Oregon
Kate Brown, Governor

Department of Transportation
Delivery & Operations Division
Region 2 Headquarters
455 Airport Rd SE
Salem, OR 97301

DATE: July 20, 2021

TO: Kris Strickler, Director

FROM: Sonny Chickering, Region 2 Manager

SUBJECT: Resolution to adopt Special Transportation Area (STA) designations for U.S. 20/OR 34 and amend the Oregon Highway Plan through downtown Philomath's couplet in Benton County.

Requested Action:

Approve the request to adopt the Special Transportation Area (STA) Designation Compliance Findings and approve amending the Oregon Highway Plan (OHP) to designate a STA on the Corvallis-Newport Highway No. 33, U.S. 20/OR 34 in downtown Philomath (Corvallis-Newport Highway 033, milepost 49.87 to 50.81).

Background:

The City is currently implementing the Philomath Downtown Multi-Modal Streetscape Improvement Project Plan for the downtown area along Main Street and Applegate Street between 7th Street and 14th Street. As part of this process, the Philomath City Council adopted a resolution to designate this portion of the Philomath couplet (U.S. 20/OR 34) as a "Special Transportation Area."

Downtown Philomath fits the OHP's characterization of an existing STA. The existing sidewalk network along U.S. 20/OR 34 is generally continuous on both sides between Green Street and 7th Street (this includes both directions of the couplet). The posted speed is 25 mph for most of the STA area. Enhanced crossing opportunities along U.S. 20/OR 34 include traffic signals at the intersections with 13th Street (both sides of the couplet) and 9th Street (north side of couplet only). Special zoning districts apply in downtown Philomath to retain the traditional downtown, pedestrian oriented development pattern in the area. A management plan for the Philomath STA was also developed as part of the City's Transportation System Plan update and is included in Technical Memorandum #11 developed for that project (see Attachment 3).

The proposed STA will encourage a main street function and multimodal network in downtown Philomath that improves the safety and well-being of the community in support of the modern transportation system priority in ODOT's Strategic Action Plan.

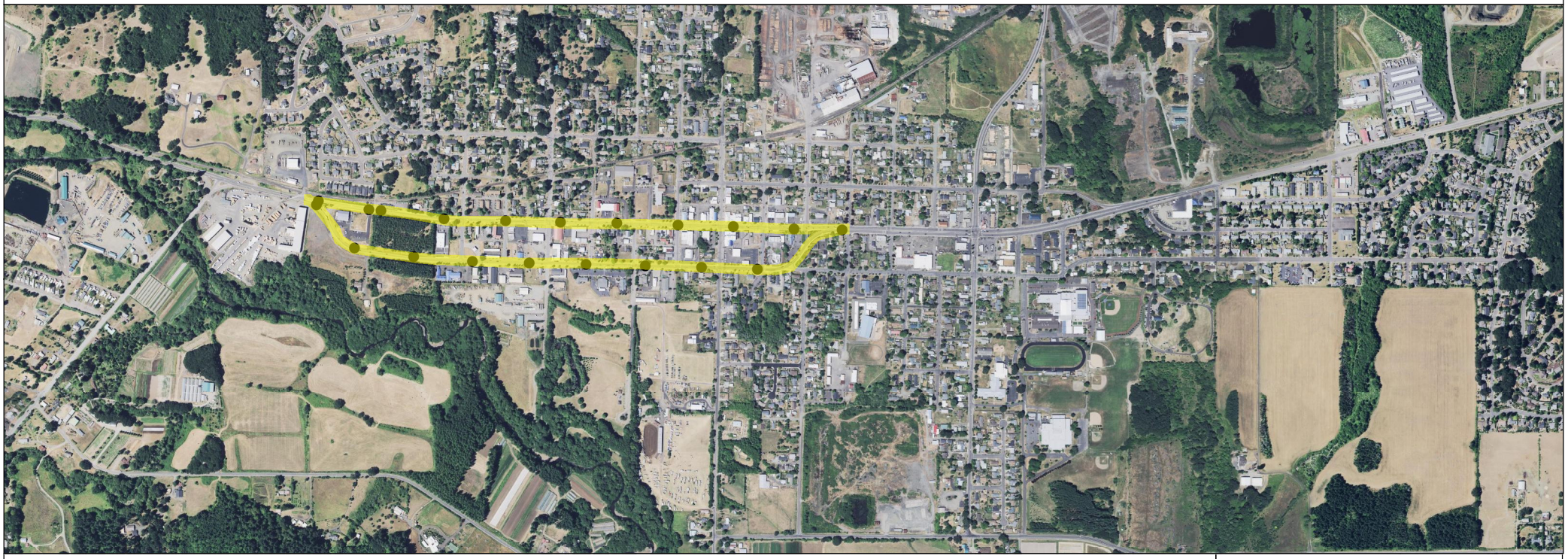
The following attachments have been provided to further support this STA request:

Attachment 1 -	STA Designation Compliance Findings
Attachment 2 -	Philomath City Council Resolution of Support
Attachment 3 -	STA Management Plan (Philomath Transportation System Plan Technical Memorandum #11, Special Transportation Area Designation)
Attachment 4 -	STA Highway Segment Designation Map
Attachment 5 -	STA Milepoint Descriptions
Attachment 6 -	Delegation Order Matrix Approved at July 2020 OTC Meeting

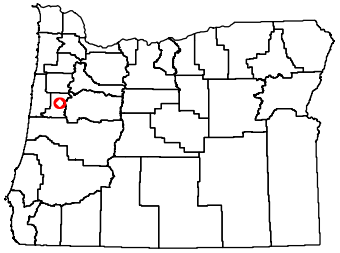
Copies (w/attachments) to:

Savannah Crawford, Region 2, Area 4
Brian Morey, Region 2, District 4
Naomi Zwerdling, Region 2
James Feldmann, Region 2, Area 4
Michael Rock, Statewide Transportation Planning Unit
Roseann O′Laughlin, Statewide Transportation Planning Unit

Philomath Special Transportation Area (STA) Designation



Legend



Federal Aid-Number: n/a

ODOT Key Number: n/a

County: Benton County

City: Philomath

Highway: 033

Milepoint(s): 49.87 to 50.81

0 0.1 0.2 0.4 mi

Map Not to Scale

Disclaimer:
"This product is for informational purposes and may not be suitable for legal, engineering, or surveying purposes. Users of this product should review and consult the primary data sources to determine the usability of the information. Conclusions drawn from this information are the responsibility of the user."

Date of Map Creation: December 20, 2019

Special Transportation Area (STA) designation is for the Corvallis-Newport Highway No. 33, US 20/OR 34, in downtown Philomath from MP 49.87 to 50.81.

MP 49.87: West end of couplet starting just east of the railway crossing to Georgia-Pacific Corporation.

MP 49.87 – 50.81: Both directions of travel on couplet streets (Philomath Boulevard and Applegate Street alignment)

MP 50.81: East end of couplet ending at South 16th Street.

Findings of Compliance with the Oregon Transportation Plan, Oregon Highway Plan, ODOT State Agency Coordination Plan (OAR 731-15), the Oregon Planning Goals and the Philomath Comprehensive Plan

Special Transportation Area Designation, Downtown Philomath, Oregon Corvallis-Newport Highway No. 33 (State Highway 34; US 20), Milepoints 49.87 to 50.81

1. Compliance with the Oregon Transportation Plan (OTP), Oregon Highway Plan (OHP), the ODOT State Agency Coordination Program (OAR 731-015) and the Philomath Comprehensive Plan.

Policies in the OTP do not directly address the designation of a Special Transportation Area (STA). A Special Transportation Area (STA) is an OHP highway segment designation used to address areas of compact development when the need for local access outweighs the need for highway mobility. Its primary objective is to provide access to and circulation amongst community activities, businesses and residences and to accommodate pedestrian, bicycle and transit movement along and across the highway. Designating an STA in Downtown Philomath allows the transportation system to be better coordinated with community's expectations for the downtown area as a pedestrian oriented development area. The stated objective of an STA promotes a transportation system with multiple travel choices; this objective is consistent with Philomath's vision and planning for the downtown. The designation will encourage development and redevelopment in the downtown area in a compact, multi-modal accessible manner. An STA designation in Downtown Philomath complies with OTP Policies 1A, 1B, 3.3 and 4.3.

The OHP Land Use and Transportation Section describes the type of area where STAs are appropriate. The US 20/OR 34 couplet through Philomath is designated a Statewide Highway; Policy 1A, State Highway Classification System, anticipates STA designations on Statewide Highways by stating that local access may be a priority inside these destinations. Policy 1B illustrates how adopting STAs further ODOT's interest in focusing growth in more compact development patterns. Philomath's STA both acknowledges existing, historic development patterns and supports the City's planning for future downtown development. Because the couplet is also a designated Freight Route, the designation is a Category 2 STA and highway mobility will be ensured through the implementation of an STA management plan.

The US 20/OR 34 couplet currently consists of two travel lanes in both directions with a mostly continuous existing sidewalk network along both sides between Green Street and 7th Street (this includes both directions of the couplet). The posted speed is 25 mph for most of the STA area. Enhanced crossing

opportunities along US 20/OR 34 include traffic signals at the intersections with 13th Street (both side of the couplet) and 9th Street (north side of couplet only). Special zoning districts apply in downtown Philomath to retain the traditional downtown, pedestrian-oriented development pattern in the area.

There is no change in travel lane configuration associated with this STA designation and no reduction in highway capacity. The State's transportation needs in Downtown Philomath are met with an STA designation. Designation of an STA in Downtown Philomath complies with the intent of the OHP.

ODOT's Administrative Rule 731-015 is the State Agency Coordination Program for the department. The purpose of this program is to ensure that ODOT land use programs comply with the statewide planning goals and acknowledged comprehensive plans. OAR 731-015- 0035 identifies ODOT activities that significantly affect land use. Identification of an STA is not an activity that is defined as significantly affecting land use. OAR 731-015 also applies to development and adoption of final facility plans. ODOT procedures state that a transportation facility plan must be developed if an STA management plan has been prepared. A management plan has been prepared because the STA designation is on a Freight Route, and therefore is considered a Category 2 STA. The provisions of OAR 731-015-0045 are applicable to final facility plans, and thus are applicable to this STA designation. STA designation in Downtown Philomath complies with the requirements of this administrative rule, as demonstrated below.

OAR 731-015 calls for ODOT to involve the Oregon Department of Land Conservation and Development (DLCD), and any metropolitan planning organization (MPO), city, county, or other agency or party that would be interested when amending a policy plan such as the OHP. DLCD was involved in development of the 2018 Philomath TSP through membership on the TSP update technical advisory committee. DLCD has established that the City's updated TSP complies with that agency's requirements for a TSP by acknowledging the plan.

The City of Corvallis and Benton County were undertaking TSP updates at the same time as the Philomath TSP update project. The Corvallis Area Metropolitan Planning Organization (CAMPO) also was updating the Regional Transportation Plan (RTP) and Regional Transportation System Plan (RTSP) during this time. These projects shared data and technical findings to ensure that analysis performed for each was based on consistent assumptions about future growth. The individual planning projects had many tasks and objectives in common, enabling collaboration on public outreach and communication and ensuring coordinated plan recommendations and outcomes. The RTP, the Corvallis Area Metropolitan Transportation Plan, was adopted on March 30, 2017 by the CAMPO Policy Board. The City of Corvallis TSP was adopted on December 20, 2018.

The City of Philomath has demonstrated its support for STA designation with a City Council resolution November 13, 2018. No other local government is directly impacted by STA designation, and no other local government has stated an

objection to STA designation within the Philomath City Limits. The OTC Consent Calendar agenda item is another opportunity for interested agencies and parties to make concerns about designating an STA known.

STA designation supports the City of Philomath's Comprehensive Plan and land use zoning for the Downtown Area. Consistent with existing zoning, uses within and immediately adjacent to the STA include a mix of commercial, industrial, residential, and park land uses. Shopping, dining, and entertainment opportunities are generally found in this central area of the city, as are most civic buildings, which are located along Applegate Street. The City is supporting these and future uses through the Downtown Safety and Streetscape Project (TSP Project UP-1). Located along Main Street and Applegate Street between 7th Street and 14th Street, the project calls for the implementation of improvements that include sidewalks, bike lanes, intersection bulb-out crosswalks with improved signing and striping, pedestrian-scale lighting, and landscaping. Other adopted TSP projects that enhance this mixed-use, multi-modal downtown and are consistent with an STA designation include: US 20/OR 34 and 17th Street Highway Crossing Improvements (Project CR-1), Bike Signal Detection (Project ITS-3), and Applegate Street Improvements, which includes a curb ramp and bike lanes (Project SW-5/BL-2). The City of Philomath's resolution of support demonstrates the City's support for an STA designation.

2. Compliance with Oregon's Statewide Planning Goals.

Action by the Oregon Transportation Commission to establish an STA in Downtown Philomath complies with the requirements of Oregon's Statewide Planning Goals. Findings of Compliance with each goal are provided below.

Goal 1 Public Involvement. This goal calls for jurisdictions to develop public involvement programs and to provide opportunities for public involvement consistent with adopted programs when amendments to plans are being considered. A Public Involvement and Stakeholder Strategy was employed to guide the development of the City's Transportation Systems Plan (TSP) update. The City of Philomath involved the public and stakeholders through a series of committee meetings, public open houses, and work sessions with elected officials and by providing project materials through the project's website www.philomathtsp.org. Engaging community members and organizations in the TSP process included working with technical and citizens' advisory committees, which included members representing CAMPO, freight interests, the Philomath School Board, and large employers.

Three community meetings were held to inform the community and allow for public input in to the TSP update. Transportation improvements needed in Downtown Philomath were presented at these meetings. Additional opportunities for public testimony were provided at the City Planning Commission and City

Council public hearings before the 2018 TSP was adopted. The adopted TSP calls for transportation facilities that are consistent with a designation of an STA.

Public involvement is a part of the process used to amend the OHP; adoption of an STA designation amends to the OHP. ODOT's State Agency Coordination Rule, OAR 731- 015 states that ODOT is to engage public agencies and the public when a plan amendment is proposed. DLCD and other agencies with possible interest in STA designation have been contacted to determine if concerns exist with the designation. No concerns have been stated. The proposed STA designation has been noticed as an item on the OTC Consent Calendar, for which notice has been provided. The general public comment period at this meeting has provided the opportunity for other persons to participate in the process. The requirements of Goal 1 have been met.

Goal 2 Land Use Planning. Goal 2 requires that decisions and actions related to land use are based on an established land use planning process and policy framework and that they have an adequate factual base. Central to Philomath's adopted TSP vision statement is that the "system supports local business activity, and US 20/OR 34 complements a vibrant downtown where people stop and visit and can cross the highway safely and comfortably." The City's land use plans allow for a mixed-use downtown area and the adopted TSP projects support these uses. The OHP provides highway segment designations to certain areas: a STA is appropriately applied "where the convenience of movement is focused on pedestrian, bicycle and transit movements." This designation is compatible with the City's plan designations for Downtown Philomath. The STA designation complies with the requirements of Goal 2.

Goal 3, Agricultural Lands. Downtown Philomath is designated for urban use, pursuant to the City of Philomath Zoning and Comprehensive Plan Map in the Philomath Comprehensive Plan. The requirements of this goal are not applicable to actions on lands designated for urban use.

Goal 4 Forest Lands. Downtown Philomath is designated for urban use in the acknowledged Philomath Comprehensive Plan. The requirements of this goal are not applicable to actions on lands designated for urban use.

Goal 5 Open Spaces, Scenic and Historic Areas and Natural Resources. Downtown Philomath is not a registered state or national historic district, but includes the Benton County Historical Museum, built in 1867 as Philomath College, a well-known Philomath landmark. The STA designation does not change the configuration or appearance of the highway or mandate future changes to the existing highway that would make any physical change within the Downtown. The STA designation does not impair Philomath's ability to comply with Goal 5.

Goal 6 Air, Water and Land Resources Quality. Philomath has developed a comprehensive plan that complies with state and federal regulations applicable to the quality of air, water and lands. Designating an STA does not directly affect any change to these plan components or to the quality of these resources. However, enhancing non-motorized transportation options, as envisioned in the City's TSP and supported by the STA designation, can have a positive impact on reducing vehicle miles traveled and greenhouse gas emissions consistent with state and regional objectives. Designating an STA in Downtown Philomath complies with the requirements of Goal 6.

Goal 7 Areas Subject to Natural Disasters and Hazards. The STA designation applies to the Corvallis-Newport Highway through Downtown Philomath. This area is outside the City's Flood Hazard Overlay District that protects land in the floodplain of the Mary's River and Newton Creek. Areas known to be subject to natural disasters or hazards are not affected by STA designation, so the goal does not apply.

Goal 8 Recreation Needs. The STA designation applies only to the highway through Downtown Philomath. There are no existing or planned recreational sites or facilities within the highway right-of-way. The goal does not apply.

Goal 9 Economic Development. STA designation does not change in the number of travel lanes through Downtown Philomath and will not result in any change to highway capacity. STA designation in Downtown Philomath does not change any land use designation. While STA objectives to provide access to and circulation amongst community activities, businesses and residences and to accommodate pedestrian, bicycle and transit movement along and across the highway are consistent with a vibrant downtown, the goal does not apply directly to adopting an STA designation.

Goal 10 Housing. STA designation applies only to the highway through Downtown Philomath. While the designation may enhance multi-modal connectivity to residential areas, it does not change any city regulations applicable to the provision of needed housing. The goal does not apply.

Goal 11 Public Facilities and Services. The goal requires development of local facility plans for all public facilities and services, including transportation. The goal's requirements for transportation plans are accomplished by developing a TSP meeting Goal 12 and OAR 660-012 requirements. These findings of fact and conclusions demonstrate that a Downtown Philomath STA designation complies with the requirements of Goal 12 and OAR 660-012, thereby complying with the requirements of Goal 11.

Goal 12 Transportation. Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a "safe, convenient and economic transportation system." This is accomplished through development of TSPs based on inventories of local, regional and state transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule ("TPR"). The TPR contains numerous requirements governing transportation planning and project development. Philomath's TSP update project was guided by project goals and objectives that address mobility, safety, economic development, accessibility, and connectivity. Existing conditions and future transportation needs were analyzed with respect to these goals and objectives. The inventory and analysis of existing and future conditions identified opportunities to improve the transportation system. As noted in the findings related to local Comprehensive Plan compliance in Section 1, identified transportation improvements necessary to meet current and future local needs include multi-modal improvements that enhance safety and connectivity in Downtown Philomath. Following adoption of the updated TSP by the City of Philomath, DLCD reviewed and acknowledged the plan as meeting that agency's requirements for a TSP.

Goal 12 also calls for development of a state transportation system plan. The OTP and the adopted multimodal, modal/topic and facility plans, including the OHP, are the state transportation system plan. The OHP provides direction about the State's highway needs and provides for STA designations. Downtown Philomath meets the OHP's description of STAs.

The Corvallis-Newport Highway couplet currently consists of two travel lanes in each direction. No change in this configuration occurs as part of STA designation, so there is no reduction in highway capacity and the state's transportation needs continue to be met. STA designation complies with the requirements of the goal.

Goal 13 Energy. STA designation does not change energy consumption within the Philomath UGB. The goal does not apply.

Goal 14 Urbanization. The STA designation applies only to an area already part of the City of Philomath. This area already is within the City's UGB and is urbanized. The requirements of the goal do not apply to the designation of an STA.

Goal 15 Willamette River Greenway. OAR 660-020, Willamette River Greenway Plan, implements Goal 15. The proposed STA designation is for a segment of highway entirely within the City of Philomath. Philomath is not on the Willamette River and is not one of the jurisdictions subject to the requirements of OAR 660-020. The requirements of this goal do not apply to STA designation in Downtown Philomath.

Oregon Coastal Goals. The following four goals apply only to communities with these resources. Philomath does not have any of these resources, so these goals do not apply.

a. Goal 16 Estuarine Resources

b. Goal 17 Coastal Shorelands

c. Goal 18 Beaches and Dunes

d. Goal 19 Ocean Resources

CITY OF PHILOMATH
RESOLUTION 18-20

DECLARATION IN SUPPORT OF THE US20/OR34 HIGHWAY IN DOWNTOWN PHILOMATH AS A SPECIAL TRANSPORTATION AREA IN THE OREGON HIGHWAY PLAN AND APPROVING THE MANAGEMENT PLAN AS SET FORTH IN THE PHILOMATH TRANSPORTATION SYSTEM PLAN.

WHEREAS, the Oregon Highway Plan contains provisions to designate certain state highway segments as "Special Transportation Areas" (STA); and

WHEREAS, the Oregon Department of Transportation has identified that the Downtown Philomath section of US20/OR34 Highway (State Highway No. 33 milepoint 49.87 (official west end of the couplet per ODOT straightline charts) to milepoint 50.81 (16th Street) would qualify for such a designation; and

WHEREAS, the Oregon Transportation Commission will apply such designations only with the support of the local governing body; and

WHEREAS, the benefits to the City of Philomath associated with such a highway segment designation include more favorable and flexible design standards and greater local influence over decision making on state highway facilities; and

WHEREAS, the Oregon Transportation Commission requires a Management Plan as part of the STA application; and

WHEREAS, the Management Plan is embedded in the Philomath Transportation System Plan approved by the City Council on August 27, 2018.

NOW, THEREFORE, BE IT RESOLVED that the City of Philomath:

1. Supports the designation of Main Street and Applegate Street, US20/OR34 Highway from milepoint 49.87 to milepoint 50.81 as a Special Transportation Area and
2. Approves the Management Plan as established in elements of the Philomath Transportation System Plan.

PASSED by the Council this 13th day of November 2018.

APPROVED by the Mayor this 13th day of November 2018.

SIGNED:

Rocky Sloan, Mayor

ATTEST:

Ruth Post, MMC, City Recorder

Technical Memorandum #11

DATE: November 8, 2018

TO: Philomath TSP Project Management Team and Stakeholders

FROM: John Bosket, PE | DKS Associates
Ben Chaney, EIT | DKS Associates

SUBJECT: **Philomath Transportation System Plan**
Task 7.9: Special Transportation Area (STA) Designation

This memorandum presents a justification for a proposed Special Transportation Area (STA) designation for US 20/OR 34 through downtown Philomath's couplet (Corvallis-Newport Highway No. 033, mile point 49.87 to 50.81). The sections of this memorandum discuss the objectives and characteristics of an STA, specific considerations for Philomath, and a management plan meeting the requirements of the 1999 Oregon Highway Plan, Policy 1A.

STA Objectives and Characteristics

An STA is a designation in the *Oregon Highway Plan* (OHP) that can be applied to a state highway segment when it traverses a downtown business district and the community desires the highway segment to focus on local multimodal activity rather than vehicular mobility. The objective of an STA designation is to emphasize that a portion of the state highway system should also provide access to community activities, businesses, and residences and should accommodate pedestrian, bicycle and transit movement along and across the highway, in addition to providing vehicular mobility. An STA designation is a way for communities to get clear agreement from ODOT to manage a portion of the state highway as a main street.

STAs are typically located in areas with mixed land uses and include closely spaced buildings with little or no setback from the highway. Sidewalks are wide and located adjacent to both the buildings and the highway. Public road connections are preferred to private driveway access. Ideally over time, through public improvement projects and private redevelopment, opportunities to consolidate driveways and to develop shared access and cross-access easements reduce conflict points and improve multimodal safety and mobility. New private driveway access to the highway may be allowed where State access management standards can be met and where access alternatives to a lower classification street are not available. A key element in an STA is an interconnected local street network to facilitate local automobile, pedestrian, and bicycle circulation off of the highway.

Specific multimodal benefits of an STA designation include the possibility of implementing measures that, over time, could transform the highway into a more pedestrian-friendly environment. Measures that could be considered for Philomath, consistent with an STA designation, include lowering the speed limit to 25 or 30 miles per hour throughout the couplet, improving pedestrian crossings, improving street lighting, and managing driveway access points.

STA Considerations for Philomath

Existing Conditions

Philomath desires to promote a walkable, storefront character and feel in its downtown, elements of which currently exist. US 20/OR 34 through downtown Philomath includes a mix of adjacent land uses with varying setbacks from the highway. The roadway includes sidewalks, bike lanes, and on-street parking and a local street grid connects the highway to adjacent neighborhoods. The posted speed is 25 mph for most of the STA area and enhanced crossing opportunities along US 20/OR 34 include traffic signals at the intersections with 13th Street (both side of the couplet) and 9th Street (north side of couplet only). Figure 1 shows the proposed STA boundaries between mile point 49.87 (beginning of the highway couplet on the west) and mile point 50.81 (intersection at S 16th Street on the east side).

City comprehensive plan policies, plan map and zoning designations, and the development code support mixed use commercial-office-residential development in downtown. The City development code (Title 18 of the Philomath Municipal Code) supports the vision for its downtown with standards for building and parking lot placement, pedestrian and transit amenities, shared parking, consolidated access, plazas and landscaping design elements consistent with walkable districts.

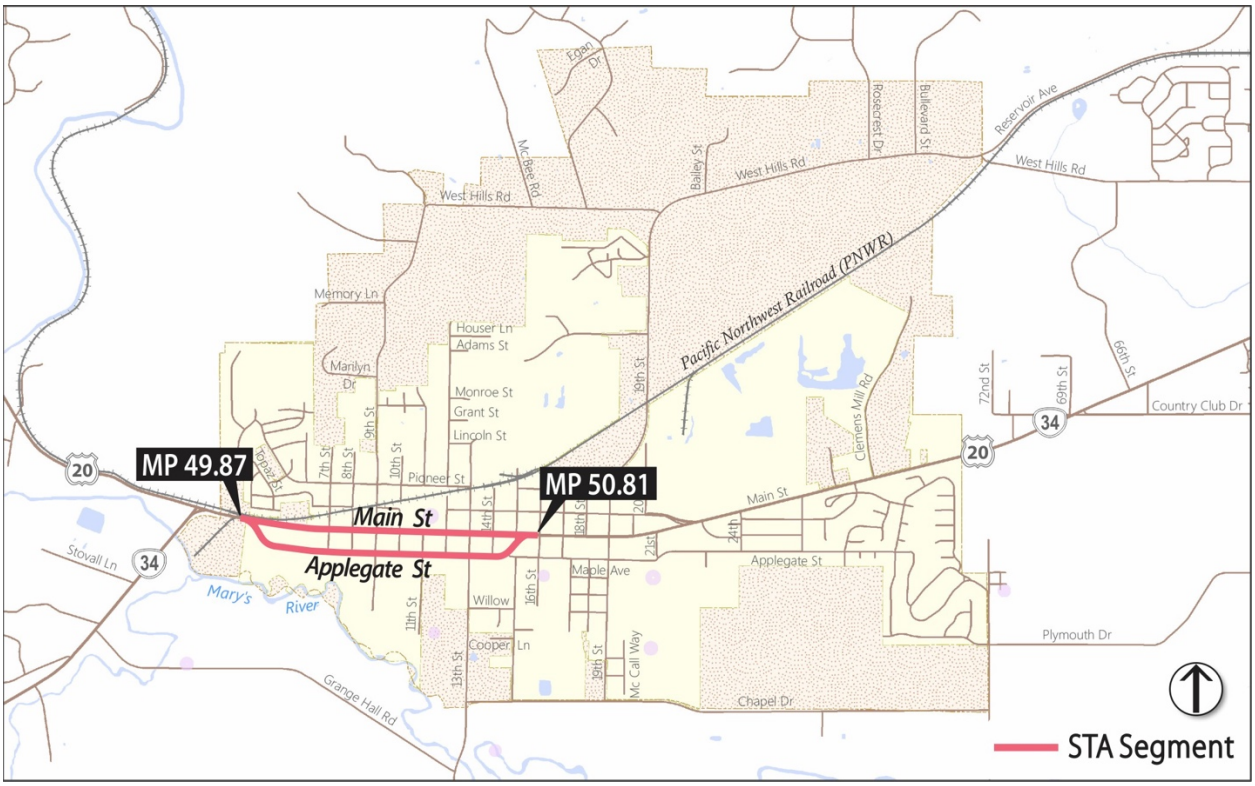


Figure 1: Proposed Philomath Special Transportation Area (STA)

Community Vision

The STA will support the vision established during the development of the recent Transportation System Plan (TSP) update (adopted August 2018). The vision statement is an imaginative description of the desired condition in the future that aligns with community goals. In Philomath, the vision statement specifically includes the US 20/OR 34 corridor through downtown.

Transportation System Plan Vision

Travel to and through Philomath is safe and efficient, with convenient options available for everyone. Investments in the transportation system are made in a cost-effective manner and respect the City's resources. The system supports local business activity, and US 20/OR 34 complements a vibrant downtown where people stop and visit and can cross the highway safely and comfortably.

Downtown Safety and Streetscape Project

The 2007 couplet reconfiguration of US 20/OR 34 successfully improved the flow of traffic through Philomath. However, due to funding constraints, the project did not address the area along US 20/OR 34 (Main Street and Applegate Street) between S 7th Street and S 14th Street in the downtown core.

The City recognizes this gap and has actively taken steps to address it. Aided by the Philomath Downtown Association (PDA), the City completed the *Downtown Design Plan and Business Mix Study* in 2009. This study included conceptual level plans for public improvements within the central business district, as shown in Figure 2. The Urban Renewal District (URD) Area and URD Plan, amended in 2010, includes the *Downtown Safety and Streetscape Project*.

While design details are currently under consideration by a stakeholder committee, previously proposed key elements included:

- Widening sidewalks from 10 feet to 17 feet. This extra width would be taken from the existing parking lanes, which would be reduced from 14-16 feet to 8 feet.
- Adding curb extensions on most corners. Curb extensions would be 8 feet wide, covering the width of the parking lanes at corners.
- Aesthetic treatments such as pedestrian-scale light poles, street furniture, and landscaping.

These elements would significantly improve the walkability of downtown Philomath. The experience of crossing the highway on foot would also be improved by the project's ability to improve pedestrian visibility and shorten crossing distances.



Figure 2: Conceptual illustration of US 20/OR 34 improvements in downtown Philomath

The City recently secured $3.7 million from ODOT for the project and the Philomath URD is contributing another $4 million. The first phase is anticipated to be completed in fall 2019.

STA Applicability to Philomath

An STA designation would allow the City and ODOT to better manage development and future traffic congestion along the highway corridor by changing the adopted mobility target from the current 0.85 volume-to-capacity ratio (v/c) to a 0.90 v/c ratio along this stretch of US 20/OR 34 through downtown Philomath. In other words, this increased threshold would allow more vehicular congestion and would reduce the need for roadway capacity (i.e., widening) improvements for vehicles, thereby increasing the emphasis on the importance and safety of other travel modes. Although concerns regarding congestion were not a focus of the TSP update, an STA deemphasizes the need for vehicular improvements, thereby providing the City with more flexibility in future decisions and development.

Table 1 summarizes the applicability of an STA designation to US 20/OR 34 between mile points 49.87 and 50.81 through downtown Philomath. This segment of highway is classified as a Statewide Highway. It is also designated as an OHP Freight Route, which requires preparation of an STA management plan to balance freight mobility with the STA objectives.

Table 1: STA Guidance and Applicability to Philomath

Considerations	STA Guidance	Philomath STA
Location		
State Highway	An STA must straddle a state highway.	The proposed STA straddles US 20/OR 34.
Freeway / Expressway	An STA cannot be located on a freeway or expressway.	US 20/OR 34 is not a freeway or expressway through Philomath.
Extent	An STA cannot apply to an entirety or majority of a city, or to strip development.	The proposed STA applies to a less than half of the length of Philomath, focused on the downtown area. The prevailing and planned development form is not strip development.
Traffic Characteristics		
Local Street Network	The STA is a compact area with interconnected local street networks to facilitate local automobile and pedestrian circulation.	The STA area features a local street grid network in most of the surrounding area.
Modal Priority	While automobiles move through and access an STA, convenience of movement is focused on pedestrians, bicyclists and transit where available.	The STA area currently includes bike lanes and sidewalks, and the proposed Downtown Safety and Streetscape design project would further prioritize people walking and biking. Transit serves the STA area.
Traffic Speeds	Traffic speeds are slow, generally 25 mph (40 kilometers) or less.	The posted speed is 25 mph for most of the STA area, but can be as high as 40 mph in the west end where undeveloped land remains. Implementation of downtown streetscape improvements and future development in the west end will create opportunities to reevaluate and potentially lower posted speeds.
Mobility Targets	Highway mobility targets allow for more congestion than on other urban highways.	Implementation of an STA will allow for a change from a 0.85 to 0.90 v/c target.
Design Characteristics		
Land Use	Mixed uses.	The zoning within and immediately adjacent to the STA includes a mix of commercial, industrial, residential, and park land uses.
Buildings	Buildings spaced close together and located adjacent to the street with little or no setback to better accommodate pedestrian and bicycle circulation.	Existing buildings in the STA area include a mix of designs, with varying setbacks from the highway. The Development Code includes block layout and building setback and orientation standards that promote a walkable, storefront character in the downtown commercial district with short block lengths and buildings oriented close to the street. New or redeveloping properties within the STA will comply with these standards.
Sidewalks	Sidewalks with ample width located adjacent to the highway and the buildings.	The currently developed portion of the STA includes sidewalks. The Downtown Safety and Streetscape project will provide improved wide sidewalks and other pedestrian-focused frontage improvements.

Considerations	STA Guidance	Philomath STA
Circulation	Convenient automobile and pedestrian circulation within the STA and off the state highway.	Frequent and short blocks within the STA connect the two portions of the couplet and allow for circulation on the state highway. A well-connected local street network exists north of the couplet connecting residential areas, and open space to the south of the couplet includes existing and planned pedestrian connections.
Access Management	Public road connections preferred over private driveways.	Existing private driveways may be relocated or combined as new development or redevelopment occurs within the proposed STA.
Parking	On street parking or shared, general purpose parking lots which are located behind or to the side of buildings.	Currently, on-street parking is available on most of the STA highway frontage. The Downtown Safety and Streetscape project will improve pedestrian access to and from the on-street parking.
Street Crossings	Streets designed for ease of crossing by pedestrians.	A major focus of the Downtown Safety and Streetscape project is on improving the safety and comfort of the crossing experience for people walking.

US 20/OR 34 through downtown Philomath has been designated as a Reduction Review Route by ODOT. ORS 366.215 states that the Oregon Transportation Commission may not permanently reduce the vehicle-carrying capacity of identified freight routes unless safety or access considerations require the reduction or if a determination is made that the reduction is in the best interest of the state.

When determining if a reduction in vehicle-carrying capacity will occur, the key element considered is whether the area needed (width and height) to accommodate legal loads and annual permitted over-dimension loads will be affected. In short, if these loads can pass through the highway segment today, they should be able to continue to do so in the future.

Table 2 below summarizes the existing widths within which legal and permitted over-dimension loads currently pass and proposed changes to the area according to draft designs for the Downtown Safety and Streetscape Project. The proposed design associated with the Downtown Safety and Streetscape Project is not complete and has not been submitted for an ODOT freight mobility review. Therefore, the dimensions shown in Table 2 are only one representation of how the highway could be modified through the downtown to create a more multimodal-supportive environment. Such improvements are not necessary to support the adoption of an STA designation, but demonstrate the City's commitment to creating an environment that is consistent with STAs.

Table 2: Potential US 20/OR 34 Cross-section Changes in Downtown Philomath

Cross-section Elements	Existing Widths	Proposed Widths from Draft Downtown Safety and Streetscape Plan*
Travel Lane Width	12’	12’
Bike Lane Width	6’	6’
Parking Lane Width	14’-16’	8’
Sidewalk Width (includes landscape/furniture zone)	10’	17’
Curb-to-Curb Width	60’	46’
Curb-to-Curb Width at Curb Extensions	60’	30’
ROW Width	80’	80’

* The proposed design associated with the Downtown Safety and Streetscape Project is not complete and has not been submitted for an ODOT freight mobility review. These dimensions are only shown to demonstrate the City’s commitment to creating an environment that is consistent with STAs.

STA Management Plan

This management plan is intended to guide the implementation of the STA, and includes references to elements of the recently adopted update to Philomath's TSP. This management plan should incorporate the results of the Downtown Safety and Streetscape Plan when it is complete.

STA Goals and Objectives

The STA will promote the vision, goals and objectives established in Philomath's TSP. These goals were based on the 1999 TSP and community discussions around environmental impacts, enhancement of community health and livability, supporting the local economy, efficient use of public funds, and coordination with regional agencies. Below are excerpts from the Philomath TSP vision, goals, and objectives that are consistent with and supported by the establishment of an STA.

Vision Statement

Travel to and through Philomath is safe and efficient, with convenient options available for everyone. Investments in the transportation system are made in a cost-effective manner and respect the City's resources. The system supports local business activity, and US 20/OR 34 complements a vibrant downtown where people stop and visit and can cross the highway safely and comfortably.

Goal 1: Maintain efficient motor vehicle travel along the street network and through US 20/OR 34.

Objectives

- Improve cross-town (both north-south and east-west) circulation and connectivity.
- Work with regional partners to reduce congestion along US 20/OR 34 between Philomath and Corvallis. Alternatives considered should include widening the corridor to four lanes, enhancing overall corridor travel efficiency, and transportation demand management measures that could reduce peak hour demand.
- Evaluate transportation and parking improvements that have the potential to improve downtown traffic flow.

Goal 2: Develop a transportation system that provides mobility and accessibility for all members of the community, and reduces reliance on motor vehicle travel.

Objectives

- Improve circulation for pedestrians, bicyclists, and transit riders within Philomath and to Corvallis.
- Improve pedestrian and bicycle circulation within and between major activity generators such as neighborhoods, parks, schools, and commercial centers.
- Ensure connections to the existing pedestrian system (i.e., sidewalks, crosswalks, shared use paths) are made as part of new developments.
- Enhance pedestrian safety at roadway crossings, including intersections and key mid-block locations.
- Continuously improve existing transportation facilities to meet applicable City of Philomath and Americans with Disabilities Act (ADA) standards.
- Develop and maintain maximum block length standards to minimize travel distances.
- Ensure the pedestrian, and bike throughways are clear of obstacles and obstructions (e.g., utility poles, grates).
- Provide for transit user needs beyond basic provision of service (e.g., by providing sidewalk and bicycle connections, shelters, benches) to encourage higher levels of use.
- Improve pedestrian and bicycle access across US 20/OR 34, especially in locations where better access would support safer travel to schools, parks, and public buildings.

Goal 3: Enhance transportation safety.

Objectives

- Reduce traffic-related fatalities and serious injury collisions.
- Reduce the amount of collisions involving vulnerable users (e.g., elderly, children, pedestrians, and cyclists).
- Evaluate the need for improved street lighting.
- Address speeding in the downtown.
- Improve the comfort and safety of pedestrian crossings along US 20/OR 34.

Goal 4: Develop and maintain a transportation system that supports economic vitality.

Objectives

- Improve the pedestrian and bicycle realm in the downtown.
- Balance the need for efficient travel with business visibility and accessibility in the downtown.
- Provide access to local businesses and business districts by all modes of transportation.
- Consider streetscape improvements in the downtown to make it aesthetically pleasing and signify it as a destination.
- Explore options to improve parking availability in the downtown.

Goal 6: Maintain coordination with local and state agencies and plans.

Objectives

- Coordinate transportation projects, policy issues, and development actions with all affected government agencies in the area, including Benton County, the City of Corvallis, the Corvallis Area Metropolitan Planning Organization, and the Oregon Department of Transportation.

Highway Transition Areas

The proposed STA boundaries (Corvallis-Newport Highway No. 033, mile point 49.87 to 50.81) match the couplet section of the highway, and provide a natural opportunity for transition areas where the roadway splits. These areas will be used to facilitate speed limit transitions through a change to a downtown look and feel, which will be enhanced with the completion of the Downtown Safety and Streetscape Plan and when the west end fully develops. On the west end, there is currently a landscaped median area with a gateway treatment announcing entrance into the city. The east end of the couplet also includes a landscaped median area that could be enhanced with a supplemental gateway treatment to announce arrival into the downtown. These spaces are shown in Figure 3.



Figure 3: STA Transition Areas Westbound (left) and Eastbound (right)

Design Standards

It is assumed that upon adoption of the proposed STA designation, ODOT's design standards that are applicable to STAs would be applied to this area. Unique design standards are not being requested. The final plans for the Downtown Safety and Streetscape Project could require the approval of design exceptions from ODOT, but are anticipated to be consistent with the intended function of an STA.

Freight and Through Traffic Strategies

Philomath's TSP includes several strategies to help address the needs of freight and through traffic. These include the following projects, which are considered likely to be funded by 2040:

- US 20/OR 34 Widening Project: Corridor Refinement Plan and Preliminary Engineering (UP-10): Provide updated design that meets current community needs and provides guidance for private development and funding opportunities.
- US 20/OR 34 and 26th Street intersection improvements (Project INT-2): Install improvements such as providing a left turn lane on the highway and consider access management treatments for nearby driveways.

In addition to these, there is also a project in the TSP to implement freight traffic signal priority in the US 20/OR 34 corridor.

Parking Strategies

As shown in Table 2, the Downtown Safety and Streetscape Project proposed cross-section changes that reduce the on-street parking width from 14-16 feet to 8 feet, to accommodate parallel parking. This change is consistent with the design characteristics of the STA area, which will feature wider sidewalks and curb extensions to facilitate pedestrian crossings.

In addition, as part of the 2018 TSP adoption the City adopted Development Code modifications for the Central Commercial (C-1 zone) District that reduce off-street parking requirements. The C-1 zone designation overlaps with the proposed STA area; the new off-street parking requirements better align with STA goals and adopted City policy.

Network Circulation for Local Traffic, Transit, Walking, and Biking

The TSP Update includes several projects that will help promote multimodal circulation within the proposed STA area. These include the following projects, which are considered likely to be funded by 2040:

- US 20/OR 34 and 17th Street Highway Crossing Improvements (Project CR-1): Install highway crossing improvements which could include: provide second crosswalk on east leg of intersection, enhance signing and stop bar distance, replace existing beacon light with street-level pedestrian-activated flashing lights, and provide bicycle cut-through in median. Project is subject to ODOT approval.
- Downtown Safety and Streetscape Project (Project UP-1): Located along Main Street and Applegate Street between 7th Street and 14th Street, the project includes sidewalks, bike lanes, intersection bulb-out crosswalks with improved signing and striping, pedestrian-scale lighting, and landscaping. Project is subject to ODOT approval.
- Bike Signal Detection (Project ITS-3): Add bicycle detection and placement stencils to signalized side street approaches on US 20/OR 34. Project is subject to ODOT approval.

- Applegate Street Improvements (Project SW-5/BL-2): Install new curb ramp on south side of Applegate Street at the intersection with 17th Street, install bike lanes on Applegate Street from 16th to 21st Street by removing on-street vehicle parking from one side of the street.

Traffic and Safety Impacts of the STA Designation

The STA designation in itself is unlikely to have significant traffic or safety impacts on the area under consideration. The most significant safety improvements are anticipated to result from the implementation of the Downtown Safety and Streetscape Project, which would create an environment that is consistent with an STA designation.

- Under 2040 design hour (30th highest hour) conditions, all study intersections within the proposed STA operate at a volume-to-capacity (v/c) ratio of 0.57 or better. All study intersections meet the current ODOT mobility target (v/c ratio no greater than 0.85), so using a more relaxed standard enabled by the STA designation (v/c ratio no greater than 0.90) will not impact the ability to meet mobility targets.
- Speeds within the majority of the US 20/OR 34 couplet proposed for STA designation are already posted at 25 MPH. Corridor safety performance may improve based on proposed changes to street design, such as curb extensions that reduce pedestrian exposure and increase visibility.

Needed Improvements

Needed improvements within the proposed STA were identified in the TSP and are listed above under "Freight and Through Traffic Strategies" and "Network Circulation for Local Traffic, Transit, Walking, and Biking." All listed improvements are assumed to be primarily funded by ODOT, except for the Downtown Safety and Streetscape Project (Project UP-1), which will also include City funding, and the Applegate Street Improvements (Project SW-5/BL-2), which will be funded primarily by the City.

Maintenance and Operational Strategies

Maintenance and operational practices and responsibilities are not proposed to change as a result of the STA designation.