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## How the TSP Was Developed

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*This chapter describes the process Benton County used to develop the Transportation System Plan (TSP), including the level of public involvement in the development process, the vision statement, goals, and evaluation criteria used to guide the process, and the key role other plans, policies, and transportation agencies played in the development of this TSP.*

### 2.1 The Planning Process

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At the beginning of the planning process, the Board of County Commissioners appointed individuals to serve on two committees, a Task Force and a Technical Advisory Committee. Guided by Benton County staff, these two committees participated in and oversaw development of the TSP, which was accomplished in two primary phases.

During **Phase One**, these groups worked with consultants (Kittleson and Associates) and staff to assemble the TSP Background Document, which contains descriptions, definitions, and analyses of each major transportation element within Benton County, existing transportation deficiencies, a forecast of future deficiencies, cost estimates, and more.

During **Phase Two**, project staff presented the information and findings contained in the Background Document to many community-based gatherings and interest groups to verify issues and findings, solicit input and comments, and facilitate visioning and goal setting. Phase Two also provided extensive public outreach to develop, consider, and evaluate various alternatives to address the existing and future transportation needs of the community, and to select the preferred alternative. This phase culminated in development of this document, which includes information from the Background Document, the various TSP elements representing the preferred alternative, and the recommended policy language in support of this TSP.

#### The Technical Advisory Committee

The Technical Advisory Committee was comprised of planning staff from transportation agencies with jurisdiction within Benton County representing local, county, state, and federal agencies, including representatives from Oregon State University and the Willamette and Pacific Railroad. This Committee was primarily responsible for the following:

- ◆ Ensuring consistency with existing and ongoing plans, policies, and planning activities
- ◆ Providing direction, review, and comment on the technical analysis and findings
- ◆ Supporting development of a TSP that complies with the TPR

Members of the Technical Advisory Committee included:

Darrel Tedesch, *Chief*, Albany Fire Department  
Eric Teitelman, *Transportation Services Supervisor*, City of Albany  
Virginia Grilley, *Recreation/Engineering Staff Officer*, U.S. Forest Service  
Peter Idema, *Planner*, ODOT  
John Koch, *Facilities Planner*, OSU

Charles Gilbert, *Office Engineer*, Willamette & Pacific Railroad  
Fred Towne, *Planner*, City of Corvallis  
Scott Olson, *Assistant County Engineer*, Benton County Public Works Dept.  
Jim Blair, *Public Works Director*, Benton County Public Works Dept.  
Roger Irvin, *Director*, Benton County Development Dept.  
Jim Hope, *Advance Planner*, Benton County Development Dept.  
Dave Copley, *Project Coordinator*, Benton County Public Works Dept.

### The Task Force

The Benton County Board of Commissioners appointed a group of 12 citizens to comprise the Task Force. Members included public and private employees, individuals with professional expertise in transportation, and others with expertise in particular local transportation interests. This Committee was responsible for the following:

- ◆ Representing the broad views of County citizenry
- ◆ Contributing to the identification of issues, the development of the vision statement, goals, and objectives, and the application of evaluation criteria
- ◆ Providing input and comment on the information and findings developed throughout the process
- ◆ Assisting with the identification, evaluation, and selection of alternatives to support and develop the overall transportation system

Members of the Task Force included:

Rick Luebbers (Chair)	Joseph Heaney
John Deagan	Howard Kraus
Walter Eichler	Claire Keith
Terri Tower	Jim Kinnear
Randy Hereford	Lanny Zoeller
Jean Nath	Marcy Eastham

## 2.1.2 PHASE ONE: Identifying the Issues and Developing the TSP Background Document

Phase One began with an assessment of the existing transportation system conditions, stakeholder interviews, issues identification, current plan and policy review, and inventory of the physical and operational characteristics of the existing multi-modal transportation systems. County staff gathered information that described and defined each major transportation element within Benton County, including data on physical features, existing uses and demands, and capabilities and carrying capacities of each element, as appropriate. A forecast of future transportation deficiencies was completed, and alternative strategies toward selection of the components that comprise the recommended plan were developed.

Project and County staff identified a list of 42 key stakeholders to be interviewed for the purpose of determining public opinion of the transportation system and identifying significant issues to be addressed during the TSP process. The project staff, County staff, Task Force, and Technical Advisory Committee reviewed and discussed the comments, opinions, and issues from the stakeholder interviews and approved a final set of issue statements to guide the study process. This first identification of issues helped to focus the study and analysis of the transportation system under existing and future conditions. This phase culminated in completion of the TSP **Background Document**, published in June, 1996.

The Background Document contains the stakeholder interview summary, review of current plans and policies, a system inventory, analysis of safety and operational performance, evaluation of connectivity and mobility, future travel demand forecast, identification of existing and future deficiencies, strategies for making improvements, and cost estimates for projects and overall strategies. The Background Document provided the

material necessary to support the concentrated public involvement effort undertaken in Phase Two of the project.

### 2.1.3 PHASE TWO: Involving the Public and Preparing the TSP

When the TSP Background Document was complete, County staff initiated an extensive public involvement process in order to identify the community's opinion of and concern about the transportation system, and to formulate solutions most appropriate for their needs and desires. The meetings of Phase Two took place primarily in two series:

- ◆ Visioning, Goal Setting, Issues Identification, and Strategies Development
- ◆ Evaluating Alternatives and Selecting Preferred Alternatives

The **first series** of meetings presented the information contained in the Background Document, developed the vision statement and TSP goals, expanded the understanding of the community's transportation-related issues, and discussed and prioritized strategies to develop solutions.

Project staff led the groups in a process of developing a single vision statement and set of goals. Participants responded to ideas, offered their own, refined the wording, and ultimately affirmed or rejected the various elements of these statements. Only majority support from participants at all public involvement meetings qualified a goal to remain in the final set. *(A complete list of the goals and criteria used in developing the TSP, appears later in this chapter.)*

The **second series** of meetings used the adopted vision statement and goals to evaluate the results of various proposed strategies, and to identify specific projects to best meet the County's transportation needs. In these meetings, participants also used criteria developed from the goals to evaluate four sets of potential transportation improvements, based on the core strategies. These evaluations, along with further input on specific projects and programs, provided the basis for the preferred alternative that was selected and presented in a May 1997 newsletter and at the May 28, 1997 Town Hall Meeting.

All of the analysis, public involvement, and guidance by staff, the Task Force, and the Technical Advisory Committee have shaped this TSP. Some of the information contained in the Background Document has been incorporated into this document, providing a single, comprehensive resource.

#### 2.1.3.A Public Involvement

This TSP was shaped by extensive public involvement throughout its development. Public awareness of the transportation planning process was promoted through newsletters, newspaper articles, and direct mailings. Committee and public meetings were held 50 times in various locations throughout the County to solicit ideas and input, identify issues and needs, confirm analysis and findings, and obtain comment and direction.

The results of these efforts include the vision statement, goals for the plan, community-based strategies to address identified needs, evaluation criteria for proposed projects, and ultimately this document, the final TSP. Equally important, this public process has informed and educated the public and afforded Benton County the opportunity to engage the public in development of their future transportation system.

Benton County is home to citizens with a broad range of social and economic interests. The development of the TSP relied on both the local knowledge and the guiding values of the County's citizens. Participants in public meetings from North Albany to Alsea and from Monroe to Kings Valley were able to offer direct, day-to-day experience of the needs and potentials of the various parts of the County's transportation system. Citizens with interests in farming, teaching, and manufacturing; in bicycling, hauling logs, and commuting to work, all brought to bear the values and visions that underlie Benton County, in the development of this TSP. The goal of the public involvement process was to build on the local knowledge and guiding values of citizens to shape a TSP that will find broad support and provide for a transportation system that meets the County's needs for the coming 20 years.

The following sections summarize the various methods employed to inform and engage the public. Sharing information, inviting input and comment, and facilitating open discussions of issues and solutions were keys to the public outreach that was provided.

### County-wide Newsletters

Two County newsletters were devoted to the transportation planning process. Each newsletter was prepared in full color on newsprint, in a 17" x 23" multi-fold layout, and printed in production runs of approximately 35,000 issues. The newsletters were bulk-mailed to County residential mailing addresses.

The **Summer 1996 Issue** presented information from the Background Document created in the first phase of the TSP development. It gave an overview of the planning process, summarized existing conditions, and identified problem areas/issues. It explained the set of overall strategies to be studied as approaches to meeting present and future needs. In addition, the newsletter solicited the general public, community groups and associations, and special committees on transportation to provide input to the process.

The **May 1997 Issue** presented the results of the transportation alternatives analysis and public involvement. It included the vision statement and TSP goals and objectives. A map included in the newsletter illustrated the major modal elements of the proposed TSP and recommended improvements. The newsletter invited citizens to attend a County-wide Town Hall Meeting held in late May 1997 to provide comment on each of the plan elements and recommended improvements.

### Newspaper Articles

Articles published in the Corvallis Gazette Times newspaper featured transportation issues and proposed solutions that were being discussed and debated during the TSP development process. These articles included information on transportation issues being considered by the Cities of Philomath, Monroe, North Albany, Albany, and Corvallis, as well as Benton County. During the course of the TSP development, both the Gazette Times and the Oregonian newspapers published articles on statewide transportation issues (including pending transportation funding legislation) that had potentially significant impact on Benton County.

### Direct Mailings

The County sent direct mailings to interested citizens announcing public meetings to be held in their area and inviting them to attend to discuss local and countywide transportation issues. These mailings were targeted to geographic areas (usually one or more communities) of the County. Mailing lists of interested parties were maintained and expanded by the County, as more citizens became involved in the process.

### Stakeholder Interviews

Early in the project, community leaders and key "stakeholders" were asked their views on many issues linked to the County transportation plan. The 42 people interviewed included leading transportation and planning professionals, citizens involved in community affairs, and others potentially affected by transportation issues. Among the broad cross-section interviewed were top managers of jurisdictions, regulatory/resource agency staff, business/economic development interests, developers and realtors, and other community leaders and area residents.

Participants were asked to share their views on issues related to the Benton County TSP: values and principles to guide the planning, preferred types and locations for new facilities, environmental factors, financial and social costs, citizen participation, and other issues. Interviews were conducted on a confidential basis, and a summary of the issues identified through the interviews is presented in the Background Document.

### Committee Meetings

The Task Force and Technical Advisory Committees each met 11 times during the course of the project, providing critical guidance on the development of the TSP. These two committees had the greatest influence over the process and development. Meeting minutes of both Committees were recorded, edited, approved, and made a part of the public record for the planning process. In addition, the meetings were publicized and open to the public, providing another means of public access to the planning process.

The Technical Advisory Committee reviewed all analysis, findings, and recommendations before they were forwarded to the Task Force. Comments, issues, discussions, and recommendations that occurred during Task Force meetings were reviewed and approved by the County staff and/or the Technical Advisory Committee, wherever appropriate.

Issues raised by the public were discussed with both Committees, and an appropriate course of action selected. Public perceptions were also discussed and addressed, usually through some form of additional information and/or public outreach.

### Communities and Special Interest Groups

Project staff met with community representatives, advisory committees, governmental bodies, and citizens at large on 32 separate occasions. Groups and meeting locations were chosen to reach a full cross section of the County and to draw on the most involved and knowledgeable citizens. Groups of concerned citizens were gathered by geographic location (typically associated with local communities) at key points in the process to ensure that no area of the County was overlooked. Meetings were held with ongoing committees charged with advising the County on transportation related issues and with business groups focused on similar issues. Finally, at key points during the planning process, project staff made presentations to the County Planning Commission and the County Commissioners on the status and key findings of the study.

Meetings with the various community-based gatherings and interest groups were held from two to four times to obtain input for the TSP. Area residents were notified of these public meetings via public service announcements, community newsletters, and direct mailings issued by County staff. The Summer 1996 County Newsletter contained an invitation for citizens to participate in the Citizen Advisory Committees for their areas. In those areas of the County where these committees were active, they served as the core of local community-based gathering.

### Community-Based Gatherings

Benton County staff divided the County into five geographic areas for the purpose of providing more extensive public outreach and focused discussion of local as well as County-wide issues and needs. Two or more meetings were facilitated in each one of these five areas, with the location of the meetings sometimes varied to reach different communities.

The five geographic areas and the locations where community-based meetings were held are listed below:

- ◆ Southwest Benton County      Alsea
- ◆ Northwest Benton County      Blodgett and Wren
- ◆ South Benton County      Monroe
  
- ◆ Mid Benton County      Philomath and Corvallis (Benton County Fairgrounds)
- ◆ North Benton County      Adair Village

### Interest Groups and Standing Committees

Several official committees that address transportation-related issues exist within Benton County. Two or more meetings were facilitated with each of these Committees to specifically discuss the process and development of the TSP.

In addition, meetings were arranged to discuss the TSP with two active interest groups that focus on transportation and economic development in Benton County. Both groups met twice to discuss issues, needs,

and considered solutions. Listed below are the committees and interest groups with whom project staff was able to meet:

- ◆ Benton County Roads Advisory Board
- ◆ Benton County Bicycle Advisory Committee
- ◆ Benton County Special Transportation Advisory Committee
- ◆ City of Corvallis Chamber of Commerce Transportation Sub-Committee
- ◆ City of Corvallis Chamber of Commerce
- ◆ Benton County Staff
- ◆ Benton County Planning Commission
- ◆ Benton County Board of Commissioners

One County-wide Town Hall Meeting was also held at a central location in downtown Corvallis, presenting the preliminary draft plan elements and soliciting input on recommendations. This was the most well attended meeting held during development of the TSP, with approximately 60 individuals attending.

### **2.1.3.B Development and Evaluation of the Recommended Alternative**

Both the public process and the technical analysis contributed to an understanding of the County’s transportation system needs over the next 20 years, helping to identify many specific issues and problem areas.

The core strategies discussed below helped shape development of potential solutions for each existing and future need. These potential solutions were then subject to public input, technical analysis, and committee and public evaluation, resulting in the selection of the “recommended alternative.”

Finally, consideration was given to existing policies that could limit implementation of certain recommended improvements. Improvements that had to meet specific policy requirements were identified, and, where appropriate, alternative improvements were determined.

The transportation improvements that comprise the recommended alternative for Benton County’s transportation system were categorized by mode of travel and type of need or improvement that is required, as listed below:

#### **Vehicular Needs:**

- ◆ U.S. 20 Corridor—Corvallis to Albany
- ◆ North Albany Road/Gibson Hill Drive Corridor in N. Albany
- ◆ U.S. 20/Highway 34 Corridor—Philomath to Corvallis
- ◆ U.S. 20 Corridor—Lincoln County Line to Highway 34
- ◆ North Highway 99W Corridor
- ◆ Bellfountain Road/South Highway 99W Corridor
- ◆ Intersection Capacity Projects
- ◆ Bridge Replacement Projects
- ◆ Airport-related Project
- ◆ Other Roadway Capacity/Connectivity Projects
- ◆ Safety Projects

#### **Multi-modal Needs:**

- ◆ Rural Transit/Transportation Demand Management (TDM)
- ◆ Bicycle and Pedestrian Connectivity

#### **Planning Projects: (various)**

These categories are intended to facilitate an orderly and helpful presentation of a rather large set of recommended improvement projects. The recommended improvement projects are illustrated in **Figures 3-A, 3-B, 3-C.1, 3-C.2, 4-1B, 5-2.**

### **2.1.3.C Core Strategies and Transportation Deficiency Issues**

Working with the Task Force and the Technical Advisory Committee, project staff developed four core strategies, described briefly below, as tools to develop and analyze various approaches to addressing the identified needs.

- ◆ **Capital Intensive Roadway Strategy** identifies what will be required in terms of construction and costs for the County to build its way out of congestion by providing additional roadway capacity.
- ◆ **Transit/Transportation Demand Management (TDM) Strategy** greatly expands existing public transit service and encourages other means of reducing peak-hour, single-occupant vehicles in an attempt to reduce the amount of road construction required.
- ◆ **Transportation System Management (TSM) Strategy** includes measures that squeeze the maximum possible amount of efficiency out of the existing roadway system before turning to road construction.
- ◆ **Modified Land Use Strategy** ties future land use decisions and transportation planning together to create a more efficient transportation system.

Potential solutions to each identified need were developed to specifically reflect the merits of each strategy. More than 150 potential solutions were developed and analyzed to address the 65 existing and future needs identified through the public process and the technical analysis. The committees determined that approximately 60 potential solutions were infeasible or less desirable than other solutions and were dropped from further consideration.

Each of the alternative strategies was expressed in a set of projects designed to meet the identified problems. Tables 12-1 through 12-4 in the June 1996 Background Document list 65 separate problem areas with the solution or solutions proposed under each core strategy. Key findings of the technical analysis and possible solutions development were highlighted during the public consideration and evaluation process. Public feedback confirmed these key findings to be:

- ◆ The majority of roadway congestion will occur on the state highway system.
- ◆ Limited new road construction to improve connectivity could allow the county road system to relieve some congestion.
- ◆ Even with improved connectivity and aggressive efforts to decrease dependence on automobile travel, U.S. 20 between Albany and Corvallis and U.S. 20/Highway 34 between Corvallis and Philomath would need to be widened to provide operational capacity that complies with State capacity standards for the next 20 years.
- ◆ Financial constraints will require the lowest-cost alternatives suitable for meeting the needs of the next 20 years and may require a compromise of the vision and/or goals.

Public meetings reflected on the core strategies, including their underlying philosophies and applied results. This public involvement effort also resulted in a vision statement and goals for the transportation system. From these a set of evaluation criteria were developed and applied to select the best set of alternatives that fulfilled the vision and goals. In addition, the meetings provided reactions to specific proposed projects, identification of further areas of need, and additional potential solutions. All of this went into the development of the recommended alternative.

The Task Force and Technical Advisory Committee then applied the evaluation criteria to the recommended alternative, resulting in further changes. In general, projects with no apparent public support received low priority. When alternative solutions had no clear public preference, lower-cost solutions were favored. Some otherwise very desirable projects were not included because the various costs (monetary, social, and environmental) were judged prohibitive. When the evaluation criteria revealed an imbalance in the support of differing transportation modes, the project mix was adjusted accordingly.

Projects included in the 1980 Transportation Management Plan were considered as part of this analysis. These projects were verified for inclusion in this plan, and their scheduled implementation is shown in Chapter 7. Improvement projects dropped from the previous plan include the extension of North Albany Road (from Scenic Drive to Oak Grove Drive) and the extension of Bellfountain road to U.S. 20/Highway 34. The North Albany Road project was considered and dropped in both this TSP and the Albany TSP due to its limited benefit and the likely difficulty of obtaining a statewide land use goal exception (for constructing a new roadway through Exclusive Farm Use (EFU) lands). The Bellfountain Road project was deleted due to lack of public support and the uncertainty of qualification for a statewide land use goal exception.

## **2.2 Transportation System 20-Year Vision**

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During meetings of the Benton County Transportation Plan Task Force, citizen members raised concerns that the County lacked a comprehensive, community-based vision for its transportation system. The Task Force determined that as a part of the public involvement process, the communities of Benton County should be engaged in a discussion that would ultimately lead to the development of such a vision. Therefore, as a part of the initial community-based public meetings held in each of the five areas of the County, project staff and community members worked together to formulate a vision statement that represented the public's desire for the future transportation system.

At each meeting, staff presented two draft vision statements as a beginning point for discussion. Attendees defined terms, suggested alternative phrases, and prepared a draft vision statement. Information generated by discussions at previous meetings were shared in subsequent meetings to facilitate a collective development of ideas. When all of the community-based meetings were completed, the Task Force reviewed the compiled final draft vision statement, suggested minor edits, and the final vision statement was prepared.

The vision statement presented below was published and included in newsletters distributed throughout the County, to every residential household. This vision statement became an integral part of the decision making process during the development and evaluation of transportation improvement alternatives.

### **2.2.1 Benton County Transportation System Vision Statement**

**Benton County Transportation System  
VISION STATEMENT**

The Benton County Transportation System seeks to preserve, protect, and promote the County's sustainability, livability, and economic vitality by:

- Providing choices of alternative travel modes
- Maximizing the efficiency of existing facilities
- Intertwining quality of life, land use, and transportation decision making

The Benton County Transportation System will provide equitably funded, safe, efficient, cost-effective mobility and accessibility to all County residents, businesses, and emergency services within and across County boundaries.



### **2.2.1.A A Vision for Rail Service in the 21st Century**

Benton County believes rail will be a principal component of multi-modal transportation in the County sooner rather than later, especially if work begins within this planning period to increase passenger use of rail and to shift more freight traffic off of roadways and onto rail.

Benton County has existing rail and rail rights-of-way that extend east/west from Albany to the western edge of the County. North/south rail extends from the Polk County boundary in the north to the City of Monroe in the south. Existing rail lines could serve to connect the expanding Amtrak service available in Albany with major employers and municipalities in Benton County, reducing vehicle traffic on roadways, especially U.S. 20 and Highway 34.

A major portion of employees working at employers in Benton County live outside of the County or at a distance that creates commuter traffic. Embracing and developing passenger rail service will help stem the increasing load of greenhouse gases in the atmosphere, and a shift to freight rail will relieve mounting truck traffic on county and state roads and highways, which increases road maintenance and also contributes to greenhouse gas production.

## **2.3 Transportation System Goals**

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During the same community-based meetings at which attendees helped develop the vision statement, they also worked to develop goals/objectives. Starting with an initial list of draft goals, put together with assistance from the Task Force, attendees followed a process similar to that used to develop the vision statement, which again supported the collective development of ideas. At the conclusion of each meeting, attendees were asked to vote in favor or against each goal/objective. Only those goals/objectives that had majority support of the public were accepted as final goals. The final goals listed below were also presented to the Technical Advisory Committee and Task Force for final approval.

### **2.3.1 Mobility, Circulation, and Safety Goals**

- ◆ Develop a transportation system to facilitate appropriate travel modes.
- ◆ Ensure sufficient capacity is provided concurrent with future travel demand to, within, and through Benton County.
- ◆ Provide safe interactive multi-modal facilities.
- ◆ Ensure mobility to the transportation disadvantaged.
- ◆ Coordinate with local agencies and providers to expand transit services countywide.
- ◆ Ensure an adequate truck route network to reduce commercial/neighborhood conflicts.
- ◆ Provide both primary and secondary access for emergency services.

### **2.3.2 Capital Improvement Goals**

- ◆ Maximize the useful life of existing facilities.
- ◆ Maximize the cost effectiveness of transportation improvements.
- ◆ Ensure adequate and equitable long-term funding mechanisms.
- ◆ Maintain a Transportation Improvement Plan.

### 2.3.3 Community Goals

- ◆ Provide transportation services that preserve and protect the scenic and natural resources and rural character of Benton County.
- ◆ Minimize conflicting uses on the transportation system that degrade neighborhoods and rural communities.

### 2.3.4 Economic Development Goals

- ◆ Preserve and protect transportation corridors essential to the economic vitality of the County.
- ◆ Promote the use of freight rail and air service to reduce trucking activity on County roads.
- ◆ Promote efficient and affordable ground transportation to existing regional airports (Portland and Eugene).

### 2.3.5 Relevant Oregon Highway Plan Actions

- ◆ Develop plans and projects in accordance with roadway classifications and functions; work to maintain highway mobility and access management standards. (OHP Action 3A.3, p. 110)
- ◆ Conduct County transportation planning and development in coordination with other local jurisdictions and ODOT, as applicable. (This is specified for bicycles, but not for roadways.)
- ◆ Maintain and improve freight movement efficiency and access to intermodal connections. (OHP Policy 4A, p. 121)
- ◆ Consider traffic circulation, safety, and mobility in land use decisions so that potential degradation of transportation facilities by adjacent land use is considered.

## 2.4 Evaluation Criteria

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A set of evaluation criteria was developed, based on the goals, to assist in the decision making process and ensure that the TSP was appropriately developed. Each criterion was developed to represent one or more specific goals identified by the public. Project staff prepared a set of draft evaluation criteria and presented them to the TSP Committees for review and comment. Listed below is the final set of evaluation criteria used in the evaluation of transportation improvement alternatives and selection of the preferred set of alternatives.

- ◆ Improves safety and maintains acceptable Levels of Service (LOS) and or Volume/Capacity (V/C) ratios for Local Streets, Collector Streets, Arterial Streets, and State Highways?
- ◆ Balances all travel modes: Pedestrians, Bicycles, Automobiles, Commercial Trucks, Freight Rail, Public Transit?
- ◆ Provides freedom of movement across modes?
- ◆ Offers circulation alternatives?
- ◆ Provides for mobility of the transportation disadvantaged?
- ◆ Maximizes the useful life of existing facilities?
- ◆ Maximizes the cost effectiveness of improvements?
- ◆ Preserves and promotes economic viability?
- ◆ Preserves scenic and natural resources of the County?

- ◆ Relies on and/or upgrades existing facilities where appropriate?
- ◆ Preserves the rural character of the County where appropriate?
- ◆ Minimizes degradation to neighborhoods and rural communities?
- ◆ Provides reasonable ground transportation to regional airports?
- ◆ Provides connectivity for bicycle users to City/State routes?
- ◆ Preserves/improves emergency vehicle access?

The application of these evaluation criteria supported the decision making process and facilitated the development of a TSP that truly provides for the stated needs and desires of the community.

## 2.5 Relationship to Other Plans, Policies, and Transportation Agencies

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### 2.5.1 State Plans and Policies

#### **Oregon Department of Transportation (ODOT) and Oregon Department of Land Conservation and Development (DLCD)**

Several key State plans, policies, and rules influence the form, content, and/or process of preparing the TSP. In addition, consistency and coordination with these plans is essential to the success of the TSP. Therefore, the following review was prepared of these key documents:

- ◆ Oregon Transportation Planning Rule
- ◆ Oregon Transportation Plan
- ◆ Oregon Highway Plan
- ◆ Oregon Bicycle and Pedestrian Plan
- ◆ Oregon Rail Plan
- ◆ Oregon Statewide Transportation Improvement Program

#### **2.5.1.A Oregon Transportation Planning Rule**

The Transportation Planning Rule (TPR), found in the Oregon Administrative Rule Chapter 660, Division 12, is provided for implementing the Statewide Planning Goal 12 (Transportation). In addition, the purpose of the TPR is to explain the procedures necessary for local governments to comply with other statewide planning goals and identify how transportation facilities are to be provided on rural lands, consistent with the 15 statewide goals. The TPR requires local jurisdictions to develop TSPs and amend land use regulations to achieve several objectives. Listed below are the relevant objectives of the TPR that must be addressed in the TSP. *(For the full text of the TPR, see Appendix A.)*

- ◆ Plan for local transportation systems in a way that is consistent with state plans.
- ◆ Develop travel demand forecasts that reflect accomplishment of TPR objectives and compact urban development.
- ◆ Consider low-cost facilities and services to remedy identified deficiencies and to reduce reliance on the automobile.

- ◆ Identify a road network that reduces reliance on arterials for local trips and identifies local street connections and extensions.
- ◆ Plan and provide funding for a network of streets, sidewalks, bikeways, and accessways to provide for convenient bike and pedestrian circulation.
- ◆ Consider and adopt alternatives that can be implemented at reasonable cost, considering likely funding sources.
- ◆ Develop and adopt plan policies, ordinance standards, and, where possible, maps that assure existing and new streets will be extended and connected to provide direct and convenient routes for bikes and pedestrians to typical neighborhood destinations.
- ◆ Reduce excessive standards for local street width and right-of-way, to make streets more livable and safer for bicyclists and pedestrians.
- ◆ Assure that new developments and land divisions include bicycle and pedestrian accessways and circulation patterns that are safe, convenient, and attractive.

The TPR was amended in 1995 and this TSP was prepared using the September 1995 version of the TPR as a guideline. This TSP has been developed in light of the TPR requirements and the above mentioned objectives.

### 2.5.1.B Oregon Transportation Plan

The 1992 Oregon Transportation Plan (OTP) contains a policy element that defines the goals, policies, and actions for the State over the next forty years. It offers direction for coordinating transportation modes and enhancing the relationship of transportation to land use, economic development, the environment, and energy use. It also addresses the coordination of transportation with federal, state, regional, and local plans. The second part of the OTP defines the system elements of the plan. It identifies a coordinated multi-modal transportation system, with a network of facilities and services for all modes of travel including air, rail, highway, bikeway, pedestrian, public transit, pipelines, waterways, and marine transportation.

The state of Oregon adopted the OTP through the Oregon Transportation Commission on September 15, 1992. The financing program and legislation needed to implement the OTP was submitted to the 1993 legislature; however, the financing plan failed to win legislative approval at that time. It was submitted again to the legislature in both 1995 and 1997 and failed to gain approval. The 1999 legislature approved an increased gas tax and replaced the weight mile tax on trucks with a diesel fuel tax. The American Automobile Association led an initiative petition effort that resulted in repeal of the tax increase at the polls. The goals and policies stated in the OTP define a balanced and efficient transportation system that promotes accessibility to all potential users. The purpose of the OTP is to guide the development of a safe, convenient, and efficient system that promotes economic prosperity and livability for all Oregonians. The goals of the Oregon Transportation Plan are:

**GOAL 1—Characteristics of the System.** To enhance Oregon’s comparative economic advantage and quality of life by the provision of a transportation system with the following characteristics: balance, efficiency, accessibility, environmental responsibility, connectivity among places, connectivity among modes and carriers, safety, and financial stability.

**GOAL 2—Livability.** To develop a multi-modal transportation system that provides access to the entire state, supports acknowledged comprehensive land use plans, is sensitive to regional differences, and supports livability in urban and rural areas.

**GOAL 3—Economic Development.** To promote the expansion and diversity of Oregon’s economy through the efficient and effective movement of goods, services, and passengers in a safe, energy efficient, and environmentally sound manner.

**GOAL 4—Implementation.** To implement the Transportation Plan by creating a stable but flexible financing system, using good management practices, supporting transportation research and technology, and cooperatively working with federal, regional, local, and Indian tribal governments, and the private sector and citizens.

In regard to Benton County, the Oregon Transportation Plan identifies specific transportation system improvements and minimum service levels to meet Goals 1 through 4, including:

- ◆ An intercity bus passenger terminal subject to public control in the Albany/Corvallis area to assure open access to all carriers
- ◆ Direct connections between intercity bus, air, rail, airport limousine services, and local transit in the Albany/Corvallis area
- ◆ A minimum of three round trip connections to Portland should be available each day via intercity passenger modes from the Albany/Corvallis area
- ◆ One round trip per day should be available between Newport and Corvallis by an intercity passenger mode
- ◆ Intercity bus lines and local transit services should be coordinated with intercity rail service in Albany to provide timely and convenient connections
- ◆ Intelligent Vehicle Highway Systems (IVHS) should be established within metropolitan areas to increase system capacity, improve motorist information, and improve travel efficiency
- ◆ Urban transit services should be provided in all parts of the urbanized area, once Corvallis becomes a Metropolitan Planning Organization (MPO) area at population 50,000
- ◆ Service frequencies for all routes should be no less frequent than one-half hour at peak times, once Corvallis becomes an MPO

The OTP is part of an ongoing transportation planning process within the Oregon Department of Transportation. Oregon Revised Statute 184.168(1) requires state agencies to use the OTP to guide and coordinate transportation activities. The OTP and the supporting modal plans must comply with the State Agency Coordination Program and the statewide planning goals. The TPR requires ODOT to identify a system of transportation facilities and services adequate to meet identified state transportation needs. The OTP, including the policy and system elements and adopted modal and facility plans, is intended to meet the requirements for the state transportation system plan.

### 2.5.1.C Oregon Highway Plan (1991)

The 1991 Oregon Highway Plan (OHP) was a policy and strategies document that served as the highway element of the Oregon Transportation Plan until adoption of the current OHP adopted in December 1999. It guided operating and financial decision-making through the development of roadway standards, the identification of roadway needs between 1991 and 1999, and the development of funding strategies to address these needs. The Benton County TSP process leading up to the draft document published in February 2000 was completed prior to adoption of the 1999 OHP. The Benton County TSP planning effort has endeavored to comply with the 1991 OHP. Benton County will need to make some modifications to the County's TSP during the next periodic review cycle to bring the document into compliance with the new OHP. The 1991 Plan established a level of importance (LOI), comparable to a functional class, that identifies a roadway's function and establishes level of service and access standards for it. The following levels of importance are defined:

**Interstate highways** connect major cities, regions of the state, and other states. These highways should provide "safe and efficient high-speed continuous-flow operation in urban and rural areas."

**Statewide highways** connect larger urban areas, ports, and major recreation areas not directly served by the Interstate highway system. They should provide "safe and efficient high-speed continuous-flow operation in rural areas and high- to moderate-speed operations with limited interruptions of flow in urban and urbanizing areas."

**Regional highways** connect smaller population centers to larger population centers and to higher level facilities. Land access is a secondary function. They should provide "safe and efficient high-speed continuous-flow operation in rural areas, except where there are significant environmental constraints, and moderate- to low-speed operation in urban and urbanizing areas with moderate interruptions to flow."

**District highways** serve local traffic and provide land access, providing a function similar to county roads. They should provide “safe and efficient moderate- to high-speed continuous-flow operation in rural areas reflecting the surrounding environment, and moderate- to low-speed operation in urban and urbanizing areas with moderate to high level of interruptions to flow.”

U.S. 20 west of Corvallis and Highway 34 east of Corvallis had statewide LOIs, U.S. 20 northeast of Corvallis and Highway 99W had regional LOIs, and all other state highways in Benton County had district LOIs. Some LOI classifications fall into more than one access management category; however, the Oregon Highway Plan did not list state highways by category type.

Oregon developed the Access Oregon Highway (AOH) system to provide a system of highways that “link major economic and geographic activity centers to each other, to other high level highways, to ports, and to other states.” Access Oregon highways were intended to have a level of access control sufficient to maintain their statewide function. While the intent was to manage these highways as corridors serving longer-distance through trips, the AOH program was defined as “sensitive to the needs and desires of existing communities and cities and will accommodate these needs where possible.” AOH highways typically had operating speeds of at least 55 mph in rural areas, and lower density urban fringe areas, and 45 mph in higher density urban areas. The U.S. 20/Highway 34 corridor between Newport and I-5 was designated as an AOH facility.

Trucks weighing up to 80,000 pounds GVW are allowed on a continuous basis on 91 percent of the state highway system, with another five percent of the system planned to be upgraded by the year 2010. The remaining four- percent consists primarily of scenic and historic highways that carry little significant truck traffic. These highways are not planned to be upgraded. Within Benton County, two state highways fall into the latter category: the Eddyville-Blodgett Highway and the Alsea-Deadwood Highway. The OHP recommends transferring both of these highways to the County. Were the County to accept transference of these state highways, the County would then be obligated to pay and provide for their maintenance. This TSP does not recommend the County participate in transference of either of these facilities at this time.

The 1999 OHP has replaced the Level of Importance (LOI) with a state highway classification, which includes the Nation Highway System (NHS). The classification system includes the following categories:

- ◆ Interstate Highways (NHS)
- ◆ Statewide Highway (NHS)
- ◆ Regional Highway
- ◆ District Highway
- ◆ Local Interest Roads
- ◆ Expressways

The new OHP no longer refers to Access Oregon Highways. The 1999 plan does identify a State Highway Freight System: “It is the policy of the state of Oregon to balance the need for movement of goods with other uses of the highway system, and to recognize the importance of maintaining efficient through movement on major truck freight routes.” It is also the policy of the state of Oregon to “...seek to balance the needs of long distance and through freight movements with local transportation needs on highway facilities in both urban areas and rural communities.” The plan identifies performance measures for the State Highway Freight System. The OHP also provides several investment scenarios according to available funding.

#### **2.5.1.D Oregon Bicycle and Pedestrian Plan (Updated 1996)**

The 1996 Oregon Bicycle and Pedestrian Plan (OBPP) presents the state’s bicycle- and pedestrian-related programs, design practices, and standards relating to bicycle and pedestrian transportation. The OBPP suggests priorities for implementing bicycle and pedestrian improvement projects. The OBPP also summarizes the requirements for bicycle and pedestrian elements in local and regional transportation system plans (Section I.3).

### **2.5.1.E Statewide Transportation Improvement Program (1998-2001)**

Oregon's Statewide Transportation Improvement Program (STIP) is a multi-modal, 4-year construction and developmental program that fulfills the requirements of the federal Transportation Efficiency Act for the 21<sup>st</sup> Century (TEA-21). The STIP prioritizes and schedules projects on the state, county, and city transportation systems, as well as National Parks and Forests, Indian Reservations, and metropolitan planning organizations (MPOs) that are of regional interest or significance. These projects are funded through a variety of federal and state funding programs and reflect ODOT's allocation of resources to projects given the highest priority.

Development of the STIP involves local and regional governments, transportation agencies, and the interested public. ODOT and affected local jurisdictions, using information from available plans (corridor, modal, TSP, etc.), select and prioritize projects for funding under the TEA-21 or National Highway System (NHS) programs. STIP projects must meet TEA-21 requirements including consistency with long-range statewide transportation plans, metropolitan improvement programs, and state implementation plan for air quality conformity, and must be constrained to expected available revenue. Adoption of the STIP reflects the agreement by the federal government, state, county, MPO, and local jurisdictions that the projects scheduled in the first three years of the STIP are selected for implementation and funding, as scheduled.

Projects are categorized in the STIP by mode of transportation including aeronautics, rail freight, passenger and high-speed rail, bicycle and pedestrian, transportation safety, public transit, and highway. The variety of project types available for funding is dependent on the mode of transportation, with the broadest range of project types being available through the highway mode.

It is ODOT's intent to deliver projects in the years identified in the STIP; however, some projects may be delayed. Delays may result from the need not being realized, final design or impact assessment not being completed in a timely manner, or funding limitations. If a project is delayed, the priority rating is retained and the project is funded and implemented in advance of projects originally scheduled in later years.

## **2.5.2 City and Community Plans and Policies**

### **2.5.2.A City of Corvallis**

#### **2.5.2.A.1 Corvallis Transportation Plan (August 1996)**

The Corvallis Transportation Plan (CTP) is intended to set community goals for the City's transportation system, establish a capital improvement plan, guide future decisions regarding the transportation system, and inform the City of and clarify policies regarding transportation issues. The CTP recognizes that the City's transportation system interconnects with the County's and that regional coordination between the City, the County, the City of Philomath, and other jurisdictions is required. Examples of past coordination efforts include the SW 53rd Street Corridor Study, the 1985 Corvallis Area Transportation Study, and the addition of Philomath into the Corvallis traffic model.

Many of the City's arterials connect to the County road system. In most cases, the City and County functional classifications are the same, but there are two differences: SW 53rd Street south of U.S. 20, and Granger Avenue/Lewisburg Road are both designated as arterials by the City, but as collectors by the County. The City plan does not identify policies for County roads maintained within the City limits, nor does it identify such roads.

Future coordination efforts with the County identified in the CTP include the following:

- ◆ Alignments of future roadways in North Corvallis
- ◆ Pursuing the preferred alternative from the SW 53rd Street Corridor Study
- ◆ Extending 72nd Street to U.S. 20 and aligning it with a future Bellfountain Road extension
- ◆ Additional access to Northwest and South Corvallis

- ◆ The impacts of roadway development on wetlands
- ◆ The provision of adequate right-of-way for future arterials and collectors within the urban growth boundary during the County land partitioning process

Public transit activities within the County are currently focused on Corvallis. The City operates a fixed-route bus service (the Corvallis Transit System), which provides service within the city limits. Expanded service to Crescent Valley, Lewisburg, and Philomath has been proposed at public meetings, but no funding source has been developed. When Corvallis reaches 50,000 population and the Corvallis/Philomath area forms a Metropolitan Planning Organization, expanded service will be required within the MPO area. The Linn/Benton Loop provides service between Corvallis, Linn-Benton Community College, and Albany, and is investigating the possibility of a transfer agreement between the Loop, CTS, and Albany Transit. City comprehensive plan sections dealing with transit coordination consist of the following:

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.

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

The Corvallis Municipal Airport is operated by the City but serves all of Benton County. The vision for the airport is for it to meet the needs of both individual and corporate users and to be adequate for commuter passenger air service. Coordination efforts regarding the airport mentioned in the City's comprehensive plan and quoted in the transportation plan consist of the following:

The City shall work to insure that land uses surrounding the airport both in and outside of the City and UGB are developed in a fashion that maintains the City's ability to enable the airport to function as an important element of the transportation system.

UGB expansions and other land use actions affecting property around the Corvallis Airport shall fully protect airport functions, viability, and expansion potential.

### **2.5.2.A.2 Corvallis Trails Master Plan (1990)**

The Corvallis Trails Master Plan (CTMP) inventoried existing trails in the Corvallis vicinity, proposed a future trails network, and suggested methods to implement the Plan. A survey quoted in the CTMP that was conducted for a recreational study for the McDonald Forest found that more than half of Corvallis residents (56 percent) walk or hike more than six times a year and that only 13 percent do not walk or hike for recreation at all. The CTMP also addressed trail usage by bicyclists, runners, and equestrians, and special needs associated with each group.

### **2.5.2.A.3 Corvallis Airport Master Plan (1990)**

The Corvallis Airport Master Plan (CAMP), prepared by W & H Pacific, Inc., is intended to guide airport growth during the period 1990–2010. The CAMP presents an inventory of existing airport navigation and support facilities, annual aircraft operations, and numbers of based aircraft. Key needs identified in the CAMP include lengthening Runway 17–35 to serve a greater variety of aircraft, helicopter parking pads, fencing, up to 30 additional T-hangers, additional paved automobile parking, and an aircraft washing facility. Current land use restrictions around the airport are sufficient to protect airport operations during the planning period. Several of the proposed project have been completed including extension of the main runway to accommodate larger jet aircraft.

### **2.5.2.A.4 Corvallis Airport Industrial Park Master Plan (1995)**

The Corvallis Airport Industrial Park Master Plan provides concepts for how an industrial park should be developed in the area northwest of the Corvallis Airport. Transportation-related concepts included consist of the following:



- ◆ Creating a gateway image at the Airport Avenue/Highway 99W intersection through improved signing and intersection functional design
- ◆ Upgrading Airport Avenue to create a “boulevard feel,” including a landscaped median, bike lanes, sidewalks, street trees, street lighting, and planter strips
- ◆ Upgrading Airport Place and constructing a future north-south connector with bike lanes, sidewalks, and street trees
- ◆ A landscaped traffic circle at the Airport Avenue/Airport Place intersection
- ◆ Signalizing the Airport Avenue/Highway 99W and future east-west connector/ Highway 99W intersections, when warranted

### 2.5.2.A.5 West Corvallis Growth Management Plan

The West Corvallis Growth Management Plan (WCGMP) was funded by the Transportation and Growth Management Program and was completed by Blaney Dyett in August 1995. The goal of the project was to provide a plan for the mostly undeveloped land in the western portion of the Corvallis UGB. In addition to other growth management policies, the West Corvallis Growth Management Plan developed the following transportation-related goals:

- ◆ ensure pedestrian-friendly neighborhoods
- ◆ enhance overall circulation for walking, driving, using transit, or biking
- ◆ encourage walking with circulation paths
- ◆ redesign and expand transit service to better link West Corvallis to the rest of the area

Chapter 3 of the WCGMP proposes a specific circulation plan to ensure a more balanced transportation system serving pedestrians, bicycles, transit, and automobiles. County coordination with the Cities of Corvallis and Philomath would be crucial to the plan’s success. Likewise, the roadways and automobile will need close coordination with Benton County since they address road standards and widths.

Finally, the plan proposes amendments to the Benton County Comprehensive Plan and the Benton County Development Code. Such amendments would be consistent with the TSP, TPR, and related plans, if the County elects to make them. The following list illustrates the types of suggested changes relevant to transportation and land use:

- ◆ include new arterials and collectors in the County’s “study corridor” map
- ◆ revise the alley policy
- ◆ create smaller lot sizes in Rural Residential “Clusters”
- ◆ incorporate the proposed “Urban Transition” zone
- ◆ make several specific changes to residential zoning districts to increase density in specific overlay areas
- ◆ create new site standards for Urban Transition areas
- ◆ create a Community Core zoning district

### 2.5.2.A.6 Corvallis Transportation Demand Management Plan

(draft 1995)

The Transportation Planning Rule requires that metropolitan planning organizations (MPOs)—cities with populations of 50,000 or more—meet certain per-capita vehicle-miles-traveled reduction goals. The City of Corvallis has reached MPO status in the 2000 census. Parametrix, Inc. prepared the City’s Transportation Demand Management (TDM) plan. The draft plan was not available for review; however, two background

documents were reviewed. These documents list various TDM strategies, such as increased transit service, carpooling incentive programs, bike lockers and showers, fuel tax increases, and growth controls, and compare their potential costs and effectiveness.

### **2.5.2.A.7 City of Corvallis Capital Improvement Program, 1996–2001**

The Corvallis Capital Improvement Program is prepared to comply with federal and state requirements and identifies the funded improvements that are to be accomplished within the timeframe. Coordination between the City and the County is provided to ensure that projects of significance to both jurisdictions are identified and prioritized for completion.

## **2.5.2.B City of Albany**

### **2.5.2.B.1 Albany Comprehensive Plan (1989, with North**

#### **Albany-related amendments in 1992)**

The Albany Comprehensive Plan (ACP) “provides a framework for making better decisions regarding the uses of land and its resources,” guides short- and long-term development, identifies existing conditions, projects future conditions, sets policy, and suggests methods for implementing these policies. The ACP’s transportation element is intended to “provide a safe, diversified, and efficient transportation system that protects and enhances Albany’s economy, environment, neighborhood quality, and cultural and scenic values.”

Although the City of Albany is the county seat of Linn County, the North Albany area lies within Benton County and within the City’s Urban Growth Boundary. Therefore, the City’s comprehensive plan affects Benton County. Much of the City’s buildable lands within its UGB are located in Benton County, within the North Albany area. An election in June 1991 annexed all of the remaining land within the Benton County portion of the City’s UGB to the City of Albany. As a result, the Comprehensive Plan was amended in 1992 to incorporate changes resulting from this annexation.

As of 1989, three miles of bikeways had been constructed in North Albany. The ACP noted that the City’s existing bikeway system was “generally unlinked and uncoordinated” and that few of the facilities designated in the City’s Master Bike Plan had actually been constructed. Since the 1989 plan adoption, the bikeway system has become linked with the development of over 30 miles of bikeways. The ACP also noted that transit service was likely to be extended to North Albany within the next 20 years and that it would follow existing or proposed arterials. (Transit service was provided in North Albany by the Albany Transit System during 1994–95.)

Exhibit B of the ACP identifies the following policies that have joint City/County applicability:

- ◆ The City should develop and maintain a Transportation Master Plan in conjunction with Linn and Benton Counties
- ◆ Support efforts to maintain regional bus systems, whose services are coordinated with the Albany system
- ◆ Ensure that new construction and major improvement of County roads within the UGB are undertaken in accordance with standards previously agreed upon between the City and Linn and Benton Counties
- ◆ Encourage Linn and Benton Counties and the State of Oregon to forward to the City, for review and comment, all plans for construction or reconstruction of roads, highways, and bridges within or adjacent to the UGB

North Albany–related policies added in 1992 include:

- ◆ As part of the citywide Transportation Master Plan, address transportation planning issues in North Albany, emphasizing a balanced transportation system that includes the following: (a) the distribution

of automobile traffic to avoid overuse of one or two main corridors, (b) the need for pedestrian and/or bicycle ways to provide alternative transportation, (c) the provision of mass transit opportunities, and (d) the location of future local, collector, and arterial streets, and pedestrian and bicycle ways.

- ◆ Consider the transfer of Benton County roads and streets to the City of Albany.

### 2.5.2.B.2 Albany Transportation Systems Plan (August 1997)

The City of Albany has developed the Albany Transportation System Plan as part of the overall City Comprehensive Plan. The Albany TSP addresses the lands within the jurisdiction of the City of Albany and its Urban Growth boundary, and is intended to be consistent with the Linn and Benton County TSP's and adopted elements of the state TSP. Based upon the requirement of the Transportation Planning rule, the Albany TSP includes the following elements.

- ◆ A roadway plan for collector and arterial streets
- ◆ A public transit plan
- ◆ A bicycle plan
- ◆ A pedestrian plan
- ◆ An air, rail, water, and pipeline plan
- ◆ Transportation system management
- ◆ Transportation demand management

The goal established for the Albany TSP is to: Provide a safe, diversified, economical, and efficient transportation system that protects and enhances Albany's economy, environment, neighborhood quality, cultural, and scenic values. For purposes of the TSP, a transportation system includes auto, transit, bicycles, pedestrian, rail, and air transportation.

A set of policies has also been developed that serve as benchmarks for identifying deficiencies. Key policies that were developed include the following:

1. When planning for, designing and providing transportation systems:
  - a. Coordinate the requirements of the various transportation types with each other and minimize operational and safety conflicts.
  - b. Coordinate proposed projects with impacted agencies and businesses and applicable neighboring cities, county, state, and federal agencies.
  - c. Notify and coordinate with affected agencies regarding the transportation impacts of proposed development within or adjacent to the Urban Growth Boundary.
2. Protect transportation facilities, corridors, and sites for their identified functions.
  - a. Develop access control measures and encourage land development patterns that minimize direct access onto collector and arterial roads.
  - b. Develop a roadway system that appropriately allocates on-street parking to manage traffic on arterial, collector and local streets.
  - c. Protect the future operation of corridors by obtaining sufficient right-of-way or building setbacks to provide for future capacity in transportation corridors and by conditioning development proposals to minimize impacts.
  - d. Review land use designations, densities, and design standards for consistency with the functions, capacities, and levels of service of facilities identified in the TSP.
  - e. Negotiate a means to transfer ownership of county roads that are within the city limits of Albany. Coordinate with the county for the construction, right-of-way acquisition, improvement or repair

of any county road within the city limits or with a 1/4 mile of the Urban Growth Boundary for improvements recommended in the TSP.

3. Develop a roadway system that is efficient and safe for the traveling public while preserving neighborhood quality and character.
4. Develop a transportation system, encourage land use patterns and design standards, and promote transportation projects, programs, and policies, which reduce dependency on the automobile and encourage alternatives such as public transit, bicycling, walking, car and van pools.
  - a. Require new and existing developments, through building and site design measures, to address the needs of those who use alternate transportation modes such as public transit, bicycles, walking, and wheelchairs.
5. Develop a transit/paratransit system that promotes ridership by serving a large number of potential users, and provides the opportunity for individuals with disabilities to use public transportation services.
6. Promote a transit/paratransit system that identifies future alternative fuel options that are clean, renewable, and cost-efficient.
7. Support local and area-wide public transit/paratransit including:
  - a. Operation and improvement of the Albany Transit System to meet Albany's transit needs.
  - b. Efforts to maintain region bus systems whose services are coordinated with the Albany system, such as the Linn-Benton Loop System and the Sweet Home-Albany-Lebanon route.
8. Develop an adequately connected bicycle and pedestrian system to encourage bicycling and walking as alternative modes of transportation.
  - a. Develop safe and convenient bicycle and pedestrian routes, facilities, and improvements which are reasonable free from hazards (particularly automobile traffic that would discourage these modes for short trips), provide a direct route of travel between destinations such as a transit stop and a store, and meet travel needs (destination and length of trip) of cyclists and pedestrians.
  - b. Provide bikeways on arterial and collector streets as well as appropriate separated bike facilities.
  - c. Develop a pedestrian system that provides the opportunity for individuals with disabilities to use the pedestrian system.
9. Support the development of high and higher speed rail facilities or other passenger rail programs including the existing train station site and structures.
10. Maintain safe and efficient automobile, pedestrian, and bicycle railway crossings.
  - a. Monitor the performance of existing railroad crossings and work with the Oregon Department of Transportation Rail Safety Division and railroad companies to evaluate the need for new crossings, eliminating existing crossings and to upgrade existing crossings to improve public safety and convenience.
11. Coordinate with Oregon Department of Transportation Rail Safety Division and railroad companies to ensure that rail traffic does not impede the smooth and safe flow of vehicular traffic.
12. Support the development of airport services that serve the needs of the community.
13. Support the coordination of interstate and regional utilities.

Within the North Albany area, the U.S. 20/Scenic Drive intersection currently operates at a minimally acceptable level of service (LOS) E for left turns from Scenic Drive. This level of service is projected to drop to an unacceptable LOS F by the year 2015. The signalized U.S. 20/North Albany Road and U.S. 20/Spring Hill Drive intersections are expected to approach or drop below minimum level of service standards by the year 2015 (LOS D-E). The existing portion of North Albany Road and all of U.S. 20 west of the Willamette River are expected to operate at or above capacity (LOS E-F) by the year 2015.

Sight distance deficiencies exist at the Pineview Drive/Scenic Drive and Gibson Hill Road/Broadway Street intersections. Sight distance deficiencies also exist along Gibson Hill Road, Valley View Road and Scenic Drive due to these roadways' horizontal and/or vertical alignments. Accidents in the North Albany area are typically caused by speeding, with vehicles running off the road and striking fixed objects, and are not concentrated in any specific area.

Other automobile-related deficiencies that were identified include the following:

- ◆ Spring Hill Drive is prone to flooding north of Country Club Drive.
- ◆ Only one bridge crossing over the river in the Albany area limits access between North Albany and the rest of the city, and causes traffic to be funneled through downtown.
- ◆ Virtually all collectors and arterials in North Albany lack curb and gutter.
- ◆ Southbound trucks from Independence Highway tend to divert to North Albany Road and Spring Hill Drive due to the difficulty of making left turns onto U.S. 20 from Independence Highway.

Two major transit-related deficiencies were identified that affect Benton County. First, service on the Linn-Benton Loop starts too late and ends too soon to serve the three largest shifts at Hewlett Packard in Corvallis. The service frequencies of both the Loop and the Albany Transit System would also need to be increased to serve these potential riders. By doing so, though, traffic volumes along U.S. 20 between Albany and Corvallis could be reduced. Second, transfer delays between the Loop and the Albany Transit System can be as much as 30 minutes, and better schedule coordination is needed. (note: the Loop schedule has been modified subsequent to the Albany Transportation Systems Plan (August 1997).)

Bikeways in poor condition in North Albany include Gibson Hill Road between Hillcrest Drive and Scenic Drive and Quarry Road between North Albany Road and Twins Lane. Major streets without bikeways in North Albany include Valley View Drive, Hickory Road, Scenic Drive, West Thornton Lake Drive, and Spring Hill Road. Bike connections are needed between Oak Grove School and Scenic Drive and between North Albany Middle School and Quarry Road. Finally, bike-crossing improvements are needed on West Thornton Lake Road crossing North Albany Road and on Gibson Hill Road crossing Scenic Drive.

The Air Transportation Element states the "City staff advised that the [Albany] airport site should be considered as a light industrial employment hub." Such a shift in airport use may impact the level of air traffic at the Corvallis airport.

### 2.5.2.B.3 North Albany Local Street System Plan (completed 1995)

The North Albany Local Street System Plan (NALSSP) is prepared as a guide to the alignment and design of future street construction. Public involvement was solicited throughout the development of the NALSSP. The key values identified by local citizens for future streets were affordable construction and maintenance costs and streets that meet the needs of their users, including persons with disabilities. Citizens favored curbs, gutters, sidewalks, and bike lanes on collectors and arterials but did not favor on-street parking and were divided over the use of street trees. On local streets, citizens favored curbs and gutters, did not favor bike lanes, and had mixed opinions about on-street parking, sidewalks, and street trees. Other important issues raised by citizens included the need for alternate routes to the south and west, and safety concerns at the North Albany Road/West Thornton Lake Drive, Scenic Drive/Oakgrove Drive, and Scenic Drive/Gibson Hill Road intersections. The NALSSP proposes narrower local street design standards to encourage lower traffic speeds while not impeding emergency vehicles.

### 2.5.2.B.4 City of Albany Transportation System Capital

#### Improvement Program

The Albany Capital Improvement Program (ACIP) is prepared to comply with federal and state requirements and identifies the funded improvements that are to be accomplished within the timeframe of the ACIP. With the North Albany area of Benton County having been annexed into the

City of Albany, many transportation-related projects have or will become the responsibility of the City. Therefore, coordination between the City and the County is provided to ensure that projects of significance to both jurisdictions are identified and prioritized for completion.

## **2.5.2.C City of Philomath**

### **2.5.2.C.1 Philomath Comprehensive Plan (1983, with revisions through 1993)**

Chapter VI of the Philomath Comprehensive Plan (PCP) addresses transportation policies for this city of approximately 3,600 people. The transportation policies address the following subjects:

- ◆ Industrial traffic generated east of 12th Street and north of the city limits will be served by a northern extension of 13th Street and shall not be allowed to access 12th Street in order to protect residential areas.
- ◆ Arterial and collector street improvement projects shall include the upgrading of railroad crossings to alleviate hazardous conditions.
- ◆ Sidewalks shall be developed along streets in all new residential and commercial developments in the City.
- ◆ The City shall identify appropriate locations for future bike paths and bike lanes, which may include all of Applegate Street, Green Road and West Hills Road between Philomath and Corvallis, and along Newton Creek.
- ◆ The City will cooperate with ODOT to improve U.S. 20 to be a more efficient transportation corridor.
- ◆ The City shall encourage the State to develop U.S. 20 as a one-way couplet using College and Main Streets between 12th Street and Newton Creek, and Main and Applegate Streets between 14th Street and the U.S. 20/Highway 34 intersection. (An alignment has not been determined between 12th and 14th Streets). An ordinance adopted on June 14, 1993 cited traffic congestion as the primary reason for the couplet.
- ◆ The City will use its Street Improvement Program to serve as a guide for street improvement projects.

There are other transportation-related policies in the PCP, including promotion of orderly commercial development by limiting and consolidating accesses onto U.S. 20. The City has a policy to develop off-street parking areas to promote the viability of the downtown commercial area. Urbanization policy #11 states that the City and County will cooperate to develop road standards in accordance with the Urban Fringe Management Agreement.

### **2.5.2.C.2 Philomath Area Transportation Needs Assessment (August 1994)**

The Philomath Area Transportation Needs Assessment (PATNA) document was prepared by the University of Oregon's Community Planning Workshop to evaluate existing transportation services available to Philomath residents and to identify present and future transportation needs, especially for elderly, disabled, and low-income residents. As part of the PATNA, more than 1,000 survey responses were received from area residents. Some frequently occurring comments included:

- ◆ People have concerns about their future transportation needs: they are self-sufficient now, but may not be so in the future.
- ◆ Commuter routes to large employers (e.g., Hewlett Packard and OSU) are needed.

- ◆ Children need an independent transportation mode. Many parents' work schedules do not accommodate transporting children to after-school activities and many teenagers could find part-time work if they had reliable transportation.
- ◆ Low-income families would benefit significantly from public transportation.

The PATNA developed three recommendations for improving transportation services for Philomath residents. These recommendations were based on survey findings and an evaluation of services provided elsewhere in Benton County and in Oregon. The recommendations consisted of:

- ◆ Pooling existing transportation resources presently provided by a number of social service agencies. This would reduce costs by sharing drivers, vehicles, and insurance costs, while increasing the availability of paratransit services.
- ◆ Expanding Dial-A-Bus service by attracting more volunteer drivers.
- ◆ Extending the Corvallis Transit System to Philomath. As a result, equivalent paratransit service would also be provided within one-quarter mile of the fixed route.

### 2.5.2.C.3 Draft Philomath Strategic Plan for Economic Development: From Vision to Action

The Philomath Strategic Plan for Economic Development (PSPED) addresses issues that will help Philomath "diversify its economy and expand beyond its traditional timber base." The PSPED was developed over a six-month period beginning in October 1992 by a non-profit strategic planning organization with input from community representatives. Transportation issues and potential projects identified in the plan include:

- ◆ a vision statement that includes an item about highway system improvements that make "Philomath a friendlier and more convenient place to shop."
- ◆ a need for sidewalks, storm drains, and paved streets in many areas
- ◆ a bridge on Applegate Street (estimated cost: \$270,000)
- ◆ the need to work with ODOT to make (unspecified) "needed improvements" to U.S. 20/Highway 34
- ◆ additional bike paths within the city (only one existed at the time) and the integration of these paths with the Benton County and Forest Service bike path and trail networks

### 2.5.2.C.4 Philomath Transportation System Plan -1999

The Philomath Transportation System Plan (TSP) contains a 20-year transportation systems plan for the Philomath area. It plans for the different transportation modes in Philomath to meet state planning requirements identified in the Oregon Transportation Planning Rule.

As part of the planning process, six goals with a number of objectives were established for the TSP. The six goals are as follows:

1. Relieve increasing traffic congestion on US 20/OR34.
2. Improve traffic circulation and safety throughout the city.
3. Promote increased use of alternative modes.
4. Develop a master plan that defines future street locations.
5. Provide alternate routes to deter truck traffic in the downtown core and residential neighborhoods.
6. Integrate the transportation system plan with other land use planning projects in Philomath.

The transportation system inventory revealed needs and resulted in recommended projects including street overlays, bicycle lanes, and improved street name signing. It also found that trucks are limited to certain routes due to weight limits on several streets. The current and forecast traffic analysis showed that transportation operations will be at levels below acceptable criteria in the future without needed transportation improvements on US20/OR34 (U.S. 20/Highway 34). A phased one-way couplet project was recommended as part of the year 2016 plan for Philomath. The first phase of the project would make improvements to College and Applegate Streets, maintaining two-way traffic on all the streets until the second phase is needed and constructed using Main, Applegate and College Streets.

As part of the analysis a West Hills Road connection to U.S. 20 at the Alsea Highway 34 was evaluated. It was found that this project would not attract enough traffic to bypass the downtown area to avoid increasing capacity on U.S. 20/Highway 34 through town to satisfy expected demand. However it was found that this connection would likely be desirable at some time beyond the 20-year period for the TSP.

The TSP includes future street and bicycle network maps, and future truck routes. Narrower street standards for local streets are also proposed. Pedestrian and rail improvements are proposed as well as other street improvement projects.

## **2.5.2.D City of Adair Village**

### **2.5.2.D.1 Adair Village Comprehensive Plan (1981)**

The Adair Village Comprehensive Plan (AVCP) guides development within the City of Adair Village, located eight miles north of Corvallis and eight miles west of Albany. The transportation element of the AVCP identifies the ownership (state, county, city, and private) of the roadways within the community and indicates that many streets within the city allow only one travel lane, with curbside parking on one side only. No bikeways were identified within the City and only one footpath, linking Columbia Avenue and Laurel Drive, was listed. The City's zoning ordinance as quoted in the AVCP provides for intersection sight triangles and defines minimum roadway rights-of-way and pavement widths. Important transportation-related policy items included in the AVCP consist of the following:

- ◆ Curb, gutters, storm drainage, and underground utilities should be provided.
- ◆ Curvilinear, discontinuous streets should be used to discourage through traffic in residential areas.
- ◆ The use of land adjacent to arterials shall not be allowed to conflict with the safe and efficient movement of traffic,
- ◆ Arnold Way is to be preserved and maintained as the City's primary arterial.
- ◆ Parcels are to be preserved for a future extension of Columbia Avenue.
- ◆ Narrow local residential streets are not to be widened; as doing so would result in a loss of off-street parking and front yard areas.
- ◆ The City should be included in general inter-city bus service. Transit service to Albany and Corvallis was desired.
- ◆ The City shall develop a bicycle and pedestrian plan in the future.

## **2.5.2.E City of Monroe and Vicinity**

### **2.5.2.E.1 Community Strategic Plan for Monroe, Alpine, Bellfountain, and Irish Bend**

The Community Strategic Plan for Monroe, Alpine, Bellfountain, and Irish Bend addresses issues affecting southeast Benton County. The Plan was developed over a ten-month period and involved the City of Monroe



and the communities of Alpine, Bellfountain, and Irish Bend. Members of all four communities developed the Plan, with representatives of businesses, civic groups, institutions, and local government taking part.

One of the techniques used to identify key issues affecting these communities was a survey that was sent to the 1,300 households in the area. Twenty-five percent of these surveys were returned. The key transportation issues identified in the survey were the following:

- ◆ Safe streets and highways were identified by 33 percent of respondents as being one of the five most important issues affecting the area.
- ◆ Highway 99W “provides easy access to neighboring communities,” according to 76 percent of the respondents.
- ◆ Streets that provide for non-auto travel were important to 63 percent of respondents.

Other transportation issues identified in the Plan include:

- ◆ Widening Highway 99W to five lanes in the future.
- ◆ Improving rural secondary roads and paving gravel roads that carry log trucks.
- ◆ Improving street lighting.
- ◆ Building sidewalks.
- ◆ Improving access onto Highway 99W during peak hours.
- ◆ Improving the safety of the intercity bus stop in Monroe.
- ◆ Controlling traffic speeds through Bellfountain.
- ◆ Developing a Street Master Plan for Monroe that identifies future roadway locations, establishes uniform standards for roads, sidewalks, curbs, and gutters, and prioritizes upgrades of existing roadways.

## 2.5.2.F The Alsea Area

### 2.5.2.F.1 Alsea Community Strategic Plan

The Alsea Community Strategic Plan addresses issues affecting Alsea and Lobster Valley. This Plan was developed over an 18-month period and included a community survey, town meetings, and bimonthly meetings of the strategic planning committee. Transportation-related issues included on the survey are listed below, along with the percentage of respondents answering “needs improvement”:

- ◆ Non-auto travel provided for on streets (48 percent)
- ◆ Roads provide easy and safe access to neighboring communities (27 percent)
- ◆ Roads provide easy delivery vehicle access to neighboring communities (22 percent)
- ◆ North Fork Bridge safe and un-crowded (62 percent)

Specific projects identified in the Plan include the following:

- ◆ **Reduce Alsea Area Road Hazards.** Identify road hazards in the area with the potential for fatal or serious injuries and consider accident frequency and causes. The project would identify corrective actions to reduce or eliminate these hazards.
- ◆ **Redesign/Relocate School Crosswalk for Safety.** Shrubbery and a curve on the highway obscure Alsea’s lone school crossing at the Highway 34/3rd Street intersection. The project would redesign or move the crosswalk.

- ◆ **Install Needed Street Lighting.** Other than a few private lights, Alsea streets have no lights. This project would install lights where needed to promote safety.
- ◆ **Improve/Replace the North Fork Bridge East of Alsea.** The North Fork Bridge is narrow and poses a safety hazard for bicyclists and pedestrians, as well as for large vehicles. This project would monitor the status of ODOT's bridge replacement project, which is currently scheduled for 1998, and would advocate pedestrian and bicycle facilities and the earliest possible replacement (This project was subsequently dropped from the STIP by ODOT).

## 2.5.3 Regional Efforts

### 2.5.3.A Benton County Plans and Policies

The County currently operates under several plans that influence the way the transportation system is provided and/or maintained. A review of these documents identified updates that are necessary, modifications to existing standards, and recommendations for changes and/or additions to specific policies and practices. This review included the following documents:

- ◆ Benton County Comprehensive Plan
- ◆ Benton County Transportation Management Plan
- ◆ Benton County DRAFT #1 Proposed FY98/99 Capital Improvement Plan
- ◆ Benton County Development Code
- ◆ Benton County Comprehensive Plan (1982, amended 1984, reprinted 1989)

#### 2.5.3.A.1 Benton County Comprehensive Plan

The Benton County Comprehensive Plan (BCCP) provides the official policies that are used in County decision making processes. The BCCP's Transportation Element is intended to provide the framework for an efficient and effective transportation system in Benton County. The policies contained in the Transportation Element are based on the 1980 Benton County Transportation Management Plan, which is described later.

The Transportation Element defines the following functional classification system:

**Principal Arterials** connect communities, provide through movement, and are primarily state highways. Access is limited and controlled, and parking is generally prohibited.

**Minor Arterials** connect areas of principal traffic generation to principal arterials, provide through movement, and distribute traffic to collector and local roadways. Access and parking are controlled.

**Major Collectors** carry local traffic between neighborhoods, or between neighborhoods and arterials, and provide access to minor collectors and community services. Access and parking are controlled.

**Minor Collectors** serve internal traffic within areas having a single land use pattern, and serve minor traffic generators such as schools or neighborhood shopping or community centers. They should not form a continuous network in urban areas. Access and parking are allowed.

**Resource Collectors** connect timber and agricultural areas with the arterial system. Their design standards take the characteristics of resource-oriented traffic into account.

**Local Roads** provide on-street parking and direct access to abutting property. Their design discourages through traffic. Dead-end street lengths are minimized.

Maps included in the Comprehensive Plan identify the functional classification of County roads. These maps are reproduced in Chapter 3 of this document, as Figure 3-1.

The BCCP establishes policies for developing roadway design standards and provides requirements for mitigating the traffic impacts of new developments on roadways. The BCCP states that major transportation

facilities should be located in such a way that “existing economic farm units” and “urban social units” are not divided unless no feasible alternative exists. It also calls for the development of transportation-related ordinances, the establishment of an annual maintenance program and a transportation advisory committee, and the periodic review and update of plans and projects.

During the course of this TSP development, many of these objectives have been accomplished. Specifically:

- ◆ Transportation-related ordinances have been drafted for various aspects of the transportation system;
- ◆ Maintenance of pavement and bridges has been considered and specific improvements recommended;
- ◆ Components of the TSP can be used as updates to certain elements of the Comprehensive Plan relating to land use and transportation; and,
- ◆ The TSP provides a prioritized list of projects and timeline for implementation.

Comprehensive Plan policies dealing with alternative transportation modes include the following:

- ◆ Pedestrian, bicycle, and equestrian facilities should be established, as funding is available.
- ◆ Pipelines should be considered as a means of transporting certain goods.
- ◆ 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.
- ◆ The development of air, rail, and water modes should be encouraged.
- ◆ Bus turnout standards shall be established.
- ◆ A bikeway system shall be identified.

The TSP provides specific plan elements for bicycle and pedestrian facilities and identifies projects, staging, and funding sources for implementation. Pipelines are considered as a critical component of the Air, Water, and Pipeline Plan element for the TSP. The public and TSP committees have placed the provision of county-wide public transportation among the highest goals to achieve through the development and implementation of this TSP and have committed a significant proportion of the County’s future transportation-related expenditures to support and expand this mode of travel.

Examples of how the TSP addresses the above mentioned Comprehensive Plan policies are listed below:

Specific plan elements are provided for bicycle and pedestrian facilities and identify the selected projects, staging, and funding sources for implementation.

Pipelines are recognized as an underutilized component in the Air, Water, and Pipeline Plan element. Service capacity exists that could be employed to more efficiently transport certain goods.

The provision of an expanded and accessible public transportation system is a specific goal of the TSP, as defined by the public and committees involved in development of the TSP. Support of this goal and the underlying Comprehensive Plan policy, is evidenced by the proportionate share of project funding this plan element has received in relation to the total financial commitment made to transportation.

Particular efforts were made by members of the public and TSP committees to preserve, protect, enhance, and expand rail service capabilities within and across Benton County. The Rail Plan element acknowledges the limitations and potential that exist on the system. The Rail Plan element seeks to extend support to the current rail operator and encouragement to possible rail users to take advantage of this vital transportation system.

### 2.5.3.A.2 Benton County Transportation Management Plan (1980)

The Benton County Transportation Management Plan (TMP) developed what eventually became the Transportation Element of the Benton County Comprehensive Plan. In doing so, it went into considerable

detail providing first a framework for the Transportation Element and then mechanisms for funding, implementing, and evaluating projects that carry out the policies stated in the Transportation Element. The TMP developed the County's functional classification system, identified study corridors for future roadways, and developed design standards based on a roadway's location (urban or rural) and its functional classification.

To prioritize project funding, the TMP presents a priority rating system for improvements that includes the following factors: traffic safety, transportation mobility, roadway horizontal and vertical alignment, turn lanes and intersection channelization, and general plan conformance. The TMP identifies potential funding sources for projects, develops a roadway improvement program and a road maintenance program, and develops an alternative transportation mode improvement program covering public transit, air, rail, and water modes. Finally, the TMP calls for periodic review and evaluation of these programs.

The TSP has been prepared as an update of the TMP. Specific updates and/or modifications have been developed in the TSP for the functional classification system and roadway standards, as well as specific plans and maps for roads, transit, bicycles/pedestrians, and air/rail/water/pipeline. New projects have been identified, considering such factors as capacity, traffic safety, connectivity, transportation mobility, transportation accessibility, automobile dependence, roadway horizontal and vertical alignment, traffic control, turn lanes and intersection channelization, and other transportation system and transportation demand management techniques. The TSP identifies potential funding sources and provides a timeline for implementation of recommended projects.

The framework of the TMP and the Transportation Element has been maintained. Similar evaluation criteria to those used for the TMP were incorporated into the TSP process of selecting the recommended alternative. These evaluation criteria are listed in Section 3.

### **2.5.3.A.3 Benton County Capital Improvement Plan**

Benton County updates a five-year Capital Improvement Plan (CIP) annually as part of the budget adoption process. The CIP is developed consistent with the Capital Improvement Financial Policies. The CIP identifies improvement for which funding within the planning period is assured or probable. A partial listing of unfunded needs is appended to the CIP as supplemental information. Annual capital budgets are prepared to reflect projects included in the Plan. In recent years, transportation improvement projects have been funded almost solely from dedicated transportation funds.

### **2.5.3.A.4 Benton County Development Code (1990, with amendments through 1994)**

The Benton County Development Code (BCDC) provides the regulations that implement Comprehensive Plan policies. The County Comprehensive Plan and the comprehensive plans of the incorporated jurisdictions within the County are incorporated by reference into the Development Code. The BCDC defines the zoning used within the County, listing permitted and conditionally allowed uses within each zone, minimum parcel sizes, and other development standards. Development Code regulations that specifically affect the County's transportation system involve the Airport Overlay zone, development standards for the provision of new roadways and accesses, and design standards based on a roadway's functional classification.

The BCDC establishes standards for land divisions (minor partitions and subdivisions) for lands located outside corporate limits in Benton County. The Development Code also describes zoning districts, including districts to be applied within the Urban Growth Boundaries of Corvallis and Philomath. The BCDC further describes Rural Service Center zoning districts, which permit commercial and residential development in existing rural communities. Zoning districts describe how and what type of development will occur in various zones throughout Benton County. These districts include specific "Siting Standards" that give specific requirements for transportation amenities required of all development. Other pertinent sections of the code include the definitions, parking lot standards and requirements, and general development standards.

The County's Airport Overlay zone is intended to protect the utility of the Corvallis Municipal Airport by incorporating recommendations provided by the Corvallis Airport Master Plan. The overlay zone prevents "the establishment of any structure or use of land which unreasonably obstructs the airspace required for the safe flight of aircraft in landing or taking off or is otherwise hazardous to such landing or taking off of aircraft." It

prohibits uses that create hazards to aircraft or air navigation, as well as uses especially sensitive to noise. The Code requires covenants in certain areas adjacent to airport runways and facilities that waive the right to remonstrate against airport noise impacts. The Code also requires the notification of the Federal Aviation Administration (FAA) and the ODOT Aeronautics Division of any proposed construction or alteration on land within the Airport Overlay zone.

Development standards that directly impact the transportation system include the following:

- ◆ Roads should be located in upland areas on benches, ridge tops, and gentle slopes rather than on steep hillsides or in narrow canyon bottoms.
- ◆ Where existing right-of-way does not comply with minimum County standards, applicants for land partitions shall dedicate sufficient right-of-way to meet the standards.
- ◆ New accesses onto State or County roadways require road approach permits from ODOT or the County, respectively.
- ◆ Streets should be aligned to join planned collector and arterial streets and/or existing streets, and intersections should be approximate or actual right angles.

Rural design standards, including minimum right-of-way; surface, and shoulder widths; design speeds; bike path and sidewalk requirements; and, parking restrictions are set forth for various combinations of functional classification, population, and zone, as shown in **Table 3-14**.

Code modifications resulting from the TSP process and specific to the current BCDC are presented following this section on review of documents. These recommended modifications are provided in response to requirements of the State and/or in order to ensure consistency among related plans.

## 2.5.4 Revisions to Benton County Comprehensive Plan Transportation Policies

The Benton County Comprehensive Plan (1982, reprinted 1989) includes a Transportation Element, which contains the general policies that support the overall objective of providing a balanced transportation system. The following policy recommendations are necessary to comply with the TPR, or to enhance the existing policy to more clearly address standards in the TPR.

### Section E: Transportation

This element of the Comprehensive Plan is intended to provide the framework for an efficient and effective transportation system in Benton County. Policies are intended to be implemented through the County's Transportation System Plan (TSP) and the Benton County Development Code.

The Transportation System Plan and the following policies address various forms of transportation, including pedestrian, bikeways, motorized vehicles, public transportation, air and water transportation, and railroads. The objective is to achieve a balanced system, which develops and utilizes each of these types of transportation. Benton County's functional roadway classification system is included in Chapter 3 of the Transportation System Plan. The following policies are based on information included in the Transportation System Plan, which is incorporated into the Comprehensive Plan by reference. The County seeks to preserve, protect, and promote the County's livability, sustainability, and vitality by:

- ◆ Providing choices of alternative travel modes
- ◆ Maximizing the efficiency of existing facilities
- ◆ Intertwining quality of life, land use, and transportation decision-making
- ◆ Providing equitably funded, safe, efficient, cost-effective mobility and accessibility to all County residents, businesses, and emergency services within and across County boundaries.

## Mobility, Circulation, and Safety Policies

The viability of the railroad in Benton County is interdependent with the whole WPRR system. If rail service were terminated, truck traffic could increase throughout the County, depending on the reason service was terminated (obviously, closure of a mill would cease all freight movement from that location, whether by rail or by truck). This truck traffic would use the road corridors that already carry the most traffic and experience the greatest congestion. Therefore, it is in the County's interest to encourage continued rail freight service, whether or not the County ever develops as a more significant freight generator. Passenger rail service from Corvallis east to Albany or north to McMinnville and Portland is not economically viable at this point; however, the County should encourage more frequent and convenient public transit connections to existing passenger rail service, particularly when high speed rail service begins operating in the Willamette Valley.

In order to promote the viability of rail transportation, and to facilitate its operation, Benton County should:

- ◆ Minimize rail crossings of the automobile roadway system
  - ◆ Maintain safe operations at rail crossings for all modes
  - ◆ Minimize delays to rail operations due to conflicts with the automobile roadway system
  - ◆ Discourage residential development near rail lines
  - ◆ Actively plan for and promote the idea of commuter rail service between Albany and Philomath at the earliest possible time
1. Benton County shall develop a transportation system to facilitate appropriate travel modes including:
    - a. Providing safe interactive multi-modal facilities.
    - b. Ensuring mobility to the transportation disadvantaged.
    - c. Coordinating with local agencies and providers to expand transit services.
    - d. Seeking ways to provide public transportation choices within the commuter corridors within the county.
  2. Benton County shall develop plans and projects in accordance with roadway classification and functions.
  3. Benton County shall support ODOT's efforts to maintain highway mobility and implement access management standards
  4. Benton County shall ensure an adequate truck route network for hauling local farm and forest products.
  5. Benton County shall not encourage diversion of through truck traffic from State highways onto the County system
  6. Benton County shall ensure that major new developments provide both primary and secondary access for emergency services.
  7. County bicycle facilities shall be developed with ongoing citizen and community involvement.
  8. In bicycle facility planning, high priority will go to projects that complete needed links or otherwise eliminate obstacles to full use of existing facilities. Priority shall be given to completing commuter routes.
  9. Land division rules and road standards shall address the need for bike and pedestrian accessways that ensure connections between activity centers through the use of easements or right-of-way dedication. The Oregon Bicycle and Pedestrian Plan (1995) may be used for reference in creating appropriate standards.
  10. Where possible, community activity centers such as schools, parks, and employment centers, shopping areas and major transit stops (including commercial uses allowed in policy 20) shall provide bicycle and pedestrian facilities into their site design.
  11. Traffic impacts of development will be mitigated by requiring:

- a. A traffic analysis that identifies adverse impacts to transportation flow caused by development and demonstrates how adverse impacts will be mitigated.
  - b. Rights-of-way dedication of land where existing rights-of-way are inadequate or are needed for future roadways as development occurs.
  - c. Developers to make roadway improvements for their portion of the roadway based on: 1) existing conditions, 2) rough proportionality to the impacts of the development and 3) the functional classification of the road.
  - d. Bonding or agreement to participate in future improvements when the development has a significant impact that is identified through a traffic analysis and which impact cannot be mitigated in conjunction with or through design of the particular development.
12. Benton County shall seek ways to provide public transportation choices within the commuter corridors in the County.
  13. The formation of a Transit District is the preferred means of providing intercity and rural transportation services within the region
  14. Land use actions affecting state highways shall be consistent with the Oregon Highway Plan.
  15. Benton County shall use volume/capacity ratios and spacing standards from the Oregon Highway Plan (OHP) for projects and development proposals affecting state highway facilities. Decisions on alternatives shall be evaluated in accordance with the OHP.
  16. Benton County commits to making necessary transportation policy changes to the Benton County Plan in the next periodic review cycle as follows: existing and projected traffic volumes will be updated, and traffic capacity analysis will be changed from level of service (LOS) to volume/capacity (V/C) ratios.

## Capital Improvement Policies

17. Benton County shall maximize the useful life of existing facilities by implementing a pavement management system and evaluating how proposed uses will impact traffic circulation.
18. Benton County shall work towards achieving adequate and equitable long-term funding mechanisms.
19. Benton County shall maintain a Transportation Improvement Program.
20. Project scheduling shall be considered in a systematic manner, based on a priority rating process, ODOT's funding strategies, and available financial resources. Consideration shall include safety and economic factors.
21. Projects impacting state highway facilities are identified in the plan, but identified solutions are suggestions and will be evaluated and determined through ODOT's planning and project development process.

## Community Policies

22. Benton County shall provide transportation services that preserve and protect the scenic and natural resources and rural character of Benton County to the extent possible.
23. The Transportation System Plan will be periodically evaluated and updated, to assure consistency with changing needs and philosophies.
24. When considering major transportation projects, Benton County will address the following concerns:
  - a. the more energy efficient alternative shall be preferred whenever practical.
  - b. the economic analysis shall consider long-term user costs, travel time, construction costs and maintenance costs, and other economic factors.

- c. minimizing adverse social, economic and environmental impacts shall be considered including alternative mode considerations.
  - d. transportation needs of persons with disabilities shall be considered in design of facilities.
  - e. coordination shall be pursued with adjacent governmental jurisdictions.
25. Benton County shall coordinate development of its transportation planning and project development with all affected jurisdictions, including federal, state, regional, county, and cities. One part of the ongoing coordination will be to notify public agency transportation providers (metropolitan planning organization, public transit operators, municipal airport, and ODOT) of the following land use actions:
- a. land use applications that require a public hearing;
  - b. subdivision and partition applications;
  - c. other applications which affect private access to roads; and
  - d. other applications within airport noise corridors and imaginary surfaces, which affect airport operations.
26. Comprehensive Plan amendments affecting land use designations, densities and design standards shall be consistent with capacities and levels of service of facilities identified in the Benton County TSP.

## Economic Development Policies

27. Benton County shall preserve and protect transportation corridors essential to the economic vitality of the County.
28. Benton County shall promote the use of freight rail and air service to reduce trucking activity on County roads.
29. In order to promote the viability of rail transportation, and to facilitate its operation, Benton County should:
- a. Minimize rail crossings of the automobile roadway system;
  - b. Maintain safe operations at rail crossings for all modes;
  - c. Minimize delays to rail operations due to conflicts with the automobile roadway system; and
  - d. Discourage residential development near rail lines.
30. Benton County shall promote efficient and affordable transportation to existing regional airports (Portland and Eugene)
31. Major transportation facilities shall be located so as to avoid dividing existing economic farm units and urban social units, unless no feasible alternative exists.
32. Benton County shall cooperate with the Oregon Department of Transportation in the programming, environmental review, design, and where appropriate, construction of state highway improvement projects within the County. [Ord 91-0080]
33. Any proposal to designate an area for residential development within the Airport Overlay Zone's Approach Safety Zone shall be subject to an assessment of the impact of the proposed development on airport operations and expansion in accordance with the Corvallis Airport Master Plan
34. Benton County shall provide for the protection of the Corvallis Airport by ensuring that lands within the surrounding area will not develop so as to conflict with airport operations or programmed expansion. [Ord 91-0080]

## Potential Policy Solutions

- ◆ Continue to work with Benton County cities to focus population, employment centers, and development in existing cities (or annexed areas).



- ◆ Allow mixed-use development in existing rural communities.
- ◆ Create strong limits to non-resource employment resource zone