

# Chapter 3 – Policies and Programs with Impacts on CTS

## 3.1 INTRODUCTION

The elements that make up the public transportation system in the Corvallis Urbanized Area — including, route structures, funding, service policies and fleet — are the results of policies and programs on a number of levels, from local to the federal government. As the transit system and the communities it serves continue to grow in the future, these policies and programs will provide both new constraints and new opportunities. This chapter summarizes these policies and programs and their effects on the Corvallis Transit System, the Philomath Connection, the Linn-Benton Loop and other public transportation services operating in the urbanized area.

## 3.2 FEDERAL POLICIES AND PROGRAMS

The Corvallis area was designated as an urbanized area (UZ) after the 2000 Census, changing the region’s federal funding status. Federal funding for public transportation now comes primarily from the Federal Transportation Administration (FTA) Section 5307 grant program. The Section 5307 Small Urban program provides formula funding based on population and population density for designated areas with 50,000 to 199,999 residents. The funding is included in the CAMPO RTP list of projects.

Federal funding comes with various application and reporting requirements as well as the need to comply with various federal regulations. These include the Clean Air Act and the Americans with Disabilities Act (ADA). The following paragraphs summarize federal funding programs that the Corvallis metropolitan area receives or is eligible to receive. ADA requirements are also summarized.

### **Congressional Authorization for Federal Funding**

Congress adopted a new transportation funding bill known as SAFETEA-LU (The Safe, Accountable, Flexible and Efficient Transportation Equity Act, a Legacy for Users). SAFETEA-LU, is similar to the previous TEA-21 in preserving funding flexibility at the state and local level. Some of the federal funding programs are limited to capital funding. These could help pay for enhanced bus stop amenities, transfer centers or facilities or small-scale improvement projects. The Federal program referred to as JARC (Job Access and Reverse Commute) is designed to help fund transit services that carry transitional workers to and from jobs. These funds are intended to “jump start” new services and should not be considered a long-term source of operating support. A new program, New Freedoms, provides funding of services and capital that go above and beyond ADA requirements.

### **Surface Transportation Funds (STP)**

Two parts of the federal legislation allow flexible funding of either transit or roadway projects with the same funds. These are the Congestion Management/Air Quality Program (CMAQ) and Surface Transportation Program (STP). CMAQ funds are apportioned to non-attainment areas as defined in the Federal Clean Air Act; Corvallis is not eligible. STP funds have been used in the past to help pay for bus purchases. These funds are administered through ODOT and the CAMPO, which will develop and approve the priority list of transportation projects using STP funds.

### **Federal Grant Programs**

#### **FTA Section 5307 – Urbanized Area Grant Program**

Section 5307, the Urbanized Area Grant Program is the largest single component of FTA grants available to support bus transit in urban areas with a population of at least 50,000 people. The funds are available to any transit service meeting basic federal requirements. Section 5307 funds are distributed by formula to urbanized areas, not individual cities. For areas of 50,000 to 199,999 in population, the formula is based on population and

population density. For areas with populations of 200,000 and more, the formula is based on a combination of bus revenue vehicle miles, bus passenger miles, fixed guideway revenue vehicle miles, and fixed guideway route miles as well as population and population density.

Urbanized Area (UZ) is a US Census designation describing separate urban agglomerations, and the boundaries of urbanized areas are adjusted after the completion of each decennial US census.

The UZ designations for Section 5307 funds are divided into two main categories:

- Between 50,000 and 200,000 population (small urban)
- Greater than 200,000 (large urban)

**Eligible uses of 5307 Grants include:**

- Purchase of buses and other capital needs;
- Preventive maintenance of capital assets;
- One percent of the total UZ's apportionment must be used for "transit enhancements" such as bus shelters, landscaping, bikeways, or historic preservation;
- Operating expenses for small UZs less than 200,000; and
- Up to 10% of funds may be used to support the operations of ADA paratransit.

Different application processes, use of funds and reporting guidelines may apply depending on the size of the urbanized area. Funds may also be distributed through different channels. Applicable projects are included in the region's Transportation Improvement Program (TIP) project lists developed and approved by CAMPO, the Metropolitan Planning Organization (MPO) for the area.

**Federal Transit Administration (FTA) Section 5309**

FTA Section 5309 funding falls into three categories: rail, bus/bus facilities and new rail starts. Bus/bus facility funding is distributed directly from FTA to support capital transit needs including vehicle acquisition, capital equipment and capital facility construction. FTA Section 5309 funds are an excellent source to acquire vehicles and have traditionally funded 80% of capital purchases. These funds are fully discretionary and traditionally have been somewhat difficult to acquire; however, Corvallis successfully secured an FTA Section 5309 grants in the past for vehicles, bus stop amenities, and facility development. Section 5309 Bus Discretionary funds are usually earmarked and appropriated by Congress. Grant applications to the FTA are necessary as is compliance with all of the requirements of a federal grant recipient. Additionally, all federally funded capital projects must be included in the State Transportation Improvement Plan (STIP) prior to receiving federal funds.

**FTA Section 5310 – Elderly and Disabled Program**

The formula grants for Special Needs of Elderly Individuals and Individuals with Disabilities provides transit capital assistance, through the States, to organizations that provide specialized transportation services to elderly persons and to persons with disabilities. Funding is approximately \$100 million per year, nationwide. Section 5310 funds are allocated to states based on the state's population of these specialized groups. Private non-profit agencies and under certain circumstances, public agencies, may apply for this statewide discretionary funding program.

Allocated through ODOT according to area population, these funds are most often used for capital purchases. However, Section 5310 program grants can be submitted for "contract service to operate" transportation programs for the elderly and persons with disabilities. Section 5310 provides up to an 80% contribution for funded programs.

## **Americans With Disabilities Act (ADA)**

The federal Americans With Disabilities Act (ADA) is a civil rights law that requires CTS to provide transportation services to disabled persons unable to use the fixed-route system and provides requirements for the design of transit equipment and facilities. The Act stipulates that the service offered to persons with disabilities be *comparable* to fixed route service, but recognizes that demand responsive service can never be designed to provide the same level of mobility as a fixed route operation. The Act specifically defines a number of minimum service criteria that must be met for a service to be considered comparable or complementary to fixed route. At a minimum, service must be provided to persons meeting ADA eligibility requirements; however, broader, more inclusive, eligibility may be offered at the service providers' discretion. Paratransit provisions of the Act must be fully implemented even if this requires a reduction in funding for other services. Because the Act stipulates a number of relatively costly service improvements it has become a driving factor in paratransit planning, and often has direct impacts on fixed-route planning as well.

### **ADA Complementary Service Definitions**

ADA requires that fixed route service and complementary paratransit service be similar in several important respects. These are briefly outlined below. It is important to note that these service parameters cover only service to persons eligible for paratransit under the ADA definition of eligibility. Service to others outside of this definition may be provided at a lower standard.

- Service Area - Service must be provided within a band 3/4 mile wide area on either side of a fixed route, including a 3/4 mile "cap" at the end of any given fixed route. In general, all fixed routes must be "complemented" by paratransit service.
- Days and Time of Service - Paratransit service must be available during all service hours that fixed route services are available.
- Response - Reservations must be possible for "next day" service. A caller must be able to reserve a ride at any time during business hours for a ride at any time during service hours on the following day. Paratransit providers must have facilities for taking reservations during standard office hours and for "next day" rides on days when the office would not be open (i.e., taking reservations on a holiday for service the day following the holiday). Rides can be provided on shorter notice if the community desires to operate the service in that way.
- Fares - Fares for paratransit must be no more than twice the full cash fare for a fixed route ride for a similar trip.
- Trip Restrictions - There may be no restrictions on the number of trips an individual may take or on the purpose of those trips. No priorities may be given for a particular trip type.
- Capacity Constraints - Capacity on the paratransit system can be subject only to the same type of constraints that exist on the fixed route system. Paratransit riders may "negotiate" for their precise pick-up or delivery time, and the system must be able to accommodate them within one hour of the time they wish to travel. Shared rides are encouraged, but travel times for paratransit trips may not be excessive. In addition, regularly scheduled "subscription" trips may fill no more than 50% of capacity during any time period, unless no additional demand is demonstrated.
- Eligibility - In general, ADA requires a functional eligibility system, where paratransit service is offered persons who are unable to ride the fixed route system due to physical or cognitive disability. Age alone is not considered a disability under ADA, although frailer elders are generally ADA eligible. Service to non-ADA eligible riders may be provided and is not subject to the service criteria mandated for ADA eligible riders. This definition of functional disability is very different from the traditional assumptions about what constitutes disability. For example, most persons who use wheelchairs are in fact able to ride an accessible fixed route and would therefore not be automatically eligible for paratransit service under the ADA definitions. Other types of disabilities may include persons with AIDS and those with hidden disabilities that affect individuals' ability to ride a fixed route bus. The inability to access the bus stop

because there are not curb cuts or traversable sidewalks can also make a person eligible for curb-to-curb paratransit service under the ADA. A conditional eligibility category is available for people with temporary injuries or conditions that only affect their ability to use fixed route transit at certain times or under certain conditions.

- Attendants and Companions - Riders who require an attendant for mobility purposes must be allowed to bring an attendant at no charge. Companions must be accommodated on a space available basis, and companions may be required to pay full fare.

### **3.3 OTHER POTENTIAL FUTURE FUNDING OPPORTUNITIES**

The purpose of this section is to identify new and enhanced funding sources that could be available in the Corvallis urbanized area to support expanded transit services and help pay for capital improvements. Corvallis Transit and other area providers currently rely on annual general fund allocations, FTA Section 5307 funds and a limited number of other funding programs that provide ongoing operating support and one-time grants for capital improvement projects. Though these will likely continue to be the primary revenue sources in the near future, the level of funding is not guaranteed, particularly for capital discretionary funds. This section focuses on new funding sources that could potentially provide the capital and operating resources to help improve transit services in the Corvallis area.

Figure 3-1 provides a summary of these opportunities. The funds are grouped in the following three categories:

1. Federal Sources
2. State Sources
3. Regional and Local Programs/Private Sector Initiatives

In addition to the sources listed in Figure 3-1, the \$50 billion (transit component for six years) reauthorization of TEA21 as SAFETEA-LU could create new funding opportunities for small urban and rural areas such as Corvallis. Three specific proposals could lead to greater access to federal funding:

- ▶ Ability to use certain federal source dollars as local match against FTA funding program.
- ▶ Ability to match FTA 5307 Small Urbanized funds through local and or federal “coordination” efforts.
- ▶ Option to maintain match requirements for transit funding comparable to highway funds. This is only a proposal that would apply specifically to a limited number of other states and is not likely to include Oregon.

While the details of these proposals remain uncertain at this time, it is encouraging that considerations are being made to lessen the local burden in matching available federal transit funding. The Department of Health and Human Services (DHHS) and FTA Region 10 (Idaho, Washington, Oregon and Alaska) have forwarded a recommendation to the FTA in Washington, D.C., to seek funding in the new Reauthorization for coordinating services between federal agencies, and allowing some federal dollars to match the FTA Section 5307 dollars. If any of these proposals were in place, it could decrease reliance on competitive general fund allocations to support transit services and/or provide additional operating funds for future service expansion.

Figure 3-1 Summary of New Funding Opportunities

FUNDING SOURCE	FUNDING PURPOSE	USE OF FUNDS	APPLICATION/ APPROVAL PROCESS	EST. ANNUAL YIELD	LEAD TIME	COMMENTS	LIKELIHOOD FOR SUCCESS
<b>Federal Programs</b>							
Transportation and Community System Preservation Pilot Program (TCSP)	Available for transit projects that coordinate transportation and land use	Capital projects only	Federal application process	\$25 M /year nationally for FYs 2000 through 2003	1 - 2 years	TEA-21 program that favors projects with public/private sector partnership.	Highly competitive
Transportation Enhancement Activities (TEA)	Small-scale, non-routine projects (e.g., Ped/bike/ transit)	Capital projects only	Application process through DOT	Unknown	1 -2 years	Under TEA-21, program designed for alternative transportation projects without other funding sources.	Highly competitive
Welfare to Work (Job Access and Reverse Commute (JARC))	To provide transportation services to welfare recipients and low-income persons traveling to and from jobs	Capital and operating costs	Application process through the FTA	Approximately \$75 and \$150 M per year nationally	1 year	50% match requirement, although unlike other Federal funds, can be matched with Federal dollars (TANIF, CDBG)	Highly competitive
FTA Section 5309	Discretionary Funds for large scale capital projects	Capital projects only	Congressional Earmark	Varies tremendously	1 year	20% match requirement	Highly competitive
<b>State Programs</b>							
State Transportation Improvement Program	Oregon's four-year transportation capital improvement program.	Transit capital projects, excluding revenue vehicles	Application process through DOT	Unknown	1 year	Securing these funds for transit is highly competitive	Highly competitive
Business Energy Tax Credit Program (BETC)	Provides tax credits to businesses partnering with entities who create environmental/energy benefits	Operations or special programs	Application through Department of Energy	Could generate up to \$400k per year	1 year	Entities with Oregon tax liability can dedicate their income taxes to operation of CTS	Application Approved

FUNDING SOURCE	FUNDING PURPOSE	USE OF FUNDS	APPLICATION/ APPROVAL PROCESS	EST. ANNUAL YIELD	LEAD TIME	COMMENTS	LIKELIHOOD FOR SUCCESS
<b>Regional and Local Programs</b>							
<b>Private Sector Initiatives</b>							
Employer Contributions	Some large employers currently subsidize employee passes.	Capital project or operating support	Negotiations with interested employers	Unknown but assumed to be small amounts.	Ongoing	Opportunity to help fund future service expansions.	Most feasible for employers located on existing fixed routes.
Retail an/or Hospitality Contributions	No revenues currently available	Primarily capital projects	Negotiations with associations and individual companies	Unknown	1 – 2 years	Merchants may be interested in sponsoring small scale amenities such as bus benches or shelters.	Difficult and requires significant ongoing effort and cooperation.
Oregon State University	Provide additional service to OSU Campus	Operating support for regular or special services	Negotiations with OSU	Unknown	1-2 years	As parking demand increases on the OSU campus there will be an increasing need for transit and other TDM programs to ensure quality access to all parts of campus.	OSU recently increased contribution to CTS. May impact feasibility of further increases in the near future.

### 3.4 STATE PLANS AND POLICIES

The State of Oregon distributes federal funding to small urban and rural areas and is also a direct source of other funding through a number of grant programs. The State's transportation policies in recent years, in particular the Transportation Planning Rule, are placing greater emphasis on alternative modes to single-occupant vehicles, such as transit.

#### Transportation Planning Rule

The Transportation Planning Rule (TPR) is found in the OAR Chapter 660, Division 12. It requires local governments to adopt transportation system plans and to amend land use regulations to implement these plans. The intent is to achieve the following objectives:

- Plan for local transportation systems in a way that is consistent with the state plans;
- Develop travel demand forecasts that can reduce reliance on automobiles and achieve compact urban development;
- Plan for a road network that identifies local street connections and extensions to reduce reliance on arterials;
- Provide for bicycle and pedestrian facilities and circulation patterns;
- Reduce excessive standards for local street width and right-of-way to make streets more livable and safer for bicyclists and pedestrians; and
- Assure that new developments and land divisions include bicycle and pedestrian accessways and circulation patterns.
- Service frequencies for all routes should be no less frequent than one-half hour at peak times, once Corvallis becomes an MPO.

#### Oregon Public Transportation Plan

The Oregon Public Transportation Plan (OPTP) codifies goals, policies, strategies and service standards for public transportation systems throughout the state. The OPTP is one component of ODOT's integrated transportation planning process. The Oregon Transportation Plan (OTP) provides an overall framework while mode plans, such as the OPTP, apply OTP policies and service levels to specific transportation modes. The OTP, with a 20-year planning horizon, was adopted in 1992. An update to address 2005 through 2025 is underway and should be adopted in late 2005 or early 2006.

Goal 1 of the OPTP defines the purpose of public transportation stating, *"The public transportation system should provide mobility alternatives to meet daily medical, employment, educational, business and leisure needs without dependence on single-occupant vehicle transportation. The system should enhance livability and economic opportunities for all Oregonians, and lessen the transportation system's impact on the environment. The public transportation system should provide services and meet transportation needs in a coordinated, integrated and efficient manner."*

Goal 2 defines the components of such a system, accounting for the different needs of and resources available to urban, small city and rural systems. The OPTP contains minimum service standards that each system should achieve.

OPTP policies and strategies specify the nature and level of public transportation that Oregon communities should provide, based on community population. Access to public transportation and reduced reliance on the single occupancy vehicle (SOV) are key elements of the OPTP. The plan references state and federal goals and mandates when planning Oregon's public transportation system of 2015. These include the state's benchmark goal of 1.7 transit service hours per-capita in metropolitan areas and a 38 percent use of non-SOV modes for commute trips by 2010.

The OPTP provides minimum levels of service expected in large communities and urban areas by 2015. These include goals to:

- Increase urban transit services to enable metropolitan areas to respond to Transportation Planning Rule requirements for per-capita reduction in vehicle miles traveled
- Provide services in all parts of the urbanized area
- Provide high capacity public transportation services with separate rights of way or priority treatments for public transportation vehicles in all interstate corridors and other highway corridors of statewide function in which level of service E or worse is experienced or anticipated
- Provide service frequencies for all route at no less than one-half hour at peak periods
- Provide service at no less than one hour frequencies for off-peak service on all routes, or make a guaranteed ride home program available
- Provide park-and-ride facilities along major rail or busway corridors to meet reasonable peak and off-peak demand for such facilities
- Provide services with regular, convenient connections to all intercity modes and terminals
- Provide sufficient service levels to public transportation-oriented development to achieve usage goals of the development
- Maintain vehicles and corresponding facilities in a cost-effective manner and replace vehicle when they reach the manufacturers' suggested retirement age
- Enhance rideshare and transportation demand management program where they are currently in place
- Maintain park-and-ride and other facilities in a cost-effective manner and update or replace components when necessary or appropriate.

### **Statewide Transportation Improvement Program**

The Oregon Department of Transportation's Statewide Transportation Improvement Program (STIP) is the culmination of ODOT's integrated planning process. It schedules and prioritizes transportation projects throughout the state over a four-year period. State and federal programs typically require that projects be listed in the STIP in order to receive funding. The following projects affect the Corvallis area in the 2006-09 DRAFT STIP:

#### **2006 – 2009 STIP (to be released Dec 2005)**

- TDM Program for City of Corvallis FY2006 \$45,000 - STP funded
- Corvallis Transit - Philomath Connection FY2006 \$1,360,000 5307 funded
- Corvallis Transit - Replacement Bus FY2006 \$331,000 5309 funded
- TDM Program for City of Corvallis FY2007 \$45,000 - STP funded
- Corvallis Transit - Philomath Connection FY2007 \$1,401,000 5307 funded
- Corvallis Transit - Philomath Connection Bus FY2007 \$150,000 5309 funded
- TDM Program for City of Corvallis FY2008 \$45,000 - STP funded
- TDM Program for City of Corvallis FY2009 \$45,000 - STP funded

### **3.5 CITY PLANS AND POLICIES**

The plans and policies of the City of Corvallis recognize the need for transit service and provide guidance on the relationship of land development and land use patterns to transit service. Current Land Development Code requirements and recent local planning efforts both emphasize the need to provide land uses at sufficient densities to justify transit service and to orient buildings to serve pedestrians and transit users. The City of Corvallis Transportation Plan specifies goals and plans for Corvallis' transportation system. The Corvallis Area Metropolitan Planning Organization is currently combining the Corvallis plan along with those from Benton County and Philomath to create a regional transportation plan.

#### **Corvallis Comprehensive Plan (1991, amended Nov., 1995, and Aug., 1996)**

The existing Corvallis Comprehensive Plan guides and controls land use within the City and its Urban Growth Boundary. It directs the City's planning efforts through the year 2010 and an estimated population of 62,500. The City is required to undergo a comprehensive periodic review of its Comprehensive Plan every 5 to 7 years.

The Plan presents a series of findings and policies, a number of which affect transit:

#### **Findings**

- The majority of the community's future movement will occur over street rights-of-way, whatever the mix of transportation modes. The private motor vehicle will continue to be the primary mode of transportation over the planning period. The other most important modes of transportation will be the bicycle and transit.
- Public transit offers the community a mechanism to reduce traffic and pollution as well as to increase energy efficiency.
- Work, school, medical, and shopping trips are the most conducive to mass transportation.
- Within the planning area, the present transit system is inadequate in the areas of coverage and frequency of service. A determination of the community's transit needs could best be developed through a route and schedule analysis.
- A viable transit system is dependent upon efficient access to the population service area and adequate funding.
- A regional transit system may be needed within the planning period to provide adequate access to regional recreational areas.
- Albany, Corvallis, and Philomath will need to develop mechanisms to provide public transportation between jurisdictions, perhaps expanding service provided by the Linn-Benton Loop System.
- On-street parking of University-related vehicles reduces the capacity of those streets to move vehicles, creates hazards, and has a significant impact on the areas in which parking occurs. This can be improved by encouraging increased transit, bicycle, and pedestrian travel and by developing and implementing a parking plan.
- The central location of downtown Corvallis can be effectively served by mass transit.

#### **Policies**

##### **Transportation Policies**

§§10.1.1 The transportation system shall be planned and developed in a manner which contributes to community livability, recognizes and respects the characteristics of natural features, and minimizes the negative effects on abutting land uses.

§§10.1.2 The transportation system shall be designed to reduce existing traffic congestion and facilitate the safe, efficient movement of people and commodities within the community.

§§10.1.3 The City shall develop and promote alternative systems of transportation which will safely, economically and conveniently serve the needs of the residents.

§§10.1.4 Special consideration in the design of the transportation system shall be given to the needs of those people who have limited choice in obtaining private transportation.

§§10.1.5 The transportation system shall give special consideration to providing energy efficient transportation alternatives.

#### Transit Policies

§§10.6.1 An improved public transportation system within the planning area should be established to improve the livability of the community, to reduce pollution and traffic, and to reduce energy consumption.

§§10.6.2 The City of Corvallis shall cooperate with neighboring jurisdictions to provide a regional transportation system which facilitates convenient, energy efficient travel. This shall address the needs of persons who, for whatever reason, do not use private automobiles.

§§10.6.3 The City of Corvallis should participate in a trial operation of a Philomath-Corvallis transit system before making long-term commitments to this regional system.

#### Energy Policies

§§11.1.5 The City shall encourage land use patterns and development that promote clustering and multiple stories, take advantage of energy efficient designs, and have ready access to transit and other energy efficient modes of transportation. A location where this is desirable is in the central city.

§§11.1.6 The City shall actively promote the use of energy-efficient modes of transportation.

§§11.1.7 The City shall encourage the development of high-density uses that are not dependent on automobile transportation.

#### New Policies

As a result of the adoption of the Corvallis Transportation Plan in August, 1996, the following policies were added:

- Arterial and Collector street designs shall include evaluation, and requirements as appropriate, for transit facilities such as bus stops, pull-outs, shelters, optimum road design, and on-street parking restrictions as appropriate.
- New retail, commercial, recreation, office, and institutional buildings at or near existing or planned transit stops shall provide preferential access to transit facilities.
- Park and ride lots shall be investigated by the City as an alternative solution to parking and congestion problems.

#### Corvallis Land Development Code (1993)

The City's Land Development Code is "intended to ensure that development is of the proper type, design, and location and serviced by a proper range of public facilities and services; and in all other respects be consistent with the goals and policies of the Corvallis Comprehensive Plan." Section 4.0.60 of the Code specifies the following transit requirements:

- Development sites located along existing or planned transit routes shall, where appropriate, incorporate bus pull-outs and shelters into the site design. These improvements shall be installed in accordance with the guidelines and standards of the Corvallis Transit System (i.e., bus pull-outs are typically spaced 1,500 feet apart).
- New developments at or near existing or planned transit stops shall design development sites to provide safe, convenient access to the transit system, as follows:

1. All commercial and civic use developments shall provide a prominent entrance oriented towards arterial and collector streets, with front setbacks reduced as much as possible to provide access for pedestrians, bicycles and transit.
2. All developments shall provide safe, convenient pedestrian walkways between the buildings and the transit stop, in accordance with the provision of Section 4.0.40.b.

Section 4.0.40 of the Code specifies pedestrian requirements. Highlights of this section include:

- Sidewalks are to be separated by planter strips from the street. This strip shall be at least 6 feet wide on local streets and at least 12 feet wide on collector and arterial streets. Sidewalks are to be at least 4 feet wide on culs-de-sac, 5 feet wide on local streets, and 6 feet wide on arterials and collectors.
- Safe and convenient pedestrian facilities that strive to minimize travel distance to the greatest extent possible shall be provided in conjunction with new development within and between new subdivisions, planned developments, commercial developments, industrial areas, residential areas, transit stops, and neighborhood activity centers such as schools and parks. “Safe and convenient” means facilities that are reasonably free from hazards, provide a direct route of travel between destinations, and meet the travel needs of pedestrians considering destination and trip length.
- Internal pedestrian circulation shall be encouraged in new developments by clustering buildings, constructing convenient pedestrian ways, and/or constructing skywalks where appropriate.

Pedestrian walkways shall be provided in accordance with the following standards:

- The on-site pedestrian circulation system shall connect the sidewalk on each abutting street
- Walkways shall be provided to connect to existing or planned facilities which abut the site.
- Walkways shall be as direct as possible and avoid unnecessary meandering.
- Walkway/driveway crossings shall be minimized, and internal parking lot circulation design shall maintain ease of access for pedestrians from abutting streets, sidewalks, and transit stops.
- Walkways shall be separated from vehicle parking or maneuvering areas by grade, different paving material, or landscaping, except at walkway/driveway crossings.

Section 4.0.60 of the Code notwithstanding, the Code does not specify maximum front setbacks for land uses. Occasionally, the Code specifies average setbacks. Figure 3-2 presents minimum setbacks for various zoning districts.

The Development Code also provides minimum vehicle and bicycle parking requirements for different kinds of land uses. The maximum amount of off-street vehicle parking allowed is equal to 30 percent of the minimum requirements. A 10% reduction in the vehicle parking minimums is allowed if a transit pull-out developed to CTS standards is located on-site or within 300 feet.

**Figure 3-2 Minimum Setbacks**

<b>Zone</b>	<b>Minimum Setback (feet)</b>
Professional and Administrative Office	20*
Shopping Area	20*
Shopping Area (University)	
Community Shopping	20 (arterial), 40 (other)
Linear Commercial	20 (arterial/collector), 40 (other)
Central Business	
Central Business Fringe	10*
Regional Shopping Center	
Special Shopping District	
Research and Technology Center	40 (minimum), 60 (average)
Oregon State University	40 (minimum public street) 50 (minimum private street) 60 (average)

\* Offsets required by providing minimum 8' recesses or extensions or minimum 3' height changes at least every 30' along the vertical face of the structure.

**Corvallis Transportation Plan (August, 1996)**

The Corvallis Transportation Plan sets goals for Corvallis’ transportation system, establishes an achievable capital improvements plan for the City, provides a road map for future decisions involving new development and transportation, and clarifies City Council policies regarding transportation issues. It presents a vision for each transportation mode, addresses current issues, and suggests policies to address these issues now and in the future.

The transit element of the plan updates CTS' mission and goals from versions presented in earlier documents. The current versions of the mission and goals are as follows:

**Mission**

The mission of the Corvallis Transit System is to:

- Preserve the environment and enhance neighborhood livability of Corvallis by providing a viable transportation alternative for all citizens, reducing air pollution, reducing energy consumption, and reducing automobile traffic, thereby reducing the number of accidents, including fatalities.
- Provide community access as a social service by providing transportation to youth, and elderly, disabled and low-income citizens.

- Promote economic vitality for Corvallis by reducing the need for automobile infrastructure, reducing the need for public parking and the attendant loss of taxable property, supporting and enhancing a greater land-use density, reducing the need for private parking, resulting in more efficient use of land and resources, and creating an attractive business environment where employers can (1) rely upon an alternative mode for their employees and (2) increase their employment pool by providing transportation to those who have no other means of travel to the employment site.

## Goals

The Goals of CTS are:

- One million rides provided annually by 2020;
- Maintain self-sufficiency of the Transit Fund;
- Provide service within five blocks of every residence (where infrastructure permits);
- Reduce parking pressure, particularly in the OSU area and downtown; and
- Continue as one of the top systems in the state.

Because transit services affect and are affected by other City programs and policies, as well as private sector activities, there is a need for CTS to coordinate its efforts with others. Some important areas where coordination is necessary are the following:

- Coordinating transit activities with the City's Transportation Demand Management Plan. One program being implemented is placing bike racks on buses.
- Coordinating transit planning with land use planning. The Corvallis Transit Master Plan and the Corvallis Alternatives Analysis projects are coordinating their efforts.
- Coordinate transit planning with major employers and employment areas, such as OSU, Hewlett Packard, the Good Samaritan Regional Medical Center area, Sunset Research Park, and downtown Corvallis.
- Coordinating transit service with the Philomath Connection, Linn-Benton Loop and the Albany Transit System. This effort could include funding assistance, park & ride lots, coordinated schedules, inter-system transfer agreements, and regional maps.
- Providing connections between CTS and Amtrak in Albany, and Greyhound, the Linn-Benton Loop and Valley Retriever intercity buses in downtown Corvallis.
- Coordinating transit service planning with state and local highway planning efforts to possibly reduce the need for or amount of highway widening to serve commuters from Philomath, Albany, and Lebanon.

The Plan proposes a number of actions to be taken to achieve CTS' mission and goals and to comply with federal, State, and City policies.

- **Service Actions.** Establish an east-west loop in North Corvallis, establish 30-minute service in southeast and southwest Corvallis, extend weekday and Saturday service hours by one or two hours, establish Sunday service, and provide regional service to areas willing to contribute a proportional share of the cost of the service.
- **Infrastructure Actions.** Immediately replace a 13-year-old bus and add a bus for the east-west loop, replace other transit vehicles according to industry-standard schedules, add buses to meet increased service needs,

construct shelters in high-passenger locations, add and replace bus stop signs, add bike racks to buses, improve bus stop accessibility, add bus bays, construct future streets to accommodate transit when warranted, construct a larger downtown transit center, and construct park & ride facilities.

- **Planning Actions.** Review all improvement or redevelopment projects, public and private, to ensure transit-friendliness, implement provisions in the Land Development Code and Comprehensive Plan for easements and/or other transit facilities where appropriate, include transit personnel participation in all transportation activities, and coordinate transit planning with other local and State planning efforts.
- **Funding Actions.** Establish financing to accomplish the above and broaden the base for transit support. Possible funding sources include ISTEA funds, State funds, private development fees, expansion of group pass program and new service areas.
- **Other Actions.** Continue participation in special events that promote CTS, such as daVinci Days, Benton County Fair, Fall Festival, and holiday trolley service; coordinate and connect service with other public and private transit providers; explore other intermodal opportunities; and continue a program evaluating the effectiveness of the transit system.

### **North Corvallis Area Plan (January 2002)**

The North Corvallis Area Plan (NCAP) addresses the development of Northern Corvallis and its urban fringe, encompassing the Crescent Valley and Lewisburg areas. As part of its overall goal, the plan promotes land use patterns and development designs that "...will reduce private automobile reliance and enhance opportunities for pedestrian and bicycle travel, street connectivity and existing and future transit service."

To establish direction for the project planning team, the project's Citizen Advisory Committee established a set of six Guiding Principles including:

- Distributed but concentrated development
  - Distributed, pedestrian-scaled local service and employment centers within walking distance of most residences
  - Larger scale employment and commercial centers along more heavily traveled corridors with transit potential
- Transportation alternatives to private automobiles
  - Daily services within walking distance (1/4 mile) of most residences
  - Safe, direct and convenient bicycle and pedestrian routes
  - On-street and off-street alternative mode systems
  - Accessible, convenient transit routes and centers

The plan promotes future development in neighborhood centers or areas with mixed uses, higher residential densities, and neighborhood commercial services within walkable distance of large residential populations. It specifies a number of design elements that aid walking and bicycling at transportation modes. These include:

- Gateways and corridors;
- Neighborhood and street design objectives

- High and mixed-use zoning designations

The Transportation and Circulation chapter has a set of objective in support of the guiding principles including:

- Develop major and minor neighborhood centers with high residential and employment densities to support efficient transportation options such as mass transit, walking, and bicycle use as alternatives to the automobile; and
- Create designs for streets and off-street trails that offer safe, attractive alternatives for cyclists and pedestrians.

A set of recommendations in the NCAP provides for the implementation of the plan via other planning processes, annexation proceedings and development codes. The Public Transit and Rail recommendations specifically state:

T6. Extend bus service into the planning area and consider route modifications as roadway connections and neighborhood centers are developed. Assure that transit stations are developed as centerpieces in future neighborhood center designs.

T7. Explore the potential for developing a shuttle, park-and-ride facility, or rail station near the Elliott Circle or Lewisburg neighborhood centers to make connections between the NCAP area, downtown Corvallis, and Willamette Valley train service In Albany.

The Public Transit and Rail section of the area plan acknowledges that establishing higher densities of urban development at neighborhood centers supports the potential for extending transit service into the area. It calls for:

- Transit stations at each of the neighborhood centers, with the size of the station and frequency and number of routes being contingent upon the intensity and type of development within the center.
- Routing intended to link future neighborhood centers and other major destinations (e.g., Good Samaritan Regional Medical Center) while incorporating existing service routes, minimizing route lengths and avoiding steep slopes to maintain and improve headways as much as possible.
- Extending service (from that identified in the Corvallis Transportation Plan) by developing a new a route to connect the four neighborhood centers in the existing urban fringe.

### **South Corvallis Area Refinement Plan (December 1997)**

The Corvallis City Council adopted the South Corvallis Area Refinement Plan in December 1998. The plan updated and refined comprehensive plan policies and map designations for south Corvallis. Plan objectives include:

- Enhance opportunities for pedestrian and bicycle travel;
- Support existing and future transit services;
- Provide opportunities for mixed use development, including mixing commercial, residential, industrial, office and other uses;
- Minimize congestion on South Third, provide transportation choices, and enhance connections with other parts of Corvallis; and
- Provide safe-crossings and “people-friendly places along South Third Street.
- The Transportation section of the Plan highlights strategies to:

- Promote local trips and transit via new land use plans (increased densities, uses and design);
- Promote Transportation Demand Management (TDM) strategies;
- Promote transit via increased transit coverage, increased frequency of service, reduced fares, increased marketing and completion of transit, pedestrian and bicycling networks.
- 

Specific implementation recommendations in the Plan include Comprehensive Plan Policies:

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.

T8. Transportation demand management will be implemented in south Corvallis, consistent with the City’s overall TDM program.

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.

Recommendations in the Plan for Planning Actions and Coordination with Other Plans includes:

FS5. Include in the development of the City’s proposed 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 alternative 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.

FS9. Include the following among the alternative considered by ODOT and the City in their joint planning activities:

- 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)

**West Corvallis / North Philomath Plan (July, 1996)**

The goal of the West Corvallis Growth Management Plan, a joint effort of the Cities of Corvallis and Philomath, Benton County, and OSU , is to provide a plan for the mostly undeveloped land in the western portion of the Corvallis UGB. The Corvallis City Council adopted the plan in December 1998.

Two of the Plan’s goals call for reduced reliance on private automobiles by creating “development patterns that encourage walking, bicycling, and efficient transit service,” and the creation of pedestrian-friendly neighborhoods “that encourage community building, offer diverse housing types, sizes, prices and rents, discourage auto use, and maintain or enhance the quality of life of their residents.”

The Plan envisions a number of “pedestrian neighborhoods” in the West Corvallis area, with higher-density housing surrounding a 3-5 acre community core serving as a community focal point and providing a mix of uses. Lower-density housing would be located farther away from the community core. An average density of nine housing units per acre in these neighborhoods is desired in order to make transit service feasible.

The Plan proposes a number of policies, which will require revisions to the comprehensive plans, and development codes of Corvallis, Philomath, and Benton County in order to be implemented. Proposed transit-related policies include the following:

**Land Use Policies**

- Encourage the creation of new pedestrian neighborhoods that make efficient use of urban land and facilities, encourage walking, bicycling, and transit, and provide a high-quality, human-scaled neighborhood.
- Require a minimum residential density of nine dwellings per gross residential acre within pedestrian neighborhoods, excluding areas set aside for commercial and employment uses, public facilities, and active recreational parks greater than four acres in size. Smaller parks developed to serve adjoining residences should be included as residential acreage.
- Use arterial streets, rail lines, and hills and streams to define the edges of pedestrian neighborhoods. Where these neighborhoods adjoin other residential areas, require easy connections for pedestrians, bikes, and transit to support the community core and encourage alternative modes of travel.
- Require developers of pedestrian neighborhoods to designate a community core of at least three acres that includes, at a minimum, a small public “green space” or plaza...and a transit stop and that allows other appropriate uses....
- Reroute bus routes to serve community cores and surrounding pedestrian neighborhoods, developing transit stops and locating public facilities and community centers within them.
- Encourage commercial development that is not automobile-oriented and serves local residents as part of community cores in pedestrian neighborhoods.
- Encourage the development of a larger neighborhood shopping area (about 10 acres in size) as part of the pedestrian neighborhood northeast of 53rd and West Hills Road if the designated shopping area at 53rd and Philomath Boulevard is developed for employment or similar uses instead of shopping.
- Require the design of all commercial areas within West Corvallis to incorporate the pedestrian-friendly features called for as part of pedestrian neighborhoods.
- Encourage the development of research and technology centers as part of the pedestrian neighborhoods north of Harrison at Circle and east of 35th at West Hills Road. Locate these centers to be convenient to bus service and within walking distance of the community core of the pedestrian neighborhoods.

**Circulation Policies**

- Create a balanced and integrated circulation system that emphasizes and encourages walking, bicycling, and transit, while accommodating continued use of the private automobile.
- Encourage walking, both for pleasure and as an alternative to the automobile, by ensuring that streets create a pleasant pedestrian environment and provide frequent connections and direct routes within neighborhoods.

- Ensure that transit service within West Corvallis is redesigned and expanded, where possible, to provide efficient and attractive bus service that links West Corvallis to the rest of the Corvallis-Philomath area.
- Reroute bus routes along new collector streets as pedestrian neighborhoods develop to link community cores and provide more accessible transit service to residents.
- Design streets within pedestrian neighborhoods and other residential areas to provide direct and convenient access for pedestrians to bus stops.
- Locate bus stops within community cores and near higher-density housing and commercial or industrial areas; require provisions for benches, shelters, and pullouts to serve new developments, consistent with Corvallis Transit System standards and projected peak-period transit ridership. Where a bench or shelter already exists at a nearby bus stop, projects shall be exempt from this requirement.
- Encourage extension of transit service to Philomath and the designated pedestrian neighborhood within the Philomath UGB.

The transit related goals and policies of the West Corvallis plan will be addressed in interaction with the Transportation Alternatives Analysis.

**Corvallis Transportation Demand Management Plan  
(October 1998)**

The Transportation Demand Management (TDM) Plan builds on the Corvallis Transportation Plan and the subsequent Transportation Alternatives Analysis incorporated as an amended Chapter 11. Major elements of the TDM plan include:

- TDM Support Facilities – pedestrian and bicycle infrastructure and access management to support non-automobile travel;
- City Supported Programs – education and monitoring efforts to promote alternative modes, as well as incentives (fee waivers, civic recognition, variances, etc.) for alternative modes and disincentives (additional or increased fees, parking limitations, etc.) to automobile dependence;
- Transit Plan – substantially increased transit service to provide a genuine alternative to automobiles and reduce per capita vehicle miles traveled; and
- Land Use Plan – reducing travel demand by bringing residences and jobs closer together.

**Corvallis Five-Year Capital Improvement Program**

The City’s most recent Capital Improvement Program update identifies the following transit-related projects:

- Jefferson and Monroe Intersection Improvements – includes turn around facilities for the Linn-Benton Loop. \$227,000 for FY07 & FY08
- Transit Operations Center- construction of CTS operations center. \$3,125,000 for FY09 and FY10
- Harrison Corridor Improvements – include addition of traffic control signals and turn lanes at 35<sup>th</sup> and 36<sup>th</sup>, which will facilitate bus operations. \$534,000 for FY06

### **3.6 OTHER JURISDICTIONS' PLANS AND POLICIES**

An effective regional plan requires that the policies of one jurisdiction, such as the City of Corvallis, be coordinated with those of other area jurisdictions. The jurisdictions with the greatest interest in future CTS planning efforts are Benton County, the City of Philomath and Adair Village.

#### **Benton County Comprehensive Plan**

The County Comprehensive Plan provides the official policies which will be used in County decision-making processes. The Plan's Transportation Element "is intended to provide the framework for an efficient and effective transportation system in Benton County."

Transit-related policies contained in the Comprehensive Plan include:

- Pedestrian, bicycle, and equestrian facilities should be established as needed and as funding is available. (Many of these facilities can be used to access transit.)
- The County should pursue an effective public transportation system, including the joint use of school buses and private transit, as resources permit.
- The provision of public transit and paratransit for persons with disabilities and the transportation-disadvantaged should be pursued. (Benton County Dial-A-Bus/County Cruiser provides this service.)
- Bus turnout standards shall be established which allow removal of buses from the roadway while transferring passengers and smooth transition to and from the traffic flow.
- Sidewalk standards shall comply with city standards for urban roadway improvements including new roadways, major reconstruction or subdivision developments. Ramps for the handicapped shall be provided as necessary.
- Areas zoned for increased housing density should be concentrated along major transportation routes. Limited access to these major routes shall be required to insure planned efficient and safe ingress and egress from developments.
- The County should support or implement as appropriate the bus loop system connecting Albany, LBCC, Corvallis and Philomath, as recommended in the Linn-Benton Transit Development Plan. (The County provides financial support.)
- The County should adopt measures to encourage the use of carpools and mass transit by both public and private employees in the County.

#### **Benton County Development Code (1990, with amendments through 1994)**

The Benton County Development Code provides the regulations that implement Comprehensive Plan policies. The County Comprehensive Plan, as well as the comprehensive plans of the incorporated jurisdictions within the County (including Corvallis) are incorporated by reference into the Development Code.

There are no Development Code regulations that specifically mention transit-related improvements. The Code does provide for 6-foot sidewalks on arterials and collectors in urban areas and 5-foot sidewalks on local streets in urban areas. Sidewalks are not required in rural areas.

### **Benton County Transportation System Plan (2001)**

The County's Transportation System Plan (TSP) adds to, enhances and/or implements various transportation policies set forth in the Benton County Comprehensive Plan. The Transportation Improvement Plan element identifies \$2.125 million of capital costs and over \$12 million of operating costs in support of new or expanded public transit services within the county over the 20-year planning period. The TSP Vision Statement highlights the need for alternative travel modes and coordinating land use and transportation decision making. The Public Transportation Plan element of the TSP identified many transit-related deficiencies at the time, mostly outside of Corvallis except for the need for late evening and Sunday service.

The TSP proposed one new transportation policy related to public transportation:

Benton County shall seek ways to provide public transportation choices within the commuter corridors within the county.

Additionally, the TSP states that the formation of a Transit District is the preferred means of providing intercity and rural transportation services within the region. The formation of a District would require a public vote and would provide a mechanism for establishing a dedicated funding source for public transportation.

The TSP further outlines a set of preferred alternatives to address intercity and rural transit and TDM needs. These are:

- Satellite Park-and-Ride Shuttle Service in Highway 99W Corridor to Adair Village, Lewisburg, and Monroe
- Satellite Park-and-Ride Lots in North Albany, Philomath, Adair Village, Lewisburg, and Monroe
- Express Bus Service in U.S. 20 Corridor Between Albany and Philomath
- Support Expanded Corvallis Transit System Service
- Expand Dial-A-Bus/County Cruiser Service
- Continued Valley Retriever Service
- Continued Rural Rounds Service
- Continued Linn-Benton Loop Service

The county TSP is being updated and incorporated into Destination 2030, the upcoming regional TSP being generated by the Corvallis Area Metropolitan Planning Organization.

### **Philomath Transportation System Plan (1999)**

The Philomath TSP includes a Public Transportation Plan component that addresses baseline and future public transportation services. This element of the TSP:

- Encourages increased usage of the intercity connections and senior citizen and disabled public transportation services that were in operation at the time of the plan's release.
- Acknowledges that Philomath would become part of a Corvallis area MPO planning area and would see fixed-route service within the 20-year timeframe.

- Specifies that Philomath can plan for future transit services with growth patterns that support rather than discourage transit use in the future.

The Philomath TSP also includes a Transportation Demand Management Plan component. As the plan was released at a time Philomath did not have regular fixed-route service, the TDM element does not stress public transportation as an option for reducing automobile trips. The TSP is being updated and incorporated into Destination 2030, the upcoming regional TSP being generated by the Corvallis Area Metropolitan Planning Organization.

**Corvallis Area Metropolitan Transportation Planning Organization Regional Transportation Plan (CAMPO RTP): Destination 2030**

The existing transportation plans for Benton County, Corvallis and Philomath are between two and eight years old while Adair Village does not have a transportation plan. The Corvallis Area Metropolitan Planning Organization (CAMPO) adopted the Destination 2030 Plan in September 2006 to combine and update the three transportation plans into a regional plan that covers all these jurisdictions, including Adair Village. The completion of the plan entailed a considerable public involvement process.

CAMPO has identified in its 2005-06 Unified Planning Work Program the coordination of transit planning in the federally defined urbanized area (UA) as one of its responsibilities and work products. The goal of this coordinated planning work item is to ensure seamless passenger transfer service within the UA as well as with other public transit service providers passing through or connecting with the UA.

The CAMPO Destination 2030 includes planning and projects for transit in the MPO boundary. This area encompasses Corvallis UGB and the plan includes CTS. The RTP is a 20 year plan that is required by federal regulations to be periodically updated at least every four years. The RTP includes a projected need for increased transit facilities and services. These service increases are projected to occur in certain decade blocks, however any increase in fleet, facilities or services is dependant on funding.

All federal funding CTS received from the FTA must be programmed in the CAMPO Transportation Improvement Plan (TIP) as well as the Oregon STIP.