

# South Corvallis Area Refinement Plan

*A New Direction*



December 31, 1997 Final Report



**MEMORANDUM**

**DATE: FEBRUARY 23, 1998**

**TO: READERS OF THE SOUTH CORVALLIS AREA REFINEMENT PLAN**

**FROM: KEN GIBB, COMMUNITY DEVELOPMENT DIRECTOR**



**RE: PLANNING COMMISSION REVIEW \ RECOMMENDATIONS**

On February 18, 1998, the Corvallis Planning Commission held a public hearing regarding the South Corvallis Area Refinement Plan which has been recommended by the South Corvallis Citizens Advisory Committee. Following the hearing, the Planning Commission unanimously voted to send the Plan to the Periodic Review Work Groups with amendments that are summarized below:

- The current zoning (land use designations) for the Evanite \ Open Door properties should stand until options for these properties can be explored by the Planning Commission and City Council. Exploration of other options is proposed in the Plan, however, the Planning Commission recommendation would retain the current industrial designations as the starting point for this discussion rather than establishing the proposed Mixed Use Riverfront District on the land use plan.
- Figure 3 of the Plan be identified as a *proposed* land use plan.
- The boundaries of the Mixed Use Employment District located on the south side of Twin Oaks Drive should be expanded to include an additional lot located to the northwest of the proposed Heartland Humane Society development site.
- The Work Groups should review the amount of industrial land in South Corvallis based on the results of the buildable lands inventory and housing needs analysis.

Please consider this information as you review the South Corvallis Area Refinement Plan and contact me if you have questions.

## MEMORANDUM

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**DATE:** January 28, 1999

**TO:** Readers of the South Corvallis Area Refinement Plan

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

**RE:** City Council Recommended Changes

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

- The Mixed Use Riverfront District described on pages 19 and 52 should be amended to address the allowable uses for this area and the means by which it might transition into mixed uses, consistent with Policy 13.11.17 in the adopted Comprehensive Plan. The actual Comprehensive Plan designation for the Evanite / Open Door area has been changed to Mixed Use Transitional (the Comprehensive Plan directs that development standards be developed for this new district and incorporated into the Land Development Code).
- Figure 3 on page 9 should be identified as a "Proposed Land Use Plan".
- The boundaries of the Mixed Use Employment District located on the south side of Twin Oaks Circle should be expanded to include an additional lot located to the northwest of the proposed Heartland Humane Society development site.
- Modify the note in the legend on Figures 6 and 7 as follows "All roadway alignments are conceptual and are intended as a guide to how the neighborhood planning principals and transportation objectives can be integrated. Actual roadway locations will be determined at the time of development approval".

# Participants

## *Funding*

This project was funded by a grant from the Transportation and Growth Management-TGM Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. Funding was also provided by the City of Corvallis. TGM grants rely on funding from the federal Intermodal Surface Transportation Efficiency Act and the Oregon Lottery. This report does not necessarily reflect the views or policies of the State of Oregon.

### **Citizen Advisory Committee**

Bruce Hansen – Resident  
Jane Megard – Resident  
Lynda Wolfenbarger – Resident  
Bill Upton – Corvallis Rental  
Bob Grant – Bob Grant Construction  
Pat Svoboda – Evanite Fiber Corporation  
Tom Coon – Landowner/Developer  
Don Herbert – Landowner  
Warren Swartzendruber – UGB Resident  
Jim Bowey – Bicycle Advisory Commission Representative  
Bob Lowry – Transit Commission Representative  
Doug Squires – Airport Commission Representative  
Chick Gerke – Planning Commission Representative  
Steve Paulson – Resident  
Jim Moorefield – Committee Chair  
Karen Mayo – Resident  
Tony Howell – City Council Representative

### **City Team and Technical Advisory Committee**

Ken Gibb – Community Development Director  
Fred Towne – Associate Planner  
Judy Somes – Senior Staff Assistant  
Ed Moore – Associate Planner  
Peter Idema – Oregon Department of Transportation  
Jim Minard – Benton County Development Department  
Dennis Jones – Corvallis School District  
Greg Gescher – Public Works Department  
Paul Hightower – Capital Projects Supervisor  
Jon Sassaman, Sergeant – Police Department  
Rene Moye – Parks and Recreation Director  
Steve Rogers – Public Works Department  
Linda Sarnoff – Planning Division Manager  
Som Sartwur – Public Works Department

### **Consultant Team**

Joe Dills, AICP – Project Manager, Otak, Inc.  
Scot Siegel, AICP – Planner, Otak, Inc.  
Steve Dixon – Designer, Otak, Inc.  
Martin Glastra van Loon – Designer, Otak, Inc.  
Stephanie Briggler – Designer, Otak, Inc.  
Yvonne Falconi – Project Assistant, Otak, Inc.  
Phill Worth – Transportation Project Manager, Kittelson and Associates, Inc.  
Dan Seeman – Senior Transportation Planner, Kittelson and Associates, Inc.  
Chris Stanley – Transportation Planner, Kittelson and Associates, Inc.  
Sumner Sharpe, AICP – Public Involvement Advisor, Pacific Rim Resources  
Stephanie Lawson – Public Involvement Advisor, Pacific Rim Resources



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### *Appendix*

<b><i>A Comparison of Existing and Proposed Land Use Designations</i></b>
<b><i>B Technical Appendix Table of Contents</i></b>

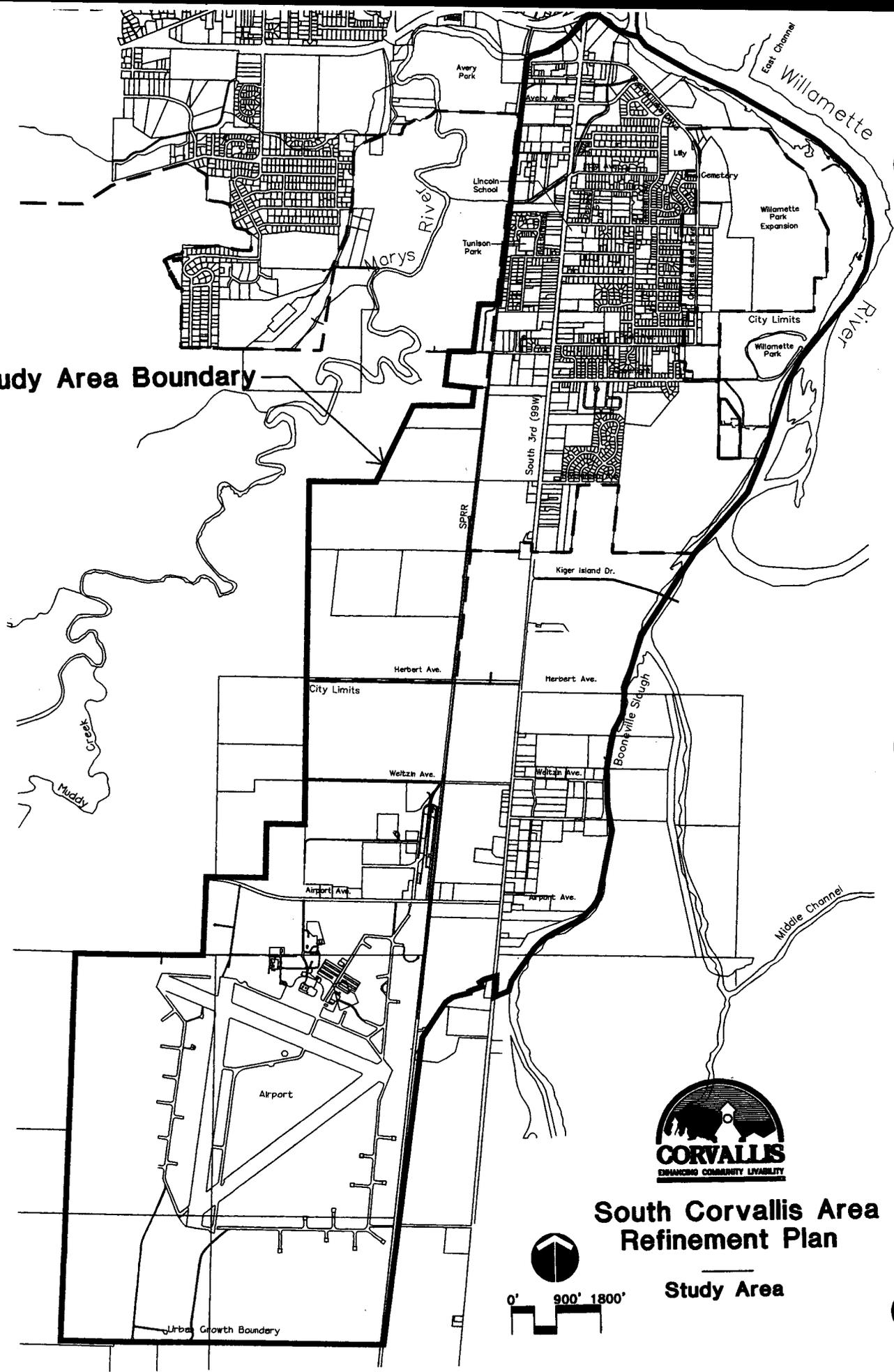
## *A New Direction*

The South Corvallis Area Refinement Plan sets a new direction for positive change in South Corvallis. The plan proposes a community of pedestrian-friendly places along South Third Street, varied mixed use developments, new neighborhood parks, and diverse housing. The plan recommends a comprehensive package of ways to reduce reliance on the automobile and assure the transportation system works over the next 30 to 40 years. Above all, the plan is a step toward a preferred future that has been defined by the South Corvallis community.

Highlights of the plan include:

- Mixed use centers with adjacent areas of higher residential densities
- Conceptual plans for four new neighborhoods
- A mixed use town center on South Third Street between Richland and Park Avenues
- New mixed use commercial districts
- New mixed use employment districts
- Evaluation of options and recommendation for the Evanite/ Open Door Industrial Properties
- A new limited industrial-office district
- Four new neighborhood parks, planned as neighborhood focal points
- A street connectivity policy and local streets plan
- Pedestrian "nodes" and a median for portions of South Third Street
- An eight-mile "river-to-railroad" multi-use path
- A detailed transportation analysis
- Transportation policies which give a much higher priority to demand management and land use strategies over widening of South Third Street
- A reduction in the amount of Intensive Industrial land
- Land use designations and densities that enhance South Third Street as an important transit corridor

**Study Area Boundary**



### South Corvallis Area Refinement Plan

Study Area

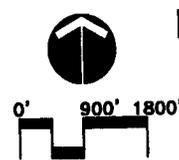


Figure 1



## *Purpose*

The purpose of the South Corvallis Area Refinement Plan (Refinement Plan) is to update and refine comprehensive plan policies and map designations for South Corvallis. The recommendations in this plan are directed at enhancing the livability of South Corvallis, responding to issues identified by the community, and integrating land use and transportation policy. This document is a report and recommendation from the Refinement Plan Citizen Advisory Committee (CAC) to the Corvallis Planning Commission and City Council.

## *Planning Area*

South Corvallis, as used in this plan, includes the area within the Corvallis urban growth boundary from the Marys River to the Corvallis Airport, and from Avery Park to the Willamette River (see Figure 1). The following is a summary of selected facts about the planning area:

<u>Land Area</u>	4109 acres																																						
<u>Population</u>	5700 residents (1997 estimate)																																						
<u>Major Employers</u>	<table><thead><tr><th><u>Company</u></th><th><u>Employees</u></th></tr></thead><tbody><tr><td>Evanite Fiber Corporation</td><td>244</td></tr><tr><td>Western Pulp</td><td>96</td></tr><tr><td>Kalatel Engineering</td><td>70</td></tr><tr><td>Federal Express</td><td>45</td></tr><tr><td>First Alternative Co-op</td><td>38</td></tr><tr><td>Plastech Incorporated</td><td>38</td></tr><tr><td>S-Tech Design &amp; Manufacturing</td><td>35</td></tr><tr><td>Tripod Data Systems</td><td>30</td></tr><tr><td>Ramsay-Gerding Construction</td><td>30</td></tr><tr><td>Overall Laundry</td><td>30</td></tr><tr><td>Software Support Services</td><td>28</td></tr><tr><td>Avia Flight Services</td><td>23</td></tr><tr><td>Bertea Aviation Incorporated</td><td>18</td></tr><tr><td>Oregon Rubber Mills</td><td>16</td></tr><tr><td>Spec Pipe Industries</td><td>12</td></tr><tr><td>Aim Kiln Manufacturing</td><td>12</td></tr><tr><td>EP &amp; T</td><td>11</td></tr><tr><td>Swartz Moving &amp; Storage</td><td>10</td></tr></tbody></table>	<u>Company</u>	<u>Employees</u>	Evanite Fiber Corporation	244	Western Pulp	96	Kalatel Engineering	70	Federal Express	45	First Alternative Co-op	38	Plastech Incorporated	38	S-Tech Design & Manufacturing	35	Tripod Data Systems	30	Ramsay-Gerding Construction	30	Overall Laundry	30	Software Support Services	28	Avia Flight Services	23	Bertea Aviation Incorporated	18	Oregon Rubber Mills	16	Spec Pipe Industries	12	Aim Kiln Manufacturing	12	EP & T	11	Swartz Moving & Storage	10
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EP & T	11																																						
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<u>Key Public Facilities</u>	Lincoln Elementary School Tunison Community Center/Fire Station Corvallis Water Treatment Facility Willamette Park Corvallis Airport																																						

# Introduction

## *Overview of the Process*

The South Corvallis Area Refinement Plan is the product of 16 months of work by a Citizens Advisory Committee (CAC) and the community between August 1996 and November 1997. The 17-member committee represented a broad cross-section of the community (see inside cover for a list of the membership). The CAC met 25 times and sponsored two workshops and two open houses. The citizens of South Corvallis participated extensively. Attendance at many CAC meetings ranged from 30 to 50 people, with 75 participating in an issues workshop, 75 in a design charrette and 150 people in a public comment meeting. The CAC held an ongoing dialog with the community—opportunities for public input were provided at nearly every CAC meeting.

The basic steps of the process were:

- Visioning exercise
- Data collection
- Community issues workshop
- Preparation of project objectives and plan evaluation criteria
- Design charrette
- Preparation of three alternative land use plans
- Evaluation of the alternatives
- Development and refinement of the preferred land use, circulation and open spaces maps
- Development of implementation recommendations

## *Next Steps*

This report is the start of the update of the comprehensive plan for South Corvallis. The recommended next steps include:

- Review and approval by the Planning Commission and City Council of the “priority adoption” recommendations to be identified.
- Forwarding to appropriate review bodies of the “additional coordination and study” recommendations identified in this report.
- Integration of all recommendations into the City’s update of the comprehensive plan, which is currently underway.

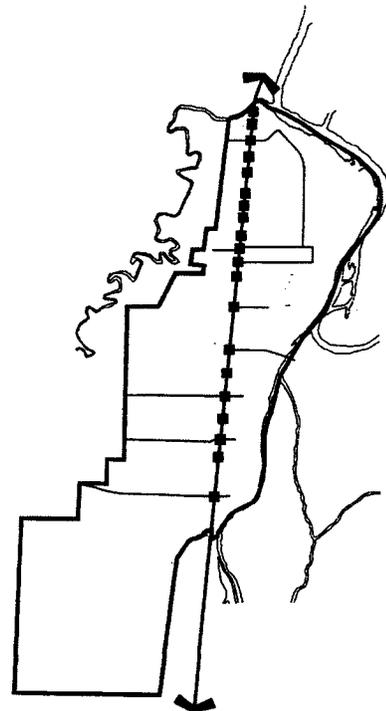
## *Plan Objectives*

The following objectives were developed following a visioning exercise and community issues workshop hosted by the CAC.

The objectives of the Refinement Plan are to:

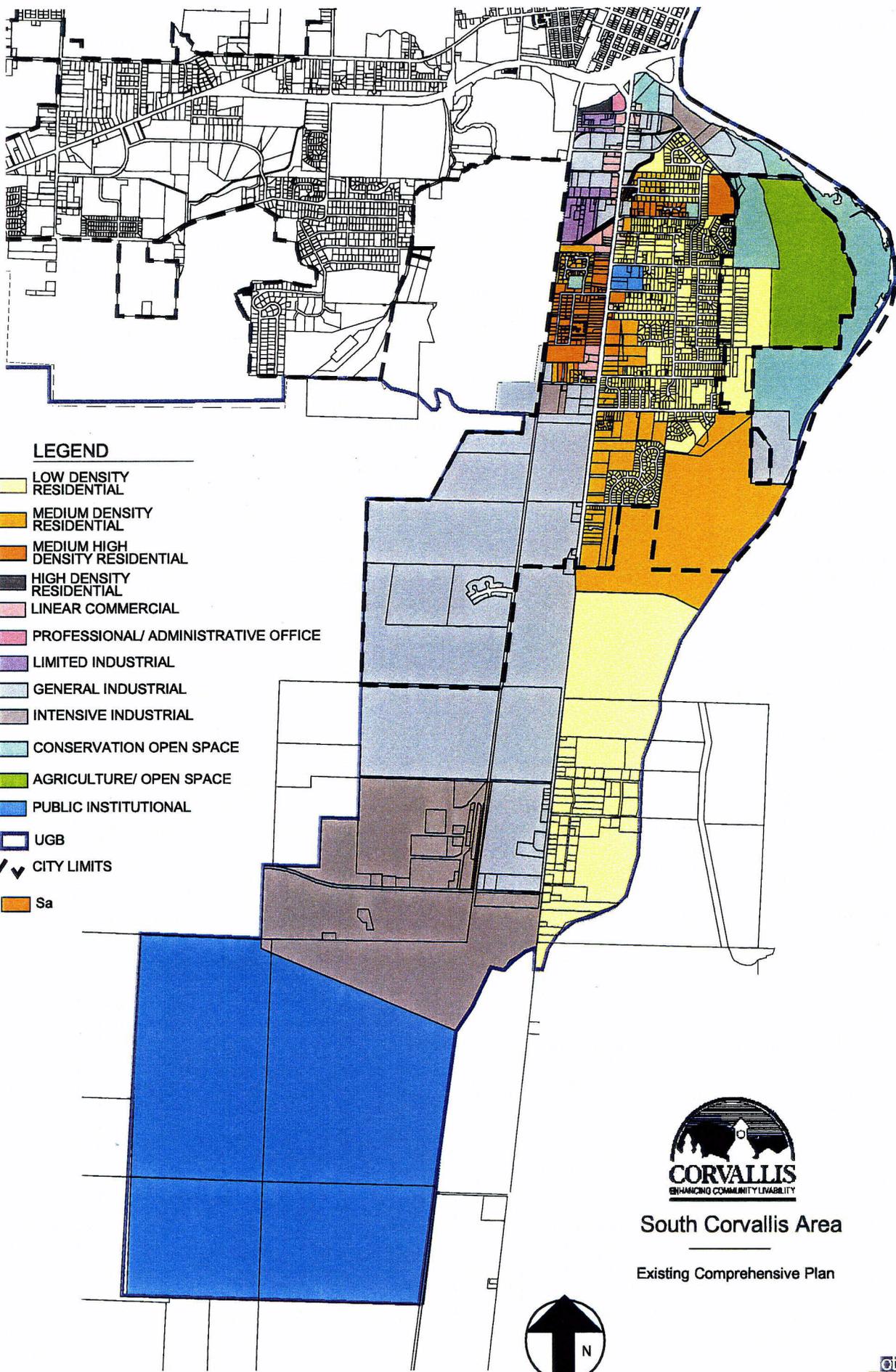
- a. Enhance opportunities for pedestrian and bicycle travel.
- b. Enhance street connectivity in appropriate locations.
- c. Support existing and future transit service.
- d. Respond to, support and make modifications to the City's public facility master plans.
- e. Provide opportunities for mixed use development, including mixing commercial, residential, industrial, office and other uses.
- f. Protect and enhance parks, open spaces and greenways, including significant natural features along the Willamette and Marys Rivers, as well as other natural drainage ways through the Planning Area.
- g. Plan for neighborhoods with a sense of community and diversity of housing.
- h. Improve the visual and gateway character of South Third Street.
- i. Minimize congestion on South Third, provide transportation choices, and enhance connections to other parts of Corvallis.
- j. Reduce negative impacts from existing industry, minimize negative impacts from new industry, and evaluate viable land use options including mixed use in area currently designated industrial.
- k. Provide safe-crossings and "people-friendly" places along South Third Street.

*Pedestrian "nodes" along South Third Street*



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**LEGEND**

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- MEDIUM HIGH DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- LINEAR COMMERCIAL
- PROFESSIONAL/ ADMINISTRATIVE OFFICE
- LIMITED INDUSTRIAL
- GENERAL INDUSTRIAL
- INTENSIVE INDUSTRIAL
- CONSERVATION OPEN SPACE
- AGRICULTURE/ OPEN SPACE
- PUBLIC INSTITUTIONAL
- UGB
- CITY LIMITS
- Sa



South Corvallis Area  
Existing Comprehensive Plan



3000' 0' 3000'



On 2/18/98, The Planning Commission recommended that the proposed map reflect the current industrial designations rather than Mixed Use Riverfront. The Planning Commission supported a continuing review of options for this site as proposed on page 53 of the Plan.

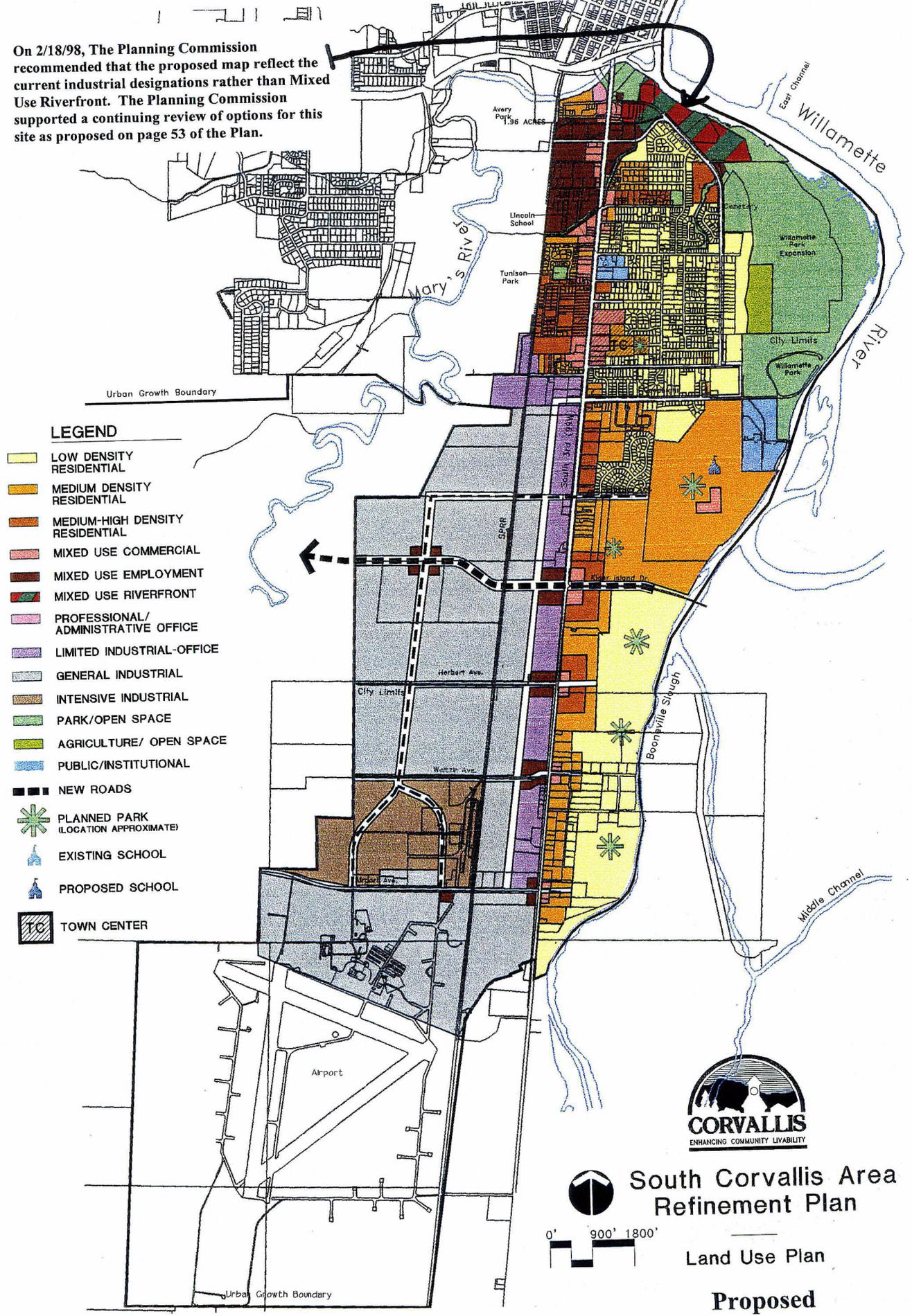


Figure 3



# Land Use

## *Residential Uses*

### Existing Neighborhoods

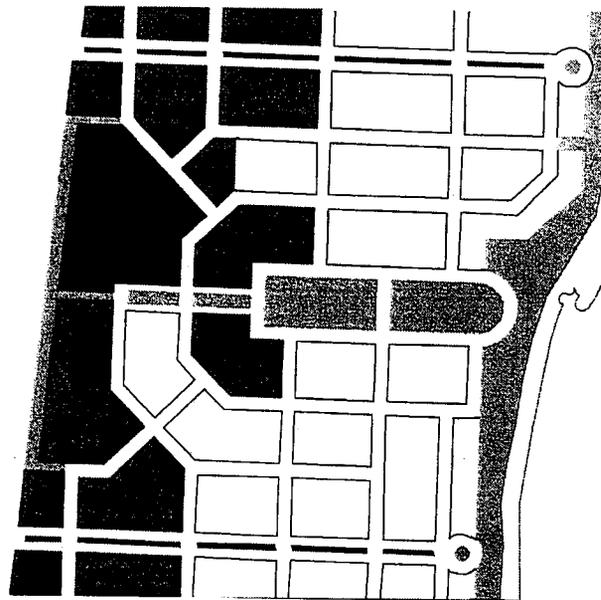
The proposed plan largely retains the existing residential comprehensive plan designations north of Goodnight Avenue. The intent is to maintain the planned densities for these neighborhoods, while providing more housing variety and appropriate design standards for infill and redevelopment. To this end, the plan recommends adding several attached housing types to residential districts, with design standards aimed at assuring compatibility between new and existing homes. Development standards which promote a pedestrian—friendly look to the street (e.g. recessed garages) are recommended for all residential districts.

This plan works from the premise that a variety of housing results in a more inclusive community and desirable physical form for neighborhoods. The plan recommends that the comprehensive plan and land development code require variety in housing type and/or form in both existing and new neighborhoods. A wide range of flexibility in achieving that goal is also recommended. Specifically, developments larger than three acres must provide a stated percentage of homes that “vary” from the remaining balance of housing, with options for providing “variety” including attached housing types, varied architectural styles and colors, smaller homes and a varied number of stories.

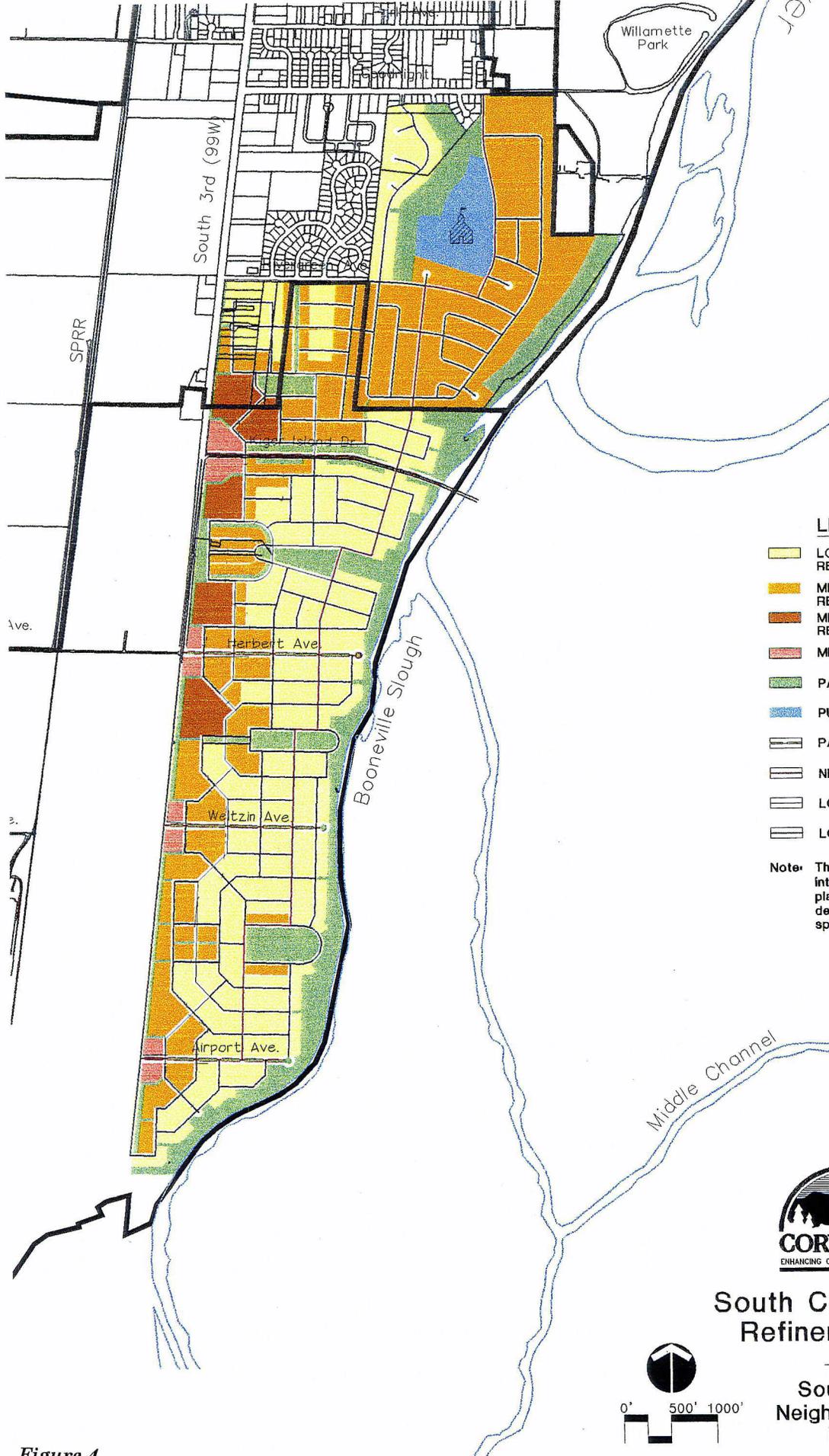
### New Neighborhoods

The undeveloped lands south of Rivergreen Avenue present a unique opportunity to plan livable, walkable neighborhoods. The plan accomplishes this through a combination of tools intended to assure that the independent actions of multiple land owners knit together into cohesive neighborhoods. The tools include neighborhood planning principles, an illustrative neighborhood and local streets plan and development standards.

Four new neighborhoods are proposed, as illustrated on Figure 4. These neighborhoods range from 90 to 110 acres in size, providing about a five-to-ten-minute walk from center to edge. They include a variety of housing, with higher densities at the mixed use commercial nodes along South Third Street. A key feature are the centralized neighborhood parks, which will serve as focal points for the neighborhoods and scenic corridors to the Willamette River and Booneville Slough.



*Neighborhood Plan*



**LEGEND**

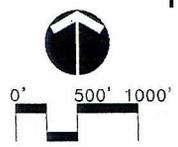
- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- MEDIUM-HIGH DENSITY RESIDENTIAL
- MIXED USE COMMERCIAL
- PARK/OPEN SPACE
- PUBLIC/ INSTITUTIONAL
- PARKWAY
- NEIGHBORHOOD COLLECTOR
- LOCAL CONNECTOR
- LOCAL STREET

**Note:** This is a conceptual plan, intended to guide neighborhood planning. It is not intended to denote city requirements for the specific extent of land uses.



**South Corvallis Area Refinement Plan**

**Southeast Neighborhood Plan**



**Figure 4**



# Land Use

To implement the plan, it is recommended that the Neighborhood Plan be adopted as a illustrative guide to future annexations and planned developments. The following neighborhood planning principles are recommended as review criteria for annexations and development reviews:

- a. Neighborhood edges will be generally defined by the major east—west streets (e.g. Rivergreen Avenue, Kiger Island Drive, Herbert Avenue, Weltzin Avenue, Airport Avenue), South Third Street and the Willamette River/Booneville Slough.
- b. Neighborhood focal points will be located between the above described edges. The centers will be anchored by parks or other public/semipublic uses that include open space.
- c. Open space connections from the neighborhood centers to the river/channel, and at the east end of major streets, are encouraged. Visual and public access to the river/channel in appropriate locations will be provided.
- d. Streets will connect to other streets or stub to future streets. Off-set streets and cul-de-sacs are discouraged.
- e. Alleys are encouraged.
- f. Diagonal streets that provide a direct connection from the center to mixed use nodes on South Third Street are encouraged, provided safe intersection design can be achieved.

In addition, several development standards are recommended:

- a. Preferred block perimeter of 1000 feet, with a maximum of 1400 feet, unless an alternative is approved through the planned development process.
- b. Front porches on at least 50 percent of single family homes and townhomes in a planned development.
- c. Maximum front setback of 25 feet.
- d. Minimum recess of 8 feet from the front of the home to the garage vehicle entrance, with a minimum distance of 19 feet from the sidewalk to the garage door.

It is important to note that the Neighborhood Plan is guiding, not binding. It is an illustration of how the above planning principles could be implemented. Its level of detail is intended only to convey the exciting opportunity for new neighborhoods in South Corvallis.

## *Commercial Uses*

### The Town Center

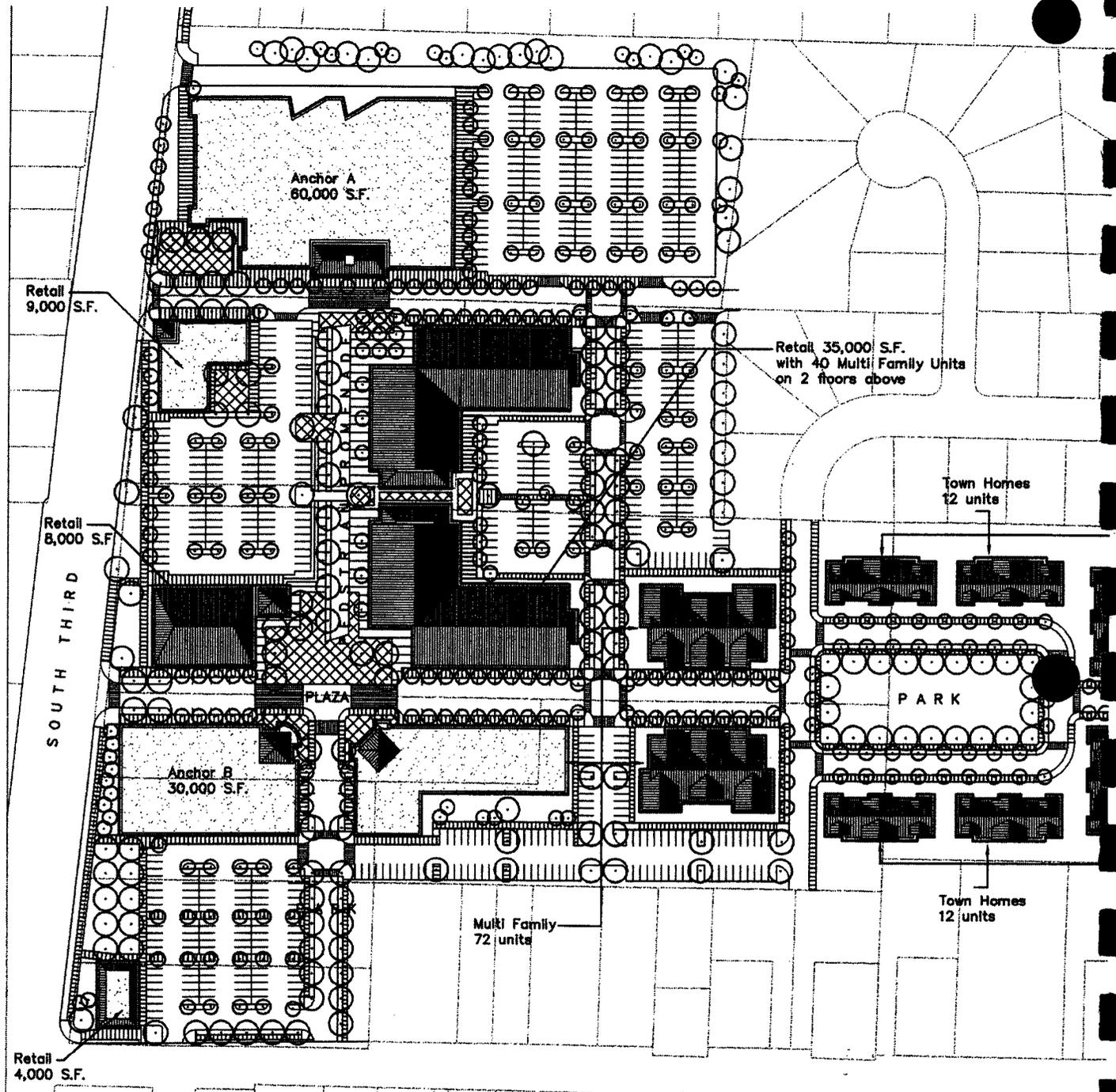
The comprehensive plan has long envisioned the "auction yard" area as the place for additional shopping opportunities in South Corvallis. The need for additional shopping was reinforced during the visioning stages of the Refinement Plan. During this dialogue, the idea evolved into the vision for a mixed use town center in South Corvallis, located generally in the area between Park and Richland Avenues, with frontage on South Third Street.

The Town Center is intended as a mixed use focal point for South Corvallis. As such, it will provide opportunities for shopping, services, public uses, housing, and public spaces serving primarily the South Corvallis area. Pedestrian and transit oriented design are essential to making this center a pleasant place to walk, shop, and interact with neighbors. After a review of several alternatives, the Town Center location between Park and Richland Avenues was selected because of its convenient proximity to existing neighborhoods, its existing Shopping Area plan designation, and access to transit.

Compatibility with adjacent properties and uses is a key issue. Traffic calming measures are recommended for the street connections to, and even along, adjacent streets in order to reduce traffic speeds and minimize conflicts. Landscaping, attention to the orientation and type of lighting, and noise impacts will all need to be carefully managed during planned development reviews.

An illustrative Town Center plan and set of design guidelines are recommended as a guide to master planning and planned development review. These mechanisms will assure consistency with the guidelines, guarantee opportunities for citizen participation, and provide flexibility for site design. The level of detail shown on the Town Center plan ( Figure 5 ) is intended to provide a clear picture of how the guidelines might be applied. The plan also illustrates the exciting opportunity presented by the Town Center recommendation. It is a specific design, but is not intended to be binding upon applicants.

# Land Use



South Corvallis Town Center Plan

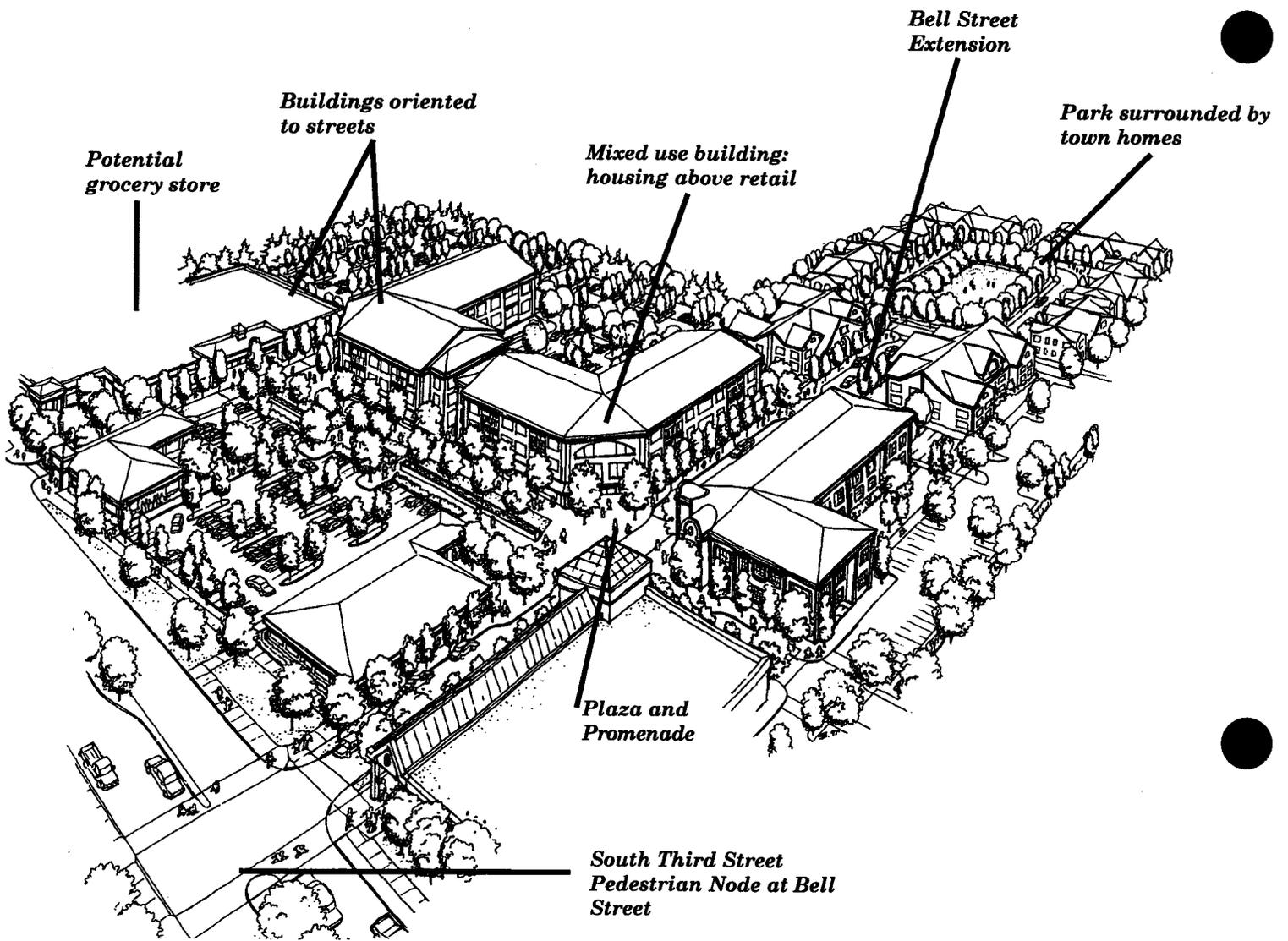
Figure 5



The recommended Town Center design guidelines are:

- a. All buildings will be oriented to public or private streets.
- b. The primary circulation within the Town Center shall be developed as public or private streets, with sidewalks, street trees and on-street parking.
- c. Bell Avenue will be extended to Third Street.
- d. Bell Avenue will be a key pedestrian-oriented street. As such, it will have buildings fronting on both sides for most of its length, on-street parking, curb extensions at intersections, and pedestrian amenities. An alternative street that provides the same design qualities may be proposed.
- e. Public spaces are required. Examples include: a plaza, shopping promenade, and a small park. Public spaces will be located and designed to emphasize focal points within the Town Center.
- f. A north-south street will connect Bell Avenue to Park Avenue.
- g. The design shall not preclude a future connection to Richland Avenue.
- h. Connections to adjacent streets are required, and should include traffic calming measures, where appropriate.
- i. Compatibility with adjacent residential uses shall be demonstrated. Measures to be considered include sight-obscuring landscaping, fencing, setbacks, and lighting that precludes glare on adjacent properties.

# Land Use



*Perspective of the Town Center*

## *The Mixed Use Commercial District*

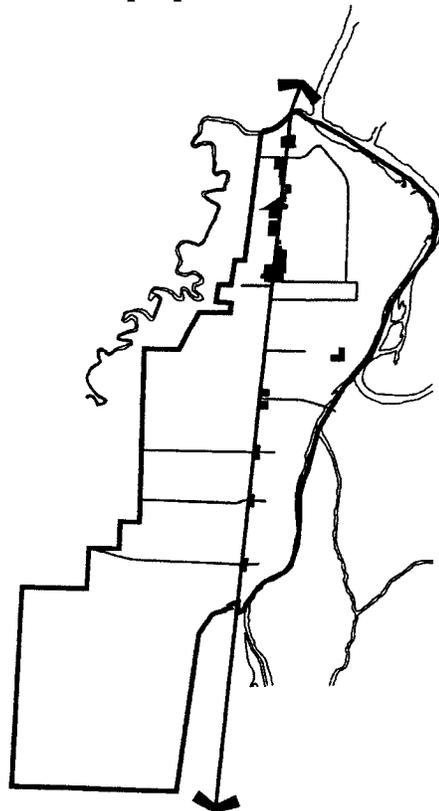
Increasing mixed use opportunities is a key objective of the Refinement Plan. Mixed use is valued by the local community as a way to improve the visual character of South Third Street, promote walking and biking, and diversify the character of commercial areas.

The plan recommends two ways to increase mixed use opportunities on commercially designated properties. First, it is recommended that the existing Linear Commercial (LC) and Shopping Area (SA) plan designations be replaced with a new district called Mixed Use Commercial (MUC). The MUC district would allow, but not require, housing and other uses not currently allowed in the LC or SA districts. It would also include new design and development standards, such as building orientation to streets, intended to improve the pedestrian environment of South Third Street.

Second, new "nodes" of MUC zoning would be placed at the east side of the intersection of South Third Street at Kiger Island Drive, Herbert Avenue, Weltzin Avenue and Airport Avenue. A small node is also recommended to be located within the "Rivergreen" planned development. The nodes would be small in scale, ranging from 2 acres per corner at Kiger Island Drive to 1 acre per corner at Weltzin Road.

The redesignating of the northern commercial properties to MUC, in combination with the MUC nodes south of Rivergreen Avenue will create a series of independent mixed use commercial centers along South Third Street. This pattern is consistent with current comprehensive plan policy to avoid a continuous strip of commercial development along South Third Street.

A working draft of the MUC district has been prepared by a steering committee that includes representatives from the Refinement Plan CAC. That draft will continue to be reviewed and coordinated with other mixed use efforts in the City, particularly the West Corvallis-Philomath Growth Management Plan.



*Mixed use commercial areas*

# Land Use

The following is a summary of the MUC working draft:

## Uses

Broad array of civic and commercial uses allowed. Floor Area Ratio (FAR) of .4 for commercial use is required. (A minimum FAR of .4 would require that a 40,000 sq. ft. lot would have at least 16,000 sq. ft. of commercial uses.) Residential and other uses are permitted in addition to the minimum required commercial use.

## Standards

Design guidelines to promote pedestrian orientation. Examples: buildings must be oriented to streets, maximum setbacks, corner building entrances, weather protection along sidewalks.

Pedestrian amenities required for new structures and substantial improvement. A sliding scale approach is recommended. Example: buildings under 5,000 square feet: one amenity required (e.g. bench); buildings over 50,000 square feet: four amenities required, chosen from a list or worked out through the planned development review process. Building and neighborhood compatibility standards are proposed.

## Development Review Options

1. Specific design standards are proposed to allow an applicant the opportunity for an administrative review.
2. The planned development process can be used for additional flexibility in the design of a project.

## *Industrial Uses*

### The Mixed Use Riverfront District

Intensive and general industrial use at the Evanite Fiber Corporation property in the northern part of the planning area has been a controversial issue in Corvallis for many years. Not surprisingly, it was one of the more lively and contentious issues raised in the Refinement Plan process. Concerns about, and support for, continued industrial use at Evanite, and its neighbor Open Door, were expressed in surveys, public meetings, open houses, correspondence, and petitions (both pro and con).

Many specific concerns were raised, but there are two fundamental points of view that capture the specifics. One view is that long-term continued industrial use at the Evanite and Open Door properties poses unacceptable impacts for the South Corvallis community, and that the properties offer a long-term opportunity for riverfront uses. The second point of view is that those industrial uses make a substantial and positive contribution to the community in terms of wages, local employment and support to other businesses, and that it is unfair to diminish those benefits and limit future investment. Many participants in the planning process testified that they could see both sides of the issue. The CAC evaluated three options for the riverfront area:



*Potential mixed use riverfront area*

# Land Use

1. *Continue with the present land use designations.*

Current zoning of the Evanite/Open Door properties includes both General Industrial and Intensive Industrial designations, along with a Willamette River Greenway Overlay in portions of the area. Current Land Development Code (LDC) provisions require that any Intensive Industrial use must have a Conditional Development approval. Development of a site that is within the Willamette River Greenway also requires a Conditional Development permit. For those facilities that are located in the General Industrial district, a change in zoning to Intensive Industrial is required prior to eligibility for a Conditional Development approval for an Intensive Industrial use.

The practical effect of the interpretation of the LDC's current standards (*the LDC may need to be amended for clarification*) is that any expansion or intensification (except those activities exempted by the LDC) of the Evanite operation will require a Conditional Development approval from the City. Development in those areas which are located in the Greenway will require additional review by using the Greenway review criteria. Public hearings are required for each process.

2. *Adopt a new policy regarding eventual transition of the uses.*

This approach would retain current plan designations, but would add a significant new policy to the comprehensive plan. The concept was that a Comprehensive Plan policy be adopted that would direct the re-designation of the properties if and when current uses were discontinued. Existing industrial use modifications, including expansion, would be allowed as permitted through current regulations. New industrial uses would not be permitted.

Note: A variation on this option is described in the Implementation Chapter, in the section titled "Recommendation — Additional Discussion."

3. *Redesignate the land for a new designation: Mixed Use Riverfront.*

The Mixed Use Riverfront (MURiv) designation would be placed on the Evanite/Open Door properties. The mixed use zone would permit limited industrial, office, residential, commercial and park/open space uses.

Existing general and intensive industrial uses that would become non-conforming could continue to operate, and be able to rebuild in the event of a natural disaster. The City's standard non-conforming regulations would not allow rebuilding if more than 60% were destroyed. Non-conforming uses would be permitted to expand production and/or product volume within existing buildings only if such expansion would not increase emissions beyond limits set by existing Land Use Compatibility Statements, current DEQ permits, or existing agreements with the City, whichever is the strictest limit at the time of the adoption of an ordinance amendment.

The three options summarized above were discussed by the CAC and the community in numerous community meetings. Several close votes were held by the CAC, from which it was clear that there was no consensus on a preferred option. A majority of the CAC favored the MURiv option. However, recognizing that there is neither clear consensus nor enough information about how the MURiv (or other options) might work, the CAC recommends:

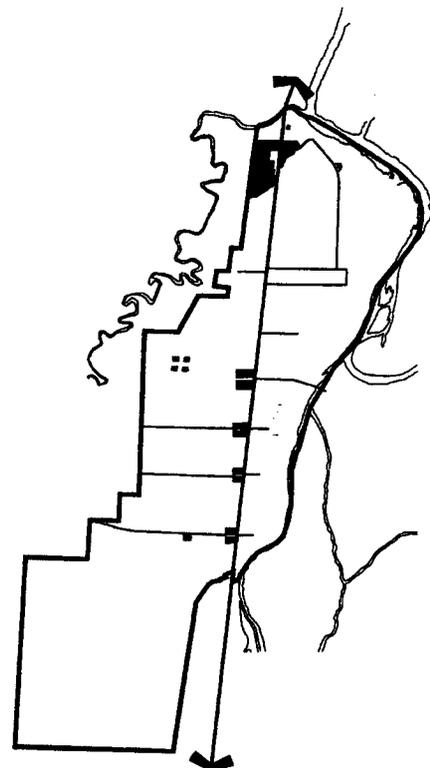
1. The Mixed Use Riverfront is the preferred of the three options evaluated during the Refinement Plan process, and,
2. The City and South Corvallis community should continue to explore the MURiv and other options to achieve the following goals:
  - a. Reduce conflicts between industrial and other uses over time.
  - b. Transition to new, less conflicting uses.
  - c. Achieve the above two goals in a way that is fair and flexible for the companies involved.

## The Mixed Use Employment District

The plan recommends an employment-oriented version of the MUC district called Mixed Use Employment (MUE). The MUE district is intended to address three needs in South Corvallis:

- Reduce adverse impacts from General Industrial uses.
- Provide opportunities for mixed use, including opportunities for local services needed by employees in the area.
- Provide an alternative to the industrial zoning in areas that currently have a mix of uses and relatively small parcel sizes (e.g. Avery-Cummings Avenue area).

The MUE designation is generally applied in the northern portion of the planning area. These properties are appropriate for this district because they currently have a mix of residential, warehousing and light industrial use, and parcels that are generally in the 1 to 5 acre range. The proximity of the area to Avery Park and services on South Third Street makes it conducive to limited residential uses.



*Mixed Use Employment*

# Land Use

The vision for this area is to have a mix of housing, employment and small commercial uses.

The MUE district is also applied in a series of small nodes in the southern portion of the area. At about one to three acres each, these nodes are intended to work with the overall strategy to provide small mixed use centers to the south of Rivergreen Avenue. These will be the places to catch the bus, grab a bite to eat, drop off the kids at a day care center, and perhaps do all three together.

The following is a summary of the MUE district working draft:

## Uses

Same industrial uses as the Limited Industrial district. Civic and retail commercial uses allowed, if under 5000 and 10,000 square feet, respectively. A Floor Area Ratio (FAR) of .4 for industrial uses is required. (A minimum FAR of .4 requires that 16,000 square feet of a 40,000 square foot lot must have industrial use (structure). Residential and commercial uses are permitted in addition to the numerous required industrial uses.

## Standards

Design guidelines promoting pedestrian orientation apply to civic, commercial and residential uses. Examples: buildings must be oriented to streets, maximum setbacks, corner building entrances, weather protection along sidewalks.

Pedestrian amenities required for civic, commercial and residential development. A sliding scale approach is recommended. Example: buildings under 5,000 square feet: one amenity required (e.g. bench); buildings over 50,000 square feet: four amenities required, chosen from a list or worked out through the planned development review process.

Building and neighborhood compatibility standards are proposed.

## Development Review Options

1. Specific design standards are proposed to allow an applicant the opportunity for an administrative review.
2. The planned development process can be used for additional flexibility in the design of a project.

## The Limited Industrial Office District

A new industrial district called Limited Industrial-Office (LI-O) is recommended for the west side of South Third Street, generally from Goodnight Avenue south. The area is currently designated for General Industrial use. The LI-O district was created to address four needs in South Corvallis:

- Reduce adverse impacts from General Industrial use.
- Create a more desirable visual impact along South Third Street.
- Provide additional opportunities for office uses in South Corvallis.
- Provide a buffer between general industrial use to the west and residential uses on the east side of South Third Street.

The western edge of this district is intended to be a new north-south road that would parallel South Third Street approximately 500 feet west of it. The Wake Robin Road area has also been designated LI-O to provide a transition between General Industrial areas to the south and residential areas to the north.

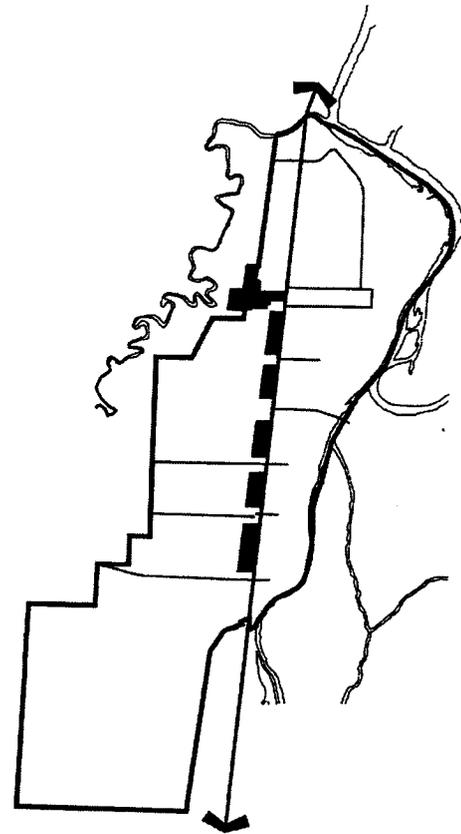
The district would be a modified version of the LI district. Offices would be added as a permitted use. Industrial uses requiring air quality permits would not be allowed.

Design guidelines are recommended to assure a quality visual appearance to South Third Street. Recommended new standards include a 25-foot depth of "dedicated" landscape area, prohibition of pole-mounted signs, screening of outside storage, and building orientation to bus stops. It is also recommended that additional research should be conducted on design standards for industrial and office buildings.

## General and Intensive Industrial Uses

The Land Use Plan proposes a redesignation of much of the Intensive Industrial land to General Industrial in the vicinity of the Corvallis airport. Intensive Industrial has been retained for the existing industries in the Airport Industrial Park and undeveloped areas in the Park north of Airport Avenue. The intent of the redesignation is to reduce the potential for heavy industry while providing for the continued use and expansion of the companies that selected the airport area for its Intensive Industrial zoning.

Some companies expressed concern that conflicts might arise between the general industrial and intensive industrial uses near the airport. The City's ownership of the airport and airport industrial area provides a unique opportunity to manage conflicts through master planning and deed restrictions. The recommended pattern of Intensive and General Industrial zoning near the



*Limited industrial-office area*

# Land Use

airport is based, in part, on the premise that master planning, deed restrictions, and general management of the airport industrial park will minimize conflicts between all users.

The CAC received testimony expressing concern about the impacts of the eventual development of approximately 1000 acres of General and Intensive Industrial land south of Goodnight and west of 3rd Street, and about the location in South Corvallis of a substantial percentage of the City's remaining industrial land. The CAC also received testimony regarding the need for large, flat parcels with rail access for future industrial use, and the appropriateness of an industrial designation on land near the airport. In response to these concerns the CAC adopted the map changes described above, include LI-O, MUE, and II-to-GI redesignation in the southwest portion of the study area. In addition, the CAC also adopted a recommendation stating that if further study revealed an imbalance in the inventory of industrial, commercial and residential lands at build out, that reductions in the industrial acreage should be considered in South Corvallis. Specifically, any industrial reductions should target the most northern undeveloped GI and II industrial parcels (i.e. the Caldwell and Nelson properties) for redistricting. Further, if any parcels are redesignated as residential, they should continue to be buffered from the GI district by the LI-O district.

In response to concerns raised by industrial property owners, the CAC developed a refinement to the City's policy regarding minimum lot sizes for the General Industrial west of South Third Street. The refined policy maintains the City's long-held strategy of 50-acre minimum lot sizes, but distinguishes between annexed and unannexed industrial land and allows 50-acre land divisions on unannexed property prior to annexation. The specific text of the policy recommendations is included in the Technical Appendix to this report.

## *Park and Open Space Uses*

### *Parks, Open Space and Agriculture*

The land use plan shows areas of existing and planned parks. These have been discussed above under Residential Uses and in the Park and Open Space chapter of this report. As outlined in those sections, a series of neighborhood parks are recommended as neighborhood focal points in the southeastern portion of the planning area. The new parks are conceptually located.

The City's plan for the general location and number of parks is contained with the Corvallis Park and Recreation Master Plan. The parks proposed on the Refinement Plan will need to be coordinated with the parks master plan.

The Agricultural designation adjacent to Willamette Park is land east of the 100-year flood plain that follows the drainage from Crystal Lake. As with the current comprehensive plan, this land is not intended for future urban use.

## *Public and Institutional Uses*

Lincoln Elementary School and the EPA/City Water Plant property are designated as Public/Institutional on the Land Use Plan. The current comprehensive plan has a Public Facilities Institutional designation, but the City does not have a corresponding Land Development Code district. The main intent of this recommendation is to redesignate the EPA/City Water Plant property from its current General Industrial designation to reduce the potential for future conflicts with adjacent residential uses.

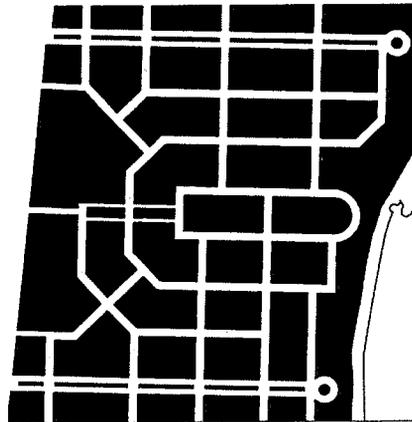
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## Overview

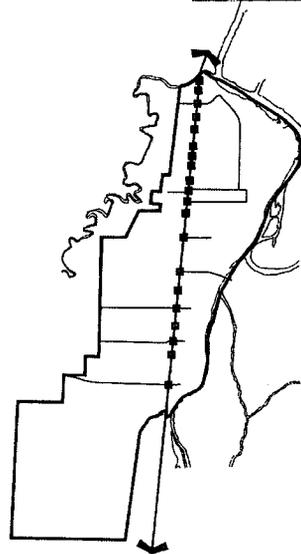
The proposed circulation plan (Figure 6) is strongly linked with the land use recommendations for South Corvallis. New polices and map designations which emphasize pedestrian centers, connected streets and new streets are inextricably tied to the land use recommendations for mixed use, livable neighborhoods and a more attractive look for South Third Street. The transportation analysis demonstrates that a combined strategy of the new land use plan, access management (best achieved through a planted median) and transportation demand management are essential to maintaining acceptable levels of service on South Third Street.

The circulation plan anticipates:

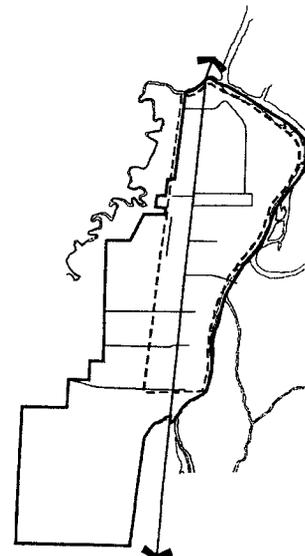
a hierarchy of connected streets,...

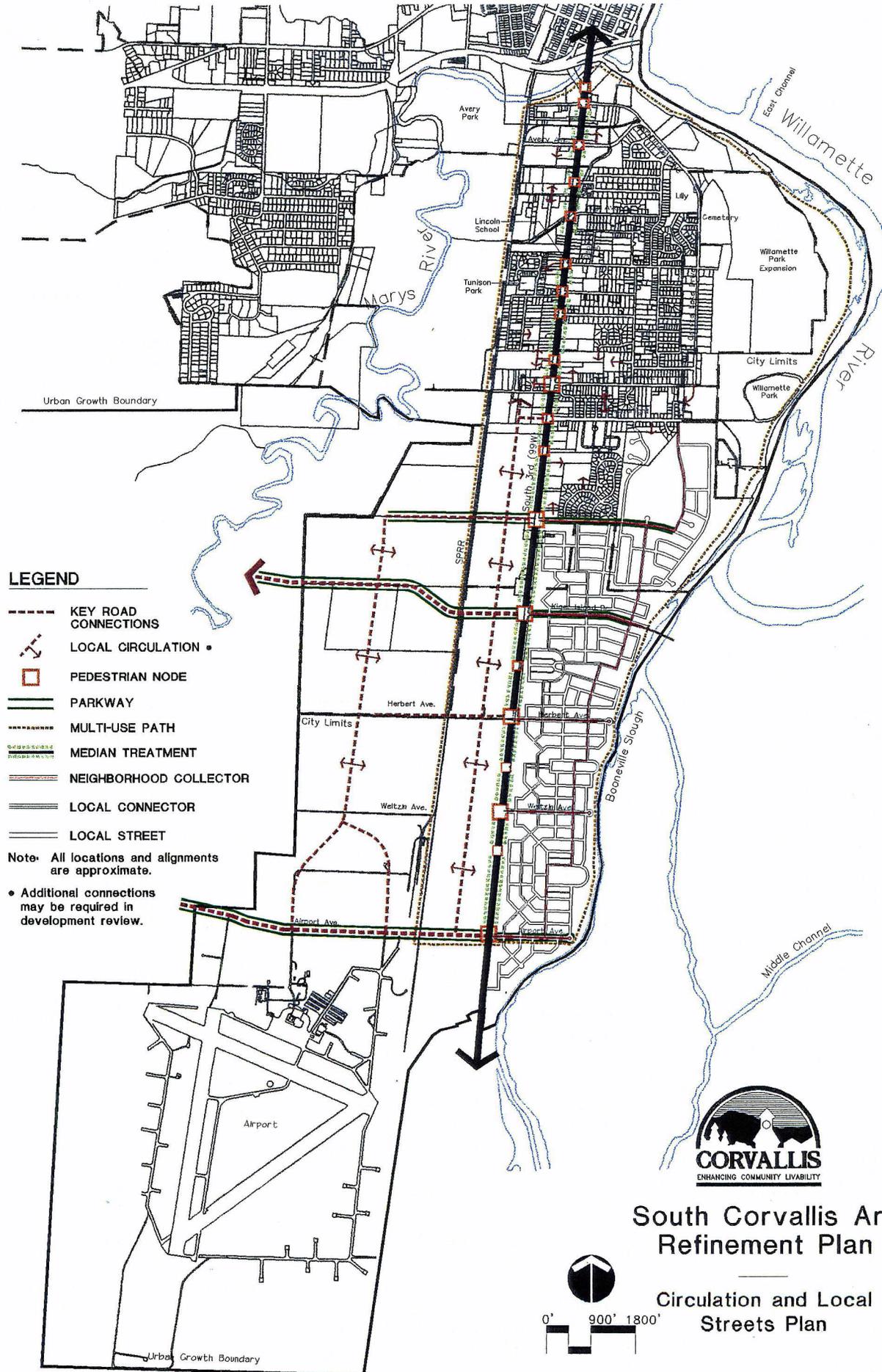


...pedestrian nodes,



and a "river to railroad" looped path.





## South Corvallis Area Refinement Plan

### Circulation and Local Streets Plan

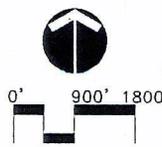


Figure 6

## *Circulation Elements*

### Key Road Connections and Local Circulation

Improved street connectivity is a fundamental need for South Corvallis. The Circulation Plan (Figure 6) identifies the recommended locations for new streets and connections, with an emphasis on smaller, local streets. The Circulation Plan establishes the basic grid network of street facilities that will be necessary to support the land use plan. (See Figure 6.)

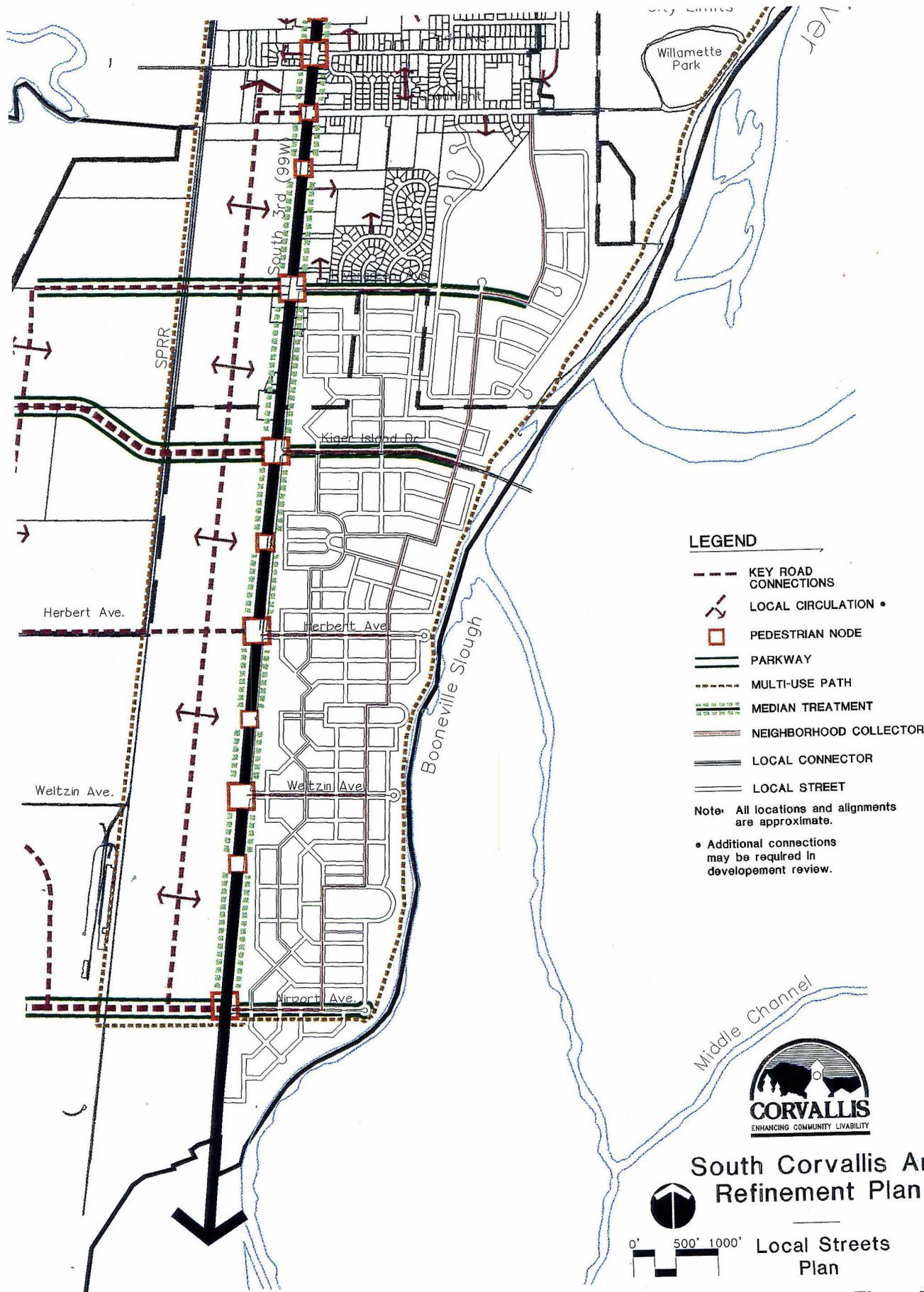
In the northern half of the planning area, the plan includes local circulation "arrows" which indicate opportunities for connectivity. The actual connections will be implemented on a more detailed level during development reviews. Improved connections in the northern end of South Third Street (particularly on the west side) are very important. This is the most "constrained" part of the overall system that needs additional capacity, options for circulation, and alternatives to the use of South Third Street.

The Circulation Plan includes a conceptual plan for local streets in the southeastern part of the planning area. (See Figures 6 and 7.) This conceptual plan is intended as a guide to how the neighborhood planning principles and transportation objectives of the plan can be integrated. A connected, hierarchical pattern of streets is important in creating livable, walkable neighborhoods in this area. The plan includes a looping alignment for the extension of Crystal Lake Drive, with local connectors and local streets completing the hierarchy.

The southwest industrial area will be served by two north-south collector streets along with local streets. The western-most street is a "truck route" currently identified on the Corvallis Transportation Plan. The other street, located about 500 feet west of South Third Street is a new road intended to provide an alternative to South Third Street for north-south travel, as well as access to parcels fronting on South Third Street. The east-west connections to South Third Street should be managed such that the frequency be no greater than one every quarter mile, wherever practical.

A major east-west connection is depicted as an extension of Kiger Island Drive. This facility could provide some potential off-loading effect to the constrained section of South Third Street by capturing trips from 53rd Street and Philomath Boulevard. Rather than using Philomath Boulevard and South Third Street, drivers could continue on 53rd Street and connect to South Third Street via the Kiger Island extension.

Such an extension would have significant drawbacks to overcome before being constructed. The facility would traverse an area outside the City's Urban Growth Boundary and would likely require goal exceptions from the Department of Land Conservation and Development. The corridor traverses a flood plain and crosses the Marys River. Environmental impacts must be mitigated and a bridge and/or box culverts would likely be required. Potential improvements may also be required for county roads and/or 53rd Street to complete the connection and provide a roadway to City standards.



### South Corvallis Area Refinement Plan

Local Streets Plan

Figure 7

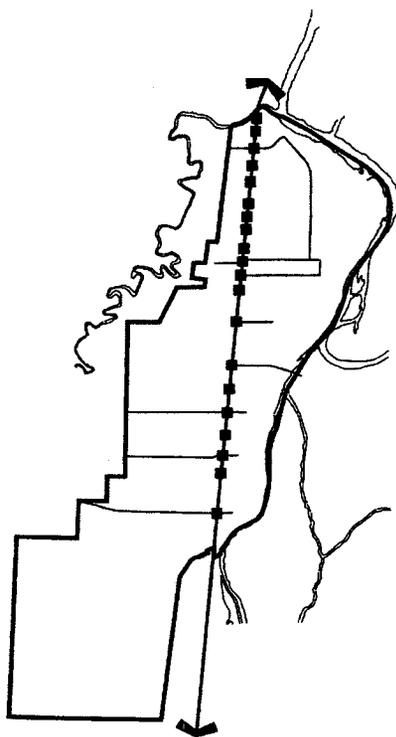


## Proposed Pedestrian Nodes

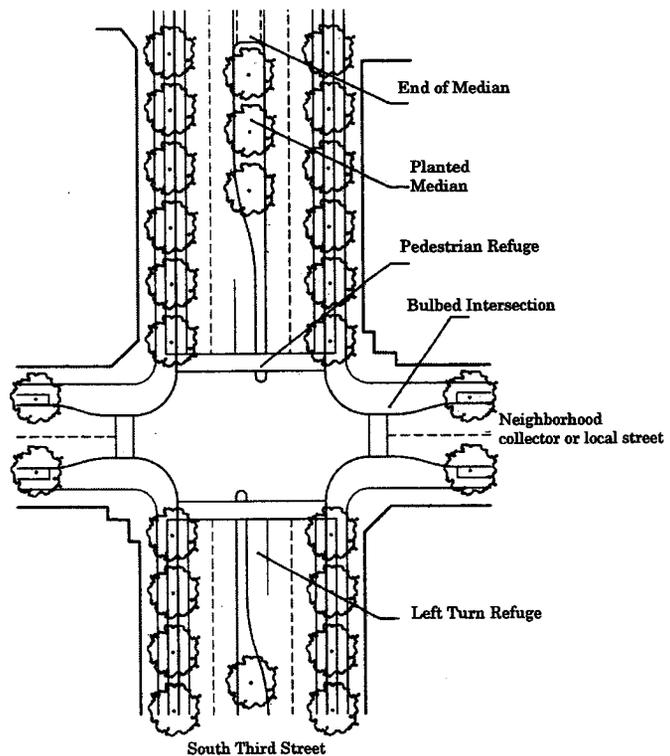
There are approximately 20 pedestrian nodes proposed for the South Corvallis area in the Circulation Plan, all situated on the South Third Street corridor. Each pedestrian node is located at a key pedestrian crossing location, providing access to one or more pedestrian generators near the node. The intended treatments for these pedestrian nodes will enhance pedestrian safety and movement, provide emphasis to this travel mode, and draw attention to the adjacent land uses as an area attractive to walking.

Pedestrian nodes that are associated with a signalized intersection on South Third Street provide the safest opportunity for crossings of the corridor. At unsignaled intersections, pedestrian nodes should include signage and markings to advise the motorists that pedestrian are present. Current City policy discourages crosswalks at unsignaled intersections. This policy should be re-evaluated for South Third Street.

Spacing of the pedestrian nodes should be taken into consideration. The land uses associated with these nodes are to be pedestrian oriented. The accepted average walking distance for pedestrians has been identified as approximately one-quarter mile. Therefore, the spacing of these nodes should be in the range of one-quarter mile to one-half mile. This spacing will ensure that for all land uses within one-quarter mile of the corridor there will be a pedestrian node that provides a safe crossing opportunity, pedestrian oriented land uses, and connections to transit.



*Pedestrian nodes*



*Pedestrian node diagram*

# Transportation

## Proposed Parkways

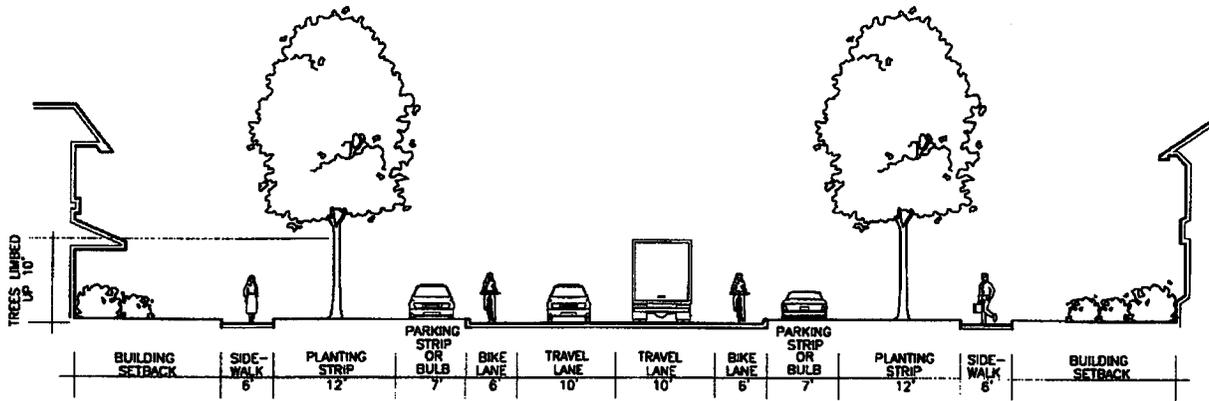
Three streets are recommended for parkway treatment: Rivergreen Avenue, Kiger Island Drive (and its extension), and Airport Road. The parkway is a beautification treatment that distinguishes this facility from others in the area. The purpose of the parkway is to highlight facilities as key connections or corridors.

The Rivergreen Avenue corridor is designated as a parkway due to its connectivity between the key road connection on the west side of South Third Street and Crystal Lake Drive on the east side. Rivergreen Avenue will provide the primary entrance from the north into the industrial areas located to the west and the residential areas located to the east of South Third Street. Likewise, Airport Road will perform a similar function as the primary entrance to these land uses from the south.

Kiger Island Drive and its extension have the potential for connecting South Corvallis to other areas of the City and the community. The parkway treatment would provide an enhanced entry way to the South Corvallis area and visual connection between the west and east side of South Third Street.

Planted medians were evaluated for the neighborhood collector streets on the east side of South Third Street. On those streets the planted median was found to have several disadvantages, including: increase in right-of-way, increased overall width of the street, and turning movement difficulties for residential properties fronting on the street.

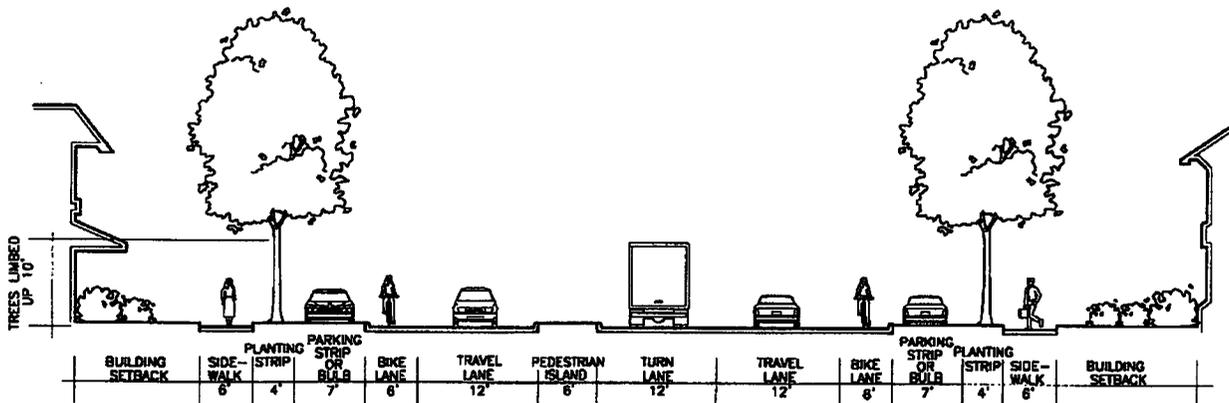
An issue with parkway treatments that should be noted is the potential impact to driver sight distance. Plants, shrubs, and trees should be located and maintained such that safety is not compromised in this area.



Curb to Curb = 48'  
Bulb to Bulb = 32'  
Right of Way = 62'

## Neighborhood Collector Parkway

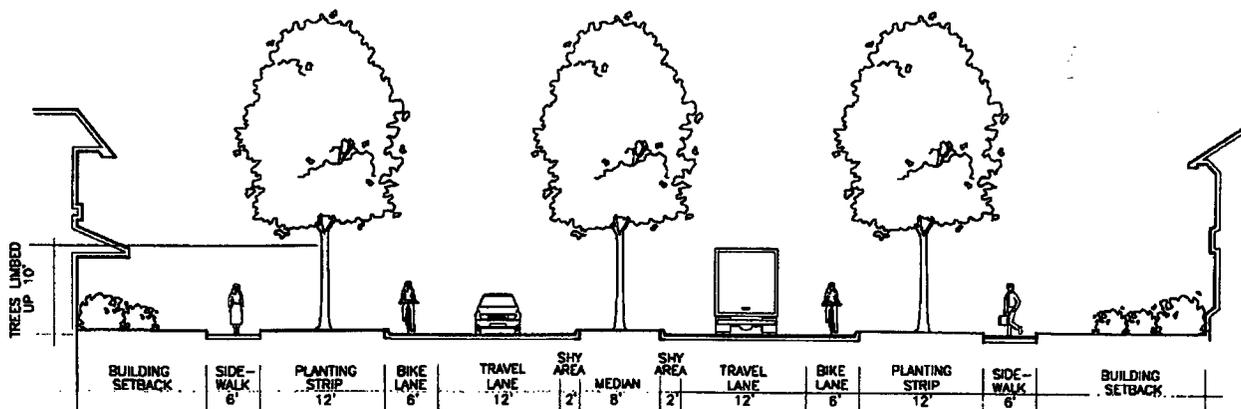
NOTE: USE CURB EXTENSIONS (BULBS)  
AT APPROPRIATE INTERSECTIONS



Curb to Curb = 68'  
Bulb to Bulb = 54'  
Right of Way = 66'

## Arterial Parkway of mixed use intersections

NOTE: USE CURB EXTENSIONS (BULBS)  
AT APPROPRIATE INTERSECTIONS



Curb to Curb = 48'  
Curb to Median = 20'  
Right of Way = 64'

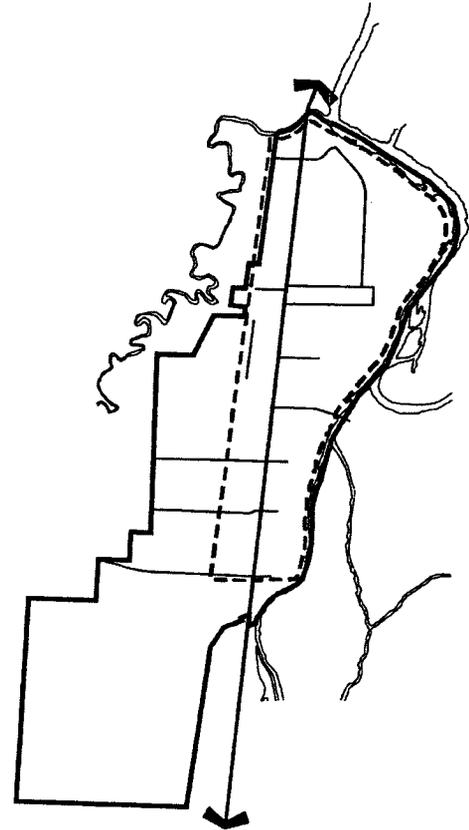
## Arterial Parkway between intersections

# Transportation

## Multi-Use Path

A multi-use path is proposed to run a circumferential route in South Corvallis, serving as both a transportation facility and a recreation/open space amenity. This path would provide multiple connections to the local street system and adjacent land uses. In addition, it offers a separate facility from roadway corridors for pedestrian and bicyclist travel in the South Corvallis area.

An added feature of the multi-use path that would enhance its safety would be the establishment of standard crossing treatments at roadway connections. Over time, motorists would become familiar with this crossing treatment and recognize and associate it with an area where they can expect to find pedestrians and/or bicyclists. This increased awareness on the part of the driver provides an improved level of safety for the non-auto travelers.



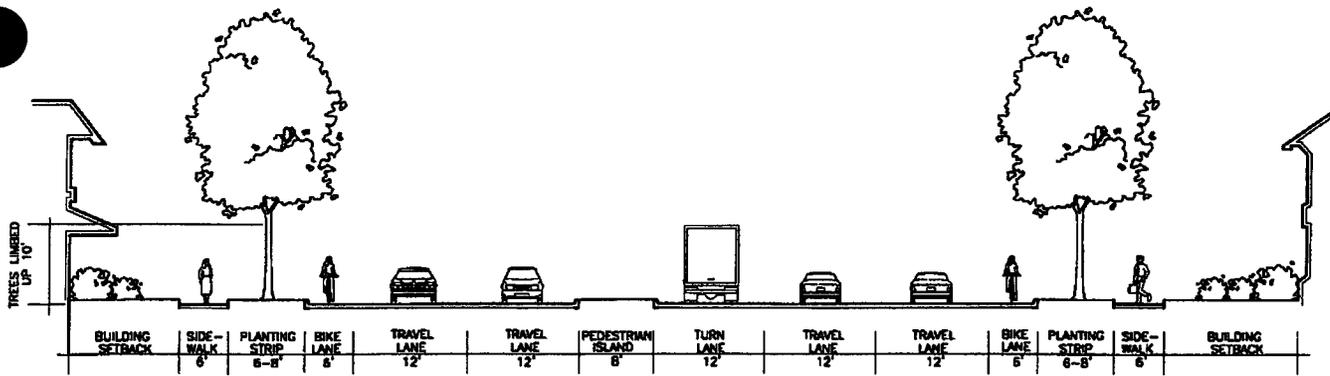
*River to railroad multi-use path*

## Proposed Median Treatment

Median treatments are proposed for several sections of South Third Street for several reasons. Such treatments typically reduce accident rates, minimize friction to through movements, increase pedestrian safety at crossings, and restore capacity to critically constrained roadway sections. In addition, median treatments can be used to enhance and beautify the transportation corridor, designate an area of interest, and attract the passerby to slow or stop.

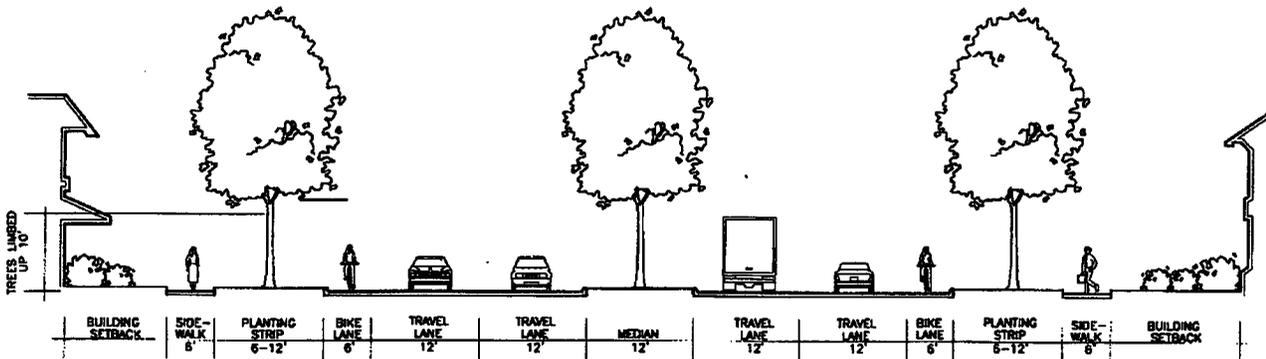
The South Third Street median is recommended as a critical improvement to provide needed capacity, beautify South Third Street, and enhance pedestrian safety. The role of the median in extending the capacity of South Third Street is particularly important because few other feasible or desirable options exist.

For a median treatment to also offer a pedestrian refuge, it should provide approximately six to eight feet of area that is protected with positive channeling to the motorist (i.e. raised curbing). If the median is planted and/or contains street lighting fixtures, care must be taken to preserve the driver sight distance, thereby maintaining safety. Median breaks should be regularly spaced to meet driver expectation and situated such that cross street access is reasonably coordinated. Pedestrian safety at unsignaled median breaks is most tenuous; therefore, special care should be taken at these locations to advise the motorist that pedestrians are present.



Curb to Curb = 80'  
Right of Way = 104-108'

**South Third Street**  
at intersections



Curb to Curb = 72'  
Curb to Median = 30'  
Right of Way = 96-108'

**South Third Street**  
between intersections

## Transportation Analysis

### The Benefit of Internalizing Trips

The preferred land use alternative prepared for South Corvallis exhibits a trend away from industrial developments toward residential, office, and retail/shopping developments. Although this trend is often associated with greater densities and higher trip generation rates, preparing a plan that mixes these developments can decrease the number of vehicle trips by encouraging residents to bike and walk to and from their destinations.

The plan is intended to create opportunities to locate businesses and services within the South Corvallis area to serve local residents, thereby reducing the need to travel outside the area. The most noted difference between the existing

# Transportation

and proposed land use plans is in the p.m. peak hour trip generation for Non-Industrial/Non-Residential development. The transportation analysis reveals an increase of approximately 4,800 peak hour trips; however, these are the trips that can now be captured within the South Corvallis area that are currently or would in the future be required to leave the area. It is this capturing of existing and future retail and commercial trips within the South Corvallis area that has the greatest potential for minimizing the effect of future development on the critically constrained sections of the transportation system. Further, the nodal development form creates and enhances the opportunity to convert many of these otherwise auto trips to non-auto modes.

The proposed plan also provides an improved jobs-to-housing balance by increasing the housing stock in South Corvallis. This provides a two fold advantage. First, a better jobs-to-housing balance will likely mean there will be less of a requirement to import employees to fill the employment need, thereby reducing the impact of carrying employees to and from the area on the critically constrained section of South Third Street. Second, locating housing proximate to employment (of all types) creates opportunities for people to live and work within the South Corvallis area, use non-auto modes to commute, and/or not travel on the constrained section of South Third Street to complete their commute area.

The transportation system is approaching capacity in critical areas of South Corvallis over the next 20 years. As yet, no planned capacity improvements are included in the next 20 years for the South Corvallis area. Future development beyond the 20-year future will ultimately be constrained by the limitations of the transportation system, unless additional capacity is provided. This is true whether the current comprehensive plan or the proposed new plan are implemented. Specifically, additional north-south capacity and/or improved connectivity in the South Corvallis area will be required to accommodate build out of the area.

## The "Constrained" Northern Segment of South Third Street

In 1991, the most constrained section of the facility was at a C level of service. It is estimated that today (1997) the constrained section of South Third Street is operating at the C/D level of service threshold. Based on expected growth in through-traffic on the state highway and planned growth and development in the Corvallis area, it is estimated that in approximately the year 2005, this constrained section of South Third Street will exceed the D LOS threshold.

This section of South Third Street is constrained due to a lack of alternative north-south streets, relatively few jobs in South Corvallis (as compared to housing), and high levels of "through" traffic. It is qualitatively estimated that immediate implementation of the South Corvallis Area Refinement Plan could nominally (2 to 5 years) forestall the need for capacity-related improvements. Much depends on the type and location of development that initially occurs with implementation of the plan.

# Transportation

Several "capital project" options for off-loading South Third Street were evaluated and found to be inconsistent with the community's vision of the future. The first was a new north-south road that would extend north from the industrial truck route, travel north along the edge of the Marysville Golf Course, cross back to the area between South Third Street and the railroad tracks, then ultimately connect to Highway 20/34. This new parallel route would significantly off-load South Third Street, carrying approximately 20-30% of total traffic. However, the potential impacts to areas along its route, conflicts with state and federal policy regarding impacts to parks (Pioneer Park), plus the uncertain funding of this expensive ramp connection were compelling reasons for the CAC to drop it from further consideration.

The second capital project option considered and rejected was the addition of a sixth or seventh lane to the northern section of South Third Street. This option was also found to be highly effective in moving traffic through the system, but inconsistent with the type of place South Corvallis aspires to be. There is consensus that the community wants to *reduce* the auto-dominance of South Third Street, not increase it through a wider street section.

The CAC discussed the possibility of contracting the urban growth boundary (UGB) as a way to reduce traffic congestion on South Third Street. The committee recognized that this approach had both local and citywide implications. The CAC focused its attention on the land use-transportation strategy described on the following pages, as opposed to contracting the UGB.

# Transportation

## A Land Use – Transportation Strategy

The transportation analysis clearly demonstrated several key conclusions:

1. The proposed land use plan helps localize trips, which has the effect of reducing demand on the transportation system.
2. The northern constrained section could exceed a LOS of D in 5 to 10 years, long before “build out” of the urban growth boundary in South Corvallis (even with the new land use plan).
3. A combination of policies that guide development review, *in combination with* transportation improvements such as the median, are required to maintain acceptable levels of service and continued growth of the area.
4. Continued monitoring of the system and performance of various actions will be needed.

The key elements of the land use-transportation strategy for South Corvallis are listed below and described in the attached table:

- New Land Use Plan
- Access Management
- Transportation Demand Management
- Promotion and Enhancement of Transit
- Monitoring and Updating of the Strategy Over Time

The fundamental policy underlying this strategy is that the City shall use transportation demand and system management and land use strategies to the greatest extent practicable to keep the width of South Third Street to a maximum of five lanes. This policy, along with others, is recommended for adoption in the comprehensive plan.

# Transportation

<i>Strategy</i>	<i>Description</i>	<i>Effectiveness</i>
New Land Use Plan	Promotes local trips and combining of trips through mixed use. Supports transit through densities, uses, and design. Enhances convenience of walking and biking.	<b>Medium</b> - 3 to 8 % reduction in p.m. peak hour vehicular demand
Access Management	Adds capacity through reduction of turning conflicts and enhancement of "free flow" of traffic. Measures include: <ul style="list-style-type: none"> <li>• Median</li> <li>• Pedestrian islands</li> <li>• Driveway consolidation</li> <li>• Cross-over easements between parking lots</li> </ul>	<b>High</b> - 15 to 25 % increase in p.m. peak hour vehicular capacity
Transportation Demand Management	Reduces or shifts demand on the system through: <ul style="list-style-type: none"> <li>• Transit subsidies by employers</li> <li>• Reduced City fees to employers who achieve non-auto goals</li> <li>• Showers and lockers for employees who walk/bike to work</li> <li>• Free lunches to employees who commute via non-auto modes</li> <li>• Increased City fees to employers with high auto mode shares and/or peak hour shift changes</li> <li>• Flex time for employees</li> <li>• Telecommuting</li> <li>• Promotion of City-subsidized transit passes</li> <li>• Incentives for industries using rail transportation</li> </ul>	<b>High/Medium</b> - 4 to 7 % reduction in p.m. peak hour vehicular demand
Promotion and enhancement of transit, walking and biking	Non-auto usage is increased through: <ul style="list-style-type: none"> <li>• Increased transit coverage</li> <li>• Shorter headways (increased frequency)</li> <li>• Reduced fares</li> <li>• Advertising and promotion</li> <li>• Completion and promotion of transit, walking, and bicycling</li> </ul>	<b>Medium</b> - 3 to 9% reduction in p.m. peak hour vehicular demand

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# Parks, Open Spaces and Special Features

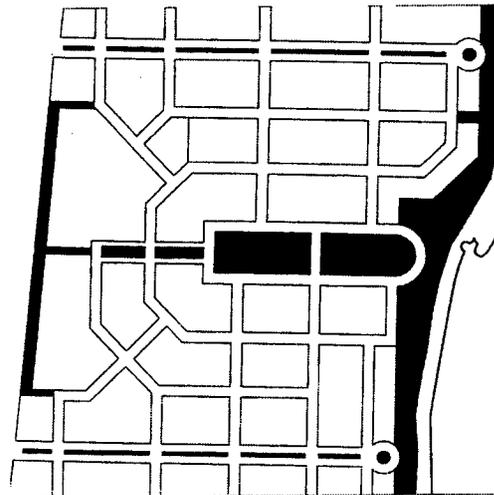
## Overview

One of the objectives of the Refinement Plan is to:

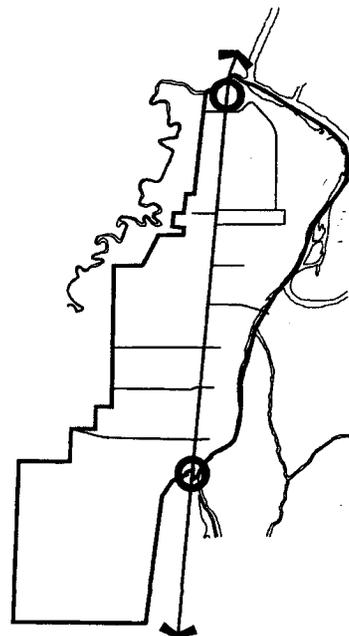
“Protect and enhance parks, open spaces and greenways, including significant natural resources along the Willamette and Marys Rivers, as well as other natural drainage ways through the planning area.”

The proposed Parks, Open Spaces and Special Features Plan (Figure 8) implements this objective by identifying new neighborhood parks and recommending study of a new approach to drainage way protection. The plan also identifies locations for gateway improvements at the north and south end of South Third Street. The open space, parks and special features plan calls for:

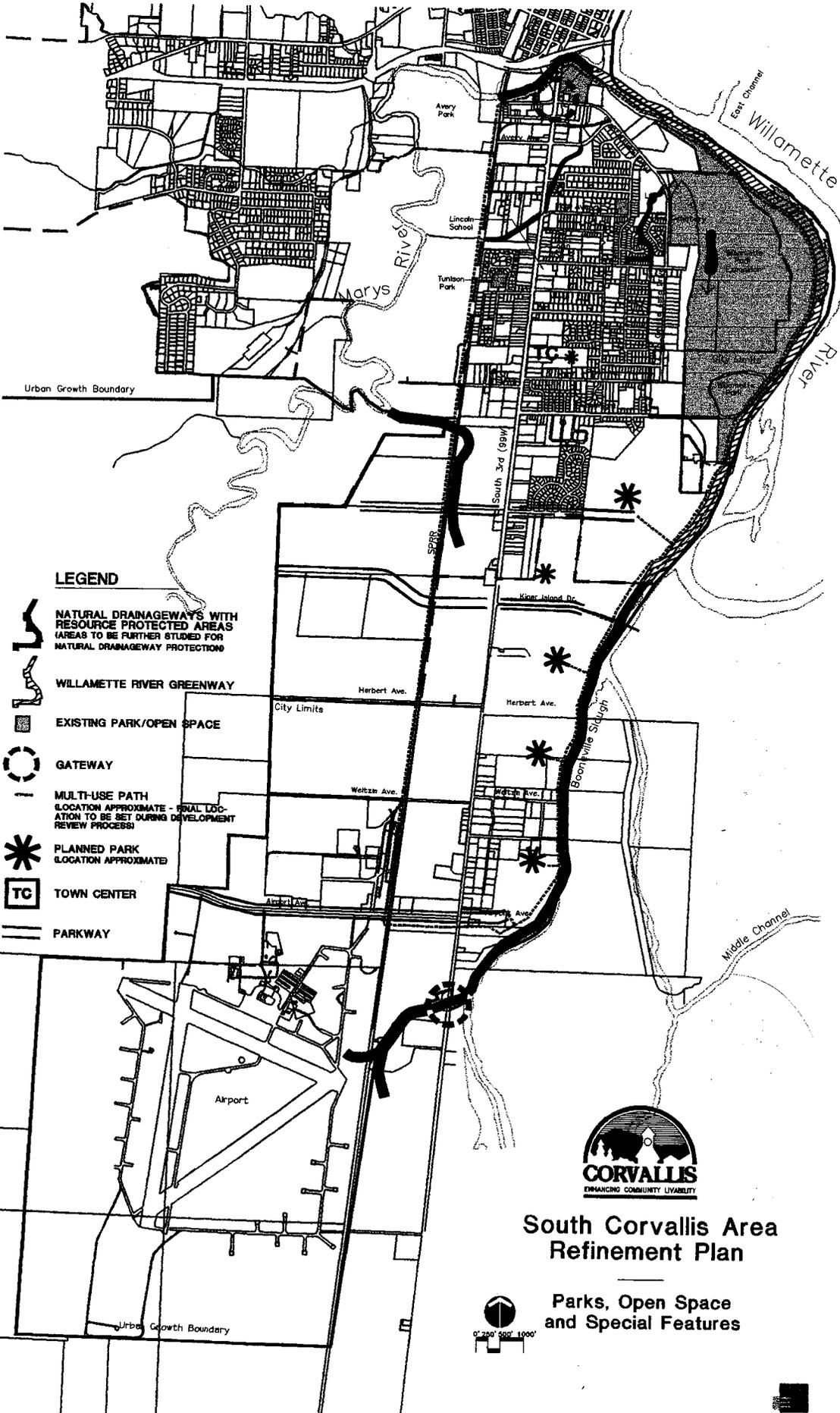
new neighborhood parks,...



...gateways,



and study of a natural resource protection for drainage ways.



**LEGEND**

-  NATURAL DRAINAGEWAYS WITH RESOURCE PROTECTED AREAS (AREAS TO BE FURTHER STUDIED FOR NATURAL DRAINAGEWAY PROTECTION)
-  WILLAMETTE RIVER GREENWAY
-  EXISTING PARK/OPEN SPACE
-  GATEWAY
-  MULTI-USE PATH (LOCATION APPROXIMATE - FINAL LOCATION TO BE SET DURING DEVELOPMENT REVIEW PROCESS)
-  PLANNED PARK (LOCATION APPROXIMATE)
-  TOWN CENTER
-  PARKWAY



**South Corvallis Area Refinement Plan**

**Parks, Open Space and Special Features**



# Parks, Open Spaces and Special Features

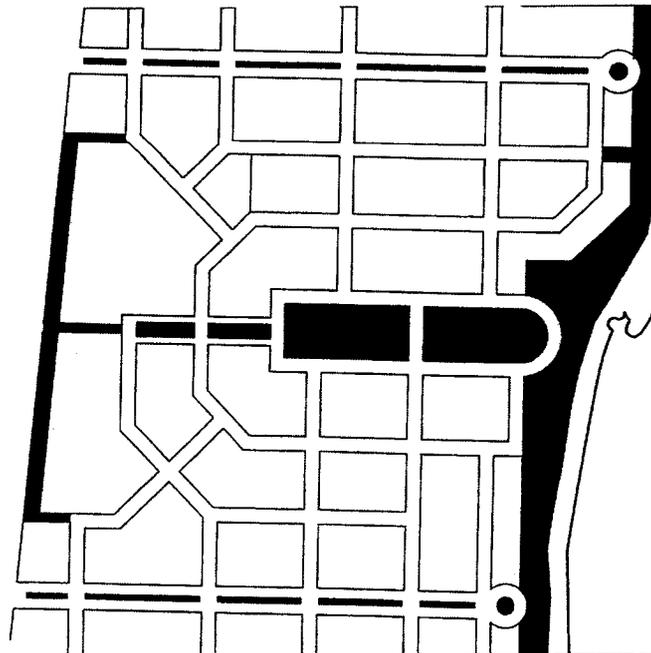
## New Neighborhood Parks

Four new neighborhood parks are recommended for the area south of Goodnight Avenue. These five-acre parks are intended as the “centers” of their respective neighborhoods. As such, they would provide a place for recreation, but also:

- Create a focal point for the neighborhood
- Provide a gathering place for neighbors
- Contribute to the individual identity of each neighborhood
- Link the neighborhood to the river and slough

The Willamette River and Booneville Slough are unique natural resources within South Corvallis. It is recommended that three parks south of Kiger Island Drive be configured so that they extend all the way to the river or slough. In addition to providing a scenic corridor and access way, the connection would also contribute to the identity of these neighborhoods as “river-oriented” places.

The Corvallis Park and Recreation Master Plan identifies two neighborhood parks south of Rivergreen Avenue. This number is based on two criteria: up to one mile spacing between neighborhood parks and an overall acreage-to-population ratio of 2.5 acre/1000 population. The proposed series of parks in South Corvallis are based on a new criterion: parks as the center of master planned neighborhoods. Based on an estimated potential population of 5300 people south of Rivergreen Avenue, the proposed plan has a ratio of 2.8 acres/1000 population.



*Neighborhood park at the center of a new neighborhood*

# Parks, Open Spaces and Special Features

## Existing Neighborhood Parks

South Corvallis' existing neighborhoods are generally short of adequately sized, conveniently located neighborhood parks. Lilly Park and Tunison Park serve their immediate areas well, but their small size (about 2 acres each) and surrounding street pattern detract from the "neighborhood focal point" role envisioned for South Corvallis's new neighborhoods. Lincoln Elementary School provides its surrounding area with open space and recreational opportunities. CAC members commented that Lincoln School could use some improvements in order to better serve the types of family activities that are typical of neighborhood park usage. The existing neighborhoods are blessed with good proximity to excellent Citywide and regional parks and open spaces such as Willamette Park (and its expansion area), the Willamette River and Greenway, Avery Park, Marys River, and Marysville Golf Course.

The CAC recommends that the City explore a variety of ways to provide additional neighborhood park and mini/vest pocket park opportunities for the existing neighborhoods of South Corvallis. These include the provision of a mini/vest pocket park in the town center, improvements to Lincoln School, and consideration of the need for new parks and open space during development reviews.

## Natural Resource Overlay District — A Concept for Further Study

The creeks and drainages in South Corvallis are valued by the community. The primary regulatory tools for protecting resource values of the creeks are the Willamette River Greenway and the City's drainage regulations. There is interest in South Corvallis in exploring a broader approach that protects significant resource values and provides additional certainty to land owners regarding resource protection standards and procedures.

This plan recommends that the City explore, during periodic review and the Citywide stormwater master plan process, the issues, needs, and options for additional natural resource protection of Booneville Slough and Channel, Crystal Lake and its drainage channel, Goodnight Creek, Ryan Creek, the South Corvallis millrace, Dry Creek and the Marys River. The CAC had preliminary discussions about this issue and concluded that it deserved more time and participation that could be allocated during the Refinement Plan process.

In addition to the goal of exploring "issues, needs and options for additional natural resource protection," the CAC recommends exploring ways to increase the certainty of resource protection standards (e.g. setbacks) that will be applied during the development review process. In developing new land use standards, there is always a tension between whether to emphasize specificity and certainty, or flexibility and less certainty. Based on the initial discussions held by the CAC, there appeared to be an interest in exploring a more specific and certain approach to resource protection standards for the drainage ways in South Corvallis.

# Parks, Open Spaces and Special Features

## Gateways

The 3.7-mile length of South Third Street between Airport Avenue and the Marys River is a long entrance and gateway to Central Corvallis. It is not a gateway like a gate in a fence. Rather, it is more of a long front walk leading to Central Corvallis. This front walk is in need of some tending and improvement. Development at the north end is dominated by the automobile, with a wide street, street-side sidewalk, parking lots, sporadic landscaping, and lack of street trees. Conditions toward the south are generally rural, with roadside ditches, gravel driveways and low density uses. Improving the visual appearance of South Third Street is an opportunity to overcome its auto-oriented character and reinforce a sense of connection to (rather than separation from) the remainder of the community.

The proposed gateway strategy recognizes South Third Street as a linear gateway, (i.e. a front walk) connecting South Corvallis with the remainder of the community. The key elements of the gateway strategy are:

- Pedestrian-friendly design along South Third Street
- Buildings oriented to South Third Street (with exceptions for selected uses)
- Planter strips with street side trees and landscaping
- Planted medians
- Pedestrian nodes to slow cars and promote safe crossing

Building orientation to streets should be required for all uses in the MUC, MUE and RS-12 districts, and any civic, commercial or office uses in the LI-O, GI, and RS-9 districts. Building orientation should also be required at transit stops.

Building orientation to the street should be encouraged for all other uses and districts along South Third Street. This flexibility is intended to recognize that light industrial uses and low -to - medium residential uses are not as easily oriented to arterial highway streets as other uses. Extensive landscaping and frequent access points, (e.g. every 400 feet) for pedestrians and bicycles should be provided where buildings are not oriented to South Third Street. Side lot orientation is encouraged as an alternative to through lots, which are discouraged.

The Limited Industrial-Office district presents a special challenge for designing developments that are consistent with the gateway strategy. Civic, commercial and office uses are recommended for building orientation to South Third Street because those types of buildings can readily be placed next to the street. Industrial uses should be encouraged for building orientation, but allowed to have setbacks if certain conditions apply, such as:

# Parks, Open Spaces and Special Features

- a. It can be demonstrated that building orientation inhibits reasonable operations of the business (e.g. the need for truck circulation around the building).
- b. A characteristic of the building, such as height, is deemed incompatible with the gateway strategy and purposes of the district.

The above standards are a beginning list intended to convey specific implementation measures for the gateway strategy, with exceptions and flexibility noted. These types of standards could be packaged as a "South Corvallis Design Overlay District" in the Land Development Code. Further, architectural review should also be evaluated. In general, the City should explore methods for both site and building design standards that are consistent with the gateway strategy and purposes of the various land use districts along South Third Street.

Specific gateways locations have been identified at the south and north end of the Refinement Plan area. The main role of these gateways is to announce arrival in South Corvallis, and do so in a way that contributes to a positive image for the community. Funding and specific designs have not been identified in the South Corvallis Refinement Plan. A design competition is needed to solicit ideas and involvement by the community.

## *Housing And Neighborhoods*

### New Neighborhoods

#### *Background and Findings*

In 1997, there were approximately 325 acres of undeveloped residential land located south of the Rivergreen Annexation. This large area is an opportunity to plan for livable and walkable neighborhoods, an idea that was strongly supported by the CAC in its initial visioning exercise and by the community during the South Corvallis Area Refinement Plan process.

Creating livable, walkable neighborhoods requires a combination of tools to assure that the independent land use actions by multiple property owners knit together into cohesive neighborhoods. These include neighborhood planning principles, illustrated neighborhood and local streets plans, and development standards. All of these will guide the land use and development review process toward the overall objective of creating livable, walkable new neighborhoods in South Corvallis.

#### *Recommendation - Comprehensive Plan Policies*

- NN1. The South Corvallis Neighborhood Plan map will serve as a guide to future annexations and planned developments.
- NN2. Annexations will submit conceptual plans illustrating consistency with the following South Corvallis neighborhood planning principles:
- a. Neighborhood edges will be generally defined by the major east-west streets (e.g., Rivergreen Avenue, Kiger Island Drive, Herbert Avenue, Weltzin Avenue, Airport Avenue), South Third Street and the Willamette River/Booneville Channel.
  - b. Neighborhood focal points will be located between the above described edges at the centers of the neighborhoods. The focal points will be anchored by parks or other public/semipublic uses that include open space.
  - c. Open space connections from the neighborhood centers to the river/channel, and at the east end of major streets, are encouraged. Visual and public access to the river/channel in appropriate locations will be provided.
  - d. Streets will connect to other streets or stub to future streets. Off set streets and cul-de-sacs are discouraged.
  - e. Alleys are encouraged.
  - f. Diagonal streets that provide a direct connection from the center to mixed use nodes on South Third Street are encouraged.

# Implementation

- NN3. The following development standards will be considered in residential subdivisions and planned developments:
- a. Preferred block perimeter of 1000 feet, with a maximum of 1400 feet unless alternative approved through planned development process. Pedways should be provided within any blocks with perimeters exceeding 1000 feet.
  - b. Front porches on at least 50 percent of single family homes and townhomes in a planned development.
  - c. Maximum front setback of 25 feet.
  - d. Minimum recess of 8 feet from the front of the home to the garage vehicle entrance, with a minimum of 19 feet between the sidewalk and garage door.
- NN4. Housing variety is an important component of neighborhood livability in South Corvallis. In planned developments larger than three acres, applicants must demonstrate that a variety has been provided in a minimum of 30 percent of the total housing proposed. Acceptable methods include, but are not limited to, attached housing types, varied architectural styles and color, small lot homes, varied number of stories, and homes less than 1200 square feet in size.

## Existing Neighborhoods

### *Background and Findings*

The South Corvallis Area Refinement Plan retains the existing plan designations for most of the existing neighborhoods. The CAC and public have expressed a desire to promote compatible infill, provide for more variety of housing, and generally increase housing choices, while maintaining planned densities. In addition to the housing variety policy (see NN4 above), increasing the types of housing allowed in selected zones will achieve the overall objective for compatible infill.

### *Recommendation - Additional Study*

- EN1. During the update of the comprehensive plan, evaluate options for increasing housing choices and promoting compatible infill. Options to be evaluated include:
- a. Adding attached housing types (duplex, single attached, townhomes, triplexes) as uses allowed in low density districts through a plan compatibility review or conditional development process. Limited multifamily opportunities should be considered for the RS-9 district. Also, limiting the frequency of attached housing types (e.g. restricting attached housing on adjoining lots) is recommended.
  - b. Design and architectural compatibility standards, possibly like those used in the RS-9 (U) and RS-12 (U) districts.

## ***Economy - South Third Street Mixed And Commercial Uses***

### ***Background and Findings***

Increasing mixed use opportunities is a key objective of the South Corvallis Refinement Plan. Mixed use is valued as a way to improve the visual character of South Third Street, promote walking and biking, and diversify the character of commercial areas.

The plan proposes four main strategies to promote mixed use opportunities: (1) designate a town center to be the mixed use focal point for the community; (2) designate mixed use commercial nodes at key intersections along South Third Street; (3) create a new Mixed Use Commercial plan designation; and, (4) redesignate the existing Linear Commercial and Shopping Area parcels as Mixed Use Commercial.

### **The Town Center**

#### ***Recommendation - Comprehensive Plan Policies***

- TC1. The Town Center is intended as a mixed use focal point for South Corvallis. As such, it will provide opportunities for shopping, services, public uses, housing, and public spaces serving primarily the South Corvallis area. Pedestrian and transit oriented design are essential to making this center a pleasant place to walk, shop, and interact with neighbors. Compatibility with adjacent properties and uses is also a key issue for the design.
- TC2. All land use permits for new development and substantial improvements shall be reviewed as planned developments. In addition to applicable review criteria, all applications must demonstrate:
- a. Consistency with the Town Center design guidelines.
  - b. The use is an integrated part of a larger master plan for property. Applicants shall either submit a master plan for the entire property or show consistency with the Town Center illustrated plan.
- TC3. The following design guidelines will be used for development proposals in the Town Center:
- a. All buildings will be oriented to public or private streets.
  - b. The primary circulation within the Town Center shall be developed as public or private streets, with sidewalks, street trees and (to the extent possible) on-street parking.
  - c. Bell Avenue will be extended to Third Street.

# Implementation

- d. Bell Avenue will be a key pedestrian-oriented street. As such, it will have buildings fronting on both sides for the most of its length, on-street parking, curb extensions at intersections, and pedestrian amenities. An alternative street that provides the same design qualities may be proposed.
- e. Public spaces are required. Examples include: a plaza, shopping promenade, and a small park. Public spaces will be located and designed to emphasize focal points within the Town Center.
- f. A north-south street will connect Bell Avenue to Park Avenue.
- g. The design shall not preclude a future connection to Richland Avenue.
- h. A connection to Powell Avenue is required. This connection, and potentially Powell Avenue itself, will include traffic calming measures.
- i. Compatibility with adjacent residential uses shall be demonstrated. Measures to be considered include sight-obscuring landscaping, fencing, setbacks, lighting that precludes glare on adjacent properties.

## The Mixed Use Commercial District

### *Recommendation - Land Development Code*

MUC1. Adopt a Mixed Use Commercial District.

A draft of the district is attached in the Technical Appendix to this report. Highlights include:

- a. Residential uses allowed on up to 50 percent of a MUC parcel and/or in mixed use buildings.
- b. Broad array of civic and commercial uses allowed.
- c. A minimum Floor Area Ratio of .4 required for commercial uses.
- d. Design guidelines promote pedestrian orientation. Examples: buildings must be oriented to streets, maximum setbacks, corner building entrances, weather protection along sidewalks.
- e. Pedestrian amenities required for new structures and substantial development. A sliding scale approach is recommended. Example: buildings under 5,000 square feet: one amenity required (e.g., bench); buildings over 50,000 square feet: four amenities required, chosen from a list or worked out through the planned development review process.
- f. Building and neighborhood compatibility standards are proposed. Specific standards are proposed to allow an applicant the opportunity for an administrative review. The planned development process can be used for additional flexibility.

# Implementation

## Mixed Use Riverfront

### *Background and Findings*

Intensive and general industrial use at the Evanite property has been one of the more contentious issues raised in the South Corvallis Area Refinement Plan. Concern about, and support for, the future of these uses has been expressed in surveys, public meetings, open houses, correspondence, and petitions (both pro and con).

The CAC evaluated options ranging from maintaining existing comprehensive plan designations to plan policy speaking to future owners to rezoning of the property. In close votes, the committee approved a new plan designation called Mixed Use Riverfront (MUR).

As recommended by the CAC, the MURiv district is described as follows:

“...Allowed uses would include Limited Industrial, Office, Residential, Commercial and Park/Open Space. Intensive Industrial and General Industrial would not be allowed uses. This zoning would take effect upon adoption by the City Council. Recognizing the investment in current businesses, existing non-conforming uses would be allowed to continue. In the event of a natural disaster, such as fire, which might result in property damage or loss, businesses would be allowed to rebuild to pre-disaster levels. Non-conforming uses would be permitted to expand production and/or product volume within existing buildings only if such expansion would not increase emissions beyond limits set by current Land Use Compatibility Statements (LUCS), existing DEQ permits, or existing agreements with the City, whichever is the strictest limit at the time of an ordinance amendment. New non-conforming uses would not be allowed by the current owners or new owners.” (Source: Motion approved by CAC, October 2, 1997).

Given the level of community concern (both pro and con) and the need for more information about the impacts and implementation associated with the MURiv district, more community discussion is needed.

### *Recommendation - Additional Discussion*

While the South Corvallis Area Refinement Plan has provided a forum for extensive discussion of the issue, more community discussion is needed. Additional dialogue should explore:

- Evanite's needs for the future
- The impacts of the MURiv proposal as currently developed
- Elements of the MURiv district that can meet Evanite's needs while leading toward transition

The CAC is forwarding the MURiv recommendation, with documentation of CAC member concerns and comments, and options explored to date, to the Planning

# Implementation

Commission and City Council. These bodies would then evaluate the MURiv recommendation and/or assess other options.

One such option, that the CAC did not fully evaluate, but which it believes merits further exploration, is a variation of Option 2 that would modify the current Conditional Development process to ensure that changes or intensifications of use within Intensive Industrial districts undergo Conditional Development review.

The CAC recommends that the dialogue be guided by goals. The following goals are recommended:

- a. Reduce conflicts between industrial and other uses over time.
- b. Transition to new, less conflicting uses.
- c. Achieve the above two goals in a way that is fair and flexible for the companies involved.

## The Mixed Use Employment District

### *Background and Findings*

The MUE district was created primarily to address three needs in South Corvallis: (1) reduce adverse impacts from General Industrial uses; (2) provide opportunities for mixed use; and (3) provide an alternative to industrial zoning in areas that currently have a mix of uses and relatively small parcel sizes (e.g., Avery-Cummings Avenue area). The MUE zone district also provides opportunities for local services needed by employees in the area.

### *Recommendation - Land Development Code*

MUE1. Adopt polices and code language establishing a Mixed Use Employment District.

A draft of the district is attached in the Technical Appendix to this report. Highlights include:

- a. Limited Industrial uses are permitted.
- b. Residential uses allowed on up to 50 percent of an MUE parcel and/or in mixed use buildings.
- c. A minimum Floor Area Ratio of .4 is required for industrial uses.
- d. Non-industrial uses are small scale. Civic uses limited to 5,000 square feet per parcel and commercial uses limited to 10,000 square feet per parcel.
- e. Design guidelines promote pedestrian orientation – the guidelines apply to non-industrial uses only. Examples: buildings must be oriented to streets, maximum setbacks, corner building entrances, weather protection along sidewalks.

# Implementation

- f. Pedestrian amenities are required for new structures and substantial development. A sliding scale approach is recommended. Example: buildings under 5,000 square feet: one amenity required (e.g., bench); buildings over 50,000 square feet: four amenities required, chosen from a list or worked out through the planned development review process.
- g. Building and neighborhood compatibility standards apply. Specific standards are proposed to allow an applicant the opportunity for an administrative review. The planned development process can be used for additional flexibility.

## The Limited Industrial Office District

### *Background and Findings*

The LI-O district was created to address four needs in South Corvallis: (1) reduce adverse impacts from General Industrial uses; (2) assure a desirable visual impact along South Third Street; (3) provide additional opportunities for office uses; and (4) provide a buffer between general industrial uses to the west and residential uses on the east side of South Third Street.

### *Implementation - Land Development Code*

Adopt polices and code language establishing a Limited Industrial Office District.

The district would be a modified version of the LI district. It would meet the current standards of the LI-O zone, including offices added as a permitted use. Industrial uses requiring air quality permits would not be allowed. Industrial uses less than or equal to 20 employees per acre would be allowed outright. Conditional development review would apply to more intensive uses. Construction sales and service should be allowed outright to provide for heating and sheet metal businesses such as Finstads. Manufacturing of concrete products (e.g. Spec Pipe) should be allowed if established prior to adoption of the LI-O ordinance.

Design guidelines would be added. Suggested guidelines are listed below. These guidelines are intended for the LI-O District in South Corvallis only:

- a. Increasing the front yard "dedicated" landscape area from 15 to 25 feet. Uses allowed in this area would include landscaping, utilities, monument signs, driveway entries, pedestrian and transit facilities, and water quantity/quality features.
- b. Prohibit pole-mounted signs.

# Implementation

- c. Update outside storage requirements to include screening of the view from South Third Street.
- d. Require building orientation to bus stops.

Guidelines "b" and "c" should be considered for all districts in South Corvallis. Additional research should be conducted on design standards for buildings.

## *General and Intensive Industrial Uses*

### *Background and Findings*

The approximately 1000 acres of industrial land in South Corvallis represents an important community resource that requires special attention to mitigate potential conflicts due to its size and concentration of industrial uses. With the planned extension of Kiger Island Drive west to 53rd Street, this will also become a gateway to South Corvallis. Since the area constitutes a substantial percentage of the undeveloped industrial land in the City, it can be anticipated that this employment center will draw most of its employees from outside of South Corvallis, with primary access via S. 3rd Street. It was found, however, that changes to other use types would not tend to decrease vehicle trips per day. In addition, industrial uses benefit from rail access and have fewer conflicts with Airport flight paths. The northern portion of the undeveloped industrial land was found to have potentially fewer conflicts with Airport operations, and could be considered for other uses if indicated by city-wide land use inventories.

### *Implementation*

The Plan incorporates changes in the mapping of current industrial designations to improve compatibility by:

- a. Reducing the acreage of land designated Intensive Industrial, and including it within the Airport Industrial Park. This will provide the City with additional controls on potential conflicts, through lease conditions.
- b. Buffering the General Industrial land with a new Limited Industrial Office district, both along S. 3rd Street and from the residential uses to the north.
- c. Providing Mixed Use Employment nodes to provide employee access to commercial services in order to decrease vehicle trips on S. 3rd.

The Plan recommends adopting policies and code language that would improve compatibility within the GI and II districts by:

- a. Developing minimum standards for building materials and appearance (e.g. metal siding or roofing will be colored, concrete or concrete block walls will be colored or textured, large expanses of blank wall will be broken by offsets or by variation in color or texture).
- b. Prohibition of pole-mounted signs.
- c. Updating outside storage requirements to include screening from view along arterials and collectors.

# Implementation

The Plan recommends adopting policies and code language that would reduce traffic impacts by encouraging non-auto travel by:

- a. Implementing existing policies that require safe, direct, and convenient pedestrian facilities from building entrances to sidewalks and transit stops.
- b. Requiring that uses with more than 50 employees facilitate transit usage, such as locating entrances within a 1/4 mile of arterials and collectors that are potential transit routes.
- c. Recommending that the Planning Commission evaluate whether the Transportation Alternatives Analysis Plan should incorporate a requirement that new uses of more than 50 employees implement Transportation Demand Management strategies.

The Plan recommends that if further study reveals an excess inventory of industrial land at build-out, that reductions in industrial acreage be considered for this area, and that any reductions target the most northern undeveloped industrial parcels for redistricting. If any parcels are redesignated as residential, they should continue to be buffered from the GI district by the LI-O district.

## *Transportation*

### *Background and Findings*

One of the key characteristics of the transportation system in South Corvallis is lack of street connectivity. In order to assist in reducing overall reliance on auto travel generally, and reduce reliance on South Third Street specifically, additional street connectivity is needed in South Corvallis.

Improving the pedestrian environment along South Third Street is a goal of the South Corvallis community. One tool to accomplish this is to establish "pedestrian nodes" along South Third Street at key intersections.

The five main east-west streets south of Goodnight Avenue (Rivergreen Avenue, Kiger Island Drive, Herbert Avenue, Weltzin Avenue, and Airport Avenue) are planned to serve as neighborhood edges and key connections to the east and west sides of South Third Street.

Parkway treatments, with landscaped medians at key intersections, are recommended for Rivergreen Avenue, Kiger Island Drive, and Airport Avenue to reinforce the importance of these streets. The parkways would be on both the east and west sides of South Third Street for these streets.

A unique opportunity for an off-street, multi-use path is presented by the loop formed by the Willamette River, Booneville Channel, and the railroad tracks. The specific location of the path needs to be flexible and established during development reviews.

# Implementation

Promoting pedestrian safety and improving the visual character of South Third Street are key objectives supported by the South Corvallis community. A landscaped median or a series of landscaped pedestrian refuges are recommended as a way to achieve both of these objectives.

The South Corvallis Area Refinement Plan includes a conceptual plan for local streets in the area generally south of Rivergreen Avenue. This conceptual plan is intended as a guide to how the neighborhood planning principles and transportation objectives of the plan can be integrated. A connected, hierarchical pattern of streets is important in creating livable, walkable neighborhoods in this area.

The critical transportation constraint for the South Corvallis area is the section of South Third Street from the Avery Avenue-Crystal Lake Drive intersection to the Lilly Avenue intersection. In 1997, this section operated at an estimated C/D Level of Service (LOS) threshold. Due to a lack of alternative routes, South Corvallis will remain very dependent on South Third Street and the Avery Park Road-Avery Avenue-Crystal Lake Drive corridor to serve north-south travel demand.

Transportation demand management (TDM) and transportation system management (TSM), together with land use strategies, will be essential to maintaining an acceptable LOS on South Third Street. During the development of the South Corvallis Area Refinement Plan, the Citizen Advisory Committee and community expressed a clear preference for giving priority to TDM, TSM, and land use strategies over adding lanes to South Third Street.

Monitoring the peak hour impacts of trip generation, distribution, through traffic, numbers of employees per acre, and other related factors will be important to implementing and refining policy choices in the future.

An east-west connection from South Third Street to 53rd Street and/or Bellfountain Road is an important link to off-loading South Third Street. The feasibility and final location of this link will be decided in coordination with Benton County, the City of Philomath and ODOT.

## ***Recommendation - Comprehensive Plan Policies***

- T1. Additional street connections, as guided by the South Corvallis Circulation and Local Streets Plan, will be provided during land use and development reviews.
- T1A. For South Third Street, new street connections are intended to be no closer than approximately 1/4 mile, with pedestrian connections spaced about every 400 feet, or closer.
- T2. The City will work with ODOT to implement "pedestrian nodes" at key intersections along South Third Street. These nodes could include highly visible crosswalks, raised pedestrian islands in the middle of the street and potentially special landscaping and pedestrian amenities at the corners. Building orientation at the corners will also reinforce the "people-orientation" of the node.

# Implementation

- T3. The multi-use path shown on the Circulation and Local Streets Plan will be implemented through City initiative and through land use and development reviews. The location of the path will be flexible, with reasonable continuity of the location and alignment provided.
- T4. The City will work with ODOT and citizens to implement raised medians along South Third Street. North of Goodnight Avenue, the median will be focused at the pedestrian nodes and where access management is needed. South of Goodnight Avenue, the median will be more continuous while providing reasonable access to businesses, residences, and streets.
- T5. The conceptual local street plan will be considered during land use and development reviews. The City's policy is to provide a connected, hierarchical pattern of streets that reinforces the livability of the neighborhoods and implements the neighborhood planning principles for the area. The local streets plan is a guide to achieving these policy objectives.
- T6. The City shall use transportation demand management, transportation system management and land use strategies to the greatest extent practicable to avoid further widening of South Third Street. It is the City's policy to keep the width of South Third Street to a maximum of five lanes.
- T7. In reviewing applications for land use and access permits, the City may require access and circulation design that maintain or improve levels of service on South Third Street. Techniques include, but are not limited to, driveway consolidation, cross-over easements, alleys, and dedication of right-of-way for and improvement of local streets.
- T8. Transportation demand management will be implemented in South Corvallis, consistent with the City's overall TDM program.
- T9. Major employers in South Corvallis will be encouraged to promote South Corvallis as a place to live for their employees. This policy is intended to localize trips and contribute to South Corvallis's sense of community.
- T10. The City will monitor transportation conditions and travel behavior in order to gauge the effectiveness of, and refine, policy.
- T11. The City will promote, and may require, transit oriented land use and design within one-quarter mile of transit stops. Measures include, but are not limited to, requiring a minimum of 80 percent of planned density, clustering density in close proximity to the bus stop, orienting buildings to streets, and providing a safe and inviting environment for pedestrians. Mixed use, either vertically or horizontally, will be encouraged.

# Implementation

- T12. Street access along South Third Street will be limited to approximately every one-quarter mile. The City will promote pedestrian access ways from South Third Street to adjacent areas at approximately one-quarter mile spacing and closer where development intensity or direct and convenient access merit it.

## *Implementation - Recommendations for Planning Actions and Coordination with Other Plans*

- FS1. Amend the City of Corvallis adopted Transportation System Plan to identify South Third Street (Highway 99W) as a facility exceeding the D LOS threshold within the 20-year future.
- FS2. Amend the City of Corvallis adopted Transportation System Plan to list the South Third Street (Highway 99W) corridor as a facility requiring additional study to identify near-term and long-range improvements to maintain acceptable level of services standards.
- FS3. Amend the City of Corvallis adopted Transportation System Plan to recommend to the Oregon Department of Transportation (ODOT) that the State fund and commence a study within the next fiscal year to identify, evaluate, and select near-term strategies and improvements for South Third Street (Highway 99W) that preserve, protect, and extend the useful life of the facility and are consistent with and in support of the South Corvallis Refinement Plan. Examples include:
- Driveway consolidation
  - Medians
  - Signal timing
  - Right turn lanes on side streets
- FS4. Amend the City of Corvallis adopted Transportation System Plan to recommend that ODOT include a project for funding in the next STIP for South Third Street (Highway 99W), either as additional planning activities or a corridor study that may lead to the development of projects for final engineering and construction.
- FS5. Include in the development of the City's proposed Transportation Demand Management (TDM) Program, consideration of the following measures, evaluating them for their benefit, effectiveness, cost, and applicability to the South Corvallis area:
- a. Promotion and enhancement of transit and alternatives modes:
    - Increased transit coverage (expanded routes)
    - Shorter headways (increased frequency of service)
    - Reduced fares (increased transit subsidies)
    - Advertising and promotion of transit, walking, and bicycling
    - Completion of a network of pedestrian and bicycle facilities

# Implementation

*It is estimated that this package of TDM measures has the potential of providing a 3 to 5 percent reduction in p.m. peak hour vehicular demand on the critically constrained section of South Third Street. If this potential were realized, the D LOS threshold would be maintained an additional 2 to 5 years, to somewhere between year 2007 and 2010.*

- b. Promotion and enhancement of TDM
  - Transit subsidies by employers
  - Reduced City fees to employers who achieve non-auto mode share goals
  - Showers and lockers for employees who walk/bike to work
  - Free lunches to employees who commute via non-automodes
  - Non-peak work shift changes by employers
  - Increased City fees to employers with high auto mode share and/or peak hour shift changes
  - Flex time for employees
  - Telecommuting
  - Promotion of City-subsidized transit pass
  - Incentives for industries using rail transportation

*It is estimated that this package of TDM measures has the potential of providing a 4 to 7 percent reduction in p.m. peak hour vehicular demand on the critically constrained section of South Third Street. If this potential were realized, the D LOS threshold would be maintained an additional 3 to 6 years, to somewhere between year 2008 and 2011.*

- FS6. Commence with implementation of the City's proposed Transportation Demand Management Program, as soon as it is adopted.

*The potential cumulative benefit realized through implementation of a highly aggressive TDM Program, is an estimated 8 to 12 percent reduction in p.m. peak hour vehicular demand. This would likely result in South Third Street maintaining a D LOS an additional 10 years, to the year 2015.*

- FS7. Continue to actively coordinate with ODOT to plan for and implement improvements that provide a balanced and adequate transportation system along the South Third Street (Highway 99W) corridor, now and in the future.
- FS8. Continue to actively participate in the planning activities of ODOT, Cascades West Council of Governments, City of Philomath, and Benton County to ensure that a reasonable, balanced, and equitable transportation system is developed and maintained for all users.
- FS9. Include the following among the alternatives considered by ODOT and the City in their joint planning activities:
  - a. Determine the long-range need for and feasibility of an additional or improved east-west connection between South Third Street and 53rd Street and/or Bellfountain Road (represented by the Kiger Island extension, improvements to Airport Road, the Borden Road

# Implementation

to Airport Road extension, and the improvements to the Bellfountain Road/Decker Road/Greenberry Road connection) to provide sufficient off-loading of demand to forestall or eliminate the need to provide additional north-south vehicular capacity on South Third Street (Highway 99W).

*The Kiger Island extension was determined to offer a measurable off-loading effect on the constrained section of South Third Street. It is estimated that such a facility may provide sufficient relief to maintain the D LOS threshold through the 20-year planning horizon (2015).*

- b. Determine the feasibility of improved transit service to provide sufficient off-loading of demand to forestall or eliminate the need to provide additional north-south vehicular capacity on South Third Street (Highway 99W).

*Increased transit ridership will have a direct impact on reducing travel demand on South Third Street, thereby forestalling the need to construct additional capacity. The capital commitment to increase transit service and subsidies, to attract ridership, and reduce vehicular demand will likely not eliminate the need for some capacity improvement to the corridor. However, used in combination with capacity preservation (driveway consolidation) and/or restoration projects (median barrier, signal coordination), the D LOS threshold could potentially be maintained to the year 2010 or beyond.*

- c. Provide positive access management including the installation of medians and protected pedestrian crossings/refuges along South Third Street (Highway 99W), to restore capacity, improve operational safety, increase pedestrian safety, and support corridor beautification.

*Access management restores capacity to a roadway by reducing the frequency of driveways and/or public streets accessing a facility, thereby enabling vehicles to move more freely through the corridor. Case studies have revealed that such treatments have enabled similar facilities to South Third Street (4-lane arterials) to provide an additional 10,000 vehicles a day of capacity at the same D LOS threshold. If this were realized for South Third Street, the facility would provide a C/D LOS through the 20-year planning horizon.*

- d. Evaluate and implement a signal timing and coordination plan to provide and maintain good signal progression on South Third Street (Highway 99W).

*Under current conditions, these types of improvements will have limited benefit due to the small number of traffic signals on the corridor and their spacing. However, over time additional signals are likely to be added to South Third Street. Planning the logical locations for these future signals and ensuring proper coordination of the signal system will preserve and protect the carrying capacity of the facility.*

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- FS10. Amend the City of Corvallis adopted Pedestrian/Bicycle Plan to include the Multi-Use Path shown in the South Corvallis Area Circulation Plan.
- FS11. Develop and adopt policies and implementing measures for the identified pedestrian nodes, including locations, definitions, and descriptions of each node.
- FS12. Preserve and protect the transit service, including both routing and frequency, to the South Corvallis area and commit to providing extended service to the area as development occurs and densities warrant. Provide for bus services east and west of Third to link service to employment centers and neighborhoods.
- FS13. Ensure that City street standards support the designation and development of parkway treatments and amend the City of Corvallis adopted Transportation System Plan to provide such designations for Rivergreen Avenue, Kiger Island Drive, and Airport Road. This policy assumes that the planted medians are an extra-capacity feature (needed for safety and traffic-calming) for arterials and collectors otherwise requiring a continuous center turn land, and the cost would therefore be reimbursable through Systems Development Charges.

## *Open Space*

### *Background and Findings*

South Corvallis is blessed with good proximity to excellent parks and open space areas. These include Willamette Park and expansion, the Willamette River and Greenway, Avery Park, Marys River, Booneville Slough, and the Marysville Golf Course. Public access to these areas is generally good and can be enhanced.

The creeks and drainages in South Corvallis are valued by the community. The primary regulatory tools for protecting resource values of the creeks are the Willamette River Greenway and City's drainage regulations. There is interest in South Corvallis in exploring a broader approach that protects significant resource values and provides additional certainty to land owners regarding the rules and the process.

South Corvallis's existing neighborhoods are generally short of adequately sized, conveniently located neighborhood parks. This deficiency is somewhat offset by proximity to larger facilities like Willamette Park. The CAC noted the lack of park facilities in the Bell and Powell Avenue area and recommended that the Corvallis Parks and Recreation Advisory Board investigate the possible location for a neighborhood park (including a site within the Town Center area.)

New parks will be needed as new neighborhoods develop south of Goodnight Avenue. The South Corvallis Area Refinement Plan process identified an opportunity to locate and design these parks as neighborhood centers. Additionally,

# Implementation

that planning process identified an opportunity to connect the parks to Willamette River/Booneville Slough system. Using the "centers" approach to identifying these parks, four to five parks will be needed.

A multi-use path which basically circles the entire South Corvallis area is a unique opportunity to enhance the off-road path system. This path will provide access to many of the key open space areas of South Corvallis. It should be linked to the broader circulation and open space system.

The South Corvallis Town Center will be a focal point for the community. It should have an urban character that includes open spaces such as a plaza and small park.

Parkway designs for Rivergreen Avenue, Kiger Island Drive and Airport Avenue will enhance the visual character of those key streets and provide a sense of linkage of open space across South Third Street.

Gateways locations have been identified as part of the South Corvallis Area Refinement Plan. The main role of these gateways is to announce arrival in South Corvallis, and do so in a way that contributes to a positive image for the community. Funding and specific designs have not been identified in the South Corvallis Refinement Plan. A design competition is needed to solicit ideas and involvement by the community.

## *Implementation - Comprehensive Plan Policies*

- OS1. The City will seek ways to improve connections within and between older neighborhoods of South Corvallis and Willamette Park (including its expansion area), the Willamette River and Greenway, Avery Park, Marys River Park, trail system, and recreational resources.
- OS2. The South Corvallis Area Refinement Plan Parks, Open Spaces and Special Features Map will be used as a guide for new park development. Parks will be located as central features within neighborhoods and linked to the Willamette River and Booneville Slough. An illustrated concept for this policy is shown in the Southeast Neighborhood Plan of the South Corvallis Area Refinement Plan. The Southeast Neighborhood Plan is intended only as a guide.
- OS3. The City will promote, and may require, path and street connections to assure public access to the South Corvallis multi-use path loop.
- OS4. Gateways will be located consistent with the South Corvallis Area Refinement Plan Parks, Open Spaces and Special Features Map.
- OS5. The City supports a multi-use path paralleling the Willamette River and Booneville Slough. The specific location and design should be compatible with wildlife and habitat values.
- OS6. South Third Street will be enhanced as a linear gateway, connecting

# Implementation

South Corvallis to the remainder of the community. The key elements of the gateway enhancement strategy are:

- Pedestrian-friendly design along South Third Street
- Buildings oriented to South Third Street (with exceptions for selected uses)
- Planter strips with street side trees and landscaping
- Planted medians
- Pedestrian nodes to slow cars and promote safe crossing

*Note: This policy should be included, or referenced, in the transportation section of the Comprehensive Plan.*

## ***Implementation - Neighborhood Park Planning***

OS7. To address a shortage of neighborhood parks in South Corvallis's existing neighborhoods, the Corvallis Parks and Recreation Advisory Board should investigate possible locations for new neighborhood parks serving the Bell and Powell Avenue area, including a site within the Town Center area.

## ***Implementation - Issues for Further Study***

FS1. The City will explore during the comprehensive plan update and stormwater master planning process, issues, needs and options for additional natural resource protection of Booneville Slough and Channel, Crystal Lake and drainage channel, Goodnight Creek, Ryan Creek, the South Corvallis Millrace, Dry Creek, and the Marys River. As part of this effort, the City will consider ways to maximize certainty of regulations and standards for land owners and other participants in review process.

FS2. The City will initiate a design competition for the two gateways to South Corvallis.

FS3. The City will develop specific standards to implement the gateway strategy. A design overlay will be considered. Implementation ideas include the following:

Building orientation to streets should be required for all uses in the MUC, MUE and RS-12 districts, and any civic, commercial or office uses in the LI-O, GI, and RS-9 districts. Building orientation should also be required at transit stops.

Building orientation to the street should be encouraged for all other uses and districts along South Third Street. This flexibility is intended to recognize that light industrial uses and low-to-medium residential uses are not as easily oriented to arterial highway streets as other uses. Extensive landscaping and frequent access points, (e.g. every 400 feet) for pedestrians and bicycles should be provided where buildings are not oriented to South Third Street. Side lot orientation is encouraged as an alternative to through lots, which are discouraged.

## Implementation

The Limited Industrial-Office district presents a special challenge for designing developments that are consistent with the gateway strategy. Civic, commercial and office uses are recommended for building orientation to South Third Street because those types of buildings can readily be placed next to the street. Industrial uses should be encouraged for building orientation, but allowed to have large setbacks if certain conditions apply, such as:

- a. It can be demonstrated that building orientation inhibits reasonable operations of the business (e.g., the need for truck circulation around the building).
- b. A characteristic of the building, such as height, is deemed incompatible with the gateway strategy and purposes of the district.

The above standards are a beginning list intended to convey specific implementation measures for the gateway strategy, with exceptions and flexibility noted. These types of standards could be packaged as a "South Corvallis Design Overlay District" in the Land Development Code. Further, architectural review should also be evaluated. In general, the City should explore methods for both site and building design standards that are consistent with the gateway strategy and purposes of the various land use districts along South Third Street.

*Note: These gateway standards should be referenced in, and coordinated with, the transportation section of the Transportation Plan.*



# Appendix

- A Comparison of Existing and Proposed Land Use Designations
- B Technical Appendix Table of Contents

## Appendix A

### South Corvallis Area Refinement Plan Comparison of Existing and Proposed Land Use Designations

<b>Comprehensive Plan Designations</b>	<b>Existing Comprehensive Plan Area (Acres)</b>	<b>Proposed Land Use (Acres)</b>
<i>Low Density Residential</i>	643	501
<i>Medium Density Residential</i>	464	380
<i>Medium High Density Residential</i>	64	102
<i>High Density Residential</i>	24	0
<i>Conservation/Agricultural Open Space</i>	285	18
<i>Park/Open Space</i> <sup>1</sup>	-	291
<i>Public Institutional</i>	1099	1244
<i>Mixed Use Commercial</i> <sup>1</sup>	-	45
<i>Linear Commercial</i>	28	0
<i>Professional Administrative Office</i>	2	3
<i>Shopping Area</i>	6	0
<i>Mixed Use Employment</i> <sup>1</sup>	-	76
<i>Mixed Use Riverfront</i> <sup>1</sup>	-	42
<i>Limited Industrial</i>	56	0
<i>Limited Industrial Office</i> <sup>1</sup>	-	143
<i>General Industrial</i>	896	876
<i>Intensive Industrial</i>	500	139
<i>Right-of-Way</i>	42 <sup>2</sup>	249 <sup>3</sup>
<b>Total</b>	<b>4109</b>	<b>4109</b>

<sup>1</sup>Not a current Comprehensive Plan designation.

<sup>2</sup>Right-of-way for the existing Comprehensive Plan is located within the existing city limits.

<sup>3</sup>Right-of-way for the proposed land use plan includes streets without land use designations on Figure 3.

## Appendix B

### Table of Contents *South Corvallis Area Refinement Plan Technical Appendix*

*Section 1 — Citizen Advisory Committee Visioning Exercise*

*Section 2 — Community Issues Workshop Materials*

*Section 3 — South Corvallis Refinement Plan Survey Results*

*Section 4 — Final South Corvallis Stakeholder Interview Report*

*Section 5 — Summary of Plans, Regulations, and Programs in the South Corvallis  
Planning Area*

*Section 6 — Plan Objectives and Evaluation Criteria*

*Section 7 — Charrette Week Materials and Second Draft of the Plan Alternatives (12-4-97)*

*Section 8 — Third Draft Plan Alternatives (1-28-97)*

*Section 9 — Fourth Draft Plan Alternatives (3-12-97)*

*Section 10 — Selected Materials from First Open House, March 13 and 15, 1997*

*Section 11 — Evaluation of Plan Alternatives*

*Section 12 — Preliminary Preferred Alternative Plans (5-8-97)*

*Section 13 — Open House Questionnaire and Responses from June 5, 1997 Open House*

*Section 14 — Preferred Alternative Plans (6-18-97)*

*Section 15 — Transportation Analyses and Memoranda*

*Section 16 — Newsletters*

*Section 17 — Mixed Use Commercial District and Mixed Use Employment District Text*

*Section 18 — South Corvallis Industrial Area Comprehensive Plan Policy, PD 50 Acre  
Requirements*

This project was funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. Funding was also provided by the City of Corvallis. TGM grants rely on funding from the federal Intermodal Surface Transportation Efficiency Act and the Oregon Lottery. This report does not necessarily reflect the views or policies of the State of Oregon.

