

CITY OF LEBANON

RUSSELL DRIVE AREA

MIXED USE NEIGHBORHOOD CENTER

FINAL IMPLEMENTATION PLAN

TGM Contract 2G-01 #22425
Deliverable 15.5
June 13, 2003

Prepared by:
Satre Associates, P.C.
Planners, Landscape Architects, and Environmental Specialists
132 East Broadway, Suite 536
Eugene, OR 97401
(541) 465-4721 fax (541) 465-4722

TABLE OF CONTENTS

PREFACE	1
I. PROJECT AREA OVERVIEW	1
II. PLAN SUMMARY	1
III. PROPOSED COMPREHENSIVE PLAN AMENDMENTS	2
A. Comprehensive Plan Map Changes	2
B. Comprehensive Plan Text Changes	2
IV. PROPOSED ZONING ORDINANCE AMENDMENTS	3
A. Zoning Map Changes	3
B. New Zone: Neighborhood Mixed Use	3
C. New Overlay Zone: Russell Drive Overlay	6
D. New Supplementary Provisions: Commercial and Residential Design Standards	7
V. PROPOSED TRANSPORTATION SYSTEM PLAN AMENDMENTS	8
A. Street Standards	8
VI. OTHER IMPLEMENTATION ITEMS	8
A. Annexation and Infrastructure Extension	8
B. Park Development	12
C. Green Infrastructure	12
D. Urban Renewal District Plan	12

LIST OF FIGURES AND TABLES

Figure 1: Land Use Plan Diagram	1
Figure 2: Existing Comprehensive Plan Classifications	2
Figure 3: Proposed Comprehensive Plan Classifications	2
Figure 4: Street Classifications and Standards	9
Figure 5: Annexation Option 1	10
Figure 6: Annexation Option 2	11
Table 1: Comprehensive Plan Classifications and Zoning Districts	3

Preface

This Final Implementation Plan is one of a series of documents constituting the Russell Drive Area Mixed Use Neighborhood Center Plan, a project financed by a Transportation and Growth Management (TGM) grant from the state of Oregon. The purpose of the project is to prepare a plan for the area that integrates multi-modal transportation and highway access management with mixed-use land development. The planning process includes five phases: 1) Project Start Up, 2) Collection of Data and Preparation of Technical Studies, 3) Plan Development and Refinement, 4) Preparation of a Final Plan, and 5) Preparation of an Implementation Strategy and Presentations. This document is the final written product of Phase 5, Task 15: Prepare Implementation Plan.

I. PROJECT AREA OVERVIEW

The Russell Drive area is located south of downtown Lebanon, west of the Burlington Northern railroad tracks and east of the Santiam Highway (Highway 20). The northern boundary of the area is Russell Drive, and the southern boundary is Gilbert Street. The study area is roughly 52 acres in size, and is developed with approximately 150 older single family residences. To the west of the study area is a mix of neighborhood and highway commercial development along the Santiam Highway. The majority of the study area is located outside the city limits, but its entirety is located within the Urban Growth Boundary (UGB).

II. PLAN SUMMARY

The Russell Drive Mixed Use Neighborhood Center Plan (Russell Drive Plan) promotes preservation of residential character, provision of urban services and facilities, and development of a neighborhood mixed use area to act as a land use transition from the highway to the core of the neighborhood. The Plan consists of a land use diagram, text, and standards; transportation diagram, text, and standards; and an annexation plan. The Land Use Diagram is shown at right (Figure 1).

To implement the plan, a series of amendments to adopted city documents will be necessary. This draft plan outlines the necessary changes to the Comprehensive Plan, Zoning Ordinance, and Transportation System Plan, based on direction obtained from the Technical Advisory Committee. It also discusses plan implementation items that do not require amendments to adopted plans.

Figure 1: Land Use Plan Diagram



III. PROPOSED COMPREHENSIVE PLAN AMENDMENTS

The Russell Drive Plan will, upon adoption, constitute a refinement of the Lebanon Comprehensive Plan. The Russell Drive Plan creates a new Comprehensive Plan Map Classification of Neighborhood Mixed Use.

A. Comprehensive Plan Map Changes

Adopt new Comprehensive Plan map to reflect changes shown in Figure 1. Figures 2 and 3 illustrate how the proposed classifications promote land use balance in the neighborhood.

Figure 2: Existing Comprehensive Plan Map Classifications

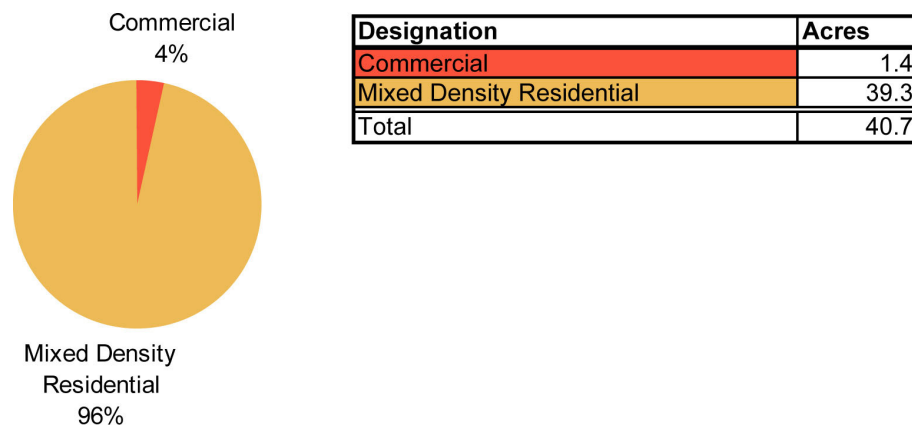
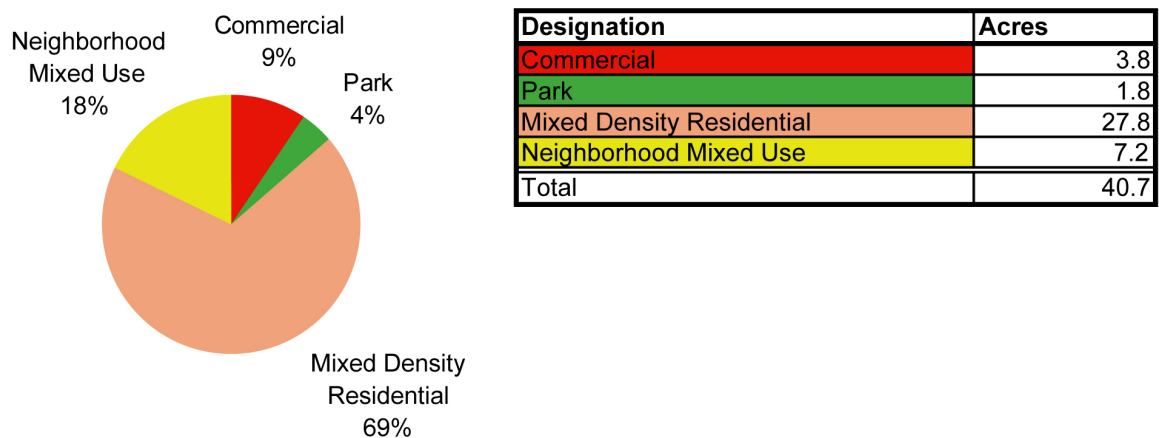


Figure 3: Proposed Comprehensive Plan Map Classifications



B. Comprehensive Plan Text Changes

The Mixed Density Residential, Park, and Commercial classifications already exist in the Comprehensive Plan. One-paragraph descriptions of each classification, summarizing the language in the Comprehensive Plan, are found in the final draft Russell Drive Plan Document (see pages 6-8 of Deliverable 14.2). These three classifications will not require any changes to the Comprehensive Plan text.

For the new Neighborhood Mixed Use (NMU) classification, the following changes to the Comprehensive Plan will be necessary:

Page 5-6: add NMU to list of land use classifications

Page 5-11: consider inserting the following language:

Neighborhood Mixed Use. The Neighborhood Mixed Use classification is intended as primarily residential, with flexibility to allow neighborhood commercial services. Commercial activity should not occupy more than 5,000 square feet in any single structure. The types of businesses envisioned in this area include a coffee shop, deli, bakery, small office, or day care. Implementation of this classification is through the Neighborhood Mixed Use zone, which combines elements of the Neighborhood Commercial and Mixed Density Residential zones.

IV. PROPOSED ZONING ORDINANCE AMENDMENTS

A. Zoning Map Changes

The adoption of the Russell Drive plan will not necessitate any changes to the City's Zoning Map. Properties do not have City zoning until they are annexed. At the time of annexation, the city zone is assigned in accordance with the adopted Comprehensive Plan without a separate application, hearing, or procedure. Table 1 below shows the proposed Comprehensive Plan classifications in the Russell Drive Plan area and their corresponding city zoning districts.

Table 1: Comprehensive Plan Classifications and Zoning Districts

Comprehensive Plan Classification	Zoning District
Commercial	Highway Commercial
Mixed Density Residential	Mixed Density Residential
Park	Mixed Density Residential
Neighborhood Mixed Use (new)	Neighborhood Mixed Use (new)

B. New Zone: Neighborhood Mixed Use

The new Neighborhood Mixed Use Comprehensive Plan classification will be implemented by a new Neighborhood Mixed Use zoning district. This new zoning district should blend elements of the Mixed Density Residential and Neighborhood Commercial zoning districts. Draft language is provided below.

Section 4.040 Neighborhood Mixed Use Zone (NMU).

In the NMU zone, the following regulations shall apply:

- (1) Purpose. To provide a transition zone between commercial and residential areas where mixing of single and multiple family dwellings and neighborhood-scale commercial activities can occur.
- (2) Uses Permitted Outright. In the NMU zone, the following uses and their accessory uses are allowed outright.
 - (a) Single-family dwellings.
 - (b) Accessory structures and uses which are in keeping with the primarily residential character of the zone.
 - (c) Home occupations which meet the requirements set forth in 5.080.
 - (d) Residential home or residential facility.
 - (e) Family day care provider.
 - (f) Adult foster home.
- (3) Uses Permitted in Accordance with Administrative Review Procedures (Section 5.500).
 - (a) Two-family dwellings.
 - (b) Multiple family dwelling complex less than 20 units.
 - (c) Condominium complex less than 20 units.
 - (d) Multiple single family dwellings on lots over 10,000 square feet incapable of subdivision to city standards, at a density not to exceed 5,000 square feet per dwelling.
 - (e) Accessory Dwellings.
 - (f) Rowhouses and zero-lot line dwellings.
 - (g) The following uses, not to exceed 5,000 square feet of commercial activity in any single structure:
 - 1) Professional offices, including real estate, attorneys, title companies, and travel agencies.
 - 2) Medical or dental clinic.
 - 3) Grocery store, delicatessen, meat market, or bakery.
 - 4) Barber or beauty shop.
 - 5) Drug, sundry, hobby, or gift store.
 - 6) Laundromat.
 - 7) Coffee shop.
 - (h) Mixed use development, either side-by-side (horizontal mixed use) or one above the other (vertical mixed use), containing any of the uses permitted under 4.040(2) and 4.040(3).
- (4) Conditional Uses Permitted. In the NMU zone, the following uses and their accessory uses may be permitted subject to the provisions of Article 6, and after a public hearing has been held.
 - (a) Manufactured dwelling parks that conform to Section 6.080.03.
 - (b) Multiple-family dwellings with 20 or more units.
 - (c) Condominium complex with 20 or more units.
 - (d) Conversions of an existing single family dwelling into two-family, condominium, or multiple family dwellings.

- (e) *Boarding, lodging, or rooming houses.*
 - (f) *Fraternal club or lodge.*
 - (g) *Hospital or nursing home.*
 - (h) *Religious assembly.*
 - (i) *Day nursery.*
 - (j) *Public or private schools or college.*
 - (k) *Community center.*
 - (l) *Governmental structure or use of land, including but not limited to recreation building, park, playground, fire station, or museum.*
 - (m) *Other uses not listed above and listed as conditional uses in the RL zone.*
 - (n) *Mixed use development containing any of the above uses and/or uses listed under 4.040(2) and 4.040(3).*
- (5) *Lot Size and Width.* *Except as provided in Article 5 and 6, the minimum lot size and width in the NMU zone shall be as follows:*
- (a) *The minimum lot area shall be 5,000 square feet for interior single family dwelling lots and 6,000 square feet for corner lots.*
 - (b) *The minimum lot area shall be 9,000 square feet for two-family dwellings.*
 - (c) *The minimum lot area shall be 11,000 square feet for condominiums and multiple-family dwellings.*
 - (d) *The minimum lot area shall be 2,000 square feet for rowhouses.*
 - (e) *There shall be no minimum lot size for other uses.*
 - (f) *The minimum lot width shall be 50 feet for all uses except rowhouses, which may be 20 feet wide.*
- (6) *Minimum Site Areas and Density Bonuses for Multi-Family Dwellings.* *Minimum site areas and density bonuses shall be the same as the RM zone, as outlined in 4.020(6).*
- (7) *Yards.* *Except as provided in Articles 5 and 6, in the NMU zone the yard requirements shall be the same as the RM zone, as outlined in 4.020(7). In addition, rowhouses are exempt from interior side yard setbacks, and garages or carports may have a 5 foot setback if accessed by an alley.*
- (8) *Lot Coverage.* *In the NMU zone, maximum lot coverage shall be 60%.*
- (9) *Open Space.* *In the NMU zone, multiple-family dwellings shall be provided with open space at the same rate specified in Section 4.020(9) for the RM zone (see Table 4-2). The open space shall be designed and dedicated for active use by the residents of the development. Such open space shall not occupy a required yard or parking area, driveway, storage, or similar area, must be usable year round, and must provide a minimum dimension of 10 feet. Qualifying open space does not include storm water detention basin areas, identified wetland areas, or private outdoor space as described in Section 4.020(6)(b).*

- (10) Building Height. *Except as provided in Article 5 and 6, in the NMU zone no building shall exceed three stories or 40 feet in height. Any structure taller than 30 feet or two stories shall be reviewed by the Planning Commission as a Conditional Use.*
- (11) Clear Vision Area. *A clear vision area shall be maintained as provided in Section 5.030 (a 20-foot triangle at intersections).*

C. New Overlay Zone: Russell Drive Overlay

The Russell Drive Plan recommends area-specific development standards and design standards. To implement these recommendations, a new overlay zone is proposed. The overlay should be applied to the entire study area and the adjacent land facing Highway 20 and should include site development standards, while referencing design standards for commercial and residential development to be contained in Article 5, Supplementary Provisions. This approach allows the design standards to be easily applied in the future to other neighborhoods within the city. The following language is recommended for the overlay zone.

Section 4.810 Russell Drive Overlay Zone

- (1) Purpose. *The purpose of the Russell Drive Overlay Zone is to protect the residential character of the neighborhood while allowing for compatible infill and redevelopment.*
- (2) Boundary. *The boundary of the Russell Drive Overlay Zone shall be the study area boundary of the Russell Drive Mixed Use Neighborhood Center project (insert figure - see Figure 1 of this document), plus the land immediately west of the study area fronting on the east side of Highway 20.*
- (3) Site Development Standards. *The following development standards shall apply to new development in the Russell Drive Overlay Zone.*
- (a) *New residential development should achieve an average density of at least 6 units per net acre in both the Neighborhood Mixed Use area and the Mixed Density Residential area. This equates to an average lot area of 7,260 square feet per dwelling, which is similar to the existing lot sizes in several areas of the neighborhood.*
 - (b) *No parking areas should be located between buildings and public streets, unless there is no interior location to provide parking, in which case it should abut the lowest classification street.*
 - (c) *Future accommodation for bus stops along Airport Road or Russell Drive should be considered during development review for properties abutting those streets.*
 - (d) *Multiple pedestrian amenities should be used to create a pedestrian environment along Russell Drive. These could include plazas, benches, planters, and decorative paving.*
 - (e) *As redevelopment occurs along Highway 20 and Primrose Street, access points should be coordinated to meet ODOT access management standards.*
- (4) Design Standards. *New development in the Russell Drive Overlay Zone shall be subject to the design standards in Sections 5.380 and 5.390 of this ordinance.*

- (5) Special Status of Nonconforming Uses. Existing residences that do not meet setbacks or other development standards in this ordinance shall be allowed to continue, as described in Section 7.020.
- (6) Transportation Standards. Special transportation standards were developed for the Russell Drive Area through the Russell Drive Mixed Use Neighborhood Center Plan. Those standards are being added into the TSP update and are incorporated herein by reference. (Once adopted, the standards should be duplicated here.)

D. New Supplementary Provisions: Commercial and Residential Design Standards

In order to implement the recommended design standards in the Russell Drive Plan, the following additions to Article 5 are proposed. The trigger for application is contained in the Russell Drive Overlay Zone (Section 4.810(4) above).

Section 5.380 Commercial Design Standards. The following commercial design standards are intended to foster neighborhood scale, pedestrian friendly development. The design standards apply where required by an overlay zone.

- (1) *Building entries should face streets or corners.*
- (2) *Maximum building length should be 200 feet.*
- (3) *Windows should cover at least 25% of street-side facades.*
- (4) *Building exteriors should consist of quality, attractive materials (no metal or plywood siding). Consider brick, stucco, split face concrete, or horizontal lap siding.*

Section 5.390 Residential Design Standards. The following residential design standards are intended to allow housing choice, design quality, and neighborhood compatibility. The standards apply where required by an overlay zone.

- (1) *Courtyard apartments, condominiums, low-rise apartment buildings, and small-lot attached and detached housing are examples of allowable housing types in the mixed density residential zone. Row houses and residential flats or lofts above ground floor retail are encouraged in the Neighborhood Mixed Use zone.*
- (2) *All roofs should slope with a minimum 4/12 pitch. In addition, the roof pitch should be within 30 degrees of the roof pitches of adjacent buildings.*
- (3) *Building exteriors should be surfaced with quality, attractive materials (no corrugated metal or plywood siding). Horizontal lap siding is the predominant surface existing in most Lebanon neighborhoods and should be considered, especially if adjacent buildings are surfaced with horizontal lap siding.*
- (4) *Every dwelling unit should have at least one patio or balcony that is a minimum of 100 square feet in size.*

V. PROPOSED TRANSPORTATION SYSTEM PLAN AMENDMENTS

The Lebanon Transportation System Plan is in the process of being updated. The updated TSP will need to include the proposed Russell Drive Area street alignments, classifications, and sections. A map showing street classifications and the applicable street standard was produced for the Russell Drive Plan and should be incorporated into the TSP. The map is shown in Figure 4 on the following page.

A. Street Standards

The street standards should be added to the TSP under a new section entitled Russell Drive Area Street Standards. The text will make it clear that these street standards apply only to the Russell Drive Area. The locations of Potential Future Accessways, as described in the plan, should also be included in the TSP.

VI. OTHER IMPLEMENTATION ITEMS

The following planned implementation items do not necessitate any changes to adopted City documents. They will be further refined for Deliverable 15.5, Final Implementation Plan.

A. Annexation and Infrastructure Extension

A major component of the Russell Drive Plan is the development of annexation phasing and infrastructure extension options. Recently, city staff has received inquiries from individual property owners about annexation. As sanitary sewer lines are extended to within close proximity of existing dwellings (about 100 feet), connection becomes feasible. However, lot-by-lot annexation will not address the issue of groundwater pollution of potable water wells from nearby septic tanks and drain fields. If one owner annexes but an adjacent neighbor does not, the problem persists. Thus, it is apparent that a coordinated effort among neighbors is necessary for annexation to achieve its intended goal of efficient, quality urban service provision. Issues include articulation of annexation triggers and funding sources for infrastructure provision.

The most efficient way to outfit the Russell Drive area with urban services is probably to construct the improvements in phases, starting with properties closest to existing water and sanitary sewer lines. Figures 5 and 6 show two options for annexation phasing.

Option 1 (Figure 5) proposes a first phase of annexation extending from the western edge of the study area boundary to one lot east of Willow Street. Utility lines would be extended along Russell Drive, Willow Lane, and portions of Primrose, Alder, and Taylor Streets. Phase 2 continues eastward from Phase 1, incorporating the properties one lot east of Porter Street. Streets that would be outfitted with utilities are the eastern portions of Taylor, Alder, and Primrose, all of Parkway, Porter, and Truman, and the western portion of Russell Street. The final phase would extend to the railroad tracks, extending utilities along McKinney, Center, Gilbert, and the eastern portions of Russell Street.

Figure 4: Street Classifications and Standards

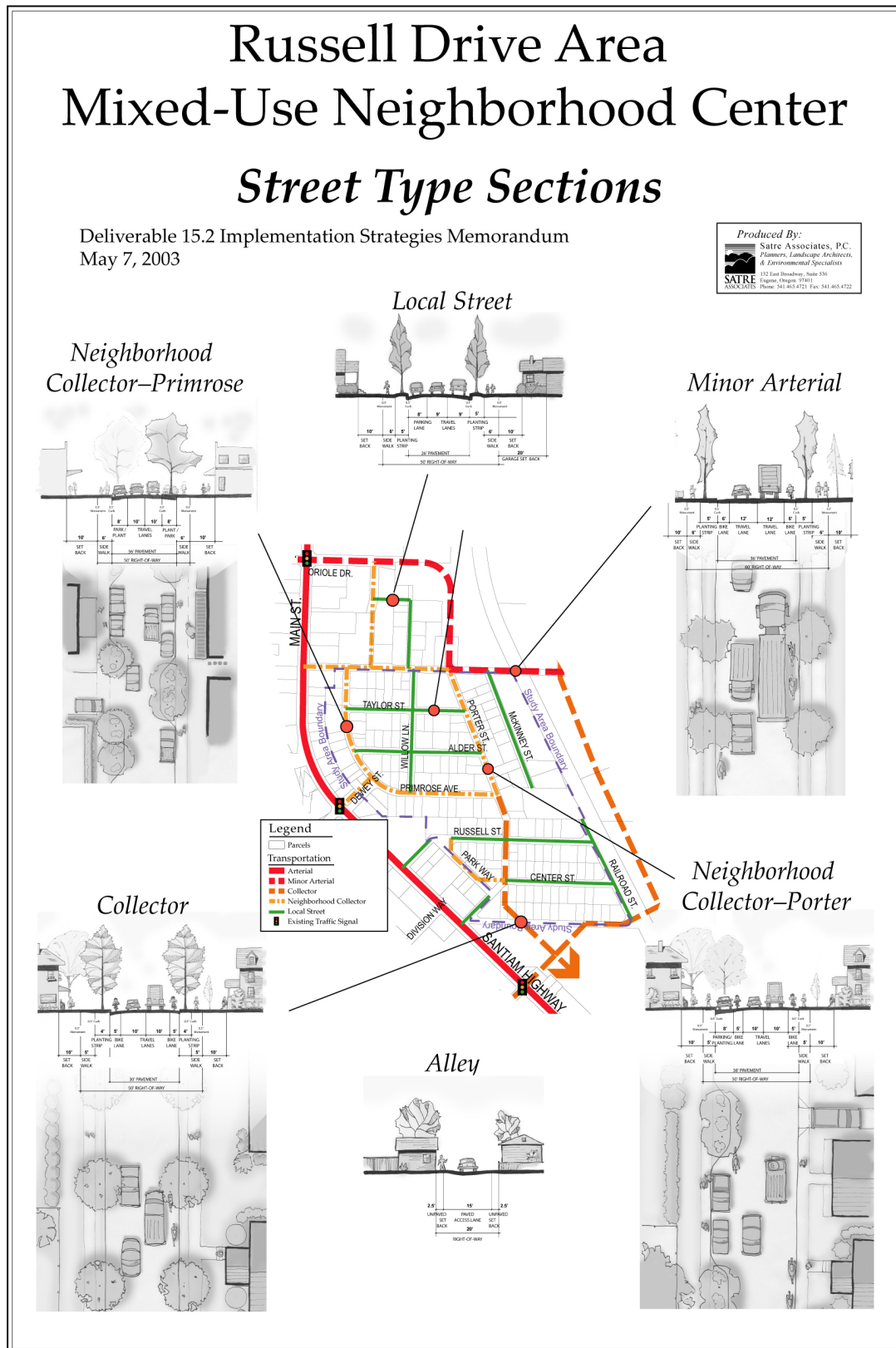


Figure 5: Annexation Option 1

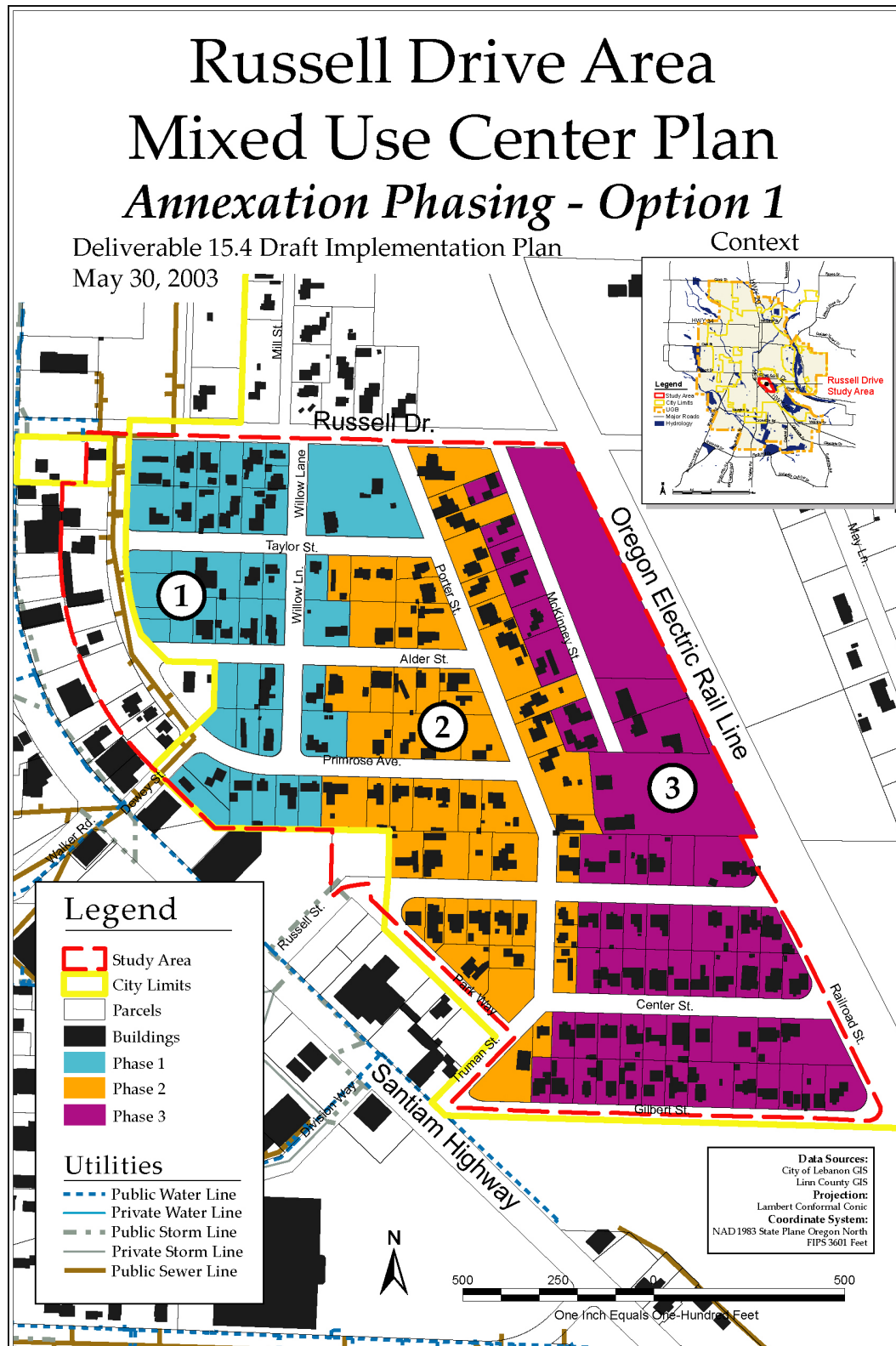
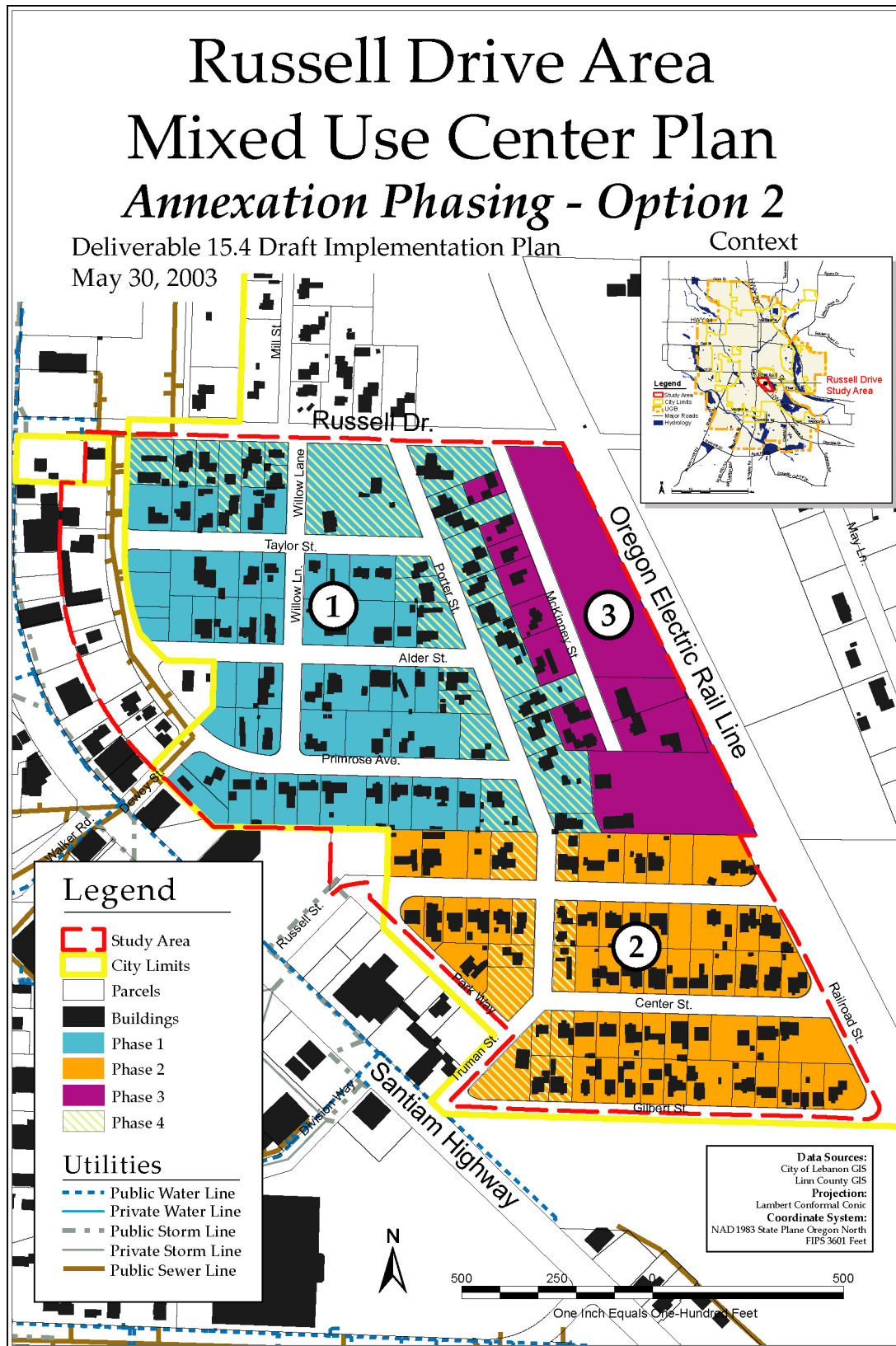


Figure 6: Annexation Option 2



Option 2 (Figure 6) also places Phase 1 in the northwest corner of the study area, but extends the boundaries east to one lot east of Porter Street. Phase 2 encompasses the southern portion of the study area (from one lot north of Russell Street to the southern study area boundary), and Phase 3 includes the remaining property in the north eastern portion of the study area. Option 2 adds a fourth phase (shown as a hatched overlay), which recognizes the possibility that Porter Street could be improved ahead of other streets in the study area.

B. Park Development

The plan contains recommendations for acquiring and developing a neighborhood park as shown in Figure 1. In addition, two mini-parks are proposed where through vehicle traffic is proposed to be eliminated. Implementation of these recommendations does not require an amendment to the Parks Plan, which shows a conceptual location for a neighborhood park in the Russell Drive area. The park-related recommendations in the plan provide direction to the city for property acquisition and development. Once acquisition is complete, park improvements should be programmed in the Capital Improvements Plan.

C. Green Infrastructure

Although not a part of the proposed public street system, the concept of surface stormwater drainage was explored and described in the plan. The concept is promoted for application in new rights-of-way and on private property.

D. Urban Renewal District Plan

The Cheadle Lake Urban Renewal District Plan was adopted by the Lebanon City Council in August 2000. The URD plan outlines four phases of public improvement projects including the construction of a frontage road and water and sewer line extensions through the Russell Drive area. The Russell Drive Plan is consistent with the objectives of the Urban Renewal Plan and further refines the location and design of some of the planned improvements. Because of this, no amendments to the Urban Renewal Plan appear to be necessary. However, coordination with the Urban Renewal Agency is recommended to assure consistency among project priorities, timelines, and funding strategies.