



Community Development
Planning Division
501 SW Madison Avenue
Corvallis, OR 97333

Approved as submitted, March 31, 2015

CITY OF CORVALLIS
OSU-RELATED PLAN REVIEW TASK FORCE MINUTES
March 12, 2015

Present

Planning Commissioners:

Jennifer Gervais, *Chair*

Jasmin Woodside

Paul Woods

Ronald Sessions

City Councilors:

Barbara Bull

Frank Hann

Roen Hogg

Staff

Ken Gibb, *Comm. Dev. Director*

Kevin Young, *Planning Division Manager*

Claire Pate, *Recorder*

Visitors

Court Smith

Dan Brown

David Bella

David Dodson

Excused Absence

Attachments to the March 12, 2015 minutes:

- A. *Think Systemically and Long Term: An Alternative Path to the Future*, submitted by Court Smith.
- B. Results of Task Force's review, submitted by Dan Brown.
- C. Task Force Issues of Concern, submitted by Planning Manager Kevin Young.

I. WELCOME AND INTRODUCTIONS.

The OSU-Related Plan Review Task Force was called to order by Chair Jennifer Gervais at 6:00 p.m. in the Madison Avenue Meeting Room. Introductions were made.

II. PUBLIC INPUT OPPORTUNITY.

Court Smith handed out a document entitled "Think Systemically and Long Term: An Alternative Path to the Future" (**Attachment A**), and reminded the Task Force members that he was one of a team of three – along with Charlie Vars and Dave Bella – who presented a proposal for a car free community at the last meeting. The new document proposed some possible findings and policies to consider for a "Future of Density." The purpose of the policy is to look at the vision for the bigger community and how the different pieces fit together. Their idea for the OSU District Plan is that the campus be walkable and car-free and primarily education-oriented. The downtown area would be another walkable community, though not car-free. Additionally, they suggest clustering new growth and development in car-free communities with housing, services and open space. The intent is to have

a density that meets people's needs so they do not have to drive a car. The vision is that there would be transit connectivity between the three sectors, thereby decreasing dependency on cars to get to campus and the downtown. Density is required to make transit work. They hope that this information might help with the Task Force's task.

In response to a question from Hogg, he agreed that the OSU campus has been organized to be a walkable campus and that there are services available to the students such as coffee shops and convenience stores. The downtown area would likely never be car-free, but can be made easier to access through the provision of a good transit system.

Dan Brown said he had been out of town during the last meeting, and was unclear whether a document listing possible findings had been handed out at the last meeting as he intended. He distributed that same document (**Attachment B**) to the members. He then reviewed the proposed findings under the various categories, stating that each finding could lead to possible policies that he would happily discuss at any point with the members.

The first is a general finding stating to the effect that transportation, parking, housing and employment problems are interrelated. There are other findings, such as Finding 9.7.8 relating to the number of OSU students on campus, that need to be updated. The last page of his document has a list of Municipal Code findings from 1982, adopted by the City Council, with some curious language. These should also be reviewed for relevancy.

With regard to having a walkable city, he referenced Finding 11.x, under Transportation, in his document. Over 60% of the people who work in Corvallis commute from origins outside of the city limits, and this is a dimension that needs to be taken into consideration in the discussion. He suggested a finding to the effect that "lowering expectations shall not be used to cover up Level of Service (LOS) problems." If there is a traffic problem with an intersection, simply changing the standards to make it a non-problem does not resolve the issue.

Woodside asked for an example to better describe what he meant by covering up LOS problems. Brown said that the Base Transportation Model (BTM) report from OSU suggests that to deal with an existing intersection problem one can change the standard so that it could then be viewed as a non-problem.

In response to a question from Woodside, Brown said that this document supplements the other materials he handed out earlier, incorporating some of the previously presented findings and adding more. However, it is identical to the one submitted under date of February 24, 2015.

Hogg referred to proposed finding 11.4.x on page 2, relating to the parking utilization rate of 90% on campus, and asked if the issue might be better addressed by measuring the utilization rate of parking in the neighborhoods. Brown opined that he would not say that 90% is the appropriate utilization rate for a neighborhood. However, there would be an opportunity to create a utilization rate for neighborhoods that would be less than 90%, which might be a useful measure in evaluating the problem of parking in areas surrounding campus. Utilization should be measured both on campus and in the neighborhoods.

David Bella gave another report on their group's activities. The volume of reports coming out on this topic nationwide is huge; one that has just come out is entitled "Beyond Traffic." Their intent is to try to boil all the information down. On the issue of parking, one thing to remember is that for every resident car communities have from three to nine parking spaces. The approach they are trying to take

is to cut down on the day-to-day need for driving. Cars could then be stored out of town, if there is adequate transit connectivity. Even if OSU were to provide one parking space for every car, there would still be the issue of needing parking in other areas of town.

Dave Dodson responded to Brown's remarks and offered a point of clarification. Brown had referred to the BTM report and the discussion about concessions relating to modifying the Level of Service requirements. In urban areas, and particularly in downtown areas where there is a lot of vehicular traffic as well as a lot of pedestrian congestion, the State of Oregon allows for making adjustments or modifications to the standards based on what the objectives are for that transportation network. He used the example of the core area of campus wherein an intersection might be deemed to be failing. An analysis of that intersection might show that it is failing during short periods of time when students are walking from one class to another. Vehicles cannot get through at those times because of the number of pedestrians in the crosswalks. One has to step back to look at the bigger picture and priorities. For OSU, the first priority is to ensure safe and efficient pedestrian travel on campus. Bicycles and transit are next, and vehicles are the last priority. Therefore, in evaluating an intersection with these priorities in mind, a low LOS rating might be acceptable. In Corvallis, the State has provisions to make modifications to the LOS standards. Oregon Department of Transportation (ODOT) has done this for the downtown area of Corvallis, because at certain times of the day, the downtown intersections fail due to the volumes of traffic. However, the reality is that there is no room for modifying those intersections. OSU will be analyzing the on-campus intersections that experience a LOS of D-F to see if that failure is of short duration or requiring some modifications.

In response to a question from Woodside relating to who makes the determination, Young stated that the process comes from the statewide Transportation Planning Rule which is typically applied to state highways and facilities. It is a mechanism for recognizing those multi-modal areas where it might be appropriate to accept a different mobility standard for vehicles in deference to enhancing pedestrian and bicycle mobility. Dodson added that when they evaluate intersections they work with the City. There are 26 intersections both on and around campus that are evaluated.

Bull asked for more clarification about the Base Transportation Model. Dodson said that when OSU came to the City in 2004 for approval of a new Campus Master Plan, there was a computerized model developed by the transportation consultant that essentially looked at buildings and anticipated increases of square footage across campus in the various sectors. The model was developed to do an evaluation of how the eventual build-out of the allowable additional square footage would impact various intersections. OSU then developed a Transportation Improvement Plan, which is part of the Master Plan, which lays out what improvements were projected to be needed based on the model. The City wanted to get updated information on a more frequent basis to plug into the model. It was determined that it was not the buildings that drove traffic, it was parking. This led to developing Transportation Analysis Zones across campus, and the model was updated to use this instead of building square footages. This worked for a while but then it was found that over the years, based on the initial model information, the data was getting more and more skewed the further out they got. Results were not consistent with what was really happening on campus. Therefore, OSU and City engineering staff discussed how the information was not really relevant and determined that it was better to evaluate the actual functionality and the LOS for the 26 intersections on an annual basis. This is the level of analysis that is done at this time.

Bull then asked whether SW Monroe Avenue was evaluated as part of the plan, or whether the Collaboration effort had dealt with an analysis of mobility issues relating to that street. Dodson said that there had been an effort in the past to do a corridor study for Monroe, which looks at specific

treatments for elements of the street. In terms of the Transportation Network, OSU's past efforts focused primarily on the automobile. Their current effort in looking at transportation is multi-modal. In addition to looking at the vehicles going through intersections, they did video surveillance of a number of the intersections where there is a lot of pedestrian traffic so that could weigh into the evaluation. The new transportation plan they are working on will look at linkages such as Monroe. The plans include a vehicle transportation network, along with transportation networks for bicycles and pedestrians, with maps showing each one of those various modes.

Woods asked staff whether the LOS calculations were based solely on vehicles. Young said that traditionally this was the case, though he is not a traffic engineer. There are two mobility standards they oversee: volume to capacity and LOS. Typically, these relate to automobiles. Gibb said that the mobility standards would be addressed as part of the Transportation System Plan update.

Bull asked for further explanation about the Transportation Planning Rule (TPR) as it relates to new development. Young said the TPR relates more to rule changes, such as when there is a Comprehensive Plan (CP) amendment. The TPR is triggered because once there is a Transportation System Plan in place that is based on the anticipated development under the current CP, any change to the CP needs to have potential trip impacts evaluated for that change in potential development. This then determines whether mitigation will be required to accommodate the increase in trips. It is not usually invoked with the typical land use application. The City does require a Traffic Impact Analysis for all developments. With respect to OSU campus, it is difficult to make a determination since the OSU zone allows for so many different uses. The model laid out in 2004 has not turned out to be a good predictor of actual traffic impacts. The City has required Traffic Impact Analyses with some of the projects on campus, along with appropriate mitigation where warranted. There would not likely be a TPR analysis required by a development application on campus.

III. REVIEW OF CURRENT COMPREHENSIVE PLAN FINDINGS AND POLICIES IDENTIFIED FOR FURTHER EXAMINATION.

There was discussion about whether to add to the agenda a review of the recommendations that came out of the Collaboration Corvallis effort. Woods stated his preference to have more time to review the documents before they discuss it. Woodside suggested they also needed to review "Attachment F" at some point. Bull said her preference would be to get an idea of where the gaps are that need to be filled as part of the big picture, and check in with City Council before working on drafting findings and new policies. Young said that a goal for the evening was to identify the universe of issues, and the Collaboration effort has already done some of that work. He felt it might be beneficial to work through them quickly, and he could highlight some of the key recommendations.

Using the "Collaboration Corvallis: OSU Priority Matrix," he identified the following as potentially informing the Task Force's work:

Page 5 – Item 2. Neighborhood Planning Recommendations.

- No. 3-1: Increase on-campus Housing percentage of undergraduates to 28-30% by 2019.
- No. 3-2: Expand housing content to University District Plan
- No. 3-3: Evaluate public-private partnerships for expanded Student housing

Pages 6-11 – Item 3. Parking and Traffic Recommendations.

- No. 3-1: Increase Transportation Demand Management programs and TDM marketing.
- No. 4-10: Marketing to promote alternate modes of travel.
- No. 3-2: Fund on-campus bike sharing program.

- No. 3-3: Expand way-finding signage to Oregon State campus from state highways, community.
- No. 3-4: On-Campus Variable parking permit System.
- No. 3-6: Bike and pedestrian Corridor Safety Assessment
- No. 3-7: Remote Parking Lot Assessment.
- No. 3-8: Expand OSU on-campus bike parking facilities.
- No. 3-9: Expand OSU car-pool programs.
- No. 3-11: Neighborhood traffic volume analysis on Jackson Avenue.
- No. 4-1: OSU funding for Corvallis Transit System (CTS).
- No. 4-8: Evaluate OSU commitment for CTS funding.
- No. 4-7: Funding for the Linn-Benton Loop.
- No. 4-2: OSU providing support to fund CTS marketing efforts.
- No. 4-3: Expand OSU shuttle service to campus.
- No. 4-4: Implement OSU shuttle information and mobile apps systems.
- No. 4-9: Evaluate on-campus transit hub.

From the “Collaboration Corvallis-Status of City Implementation Items,” Young identified the following items:

Page 4-8

- No. 1.1: Rezoning assessment – *(to consider changing zoning in neighborhoods near OSU)*
Staff said that there was consensus that this would be part of the upcoming Comprehensive Plan update process and a community-wide discussion. Hann added that the Task Force might consider a finding to the effect that there should be a more residential feel around campus, which could inform the larger discussion.
- No. 2-20: Craft proposal for historic preservation ‘lite’ program *(a concept for a less detailed review for certain projects in specific historic districts)*
- No. 2-22: Historic Preservation Plan *(HRC is undertaking this)*
- No. 3-1: Increased Transportation Demand Management marketing *(what can be done to get people out of their single-occupant vehicles)*
- No. 3-5: Neighborhood parking and management program
- No. 3-6: Bike/pedestrian corridor safety assessment
- No. 4-8: OSU commitment for CTS funding.

Young said these were some of the elements that might be considered by the Task Force as they continue their work identifying what findings and policies are needed.

Staff noted that a draft document listing the current Comprehensive Plan findings and policies identified for further examination had been attached to the meeting packet, and was available for the Task Force to continue their work. It was agreed that items from “Attachment F” relating to citywide policy items were not reflected in that list. Young said that they could be considered, but it was not staff’s intent that they should all go on the list. The Task Force could certainly make recommendations if they identified a need for any citywide policy to change.

IV. IDENTIFY TASK FORCE ISSUES OF CONCERN RELATED TO COMPREHENSIVE PLAN AND OSU GROWTH AND DEVELOPMENT.

Gervais noted that though they have zeroed in on the Comprehensive Plan (CP) items that they might want to fix, there still needed to be the larger discussion about how exactly OSU growth has impacted the community and whether all those impacts have been accounted for in the CP review. As the

discussion progressed, Young captured the issues of concern and developed a list (**Attachment C**). The following summarizes some of the comments/themes of the discussion:

- Is there a way to distinguish types of housing by leasing arrangements, to get at the issues that housing with multiple leases generate more vehicles/traffic? (*Bull*).
- This might be addressed through a finding to the effect that the growth of OSU has impacted the type of housing that is being built, which might not be as adaptable in the future (*Hann*)
- There needs to be a definition of “diversity” as it relates to housing. (*Hann*)
- These issues being identified will potentially help OSU as they finish their work on their District Plan. (*Hann*)
- The list of issues being generated can be viewed later for determining whether they apply to this effort or to a larger CP update effort. (*Gibb*)
- Explore the potential of offering OSU options as they bring on new buildings, i.e. maybe some of the parking spaces provided could be in a safe place off-campus, with students using a shuttle; or making improvement that facilitate other modes of transportation. (*Sessions*)
- There might be “temporariness” to the problem. Temporary solutions ought to be explored which would not necessitate the building of parking structures, etc. which might not be needed in the future. One idea is to use the South Farm area as temporary parking. (*Woods*)
- A finding might be that the situation is temporary in nature, and that this is a transition. (*Gervais*)
- This necessitates monitoring to ensure that solutions are appropriate and are updated when necessary. (*Woods*)
- Universities and colleges see increased enrolments during economic downturns, which could have played in to OSU’s growth, even though some of OSU’s growth is likely due to trying to meet state and nation-wide needs in certain fields. The growth will likely not continue at the same pace. (*Sessions*)
- This leads into the need for new forecasting. Will there be a small version of that for this effort or will this be done during the CP Update? (*Bull*)
- As pointed out by Dan Brown, in 1982, when the population was half of what it is today, there were still parking problems. It is not just the students, there is something else causing the parking problems. That issue needs to be identified. (*Hogg*)
- Some of the problem could be solved by providing student housing close to campus, though some might want to live outside this area to save on rent. (*Bull*)
- The pattern was set when the City established that the majority of students should live within ½ mile of campus and increased the density of zoning in those areas. (*Hann*)
- We never had the tools for periodic review to see if things were working, or provisions for amelioration or mitigation of the problems that have occurred. (*Hann*)
- There are good CP policies that have not been followed. If they had been followed, there might not have been certain problems. For instance, all traffic generators are supposed to supply adequate parking. That has not been implemented properly in the Land Development Code. (*Woods*)
- There are counter currents going on. For example, we are trying to make traffic generators provide for adequate parking while we are also trying to create walkability and neighborhoods that do not rely so much on cars. A bigger picture item might be how some of these things get reconciled. (*Gervais*)
- At the same time as we try to deal with the existing problems, we need to figure out how to support other modes of transit other than vehicles. (*Sessions*)
- With the Transportation System Plan update, the data needs to be updated so that the City can do good analyses of how well land use strategies are working. We should be dealing with all modes of transportation. (*Bull*)

- One of the trends in downtown areas is mixed use buildings. This is an important idea and our planning codes should address it. The Gazette-Times block would have been a good use for this. Anywhere there is a big development there should also be a mixed-use designation so that services are provided on the spot cutting down on the need for a vehicle. (*Sessions*)
- Encourage mixed development for smaller scale projects. (*Gervais*)
- There needs to be a way of capturing all of the student housing developments, determine the number of students housed and what additional services might be needed, such as a shuttle or car-share arrangement. (*Woodside*)
- It takes a certain level of population density to support commercial areas, and caution should be used in trying to codify this for smaller scale developments. This can lead to failed commercial ventures. It might be more appropriate to talk about providing access/transit to commercial areas which might be more centrally located. (*Hann*)
- An example of this is Willamette Landing. They still have a three-acre commercial area that needs to be developed. (*Young*)
- We should identify this need to ensure that all modes of transportation are connecting large nodes of population centers with established commercial centers. However, it still might make sense to have a small commercial spot for a coffee shop or a convenience store with certain sizes of developments. (*Gervais*)
- Concerns have been expressed about parking management on campus and how it is done. It would be good to identify how this should be managed in the future. (*Young*)
- There will always be pressure with the parking situation around campus, because there will always be students/faculty who do not want to pay the parking fees. Perhaps a new policy needs to be explored about incentivizing fewer cars, rather than just requiring traffic generators to provide adequate parking. (*Woodside*)
- We need to open the door for new ideas on how to deal with this issue, and have some flexibility to accept a development that might offer alternatives. (*Sessions*)
- Dan Brown brought up a good point about the 90% rule which basically requires OSU to monitor utilization and when it gets to 90% infrastructure dollars would have to be spent to rectify it. This inadvertently set up a moral hazard for OSU, because obviously they can control utilization through a parking price structure and availability. When we set up policies in code we need to make sure we do not set up situations where the intention will never be met because the thing we are measuring or the controls we have given someone are wrong. Perhaps 90% utilization should be the goal as opposed to the level at which more parking infrastructure has to be added. (*Woods*)
- One way to eliminate the moral hazard is to ensure that OSU and the City have to work together on the parking issue, with no more unilateral decisions. (*Gervais*)
- As pointed out earlier by Roen Hogg, it would be important to measure campus utilization as a whole both on campus and the areas in the University Neighborhood overlay. (*Woods*)
- There are two problems. One is that available parking on campus is underutilized which is impacting the neighborhoods. Incentivizing for more parking utilization on campus still does not eliminate the issue of cars everywhere else, such as in the downtown area. Again, we have to balance this out. (*Sessions*)
- In the long run, transit scheduling needs to be coordinated and increased so that it is timelier for students to get to classes or employees to get to work. (*Bull*)
- We need the monitoring and a measurement to ensure whatever is being done is doing the job. Perhaps surveying students and faculty about how they get to work/campus and how often would be helpful (*Bull*)

- The results of an OSU student and employee survey from last year indicated that something like 46% of OSU employees commute, which is less than the citywide average; and 26% of students commute. (*Gibb*)
- We are not tracking enough about other activities that attract trips to campus such as conferences and meetings, the hotel and the new sports medicine facility. These kinds of activities might need to be treated differently to meet parking needs. (*Bull*)
- All of these activities are desirable, but they need to be part of the planning process equation. (*Hann*)
- In terms of the Buildable Lands Inventory, there might need to be a more distinct categorization to capture the type of housing needed in the community. Distinctions could be made for units with multiple leases versus a single lease. (*Bull*)
- It would be very difficult to track the number of leases as often this will happen under the radar without the City knowing. (*Sessions*)
- How do we know when we no longer need more student housing? (*Woodside*)
- It can also be viewed as a benefit to have students living in the community neighborhoods, as opposed to having huge student complexes which encourage a different type of living. (*Woodside*)
- One of the ways of doing this is to set a policy standard for x percent of students to live on campus, as recommended by the Collaboration Corvallis (Recommendation No. 3-1). (*Gibb*)
- Developers have an awareness that the neighborhood characteristics change with the number of rentals in the mix. There should be an awareness of this as findings and policies are developed. (*Bull*)
- Look into how to balance the need for mixes of housing types available for people of different circumstances with our understanding that certain ratios of students/renters has an influence on cohesiveness and livability of a neighborhood. (*Gervais*)
- Can there be some findings that would encourage communication within these neighborhoods? (*Woodside*)
- The Collaboration Corvallis Livability workgroup has made some recommendations to this effect, as well as recommendations out of the Public Participation Task Force. (*Young*)
- Student housing places a demand on parks and recreation facilities. (*Bull*)
- Community park and open space considerations will be addressed by the Parks and Recreation Master Plan update which has just gone to City Council. (*Gibb*)

V. DISCUSSION AND IDENTIFICATION OF THE NEED FOR NEW FINDINGS AND POLICIES & UPCOMING PROCESS

It was agreed that the list generated by Young that will become an attachment to the minutes would help with the identification of the need for new findings and policies.

A discussion ensued assessing the amount of effort that would still be required to fine-tune the issues and recommendations. There was additional discussion about the purpose of holding a meeting specifically for public comment, and where the public meeting should be inserted into the process. Due to the need to have time to publicize the meeting and have a draft document available for the public to review, it was agreed to have the public meeting on April 27, 2015. The public should be asked for specific input on the direction the Task Force is taking and the issues that have been identified. This timeline would then require an additional Task Force meeting after the public meeting to address the comments and finalize recommendations for City Council.

Hann pointed out that OSU has had two public meetings related to the OSU District Plan update and might be able to share with the Task Force whatever testimony they might have received during those meetings.

VI. DISCUSSION OF HOMEWORK ASSIGNMENT.

Task Force members agreed to take the two work lists and decide which policies/findings/issues they would like to take on, either by themselves or teamed up with another member. Young will send out the list of concerns generated at the meeting, which can be reviewed along with the Worklist of CP policies and findings needing additional examination which was part of this meeting packet. Members were asked to email Young with their preferences for assignments within the next few days, and Young would generate a list of those assignments. The leftovers could be divvied up.

VII. PUBLIC INPUT OPPORTUNITY.

Dave Bella asked that they include the term “street car” when they discuss alternative modes of transportation. He liked the discussion on synergy. Walkable communities by themselves are not viable. A streetcar by itself is not viable. But synergistically, together, the various modes of transit can complement each other. Data collection and monitoring, adaptable management and strategies only work when you still have options. Once a community is built to be car dependent it is hard to undo.

He presented these concepts to his group of honor students and they were very excited about the presentation. The one objection students had was that it would become so popular the students would get priced out. When he sketched out possible streetcar lines and drew a boundary line around the walkable area, the number of services that would be available were outstanding including sporting activities, movie theaters, grocery stores, bookstores, etc. The notion of synergy between walkability and a streetcar line is an exciting option that should be kept open. Newer streetcar technologies are worthy of exploration, and the public would likely get excited about it.

In response to a comment by Hann that the issues with the concept are money and scale, Bella said that in his opinion the main issue is the institutionalized structure that already exists. He suggested that OSU might be able to help since they were very good at fund raising. It just needs to become a priority.

Dave Dodson said that when the Campus Master Plan was adopted, the plan had allowance for over three million gross square feet of additional development on campus. To date, they have only built one million, which is at one-third of the anticipated development. Part of this is that at the time the plan was adopted the trend was to have a square footage to student ratio potentially increasing to a possible 500 to 1. In fact, it has actually gone the opposite direction down to 300 to 1. The other factor to bear in mind is that though there has been a lot of growth in enrolment on campus, they are only 8% over what the estimate was in the plan.

There was mention about the assumptions that get plugged into the Master Plans. In 2004, no one anticipated there would be a recession. As they update to the District Plan, instead of projecting out assumptions they will be looking at establishing threshold triggers that will initiate requirements to mitigate or do improvements.

From a planning perspective, one of the best ways to reduce vehicle trips is to provide housing either on campus or adjacent to campus. We have seen development of housing adjacent to campus, but we have not seen the same amount on campus. At OSU, they have a much higher percentage of the faculty that drive than students. This is worthy of taking into consideration as policies and findings are drafted. OSU is in discussion with the City on looking at conducting additional neighborhood parking utilization studies. The last time it was done was 2012 for the Collaboration Corvallis work. New studies will be done this spring as well as in the fall to capture some additional data for informed decision-making. The problem is not so much parking on campus as it is commuter parking in the neighborhoods

Lastly, there was discussion about integrating uses. On campus, a lot of the newer buildings have services. INTO, for example, has a convenience store and café. They can do that because they have the density of population. Developments such as Willamette Landing do not have the density.

In response to a question from Hann, Dodson agreed to see if there was any information of value that might have come out of the public meetings relating to the District Plan.

In response to a question from Sessions relating to “Park and Ride” facilities, Dodson said that one of the Collaboration recommendations was to explore the viability of a satellite parking location. Gibb said that this opportunity might also extend to students who live in the neighborhoods who do not use their cars very often.

In response to a question from Woods about the potential for using game day parking at the South farm parking area, Dodson said that this lot was not designated as a permanent parking area. Gibb added that there are neighbors who may have concerns about its use for more than game days, though it might be an option.

VIII.ADJOURNMENT.

The meeting was adjourned 8:55 p.m.

RECEIVED

MAR 12 2015

Community Development
Planning Division

Think Systemically and Long Term:
An Alternative Path to
the Future

Court Smith, Anthropologist

Charlie Vars, Economist and
Former Mayor of Corvallis

Dave Bella, Engineer

March 12, 2015

Findings and Policies

Future of Density

Continuing the Discourse and Options

Community Growth and Development Policy

Findings:

Examples of communities that have solved problems of **car-dependence** by modification and expansion of infrastructure do not exist. The long-term result of infrastructure modification and expansion is more congestion, slower travel times, greater pollution, and increasing and unsustainable long-term expense.

The construction of infrastructure is an **irreversible** change. Once infrastructure in the form of roads and parking for car-dependence is completed, it is very expensive and difficult to remove.

Car-dependence increases **pollution**, reduces air and water quality, causes public health problems, raises safety issues, and adds to global climate change.

Oregon has a greenhouse gas **goal** of a 75% reduction from 1990 levels by 2050.

Car-dependence takes **land** for Infrastructure. On average 20% of the land in cities is in streets. This does not include land in parking lots, driveways, and garages. Use of these areas could be for activities that are more valuable to individuals and society.

Policy

For all future development, emphasize the clustering new growth and development in car-free communities with services, business, open space, and the elements of a complete community. Car-free communities need connectivity and design in a holistic manner to create synergies with other concentrations of activity. Each car-free community should have functions that more completely meet resident needs both within the community and between communities.

Current Opportunity for Corvallis

Corvallis is facing growth from the expansion of educational institutions, medical facilities, businesses, retirees, and potentially, refugees from global climate change. Corvallis currently has one car-free, walkable, educational community on the historic campus of Oregon State University. While downtown Corvallis is not car-free, it is walkable, but it is limited by increasing car-dependence that leaves some of its assets underutilized and others unable to expand.

To accommodate future growth a multigenerational, car-free community with housing, services, businesses, open and public space, and streetcar linkage with the OSU historic campus and downtown district would provide the kind of development that could slow the growth of car-dependency in Corvallis.

References

Think Systemically and Long Term: Two Paths to the Future, presented to the OSU-Related Plan Review Task Force, February 26, 2015

Framing the Future of Density, March 9, 2015 (attached)

Framing the future of density

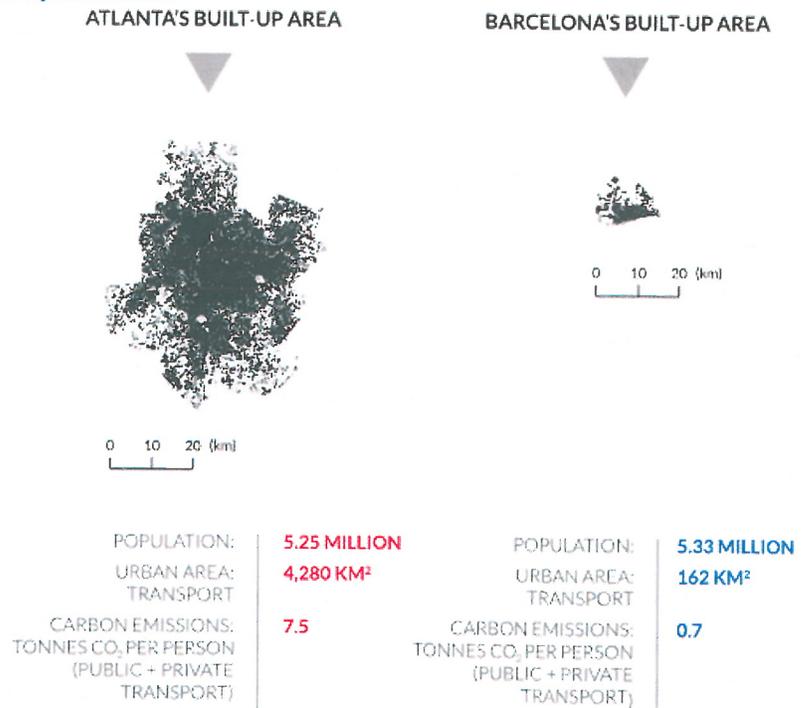
Density measures compactness. In community design, many people in a small space create a very dense settlement. Density choices affect livability, health and safety, air and water quality, greenhouse gas emissions, and transportation options. Thus, the kind of density created becomes very important. Oregon land use planning encourages concentrating people within urban growth boundaries, but as Oregon land use planning enters its second half-century, density pressures will test our ability to manage future growth and livability.

Growth, livability, and environmental concerns affect the options for community design. Concern shifts to the kind density in communities. Density can be taller buildings that mainly serve specific functions—offices, apartments, hotels. Or density can *combine more functions*—residences, employment, shopping, services, open space, and transportation in communities that create synergies to better meet people’s needs and desires within their own community and in connections with other communities.

Suburbs, like those around Atlanta, Georgia, spread people out, connect them with roads to work places, shopping, services, and recreation. Car-dependent transit between these nodes of activity has become and will increasingly become slower, less safe, more polluting, and extend the drive alone, car-dependent culture in which people live at the beginning of the 21st century. Transportation systems research shows that to achieve desirable transit frequency and routing denser communities with more work, shopping, service, and recreation opportunities are required.

Figure 1

Atlanta and Barcelona have similar populations and wealth levels but very different carbon productivities



Source: Bertraud and Richardson, 2004.²²

Policy Recommendations

I. **Density issues:** If Oregon is to meet its greenhouse gas goal of a 75% reduction from 1990 levels by 2050, it will need to reframe the discussion of density (ODOT 2013 ([http://www.oregon.gov/ODOT/TD/OSTI/docs/STS/Oregon Statewide Transportation Strategy.pdf](http://www.oregon.gov/ODOT/TD/OSTI/docs/STS/Oregon_Statewide_Transportation_Strategy.pdf))).

Future density has to be different from the old density that figures residential units per unit of land area.

- ✓ The future density frame includes
 - residences,
 - employment,
 - services,
 - businesses, and
 - open space as part of the *same* community.
- ✓ Future density needs to:
 - compete for residents who want to abandon a car-dependent lifestyle,
 - expand transportation choices that build synergies between areas,
 - promote environmental quality and reduce greenhouse gas emissions,
 - be more efficient, convenient, and less costly, and
 - improve health, safety, and security.

II. Transit/community synergy actions:

Opportunities for collaboration between new, car-free communities and surrounding communities abound. These opportunities can serve as a practical and educational example of the future density suggested here. In Corvallis

- Oregon State University is being encouraged by community members to build more housing. In particular, some community members have pointed to other universities building multigenerational housing on or near their campuses. Cooperation between OSU and Corvallis could provide multigenerational housing on or near campus—showing the world OSU’s leadership in green building and educational innovation.
- Such a community and related transit connections would help identify potential transportation and transit synergies between the OSU campus, downtown, and in the mid-Willamette Valley region.

Case Example: Orenco Station

Oregon’s Orenco Station show cases a new kind of density in the form of “... a new transit-oriented community of 1,800 homes, a town center, office, retail and nearby employment on 209 acres in the town of Hillsboro, west of Portland ... Extending out from the light rail and town center is a grid of walkable, tree-lined streets and parks, featuring cottages, condominiums and rowhomes in a broad range of sizes and prices”

(<http://www.terrain.org/unsprawl/10/>).



Yet, this experiment in framing density to be more inclusive is still very car-dependent. Connectivity is needed to other communities and major destinations like shopping, services, industrial sites, airports, sports and recreation venues, and outdoor recreation that does not continue a car-dependent lifestyle.

MAR 12 2015

To: OSU-Related Plan Review Task Force
From: Dan Brown

Community Development
Planning Division

March 12, 2015

SUBJECT: SUGGESTED COMPREHENSIVE PLAN "FINDINGS"

The *Comprehensive Plan* consists mostly of lists of "policies" and lists of "findings." The findings are little factoids which express assumptions or justifications for the policies. For years, the public has expressed concerns about the inadequacy of the existing findings, e.g. they are obsolete or incomplete. Based on a decade of observation, a number of possible findings and changes are suggested below. Each finding suggests corresponding policies.

GENERAL

Finding X: Transportation, parking, housing, and employment problems are interrelated.

Finding X: Most OSU employees commute to campus. In 2003 OSU employed 4,159 persons, and by 2014 this increased to 5,934. This is a net gain of 1,775 employees and a 43% increase.

Finding X: OSU enrollment increased from 14,127 in 1997 to 24,383 in 2014. This is an increase of 10,256 students and a 72.5% increase.

Finding X: As Chapter 3.36 of the *LDC* reaches the end of its planning period, it is clear that it did not achieve all the purposes of the *Comprehensive Plan*.

Finding X: Over the last ten years, livability problems (parking and traffic) caused by OSU commuter parking have expanded much farther to the north (to Grant and Buchanan), to the east, to the south, and to the west. These problems led to the creation of the University Neighborhood Overlay District.

Finding X: Development processes (minor adjustments) for the OSU Zone are more lax than in other areas of the City of Corvallis and do not require as much transparent public process.

Section 11.4: AUTO PARKING

Finding X: Land Development Code regulations do not adequately address livability problems (parking and traffic) in residential areas surrounding the OSU campus.

Finding 11.4.x: In spite of the unexpected growth in employee and student populations, from 2001 to 2014, the number of parking spaces in the OSU Zone decreased from 7,996 to 6,840 [19% decrease]. In Sector C (the campus core) the count was reduced from 2,928 in 2002 to 1,587 [46% decrease] in 2014.

Finding 11.4.x: Lack of desirable (affordable and convenient), on-campus parking does not eliminate demand for commuter parking; instead, it externalizes OSU commuter parking to residential neighborhoods surrounding campus.

Finding 11.4.x: University bound commuters and visitors park in surrounding neighborhoods. During weekdays there is insufficient on-street parking for residents.

Finding 11.4.x: OSU neighborhood parking studies show that Residential Parking Districts have "red zones" where parking utilization actually exceeds capacity.

Finding 11.4.x: Since 2004, the University's Transportation Demand Management (TDM) efforts have not reduced the number of commuters and visitors driving cars and trucks to the University.

Finding 11.4.x: Parking facilities can be converted easily into other uses after demand for parking is reduced by TDM measures.

Finding 11.4.x: The utilization rate (90%) in campus parking lots are not a valid measure of demand for commuter and visitor parking because this measure also depends on University decisions concerning location, permit prices, use designation, allocation priorities, and shuttle service levels.

Finding 11.4.x: Parking utilization measurements (on-campus and off-campus) are greatly affected by the time of year. OSU enrollment is highest Fall term and lowest Spring term, and demand for parking reaches seasonal peaks and troughs accordingly. Studies should be conducted in the Fall.

Finding 11.x: In 2014, Corvallis voters soundly rejected the planned expansion of residential parking districts through the referendum process. Many voters believe that the University should mitigate the parking problems in neighborhoods surrounding campus.

Finding 11.x: Property owners in the areas surrounding campus do not want to have to pay for on-street parking in front of their homes.

Finding 11.x: OSU has not complied with all the provisions in the LDC, especially with regard to monitoring.

Finding 11.x: There is little evidence of progress on *Comprehensive Plan* policies 11.12.1 to 11.12.5.

Article 11: TRANSPORTATION

Finding 11.x: Over 60 percent of people who work in Corvallis commute from origins outside the city limits. For the majority of commuters, walking, biking, and transit are not satisfactory alternatives to automobile transportation.

Finding 11.x: Most OSU commuter traffic originates from the north and the parking lots are located on the south side of campus. The University has eliminated a substantial portion of total parking spaces in the north side of campus.

Finding 11.x: Currently, several intersections around campus fail to meet Level-of Service (LOS) standards.

Policy 11.x: Lowering expectations shall not be used to cover up LOS problems.

Finding 11.x: University-related, cut-through drivers cause excessive trips on local streets. This improves LOS performance but decreases livability.

Finding 11.x: Transportation Demand Management (TDM) measures are effective only if they actually decrease the use of single-occupancy vehicles. Effectiveness must be demonstrated rather than assumed.

Finding 11.x: Impacts on neighborhood streets surrounding campus are not considered in the OSU Base Transportation Model (BTM) .

Finding 11.x: Corvallis Transportation studies are out-of-date. The MPO is based on the 1996 Transportation Study, and the OSU BTM is based on the MPO study.

Finding 11.x: There is no perimeter arterial between 30th Street and Arnold Way. Excessive cut through traffic uses local streets and decreases livability.

Finding 11.x: Unregulated pedestrian traffic crossing Monroe Avenue is not safe at class break times.

Finding 11.x: Traffic is interrupted on the Harrison Avenue arterial by intense pedestrian and bicycle crossings.

Finding 9.7.f [OLD] *A 1993 OSU survey found that 17% of OSU students commute to campus in single occupancy vehicles. Fifty-six percent of faculty and staff commute to campus in single occupancy vehicles.* [REVISED] *A 2003 OSU survey found that 56% of those interviewed commute to campus in single occupancy vehicles.*

Article 9: HOUSING

Finding 9.x: Federal Censuses report a decrease of non-student residents in Corvallis.

Finding 9.x: Many single family homes surrounding campus have been redeveloped into student rentals. This means a reduction in housing for workers.

Finding 9.x: OSU enrollment increased well beyond what was predicted in the 2004 CMP, and more rapidly than OSU and private housing developers could accommodate, leading to inflated rental rates, single-family homes being converted to student rentals, families moving out of town for lack of affordable housing, and an increase in commuter traffic.

Finding 9.x: Coop housing was a popular, low-cost alternative to dormitories. By eliminating coops, the University reduced the supply of as well as options for on-campus living.

Finding 9.x: New development in residential neighborhoods surrounding the OSU Zone lacks sufficient off-street parking for residents.

Finding 9.7.a *Oregon State University enrolled 14,127 students for the 1997 fall term. The number of students living within a 1/2 mile of the main campus area was approximately 7,000, while roughly 25% of the students live on campus. **Ridiculous number!***

Finding 9.7.d *The student population is not expected to increase significantly during the planning period. The percentage of the total population who are students will decrease as the non-student population increases. **Ha, ha!***

Article 13: SPECIAL AREAS OF CONCERN

Finding 13.2.x Almost all types of development (residential, commercial, industrial, agriculture, etc.) are permitted outright anywhere on campus. This is inconsistent with existing **Section 2.13.10** tells us that "*Each zone is intended for a predominant type of land use.*"

Finding 13.2.x Since 2000, we have seen an increasing number of independent operators who lease land from OSU, build their buildings, and provide goods and services to their customers, many of whom are not OSU students or faculty. These businesses avoid the usual land use process for development because they are on campus.

MUNICIPAL CODE "FINDINGS" FROM 1982

The following language is "on the books" and is quoted from the *Corvallis Municipal Code*. These findings have already been approved by the City Council.

Section 6.15.010 - Legislative Findings.

- 1) There exists within the areas described in Section 6.15.030, heavy concentration of vehicles which are parked all day by nonresidents.
- 2) The presence of these vehicles causes vehicular congestion, impedes the movement of traffic, and unduly restricts entry of residents to their homes.
- 3) Such vehicular congestion creates polluted air, excessive noise, and litter.
- 4) The conditions and evils mentioned above in subsections 1), 2), and 3) create blighted or deteriorated residential areas.

Task Force Issues of Concern

- 1. Non-adaptable housing types.**
- 2. Housing stock is not meeting diverse needs.**
- 3. Monoculture of housing types.**
- 4. Allow alternatives to on-site parking (satellite lots,etc.), promote alternatives to Single Occupant Vehicles (SOVs).**
- 5. Consider temporary parking measures (allow gravel parking at South Farm, etc.). Current growth rate may be temporary, so may not require permanent improvements.**
- 6. Mechanisms to test the efficacy of measures and to allow adjustments would be good.**
- 7. Recognize that there has been a parking problem in some areas of the City for decades. What factors are driving that?**
- 8. Campus housing can impact parking and transportation.**
- 9. Other modes of transportation should be given more weight/priority.**
- 10.Mixed use development should be promoted to reduce the need for vehicle trips. Reduce scale for commercial nodes.**
- 11.Scale services appropriately for large student housing developments.**
- 12.Make sure that alternative modes connect commercial centers.**
- 13.Future on-campus parking management should be structured to maximize utilization of existing parking.**
- 14.Flexibility needed for meeting parking requirements.**
- 15.OSU and the City need to coordinate parking measures to work in tandem.**
- 16.Parking utilization should be measured on campus and near campus.**
- 17.Public transit scheduling should factor in class schedules.**
- 18.Adaptive management and flexible strategies are needed for next District Plan.**
- 19.Parking needs on campus vary greatly by use. A good plan will factor that in.**

- 20. Explore regulating/classifying housing by lease arrangement.**
- 21. How will we know when we have enough student housing? (And what should we do when we do?)**
- 22. Integrating students into fabric of community maybe shouldn't be a bad thing? Policy 9.7.3 – move to 28-30% on campus?**
- 23. Need to balance multiple housing needs in neighborhoods to enhance livability.**
- 24. Student housing places a demand on parks and open space areas.**