of the projected growth for Benton County will locate in the planning area. It assumes that for 2030, one-third of the projected growth for Corvallis, 30% of the projected growth for Philomath and 2% of the projected growth for Benton County will locate in this area. Finally, the table assumes an average of 2.2 persons per household in 2010 and 2.1 persons per household in 2030.

protect any development from fire hazards. Significant portions of the study area are in public ownership and are designated to remain as open space and agriculture lands. By necessity, development will be separated by these lands although this may not be the most cost or energy efficient form of development. Because many development sites are divided into numerous ownerships, it will take a coordinated effort to create unified and coherent neighborhood plans. For this reason, the balance of this plan presents open space, land use and circulation plans that will provide the basic structure for integrated development in this area.

Figure II-13 depicts areas in WCNP not constrained by the factors just outlined and which may be more suitable for development.

	1990	Estimated 1995 Population	Estimated growth rate to 2030	Total Increase 1990-2030
Benton County	72,800	73,500	1.6%/ yr.	
Corvallis	44,500	47,485	1.5%/ yr.	
Philomath	2,963	3,315	1.7%/ yr.	
<b>Estimated Population Growth in Planning Area</b>				<b>15,947</b>
<b>Additional Housing Units Needed</b>				<b>7,454</b>

*Note: 1. Household size is assumed to be 2.2 persons per household. 2. Growth projections are based on the comprehensive plans for the jurisdictions. They are planning tools only, not goals for growth.*

## 2.5 CONCLUSIONS

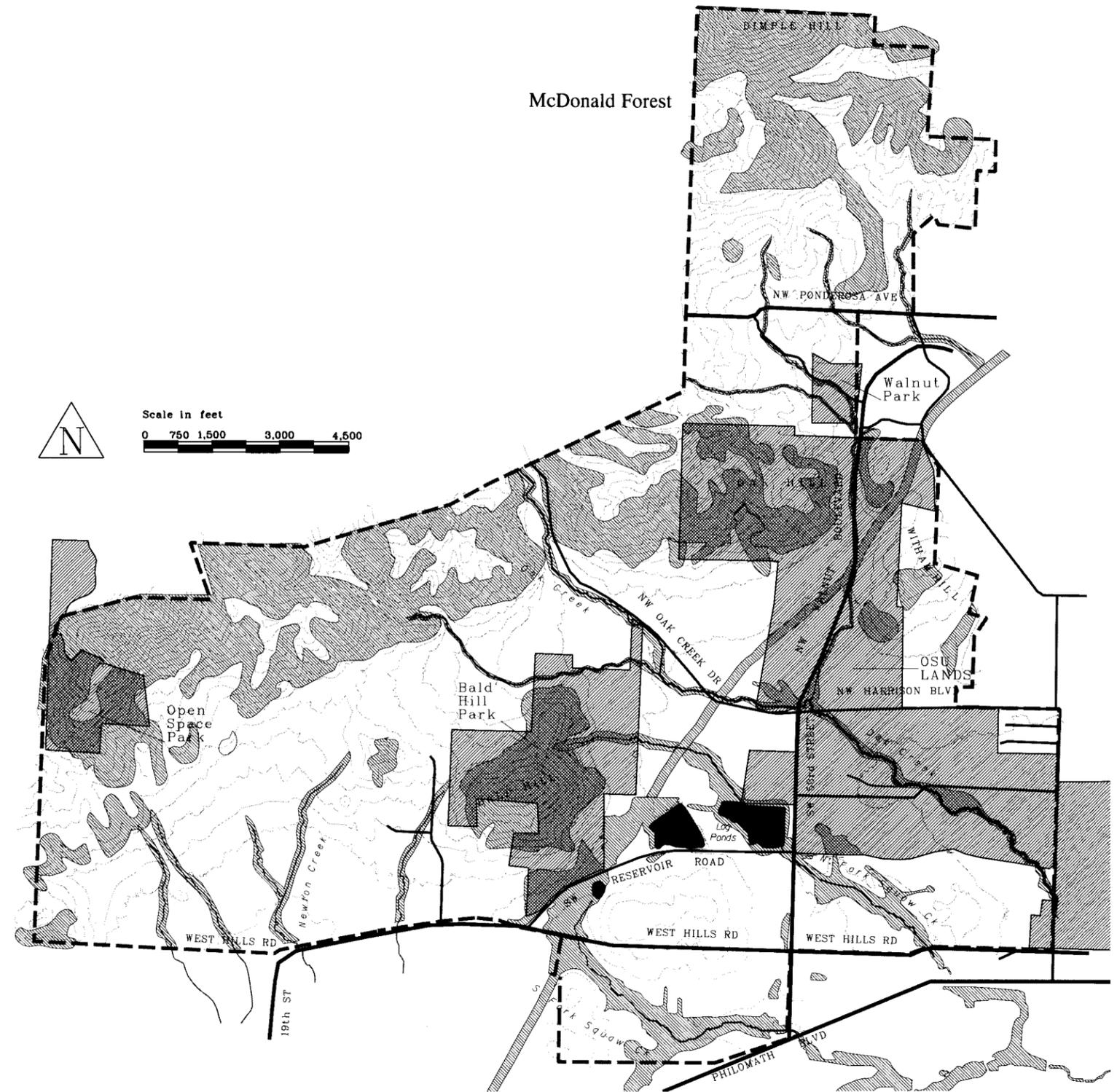
There are both natural and political conditions in the West Corvallis-North Philomath area that will influence the patterns of future development. Figure II-12 depicts specific natural conditions that may preclude development, including wetlands, floodways, landslide areas and the Corvallis fault zone. These sites are proposed for protection from development. This plan additionally proposes the protection of riparian corridors to assist with flood prevention and to protect water quality. Development in the hillside areas along the northwest boundary of the study area will have to be carefully planned to protect the visual quality of these hillsides and to pro-

# Figure II-12 Open Space Opportunities

**Open Space Opportunities** Natural constraints and hazards are limitations to development. At the same time, the need to preserve these sites provides unique opportunities for creating a network of open space to serve West Corvallis-North Philomath, as well as providing an amenity for the entire area. As the basis for an "open space framework" for the planning area, the following natural constraints have been summarized onto a single map: Existing public open space; drainage corridors with adjacent protection zones; 100 year flood limits; wetlands; the Corvallis fault zone with a 200 foot wide protection corridor aligning it; mass movement hazard sites.

-  **Open space defined by natural conditions**
-  **Open space defined by current public ownership**

\*Figures II-12 and II-13 are based on general, and not site-specific, information. They are intended to show the general pattern of constraints and opportunities to be found in the West Corvallis - North Philomath area.



# Figure II-13 Developed Sites and Potential Development Areas

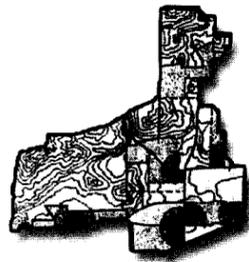


## Development Opportunities

Over 50% of the land in the WCNP study area currently is in public ownership – either for parks and public open space or by OSU. Of the remaining 50% of the study area, most land is available for development, excepting those lands restricted by state or federal law or by natural hazards. To summarize all the potentially developable sites in the planning area a subtractive process was used. The following land areas were first removed: publicly owned land, sites restricted by state or federal laws including forest conservation areas (exclusive farm use areas and wetlands), lands that have hazardous conditions (including landslide areas, the Corvallis fault zone, flood hazard areas) and finally, drainage corridors. The remaining land areas were mapped as potentially developable lands. Sites on visible hillsides, rural sites in high fire hazard areas, and rural sites with severe limitations for septic fields would be subject to additional density and design regulations.

 **Potentially developable areas and developed sites**

\*Figures II-12 and II-13 are based on general, and not site-specific, information. They are intended to show the general pattern of constraints and opportunities to be found in the West Corvallis - North Philomath area.



## Goals and Organizing Elements

This chapter presents the goals of the WCNP Plan. It describes the physical form and pattern that development within WCNP will take to achieve those goals. It presents the specific land use designations, elements of the transportation network, and general land use policies needed to attain the desired physical pattern.

### 3.1 GOALS

Six goals express the outcomes desired through development of the West Corvallis-North Philomath area:

1. **Establish a framework of open space** that conserves natural resources, supports the agricultural research mission of Oregon State University, defines and buffers development and provides opportunities for recreation.
2. **Accommodate a fair share of the region's growth** within the West Corvallis-North Philomath area and provide affordable housing for the different economic and demographic groups within the county.
3. **Reduce reliance on the private automobile** by creating neighborhoods and development patterns that encourage walking, bicycling and efficient transit service.
4. **Create new neighborhoods** that encourage community building, offer diverse housing types, sizes, prices and rents, discourage auto use, and maintain or enhance the quality of life for their residents.
5. **Support the OSU agricultural research mission and the**

**economic health of the region** by designating adequate area for OSU research facilities, encouraging economic links to adjoining public and private agricultural facilities, and designating appropriate sites for additional basic employment.

6. **Balance open space conservation and growth** in a way that protects important natural resources, accommodates forecasted growth, and maintains or enhances the quality of life of existing and future residents of the Corvallis-Philomath area.

### 3.2 ORGANIZING ELEMENTS AND LAND USE PATTERN

To achieve these goals, four inter-dependent elements are critical to attaining the land use pattern, character of development and community quality of life expressed by these goals. Together these four elements give shape to development in the WCNP area:

- An Open Space Framework,
- An Interconnected Circulation Network,
- Neighborhood Villages, and
- An Urban Transition Process.

#### An Open Space Framework

The WCNP Plan establishes a system of open space areas that:

- conserves valuable resource lands
- protects sensitive riparian areas, wetlands and floodways

- visually contains urban development
- gives definition and identity to individual neighborhoods
- helps to order activity and development within neighborhoods
- offers spaces for recreation and relaxation
- links the area to other open spaces in Corvallis, Philomath, Benton County and beyond through a network of paths and trails.

Some open spaces, such as County Open Space Park, Bald Hill Park, neighborhoods parks and trails are meant to be accessible to the general public. Other areas like the OSU dairy farm and wooded hillsides are meant to be seen but may not be open to the general public.

### Interconnected Circulation Network

The WCNP Plan establishes an integrated circulation network that:

- provides for choice and offers alternatives to automobile travel
- encourages walking, bicycling and transit use
- relates the design of travel lanes, sidewalks and intersections to the buildings and activities which they serve
- enhances the efficiency and safety of the street system by dispersing local traffic through a grid of narrower streets and smaller, more frequent intersections
- encourages slower traffic on neighborhood streets
- provides for convenient and efficient connections between transportation modes.

### Neighborhood Villages

Most new urban development in West Corvallis-North Philomath will be focused into neighborhood villages, which offer a diversity of living environments and convenient services. Key features include:

- street design that recognizes streets as public spaces that accommodate a variety of activities beyond vehicular traffic

- neighborhood centers with a mix of commercial, residential and public uses
- a mixture of housing types offering choice and affordability for all age groups and family types
- higher residential densities surrounding the neighborhood center with rings of decreasing density further from the center
- an overall residential density of nine units per acre making transit more efficient and providing a market for the shops and offices in the neighborhood center.

Many of these concepts are not new and are commonly found in older neighborhoods, especially those built before WWII such as neighborhoods near Downtown Corvallis and OSU.

Increasingly since WWII, single family residential uses have been segregated from retail and employment areas, blocks have lengthened and cul-de-sacs have reduced the efficiency of walking, bicycling and using transit. The central role that cars have come to play in our lives is evident with the wider streets and bigger intersections and resulting faster traffic. The use of street spaces, defined broadly to include front yards, sidewalks, planting strips and travel lanes has declined, as active areas for play, informal socialization and relaxation.

### An Urban Transition Process

The fourth critical element of the WCNP Plan is an urban transition process for those areas within the Corvallis and Philomath UGBs. Through this process:

- limited clusters of urban development would be allowed prior to provision of urban sewer and water services
- the ultimate pattern of urban development called for in the WCNP plan would be established with such development, preventing parcelization of these rural estates which make eventual urbanization difficult
- assurances would be obtained that urban development contributes its proportional fairshare of the costs of eventual infrastructure improvements.

Chapter 7 provides detail on the urban transition process.

### Four Organizing Elements of the Plan:

- **An Open Space Framework**
- **An Interconnected Circulation Network**
- **Neighborhood Villages**
- **An Urban Transition Process**

From the input received during the WCNP planning process, it is clear that the Corvallis-Philomath community desires a different pattern of development which uses our land resources and public infrastructure wisely and creates neighborhoods with a sense of place and community. The goals of the WCNP Plan evolved from six points of consensus which emerged from public workshops regarding alternative patterns of development for the area. (See Chapter 1.) The alternative patterns of development considered during the planning process can be found in Appendix B.

The open space network, the interconnected circulation network, development focused in neighborhood villages and the urban transition process work together to create the character of development desired for the WCNP area. Even development which will occur outside of the neighborhood villages is shaped by these elements. Industrial and research technology activity, for example, is located outside of the villages, but through the open space and circulation systems will be appropriately linked to and buffered from residential areas. Outside of the UGBs, rural residential development will take place in a manner consistent with protection of valuable forest and farm lands through the policies which will guide creation of the open space network.

### 3.3 GENERAL LAND USE POLICIES

#### Guiding Policies: Overall Land Use

LU-G-1 Plan for a fair share of the region's projected growth in a pattern that balances growth and conservation within West Corvallis-North Philomath.

LU-G-2 Provide for a mix of residential designations that reflect the range of housing needs of residents within the Corvallis-Philomath area.

LU-G-3 Strive to make adjoining land uses compatible and complementary.

LU-G-4 Foster compact development and conserve open space by maintaining urban growth boundaries.

LU-G-5 Provide opportunities for development within the urban fringe that are consistent with the planned urban scale development.

#### Implementing Policies: Land Use Pattern

LU-I-1 Modify existing zoning classifications or create new zoning classifications to implement the purposes, standards and mix of land uses designated by the West Corvallis-North Philomath Plan.

LU-I-2 Modify joint management agreements between Benton County and the cities of Corvallis and Philomath to ensure that the policies of the West Corvallis-North Philomath Plan are implemented.

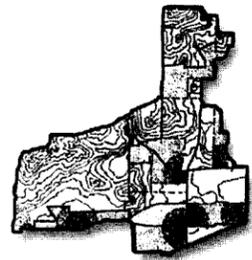
LU-I-3 Ensure that developments within West Corvallis-North Philomath are linked together to facilitate interaction among residents.

LU-I-4 Establish a planned development process for converting partially predeveloped sites to neighborhood villages.

LU-I-5 In order to ensure that the range of housing costs/affordability mirrors the income profile of the Corvallis-Philomath area, utilize public/private partnerships to create lower and moderate cost housing.

LU-I-6 Develop standards for accessory dwelling units in low, medium and medium-high density residential districts and rural residential areas within WCNP.





## Proposed Land Use Plan

The proposed Land Use Plan is one of three composite plans intended to guide orderly growth of the West Corvallis - North Philomath area. The land use plan shows the schematic layout of land uses proposed, however it does not show either of two crucial structuring components: circulation and the open space framework (These are detailed in Chapters 5 and 6). No one of these three layers of the plan stands on its own.

The Land Use Plan subdivides the six thousand, three hundred acre planning area into several major categories of land use: urban development, including commercial, residential, public, industrial and research and technology (2149 acres); rural residential (1249 acres); open space and resource lands (2833 acres). The proposed urban development occurs entirely within the existing urban growth boundaries of Corvallis and Philomath. Urban development is organized around six neighborhood villages, five within the Corvallis UGB and one within the Philomath UGB. Each neighborhood village has a neighborhood center providing small-scale commercial services. The neighborhood centers are surrounded by decreasing densities of residential development, ranging from the mixed use areas intended for up to twenty dwelling units per acre to low density single family residential areas intended to be a minimum of four dwellings per acre (See Table IV-1).

The development of designated urban areas of West Corvallis under the proposed WNCN Plan will place additional burdens on public facilities, two of the most important being the road system and the public sewer systems of Philomath and Corvallis. Appendix C documents the evaluation of the adequacy of the local roadway and sewer systems to accommodate the expected effects of the proposed West Corvallis-North Philomath Plan.

**Table IV-1 Land Use Plan: Summary of Acres and Dwelling Units**

Classification	Corvallis UGB			Philomath UGB			Benton County		Totals		
	Acres	-30%	Average Dwellings	Acres	-30%	Average Dwellings	Acres	Average Dwellings	Acres	-30%	Average Dwellings
<b>Residential</b>											
Mixed Use Area	146.05	102.24	1,534	9.18	6.43	96			155.23	108.66	1630
Med. High Density Residential	234.67	164.27	1,725	56.51	39.56	415			291.18	203.83	2140
Medium Density Residential	337.87	236.51	1,774	84.76	59.33	445			422.63	295.84	2219
Low Density Residential	887.06	620.94	2,484	176.56	123.59	494			1,063.62	744.53	2978
<b>Subtotal Urban Residential</b>									<b>1,932.66</b>	<b>1,352.86</b>	<b>8967</b>
<b>Commercial</b>											
Neighborhood Centers	16.00			2.00					18.00		
Shopping Centers	22.33								22.33		
<b>Industrial</b>	124.14								124.14		
<b>Research and Technology</b>	6.49								6.49		
<b>Resource lands</b>											
Schools and Neigh. Parks	45.00-60								45.00		
Public Lands	139.86								139.86		
Parks/Open Space	227.40						164.56		391.96		
Agricultural Research	971.38								971.38		
Agriculture							288.02		288.02		
Open Space: Special Mang.							1,042.05	104	1,042.05		104
<b>Rural Residential</b>											
Rural Residential-2							838.00	419	838.00		419
Rural Residential-5							411.21	82	411.21		82
<b>Totals</b>	<b>3,113.25</b>			<b>329.38</b>			<b>2,743.84</b>		<b>6,231.10</b>		<b>9572</b>

Notes: 1. Existing road rights of way are not included in these figures. This decreases the total site area.  
 2. Sites proposed for public open space on the Open Space Framework Plan have not been subtracted from these total acres.  
 3. 45 acres have been subtracted from medium density residential areas for schools and neighborhood parks.  
 4. 30% of the total area has been deducted for road and utility easements.  
 Dwelling estimates are based on the reduced acreage.  
 5. The following density figures have been used to calculate average dwelling: Mixed use: 15 du/acre; Medium-high residential: 10.5 du/acre; Medium density residential: 7.5 du/acre; Low density residential: 4 du/acre.

Figure IV-2 Location of Neighborhood Villages

\*Approximate location of neighborhood village in Philomath

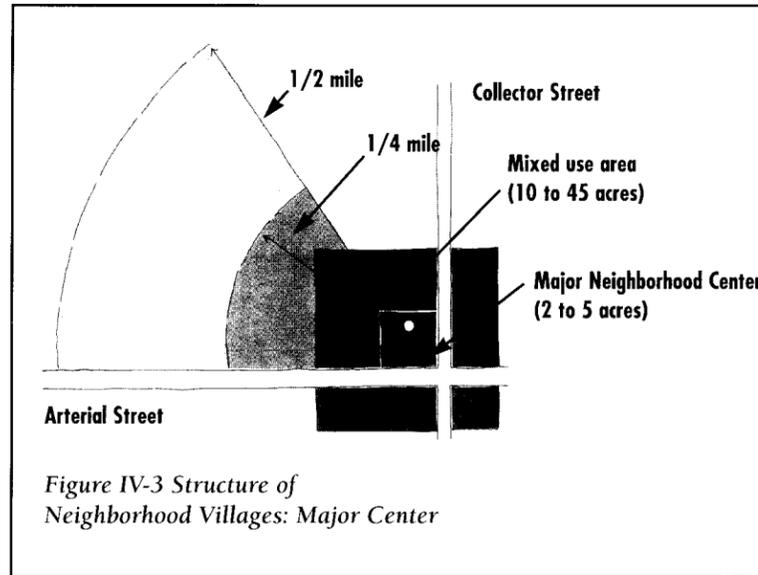
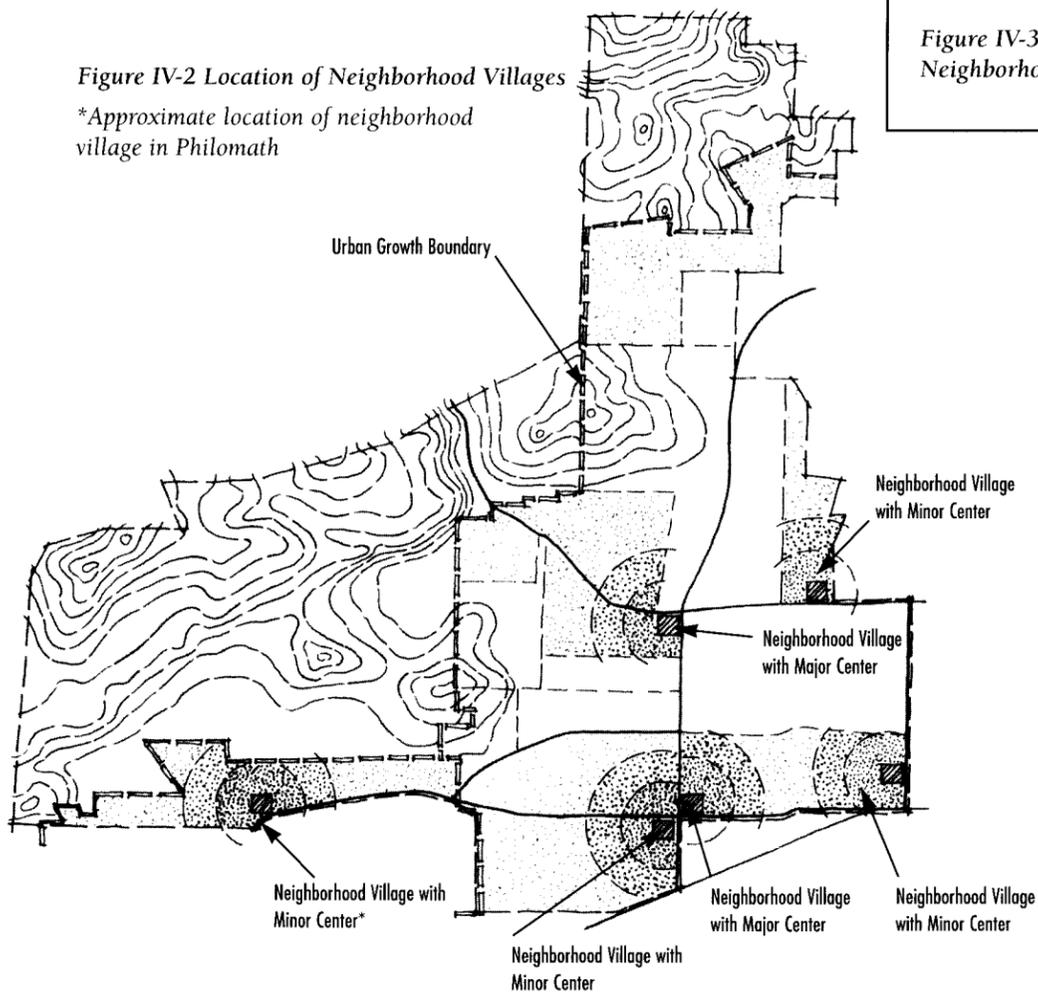


Figure IV-3 Structure of Neighborhood Villages: Major Center

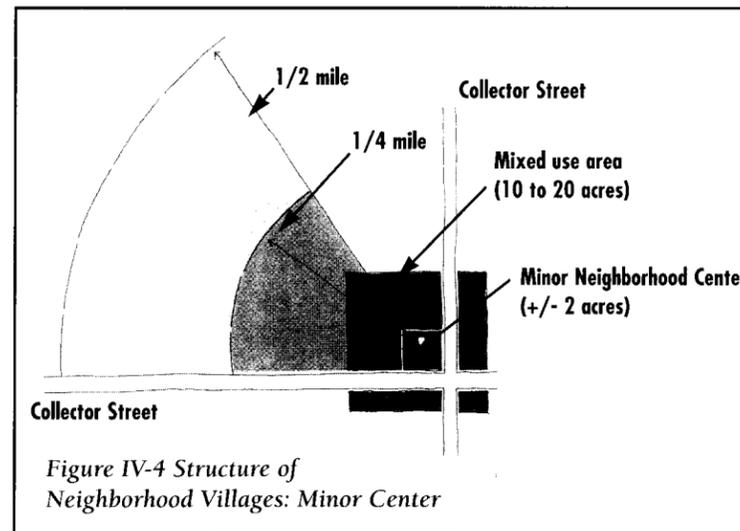


Figure IV-4 Structure of Neighborhood Villages: Minor Center

## 4.1 URBAN DEVELOPMENT WITHIN NEIGHBORHOOD VILLAGES

### 4.1 (a) The Neighborhood Village Concept

The development of neighborhood villages is one of the key organizing elements of the WCNP Plan. The neighborhood village is designed to emphasize the quality and order of the pedestrian environment in residential areas and to place large numbers of dwellings within walking distance of a service-oriented center. They are intended to encourage a sense of community among residents and give them a high quality residential environment. The neighborhood village concept provides a way to accommodate growth while limiting impacts on transportation systems, reducing the need to develop rural areas outside the urban growth boundary, providing housing for the variety of households in Corvallis and Philomath, and making efficient use of public facilities.

As their name suggests, the neighborhoods villages are intended primarily as residential areas with supporting and complementary commercial and public uses. All of the neighborhood villages could include retail uses and small-scale office developments as part of the neighborhood center, and some are also planned to include larger areas for compatible employment uses.

### Location of Neighborhood Villages

The WCNP Plan designates six neighborhood villages. Sites for these new neighborhoods are within the UGBs and include a minimum area of 60 acres. The existence of larger property ownerships make design and implementation of the neighborhood village concept easier. These neighborhoods also are in locations that can be served by existing or new bus service. Finally, to ensure that urban growth is not focused in only one part of the West Corvallis-North Philomath area, these neighborhoods are distributed around the planning area. Neighborhood Villages are located:

- north of Harrison Boulevard just inside the planning area boundary,
- west of the intersection of Oak Creek Drive and 53rd Street,
- at the intersection of 53rd Street and West Hills Road,
- at 35th Street and West Hills Road, and
- within the Philomath UGB at a site to be determined.

(See Figure IV-2 Location of Neighborhood Villages.)

### Structure of Neighborhood Villages

The form of the pedestrian neighborhood villages is designed to provide a coordinated and attractive living environment that responds to local conditions and emphasizes a range of good circulation opportunities for walking, bicycling, using transit and driving personal vehicles.

This structure incorporates several key concepts:

- The **neighborhood center** is the focus and heart of the neighborhood village. This predominantly commercial area provides service and public space for the neighborhood. A mix of land uses may occur on sites or within buildings in this and the adjacent mixed use area. Residential densities should be highest within 1/4 mile of this center (See Figures IV-3 and IV-4).
- A high density **mixed use area** surrounds the neighborhood center. This area is intended to be primarily residential, accommodating higher density multi-family housing. Compatible uses such as small scale retail (i.e. speciality shops, artist studios), offices and daycare facilities are also allowed within the residential buildings. In certain circumstances, free-standing non-residential buildings will be allowed where their design and situation contribute to the character of the area.
- The primary area of the neighborhood village is an area rough-

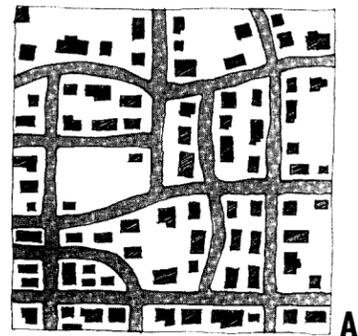
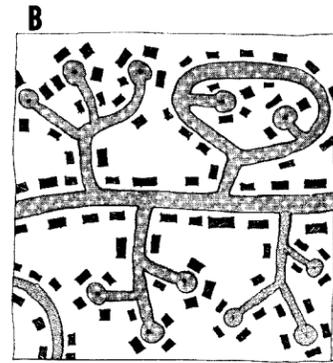


Figure IV-5 Street Diagram. Street system A provides greater connectivity than system B. System A is the preferable model.



ly within a 1/2 mile radius of the neighborhood center. Beyond that, secondary areas must still adhere to standards for circulation, streets, and parks and open spaces; however, these areas are not required to achieve the average 9 dwelling units per acre that neighborhood villages must have.

- The **circulation system** should disperse traffic rather than concentrate it, providing multiple travel routes for all forms of transportation throughout the neighborhood. Hierarchical road systems that quickly concentrate traffic on arterial roads are discouraged. Collector streets should be incorporated into the neighborhood design to provide bus service routes, focus development on the neighborhood center, and limit traffic on residential streets. Heavy volumes of through-traffic should be directed to adjoining or nearby arterials. Off-street trail and pathway systems along and within parks and natural open spaces should link with the roadway system (See Figure IV-5).

- **Streets are considered valuable public space** and are to be designed to accommodate pedestrians, bicycles and vehicles equally well. Providing, through design, for additional public uses of this space or adjacent areas such as sitting, play or outdoor eating is encouraged.
- The design of the neighborhood villages should use arterial and/or collector streets, rail lines, open space and hillsides to define **clear edges to each neighborhood**.

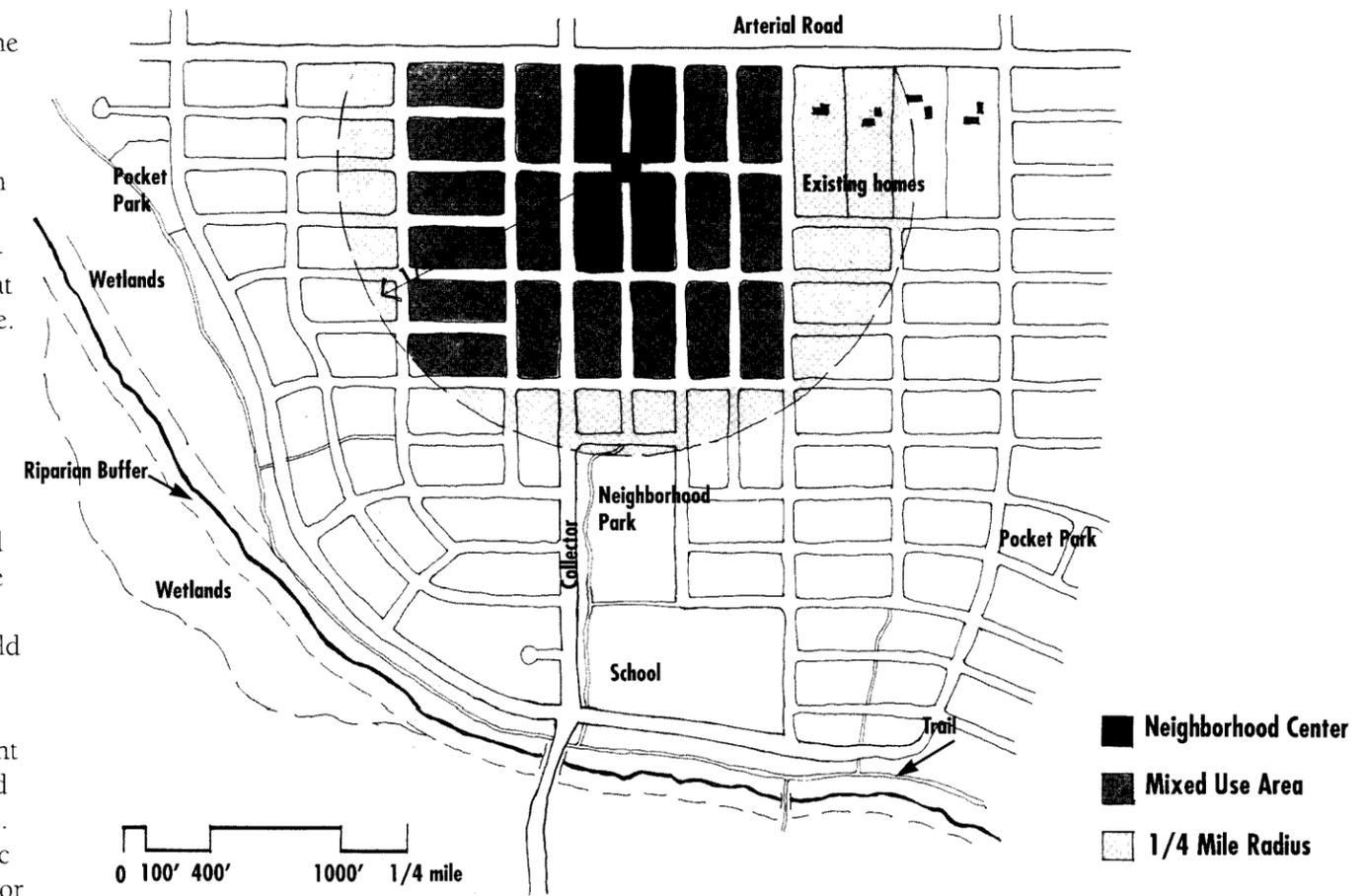


Figure IV-6 Plan Diagram of a Typical Neighborhood Village

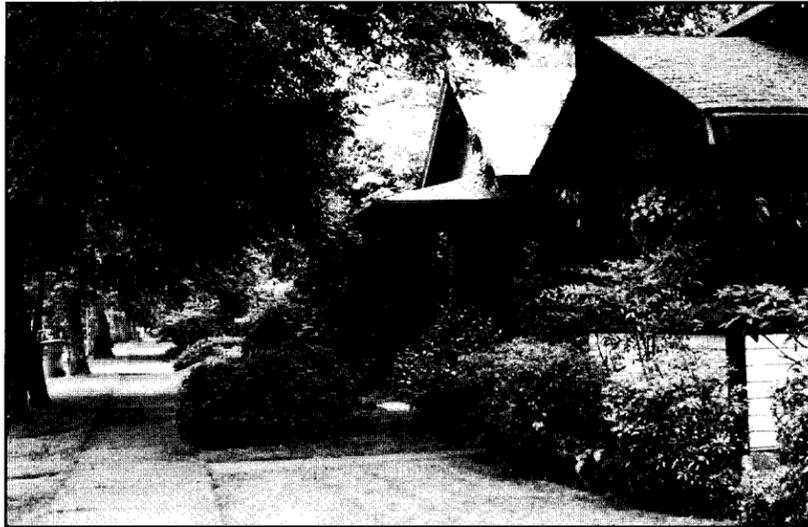


Figure IV-7 Porches. Porches allow residents to overlook and interact with street life.

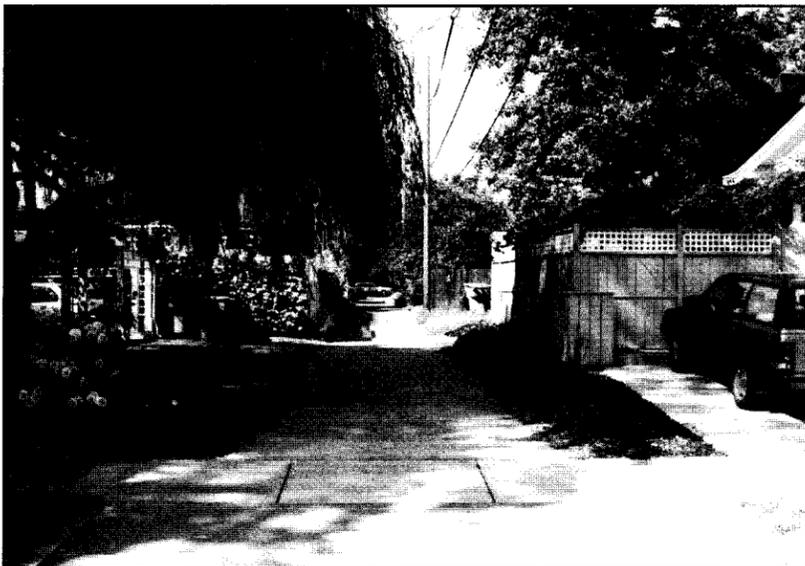


Figure IV-8 Alley. Alley spaces are appropriate for vehicle storage, trash and utilities, and they also provide casual public space.

#### 4.1 (b) Design of the Neighborhood Village

**Neighborhood Center.** One of the driving principles behind the neighborhood village concept is the desire to create real neighborhoods rather than merely subdivisions. Each neighborhood village must set aside land and establish the basic framework for a neighborhood center (See Figures IV-10,11,12, and 13). The ground floor of buildings in the neighborhood centers should be predominantly retail, including small-scale shopping (such as video rentals, convenience shopping and bakeries), professional offices (such as medical and dental clinics, insurance and real estate offices), personal services (such as barbers and beauticians), and eating and drinking establishments. Public or semi-public uses could include day care facilities and branch libraries. Offices may occupy the upper floors of these buildings. Residences may occupy the upper floors of these buildings, as well, and the ground floor except along designated shopping streets. Places of public assembly and other uses requiring large amounts of parking are not allowed in the center.

This plan proposes two scales of neighborhood center, a major center and a minor center. Every neighborhood center must include a 1/2 acre public open space. The public space in a neighborhood center may be a park or plaza or may include a modest public building, such as a community meeting building or branch library. Every neighborhood center must also include at least one shopping street, one to two blocks in length. The shopping street is intended to be an active pedestrian area, aligned with a concentration of retail services and eating and drinking establishments on the ground floors of all buildings. The shopping street may intersect with another pedestrian-oriented commercial street.

The major neighborhood center may occur only at the intersection of an arterial road with a collector road. It may range from 2 to 5 acres in size. Larger retail outlets, such as grocery or drug stores may occur on sites adjacent to the arterial road. These facilities must, however be placed at the edge of the shopping street and have a major entry on this street. Mixed-use buildings may be as high as four stories in a major neighborhood center.

The minor neighborhood center is smaller and intended to serve the smaller neighborhood villages. It may occur only at the intersection of two collector streets. The minor center is intended to be approximately 2 acres in size. No large stores are permitted in

this center and building heights are limited to three stories.

Neighborhood centers are not intended to support community scale shopping centers, nor will they offer the full range of goods and services found in such centers. Nearby shopping centers that will serve West Corvallis-North Philomath are located or planned at Timberhill (Walnut at Kings), 53rd at Philomath Boulevard, along Philomath Boulevard in downtown Philomath and other locations.

**Residential Land Use and Housing.** The WCNP Plan requires a mix of housing types at a variety of densities within each neighborhood village. This mix will help meet the needs of the different kinds of households who now live — and are expected to live — in the Corvallis-Philomath area. The intent of this plan is to encourage developers to utilize the allowable higher densities of both multiple-family and single-family housing to assist the community at large with the provision of affordable housing units.

To achieve balance and integration of a range of housing types, sizes, and densities, neighborhood villages rely on three criteria.

- First, each neighborhood is required to achieve an overall density of at least nine dwelling units per net acre of residential land.
- To reflect the demand for rental and higher-density housing within the region, at least one-third of the units must be either in multi-family or attached single-family structures.
- Finally, to meet the continuing demand for single-family housing while reducing land costs, the majority of residential land in each neighborhood should be for higher-density single-family housing, either detached (generally between six to nine dwellings per net acre) or attached (generally between nine to 12 dwellings per net acre).

Densities of around nine units per acre have been found to encourage greater transit usage. The City of Corvallis' Intensive Development Sector designation, which had been applied to some of the proposed neighborhood village areas, required densities of greater than six units per acre.

In addition to the importance of land use and overall design to the success of the neighborhood villages, other more site-specific design plays an important role in creating a quality neighborhood. The design of buildings, their placement on lots, the location and

extent of parking all contribute to the fine-grained, human-scaled character of new neighborhoods.

**Building Height.** To use land within the neighborhood villages more efficiently while maintaining a human-scaled neighborhood, the West Corvallis-North Philomath Plan supports the construction of two-story single-family housing. Where multi-family housing is located adjacent to or interspersed with single-family housing, it too should be built to no more than two stories. In the mixed use areas, up to three-story multi-family structures are encouraged. In the major neighborhood center, three and four-story mixed use buildings that include multi-family housing are an important part of the neighborhood village concept.

**Placement of Buildings on Lots.** Streets that are more attractive and inviting for pedestrians and are seen as an extension of adjoining uses can help make neighborhoods more pedestrian-friendly. To achieve this, houses, stores, offices and public facilities should place their main entrance facing public streets rather than to parking lots or garages. Setbacks from the street should be limited to create more of a sense of enclosure on the street (“Enclosure” is the sense that the street is a public room watched over by the adjoining homes rather than an open area that belongs to no one.) In neighborhood centers, buildings should be set on or very close to the street edge property lines (See Figure IV-9). Front porches on houses, restaurants and other compatible buildings provide a semi-public space and an ideal sitting area from which people can watch the street and see their neighbors (See Figure IV-7). Awnings or overhangs on the buildings along shopping streets provided weather protection and encourage more pedestrian use during inclement weather. In commercial areas parking should be located to the rear of buildings and away from main shopping or pedestrian streets. In residential areas, garages should be placed behind the front building line of any structure and preferably behind the structure by taking access from an alley.

**Alleys.** The inclusion of alleys provides the opportunity to make streets more pedestrian-friendly and to allow more compact development. Placement of vehicular parking along an alley limits curb cuts and driveways along the street and orients more of building frontages to the sidewalks. Sidewalks become safer and more pleasant (The Harding neighborhood in Corvallis is a good example of the positive effect that alleys can have). Utilities and

garbage/recycling collection can take advantage of alleys. Alleys may also provide a form of casual public space. Alley edges are ideal spaces for fruit trees, berries, vegetable gardens, composting, surface drainage swales, and block-scaled play areas such as basketball hoops (See Figure IV-8).

**Landscaping.** Native plant materials are properly adapted to local climactic and soil conditions, particularly to the wet winter-dry summer regime of the Willamette Valley. To take advantage of their suitability to the site conditions and to help blend new development with the surrounding natural landscapes, this plan encourages the protection of existing vegetation and the use of native plant materials wherever possible in the new developments.

**Parks and Schools.** The development of the neighborhood villages and other development within West Corvallis-North Philomath will generate the need for active recreation and schools. The Land Use Plan suggests three school locations (either for elementary or for combined elementary-middle schools) to serve new residents. One site is within the neighborhood village southwest of 53rd and West Hills Road. The second is located on the west side of Witham Hill Road and a third is shown in the proposed neighborhood village north of Oak Creek Drive. All are intended to be located near concentrations of housing to allow more students to walk to school and thus reduce busing costs. To encourage compact development, and reduce family travel needs, this plan proposes that school sites (a maximum of 15 acres in size) be located adjacent to neighborhood parks.

The Land Use Plan also designates three new neighborhood parks of approximately five acres in size. One is adjacent to the school site southwest of 53rd and West Hills Road and a second is between the two neighborhood villages on the north side of West Hills Road. The third is located near the proposed school north of Oak Creek Drive.

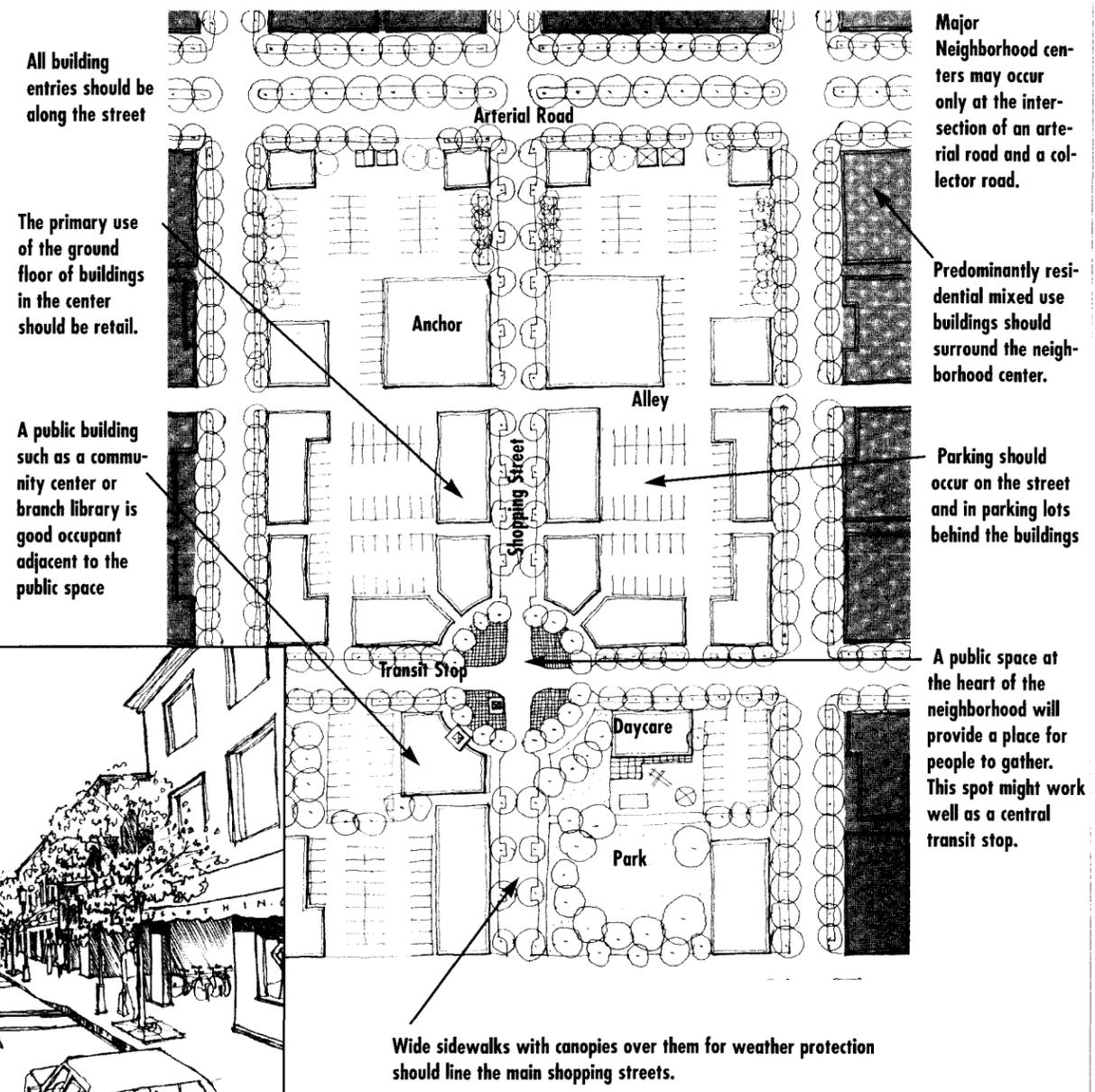
Schools and neighborhood parks provide an essential service to residents of the neighborhood villages. They are also large, together taking as much as 20 acres of the neighborhood. To ensure that pedestrian access within the neighborhoods is maintained, joint school-park sites are encouraged. These sites should be located adjacent to at least one collector street to reduce traffic impacts on residential streets. These sites should be located along bicycle and



*Figure IV- 9 Building to Street Edge. Placement of commercial buildings near the street edge helps to define the street as a public space.*

# NEIGHBORHOOD CENTER

Figures IV-10 and 11 Conceptual Plan and Sketch of A Major Neighborhood Center. The major neighborhood center may occur only at the intersection of an arterial street with a collector street. It may range from 2 to 5 acres in size and must include a 1/2 acre public open space. Larger retail outlets, such as grocery or drug stores may occur on sites adjacent to the arterial road. These facilities must, however be placed at the edge of the shopping street and have a major entry on this street. Mixed-use buildings may be as high a four stories in a major neighborhood center.



bus routes, with the school buildings as close to the neighborhood center as is feasible, while remaining outside of the mixed-use area.

The WCNP Plan encourages development of smaller pocket parks within the neighborhood villages to serve residents who live nearby. These parks, which should be maintained by neighborhood associations, should be designed to serve the recreation needs of smaller children. They also can be gathering places for adults, accessible by foot from every home. In accordance with National Recreation and Park Association standards, this plan recommends that pocket parks be up to one acre in size, occurring at a rate of one acre of park per 1000 people and located not more than 1/4 mile from any residence.

**Open Space buffers.** As the planning area develops, designing the edge between open space and developed areas to allow physical or visual access will be essential. In numerous locations, new development will abut natural open space or agricultural areas. Design guidelines should be developed to encourage a consistent approach to the design of the urban-natural or urban-agricultural edge. While blurring the distinction between open space and development has advantages, clear edges can ensure privacy for adjoining uses and prevent conflicts, particularly between residential and agricultural uses.

At the edge between public or protected open space, and housing, a road or public trail is the most practical means to define this border. Homes and businesses across the road or trail from the open space benefit from their proximity to a community resource without intruding on the natural area. A roadway or trail can also give others in the neighborhood access to the open space where that is appropriate. This plan discourages placing back yard property lines along public open spaces, however there may be instances where that is unavoidable. Tall, solid fences should be prohibited in favor of plant materials or see-through fencing along these edges.

Where residential areas abut agricultural lands, buffers of undeveloped land such as public or semi-private open space should be created to limit conflicts. Such buffers should be planted with native vegetation.

**Circulation And Trails.** The neighborhood Village requires a circulation system that emphasizes pedestrian and bicycle movement and access to public transit as much or more than automobile circulation. The neighborhood villages also use street rights-of-way both

as part of the circulation system and as “living space” for adjacent residents.

See chapter 6 Circulation, for detailed policies on pedestrian, bicycle, transit and automobile circulation within neighborhood villages and other parts of the planning area.

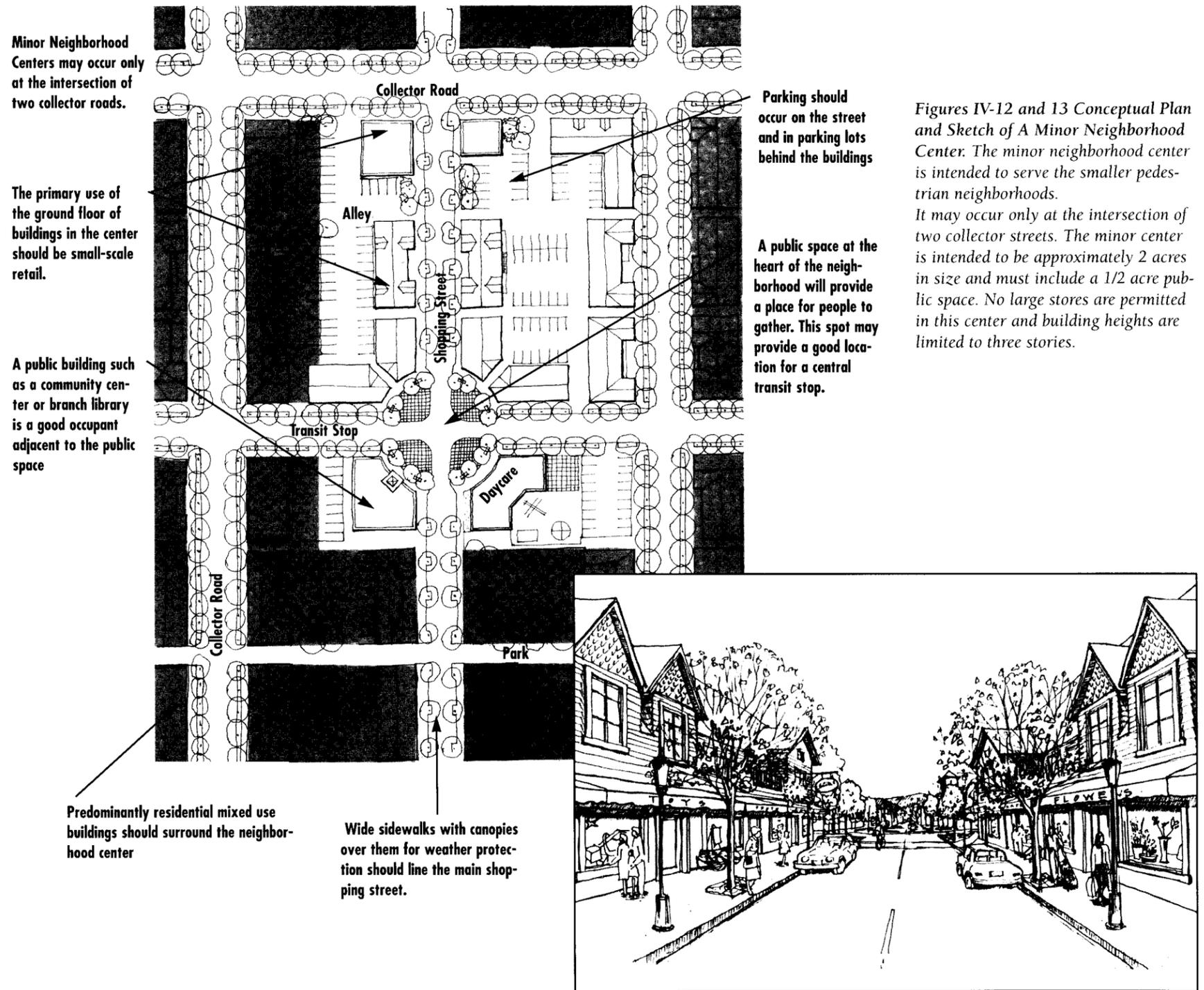
#### 4.1(c) Permitted Uses and Policies: Neighborhood Villages

##### Permitted Uses:

**Major Neighborhood Center.** These two to five acre neighborhood centers serve the larger neighborhood villages and occur at arterial-collector intersections. Allowable uses are day-to-day shopping, speciality food stores, eating and drinking establishments, personal services, day care, small clinics, and professional offices. These sites are large enough to include moderately sized grocery and drug stores. A 1/2 acre public space such as a park or plaza or a civic building that incorporates a public outdoor space is required. Primary ground floor occupants should be retail, personal and food service, and restaurants. Offices and residences may occur on second, third and fourth floors, and residences may occupy the ground floor on non-shopping streets.

**Minor Neighborhood Center.** This is a very small center of approximately two acres intended to serve the smaller neighborhoods villages. Allowable uses are the same as the major neighborhood center, however it is anticipated that primary occupants will be convenience stores, video stores and cafes. Larger stores are not permitted. A 1/2 acre public open space or a civic building that incorporates a public outdoor space is required. Primary ground floor occupants should be retail and service. Offices and residences may occur on second and third floors, and residences may occupy the ground floor on non-shopping streets.

**Mixed Use Areas** The mixed use areas are intended to provide land primarily for multi-family housing. Compatible small-scale retail (i.e. specialty shops, artists studios), professional office and day care facilities will also be allowed within predominantly residential buildings. Mixed use areas around major neighborhood centers should be approximately 10 to 40 acres. Mixed use areas around minor neighborhood centers should be approximately 10 to 20 acres.



Figures IV-12 and 13 Conceptual Plan and Sketch of A Minor Neighborhood Center. The minor neighborhood center is intended to serve the smaller pedestrian neighborhoods. It may occur only at the intersection of two collector streets. The minor center is intended to be approximately 2 acres in size and must include a 1/2 acre public space. No large stores are permitted in this center and building heights are limited to three stories.

## AFFORDABLE HOUSING

The WNCN Plan addresses the need for affordable housing both by requiring the construction of a range of housing types and densities and by reducing transportation expenses for those living in the area:

- Policy LU-G-2 directs the **mix of residential designations to reflect the range of housing needs** of residents within the Corvallis-Philomath area.
- Policy LU-I-5 encourages utilizing **public / private partnerships to assist in the creation of lower and moderate income housing.**
- Policy LU-I-6 requires that standards be developed for **accessory dwelling units** in low, medium and medium-high density residential districts and in rural residential areas in WNCN.
- Policy NV-I-3 requires that **at least one third of the homes** in the neighborhood villages be **multi-family or attached single family.**
- Policy NV-I-4 requires that the **majority of residential land** in each neighborhood village be set aside for **medium-density, single family housing to meet the demand for single family housing while reducing land costs.**
- Policy C-G-1 requires the creation of a **circulation system that emphasizes and encourages walking, bicycling and transit use.** A number of implementation policies address the mechanisms through which this will be achieved.

Housing within this designation should be developed at a maximum of 20 units per net acre (Calculations of housing potential assume an average of 15 dwelling units per net acre). The inclusion of other uses does not reduce the requirement to achieve this density of housing. No minimum square footage per lot or dwelling is required, however there shall be restrictions on building heights. Multi-family housing developments will be required to supply adequate on-site parking and common open space facilities, including playgrounds, for the residents.

**Medium-High Density Residential.** (9-12 dwelling units per net acre) The medium-high density residential designation is intended to provide a mix of housing types, primarily in multi-family structures but also in attached single-family units. This designation also allows supporting and compatible public uses that do not require significant amounts of land (such as libraries and small parks) and compatible, small-scale office uses.

Densities within this designation may range from 9 to 12 units per net acre (Calculations of housing potential assume an average of 10.5 dwelling units per net acre). A minimum of 1,500 square feet of site area per dwelling (inclusive of adjacent alleys) must be provided. Multi-family housing developments will be required to supply adequate on-site parking and common open space facilities, including playgrounds, for the residents.

**Medium Density Residential.** (6-9 dwelling units per net acre) The medium-density residential designation is intended primarily for single-family residential uses, both attached and detached. Lower-density and smaller-scale multi-family structures, such as duplexes and townhouses, are also encouraged. A range of supporting or compatible uses is also allowed, including parks, schools, libraries and similar public facilities.

Densities within the medium-density residential designation range from 6 to 9 dwelling units per net acre. (Calculations of housing potential assume an average of 7.5 dwelling units per net acre.) For detached dwellings, lots should contain at least 4,000 square feet and a maximum of 6000 square feet. Smaller lots for detached dwellings may be allowed where the smaller size is offset by the provision of public parks, private open space or environmentally sensitive lands. For attached single family dwellings, lot sizes may be as small as 2,000 square feet.

## Guiding Policies:

NV-G-1 Encourage the creation of new neighborhood villages that make efficient use of urban land and facilities, encourage walking, bicycling and transit, and provide a high-quality, human-scaled neighborhood.

NV-G-2 Establish a neighborhood center within each neighborhood village to provide basic retail and other services, to increase community identity and to encourage community interaction.

NV-G-3 Make streets and street rights-of-way important public space and an extension of adjoining residential, commercial and public uses.

NV-G-4 Provide the infrastructure needed to direct growth within the Corvallis and Philomath urban growth boundaries to designated neighborhood villages.

NV-G-5 Within urban areas, define a clear edge between open space and developed areas that encourages visual or physical access to the open space.

## Implementing Policies

NV-I-1 Revise local land use regulations to create new tools that encourage the development of neighborhood villages:

- a mixed-use zoning classification that implements and encourages the development of neighborhood centers and which includes uses such as small-scale retail, office and personal services that are not predominately automobile oriented;
- modified zoning standards and requirements that establish both minimum and maximum setback lines, minimum and maximum heights, restrictions on the location of garages and parking areas, and allow second units with limitations on size and location;
- Standards and/or guidelines that encourage orienting residential buildings to the street and encourage active public realms along the street.

NV-I-2 Require a minimum residential density of nine dwellings per net residential acre within neighborhood villages, excluding areas set aside for commercial and employment uses, public facilities and

neighborhood parks greater than four acres in size. Pocket parks developed to serve adjoining residences should be included as residential acreage.

NV-I-3 Require that at least one-third of the dwelling units within each neighborhood village must be either in multi-family or attached single-family structures to meet the continuing demand for such housing within the region.

NV-I-4 Require that the majority of residential land in each neighborhood village is set aside for medium-density single-family housing, (6-9 dwellings per net acre) either detached or attached, to meet the continuing demand for single-family housing while reducing land costs.

NV-I-5 Encourage the provision of pocket parks within neighborhood villages at a rate of at least one acre per 1000 people. Pocket parks should be up to one acre in size and no further than one-quarter mile from any residence. Provide incentives for pocket parks, including provisions to allow smaller lots adjacent to these parks.

NV-I-6 Use arterial streets, rail lines and hills and streams to define the edges of neighborhood villages. Where these neighborhoods adjoin other residential areas, require easy connections for pedestrians, bikes and transit to support the neighborhood center and encourage alternative modes of travel.

NV-I-7 Require developers of neighborhood villages to designate a neighborhood center of two to five acres that includes, at a minimum, a one block long shopping street, a one-half acre public space or plaza and a transit stop and that allows other appropriate uses including small-scale shopping, professional offices, personal services, and eating and drinking establishments. Public or semi-public uses could include day care facilities and branch libraries.

NV-I-8 The sizes and locations for the neighborhood centers shown on the Land Use Plan are approximate, and variations can be approved through the planned development process without requiring a plan amendment.

NV-I-9 Locate neighborhood centers at the junction of an arterial and a collector street (major centers), or two collector streets (minor center).

NV-I-10 The neighborhood center is to be located along an existing or future transit corridor and may incorporate an internal

transit loop within its design.

NV-I-11 Within neighborhood centers, only retail and service uses that have a high volume of pedestrian activity should be allowed to occupy ground floor storefront space along the shopping street.

NV-I-12 Within the neighborhood center and mixed use areas, store entries shall be immediately adjacent to the street right-of-way. Parking lots shall be located to the rear of buildings, and where they do not disrupt the pedestrian streetscape, may be located to the side of buildings.

NV-I-13 Large retailers (e.g. grocery stores) may be located on sites within the major neighborhood center adjacent to the arterial road. These facilities must have a major entry on the shopping street. Such retailers are not appropriate within minor neighborhood center.

NV-I-14 Use streets or public trails to define the edge between public lands and private developments, thus maintaining access to public sites. Discourage the use of solid fencing at the edge of public parks or open space areas.

NV-I-15 Orient residential, civic, and semi-public buildings (i.e. day care facilities and places of religious assembly) towards parks and other public open spaces.

NV-I-16 Encourage the fronts of buildings to face parks.

NV-I-17 Where possible, incorporate existing native vegetation or add new native plantings, particularly adjacent to open space areas.

See Section 4.4 for other policies on school development, Chapter 5 for other policies on open space development, and Chapter 6 for other policies on circulation.



*Figure IV-14 Streets as Public Space. The WCNP plan calls for the creation of neighborhoods where streets are important as public space.*

## 4.2 URBAN DEVELOPMENT OUTSIDE NEIGHBORHOOD VILLAGES

### 4.2 (a) Low Density Residential Development

While the neighborhood villages are the primary method of accommodating new housing in the urban areas of West Corvallis-North Philomath, the plan designates other residential areas. These other housing areas, some of which are already developed, are designated primarily for low-density housing and are located beyond a half-mile from any neighborhood village center.

Low density residential areas will not include neighborhood center areas, mixed use areas nor will they be required to meet the same density requirements as neighborhood villages. However, these low density residential areas should be designed, like neighborhood villages, to make walking and bicycling attractive and to create attractive living environments for their residents.

### 4.2 (b) Permitted Uses and Policies: Low Density Residential Development

#### Permitted Uses:

**Low-Density Residential.** (minimum 4 dwelling units per acre) The low-density residential designation is intended primarily for single-family detached dwellings. Attached single-family units may be allowed where each unit is on a separate lot and has ground floor living space and private open space. Supporting community uses, such as schools and parks, that are compatible with lower-density urban neighborhood areas are allowed. The design of these neighborhoods must comply with the circulation, street layout and design, parks and open space, building orientation and setback requirements.

Lots should contain at least 5,000 square feet although smaller lot sizes may be allowed in planned developments where the smaller size is offset by the provision of public parks, private open space or environmentally sensitive lands. (Calculations of housing potential assume an average of four dwelling units per net acre).

#### Guiding Policies:

LD-G-1 While not technically part of neighborhood villages, low density residential areas should be designed in the same spirit of encouraging walking, bicycling and transit use and providing a high quality human-scaled neighborhood.

LD-G-2 Design streets and rights of way to be significant public space.

#### Implementing policies:

LD-I-1 Revise local ordinances to create low density residential areas that:

- adhere to the following neighborhood village policies NV-I-5, NV-I-6, NV-I-13, NV-I-14, NV-I-16; and
- adhere to related standards for street design, setbacks, minimum and maximum lot sizes, and all other relevant provisions in this plan.

## 4.3 COMMERCE, INDUSTRY AND EMPLOYMENT

### 4.3 (a) Commercial and Industrial Development

Commerce and industry play an essential role in the health of the Corvallis-Philomath area and its daily life. Basic industries provide the jobs and income from which residents earn their livelihood, and retail and service uses provide for the daily and long-term needs of the community. While the timber industry has traditionally supplied a large share of the basic employment in Benton County, it is unlikely to regain its earlier position as the county's pre-eminent employer.

Oregon State University has also been and continues to be a significant employer in the community while employment there is likely to remain near current levels. The agricultural research activities, many of which are located within West Corvallis-North Philomath, add to this basic employment. The presence of the university has supported and encouraged new growth in technology-based industries, such as Hewlett-Packard and related technology firms. Within the West Corvallis-North Philomath area, industrial

activity is located along the rail line that runs between Philomath and Corvallis.

Retail and service uses play a secondary role, supporting and serving the businesses and residents with goods and services. Shopping areas also provide a place for community interaction, where workers and residents can meet one another and foster a sense of neighborliness.

While most of the developable area of West Corvallis-North Philomath is designated for residential uses, a considerable portion is set aside for these basic and supporting commercial and industrial uses. The Land Use Plan designates land for industrial uses north of the current Reservoir Road (currently an industrial area) and one smaller area south of West Hills Road in Corvallis. (The City of Philomath has also designated significant industrial areas south of West Hills Road just outside the planning area.) The Plan also designates commercial uses as part of each neighborhood village. Within WCNP most of the daily shopping and service needs are to be served by the retail and personal service businesses located within the neighborhood centers and are discussed in Section 4.1. A community-scale shopping center is intended for the intersection of 53rd and Philomath Boulevard. Finally, a site for research-technology uses is designated in one of the neighborhood villages.

#### **4.3 (b) Permitted Uses and Policies: Commerce, Industry, Employment**

##### **Permitted Uses**

**Shopping Center.** One shopping center site is designated in the West Corvallis-North Philomath Plan along Philomath Boulevard at 53rd Street. This shopping center is intended to accommodate large scale shopping facilities such as grocery stores, drug stores, and retail stores that handle products such as housewares, hardware, clothing, or recreational equipment. Although this shopping center will be of a community scale and therefore will be automobile oriented, it will be required to establish good pedestrian connections to adjacent neighborhoods and the shopping center itself will be designed in a pedestrian-friendly manner.

**Industrial Development.** The Industrial Development designation provides for the continuation of existing industrial uses within

West Corvallis-North Philomath. The plan allows for diversification and development of these industrial sites to take advantage of rail access, changes in markets, and site amenities. This designation primarily allows fabrication and manufacture but also allows research, office and related uses. Land intensive uses, such as large scale warehousing, that generate significant truck traffic without significant employment are prohibited.

**Research and Technology Center.** The Research and Technology Center designation provides one site for basic employment (i.e., operations with little direct service to customers) with the focus on office, research, technology development, labs and services. All activity is to be conducted within the structures. Some retail uses that serve employees may be allowed on-site.

##### **Guiding Policies**

CIE-G-1 Encourage the development of a community scale shopping area at 53rd and Philomath Boulevard.

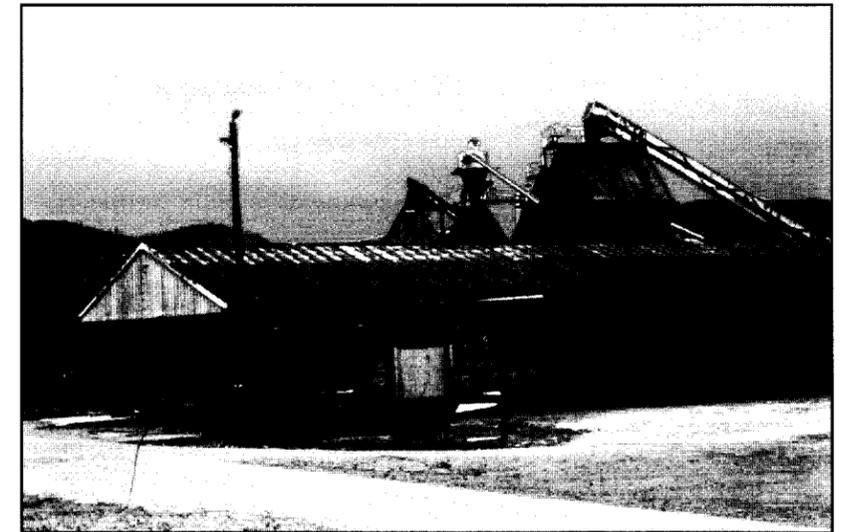
CIE-G-2 Support the expansion of basic employment within West Corvallis-North Philomath and the broader community that responds to changes in the state and national economy by providing locations for new firms and allowing firms on existing sites to expand or diversify their operations into new fields.

##### **Implementing Policies**

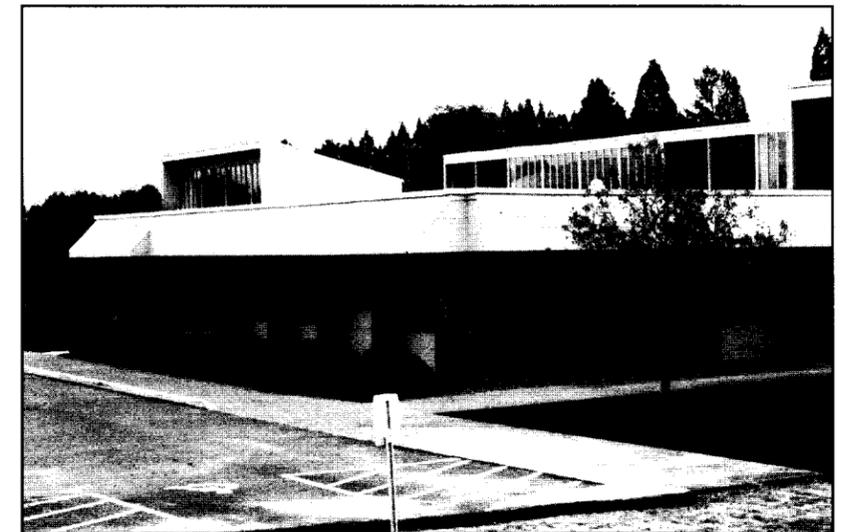
CIE-I-1 Review and revise, as necessary, City and County development codes and zoning ordinances to ensure that:

- Adequate buffers and performance standards are required for commercial and industrial development to limit impacts on adjoining uses.
- Flexibility in the use of industrial space is provided to allow changes in operations that respond to changing economic opportunities while continuing to provide significant basic employment.
- Warehousing and distribution is only allowed as accessory uses in neighborhood villages to minimize truck traffic.

CIE-I-2 Require the design of all commercial areas within West Corvallis-North Philomath to incorporate the pedestrian and



*Figure IV-15 Existing Industrial Site Located North of Reservoir Road.*



*Figure IV-16 Existing Research and Technology Site Located at 35th and Western.*



*Figure IV-17 Fairgrounds. The Benton County Fairgrounds is located on the west side of 53rd Street near Oak Creek Road. This facility provides a community gathering place, especially for agriculture-related activities.*

bicycle-friendly features called for as part of neighborhood villages.

CIE-I-3 Encourage the development of a research and technology center as part of the neighborhood village east of 35th at West Hills Road. Locate the center to be convenient to bus service and within walking distance of the neighborhood center of the neighborhood village.

#### **4.4 PUBLIC USES**

##### **4.4 (a) Public Use Needs**

**Schools** The development of new homes within West Corvallis-North Philomath, under both existing plans and this plan, will generate new students within the Corvallis and Philomath school districts. These new students will require new schools. The Land Use Plan shows three elementary school (or combined elementary-middle school) sites within the Corvallis school district. Locating those sites within neighborhood villages can help minimize busing costs by making the schools accessible by foot to many students. Caution should be taken in siting these facilities to avoid hazardous sites.

**Fairgrounds** Within West Corvallis-North Philomath, the Benton County Fairgrounds is located on the west side of 53rd Street south of Oak Creek Drive. This facility provides a community gathering place, especially for agriculture-related activities. To concur with the Benton County Fairgrounds Master Plan, the West Corvallis-North Philomath Plan calls for the expansion of the fairgrounds to maintain and expand its role in the community and to increase linkages between its facilities and the OSU research mission. The Land Use Plan designates additional land for the fairgrounds consistent with that shown on the Fairgrounds Master Plan.

The Fairgrounds Master Plan indicates the following improvements on the expanded site: a new exhibit hall with hard surface flooring for trade shows and other events; an all-weather equestrian center; a trail head for the Corvallis-to-the-Sea trail and other trail linkages; new recreational sports fields; a multi-purpose stadium; transit facilities and amenities to accommodate alternative transportation modes.

**Other Public or Institutional Uses** Places of public assembly, private schools and daycare facilities, and public service facilities such as branch libraries and fire stations are important within the community. At least one new water reservoir will be required to serve residents of the area. Siting of these must take into consideration convenient access to those served, while minimizing the impacts of large site and/or parking needs on the neighborhood villages. Uses which require large sites (greater than one acre) or generate significant parking demands are best located outside neighborhood centers and at the edges of the neighborhood villages.

##### **4.4 (b) Policies: Public Uses**

###### **Guiding Policies**

PU-G-1 Designate space for the development and expansion of facilities that serve the public within West Corvallis-North Philomath.

PU-G-2 Identify potential sites for new elementary schools or combined elementary-middle schools within the planning area to serve its residents.

PU-G-3 Encourage expansion of the fairgrounds to improve its agricultural support role in the county and to increase its linkages to OSU research.

PU-G-4 Encourage environmentally sensitive siting and development of public facilities.

###### **Implementing Policies**

PU-I-1 Work with school districts and landowners to locate new school sites within or adjacent to the neighborhood villages.

PU-I-2 Encourage school districts and parks providers to locate school sites and neighborhood parks adjacent to each other wherever possible to minimize area requirements. (This plan recommends school sites of 12 acres to a maximum of 15 acres and neighborhood park sites of 5 acres).

PU-I-3 Locate school sites and neighborhood parks within walking distance of most residents and along bus routes. School access should be from collector streets.

PU-I-4 Encourage branches of other public or semi-public services such as branch libraries and day care facilities within the planning area, especially within the neighborhood centers.

PU-I-5 Designate land for expansion of the Benton County Fairgrounds.

PU-I-6 Allow the siting of new public water reservoir wherever determined to be most feasible.

## 4.5 RURAL DEVELOPMENT

### 4.5 (a) Rural Residential Areas

The wooded hillsides of West Corvallis-North Philomath represent one of the more significant natural resources — as habitat, forest and viewshed — in the community. These hillsides also attract new residents drawn by the quiet and rustic settings that the woods and hills can provide.

Some of the planning area outside of the Corvallis and Philomath UGBs is designated for rural residential development. Most of these rural residential areas are located in the hills at the northwestern edge of West Corvallis-North Philomath area; large areas just north of the Philomath UGB are also designated for this use. The overall policy of this plan is to maintain and enhance the quality of life in these areas and not to expand them where productive agricultural or forest resources would be lost.

**Fire Hazards in Wooded Areas** Building houses in forested and natural grassland areas, exposes residents to hazards from wildland fires. The forests and grasslands in the hills of Benton County, as in other parts of western Oregon, can burn quite dramatically. Access and adequate water, however, are usually limited, making fire fighting difficult. These difficulties are worsened by the hills and valleys that make the area attractive in the first place. As more housing has been built in forested areas in the United States, damage to rural housing from fire has increased dramatically.

Cities and counties can reduce fire hazards through several actions. The first is to ensure that fire fighters have good access to the area. Clustering of development can help fire fighters by allowing them to focus their efforts in a limited area. Clustering also makes it easier for homeowners to maintain “fuel breaks” between

their homes and the nearby combustible woods. In these fuel breaks, homeowners must keep cleared away the highly combustible brush and maintain wide spacing for trees to limit fire hazards. Finally, providing on-site water supplies for fire prevention, which clustering in rural residential areas can support, can make housing safer in the wooded hills.

### 4.5 (b) Permitted Uses and Policies: Rural Residential Areas

#### Permitted Uses

**Rural Residential, 2- or 5-Acre.** The Rural Residential designation provides for single-family detached housing with accessory uses consistent with the quasi-rural character of this type of housing and compatible with nearby resources lands.

Densities within the Rural Residential designation would be no more than either one dwelling per two acres or one dwelling per five acres, as established on the Land Use Plan.

#### Guiding Policies

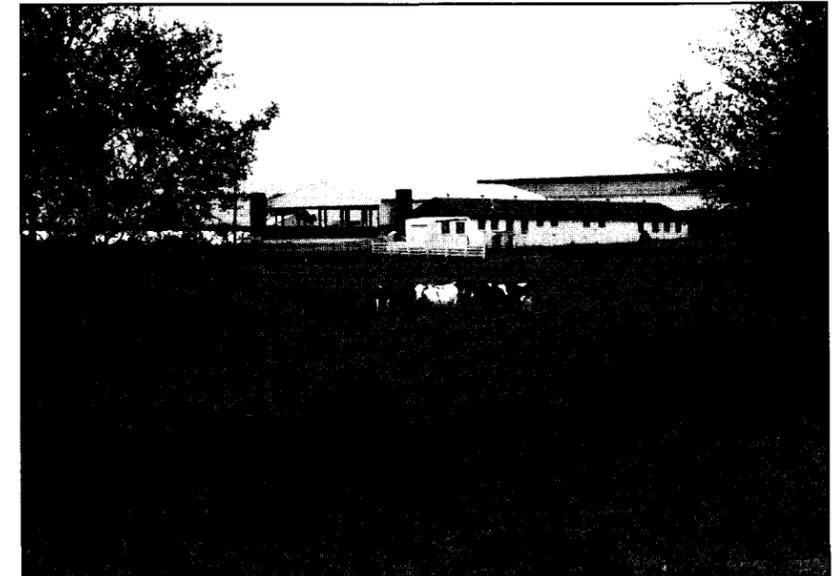
RR-G-1 Maintain and protect the rural qualities of existing areas of rural residential housing and those currently planned for rural residential housing outside of designated UGBs.

RR-G-2 Require new housing development in designated rural areas to incorporate design features that limit hazards to life and property from wildland fires.

#### Implementing Policies

RR-I-1 Continue to require that all new rural residential developments provide adequate water supply, septic systems and road connections for their development.

RR-I-2 Modify development standards and regulations to require new rural residential housing to maintain a fire break sufficient to limit hazards from wildland fires. This fire break should be a minimum of 130 feet from the main structures on the site unless the Fire Marshall determines that reduced width will not increase fire hazards.



*Figure IV-18 Agriculture.* Agriculture remains one of the main economic activities in Benton County, the Willamette Valley and Oregon and the agricultural research facilities of OSU play a major role in supporting innovation and efficiency in the farming industry.

RR-I-3 Work with property owners in wooded areas of the planning area to establish adequate fire access, either through public and private roads or easements for fire protection. Require adequate access and connection to adjoining properties, whether now or in the future, as part of development approval.

RR-I-4 Require new housing in rural residential areas to provide adequate water storage or other supplies to protect the rural cluster from wildland fires and to minimize the risk of fire spreading into wildland areas.

## 4.6 AGRICULTURE AND AGRICULTURAL RESEARCH

### 4.6 (a) Agricultural Needs

Agriculture remains one of the main economic activities in Benton County, the Willamette Valley and Oregon and the agricultural research facilities of OSU play a major role in supporting innovation and efficiency in the farming industry. (See Figure IV-18) West Corvallis-North Philomath, which contains the western edge of the OSU campus, includes many of these OSU research facilities. The OSU research lands include its dairy operation, swine and equine research, veterinary quarantine facility and turkey operation. OSU is considering moving the poultry ranch into the planning area as well.

In addition to the OSU lands, the Land Use Plan designates some areas for farm use in Benton County west of Bald Hill Park. The plan also proposes expansion of the Benton County Fairgrounds to the west of its current site. Fairgrounds in the United States, like the Benton County Fairgrounds, have traditionally served as a gathering place for farmers and others involved in agriculture within a community. The proximity of these uses allows them to support one another. The fairgrounds can provide sites for the display of livestock and other agricultural produce and conferences where information and research on farming are shared. This expansion would complement the conference facilities at LaSells Stewart Center and make more efficient use of fairgrounds.

### 4.6 (b) Permitted Uses and Policies: Agriculture and Agricultural Research

#### Permitted Uses

**Agricultural Conservation.** The Agricultural Conservation designation is applied to lands within the Corvallis urban growth boundary to maintain areas for agriculture, agricultural research and related or supportive uses. These uses include those that support the efficient use of the Benton County fairgrounds. This designation is applied where land supports agriculture or the use supports the OSU research mission; it includes OSU research lands and other agriculture conservation areas within the UGBs.

**Agriculture.** The Agriculture designation is applied to lands outside of the Corvallis and Philomath urban growth boundaries set aside for farming.

#### Guiding Policies

AG-G-1 Recognize and maintain OSU research facilities and lands.

AG-G-2 Preserve options for consolidation of OSU facilities where consolidation would support its basic research mission and improve links to the fairgrounds.

#### Implementing Policies

AG-I-1 Maintain existing OSU lands for agricultural research through zoning and review of development proposals for adjoining parcels to ensure compatibility with research activities.

AG-I-2 Require open space buffers in new developments that adjoin agricultural lands.

AG-I-3 Support continued farming activities and the introduction of agriculture-related uses in the WCNP area through designation of OSU lands as agricultural research and through support of the Fairgrounds operation.



## Open Space

### 5.1 OPEN SPACE FRAMEWORK

The West Corvallis-North Philomath Plan strongly supports the conservation of open space both within and around the planning area. The plan strives to make open space “evident” and visible to people within West Corvallis-North Philomath to help retain the landscape character of the site. Additionally, this plan promotes a system of linear open spaces and parks, interconnected by trails, that will improve accessibility to public open space for the residents. The open space system proposed in this plan forms a framework that maintains natural and open areas within view of existing and new urban areas. This open space framework is composed of:

- Public open space, including parks and trail corridors
- Wetlands, riparian corridors, floodways and other natural hazard sites
- Agricultural lands, including OSU lands
- Forested hillsides

A planned open space system, such as the framework proposed in this plan provides a wholistic vision of how parks, trails systems and significant natural resources, if conceived as an interconnecting system, can preserve sensitive natural resources, while serving multiple human functions. This framework strives to create an interconnected system of open spaces that protects riparian areas, wetlands and floodways, preserves the forested character of the hills, contains urban development, gives definition and identity to neighborhoods, offers spaces for active and passive recreation and outdoor educa-

tion, provides alternative circulation routes via a multi-purpose trail system, and links WCNP to other parks and open spaces in Corvallis, Philomath and Benton County (See Figure V-2).

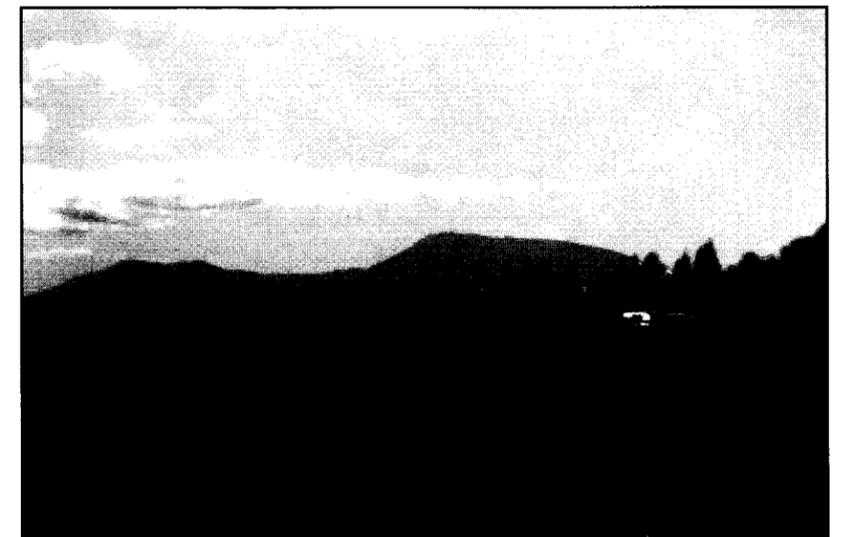
This plan is another step toward creating an integrated open space framework and greenbelt within the Corvallis-Philomath area. The open space framework is designed to connect to other open space areas within the region. Trail connections are proposed, following from adopted trails plans, to Chip Ross Park and MacDonald Forest. The Corvallis-to-the-Sea Trail would begin at the Fairgrounds and extend west through Bald Hill Park, County Open Space Park, Mary’s Peak and eventually to the Pacific Ocean. To the south, trails running through open space corridors would connect to the existing system of bicycle and walking trails (See Chapter 6 for more about the trail network).

### 5.2 PARKS AND PUBLIC OPEN SPACE

The WCNP Plan includes three kinds of park and public open space areas: major public open spaces, neighborhood parks, and pocket parks and neighborhood plazas. These areas would all be in public or semi-public ownership with physical access allowed to the public, except where limited to protect habitat areas.

#### 5.2 (a) Major Public Open Space

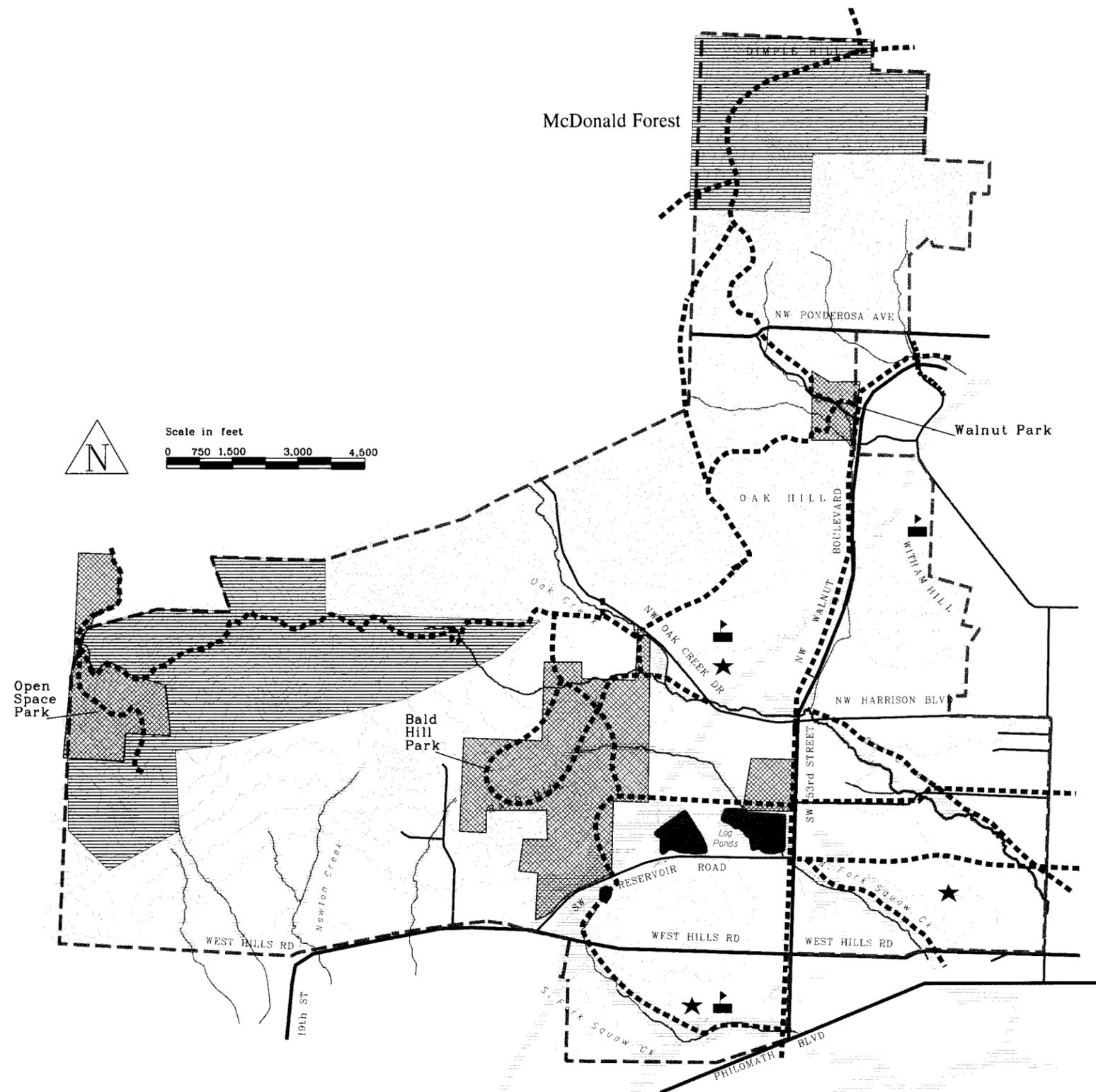
Major public open space areas include lands that are held in public ownership primarily for their natural and open space values



*Figure V-1 Mary’s Peak and the coast range foothills are visible from a variety of sites within the West Corvallis-North Philomath area.*

# Figure V-2 Open Space Plan

-  Existing public parks and public facilities
-  Open Space-Special Management Area
-  Riparian corridors, wetlands and fault zone
-  School vicinity
-  Proposed park vicinity
-  Trails: existing and proposed



with recreation a secondary activity. Within West Corvallis-North Philomath, they include the County Open Space Park at the western edge of the planning area and Bald Hill Park. These open space areas are to be managed for their natural character with public access through hiking trails a key objective. Buffered riparian corridors and wetlands provide corridors of connection to these open spaces through which wildlife and pedestrians can travel.

### 5.2 (b) Parks

**Neighborhood Parks** Within the planning area, Walnut Park currently provides some active recreation uses, although it is primarily oriented towards its natural character. In addition, Arnold Park, immediately adjacent to the area on the north side of Harrison Boulevard, will serve some residents of the planning area.

The West Corvallis-North Philomath Plan recognizes the need for three new neighborhood parks for active recreation such as field games, playgrounds, community gardening, and picnicking. These parks should be located where they are physically accessible to nearby residents by foot, bicycle and transit as well as car. These parks, which may serve one or two neighborhoods, should be linked to bikeway, pedestrian and trails systems. The minimum size of each neighborhood park shall be five acres. They should be within one-half mile of most residential areas, however due to their large size, they should not be located within higher density residential or commercial areas. Wherever possible, neighborhood parks should be located adjacent to schools to consolidate land needs, share parking areas, and reduce vehicular travel to and from these facilities. Figure V-2 shows the general vicinity of these parks.

**Neighborhood Plazas and Pocket Parks** While larger parks can preserve natural areas and provide room for active, organized recreation, smaller areas of open space also have an important role in a community. Small green spaces and plazas can provide room within neighborhoods for unorganized play for children and gathering places for teens, adults, and for senior citizens. Neighborhood centers are required by this plan to provide a one-half acre public space such as a plaza intended to provide a central gathering space. This plan also encourages development of smaller pocket parks within the residential developments. These parks should provide seating, small lawn areas and play facilities for younger children. In

accordance with National Recreation and Park Association standards, this plan recommends that pocket parks be up to 1 acre in size, occurring at a rate of one acre of park per 1000 people and located not more than 1/4 mile from any residence to be served by the park. Maintenance of neighborhood plazas and pocket parks should be the responsibility of homeowners' associations.

### 5.3 CONSERVATION AREAS

West Corvallis-North Philomath contains a number of areas where development, if it occurs, must be carefully planned. Some of these areas should remain undeveloped to conserve or enhance the natural resources found there and to protect residents from the hazards that could occur with their development. Conservation areas include wetlands and riparian corridors, important habitat areas, floodplains and floodways, slide areas and the Corvallis fault zone, agricultural lands and hillside areas that present fire hazards to development. Of these, all but the fire hazard areas are shown as elements of the open space framework. Protection of these sites is required and dedication to public agencies is encouraged.

#### 5.3 (a) Wetlands and Riparian Areas

Several streams, including Squaw, Oak, and Newton Creeks and their numerous tributaries, run through West Corvallis-North Philomath. The planning area contains significant areas of wetlands as well. These wetlands and riparian areas are important as habitat, for flood protection and drainage, for maintaining water quality and, in some cases, as trail corridors (See Figure V-4). The use of riparian areas and floodplains in their natural condition for storm runoff, rather than channelizing and culverting, has increased in recent years, in large part because the U.S. Environmental Protection Agency is requiring larger communities to improve the quality of urban runoff. (The adopted drainage plans of the City of Corvallis rely on this natural solution to runoff. ) That approach, however, will require preservation of natural riparian corridors and, in some cases, the addition of flood storage areas, to accommodate increased runoff from new urban uses.

The entire upland portion of the Newton Creek drainage basin is located in North Philomath and drains into a network of log ponds that effectively serve as a storm water retention system in

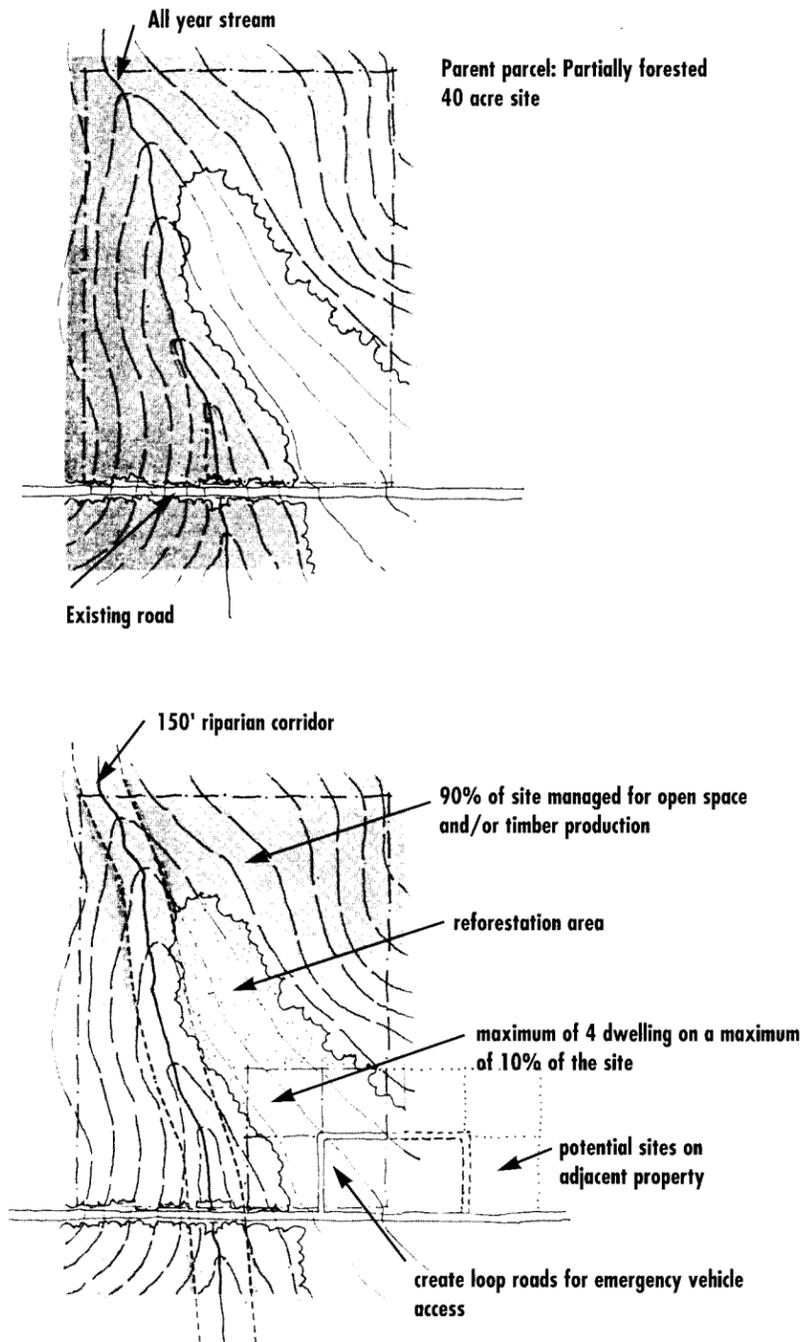


Figure V-3 Bald Hill Park



Figure V-4 Riparian area

Figure V-5 Open Space-Special Management Area



times of heavy run-off from season rains. The log ponds are south of the North Philomath planning area and remain in private ownership. The city of Philomath is working informally with the owners of the log ponds, located in areas zoned for industrial use, to develop management goals for these areas. Philomath does not have a policy for modifying the existing network of open street drainage ditches in the North Philomath area but this is an issue that could be addressed in any Philomath sponsored studies of surface water drainage patterns and future facility needs.

The importance and usefulness of stream corridors as a defining element in the design of communities is increasingly recognized. Many communities have lost opportunities to use streams to define and to bring a greater sense of the natural environment into urban neighborhoods. By placing streams at the rear of lots and even placing streams in culverts, earlier subdivision practice often obscured the form-giving capacity of these corridors.

Riparian corridors should be protected by preserving and possibly enhancing vegetated buffers along the stream corridor. The buffer area shall include the drainage way itself (top-of-bank to top-of-bank) plus areas on both sides of the drainage way equaling 1.5 times the average width of the drainageway plus five feet. (The buffer for one side =  $1.5x + 5$  feet, where  $x$  equals the width of the drainage way.) The approach that this plan proposes to preserve stream corridors is through dedication during subdivision or development review of either the stream plus buffer for public open space, or the same area for a drainage easement.

Riparian corridors can make excellent locations for trails. They provide a scenic route and their typically gentle grades make for comfortable travel. Trails, however, can have deleterious effects on riparian areas if not well-designed. Trails should be located beyond the limits of the required vegetative buffer on any stream corridor. (See Figure V-6) An adequately wide vegetated buffer zone can go a long way toward limiting human impacts on the natural systems of the corridor; the widest corridors may even incorporate equestrian trails. Stream crossings should be limited and critical habitat avoided in the siting of the trail. Street lighting near stream corridors should be limited.

### 5.3 (b) Open Space-Special Management Areas

One of consensus points on which this plan is built is the protection of hillside views within the planning area. The north-western edges of the West Corvallis-North Philomath area are made up of steep hills that rise from the lowlands within the UGBs of Corvallis and Philomath. These wooded hills give a sense of setting and limits to the urban area that is important to the community. Some hillside views are especially sensitive because they are seen from public locations like major roadways, trails and public parks. Visually sensitive hillsides include the major hills in or visible from West Corvallis-North Philomath, including Bald Hill, Dimple Hill, Witham Hill, Oak Hill above the OSU equine research facility, the ridgeline running northeast from the County Open Space Park, and MacDonald Forest. This plan recommends preservation of existing forest cover to the extent that this is safe relative to fire hazards, and in order to limit the visibility of rural housing from most of the planning area.

This plan proposes a new rural land use designation – Open Space-Special Management – on some areas that are currently designated exclusive farm or forest conservation (EFU or FC). Lands proposed for rezoning are those having steep slopes and soils with low ratings for agricultural or forestry use. The planning area boundaries were purposely drawn to include these south-facing hillsides due to their visibility from the two urban areas. It is the intent of the WCNP plan to propose land uses consistent with Oregon's Statewide Planning Goals, including Goals 3 and 4 which require the protection of valuable farm and forest lands. At the same time, community values expressed during this planning process emphasized the importance of some of the forest and farm lands under Goal 5, protection of significant viewsheds. This plan attempts to balance these goals and values.

The hillside areas within the West Corvallis-North Philomath planning area do not represent high-productivity forest resource lands. Due to arid summers and poor soil conditions, south-facing slopes, including those in the study area, tend to be less productive for timber. In the study area, significant portions of the south and south-east facing hills are Oregon white oak and oak-grassland plant communities. Douglas fir may occur at higher elevations; however, once cut, it is difficult to re-establish Douglas fir due to

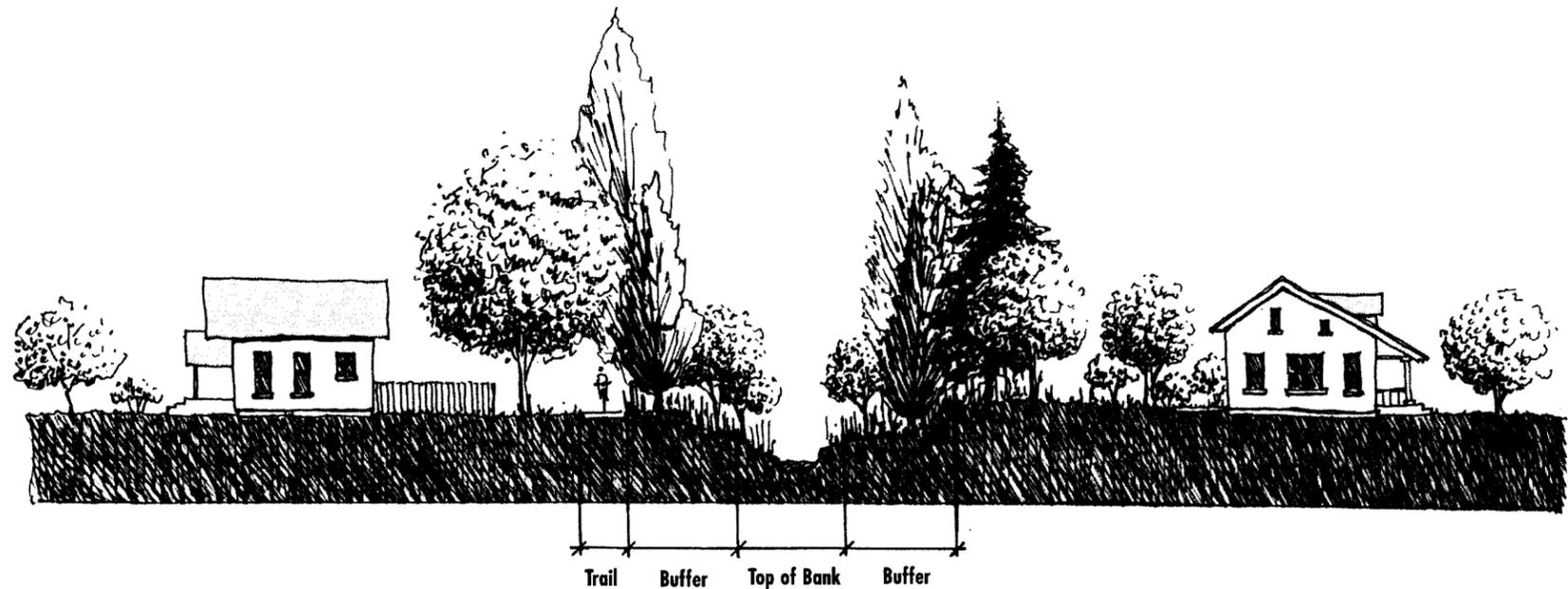
severe competition from grasses and Oregon oak. (Source: "Soil Survey of Benton County", US Dept. of Agriculture Soil Conservation Service, July 1975.)

As the majority of these areas are currently zoned for forestry use, they can be logged. Logging, while an appropriate use of resource lands, would dramatically and negatively affect the quality of this landscape. Logging could also negatively affect wildlife habitat and public access to open space areas. The Open Space–Special Management designation would require intensive forest management and selective harvesting to maintain the timber resource while limiting visual impacts and protecting wildlife habitat. Clustered rural housing would be permitted on not more than 10% of the site and, wherever possible located in the least productive area of the site.

Designation of these areas for clustered rural housing, however, should come only with strong regulations to balance modest land development on the one hand, with protection of views, establishment of wildlife and trails corridors, conservation of rare or unique habitat, and buffering of adjoining forest lands. To ensure this balancing, the plan allows development of these highly visible and significant areas only as planned developments in which the majority of each parcel is set aside for conservation purposes and a maximum of 10% of the parcel area is developed as cluster housing. In addition, the plan encourages simultaneous planning of adjoining parcels to ensure that development is coordinated, public safety protected and development costs limited (See Figure V-5).

Clustering can also help minimize fire hazards by making more substantial water supply systems feasible and making fire protection easier. Clear zones, in which highly flammable undergrowth is kept clear of structures, are easier to control where housing areas are clustered. While underbrush must be kept clear and trees more widely spaced, tree cover can be maintained through judicious spacing and siting of housing.

This clustering approach has been used in other parts of the country to preserve open space and natural areas for continuing agriculture or habitat protection and to preserve more of the rural atmosphere for rural residents. King County, Washington requires clustering in different parts of the county to preserve designated open space resources and habitat areas and to limit drainage and flooding hazards. (Source: Arendt: *Rural by Design*, American



Planning Association, Chicago, 1994) Clustering has been used on the East Coast, as well, to preserve and replicate the historic pattern of villages and hamlets.

#### 5.4 TRAILS

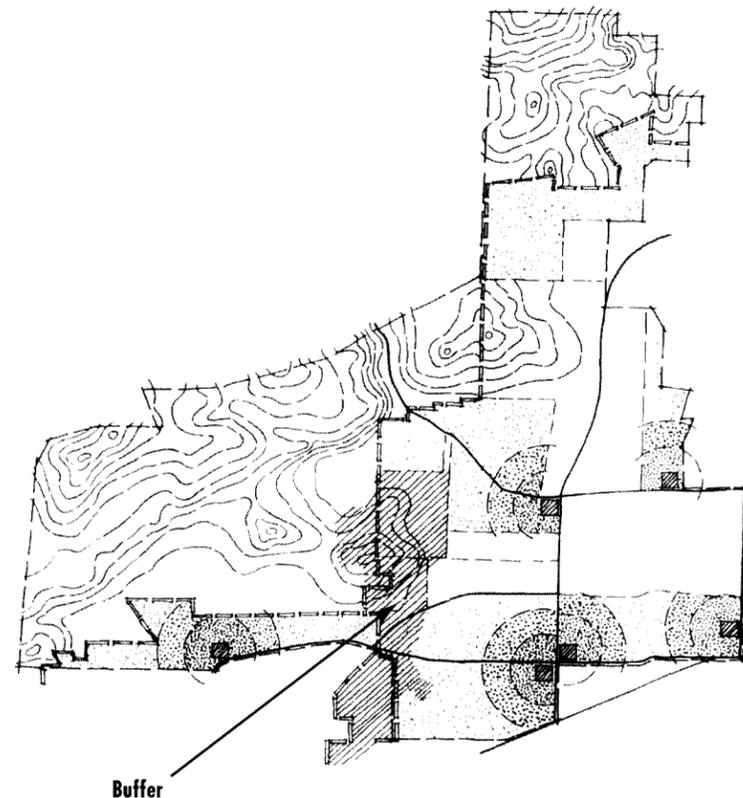
Trails play an important role in giving the public greater access to open space and in tying the open space framework together. Trail development is addressed in Chapter 6, Circulation.

#### 5.5 CORVALLIS-PHILOMATH BUFFER

Maintaining the distinct identity of the adjoining cities of Corvallis and Philomath is another of the consensus points on which this plan is built. The West Corvallis-North Philomath Plan addresses this point through the establishment of an open space buffer between the two cities. This buffer is made up primarily of other parts of the open space framework — Bald Hill Park, wetlands and riparian corridors associated with Squaw Creek, the City of Corvallis water reservoir property — with additional areas

*Figure V-6 Stream Corridor with Adjacent Trail. Riparian corridors can make excellent locations for trails. They provide a scenic route and their typically gentle grades make for comfortable travel. Trails, however, can have deleterious effects on riparian areas if not well-designed. Trails should be located at the top of stream banks, beyond the limits of the required vegetative buffer. Stream crossings should be limited and critical habitat avoided in the siting of the trail. Street lighting near stream corridors should be limited. An adequately wide vegetated buffer zone can go a long ways towards limiting human impacts on the natural systems of the corridor; the widest corridors may even incorporate equestrian trails.*

Figure V-7 Corvallis-Philomath Buffer



included to ensure that the separation between the two cities is perceptible. This open space buffer extends south from Bald Hill to Neabeck Hill (See Figure V-7).

To ensure that this separation is visible, this plan focuses on maintaining viewpoints from main roadways and entrances to visually prominent hillsides.

## 5.6 Permitted Uses and Policies: Open Space

### Permitted Uses

**Public Open Space.** Public open space includes open space and parks that are maintained in public ownership. This designation includes the County Open Space Park, Bald Hill Park, Walnut Park, and potential new neighborhood parks within or near the proposed neighborhood villages. These park and open space areas include sites for active sports fields, tennis courts, community gardens, linear parks with trails and natural areas. Pocket parks within neighborhood villages, which may eventually be private or public, are not shown on the Land Use Plan.

**Open Space-Special Management.** This designation is intended to manage forested lands for timber harvest and to preserve hillside views, protect wildlife corridors and habitat, minimize fire hazards and allow trail corridors. Clustered single-family detached housing with accessory uses consistent with the quasi-rural character of this type of housing and compatible with nearby resource lands will be allowed on no more than 10% of a parcel.

Development of these areas shall require a planned development approach and the clustering of housing sites. The maximum number of dwelling units allowed shall be calculated by dividing the acreage of the parent parcel by 10. Existing residences shall be included in this count. (Example: 40 acre parent parcel with one existing dwelling; dwellings possible: 4; new dwellings: 3.) Lots must be clustered and permanent open space areas established. The dwellings must be clustered on maximum of 10% of the original parcel. The balance of the parcel or parcels shall be set aside as permanent public or private open space. Small lots of approximately one acre, are encouraged, although they shall be large enough to provide adequate area for sewage treatment.

### Guiding Policies

OS-G-1 Establish and maintain a framework of open space lands within West Corvallis-North Philomath that conserves natural resources, limits and defines urban areas, provides recreation and physical and visual access to green spaces, and supports agriculture within the county.

OS-G-2 Connect the open space framework with open space areas in other parts of Corvallis, Philomath and Benton County.

OS-G-3 Ensure that open space is easily accessible to residents both physically and visually and is made an integral part of the design of new neighborhoods.

OS-G-4 Create a distinct edge to urban areas and separation between Philomath and Corvallis by establishing a Corvallis-Philomath buffer.

OS-G-5 Maintain West Hills Road, Reservoir Road and Philomath Boulevard (Highway 24/30) as scenic roadways as they pass through the Corvallis-Philomath buffer.

OS-G-6 Provide a range of park and open space facilities and services to meet the diverse needs of an urban population.

OS-G-7 Locate neighborhood parks, plazas and pocket parks so that they are close to where people live.

OS-G-8 Retain the characteristic views of wooded and grassy hillsides to help define the West Corvallis-North Philomath area and retain the area's intrinsic landscape character.

OS-G-9 Allow for new rural residential development in areas that are marginal for resource protection and where such development can better achieve the goals of protecting hillside views, maintaining habitat and acquiring trails and fire access.

OS-G-10 Require clustering of housing in Open Space-Special Management Areas to preserve hillside views, encourage preservation of natural habitat and corridors, buffer resource lands, minimize fire hazards and limit development costs.

### Implementing Policies:

OS-I-1 Work with private landowners to obtain dedications of open space lands for trails and preservation of natural systems.

OS-I-2 Acquire land for and develop neighborhood parks at least five acres in size to serve residents within the UGBs of Philomath and Corvallis.

OS-I-3 Locate neighborhood parks adjacent to school sites, where feasible, to minimize site requirements and development costs and to support both uses.

OS-I-4 Encourage the provision of pocket parks in residential areas. (See policy NV-I-5).

OS-I-5 A reduction in lot size (up to 10% of the total lot area) may be allowed on lots immediately adjacent to or directly across a local street from neighborhood or pocket parks.

OS-I-6 Utilize existing public open space, environmentally sensitive areas and land-extensive public facilities as the core of the Corvallis-Philomath buffer.

OS-I-7 Where feasible, incorporate trails as part of stream corridors as identified on the Circulation Plan, Figure VI-1.

OS-I-8 Encourage the adoption of development codes that address both flood control and water quality through the use of best management practices for all storm water facilities in the planning area.

OS-I-9 Locate trails at the edge of riparian buffer zones to minimize impacts on the natural functioning of the stream corridor and to preserve flood capacity (See Circulation Plan, Figure VI-1).

OS-I-10 Create a new Open Space-Special Management zoning district as indicated on the Land Use Plan (Figure IV-1). This new zoning district should:

- Establish a base density of one home per 40 acres except in planned cluster developments where up to one home per ten acres may be permitted;
- Encourage lot sizes not larger than one acre, although they shall be large enough to provide adequate area for septic drain fields and a well, unless the well and drainfield are located on the remainder parcel.
- Require clustering of new housing on no more than 10 percent of the site; the balance of the site must remain intact through a conservation easement.

- Require that sensitive natural features, including visually prominent hillsides and other environmentally sensitive or hazardous areas, be set aside as a conservation easement or open space parcel;
- Require that the siting of the residential cluster take into consideration the location of any existing residences and roadways in order to minimize impacts to the forest/open space resource;
- Require a land management plan be established as a component of such conservation easements;
- Prohibit clear-cutting of timber on conservation easements or public open space parcels; and
- Ensure the dedication of public trails as shown in the circulation section.

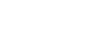
OS-I-11 As an interim measure to protect scenic view areas while Comprehensive and Development Code amendment are underway, the county should work with property owners to obtain an interim conservation easement on important forested hillsides.

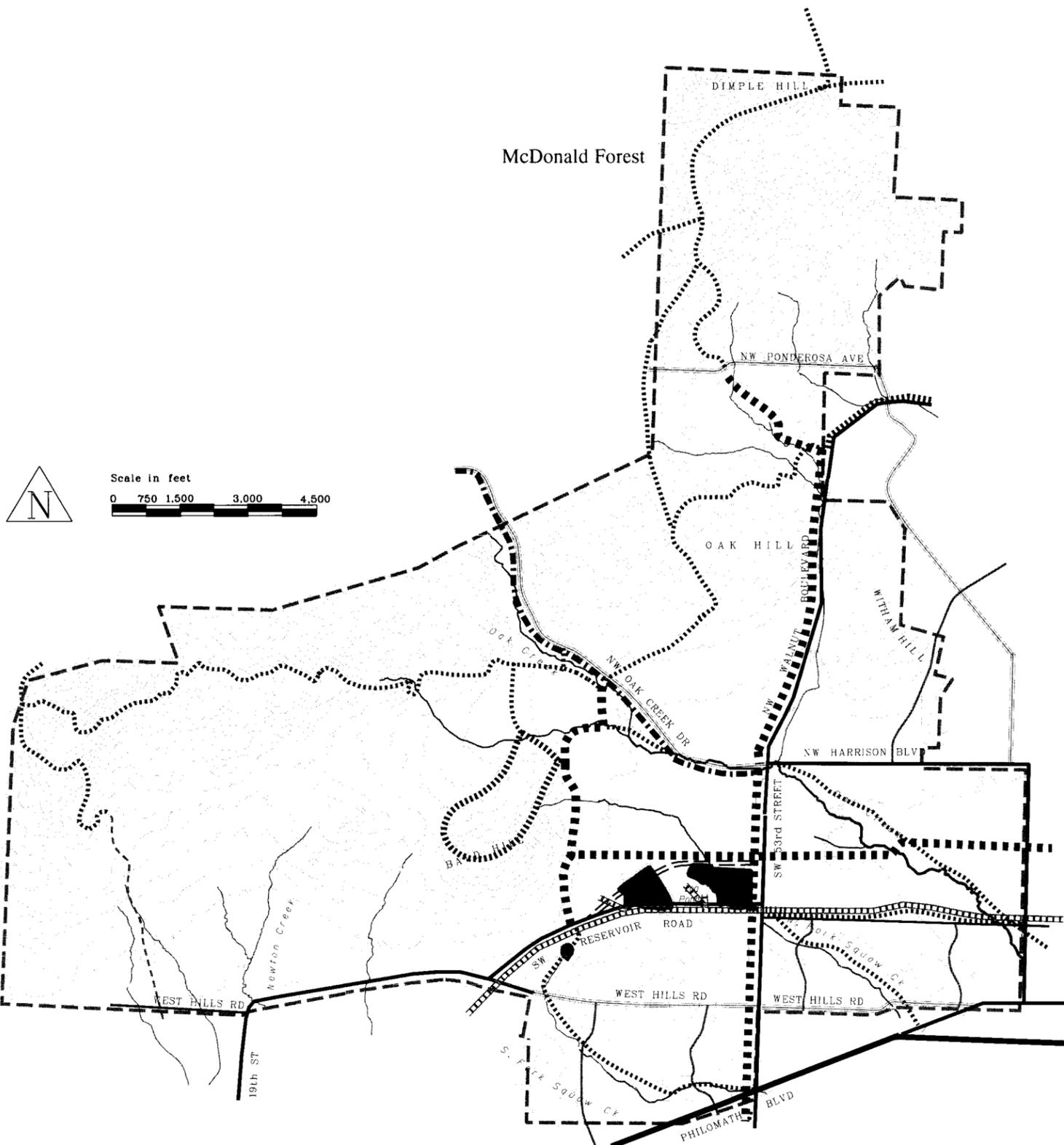
OS-I-12 Encourage acquisition or other protection of areas within the Corvallis-Philomath buffer.

OS-I-13 Require plans for neighborhood villages to identify scenic viewpoints and ensure that as development progresses views of significant hillsides will be retained.

OS-I-14 Work with property owners to establish easements along West Hills Road, Reservoir Road and Philomath Boulevard as they pass through the Corvallis-Philomath buffer to preserve views of hillsides and to ensure they remain as scenic roadways.

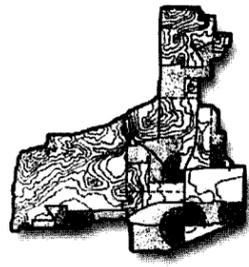
# Figure 11-1 Circulation Plan

-  Railroad
-  State Highway
-  Arterial roadway
-  Collector street
-  Proposed collector street with bike lane on shoulder
-  Proposed neighborhood street with bike lane on shoulder
-  Proposed Road
-  Existing bike lane on road shoulder
-  Proposed bike lane on road shoulder
-  Existing trails
-  Proposed trails
-  Multi-purpose paths
-  Proposed realignment of Reservoir Road



Locations of trails are conceptual and may vary as more detailed plans are drafted.

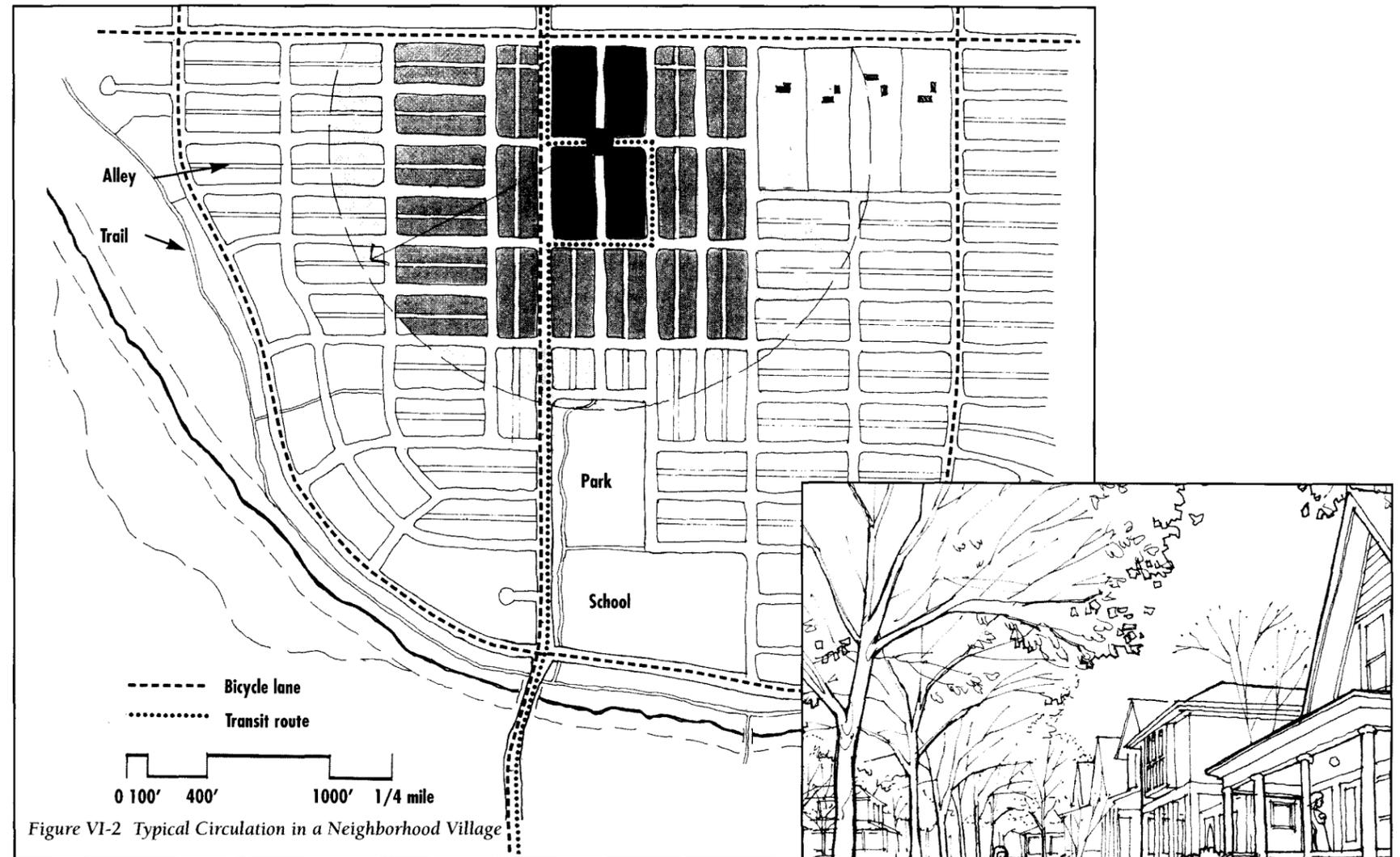
## Circulation



### 6.1 INTERCONNECTED CIRCULATION NETWORK

This section describes how people and goods move within and through the West Corvallis-North Philomath area. Communities within the US have become increasingly reliant on the automobile to shop, commute, and run errands. As the size of workplaces and shopping areas has grown and the distances between them and our homes has increased, automobile use has grown substantially. Between 1985 and 1994, vehicle miles traveled in Oregon and our region increased by an average of 4% a year. (Source: Governor's Regional Transportation Report, June 1996) Population growth is a relatively minor reason for the growth in automobile use. The major sources of increases are lengthening trips and the shift from car-pooling and transit to single occupancy vehicles. (Source: Bureau of Transportation Statistics, US Department of Transportation, "Transportation Statistics: Annual Report 1994.") In response to the growth in the use of the automobile, businesses, governments, planners and engineers have focused on ways to accommodate the automobile often at the expense of pedestrians, bicycles and transit.

While accommodating the auto, the WCNP Plan encourages the design of streets that make walking and bicycling attractive, neighborhoods that support efficient transit service, and trails that provide alternative routes for walkers and bicyclists. The network layout, street geometrics, intersection design and streetscape are all critical elements of a successful interconnected network. One of the central objectives of such a system is to minimize distance and time, even though vehicle operating speeds may be slower within neighborhoods. Safety is achieved through these slower speeds and



design of the network. The overall system offers choice of mode and choice of route through a modified grid providing frequent intersections and connections. Cul-de-sacs and dead ends are avoided.

The proposed circulation system for WCNP, illustrated on the circulation plan, Figure VI-1, and in Figure VI-2, links trails and bikeways, arterial, collector and local streets, sidewalks, alleys, and transit routes into a coherent, efficient network. A rail line also traverses the area, providing freight service between Corvallis, through Philomath and to Toledo. The WCNP area is bordered on the south



Figure VI-3 Sidewalk in a Neighborhood Village. The relationship of pedestrian facilities to buildings, landscaping and other facilities is also significant in encouraging walking. Convenient and safe connection to transit stops is critical. Drawing by Bruce Osen.

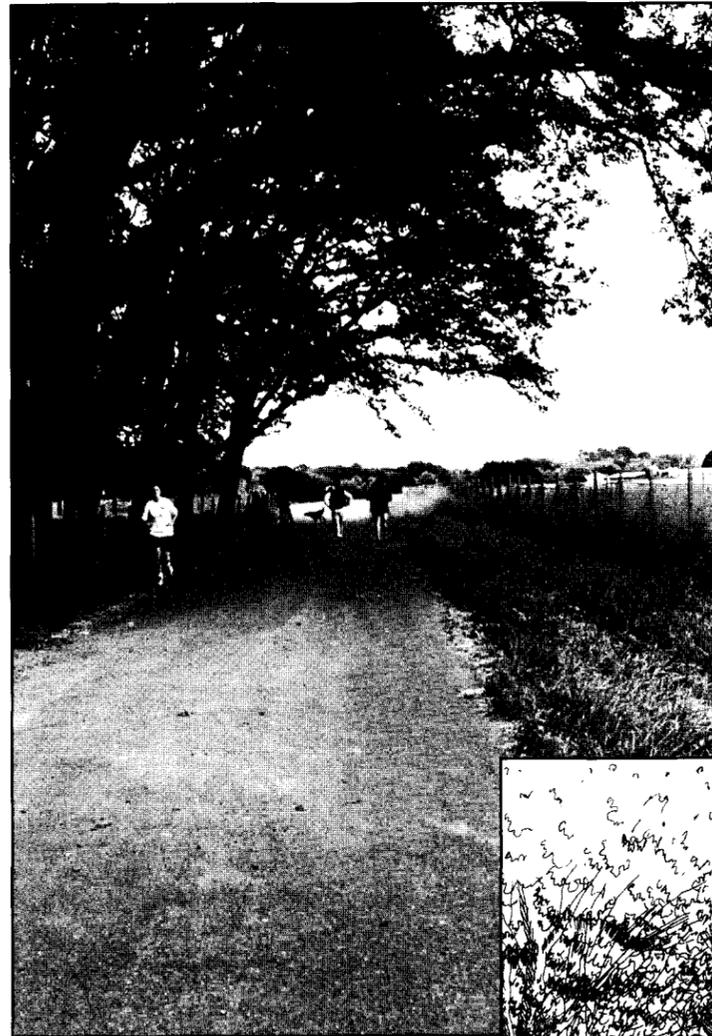


Figure VI-4 Multipurpose paths play an important role in providing safe off-street trails for recreation. Where they link up with sidewalks and on-street trails they provide alternate routes for day-to-day walking and bicycle trips, as well.

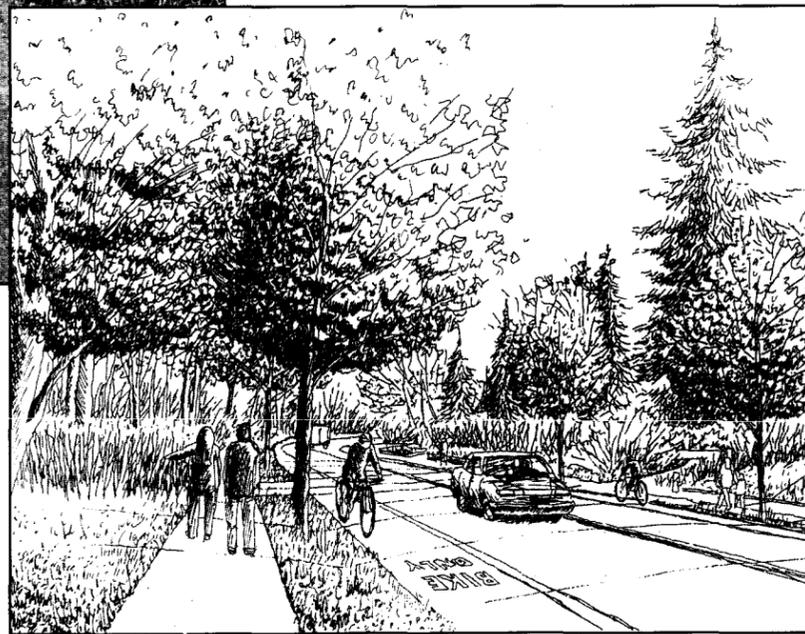


Figure VI-5 Bicycle Lanes on Collector Street

by Philomath Boulevard, (Highway 20/34), a major State highway linking Corvallis and Philomath with the rest of the Willamette Valley and with the Oregon Coast.

## 6.2 PEDESTRIAN CIRCULATION AND TRAILS

The WCNP Plan calls for the creation of a safe and pleasant “pedestrian realm”, not only to encourage walking as an alternative to the automobile, but also to create more appealing public spaces. Streets represent one of the main public areas within any city or town and their design can encourage their use both for movement and social interaction.

Pedestrians need safe, interesting and comfortable pathways and a variety of paths to make their routes as direct as possible. Street design must consider the pedestrian. Safety can be achieved through separation from vehicles or through slower vehicle speeds. Minimizing curb cuts through the use of alleys reduces backing movements and makes sidewalks both safer and more pleasant. Sidewalks separated from the traveled way by parking lanes, street trees and planting strips all help make walking pleasant. Lighting

designed for pedestrian scale is also important for both safety and a pleasant evening walk. Grade and paving materials are chosen to accommodate pedestrian needs which include baby strollers and wheel chairs. Separated paths and trails can provide alternate routes in association with open space.

Direct routes are possible through shorter blocks, frequent intersections, and good connections to trails and other streets. Pedestrian facilities must be an integral part of street design and the circulation system. These facilities include adequately wide sidewalks, narrowed intersections, and pedes-

trian islands along arterials to make crossing safer. Within neighborhood villages and other urban areas, the width of sidewalks should reflect potential density of use. Within a neighborhood center, rights-of-way should be sufficient to provide 10 to 14 feet of sidewalk width. Within residential neighborhoods, five to six feet will be sufficient.

The relationship of pedestrian facilities to buildings, landscaping and other facilities is also significant in encouraging walking. Convenient and safe connection to transit stops is critical. As discussed in Chapter 4, shops and other commercial and public buildings should take direct access from sidewalks. Providing shade and weather protection are also elements which enhance the pedestrian experience. Street trees and awnings in the neighborhood center are important. Occasional benches along sidewalks and trails are of particular benefit to elderly walkers and parents with young children.

Trails are important both to connect neighborhoods and to provide recreational opportunities and connections to open space areas. Several trailheads and a number of trails which serve to provide access for the Corvallis and Philomath communities to the Coastal foothills are located in and traverse the WCNP area. The area serves as a gateway to the larger trails network in the region, and provides a link to the Corvallis-to-the-Sea Trail. The trails shown in this plan are consistent with and refine the Trails Master Plans of Benton County and Corvallis.

There are clear distinctions between sidewalks and trails and these distinctions can be used to create clear connecting points. (See Figure VI-6) These nodes can provide meeting places, interpretive stations, and transit stops as well as informal transitions from undeveloped lands.

Detail on the design of trails within conservation areas is found in Section 5.3 and Figure V-6.

## 6.3 BICYCLE CIRCULATION

Bicycling is an important means of getting around in the Corvallis-Philomath area, more than in many other parts of the state or elsewhere around the country. A larger share of commuters bike to work in Corvallis (eight percent), for example, than in any other

city in Oregon. This interest in part reflects the presence of OSU, and in part it reflects the relatively level topography of the areas of urban development which makes bicycling easier and more attractive. The relatively extensive system of existing bicycle facilities also plays a role in encouraging bicycle use. Finally, the interest of the area's residents in alternative modes of travel and outdoor recreation has made bicycling an important mode of travel.

Bicyclist, like pedestrians, want safe and direct routes. Direct routes are especially important for bike commuters. The design of the circulation network within WCNP contributes to safety and efficiency for bicyclist. Slower traffic speeds on local streets, fewer curb cuts due to the use of alleys, shorter blocks and fewer major intersections all benefit bicycle commuters. These same features also favor recreational bicyclist who would further emphasize a comfortable and pleasurable experience.

Existing bicycle facilities in the WCNP area include the paths along 53rd Street and through the OSU dairy facility which are shared with pedestrians. The separated multi-purpose path that follows Philomath Boulevard on the southern edge of the planning area is also an important recreational and commuting route. A short multi-purpose path also links 53rd Street near Walnut Park with Ponderosa Avenue. There are shoulder bicycle lanes along Reservoir Road and along Oak Creek Drive.

New facilities will include on-street lanes along both new and existing arterials and collectors where they do not currently exist (See Figures VI-6 and VI-7). Bicycles will safely share travel lanes with other vehicles along local streets.

Trail and bikeway design should reflect their purpose. Where the trail is intended for both bicycle commuting or heavy pedestrian use, it should be designed as a wide, paved multi-purpose path with easy curves and long "sight lines" (the distance one is able to see down the trail). Where the trail is intended for strolling or hiking in open areas, narrower, gravel or bark-covered trails with tighter curves are appropriate.

Bicycle parking in secure, convenient and, wherever possible, covered locations should be an integral part of the design of both circulation elements and site development.

#### 6.4 TRANSIT

Transit service provides another alternative to the automobile. This alternative is particularly important for the young and elderly who often have no access to a car. Transit can also serve lower income households with only limited access to a car. Transit, by reducing the number of automobile trips, can improve air quality within the Corvallis-Philomath area and reduce congestion on the roadway system.

The attractiveness and efficiency of the bus system can be increased in several ways. Bus lines that run through higher-density neighborhoods put transit closer to more potential riders and reduce walking distances. Transit ridership increases when housing densities reach nine to twelve units per acre near transit stops and nine units per acre overall.

Creating more pedestrian-friendly neighborhoods can make walking to a bus stop more pleasant, and making transit stops safe and attractive can make the wait more pleasant as well. A major transit stop within each neighborhood center should be designed as a multi-modal hub, providing appropriate access and shelter for pedestrians and bicyclists. Weather protection, lighting, signage and seating are important. Bus routes that link major destinations, including job centers, downtown Corvallis and Philomath, and the OSU campus, make the bus more attractive as an alternative to the car.

Parts of the West Corvallis-North Philomath area are now served by the Corvallis Transit System. The Plan encourages the rerouting of bus lines to serve new neighborhood villages and supports the extension of service into Philomath. Bus service within West Corvallis-North Philomath could be rerouted to serve proposed new development by incorporating the new collector streets that link neighborhood centers as a part of the bus routes. Actual rerouting will reflect the timing of development and the construction of the connecting streets that would serve the bus routes.

#### 6.5 ROADWAYS AND AUTOMOBILE CIRCULATION

The system of streets within a city or rural area must accommodate the automobile, responding to demands that they place on streets and roads. Streets, however, must also respond to and accommodate other users including pedestrians, bicycles and buses.

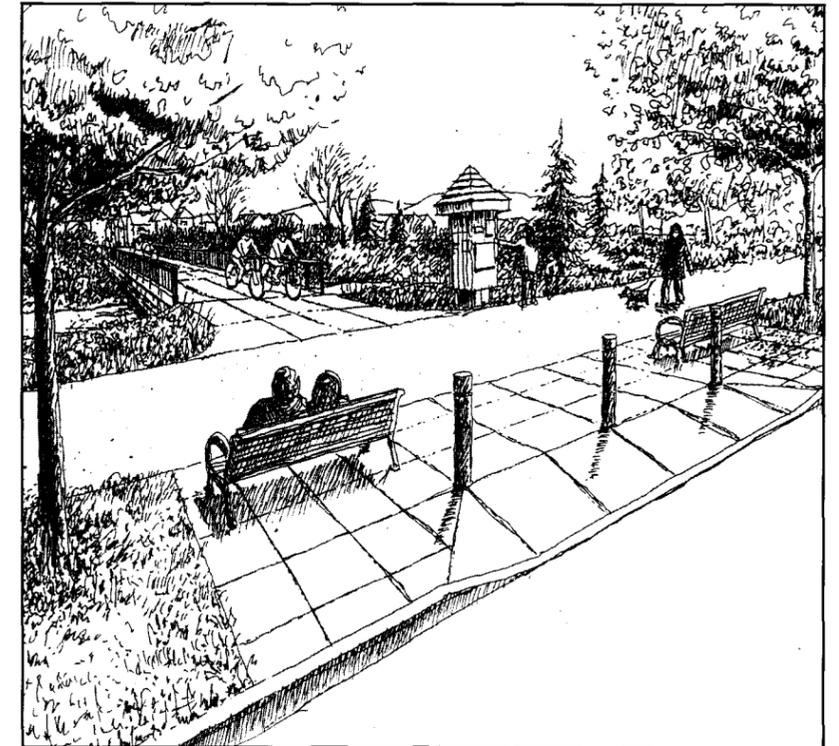


Figure VI-6 A connecting node between trail and sidewalk.

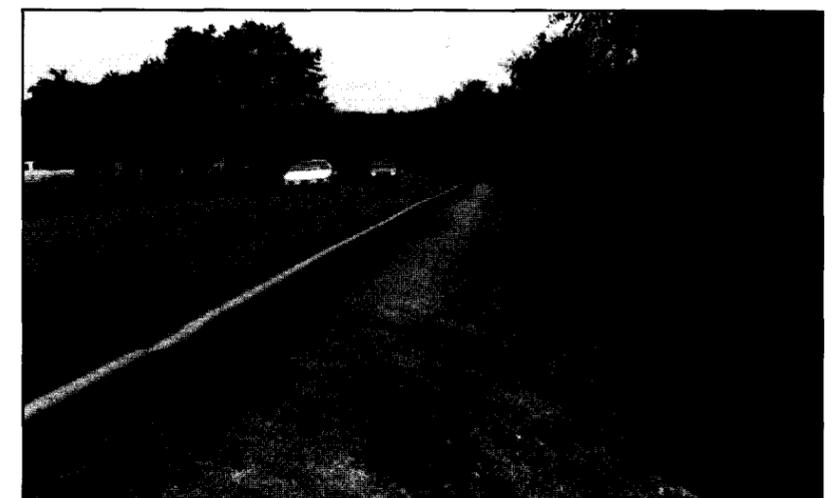


Figure VI-7 Existing arterials and collector streets will be improved to include bicycle lanes.

# Circulation

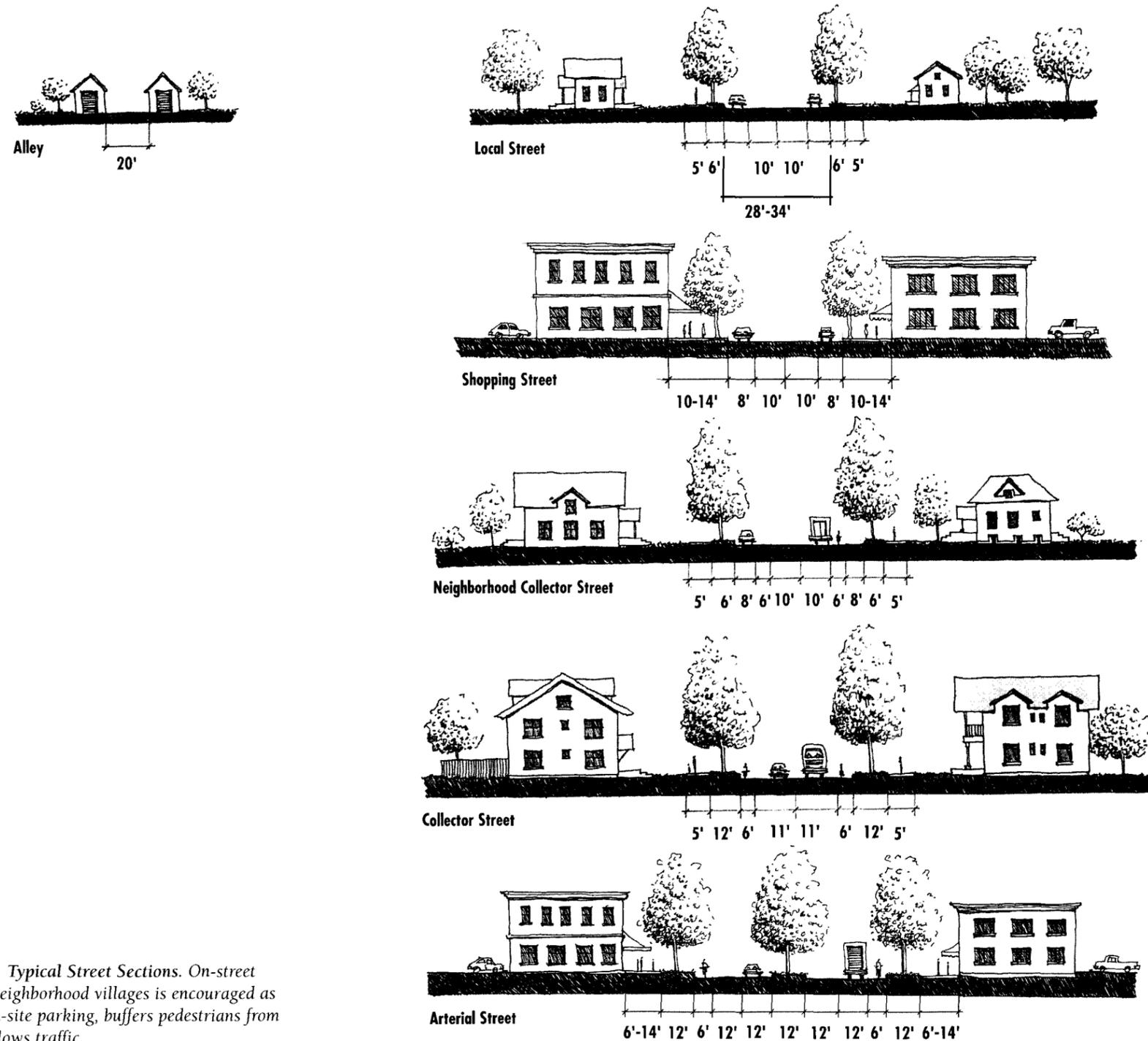


Figure VI-8 Typical Street Sections. On-street parking in neighborhood villages is encouraged as it reduces on-site parking, buffers pedestrians from traffic and slows traffic.

And, because streets are public places, their design must also make a place for meaningful social interaction. The challenge is to devise a street system that balances these competing needs.

The WCNP Plan tries to find balance in a design that emphasizes pedestrian and bicycle needs as much or more than automobile needs within neighborhoods and residential areas while providing for arterial streets and highways that efficiently move vehicular traffic through the area.

The design of the circulation system must reflect the needs of adjoining land uses and the demands they place on the system. The street network incorporates a hierarchy of street types - arterials, collectors, neighborhood collectors and local streets that reflect these differing demands. Figure VI-8 shows cross sections for these streets. This plan emphasizes the different roles each of these street types plays in meeting the two main objectives of roadways: providing for movement through an area or providing access to adjoining land uses. Arterials emphasize the first role, serving through traffic with limited access to adjoining properties. East/west arterials serving the area include Harrison Boulevard and Reservoir Road/West Hills Road. Arterials providing north/south connections include 53rd Street/Walnut Boulevard and 35th Street.

Collectors provide the next level of service in the roadway hierarchy, accommodating less traffic than arterials and linking the local street network to the arterials. Collectors currently serving the WCNP area include Oak Creek Drive, Witham Hill Drive/36th Street, West Hills Road between Western Boulevard and 53rd Street, and a yet to be constructed street between 35th and 53rd Streets south of the railroad right-of-way.

Neighborhood collectors are intended to carry more traffic than local streets, but designed for compatibility with surrounding residential activity. West Hills Road between 53rd Street and Reservoir Road will function as such a roadway, as will new neighborhood collectors linking West Hills Road with Philomath Boulevard and with the to-be-built collector along the rail right-of-way, and the extension of Circle Boulevard from Witham Hill Drive to Harrison Boulevard.

The shopping street is a narrow street located in the heart of the neighborhood center, intended for pedestrian traffic and slow vehicular movement. The shopping street has wide sidewalks and

parallel parking along the street edge. Each neighborhood center will have at least one shopping street.

Local streets are designed for access to adjoining homes and businesses rather than longer-distance travel. Local streets, however, can be key in promoting pedestrian movement among the houses and stores within neighborhoods.

The fundamental element of the WCNP street system is a modified grid network, with shorter blocks and thus more frequent intersections in the neighborhood villages. Dead ends and cul-de-sacs are allowed only where necessary due to topography or natural features. The smaller and more numerous intersections disperse traffic, increasing the overall efficiency of the network. Alleys are encouraged as they reduce the need for curb cuts which interrupt pedestrians and bicyclist. They also provide a space for utilities and services such as garbage collection, removing those less pleasant elements from the street space.

To make local streets more hospitable for pedestrians, to slow vehicle speeds and limit the cost of building streets, the WCNP plan encourages narrow roadways. (See Figure VI-8) Local streets generally should not exceed 28 feet in pavement width. Narrower widths are encouraged. Where a local street would serve development on only one side (for example where the street defines the edge of a stream corridor), rights-of-way should be reduced further by eliminating sidewalks on one side and perhaps one parking lane. The retrofitting of existing streets and the specific alignment of new streets will depend on and be modified in particular locations to respond to significant trees, natural features or existing homes.

On street parking in neighborhood villages is encouraged, as it reduces on-site parking, buffers pedestrians from traffic and slows traffic.

## 6.6 POLICIES: CIRCULATION

### Guiding Policies

C-G-1 Create a balanced and integrated circulation system that emphasizes and encourages walking, bicycling and transit use, while accommodating continued use of the private automobile. Emphasize pedestrian and bicycle movement as much or more than auto move-

ment in design and development of the street and circulation system.

C-G-2 Distinguish among streets and roads based on their roles in providing for through traffic or providing access to adjoining properties.

C-G-3 Encourage walking, both for pleasure and as an alternative to the automobile, by ensuring that streets and other pedestrian facilities create a pleasant pedestrian environment and provide direct routes within and between neighborhoods.

C-G-4 Ensure that the circulation system in West Corvallis - North Philomath provides safe and direct bicycle routes that link the area to the rest of Corvallis and Philomath to encourage greater bicycle use for commuting and recreation.

C-G-5 Provide an efficient and attractive bus service within West Corvallis-North Philomath that links the area to the rest of the Corvallis-Philomath area.

C-G-6 Promote safe and efficient vehicle circulation.

C-G-7 Design streets to reflect adjoining land uses and anticipated users.

### Implementing Policies

C-I-1 Designate arterial and collector streets, trails and bike-ways prior to development to ensure that frequent connections and adequate circulation routes are established.

C-I-2 Require landowners and developers to incorporate designated streets, trails, bikeways and transit facilities into their plans and to provide adequate connections to adjoining properties.

C-I-3 Require frequent intersections within subdivisions and other developments (at least one full intersection per 350 feet of street length within residential developments and neighborhood villages, excluding any Research and Technology areas) to provide more direct routes for pedestrians and bicyclists.

C-I-4 Prohibit the use of cul-de-sacs within residential areas inside the UGBs of Corvallis and Philomath unless terrain or existing road patterns require them. Short-term cul-de-sacs and street stub ends may be allowed to provide later connections to adjoining properties.

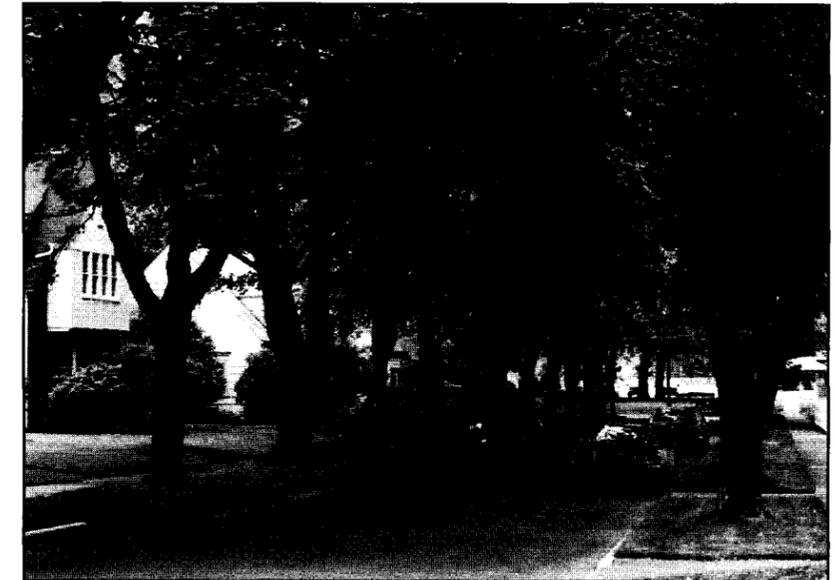


Figure VI-9 Corvallis Street. The street in this Corvallis neighborhood has many of the features of the proposed neighborhood village streets.

C-I-5 Work with existing property owners to establish a new fire road and access to the County Open Space Park.

C-I-6 Require sidewalks on both sides of a street as part of new development wherever feasible. Allow sidewalks on only the developed side of a street when the street forms the edge of designated open space.

C-I-7 Require sidewalks to be sufficiently wide to allow pedestrians to pass each other comfortably and to reflect the anticipated density of use of the sidewalk, (minimum of 5 feet in residential areas and 10 to 14 feet in neighborhood centers).

C-I-8 Within residential areas, require a planted strip which incorporates trees and separates sidewalks from parking and travel lanes.

C-I-9 Connect trails to sidewalks and streets to improve connections within and through West Corvallis-North Philomath and to create additional community space within urban areas.

C-I-10 Minimize the street width that pedestrians must cross and provide pedestrian refuges within streets by:

- Limiting intersection turning radii on local streets;
- Allowing intersection bulbing on collector streets in pedestrian neighborhoods where parking lanes are included in the street right-of-way and bulbs do not encroach into bicycle lanes; and
- Incorporating pedestrian islands in the center of arterials of four or more lanes where sufficient right-of-way exists.

C-I-11 Explore the feasibility of utilizing alternative street designs such as woonerfs in pedestrian areas.

C-I-12 Within neighborhood centers require street trees and awnings to provide shelter for pedestrians.

C-I-13 Provide bicycle lanes along all new arterial and collector streets. Add bicycle lanes whenever possible on existing arterial and collector streets as part of road reconstruction or restriping projects and related off-site improvements.

C-I-14 Seek funding to develop bikeways and other bike facilities either as part of new roads or roadway reconstruction or as separate projects.

C-I-15 Develop standards for number, design, and locational

placement of bicycle parking spaces that are consistent with anticipated levels of bicycle usage in the WCNP area. Bicycle parking in secure, convenient, and whenever possible, covered locations should be an integral part of site design and the public circulation network.

C-I-16 Reconfigure bus routes along collector and arterial streets as neighborhood villages develop to link neighborhood centers and provide more accessible transit service to residents.

C-I-17 Design streets, trails and developments to provide direct, safe and convenient access for pedestrians to transit facilities.

C-I-18 Locate transit facilities within neighborhood centers and near higher-density housing and commercial or industrial areas; require provisions for benches, shelters and pull-outs to serve new developments and projected peak period transit ridership.

C-I-19 Encourage extension of transit service to Philomath and the designated neighborhood village within the Philomath UGB.

C-I-20 Establish street standards that allow flexibility in design, especially in residential neighborhoods, and that respond to the demand generated by adjoining land uses.

C-I-21 Local streets that serve lower intensity land uses, especially single-family residential areas at all densities, should have narrower roadway widths than roadways that serve more intensive land uses.

C-I-22 Manage vehicular through-traffic on local streets through street design, recognizing that a modified grid street system disperses traffic by providing a variety of routes and that collector and arterial streets are designed as primary through-routes for residents and bus service.

C-I-23 Encourage alleys to reduce curb-cuts and the presence of garages on local streets.

C-I-24 Encourage the use of median plantings within arterial and collector rights-of-way to reduce the perceived scale of roadways.

C-I-25 Require the planting of street trees along all collector streets and on other streets within neighborhood villages as part of development approval.

C-I-26 Align new roadways to maintain vistas of hillsides.



## Plan Implementation

### 7.1 INTRODUCTION

Chapter 4, 5, and 6 identified policies which will need to be incorporated into comprehensive plans and development codes to achieve the goals of the WCNP Plan and create the land use pattern depicted in Figure IV-1. Chapter 7 describes additional steps and broad strategies critical to the success of the WCNP Plan.

As discussed in Chapter 1, the WCNP Plan is a long-range plan for a 10 square mile area. It is anticipated that full development of those areas within the UGBs of Philomath and Corvallis will take more than twenty years. The timing and phasing of urban levels of development will be influenced by a number of factors, the most critical of which are market forces, voter approvals of annexations and extensions of water and sewer services.

Because of the long range nature of the plan, the management of interim land use and development activity within the UGBs is one element critical to the ultimate success of the plan. This chapter describes development review and approval procedures that will allow limited, interim development prior to annexation and extension of services. The procedures ensure that interim development creates an environment consistent with the concepts of the WCNP Plan and that development will not impede the creation of neighborhood villages, the open space framework or the circulation network called for in the plan.

In addition to the management of interim land use and development within the UGBs, success in creating the neighborhood vil-

lages will require a proactive agenda on the part of the cities of Corvallis and Philomath. This chapter outlines several initiatives which can ensure that the long term vision for WCNP stays alive and inspiring to property owners, developers, and the larger community.

Finally, Chapter 7 discusses the steps necessary to protect the wooded hillside viewsheds so important to the character of the WCNP area. Outside the UGBs, the plan focus is on the preservation of significant scenic view areas, establishment of open space areas and development of a trail network. This strategy involves redesignating marginally productive forest and farm lands as open space, requiring conservation easements and open space management plans, and allowing small clusters of rural residences. An amendment to the County Comprehensive Plan Map is required, including an “exceptions” process to the state planning goals.

### 7.2 PLAN ADOPTION

To be successful, the WCNP Plan will need to be adopted by Benton County, Corvallis and Philomath and incorporated into local Comprehensive Plans, land use regulations, maps and special agreements. Some of these changes entail the adoption of new procedures, development standards and zone designations. Select changes require addressing Statewide Planning Goals and Guidelines to demonstrate compliance with those regulations. Modifications to existing intergovernmental management agreements are also necessary to achieve the coordinated review and

approval of urban transition development proposals. Citizen involvement and public participation are the basis for development of the WCNP Plan; interested individuals and groups as well as affected property owners have been, and will continue to be, involved in the Plan adoption and implementation process.

Specific Comprehensive Plan policies, map designations, and land use regulations proposed for modification or adoption are discussed in the earlier chapters of the Plan and are detailed in a separate document, WCNP Plan Implementation Requirements.

## 7.3 URBAN TRANSITION

### 7.3 (a) Objectives of the Urban Transition Process

Urban Transition is an interim development procedure that can be applied to any City Comprehensive Plan Map designation to permit the limited development of uses allowed in the future city zone or district. Urban Transition policies, guidelines and standards permit limited urban density development for unannexed properties that are not contiguous to city limits and cannot currently access city services. The City Comprehensive Plan Map designation identifies the ultimate urban density development opportunities for all land area within the UGB. All interim development is required to demonstrate that it will promote and not interfere with future, ultimate urban density development and provision of urban services.

This urban transition development process is intended to:

- Promote and work in conjunction with the City Comprehensive Plan Map designation and with the eventual city district zone assigned upon annexation (at which time standard city development processes apply).
- Allow limited interim urban development in advance of annexation and provision of urban services.
- Provide some financial return to property owners who desire to develop today in exchange for an understanding that annexation will occur and that only limited interim development will occur.
- Promote efficient, limited interim urban development of land

that creates an urban environment and facilitates future urban density development and provision of urban services.

- Ensure that current, interim development proposals consider and plan for the urban design and development of the balance (undeveloped portion) of the subject parcel and connectivity to (and development of ) adjacent properties.
- Provide some limited development opportunities in advance of annexation and provision of urban services thereby establishing incentives and procedures that promote urban density development that conforms with City Comprehensive Plan policies and map designations as well as city design and development standards.
- Allow limited clusters of urban development. Only the first phase cluster development is permitted in advance of annexation and provision of urban services.
- Establish adequate assurances that interim urban development complies with applicable city and county regulations and standards as well as those of other affected federal, state and local regulatory agencies.
- Ensure that upon annexation and provision of urban services, the undeveloped portion of the original parcel can be efficiently and expeditiously developed to urban densities.
- Ensure that permitted urban transition development contributes its proportional, fair share of the costs of eventual infrastructure improvements (and provision of urban services) that benefit those properties. This will be achieved through a future Local Improvement District (LID).

### 7.3 (b) Requirements and Procedures

Permits and applications for uses permitted outright or through **site plan review** are to be submitted to the County with the County being the lead agency. **Site plan** applications require a joint City - County review. Applications for **Planned (Unit) Developments** and **land divisions** require a joint City - County pre-application conference. The city will be the lead agency to receive these applications and set the conference. The fee schedule, distribution of fees, composition of the joint review board, notice

procedures and review / hearing process are as identified in new proposed procedures specified in WCNP Plan Implementation Requirements and in the modified Urban Fringe Management Agreement (UFMA) with the UFMA being the superseding authority in circumstances of conflict.

Planned Development approval would permit construction of a first phase cluster development area. The Planned Development (Corvallis) or Planned Unit Development (Philomath) submittal requirements and review procedures provide the framework for review and approval of Planned Development applications in addition to the following conditions and submittal requirements:

- Because roads in the first phase urban cluster development areas must be improved to full city standards, plans for City Standard road improvements must be included as part of the plat or development approval;
- Plans for on-site services of water, sewer / septic, fire flow and storm water detention (if required) must be provided. Plans for these on-site facilities, their construction and maintenance, must be included in the Planned Development submittal. Appropriate city, county and state regulations regarding such systems must be satisfied;
- A de-commissioning plan must be prepared detailing how the temporary, interim on-site services and facilities will be de-commissioned upon provision of urban service utility connections and how these areas will be re-developed to conforming urban density uses;
- A conceptual development plan according to city standards will be submitted including all future lot boundaries, road rights-of-way, utility easements, storm drainage easements, etc. Road, utility lines, drainageway, trail and open space network connectivity and extension to adjacent parcels must be addressed and included in the plan. In addition to the roadway dedications required for the city standard street improvements above, reservations and/or easements shall be provided for all future roadways, utility line alignments, storm water drainageways, connecting trail systems and continuous open space networks;

- The property owner must submit a binding petition to annex when the property becomes contiguous to city limits;
- The property owner must provide a binding agreement that obligates all properties included in the Planned Development to participate in future urban infrastructure improvement projects. Establishing a Local Improvement District (LID) will help fulfill this requirement.
- The property owner must agree to enter into a contract prohibiting further division of the original parcel until annexation and full plat approval and restricting the buildable areas to that shown as the first phase on the plat / development plan;
- The property owner must agree to enter into a contract prohibiting any property line adjustments or parcel consolidations in the Planned Development first phase cluster development area.

Development of a first phase cluster must comply with full city standards excluding permanent utility infrastructure improvements. Ten percent (10%) of the total parcel area may be included in the first phase, with the demonstration of adequate on-site services. If the property abuts a designated collector or arterial, the first phase cluster shall be located along a new city standard local street that connects to the collector or arterial. The first phase cluster shall begin at the intersection of the new local street and the collector or arterial. If the property abuts only a local street, then the same siting requirements apply but at the intersection with the local street. All first phase cluster developments shall abut the new, city standard local street(s). All First Phase Cluster on-site service systems including water, wastewater, fire flow and storm water detention (if required) must be designed, approved, constructed and maintained according to the appropriate city, county and state regulations regarding such systems.

### **7.3 (c) Urban Residential Transition Zone**

Lands within the city UGB's that are designated for future urban density development but are not yet annexed are administered by the county and have an Urban Residential (UR) county zoning assignment. Upon annexation, the City Comprehensive Plan Map designation determines the city zoning district. Because

the UR zone will apply until annexation, a new Urban Residential-Transition (UR-T) county zone will be adopted to implement the goals of the WCNP Plan. The new UR-T zone will be similar to the current UR zone but modified to reflect the implementation strategies of the WCNP Plan. The UR-T zone will only apply to the WCNP Plan area.

## 7.4 PROACTIVE AGENDA

Successful implementation of the WCNP Plan will require ongoing, active participation and involvement by the plan's stakeholders — the cities of Corvallis or Philomath, Benton County, land owners, developers, and the larger community. Several initiatives are recommended to help maintain the vision of the neighborhood villages as a vital and necessary future for the area. The initiatives are also intended to help each neighborhood village reflect, to the extent possible, the needs of the stakeholders through their continued participation in an ongoing planning process. The initiatives will help develop a diverse “ownership” of the plan's vision throughout the larger community, and can help avoid resistance to the neighborhood village concept based on lack of understanding of the community-wide benefits of the villages.

- Create a development framework for each neighborhood village through a collaborative process among the stakeholders.

Prior to development within the neighborhood center or mixed use area of a neighborhood village, involve stakeholders in a design process to refine the general development standards for neighborhood villages contained in local ordinances. The refinement would include the development of specific requirements to meet general performance standards. For example, it may include the specification of a list of permitted uses which meet performance standards regarding generation of pedestrian activity. The development framework also may include the establishment of themes for such elements of the public space as street furnishings, paving, outdoor seating, signage and landscaping.

In addition to ensuring that development will occur consistent with the general neighborhood village structure established by the WCNP Plan, the process of crafting the development framework for a neighborhood village should involve processes such as design charrettes in which all concerned and interested parties can con-

tribute ideas and which ensure a wide sense of ownership of the final product.

- Provide “image boards” to assist developers in interpreting the site development standards and to assist the community in visualizing the outcomes desired.

Image boards, or a collection of drawings, schematics, and photos representative of the site development standards, can provide simple, easily understood examples of the development concepts envisioned for the neighborhood villages. By using the image boards to interpret fundamental development standards, future developers can gain a sense of the community's expectations for the villages and avoid subsequent problems in later public review of development proposals. Allowing for interpretation of the image boards by developers in the creation of individual development proposals may also help foster creative and unique buildings and facilities.

- Provide expedited processes for the review and approval of development proposals meeting site development standards established as described above.

Expedited processes can function as incentives to developers to invest in creative and quality designs. More time and effort can be expanded in the plan development and building design process because less is required in the review and approval process.

- Establish a semi-permanent structure within the WCNP area for an interactive, long-term display of the neighborhood village concept. Pursue a land dedication and/or grant funds to acquire the land for public open space/recreation or other another low impact community area and to construct the facility.

Because the ultimate success and implementation of the neighborhood village concept can only occur as market factors allow over a relatively long period of time, a concurrent long-term public involvement process must be maintained to foster ongoing, community-wide support. Additionally, it is important that the community begin to view the WCNP area as a region with some urban vitality. One method of bringing this together is the creation of an inviting, interactive, publicly accessible site in the plan area containing various representations of the neighborhood village concept. To further encourage long-term interest, the site could serve as community center and the meeting place for future collaborative planning efforts for the area.

## 7.5 OPEN SPACE - SPECIAL MANAGEMENT AREA

### 7.5 (a) Long-Term Regional Values

The preservation of open spaces and scenic hillsides has been a local priority since the February 1983 adoption of the Corvallis Open Space - Hillside Goal 5 Comprehensive Plan amendments, and the process leading up to adoption. Since then, Corvallis has adopted various Comprehensive Plan policies pertaining to City scenic views, open space, ridge line areas, open space connectivity, and trails that reflect the community's aesthetics and values. Benton County has correspondingly adopted Comprehensive Plan Policies that support the Corvallis Open Space - Hillside report and other priority scenic view areas. Both jurisdictions have adopted policies regarding continuous local and regional trail networks. The Corvallis to the Sea Trail is along a ridgeline in this area. Additionally, both jurisdictions have policies supporting the transfer of development potential in order to protect significant scenic and natural resource sites.

### 7.5 (b) Acknowledging Existing Conflicts

Citizen involvement and public participation in the WCNP planning process has reinforced the area-wide value and priority for open space - scenic view area preservation. This same value has been expressed in all three jurisdictions through adopted Comprehensive Plans and in the preparation and adoption of the OSU / Mac Donald (State) Forest Management Plan. Within the past 10 years there have been a number of local efforts to procure public open space including a recent open space ballot initiative and the formation of an open space committee. A local land trust was established to pursue the acquisition and preservation of significant open space - scenic view areas. During the WCNP Planning effort, local government, the public, advocacy groups and many property owners have identified and agree that there is a direct conflict between the forest conservation resource zone designation of these significant scenic sites and the community - wide goal and value for scenic preservation of the sites. The conflict lies in the fact that in a designated forest conservation zone, local government can not limit clear cutting of trees. In fact, the harvesting of trees is one of the few uses permitted in a forest conservation zone that

provides income or financial returns to the property owner. These trees are also one of the resources that give the identified scenic view areas their special value. Additionally, logging of these marginal quality areas requires a long, extended recovery or reproduction period thus furthering the conflict.

The following are examples of locally adopted comprehensive plan policies supporting open space and viewshed protection:

### **Benton County Comprehensive Plan - Section I. Open Space, Scenic and Historic Areas**

#### ***Scenic Views and Sites Policies:***

24. Benton County will, with the City of Corvallis, jointly review the Corvallis Open Space Plan. The plan addresses areas of scenic importance and recommends methods for implementation within the Corvallis Urban Growth Boundary.

27. Benton County recognizes Dimple Hill and the hillside from Dimple Hill to Lewisburg Saddle as outstanding scenic resources. The County shall promote and support acquisition of privately owned portions of Dimple Hill by public or quasi-public agencies or groups in order to secure preservation of Dimple Hill as a scenic resource.

28. The County shall encourage the use of land management practices that will protect the scenic value of the hillside from Dimple Hill to Lewisburg Saddle in a manner which is consistent with the mission of Oregon State University's McDonald / Dunn Research Forest.

29. The Development Department shall apply sensitive land development standards to any proposed residential development above the 1,000 foot contour level on Dimple Hill.

30. In reviewing conditional use applications for construction of utility facilities, aggregate site development or expansion, or other conditional uses on Dimple Hill, the County shall protect the scenic and natural area characteristics of the site through conditions or restrictions of the proposed use.

31. The County will consider appropriate residential development density transfers for parcels containing portions of the Dimple

Hill scenic resource which are currently designated with a transitional zoning overly, in the event that these properties are redesignated for residential development.

### ***Policies Addressing Other Lands Needed or Desirable for Open Space:***

34. Benton County should create an Open Space Zone to be used in conjunction with the Open Space Use Assessment.

36. Benton County will cooperate with the cities of Adair, Corvallis, Philomath, Albany and Monroe to develop open space plans for their Urban Growth Boundary areas.

### **Corvallis Comprehensive Plan - Article 3. Natural Features and Land Resources**

3.3.1. The City shall utilize the 1982 Open Space - Hillsides Report during the review of annexations and developments for areas shown on the open space inventory.

3.3.13. Standards in the Land Development Code for Open Space / Hillside areas with steep slopes will achieve the following in areas where development is permitted:

- Plan development to fit the topography, soil, geology, and hydrology of hillsides and to insure hillside stability both during and after development.
- Preserve the most visually significant slope banks and ridgelines in their natural state by utilizing techniques such as cluster development.
- Demonstrate a concern for the view of the hills as well as the view from the hills.

3.3.14. The City shall secure land, through dedication, exaction, or purchase of fee simple rights or easements to provide for both passive and active recreational activities on selected hills as specified in the Open Space Plan, Corvallis planning area.

### **7.5 (c) Resolving Planning Conflicts**

The WCNP Plan identifies the specific areas proposed to be re-

designated and re-zoned as Open Space - Special Management Area (OS-SMA). This new zone would be very similar to the existing county Open Space (OS) zone but would allow limited, small clusters of residential development and require scenic conservation easements, trail dedications and the preparation of open space management plans including a fire protection plan and visual impact assessment of development proposals. The OS-SMA zone would also function as an effective buffer area between developed rural residential lands and active, productive forest lands. The OS-SMA zone will allow clustered home sites which will provide an incentive for the property owner to grant the conservation easement and trail dedications. In addition, these future home owners will act as the "viewshed / open space stewards", thus further implementing the objectives and goals of the WCNP Plan. The owners of these properties will help to assure proper implementation of the open space land management plan thereby protecting the scenic view areas from conflicting uses including clear cut harvesting. The County is the lead agency for OS-SMA development review and approval using the County Planned Unit Development review procedures.

Features of the Open Space - Special Management Area Zone include:

- preparation of an open space land management plan (part of the Planned Unit Development proposal) including elements addressing: scenic viewshed management, visual / scenic impact assessment of proposed development activities, forest management, fire protection and trail and road access;
- protection of the scenic and open space features of the site by requiring a conservation easement of the forest vegetation conveyed by the property owner to a local government and/or private land trust;
- prohibition of clear cutting in conservation easement areas, but potentially allowing selective thinning or harvesting based upon an approved forest management plan, visual/scenic impact assessment and concurrence of the conservation easement grantees or interests;
- dedication of public trails;
- maximum development of only 10% of the total parcel area at

a density not more than one dwelling unit per 10 acres (including existing dwellings) with Planned Unit Development approval. This will allow a density of one dwelling unit per 10 acres of the original parcel size. It is anticipated that each cluster home site parcel will be about one acre in size (See Figure V-5).

### **7.5 (d) Redesignation Requirements**

In order to re-designate lands from Forest Conservation to Open Space - Special Management Area, the County will be required to undertake a Comprehensive Plan Map amendment that includes an “exceptions process” to exclude the lands from the requirements of statewide planning Goals 3 and 4: Agricultural and Forest Lands, respectively based upon the unique scenic and open space Goal 5 resources of the area. The exceptions process requires:

- justifying why the agriculture and forest land goals should no longer apply
- demonstrating how the area represents a collection of unique open space and scenic viewshed values under Goal 5 that justifies an exception to Goals 3 and 4.
- evaluating the environmental, social, economic and energy (ESEE) consequences of permitting the conflicting use (forest clear cut harvesting of scenic view vegetation)
- demonstrating that the proposed map re-designation and permitted uses are compatible with other adjacent uses or can be made compatible.

Given the unique qualities of these significant scenic view areas, the recreation trails, wildlife habitat, the public ownership of much of the adjacent forestland and considering the long standing regional value of these scenic areas as well as the compatibility elements of the proposed OS-SMA zone, it is assumed that the County will be successful in satisfying the exception requirements and accomplishing the Comprehensive Plan Map amendment.

### **7.5 (e) Interim Scenic Viewshed Protection**

The WCNP Plan recognizes that hillside view areas have scenic view value in large part due to the existing vegetation condition. The preservation of these current viewshed values is a pre-requisite for inclusion in the OS-SMA zone. Acknowledging that the Comprehensive Plan Map amendment (and exceptions) process could take some time to complete, it is recommended that immediate, interim measures be undertaken to protect these significant scenic view areas by precluding conflicting forest harvesting (clear cutting) activity. It is recommended that the owners of OS-SMA designated properties provide an interim conservation easement as an acknowledgment of the WCNP Plan goals and strategies. Requiring that property owners grant the county an interim conservation easement establishes an agreement and understanding that these property owners are supportive and in favor of the OS-SMA proposal and are committed to its implementation. The granting of the interim conservation easement should be a requirement for further inclusion in the proposed OS-SMA. This interim conservation easement would protect the scenic hillside view areas from conflicting forest harvesting activities until the Comprehensive Plan Map amendment is complete and the implementation of protective measures and strategies that achieve the long-term WCNP Plan goals.

# Implementation

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# Glossary of Planning Terms

**Accommodate.** The ability of the community to adapt to the changes which occur, particularly, the ability of the community to meet the needs of the future population.

**Acre, Gross.** Area of a site calculated to the centerline of bounding streets and other public rights-of-way.

**Acre, Net.** The portion of a site that can actually be built upon. Not included in the net acreage of a site are public or private road rights-of-way, public open space, and flood ways.

**Auto-oriented Uses.** Land uses designed to accommodate customers who use autos to travel to the site, including, but not limited to, automobile sales and service, building supplies and materials and drive-up or drive-through uses.

**Average Daily Traffic (ADT).** The number of vehicles passing a given point on a road going in a direction during a 24-hour period.

**Bike Lane.** A corridor expressly reserved by markings for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

**Buffer.** An area which provides a transition between potentially conflicting land uses, particularly urban and rural uses. Such a buffer may be used for low density or public open space purposes.

**Buildout.** That level of urban development characterized by full occupancy of all developable sites in accordance with the West Corvallis - North Philomath Plan; the maximum probable level of development envisioned by the Plan under specified assumptions about densities and intensities. Buildout does not assume that each parcel is developed to include all floor area or housing units possible under zoning regulations.

**Cluster.** A grouping of development. Specifically, the locations of structures on a given site in one area leaving the remainder of the land in open space.

**Compatible.** The ability of different uses to exist in harmony with each other. "Making uses compatible with each other" implies site development standards which regulate the impact of one use on another.

**Conservation.** The preservation of the natural characteristics of the

land in a manner which does not adversely affect the public health, safety, or welfare.

**Density, Gross.** The number of dwelling units per gross acre of developable residential land.

**Density, Net.** The number of dwelling units per net acre of developable residential land.

**Development.** The division of land into two or more parcels; the construction, reconstruction, structural alteration, relocation or enlargement of a structure; or the grading of land and installation of utilities as a pre-condition of construction.

**Housing Unit, Multi-family.** Dwellings with two or more housing units in one structure.

**Housing Unit, Single-Family Attached.** Single family dwellings that are attached to other units with adjoining walls extending from ground to roof that separate it from other adjoining structures and form a property line. Each unit has its own heating system.

**Housing Unit, Single-Family Detached.** Single family dwellings that are detached from any other house with open space on all four sides.

**Infrastructure.** Permanent utility installations, including roads, water supply lines, sewage collection pipes, and power and communications lines.

**Intensive Development Sector.** Areas in which more intensive development will be permitted. Uses include residential development in excess of six units per acre and neighborhood or community commercial development.

**Intersection Capacity.** The maximum number of vehicles that has a reasonable expectation of passing through an intersection in one direction during a given time period under prevailing roadway and traffic conditions.

**Land, Adequate to Meet Need.** Land that is suitable for the designated use and is sufficient to meet projected needs to the end of the planning period. "Need" is based on the amount of growth projected in each category of land use to the year 2010, thereby defining the a city's Urban Growth Boundary.

**Land, Available.** Land that is suitable, designated on the Land Use Plan for the designated use, and has services and utilities readily available to serve the area.

**Livability.** Those aspects of the community perceived by residents that make West Corvallis-North Philomath a “nice place to live.”

**Mitigation Measure.** Action taken to reduce or eliminate environmental impacts. Mitigation includes: avoiding the impact altogether by not taking a certain action or parts of an action; minimizing impacts by limiting the degree or magnitude of the action and its implementation; rectifying the impact by repairing, rehabilitating, or restoring the affected environment; reducing or eliminating the impact over time by preservation and maintenance during the life of the action; and compensating for the impact by replacing or providing substitute resources or environments.

**Multi-purpose Path.** A paved route not on a street or roadway, reserved for bicycles and pedestrians. These paths may parallel roads but typically are separated from them by landscaping.

**Natural Hazard.** A natural characteristic of the land or combination of characteristics which, when developed without proper safeguards, could endanger the public health, safety, or general welfare.

**Neighborhood Center.** A mixed-use service center in a neighborhood village. Retail uses, intended to provide for the day-to-day shopping and service needs of residents, occupy ground level spaces. Professional offices and residences may occupy upper levels of buildings.

**Neighborhood Village.** A residential area designed to have a mixed use neighborhood center, a range of housing densities and types with the highest densities near the center, and a circulation system which equally emphasizes pedestrian, bicycle, public transit and motor vehicle traffic.

**Open Space.** Land used for parks and public and private recreation uses as well as natural and rural areas such as streams, lakes, hills, wetlands, wildlife preserves, farms, forests, and other open, undeveloped areas.

**Peak Hour Traffic.** The number of vehicles passing over a designated section of a street during the busiest one-hour period during a 24-hour period.

**Pedestrian Way.** A walk or path designed to provide safe, direct, convenient access for pedestrians.

**Percent slope.** A common way of expressing the steepness of the slope of terrain, which is derived by dividing the change in elevation by the horizontal distance traversed. An increase of 20 feet elevation over a 100 foot distance is a 20 percent slope.

**Performance Standard.** A land development regulation technique in which development standards are based upon established criteria related to the effect of the development on the land or on abutting properties.

**Planning Area.** The area in West Corvallis - North Philomath that is the subject of the West Corvallis - North Philomath Plan.

**Pocket Park.** Small open space within residential areas intended as gathering places and including small playgrounds. Typically, about one acre in size.

**Policy.** A decision-making guideline for actions to be taken in achieving goals. The Plan's policies are intended to be the official positions of the cities of Philomath or Corvallis or Benton County, as the case may be, related to a given land use issue. Policies guide actions in recurring situations.

**Preserve.** To save from change or loss and reserve for a special purpose. The most strict nondegradation standard.

**Professional Offices.** Offices used for business, executive, management, professional, administrative, and related uses.

**Protect.** To save or shield from loss, destruction, or injury or to save for future intended use. After “preserve”, the next most strict nondegradation standard.

**Public Open Space.** Open space which is in public ownership.

**Recreation Space.** Public or private open space utilized for intensive play activity. The definition includes all parks and other recreational facilities (indoor or outdoor) such as swimming pools, trails and paths, basketball and other types of courts.

**Residential Area.** A given area of the community in which the vastly predominate character is residential. Uses which support residential activity such as parks, churches, schools, fire stations,

and utility substations may also be permitted.

**Riparian.** Pertaining to the bank of a natural course of water, whether seasonal or annual. Riparian habitat is defined by the surrounding vegetation or presence of known wildlife movement pathways; it borders or surrounds a waterway.

**Setback.** The minimum distance between a property line and a building.

**Shopping Area, Community.** Contains a junior department store or a variety store as the major tenant in addition to the supermarket, convenience stores, and personal services found in a neighborhood shopping area. It does not have a full-line department store. Community shopping areas generally range in size from 10 to 30 acres.

**Street, Arterial.** A street which functions primarily to move large volumes of traffic and secondarily to provide access to abutting property. It is usually a continuous thoroughfare which connects major traffic generators. Access to adjacent properties is controlled by curb cut, driveway, and other regulations.

**Street, Collector.** A street which functions primarily to move traffic from local streets to the arterial street system. It secondarily supplies abutting properties with the same degree of service as a local street.

**Street, Local.** A street whose function is to provide access to adjacent property within local areas.

**Sustainable.** Able to be maintained or continued indefinitely.

**Transition Area.** The area between significantly different intensities of land use which is intended to protect both land uses from the negative impact of the other.

**Unacceptable.** That which does not meet applicable standards or requirements. As used in the WCNP Plan, this term describes such things as high levels of risk because of natural hazards or levels of pollution which exceed federal, state, or local standards.

**Unbuildable.** Land which because of its natural character or location is unsuitable for urban development.

**Urban Development.** Development of a density or intensity which requires full urban services. Generally, includes all commercial and industrial development and all residential development of more than two units per acre or such other lower limit as may be imposed in the Plan as a matter of policy.

**Urban Growth Boundary.** A line established by a city comprehensive plan that circumscribes the urban fringe and the City limits. Urban levels of development may not occur outside of this boundary.

**Urban Services.** Those facilities and utilities necessary to permit urban development.

**Urban Transition Area.** The area intended to allow for an orderly transition from rural uses to urban uses and not foreclose opportunities for ultimate urban development.

**Vehicle Miles Traveled (VMT).** A measure of both the volume and extent of motor vehicle operation; the total number of vehicle miles traveled within a specified geographical area (whether the entire country or a smaller area) over a given period of time.

**Viable.** Capable of growing and developing or maintaining existence. In the urban context, areas or uses which will continue to function adequately throughout the planning period.

**Viewshed.** The geographic area from which a site is visible, a collection of viewpoints.

**Wetlands.** An area at least periodically wet or flooded; where the water table stands at or above the land surface (bogs and marshes). Also those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

**Zoning District.** A specifically delineated area on a zoning map within which regulations and requirements uniformly govern the use, placement, spacing, and size of buildings, open spaces, and other facilities.

# Glossary



## Appendix A

### *Detailed Account of Planning Process*

#### **CHRONOLOGY OF THE WEST CORVALLIS-NORTH PHILOMATH PLANNING PROCESS**

##### **Phase One:**

###### **December 1991**

Greenbelt Land Trust convenes meeting of community leaders, neighborhood groups, and property owners to discuss the concept of developing a plan for the area. (100 participate)

###### **October 1992**

Benton County and the cities of Philomath and Corvallis appoint the West Corvallis Task Force: 12 citizens representing community and stakeholders, OSU, Greenbelt Land Trust. The Task Force has held more than 40 meetings and work sessions open to the public.

###### **Spring - Fall 1993**

City and County staff begin gathering and mapping data for the planning area; Task Force education process begins

###### **December 1993**

Townhall style workshop held at the Benton County Fairgrounds to solicit public input on key issues and objectives. (1000 property owners and community leaders invited; 500 attend.)

###### **April - May 1994**

Community Visioning Exercise produces Six Points of Consensus for development of the area (80 participants).

##### **Phase Two:**

###### **Summer 1994**

Transportation Growth Management Grant secured from the State of Oregon to fund completion of the plan.

###### **Fall 1994 - Winter 1995**

Consultant team led by Blayne Dyett Urban and Regional Planners work with Task Force and staff to complete mapping and analysis of planning area. Three alternative plans developed.

###### **February 1995**

Newsletter describing the planning process and plan alternatives distributed to 25,000 households; Public Open House held obtain input on alternative plans. (200 participants)

###### **April 1995**

Public Open House to discuss trade-offs of alternatives and choices for the planning area (225 participants)

###### **May 1995**

Newsletter distributed to 22,500 households; Public Open House held to consider draft preferred alternative land use plan. (200 participants)

# Appendix A

## **August 1995**

Draft Land Use Plan completed and circulated for comment.

## **Phase Three:**

### **August - September 1995**

Task Force seeks public and expert input on the draft plan.

### **October 1995 - May 1996**

Task Force adopts criteria for review of draft plan; reviews and refines plan policies.

### **January - June 1996**

Final plan drafted by staff team from the cities of Corvallis and Philomath, Benton County, Cascades West Council of Governments, University of Oregon.

### **July 1996**

Task Force review and recommendation of final plan to jurisdictions.



## Appendix B: *Plan Alternatives and their Impacts*

Working with the West Corvallis Task Force, local staff and the consultant team led by Blayne Dyett Urban and Regional Planners developed three alternative land use concepts, refined them in response to public comments at an open house into three more specific alternatives, analyzed those alternatives, reviewed them again with the public, and finally defined and selected a preferred alternative. This preferred alternative became the basis of the draft West Corvallis Growth Management Plan which was subsequently refined to become the West Corvallis-North Philomath Plan. This appendix describes these concepts and the alternatives analysis that was undertaken. Appendix C addresses the traffic and infrastructure impacts of the proposed WCNP Plan in more detail.

### Concepts

City, County, OSU and other agency staff met with the consultant team in early January 1995 to define two or three concepts for the development and conservation of the West Corvallis-North Philomath area. To help in this process, they heard from representatives of developers and landowners within the planning area on their visions and ideas about development within the area and the surrounding community. The concepts were designed to be different to test the advantages and disadvantages of key aspects of each concept.

- Current Plans and Proposals. This concept is consistent with current plans and landowner proposals, providing primarily for residential development — mostly low density housing

throughout the area with higher densities in the southern part of the study area.

- Pedestrian Neighborhoods. Building on the vision point for clustered and pedestrian friendly neighborhoods, this concept would create a number of walkable neighborhoods with a mix of housing types within a quarter-mile of a neighborhood center.
- Transit Corridor. To reduce reliance on the automobile, this concept looked at a new transit corridor along West Hills Road. Development would have been concentrated in a series of interconnected, mixed-use neighborhoods which will support more efficient transit service.

### Common Elements

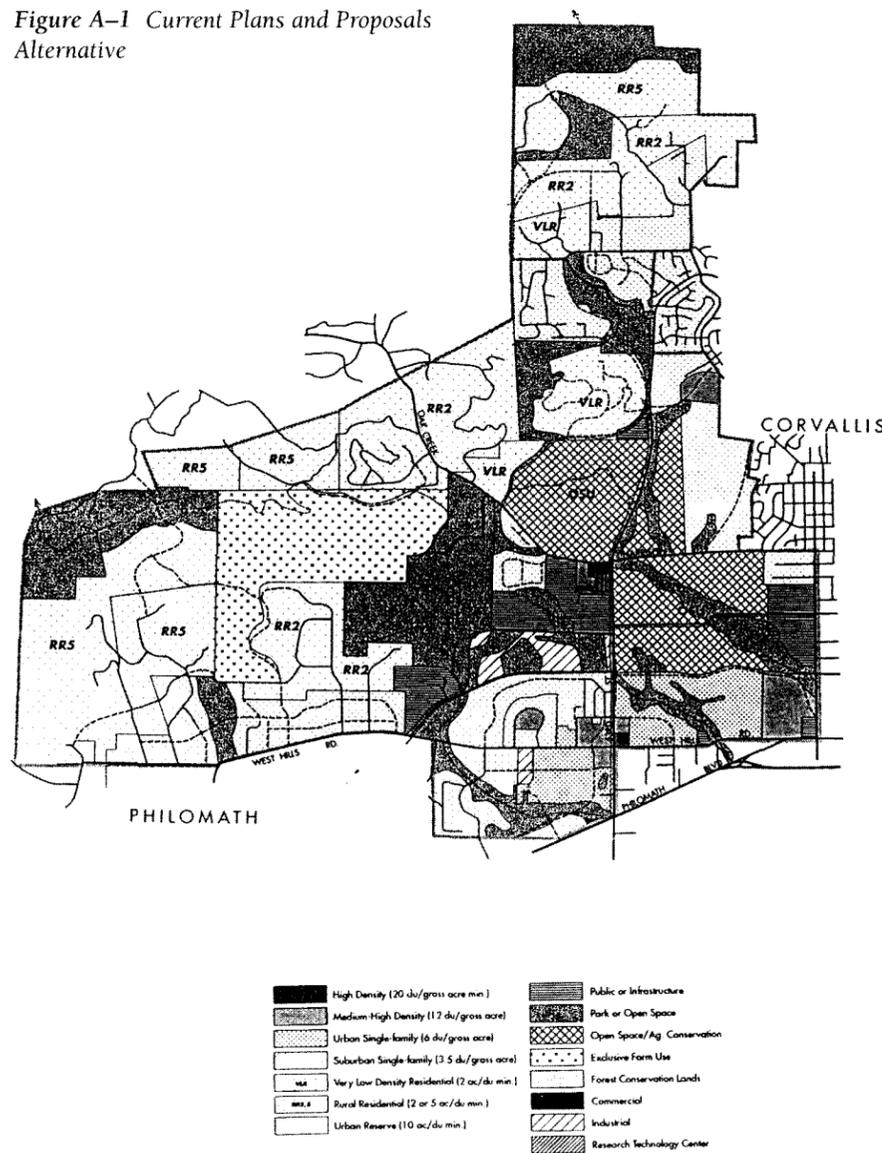
The Task Force agreed that certain elements should be part of all three concepts, especially preserving resource lands and incorporating environmentally sensitive lands (primarily riparian areas and wetlands) into urban areas. All three included trail corridors linking development areas.

### Alternatives

Following the first open house, the Task Force and staff refined the land use concepts identified in the Visioning Workshop into three more detailed land use alternatives and analyzed their impacts. Figures A-1 through A-3 illustrate those alternatives, which are described below.

# Appendix B

Figure A-1 Current Plans and Proposals Alternative



## Current Plans and Proposals

This alternative combined the Corvallis, Philomath and Benton County Comprehensive Plans with currently known development proposals for properties in the area. These proposals include:

- A private-OSU land trade and development of rural residential housing on the hill above the Equine Research Facility
- A self-contained retirement community on Double Hill on West Hills Road with adjoining suburban density housing
- Conversion of Forest Conservation lands to rural residential use if hilltops are preserved as open space with trail connections
- Development of a “transit-friendly” development at 53rd/West Hills
- Expansion of the fairgrounds.

This alternative represented the “base case” of development under existing plans and market trends, especially the demand for “rural” housing. Development of resource lands could make trails more feasible.

## Pedestrian-Oriented Neighborhoods

This alternative focused development in seven neighborhoods designed to encourage walking and bicycling. Each was designed around a mixed-use core of neighborhood-serving commercial and services and higher-density housing. Most of the neighborhood was within one-quarter mile of this core. Densities would decrease as distance increases with a mix of medium-density (12–20 units per acre) multi-family and higher density single family (6–12 units per acre) closer to this neighborhood center.

This alternative also included a Research and Technology employment center in the proposed Circle Boulevard/Harrison Street neighborhood. This alternative also allowed the proposed land trade with OSU. To preserve hillside views, it focused development on lower slopes or away from Walnut Boulevard on less visible areas, however, and at higher-densities to protect hillside views. The realignment of Reservoir Road to intersect Oak Creek Road would provide a more direct route to the east.

## Transit Corridor

This alternative would direct new development to a series of pedestrian neighborhoods north and south of West Hills Road. New parallel collector streets would provide alternatives to West Hills Road. This connected system of streets would allow bus service either on West Hills Road or as an expansion of the loop system currently used by Corvallis Transit. The loop system would run west from 35th along a new street north of West Hills Road to Double Hill where it would turn south, cross West Hills Road and run east to 53rd and south to the Sunset Research Park.

This alternative would also replace the planned shopping area at 53rd & Philomath Boulevard with employment uses and adds shopping at 53rd & West Hills Road. To direct development to this transit corridor, this alternative would maintain very low-density urban reserve areas in other parts of the Corvallis UGB (10 acres per home) and preserve existing resource lands. The Transit Corridor maintains existing OSU lands.

## Common Elements

The three alternative shared some features including the designation of resource lands (including the OSU agricultural research facilities) for conservation and the incorporation of environmentally sensitive lands (primarily riparian areas and wetlands) into urban areas. The strong support for these points convinced the Task Force and planners to incorporate these features into all the alternatives.

## Impacts of the Alternatives

The text and tables on the following pages describe and compare the three alternatives.

**Overall Land Use.** About half of the planning area in all three alternatives would be set aside for open space, parks and resource lands (including OSU) and about half set aside for housing. The Current Plans and Proposals Alternative would have the least resource lands but the most parks and open space while the Transit Corridor Alternative would have the most resource lands but least open space and parks. The Current Plans Alternative has the most residential land, primarily from the conversion of Forest Conservation areas outside the UGB.

	Current Plans		Pedestrian		Transit	
<b>Land Use</b>	6,150	100%	6,150	100%	6,150	100%
Open Space	497	8%	481	8%	284	5%
Parks & Public	738	12%	653	11%	571	9%
Resource Lands	1,649	27%	2,075	34%	2,361	38%
Residential	3,207	52%	2,839	46%	2,862	47%
Retail	2	0%	20	0%	15	0%
Employment	57	1%	82	1%	56	1%

**Residential Land Use.** The majority of residential land in all three alternatives is designated for large-lot, "rural" housing. Even the Transit Corridor Alternative, which has the most higher-density housing, sets aside 40 percent of its residential land for this kind of housing. Suburban residential areas (at 2–6 homes per acre) is the second-largest category. While 312 acres of residential land in the Current Plans Alternative is set aside for higher-density housing, 403 acres in the Pedestrian and 549 acres in the Transit Corridor Alternatives are. A third of each alternative, however, is for urban residential housing, which includes both single- and multi-family housing at between 6 and 12 homes per acre.

Acres (homes/acre)	Current Plans		Pedestrian		Transit	
Rural/Very Low (0.2–0.5)	1,812	57%	1,302	46%	1,139	40%
Urban Reserve (0.1)	9	0%	118	4%	574	20%
Suburban Residential (2–6)	1,073	33%	1,016	36%	601	21%
Urban Residential (6–12)	210	7%	293	10%	370	13%
Med-High Density (12–15)	76	2%	93	3%	134	5%
High Density (20+)	26	1%	17	1%	45	2%

**Population and Employment.** All three alternatives would accommodate a population 19,000 to 20,000 persons at "build-out" with the majority of them in Corvallis. The Current Plan Alternative has the lowest population and fewest jobs. The Pedestrian Alternative, with a new employment center at Circle and Harrison, would have the most jobs. The Transit Corridor Alternative would add jobs by including a shopping center at 53rd and West Hills and replace the designated commercial site at 53rd and Philomath Boulevard with additional employment.

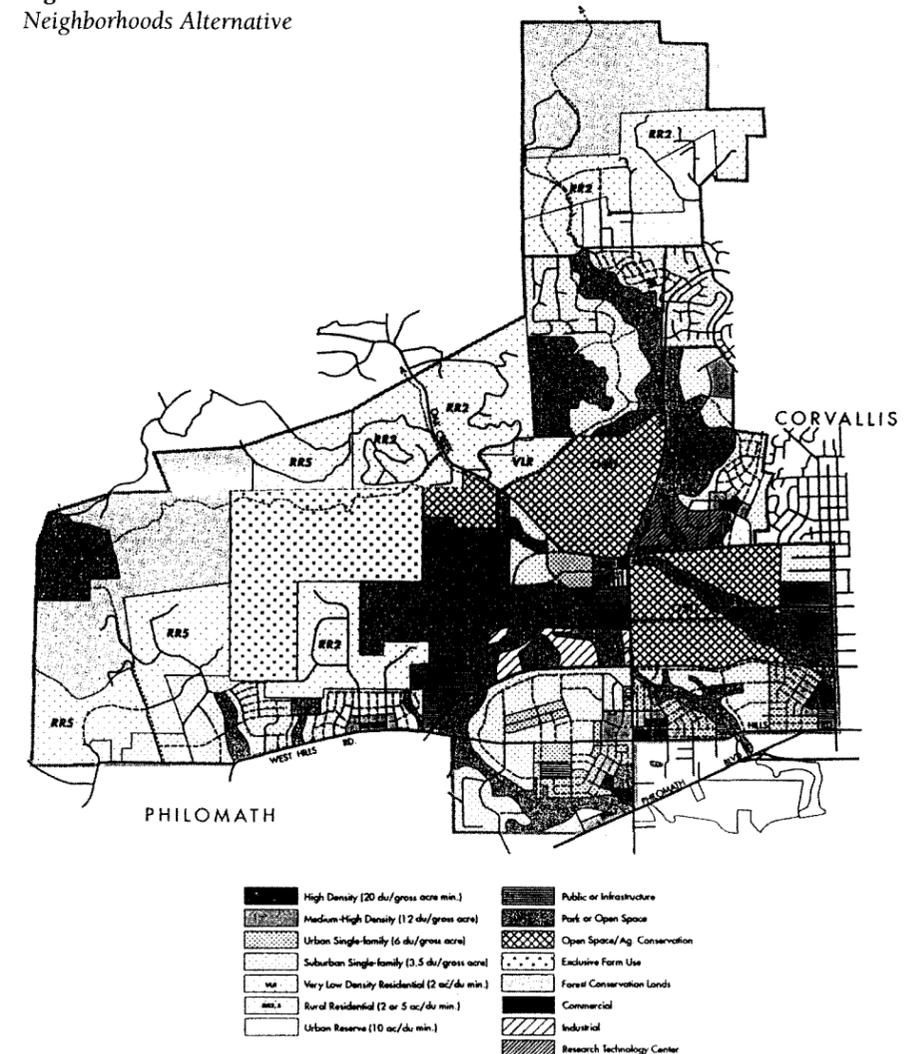
	Current Plans		Pedestrian		Transit Corridor	
	Pop	Emp	Pop	Emp	Pop	Emp
<b>Total</b>	19,015	1,410	20,660	2,760	20,650	1,760
Corvallis UGB	15,175	1,410	17,035	2,725	16,990	1,725
Philomath UGB	740	0	2,700	35	2,740	35
Non-UGB	3,100	0	925	0	925	0

**Housing and Population Growth.** Of the three, the Current Plans alternative would allow the lowest overall densities and levels of growth. It would, however, allow more development at rural residential densities through the conversion of Forest Conservation areas. It may also not provide enough multi-family housing to meet West Corvallis' share of forecast demand. (Only 29 percent of units would be multi-family, less than the 35 to 40 percent needed.) Lower densities (four homes per acre in urban areas) make less efficient use of planned facilities.

The Pedestrian Neighborhood alternative allows 8,265 homes and 20,660 residents, about the same as the Transit Corridor but more than the Current Plan alternative. It too may not provide enough multi-family housing to meet demand (again only 29 percent of potential units). Densities in urban areas would average 4.5 units per acre and 2.9 overall.

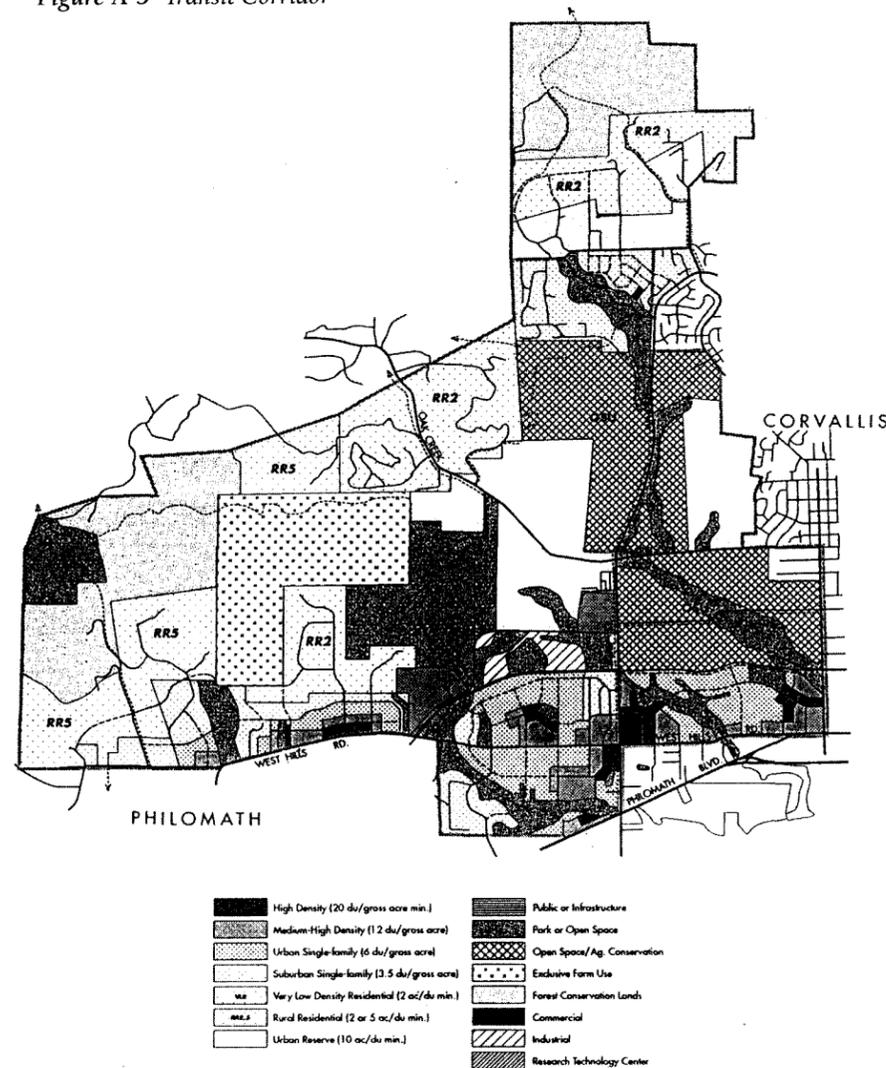
The Transit Corridor alternative would allow 8,260 homes and 20,650 residents, about the same as the Pedestrian Neighborhood Alternative but nine percent more than Current Plans. Densities

Figure A-2 Pedestrian-Oriented Neighborhoods Alternative



# Appendix B

Figure A-3 Transit Corridor



would average 5 units per acre in urban areas and 2.9 overall. This represents the highest urban density of the three alternatives. It is comparable to the Pedestrian alternative overall.

**Pedestrian Orientation.** The Current Plans alternative, like the other alternatives and consistent with existing policies, would add planned trails and sidewalks and connections to cul-de-sacs as part of existing subdivision standards, especially in Corvallis. Landowner proposals would help make important trails connections within and outside of the planning area. There are no clear neighborhood boundaries, however.

The other two alternatives would have similar impacts. The Pedestrian alternative would add a well-connected street and trail system and more clearly-defined neighborhood edges. Mixed-use centers would make walking and bicycling more attractive. The Transit Corridor alternative would also add a well-connected street and trail system and mixed-use centers to make walking and bicycling more attractive. The Transit Corridor, however, would make transit service more efficient by concentrating development along West Hills Road.

**Resource, Open Space and Rural Residential Land Use.** All three alternatives would conserve important open space areas, most notably wetland areas and riparian areas, and would establish a Corvallis-Philomath buffer. The Current Plans and Proposals would, however, eliminate Forest Conservation designations on hill-sides. While this change could remove land from more active forestland management, it would help preserve hilltops in open space as part of rural residential through clustered development. The other two alternatives would maintain Forest Conservation areas for timber use.

**Traffic and Circulation.** All three alternatives (as well as existing plans) would allow additional growth and this development would lead to increases in traffic on local roadways. Because the three alternatives would allow similar levels of development, the overall increase in traffic would also be similar. The alternatives differ, however, in where those impacts would occur. Each alternative would have greater impacts than the others at one or more intersections.

Table A-1 shows estimated p.m. peak hour traffic volumes at selected intersections. These numbers were estimated using infor-

mation from the City of Corvallis' existing MINUTP travel demand model. A range is shown because the numbers were estimated "by hand" and could not achieve the accuracy of model output. The model would be expected to forecast traffic levels somewhere within that range.

The Transit Corridor generally would have impacts on more intersections than the others, especially along West Hills Road where that alternative would focus more growth. That alternative would generate the highest volumes at Reservoir Road and 53rd as well. The most noticeable impact, however, would be at the intersection of West Hills and 53rd. At that intersection, volumes on West Hills would be substantially higher than the other alternatives although it would have roughly the same volumes along 53rd. Again, this reflects the concentration of development into the West Hills transit corridor. Like the Pedestrian alternative, this alternative would create a more connected street system which would relieve some impacts on the existing arterial system. The land use pattern would also make transit service more efficient and attractive in the corridor which also would reduce impacts.

The Current Plans alternative would direct more growth to the edges of the planning area but also maintain designated high-density residential areas along West Hills. This land use pattern would have impacts on intersections to the north (with significantly higher volumes than the other alternatives at Walnut and Witham Hill) and impacts similar to the Transit Corridor alternative on 53rd at West Hills and West Hills at Western. In addition, the Current Plans alternative, which does not incorporate more specific collector street connections, would likely direct more traffic to existing arterials than either of the other two alternatives. This alternative would, however, add some connections from West Hills to Philomath Boulevard as called for in the draft Corvallis Transportation Plan.

The Pedestrian alternative would, except in one case, have less of an impact on local roads. Where this alternative would generate the highest volumes of the three — such as on Harrison at 35th or on 53rd at West Hills — the difference is not usually significant. The greater impact on Harrison is the mirror of the lower impact on West Hills. Of the three alternatives, the Pedestrian alternative would generate the lowest volume on West Hills at 53rd but the highest on Harrison at 35th. Part of the reason for this is that this alternative proposed a pedestrian neighborhood on Harrison west of

35th and less development than either other alternative along West Hills. Like the Transit Corridor alternative, this alternative would relieve impacts on arterials by adding new collector connections within neighborhoods.

The Pedestrian alternative would have significantly greater impacts at one intersection: Oak Creek at 53rd. This impact is the result mostly of the realignment of Reservoir Road that was incorporated into this alternative rather than its land use pattern. The proposed realignment would shift traffic on Reservoir north to Oak Creek west of 53rd. By removing one intersection, this realignment would make Reservoir Road more attractive thus decreasing traffic on West Hills and increasing it on Harrison. (Actions to limit capacity or otherwise decrease travel on West Hills would have a similar impact, even without the realignment of Reservoir.)

**Infrastructure.** Each of the alternatives would make demands on existing and planned public facilities as would any development under existing plans. The residents of new housing and employees in new commercial or industrial uses would require the expansion of public water and sewer, schools and parks as well as having impacts on roads. For some facilities, impacts would be similar for all alternatives because the potential number of residents and employees would be similar.

For schools and parks, the demand for new facilities would be basically the same for all alternatives. All the alternatives, for example, would require at least two new elementary schools. The Pedestrian and Transit Corridor alternatives designate a new elementary school southwest of 53rd and West Hills Road. At least one additional site is needed. The Current Plans alternative would need two additional sites. Similarly, the Pedestrian and Transit Corridor alternatives designate an active recreational park in the West Hills corridor as well as the expansion of Walnut Park. The Current Plans alternative only designates the expansion of Walnut Park. That alternative, however, outlines a more expansive open space system in the hills at the edge of the planning area.

For most areas, the alternatives designate land uses at densities and locations that can ultimately be served by planned public water service. The one exception, however, is in the Current Plans alternative. That alternative proposed the development of lower-density suburban development with public water on the hill above the

Equine Research Facility. Much of that hill, however, is above the third water service level designated by the City of Corvallis. It is the City's policy to prohibit water extensions above that level except where there is a public health hazard to be remedied. Service to much of the development on that hill would require a significant change in the City's water service policies.

As with water service, most of the alternatives can be served adequately with existing or planned sewer service. Those facilities, however, will need to be extended first to much of the planning area. While service is planned for most of the UGBs, most areas within the UGBs are not yet served. In the Transit Corridor alternative, more development is planned in the Squaw Creek and Country Club sewer drainage basins than was assumed in the Corvallis sewer plan. This greater amount of development could meet or exceed the capacity of the trunk lines planned to serve those basins. In the other alternatives, proposed levels of development would be lower than assumed in the sewer plan and thus would likely not exceed planned facility capacity.

**Effect on Existing Neighborhoods.** Like existing plans and zoning in the planning area, the alternatives would allow new development. That new development could affect existing neighborhoods and lower-density housing areas. The Current Plans alternative, for example, would allow multi-family development along West Hills Road at its intersection with 53rd Street and on the east side of Skyline Hill at 35th. These new developments would be developed near existing low-density suburban housing especially areas on the south side of West Hills between 35th and 53rd and on Skyline and Double Hills. In addition, the alternative includes a gated retirement community on Double Hill. Finally, this alternative and the others would allow new development adjacent to the Skyline West subdivision west of Walnut Park.

By directing growth to larger undeveloped sites, the Pedestrian alternative would have the least impact on existing neighborhoods

**TABLE A-1**  
**ESTIMATED P.M. PEAK HOUR TRAFFIC VOLUMES AT SELECTED INTERSECTIONS**

For 1990 Base Conditions and Land Use Alternatives

Intersection	1990	Alternatives			
		Current Plans and Proposals	Pedestrian Neighborhood	Transit Corridor	
West Hills/Western	WB	440	900-1200	700-940	950-1,250
	EB	290	550-750	540-720	620-820
West Hills at 53rd	WB	330	550-750	480-640	730-990
	EB	220	500-660	510-690	650-870
53rd at West Hills	NB	470	710-950	730-990	720-960
	SB	480	720-960	730-990	780-1,040
Reservoir at 53rd	WB	206	490-650	n/a	550-730
	EB	160	370-400		510-690
Oak Creek at 53rd	WB	400	640-860	950-1,250	670-890
	EB	190	640-860	1,050-1,400	610-830
Harrison at 35th	WB	680	620-820	680-920	600-800
	EB	540	650-870	680-920	650-870
Walnut at Witham Hill	NB	480	820-1,100	550-750	550-750
	SB	550	850-1,150	700-940	700-940

n/a This intersection would be replaced through a realignment of Reservoir Road north to Oak Creek  
Source: Parson Brinckerhoff Quade and Douglas, Inc.

# Appendix B

**TABLE A-2  
LAND USE AND HOUSING BREAKDOWN FOR PREFERRED  
ALTERNATIVE**

Land Use	Acres	Percent
Open Space (Parks & Sensitive Lands)	1,590	24%
Resource Lands	1,142	18%
Residential Uses	3,489	54%
Retail Commercial	12	>1%
Industrial/Employment	97	1%
Public	162	2%

Housing Types	Units	Percent
Rural Residential (one unit/2 or 5 acres)	480	6%
Suburban Residential (2-6 units/acre)	3,226	43%
Urban Residential (6-12 units/acre)	2,368	31%
Medium-Density Residential (12-20 units/acre)	1,179	16%
Medium-High Density Residential (20+ units/acre)	300	4%
<b>TOTAL</b>	<b>7,553</b>	<b>100%</b>
Single-Family	4,890	65%
Multi-Family	2,663	35%

along West Hills. It would have a greater impact than Current Plans in Philomath and parts of Corvallis. The Transit Corridor alternative, however, would have the greatest impact on the West Hills neighborhood although lower densities are proposed near existing houses. It would have the lowest impact in other parts of Corvallis UGB but the highest in Philomath.

**Preferred Alternative**

The draft Preferred Alternative selected elements from each of the three conceptual alternatives most endorsed by public comment. Basic ideas include:

- Disperse urban development throughout the UGBs of Corvallis and Philomath,
- Focus that urban development in well-defined neighborhoods that encourage walking and bicycling,
- Separate and connect urban areas with open space and trails and preserve hillside views,
- Preserve the OSU agricultural research areas, Benton County fairgrounds, Bald Hill Park and designated farm areas outside the UGBs as major open space areas, and
- Expand rural residential housing areas to establish open space areas that maintain views and access to adjoining public lands.

**Features and Impacts of the Preferred Alternative**

**Land Use and Housing.** The Preferred Alternative would reduce the potential amount of development allowed overall in two ways. First, it would designate expanded open space areas and second, it would reduce

densities in some existing residential areas. This reduction would be offset somewhat by increases in development potential in pedestrian-oriented neighborhoods. Table A-2 shows the breakdown of land use and housing proposed in the Preferred Alternative.

This table indicates that the Preferred Alternative sets aside over half of the land in West Corvallis for residential use and that the majority of housing would be for single-family homes in urban areas. While the ratio of single-family to multi-family housing has historically been 60:40 in Corvallis, the Preferred Alternative would provide more single-family housing. This reflects the continuing demand for such housing as well as the greater share that single-family housing has in Philomath and the County.

Densities in residential areas would range from 2.2 homes per acre overall to 5.1 homes per acre within the Corvallis and Philomath UGBs. Densities within Pedestrian Neighborhoods would be higher still — a minimum of nine homes per acre — although densities would be concentrated around neighborhood cores and decrease toward neighborhood edges.

When fully developed, the Preferred Alternative could become the home of about 16,350 persons, an increase of about 14,000 over the existing population of the planning area. While a significant increase, it would be less than that permitted under existing plans and policies. In addition to the increased population, the Preferred Alternative would allow approximately 1.6 million square feet of office, commercial and industrial square footage.

**Environmental and Infrastructure Impacts.** The development of West Corvallis that could be allowed under the Preferred Alternative would have significant impacts on local environment resources. The Preferred Alternative would allow the conversion of currently undeveloped sites for commercial, residential, office and other active urban uses. These urban uses will reduce habitat areas, increase runoff rates through an increase in impervious surface, increase noise levels and light and glare and increase demands on public facilities, including roads and sewer and water.

Generally, the Preferred Alternative would have fewer impacts than development allowed under existing plans and policies. The Preferred Alternative would allow less development overall; in addition, the design of the alternative includes measures that would mitigate many remaining impacts. For example, to limit visual

impacts, the alternative requires clustering on highly visible hillsides near Dimple Hill and the County Open Space Park. This clustering is also intended to maintain greater wildlife habitat areas and corridors and limit clear cutting within the planning area. The proposed conversion of Forest Conservation areas could remove land from active forestry management. The lands proposed for removal, however, are generally of marginal quality for forestry; they are south-facing slopes with lower productivity and are adjacent to existing rural residential areas. The development of housing in that area could lead to increased fire hazards.

The alternative also designates wetlands and riparian corridors for preservation to conserve those resources and limit flood hazards. It also relies on the policies of local drainage plans (which assumed even higher levels of development in West Corvallis) and the maintenance of significant open space areas. These areas include the OSU agricultural research facilities and other farm and public open space areas.

Increased noise, traffic and light and glare are unavoidable consequences of urban development. The Preferred Alternative addresses these impacts by directing a significant amount of urban growth into pedestrian neighborhoods. These neighborhoods are designed to encourage walking and bicycling and to discourage higher-speed (and thus noisier) automobile travel through residential areas. Many of these features are also encouraged in other parts of the planning area. The proposed trails and bicycle facilities in the alternative also support these alternative modes of travel. Even with these features, the alternative would allow increased traffic on existing arterials which could create safety hazards where homes have direct access onto the roadway. This could especially be true along West Hills Road between 35th and 53rd Streets.

# Appendix B



## Appendix C: *Transportation and Infrastructure Impacts of the WCNP Plan*

### INTRODUCTION

The development of designated urban areas of West Corvallis - North Philomath under the proposed WCNP Plan will place additional burdens on public facilities, two of the most important being the road system and the public sewer systems of Philomath and Corvallis. This appendix is the evaluation of the adequacy of the local roadway, sewer and water systems to accommodate the expected effects of the proposed WCNP Plan. The assessment of transportation impacts focuses on key intersections within the planning area and the improvements that may be needed to accommodate expected traffic increases. The infrastructure analysis assesses the ability of planned sewer and water systems to accommodate planned development.

### PLANNING HORIZON

Jurisdictions frequently make plans for different target dates with different population and employment forecasts: short-term plans are often for five to ten years, and long-term for 20 to 40 years. Other planning horizons are also used. In addition to these target dates, jurisdictions also consider the ultimate, or full, development allowed potentially under a land use plan. Corvallis, for example, has used population forecasts of 62,500 (roughly 20 years) and 80,000 (30 to 50 years) in its recent transportation planning efforts. The ultimate population of Corvallis, that is, the amount of development that would occur if all parts of the Corvallis planning area were developed consistent with the City's

Comprehensive Plan, could reach 125,000.

This analysis of transportation, sewer and water system impacts uses the City of Corvallis' 30- to 50-year planning horizon, as used most recently in its draft Transportation Plan. This planning horizon was extended to apply to Philomath and Benton County as well. In addition, the sewer and water analysis examine the impacts of the ultimate development of the planning area under the WCNP Plan.

### TRANSPORTATION IMPACTS

This analysis of the adequacy of transportation facilities compares p.m. peak hour traffic volumes under the WCNP Plan to 1990 traffic counts and to the Future Year 80,000 population scenario modeled for the City of Corvallis' draft Transportation Plan (called the Future Base Model).

#### Comparison of WCNP Plan and Future Base Model

Population and employment are expected to grow in or near West Corvallis under both the Future Base Model analyzed for the draft Transportation Plan and the WCNP Plan. This growth would have substantial impacts on transportation facilities in the West Corvallis-North Philomath planning area. The following analysis outlines where potential intersection improvements may be required under the WCNP Plan. The reader should note, however, that these improvements may be needed under the current plan designations

# Appendix C

**TABLE 1  
ESTIMATED PM PEAK HOUR TRAFFIC VOLUMES ON SELECTED  
ROADWAYS FOR WEST CORVALLIS - NORTH PHILOMATH PLAN**

	1990	Future Base Model Plan	WCNP
<b>Reservoir Road/53rd Street</b>			
Reservoir Rd. to West Hills	160	410	820
Reservoir Rd.(EB)	205	545	685
53rd St.(NB)	620 est.	725	1020
53rd St.(SB)	650 est.	1170	1490
<b>Harrison-OakCreek/53rd-Walnut</b>			
Oak Creek Dr.(EB)	450	710	756
Harrison Blvd.(WB)	223	655	724
53rd St.(NB)	780	935	1314
Walnut Blvd.(SB)	380	555	460
<b>Circle Blvd./Witham Hill Dr.</b>			
Circle Blvd. (EB)	N/A	N/A	210
Circle Blvd. (WB)	234	260	350
Witham Hill Dr. (NB)	427	490	500
Witham Hill Dr. (SB)	485	510	300
<b>Harrison Blvd./35th Street</b>			
Harrison Blvd. (EB)	650	770	787
Harrison Blvd. (WB)	950	985	985
<b>Walnut Blvd./Witham Hill Dr.</b>			
Walnut Blvd. (NB)	570	610	599
Walnut Blvd. (SB)	700	630	580
<b>West Hills Road/ 53rd Street</b>			
West Hills Rd. (EB)	220	520	800
West Hills Rd. (WB)	330	520	710
53rd St. (NB)	470	805	700
53rd St. (SB)	480	800	570
<b>West Hills Road/Western Blvd.</b>			
West Hills Rd. (EB)	290	565	630
Western Blvd. (WB)	440	600	750
Western Blvd. (NEB)	210 est.	290	240
<b>West Hills/19th Street (Philomath)</b>			
West Hills Rd.(EB)	70 est.	95 est.	110 est.
West Hills Rd. (WB)	520 est.	680 est.	750 est.
19th Street (NB)	360 est.	470 est.	560 est.

Note 1: "est." indicates a value that was estimated in absence of current counts or 80,000 scenario modeling information

Note 2: This analysis was completed prior to the addition of the "proposed re-alignment of Reservoir Road". It does not reflect any reductions in congestion that such a re-alignment might provide.

analyzed in the Future Base Model as well. Under both scenarios, potential transportation improvements for the proposed plan are limited to intersection improvements (turning bays) and do not consist of additional automobile travel lanes for the complete length of any roadway facility, with the one exception of 53rd Street.

One new collector road and several new neighborhood collector roads are also proposed. The analysis of the adequacy of transportation facilities in the West Corvallis -North Philomath planning area considered relative differences in P.M. peak hour traffic volumes for the WCNP Plan as compared to 1990 traffic counts and to the modeled Future Year 80,000 population scenario. The Future Base Model analyzed a population scenario roughly half way between current population and full build out of the planning area under present land use designations, while the WCNP Plan was analyzed for its population at build out.

Changes in land use activity in the West Corvallis - North Philomath study area would necessarily result in a change in the use of the transportation facilities in the study area. Table 1 lists P.M. peak hour traffic volumes for the key intersections in the study area for 1990, for the Future Base 80,000 population model run (called Base) and for the WCNP Plan. For the WCNP Plan, the change in volumes at these key intersections would be an increase over 1990 counts. Although some intersection movements decrease in the WCNP Plan relative to the Future Base Model, there would be an overall increase in volume in the study area relative to the Base Model as should be expected when comparing 'buildout' to less than buildout scenarios.

The discussion that follows summarizes the ability of transportation facilities in the study area to accommodate the traffic volumes that would accompany the land use activity defined for the WCNP Plan. The natural growth in population and employment in the study area from the present to the Future Base Model would have substantial impacts on transportation facilities in the study area. Although this analysis considered the key intersections in the WCNP Plan study area, the reader should note that many of these intersection improvements may be required under the Future Base Model as well.

The report covers those locations that may require capacity improvements in order to accommodate traffic volumes resulting from the WCNP Plan. These improvements include capacity

enhancements for intersection and roadway segments (such as widening and lane additions) as well as the potential need for traffic signals. With the exception of 53rd Street, addition of automobile travel lanes for an extended length of any particular facility does not appear necessary. Rather, required widenings are likely limited to intersection approaches to allow separation of turning movements. Traffic signal warrants from the Federal Highway Administration's "Manual on Uniform Traffic Control Devices" (MUTCD) were used to evaluate the need for traffic signal installation at respective locations. The MUTCD generally requires that signal warrants be met for 8 hours in a 24 hour period. Therefore, some of the intersection volumes in Table 1 may appear to warrant a signal but may not do so because these volumes are expected for only one or a few peak hours per day. These types of intersections may, however, require geometric improvement.

## Reservoir Road/53rd Street

In the WCNP Plan, the Reservoir Road/53rd Street intersection would have a 146% increase in volume over current counts. This increase occurs heavily on all three intersection approaches. The volumes would be 41% higher than the volumes in the Future Base Model. These increases would also occur on all three approaches to the intersection and result from a dramatic increase in residential units near the southwest quadrant of the 53rd Street/Harrison Blvd. intersection, slight increases in land use activity west of 53rd Street and south of West Hills Road and to the establishment of a new collector facility between 53rd and 35th Streets, just south of this intersection. The northbound and southbound volumes would likely warrant the widening of 53rd Street to four lanes, as has been planned for the Future Base Model as well. This intersection would require a signal warrant analysis.

Widening of the eastbound approach would be required to separate left and right turn movements. Further, the intersection of 53rd Street with the new collector facility just south of Reservoir Road would likely be signalized, requiring signal timing coordination with the signal at the Reservoir Road/53rd Street intersection.

**Harrison Blvd.- Oak Creek Dr./53rd St.-Walnut Blvd.**

In the WCNP Plan this intersection would have a 78% increase in volume over current counts. This increase would occur on all four approaches. The volumes would be 14% higher than the volumes in the Future Base Model. These increases relative to the Future Base Model would occur primarily on the east and south approaches of the intersection and result primarily from an increase in residential units in the area west of the Harrison Boulevard/53rd Street intersection, counterbalanced slightly by a decrease in the modeled commercial activity in the same location. The southbound approach loses volume relative to the 80,000 scenario due to a reduction in land use activity to the north and east. There would be about 1500 vehicles approaching the intersection on Harrison/Oak Creek and nearly 1800 on Walnut/53rd. Traffic signalization would most likely be required as well as left turn lanes on all four approaches.

**Harrison Boulevard/35th Street**

The traffic volume on Harrison at 35th Street for the WCNP Plan would increase by 11% over current volumes and 1% over the Future Base Model. The primary reason for this similarity to the 80,000 model is that the large increase in the WCNP Plan in residential units west of the Harrison Blvd./Walnut intersection would be countered by a relative decrease in commercial activity in the areas just north of Harrison Boulevard and between 53rd Street and Witham Hill Drive.

Congestion along Harrison near the 35th Street will be heavy and access from side streets onto Harrison will be difficult. The proposed addition of left turn lanes along Harrison will help alleviate congestion. However, it is likely that a signal will be warranted at the intersection of Harrison Boulevard and 35th Street. Again, a signal warrant study would be required at the appropriate time. A signal installation at 35th Street along Harrison may require the consideration of signaling 36th Street as well in order to coordinate travel along Harrison Boulevard and travel onto and across Harrison Boulevard from 35th and 36th Streets.

**West Hills Road/53rd Street**

Under the WCNP Plan, the West Hills Road/53rd Street intersection would have an 85% increase over current traffic volumes and a 5% increase relative to the 80,000 base model. All four approaches of the intersection would have volume increases. Increases in residential units and commercial activity north of West Hills Road and in residential units west of this intersection and between 35th and 53rd Streets are largely responsible for this increase in volume. Relative to the 80,000 Base Model, there would be an increase in P.M. peak hour volumes on the east and west approaches, but a large decrease on the north and south approaches with the WCNP Plan. This decrease in volume relative to the Future Base Model would be the result of the significant reduction in retail and office uses west of 53rd Street and south of West Hills Road. At a minimum, this intersection will require the separation of turning movements and will likely warrant a traffic signal.

West Hills Road west of Reservoir Road would become congested with the addition of 1000 residences and commercial activity. The traffic volumes in this analysis suggest that the facility will need to be widened between the development location and Reservoir Road, or at least provide left turn pockets.

**West Hills Road/Western Blvd**

The intersection of West Hills Road and Western Boulevard will show an increase in P.M. peak traffic volumes over both current counts (72%) and the Future Base Model (11%) under the WCNP Plan. This increase would primarily be due to increases in residential units north of West Hills Road and between 35th and 53rd Streets. Through volumes at this intersection would require a signal warrant analysis. Congestion at this intersection could be reduced if vehicles to and from Philomath were encouraged to utilize the 35th Street/Philomath Boulevard intersection.

**Circle Blvd./Witham Hill Drive**

The intersection of Circle Boulevard and Witham Hill Drive would have P.M. peak hour traffic volumes similar to current counts and 9% less than the Future Base Model. The extension of Circle

Boulevard through this intersection would increase traffic using this intersection from the east and west approaches, but decrease volumes on the north and south approaches from reductions in residential and commercial activity to the north and west. Analysis of off-peak travel volumes suggest that a signal may not be warranted. At minimum, however, separation of turn movements will likely be required on the Circle Boulevard approaches.

### **West Hills Road/19th Street (Philomath)**

The intersection of West Hills Road and 19th Street in Philomath will not likely require a signal or lane additions. However, a 42% increase over current counts and a 9% increase over the Future Base Model will increase congestion in that general area.

### **New East-West Collector Facility Between 53rd Street and 35th Street**

Traffic volumes on the new collector facility would range from 300 to 1100 vehicles, being heaviest on the west end. These traffic volumes appear to consist primarily of vehicles accessing the increased land uses on the south side of this facility. However, the facility also serves some through trips between 53rd Street and 35th Street. If desired, these through trips can be discouraged by a variety of methods, such as managed slower speeds. Regardless, this new facility would relieve congestion along West Hills Road between 53rd Street and 35th Street, perhaps preventing the need for widening. In general, additional east-west capacity would be required in this area relative to the existing network. This increased capacity could be on West Hills Road or in the form of this new facility.

### **SEWER IMPACTS**

The infrastructure impacts analysis compares the expected sewage flows resulting from the development of WCNP Plan to the planned capacity of local sewerage facilities. These planned capacities are identified, by sewer drainage basin, in the Corvallis and Philomath sewer plans. However it is important to understand that the City of Corvallis will be revising its Sewer Master Plan in the

1996-1997 year. If the WCNP Plan is approved at that time, the revised Sewer Plan will use the WCNP Plan densities and land uses as the basis from which to design needed facilities.

Sewerage flows that could result from the two scenarios described below would reflect the base flow generated by potential new residences and businesses within West Corvallis, infiltration from leaky joints, illegal storm connections, excessive amounts of roof and pavement run-off connections, and existing flow from areas outside of the planning area.

### **Impacts of the 80,000 Scenario**

The sewage flows generated by the 80,000 scenario would fall between thirty-five and ninety percent of planned capacities for all drainage service basins. With the exception of the Fillmore Basin, the service areas that are closest to capacity are the ones that are assumed to have the greatest amount of development within the next 30 to 50 years.

The trunk sewer for the Fillmore Basin has existing capacity restrictions. These are primarily related to infiltration and inflow. The update of the Corvallis Sewer Master Plan in FY 1996-97 will need to identify the necessary rehabilitation/replacement actions for this basin to provide for development planned under existing Comprehensive Plan designations. Should the WCNP Plan be recommended forward, its land use assumptions will be factored into these evaluations.

### **Impacts of Ultimate Development**

With the full development of West Corvallis - North Philomath allowed under the WCNP Plan, sewerage flows in several additional service areas (Squaw Creek, Lower Oak Creek, and Country Club basins) match or exceed planned capacity, though not significantly. The FY 1996-97 update of the Sewer Master Plan should be used to identify necessary rehabilitation/replacement actions for these basins as well as the Fillmore basin.

It should be noted, however, that the ultimate development allowed under the WCNP Plan in these basins would be similar in impact to ultimate development allowed under existing plans. That is, the potential problems in these basins would likely occur even if

the WCNP Plan is not adopted, and the master plan update would also need to address these problems.

The WCNP Plan uses the Urban Transition concept to address these impacts. That concept will allow development of only a small part of existing parcels until findings can be made that adequate sewer and water facilities are or will be made available to the proposed development site. In addition, and with the exception of the Fillmore Basin, these impacts will likely occur only in the long term. Sewer improvement plans should reflect the ultimate development potential within the planning area when planning for the replacement of existing trunk lines. Trunk line replacement is frequently done on a 40- to 50-year cycle. Water conservation efforts and truck line maintenance may help

## **WATER SUPPLY**

Water service to the portion of the WCNP planning area that falls within the Corvallis UGB has been planned for in the 1981 Corvallis Water Plan. This area is served within all three of the service levels of the City (1st level, 210'-287'; 2nd level, 287'-407'; 3rd level, 407'-560').

As noted above, this plan is to be updated in FY 1996-97. Second and 3rd level service to areas south of Harrison Boulevard will require construction of reservoir and transmission facilities. Some of these facilities have been programmed in the 1996-2001 Capital Improvement Program, and the priority of their construction could be accelerated with developer contributions related to a development proposal in the area.

Water facilities are generally sized to accommodate fire flows, which are factored on top of daily water usage. As the expected number of dwelling uses is not significantly greater than anticipated under the current Comprehensive Plan, planned water facilities should be adequate to serve the area with minor modifications. The update of the Water Plan in FY 1996-97 will be used to ensure that any deficiencies are addressed.

Analysis of water and sewer services in the North Philomath area indicates that levels of development anticipated under either current zoning or at higher densities on portions of the North Philomath UGB area could be accommodated by the City of

Philomath system. Plans have been prepared that show the future extension of water mains, sewer trunks and connections to existing service lines. (Source: North Philomath Water and Sewer Update, Westech Engineering, August, 1993.)

# Appendix C



## Appendix D

### *Criteria For Review of the WCNP Plan*

From October 1995 to May 1996 the Task Force reviewed in detail the draft West Corvallis Growth Management Plan prepared by Blaney Dyett Urban and Regional Planners. As a result of this process the Task Force refined the policies, the land use plan and the implementation mechanisms. Below are the criteria used by the Task Force in conducting this review.

1. Have property owner interests, as communicated to the Task Force, been reasonably considered?
2. Have interests of the residents of the planning area, as communicated to the Task Force, been reasonably considered?
3. Can consistency with the vision of the community-at-large be achieved?
  - a) Desires of the community
  - b) "Public good"  
(e.g. visions contained in each of the Comprehensive Plans and associated documents)
4. Can consistency with State Land Use Goals and Guidelines be achieved?
  - a) A component may be consistent with one goal, but inconsistent with another, requiring a balancing effort (e.g. forest, farm, and open space).
  - b) Transportation Planning Rule 12 - part of the reason for the grant was to address transportation issues.
5. Can it happen (financial feasibility)?
  - a) Will the development community (banks, developers) want to finance and build the various elements?
  - b) Will the design concepts and construction of the elements result in the desired quality of development?
6. Will a range of housing types and densities be allowed in a range of prices suitable to the needs of the community?
7. Is the proposed element consistent with the six points of consensus?
  - a) A moderate rate of planned growth (The urban growth boundaries should be moved only when areas within them have been developed compactly and efficiently.)
  - b) Retain the individual identities of Philomath and Corvallis (The two unique communities should retain independent government and individual identities. Separate them with open space buffers.)
  - c) Continue to develop good interconnected paths and bicycle routes (Trails and bike paths should provide efficient routes to schools, shopping, and places of work. They should also provide access to open space resources both within and outside the developed areas.)
  - d) Preserve the hillside viewsheds (Retain the wooded natural appearance of hills within the area's viewshed.)
  - e) Preserve riparian corridors (Reserve corridors along streams,

## Appendix D

- creeks, and drainage ways to protect water quality and provide opportunities for recreation.)
- f) New developments should be clustered and pedestrian friendly (New developments should be designed to be walkable and have good bicycle routes. They should also have a mix of housing types and densities.)
8. Are the public costs associated with the element— initial and ongoing— reasonable? (Efficient use of public infrastructure?)
9. Are changes to Comprehensive Plans intentional and beneficial?
- a) Appropriate level of residential, commercial and industrial development
  - b) Promotes public safety
  - c) Potential impacts to development or redevelopment elsewhere in the communities
  - d) Appropriate distribution of land uses/densities within the planning area
10. Has the concept considered the relationship with adjacent “natural” features and existing development?
11. Has protection of the environment consistent with the community vision been accomplished?
12. Goals:
- 1. Establish a framework of open space that conserves natural resources, supports the agricultural research mission of Oregon State University, defines and buffers development and provides opportunities for recreation.
  - 2. Accommodate a fair share of the region’s growth within the West Corvallis and North Philomath area and provide affordable housing for the different economic and demographic groups within the county.
  - 3. Reduce reliance on the private automobile by creating neighborhoods and development patterns that encourage walking and bicycling and efficient transit service.
  - 4. Create new neighborhoods that encourage community building, offer diverse housing types, sizes, prices and rents, are pedestrian-friendly and offer alternatives to auto use, and maintain or enhance the quality of life of their residents.
5. Support the economic health of the region by designating adequate area for OSU research facilities, encouraging economic links to adjoining public and private agricultural facilities, and designating appropriate sites for additional basic employment.
6. Balance open space conservation and growth in a way that protects important natural resources, accommodates forecasted growth, and maintains or enhances the quality of life of existing and future residents of the Corvallis-Philomath area.

## MEMORANDUM

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**DATE:** January 28, 1999

**TO:** Readers of the West Corvallis - North Philomath Plan

**FROM:** Ken Gibb, Community Development Director 

**RE:** City Council Recommended Changes

On December 21, 1998, the Corvallis City Council adopted the West Corvallis - North Philomath Plan with the proposed revisions noted below. This memo will serve as an interim errata sheet until such time that the revisions noted below are incorporated into the reprinted document.

- The land use designation for the Frager property north of Harrison should be converted to Residential.
- The western half of the Alberti property south of West Hills Road should be converted to industrial and the adjacent industrial designation to the west should be converted to Residential.
- The OSU land fronting Witham Hill Drive near Elmwood and designated Mixed Use Area should be converted to Agricultural Research and Agriculture.
- The Public Lands west of the Fairgrounds should be converted to Residential and Medium High Density Residential.
- The Neighborhood Village & Shopping Center designation along Philomath Boulevard should be converted to Residential, with the exception of the two easternmost parcels.
- The Neighborhood Village designation on 35th Street, just north of Western Boulevard has been changed to Public Institutional and Medium Density Residential. This area should now be noted as a Neighborhood Village Study Area.
- Population projections for the Plan provides a time period in which development is intended to occur. Revised population forecasts in the adopted Comprehensive Plan should be inserted as appropriate into the Plan.
- Add to glossary: "Urban Fringe - Land within a city's Urban Growth Boundary but outside its city limits."

(Continued on back)

- **Page 22, under “An Urban Transition Process” replace the first two bulleted items with the following two:**
  - **urban fringe development would be required to occur in clusters, on urban-sized lots;**
  - **such development would be located consistent with the patterns of future urban development called for in the West Corvallis-North Philomath Plan. This will prevent land parcelization and development patterns that would make future urbanization difficult.**
  
- **Page 53, in the third paragraph of the Introduction, replace the second sentence with the following: “This chapter describes development review and approval procedures needed to address urban fringe development prior to annexation and extension of services.” In the fourth paragraph of the Introduction, delete the word “interim” from the first sentence.**
  
- **Page 54, 7.3 (a), rewrite third bulleted item to read. “Allow property owners who desire to develop today to do so, in exchange for an understanding that only limited development will occur prior to annexation.” In the fifth bulleted item, second line, insert the work “future” between “the” and “urban design” to read “the future urban design”. Rewrite sixth bulleted item to read, “Establish incentives and procedures, through provision of limited development opportunities, that promote urban density development in conformance with City Comprehensive Plan policies and map designations as well as city design and development standards.” In the seventh bulleted item, rewrite the second sentence to read, “Only the first phase cluster development, which provides its own on-site services, is permitted in advance of annexation and provision of urban services. (See 7.3.[b])” In the eighth bulleted item, delete “urban.”**