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MEMORANDUM

Community Development

To: Mayor Jackola and City Council
From: Kelly Hart, Community Development Director
Subject: Comprehensive Plan Amendment – Economic Opportunity Analysis

Date: August 17, 2023

I. INTRODUCTION

The City of Lebanon has an adopted Transportation System Plan which evaluates the development and growth projections and identifies the transportation improvements needed over the 20-year planning period to address the growth and maintain an effective transportation system. The proposed Comprehensive Plan Amendment identifies recommended changes to the adopted 2018 Lebanon Transportation System Plan (TSP) to reflect desired long-term transportation improvements at the Weldwood Drive/Cascade Drive intersection.

II. CURRENT REPORT

In 2020, Kittelson & Associates, Inc. (Kittelson) performed an operations and safety assessment of the Weldwood Drive/Cascade Drive intersection as part of the 2020 *Colonia Paz Affordable Housing Traffic Impact Analysis*. Within this study, the intersection was found to function within acceptable capacity-based operating standards. However, the study also documented a field review and safety assessment of the intersection that identified an emerging trend of crashes associated with the southbound left turn and through movement from the Walmart access drive leg. While no specific mitigation measures were recommended to be conditioned on the Colonia Paz development, several potential intersection mitigation measures were included in the report for future consideration by the City of Lebanon.

In response to observed changes in traffic volumes/patterns following the COVID-19 pandemic, the City of Lebanon asked Kittelson to perform an updated assessment of the Weldwood Drive/Cascade Drive intersection in May 2022. This updated assessment (May 31, 2022, *Weldwood Drive/Cascade Drive Intersection Assessment*) generated the following findings:

- The critical southbound left-turn movement from the Walmart access road was found to be operating at capacity with high levels of delay during peak traffic conditions.
- A review of more recent/updated crash data found a similar frequency of crashes and crash patterns consistent with the 2020 analysis. In particular, a large percentage of crashes continue to involve southbound left-turn and through movements from the Walmart access drive leg of the intersection.

- Although delay associated with the critical southbound left-turn movement is high, the intersection did not have high enough traffic demand to meet the primary volume-based warrants for installing a traffic signal.

Based on these findings, several safety and operations improvements were identified and assessed. The near-term improvements centered on minimizing traffic volumes on the southbound Walmart access drive approach or making minor striping/channelization treatments on all four intersection approaches to better align intersection movements, consolidate lanes, and improve sight lines. Recognizing these to be temporary fixes, several long-term solutions were also identified. Under the long-term improvement scenarios, signalization of the intersection could be a viable mitigation treatment when one or more volume-based warrants are met. As an alternative to signalization, a single-lane roundabout was investigated and found to operate with sufficient long-term capacity and generally fit within the available right-of-way or have minimal impacts to existing developed properties.

Following these findings, Kittelson performed a more detailed engineering design layout of a single-lane roundabout to better understand the functional layout and geometric needs, right-of-way limitations, heavy vehicle turning movement requirements, and construction costs. The result was a 30% design plan for the intersection that included a conceptual engineering cost estimate of approximately \$4,000,000 in 2023 dollars. *See Attachment A for a copy of the 30% design set.*

Per Oregon Administrative Rule (OAR) 660-012-0030 (Determination of Needs per the “Transportation Planning Rule”), the currently adopted Lebanon TSP identifies needs and deficiencies under year 2018 and year 2040 conditions. Of the extensive list of currently adopted and prioritized transportation improvement projects in the TSP, the plan does not identify the need for improvements at the Weldwood Drive/Cascade Drive intersection. To be eligible and/or more competitive for future grant/funding opportunities, it is recommended that the City formally amend its TSP to include a future roundabout at the Weldwood Drive/Cascade Drive intersection.

Summary of Recommended Changes –

Given the two previous operations/safety assessments of the Weldwood Drive/Cascade Drive intersection and the fact that the existing Lebanon TSP does not currently identify improvements, the following amendments are recommended:

- Modify TSP Table 4 (Motor Vehicle Projects) to include a new D42 project that includes the installation of a roundabout as documented below.

Table 4. Motor Vehicle Projects

Project ID	Project Description	Project Purpose	Primary (Secondary Mode)	Estimated Cost	Primary Funding Source	Package**
D42	Weldwood Drive/Cascade Drive intersection improvements	Motor vehicle congestion and safety	Motor Vehicle	\$4,000,000	City	2
	Intersection improvements (installation of a single-lane roundabout)					

The inclusion of a new D42 project in Table 4 will result in \$4.0M of new projects added to the Package 2 project list (Aspirational projects that are highly supported but that, due to cost or jurisdiction, were unable to be included in the Financially Constrained list). As noted in the adopted TSP, the list of Aspirational projects is not reasonably expected to be funded by 2040 but is important to providing a transportation system that supports economic development and provides a balanced transportation system. The inclusion of this list allows the City to remain flexible and respond to future funding opportunities as they arise.

Adoption Process – the amendment to the Transportation System Plan (TSP) is to be adopted by ordinance and incorporated directly into the comprehensive plan. Included for consideration is the draft amendment to the TSP.

To adopt an amendment to the comprehensive plan text, the City must first make findings for the relevant decision criteria, including, the amendment complies with the Oregon Department of Land Conservation and Development (DLCD) administrative rules, the applicable Statewide Planning Goals, the applicable provisions of the Lebanon Comprehensive Plan, and any other applicable and relevant facility or special area plans, specific projects or city-wide goals adopted by the City. The required findings are included as Exhibit “A” of the proposed Ordinance.

III. RECOMMENDATION

1. Evaluate the public testimony and the record established before the City Council; and
2. Adopt the Ordinance amending the Comprehensive Plan Text Amendment adopting the Minor Amendment to the Transportation System Plan, adopting the written findings for the decision criteria contained in the staff report; or
3. Adopt the Ordinance amending the Comprehensive Plan Text Amendment adopting the Minor Amendment to the Transportation System Plan, adopting modified findings for the decision criteria; or
4. Deny the Ordinance, specifying reasons why the proposal fails to comply with the decision criteria.