# Table of Contents

**Benton County Transportation System Plan**

## CHAPTER 1:
Overview

**Introduction** 1-1
- Background 1-1
- State Planning Requirements 1-2
  - The Analysis and Planning Sequence 1-2
**The Planning and Development Process** 1-2
**Key Findings** 1-3
- Integration and Coordination of Multi-Modal Solutions 1-4
**Transportation Policy Review and Changes** 1-4
- Growth Management/Land Use Alternatives 1-4
**Transportation Improvement Plan (TIP)** 1-4
- TIP Funding Summary 1-4
- Future Funding Needs 1-6
- Proposed Funding Options 1-7
**Recommended Project List** 1-7
- State Highway Widenings 1-7
- State Highway Bridge Replacements 1-7
- State Highway Intersection Improvements 1-7
- County Road Bikeway/Shoulder Widening 1-8
- County Road Bridge Replacements 1-8
- County Road Intersection Improvements 1-8
- County Road Level of Service/Increase Capacity 1-9
- County Road Pavement Preservation Program 1-9
- Rural Transit/Transportation Demand Management (TDM) 1-9
**Plan Achievements** 1-9
**Remaining Issues** 1-9
**How this Document is Organized** 1-10

## CHAPTER 2:
How the TSP Was Developed

2.1 The Planning Process 2-1
- PHASE ONE: Identifying the Issues and Developing the TSP Background Document 2-2
- PHASE TWO: Involving the Public and Preparing the TSP 2-3
  - Public Involvement 2-4
  - Development and Evaluation of the Recommended Alternative 2-7
  - Core Strategies and Transportation Deficiency Issues 2-8
2.2 Transportation System 20-Year Vision 2-10
- Benton County Transportation System Vision Statement 2-10
  - A Vision for Rail Service in the 21st Century 2-11
2.3 Transportation System Goals 2-11
- Mobility, Circulation, and Safety Goals 2-11
- Capital Improvement Goals 2-12
- Community Goals 2-12
- Economic Development Goals 2-12
- Relevant Oregon Highway Plan Actions 2-12
2.4 Evaluation Criteria 2-12
2.5 Relationship to Other Plans, Policies, and Transportation Agencies 2-13
  2.5.1 State Plans and Policies ................................................................. 2-13
    2.5.1.A Oregon Transportation Planning Rule...................................... 2-14
    2.5.1.B Oregon Transportation Plan...................................................... 2-14
    2.5.1.C Oregon Highway Plan (1991) ..................................................... 2-16
    2.5.1.D Oregon Bicycle and Pedestrian Plan (Updated 1996) .............. 2-18
    2.5.1.E Statewide Transportation Improvement Program (1998-2001) .... 2-18
  2.5.2 City and Community Plans and Policies ......................................... 2-19
    2.5.2.A City of Corvallis ....................................................................... 2-19
    2.5.2.B City of Albany ................................................................. 2-22
    2.5.2.C City of Philomath ................................................................. 2-27
    2.5.2.D City of Adair Village ............................................................ 2-30
    2.5.2.E City of Monroe and Vicinity .................................................. 2-31
    2.5.2.F The Alsea Area ...................................................................... 2-32
  2.5.3 Regional Efforts ............................................................................... 2-32
    2.5.3.A Benton County Plans and Policies .......................................... 2-32
      2.5.3.A.1 Benton County Comprehensive Plan ................................... 2-33
      2.5.3.A.2 Benton County Transportation Management Plan (1980) .... 2-35
      2.5.3.A.3 Benton County Capital Improvement Plan ......................... 2-35
      2.5.3.A.4 Benton County Development Code (1990, with amendments through 1994) 2-36
  2.5.4 Revisions to Benton County Comprehensive Plan Transportation Policies ........................................ 2-37
  Section E: Transportation ........................................................................ 2-37
      Mobility, Circulation, and Safety Policies ....................................... 2-38
      Capital Improvement Policies ......................................................... 2-40
      Community Policies ...................................................................... 2-40
      Economic Development Policies .................................................... 2-41
      Potential Policy Solutions .............................................................. 2-41

CHAPTER 3:
Roadway Plan 3-1

3.1 Existing Conditions 3-1
  3.1.1 Functional Classifications ............................................................ 3-1
  3.1.2 Description of the Roadway System .......................................... 3-9
    3.1.2.A State Highways ..................................................................... 3-10
    3.1.2.B County Roads ..................................................................... 3-10
  3.1.3 Performance Evaluation of the Existing Systems ....................... 3-15
    3.1.3.A Roadway Level of Service Analysis ...................................... 3-15
    3.1.3.B Signal Warrant Analysis ....................................................... 3-16
    3.1.3.C Roadway Safety .................................................................... 3-20
    3.1.3.D Connectivity ......................................................................... 3-24
    3.1.3.E Identified Deficiencies and Required Mitigation .................... 3-26
  3.1.4 Summary ...................................................................................... 3-35

3.2 Forecast of Future Conditions 3-35
  3.2.1 Introduction ................................................................................. 3-35
    3.2.1.A Forecasting Future Travel Demand ....................................... 3-35
    3.2.1.B Performance Evaluation of the Future No-Build Systems ........ 3-37
    3.2.1.C Future Capacity, Mobility, and Connectivity Deficiencies ....... 3-38

3.3 Roadway Policies 3-45
  3.3.1 Existing Policies ........................................................................... 3-45
3.3.2 New Policy Recommendations ........................................................................................................ 3-46
3.4 Preferred Alternatives .......................................................................................................................... 3-50
  3.4.1 Corridors With Projected Capacity Deficiency .................................................................................. 3-50
    3.4.1.A U.S. 20 Corridor, Corvallis to Albany ......................................................................................... 3-51
    3.4.1.B North Albany Road/Gibson Hill Drive Corridor in Albany ......................................................... 3-51
    3.4.1.C U.S. 20/Highway 34 Corridor, Philomath to Corvallis ................................................................. 3-52
    3.4.1.D U.S. 20—Lincoln County Line to Highway 34 ............................................................................. 3-54
    3.4.1.E North Highway 99W Corridor ...................................................................................................... 3-54
    3.4.1.F Bellfountain Road/South Highway 99W Corridor ........................................................................ 3-54
    3.4.1.G Bellfountain Road Refinement Plan ............................................................................................ 3-56
  3.4.2 Alternatives Considered But Not Included ......................................................................................... 3-56
  3.4.3 Intersection Capacity Projects ......................................................................................................... 3-57
  3.4.4 Bridge Replacement Projects .......................................................................................................... 3-58
  3.4.5 Safety Projects ................................................................................................................................ 3-59
  3.4.6 Substandard and Non-Programmed Roadway Needs ....................................................................... 3-60

CHAPTER 4:
Bicycle & Pedestrian Plan ......................................................................................................................... 4-1
4.1 Existing Conditions ............................................................................................................................ 4-1
  4.1.1 Existing Facilities Inventory ............................................................................................................. 4-1
  4.1.2 Bicycle and Pedestrian Needs Assessment ....................................................................................... 4-2
4.2 Forecast of Future Conditions ............................................................................................................ 4-4
4.3 Bicycle and Pedestrian Policies ........................................................................................................ 4-5
  4.3.1 Existing Policy .................................................................................................................................. 4-5
  4.3.2 New Policy Recommendations ....................................................................................................... 4-5
4.4 Preferred Alternatives ........................................................................................................................ 4-7
  4.4.1 Planned Bikeway & Walkway Projects .............................................................................................. 4-7
    4.4.1.A Planned Projects ......................................................................................................................... 4-7
      Crystal Lake Drive ................................................................................................................................. 4-8
      Chapel Drive ........................................................................................................................................ 4-8
      Bellfountain Road ............................................................................................................................... 4-8
      Granger Avenue ................................................................................................................................. 4-8
      Independence Highway ....................................................................................................................... 4-8
      Metge Avenue ..................................................................................................................................... 4-8
      Country Club Drive ............................................................................................................................ 4-9
      Highway 99W ...................................................................................................................................... 4-9
    4.4.1.B Other Projects ............................................................................................................................ 4-9
      Highway 34 ........................................................................................................................................ 4-9
      Alsea-Deadwood Highway .................................................................................................................. 4-9
      Kings Valley Highway ......................................................................................................................... 4-9
      U.S. 20 Bridges ................................................................................................................................. 4-10
      Scenic Drive ..................................................................................................................................... 4-10

CHAPTER 5:
Public Transportation Plan ......................................................................................................................... 5-1
5.1 Existing Conditions ............................................................................................................................ 5-1
  5.1.1 Description of Service ..................................................................................................................... 5-1
  5.1.2 Transit Demand and Existing Capacity ............................................................................................ 5-2
5.2 Forecast of Future Conditions 5-3
  5.2.1 Performance Evaluation of the Future No-Build System 5-3
  5.2.2.A Express Bus Service 5-4
  5.2.2.B Airport Park-and-Ride 5-4
  5.2.2.C Satellite Park-and-Ride 5-4
5.3 Public Transportation Policies 5-5
  5.3.1 Existing Policy 5-5
  5.3.2 New Policy Recommendations 5-6
5.4 Preferred Alternatives 5-6
  5.4.1 Express Bus Service in U.S. 20 Corridor Between Albany & Philomath [L3]
  5.4.2 Satellite Park-and-Ride Shuttle Service in Highway 99W Corridor [L1]
    Park-and-Ride Lots in Monroe, Lewisburg, and Adair Village [L2] 5-9
  5.4.3 Enhance and Expand Dial-A-Bus/County Cruiser Service [L5] 5-9
  5.4.4 Continued Valley Retriever Service [L6] 5-9
  5.4.5 Continued Rural Rounds Service [L7] 5-10
  5.4.6 Continued Linn-Benton Loop Service [L8] 5-10
  5.4.7 Support Expanded Corvallis Transit System Service to Philomath [L4] 5-10
  5.4.8 Coordination 5-10
5.5 Intercity Transit Feasibility Study 5-11

CHAPTER 6:
Air, Rail, and Pipeline Plan 6-1
6.1 Existing Conditions 6-1
  6.1.1 Rail System 6-1
    6.1.1.A Freight Rail System 6-1
    6.1.1.B Rail System Deficiencies 6-3
    6.1.2. Passenger Rail System 6-4
  6.1.2 Existing Air, Water, and Pipeline System 6-4
    6.1.2.A Air Freight/Passenger System 6-4
    6.1.2.B Water & Pipeline Systems 6-6
6.2 Forecast of Future Conditions 6-6
  6.2.1 Rail System 6-6
    6.2.1.A Freight Rail 6-6
    6.2.1.B Future Passenger Rail 6-8
    6.2.1.C Rail Deficiencies 6-8
  6.2.2 Air System 6-11
    6.2.3 Water and Pipeline Systems 6-12
6.3 Air, Rail, and Pipeline Transportation Policies 6-12
  6.3.1 Existing Policy 6-12
  6.3.2 New Policy Recommendations 6-12
6.4 Preferred Alternatives 6-13

CHAPTER 7:
Transportation Improvement Plan 7-1
7.1 Priorities and Criteria 7-1
7.2 Needs and Improvement Timing 7-2
7.3 Funding and Implementation Strategy 7-2
  7.3.1 State Projects 7-3
    7.3.1.A Status of State Transportation Funding 7-3
7.3.1.B State Funding of Projects ................................................................. 7-4
7.3.2 Historical Funding for Benton County Transportation Projects ............ 7-5
  7.3.2.A Revenues ..................................................................................... 7-5
  7.3.2.B Expenditures ............................................................................. 7-7
7.3.3 Revenue and Funding Sources for Local Transportation Projects .......... 7-9
  7.3.3.A Federal Funding Mechanisms .................................................... 7-9
  7.3.3.B State Funding Mechanisms ......................................................... 7-11
  7.3.3.C Local Funding Mechanisms ...................................................... 7-13
  7.3.3.D Debt Financing Options ............................................................ 7-19
7.3.4 Proposed Funding Options ............................................................ 7-22
  7.3.4.A Funding Options Assumptions .................................................. 7-23
  7.3.4.B Funding Options Considerations ............................................... 7-24

APPENDIX A:
Transportation Planning Rule A-1

APPENDIX B:
ODOT Access Management Standards B-1
# List of Tables

<table>
<thead>
<tr>
<th>No.</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-1</td>
<td>TIP Cost Summary By Category</td>
<td>1-5</td>
</tr>
<tr>
<td>3-1</td>
<td>(Table 6 from the Oregon Highway Plan) Maximum Volume to Capacity Ratios for Peak Hour Operating Conditions Through a Planning Horizon for State Highway Sections Located Outside the Portland Metropolitan Area Urban Growth Boundary</td>
<td>3-8</td>
</tr>
<tr>
<td>3-2</td>
<td>Pavement Condition Categories</td>
<td>3-11</td>
</tr>
<tr>
<td>3-3</td>
<td>Level of Service (LOS) to Volume /Capacity Ratio (V/C) Conversions</td>
<td>3-16</td>
</tr>
<tr>
<td>3-4</td>
<td>Planning Level Existing Conditions Signal Warrants</td>
<td>3-17</td>
</tr>
<tr>
<td>3-5</td>
<td>Existing Conditions Intersection Levels of Service</td>
<td>3-18</td>
</tr>
<tr>
<td>3-5</td>
<td>B LOS to V/C Ratio Conversion for Signalized Intersections</td>
<td>3-19</td>
</tr>
<tr>
<td>3-6</td>
<td>Operations Level Existing Conditions Signal Warrants</td>
<td>3-19</td>
</tr>
<tr>
<td>3-7</td>
<td>State Highway Accident Rates</td>
<td>3-20</td>
</tr>
<tr>
<td>3-8</td>
<td>Benton County Accident Rates</td>
<td>3-21</td>
</tr>
<tr>
<td>3-9</td>
<td>Intersections of Concern</td>
<td>3-22</td>
</tr>
<tr>
<td>3-10</td>
<td>Roadway Segments Not Meeting Level of Service Standards (1995)</td>
<td>3-26</td>
</tr>
<tr>
<td>3-11</td>
<td>ODOT State Highway Annual Growth Factors</td>
<td>3-37</td>
</tr>
<tr>
<td>3-12</td>
<td>Required Trip Shifts to Achieve ODOT Level-of-Service Standards (1991 OHP)</td>
<td>3-39</td>
</tr>
<tr>
<td>3-13</td>
<td>Operating Level Year 2015 Signal Warrants</td>
<td>3-41</td>
</tr>
<tr>
<td>3-14</td>
<td>Rural Street Design Standards</td>
<td>3-45</td>
</tr>
<tr>
<td>7-2</td>
<td>ODOT STIP 1998-2001</td>
<td>7-3</td>
</tr>
<tr>
<td>7-3</td>
<td>ODOT STIP 1998-2001 Region 2</td>
<td>7-4</td>
</tr>
<tr>
<td>7-4</td>
<td>Benton County Transportation Road Fund Revenues</td>
<td>7-7</td>
</tr>
<tr>
<td>7-5</td>
<td>Transit Projects Within Benton County</td>
<td>7-8</td>
</tr>
<tr>
<td>7-6</td>
<td>Summary of Capital Projects Costs Over Time</td>
<td>7-9</td>
</tr>
<tr>
<td>7-7</td>
<td>1997 Local Option Measures</td>
<td>7-15</td>
</tr>
<tr>
<td>7-8</td>
<td>Revenues Required to Meet Expenditures Over 20 Years</td>
<td>7-23</td>
</tr>
<tr>
<td>7-9</td>
<td>Impact of Local Levy on Tax Rates</td>
<td>7-24</td>
</tr>
</tbody>
</table>
## List of Figures

<table>
<thead>
<tr>
<th>No.</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>3-1</td>
<td>Existing Functional Classification of County Roads</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-2</td>
<td>1995 Pavement Conditions</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-3</td>
<td>Pavement Quality vs. Time</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-4</td>
<td>Existing Bridges and Railroad Crossings</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-5</td>
<td>Existing Traffic Control</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-6</td>
<td>Existing Pavement Shoulder Width</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-7</td>
<td>1995 Average Daily Traffic Volumes</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-8</td>
<td>Existing Condition Level of Service</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-9</td>
<td>Existing Problem Areas</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-10A</td>
<td>2015 Projected Residential Growth</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-10B</td>
<td>2015 Projected Average Daily Traffic Volumes</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-11</td>
<td>2015 Projected Roadway Level of Service</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-12</td>
<td>2015 Projected Problem Areas</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-13</td>
<td>Benton County Lifeline Map</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-A</td>
<td>Bridge Replacement Plan</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-B</td>
<td>Safety Improvement Plan</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-C.1</td>
<td>Year 1-10 Increased Capacity Improvement Plan</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>3-C.2</td>
<td>Year 11-20 Increased Capacity Improvement Plan</td>
<td>End of Ch. 3</td>
</tr>
<tr>
<td>4-1A</td>
<td>Bicycle and Pedestrian Facilities</td>
<td>End of Ch. 4</td>
</tr>
<tr>
<td>4-1B</td>
<td>Bicycle and Pedestrian Improvement Plan</td>
<td>End of Ch. 4</td>
</tr>
<tr>
<td>5-2</td>
<td>Public Transit Improvements</td>
<td>End of Ch. 5</td>
</tr>
<tr>
<td>6-1</td>
<td>Railroad Facilities</td>
<td>End of Ch. 6</td>
</tr>
<tr>
<td>6-2</td>
<td>Air and Water Facilities</td>
<td>End of Ch. 6</td>
</tr>
</tbody>
</table>