



## HIGHWAY OR 99W SOUTH CORVALLIS FACILITY PLAN

### TECHNICAL MEMORANDUM #6: PLANS & POLICY REVIEW

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To: James Feldmann, AICP  
Oregon Department of Transportation  
3700 SW Philomath Blvd  
Corvallis, OR 97333

CC: Phillip Worth, Project Manager, Kittelson & Associates, Inc.

From: Andrew Parish and Darci Rudzinski – Angelo Planning Group

Subject: Technical Memorandum #6: Plans & Policy Review

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## PURPOSE AND CONTENT

This memorandum provides a baseline policy and regulatory framework for the project. A review of existing plans, policies, standards, rules, regulations, and other applicable documents summarizes information that pertains to the planning process and the development of the Highway OR 99W South Corvallis Facility Plan (Facility Plan). The information from these documents will guide later decisions regarding selection of preferred alternatives and will indicate where amendments may be necessary to pertinent documents and regulations. The following plans and documents were reviewed:

### State Plans

- Statewide Planning Goals
- Oregon Highway Plan (updated 2015)
- Oregon Access Management Rules (OAR 734-051)
- Oregon Freight Plan (Revised 2017)
- Oregon Bicycle and Pedestrian Plan
- Oregon Public Transportation Plan (2019)
- Oregon Transportation Safety Action Plan
- Oregon Intersection Safety Implementation Plan (2012)
- Oregon Bicycle and Pedestrian Safety Implementation Plan (2014)
- Oregon Resilience Plan (2013)
- Statewide Transportation Improvement Program (STIP)
- Oregon Blueprint for Urban Design (2020)
- Oregon Statewide Transportation Strategy (2013)

### Prior Studies

- Corvallis Case Study: Indirect Land Use and Growth Impacts of Highway Improvements) (2001)
- Intermediate Health Impact: Traffic Speed on South Third St. Corvallis (2013)

**Local Plans:**

- Corvallis Transportation System Plan Volume I and II (2018)
- Corvallis Parks and Recreation Master Plan Update (2015)
- Imagine Corvallis 2040 (2016)
- City of Corvallis Strategic Operational Plan (2020)
- South Corvallis Area Refinement Plan (1997)
- South Corvallis Specific Area Plan Documents (Ongoing)
- South Corvallis Urban Renewal District Plan (2018)
- Corvallis Transit Development Plan (2018)
- Corvallis Comprehensive Plan (Amended 2019)
- Climate Action Plan (2016)

## STATE OF OREGON PLANS

### STATEWIDE PLANNING GOALS

The foundation of Oregon’s land use planning program is a set of 19 Statewide Land Use Planning Goals. The goals express the State's policies on land use and related topics, like citizen involvement, transportation, housing, and natural resources. Oregon's statutes and rules that implement these goals apply not only to local governments but also to special districts and State agencies. The laws strongly emphasize coordination - keeping plans and programs consistent with each other, with the goals, as statutes are updated, and with acknowledged local plans.

*Applicability to the Facility Plan:*

The Statewide Planning Goals are implemented through Statewide and local plans and policies, many of which are evaluated in this memorandum. The Facility Plan will further implement Statewide Planning Goals by balancing transportation and land use needs through a public process, fulfilling Goal 1, and with recommendations that are consistent with applicable statutes, rules, and adopted documents. The most relevant planning goals to this effort are:

**Goal 1** Citizen Involvement

**Goal 2** Land Use Planning

**Goal 3** Agricultural Lands

**Goal 5** Natural Resources, Scenic and Historic Areas, and Open Spaces

**Goal 7** Areas Subject to Natural Hazards

**Goal 9** Economic Development

**Goal 10** Housing

**Goal 11** Public Facilities and Services

**Goal 12** Transportation

**Goal 13** Energy Conservation

**Goal 14** Urbanization

**Goal 15:** Willamette Greenway

## OREGON HIGHWAY PLAN (UPDATED 2015)

The Oregon Highway Plan (OHP) defines policies and investment strategies for the State highway system over the next 20 years. Policies developed in the Highway Plan and the other modal/topic plans are intended to be implemented in part through corridor plans. Corridor plans, once adopted by the Oregon Transportation Commission (OTC), become part of the OHP and guide planning and improvements along the identified highway segment. The OHP contains three elements: a vision that describes how the highway system should look in 20 years; a policy element that contains goals, policies, and actions to be followed by State, regional, and local jurisdictions; and a system element that includes an analysis of needs, revenues, and performance measures. One of the key goals of the OHP is to maintain and improve safe and efficient movement of people and goods, while supporting Statewide, regional, and local economic growth and community livability. This goal is implemented through policies and actions that guide management and investment decisions by:

- Defining a classification system for State highways;
- Setting standards for mobility;
- Employing access management techniques;
- Supporting intermodal connections;
- Encouraging public and private partnerships;
- Addressing the relationship between the highway and land development patterns; and,
- Recognizing the responsibility to maintain and enhance environmental and scenic resources.

### *Applicability to the Facility Plan:*

**OHP Policy 1A** establishes the highway classification and associated targets/standards for OR 99W through South Corvallis. The facility is classified as a/an:

- Regional Highway, which “typically provide connections and links to regional centers, Statewide or interstate Highways, or economic or activity centers of regional significance. The management objective is to provide safe and efficient, high speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways. Inside STAs, local access is also a priority. Inside Urban Business Areas, mobility is balanced with local access.” (Policy 1A.1)
- Reduction Review Route, requiring review under OAR 731-012-0010 when a reduction in vehicle-carrying capacity is proposed.
- Oregon Freight Route (see Oregon Freight Plan documentation).
- Part of the National Highway System.

**OHP Action 1C.3** states that in the development of corridor plans, work with local governments to recognize and balance freight needs with needs for local circulation, safety, and access in Special Transportation Areas.

**OHP Action 2B.4:** In preparing corridor plans, transportation system plans and project plans, work with local governments to identify and evaluate off-system improvements that would be cost-effective in improving performance of the state highway.

**OHP Policy 3A** establishes access management policies related to regional highways. In the South Corvallis area, OR 99W transitions from a more rural roadway, providing connections and links within the State, to a more urban facility where land access plays a greater functional role. The Blueprint for Urban Design, reviewed later in this document, provides further guidance for highway design in this situation. Once adopted into the OHP, the Highway OR 99W South Corvallis Facility Plan will guide future planning and improvements in the corridor.

## OREGON ACCESS MANAGEMENT RULE (OAR 734-051)

The Oregon Access Management Rule (OAR 734-051) attempts to balance the safety and mobility needs of travelers along State highways with the access needs of property and business owners. ODOT's rules manage access to the State's highway facilities in order to maintain highway function, operations, safety, and the preservation of public investment consistent with the policies of the OHP. Access management rules allow ODOT to control the issuing of permits for access to State highways, State highway rights of way, and other properties under the State's jurisdiction.

In addition, Division 51 identifies the ability to close existing approaches, set access spacing standards and establish a formal appeals process in relation to access issues. These rules enable the State to direct location and spacing of intersections and approaches on State highways, thereby preserving the efficient operation of State routes consistent with the highway classification system.

### *Applicability to the Facility Plan:*

The Facility Plan will include an access management strategy consistent with OAR 734-051, including an "access management methodology" that balances the economic development objectives of properties abutting the State highway with the transportation safety, access management objectives, and mobility of State highways, in a manner consistent with local transportation system plans and the land uses permitted in the local comprehensive plan. The methodology may address the following factors:

- The level of direct highway access generally needed for properties based upon the types of uses allowed by the zoning and comprehensive plan designations, acknowledging the impacts of out-of-direction travel and congestion on customers.
- Effects of changing existing connections and circulation patterns for existing developed properties.
- Community support for the highway projects and economic development proposals in the planning area, as indicated by action of the governing body of the local government.
- The highway classification and long term vision for the function of the highway as a freight route

- Reduction of vehicle conflict points, and other safety and operations concerns for all highway users.

The Access Management Rule also lays out requirements for notice to property owners and recommends notice to business owners and leasers of property when making access management decisions. The public engagement efforts of the Facility Plan will be consistent with this section of the Rule.

## OREGON FREIGHT PLAN (REVISED 2017)

The Oregon Freight Plan (OFP) is a modal plan of the OTP and implements the State’s goals and policies related to the movement of goods and commodities. Its purpose Statement is “to improve freight connections to local, Native American, State, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses.” The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system.

To achieve the purpose Statement, the Oregon Freight Plan:

- Supports identifying, prioritizing and facilitating investments in Oregon’s highway, rail, marine, air and pipeline transport infrastructure to advance a safe, seamless multimodal and interconnected freight system;
- Identifies institutional and organizational barriers to an efficient and effective freight transportation system in Oregon, and develops strategies for addressing issues associated with overcoming these barriers; and
- Adopts strategies for implementation of OTP goals and policies related to the maintenance and improvement of the freight transportation system.

The 2011 OFP was amended in 2017 to maintain compliance with federal requirements.

### *Applicability to the Facility Plan*

OR 99W is a freight route (Reduction Review Route subject to ORS 366.215, implemented by OAR 731-012-0010) and a “facility providing connectivity.” Connectivity is critical because it allows businesses and industries to move their goods throughout Oregon and beyond in a cost-effective manner. The Corvallis Municipal Airport at the southern end of the Facility Plan study area is a Category II (Urban General Aviation) airport. The freight function of OR 99W through South Corvallis is one of many functions that will be considered and balanced in facility design and improvement alternatives.

## OREGON BICYCLE AND PEDESTRIAN PLAN (2016)

The Oregon Bicycle and Pedestrian Plan (OBPP) provides actions that assist local jurisdictions in understanding the principals and policies that ODOT follows in providing bikeways and walkways along State highways. The plan’s goals include safety, accessibility and connectivity, mobility and efficiency, equity, health, sustainability, and collaboration. The OBPP highlights the City of Corvallis in particular as

having a successful bicycle network that supports its high bicycle commute share. In order to reach the plan's objectives, the strategies for system design are outlined and include:

- Providing bikeway and walkway systems and integrating with other transportation systems.
- Providing a safe and accessible biking and walking environment.
- Developing educational programs that improve bicycle and pedestrian safety.

The plan includes nine goal areas that support the vision for “people of all ages, incomes, and abilities can access destinations in urban and rural areas on comfortable, safe, well connected biking and walking routes.” There are policies and strategies associated with each of the plan's goals, as well as implementation measures. The Plan also supports Highway Capacity Manual Bicycle Multimodal Level-of-Service (MMLOS) method and is well suited for high-level plans such as corridor and transportation system plans.

The role of State, local, and regional stakeholders are laid out in “implementation avenues”, as follows:

- *Planning* - The policies and strategies in the plan provide an overall framework for planning decisions, safety needs and mobility challenges addressed through planning. Considers a holistic approach to planning and considering the needs for walking and biking in the context of the entire transportation system.
- *Programming* - Strategic investment to use limited fund as efficiently as possible.
- *Design* - Design guidelines reflect consideration of various users and contexts.
- *Project Development and Delivery* - A key consideration for Plan implementation will be leveraging opportunities to institutionalize pedestrian and bicycle transportation within the project development and delivery processes. Plan strategies identify the need for developing project check lists, where explicit walking and biking needs are considered in project development or including health criteria into project development processes.
- *Maintenance* - Facility maintenance is important to the functionality and safety of existing and new facilities.
- *Education, Outreach, and Training* – Provide opportunities for cross-discipline education and training at local, regional, and State levels. .

#### *Applicability to the Facility Plan:*

The policies and design guidance provided in the OBPP apply to OR 99W. Policies related to the siting and design of pedestrian and bicycle facilities on State highways, as well as the identification of parallel bike routes, will inform the Facility Plan.

## OREGON PUBLIC TRANSPORTATION PLAN (2019)

The Oregon Public Transportation Plan (OPTP) offers a vision of public transportation in Oregon that “is an integral, interconnected component of Oregon’s transportation system that makes Oregon’s diverse cities, towns, and communities work. Because public transportation is convenient, affordable, and efficient, it helps further the state’s quality of life and economic vitality and contributes to the health and safety of all residents, while reducing greenhouse gas emissions.”

The OPTP goals and policies are extensive, organized around ideas of mobility, accessibility, community livability and vitality, equity, safety, health, sustainability, strategic investment, and coordination and collaboration. Key themes in OPTP policies include: reliable and accessible transit service and transit information; enhanced coordination with other transit and transportation services; healthy options (active transportation modes) to accessing transit, access to health-supporting destinations, and reduction of pollution; and greater coordination and collaboration with other public agencies (e.g., for land use planning and permitting) and new partners who can help broaden and innovate transit's effectiveness.

#### *Applicability to the Facility Plan:*

The Corvallis Transit System (CTS) Night Owl Southeast route currently uses OR 99W; additional transit service along the corridor may be warranted in the future as development occurs. Intercity transit between Corvallis and Eugene and other nearby communities also travels along OR 99W. The Facility Plan will address the role of OR 99W in providing existing and future public transportation connectivity to South Corvallis. Plan policies and strategies that are relevant to this planning process include:

- **Strategy 1.5A:** Coordinate with road authorities to implement techniques to give public transportation vehicles priority such as signal priority, dedicated lanes or transit ways, queue jump lanes, high occupancy vehicle lanes, and bus on shoulder opportunities where appropriate
- **Strategy 1.5D:** Enhance roadway design procedures, rules, and guidance to better accommodate transit vehicles on key corridors and support safe access to transit, with roadway design addressing all modes.
- **Strategy 1.5E:** Partner with local agencies and providers to identify state highways that serve as both transit and freight corridors, and identify solutions to any conflicting needs.
- **Strategy 1.6C:** Design new major roadways and highways and significant transportation improvements to accommodate current and future public transportation vehicles and services.
- **Strategy 2.1B:** Provide new or more frequent regional and intercity connections. Work with ODOT to identify possible strategies to provide the new connections.
- **Policy 2.2:** Improve access to and ease of use for public transportation by connecting routes and services, including linking stops and stations to bicycle and pedestrian facilities.
- **Policy 6.1:** Plan for, design, and locate transit stops and stations to support safe and user-friendly facilities, including providing safe street crossings.
- **Policy 10.5:** Collaborate among agencies, jurisdictions, and providers to ensure the public transportation system is integrated as a component of the broader multimodal transportation system in Oregon. Provide leadership for public transportation activities and build upon efforts to coordinate public transportation services, especially statewide services.

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## OREGON TRANSPORTATION SAFETY ACTION PLAN (2016)

The Federal Highway Administration requires every state to have a Strategic Highway Safety Plan (SHSP). The SHSP is a statewide coordinated safety plan providing a comprehensive framework for reducing fatalities and serious injuries. The TSAP serves as the Oregon SHSP and must be updated no later than five years from the date of the previously approved plan (updated TSAP due October 2021). The Oregon Transportation Safety Action Plan (OTSAP) identifies factors contributing to transportation-related fatalities and injuries, and encourages practices that address other significant safety problems, such as the rising death toll for pedestrians and roadside workers, secondary crashes occurring on urban freeways, inadequate emergency response services, and conflicts between motor vehicles and other travel modes. Strategies and actions include implementing engineering solutions for bicyclists and pedestrians; seeking perspectives of all road users as solutions are developed; advocating for safety in local plans; considering access management; and acknowledging differing road maintenance needs of road users.

### *Applicability to the Facility Plan:*

The Facility Plan will incorporate OTSAP strategies in the design process for OR 99W.

## OREGON INTERSECTION SAFETY IMPLEMENTATION PLAN (2012)

The Intersection Safety Implementation Plan is an implementing document of the Oregon Transportation Safety Action Plan that focuses on reducing fatal and major injury crashes that occur at intersections. The plan includes a Statewide inventory of intersections that could be improved with low-cost countermeasures to reduce crashes. These countermeasures include improved signals, signing and marking, changes to permitted left turns, traffic calming, and pedestrian improvements, among others.

### *Applicability to the Facility Plan*

In the South Corvallis area, applicable countermeasures identified in the Intersection Safety Improvement Plan for OR 99W include basic sign/markings improvements, protected-only left turns, and enforcement assisted lights. These intersection countermeasures will be evaluated in the design process.

## OREGON BICYCLE AND PEDESTRIAN SAFETY IMPLEMENTATION PLAN (2014)

The Pedestrian and Bicycle Safety Implementation Plan is an implementing document of the Oregon Transportation Safety Action Plan. The implementation plan:

- Prioritizes State highway corridors with the highest risk of a pedestrian or bicycle crash;
- Identifies risk factors present on local roadways associated with pedestrian or bicycle crashes;
- Prioritizes State and non-State roadway corridors based on reported pedestrian or bicycle crash frequency and/or severity;
- Identifies a toolbox of countermeasures expected to have the greatest potential to reduce frequency and/or severity of pedestrian or bicycle crashes; and,



- Lays the framework for efficient development of corridor projects based on site-specific evaluations by ODOT Regions and local agencies.

#### *Applicability to the Facility Plan*

OR 99W is not among the identified bicycle or pedestrian risk corridors in the Implementation Plan. However, the evaluation methodology and countermeasure toolboxes in the Implementation Plan may be used in this Facility Plan to design and evaluate alternatives for the corridor.

## OREGON RESILIENCE PLAN (2013)

The Oregon Resilience Plan provides policy guidance and recommendations to protect lives and keep commerce flowing during and after a Cascadia subduction zone earthquake and tsunami. The current seismic integrity of Oregon’s multi-modal transportation - including bridges and highways, rail, airports, water ports, and public transit systems - is assessed in the plan. For transportation facilities, the study recommends prioritization of seismic lifeline routes according to tiers with associated resilience targets. The report also identifies seismic vulnerabilities of critical facilities and resources and recommends options to improve transportation facility resiliency.

#### *Applicability to the Facility Plan:*

Highway 99W is not identified as part of the “Tier 1” transportation backbone system considered a high priority for resiliency (i.e., made resilient within 10 years in preparation for a catastrophic event). It is, however, identified as a “Tier 2” Lifeline and is part of larger network that provides access to most urban areas and would be responsible for restoring major commercial operations after a large seismic event. Resiliency targets for Tier 2 Routes are to restore minimum level of service within 1-3 days, a functional level of service within 1-4 weeks, and 90% capacity within 1-3 months after the event.

Corvallis Municipal Airport is a Category II (Urban General Aviation) airport and identified as a “Tier 3” facility – which is a lower priority for resiliency efforts but is expected to provide economic and commercial restoration to the region after a Cascadia subduction zone event.

## OREGON STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM

The Oregon Statewide Transportation Improvement Program (STIP) is ODOT’s capital improvement plan for State and federally-funded projects. The STIP is updated every other year and is adopted by the OTC and is approved by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) as required by federal law. The STIP is a project scheduling and funding document, not a plan; the projects in the STIP are consistent with adopted transportation plans. Additionally, the STIP is financially constrained, indicating that the projects included have committed funding available. There are two STIP lists that are relevant: 2018-2021 and 2021-2024.

### *Applicability to the Facility Plan:*

Projects are identified using milepost information. The project area is roughly from milepost 84 to milepost 87 on OR 99W.

2018-2021 STIP and 2021-2024 STIP:

- 20071: OR 99W: Corvallis Stormwater System. Replace current stormwater system with new drainage to prevent collapses and plugs during the winter.
- 20221: Add signal enhancements at several intersections to improve safety.
- 20688: Van Buren bridge replacement and associated improvements.
- 22117: Design and construction of curb ramps to meet ADA compliance. (2018-2021 STIP Only)

Projects developed through the Facility Plan planning process will likely be included in the current or future STIP lists in order to ensure funding and timely construction of highway improvements.

## OREGON BLUEPRINT FOR URBAN DESIGN (2020)

The Blueprint for Urban Design (BUD) establishes criteria to be used when designing urban projects on the State system. It is a “bridging document” that provides guidance for urban design on Oregon State highways until such time that all ODOT manuals related to urban areas are updated to include the revised design criteria. The BUD:

- Supplements and overrides the existing Highway Design Manual and other design manuals on any conflicting guidance
- Describes Planning and design by urban context in addition to existing roadway classification and designation
- Highlights flexibility in design
- Provides a performance-based design approach
- Focuses on the highest level of protection for vulnerable road users, and
- Includes a new design documentation process.

### *Applicability to the Facility Plan:*

The following elements of the BUD are directly applicable to this effort:

- *Chapter 1, Introduction and Background* provides an overview of the BUD’s purpose and describes the connection to ODOT programs and current practices.
- *Chapter 2, Refining Urban Contexts and Roadway Classifications* provides new guidance to interpret existing land use areas and functional classification categories to more appropriately align with various urban contexts. The chapter describes six ODOT Urban Contexts and provides examples of each. The six urban contexts are Traditional Downtown/Central Business District, Urban Mix, Commercial Corridor, Residential

Corridor, Suburban Fringe, and Rural Community. Practitioners will use Chapter 2 to identify the appropriate urban context for certain areas.

- *Chapter 3, Design Flexibility at ODOT in Urban Contexts*, provides information to help identify and evaluate trade-offs while considering the operations, safety, and design for urban projects. It includes an overview of the various street realms for the urban contexts and their design elements. Practitioners will use the chapter to evaluate and identify the appropriate design elements based on the context described in Chapter 3.
- *Chapter 4, A Multimodal Decision-Making Framework*, describes a performance-based approach and a delivery process that supports decision-making from planning through design. Practitioners will use ODOT urban design concurrence to document design decisions through an overarching multimodal decision-making framework that embraces performance-based design as provided in Chapter 4.

## OREGON STATEWIDE TRANSPORTATION STRATEGY (2013)

The Oregon Statewide Transportation Strategy, or STS, articulates a state-level scenario planning effort that examines all aspects of the transportation system, including the movement of people and goods, and identifies a combination of strategies to reduce greenhouse gas (GHG) emissions. The STS identifies a variety of effective GHG emissions reduction strategies in transportation systems, vehicle and fuel technologies, and urban land use patterns. The STS represents an aspirational vision for a cleaner future that would greatly aid Oregon in achieving its 2050 GHG emission reduction goal. On March 10, 2020, Governor Brown issued Executive Order No. 20-04: Directing State Agencies to Take Actions to Reduce and Regulate Greenhouse Gas Emissions. ODOT's agency implementation plan, *The Oregon Department of Transportation (ODOT) Report on Proposed Actions to Reduce Greenhouse Gas Emissions and Adapt to the Impacts of Climate*, outlines the agency's plans for implementing climate change actions and directives consistent with EO 20-04.<sup>1</sup>

### *Applicability to the Facility Plan:*

Several STS strategies relate to corridor planning generally, as well as to the planning work being undertaken for the current Facility Plan. These strategies are not regulatory in nature, but rather offer ways that transportation facility planning in the OR 99W corridor can help Oregon achieve its GHG emission reduction targets.

- **Strategy 6 – Road System Growth.** Design road expansions to be consistent with the objectives for reducing future GHG emissions by light duty vehicles.

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<sup>1</sup> [https://www.oregon.gov/gov/Pages/carbonpolicy\\_climatechange.aspx](https://www.oregon.gov/gov/Pages/carbonpolicy_climatechange.aspx)

- **Strategy 7 – Transportation Demand Management.** Support and implement technologies and programs that manage demand and make it easier for people to choose transportation options.
- **Strategy 8 – Intercity Passenger Growth and Improvements.** Promote investment in intercity passenger public transportation infrastructure and operations to provide more transportation options that are performance and cost competitive.
- **Strategy 9 – Intracity Transit Growth and Improvements.** Investing in public transportation infrastructure and operations to provide more transportation options and help reduce single-occupancy vehicle travel.
- **Strategy 13 – Compact, Mixed-Use Development.** Promote compact, mixed-use development to reduce travel distances, facilitate use of zero- or low-energy modes (e.g., bicycling and walking) and transit, and enhance transportation options.

## PRIOR STUDIES

The following studies are relevant to the Highway OR 99W South Corvallis Facility Plan.

### CORVALLIS CASE STUDY: INDIRECT LAND USE AND GROWTH IMPACTS OF HIGHWAY IMPROVEMENTS (2001)

This case study was prepared as part of a larger study to quantify the effects of ODOT highway improvements on land use. The study describes the history of OR 99W in South Corvallis, including roadway conditions and land uses in 1985 and changes to land uses and policy subsequent to 1985. The case study found that ODOT’s expansion of South Third Street “has not caused substantial land use changes in the study area or Corvallis.” Without the highway improvements, the study concludes, “it is likely that the study area would have more traffic congestion and higher accident rates, would be slightly less developed, especially with regard to light industrial development, and might not have received the same recommendations in the South Corvallis Area Refinement Plan.” Land use changes have instead been the result of numerous factors, including property ownership, housing demand, and broader economic trends.

#### *Applicability to the Facility Plan:*

This case study provides a history of the study area OR 99W and may be useful as a reference for developing the Facility Plan. The current planning process will ascertain the expected impacts of proposed transportation system improvements, including potential impacts to land use and economic development in the corridor.

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## INTERMEDIATE HEALTH IMPACT: TRAFFIC SPEED ON SOUTH THIRD ST. CORVALLIS (2013)

This health impact assessment (HIA) was prepared by the Benton County Health Services with the support of the Oregon Health Authority. Its purpose was to evaluate the impact of current traffic speeds on South Third Street in Corvallis. The report summarizes baseline conditions of the Corvallis community overall, identifies vulnerable populations in South Corvallis, and identifies potential health impacts of changes to traffic speeds on OR 99W.

According to its baseline assessment, “residents in South Corvallis perceive Highway 99W/ South Third Street as unsafe for walking and biking.” Lincoln Elementary School is a particular area of concern. The report asserts that design changes can impact public perception of safety, and therefore the likelihood of walking and biking and attaining associated health benefits. It also concludes that lowering speeds will reduce the number and severity of pedestrian and bicyclist injuries that occur on the facility. Lower speeds are also likely to be beneficial to businesses in the corridor, increase access to recreation by making the highway less of a barrier, and increase social interaction among the community.

### *Applicability to the Facility Plan:*

The findings of this HIA may be helpful in supporting design decisions for OR 99W, particularly related to adjusting posted speed limits and addressing the design speed of the facility. Its recommendations may be used in creating and/or evaluating design alternatives.

## LOCAL PLANS AND POLICIES

The City of Corvallis has recently completed, or is currently undertaking, several planning efforts relevant to this Facility Plan. A broad visioning process, *Imagine Corvallis 2040*, laid the groundwork for implementing plans such as the South Corvallis Urban Renewal District Plan, the Corvallis Transit Development Plan, and the ongoing South Corvallis Specific Area Plan.

Local plans are detailed in the table on the following pages. For each plan, we have provided a brief summary, a statement of project relevance, and an indication of whether the document contains policies, design standards, or project lists relevant to the Highway OR 99W South Corvallis Facility Plan.

Document & Summary	Policies	Design Standards	Project List	Project Relevance/Other Comments
<p><b>Corvallis Comprehensive Plan (Amended 2019).</b> The Corvallis Comprehensive Plan includes text and a map, and is intended to guide land use planning in Corvallis, based on the City's vision for urban growth management. Comprehensive Plan policies are utilized as part of the review criteria for many types of discretionary land use applications. The current version of the Comprehensive Plan was completed as part of the City's Periodic Review in 1998, and implemented by the City Council on December 31, 2006. The Comprehensive Plan is a living document that may be amended from time to time by Council.</p>	<p>X</p>			<p><b>Article 11: Transportation</b> includes the following policies related to OR 99W in South Corvallis:</p> <ul style="list-style-type: none"> <li>• OR 99W as southern gateway (11.2.8)</li> <li>• When designing highways, recognize urban usage for surface transportation modes, including facilities for pedestrians, bicycles, transit, drainage, curbs, landscaping, and gutters. (11.2.14)</li> </ul> <p><b>Article 13: Special Areas of Concern</b> includes several policies regarding South Corvallis (13.11).</p> <ul style="list-style-type: none"> <li>• Cooperation with ODOT on positive access management strategies, signal timing and coordination, turn right-turn-only lanes to extend the useful life of South 3<sup>rd</sup> Street (13.11.7)</li> <li>• Policies related to the development of a Major Neighborhood Center in south Corvallis.</li> </ul> <p>Existing policies These policies are likely to be updated by the current South Corvallis Area Plan.</p> <p><b>Comprehensive plan map designations</b> in the project study area include industrial and commercial areas to the west of OR 99W, and a range of low, medium, and medium-high density uses on the east side of the highway. A future Major Neighborhood Center near SE Richard Ave and several Minor Neighborhood Centers are located along OR 99W</p>

Document & Summary	Policies	Design Standards	Project List	Project Relevance/Other Comments
<p><b>Transportation System Plan (TSP) Volume I and II (2018).</b> The TSP is a long-range plan that serves as the transportation element of the City’s Comprehensive Plan. It considers all modes of travel and provides guidance on how to invest in the transportation system through a combination of projects, policies and programs to meet travel needs as the city grows.</p> <p>The TSP 1) establishes a system of transportation facilities and services to meet the current and future community needs, 2) serves as the transportation element in the Comprehensive Plan, 3) serves as a long-range plan that is incorporated into the Corvallis Area Metropolitan Planning Organization’s Regional Transportation Plan, and 4) is required by the State Transportation Planning Rule.</p>	X	X	X	<p>The TSP identifies several projects on and adjacent to OR 99W within the project study area, including:</p> <ul style="list-style-type: none"> <li>• A10/A48, A11, A13, A16: Potential new traffic control (signal or roundabout) at four locations on OR 99W (Goodnight Avenue, Rivergreen Avenue, Airport Drive, and Kiger Island Drive).</li> <li>• PB4, PB25-PB26, PB27, PB63: Pedestrian/Bicycle crossings at several railroad intersections and the Marys River</li> <li>• PB14, PB15, PB17, PB49, PB74: South Corvallis multi-use paths, and connections thereto</li> <li>• B5-B6, B22, B47: New neighborhood bikeway and improved low-stress connections to the bikeway</li> <li>• M74, M98-101, M110-111, M123, M126, M129, M135-136: A network of new and improved collector streets to the east and west of OR 99W</li> <li>• PB12: Downtown Corvallis wayfinding for walking and biking to points of interest</li> <li>• PB31, M104: OR 99W South Corvallis Refinement Study (this facility planning effort) and Downtown circulation study that includes OR 99W and US 20-OR 34 interchange</li> <li>• A24/PB86: Intersection improvements at OR 99W at Crystal Lake Drive/Avery Avenue to address known safety issues</li> <li>• A4 , A46: New/reconfigured ramps and overpass at OR 99W and US 20-OR 34 interchange</li> </ul>

Document & Summary	Policies	Design Standards	Project List	Project Relevance/Other Comments
<p><b>Corvallis Parks and Recreation Master Plan Update (2015).</b> This update to the City’s parks and recreation master plan provides recommendations lays out a vision and strategies to enhance the City’s parks and recreation system. Several specific projects within the Highway OR 99W South Corvallis Facility Plan study area are identified.</p>			X	<p>The following trail projects within the CIP are within the study area or vicinity:</p> <ul style="list-style-type: none"> <li>• C1 – Crystal Lake Drive Connector Trail</li> <li>• C2 – Goodnight Ave – Caldwell Connector Trail</li> <li>• C3 – Kiger Island West Connector</li> <li>• R1 – Willamette Park Trail N</li> <li>• R2 and R3 – S Corvallis Rail w Trail</li> <li>• R7 – Willamette Park Trail S</li> <li>• R8 – Herbert Avenue (Regional)</li> </ul>
<p><b>Imagine Corvallis 2040 (2016).</b> The City undertook a broad visioning effort in 2016, resulting in Imagine Corvallis 2040. Its vision Statements are organized into the following categories: Engage &amp; Support; Steward &amp; Sustain; Learn &amp; Thrive; Innovate &amp; Prosper; Create &amp; Celebrate; Plan &amp; Change.</p>	X			<p>The high-level priorities of this vision informed subsequent efforts applicable to this project. There are no exclusively transportation-centric elements of the vision, however several objectives focus areas are pertinent to this project, including:</p> <ul style="list-style-type: none"> <li>• Transit, walking, and biking as important modes of transportation and an element of healthy lifestyles</li> <li>• Mixed use development</li> <li>• Well-planned and maintained infrastructure, including the multi-modal transportation system</li> <li>• Protection of natural areas and environmental sustainability</li> </ul>



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<p><b>City of Corvallis Strategic Operational Plan (2020).</b> The City of Corvallis Strategic Operational Plan has been developed as a tool to help elected officials and City staff prioritize work and make informed long-range decisions. The plan is designed to serve as companion to the community vision, Imagine Corvallis 2040. While the vision document laid out the community’s goals and aspirations, the Strategic Plan focuses on the concrete steps that the City is taking to support this vision.</p>	<p>X</p>		<p>X</p>	<p>P-5D: The Plan includes a project to develop a Specific Area Plan for South Corvallis. Adoption of a specific area plan will result in an update to the City's Comprehensive Plan to include specific direction for the South Corvallis area. In addition to Comprehensive Plan policy amendments, area plans can result in land use changes, capital improvement projects, and projects financed through Tax Increment Financing (aka Urban Renewal) funds.</p> <p>P-4E: Support ODOT’s corridor safety study along OR 99W in South Corvallis (this facility planning effort, including Road Safety Audit)</p> <p>P-17F: Partner with ODOT on pedestrian and bicycle system improvements in the OR 99W corridor in South Corvallis (for example, this facility planning effort and Road Safety Audit).</p>

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<p><b>South Corvallis Urban Renewal District Plan (2018).</b>                      The South Corvallis Urban Renewal (UR) District is the first in the City’s history, approved by voters in March 2019. The district is intended to help catalyze economic growth in the area by enhancing public assets such as streets and sidewalks; improving access to commercial services and housing opportunities; and developing resources that can assist other projects in South Corvallis. The UR district has a maximum indebtedness of just over \$62 million.</p>	<p>X</p>		<p>X</p>	<p>The UR District’s boundary includes a portion of the project study area, including vacant parcels east of OR 99W and land between the highway and railroad ROW from Highway 20 at the north to just south of Rivergreen Avenue.</p> <p>The UR District Plan was recently adopted, supported by significant community outreach and voter approval – as such it represents the City’s Stated goals and policies in the area.</p> <p>The plan includes a “Transportation and Pedestrian Improvements” category of projects, which will fund a portion of the South Corvallis Multi-Use Path and various street design/improvements projects, including gateway treatments.</p> <p>The UR plan will contribute to a low stress transportation network in South Corvallis, providing multi-modal transportation routes and alternatives to enhance connectivity and safety, with a focus on OR 99W.</p>

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<p><b>Corvallis Transit Development Plan (2018).</b> The City of Corvallis operates CTS, its transit system. The Corvallis Transit Development Plan (TDP) is a long-term transit vision with a phased approach to reaching that vision. It covers all aspects of service operations, including recommendations for each route’s alignment and schedule, and includes a capital plan, financial outlook, and list of policies and programs the City can use to support transit.</p>	<p>X</p>		<p>X</p>	<p>Today, Route 6 serves South Corvallis and runs on OR 99W, looping through neighborhoods east of the highway. The TDP does not identify future changes to the route of this transit line, but does identify the following:</p> <p><b>Short Term:</b></p> <ul style="list-style-type: none"> <li>○ Project J: Consolidate Route 6 stops in South Corvallis</li> <li>○ Project N: Operate Route 6 every 20 minutes during peak periods; remove existing supplemental Route 6 service.</li> </ul> <p><b>Medium Term:</b></p> <ul style="list-style-type: none"> <li>○ Project AF: Operate Route 6 every 15 minutes all day on weekdays</li> <li>○ Project AL: Express variant for Route 6 may operate bi-directionally on OR 99W rather than circulating through neighborhoods.</li> </ul>

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<p><b>South Corvallis Area Refinement Plan (1998).</b> The South Corvallis Area Refinement Plan, adopted in 1998, provides recommendations for the future development of South Corvallis. The plan has a focus on alternative modes of transportation, street connectivity, transit service, mixed use development, protection of greenspaces, and turning South Third Street into a gateway with safe-crossings and minimized congestion. The plan identified the northern segment of South Third Street as the largest unresolved issue. The plan recommends three possible mitigations to alleviate future congestion on South Third Street; however they were all rejected for not matching the City’s vision.</p>	<p>X</p>		<p>X</p>	<p>The 1998 refinement plan is largely out-of-date. However, some of its foundational elements are being brought forward in the current efforts underway for the area, such as:</p> <ul style="list-style-type: none"> <li>• A diverse land use pattern that promotes local trips</li> <li>• Emphasis on the importance of walking, biking, and transit</li> </ul>

<p><b>Corvallis Climate Action Plan (2016) and Greenhouse Gas Inventory (2018).</b> The City’s Climate Action Plan sets the goal of reducing greenhouse gas emissions by 75% below 1990 levels by the year 2050. Transportation is identified as a significant source of greenhouse emissions, and the plan contains strategies and actions aimed at reducing emissions through “Land Use and Transportation” actions.</p>	<p>X</p>		<p>The Climate Action Plan contains the following high-priority actions relevant to the Highway OR 99W South Corvallis Facility Plan: Reduce Car Dependency: Increase transit-oriented, walkable, node-oriented, mixed-use development that includes housing and services.</p> <ul style="list-style-type: none"> <li>• Demand Management: Reduce vehicle miles traveled and single occupancy vehicle trips and ownership.</li> <li>• System Management: Reduce idling and congestion.</li> <li>• Facilitate Active Transportation: Expand network of bike and pedestrian corridors, and enhance visual and physical safety protection measures.</li> <li>• Demand Management: Develop land use and transportation system alternatives that will reduce long-term GHG emissions.</li> <li>• Transit: Increase the Corvallis Transit System’s level of service.</li> <li>• Flood Protection: Plan to maintain accessibility throughout Corvallis by all transportation modes. Pavement Reduction Reduce street widths where appropriate and increase water absorption and urban greenspace.</li> <li>• Land Use/Development: Increase applications of “low impact development” (LID).</li> <li>• Design Standards: Evaluate street design to encourage alternate modes while maintaining access for emergency vehicles.</li> </ul>
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Document & Summary	Policies	Design Standards	Project List	Project Relevance/Other Comments
<p><b>South Corvallis Specific Area Plan (Ongoing).</b> The City's Strategic Operational Plan includes a project to develop a Specific Area Plan for South Corvallis. Adoption of a specific area plan for South Corvallis will result in an update to the City's Comprehensive Plan for the South Corvallis area, and may result in changes to Comprehensive Plan policies, land use changes, Capital Improvement Projects, and projects financed through TIF funds.</p>	<p>X <i>(expected)</i></p>	<p>TBD</p>	<p>TBD</p>	<p>This process is ongoing and will be coordinated with the Highway OR 99W South Corvallis Facility Plan project.</p>