

City of Lebanon
Comprehensive Plan

Chapter 8:
TRANSPORTATION
Adopted by City Council
December 8, 2004

CHAPTER 8

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Protocol for Referring to a Goal, Policy or Recommendation from this Chapter

- Chapter 8 (Transportation) Goal G-x [x = Number of Goal Statement]
- Chapter 8 (Transportation) General Policy P-x [x = Number of Policy Statement]
- (And so on for other subsections) [x = Number of Policy Statement]
- Chapter 8 (Transportation) Recommendation R-x [x = Number of Recommendation Statement]

CHAPTER 8: TRANSPORTATION

Part One: Narrative

1.0 Introduction

1.1 *Statewide Planning Goal 12*

Statewide Planning Goal 12 requires cities to provide and encourage a safe, convenient, and economic transportation system. Goal 12 indicates that a transportation plan shall: (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.

1.2 *State's Transportation Planning Rule (TPR)*

1.2.1 TPR Requirements

A primary requirement of Goal 12 is that cities achieve compliance by developing an effective Transportation System Plan (TSP). This requirement is embodied in the State's Transportation Planning Rule or TPR (OAR 660-012). These laws and rules require that jurisdictions investigate and where appropriate develop the following:

- Plan for a network of arterial and collector roads
- Public transit plan
- Bicycle and pedestrian plan
- Air, rail, water, and pipeline plan
- Transportation financing plan
- Policies and ordinances for implementing the TSP.

The TPR also requires that:

- alternative travel modes be given equal consideration with the automobile, and that reasonable effort be applied to the development and enhancement of the alternative modes in providing the future transportation system;
- local jurisdictions amend land use and subdivision ordinances to implement the provisions of the TSP;
- local communities coordinate their respective plans with the applicable county, regional, and state transportation plans.

The TPR sets requirements for coordination among affected levels of government for preparation, adoption, refinement, implementation and amendment of transportation system plans.

1.2.2 Goals of the TPR

The purposes of the TPR in implementing Statewide Planning Goal 12 include the following:

- promoting the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided;
- explaining how local governments and state agencies responsible for transportation planning demonstrate compliance with other statewide planning goals;
- through measures designed to reduce reliance on the automobile, assuring that the planned transportation system supports a pattern of travel and land use in urban areas that will avoid the air pollution, traffic and livability problems faced by other areas of the country;
- improving the livability of urban areas by promoting changes in land use patterns and the transportation system that make it more convenient for people to walk, bicycle and use transit, and drive less to meet their daily needs. Changing land use and travel patterns will also complement State and local efforts to meet other objectives, including containing urban development, reducing the cost of public services, protecting farm and forest land, reducing air, water and noise pollution, conserving energy and reducing emissions of greenhouse gases that contribute to global climate change.

1.2.3 The TPR and Statewide Planning Goal 1

Transportation system plans adopted pursuant to the TPR fulfill the requirements for public facilities planning required under ORS 197.712(2)(e), Goal 11, Public Facilities and Services, and OAR Chapter 660, Division 11, as they relate to transportation facilities. Therefore, Goal 11 transportation issues will be addressed in this Chapter of the Comprehensive Plan rather than in the following Chapter (9) on Public Facilities and Services. Other public facility issues (sewer, water, etc.) are included in Chapter 9, Public Facilities.

1.3 Transportation and the Lebanon Comprehensive Plan

1.3.1 Compliance with Goal 12 and TPR:

The City of Lebanon places a high priority in achieving compliance with Statewide Planning Goal 12 and the Transportation Planning Rule, and has been proactive in implementing the concepts and ideas embodied in these rules and guidelines.

- **Transportation System Plan (TSP):** Currently the City has a Transportation Master Plan that was written in 1991, but that will soon be replaced by a TSP. A draft TSP was produced in 2004, and this document will be revised and updated within the next year. This TSP will contain many of the details of the City's compliance with the TPR. The TSP will also be a primary instrument for implementing this Comprehensive Plan.
- **Land Use Regulation Amendments (LURA):** In addition, the City through a year long public process has produced a set of draft Land Use Regulation Amendments (LURA). This project was funded by a State Transportation Growth Management (TGM) grant, a joint program of Oregon's Departments of Transportation and Land Conservation and Development. Both agencies have reviewed and approved the proposed amendments developed through this process. The LURA are the required revisions of the City's Land Use (Zoning) and Subdivision Ordinances that implement the TPR. These LURA will be implemented as part of the City's complete update of these ordinances following the adoption of this Comprehensive Plan. Both Ordinances are intended to be primary tools implementing this Comprehensive Plan.

1.3.2 Purposes of this Chapter

This Chapter of the Comprehensive Plan provides the framework and the overall transportation policies concerning streets and highways, transit, bicycle and pedestrian ways, utility transmission corridors, railroads and air transportation for the Lebanon area. The framework and policies of this Chapter are designed to achieve compliance with Statewide Planning Goal 12 and the Transportation Planning Rule, and hence provide the foundation for the TSP and LURA.

The City and this Comprehensive Plan seek to strengthen all modes of transportation and thereby facilitate the improved flow of people, goods and services through and within the community.

It is important to recognize that transportation systems also function as basic structural and organizational frameworks on which a community grows and develops. The City recognizes this important function, and seeks to improve these basic structural and organizational frameworks.

The City also recognizes that changes to the transportation system can have a wide variety of economic, social and environmental impacts. These critical considerations will be taken into account as the community grows and enhances its transportation systems.

1.3.3 Relationship of the Transportation System Plan to the Comprehensive Plan

As noted above, a Transportation Master Plan was adopted by the City of Lebanon in 1991 and currently represents a primary instrument for implementing the Transportation policies of the Comprehensive Plan. This Master Plan will soon be replaced by a Transportation Systems Plan (TSP) when the current 2004 draft is revised and updated. Upon its completion and adoption, the TSP will become a primary instrument for implementing the Transportation policies of the Comprehensive Plan.

This Comprehensive Plan Chapter only contains a brief synopsis of key points from these two implementing documents¹. For detailed information, one should reference the Master Plan, and then the TSP after its adoption replaces the current Transportation Master Plan. Upon adoption, the TSP becomes an addendum to this Comprehensive Plan.

In addition, after their adoption the above noted LURA revisions of the City's Land Use (Zoning) and Subdivision Ordinances will contain very detailed treatments of much of the City's compliance with Statewide Planning Goal 12 and the Transportation Planning Rule. Both Ordinances are primary tools implementing this Comprehensive Plan.

2.0 Roadway System Plan

The street plan as detailed in the TSP, and briefly summarized in this Chapter of the Comprehensive Plan, reflects the anticipated operational and circulation needs of the community for the next twenty years. It provides guidance on how to facilitate travel for all roadway users within the UGB over the next twenty years. The street system plan includes functional classification designations, street standards, recommended capacity and connectivity improvements, and access management strategies.

2.1 Functional Classification Plan

The purpose of classifying streets within the UGB is to create a balanced system that facilitates mobility for vehicles, freight, transit, pedestrians and cyclists. Street functional classification identifies the intended purpose, the amount and character of traffic, the degree to which non-auto traffic is emphasized, and the design standards. It is essential that the street functional classification consider adjacent land uses.

2.1.1 General Definitions of Functional Classifications

The following functional classifications are recommended as part of the TSP. The primary classification designations are summarized.

A. Parkways

Parkways do not currently exist within the Lebanon UGB. However, a Parkway is in the planning stages with initial segments, such as Reeves Parkway in the northwest quadrant of the City, being built as arterials with sufficient right-of-way for full development as Parkways in the future.

Parkways are complete routes or segments of two-lane and multi-lane highways and planned multi-lane highways that provide for safe and efficient moderate to high speed and high volume traffic movements. Their primary function is to provide for interurban travel and connections to major destinations with minimal interruptions. Pedestrian facilities and bikeways are separated from the roadway.

¹ When adopted, the TSP supercedes the existing Transportation Master Plan and the 2004 draft TSP. Polices contained in the TSP will further supplement and implement the transportation polices contained in this Comprehensive Plan. The TSP and this Comprehensive Plan were developed on parallel tracks so as to assure consistency between the two documents.

The future enhancements of Reeve's Parkway are key to the development of industrial designated sites in the northwest corner and westside of the community. This future Right-of-Way (ROW) is the route for physical access to these sites as well as the route of future infrastructure utility extensions to serve these industrial lands that are the City's most promising vacant industrial lands for industrial, job creating development. Given the fact that Lebanon is currently experiencing double digit unemployment, it is appropriate that the City does all it can to support job creating opportunities. The development of Reeves Parkway supports local and State job creation efforts in Lebanon.

B. Arterial Streets

The primary functions of these facilities are to: (1) serve local and through traffic as it enters and leaves the urban area; (2) connect Lebanon with other urban centers and regions; and, (3) provide connections to major activity centers within the UGB. Emphasis should be on traffic flow, pedestrian and bicycle movements. Arterials should serve the majority of truck traffic and all through traffic. Arterial streets have various degrees of limited access. Highways 20 and 34 also serve as arterials within the City.

- a. *Major (or Principal) Arterial:*** These are typically five lane cross-section with two-way left-turn lanes and additional turning lanes at intersections. In order to reduce conflicts and promote safety within the transportation system, bike routes should not be located along major arterials, unless adequate parallel minor arterial or collector routes do not exist.
- b. *Parkway:*** This special classification is defined by the design standards that will be applied to the Reeves Parkway extensions. As travel demand increases along the parkway over time, its design will graduate to standards consistent with a Parkway.
- c. *Minor Arterial:*** Usually a three-lane cross section, minor arterials should have a higher degree of access, shorter trip lengths, lesser traffic volumes, and lower travel speeds than major arterials.

C. Collector Streets

The primary function of collector streets is to provide connections between neighborhoods/major activity centers and the arterial street system. Some degree of access is provided to adjacent properties, while maintaining circulation and mobility for all users. Service collectors carry lower traffic volumes at slower speeds than major and minor arterials. On-street bike lanes and sidewalks should be provided. Depending on adjacent land use and available Right-of-Way, parallel parking may be provided along collector streets on either one-side or both depending on parking demand generated by adjacent land uses and the availability of off-street parking. Collector streets within residential zones areas should be two lane collectors where as, collector streets within industrially or commercially zoned properties should be constructed with a center turn lane.

D. Neighborhood Collector Streets and the Russell Drive Neighborhood Refinement Plan

The neighborhood collector profile is a concept introduced to the community in 2003 through the Russell Drive Neighborhood Refinement Plan. The standards for neighborhood collectors will be a blend of the standards for collectors and local streets. Two travel lanes of appropriate widths will both provide adequate room for collector volume traffic, and encourage slower speeds. Such facilities could be constructed within a 50 foot Right-of-Way. Neighborhood collectors could also accommodate bicycle lanes on one or both sides of the street with combinations of parking lanes on the one side of the street, interspersed with planting areas where parking is not needed. At intersections with local streets, curb extensions and tree planters should be utilized to give a neighborhood scale to the street while minimizing crossing distance for pedestrians. The Russell Drive Neighborhood Refinement Plan indicates that the Porter Street neighborhood collector (a key street in that neighborhood) has 5-foot sidewalks on both sides. Where there may not be sufficient Right-of-Way for dedicated, continuous planting strips, the Refinement Plan suggests that tree planting could be encouraged on private property adjacent to the Right-of-Way.

E. Local Streets

The primary function of local streets is to connect residential neighborhoods with collectors or arterials. On-street parking and access to adjacent properties is prevalent. Slower speeds should be provided to ensure community livability and safety for pedestrians and cyclists. In many cases, cyclists can “share the road” with motor vehicles due to low traffic volumes and speeds. Sidewalks should be provided for pedestrians. In residential areas where multifamily housing units are prevalent, parking may be provided on both sides of the street. Planting strips and street trees are required as part of new development according to the provisions of the Street Tree Ordinance.

Local streets also function to provide access and circulation within industrial areas. In these areas, width of travel and parking lanes should be increased due to the likelihood of higher truck traffic.

F. Alleys

Alleys are another type of local street. Alleys in commercial and industrial areas provide alternate means of freight delivery and employee access, and are required to be paved. Alleys in residential areas provide alternate access for local residents, and will generally be paved when they serve a primary access function. Generally, alleys will not include planting areas, parking or sidewalks.

2.1.2 Functional Classification of City Streets

The TSP contains maps of the functional classification designations for all existing and future arterial and collector streets within the Lebanon UGB. The alignment of future streets shown in these TSP maps or figures should be considered conceptual. While the end points of the streets are often fixed, the alignment between the end points may vary depending on the design requirements and Right-of-Way constraints at the time any given street segment is constructed.

The TSP also lists the designation for all streets classified as Parkways, segments of Highways functioning as Arterial Streets, Downtown Streets recognized by the State as being located in a Special Transportation Area (STA), Arterial Streets (Non-Highway Arterials), Collector Streets, and Truck Routes.

2.2 Street Design Standards

Street design standards are based on the desired functional and operational characteristics, such as vehicular volume, capacity, operating speed, safety, and level of pedestrian and bicycle use. The standards are necessary to ensure that the system of streets, as it continues to develop within Lebanon, can safely and efficiently serve motorists, cyclists, and pedestrians while also accommodating the orderly development of adjacent lands.

The TSP lists and graphically depicts in typical cross-sections the community's street design standards for each of the major functional classifications. These cross-sections are intended for planning and design purposes for new road construction, and where it is physically and economically feasible to improve existing streets. The elements of each typical roadway cross-section include sidewalks, planting areas, parking lanes, bicycle lanes, and travel lanes. The elements that make up each cross-section will depend on a number of factors, in addition to functional classification, including adjacent land use, special district designations, bicycle system route plan and the availability of off street parking. Curb, gutters, and storm drainage improvements will be provided on all paved streets. Local distribution utility lines should be located underground on all new streets, and where possible major distribution lines should be located underground on new streets. Street design elements are described below.

2.2.1 Neighborhood Refinement Plans

The standards noted below and in the TSP may be superseded or expanded by additional or different standards developed specifically for neighborhood sub-areas in Neighborhood Refinement Plans. The first such Refinement Plan to develop specific standards for a neighborhood sub-area was the May 2003 *Russell Drive Area Mixed Use Neighborhood Center Plan*. The Russell Drive Neighborhood Refinement Plan and associated documents were presented to the Lebanon Planning Commission and City Council in June of 2003. The Russell Drive Neighborhood Refinement Plan is incorporated into the TSP. Future Neighborhood Refinement Plans, when adopted by the City Council, will be incorporated into the TSP as formal amendments that are part of the adoption resolution or ordinance.

2.2.2 Sidewalks

Sidewalks are an element of all street types, excluding alleys. Sidewalks will be constructed in compliance with Americans with Disabilities Act (ADA) requirements that govern width, horizontal (cross)-slope and vertical slope. The standard sidewalk width is 6 feet. The effective width of the sidewalk may be extended depending on treatments used in the planting area (described below). Horizontal slope should not exceed 2 percent, and vertical slope should not exceed 5 percent. Curb ramps should be provided in line with the continuous direction of travel. Sidewalks should be provided on both sides of the street, unless Right-of-Way is constrained or where other extenuating factors may exist.

2.2.3 Planting Areas

Planting areas should be wide enough to accommodate street trees. The minimum width for planting areas should be 5.5 feet, including the 6-inch width of curbing that separates the planting area from the travel lanes. Where additional Right-of-Way is available and is not required for the construction of traffic lanes and sidewalks, the planting area may be wider. Decisions to widen the planting area should consider the costs of ongoing maintenance that may be required.

In commercial districts, the planting area may be hardscaped with paving or brickwork to provide an amenity zone where street furniture (benches, trash receptacles) or utility features (vaults, hand holes) may be located. This will increase the functional pedestrian area and serve to accommodate the increased pedestrian traffic load that can be expected in areas of commercial land use.

2.2.4 Parking Lanes (On-Street)

Parking lanes should be 8 feet wide, and may be present on one or both sides of the street depending on available Right-of-Way and demand. Parking should be restricted near driveways and intersections.

2.2.5 Bicycle Lanes

Bicycle lanes should be 6 feet wide and appear on all collector streets and on arterial streets where they have been identified in the Bicycle Plan. Such on-street bicycle lanes should be separated from travel lanes with 6-inch striping, and contain bicycle lane markings according to Manual on Uniform Traffic Control Devices (MUTCD) standards.

2.2.6 Motor Vehicle Travel Lanes

Standard motor vehicle travel lane widths should be 12 feet striped travel lanes for arterials and collectors. Shoulder lanes should be 14 feet, and two-way left-turn lanes should be 14 feet. In circumstances where Right-of-Way is constrained, lane widths may be minimally reduced.

2.3 Typical Right-of-Way (ROW) Design Elements

The TSP contains several tables and figures that illustrate and summarize the typical cross sections and design criteria for each of the street classifications. **Table 8-1** below provides an overview of these cross sections.

Table 8-1: Typical Right-of-Way (ROW) Design Elements from the City of Lebanon's TSP

Facility	ROW*	Travel Lanes (volumes)	Median Type	Bike Lanes	Sidewalks	On-Street Parking	Planting Strip
Parkway	130 ft	4 (20,000 ADT & above)	Raised Median	Yes (multi-use path)	Yes (multi-use path)	No	Yes
Arterial:							
Minor	75 ft	3 (14,000 to 18,000 ADT)	TWLTL or Raised Median ^a	Yes (new construction only unless specified in bikeway plan)	Yes	No	Yes
Major	105 ft	5 (18,000 ADT & above)					
Collector	60 to 75 ft	2 to 3 (10,000 to 14,000 ADT) <i>Depending on access, density & zoning</i>	None or TWLTL or Raised Median ^a	Yes	Yes	No	Yes
Local	50 to 60 ft	2 (Less than 10,000 ADT)	None	Shared	Yes	One side or two if multi-family residential	Yes

TWLTL = two-way left-turn lane; ADT = Average Daily Traffic

^a Raised median may be constructed in lieu of the center turn lane to achieve access management and safety objectives

* The ROW includes not only travel lanes, but also sidewalks, planting strips, bike lanes, on-street parking, and may include medians, curbs, gutters, and utility corridors. .

2.4 Needed Street Upgrades

Over time, a number of existing streets within the City will be upgraded, and will be improved in compliance with the newly established cross-sections presented in the TSP. There are streets included in the preferred alternative project list of the TSP that require improvement to serve their intended/designated function. The upgrades are prioritized as high, medium, low: *high* indicates a need within the next 6 years; *medium* within the next 6 to 10 years; and *low* within 10 to 20 years. The TSP presents prioritized lists of street upgrades and new street development required over the next 20 years and indicates if the projects were listed in the City of Lebanon's 2003-2007 Capital Improvements Program (CIP).

2.5 Truck/Freight Route Improvements

Although the existing truck or freight route is in conflict with the residential uses along Wheeler/Williams/Milton Streets, it has been in its present alignment since the early 1960s. Therefore, motorists and pedestrians are aware of the safety issues along the existing truck route alignment. Until a better truck or freight route alternative can be provided, for example by Reeves Parkway, the existing truck or freight route should be enhanced to improve the road structure, surface condition, and turning radii. Projects that provide these improvements are included in the roadway plan listed in the TSP and have been programmed into the City of Lebanon Capital Improvement Program.

2.6 New Streets

The TSP contains lists and maps of proposed new collector, arterial and parkway streets and streets extensions that are planned over the next 20 years.

2.7 Access Management

Managing access to the City's primary roadways is necessary to preserve the capacity of the arterial street system. Access management minimizes the number of points where traffic flow may be disrupted by traffic entering and exiting the roadway. As the potential conflicts are reduced safety could be enhanced.

From a policy perspective with regards to Highway facilities (US 20 and OR 34), the City of Lebanon and ODOT should consider the need for conditioning each land use action that is located along a state facility with one or more of the actions listed below – such projects are opportunity-driven based on property conversion or future roadway projects:

- Shared driveways and access easements should be provided on all compatible parcels (topography, access, and land use) to facilitate future access between adjacent parcels.
- Opportunities for alternative access to non-state facilities should be investigated and implemented when reasonable access can occur (consistent with the State's Division 51 access management standards).
- Right-of-Way dedications should be provided to facilitate the future planned roadway system in the vicinity of the proposed development.
- Half-street improvements (sidewalks, curb and gutter, bike lanes/paths, and/or travel lanes) should be provided along all site frontages that do not have full buildout improvements in place at the time of development.

2.8 Traffic Operations Standards

It is recommended in the TSP that the City consider using LOS (level of service) “E” as its minimum standard for signalized intersections. A volume-to-capacity ratio greater than 1.00 should also be considered to be below the minimum standard, regardless of level of service (LOS). At unsignalized intersections, a volume-to-capacity ratio of less than 0.90 on the critical movement should be maintained, provided the queues on the critical approach can be appropriately accommodated. The evaluation of traffic operations should be conducted using the methodology outlined in the most recent edition of the Highway Capacity Manual.

The projects included in the TSP’s Implementation Plan collectively achieve these LOS and mobility standards.

3.0 Transit Plan

The City’s transit plan continues existing services and proposes mechanisms to monitor demand to identify when new transit services are warranted. Future potential transit improvements could include an intercity transit system and expanded use of paratransit for special needs services. Improvements to public transportation should be pursued in the following areas as warranted:

- Commuter services to surrounding communities including Albany, Corvallis and Salem (consider improvements as commuting patterns warrant)
- Increased need for transit services to the mobility challenged including the elderly and physically impaired as the population ages
- Enhanced public transportation services including the identification of future locations for park-and-ride lots, multimodal centers, and transit supporting facilities such as sidewalks, shelters and other amenities

The details of each of the components of the plan are outlined below.

3.1 Intercity Fixed Route Transit

There is no City-operated fixed-route bus service. An initial fixed-route service could be focused on the commuter market and carry workers between the City and employment centers in the Albany and Salem areas. The City should engage in a partnership with the Oregon Cascade West Council of Governments and Linn County to develop such a service and should only do so when the demand exists and when a sustainable funding program has been established. Improvements to the fixed route transit system should be implemented incrementally over time.

3.2 Taxi Service

The City should encourage continued taxi service in Lebanon by private providers.

3.3 Dial-A-Ride Transportation Service

Demand for paratransit will likely increase as the general population ages with a corresponding increase in the number of City residents who do not drive. Within the City Limits, the City currently provides a Dial-A-Bus system for people over 55 years of age. This system is also able to provide service for a limited number of low income and handicapped persons. Dial-A-Bus service, like that currently provided by the Lebanon Senior Center should be expanded to meet rising demand. If private providers cannot expand to meet demand, the City should consider initiating Dial-A-Ride Service and seek capital and operating funding through available grant sources including those provided by the State of Oregon and the Federal Transit Administration. If grant funding proves inadequate or unavailable, the City should consider other funding options.

3.4 Transit Supportive Facilities

Successful transit service requires a number of supporting facilities that facilitate access and patronage, including:

- Centers where transfers occur;
- Park-and-ride lots where patrons may leave their vehicles;
- Sidewalks and shelters that provide access to stops and comfort for patrons as they wait.

The City should consider incentives to encourage private park-and-ride lots to support commuter services. Three potential areas for park-and-ride lots have been identified in the south end of the City along US 20, in the downtown center area, and in the west end of the City along Highway 34. Park-and-ride lots in these areas would provide the best opportunity to intercept commuters oriented to Albany, Corvallis and I-5. The City should also discuss siting a transit center in the downtown area that would support transfers between services, passenger drop-off and pick-up areas, and other amenities. The restored Santiam Travel Station would be a prime candidate for such a center. These improvements could serve at a later date as part of a potential fixed-route bus system.

4.0 Pedestrian Plan

It is important for a city's pedestrian system to connect residential areas with commercial centers, schools, and community focal points, that are collectively referred to as pedestrian generators. In addition, a community's pedestrian system also offers recreational opportunities. While some gaps exist, pedestrian facilities in the City of Lebanon are extensive and generally in good condition. The majority of Lebanon's pedestrian generators are accessible by streets with sidewalks. To meet specific goals and objectives identified in the TSP, the City of Lebanon should encourage walking as a means of transportation by addressing the following:

- (1) Connectivity.** The City should work to develop a connected network of pedestrian facilities by filling existing gaps and linking new facilities over time. The City's street standards require sidewalks when constructing new streets and reconstructing existing ones.

- (2) Safety.** The City should work to provide a safe and secure walking environment. As traffic volumes increase, it becomes more difficult for pedestrians to cross streets. Two common means of improving pedestrian crossing safety are constructing crosswalks and curb extensions. Crosswalks are provided either at intersections or mid-block, allowing pedestrians to cross in an area of increased visibility to a driver and in locations where pedestrians are expected to be present. Curb extensions extend the sidewalk into the parking lane, shortening the crossing distance for pedestrians and improving their visibility. Adequate crosswalk lighting is very important for the safety and security of pedestrians. The City has a sidewalk safety standard that is implemented.
- (3) Design.** The City can ensure pedestrian-oriented urban design by adopting policies and development standards that integrate pedestrian scale, facilities, access and circulation into the design of residential, commercial, and industrial projects. The City's *Downtown Lebanon Transportation Enhancements* and Russell Drive Area Mixed Use Neighborhood Center (or Russell Drive Neighborhood Refinement) plans serve as good examples of this direction.
- (4) Policy Guidelines.** To enhance pedestrian safety, circulation, and connectivity, and to comply with the TPR, the City is preparing code amendments for adoption as expressed in the LURA. These changes include new street design standards that require sidewalks along all new streets and include provisions for planter strips to provide a buffer between motorists and pedestrians. Access management provisions are also included.

The recommended pedestrian projects listed in the TSP are based on a review of existing pedestrian system conditions, deficiencies and needs, as well as a review of existing state, county, and local pedestrian and bicycle plans. The improvements address gaps in connectivity and lack of crosswalks or other safety considerations. Many local roadways have low traffic volumes (less than 3,000 ADT), and, therefore, pedestrians can safely share the roadway with motorists and bicyclists. However, several local roadways warrant improved pedestrian facilities, especially those near schools and parks.

The downtown area is already well served by sidewalks; however, additional pedestrian amenities have been identified² to enhance downtown as a pedestrian center and support designation of Highway 20 as an ODOT Special Transportation Area (STA) within the downtown area.

Pedestrian system improvements have been prioritized on the basis of proximity to pedestrian destinations such as parks, schools and other public facilities. Improvements should first be made in the proximity of what is considered a "walkable distance" from the destination, generally considered one-half mile for most people.

While not directly included as individual projects, regular maintenance of pedestrian facilities should be a priority to ensure access, safety, and system preservation.

² *Downtown Lebanon Transportation Enhancements* (Crandall Arambulla, 2000)

5.0 Bicycle Plan

The bicycle plan establishes a network of bicycle lanes and routes to connect the City's bicycle trip generators and to provide a safe, interconnected bicycle system. Bicycle lanes are designated on arterial and collector street segments to provide the same level of continuity and connectivity provided in the road network. On local streets, it is typically appropriate for bicyclists to share a lane with other vehicles. This on-street system would be supplemented by an off-street trail system along the future Reeves Parkway corridor (on the west side of the City), as well as along the Santiam River eventually on both sides of the River.

The City's existing bikeway plan identifies a standard width of 5 feet for bike lanes along arterial and collector streets. The current recommended standards include 6 feet for bike lanes in each direction as they are constructed as part of new facilities.

The TPR (OAR 660-012-0045) requires that on-street bicycle facilities be provided on all new arterials and collectors. Since the current bike system in the City does not connect community focal points well, the City should seek to retrofit bike lanes along streets that provide connections to parks, schools, and other public places. Because arterial streets serve higher traffic volumes and truck traffic, it is important that bicycle facilities be carefully designed to adequate standards to avoid conflicts with traffic and unsafe conditions. For this reason, it is recommended that adding bicycle lanes to existing roadways be focused on collector streets unless an arterial street is required to provide necessary connectivity.

Recommended bicycle system improvements are summarized in the TSP.

Proposed code amendments include provisions for establishing bicycle parking for residential and commercial land use designations. To complement the proposed bicycle system and encourage bicycle use, bicycle parking should be provided at the following activity centers:

- Downtown Lebanon (to serve local businesses, offices, and government buildings)
- Lebanon parks, such as River Park and Jaycee Park
- Lebanon schools, particularly Lebanon Union High School

6.0 Railroad Infrastructure And Service

6.1 Carriers and Service

Lebanon currently has no railroad passenger service. The nearest Amtrak station is in Albany, 14 miles northwest of Lebanon.

Lebanon is, however, served by two major railroad freight carriers (Burlington Northern and Union Pacific), and one locally owned rail service provider (Albany and Eastern). Having the option of two rail freight systems increases the City's attractiveness as a location for industrial development.

6.2 Rail Right-Of-Way Features

The railroad system traverses through the heart of the community with a north-south route and east-west route. Within the City there are 28 railroad crossings with a variety of protection and warning systems. The railroad Right-of-Ways vary between 50 and 100 feet, with 60 feet being the predominant width along most sections. In parts of the community the right of way parallels adjacent streets; elsewhere it is an independent right of way.

Both major railroads and the local provider use the same stretch of track between Lebanon and Albany. This section of track enters the Urban Growth Area from the northwest and continues until it reaches the junction of Tangent Street and 3rd Street. This section includes one of the few remaining large undeveloped areas with direct rail access within the Urban Growth Area. In addition, it is the only such area with direct access to both carriers. The railroad and adjacent sidings give this area a premium value for industrial development.

Between Tangent Street and Oak Street the tracks parallel 3rd Street in a north-south direction. The two railroads share sidings and other facilities in this "terminal" section. Sidings in the Lebanon area are maintained for 45 and 88 cars, storage tracks provide an additional 45 cars, with 12 more on an interchange track, 6 on a team track and 1 on a house track.

From the "terminal" area on 3rd Street the tracks swing east-west. One major provider then continues east across the South Santiam River, while the second provider's tracks swing south, each railroad in its own independent right of way.

Undeveloped land in the southeast, adjacent to the tracks, is the only additional sizeable acreage with direct rail access within the Urban Growth Area.

6.3 Rail Plan

Railroad service, including spur and service lines, will remain important to commerce in the Lebanon area. The City should continue to ensure that a rail system and the train movements along the system continue to be operated in a safe and efficient manner that provides the required rail service while minimizing impacts to other modes. In support of this, the City should focus on managing points where the roadway system and rail system intersect. As industrial development opportunities arise in the northwest industrial area, the City should work with developers to identify the best rail alignment to suit the needs of incoming businesses. Any potential rail line should be located to minimize potential impacts to non-industrial uses and the environment.

The number of rail crossings should be kept to a minimum to avoid conflicts that may result in unsafe conditions and vehicle delay. In addition, the City should work with other rail owners to improve all rail crossings so that they are signed and gated when warranted. For example, the City should continue to work with local industry and property owners to realign Weirich Road around its facility in order to eliminate rail and truck freight conflicts at Weirich Road and US 20. The City should also continue to work with ODOT Rail Division to close two unprotected railroad crossings near Weirich Road in exchange for one protected crossing at the realigned Weirich Road.

7.0 Airport Infrastructure And Service

7.1 Facilities

The Lebanon State Airport, located within the City of Lebanon, is one of several general aviation airports in the southern Willamette Valley. The Lebanon Airport is located on the western edge of the City. The Airport is State owned and is classified as a "Basic Utility Stage II Field."

The Airport has a 2,500-foot paved runway with a north-south orientation and the capacity to handle 29,000 gross pounds. The runway is equipped with a visually assisted slope indicator (V.A.S.I.) that is an aid to pilots in landing.

The field is equipped with runway lights, beacons, lighted wind direction markers, unicom, hangars and tie downs. The facility is a 24 hour-a-day operation with flight school, repair service, gas and oil, and supports a large membership in "sportsman pilots."

7.2 Use

Approximately 800 to 900 landings or take-offs are recorded each month. The largest planes capable of using the facility are the twin engine eight-passenger variety and small ten-passenger Lear jets. Currently, the Airport serves mostly light aircraft ranging from agricultural dusting planes to private two and four-seaters used for pleasure and business.

7.3 Clear Zone and Adjacent Land Uses

Across the country, residential development pressure around airports has sometimes forced them to close due to the complaints of nearby residents, particularly concerning noise. Residential land uses adjacent to airports also create potential safety hazards.

Residential development in the 1960s began to encroach on the northern end of the Lebanon State Airport. The State, accordingly, acquired air rights on the property north of Oak Street and adjacent to the Airport. This area can not be developed for residential use but it could be developed for industrial use. The State has also secured, by outright acquisition, the property at the southern end of the Airport across Airport Road.

Land use compatibility with the Airport for adjacent areas ranges from "most" to "least" compatible as follows: airport-related uses, open space, agricultural, recreation, industry, commercial and residential. Residential development can be regarded as incompatible with the Airport. On the other hand, industrial and airport land uses can have a beneficial complimentary relationship. Accordingly, sites adjacent to the Airport should be reserved for future airport-related use.

7.4 Expansion

The existing airport site between Oak Street and Airport Road, could accommodate a runway increase of approximately 500 to 600 feet. Major expansion to accommodate larger aircrafts is restricted by Oak Street on the north and Airport Road on the south.

In order to expand the facility to accommodate executive twin engine aircraft and jets in the 32,500 pound/19 passenger class would require a runway increase of 1,000 feet. Expansion to the north is limited by existing development and expansion to the south would require realignment or depression of Airport Road.

7.5 Air Facilities Plan

Several courses of actions should be pursued to maintain the Airport's viability and competitiveness with other local airports, such as adopting land use regulations to protect the facility, preparing an airport master plan, and exploring opportunities and funding for physical improvements.

As part of the Transportation Planning Rule Revisions to City of Lebanon's Land Use Regulations (LURA), the City has proposed airport overlay zones to encourage compatible development around the Airport and to promote aviation safety by prohibiting structures, trees, and other objects from comprising takeoffs and landings at the Airport.

An airport master plan could address deficiencies identified by the 1999 Oregon Aviation Plan, such as:

- Inadequate primary runway length/width
- Inadequate runway safety area
- Encroachment into runway object free area
- Encroachment into runway protection zones
- Lack of freight handling facilities

Global positioning system (GPS) instrument approach technology would make the Airport more competitive with other municipal airports and would enhance business opportunities. The construction of a small terminal building with restrooms and an area shielded from the weather would also make the Airport a more attractive facility.

8.0 Water And Pipeline Transport Facilities Plans

There are no significant water or pipeline transportation facilities in Lebanon and none are anticipated to be needed in the future.

However, the Albany-Lebanon-Santiam Canal is an important "open" source of water conveyance for both the City of Lebanon and the City of Albany. This Canal has its source upstream from the City of Lebanon on the South Santiam River, and winds its way through the City (south to north), and then across the county to the City of Albany.

PART TWO: GOALS, POLICIES AND RECOMMENDATIONS

9.0 Overall Goals

The City's Transportation Related Goals include the following:

- G-1:** Developing and maintaining a well-planned, comprehensive transportation system that balances the needs of future land development with a system that serves all users.
- G-2:** Providing a transportation policy plan as a guide for development of a systematic network of traffic ways related to the patterns and needs of community activity.
- G-3:** Promoting connectivity and efficient multi-modal access within and between developments and neighborhoods.
- G-4:** Promoting efficient access to land development and maintaining operational levels of traffic flow in terms of safety, capacity, functional classification, and performance standards.
- G-5:** Complying with all applicable Statewide Planning Goal 12 requirements for transportation.
- G-6:** Complying with all applicable Statewide Planning Goal 11, Public Facilities and Services, requirements for transportation.
- G-7:** Complying with all applicable requirements of the State's Airport Planning Rule (OAR 660, Division 13).

10.0 General Policies

- P-1:** Review residential street standards to ensure that streets are designed in a manner that provides a safe and balanced environment for all uses, including pedestrians, bicyclists, and automobiles.
- P-2:** Review and update all local regulations and codes to provide opportunities for alternative transportation modes and to implement policies that encourage multi-modal streets design standards and the provision of bicycle and pedestrian facilities that enhance a balance of transportation modes.
- P-3:** Create local street connectivity standards to ensure that new street development provides a high degree of connectivity between streets for automobiles and also for bicyclists and pedestrians.
- P-4:** Street widths on public residential local streets may vary depending on topography, anticipated traffic volumes, natural features that warrant protection, and existing street patterns in the neighborhood. Narrower streets may have limited on-street parking to ensure emergency vehicle access.
- P-5:** The City may require adjustment to the street pattern or installation of traffic calming devices in order to discourage high speed traffic on local existing or newly constructed residential streets.

Transportation related policies can also be found in Comprehensive Plan Chapter 7: Community Friendly Development

- P-6:** The City shall seek to develop a balanced transportation system that includes all transportation modes appropriate to the needs of the City's residents.
- P-7:** To achieve consistency in construction, operation, and maintenance within street classifications, the City shall classify streets according to their function.
- P-8:** The roadway design standards for the development of future roadway facilities shall be identified in the Transportation System Plan.
- P-9:** Private streets must be built to standards adopted by the City and incorporated into approved development plans.
- P-10:** The City shall adopt standards to regulate access management actions that:
 - Minimize the number of potential conflicts among all users of the street system.
 - Minimize local cost for transportation improvements needed to provide additional capacity and/or access improvements along unimproved roadways.
 - Maintain reasonable connectivity and highway access.

11.0 Transportation System Planning Policies

- P-11:** The transportation system shall be planned and developed in a manner that contributes to community livability, recognizes and respects the characteristics of natural features, and minimizes the negative effects on abutting land uses.
- P-12:** The transportation system shall be managed to reduce existing traffic congestion and facilitate the safe, efficient movement of people and commodities within the community.
- P-13:** The City shall develop and/or promote alternative systems of transportation that will safely, economically, and conveniently serve the needs of the residents.
- P-14:** Special consideration in the design of the transportation system shall be given to the needs of those people who have limited choice in obtaining private transportation.
- P-15:** The transportation system shall give consideration to providing energy efficient transportation alternatives.
- P-16:** The City shall maintain a transportation system plan that will be periodically reviewed and updated.
- P-17:** The City shall maintain and update a Capital Improvement Program for the transportation system that is:
 - A.** Subject to periodic review;
 - B.** Consistent with the land use policies of the Comprehensive Plan and considers other facility plans;
- P-18:** The following highway corridors shall be considered primary and important entryways or gateways into the City:
 - A.** Highway 20 North/Northwest of the City
 - B.** Highway 20 South/Southeast of City
 - C.** Highway 34 West of the City
 - D.** Grant Street at the bridge over the South Santiam River.

- P-19:** The City shall develop standards for development proposals that maintain continuity of streets, sidewalks, trails, multi-use paths, and pedestrian ways.
- P-20:** The Transportation System Plan shall reflect consistency with the City Comprehensive Plan, land use designations, and regional and statewide transportation planning efforts.

12.0 Auto Traffic And Circulation Policies

- P-21:** The City shall maintain the carrying capacity and viability of highways, arterials and collectors by developing, adopting, and implementing access control standards that restrict or reduce curb cuts and other direct access points, requiring adequate rights-of-way, setback lines, and road improvements as part of the site review and development process, and by coordinating with the Oregon Department of Transportation (ODOT) on issues related to the highways and access management standards.
- P-22:** Local streets shall be designed and built to discourage high speed through traffic.
- P-23:** Adequate street widths and routes shall be provided for emergency and service vehicles while maintaining accessibility to abutting properties.
- P-24:** The City shall work with Linn County to ensure that all development within the Urban Growth Area shall conform to, and participate in the implementation of, the City's Transportation System Plan.
- P-25:** Private driveway access shall be limited on all existing and future arterial streets to reduce interference, improve safety, and preserve traffic capacity. New residential driveways shall not directly access arterial streets where alternate access can be developed.
- P-26:** Future streets and highways shall contribute to the creation of an efficient circulation network and provide for convenient movement of traffic and access to all parts of the community.
- P-27:** The circulation network shall help encourage compact community development, without disrupting or bisecting neighborhoods or other areas with a natural unity.
- P-28:** The street element of the Transportation System Plan shall be the Official Street Map for the City of Lebanon.

13.0 Local Connectivity Policies

- P-29:** The City shall promote connectivity and efficient multi-modal access within and between developments and neighborhoods.
- P-30:** New streets shall provide for a logical pattern of street names and addresses.
- P-31:** Existing and proposed street alignments and rights of way shall be protected from encroachment by future developments through adherence to the standards and review criteria of the Zoning and Subdivision ordinance.
- P-32:** The City shall review new developments in light of identified needs for local connectivity and extension of streets, sidewalks, bicycle, pedestrian and multi-use paths.
- P-33:** In order to promote efficient vehicular and pedestrian circulation throughout the City, new land divisions and large site developments shall produce complete blocks bounded by a connecting network of public and/or private streets, in accordance with the provisions set forth in the Zoning Ordinance.

14.0 Auto Parking Policies

- P-34:** The City shall manage on-street parking to allow for the safe and efficient operation of the transportation system.
- P-35:** All traffic generators shall provide adequate parking when possible, and as provided in the provisions appropriate for each land use zone.
- P-36:** The City shall continue to promote the use of other modes of transportation as an alternative to the automobile, especially in areas where there is a shortage of parking facilities.
- P-37:** On street vehicular parking and designated bike lanes shall be managed and coordinated according to the standards established in the Transportation System Plan.

15.0 Bicycle Policies

- P-38:** Bikeways shall be conveniently located, be adequately constructed, have minimal stops and obstructions, and have safe crossings on major streets.
- P-39:** Bikeways shall provide safe, efficient corridors that encourage bicycle use.
- P-40:** Bicycle use of major streets shall be considered as improvements are made to major transportation corridors.
- P-41:** Designated bike lanes shall be managed and coordinated with on street vehicular parking according to the standards established in the Transportation System plan.
- P-42:** Acquisition of land and/or easements for bikeways and trails shall be evaluated along with the need of land for parks and open space.
- P-43:** As indicated in the Transportation System Plan, new and redeveloped collector and arterial streets shall be designed to accommodate bicycle corridors.
- P-44:** All new and redeveloped institutional, commercial, and multi-family development shall provide bicycle parking facilities that include covered parking.
- P-45:** When economically feasible, bicycle facilities shall be physically separated from pedestrian facilities.
- P-46:** Where bicycle and pedestrian facilities are combined, adequate width for the combined uses shall be provided.
- P-47:** Safe and convenient bicycle facilities that minimize travel distance shall be provided within and between new subdivisions, planned developments, shopping centers, industrial parks, residential areas, transit stops, and neighborhood activity centers such as schools, parks, and shopping.
- P-48:** The City shall provide adequate covered bicycle parking facilities at major transit stations.
- P-49:** The City shall work to acquire abandoned railroad rights-of-way for multi-use paths to serve bicycle, pedestrian, and equestrian uses.
- P-50:** The City shall work to maintain and preserve the scenic aspects of current and future separated multi-use paths.

16.0 Pedestrian Policies

- P-51:** The City shall comply with all requirements of the Americans with Disability Act (ADA) for all new development. All new public and private development shall comply with all requirements of the Americans with Disability Act (ADA).
- P-52:** Pedestrian access shall be addressed in the review of proposed cul-de-sac developments by requiring pedestrian rights-of-way interconnecting such streets where feasible.
- P-53:** New development and redevelopment projects shall encourage pedestrian access by providing convenient, useful, and direct pedestrian facilities.
- P-54:** All arterial and collector streets shall have sidewalks or other pedestrian ways constructed at the time of initial street improvement to support and facilitate pedestrian use.
- P-55:** Safe and convenient pedestrian facilities that minimize travel distance shall be provided by new development within and between new subdivisions, planned developments, shopping centers, industrial parks, residential areas, transit stops, and neighborhood activity centers such as schools, parks, and shopping.
- P-56:** Flexibility in pedestrian facility standards may be allowed for retrofitting of local streets in substandard locations when the deviation from standards can be shown to better pedestrian accessibility.
- P-57:** The City shall encourage timely installation of pedestrian facilities to ensure continuity and reduce hazards to pedestrians throughout the community.
- P-58:** New commercial development shall be designed to provide safe pedestrian, bike, and transit access and connectivity.
- P-59:** The City shall continue to provide and improve sidewalks and pedestrian ways as part of its continuing street improvement program.
- P-60:** The City shall develop a bikeway and pedestrian plan as part of its Transportation System Plan.
- P-61:** The bike and pedestrian element of the Transportation System Plan shall contain a priority list of future bike and pedestrian ways.
- P-62:** The Planning Commission shall include consideration of bicycle and pedestrian needs as part of the public hearing process.

17.0 Transit Policies

- P-63:** The City shall work with the Lebanon School District when evaluating new subdivision and multi-family development proposals to identify the optimal location and design of transit facilities to serve student busing.
- P-64:** Park-and-ride lots on the periphery of the City shall be investigated by the City as an alternative solution to parking and congestion problems.
- P-65:** The City shall continue to support any available inter-city or intra-city bus service as necessary and needed transportation alternatives, especially for elderly and handicapped citizens.

18.0 Rail Policies

- P-65:** Passenger and freight rail service shall be included as part of the multi-modal potential options available to the community during future transportation planning.
- P-66:** The City shall continue implementing measures that increase the safety of railroad crossings.
- P-67:** The City shall work with industry and rail service providers to retain and enhance rail service to this community's industrial areas.
- P-68:** The City shall work with government, passenger rail service providers, and other agencies to obtain passenger rail service for the City.
- P-69:** The City shall recognize the importance of the railroad to the economy of the area when considering any proposal that could have an adverse or disruptive impact on the railroad.
- P-70:** In considering potential development of industrial sites, the City shall consider the unique opportunities offered by sites with railroad access.

19.0 Airport Policies

- P-74:** The City shall work to ensure that land uses surrounding the Airport both inside the City and Urban Growth Area 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.
- P-75:** Land use actions affecting property around the Airport shall fully protect airport functions, viability, and expansion potential.
- P-76:** Future airport development shall be in accordance with the Airport's Master Plan, and the State's Airport Planning Rule.
- P-77:** The City shall request from the State an update of the Airport Master Plan as warranted or at least every ten years.
- P-78:** The City supports continued improvements to the Lebanon Airport as an important transportation element in the economic growth of the community.
- P-79:** Zoning standards shall protect approach and clear zones and land adjacent to the Airport to protect life, property, and the Airport itself.
- P-80:** The City shall maintain compatible land uses, particularly industrial land uses, adjacent to the Airport and shall enforce development standards to ensure the operational safety of the Airport.

20. Truck/Freight Route Policies

- P-81:** The City shall continue exploring ways, for example the Reeves Parkway, to provide a better truck route alternative to the existing Wheeler/Williams/Milton Streets route.
- P-82:** In the interim, the City shall enhance the existing truck route (e.g., improved road structure, surface condition, and turning radii). Projects to provide these improvements are included in the roadway plan listed in the TSP, and will be included in the City of Lebanon Capital Improvement Program.

21.0 Downtown Transportation Policies

- P-83:** The City shall seek alternative truck routing to better manage heavy truck traffic within the core area and to lessen conflicts with the Downtown Special Transportation Area (STA) and Pedestrian Area without significantly reducing the livability of other areas of the City.
- P-84:** The City shall balance vehicle access needs with those of bicycles and pedestrians when considering transportation issues Downtown, as empowered by the Special Transportation Area (STA).
- P-85:** When the City is considering or evaluating transportation alternatives Downtown, impacts on business operations shall be considered including adequacy of parking, customer access, and avoidance of traffic conflicts.
- P-86:** The City shall seek ways to improve bicycle travel to and through the Downtown area.

22.0 Transportation Recommendations

- R-1.** At the time of development or redevelopment, opportunities to restrict or combine access points along arterials should be pursued.
- R-2.** The City should seek to further develop facilities and services at the Lebanon State Airport.
- R-3.** An improved public transportation system within the Urban Growth Boundary should be established to improve the livability of the community, to reduce pollution and traffic, and to reduce energy consumption.
- R-4.** The City should cooperate with neighboring jurisdictions to provide a regional transportation system that facilitates convenient, energy efficient travel.
- R-5.** The City should work with interests concerned with the improvement of public transit both within the community and between Lebanon and other urban centers.

Protocol for Referring to a Goal, Policy or Recommendation from this Chapter

- | | |
|---|--|
| • Chapter 8 (Transportation) Goal G-x | [x = Number of Goal Statement] |
| • Chapter 8 (Transportation) General Policy P-x | [x = Number of Policy Statement] |
| • (And so on for other subsections) | [x = Number of Policy Statement] |
| • Chapter 8 (Transportation) Recommendation R-x | [x = Number of Recommendation Statement] |