

A RESOLUTION APPROVING)
COMPREHENSIVE PLAN MAP) RESOLUTION NO. 82
AMENDMENTS CONCERNING)
HIGHWAY ACCESS LOCATIONS)
FOR CERTAIN SITES WITHIN THE)
CITY OF LEBANON)

WHEREAS, the Lebanon Planning Commission on September 20, 1995, conducted a public hearing on File No. CPA-95-4 which was a request to approve certain highway access plans involving highway access locations for five sites located within the City of Lebanon identified as follows: a) Site 1 concerning a location South of the Albany-Santiam Canal, West of Highway 20, East of Hansard Avenue and North of Mary Street; b) Site 2 concerning a location East of Highway 20, South of the Albany-Santiam Canal, East of the OERR tracks and North of Russell Drive; c) Site 3 concerning a location North and East of Highway 20, South of Gilbert Street and East of the OERR tracks; d) Site 4 concerning a location East of Highway 20, North of Weirich Road, West of the Albany-Santiam Canal and South of Cheadle Lake; and e) Site 5 concerning a location South of Crowfoot Road, Southwest of Highway 20 and Northeast of Cascade Drive. Said sites are more particularly located on the attached Exhibit "A" attached hereto and incorporated by this reference; and

WHEREAS, the Lebanon Planning Commission unanimously approved said request; and

WHEREAS, the Lebanon City Council has conducted a public hearing on September 27, 1995, upon the same request and File Number; and

WHEREAS, the Lebanon City Council finds that appropriate notice has been made to all parties according to the provisions of the Oregon Revised Statutes; and

WHEREAS, the City Council has considered the testimony, staff report and other relevant information of said request;

NOW, THEREFORE, BE IT RESOLVED by the Lebanon City Council as follows:

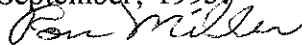
Section 1. The City Council, considering all of the above, hereby finds:

- a) All proposed highway access plans have been developed in cooperation with the Oregon Department of Transportation (ODOT) Highway Division staff, following the guidelines of ODOT's Access Management Manual; and
- b) The proposed preliminary access plans intend to implement and fulfill ODOT's access controlled programs which is important to the best interests of the City of Lebanon and reflect the City's policies and requirements regarding road access as well as the adopted Transportation (facility) master plan of the City of Lebanon.

Section 2. Based upon the preceding, the City Council hereby approves the City of Lebanon Planning Commission Staff Report, Highway Access Plans, dated September 14, 1995, File No. CPA-95-4, which is attached hereby as Exhibit "B" and incorporated herein by reference.

Section 3. Appropriate notice of this action shall be made as provided by law to the Department of Land Conservation and Development and the appropriate parties herein.

Passed by the Council of the City of Lebanon by a vote of 5 for and 0 against, and approved by the Mayor this 27th day of September, 1995.

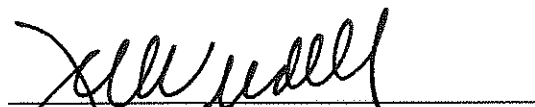


Ron Miller, Mayor Pro Tem

~~Robert G. Smith~~

~~Mayor for the City of Lebanon~~

ATTEST:



Joseph A. Windell
City Recorder

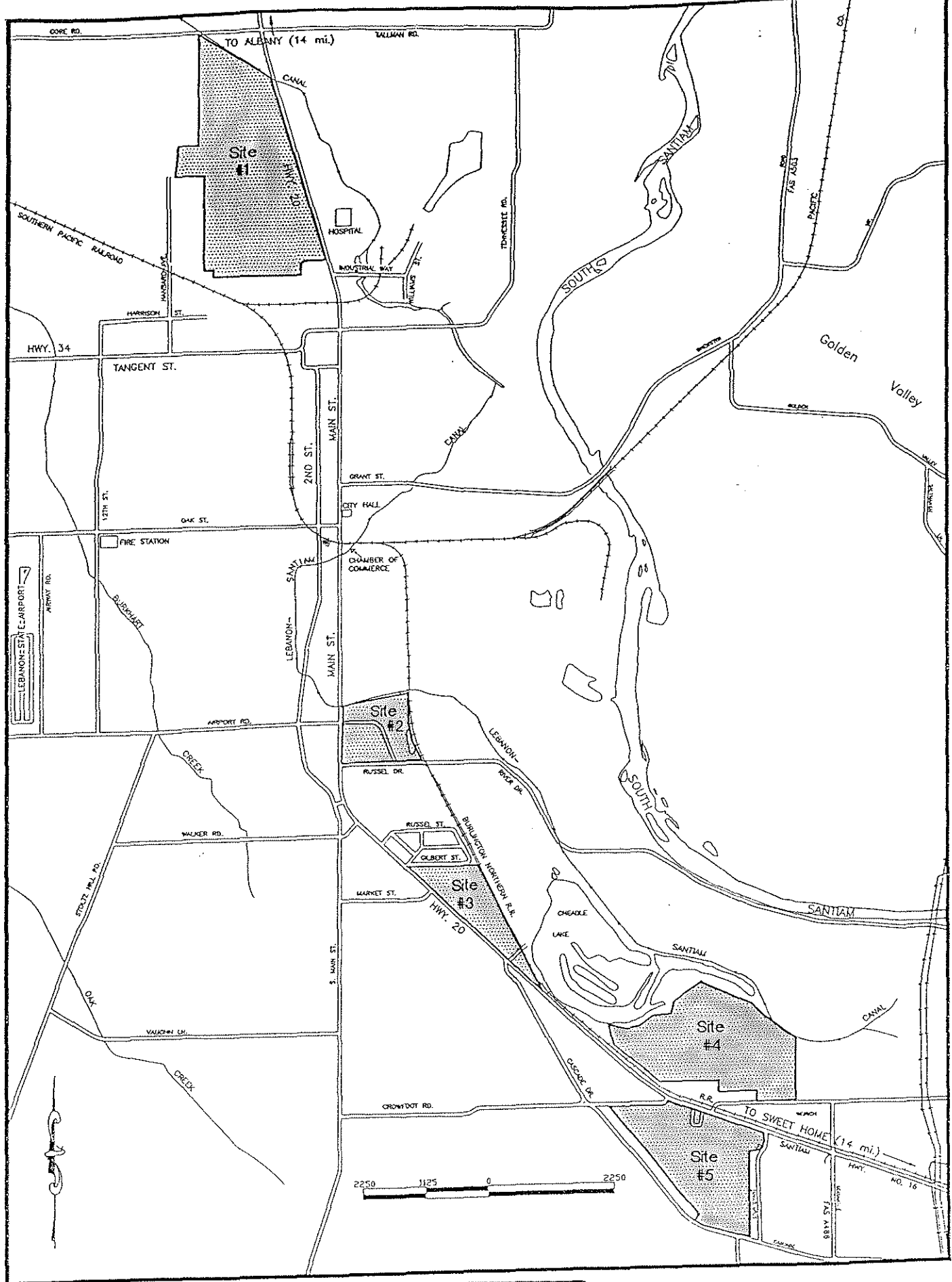


EXHIBIT
"A"

CPA-95-4.

**CITY OF LEBANON
PLANNING COMMISSION STAFF REPORT**

HIGHWAY ACCESS PLANS

INTRODUCTION

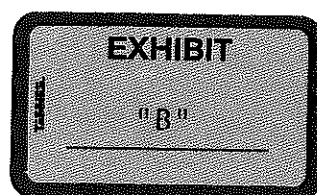
The City of Lebanon has identified the need to provide adequate vacant land for commercial and mixed use development. Specifically, large parcels of developable commercial property adjacent to highways and arterials are very scarce, if available at all. The economic base of the community has experienced a substantial shift since the Comprehensive Plan and Zoning Maps were first developed. In order to assure that current zoning and map designations reflect local current conditions and needs and to enable the community to respond to economic development opportunities, the City has undertaken a commercial lands study as part of its Periodic Review Work Program which is designed to update the City's zoning and planning procedures, policies and practices.

A vital component of the study involves developing preliminary highway access plans for identified development sites. The major transportation routes through town, Highways 20 and 34, are owned and maintained by the Oregon Department of Transportation (ODOT). All access permits onto Highways 20 and 34 are administered and issued by ODOT who has recently adopted Highway Access Management and Control policies and guidelines in order to assure that land development (and access) adjacent to state highways does not conflict with the safety and operations of those roadways. Consequently, the commercial lands study includes the identification of proposed access locations that comply with ODOT's programs.

The provision of highway access is a critical element of the development of any site, especially a large commercial one. ODOT requires a permit process for all new and changed existing access; this process can at times be difficult, lengthy and expensive if major highway improvements (widening, turn lanes, signals, etc.) are required. ODOT has implemented new highway access controls which may preclude various proposed accesses if they pose potential traffic conflicts or substantially diminish the existing level of service of the adjacent highway.

As part of the Commercial Lands Study, preliminary highway access plans have been developed for the study sites regardless of their status regarding Comprehensive Plan and Zoning Map amendments. These preliminary access plans have been developed in cooperation with ODOT Highway Division staff and are intended to implement and fulfill ODOT's access control program. These access plans also reflect the City's policies and requirements regarding road access as well as the adopted Transportation (Facility) Master Plan.

It is noteworthy that two of the five study sites (Sites 4 and 5) are currently the subject of a Traffic Impact Analysis in support of a proposed development of Site 4. Consequently, access plans for these two sites will be developed pending the findings of this analysis.



LEBANON COMMERCIAL LAND STUDY

CITY OF LEBANON PLANNING COMMISSION STAFF REPORT

HIGHWAY ACCESS PLAN - SITE 1

Commercial Lands Study Site # 1
Total Land Area: 163 acres
Number of Parcels: 14

File #: CPA-95-4

Site Location: South of Albany-Santiam Canal, west of Highway 20, east of Hansard Avenue and north of Mary Street

Current Zone Designation: County - UGM-10; City - Mixed Use
Proposed Zone Designation: Mixed Use (upon annexation)

Current Comprehensive Plan Designation: Mixed Density Residential and Special Development District
Proposed Comprehensive Plan Designation: Special Development District

BACKGROUND AND SITE DESCRIPTION

This site is primarily in active agricultural production and contains about a half-dozen residences. The site has significant development potential as it abuts Highway 20 and is across the street from the Lebanon Community Hospital and medical offices. Current and planned public infrastructure will bring water, sewer, storm drainage and interior road access to or adjacent to this site. Other than a few residences, this site has been in a "holding pattern" waiting for development. It is believed that the proposed infrastructure improvements as well as recent acquisition of part of this site by the Hospital will result in pending development activity.

PLANNING AND ZONING CONSIDERATION

This area is somewhat of a buffer between the Limited Industrial zoned land to the west (Hansard area) and the hospital to the east as well as residential to the south. Half of this site is currently designated as a Special Development District. Given the proximity to the highway, hospital and industrial areas, a mixed use zone development potential is best able to respond to local land development needs that blend commercial, industrial and residential uses. This area is within an established Urban Renewal District.

HIGHWAY ACCESS - ISSUES AND STATUS

A meeting with ODOT staff regarding a future Highway Division Maintenance Project for Highway 20 adjacent to this site has identified 4 primary access points as follows: 1) a limited access south of the canal between Tax Lots 1800 and 1900 near Mile Post 12; 2) a full service, controlled signalized access across from Cemetery Road (at Mile Post 12.24) along a future arterial road alignment; 3) a limited access point directly across from the current main Hospital entry (near Mile Post 12.39); and 4) access from Twin Oaks Drive, an existing local street.

LEBANON COMMERCIAL LAND STUDY

CITY OF LEBANON PLANNING COMMISSION STAFF REPORT

HIGHWAY ACCESS PLAN - SITE 2

Commercial Lands Study Site # 2
Total Land Area: 31 acres
Number of Parcels: 27

File #: CPA-95-4

Site Location: East of Highway 20, south of the Albany-Santiam Canal, east of the OERR tracks and north of Russell Drive

Current Zone Designation: County - UGM-10 and Heavy Industrial; City - Highway Commercial
Proposed Zone Designation: No change

Current Comprehensive Plan Designation: Commercial and Special Development District
Proposed Comprehensive Plan Designation: No change

BACKGROUND AND SITE DESCRIPTION

This is an underdeveloped area that currently has commercial development along Highway 20, residential development along Russell Drive and Industrial development in the northeast bordering the canal and railroad tracks. City services are currently limited to Highway 20 abutting properties. A lot of vacant land remains, most of the balance is a candidate for eventual re-development. Russell Drive is a county-standard road with substantial traffic. Most of the east portion of the site formerly contained a lumber mill and log pond. This site contains the last remaining wood-chip burning wigwam (inactive) in the Lebanon area.

PLANNING AND ZONING CONSIDERATION

The redevelopment potential along with existing mixed uses is the reason why most of the site is designated currently as a Special Development District. The rest of the site abutting the highway is zoned and designated commercial. The City is currently reviewing a proposal for substantial commercial re-development of the west portion of the site. The City's Transportation Master Plan calls for an eastward extension of Airport Road (arterial) through the site eventually connecting with Russell Drive.

HIGHWAY ACCESS - ISSUES AND STATUS

A full service, controlled access to this site is proposed as the extension of Airport Road - a designated major arterial. A frontage road approximately 400 feet east of and parallel to Highway 20 linking Russell Drive and Airport Road is also proposed; this road will provide access to the vacant commercial properties along Highway 20 minimizing the need for additional highway access. Russell Drive intersecting with Highway 20 is proposed for 3-lane widening and future controlled, signal access. Oriole Drive, an existing unimproved short street, is proposed to be vacated and its highway access eliminated.

LEBANON COMMERCIAL LAND STUDY

CITY OF LEBANON PLANNING COMMISSION STAFF REPORT

HIGHWAY ACCESS PLAN - SITE 3

Commercial Lands Study Site # 3
Total Land Area: 28 acres
Number of Parcels: 8

File #: CPA-95-4

Site Location: North and east of Highway 20, south of Gilbert Street and east of the OERR tracks

Current Zone Designation: Highway Commercial and Limited Industrial
Proposed Zone Designation: Highway Commercial and Mixed Use

Current Comprehensive Plan Designation: Commercial and Light Industrial
Proposed Comprehensive Plan Designation: Commercial and Special Development District

BACKGROUND AND SITE DESCRIPTION

The proposed redesignation area consists of two large, vacant, industrial zoned parcels that function as a buffer zone separating the remaining industrial activity (GP hardboard mill) to the east from the commercial (and limited residential) development along Highway 20. The south part of the site abuts a vacant mill site that once was the world's largest plywood mill. Development of this transitional area has been limited by the lack of a good highway access and city services. Recent major commercial development (Wal-Mart) across the highway from this site has generated interest in the study site. This site most recently serves the circus/carnival when it visits town.

PLANNING AND ZONING CONSIDERATION

This site is unique in that it offers total visibility from the highway, has railroad access and abuts a vacant lumber mill. The odd triangular shape of the parcel as well as its limited width diminishes its potential as an industrial site. This site is the last large vacant parcel in city limits on the south side of town with commercial development potential. Lebanon's largest commercial centers are located across Highway 20 to the direct west and northwest from this site.

A very large amount of vacant, undeveloped, zoned and/or designated Limited Industrial property exists in the north and west portions of the UGB. These sites include both fully served and unserved (with infrastructure/utility) properties. Redesignating this site from Limited Industrial to Special Development District will not result in an inadequate amount of available Limited Industrial land.

HIGHWAY ACCESS - ISSUES AND STATUS

A number of special access considerations are involved with this site. Market Street, which was re-aligned during the development of Wal-Mart, is a recent signalized intersection that does not currently continue eastward across the highway and, in fact, such extension is currently blocked by a privately owned

commercial parcel. No additional signals will be allowed in this vicinity according to ODOT. The exclusive truck access to the industrial area is from an uncontrolled, industrial-size driveway in the middle of the site. This stretch of highway is an acceleration zone for outgoing, southbound traffic and a deceleration zone for northbound, incoming traffic. These conditions make across highway truck movements (left turns) and access difficult and at times dangerous.

Discussions with ODOT staff have resulted in the following access proposal for this site:

1. Market Street will be extended eastward across the highway providing a full service, controlled access that can be used by industrial users (trucks) and future commercial users. It is noteworthy that the eastward extension of this existing controlled (signalized) intersection is important because no other signal (other than at the extreme south) would be permitted to serve this site due to the proximity of the Market Street signal;
2. The existing industrial truck access may remain but would become a much less used, right-in and right-out access; and
3. A possible new access to the site across from the existing intersection of Cascade Drive and Highway 20 (Mile Post 15.18) which is currently a dangerous high-use intersection that is proposed for future reconfiguration/reconstruction and a possible signal.

LEBANON COMMERCIAL LAND STUDY

CITY OF LEBANON PLANNING COMMISSION STAFF REPORT

HIGHWAY ACCESS PLAN - SITE 4

Commercial Lands Study Site # 4
Total Land Area: 91.17 acres
Number of Parcels: 3

File #: CPA-95-4

Site Location: East of Highway 20, north of Weirich Road, west of the Albany-Santiam Canal and south of Cheadle Lake

Current Zone Designation: County - EFU-80
Proposed Zone Designation: Mixed Use

Current Comprehensive Plan Designation: General Industrial
Proposed Comprehensive Plan Designation: Special Development District

BACKGROUND AND SITE DESCRIPTION

This site is a relatively flat, large agricultural field that is in grass seed and strawberry production. Cheadle Lake abuts the north boundary including wetland areas and riparian vegetation zones. Industrial activities abut the south boundary next to Weirich Road. Cheadle Lake, the largest former log pond in the state, is a mapped wetland area on the National Wetland Inventory Map. This factor, the absence of city services, limited highway access, and changes in the industrial character of the economy have all resulted in this site not being attractive to industrial development.

PLANNING AND ZONING CONSIDERATION

The special attributes of this site are the recreational potential offered by Cheadle Lake along with the access constraints to the highway. A local development group has proposed to recreationally develop the property including an RV park, sports complex, festival site and fishing lake. The Oregon Fishing Club has evaluated and aspires to develop the lake for sport fishing potential. The Lebanon Strawberry Festival is in desperate need of a new site and would like to locate here. The recently prepared Lebanon Parks Master Plan has proposed part of this site as a new city regional park focusing on a multiple sports complex. Various recent studies involving local economic diversification have identified tourism development including a destination facility and an RV Park as a top local priority. There is no other site in the Lebanon area that offers as much recreation/tourism development potential. The proposed development of this site includes blending all of these uses in a public/private partnership that serves the entire community. On behalf of this initiative, the City has secured grant funding to conduct technical studies regarding the feasibility of developing the site. These studies include a Traffic Impact Analysis (access study), wetlands evaluation, infrastructure engineering to extend services, the preparation of a site/architectural plan, and a biological/environmental assessment of Cheadle Lake and its surrounding riparian zone. These studies are in process and scheduled for completion in September.

HIGHWAY ACCESS - ISSUES AND STATUS

Access to this rather large site is very limited and problematic. City staff have worked with ODOT staff regarding the nature of a Traffic Impact Analysis which is required for any proposed highway access. ODOT staff have requested that the Impact Analysis address the operations and function of the Highway 20 intersection with Weirich and Crowfoot Roads.

The primary highway access constraints involve limited sight distance on the highway (nearby curve, high road speeds) and the required railroad crossing as part of the highway access. Although the highway is improved to 4 lanes with a center refuge lane, a right turn egress lane is desirable yet not possible due to the railroad tracks.

Access to the site from Weirich Road is problematic because such access would not be visible from the highway and more significantly due to the fact that the existing lumber mill there operates on both sides of Weirich Road and essentially treat it as a driveway, driving loaded fork lifts back and forth across the road. Both the marketplace (users) and emergency services (fire, police) have identified the absolute necessity of multiple access points to this proposed facility.

In as much as the development proponents propose a large limited and uncontrolled access near Mile Post 15.75, a professionally prepared Traffic Impact Analysis incorporating all ODOT highway access policies and requirements is underway to determine the feasibility of highway access to this site. **Given the fact that this analysis is underway, the City is not proposing any specific highway access to Sites 4 and 5 as the Traffic Impact Analysis will do so in a much more rigorous fashion.** The City awaits the findings of the Traffic Impact Analysis prior to proposing access locations and controls for these sites.

LEBANON COMMERCIAL LAND STUDY

CITY OF LEBANON PLANNING COMMISSION STAFF REPORT

HIGHWAY ACCESS PLAN - SITE 5

Commercial Lands Study Site # 5
Total Land Area: 81 acres
Number of Parcels: 5

File No.: CPA-95-4

Site Location: South of Crowfoot Road, southwest of Highway 20 and northeast of Cascade Drive

Current Zone Designation: UGM-10 and Light Industrial
Proposed Zone Designation: None

Current Comprehensive Plan Designation: Mixed Density Residential and Commercial
Proposed Comprehensive Plan Designation: No change

BACKGROUND AND SITE DESCRIPTION

This site is developed with limited industrial (auto wrecking yard and woodworking shop) and commercial (amusement center) uses as well as a manufactured home park - all of these uses abut Highway 20. The vast majority of the site is a vacant agricultural field.

PLANNING AND ZONING CONSIDERATION

This site is distant from city services and consequently has experienced limited development. Current County zoning limits additional development at this time. Although somewhat distant from City activities and amenities, this site holds the potential for a large-scale residential development for sometime in the future. It represents the largest undeveloped residentially designated parcel abutting Highway 20 on the south part of town.

HIGHWAY ACCESS - ISSUES AND STATUS

Highway access to this site is limited and constrained due to the peculiar configuration of the Highway 20/Crowfoot/Weirich Road intersection. Because this intersection is subject to a Traffic Impact Analysis currently underway, the City is not proposing any specific highway access to this site at this time. The findings of the Traffic Impact Analysis will provide guidance regarding future highway access to this site.

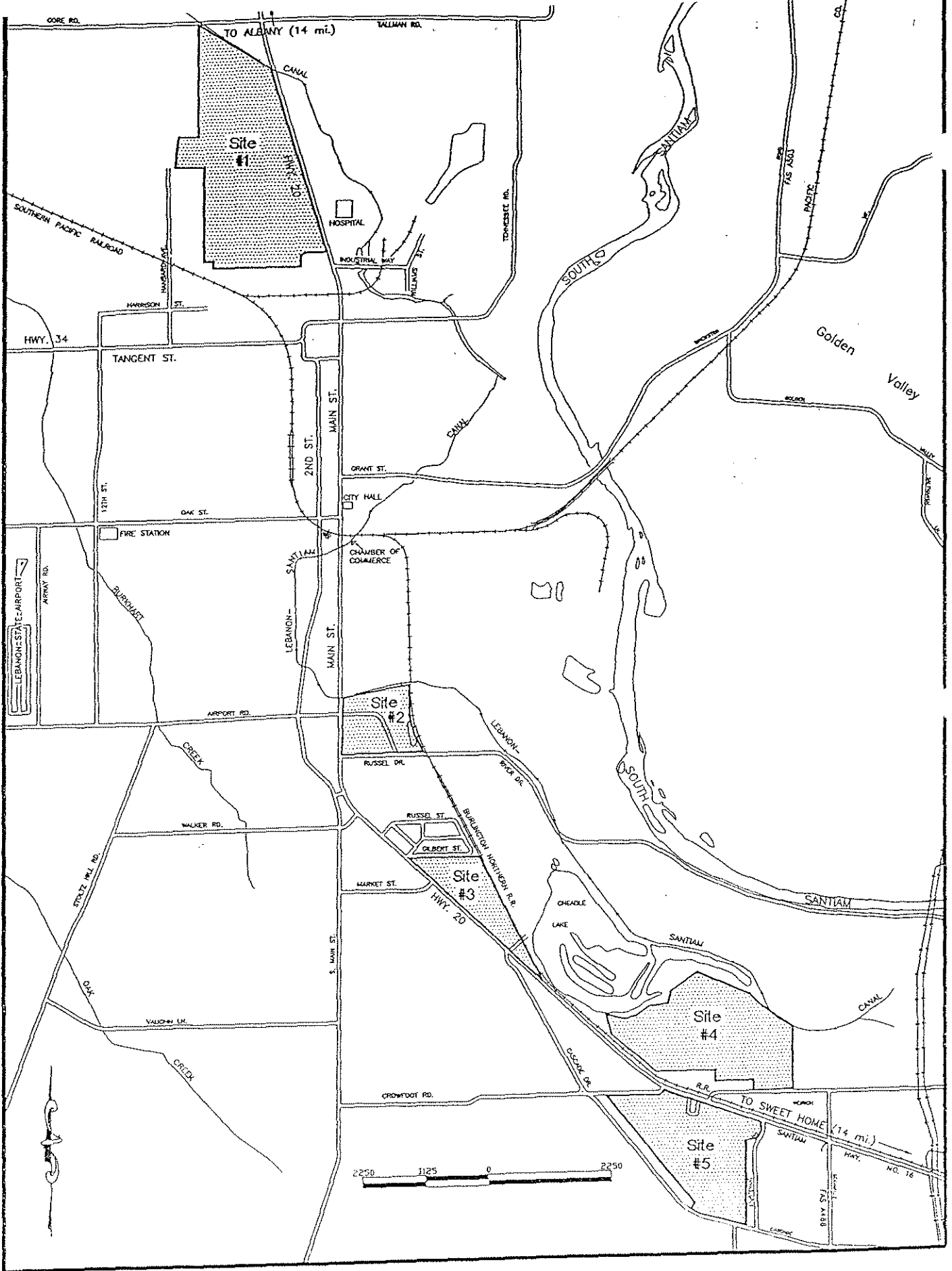
SUMMARY

The proposed Highway Access Plans will provide guidance for future access improvements to major vacant sites abutting Highway 20. These access plans were prepared according to the directives of the ODOT Access Management Manual in cooperation with ODOT staff. Proposed access locations will promote safe new access to sites that minimize conflicts with traffic movement and existing access locations. These plans can be used to expedite the ODOT issuance of highway access permits and to assist in site planning and development.

STAFF RECOMMENDATION

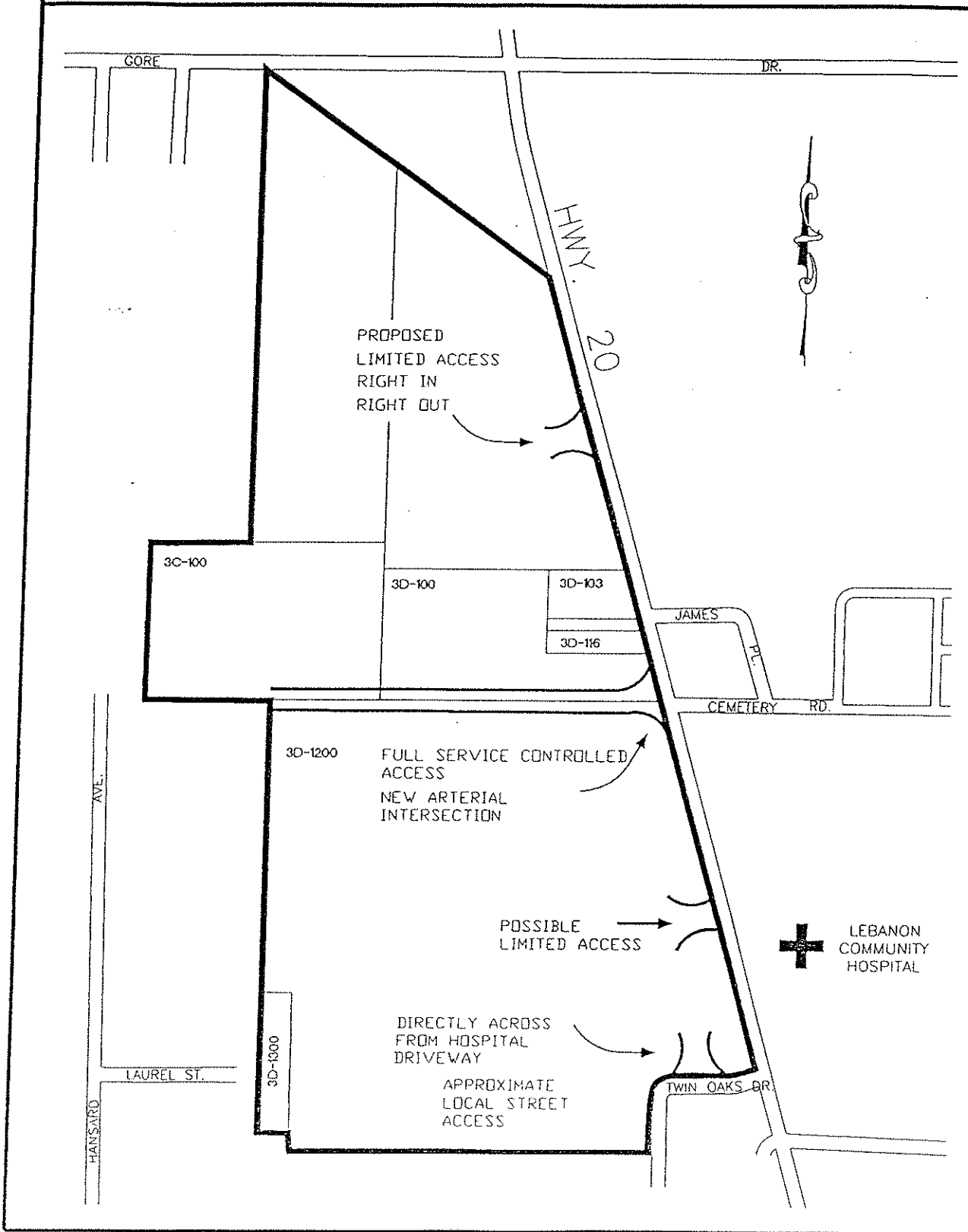
Staff recommends that the Planning Commission recommend to the City Council that the proposed Highway Access Plans be adopted as an amendment to the Comprehensive Plan. This plan will be used in the same capacity as adopted facility plans in providing guidance for future site and infrastructure improvements.

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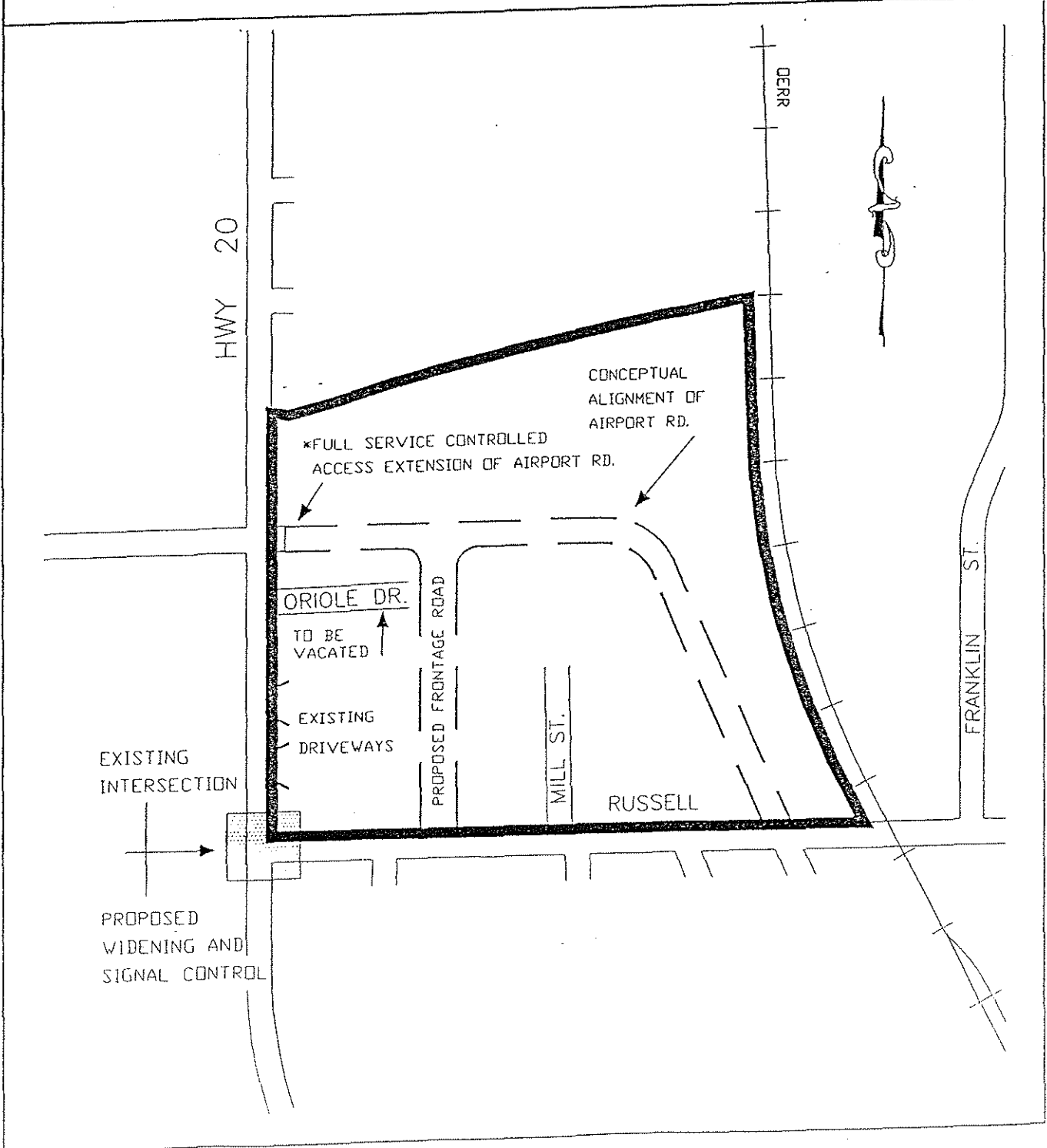


LEBANON COMMERCIAL LAND STUDY SITE #1





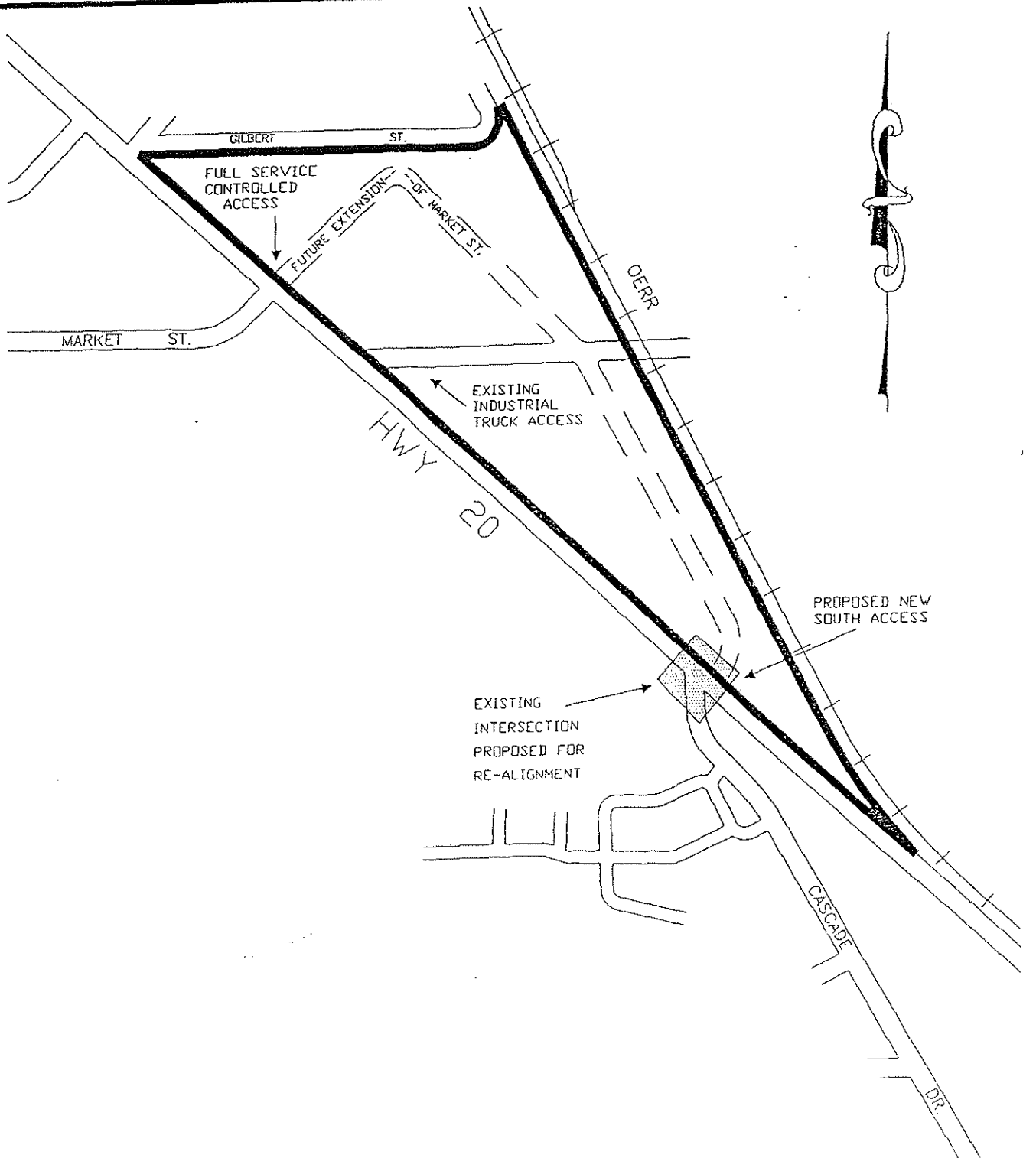
LEBANON COMMERCIAL LAND STUDY SITE #2





LEBANON COMMERCIAL LAND STUDY

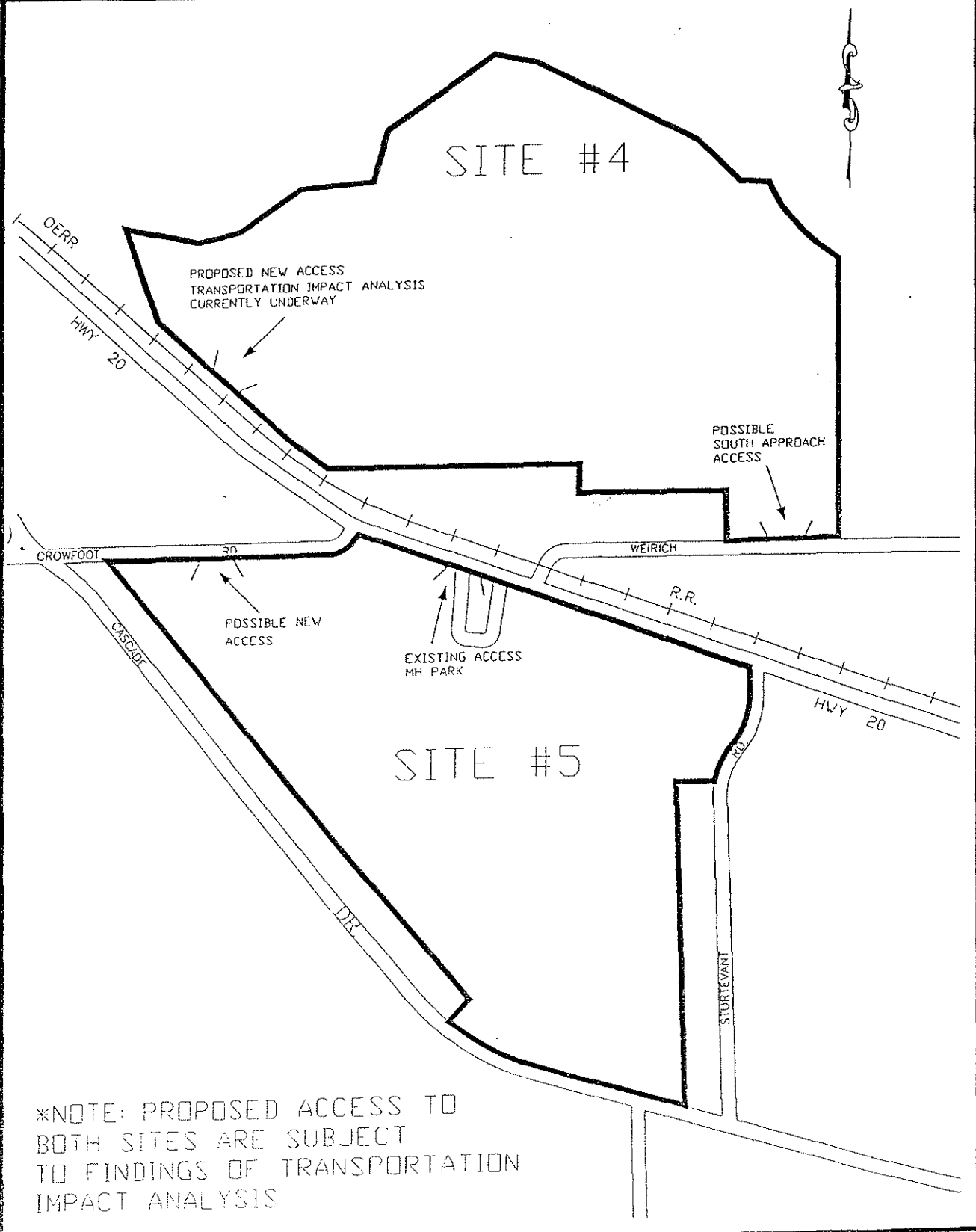
SITE #3





LEBANON COMMERCIAL LAND STUDY

SITES #4 & #5



*NOTE: PROPOSED ACCESS TO BOTH SITES ARE SUBJECT TO FINDINGS OF TRANSPORTATION IMPACT ANALYSIS