

# CITY OF LEBANON



## 2004 Comprehensive Plan



**NARRATIVES, GOALS, POLICIES & RECOMMENDATIONS**  
Adopted by Lebanon City Council December 8, 2004

# PREFACE

On December 8, 2004, the Lebanon City Council adopted the City of Lebanon 2004 Comprehensive Plan, including Narrative Text with Findings, Goals, Policies, Recommendations, a Glossary, and a Comprehensive Plan Map, to guide the future development and redevelopment of the City.

The Comprehensive Plan is intended to be dynamic, able to inspire, guide, and direct growth in the City while also responding to change through amendment and refinement.

Since Lebanon's original Comprehensive Plan's was adopted in 1980, the Findings, Goals, Policies and Recommendations of the Plan have been amended to respond to new circumstances, special studies, new technology, and changes in State land use regulations. This document contains the latest revisions to reflect these changing conditions and the priorities of the community.

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## CREDITS AND ACKNOWLEDGEMENTS FOR 2004 COMPREHENSIVE PLAN

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## GLOSSARY

# APPENDIX A:

## GLOSSARY OF TERMS

### *Part 1:* *Understanding Findings, Goals, Policies, and Recommendations as Used in this Comprehensive Plan*

**FINDINGS:** Findings are statements of fact or a conclusion reached after the examination or investigation of the available data and other relevant factual information. Findings address or identify relevant issues, conditions and factors that have been considered in order to fulfill state and local goals. Findings are found in Part One (Narrative) of each Comprehensive Plan Chapter.

**GOALS:** Goals are statements of intention expressing community values and attitudes, as well as desired ends or aspirations. The City's goals are consistent with the Statewide Planning Goals. Only those statements that are listed in the section entitled "Goals" in Part Two (at the end of each Comprehensive Plan Chapter) have the status of being the official Goals of the City in relation to the subject matter of that chapter.

**POLICIES:** Policies are usually identified as "shall" statements (i.e., "The City shall..."). Policies are directives for actions to be taken in achieving goals. The policies are the primary means by which the City will implement the Comprehensive Plan. The City must follow relevant policies when amending the Comprehensive Plan or developing other plans or ordinances that affect land use, such as public facility plans, zoning, and development standards. Policies are official statements of strategy or principle that specify the intent of the City. In the absence of implementing rules, e.g. development code measures, these policies will direct development. A policy may not be the only action the City can take to implement the goals. Only those statements that are listed in the section entitled "Policies" in Part Two (at the end of each Comprehensive Plan Chapter) have the status of being the official Policies of the City in relation to the subject matter of that chapter. Not all policies have the format of "The City shall..." but all policies have the same mandatory quality.

**RECOMMENDATIONS:** Recommendations are identified as "should" statements (i.e., "The City should..."). Recommendations are suggested actions that should be considered to assist in implementing the planning policies of the City. Recommendations are also statements outlining a specific City activity, action, project or standard, which if executed, could implement goals and policies. Only those statements that are listed in the section entitled "Recommendations" in Part Two (at the end of each Comprehensive Plan Chapter) have the status of being the official Recommendations of the City in relation to the subject matter of that chapter. [Not all Chapters in the Comprehensive Plan have a section of Recommendations.]

**TERMINOLOGY OF FINDINGS, GOALS, POLICIES, AND RECOMMENDATIONS: (1) MAY:** The word "may," as used in Findings, Goals, Recommendations or Policies, is advisory, and is used to highlight permissible alternatives. **(2) SHOULD:** The word "should," as used in Recommendation statements, is advisory. **(3) SHALL:** The word "shall," as used in the Policy statements, is mandatory; **(4) WILL:** The word "will" may be used as an equivalent of "shall."

## ***Part 2: General Definitions and Explanations***

### **Introduction**

- Definitions and explanations of terms used throughout the Lebanon Comprehensive Plan rely on applicable statutory definitions and explanations when they appear in Oregon law, and are implicit to the Comprehensive Plan. Definitions and explanations appearing in the City Lebanon Municipal Code are also incorporated by reference when they are not otherwise defined in this section. In cases where terms are not defined or explained in this section, and the City's Municipal Code and state statute conflict, the more restrictive of the two shall be considered to govern. When defined or explained in this section, the Comprehensive Plan definition and explanation will prevail, unless it explicitly conflicts with definitions and explanations appearing in applicable state or federal laws.
  - The various implementing documents (e.g., Zoning Ordinance, Transportation System Plan), also have their own lists of terms, definitions and explanations that do not appear in this Glossary.
- 

## **A**

**ABUTTING:** Contiguous or adjoining. It shall include the terms adjacent, adjoining and contiguous.

**ACCESS EASEMENT:** An easement recorded for the purpose of providing vehicle, bicycle, and/or pedestrian access from a public street to a parcel across intervening property under separate ownership from the parcel being provided access.

**ACCESS MANAGEMENT:** The control of street (or highway) access for the purpose of improving the efficiency, safety and/or operation of the roadway for vehicles; may include prohibiting, closing, or limiting direct vehicle access to a roadway from abutting properties, either with physical barriers (curbs, medians, etc.) or by land dedication or easement.

**ACCESS:** The way or means by which pedestrians, bicycles and motor vehicles enter (Ingress) and leave (egress) property.

**ACCESSIBLE:** Approachable and useable by people with disabilities. Complies with the Americans With Disabilities Act.

**ACCESSORY DWELLING:** A complete separate residential unit, including facilities for cooking and sanitation, provided either as a separate structure on the same lot or as part of a primary single-family residence. Development of an accessory dwelling must comply with all applicable lot development standards including required yards (setbacks), off-street parking and lot coverage. Development of an attached accessory dwelling shall not reduce the floor area of the primary residence.

**ACCESSORY STRUCTURE OR ACCESSORY USE:** A structure or use incidental, appropriate and subordinate to the main use of property and located on the same lot as the main use.

**ACKNOWLEDGEMENT:** An LCDC order that certifies that a comprehensive plan and land use regulations, land use regulation or plan or regulation amendment complies with the statewide planning goals. (ORS 197.015)

**ADJACENT:** Abutting or located directly across a street right-of-way.

- ADMINISTRATIVE:** A discretionary action or permit decision made without a public hearing, but requiring public notification and an opportunity for appeal.
- ADULT FOSTER HOME:** Any family home or facility in which residential care is provided for five or fewer adults who are not related to the provider by blood or marriage. “Residential Care” and “Provider” shall have that meaning set forth in ORS 443.705. All homes are required to have a residential manager. All homes must be licensed by the State of Oregon in accordance with ORS Chapter 443.
- ADVERSE IMPACT:** Negative affect of development that can be measured (e.g., noise, air pollution, vibration, dust, etc.).
- AFFECTED LOCAL GOVERNMENT:** A city, county or metropolitan service district that is directly impacted by a proposed transportation facility or improvement.
- AFFORDABLE:** Means housing affordable to a certain percentage of the population earning a specified level of income and spending no more than 30 percent of their income on housing expenses. *Affordable Housing IS* housing that requires no more than 30% of the monthly income of a household that has income at or below 80% of the area median. [Sources: Federal Department of Housing and Urban Development and the Oregon Department of Housing and Community Services.]
- AGRICULTURE:** The production of food and fiber, including the growing of crops and/or the grazing of animals on prime or improved pasture land. Agriculturally designated lands (designated resources lands subject to Statewide Planning Goal 3) are not found within the Lebanon Urban Growth Boundary.
- ALLEY:** 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.
- ALLUVIAL:** Soils deposited by stream action.
- ALTERATION:** Any change, addition or modification in construction or occupancy.
- ALTERNATIVE MODES:** Alternative methods of travel to the automobile, including public transportation (light rail, bus and other forms of public transportation), bicycles and walking.
- ANNEX:** (1) To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction. (2) To add territory to a governmental unit, usually an incorporated place, by an ordinance, a court order, or other legal action (*United States Census Bureau*).
- ANNEXATION:** (1) The act or process of adding land to a governmental unit, usually an incorporated place, by an ordinance, a court order, or other legal action (*United States Census Bureau*). (2) The process by which cities extend their municipal services, regulations, voting privileges, and taxing authority to new territory.

**ANNEXATION (PRIMARY PURPOSE):** Prior to annexation, land inside the Urban Growth Area (UGA) has a City of Lebanon Comprehensive Plan Map designation, but is under Linn County's jurisdiction and has a County land use zone designation. The act of annexation, in and of itself, has two primary purposes and two primary consequences, both of which occur simultaneously when the City approves an annexation. First, jurisdiction over the annexation territory transfers from Linn County to the City of Lebanon. Second, a City of Lebanon land use zoning map designation that is consistent with the City's Comprehensive Plan Map designation is assigned for the first time to the annexation territory as it is incorporated into the City Limits. Annexation fully incorporates territory within the Urban Growth Area into the City Limits. This standard process of annexation is discussed in Section 5 of the City of Lebanon/Linn County Urban Growth Management Agreement (*UGMA*) and detailed throughout Chapter 3 of the Lebanon Comprehensive Plan (*with the exclusions for Delayed Annexations noted below*).

**ANNEXATION (DELAYED):** The process of delayed annexations is established in Section 7 of the City of Lebanon/Linn County Urban Growth Management Agreement (*UGMA*), and is a separate annexation process that is NOT to be confused with the standard process of annexation discussed immediately above and in Section 5 of the *UGMA*, and detailed throughout Chapter 3 of the Lebanon Comprehensive Plan (excluding Subsection 6.3 of Chapter 3 and Chapter 3 Polices P-28 and P-29). Delayed Annexations are in fact an Urban Growth Area (UGA) development procedure. A delayed annexation agreement is a three party agreement between the City, County and the developer of the property, and upon completion qualifies the property for the issuance of City administered of building permits.

**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.

**ASSISTED LIVING FACILITY (ALF):** A special combination of housing, supportive services, personalized assistance, and health care designed to respond to the individual needs of those who need help with activities of daily living. A facility with a central or private kitchen, dining, recreational, and other facilities, with separate bedrooms or living quarters, where the emphasis of the facility remains residential. (*Also see **elderly housing***)

## **B**

**BICYCLE FACILITIES:** A General term denoting improvements and provisions made to accommodate or encourage bicycling, including parking facilities and all bikeways.

**BLIGHTED AREA:** An area which, by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use or the existence of unsafe structures, or any combination of these factors, are detrimental to the health, safety or welfare of the community. As used here, "Blight Area" shall have the full meaning as defined by ORS 457.010.

**BLOCK:** A parcel of land or group of lots bounded by intersecting streets.



**BUFFER, URBAN:** An area designed to provide attractive space or distance, obstruct undesirable views, serve as an acoustic barrier, or generally acts to soften or mitigate the effects of one land use on the other.

**BUILDABLE LANDS:** Lands in the Urban Growth Boundary that are capable of supporting new development, or redevelopment.

**BUILDING:** Any structure used or intended for supporting or sheltering any use or occupancy.

**BUILDING ELEVATION:** A building face, or scaled drawing of the same, from grade to roof ridgeline.

**BUILDING FOOTPRINT:** The outline of a building, as measured around its foundation.

**BUILDING OR PLANNING OFFICIAL:** An employee of the City of Lebanon appointed by the City Council with duties and authority as designated by the Council including the enforcement of the provisions of this ordinance. The City Administrator or his designated agent.

**BUILDING SCALE:** The dimensional relationship of a building and its component parts to other buildings.

**BUILDING, MAXIMUM HEIGHT:** The vertical distance from the average elevation of the finished grade to the highest point of the structure.

**BUILD OUT:** Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations.

**BUS:** A motor vehicle designed for carrying 15 or more passengers, exclusive of the driver, and used for the transportation of persons. (ORS 184.674)

## **C**

**CAPACITY:** Maximum holding or service ability, as used for transportation, utilities, parks and other public facilities.

**CAPITAL IMPROVEMENT PROGRAM:** A City adopted schedule showing when permanent City infrastructure and facility improvements such as streets, sewers, water facilities, storm drainage, parks, or buildings will be constructed and how they will be financed. Usually lists project five budget years in advance and is updated periodically.

**CAPITAL IMPROVEMENTS PROJECTS (IN CITY OF LEBANON):** “Capital Improvements Projects” are City initiated and funded City infrastructure extensions and enhancements, and/or improvements to facilities.

**CHILD CARE CENTER, FAMILY CHILD CARE:** Facilities that provide care and supervision of minor children for periods of less than 24 hours. “Family child care providers” provide care for not more than 12 children in a home. See also, ORS 657A for certification requirements.

**CITY COUNCIL:** The City Council of the City of Lebanon, Oregon.

**CITY STREET:** Any street located within the city or city and county, except a freeway, state highway, or county highway (ORS 376.705). Within Lebanon, City streets are those for which the City assumes responsibility for maintenance.

**CITY:** The City of Lebanon, Oregon.

**CLUSTER:** A grouping of development. Specifically, the locations of structures on a given site in one area leaving the remainder of the land in open space.

**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. Collector Streets include the following subcategories: **(1) Service Collectors** carry lower traffic volumes at slower speeds than major and minor arterials. **(2) Neighborhood Collector Streets**: 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. **(3) Collector streets within residentially zoned areas** should be two lane collectors where as, **(4) collector streets within industrially or commercially zoned properties** should be constructed with a center turn lane.

**COMMERCIAL USES:** Activities within land areas that are predominantly connected with the sale, rental and distribution of products, or performance of services.

**COMMON AREA:** Land commonly owned to include open space, landscaping or recreation facilities (e.g., typically owned by homeowners associations).

**COMMUNITY FRIENDLY DEVELOPMENT:** Lebanon's approach to Community Friendly Development includes principles that combine sound local and regional planning techniques with a variety of elements from several different perspectives. Such principles focus on creating a built environment suitable for the needs of a diverse population through a variety of usesscaled for the pedestrian, and capable of accommodating the automobile and mass transit.

**COMPREHENSIVE PLAN:** A document with general, coordinated text, policies, coordinated land use map and policy statements of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs. (ORS 197.015)

**COMPREHENSIVE PLAN MAP:** Provides a graphic plan of all land in the Urban Growth Boundary that identifies land development designations/districts.

**CONDOMINIUMS:** Residential development utilizing zero lot lines, individual ownership of units and common ownership of open space and other facilities, and which are regulated in part, by state law (ORS-91.010: 91.675).

**CONNECTIVITY:** The degree to which the transportation facilities for vehicles, bicycles, and pedestrians in a given area are interconnected.

**CONSERVATION EASEMENT:** An easement that protects identified special features and natural areas, such as wetlands, woodlands, significant trees, floodplains, wildlife habitat, and similar resources.

## D

**DAY NURSERY:** Any institution, establishment or place, including nursery schools or private kindergartens, in which are commonly received at one time for less than 24 hours per day, 6 or more non-resident children under the age 6 years for the purpose of being given care, supervision or training apart from a parent or legal guardian.

**dB (DECIBEL):** A sound measurement unit used to express the relative intensity of a sound.

### **DECISIONS, TYPES OF:**

**ADMINISTRATIVE:** A discretionary action or permit decision made without a public hearing, but requiring public notification and an opportunity for appeal; a type of Limited Land Use Decision.

**DISCRETIONARY DECISION:** An action taken by a governmental agency that calls for the exercise of judgment in deciding whether to approve and/or how to carry out a project. (See *Decision, Quasi-Judicial*)

**LAND USE DECISION:** (1) Includes: (a) A final decision or determination made by a local government or special district that concerns the adoption, amendment or application of: (i) The goals; (ii) A comprehensive plan provision; (iii) A land use regulation; or (iv) A new land use regulation; or (b) A final decision or determination of a state agency other than LCDC with respect of which the agency is required to apply the goals; and (2) Does not include a decision of a local government: (a) Which is made under land use standards which do not require interpretation or the exercise of policy or legal judgment; (b) Which approves or denies a building permit issued under clear and objective land use standards; (c) Which is a limited land use decision; or (d) Which determines final engineering design, construction, operation, maintenance, repair or preservation of a transportation facility which is otherwise authorized by and consistent with the comprehensive plan and land use regulations; and (3) Does not include a decision by a school district to close a school. (ORS 197.015)

**LEGISLATIVE DECISION:** A decision made by elected officials of a local, state, or federal government based on their perception of the best course of action. No evidence must be present in the record to support the decision, and findings of fact based on the record are therefore not required. Legislative decisions typically occur when the city is adopting an ordinance or resolution, or establishing a basic principle or policies, such as during adoption of a comprehensive plan. **LEGISLATIVE:** A legislative action or decision is the making of law, as opposed to the application of existing law to a particular use (e.g., adoption of, or amendment to, a comprehensive plan or development regulation).

**LIMITED LAND USE DECISION:** A final decision or determination made by a local government pertaining to a site within an urban growth boundary which concerns: (a) The approval or denial of a subdivision or partition, as described in ORS Chapter 92. (b) The approval or denial of an application based on discretionary standards designed to regulate the physical characteristics of a use permitted outright, including but not limited to site review and design review. (ORS 197.015)

- MINISTERIAL DECISION:** A routine governmental action or decision that involves little or no discretion. The issuance of a building permit is such an action. Ministerial decisions are not land use decisions.
- QUASI-JUDICIAL DECISION:** Refers to “judicial” acts by agencies and authorities that are not really constituted as courts of law, and which must make findings of fact based on the record and substantial evidence as part of their decision making process. For example, a ruling by the Planning Commission is a quasi-judicial decision, which must be based on findings of fact. **QUASI-JUDICIAL:** An action or decision that requires substantial discretion or judgment in applying the standards or criteria of this Code, and usually involves a public hearing.
- DEDICATION:** The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses are often made conditions for approval of development.
- DENSITY BONUS:** The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is planned or zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location.
- DENSITY(IES):** A measurement of the number of dwelling units in relationship to a specified amount of land. As used in this Code, density does not include land devoted to street right-of-way. Density is a measurement used generally for residential uses.
- DENSITY, GROSS:** Refers to the number of dwelling units for each acre of land, including areas devoted to streets, parks, sidewalks, and other public rights-of-way.
- DENSITY, NET:** The number of dwelling units per buildable area of land, excluding land used for public improvements.
- DEVELOPABLE:** Buildable land, as identified by the City’s Comprehensive Plan. Includes both vacant land and land likely to be redeveloped, per ORS 197.295(1).
- DEVELOP:** To bring about growth or availability; to construct or alter a structure, to conduct a mining operation, to make a physical change in the use or the appearance of land, to divide land into parcels, or to create or terminate rights to access.
- DEVELOPMENT:** The act, process or result of developing. Development includes such actions as the division of land, the installation of sewer and water lines, the construction of sidewalks and streets, the cutting of trees, the building of structures.
- DISCONTINUED/ABANDONED USE:** See Non-Conforming Uses and Developments.
- DISCRETIONARY:** Describes a permit action or decision that involves substantial judgment or discretion.
- DOWNTOWN:** An area of the City that includes the Central Business Commercial District.
- DRAINAGEWAY (or OPEN CHANNEL WATERWAYS or WATERWAY):** The bed and banks of a waterway used to discharge surface waters from a given area. It also includes adjacent areas necessary to preserve and maintain the drainage function."
- DUPLEX:** A two-family dwelling.

**DWELLING UNIT:** A living facility that includes provisions for sleeping, eating, cooking and sanitation, as required by the Uniform Building Code, for not more than one family, or a congregate residence for 10 or less persons. (UBC 205)

**DWELLING, MULTI-FAMILY:** A building or portion thereof designed for occupancy by 3 or more families living independently of each other, with the number of families in residence not exceeding the number of dwelling units provided.

**DWELLING, SINGLE-FAMILY:** A detached building, townhouse, condominium rowhouse, or manufactured dwelling, other than a mobile home or trailer house, designed for and occupied by not more than one family.

**DWELLING, TWO-FAMILY (DUPLEX):** A building with two dwelling units designed for and occupied by not more than 2 families living independently of each other.

## **E**

**EASEMENT:** A right of usage of real property granted by an owner to the public or to specific persons, firms, and corporations.

**EFFICIENT:** Urban land management and/or development activities that can be supported or accommodated by the land base and existing, and/or proposed facility and services currently or planned to serve the site.

**EFFLUENT:** Any waste discharge (air, water, sewage) resulting from industrial processing and or treatment.

**ENERGY EFFICIENCY:** Achieving the desired result (i.e., utilization of energy) with a minimum of effort, expense or waste.

## **F**

**FAMILY:** (1) Two or more persons related by birth, marriage or adoption [U.S. Bureau of the Census].

**FAMILY DAY CARE:** See “Child Care Center”.

**FEMA:** Federal Emergency Management Agency.

**FINDING:** A statement of fact or a conclusion reached after the examination or investigation of the facts.

**FINDINGS (IN LEBANON COMPREHENSIVE PLAN):** Findings are statements of fact or a conclusion reached after the examination or investigation of the available data and other relevant factual information. Findings address or identify relevant issues, conditions and factors that have been considered in order to fulfill state and local goals. Findings are found in Part One (Narrative) of each Comprehensive Plan Chapter.

**FIRMS, FLOODPLAIN MAPS AND FLOOD INSURANCE STUDIES:** Flood insurance studies and Flood Insurance Rate Maps (FIRMs) are often used in characterizing and identifying flood prone areas. Floodplain maps are the basis for implementing floodplain regulations and for delineating flood insurance purchase requirements. A Flood Insurance Rate Map (FIRM) is the official map produced by the Federal Emergency Management Agency (FEMA), which delineates Special Flood Hazard Areas or floodplains where National Flood Insurance Program regulations apply. FIRMs are also used by insurance agents and mortgage lenders to determine if flood insurance is required and what insurance rates should apply. Water surface elevations are combined with topographic data to develop FIRMs. FIRMs illustrate areas that would be inundated during a 100-year flood and floodway areas. In some cases they may include 100-year base flood elevations (BFEs) and areas located within the 500-year floodplain. Flood Insurance Studies and FIRMs produced for the National Flood Insurance Program (NFIP) provide assessments of the probability of flooding at a given location.

**FLAG LOT:** A lot or parcel that has access to a road, street or easement, by means of a narrow strip of lot or easement.

**FLOOD, 100-YEAR EVENT:** A flood with a magnitude that has a 1% chance of occurring in any given year. This is the flood event most commonly used for regulatory purposes.

**FLOOD ELEVATIONS: Base Floods and Base Flood Elevations:** Flooding occurs for different reasons and at varying levels. “Base Flood” is defined by the NFIP regulations (44 CFR 59) as “the flood having a 1 percent chance of being equaled or exceeded in any given year.” This flood is referred to as the 100-year flood. Determination of the 100-year flood is based on a statistical analysis of record flood flows, some dating back to the 1860’s. The term “Base Flood Elevation” refers to the elevation (normally measured in feet above sea level), which the base flood is expected to reach. Base flood elevations can be set at levels other than the 100-year flood. Some communities choose to use higher frequency flood events as their base flood elevation for certain activities, using lower frequency events for others. For example, for the purpose of stormwater management, a 25-year flood event might serve as the base flood elevation, while the 500-year flood event may serve as base flood elevation for the tie down of mobile homes. The regulations of the National Flood Insurance Program focus on development in the 100-year flood plain.

**FLOOD FRINGE:** The flood fringe refers to the outer portions of the floodplain, beginning at the edge of the floodway and continuing outward. This is the area where development is most likely to occur, and where precautions to protect life and property need to be taken.

**FLOODPLAIN:** A floodplain is a land area adjacent to a river, stream, lake, estuary or other water body that is subject to flooding. These areas, if left undisturbed, act to store excess flood water. The floodplain is made up of two sections: the flood fringe and the floodway.

**FLOODPLAIN DEVELOPMENT:** For floodplain ordinance purposes, development is broadly defined to mean “any man-made change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation or drilling operations or storage of equipment or materials. The definition of development for floodplain purposes is generally broader and includes more activities than the definition of development used in other sections of local land use ordinances.

**FLOODWAY:** The floodway is one of two main sections that make up the floodplain. Floodways are defined for regulatory purposes. Unlike floodplains, floodways do not reflect a recognizable geologic feature. For National Flood Insurance Program (NFIP) purposes, floodways are defined as the channel of a river or stream, and the overbank areas adjacent to the channel. The floodway carries the bulk of the floodwater downstream and is usually the area where water velocities and forces are the greatest. NFIP regulations require that the floodway be kept open and free from development or other structures, so that flood flows are not obstructed or diverted onto other properties. The NFIP floodway definition is “the channel of a river or other watercourse and adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot. Floodways are not mapped for all rivers and streams but are generally mapped in developed areas.

**FLOODWAY FRINGE:** The part of the flood plain having a 1% chance of flooding in any given year. Areas inundated during what is commonly referred to as “a 100-year flood event” or identified by the National Flood Insurance Program as an “A” Zone or “V” Zone on Flood Insurance Rate Maps or Flood Hazard Boundary Maps. The area of the flood plain, lying outside the floodway, that is subject to flooding usually in the form of shallow overland flow and therefore does not contribute appreciably to the passage of flood water, but serves as a retention area.

**FRONTAGE:** The dimension of a property line abutting a public or private street.

**FRONTAGE STREET OR ROAD:** A minor street that parallels an arterial street in order to provide access to abutting properties and minimize direct access onto the arterial.

**FUNCTIONAL CLASSIFICATION:** The classification given to streets in the Lebanon Transportation System Plan and Comprehensive Plan.

## **G**

**GOAL (STATEWIDE PLANNING):** The mandatory state-wide planning standards adopted by LCDC pursuant to ORS Chapters 195, 196 and 197 (ORS 197.015). A general, long term aim or end toward which programs or activities are ultimately directed.

**GOALS (IN LEBANON COMPREHENSIVE PLAN):** Goals are statements of intention expressing community values and attitudes, as well as desired ends or aspirations. The City’s goals are consistent with the Statewide Planning Goals. Only those statements that are listed in the section entitled “Goals” in Part Two (at the end of each Lebanon Comprehensive Plan Chapter) have the status of being the official Goals of the City in relation to the subject matter of that chapter.

**GREENWAY (or GREENBELT):** A linear park or open space conservation area that provides passive recreational opportunities, pedestrian and/or bicycle paths, and/or the conservation of open spaces or natural areas. A Greenway may also function as an open area that may be cultivated or maintained in a natural state surrounding development or used as a buffer between land uses or to mark the edge of an urban or developed area.

**GROSS LAND AREA:** The area encompassed by the boundaries of a property ownership.

**GROUNDWATER:** Water under the earth's surface, often confined to aquifers, capable of supplying wells and springs.

**GUIDELINES:** Suggested approaches designed to aid cities and counties in preparation, adoption and implementation of comprehensive plans in compliance with goals and to aid state agencies and special districts in the preparation, adoption and implementation of plans, programs and regulations in compliance with goals. Guidelines shall be advisory and shall not limit state agencies, cities, counties and special districts to a single approach. (ORS 197.015)

## **H**

**HABITAT:** Any area where there is naturally occurring food and cover for wildlife.

**HAZARDOUS MATERIALS:** (1) Materials described as hazardous by Oregon Department of Environmental Quality. (2) Any material that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

**HEIGHT OF BUILDING:** The vertical distance from grade on a given face of the building to the highest point of the structure.

**HISTORIC:** An historic building or site that is at least 50 years old and is one that is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts, based on specific criteria recognized by the City, State, or Federal Government.

**HISTORIC PRESERVATION:** The preservation of historically significant sites, structures, areas and neighborhoods in order to facilitate restoration and rehabilitation of the building(s) to a former condition.

**HISTORIC RESOURCES:** (1) All areas, districts, structures or sites listed on the City of Lebanon *Historic Register*. The *Lebanon Historic Register* (initiated in 1992) is developed through the inclusion by official action of the City areas, districts, structures or sites that are on the *Historic Inventory* (1984). The *Register* evaluates each significant historical site based on specific criteria developed by the City of Lebanon and the State Historic Preservation Office (SHPO). The *Lebanon Historic Register* also includes findings of fact for each of the sites based on its integrity, historical significance, and architectural significance. (2) All areas, districts, structures or sites in Lebanon listed on the National Register of Historic Places and/or historic resources recognized by the State of Oregon.

**HOME OCCUPATION:** A lawful occupation carried on by a resident of a dwelling, where the occupation is secondary to the main use of the property as a residence.



## I

**IMPACT FEE:** A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise unmitigated impacts the project will produce.

**IMPERVIOUS SURFACE:** A structural or surface improvement that does not allow for water infiltration.

**INCIDENTAL AND SUBORDINATE TO:** A use or portion of a development that is secondary to, and less apparent, than the primary use or other portion of the development.

**INDUSTRIAL (C-IND), LEBANON COMPREHENSIVE PLAN & MAP LAND USE DESIGNATION:** To provide lands suitable for manufacturing and related activities, warehousing and similar activities. *The Single Corresponding City of Lebanon Zoning Designation is Z-IND.*

**INFILL:** The use of vacant or under-developed parcels of land within existing developed residential areas.

## J

**JUNK YARD:** An area where any person is engaged in breaking up, dismantling, sorting, storing, distributing, buying, selling, packing or bailing any scrap, waste material, junk or used equipment or machinery of any nature.

## K

**KEY FACILITIES:** The basic facilities that are primarily planned for by local government but which may also be provided by private enterprise and are essential to the support of more intensive development. Key facilities include public schools, transportation, water supply, fire and police protection, sewage disposal, solid waste management, and storm drainage.

**KEY OR CRITICAL PUBLIC FACILITIES AND SERVICES:** Basic facilities that are primarily planned for by local government but which also may be provided by private enterprise and are essential to the support of more intensive development, including transportation, water supply, sewage, parks, schools and solid waste disposal.

**KEY CITY-PROVIDED URBAN UTILITY SERVICES:** The four key City-provided urban utility services are water, storm drainage, sanitary sewerage, and streets.

## L

**LAND DIVISION:** The process of dividing land to create parcels or lots.

**LAND USE:** The main activity that occurs on a piece of land, or the structure in which the activity occurs.

**LAND USE DECISION:** (1) Includes: (a) A final decision or determination made by a local government or special district that concerns the adoption, amendment or application of: (i) The goals; (ii) A comprehensive plan provision; (iii) A land use regulation; or (iv) A new land use regulation; or (b) A final decision or determination of a state agency other than LCDC with respect of which the agency is required to apply the goals; and (2) Does not include a decision of a local government: (a) Which is made under land

use standards which do not require interpretation or the exercise of policy or legal judgment; (b) Which approves or denies a building permit issued under clear and objective land use standards; (c) Which is a limited land use decision; or (d) Which determines final engineering design, construction, operation, maintenance, repair or preservation of a transportation facility which is otherwise authorized by and consistent with the comprehensive plan and land use regulations; and (3) Does not include a decision by a school district to close a school. (ORS 197.015)

#### **LAND USE DESIGNATIONS, LEBANON COMPREHENSIVE PLAN & MAP (LCP & M):**

**RESIDENTIAL LOW DENSITY (C-RL), LCP & M LAND USE DESIGNATION:** To primarily provide lands for low-density urban residential development, primarily single-family homes with provisions for planned developments and low density multi-family use. *The Single Corresponding City of Lebanon Zoning Designation is Z-RL.*

**RESIDENTIAL MIXED-DENSITY (C-RM), LCP & M LAND USE DESIGNATION:** To primarily provide lands for development of single-family, two-family and multi-family dwellings with provisions for planned developments, as well as lands for multi-family dwellings with close proximity to downtown. *The two Corresponding City of Lebanon Zoning Designations are Residential Mixed Density Zone (Z-RM), and Residential High Density Zone (Z-RH).*

**MIXED USE (C-MU), LCP & M LAND USE DESIGNATION:** To provide lands that possess potential for several types of land use or combinations of different land uses. The intent of this designation is to achieve an environment in which different land uses can co-exist by providing building groupings for privacy, usable and attractive open spaces, and safe circulation, thus promoting the general well being of the residents, businesses, and other occupants. Mixed Development lands are open to all types of development including residential, commercial, and light industrial land uses. *The Single Corresponding City of Lebanon Zoning Designation is Z-MU.*

**NEIGHBORHOOD MIXED USE (C-NMU), LCP & M LAND USE DESIGNATION:** To provide lands suitable for primarily residential uses, 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 coffee shops, delis, bakeries, small offices, or day care facilities. Implementation of this classification is through the Neighborhood Mixed Use Zone, that combines elements of the Neighborhood Commercial and Mixed Density Residential zones. *The Single Corresponding City of Lebanon Zoning Designation is Z-NMU.*

**COMMERCIAL (C-CM), LCP & M LAND USE DESIGNATION:** To provide lands for a range of commercial uses, from the commercial downtown core of the community primarily serving the pedestrian shopper, to large compact clusters adjacent to major thoroughfares with easy transportation access, and to small neighborhood shopping clusters that serve the frequent recurring needs of residents. *The three Corresponding City of Lebanon Zoning Designations are Neighborhood Commercial Zone (Z-NCM), Central Business Commercial Zone (Z-CCM), and Highway Commercial Zone (Z-HCM).*

**INDUSTRIAL (C-IND), LCP & M LAND USE DESIGNATION:** To provide lands suitable for manufacturing and related activities, warehousing and similar activities. *The Single Corresponding City of Lebanon Zoning Designation is Z-IND.*

**PUBLIC USE (C-PU), LCP & M LAND USE DESIGNATION:** To provide lands suitable for a variety of public uses such as schools and community centers, parks, City facilities, and churches or other facilities for religious organizations. *The Single Corresponding City of Lebanon Zoning Designation is Z-PU.*

**LAND USE REGULATION:** Any local government zoning ordinance, land division ordinance adopted under ORS 92.044 or 92.046 or similar general ordinance establishing standards for implementing a comprehensive plan. ORD 197.015

**LANDING:** A level part of a staircase, as at the end of a flight of stairs.

**LANDSCAPING:** Any combination of living plants such as trees, shrubs, plants, vegetative ground cover or turf grasses, and may include structural features such as walkways, fences, benches, plazas, works of art, reflective pools, fountains or the like. Landscaping also includes irrigation systems, mulches, topsoil, and revegetation or the preservation, protection and replacement of existing trees.

**LANE, MID-BLOCK LANE:** A narrow, limited use roadway facility usually used to access a limited number of dwelling units. Similar to an alley in design.

**LATERALS:** The sewer lines that connect users to sewer mains.

**LEGISLATIVE:** A legislative action or decision is the making of law, as opposed to the application of existing law to a particular use (e.g., adoption of, or amendment to, a comprehensive plan or development regulation).

**LEVEL OF SERVICE (LOS):** A Measure of Transportation Carrying Capacity-- An indicator of the extent or degree of service provided by or proposed to be provided by a facility based on and related to the operational characteristics of the facility See "**Volume to Capacity Ratio (v/c)**" for the current standard used in Oregon to measure a street's carrying capacity.

**LIMITED LAND USE DECISION:** A final decision or determination made by a local government pertaining to a site within an urban growth boundary which concerns: (a) The approval or denial of a subdivision or partition, as described in ORS Chapter 92. (b) The approval or denial of an application based on discretionary standards designed to regulate the physical characteristics of a use permitted outright, including but not limited to site review and design review. (ORS 197.015)

**LIVE/WORK FACILITIES:** Facilities combining Residential use types with Commercial or Limited Light Industrial use types.

**LIVESTOCK:** Domestic animal types customarily raised or kept on farms.

**LOCAL IMPROVEMENT DISTRICT (LID):** A small public district formed for the purpose of carrying out local improvements (paving of streets, construction of storm sewers, development of a park, etc.). Property owners within the LID are assessed for the cost of the improvements in accordance with ORS 223.387-223.485.

**LOCAL STREET:** Local streets have the primary function of providing access to adjacent land. Service to through-traffic movement on local streets is deliberately discouraged by design. Residential local streets serve a traffic function as well as being important to neighborhood identity.

**LOT AREA:** The total surface area (measured horizontally) within the lot lines of a lot exclusive of public and private streets and easements of access to other property.

**LOT:** A lot is a unit of land that is created by a subdivision of land.

**LOT COVERAGE:** The area of a lot covered by a building or buildings expressed as a percentage of the total lot area.

**LOT LINE:** The property line bounding a lot.

**LOT LINE ADJUSTMENT:** The adjustment of a property line by the relocation of a common line where no additional lots are created. This development code also defines the consolidation of lots (i.e., resulting in fewer lots) as a lot line adjustment.

**LOT LINE, FRONT:** The lot line separating the lot from a street other than an alley, and in the case of a corner lot. Either lot line may be designated as the front lot line.

**LOT LINE, REAR:** The lot line that is opposite and most distant from the front lot line.

**LOT LINE, SIDE:** Any lot line not a front or rear lot line.

**LOT WIDTH:** The average horizontal distance between the side lot lines, ordinarily measured parallel to the front lot line.

**LOT, CORNER:** A lot abutting on 2 or more streets, other than an alley, at their intersection.

**LOT, THROUGH:** A lot with frontage on 2 streets that are approximately parallel.

## **M**

**MANEUVERING AREA/AISLE:** The driving area in a parking lot where motor vehicles are able to turn around and access parking spaces.

**MANUFACTURED DWELLING:** Per Oregon Revised Statutes (ORS 416.003 (20)), includes residential trailers, mobile homes, and manufactured homes.

**MANUFACTURED HOME:** A single-family dwelling or structure with a Department of Housing and Urban Development (HUD) label certifying that the structure is constructed in accordance with the National Manufactured Housing Construction and Safety Standards Act of 1974, as amended on August 22, 1981.

**MINISTERIAL:** A routine governmental action or decision that involves little or no discretion. The issuance of a building permit is such an action. Ministerial decisions are not land use decisions.

**MITIGATION:** To avoid, rectify, repair, or compensate for negative impacts which result from other actions (e.g., Improvements to a street may be required to mitigate for transportation impacts resulting from development.”)

**MIXED-USE BUILDING/DEVELOPMENT/HORIZONTAL/VERTICAL:** Mixed-use development (residential with commercial or public/institutional use). Both “vertical” mixed use (housing above the ground floor), and “horizontal” mixed use (housing on the ground floor).

**MIXED USE (C-MU), LEBANON COMPREHENSIVE PLAN & MAP LAND USE DESIGNATION:** To provide lands that possess potential for several types of land use or combinations of different land uses. The intent of this designation is to achieve an environment in which different land uses can co-exist by providing building groupings for privacy, usable and attractive open spaces, and safe circulation, thus promoting the general well being of the residents, businesses, and other occupants. Mixed Development lands are open to all types of development including residential, commercial, and light

industrial land uses. *The Single Corresponding City of Lebanon Zoning Designation is Z-MU.*

**MOBILE HOME:** Per Oregon Revised Statutes (ORS 416.003 (20)(B)), a structure constructed for movement on the public highways that has sleeping, cooking, and plumbing facilities, that is intended for human occupancy, that was constructed between January 1, 1962, and June 15, 1976 and that met the construction requirements of Oregon mobile home law in effect at the time of construction.

**MOBILE HOME PARK:** A lot upon which 2 or more mobile homes or trailer houses occupied for living or sleeping purposes are located, regardless of whether a charge is made for such accommodation.

**MULTI-FAMILY HOUSING:** Multi-family housing means housing that provides more than 3 dwellings on an individual lot (e.g., multi-plexes, apartments, condominiums, etc.).

**MULTI-MODAL:** Transportation facilities or programs designed to serve many or all methods of travel, including all forms of motor vehicles, public transportation, bicycles and walking.

**MULTI-USE PATHWAY:** Pathways for both pedestrians and bicycles.

## N

**NATURAL HAZARD:** Natural areas that can cause dangerous or difficult development situations. For example, natural hazard areas include steep slopes, unstable soils, and landslides, flood areas.

**NATURAL RESOURCE AREAS/NATURAL RESOURCES:** See Sensitive Lands.

**NEIGHBORHOOD:** An area made up of one or more subdivisions or housing developments with geographic features or manmade features such as major roads or rail lines that provide distinctive boundaries to the area.

**NEIGHBORHOOD COLLECTOR (STREET):** Similar in function to collectors, however land use along its route is generally residential in nature. The intensity of development at intersections along its route is also generally less intense than might occur for standard collectors.

**NEIGHBORHOOD COMMERCIAL:** Small neighborhood shopping clusters that serve the frequent recurring needs for residents; typical uses might include a grocery store, delicatessen, meat market or bakery, barber shop and beauty shop, drug, sundry, hobby and gift store, laundromat, coffee shop.

**NEIGHBORHOOD MIXED USE (C-NMU), LEBANON COMPREHENSIVE PLAN & MAP LAND USE DESIGNATION:** To provide lands suitable for primarily residential uses, 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 coffee shops, delis, bakeries, small offices, or day care facilities. Implementation of this classification is through the Neighborhood Mixed Use Zone, that combines elements of the Neighborhood Commercial and Mixed Density Residential zones. *The Single Corresponding City of Lebanon Zoning Designation is Z-NMU.*

**NEIGHBORHOOD-SCALE DESIGN:** Site and building design elements that are dimensionally related to housing and pedestrians, such as narrower streets with tree canopies, smaller parking areas, lower building heights (as compared to downtown areas) and

similar neighborhood characteristics. These features are generally smaller in scale than those that are primarily intended to accommodate automobile traffic.

**NET ACRES:** The acreage of a site, not including public or private road rights-of-way, other easements, public open space, environmental lands, and floodways.

**NEXUS:** A "connection" or "linkage." Generally referred to in regards to Assembly Bill 1600 that requires jurisdictions show a reasonable nexus between the fees charged new development and the cost of providing new services to the development.

**NONCONFORMING STRUCTURE OR LOT:** A lawful existing structure or lot at the time this ordinance or any amendment thereto becomes effective which does not conform to the dimensional or similar standards of the zone in which it is located.

**NONCONFORMING USE:** A lawful existing use at the time this ordinance or any amendment thereto becomes effective which does not conform to the use requirements of the zone in which it is located.

**NON-NATIVE INVASIVE PLANTS:** See Oregon State University Extension Service Bulletin for our area.

**NOTICE:** Any notice that is required by law to be published. (ORS 193.310)

**NURSING HOME:** Any home, place or institution which operates and maintains, facilities providing convalescent or chronic care, or both, for a period exceeding 24 hours for 2 or more ill or infirm patients not related to the nursing home administrator by blood or marriage.

## **O**

**ODOT:** The Oregon Department of Transportation.

**OFF-STREET PARKING:** All off-street areas designed, used, required or intended to be used for the parking of motor vehicles.

**ON-STREET PARKING:** Parking in the street right-of-way, typically in parking lanes or bays. Parking may be "parallel" or "angled" in relation to the edge of the right-of-way or curb.

**OPEN SPACE (COMMON/PRIVATE/ACTIVE/PASSIVE):** Land within a development that has been dedicated in common to the ownership within the development or to the public specifically for the purpose of providing places for recreation, conservation or other open space uses.

**ORDERLY:** An established, objective, and routine method, application or activity.

**ORIENTATION:** To cause to face toward a particular point of reference (e.g., "A building oriented to the street").

**OVERLAY ZONE/DISTRICT:** Overlay zones provide regulations that address specific subjects that may be applicable in more than one land use zone.

**OWNER:** Any person, agent, firm or corporation having a legal or equitable interest in the property.

## **P**

**PARCEL:** A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

**PARCEL:** A parcel is a unit of land that is created by a partitioning of land.

**PARK:** Open space land on which the primary purpose is managed for recreational uses.

**PARKING LOT PERIMETER:** The boundary of a parking lot area that usually contains a landscaped buffer area.

**PARKING SPACES:** On and off street spaces designated for automobile or bicycle parking in areas planned for industrial, commercial, institutional or public uses. The following are not considered parking spaces for the purposes of OAR 660-012-0045(5)(c): park and ride lots, handicapped parking, and parking spaces for carpools and vanpools.

**PARKING VS. STORAGE:** Parking is the area used for leaving motor vehicles for a temporary time. Storage is to place or leave in a location for maintenance, repair, sale, rental, or future use.

**PARKWAY:** 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.

**PARTITION:** To divide an area or tract of land into two or three parcels within a calendar year when such area or tract of land exists as a unit or contiguous units of land under single ownership at the beginning of such year. (See also, ORS 92.010(8)).

**PASSIVE SOLAR ENERGY SYSTEM:** A solar energy system that uses natural and architectural components to collect and store solar energy without using any external mechanical power.

**PATHWAY/WALKWAY/ACCESS WAY:** As defined in this code, a pathway or multi-use pathway may be used to satisfy the requirements for “accessways” in the Transportation Planning Rule. (OAR 660-012-045).

**PEDESTRIAN CONNECTION:** A continuous, unobstructed, reasonably direct route between two points that is intended and suitable for pedestrian use.

**PEDESTRIAN DISTRICT:** A comprehensive plan designation or implementing land use regulations, such as an overlay zone, that prioritizes requirements to provide a safe and convenient pedestrian environment in an area planned for a mix of uses likely to support a relatively high level of pedestrian activity.

**PEDESTRIAN FACILITY:** An improvement provided for the benefit of pedestrian travel, including walkways, sidewalks, crosswalks, median refuges, signs, signals, illumination and benches.

**PEDESTRIAN PLAZA:** A small semi-enclosed area usually adjoining a sidewalk or a transit stop that provides a place for pedestrians to sit, stand or rest.

**PEDESTRIAN SCALE:** Site and building design elements that are dimensionally less than those intended to accommodate automobile traffic, flow and buffering.

**PEDESTRIAN SPACE:** An area or plaza on public or private property which is directly accessible to the public.

**PEDESTRIAN WAY:** Any paved public or private route intended for pedestrian use, including a multi-use path and esplanade, regardless of use by other transportation modes. A general term used to describe any sidewalk or walkway that is intended and suitable for

pedestrian use.

**PERFORMANCE MEASURE:** A measurement derived from technical analysis aimed at determining whether a planning policy is achieving the expected outcome or intent associated with the policy.

**PERFORMANCE STANDARD:** A land development regulation technique in which development standards are based upon established criteria related to the effect of the development on the land or on abutting properties.

**PERSON:** (1) The United States or any state or any department or agency of any of the above, or any nonprofit corporation or entity or any other individual, corporation or entity, either public or private (ORS 184.674). (2) Any individual, partnership, corporation, association, governmental subdivision or agency or public or private organization of any kind (ORS 197.015). (3) The state or a public or private corporation, local government unit, public agency, individual, partnership, association, firm, trust, estate or any other legal entity. (ORS 268.020)

**PIER:** Exterior vertical building elements that frame each side of a building or its ground-floor windows (usually decorative).

**PLAN:** An officially-adopted document used to focus long-range planning for either specific areas or the entirety of the Urban Growth Boundary. Examples of plans include the Comprehensive Plan, facility plans, master plans, and specific area plans.

**PLANNED:** A future project, event, or land area use that has been anticipated and prepared for, usually with a site plan, a land use plan and/or the Capital Improvement Program and Budget.

**PLANNING AREA:** Generally the area within the Urban Growth Boundary (UGB). However, it may also include specifically designated areas outside the UGB.

**PLANNING COMMISSION:** The Planning Commission of the City of Lebanon, Oregon.

**PLANNING OFFICIAL:** The person or persons designated by the City to act in the capacities described in this ordinance – the City Administrator or his/her designee.

**PLAT:** A map of a subdivision, prepared as specified in ORS 92.080, and recorded with the Linn County Assessor's Office.

**POLICY:** The way in which programs and activities are conducted to achieve an identified goal. A general direction that a governmental agency sets to follow, in order to meet its goals through implementation measures or action programs. (See *Program*)

**POLICIES (IN LEBANON COMPREHENSIVE PLAN):** Policies are usually identified as "shall" statements (i.e., "The City shall..."). Policies are directives for actions to be taken in achieving goals. The policies are the primary means by which the City will implement the Comprehensive Plan. The City must follow relevant policies when amending the Comprehensive Plan or developing other plans or ordinances that affect land use, such as public facility plans, zoning, and development standards. Policies are official statements of strategy or principle that specify the intent of the City. In the absence of implementing rules, e.g. development code measures, these policies will direct development. A policy may not be the only action the City can take to implement the goals. Only those statements that are listed in the section entitled "Policies" in Part Two (at the end of each Lebanon Comprehensive Plan Chapter) have the status of being the official Policies of the City in relation to the subject matter of that chapter.



Not all policies have the format of “The City shall...,” but all policies have the same mandatory quality.

**PUBLIC FACILITIES:** (1) Institutional, academic, governmental and community service uses, either publicly owned or operated, by public nonprofit organizations; or (2) Facilities including transportation, sewer, schools, cemeteries, airports, drainage, potable water and parks and recreation systems or facilities.

**PUBLIC FACILITIES (KEY CITY-PROVIDED URBAN UTILITY SERVICES & PUBLIC FACILITIES):** The four key City-provided urban utility services are water, storm drainage, sanitary sewerage, and streets.

**PUBLIC STREET:** A public right-of-way in public ownership for which no jurisdiction (City/County) assumes responsibility for maintenance.

**PUBLIC USE (C-PU), LEBANON COMPREHENSIVE PLAN & MAP LAND USE DESIGNATION:** To provide lands suitable for a variety of public uses such as schools and community centers, parks, City facilities, and churches or other facilities for religious organizations. *The Single Corresponding City of Lebanon Zoning Designation is Z-PU.*

## Q

**QUASI-JUDICIAL:** An action or decision that requires substantial discretion or judgment in applying the standards or criteria of this Code, and usually involves a public hearing.

## R

**RECOMMENDATIONS (IN LEBANON COMPREHENSIVE PLAN):** Recommendations are identified as “should” statements (i.e., “The City should...”). Recommendations are suggested actions that should be considered to assist in implementing the planning policies of the City. Recommendations are also statements outlining a specific City activity, action, project or standard, which if executed, could implement goals and policies. Only those statements that are listed in the section entitled “Recommendations” in Part Two (at the end of each Lebanon Comprehensive Plan Chapter) have the status of being the official Recommendations of the City in relation to the subject matter of that chapter. [Not all Chapters in the Lebanon Comprehensive Plan have a section of Recommendations.]

**REDEVELOPABLE LAND:** Land on which development has already occurred but, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive uses during the planning period.

**REDEVELOPMENT:** A process used in developed areas to rehabilitate and infill underused areas more efficiently and/or replace blighted areas by changing the types of uses, intensities or densities of the land uses, usually to achieve an economically higher and better use of the land.

**REFINEMENT PLAN (or *Neighborhood Refinement Plan*):** A development plan for a designated geographic area that provides more detail on future street and utility locations, and may include additional standards for uses. The 2003 Russell Drive Neighborhood Refinement Plan is an example of this type of plan.

**REGIONAL THROUGH-ROUTES:** (1) These are routes that move people and goods through and around the region, connect regional centers to each other, and connect the region to the statewide and interstate transportation system. They include freeways, limited access highways and heavily traveled arterials, and usually function as through-routes. As such, they are important not only because of the movement of people, but as one of the region's major freight systems. Since much of our regional economy depends on the movement of goods and services, it is essential to keep congestion on these roads at manageable levels. In Lebanon, Highways 20 and 34 serve as Regional Through Routes.

**RELEVANT AND PERTINENT TESTIMONY:** "Relevant and pertinent testimony" is testimony that addresses criteria applicable to the land use action in question.

**RESIDENCE:** Same as "Dwelling".

**RESIDENTIAL CARE HOME/RESIDENTIAL CARE FACILITY:** Residential care homes are residential treatment or training homes or adult foster homes licensed by the State of Oregon. They may provide residential care alone, or in conjunction with treatment and/or training, for 5 or fewer individuals ("homes) or 6 to 15 individuals ("facilities") who need not be related.

**RESIDENTIAL LOW DENSITY (C-RL), LEBANON COMPREHENSIVE PLAN & MAP LAND USE DESIGNATION:** To primarily provide lands for low-density urban residential development, primarily single-family homes with provisions for planned developments and low density multi-family use. *The Single Corresponding City of Lebanon Zoning Designation is Z-RL.*

**RESIDENTIAL MIXED-DENSITY (C-RM), LEBANON COMPREHENSIVE PLAN & MAP LAND USE DESIGNATION:** To primarily provide lands for development of single-family, two-family and multi-family dwellings with provisions for planned developments, as well as lands for multi-family dwellings with close proximity to downtown. *The two Corresponding City of Lebanon Zoning Designations are Residential Mixed Density Zone (Z-RM), and Residential High Density Zone (Z-RH).*

**RESIDENTIAL USE:** Activities within land areas used predominantly for housing.

**RESIDENTIAL, MULTIPLE FAMILY:** Usually three or more dwelling units on a single site, that may be in the same or separate buildings.

**RESIDENTIAL, SINGLE FAMILY:** A single dwelling unit on a building site.

**RETAIL:** Activities which include the sale, lease or rent of new or used products to the general public or the provisions of product repair or services for consumer and business goods. Hotels or motels, restaurants or firms involved in the provisions of personal services or office space are not considered retail uses.

**RIGHT-OF-WAY:** Land that is owned in fee simple by the public, usually for transportation facilities.

**RIPARIAN AREA:** The water influences area adjacent to a river, lake or stream consisting of the area of transition from an hydric ecosystem to a terrestrial ecosystem where the presence of water directly influences the soil-vegetation complex and the soil-vegetation complex directly influences the water body. It can be identified primarily by a combination of geomorphologic and ecologic characteristics.

**RIPARIAN LANDS:** Lands comprised of vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near fresh water.

**RIPARIAN PROTECTION SUBZONE:** The protected and regulated riparian areas and surroundings in Lebanon along the Santiam River, Oak Creek and Cheadle Lake according to MCC 17.27.

**ROADS:** Streets, roads and highways.

**RUNOFF:** That portion of rain or snow that does not percolate into the ground and is instead discharged into streams.

**RURAL LANDS:** Those lands outside of the urban growth boundary.

## **S**

**SANITARY SEWER FACILITIES (SEWERAGE):** The structure or systems designed for the collection, transmission, treatment, or disposal of sewage, and this includes trunk mains, interceptors, treatment plants and disposal systems.

**SEISMIC:** Caused by or subject to earthquakes or earth vibrations.

**SENIOR HOUSING:** Housing designated and/or managed for persons over the age of 55. (Specific age restrictions vary.)

**SENSITIVE LANDS:** Wetlands, significant trees, steep slopes, flood plains and other natural resource areas designated for protection or conservation by the Comprehensive Plan.

**SHALL (IN LEBANON COMPREHENSIVE PLAN):** The word "shall," as used in the Policy statements, is mandatory.

**SHOULD:** Expressing what is desired, but not mandatory.

**SHOULD (IN LEBANON COMPREHENSIVE PLAN):** The word "should," as used in Recommendation statements, is advisory.

**SHRINK-SWELL POTENTIAL:** Those lands where the Soil Conservation Service defined the potential as severe or very severe.

**SIDEWALK:** A walkway separated from the roadway with a curb, constructed of concrete or other durable surface, and designed for pedestrian use.

**SIGN:** Any medium, including its structure and component parts, which is used or intended to be used to attract attention to the subject matter for advertising purposes.

**SINGLE FAMILY DETACHED DWELLING:** A single family dwelling with open space on all sides.

**SINGLE FAMILY DWELLING:** A structure containing one or more single family units occupying the building from ground to roof.

**SINGLE-FAMILY ATTACHED HOUSING (TOWN HOMES):** Two or more single-family dwellings with common end-walls.

**SINGLE-FAMILY DETACHED HOUSE:** A single family dwelling that does not share a wall with any other building.

**SITE:** A property (or group of adjacent parcels or lots under the same ownership) that is subject to a permit application under this Code.

**SITE AREA:** The total square footage or acreage of a lot or contiguous lots proposed for a development, excluding existing or required rights-of-way.

**SITE:** Any tract, lot or parcel of land or combination of tracts, lots or parcels of land that are in one ownership, or are contiguous and in diverse ownership where development is to be performed as part of a unit, subdivision, or project.

**SLOPE:** Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

**SLOPES:** All lands having a slope greater than 20%.

**SOIL:** The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

**SOLAR ACCESS:** The availability of sunlight to a main structure or solar collector on a south wall or rooftop between the hours of 10 A.M. and 2 P.M. on December 21<sup>st</sup> at 44 degrees north latitude that allows for the operation of an active or passive solar energy system.

**SPECIFIC AREA PLAN –** A Specific Area Plan describes in more detail the type of development planned for a specific area than is typically found in a comprehensive plan, zone map, or public facilities plan. The area covered by a specific plan can include multiple parcels and landowners, or a single large parcel. All land use applications for property within the specific plan area are required to comply with the plan district policies and regulations.

**SPECIFIC PLAN:** A legal tool for detailed design and implementation of a defined portion of the area covered by a general plan. A specific plan may include detailed regulations, conditions, programs and/or proposed legislation that may be necessary or convenient for the systematic implementation of a general plan element(s).

**STEEP SLOPES:** Slopes of greater than [25] percent.

**STORM WATER FACILITY:** A detention and/or retention pond, swale, or other surface water feature that provides storage during high-rainfall events and/or water quality treatment.

**STREET ACCESS:** See “Access,” “Access Easement,” and Access management.”

**STREET/ROAD:** A public or private way for travel by vehicles, bicycles and pedestrians, as per City codes.

**STREETS (FUNCTIONAL CLASSIFICATIONS):**

**ALLEY:** 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.

**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.

**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. Collector Streets include the following subcategories: **(1) Service Collectors** carry lower traffic volumes at slower speeds than major and minor arterials. **(2) Neighborhood Collector Streets**: 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. **(3) Collector streets within residentially zones areas** should be two lane collectors where as, **(4) collector streets within industrially or commercially zoned properties** should be constructed with a center turn lane.

**LOCAL STREET:** Local streets have the primary function of providing access to adjacent land. Service to through-traffic movement on local streets is deliberately discouraged by design. Residential local streets serve a traffic function as well as being important to neighborhood identity.

**NEIGHBORHOOD COLLECTOR STREET:** Similar in function to collectors, however land use along its route is generally residential in nature. The intensity of development at intersections along its route is also generally less intense than might occur for standard collectors

**STREETScape:** Describes all the physical elements that appear in the cross-section of a street right-of-way. May include sidewalks, planter strips, bike lanes, travel lanes, median strip, and lighting.

**STRUCTURE:** That which is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner.

**SUBDIVISION:** The division of a tract of land into four or more defined lots, parcels, tracts, or other divisions of land as defined in applicable State statues and local land development regulations, which can be separately conveyed by sale or lease, and which can be altered or developed.

**SUPPORT:** As used in numerous Policies in the Lebanon Comprehensive Plan, this term does **NOT** imply any monetary commitment of any kind unless explicitly stated otherwise (based on 2004 Comprehensive Plan Update Steering Committee Consensus).

## T

**TELE-COMMUNICATIONS:** A general term that includes *tele-commuting* and *tele-working*. The ability to conduct business from home or other location over phone, cable lines or other communication systems and thereby reducing the need to travel to work or a place of business.

**TOPOGRAPHICAL CONSTRAINT:** Where existing slopes prevent conformance with a Code standard.

**TPR:** Transportation Planning Rule.

**TRANSPORTATION FACILITIES:** Any physical facility that moves or assist in the movement of people or goods including facilities identified in OAR 660-012-0020 (e.g., streets,

sidewalks, pathways, bike lanes, airports, transit stations and bus stops, etc.), but excluding electricity, sewage and water systems.

**TRANSPORTATION NEEDS:** Estimates of the movement of people and goods consistent with acknowledged comprehensive plan and the requirements of this rule. Needs are typically based on projections of future travel demand resulting from a continuation of current trends as modified by policy objectives, including those expressed in Goal 12 and this rule, especially those for avoiding principal reliance on any one mode of transportation.

**TRANSPORTATION SYSTEM PLAN (TSP):** A plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas.

**TRUCK ROUTE:** A path of circulation designated for all vehicles exceeding set weight or axle limits.

**TSP:** Transportation System Plan.

## U

**UNBUILDABLE:** Land which because of natural conditions, location, or shape is unsuitable for urban development.

**UNDERDEVELOPED:** Land which is not developed to its full potential.

**URBAN:** Generally, an area having the characteristics of a city, with intensive development and a full or extensive range of public facilities and services.

**URBAN AREA:** Lands within an urban growth boundary, two or more contiguous urban growth boundaries, and urban unincorporated communities as defined by OAR 660-022-0010(9).

**URBAN CONVERSION PLAN:** A plan containing significant natural features, utility corridors, roads and parcel boundaries that demonstrates that future urban services can be provided. A parcelization scenario that identifies future urban densities may also be required.

**URBAN FORM:** The net result of efforts to preserve environmental quality, coordinate the development of jobs, housing and public services and facilities, and interrelate the benefits and consequences of growth in one part of the region with the benefits and consequences of growth in another. Urban form, therefore, describes an overall framework within which regional urban growth management can occur. The Policies of the Lebanon comprehensive Plan are intended to guide the development of the community's urban form.

**URBAN GROWTH AREA (UGA):** The UGA is that area within the Urban Growth Boundary (UGB) and outside City limits.

**URBAN GROWTH BOUNDARY (UGB):** A line that circumscribes the Urban Growth Area and the City Limits.

**URBAN LANDS:** Lands that are planned for urban level and types of development and for which urban services are needed. This includes developed land within the city limits and adjacent area within the urban growth boundary.

**URBAN LAND:** Urban areas are those places which must have an incorporated city. Such

areas may include lands adjacent to and outside the incorporated city and may also:

- (a) Have concentrations of persons who generally reside and work in the area
- (b) Have supporting public facilities and services.

**URBANIZABLE LAND:** Urbanizable lands are those lands within the urban growth boundary and which are identified and

- (a) Determined to be necessary and suitable for future urban uses
- (b) Can be served by urban services and facilities
- (c) Are needed for the expansion of an urban area.

**URBAN SERVICES:** Those facilities and utilities necessary to permit urban development.

**URBANIZATION:** Process of converting land from urbanizable to urban.

**USE:** The purpose for which land or a structure is designed, arranged or intended, or for which it is occupied and maintained.

**UTILITY SERVICES (KEY CITY-PROVIDED URBAN UTILITY SERVICES):** The four key City-provided urban utility services are water, storm drainage, sanitary sewerage, and streets.

## V

**VACANT:** Lands or buildings that are not actively used for any purpose.

**VACANT LAND:** Land identified as undeveloped land.

**VOLUME TO CAPACITY RATIO (v/c):** For transportation, a standard of a street's carrying capacity, measured for the peak traffic hour. According to the 1999 Oregon Highway Plan, the v/c is calculated by the peak hour traffic volume (vehicles/hour) on a section of highway divided by the maximum volume that the highway section can handle. If the traffic volume entering a highway section exceeds the section's capacity (1.0 +), traffic queues will form and lengthen for as long as there is excessive demand. When v/c is less than but close to 1.0 (e.g., 0.95), traffic flow becomes very unstable. Small disruptions can cause traffic flow to break down and long traffic queues to form. The traffic carrying capacity of a highway section is thus lower under stop-and-go traffic conditions than when traffic is flowing smoothly.

## W

**WALKWAY:** A hard surfaced area intended and suitable for use by pedestrians, including sidewalks and surfaced portions of accessways.

**WETLAND:** Wetlands are land areas where water is the dominant factor determining the nature of soil development and the types of plant and animal communities. They are defined more specifically by the Federal Clean Water Act (Section 404) and Oregon Administrative Rules (OAR 141-85-010).

## Y

**YARD:** An open space defined by setbacks (i.e., between the setback line and respective property line) on a lot which is unobstructed from the ground upward, except as otherwise provided in this ordinance.

*City of Lebanon*  
*Comprehensive Plan*

**Chapter 1: Introduction**  
**Adopted by City Council**  
**December 8, 2004**



# CHAPTER 1

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# CHAPTER 1: INTRODUCTION

## Part One: Narrative

### 1.0 Description and Use of the Comprehensive Plan

The Comprehensive Plan of the City of Lebanon is designed to promote the public health, safety and general welfare of community residents within the context of land use planning, and to provide guidance to the general public and elected and appointed decision makers regarding land use and community development issues.

1.1 The Comprehensive Plan contains official policy about development within the area. The Comprehensive Plan aims to organize and coordinate complex interrelationships between people, land, resources, and facilities to meet the future needs of the citizens and to protect the livability of the community. The Comprehensive Plan also reflects the citizens' goals and aspirations for the City concerning the best way to handle development and conservation in the City. This officially acknowledged Comprehensive Plan gives direction and coordinates both private and public development decisions in the City.

**See  
Glossary  
for Definitions and  
Explanations of  
Terminology Used in this  
Comprehensive Plan**

1.2 The Comprehensive Plan is a long-range policy document giving direction to development within the City's Urban Growth Boundary (UGB), including the territory inside both the City limits and the Urban Growth Area (UGA). The overall goal of the Comprehensive Plan is to accommodate development in a timely, orderly and efficient arrangement of land uses and public facilities and services that meets the needs of present and future residents. The Comprehensive Plan is intended to direct development in the area and as a convenient and useful reference for persons interested in the future of the community.

1.3 The purpose of land use planning is to identify appropriate and compatible land uses within a given area and to provide a means for effectively and efficiently facilitating and guiding development activity. Planning ensures that residential, commercial and industrial uses are compatibly established in relation to existing uses and each other, and that there is sufficient land for various uses to ensure choices in the marketplace.

1.4 A well-defined planning and development process helps developers, builders and the public understand the City's policies and approach to existing and proposed development. Participants will have a clearer understanding of what information decision-makers will use to determine the desirability and acceptability of proposals.

1.5 The Comprehensive Plan also helps in the coordination of public and private sector activities and City departmental activities by indicating the municipality's development goals and objectives.

1.6 The Comprehensive Plan plays a key role in helping lay the ground work for the provision of a safe and coordinated transportation and circulation system that will bring about the best relationships between places where people live, work, and play.

- 1.7 The Comprehensive Plan helps ensure the provision of an adequate supply of open space and park and recreation areas to meet the recreational needs and desires of the City's residents.
- 1.8 Implementing measures, such as zoning and development ordinances, are specific approaches or techniques for implementing Comprehensive Plan policies. They delineate the criteria and standards for development addressed within the broad outlines of the Comprehensive Plan.

**2.0 Statewide Planning Goals and Guidelines**

The City of Lebanon recognizes its responsibility to include consideration of the Statewide Planning Goals and Guidelines as adopted by the Land Conservation and Development Commission (LCDC). Therefore, the City's Comprehensive Plan is intended to be consistent with the applicable Statewide Planning Goals.

**2.1 Applicable Goals**

Accordingly, the Lebanon Comprehensive Plan addresses the applicable Statewide Planning Goals, numbers 1 through 14, as appropriate and with the following exclusions.

**2.2 Goal Exclusions**

The following exclusions to the Statewide Planning Goals and Guidelines are hereby noted since these elements do not exist within Lebanon's Urban Growth Boundary:

- |                  |  |         |                                  |
|------------------|--|---------|----------------------------------|
| Goal 3           | <u>Farm Lands</u>                              | Goal 15 | <u>Willamette River Greenway</u> |
| Goal 4           | <u>Forest Lands</u>                            | Goal 16 | <u>Estuarine Resources</u>       |
| Goal 5 Sections: |  | Goal 17 | <u>Coastal Shorelands</u>        |
|                  | <u>Ecological and Scientific Natural Areas</u> | Goal 18 | <u>Beaches and Dunes</u>         |
|                  | <u>Outstanding Views and Sites</u>             | Goal 19 | <u>Ocean Resources</u>           |
|                  | <u>Wilderness</u>                              |         |                                  |
|                  | <u>Wild and Scenic Waterways</u>               |         |                                  |

### **3.0 Lebanon Citizen Involvement Program**

#### **3.1 Provisions of Statewide Planning Goal 1**

Statewide Planning Goal 1 has the overall objective of developing “a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”

The obligations of this statewide goal include the following for all jurisdictions:

*The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.*

*The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.*

*The citizen involvement program shall incorporate the following components:*

- 1. Citizen Involvement -- To provide for widespread citizen involvement.*
- 2. Communication -- To assure effective two-way communication with citizens.*
- 3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.*
- 4. Technical Information -- To assure that technical information is available in an understandable form.*
- 5. Feedback Mechanisms -- To assure that citizens will receive a response from policy-makers.*
- 6. Financial Support -- To insure funding for the citizen involvement program.*

#### **3.2 City's Citizen Involvement Program**

The City of Lebanon recognizes its responsibilities to promote citizen participation under the Statewide Planning Goal 1. The City's Citizen Involvement Program encourages effective communication between citizens and City officials, and is intended to assure that all citizens have an opportunity to be involved in all phases of the planning process. In order to fulfill this responsibility, the City has adopted the following Citizen Involvement Program:

**3.2.1** Since the acknowledgement of Lebanon's first Comprehensive Plan in 1980, the Planning Commission has been the designated Committee for Citizen Involvement. This designation is reconfirmed with this revised 2004 Comprehensive Plan.

**3.2.2** The advertisement, interviewing, and selection procedures for Planning Commissioners shall be conducted according to the provisions of Lebanon Municipal Code Chapter 2.24 so as to provide for a diversity of occupational backgrounds and places of residence in the composition of the Commission. Thus, the Planning Commission members are selected through an open, well-publicized process.

- 3.2.3** Advisory committees will be set up to participate in the creation, review, and adoption of major Comprehensive Plan and facility plan amendments or revisions. This will directly involve citizens in the planning process.
- 3.2.4** Such advisory committees will hold periodic meetings that are well advertised in advance and to which the public will be invited, and in which the public has the opportunity to address the issues under consideration.
- 3.2.5** The work of such advisory committees may also be supplemented by Town Halls or other public forums that are well advertised in advance and to which the public will be invited. Such meetings will provide the opportunity for City staff and advisory committee members to report on their work and progress, and also provide opportunities for the public to address the issues under consideration.
- 3.2.6** The times of regular Planning Commission meetings and special meetings are widely publicized, including always publicizing such meetings in the local newspaper, to encourage public access. When possible, electronic copies of such notices will be placed on the City's Webpage.
- 3.2.7** The City distributes agendas of Planning Commission meetings, City Council meetings, and other public meetings to the media, including printed press and radio. These agendas are distributed the week before each meeting. Agendas are also posted at a number of City buildings to which the public has access, including City Hall, the Community Development Center, Public Library and Senior Center, and when possible electronic copies will be placed on the City's Webpage.
- 3.2.8** All notices for public hearings include an invitation to the public to attend the public hearings and give relevant and pertinent written or oral testimony (after presentation of the staff report) that addresses applicable zoning and subdivision ordinance and/or Comprehensive Plan evaluation criteria during that part of the hearing process designated for testimony in favor or opposition of the proposal.
- 3.2.9** The Planning Commission and/or City Council will include in its findings on land use actions a provision that addresses all relevant and pertinent testimony<sup>1</sup>, written and/or verbal, that has been given regarding any given land use action, although such a finding need not reiterate the details of such testimony.
- 3.2.10** All notices for public hearings also include the information that copies of the application, all documents and evidence relied upon by the applicant, and applicable criteria, and additional information are available for inspection at no cost at the Community Development Center, and such materials can be provided at cost for photo reproductions.

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<sup>1</sup> "Relevant and pertinent testimony" is testimony that addresses criteria applicable to the land use action in question.

- 3.2.11** Letters of decision will be sent to all citizens who provided relevant and pertinent testimony in a public hearing and/or who submitted relevant and pertinent written testimony on a land use action. Such letters will contain a summary of the decision and the findings of the decision making body.
- 3.2.12** Letters of decision contain provisions explaining the appeal process for those citizens with standing who may disagree with the decision regarding a land use action.
- 3.2.13** Copies of all staff reports (with associated technical background information) for public hearings will be made available for public review at both the Community Development Center, and when possible electronic copies will be placed on the City's Webpage.
- 3.2.14** When possible, electronic copies of all other planning studies and reports will be made available on the City's Webpage.
- 3.2.15** The members of the Community Development Center staff, on a routine basis, provide information for citizens who call in or walk in with questions regarding land use actions and citizen involvement in land use decision making and related issues.
- 3.2.16** The City on a near weekly basis conducts a no-fee informal development review forum. Applicants for land use actions are encouraged to schedule and attend a work session of this forum prior to submitting their formal applications.
- 3.2.17** Citizens who are not applicants may request and schedule an appearance to address the informal development review forum on pending land use actions and related issues.
- 3.2.18** The City maintains records of all public meetings, studies, and technical data, and makes these available to all citizens on request for review and for purchase by request.
- 3.2.19** A copy of the Lebanon Comprehensive Plan, the City Zoning Ordinance, and relevant studies and maps are available for public review at the Community Development Center and the Public Library.
- 3.2.20** Periodic evaluations of this Citizen Involvement program are made by the Planning Commission. The program will be modified, when necessary, to meet the community's changing needs.
- 3.2.21** The City conducts Town Halls and/or Neighborhood Meetings as appropriate, when particular circumstances warrant, such as large-scale developments and other development applications that are of high public interest, or significant legislative changes such as re-writing the Comprehensive Plan or Zoning Ordinance.
- 3.2.22** The City supports the formation of neighborhood groups that could serve as a basis for enhanced citizen participation.

## **4.0 Definitions of Key Terminology Used in All Chapters**

### **4.1 Findings**

Findings are statements of fact or a conclusion reached after the examination or investigation of the available data and other relevant factual information. Findings address or identify relevant issues, conditions and factors that have been considered in order to fulfill state and local goals. Findings are found in Part One (Narrative) of each Comprehensive Plan Chapter.

### **4.2 Goals**

Goals are statements of intention expressing community values and attitudes, as well as desired ends or aspirations. The City's goals are consistent with the Statewide Planning Goals. Only those statements that are listed in the section entitled "Goals" in Part Two (at the end of each Comprehensive Plan Chapter) have the status of being the official Goals of the City in relation to the subject matter of that chapter.

### **4.3 Policies**

Policies are usually identified as "shall" statements (i.e., "The City shall..."). Policies are directives for actions to be taken in achieving goals. The policies are the primary means by which the City will implement the Comprehensive Plan. The City must follow relevant policies when amending the Comprehensive Plan or developing other plans or ordinances that affect land use, such as public facility plans, zoning, and development standards. Policies are official statements of strategy or principle that specify the intent of the City. In the absence of implementing rules (e.g. development code measures), these policies will direct development. A policy may not be the only action the City can take to implement the goals. Only those statements that are listed in the section entitled "Policies" in Part Two (at the end of each Comprehensive Plan Chapter) have the status of being the official Policies of the City in relation to the subject matter of that chapter. Not all policies have the format of "The City shall..." but all policies have the same mandatory quality.

### **4.4 Recommendations**

Recommendations are identified as "should" statements (i.e., "The City should..."). Recommendations are suggested actions that should be considered to assist in implementing the planning policies of the City. Recommendations are also statements outlining a specific City activity, action, project or standard, which if executed, could implement goals and policies. Only those statements that are listed in the section entitled "Recommendations" in Part Two (at the end of each Comprehensive Plan Chapter) have the status of being the official Recommendations of the City in relation to the subject matter of that chapter. Not all Chapters in the Comprehensive Plan have a section of Recommendations.

### **4.5 Terminology of Findings, Goals, Policies, and Recommendations:**

**(1) May:** The word "may," as used in Findings, Goals, Recommendations or Policies, is advisory, and is used to highlight permissible alternatives. **(2) Should:** The word "should," as used in Recommendation statements, is advisory. **(3) Shall:** The word "shall," as used in the Policy statements, is mandatory; **(4) Will:** The word "will" may be used as an equivalent of "shall."

## **Part Two: Goals and Policies**

### **5.0 General Goals**

There are certain basic aims to which the Comprehensive Plan is broadly committed. These general goals and objectives are:

- G-1:** Encouraging development in a planned and considered manner consistent with the community's general health, safety and welfare.
- G-2:** Achieving an environment that assures each individual the widest possible choices and opportunities for a productive and meaningful lifestyle within the community.
- G-3:** Preserving those features that are special and unique to the community while also being responsive to changing needs and conditions.
- G-4:** Preserving and maintaining areas of the natural environment that are unique to the community's natural setting.
- G-5:** Broadening opportunities for economic expansion and diversification.
- G-6:** Achieving public interest, access, understanding and support of the planning process and the goals toward which the process is directed.
- G-7:** Involving the citizens of the City in all phases of the planning process and to encourage effective neighborhood participation.
- G-8:** Working towards maintaining the high quality of air, water, and land, and protecting and preserving those identified significant environmental and ecological resources in the area.
- G-9:** Encouraging a mix of commercial and industrial development that will provide a sustainable economic base for the City.
- G-10:** Providing a sound basis for urbanization by providing for appropriate relationships between residential, commercial, industrial, public and open space land uses, and the natural environment.
- G-11:** Encouraging and promoting innovation in development techniques in order to obtain maximum livability and excellence in planning and design for all development and redevelopment projects that respond to the specifics of the site and the need for continued awareness of energy use consequences.
- G-12:** Encouraging regional coordination between the City and adjacent jurisdictions.



## **6.0 Policies**

### **6.1 General Policies**

- P-1:** The City of Lebanon Comprehensive Plan shall be consistent with the applicable Statewide Planning Goals.
- P-2:** The Comprehensive Plan is the controlling planning instrument for the City. All other land use, development and management plans shall be in conformance with the Comprehensive Plan. All local ordinances shall be in conformance with the City's Comprehensive Plan.
- P-3:** Planning and development actions within the City's Urban Growth Boundary shall comply with the City's Comprehensive Plan.
- P-4:** The Planning Commission and/or City Council may initiate a formal review and update of the Comprehensive Plan, including the factual data base and all implementing ordinances, periodically or when circumstance indicate the need for an update.
- P-5:** The City shall conduct a periodic evaluation and review of development activity, an inventory of buildable lands, and an analysis of all types of land requirements in accordance with, but not limited to, Oregon Revised Statutes.
- P-6:** The City shall follow relevant policies when amending the Comprehensive Plan or developing other plans or ordinances that affect land use, such as public facility plans, zoning, and development standards
- P-7:** In the absence of specific implementing rules (e.g. development code measures), the policies of the Comprehensive Plan shall direct development.
- P-8:** The adopted Comprehensive Plan Map, Comprehensive Plan, and implementing ordinances shall be reviewed periodically and may be revised and amended as needed to reflect changing needs and conditions within the planning area, as well as to address deficiencies in any needed land use zone.
- P-9:** All proposed revisions or amendments to the adopted policies shall be reviewed at public hearings before final action.
- P-10:** Only those statements that are listed in the section entitled "Goals" in Part Two at the end of each Chapter of this Comprehensive Plan shall have the status of being the official Goals of the City in relation to the subject matter of that chapter.
- P-11:** Only those statements that are listed in the section entitled "Policies" in Part Two at the end of each Chapter of this Comprehensive Plan shall have the status of being the official Policies of the City in relation to the subject matter of that chapter.
- P-12:** Only those statements that are listed in the section entitled "Recommendations" in Part Two at the end of each Chapter of this Comprehensive Plan shall have the status of being the official Recommendations of the City in relation to the subject matter of that chapter.

**P-13:** If, in particular situations, it may appear that some of the City’s Comprehensive Plan goals and/or policies are in conflict with one another (e.g., protecting environmental quality, and encouraging industrial development), the City shall interpret and apply those goals and policies in a manner that is consistent and objective.

**P-14:** The City shall consistently use the following terminology throughout this Comprehensive Plan:

- **May** -- The word "may," as used in Findings, Goals, Recommendations or Policies, is advisory, and is used to highlight permissible alternatives.
- **Should** -- The word "should," as used in Recommendation statements is advisory.
- **Shall** -- The word "shall," as used in the Policy statements, is mandatory.
- **Will** -- The word "will" may be used as an equivalent of “shall.”

**Protocol for Referring to a Goal or Policy from this Chapter**

- Chapter 1 (Introduction) General Goal G-x [x = Number of Goal Statement]
- Chapter 1 (Introduction) General Policy P-x [x = Number of Policy Statement]
- Chapter 1 (Introduction) Citizen Involvement Policy P-x [x = Number of Policy Statement]

## **6.2 Citizen Involvement Policies**

- P-15:** An active and ongoing citizen involvement program shall be maintained by the City to ensure that all citizens have an opportunity to be informed and involved in the planning process.
- P-16:** The City's Planning Commission serves as the Community's official Committee for Citizen Involvement. The Planning Commission shall be governed by the Lebanon Municipal Code (LMC) Chapter 2.24 "Planning Commission", the provisions of which will be consistent with and implement the appropriate directives of this Comprehensive Plan. The advertising, interviewing, and selection procedures shall be conducted according to the provisions of LMC 2.24 so as to provide a diversity of occupational backgrounds and places of residence in the composition of the Commission. Thus, the Planning Commission members are selected through an open, well-publicized public process.
- P-17:** The Planning Commission shall conduct open public meetings throughout the planning process. The City shall advertise meetings through the media, at City facilities, and in other ways to provide opportunities for all interested groups and individuals to participate in all stages of the planning process.
- P-18:** The City shall inform citizens concerning land use and planning activities in a number of ways, including but not limited to:
- P-18.1:** providing agendas upon request and making them available for public review;
  - P-18.2:** providing a copy of staff reports used in land use hearings upon request and making such staff reports available for public review or purchase;
  - P-18.3:** making copies of technical studies and other information used in the decision making process available for public review or purchase;
  - P-18.4:** making any of the above information available prior to scheduled meetings and, when possible, provide information electronically upon request;
  - P-18.5:** making the official minutes of the Planning Commission and City Council available for public review or purchase.
- P-19:** In order to facilitate effective citizen participation in the planning process, the City shall listen to, review, and consider citizens' input in the decision making processes related to planning and land use, including policy decisions.
- P-20:** The Planning Commission and City Council shall include in its findings on land use actions a provision that addresses all relevant and pertinent testimony, written and/or verbal, that has been given regarding any given land use action, although such a finding need not reiterate the details of such testimony.
- P-21:** The City shall provide citizens who provided relevant and pertinent testimony in land use hearings, and those who submitted relevant and pertinent written testimony, a copy of the letter of final decisions.

- P-22:** The Letters of decision sent to all citizens who provided relevant and pertinent testimony in a public hearing, and those who submitted written testimony, on a land use action shall contain a summary of the decision and the findings of the decision making body.
- P-23:** Letters of decision shall contain provisions explaining the appeal process for those citizens with standing who may disagree with the decision regarding a land use action.
- P-24:** The City shall provide citizens and community groups with a variety of opportunities to have clear and direct access to the planning process in order to support citizen involvement in all aspects of community planning.
- P-25:** The City shall provide adequate support and resources for the Planning Commission to fulfill its role as the Community’s official Committee for Citizen Involvement.
- P-26:** The City shall encourage the formation of neighborhood groups that could serve as a basis for enhanced citizen participation.

**Protocol for Referring to a Goal or Policy from this Chapter**

- Chapter 1 (Introduction) General Goal G-x [x = Number of Goal Statement]
- Chapter 1 (Introduction) General Policy P-x [x = Number of Policy Statement]
- Chapter 1 (Introduction) Citizen Involvement Policy P-x [x = Number of Policy Statement]

*City of Lebanon*  
*Comprehensive Plan*

**Chapter 2:**  
**NATURAL ENVIRONMENT**  
**Adopted by City Council**  
**December 8, 2004**

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| • Chapter 2 (Natural Environment) Natural Hazard Goal G-x     | [x = Number of Goal Statement]   |
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# CHAPTER 2: NATURAL ENVIRONMENT

## Part One: Narrative

### 1.0 Statewide Planning Goals and the Environment

Many of the LCDC goals have natural environmental implications. The main goals related to this Chapter of the Lebanon Comprehensive Plan are Goals No. 5, 6 and 7.

#### 1.1 Statewide Planning Goal 5

Statewide Planning Goal 5 is: “to protect natural resources and conserve scenic and historic areas and open spaces.” This Goal requires that “Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations” since these “resources promote a healthy environment and natural landscape that contributes to Oregon's livability.”

Goal 5 mandates that the following resources shall be inventoried:

- |  |  |
|--|--|
| <i>a. Riparian corridors, including water and riparian areas and fish habitat;</i> | <i>g. Approved Oregon Recreation Trails;</i> |
| <i>b. Wetlands;</i>  | <i>h. Natural Areas;</i>                     |
| <i>c. Wildlife Habitat;</i>  | <i>i. Wilderness Areas;</i>                  |
| <i>d. Federal Wild and Scenic Rivers;</i>  | <i>j. Mineral and Aggregate Resources;</i>   |
| <i>e. State Scenic Waterways;</i>  | <i>k. Energy sources;</i>                    |
| <i>f. Groundwater Resources;</i>   | <i>l. Cultural areas.</i>                    |

Goal 5 also states that “(l)ocal governments and state agencies are encouraged to maintain current inventories of the following resources: a. Historic Resources; b. Open Space; c. Scenic Views and Sites.”

This Chapter of the Comprehensive Plan acknowledges that the City will over time establish and maintain inventories of the Goal 5 resources within Lebanon’s UGB that are subject to the Goal 5 Administrative Rule. A number of these resources are not applicable to Lebanon: Natural Areas; Outstanding Views and Sites; Wilderness; Wild and Scenic Waterways. This Chapter includes policies that will help ensure the wise management of natural resources for future generations and to help avoid land use conflicts damaging to the natural environment. Chapter 7 includes a section on cultural and historic resources.

#### 1.2 Statewide Planning Goal 6

Statewide Planning Goal 6 is “to maintain and improve the quality of air, water and land resources of the state.” The Goal states that: *all waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, such discharges shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.* This Comprehensive Plan Chapter as well as Chapter 9 (“Public Facilities and Services”) address Statewide Planning Goal 6.

### **1.3 Statewide Planning Goal 7**

Statewide Planning Goal 7 provides the framework for jurisdictions in the state “to protect people and property from natural hazards.” This Comprehensive Plan Chapter addresses the provisions of Goal 7 that pertain to all jurisdictions, such as:

- A. Engaging in Natural Hazard Planning:
  - *Local governments shall adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards.*
  - *Natural hazards for purposes of this goal are: floods (coastal and riverine), landslides, earthquakes and related hazards, tsunamis, coastal erosion, and wildfires. Local governments may identify and plan for other natural hazards.*
- B. Responding to New Hazard Information as it becomes available.

## **2.0 Lebanon and the Natural Environment**

### **2.1 Topography and Drainage**

The topography of Lebanon and most of the surrounding area is flat or gently rolling terrain, dipping to the northwest. Notable nearby features include: Ridgeway Butte (inside City Limits (1,203 feet) to the east, and Peterson Butte (1,431 feet) to the southwest. These nearby buttes provide an attractive setting and, although largely outside the Urban Growth Boundary, offer contrasting open space to the developed area. Topography throughout most of the Urban Growth Boundary poses relatively few restrictions to development. Natural environmental conditions constraining urbanization include steep slopes and potential flood hazard areas. Ridgeway Butte has been identified by the State as having the potential for mass movement or landslide.

### **2.2 Soils and Geology**

The underlying geology is significant for a number of reasons. Geologic and soil characteristics indicate load-bearing strength, drainage potential, erosion, and suitability for urban use including recreational, industrial, commercial, or residential development. The geologic characteristics can indicate specific hazards such as slippage problems, or specific valuable resources such as the presence of economically exploitable mineral resources.

Most of the Lebanon area lies on an alluvial plain created from sediments deposited during the late Pleistocene Epoch. The more recent alluvial deposits occur along the South Santiam River in the form of broad sandbars and flood plains. Soils along the River are generally well drained and historically have developed with on site facilities (i.e., wells for potable water, and septic systems). Such soils usually require minimal fill and/or wetlands mitigation in order to be developed. Soils farther from the River are generally less well drained, and thus present greater challenges for development and are more likely to have jurisdictional wetlands that require mitigation.



## **2.3 Water Resources**

The major surface water feature in the Lebanon area is the South Santiam River and its slough system. The South Santiam undergoes a marked change in the Lebanon area. From a fast flowing river above Lebanon, the South Santiam becomes slower and more meandering immediately downstream from the City.

The sloughs and channels north of Lebanon are susceptible to shifting (over geologic time or as the result of major flooding), due to the low stream gradient and the soil composition. The sloughs, ponds and marshes provide habitat for local wildlife.

The riverbanks in the vicinity of the sewage treatment plant and the former sanitary landfill (now Recycling Transfer Station) are subject to stream bank erosion. Numerous sections further downstream have been protected by rip-rap placed to control the erosion.

The South Santiam River is the only perennial stream or river in the Urban Growth Boundary (UGB). All other streams are intermittent streams. There are no flow records for these streams.

Ground water is usually plentiful in the Lebanon area. The availability of ground water is in part a function of geology. Most of the Lebanon area is underlain by alluvium, consisting largely of gravel, sand and silt. These yield moderate to large quantities of water for area wells.

The South Santiam River is the City's source of municipal water supply which is conveyed to the water treatment plant via the Albany-Santiam Canal which initiates at the diversion dam on the River about a mile upstream of the Urban Growth Boundary. The Canal continues on to Albany and emptying eventually into the Calapooia and Willamette River.

## **2.4 Natural Vegetation, Fish and Wildlife**

### **2.4.1 Natural Vegetation Values**

Vegetation provides important natural values for the community. In addition to the economic value of timber harvesting, woodlands, forests and other areas of natural vegetation serve to conserve, protect and enhance other resources. On steep slopes, the natural vegetative cover helps stabilize the soil and thereby protects water resources from excessive sedimentation. The protection of water quality by natural vegetation also helps protect fish resources and provides habitat for a wide variety of wildlife. Natural vegetation supports outdoor recreation activities, provides an open space resource for the urban environment, and generally enhances the aesthetic quality of the community.

The City's 1998 Riparian Protection Ordinance (Lebanon Municipal Code Chapter 17.27) created a Riparian Protection Subzone (or RPZ) along the South Santiam River, Oak Creek, and Cheadle Lake corridors to maintain and enhance water quality, prevent property damage during floods and storms, limit development activity in designated riparian corridors, protect native plant species, maintain and enhance fish and wildlife habitats, and conserve scenic and recreational values of riparian areas. The associated greenways have been designated by the City in the Parks Master Plan to be managed for not only natural vegetation protection, but also for pedestrian and bike trails.

Nearly all natural areas can provide some habitat for non-game wildlife of some kind. Some species can adapt to a variety of habitats, but others are restricted to specific habitat types. To ensure an abundance and variety of wildlife, development proposals should be reviewed to ensure the maximum practical preservation of habitat types. Preservation of riparian zones, particularly along major streams, is of outstanding importance for both fish and wildlife. Provision and preservation of parks, open space and water areas are of high importance for both recreation and the maintenance of natural habitats.

All rivers, streams and lakes and adjacent riparian zones are considered sensitive areas for protection of fish and wildlife values. As noted above, the City has established a Riparian Protection Zone (RPZ) to protect these critical habitats.

#### **2.4.2 Wildlife and Plant Species**

In protecting wildlife and plant species in urban areas, the main concern is Threatened and Endangered species, and second Sensitive Species, and third all other species. Current listings can be found in publications from the Oregon Department of Fish and Wildlife (ODFW) and the US Fish and Wildlife Service. A key publication that was produced by a cooperative effort on the part of many public and private agencies and organizations is the ***Rare, Threatened and Endangered Plants and Animals of Oregon*** (Oregon Natural Heritage Program. 2001: 1322 S.E. Morrison St., Portland, OR 97214-2531, (503) 731-3070, [www.heritage.tnc.org/nhp/us/or](http://www.heritage.tnc.org/nhp/us/or)).

#### **2.4.3 Fish Species**

The South Santiam River is an important fisheries resource. The river provides spawning areas for anadromous salmonoids and habitat for resident trout. ODFW has ongoing projects to inventory all streams and rivers, and sub-basins. Current information can be found on the following website: [www.StreamNet.org](http://www.StreamNet.org).

While winter and summer Steelhead and spring Chinook have been known to usually spawn in cooler waters upstream from the Lebanon Dam, the fall Chinook spawn in the lower part of the river from the confluence with the Willamette River to the mouth to the Santiam Canal diversion dam upstream from the Urban Growth Boundary. According to current data and maps from ODFW winter and summer Steelhead and spring Chinook use the South Santiam for rearing and migration, and fall Chinook use the South Santiam for "spawning and rearing" from roughly October 15th to May 15th (see [www.StreamNet.org](http://www.StreamNet.org)).

#### **2.4.4 River Access**

Assuring adequate river access is important for recreational purposes and sport fishing (to utilize fishery resources). Presently, bank access is limited. As a result, drift boating is a common method used for fishing the South Santiam River.

A particularly high-use area is the stretch of water downstream from the Santiam Canal diversion dam to the Lebanon sewage treatment plant which is located approximately 1/3 mile downstream from the Grant Street Bridge. A boat ramp at Gill's Landing, adjacent to River Park, presently provides River access at this location. The Linn County Parks Department has also proposed a boat ramp at the Santiam Canal diversion dam.

#### **2.4.5 Development and Wildlife Habitats**

Development of vacant land often results in the loss of wildlife habitats. Among the activities and land uses that have the most widespread adverse effects on fish and wildlife are:

- A. Filling or draining of aquatic habitats.
- B. Water pollution.
- C. Clearing of riparian zones.
- D. High density development in or adjacent to sensitive habitats.
- E. Practices that remove vegetation from roadsides, fence rows, and other unused areas.

The area within Lebanon's Urban Growth Boundary (UGB) has not been designated as a wildlife habitat area. However, when appropriate and warranted, the City considers wildlife habitat management issues during the development review process.

## **2.5 Mineral and Aggregate Resources**

Historic aggregate extraction activity has occurred on the floodplain (e.g., Morse Bros. *pre-law*<sup>1</sup> gravel pit) and upland areas around the City of Lebanon. Additionally, in-stream mining likely has occurred historically in the area. Oregon's Department of Geology and Mining Industries (DOGAMI) database indicates that there are currently four active mining Operating Permits, one *Grant of Limited Exemption*<sup>1</sup>, and five closed sites within the local area. Although DOGAMI cannot release company specific production data (only County-wide production data), therefore there are not any records or other data indicating the presence of active extraction operations in the Urban Growth Boundary at this time.

## **2.6 Energy Sources**

With respect to oil and gas resources, according to DOGAMI's division of Mineral Land Regulation and Reclamation (MLRR) in Albany, Oregon, three wells have been drilled since 1958 within the Lebanon area. All three wells reported oil or gas *shows*<sup>1</sup>. A gas well drilled in 1981 by American Quasar Petroleum Company produced gas for five months prior to its abandonment in 1981. This well was located just outside the northwest corner of the City's Urban Growth Boundary.

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<sup>1</sup> **Pre-law** is mining a disturbance that was identified on a 1972 aerial photo prior to July 1, 1972, and prior to ORS 517 that became effective on that date. Prior to this time mine sites were not regulated at the state level; **Grant of Limited Exemption** is the permit for only pre law sites as outlined on a 1972 aerial photo that exempts mines from regulations and reclamation within the disturbance footprint shown on a 1972 (circa) aerial photo; **Show** is a trace of oil or gas detected in a core, cuttings or circulated drilling fluid, or interpreted from the electrical or geophysical logs run in a well.

## **3.0 Unique Natural Features and Opportunities for Environmentally Friendly Development**

### **3.1 Cheadle Lake**

Cheadle Lake is approximately a 150 acre water body that is a modified oxbow lake formed by meanderings of the South Santiam River that once functioned as the largest log pond in the State. This former industrial area contains a designated riparian corridor and protection zone, as well as identified wetlands. The Lake also currently supports a variety of fish species and wildlife habitats. The Albany-Santiam Canal abuts the east boundary of Cheadle Lake.

Given the readily available accessibility to this site and considering that heavy industrial activities are no longer being conducted at the mill or in this vicinity, the City has identified future Mixed Use development including recreational and commercial components as the most appropriate Comprehensive Plan Map redesignation and development scenario for this important redevelopment area.

### **3.2 Santiam Special Planning Area**

The Santiam Special Planning Area is an overlay zone that straddles the South Santiam River southeast of Lebanon's Downtown District. The area on the west side of the Santiam River is the former Willamette Industries Plywood Mill site that stretches from Grant Street on the north to Riverview School on the south, and west from the Harmony Street/Post Street neighborhoods to the Santiam River. On the east side of the River, this Planning Area includes the territory along the River west of Berlin Road at the foot of Ridgeway Butte from Grant Street/Brewster Road in the north to the City Limits and UGB Boundary on the South.

This area is of special importance to Lebanon because of its central location and its unique natural features and their juxtaposition with one another. The area is a focal point for many community interests and goals including those related to transportation, recreation, riparian zone protection, habitat management (threatened and endangered species), water quality, scenic views, and commercial and residential development that is not detrimental to these other concerns. Identification as a Special Planning Area will help assure that the City is able to successfully integrate these key values during the development review process for this area. Approval of development proposals in this Special Planning Area will require demonstration that plans are able to successfully coordinate with the City's special studies that pertain to this area relating to such things as transportation, recreation, riparian protection, and habitat management.

It has been determined that a future Comprehensive Plan Map designation of Mixed Use will enable the creation of development and redevelopment strategies that can maximize the potentials of the multitude of amenities associated with the natural features of this area and simultaneously protect them. While the former Willamette Industries Plywood Mill site has historically been designated as General Industrial on the Comprehensive Plan Map, the City has now identified Mixed Use Development that includes recreational and commercial components as appropriate future Comprehensive Plan Map redesignation for this important redevelopment area. This future redesignation will enable the realization of the highest and best benefits for the community that this site has to offer. This future redesignation would lead to "up-zoning" upon annexation.

### **3.3 Ridgeway Butte**

Ridgeway Butte, an area designated as Residential Mixed Density, dominates Lebanon's viewshed to the east. Portions of the Butte are still covered by scattered stands of second-growth Douglas Fir. Larger old stands of Douglas Fir occur on the steep western and southern slopes of the butte, ranging in age from 70 to over 100 years. Portions of these slopes are also occupied by stands of Oak. Some upper ledges consist of grass and natural openings, while the westernmost part of the butte is covered with intermixed Douglas Fir and White Fir.

Ridgeway Butte functions as an important watershed for this section of the South Santiam River because of its vegetation cover and its slopes. However, these slopes also impose development constraints and challenges. Much of the slopes on the portion of Ridgeway Butte within the City and Urban Growth Area are over 25 percent slope. Most of this area has slopes over 50 percent, and in some areas the slope exceeds 75 percent. Portions of the west slope of Ridgeway Butte are constrained for development due to the degree of slope. There are, however, some "shelves" on the northern section of the butte that could be developed with appropriate development controls and detailed site specific studies and planning. The State has identified the steeply-sloped Ridgeway Butte hillside as a potential mass movement or landslide risk area, thereby requiring that future development proposals for this site address this potentially hazardous condition.

## **Part Two for Natural Resource Goals and Policies:**

### **4.0 Natural Resource Goals**

#### **The City's Natural Resource Goals include the following:**

- G-1:** Taking into account the cumulative waste and process discharges from proposed future development, when combined with such discharges from existing developments, so that new development will not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards.
- G-2:** Taking into account the cumulative waste and process discharges from proposed future development, when combined with such discharges from existing developments so that new development, with respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, will not: (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.
- G-3:** Maintaining and promoting a safe, healthful, and attractive environment for the citizens of the City.
- G-4:** Recognizing the opportunities and constraints posed by the natural environment; to protect the unique resources of the area; and to ensure that future development will not result in adverse impacts on the natural environment.
- G-5:** Complying with the provisions of a Statewide Planning Goal 5 pertaining to natural resources.
- G-6:** Inventorying the UGB to identify areas with significant wildlife habitat value; periodically update the inventory.
- G-7:** Developing and implementing regulations for riparian zones and flood plains that minimize or prevent loss of riparian vegetation and conflicting development.
- G-8:** Managing the identified open space, wildlife habitat, and ecological/scientific areas in order to preserve their unique qualities.
- G-9:** Preserving natural resource areas through such provisions as public acquisition or conservation easements.
- G-10:** Protecting sensitive environmental features such as steep slopes, wetlands, and riparian lands.
- G-11:** Protecting the Santiam River and its banks as a vital open space, fish and wildlife habitat and recreation resource of the community.
- G-12:** Securing and maintaining public access to rivers and stream areas when possible.
- G-13:** Establishing and maintaining a system of parks and open space in the City along the Santiam River to balance the needs of residence and the habitat and migratory needs of fish and wildlife.
- G-14:** Working with federal, state, and county agencies to establish nature trails and river access.
- G-15:** Requiring and assuring that the City's development review and approval process address state and federal erosion control standards.

- G-16:** Working with Linn County and appropriate state agencies to establish best management practices that minimize the introduction of pollutants into ground and surface water.
- G-17:** Developing and implementing improved stormwater management requirements to enhance water quality.
- G-18:** Creating Special Planning overlay zones for natural areas of community importance that assure environmentally friendly development and redevelopment by requiring project proposals to demonstrate that plans are able to successfully coordinate with the City's special studies that pertain to such areas relating to transportation, recreation, riparian protection, habitat management, and so on.

## **5.0 Natural Resource Policies**

### **The City shall:**

- P-1:** Take into consideration the cumulative waste and process discharges from proposed future development, when combined with such discharges from existing developments, so that new development will not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards.
- P-2:** Take into consideration cumulative waste and process discharges from proposed future development, when combined with such discharges from existing developments so that new development, with respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, will not: (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.
- P-3:** Require that waste and process discharges from future development (when combined with discharges from existing development) not violate, or threaten to violate, state or federal environmental quality statutes.
- P-4:** Require that waste and process discharges from future development (when combined with discharges from existing development) not exceed the carrying capacity, degrade, or threaten the availability of air, water, and land resources.
- P-5:** Protect fish and wildlife habitat along stream corridors by managing the riparian habitat and controlling erosion, and by requiring that areas of standing trees and natural vegetation along natural drainage courses and waterways be maintained to the maximum extent possible.
- P-6:** Use designated greenways along select water courses to protect natural vegetation and water resource values and provide public pedestrian/bicycle access where physically practical.
- P-7:** Protect designated riparian areas in the UGB through the implementation and enforcement of the Riparian Protection Zone (Lebanon Municipal Code chapter 17.27).
- P-8:** Restrict development of land that requires channelization, excessive removal of stream side vegetation, alteration of stream banks and filling of stream channels.
- P-9:** Protect in-channel vegetation (i.e., the bank vegetation between the water's edge and the topographic break at the level of the surrounding terrain) through the implementation of existing development standards and the City's project review procedures.

- P-10:** Protect natural ponds, sloughs, wetlands, rivers, and streams (including intermittent ones) to maintain existing surface water drainage patterns and to maintain the water quality benefits derived from such natural water bodies.
- P-11:** Encourage proper care and maintenance of trees by providing educational materials to property owners concerning tree health and maintenance.
- P-12:** Require, where practical, the use of open, naturally vegetated drainage ways to reduce stormwater runoff and improve water quality.
- P-13:** Require that development on slopes in excess of 15 percent maintain the maximum vegetative cover per the City’s development code to protect soils and mitigate erosion and land-slippage problems.
- P-14:** Require that development proposals on slopes greater than 15 percent and less than 30 percent submit engineering investigations of the site for project review to ensure that environmental problems that result from development can be successfully mitigated.
- P-15:** Restrict development on steep-slope areas exceeding 30 percent. Limited development may be allowed when it can be shown through a detailed site specific study that environmental problems that result from development can be successfully mitigated.
- P-16:** Promote slope and soil stability and the use of natural drainage ways in areas with landslide potential by retaining existing vegetation in those areas to the greatest extent possible.
- P-17:** Enforce the provisions of the Uniform Building Code to safeguard life, limb, property, and the public welfare when reviewing development projects on sites considered to have steep slopes or geologic hazards or other environmental limitations
- P-18:** Require that development proposals recognize the value of existing on-site mature vegetation and preserve these resources to the maximum extent practical.
- P-19:** Preserve significant areas of natural vegetation to the maximum extent possible through the planning review process.
- P-20:** Require that development proposals in areas identified as posing a geologic hazard, such as land slippage, poor drainage, ponding and high water table submit engineering investigations of the site.
- P-21:** Establish special development standards and/or Special Planning overlay zones for areas with unique natural features and opportunities for environmentally friendly development or redevelopment to assure that development and redevelopment proposals demonstrate that plans are able to successfully coordinate with the City’s special studies that pertain to such areas relating to transportation, recreation, riparian protection, habitat management, and so on. Such areas may include the Santiam Special Planning Area, the Cheadle Lake Area, and Ridgeway Butte.
- P-22:** Notify applicable state and federal natural resource protection agencies of development proposals potentially impacting endangered or listed plant and animal species.
- P-23:** Require compliance with all applicable federal, state, and county air quality protection requirements.
- P-24:** Require that development proposals with significant noise generating elements demonstrate compliance with City noise standards.

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## **Part Two for Natural Hazard Goals and Policies:**

### **6.0 Natural Hazard Goals**

#### **The City's Natural Hazard Goals include the following:**

- G-1:** Developing and coordinating a comprehensive all-hazard emergency management program and procedures in concert with Linn County Emergency Management, Oregon's Office of Consolidated Emergency Management (OCEM) [formerly OEM], neighboring jurisdictions, Federal Emergency Management Agency (FEMA), and other government agencies and organizations, as per the provisions of the community's current Basic Emergency Management Plan.
- G-2:** Encouraging projects that will protect, maintain, enhance, and restore the natural functions and values of stream corridors. This includes maintenance of water quality, storm runoff and flood water conveyance, wildlife habitat, open space, recreation, and aesthetic values.
- G-3:** Managing land within the River's 100-year flood plain to achieve compliance with floodplain development standards.
- G-4:** Working with other jurisdictions to coordinate efforts related to watershed planning to mitigate the impacts of flooding.
- G-5:** Updating the City's flood hazard maps with new information on flood hazard boundaries provided by the Army Corps of Engineers, FEMA, the State, county, and other agencies.
- G-6:** Providing current earthquake information and Oregon Structural Specialty Code seismic requirements to developers and other interested citizens.
- G-7:** Working with other jurisdictions to coordinate efforts related to mapping and planning for Wildfire Hazard zones (i.e., geographic areas that have a combination of hazard factors that result in a significant hazard of catastrophic fire over relatively long periods of each year).
- G-8:** Maintaining a map of constrained lands within the City and UGB that generally identifies lands with known physical limitations and hazards.
- G-9:** Encouraging a hazards public information program, and develop and/or supply information brochures on comprehensive hazard preparedness to residents, schools, and civic groups and make information publicly available.
- G-10:** Integrating earthquake safety planning into all City operations.

## 7.0 Natural Hazard Policies

### The City shall:

- P-1:** Develop and maintain an all hazard emergency management program to effectively deal with natural disasters.
- P-2:** Develop and implement City/Community Emergency Management Program and periodic Emergency Coordination Center (ECC) training and exercises as per the provisions of the community's Basic Emergency Management Plan.
- P-3:** Participate in the Oregon Emergency Response System (OERS).
- P-4:** Include evacuation and recovery plans for use during all applicable disasters, such as floods or earthquakes, in the Lebanon Emergency Management Plan and Program.
- P-5:** Require compliance with all Oregon Building and Fire Codes and, when applicable, with the guidelines and requirements in Oregon Revised Statutes relating to Wildfire Hazard Zones.
- P-6:** Require that development within identified flood zone areas conform to the standards of the Federal Emergency Management Agency's National Flood Insurance Program.
- P-7:** Require that if development is proposed on land designated as flood plain, development standards will be implemented consistent with the Federal Emergency Management Agency (FEMA) regulations to minimize impacts on the flood flows and flood levels to allow for construction of safe structures that comply with FEMA and state standards for areas that are affected by flooding.
- P-8:** Regulate development within floodways according to applicable Municipal, County, State, and Federal requirements so as to not significantly alter the patterns of flood water flows.
- P-9:** Continue participation in the Federal Emergency Management Agency (FEMA) National Flood Insurance Program in order to help make the community a safer place to live and to lower residents' insurance premiums.
- P-10:** Regulate development in flood-prone areas of the community to mitigate the problem of flooding and to prevent an increased flood hazard in other areas.
- P-11:** When possible, continue acquiring open space areas and access easements along the Santiam River and on Oak and Burkhart Creek drainage ways as both a part of the City's flood mitigation efforts and Open Space program
- P-12:** Work to facilitate solutions to flooding problems in existing neighborhoods.
- P-13:** Require that development on slopes in excess of 15 percent maintain the maximum vegetative cover to protect soils and prevent land-slippage problems.
- P-14:** Restrict or prohibit development on steep-slope areas exceeding 30 percent, unless it can be shown through a detailed site specific study that environmental problems or significant adverse impacts that result from development can be successfully mitigated. The capacity for development is restricted by the degree to which the significant impacts can be mitigated.

- P-15:** Use DOGAMI research results, and relevant information available from other agencies, to review the City’s Emergency Management Plan as necessary to mitigate loss of life, personal injury, and property damage in the event of earthquakes.
- P-16:** Assess seismic damage potential to City sewer and water systems, bridges, and other City facilities, and develop a mitigation plan.
- P-17:** Require that developments not be located in known areas of natural hazards without appropriate safeguards.

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*City of Lebanon*  
*Comprehensive Plan*

**Chapter 3:**  
**URBANIZATION**

**Adopted by City Council**

**December 8, 2004**

# CHAPTER 3

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**Protocol for Referring to a Goal or Policy from this Chapter**

- Chapter 3 (Urbanization) Urbanization Goal G-x [x = Number of Goal Statement]
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- Chapter 3 (Urbanization) Energy Goal G-x [x = Number of Goal Statement]
- Chapter 3 (Urbanization) Energy Policy P-x [x = Number of Policy Statement]

**{Z = Subsection Title – such as “Annexation”}**

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# CHAPTER 3: URBANIZATION

## Part One: Narrative

### 1.0 Urbanization

This Chapter of the Comprehensive Plan provides the basic framework for future urban development in the Lebanon area. The City has the authority and responsibility to guide development that will eventually become part of the City.

This Chapter of the Comprehensive Plan presents the overall development strategy for the Lebanon Urban Growth Area (UGA). The Urban Growth Area (UGA) is that area within the Urban Growth Boundary (UGB) that is not yet within the City limits. This strategy is consistent with the background data and findings in the Chapter on Population and Economy, as well as the Chapter on the Natural Environment. The overall urban growth strategy is further developed in the Chapters on Land Use, Housing, Community Friendly Development, Transportation and Public Facilities. Essentially, the policies and recommendations contained in the other Chapters are detailed refinements of the community's overall growth strategy.

The analysis of the Urban Growth Boundary (UGB) and the allocation of land within the Urban Growth Area for future land uses is an important component of this Chapter. A sufficient supply of developable land for industrial, commercial, and residential land uses is necessary to ensure orderly and efficient conversion of land from rural to urban uses, and to ensure choices in the market place.

This Chapter also addresses the energy implications of both the overall growth strategy and the energy implications of the other Chapters of the Comprehensive Plan in response to LCDC's Goal 13, "To conserve energy."

### 2.0 Urban Growth Boundaries

#### 2.1 Statewide Goals

The purpose of Statewide Planning Goal 14 Urbanization is "[t]o provide for an orderly and efficient transition from rural to urban use."

##### 2.1.1 The Functions of Urban Growth Boundaries

The key requirement of this Goal 14 is the establishment of Urban Growth Boundaries to identify and separate urbanizable land from rural land. An Urban Growth Boundary (UGB) is a boundary line that encompasses the area surrounding a city that is intended for future urban development related to the City. An Urban Growth Boundary contains urbanizable lands that:

- A. Are determined to be necessary and suitable for future urban uses;
- B. Can be served by urban services and facilities;
- C. Are needed for the expansion of an urban area.

Lands outside the Urban Growth Boundary are reserved for agriculture, forestry, open space or sparse, non-urban development such as rural home-sites or farms where few urban services are needed.



## **2.1.2 Establishing and Changing Urban Growth Boundaries**

According to the LCDC Statewide Planning Goal 14, establishment and change of an urban growth boundary shall be based upon consideration of the following factors:

- A. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
- B. Need for housing, employment opportunities and livability.
- C. Orderly and economic provision for public facilities and services.
- D. Maximum efficiency of land uses within and on the fringe of the existing urban area.
- E. Environmental, energy, economic and social consequences.
- F. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI being the lowest priority.
- G. Compatibility of the proposed urban uses with nearby agricultural activities.

## **2.1.3 Factors to Consider When Urbanizable Land is Converted for Urban Uses**

Statewide Planning Goal 14 also lays out criteria for cities to follow when urbanizable land within the Urban Growth Boundary is converted for urban uses. The following four factors shall be taken into consideration:

1. Orderly, economic provision for public facilities and services;
2. Availability of sufficient land for the various uses to ensure choices in the market place;
3. LCDC goals or the acknowledged comprehensive plan; and,
4. Encouragement of development within urban areas before conversion of urbanizable areas.

## **2.2 Lebanon's Urban Growth Boundary (UGB)**

### **2.2.1 History of the City's Urban Growth Boundary**

The City's original Urban Growth Boundary (UGB) was established with the adoption and acknowledgement of Lebanon's Comprehensive Plan and Comprehensive Plan Map in 1980. The acknowledgement of the Comprehensive Plan and Map meant that all lands included within the Urban Growth Boundary would over time be eligible for annexation and urban development (except for minor inclusions of areas with environmental constraints).

Lebanon's Urban Growth Boundary contains 6,566 acres. Major public facilities, waterways, and other natural features comprise approximately 15 percent of this land. The remaining 5,650 acres have been designated by this Comprehensive Plan to meet the City's existing and future industrial, commercial and residential land needs.

### **2.2.2 Status of the City's Urban Growth Boundary**

The current Urban Growth Boundary was originally established to meet the City's land needs through at least the year 2000. More recent commercial, industrial, and residential lands needs analyses show that land contained within the current Urban Growth Boundary should be sufficient to meet Lebanon's population and employment growth through at least the year 2025.

### **3.0 Annexations**

Annexations into the City take into account and are based upon both the previously listed background information (in Sections 1 and 2 above) and the following considerations throughout this section.

#### **3.1 *The Purpose of Annexation and Impacts on Key City-Provided Utility Services***

- 3.1.1** Prior to annexation, land inside the Urban Growth Area (UGA) has a City Comprehensive Plan Map designation, but is under Linn County's jurisdiction and has a County land use zone designation.
- 3.1.2** The act of annexation, in and of itself, has two primary purposes and two primary consequences, both of which occur simultaneously when the City approves an annexation. The first purpose/consequence is that jurisdiction over the annexation territory transfers from Linn County to the City of Lebanon. The second purpose/consequence is that a City of Lebanon land use zoning map designation that is consistent with the City's Comprehensive Plan Map designation is assigned for the first time to the annexation territory as it is incorporated into the City Limits.
- 3.1.3** In short, Annexation fully incorporates territory within the Urban Growth Area into the City Limits.
- 3.1.4** Applicants for an annexation are usually motivated by one or two primary considerations. First is the desire to access City-provided utility services at some later date. Second is the desire to pursue future development opportunities available through City land use zoning designations.
- 3.1.5** The act of annexing an undeveloped property creates no immediate additional demands on City-provided utility services, or on any other urban service.
- 3.1.6** Existing development in the Urban Growth Area (UGA) is based upon the fundamental fact that the site itself provides potable water and sanitary services adequate to serve that development. Existing development in the Urban Growth Area (UGA) also has its storm water drainage and transportation access needs met by the existing infrastructure available to that site.
- 3.1.7** The annexation, in and of itself, of a territory with existing development creates no immediate additional demands on the four identified key City-provided utility services: water, storm drainage, sanitary sewerage, and streets.
- 3.1.8** In fact, the only urban service actually impacted by the annexation of an existing development is police protection. Responsibility for this service is transferred from the County Sheriff's Department to the City of Lebanon Police Department (LPD) as an inherent consequence of the jurisdictional transfer. However, such an additional incremental demand on City Police services is statistically insignificant, and has already been taken into account by the long range planning of the City and the LPD.
- 3.1.9** Furthermore, urban densities within the Urban Growth Area (UGA) are already accounted for in the City's facilities plans.

#### **3.2 *The Purpose of Annexation -- Community Benefits***

- 3.2.1** The continued annexation and subsequent development of land for commercial and employment uses are essential to the continued health of the local economy.
- 3.2.2** The continued annexation and subsequent development of land for residential uses are essential to the continued health and vitality of the community.

### **3.3 The Process and Procedures of Annexation**

- 3.3.1** The City's Annexation Ordinance will be consistent with this Comprehensive Plan and will implement the principles and policies of this Comprehensive Plan as they relate to annexations.
- 3.3.2** Together the City's Annexation Ordinance and the annexation policies and principles contained in this Comprehensive Plan Chapter establish the annexation process and procedures used by the City.
- 3.3.3** The implementation of the City's Annexation Ordinance and the policies of this Comprehensive Plan, and the resulting process and procedures, address the four factors to be considered when a city converts urbanizable land in its Urban Growth Boundary (UGB) for urban uses as set forth in Statewide Planning Goal 14 (see Section 2.1.3 above).
- 3.3.4** The implementation of the City's Annexation Ordinance and the policies of this Comprehensive Plan, and the resulting process and procedures, will ensure the orderly expansion of City Limits since only land that is adjacent to the City Limits and is in the Urban Growth Area is eligible for annexation.
- 3.3.5** The implementation of the City's Annexation Ordinance and its policies will provide a basis for the efficient provision of key City-provided urban utility services, which are hereby defined as water, storm drainage, sanitary sewerage, and streets.
- 3.3.6** Annexation proposals do not require site specific development proposals.
- 3.3.7** Proposals for the development or redevelopment of properties that pertain to annexation proposals are a separate land use process, requiring separate application.
- 3.3.8** As part of the annexation process of developed property or properties, the City will consider the anticipated demands of existing development within the annexation territory if they access the four key City-provided urban utility services (water, storm drainage, sanitary sewerage, and streets), and will also consider the capacity of the existing infrastructure of these City-provided urban utility services to satisfy the anticipated potential new demands.
- 3.3.9** The annexation of a territory that is vacant or undeveloped, does not represent any change or impact on any City-provided urban utility services, and therefore the annexation of such a territory does not need to consider such issues.
- 3.3.10** Needed public rights-of-way, as identified in adopted transportation plans as necessary for the safe and efficient movement of traffic, bicycles and pedestrians, will be dedicated to the City either with annexation or when the property develops and/or redevelops and thus creates an increased demand for the benefits and utility provided by additional rights-of-way dedication.
- 3.3.11** Coordination with Linn County concerning any issues associated with this standard process of annexation is directed by the City's Urban Growth Management Agreement (UGMA) with the County.
- 3.3.12** Coordination with any applicable service districts (e.g., Lebanon Fire District, Lebanon School District) is a routine part of the City's annexation process.

### **3.4 Annexation and First Assignment of City Zoning**

- 3.4.1** Unannexed property in the Urban Growth Area does not have a City zoning designation, but does have a City Comprehensive Plan Map designation that indicates the long-term planned use for the property.
- 3.4.2** The City's Comprehensive Plan and Comprehensive Plan Map direct all long range land use planning in the Urban Growth Area.
- 3.4.3** Upon annexation, an annexation territory will automatically be assigned City zoning classifications in accordance with the adopted Comprehensive Plan Map, as shown in the City's Annexation Zoning Matrix (see **Table 4-2** in Chapter 4: *Land Use*). Such zoning assignments, in and of themselves, are not a Zoning Map change and do not require approval of a Zoning Map Amendment, or a separate proceeding.
- 3.4.4** At the time of annexation, if an applicant requests a zoning designation that is not consistent with the Comprehensive Plan Map (see the Annexation Zoning Matrix, Table 4-2 in Chapter 4: *Land Use*), the zoning requested shall not be granted until the Comprehensive Plan Map is first appropriately amended to reflect concurrence. Such an amendment will require a separate application, hearing and decision; this process may occur concurrently with an annexation hearing but will not become effective until the annexation is complete.
- 3.4.5** A Zoning Map Amendment requires a separate application, hearing and decision and is necessitated in two instances:
- a.** At the time of annexation, if and only if a zoning designation other than one in accordance with the Comprehensive Plan Map (also see the Annexation Zoning Matrix) is requested by an applicant (see 3.4.4 above).
  - b.** In order to change the City Zoning designation on property in the City Limits and thus already possessing a City Zoning Map designation, an amendment to the Zoning Map must be initiated. An amendment to the Zoning Map may be initiated by the City Council, the City Planning Commission or by application of a property owner.
  - c.** In both cases, whenever a Zoning Map Amendment is requested and the applicant requests a zoning designation other than one in accordance with the Comprehensive Plan Map (see the Annexation Zoning Matrix), the zoning requested shall not be granted until the Comprehensive Plan Map is first appropriately amended to reflect concurrence with the zone that has been requested.
- 3.4.6** Areas within the Urban Growth Boundary with designated environmental constraints may be annexed and developed as functional wetlands, parks, open space and related uses.
- 3.4.7** An "urban use" is understood as any land use that is authorized under the terms and provisions of the land use regulations, Zoning Ordinance, Subdivision Ordinance, Comprehensive Plan, and other related documents of the City of Lebanon.
- 3.4.8** At an applicant's request, (and with the City's concurrence), a development or redevelopment proposal for an annexation territory may be acted upon by the Planning Commission immediately following the Commission's hearing on the annexation proposal and a decision of recommendation of approval to the City Council. Planning Commission approval of such a development or redevelopment proposal must be contingent upon subsequent approval of the annexation by City Council.

### **3.5 Annexation and the Review of Impacts on City-Provided Utility Services and Other Urban Services of Future Development and Redevelopment Proposals**

As noted above in Section 3.1.4, applicants for an annexation are usually motivated by the desire to access City-provided utility services at some later date, and/or to pursue future development opportunities available through City land use zoning designations. However, neither of these potential future courses of action is a part of the annexation process *per se*, and must NOT be confused with annexation. Both the connection to City-provided urban utilities and the pursuit of urban development and redevelopment opportunities require a later and separate process. At such a future date the City takes into account demands for and the impacts of such demands on City-provided utilities and other urban services as summarized below (for further details see Chapter 9: *Public Facilities and Services*).

- 3.5.1.** Urban densities within the Urban Growth Area (UGA) are already accounted for in the City's facilities plans.
- 3.5.2.** When existing unserved development in the City requests hook up to key City-provided utility services (e.g., water or sanitary sewer), the demands on these services are assessed thoroughly during the City's development review process. As conditions of approval, an applicant may be required to address any system deficiencies, or otherwise mitigate the impacts from the provision of the service.
- 3.5.3.** When an applicant wishes to develop their vacant property in the City, or an applicant wishes to redevelop a property in the City with existing development, the impacts of the demands on the capacity of the City-Provided Utility Services and other urban services are assessed thoroughly during the City's development review process. As conditions of approval, an applicant may be required to address any system deficiencies prior to development of the property and/or concurrently with the development.

## 4.0 Population Growth and Projected Land Needs for Development

### 4.1 Long-Range Population Growth

A prerequisite to evaluating residential land demand is having a coordinated population forecast as required by ORS 195.036. Population forecasts must be coordinated by a designated “coordinating” agency, in this case Linn County. The combined sum of forecasts for incorporated cities and rural areas must roughly equal the forecast for the County as a whole (the county “control total”).<sup>1</sup> The control total usually comes from the long-term population and employment forecasts developed by the Office of Economic Analysis of the State Department of Administrative Services.<sup>2</sup> The most recent OEA forecasts are from 1997, although the OEA released updated long-term County forecasts in April 2004.

**Table 3-1** shows the historical and coordinated forecast population<sup>3</sup> for Lebanon between 2000 and 2025. The 2000 Census identified a population of 12,950 in the City of Lebanon, while the coordinated population forecast anticipated 12,826 persons for that same year. According to the Population Research Center at Portland State University, Lebanon had a 2003 estimated population of 13,140,<sup>4</sup> Lebanon’s coordinated 2020 population forecast is 18,019 persons and is based on a coordinated average annual growth rate of 1.71%.

The City’s coordinated population forecast was developed based on 1997 State Office of Economic Analysis county forecasts. Lebanon has grown during the years between 1997 and 2003. The figures presented in **Table 3-1** reflect that growth and project a 2025 population of 19,597 persons. This 2025 population projection assumes the coordinated population growth rate of 1.71% and the coordinated starting point—the 1997 estimated population for Lebanon (inside the City limits). The figures in **Table 3-1** use the 2000 U.S. Census data, Portland State University estimates, and the Linn-County/City of Lebanon Coordinated Population Forecast to 2020, and the City’s extension of that forecast to 2025. The 2003 population estimate from the Population Research Center at Portland State University is used as the base for calculating the anticipated population increase from 2003 to 2025.

Based on the PSU 2003 estimate of 13,140 persons in the City and the County Coordinated Forecast and growth rate for Lebanon projected to the year 2025 (19,597 persons), the City (inside the City limits) will increase by 6,457 persons between 2003 and 2025. This accounts for growth that has occurred since the figures were coordinated and represents a reasonable approach for the City to address current conditions.

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<sup>1</sup> In Linn County the forecasts for incorporated cities include all lands within the existing city limits, and any areas that may be annexed during the planning period. However, all population in Urban Growth Areas (UGAs) are still part of the County’s population until incorporated into a city. For example, the 2000 Census identified a population of 12,950 in the City of Lebanon, and it was determined that the population of the City’s UGA was 3,046 persons in 2000. Hence Lebanon’s 2000 Census population for the whole UGB (City limits + UGA) was 15,996.

<sup>2</sup> While most coordinating bodies, including Linn County, use the OEA forecasts as the basis for coordination, there is no statutory requirement that the OEA forecasts be used.

<sup>3</sup> In 1999 the Linn County population forecast became official for the County and all jurisdictions within Linn County. It is based on an estimated 1997 population for the City of 12,190 and an average annual growth rate of 1.71%. The County’s coordinated population forecast for the City only extends to the year 2020, and assumes a population of 18,019 for that year. This document utilizes a planning horizon to 2025 and continues to use the adopted population growth rate.

<sup>4</sup> Linn County’s 2003 coordinated population forecast for the City of Lebanon (inside city limits) is 13,626. The Population Research Center at PSU estimated Lebanon had 13,140 persons in 2003—or 486 fewer persons than the forecast. The 2000 Census identified a population of 12,950 in the City of Lebanon, while the coordinated population forecast anticipated only 12,826 persons, 124 fewer persons.

**Table 3-1: Historical and Forecast Population,  
Lebanon City Limits, 2000-2025**

Year	Change		
	Population	Number	Percent
2000	12,950	-	-
2002	13,110	160	1.2%
2003	13,140	30	0.2%
2005	13,961	821	3.1%
2010	15,196	1,235	1.8%
2015	16,540	1,344	1.8%
2020	18,019	1,479	1.8%
2025	19,597	1,578	1.8%
<b>Change 2003 - 2025</b>			
Number	6,457		
Percent	49.1%		
AAGR	1.8%		
2000 – U.S. Census Data	2005 – County/City Forecast	2020 -- County/City Forecast (18,019)	
2002 – PSU Estimate	2010 – County/City Forecast	2025 -- City Forecast	
2003 – PSU Estimate	2015 -- County/City Forecast		

Source: U.S. Census, Portland State University, Linn-County/City of Lebanon Coordinated Population Forecast.

The population forecasts in **Table 3-1** are for the City limits only. The coordinated forecasts for Lebanon, implicitly assume that the City limits will be expanded as necessary to accommodate development, including housing, commercial, industrial, services, and so on (that will in turn accommodate population growth). The forecasts are based on assumptions, but do not dictate the *type* of future growth that will actually occur.

#### **4.2 Summary of Land Needs**

**Table 3-2** shows a comparison of estimated land need and land demand for the Lebanon Urban Growth Boundary (UGB) between 2003 and 2025. The results from the ECONorthwest 2004 *Lebanon Urbanization Study* lead to the following findings:

- Total land demand for all uses is estimated to be between 832 gross buildable acres and 1,121 gross buildable acres.
- Lebanon has about 2,887 gross buildable acres available to accommodate development.
- Lebanon has an overall surplus of between 1,742 gross buildable acres and 2,055 gross buildable acres of land in its Urban Growth Boundary (UGB)
- Identified deficits of gross buildable lands in the Commercial designation (between 6.7 and 34.4 gross buildable acres) and the Single-Family Residential designation (115.2 gross buildable acres). These deficits, however, could be accommodated in other designations (commercial uses are allowed in the Mixed Use and Single-Family Residential uses are allowed in the Mixed Density Residential district).

**Table 3-2: Comparison of Land Need and Land Supply, Lebanon UGB, 2003-2025**

Plan Designation	Land Need: 2003-2025						Supply	(Deficit) Surplus: 2003-2025 (low)	(Deficit) Surplus: 2003-2025 (high)
	Residential	Commercial / Industrial (low)	Commercial / Industrial (high)	Public/ Semi Public	Total (low)	Total (high)	Gross Buildable Acres		
<b>Commercial</b>		20.1	47.8	3.8	23.9	51.6	17.2	(6.7)	(34.4)
<b>General Industrial</b>		21.3	48.6	15.1	36.4	63.7	71.6	35.2	7.9
<b>Light Industrial</b>		120.8	275.5	20.6	141.5	296.2	869.1	727.6	572.9
<b>Mixed Density Residential</b>	285.6	0.0		70.3	355.9	355.9	1,478.4	1,122.6	1,122.6
<b>Single Family Residential</b>	182.9	0.0		7.1	190.0	190.0	74.6	(115.4)	(115.4)
<b>Special Development (Mixed-Use)</b>		80.7	160.2	3.7	84.5	163.9	352.4	267.9	188.5
<b>Total</b>	<b>468.5</b>	<b>243.0</b>	<b>532.1</b>	<b>120.6</b>	<b>832.1</b>	<b>1,121.2</b>	<b>2,863.3</b>	<b>2,031.2</b>	<b>1,742.2</b>

Note: Negative numbers represent a deficit of acres and are shown in parenthesis (.). The numbers represent the amount of buildable land that Lebanon will need to add to its inventories in these categories from land already in the Urban Growth Boundary (UGB) to accommodate development. (The City does NOT need to expand its UGB at this time.)

Source: ECONorthwest 2004 Lebanon Urbanization Study



## **5.0 Maximum Efficiency of Land Use**

The livability and functionality of a community relies on an efficient balance of industrial, commercial and residential land uses. Lebanon has developed as a community with a mixed land use pattern and therefore, most residential neighborhoods have relatively efficient access to retail and community services. The City of Lebanon continues to promote policies and regulations that encourage efficient mixed-use development and promote transportation alternatives. For example:

- the Mixed-Density Residential designation allows a variety of housing types as well as provisions for limited commercial uses, particularly neighborhood commercial opportunities.
- the predominate commercial opportunities are located along the Santiam Highway, the City's main transportation North-South corridor, which allows easy access to commercial businesses from all of Lebanon's residential areas.

Efficient land use also implies clearly defined and stable areas for residential, commercial and industrial use. Lebanon has clear and distinctive patterns of existing land use, and the Comprehensive Plan reinforces this structure through policy guidelines for future growth.

Ensuring the maximum efficiency of land use means that land is put to its highest and best use. The policies of the City, embodied in this Comprehensive Plan and other documents, can strongly encourage the efficient utilization of vacant lands and infill sites within the existing City Limits, as well as the orderly and efficient annexation of areas as the City continues to grow.

New industrial development is largely confined to the western and northwestern fringes of the Urban Growth Boundary (UGB). The policies concerning commercial development encourage the in-filling of existing commercial areas as well as the orderly and efficient development of new commercial centers as the City continues to grow. The Zoning Ordinance facilitates the highest density residential development where street systems and public facilities are best able to handle the densities.

The *City of Lebanon/Linn County Urban Growth Management Agreement (UGMA)* establishes procedures pertaining to current (interim) land use within the Urban Growth Area until annexation.

### **5.1 Orderly and Economic Provision for Public Facilities**

**5.1.1** Existing development in the Urban Growth Area (UGA) is based upon the fact that each site is able to provide the development with adequate potable water and sanitation service (i.e., septic tank and system). Existing development in the Urban Growth Area (UGA) also has its storm water drainage and transportation access needs met by the existing infrastructure available to that site.

**5.1.2** After annexation, a property with existing development may or may not decide to request access to key city-provided utilities such as potable water, sanitary sewer and storm water drainage, depending on conditions and proximity of infrastructure (see Public Facilities Chapter).

- 5.1.3 This Chapter of the Comprehensive Plan notes that as part of the process for annexing developed property(-ies), the City will consider the projected demand on key City-provided urban utility services of existing development within the proposed annexation territory, if they should request access to such services. These key City-provided urban utility services are water, storm drainage, sanitary sewerage, and streets.
- 5.1.4 This Chapter further notes that, as part of the process for annexing developed property(-ies), the City will consider the impacts on the key City-provided urban utility services needed to serve these properties.
- 5.1.5 The annexation of a territory that is vacant and undeveloped, does not represent any change or impact on any of the four key City-provided urban utility services, and therefore the annexation of such a territory does not need to consider such issues.
- 5.1.6 The City's Facility Plans and their updates are developed to identify the infrastructure improvements needed to fully serve all urbanizable land in the Urban Growth Boundary (UGB) developed to urban uses.
- 5.1.7 The Public Facilities Chapter of this Comprehensive Plan contains a more detailed discussion of the provision of public facilities and services including not only the above noted key City-provided urban utility services (i.e., water, storm drainage, and sanitary sewerage), but also schools, parks, solid waste facilities, fire and police protection, and other utilities and public services. Streets, the fourth key City-provided urban utility service noted above, are addressed in the Transportation Chapter of this Plan.

## **5.2 *Extension of Water, Wastewater, Storm Drainage and Transportation Services***

- 5.2.1 The City supports a flexible phased program for the orderly extension of water, wastewater, storm-drainage and transportation services in response to land development proposals. Directives and technical standards for the extension of services are identified in the various infrastructure master plans and studies, such as the Wastewater Facility Study Master Plan, the Water Facility Study, Storm Drainage Master Plan, and the Transportation System Plan (TSP). These plans usually have a twenty-year planning horizon, and are updated, revised, and refined periodically to better reflect changing conditions.
- 5.2.2 Capital improvements plans are routinely maintained and updated by the City. Often the plans are revised, updated, and implemented according to a five-year plan beginning with the current budget year. The regularly updated plans may include Transportation, Water, Wastewater, Storm Drainage, and Facilities & Parks projects.
- 5.2.3 The City uses fees such as water connection fees, sewer connection and service fees, and potentially will use storm drainage utility fees, to provide the financial means to maintain public facility systems to meet projected needs. "Capital Improvements Projects" are City initiated and funded City infrastructure extensions and enhancements, and/or improvements to facilities.
- 5.2.4 New developments are served by existing and planned public infrastructure improvements, and/or are served by privately funded public and/or private infrastructure extensions and improvements.

### **5.3 Systems Development Charges and Users' Fees**

In 1976, Lebanon adopted a Systems Development Charge (SDC) ordinance. Systems Development Charges are fees to pay for the impacts of development and community growth on public facilities and services. The City has SDCs to help assign the cost of water, sewer, street, storm drainage and park improvements to the growth segments or developments responsible for the growth. Periodic updates to the City's SDC Ordinance and fee structure continue to make refinements in the way this program is implemented and to comply with changes in applicable State laws.

## **6.0 City/County Urban Growth Management Agreement (UGMA)**

### **6.1 General Provisions**

- 6.1.1** In December of 1995, the City of Lebanon and Linn County signed an Urban Growth Management Agreement (*UGMA*), an intergovernmental agreement between the City and County to coordinate and manage land uses within the City's Urban Growth Area (UGA). The *UGMA* designates the County as the lead agency in ensuring that land uses within the Urban Growth Area are consistent with the City's urbanization plans for the area.
- 6.1.2** The City and the County use this agreement as a basis for coordinated planning responsibilities and joint review procedures for land use and development within the Lebanon Urban Growth Area.
- 6.1.3 Current Planning:** Linn County has jurisdictional authority for current development within the Urban Growth Area (UGA). All current development in the Urban Growth Area (UGA) must comply with the City of Lebanon's Comprehensive Plan and Map. The *UGMA* and the Linn County Zoning and Land Division Ordinances are the guiding documents for planning actions within the Urban Growth Area (UGA).
- 6.1.4 Long Range Planning:** The City of Lebanon Comprehensive Plan Map, Comprehensive Plan, its related facility plans and Municipal Code are recognized by the City and the County as the comprehensive planning tools or long range plan for the Urban Growth Area.
- 6.1.5 Procedures:** The *UGMA* establishes procedures implemented by both the City and the County for the coordinated review of planning and land use actions within the Urban Growth Area (UGA).
- 6.1.6 Basic Principles:** The basic principles of the *UGMA* were established by the State of Oregon system of land use planning that recognizes the need for coordinated management procedures for the unincorporated land within a city's Urban Growth Boundary.

## **6.2 Purposes**

**6.2.1 Urban Growth Area** -- The purposes of designating an Urban Growth Area (UGA) include the following:

- a. It reserves land adjacent to urban areas for future urban expansion;
- b. It makes available the location of future urban development, thereby promoting efficient and orderly urbanization; and,
- c. It increases predictability for landowners who wish to develop land within the Urban Growth Area (UGA).

**6.2.2 Lebanon/Linn County UGMA** -- The purposes of the Lebanon/Linn County UGMA include the following:

- a. To coordinate Comprehensive Plan policies and implementation procedures within the Urban Growth Area (UGA);
- b. To coordinate County interim zoning with the City Comprehensive Plan Map designations within the Urban Growth Area (UGA);
- c. To regulate agricultural, forestry, and other non-urban uses, so that these interim uses do not interfere with the efficient conversion of Urban Growth Area (UGA) land to urban use;
- d. To establish procedures that minimize incompatible land uses within the Urban Growth Area (UGA) that may conflict with eventual urban land uses;
- e. To establish procedures that limit Urban Growth Area (UGA) land uses that are inconsistent with planned, future expansion of road, sewer, water and storm drainage systems;
- f. To establish coordinated land use development procedures that prevent Urban Growth Area (UGA) land use development at locations that might inhibit future land divisions;
- g. To assist landowners in their Urban Growth Area (UGA) land development plans.

## **6.3 Delayed Annexations and the Urban Growth Management Agreement (UGMA)**

**6.3.1** The process of delayed annexations (Section 7 of the UGMA) is a separate annexation process that is NOT to be confused with the standard process of annexation discussed in Section 5 of the UGMA and detailed throughout this Comprehensive Plan Chapter (excluding this subsection -- 6.3 -- and Polices P-28 and P-29).

**6.3.2** Delayed Annexations are in fact an Urban Growth Area (UGA) development procedure.

**6.3.3** A delayed annexation agreement is a three party agreement between the City, County and the developer of the property.

**6.3.4** The special provisions in the UGMA for delayed annexations are to permit urban uses and application of City development standards at a Urban Growth Area (UGA) site prior to annexation. Such developments may not be adjacent to the City limits, and hence may not be eligible for annexation for a number of years. Uses must be consistent with the *City Comprehensive Plan* and *City Comprehensive Plan Map* designations.

## 7.0 ENERGY

The purpose of Statewide Planning Goal 13 is "to conserve energy." In order to realize this the Goal indicates that "[l]and and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

The Guidelines for Goal 13 suggest that:

1. Priority consideration in land use planning should be given to methods of analysis and implementation measures that will assure achievement of maximum efficiency in energy utilization.
2. The allocation of land and uses permitted on the land should seek to minimize the depletion of non-renewable sources of energy.
3. Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses that are not energy efficient.
4. Land use planning should, to the maximum extent possible, combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency.
5. Plans directed toward energy conservation within the planning area should consider as a major determinant of the existing and potential capacity of the renewable energy sources to yield useful energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste. Whenever possible, land conservation and development actions provided for under such plans should utilize renewable energy sources.

This Comprehensive Plan and its policies are intended to help the Lebanon community make progress over time towards achieving the objectives of Statewide Planning Goal 13.

## **PART TWO: GOALS AND POLICIES**

### **8.0 Overall Urbanization Goals**

#### **The overall Urbanization Goals of the City include:**

- G-1:** Providing for an orderly and efficient transition from rural to urban land use.
- G-2:** Promoting and implementing development policies that encourage the orderly and efficient development within the community.
- G-3:** Ensuring that the overall Comprehensive Plan, and its goals, policies and recommendations help conserve energy.
- G-4:** Expanding the City limits as necessary to accommodate development, including housing, commercial, industrial, services, and so on, that will in turn accommodate population growth.

### **9.0 Urbanization Policies**

#### **9.1 Urban Growth Boundary (UGB) Policies**

##### **The City Shall:**

- P-1:** Use property lines, when available and appropriate, to delineate the Urban Growth Boundary (UGB) unless physical features require deviation from this practice.
- P-2:** Comply with Statewide Planning Goals pertaining to boundary amendments for any changes in the Urban Growth Boundary (UGB).

#### **9.2 Public Facilities Capability Policies**

##### **The City shall:**

- P-3:** Support a flexible phased program for the orderly extension of water, wastewater, storm drainage and transportation services in response to land development proposals.
- P-4:** Maintain directives and technical standards for the extension of services as identified in the various original or updated infrastructure master plans and studies, such as the Wastewater Facility Study Master Plan, the Water Facility Study, Storm Drainage Master Plan, and the Transportation System Plan (TSP).
- P-5:** Maintain and routinely update Capital Improvements plans. Often the plans are revised, updated, and implemented according to a five year plan beginning with the current budget year. The regularly updated plans may include Transportation, Water, Wastewater, Storm Drainage, and Facilities & Parks projects.
- P-6:** Utilize fees such as water, sewer, and other City utility connection and service user fees to provide the financial means to maintain and/or extend public facility systems to meet projected needs.
- P-7:** Use System Development Charges (SDCs) to provide the financial means to extend public facility systems to meet projected needs.

- P-8:** Define Capital Improvements Projects as City initiated and funded City infrastructure extensions and enhancements, and/or improvements to facilities.
- P-9:** Maintain a long-range financial Capital Improvement Projects Program to provide for the systematic expansion of needed community facilities, utilities, infrastructure, and services in an efficient and timely manner.
- P-10:** Review all development proposals to ensure that public facilities are available and have adequate capacity to accommodate the proposed development, or that such facilities and their capacities can be made available through appropriate extensions and/or enhancements concurrent with or prior to proposed developments.
- P-11:** Require that new developments are either served by existing and/or proposed public infrastructure improvements, and/or are served by privately funded infrastructure extensions and improvements.
- P-12:** Pursue, for public infrastructure development and community enhancement, a variety of funding sources, including urban renewal districts (URDs), local improvement districts (LIDs), grants, and other funding mechanisms.

### **9.3 Flexible Growth Program Policies**

#### **The City Shall:**

- P-13:** Recognize and act on the basis that all lands included within the Urban Growth Boundary are suitable for urban development except for those areas with identified environmental constraints. Nevertheless, those areas with environmental constraints may be utilized as functional wetlands, parks, open space and related uses.
- P-14:** Implement and administer land development policies and requirements that are both orderly and efficient, as well as flexible so as to be responsive to site specific conditions and circumstances.

### **9.4 Urban Growth Management Agreement (UGMA) Policies**

#### **The City Shall:**

- P-15:** Jointly manage, with the County, all planning activities and land use developments within the Lebanon Urban Growth Area (UGA) under the procedures set forth in the City of Lebanon/Linn County Urban Growth Management Agreement (*UGMA*).
- P-16:** Recognize and act on the basis that this Comprehensive Plan and its related facility plans and Municipal Code acts as the governing documents for planning actions and land use decisions within the City's Urban Growth Area (UGA).

- P-17:** Recognize and act on the basis that the policies, directives, and requirements of the City of Lebanon and Linn County, as well as the Urban Growth Management Agreement (*UGMA*) between the City and County, ensure an orderly and efficient transition from rural to urban land uses within the Urban Growth Area (UGA) by limiting land development activity and build out density until such lands are annexed and served by City-provided infrastructure and utility services (and other available urban services), and have access to the diversity of land development opportunities available by City zoning assignment.
- P-18:** Recognize and act on the basis that the City/County Urban Growth Management Agreement (*UGMA*) provides the foundation for the long term efficient urban development of land in the Urban Growth Area (UGA). To help assure that interim County administered rural development in the Urban Growth Area (UGA) does not preclude or interfere with City Comprehensive Plan and Map designated ultimate urban development potential, such interim development will occur at the constrained densities permitted by County rural development standards. Both the City/County *UGMA* and the Linn County zoning ordinance provide the implementing procedures to assure this efficient development of urban lands.

## **9.5 Annexation Policies**

### **The City Shall:**

- P-19:** Recognize and act on the basis that all annexations shall conform to the requirements of the Lebanon Municipal Code, Annexation Ordinance, Lebanon Land Development Ordinance, City of Lebanon/Linn County Urban Growth Management Agreement (*UGMA*), and shall be consistent with applicable State law.
- P-20:** Recognize and act on the basis that all annexations shall be consistent with the goals and policies of the Lebanon Comprehensive Plan.
- P-21:** Recognize and act on the basis that all lands included within the Urban Growth Boundary are eligible for annexation and urban development. (Areas within the Urban Growth Boundary (UGB) with designated environmental constraints may be annexed and utilized as functional wetlands, parks, open space and related uses.)
- P-22:** Only annex land that is contiguous to the existing City limits and is within the City's Urban Growth Boundary (UGB).
- P-23:** Deem an annexation orderly if the annexation territory is contiguous to the existing City Limits, and deem an annexation efficient if the annexation territory can be developed or redeveloped to an urban use (urban uses may include functional wetlands, parks, open space and related uses).
- P-24:** Recognize and act on the basis that development proposals are NOT REQUIRED for annexation requests.
- P-25:** Consider as part of the annexation process of developed property or properties, the anticipated demands to access key City-provided urban utility services, which are water, storm drainage, sanitary sewerage, and streets, of existing development within the annexation territory.



- P-26:** Consider as part of the annexation process of developed property or properties, the impacts on the capacities of key City-provided urban utility services needed to satisfy the anticipated demands of the properties discussed in P-25 above.
- P-27:** Expand the City Limits as necessary to accommodate development, including housing, commercial, industrial, and services (that will in turn accommodate population growth).

**9.6 Delayed Annexation Policies**

- P-28:** Recognize and act on the basis that the process of delayed annexations (Section 7 of the City of Lebanon and Linn County Urban Growth Management Agreement, *UGMA*) is a separate annexation process that is NOT to be confused with the standard process of annexation discussed in Section 5 of the *UGMA* and detailed throughout this Comprehensive Plan Chapter (excluding subsection 6.3, and Policies P-28 and P-29).
- P-29:** Recognize and act on the basis that the process of delayed annexations will conform to the requirements established in Section 7 of the City of Lebanon and Linn County Urban Growth Management Agreement (*UGMA*).

**9.7 Additional Considerations for Conversion of Urbanizable Land to Urban Uses:**

- P-30:** Manage its Urban Growth Boundary and the lands within so as to make available sufficient land for the various uses to ensure choices in the market place, through implementation of land use regulations and land use policies.
- P-31:** Manage its Urban Growth Boundary and the lands within so as to encourage development within urban areas before conversion of urbanizable areas, through implementation of land use regulations and land use policies.

**Protocol for Referring to a Goal or Policy from this Chapter**

- Chapter 3 (Urbanization) Urbanization Goal G-x [x = Number of Goal Statement]
- Chapter 3 (Urbanization) Urbanization Policy for Z P-x [x = Number of Policy Statement]
- Chapter 3 (Urbanization) Energy Goal G-x [x = Number of Goal Statement]
- Chapter 3 (Urbanization) Energy Policy P-x [x = Number of Policy Statement]

**{Z = Subsection Title – such as “Annexation”}**

## 10.0 Energy Goal

**G-1:** Supporting and encouraging the realization in the community of the objectives of Statewide Planning Goal 13.

## 11.0 Energy Policies

### The City Shall:

- P-1:** Support and encourage energy conservation and efficiency programs including:
- Utilization of alternative energy sources, such as solar energy.
  - Energy efficient solar orientation and site development standards.
  - Compact site development standards and alternative development patterns such as cluster housing and zero lot line development.
  - Energy impact statements (studies) for all major developments.
- P-2:** Support the provision and development of alternative modes of transportation to the automobile, including the development of mass transit and the provision of walkways and bikeways to reduce transportation costs.
- P-3:** Support insulation and weatherization of existing homes and encourage energy conservation measures in new construction.
- P-4:** Encourage the location of housing, shopping, and employment uses in proximity to each other to reduce travel distances to goods and services.
- P-5:** Help provide alternatives to physical commuting to work by encouraging opportunities for work-at-home and telecommuting.
- P-6:** Develop a schedule of building permit fee reductions applicable to development projects that implement energy efficient design and construction techniques.
- P-7:** Promote energy efficiency in public buildings.
- P-8:** Pursue energy efficient planning in City facilities and operations in such areas as:
- Construction of new City buildings and upgrades of existing facilities;
  - Purchase of new City vehicles;
  - The purchases and installation of new operating systems and/or upgrades of existing systems.

### Protocol for Referring to a Goal or Policy from this Chapter

- Chapter 3 (Urbanization) Urbanization Goal G-x [x = Number of Goal Statement]
- Chapter 3 (Urbanization) Urbanization Policy for Z P-x [x = Number of Policy Statement]
- Chapter 3 (Urbanization) Energy Goal G-x [x = Number of Goal Statement]
- Chapter 3 (Urbanization) Energy Policy P-x [x = Number of Policy Statement]

**{Z = Subsection Title – such as “Annexation”}**

*City of Lebanon*  
*Comprehensive Plan*

**Chapter 4:**  
**LAND USE**

**Adopted by City Council**  
**December 8, 2004**

# Chapter 4

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**Protocol for Referring to a Goal or Policy from this Chapter**

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|---|----------------------------------|
| • Chapter 4 (Land Use) General Goal G-x       | [x = Number of Goal Statement]   |
| • Chapter 4 (Land Use) General Policy P-x     | [x = Number of Policy Statement] |
| • Chapter 4 (Land Use) Residential Policy P-x | [x = Number of Policy Statement] |
| • And so on for the other Policy Subsections  | [x = Number of Policy Statement] |

## Chapter 4

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# CHAPTER 4: LAND USE

## Part One: Narrative

### 1.0 Introduction

#### 1.1 *Land Use and the Comprehensive Plan*

One of the purposes of the Comprehensive Plan is to assure that the City provides different types of land inside the City Limits that are suitable for a variety of uses. This Chapter of the Comprehensive Plan demonstrates the relationship the City desires to encourage between commercial, industrial, and residential development in order to provide homes and employment for citizens; protect property values; preserve sensitive areas; encourage efficient, appropriate development; and plan for the provision of public services.

#### 1.2 *Land Use Categories and the Comprehensive Plan and Map Designations*

Every parcel of land within the City of Lebanon's Urban Growth Boundary is classified in one of the categories shown in **Table 4-1** below. The Comprehensive Plan Map shows where the land categories are located, and **Table 4-1** explains each category.

#### 1.3 *Land Use Categories and the Zoning Ordinance and Map*

Each Comprehensive Plan land use category has corresponding zones in the zoning code (land use ordinance) and Zoning Map. **Table 4-2**, the *Annexation Zoning Matrix -- A Conversion Table for Property Annexed into the City of Lebanon*, shows the corresponding land use designations between the Comprehensive Plan (and Map) and the Zoning Ordinance (and Map). This Annexation Zoning Matrix indicates the zones that property would automatically assume upon annexation. The Zoning Ordinance and Zoning Map implement the Comprehensive Plan and the Comprehensive Plan Map. **Table 4-3** contains a description of the land use zone designations.

#### 1.4 *Statewide Planning Goals and Land Use Planning*

Oregon's Statewide Planning Goal 2, Land Use Planning, requires cities to establish a land use planning process and a policy framework that shall act as the basis for all land use decisions and actions. This goal requires cities to include the factual information necessary to make policy decisions in the record of the decision making process. The Comprehensive Plan acts as a policy guide and a basis for implementation of the City's land use policies, codes, and regulations. This Chapter contains information and policies not only relevant to Statewide Planning Goal 2, but also Goal 5<sup>1</sup> (Natural Resources, Scenic and Historic Areas, and Open Spaces), and Goal 8 (Recreational Needs).

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<sup>1</sup> Note – Statewide Planning Goal 5 also includes Historic Resources. These issues are addressed in Chapter 7 of the Lebanon Comprehensive Plan.

## 1.5 Ongoing Assessment of Changing Conditions and Land Use Needs

Land use planning is an ongoing process that reflects historic and current trends, and the future needs and hopes of the City of Lebanon. In order to anticipate future land needs it is important to examine current and historic land use trends within the City and region. The assessment of land needs within the City is a process that will need periodic revisions and updates as economic and social conditions, as well as the community's needs, change over time.

## 2.0 Lebanon Land Use Categories

### 2.1 Overview -- Seven Land Use Categories or Designations:

The Comprehensive Plan and Comprehensive Plan Map recognize seven land use designations within the Urban Growth Boundary. **Table 4-1** explains each of these land use designations:

- Residential Low Density (C-RL)<sup>2</sup>;
- Residential Mixed Density (C-RM)<sup>3</sup>;
- Mixed Use (C-MU)<sup>4</sup>;
- Neighborhood Mixed Use (C-NMU)<sup>5</sup>;
- Commercial (C-CM);
- Industrial (C-IND)<sup>6</sup>;
- Public Use (C-PU)<sup>7</sup>.

### 2.2 Summary of Purposes for Land Use Categories

**Table 4-1** provides a summary of each of Lebanon's seven Comprehensive Plan Land Use categories or designations. Following Table 4-1 is the new **Comprehensive Plan Map**<sup>8</sup>.

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<sup>2</sup> Prior to this 2004 revision and update of the Lebanon Comprehensive Plan and Map, the Residential Low Density designation was referred to as "Single-Family Residential."

<sup>3</sup> Prior to this 2004 revision and update of the Lebanon Comprehensive Plan and Map, the Residential Mixed Density designation was referred to as "Mixed-Density Residential."

<sup>4</sup> Prior to this 2004 revision and update of the Lebanon Comprehensive Plan and Map, the Mixed Use designation was referred to as "Special Development" ("SPD").

<sup>5</sup> The new 2004 category of Neighborhood Mixed Use is a category to which property can be redesignated by future Comprehensive Plan Map amendments. However, this Comprehensive Plan does not assign any land to this new designation.

<sup>6</sup> Prior to this 2004 revision and update of the Lebanon Comprehensive Plan and Map, the City had two industrial land use Classifications in its Comprehensive Plan and Map (Light and General), with corresponding Zoning designations. The 2004 ECONorthwest Urbanization Study utilized both of these industrial categories. This revision of the Comprehensive Plan and Map now combines these two industrial land use categories into the Industrial designation.

<sup>7</sup> Prior to this 2004 revision and update of the Lebanon Comprehensive Plan and Map, the Public Use designation was referred to as "Facility" or "Public Facility."

<sup>8</sup> The 2004 Comprehensive Plan does **NOT** redesignate any land use designations with the exception of combining the two 1980 industrial categories into one category.



**Table 4-1: City of Lebanon Comprehensive Plan Land Use Categories**

<b><i>Designations</i></b>	<b><i>Purpose</i></b>
<b>Residential Low Density (C-RL)</b>	To primarily provide lands for low-density urban residential development, primarily single-family homes with provisions for planned developments and low density multi-family use.
<b>Residential Mixed Density (C-RM)</b>	To primarily provide lands for development of single-family, two-family and multi-family dwellings with provisions for planned developments, as well as lands for multi-family dwellings with close proximity to downtown.
<b>Mixed Use (C-MU)</b>	To provide lands that possess potential for several types of land use or combinations of different land uses. The intent of this designation is to achieve an environment in which different land uses can co-exist by providing building groupings for privacy, usable and attractive open spaces, and safe circulation, thus promoting the general well being of the residents, businesses, and other occupants. Mixed Development lands are open to all types of development including residential, commercial, and light industrial land uses.
<b>Neighborhood Mixed Use (C-NMU)</b>	To provide lands suitable for primarily residential uses, 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 coffee shops, delis, bakeries, small offices, or day care facilities. Implementation of this classification is through the Neighborhood Mixed Use Zone, that combines elements of the Neighborhood Commercial and Mixed Density Residential zones.
<b>Commercial (C-CM)</b>	To provide lands for a range of commercial uses, from the commercial downtown core of the community primarily serving the pedestrian shopper, to large compact clusters adjacent to major thoroughfares with easy transportation access, and to small neighborhood shopping clusters that serve the frequent recurring needs of residents.
<b>Industrial (C-IND)</b>	To provide lands suitable for manufacturing and related activities, warehousing and similar activities.
<b>Public Use (C-PU)</b>	To provide lands suitable for a variety of public uses such as schools and community centers, parks, City facilities, and churches or other facilities for religious organizations.

See 2004 Comprehensive Plan Map on following page.

However, please note that when reduced to an 8.5" x 11" page format, this 2004 Comp Plan Map does not print all the way to the southern edge of the UGB. See Wall Poster size map for full UGB.

## 2004 Lebanon Comprehensive Plan Map

Replace this page with page from file named:

"Ch 4 - Land Use - 04 CP 12-8-04 CompPlanMap - AsizeBW.pdf"

## 2.3 Conversion of Property Annexed into the City of Lebanon

All areas annexed into the City are automatically placed in a zoning classification in accordance with the adopted Comprehensive Plan and Map. **Table 4-2** provides a summary of the automatic Zoning Map designations for land annexed into the City from each of Lebanon's seven Comprehensive Plan Land Use categories. Such zoning assignments, in and of themselves, are not zoning map changes and shall not require approval of a zoning map amendment, or a separate proceeding. However, if an applicant requests a zone designation other than one in accordance with the Comprehensive Plan and Map, this would require separate proceedings for both a Zoning Map change and a Comprehensive Plan Map Amendment. The zone requested for the annexation territory cannot be granted until the Comprehensive Plan Map designation for the subject property is first amended accordingly.

**Table 4-2: Annexation Zoning Matrix -- A Conversion Table for Property Annexed into the City of Lebanon**

City of Lebanon Comprehensive Plan Designations	City of Lebanon Zoning Designations
Residential Low Density (C-RL)	Residential Low Density Zone (Z-RL)
Residential Mixed Density (C-RM)	Residential Mixed Density Zone (Z-RM)
	* Residential High Density Zone (Z-RH)
Mixed Use (C-MU)	Mixed Use Zone (Z-MU)
Neighborhood Mixed Use (C-NMU)	Neighborhood Mixed Use Zone (Z-NMU)
Commercial (C-CM)	** Neighborhood Commercial Zone (Z-NCM)
	* Central Business Commercial Zone (Z-CCM)
	Highway Commercial Zone (Z-HCM)
Industrial (C-IND)	Industrial Zone (Z-IND)
Public Use (C-PU)	Public Use Zone (Z-PU)
<b>Key</b>	
<b>*</b>	<i>Based upon the description in the Zoning Ordinance of these two zones (Z-RH &amp; Z-CCM), there are no un-annexed properties in the UGB eligible to be assigned to these zone designations.</i>
<b>**</b>	<i>Z-NCM is for small neighborhood shopping clusters in any residential zone. Such designations would require a zone change and an administrative review process.</i>

### 3.0 Historical Background

#### 3.1 Land Use Surveys

Land use surveys of the planning area were conducted in 1964, 1973, 1976, 1989, and 1998. The following major land use categories were mapped and analyzed by these land use surveys:

- A. Residential -- single-family, multi-family and manufactured dwelling units.
- B. Commercial -- offices, general business, professional and service facilities, retail and wholesale stores and shops.
- C. Industrial -- light and heavy manufacturing activities.
- D. Public and Semi-Public -- schools, churches, cemeteries, parks, municipal facilities and public and private utilities.
- E. Mixed-use -- Potentially allows residential, commercial, and industrial uses.
- F. Undeveloped -- Undeveloped land includes that in woods, brush, waterways or open land use.

#### 3.2 Historical Land Use Trends, 1964 – 2004

Table 4-3 shows the amount of acreage devoted to major land uses within the City Limits for 1964, 1973, 1977, 1989, and 1998, with new Geographical Information System (GIS) data for 2004. In the 40-year period from 1964 to 2004, the total area within the City Limits increased 355 percent. The amount of residentially zoned land increased by 275 percent over that same period of time. During these 40 years, the amount of commercial land increased from 50 to 150 acres, and the amount of industrial land increased from 39 to 704 acres, while public and semi-public land increased from 82 to 381 acres. During this same period of time, the population of the City more than doubled, from roughly 6,000 to more than 13,000 persons, and the City’s economy experienced major changes (see Chapter 5).

**Table 4-3: City of Lebanon Land Use Trends 1964 – 2004**

LAND USES and Zones (Z-)	1964 (Acres)	1973 (Acres)	1977 (Acres)	1989 (Acres)	1998 (Acres)	2004 (Acres)*
Residential (Z-RH, Z-RM, Z-RL)	369	554	718	995	1,420	1,715
Commercial (Z-CB, Z-CH, Z-CN)	50	69	74	213	216	150
Industrial (Z-IND)	39	106	106	195	195	704
Mixed-use (Z-MU)	xxx	xxx	xxx	26	60	212
Public and Semi-public+	82	145	195	204	233	381
<b>2004 SUBTOTAL*</b>	xxx	xxx	xxx	xxx	xxx	3,163
Right of Ways (& Other)	228	337	346	466	466	584
Total Developed Area	768	1221	1441	2097	2590	1,935
Vacant And Open Land	217	556	385	969	728	1,237
<b>TOTAL Area in City</b>	<b>985</b>	<b>1,767</b>	<b>1826</b>	<b>3,068</b>	<b>3,318</b>	<b>3,756</b>

+ Schools, Parks, Cemeteries, Wastewater Treatment Plant, etc.

\* April 2004 GIS Data and Analysis of GIS Data [Acreage for Zoning Categories = Gross Acreage Minus Public Facilities, Rights of Way, and Water Bodies]

Note: The 2004 land inventory used a different methodology than those conducted during previous years. The methodological differences explain the fact that the 2004 inventory shows less developed land than previous years. Specifically, the 2004 inventory included a "partially vacant" land classification. The "partially vacant" classification considers undeveloped areas of larger lots vacant and available for development. See Chapter 2 of the *Lebanon Urbanization Study* (ECONorthwest, 2004) for a more detailed discussion of the buildable land inventory.

## 4.0 LAND USE PATTERNS IN 2004

### 4.1 Acreage In City Limits, Urban Growth Area, and Urban Growth Boundary

**Table 4-4** shows acres within the Lebanon UGB and City Limits in 2004. According to the City GIS data, Lebanon had about 6,566 acres within its UGB. Of those acres, approximately 5,832 acres (about 89 percent) were in tax lots. Acres not in tax lots were primarily in streets and waterways. Lebanon has about 3,756 acres within its City Limits; of these about 3,172 acres (about 85 percent of total acres in the City Limit) were in tax lots.

**Table 4-4: Acres by in Lebanon UGB and City Limit, April 2004**

Category	City Limits	Urban Growth Area (UGA)	UGB
Total acres	3,756.1	2,810.3	6,566.4
Acres in tax lots	3,172.1	2,659.6	5,831.7
Percent of land in tax lots	84.5%	94.6%	88.8%
Number of tax lots	5,239	1,349	6,588

Source: City of Lebanon GIS data; analysis by ECONorthwest

Note: the actual number of tax lots in the Lebanon UGB is 6,607; 19 tax lots are split by the city limit boundary.

**Table 4-5** summarizes acres by plan designation for lands within the Lebanon UGB. The results are summarized by areas within the (1) City Limits, (2) the Urban Growth Area (UGA) or urbanizable area (e.g., the area between the City Limits and the UGB); and (3) the entire UGB. The results are also summarized by areas within tax lots, and areas used for right-of-way. For the purposes of the Buildable Land Inventory (BLI), areas outside of tax lots are considered undevelopable.

The City data and ECONorthwest (the consulting firm that prepared the *2004 Lebanon Urbanization Study and BLI*) analysis show that in April of 2004, about 55 percent of the land in the Lebanon UGB was designated for residential use. About 24 percent was designated for industrial use, and 2.4 percent for commercial use. About 11 percent was occupied by right-of-way and water bodies.

**Table 4-5: Acres by Comprehensive Plan Designation, Lebanon UGB, April 2004**

Comprehensive Plan Designation		Net Total Acres	Percentage of Total (City or UGA)	Percentage of UGB (Line 24)
<b>Estimated Acreage Inside City Limits</b>				
1	Commercial	151.3	4.0%	2.3%
2	General Industrial	257.6	6.9%	3.9%
3	Light Industrial	534.7	14.2%	8.1%
4	Mixed Density Residential	1,382.8	36.8%	21.1%
5	Single Family Residential	499.4	13.3%	7.6%
6	Mixed Use	346.4	9.2%	5.3%
7	<i>Right of way and water bodies</i>	584.0	15.5%	8.9%
<b>8</b>	<b>Total City Limit</b>	<b>3,756.1</b>	<b>100.0%</b>	<b>57.2%</b>
<b>Estimated Acreage Inside Urban Growth Area (UGA)</b>				
9	Commercial	7.9	0.3%	0.1%
10	General Industrial	61.8	2.2%	0.9%
11	Light Industrial	699.7	24.9%	10.7%
12	Mixed Density Residential	1,614.5	57.4%	24.6%
13	Single Family Residential	100.7	3.6%	1.5%
14	Mixed Use	175.0	6.2%	2.7%
15	<i>Right of way and water bodies</i>	150.7	5.4%	2.3%
<b>16</b>	<b>Total UGA</b>	<b>2,810.3</b>	<b>100.0%</b>	<b>42.8%</b>
<b>Estimated Acreage Inside Urban Growth Boundary (UGB)</b>				
17	Commercial	159.2	xxxx	2.4%
18	General Industrial	319.4	xxxx	4.9%
19	Light Industrial	1,234.4	xxxx	18.8%
20	Mixed Density Residential	2,997.3	xxxx	45.6%
21	Single Family Residential	600.1	xxxx	9.1%
22	Mixed Use	521.4	xxxx	7.9%
23	<i>Right of way and water bodies</i>	734.7	xxxx	11.2%
<b>24</b>	<b>Total UGB</b>	<b>6,566.4</b>	<b>xxxx</b>	<b>100.0%</b>

Source: City of Lebanon GIS data; analysis by City of Lebanon Community Development Department

Notes: City Limits does NOT include the Transfer Station  
 Net Total Acres = Gross Total Minus Right of Ways, & Water Bodies

## **4.2 Acreage by Buildable Lands Inventory (BLI) Classification and Comprehensive Plan Designation**

The ECONorthwest 2004 *Lebanon Urbanization Report* included findings based on analysis of acres by the Buildable Lands Inventory (BLI) classification<sup>9</sup> and Comprehensive Plan designation for the Lebanon Urban Growth Boundary (UGB) in April 2004. The classifications show that about 1,572 acres (27 percent of total acres) were classified as developed, while about 2,140 acres (37 percent of total acres) were classified as vacant. About 1,485 acres (26 percent of total acres) were classified as partially vacant<sup>10</sup>. The development potential of lands classified as partially vacant depends on two factors: (1) assumptions about minimum lot size; (2) the siting of any structures on the parcel. Partially vacant lands are tax lots over 0.5 acre with development that would probably preclude partitioning of the tax lot without demolition. (See the 2004 *Lebanon Urbanization Report* for additional details.)

## **4.3 Vacant Buildable Land**

A key step in the Buildable Land Inventory conducted by ECONorthwest for the 2004 *Lebanon Urbanization Report* was to net out portions of vacant and partially vacant tax lots that are unavailable for development. Areas unavailable for development fall into two categories: (1) developed areas of partially vacant tax lots; and (2) areas with physical constraints (in Lebanon this includes areas with slopes over 30 percent and areas in the City's riparian protection zone).

The findings include a break out of vacant and partially vacant land by development and constraint status. The data show that about 470 acres within vacant or partially vacant tax lots are unavailable for development, leaving about 2,883 vacant buildable acres within the UGB.

**Within the City**, the findings indicate the following vacant buildable acres by Comprehensive Plan Map designations at the time of the study: Commercial (15.9 acres), General Industrial (33.6 acres), Light Industrial (396.9 acres), Mixed Density Residential (381 acres), Single Family Residential (41.2 acres), Mixed Use (210.1 acres). **Within the Urban Growth Area (UGA)**, the ECONorthwest findings included the following vacant buildable acres: Commercial (1.4 acres), General Industrial (38 acres), Light Industrial (472.2 acres), Mixed Density Residential (1,097.5 acres), Single Family Residential (33.4 acres), Mixed Use (142.3 acres). (See the 2004 *Lebanon Urbanization Report* for additional details.)

The ECONorthwest 2004 *Lebanon Urbanization Report* included findings on parcel size for vacant lands by Comprehensive Plan Map designation. This analysis is useful in that it shows the distribution of vacant land by parcel size, which allows an evaluation of whether a sufficient mix of parcels is available. The distribution varies by plan designation. For example, few vacant parcels exist in the General Industrial Designation -- a result that is consistent with the average size of industrial parcels. The residential designations show a broader range of parcel sizes. Lebanon has 24 parcels greater than 20 buildable acres in size, and 12 greater than 50 buildable acres. (See the 2004 *Lebanon Urbanization Report* for additional details.)

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<sup>9</sup> Developed, Undevelopable, Public, Semi Public, Partially Vacant, and Vacant.

<sup>10</sup> Three other categories (Undevelopable, Public, and Semi-Public) account for the remaining 10% of the total acres.

#### **4.4 Status and Availability of Buildable<sup>11</sup> Lands**

As noted above, the ECONorthwest 2004 *Lebanon Urbanization Study* identified several classes of land that could potentially be developed or redeveloped within the Lebanon's Urban Growth Boundary, both within the City Limits and inside the Urban Growth Area. However, not all potentially developable land is always available for sale and development or redevelopment at any given moment. For example, at any given point in time, only a fraction of potentially developable land is on the market and hence actually available for development. Individual property owners make the decisions about whether or not their land will actually be made available to be developed for housing, and industrial and commercial employment generating opportunities, as well as shopping and other commercial opportunities.

In addition to the willingness of property owners to sell, a variety of other factors, among them the marketability of individual tax lots, and the cost of services for a parcel, affect the actual acreage that is actually available for development at any given time.

#### **4.5 Future Land Needs of the Community**

The community's need for land to accommodate anticipated growth between 2004 and 2025 is addressed in the following two Chapters. Chapter 5 addresses issues related to population growth and economic development. Chapter 6 addresses housing issues. Chapter 3 (Urbanization) also addresses issues related to land needed for future growth in Section 4.2 (Summary of Land Needs) and in Table 3-2 (Comparison of Land Need and Land Supply, Lebanon UGB, 2003-2025). Also see the 2004 *Lebanon Urbanization Report* for additional details.

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<sup>11</sup> Buildable lands are defined by LCDC as "Lands in urban and urbanizable areas that are suitable, available, and necessary for ... [urban] ... uses." Buildable lands include both vacant land and developed land likely to be redeveloped [ORS 197.295(1)]. The buildable lands discussed in ECONorthwest's Urbanization Study and BLI, and in this Comprehensive Plan meet two of these three LCDC criteria because they are in Lebanon's UGB and hence are "suitable" and "necessary" for development over time by virtue of being included in the City's Urban Growth Boundary and are thus classified on the Comprehensive Plan Map. Technically meeting these two criteria makes such land **potential** "buildable lands." The third LCDC criteria "availability" is a function of the marketplace. Only a fraction of all lands that are "suitable" and "necessary" are actually for sale at any given point in time.

"Available" can mean that lands are designated for urban uses such as residential, commercial and industrial development and do not have constraints. The long term assumption would thus be that any land that meets these criteria should be available for development over a 20-year planning horizon. Actual availability can be assessed by whether or not property is indeed for sale at any given point during the planning horizon.



## **5.0 Special Redevelopment and Infill Opportunity Areas**

### **5.1 Introduction**

The following types of areas are among those sections of the community that may be ripe for development, redevelopment and/or renewal: (1) areas that are either developed as residential or mixed use neighborhoods; (2) employment/commercial centers that are currently in decline or in a blighted condition; and, (3) areas of low density that have substantial opportunity for infill activity.

Such areas are usually definable by existing natural or human-caused features that may include roads, canals, rivers/streams, and railroad rights-of-way.

The goal is to identify orderly and efficient redevelopment and infill development strategies including assessment of infrastructure, vacant land, redevelopment potential, mixed use development opportunities, and natural resources management. Neighborhood Refinement Plans or Studies are one potential avenue for developing such strategies, as shown in the Russell Drive Neighborhood Refinement Plan (discussed below). Such strategies would help achieve the goals of *Community Friendly Development* as set forth in Chapter 7 of this Comprehensive Plan, and briefly touched upon in the following desired outcomes.

User friendly neighborhoods including connecting pedestrian and bike facilities and streets, parks, retail shopping and professional services would be the desired outcomes from such strategies in residential districts.

The desired outcomes from such strategies for industrial and other large vacant tracts, especially those with special amenities, would include: integrated and efficient mixed use development and adequate public facilities including transportation and access. Abandoned industrial areas provide the greatest opportunity for redevelopment including compatible industrial uses.

### **5.2 Identified Special Development, Redevelopment and Infill Opportunity Areas**

Various areas in the community have been identified as having significant redevelopment and infill opportunities. These properties include current and/or former residential neighborhoods and large abandoned industrial sites. The identification of these areas is a dynamic and ongoing process that will change and expand over time. The initial list of identified redevelopment areas include: (a) Lebanon – River Road Industrial Block (b) Santiam River Mixed Use Opportunity Area; (c) Russell Drive Neighborhood Area; (d) Ridgeway Butte Riparian Mixed Use Area; (e) Ridgeway Butte Upland Special Residential and Natural Resources Management Area; (f) Ninth and “B” Street Neighborhood; (g) Burkhart Creek Neighborhood Area; (h) Downtown Historic Railroad Area; (i) Crowfoot Road Neighborhood; (j) Academy Square Area; and, (k) Cheadle Lake Mixed Use Area. The boundaries noted below for each of these areas are approximations.

### 5.2.1 Currently Designated Industrial Areas

Changing socio-economic dynamics as well as a shift in community values indicate that the time for redesignating two areas of Lebanon is rapidly approaching. As noted in other sections of this Comprehensive Plan, the wood products industry was once the backbone of the community's economy. A number of heavy industrial sites devoted to this sector of the economy once dominated major stretches of the community along the South Santiam River – the water way was a key transportation component of the logging industry and wood processing industries. However, these uses and their supporting infrastructure along the River have long been in decline and for the most part these industries have shut their doors. Sites which once provided the mainstay of the local and area economy now lie idle and even vacant in many cases.

These same areas along the South Santiam River are gaining new importance as community and social values also change. These areas are becoming increasingly valued for their aesthetic and intrinsic natural values. They provide critical habitat for many species of flora and fauna, some of which are threatened. Trees along the riparian corridor of the River and Cheadle Lake provide critical habitat components for a variety of fish, including summer Steelhead, spring Chinook, and fall Chinook in the Santiam. Such areas also increase value as potential sites for a mix of recreational, commercial, and residential developments.

Two key areas that fit the above description are: (1) the Lebanite – River Road Industrial Block, and (2) the Santiam River Mixed Use Opportunity Area.

- (1) **Lebanite – River Road Industrial Block:** This area is the former site of two large mills, Champion and Lebanite. There is also an undeveloped residentially designated portion of the area north of the mill sites. The railroad creates a boundary west, and Russell Drive and River Road create the area's boundary to the north and the east. The northern boundary of Cheadle Lake forms the southern boundary. The southern half is in the City Limits and is zoned General Industrial, and the northern portion is partially in the City Limits (Residential Low Density), and partially in the Urban Growth Area (also Residential Low Density).
- (2) **Santiam River Mixed Use Opportunity Area:** This former Willamette Industries Plywood Mill site has access to a variety of City streets including a proposed new north-south arterial that would connect Grant Street and Mountain River Drive. This area has profound redevelopment opportunities that could include any critical riparian management zone along the South Santiam River as well as recreation and special natural resource amenities. This area is currently outside the City Limits, but inside Lebanon's Urban Growth Area.

For the above noted reasons, the community may well desire to change the Comprehensive Plan Map designation on these two areas in the relatively near future. Currently both of these areas are primarily designated Industrial on the Comprehensive Plan Map. It is likely that the best redesignation would be to Mixed Use.

As discussed in Chapter 5 (Population and Economy), the *2004 Lebanon Urbanization Study* and Buildable Lands Inventory (BLI) indicates that the City has a significant surplus of industrially designated lands that will serve the community's industrial needs for many decades to come. Furthermore, much of this surplus industrial land is located along the western and northwestern edges of the community with ready access to the I-5 transportation corridor, thus reducing traffic demands on the transportation network around the downtown core of the community.

In addition, the Mixed Use (MU) designation would still allow some industrial development. The Lebanon Zoning Ordinance [Section 4.3.10 (1)] notes that:

*The purpose of a MU zone is to recognize areas that possess potential for several types of land use (residential, commercial, industrial) or combinations of different land uses. It is further intended to achieve an environment in which different land uses can co-exist by providing building groupings for privacy, usable and attractive open spaces, safe circulation and the general well being of the inhabitants.*

## **5.2.2 Currently Designated Residential, or Commercial, or Mixed Use Areas**

The following residentially designated areas of the community have been identified as having very significant redevelopment and infill opportunities. Not only would the eventual redevelopment of these residential areas help achieve the goals of *Community Friendly Development* (Chapter 7 of this Comprehensive Plan), it would also provide opportunities to provide affordable housing across the spectrum of ranges in which the community currently has demonstrated needs (see Chapter 6: *Housing*). Each of these areas present excellent opportunities for neighborhood refinement plans or studies that provide a structure and process for a cooperative planning effort by City staff, consultants and the residents to chart the potential future course of the neighborhoods as they pursue redevelopment and infill opportunities.

**(1) Russell Drive Neighborhood Area:** 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 area is roughly 52 acres in size, and is developed with approximately 150 older single-family residences. To the west of the area is a mix of neighborhood and highway commercial development along the highway. The majority of the neighborhood is located outside the City Limits, but it is entirely located within the Lebanon Urban Growth Boundary (UGB). Its current Comprehensive Plan Map Designation is primarily Mixed Density Residential, with a few parcels having a Commercial designation. In the spring of 2003, the City of Lebanon completed its first neighborhood refinement plan, focusing on the Russell Drive Neighborhood Area. This study and its resulting plan, including suggestions for redesignating portions of the neighborhood, serve as a model or template of what can be accomplished through the advancement of neighborhood refinement plans, and the inclusion of the neighborhood's residents in the process. (See Section 2.2 in Chapter 7 of this Comprehensive Plan for further details about this neighborhood refinement plan.)

**(2) Ridgeway Butte Riparian Mixed Use Area:** This area is bordered on the west by the South Santiam River, and by Berlin Road on the east, and is located at the western foot of Ridgeway Butte. This former aggregate extraction site has development potentials for residential, recreational, neighborhood commercial, mixed used, and natural resource management (e.g., fish habitat). Floodplain considerations would be a fundamental element of any refinement plan for this area. This unique area has the potential for compatible recreation, residential, and mixed use development. The area is within the City Limits and is currently designated Residential Mixed Density.

- (3) Ridgeway Butte Upland Special Residential and Natural Resources Management Area:** The Ridgeway Upland area has State identified geological mass movement zones that could be subject to landslides. Ridgeway Butte is steeply sloped with wooded hillsides. The Butte has many unique views and a number of potential special home sites. The steep topography and shallow soils create constrained conditions for development that likely dictate very low density development that take into account wildland/urban interface issues and management for wildland fires. Ridgeway Upland area is within the City Limits and is currently designated Residential Mixed Density.
- (4) Ninth and “B” Street Neighborhood:** Southwest of the downtown core of the community is the Ninth and “B” Street Neighborhood which centers on these two streets. This unannexed neighborhood is developed with a variety of lot sizes, and exclusively with on-site services (water and septic). There are no public improvements, such as paved roads or storm draining facilities. This neighborhood is an unannexed island surrounded by the City Limits. It is currently designated Residential Mixed Density.
- (5) Burkhart Creek Neighborhood Area:** The Burkhart Creek Neighborhood is an older, low density development area east of the Lebanon State Airport. It is bordered on north by properties inside the City Limits along Ninth Street, and Airport Road to the south. A large area abutting Burkhart Creek is designated for storm water detention and use as a City park. Many vacant and redevelopable parcels are located in this area. This neighborhood is almost entirely an unannexed peninsula surrounded to the east, north and west by the territory inside the City Limits. It is currently designated Residential Mixed Density.
- (6) Downtown Historic Railroad Area:** This older downtown area presents numerous redevelopment opportunities since it contains various historic buildings and sites that are underutilized or vacant. A rail road transfer yard operating in this area will likely relocate to a better suited locale in the future. This area also represents additional future parking opportunities should they be needed to serve downtown businesses and activities. The historic City Library is located in this area and the current building will likely be available for re-use after the Library relocates to a new facility at Academy Square (as is planned).
- (7) Academy Square Area:** This is the site of the former Lebanon Middle and Santiam Schools on both sides of Highway 34 (2<sup>nd</sup> Street). This site is already planned as a community center and park. The Lebanon Senior Center has relocated to the former middle school cafeteria/library and a new library/community room is proposed. Two older gymnasiums still stand on the site and are proposed for either renovation or subsequent demolition. This emerging community center may seek Special Transportation Area (STA) status from ODOT at some time in the future to facilitate pedestrian and bicycle access to this site and safety as well.
- (8) Crowfoot Road Neighborhood:** This neighborhood center area is south of Seven Oak Middle School on both sides of Crowfoot Road from South Main Road to U.S. Highway 20. A future arterial roadway carrying through traffic to and from the highway is planned for this neighborhood area with a final alignment yet to be determined. This area has substantial development and redevelopment potential that should be directed so as not to conflict with future roadway improvements. Additionally, those roadway improvements should be designed so as to minimize their disruptive impact on this neighborhood center.

**(9) Cheadle Lake Mixed Use Area:** This area encompasses both Cheadle Lake and the territory to the south and east of the Lake. Cheadle Lake is approximately a 150 acre water body that is a modified oxbow lake formed by meanderings of the South Santiam River; the Lake once functioned as the largest log pond in the State. This former industrial area contains a designated riparian corridor and protection zone, as well as identified wetlands. This entire area has many possibilities for future redevelopment, including potentials for large scale recreation sites, RV parks, events centers and complexes that would support each other, including a variety of specialty Tourism Facilities, and other commercial developments. This type of development would also compliment the Strawberry Festival grounds that are part of this area.

## Special Redevelopment and Infill Opportunity Map

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## **6.0 Open Space and Scenic Resources**

### **6.1 State Wide Planning Goal 5**

The objective of Statewide Planning Goal 5 is "[t]o protect natural resources and conserve scenic and historic areas<sup>12</sup> and open spaces.." In 2004, according to OAR 660-023-0220, Open Space "includes parks, forests, wildlife preserves, nature reservations or sanctuaries, and public or private golf courses." According to DLCD's explanation of Goal 5 prior to 1996, open space consists of any land that if preserved and continued in its present use would promote functions that include the following:

- A.** Conserving and enhancing natural or scenic resources;
- B.** Protecting air, streams or water supply;
- C.** Providing conservation of soils, wetlands, beaches, or tidal marshes;
- D.** Conserving landscaped areas, such as public or private golf courses, that reduce air pollution and enhance the value of abutting or neighboring property;
- E.** Enhancing the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations, or sanctuaries or other open space areas
- F.** Enhancing recreation opportunities;
- G.** Preserving historic resources; and
- H.** Promoting orderly urban development.

The policies and recommendations related to this section and those contained in the Natural Environment Chapter (2) are directed toward achieving this goal and thereby ensuring the preservation of functional open space and open areas within the community, the protection of scenic and natural resources, and the promotion of a healthy and visually attractive environment in harmony with nature.

### **6.2 Open Space/Open Areas**

Open Space or Open Areas may vary from active uses such as recreational areas to more passive areas preserved for conservation or scenic preservation (e.g., riparian corridors, steep slopes, or greenways), including unique natural features such as riverfronts, wooded areas, bike and walking paths, or other places of scenic or special interest. In addition to economic and conservation values, in recent years there has been a growing awareness of the value of open lands as an aesthetic resource that is also important to the general quality of life and livability of an area. Open Space or Open Areas can occur in any of the City's Comprehensive Plan Map categories or Zoning Map designations.

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<sup>12</sup> Historical resources are discussed in Chapter 7 of this Comprehensive Plan.

Parks and natural open areas, for example, are important in meeting the recreational needs of the community and in providing an attractive living environment. Such areas not only enhance adjacent property values but also have a significant effect on a community's economic potential by helping attract new businesses and industries.

Open Space areas can range from broad expanses of agricultural and woodland areas to mini-parks and landscaped areas. Within the urban area, it is often desirable to provide parks and landscaping in conjunction with public buildings and historic sites. The historic sites identified in the Lebanon Historic Resources Inventory can be enhanced by the preservation of surrounding open space.

Various landscaping measures can also be undertaken in new developments that can enhance their appearance while increasing open areas for the community as a whole. These measures range from preserving existing trees and other natural or native vegetation to provisions for "cluster developments."



## **Part Two: Goals, Policies and Recommendations**

### **7.0 Land Use Goals**

#### **The City's Land Use Goals include:**

- G-1:** Maintaining a land use planning process and policy framework for all decisions and actions related to land use that (1) assure an adequate factual base for such decisions and actions, and (2) are open to citizen participation as set forth by the Statewide Planning Goals.
- G-2:** Promoting the orderly development and conservation of lands for urban uses, such as homes, businesses, industries, and streets, as well as parks, open space, and wetlands.
- G-3:** Encouraging land developments that utilize innovative design and technology, energy conservation, and the protection and conservation of cultural and natural resources. Examples of innovative residential developments include: common wall or "zero lot line" dwellings (e.g., row houses and townhouses), dwellings designed and sited to utilize solar energy, and planned developments that provide for variety in housing types and uses.
- G-4:** Promoting and encouraging planned development methods for special lands that display the following characteristics: property of large sizes or those that are well situated in relation to the street and traffic circulation network; properties that have natural features that limit development potential; and properties that involve significant natural or cultural resources, particularly active or passive recreational opportunities.

### **8.0 General Policies for Land Use**

#### **The City shall:**

- P-1:** Recognize that the Comprehensive Plan land use designations or categories shall determine zoning.
- P-2:** Recognize that technical studies (e.g., for parks, roadways, transportation system plans, neighborhood refinement plans, schools,) that periodically supplement or compliment the Comprehensive Plan are intended to provide conceptual guidance. Site specific details are determined during the development review process.
- P-3:** Periodically, and as needed, project economic and population growth for a 20-year planning period and update public facilities and service plans to accommodate existing and anticipated public needs resulting from economic and population growth.
- P-4:** Implement the Comprehensive Plan through zoning and development ordinances, capital improvement programming, and other appropriate measures and/or programs.
- P-5:** To the extent possible, require that the boundaries of land use classifications, as shown on the Zoning Map, generally follow street and alley lines, lot lines, railroad right-of-way, or significant natural features (rivers, creeks, ridge lines, foot of slopes, benches, etc.). In the event that a public street or alley is officially vacated, the regulations applicable to the adjoining property to which it reverts shall apply.
- P-6:** Require that changes to the Comprehensive Plan Map be consistent with the policies of the Comprehensive Plan, State law, and any adopted intergovernmental agreements.

- P-7:** Require that land development proposals be consistent with the City's Comprehensive Plan, Development Code, Municipal Code, Facility Plans, and all adopted standards and enforcement codes of the City. The burden of proof regarding demonstration of compliance with the applicable standards, plans and codes lies with the applicant.
- P-8:** Reserve the right to impose off-site public improvement requirements necessitated by serving a proposed development. Each development shall provide for all on-site needs. In areas with identified deficient conditions that represent a constraint in a public facility and thereby limiting the provision or delivery of those public services, the City may require the rectification of this facility constraint. Such mitigation measures may include the construction, reconstruction, and/or over-sizing of public improvements.
- P-9:** Require that land partitioning and subdivision be planned to facilitate the efficient extension of public facilities and services and accommodate land development at planned urban densities.
- P-10:** Maintain development standards that recognize and respect the character of established areas.
- P-11:** Continue to cooperate with federal, state, regional, and county agencies, special districts, utility companies, and adjoining cities in planning delivery of services, including transportation, solid waste, air quality control, sewer, water, stormwater, education, energy, and emergency services.
- P-12:** Ensure that the Zoning Map reflects and implements the Comprehensive Plan Map.
- P-13:** Implement Planned Development land use review procedures for projects involving large development areas and representing potentially conflicting impacts with existing uses.
- P-14:** Require the underground location of electric power, telephone, and cable distribution and service lines in new residential developments.
- P-15:** Require when possible the underground location of electric power, telephone, and cable distribution and service lines commercial developments.
- P-16:** Require that the creation of new flag lots demonstrate that: (a) all provisions of the Fire Code have been met; and, (b) any additional requirements deemed necessary by the Fire Marshal have been met for signage, the safe access of emergency personnel, vehicles and associated equipment, and provisions for readily accessible and appropriate fire flows.
- P-17:** Acknowledge that projections of future land needs are estimates and periodically require adjustment to reflect actual land development activity.

## **9.0 Policies for Residential Uses**

### **The City shall:**

- P-18:** Require that all new subdivisions be provided with street lighting, water, City sewer and storm drains, paved streets, curbs, sidewalks and gutters, in advance of or in conjunction with new housing. Installation of all the above facilities shall be a condition of subdivision approval and at the expense of the developer. Street light fixtures shall be shielded to direct light downwards or in such a manner that it does not shine on surrounding properties.
- P-19:** Permit very low-density residential uses where there are significant site development constraints (such as slopes or areas prone to frequent flooding) that preclude achieving conventional targeted densities.
- P-20:** Permit and encourage compact residential development to provide more efficient land utilization and to reduce the cost of housing, public facilities and services. The City encourages this type of development by offering incentives such as density or open space bonuses.
- P-21:** Require that new residential districts be designed in ways that discourage impacts from heavy through traffic, conflicting land uses, or other encroachments that would impair a safe, quiet living environment.
- P-22:** Allow single-family residential development throughout all residential zones.
- P-23:** Allow Neighborhood Commercial areas in all residential zones along designated arterials and collectors.
- P-24:** Allow home occupations, with appropriate restrictions, in all residential zones.
- P-25:** Periodically review residential zoning regulations to ensure that they are flexible in allowing a mix of uses that support the business, employment and service needs of local residents.

## **10.0 Policies For Commercial Uses**

### **The City shall:**

- P-26:** NOT allow Highway Commercial development with direct access to U.S. Highway 20 (Santiam Highway) south of the intersection of Cascade Drive/Weldwood Drive and U.S. Highway 20 (Santiam Highway).
- P-27:** Allow future commercial and mixed use centers within the Mixed Density Residential Zone based upon an approved development plan in conformance with the Planned Development standards and procedures of the Zoning Ordinance, provided access is from a designated highway or arterial and urban services are available.
- P-28:** Allow Neighborhood Convenience Centers that serve the shopping needs of a neighborhood within the Mixed Density Residential Zone in accordance with the standards and procedures of the Zoning Ordinance provided urban services are available. Preferred locations shall be corner sites adjacent to an arterial or collector street. The development of such sites will be evaluated as a conditionally permitted use following the development procedures of the Mixed Density Residential Zone.
- P-29:** Allow limited industrial uses in commercial zones, including wholesaling, warehousing, material supply, limited fabrication and assembly, provided such activities are conducted primarily within an enclosed building.
- P-30:** Support retail, commercial, and residential development as well as restoration activities within the existing Central Business Commercial district (downtown) in order to create a more vital neighborhood atmosphere and to enhance the significant historic and economic value of the downtown area.
- P-31:** Encourage residential uses in upper floors (not ground level) in downtown buildings.
- P-32:** Require that upon development of property in a commercial or industrial zone that abuts a residential zone, the developer must provide an effective buffer to be used to minimize or mitigate the negative impacts to the abutting residential property.
- P-33:** Allow multi-family housing in commercial zones as a subordinate use to ground level commercial uses in order to bring life to business districts, to provide housing near job centers, to provide activity in areas that would otherwise be vacant during off-hours, and to provide ease of access to services for the elderly and other residents who are unable to drive.

## **11.0 Policies for Industrial Uses**

### **The City shall:**

- P-34:** Designate industrial areas with adequate infrastructure improvements to serve new industrial development and actively encourage industry to locate in these designated areas.
- P-35:** Encourage industries that are compatible with City's livability and that minimally disrupt residential adjacent areas due to excessive traffic, noise, pollution, or other impacts that would impair the livability of the community.

- P-36:** Require that all industrial development strictly comply with the environmental quality standards of the State of Oregon, including all applicable standards and regulations of the Oregon State Board of Health, the Oregon Department of Environmental Quality and any other public agency having regulatory jurisdiction.
- P-37:** Maintain a supply of diverse, serviceable industrial lands that provide choices in the marketplace to attract desirable industries, particularly light manufacturing and nonpolluting industries, in support of the City's economic development program.
- P-38:** Preserve, in cooperation with the County, vacant and undeveloped designated industrial lands in the Urban Growth Area (UGA) for future industrial and accessory support uses.
- P-39:** Require that review criteria for industrial development proposals include adequacy of site size for the proposed use, the practical utilization of the natural features of the site, relationship to the City's transportation and utility systems, relationship to other land uses and adequacy of landscaping proposals for the proposed use.

## ***12.0 Policies for Mixed Use***

### **The City shall:**

- P-40:** Encourage a mix of commercial and residential uses within individual buildings, lots, and neighborhoods, in order to promote a compact, pedestrian friendly environment. Industrial uses should be allowed to mix with residential and commercial uses where there are limited potentials for nuisance or jeopardy to the public health, safety, and welfare.
- P-41:** Allow appropriate areas to be designated for Neighborhood Mixed Use. Such a classification is intended as primarily residential, with flexibility to allow neighborhood commercial services. Such areas are intended to be a transition between commercial and residential areas where mixing of single and multiple family dwellings and neighborhood-scale commercial activities can occur.

### **13.0 Policies for Public Use and Open Areas**

#### **The City shall:**

- P-42:** Require through the zoning and subdivision review and approval procedures that recreational lands and open space areas be integrated into development proposals, especially multi-family developments, to enhance the urban environment.
- P-43:** Encourage preservation of natural features and vegetation as open space through the zoning and subdivision review and approval procedures.
- P-44:** Acknowledge during the site review and approval process that portions of some sites may be constrained (e.g., flood-prone areas, drainage courses and steep slopes greater than 30 percent) and thus unable to support the development of structures. These constrained areas may be maintained in their current status as open areas and thereby enhance the urban environment.
- P-45:** Support and encourage the management of the City's waterways and drainage courses as community greenways preserving and enhancing (policy decision) their vegetation and drainage function while creating a system of natural corridors throughout the community.
- P-46:** Ensure that landscaping is included as an integral part of site and street developments (on both public and private streets) through zoning standards, review criteria and approval procedures.

#### **Protocol for Referring to a Goal or Policy from this Chapter**

- Chapter 4 (Land Use) General Goal G-x [x = Number of Goal Statement]
- Chapter 4 (Land Use) General Policy P-x [x = Number of Policy Statement]
- Chapter 4 (Land Use) Residential Policy P-x [x = Number of Policy Statement]
- And so on for the other Policy Subsections [x = Number of Policy Statement]

*City of Lebanon*  
*Comprehensive Plan*

**Chapter 5:  
POPULATION  
AND  
ECONOMY**

**Adopted by City Council**

**December 8, 2004**

# CHAPTER 5

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- Chapter 5 (Population & Economy) Goal G-x [x = Number of Goal Statement]
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# CHAPTER 5: POPULATION AND ECONOMY

## PART ONE: NARRATIVE

### 1.0 Introduction – The Importance of Trends and Projections

Population, economic and employment trends and projections provide a basis for determining land use, housing, transportation and public facility needs. These trends can also act as strong indicators of potential impacts on the environment resulting from increased population and economic growth. The projections included in this section are based on analysis of past growth trends, current trends, and county, regional, and statewide demographic characteristics, and U.S. Census data.

The City maintains a *Lebanon Demographic, Housing and Employment Trends* document that is updated as new information becomes available, particularly after each U.S. Census. Local and regional sources of information used in developing this document include Lebanon, Linn County, Oregon Cascades West Council of Governments (OCWCOG), Portland State University Center for Population and Research of Census, the State of Oregon Employment Department, and the *2004 Lebanon Urbanization Study* (ECONorthwest). Data in this Chapter relies heavily on all of these sources, and in particular on the *ECONorthwest 2004 Lebanon Urbanization Study*.

The City will utilize the most up-to-date data and information possible in making decisions that are impacted by demographics. Population, economic development, and employment projections are essential in creating and updating the City's facility master plans and land use policies and to ensure the necessary facilities are provided to service expected growth. Improvements to street, sewer and water facilities require large public capital investments and it is imperative that population projections be maintained and updated to reflect the most recent State, regional and local trends. However, each update of the City's Comprehensive Plan can only reflect the data available at the time of writing.

### 2.0 A 2004 “Snapshot” of Population and Employment Projections

#### 2.1 Populations Projections

Based on 1997 data from the Oregon Office of Economic Analysis (OEA), the Governor's Executive Order 97-22, and in accordance with HB 2709 (1995) that amended ORS 195 (e.g., 195.036, 195.025), all jurisdictions in Oregon have adopted population forecasts that involved coordination between counties and their cities. The legislation indicated that such population forecasts should be reviewed and discussed by the cities and the counties at least every five years. In 1999 the Linn County population forecast became official for the County and all jurisdictions within Linn County. This official population forecast projected a Linn County population total of 133,508 for the year 2020 with an average annual growth rate (AAGR) of 1.23 percent based on an estimated 1997 population of 100,700 persons. For the City of Lebanon, the official forecast was for a total population of 18,019 by 2020 with an AAGR of 1.71 percent based on an estimated 1997 population of 12,190.

**Table 5-1** shows historical data from 1950 to 2000, and population projections to the year 2020 for both Lebanon and Linn County (also see **Figure 5-1**). The data show that population trends in Lebanon generally reflect broader County trends. The 1940s and 1970s were periods of particularly rapid growth in Lebanon (115 percent and 57 percent, respectively). During the 1990s, Lebanon's population increased by 2,000 persons or by about 18 percent.

**Table 5-1: City of Lebanon and Linn County Population Growth, 1950 to 2000**

Year	Lebanon				Linn County		
	Population	% Change Previous Ten Years	Annual Average Growth Rate (%)	% of County	Population	% Change	Annual Average Growth Rate (%)
1950	5,873	115.2	11.52	10.81	54,317	78.2	7.82
1960	5,858	(.03)	(.003)	9.95	58,867	8.4	.84
1970	6,636	13.3	1.33	9.23	71,914	22.2	2.22
1980	10,440	57.32	5.73	11.67	89,495	24.45	2.45
1990	10,950	4.89	.49	12.00	91,227	9.09	.91
2000	12,950	18.26	1.83	12.56	103,069	12.98	1.30

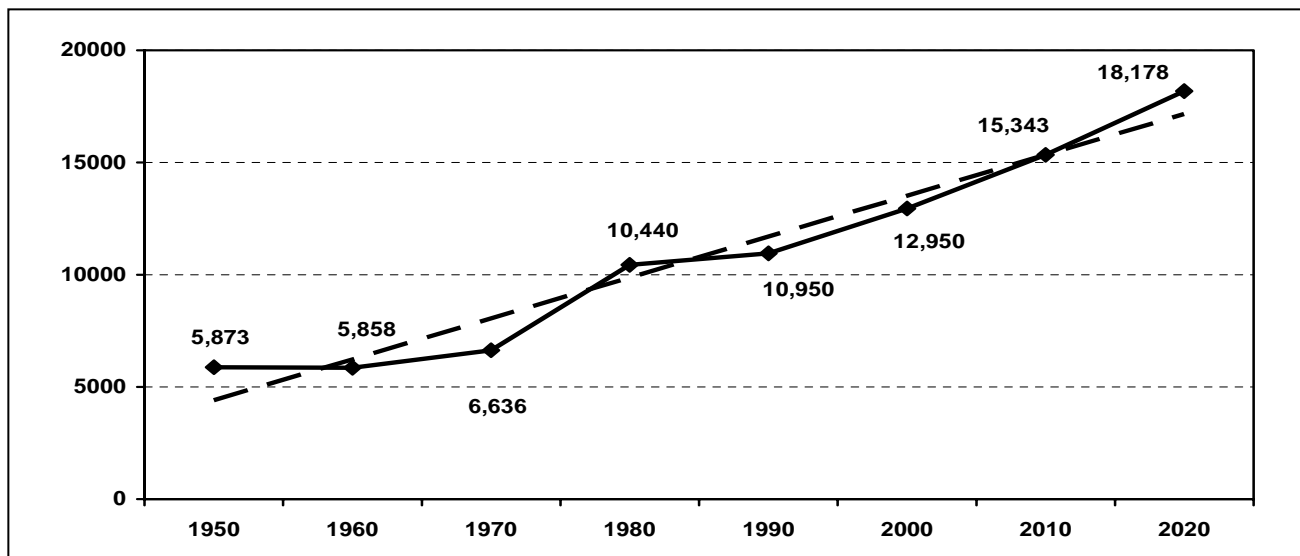
**Sources:** The above historical information is based on U.S. Census Data

As shown in **Figure 5-1**, the 2020 population forecast for the Lebanon City Limits is 18,178 persons when extrapolated from the 2000 Census data using the official 1.71 average annual growth rate. This is a difference of only 159 persons when compared with the officially adopted estimate noted above; 159 additional persons is a statistically insignificant difference of less than 1 percent.

**Figure 5-1: City of Lebanon Population Growth, 1950 to 2020**  
(Population in Thousands)

*Diamond & Solid Line: Historical & Projected Data*

*Dashed Line: Linear Trend Line*



All City of Lebanon Facility Plans completed prior to 1997 used a 2.0 percent AAGR. However, all new studies should utilize the 1.71 percent AAGR, or the most recent official population projection available. City population projections should be re-evaluated at regular intervals of roughly every five years, beginning as soon as the 2010 Census information becomes available, and/or when Linn County begins the process of adopting a new coordinated population forecast.

The Lebanon Comprehensive Plan has a horizon year of 2025. This requires extrapolation of the 2020 coordinated population forecast. **Table 5-2** shows the historical and coordinated population<sup>1</sup> forecast for Lebanon between 2000 and 2025. The 2000 Census identified a population of 12,950 in the City of Lebanon, while the coordinated population forecast anticipated 12,826 persons for that same year. According to the Population Research Center at Portland State University, Lebanon had a 2003 estimated population of 13,140,<sup>2</sup> Lebanon's coordinated 2020 population forecast is 18,019 persons and is based on a coordinated average annual growth rate of 1.71 percent.

The City's coordinated population forecast was developed based on 1997 State Office of Economic Analysis county forecasts. Lebanon has grown during the years between 1997 and 2003. The figures presented in **Table 5-2** reflect that growth and project a 2025 population of 19,597 persons. This 2025 population projection assumes the coordinated population growth rate of 1.71 percent and the coordinated starting point—the 1997 estimated population for Lebanon (inside the City limits). The figures in **Table 5-2** use the 2000 U.S. Census data, Portland State University (PSU) estimates, the Linn County/City of Lebanon Coordinated Population Forecast to 2020, and the City's extension of that forecast to 2025. The 2003 population estimate from the Population Research Center at Portland State University is used as the base for calculating the anticipated population increase from 2003 to 2025. The Population Research Center at Portland State University is used by state agencies and jurisdictions throughout the State.

Based on the PSU 2003 estimate of 13,140 persons in the City and the County Coordinated Forecast and growth rate for Lebanon projected to the year 2025 (19,597 persons), the City (inside the City limits) will increase by 6,457 persons between 2003 and 2025. This accounts for growth that has occurred since the figures were coordinated and represents a reasonable approach for the City to address current conditions.

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<sup>1</sup> In 1999 the Linn County population forecast became official for the County and all jurisdictions within Linn County. It is based on an estimated 1997 population for the City of 12,190 and an average annual growth rate of 1.71%. The County's coordinated population forecast for the City only extends to the year 2020, and assumes a population of 18,019 for that year. This document utilizes a planning horizon to 2025 and continues to use the adopted population growth rate.

<sup>2</sup> Linn County's 2003 coordinated population forecast for the City of Lebanon (inside city limits) is 13,626. The Population Research Center at PSU estimated Lebanon had 13,140 persons in 2003—or 486 fewer persons than the forecast. The 2000 Census identified a population of 12,950 in the City of Lebanon, while the coordinated population forecast anticipated only 12,826 persons, 124 fewer persons.

**Table 5-2: Historical and Forecast Population,  
Lebanon City Limits, 2000-2025**

Year	Change		
	Population	Number	Percent
2000	12,950	-	-
2002	13,110	160	1.2%
2003	13,140	30	0.2%
2005	13,961	821	3.1%
2010	15,196	1,235	1.8%
2015	16,540	1,344	1.8%
2020	18,019	1,479	1.8%
2025	19,597	1,578	1.8%
<b>Change 2003 - 2025</b>			
Number	6,457		
Percent	49.1%		
AAGR	1.8%		
2000 – U.S. Census Data 2002 – PSU Estimate 2003 – PSU Estimate 2005 – County/City Forecast		2010 – County/City Forecast 2015 -- County/City Forecast 2020 -- County/City Forecast (18,019) 2025 -- City Forecast	
Source: U.S. Census, Portland State University, Linn-County/City of Lebanon Coordinated Population Forecast.			

The population forecasts in **Table 5-2** are for the city limits only. The coordinated forecasts for Lebanon implicitly assume that the City Limits will be expanded as necessary to accommodate and provide the opportunity and land for new industrial, commercial, and housing development (that will in turn accommodate population growth).

## **2.2 Employment Projections**

Employment growth in Lebanon will be a primary determinant of the demand for non-residential land in the City’s urban growth boundary over the next twenty years. Employment growth was allocated to four land use categories.

There are reasons to expect total employment will grow faster in the Lebanon area than in Benton, Lincoln, and Linn Counties. Lebanon has attracted a lot of housing development in recent years and has lower overall housing costs than Corvallis and other cities in the mid-Willamette Valley. Lebanon has a large inventory of serviceable industrial land.

As a result, the City expects that total employment in the Lebanon area will grow slightly faster than total employment in Linn County, resulting in the Lebanon area gaining share of the County’s employment. The employment projections assume an average annual growth rate of 1.8 percent for total employment in the Lebanon UGB over the twenty-three year 2002–2025 forecast period. This rate is consistent with the City’s coordinated population forecast and the City’s economic development vision.

**Table 5-3** shows the results of applying this method and assumptions to the level of 2002 covered employment in the Lebanon area. **Table 5-3** shows that ECONorthwest expects total employment in the Lebanon area to grow by 3,731 jobs over the 23-year 2002–2025 period, an increase of 51 percent or about 162 jobs per year.

**Table 5-3: Employment Growth in the Lebanon Area by Land Use Type, 2002–2025**

Land Use Type	2002 Employment			2002 -2025	2025 Employment		2002 -2025
	Covered	Total	Distribution	AAGR	Distribution	Total	Growth
Commercial	1,305	1,535	21%	1.5%	20%	2,172	637
Office	1,779	2,093	28%	1.8%	28%	3,119	1,026
Industrial	2,291	2,695	37%	2.3%	41%	4,496	1,801
Public	883	1,039	14%	1.0%	12%	1,306	267
<b>Total</b>	<b>6,258</b>	<b>7,362</b>	<b>100%</b>	<b>1.80%</b>	<b>100%</b>	<b>11,093</b>	<b>3,731</b>
Source: ECONorthwest, <i>2004 Lebanon Urbanization Study</i> . (Due to "rounding," the % columns may not total exactly 100%) Notes: (1) Shaded areas indicate assumptions by ECONorthwest. (2) Covered Employment is all employees that are "covered" by unemployment insurance. [Typically covered employment accounts for 85% to 90% of all employment in an area. "Uncovered" employment would include farm-workers and people that are self-employed.]							

However, there are significant reasons to expect that Lebanon’s job growth may, in fact, actually exceed these predictions. Lebanon has generally suffered from significant levels of unemployment in recent years averaging nearly 10 percent. Many of the unemployed or underemployed are industrially trained workers, former employees of the wood products industry. In light of Lebanon’s historically abundant industrial land inventory, and the high unemployment rate (especially in the manufacturing sector), Lebanon has been actively participating with State agencies on industrial recruitment.

Lebanon’s efforts have included active participation in the Governor’s Industrial Site Selection Program. This Program, with its focus on attracting new, larger industries to the state may have significant long-term impacts on the City. A key strategy of the Governor’s Industrial Site Selection Program is the preparation of industrial sites for a rapid and favorable response to prospective industries. The Program mandates preparing wetland and other environmental studies, zoning, annexation, infrastructure planning, and development standards so that an interested industry can start construction in not more than 180 days after that industry makes a favorable decision to locate in an Oregon community. Such short and predictable response and planning process by local jurisdictions, once applications have been received, are consistent with the public need for attracting new employment to the community and expanding the City’s tax base.

## **3.0 Economy**

### **3.1 Statewide Planning Goal 9: Economic Development**

**3.1.1** Statewide Planning Goal 9, Economic Development, requires cities to provide lands that are suitable for economic growth. Accordingly, a major goal of the Lebanon Comprehensive Plan is to promote the economic health of the community by making adequate provisions for future diversified industrial development, encouraging suitable industries and businesses to locate in Lebanon, and by promoting healthy employment growth.

**3.1.2** Goal 9 requires Comprehensive Plans to consider certain economic issues and incorporate policies designed to address those issues. Goal 9 further mandates that Comprehensive Plans must include:

- An analysis of economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends,
- An inventory of buildable lands for economic growth (usually commercial and industrial), and
- Policies concerning the economic development opportunities in the community.

### **3.2 National Economic Forecasts**

Economic growth in Linn County over the next twenty years is anticipated to be similar to national trends. The most influential national trends include:

- Continued westward migration of the U.S. population.
- Increasing importance of “quality of life” issues when deciding where to live.
- Increasing importance and growth in Pacific Rim Trade
- The growing importance of education as a factor that determines wages and household income.
- The decline of employment in resource-based industries.
- The increase in employment in service-oriented and high tech manufacturing sectors of the economy.
- The increasing integration of non-metropolitan and metropolitan areas.

### **3.3 A 2004 “Snapshot” of Lebanon’s Changing Economy**

**3.3.1** Historically, heavy manufacturing and resource extraction have been the industries that provided the "primary jobs" in communities across Oregon. These industries have been considered the foundation for a strong local economy because they produce goods that are sold outside the area. Examples of such local industries include sawmills and secondary wood product manufacturing. These firms are important because they bring money into the community and are relatively immune to fluctuations in the local economy. But over the years, national, State, and local economies have become less dependent on resource extraction and production to provide jobs. The concept of primary jobs has broadened to include such diverse businesses as high technology products, tourism and business services (firms providing services to other businesses).



**3.3.2** At the beginning of the Twenty-First Century, the major sources of employment in Lebanon were no longer timber related. A more diverse mix of employers has emerged in the community over the past two decades. The City encourages increased diversification of the industrial and commercial base. It is anticipated that an ample supply of vacant industrial land and commercial land will attract and facilitate new job-creating businesses and industries to Lebanon. The advent of local high technology and manufacturing, growing more prominent in the State and County at large, is reflected in the success of such diverse local ventures as the production of microporous plastic membrane, taxidermy supplies, and specialty gears and sprockets. The fastest growing sectors of Lebanon's economy have been the trade and service sectors, and increasing number of workers are employed in business, trade, and professional and government employment. Leading community employers in August 2004 are shown in **Table 5-4**.

**Table 5-4: Major Employers in Lebanon in August 2004**

<b>Employer</b>	<b>Number of Employees</b>	<b>Services/Products</b>
<b>COMMERCIAL, RETAIL, and SERVICE EMPLOYERS</b>		
Lebanon Community Hospital	675 Total: 425 Hospital 250 Physicians Organization	Health Care Services
Lebanon Community School District	430	Certified Staff
Wal-Mart	250	Retail
Safeway	120	Grocery, Retail, Food & Drug
City of Lebanon	115	Government
Century Tel	42	Voice and Data Communications
Servco	32	Contractor
<b>INDUSTRIAL EMPLOYERS</b>		
ENTEK	275	Battery Separators
Linn Gear	125	Sprockets And Gears
Research Mannequins	95	Mannequins Used For Taxidermy
Weyerhaeuser	77	Secondary Wood Products & Studmill
Willamette Valley Rehab Center	72	Custom Boards for Pallets, Boxes, Bench Work Assembly
West Coast Industrial Systems	60	Mill Redesign, Fabrication, Complete Wood Products & Services, Recycling
<b>Source:</b> City of Lebanon Community Development Staff Telephone Survey, August 2004		

### **3.4 Lebanon's Competitive Advantages**

Each community, as a current or potential location for employment, has access to different combinations of productive factors: land (and natural resources), labor (including technological expertise), and capital (investments in infrastructure, technology, and public services). While all places have these factors to some degree, the mix and condition of these factors vary by location. The mix and condition of productive factors may allow firms in one area to produce goods and services more cheaply than firms in other areas. Location also affects transportation costs to markets for goods and services, which may allow firms in one area to generate more revenue or profits per unit than firms in other locations.

The mix of factors of production and access to markets in a location relative to other locations is referred to as a location's *comparative advantage*. By affecting the cost of production and potential revenue, comparative advantages affect the pattern of economic development in an area relative to other areas. The Oregon Administrative Rules (OAR) for Goal 9 recognizes this by requiring jurisdictions to include an analysis of economic advantages and disadvantages in an economic opportunities analysis.<sup>3</sup> This section focuses on the comparative advantages of Lebanon relative to Linn County and Oregon, as summarized from the ECONorthwest's 2004 *Lebanon Urbanization Report*.

#### **3.4.1 Location**

Lebanon is located approximately 13 miles southeast of Albany and eight miles east of Interstate 5 (I-5), the main transportation corridor in Oregon. Highway 34, directly linking Lebanon and Interstate 5 (I-5), is a four-travel lane (plus a center turn lane) recently improved state transportation facility. Lebanon is located within a ten-minute drive of the I-5 corridor, which is a major advantage. However, those communities with direct access to I-5, such as Albany, have a comparative advantage. Nevertheless, Lebanon's proximity provides relatively easy access via Highways 34 and 20 to potential customers and suppliers in the Willamette Valley, west coast, and national markets. This advantage is particularly important for transportation dependent industries, such as warehousing and distribution, metals, and recreational vehicle manufacturing, or wood processing. The rail carriers that access and operate in and through the City also provide access to potential customers and suppliers in the Willamette Valley, west coast, and national markets.

Lebanon is within commuting distance of Albany (8 miles), Corvallis (19 miles), and Sweet Home (14 miles), which allows residents to work in communities other than Lebanon. According to the US Census, the average commute time for Lebanon workers is 22 minutes, implying that many employees work in cities other than Lebanon.

#### **3.4.2 Quality of Life**

Lebanon's small-town atmosphere is an important comparative advantage. Lebanon is an attractive location for families that want to raise their children in a close-knit community. A desirable living environment will allow Lebanon to attract skilled workers, some of whom will bring their jobs with them. The relative low cost of living compared to Corvallis also makes Lebanon more attractive to both low- and high-income wage earners. Population growth in general will increase the labor force immediately available in Lebanon, making it more attractive to firms that may locate there.

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<sup>3</sup> OAR 660-009-0015(4).

The small-town atmosphere in Lebanon is created by more than just its small size. Aspects of this character include its traditional downtown with quaint structures, low-density residential neighborhoods, and proximity to farmland and open space. Lebanon can maintain many of the qualities of a small town even while growing, but the City will need to adopt policies and take actions to protect and enhance these qualities.

Lebanon offers a variety of service, retail, and cultural opportunities locally. The City of Lebanon website lists, “34 churches, 31 restaurants, 13 real estate offices, 4 grocery stores, and a city library with a circulation of 80,000 books, periodicals and videos. Activities can vary from attending Cascades Performing Arts recitals, to visiting the indoor shooting range downtown. Community services include a Senior Center with many associated programs, the Boys and Girls Club, and a number of community organizations.”<sup>4</sup> Lebanon is also known for its annual Strawberry Festival, which attracts thousands of participants every year.

In addition to cultural amenities, Lebanon’s location provides easy access to scenic and recreational opportunities. Located at the edge of the western foothills of the Cascade Range, Lebanon is a short drive from fishing, hunting, boating, camping, backpacking, hiking, and skiing opportunities. A variety of parks and trailheads are located to the east along Highway 20.

Livability is also impacted by the quality of parks and schools. The total number of school-aged children (ages 5 to 18 years old) in Lebanon increased approximately 27 percent between 1990 and 2000. The Lebanon School District recently built two new schools; [Pioneer (K-8) and Riverview (K-5)] and renovated several schools to accommodate current and future students. The School District does not anticipate exceeding capacity in the near future. The City maintains 11 parks and other landscaped areas (such as Pioneer Cemetery and Gill’s Landing boat launch).

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<sup>4</sup> City of Lebanon website, <http://www.ci.lebanon.or.us/>.

### 3.4.3 Potential Buildable<sup>5</sup> Land

**Table 5-5** summarizes the amount potential buildable land in Lebanon to accommodate employment growth. Potential buildable land in Table 5-5 includes vacant and partially vacant land. (See ECONorthwest’s *2004 Lebanon Urbanization Study* for additional details.)

**Table 5-5: Supply of Potential Buildable Commercial and Industrial Land, Lebanon UGB, April 2004**

Location/Plan Designation	Total Number of Tax Lots	Net Vacant Acres	Percent of Net Vacant Acres
Commercial	43	17.2	1.3%
General Industrial	33	71.6	5.5%
Light Industrial	78	869.1	66.3%
Mixed Use	78	352.4	26.9%
<b>Total</b>	<b>232</b>	<b>1,310.3</b>	<b>100.0%</b>

Source: City of Lebanon GIS data; analysis by ECONorthwest (*2004 Lebanon Urbanization Study*)  
 Note: Net vacant acres is acreage minus Rights of Ways, water bodies, and other non-buildable areas.

<sup>5</sup> Buildable lands are defined by LCDC as "Lands in urban and urbanizable areas that are suitable, available, and necessary for ... [urban] ... uses." Buildable lands include both vacant land and developed land likely to be redeveloped [ORS 197.295(1)]. The buildable lands discussed in ECONorthwest’s Urbanization Study and BLI, and in this Comprehensive Plan meet two of these three LCDC criteria because they are in Lebanon’s UGB and hence are “suitable” and “necessary” for development over time by virtue of being included in the City’s Urban Growth Boundary and are thus classified on the Comprehensive Plan Map. Technically meeting these two criteria makes such land **potential** “buildable lands.” The third LCDC criteria “availability” is a function of the marketplace. Only a fraction of all lands that are “suitable” and “necessary” are actually for sale at any given point in time.

"Available" can mean that lands are designated for urban uses such as commercial and industrial development and do not have constraints. The long term assumption would thus be that any land that meets these criteria should be available for development over a 20-year planning horizon. Actual availability can be assessed by whether or not property is indeed for sale at any given point during the planning horizon.

### **3.4.4 Public Services**

The availability of public services is crucial to support employment growth in Lebanon. Water and sewer services are essential for production and to support employees in the workplace. Police and fire services are needed to protect the assets of firms in Lebanon.

#### **Water**

Residents and businesses in Lebanon receive water from the Santiam River via the Santiam Canal. The City requested an additional water right of 18 cubic feet per second (11.6 million gallons per day -- mgd) from the Department of Water Resources, to the current supply of 9 cubic feet per second. While this supply is forecast to be adequate until 2015, a 1989 Water Facility Study recommended the construction of a back-up well and increasing storage capacity from four-million gallons to six-million gallons. The City has identified a number of short-term improvements, including water line replacements, improvements and maintenance to the water treatment facility, and new distribution water mains.

In the long-term, the City is planning on building a new water intake and pumping facility adjacent to the South Santiam River and a new transmission main. The City also plans on replacing the sedimentation unit at the water treatment facility.

#### **Sewer System**

The City of Lebanon maintains the sewer system, including the collection, wastewater treatment, and sludge disposal. The system experiences inflow and infiltration problems. The wastewater treatment plant is in good condition. The City begun and has completed sections of the new Westside sewer interceptor which should help alleviate some of the infiltration problems. Other short-term projects include improving disinfection, outfall diffusion, site maintenance, and the construction of a clarifier. The current sewer system should be able to accommodate anticipated growth with upgrades in some service areas. The City is also investigating creative alternatives to in-stream treated effluent discharge.

#### **Storm Drainage**

In the past, land developments sometimes led to ponding in some areas during high rainfall events. To mitigate such situations, a number of years ago the City began requiring demonstration of adequate storm drainage infrastructure when reviewing development proposals and prior to their approval. It is now the long standing requirement of the City that site development is not allowed to adversely impact historic surface drainage patterns to and from the development.

#### **Solid Waste and Landfill**

Free curbside recycling of office paper, cardboard, glass, tin, aluminum, plastic, yard debris, and tree cutting is offered by the Albany-Lebanon Sanitation Company. Residents must pay for the pickup of building material and drop boxes. Coffin Butte, the designated regional landfill, has a capacity of approximately 30 to 40 years and a planned expansion could expand capacity to approximately 100 years.

#### **Fire and Life Safety**

The Lebanon Fire District provides fire and life safety services to approximately 35,000 people in the cities of Lebanon, Waterloo, Sodaville, and Lacombe, the unincorporated areas of Brownsville, Crabtree, and Scio, and the rural areas in between. The District has six fire engines, three tankers, one aerial apparatus, three brush fire vehicles, four support vehicles, four advanced life support and one basic life support medic units. Lebanon has a fire insurance (ISO) rating of 3.

## **Electric Power**

Electric power is supplied by Pacific Power and Light (PP&L) and Consumers Power Incorporated (CPI). In general, neither utility anticipates any problems meeting demands from new development.

## **Natural Gas**

Northwest Natural Gas Company provides gas to Lebanon residents and businesses. They tap gas from Northwest Pipeline, Inc. at the Albany Gate Station. Ridgeway Butte is the only area within the UGB that is not easily serviced by the underground distribution lines.

## **Telephone**

CenturyTel provides landline telephone service in Lebanon and they anticipate no major problems servicing the anticipated growth in the Urban Growth Boundary (UGB) area.

### **3.4.5 Transportation**

***See Chapter 8 for Further Details on Transportation***

**Transportation Access:** Transportation access is critical for economic development in Lebanon. Firms must have transportation access so that workers and customers can reach their location, and so that shipments of supplies and products can easily arrive and leave the site.

**Transportation Systems:** Transportation systems consist of regional and local facilities. Interstate 5 (I-5) and Highways 20 and 34 are the major regional automobile transportation facilities. Proximity to I-5 is an important comparative advantage for Lebanon, particularly for firms that need access for employees, suppliers, and shipping products, and to a lesser extent, customers. Highway 34, directly linking Lebanon and I-5, is a four-travel lane (plus center turn lane) state transportation facility between Lebanon and Corvallis, continuing west to the coast.

**Transportation System Plan:** Lebanon did not have an adopted transportation system plan (TSP) at the time this update was completed (autumn 2004); however, the City does have an adopted transportation master plan (1991) and a completed draft TSP (2004).

**Freight Rail Service:** Freight rail service is available through the Burlington Northern Railroad, which has full switching rights, or Willamette Valley Railroad (current operator of the Southern Pacific Railroad line). The community has the benefits of a dual rail line that connect the community with the national rail network. These rail lines then continue eastward along both the North and South Santiam Rivers. The rail lines in the City provide access to many industrial sites. The Santiam Canal Industrial Park is serviced by a City-owned railroad spur. Amtrak offers passenger rail service with a station in Albany.

**Air Transport:** Air transport is available at the Lebanon State Airport, located approximately one mile west of downtown Lebanon. The airport is owned and operated by the State of Oregon's Department of Aviation. The runway is a 2,877-foot long and 50-foot wide paved surface and is equipped with a visual approach slope indicator (VASI) system and a medium intensity runway lighting system (MIRL). A Fixed Base Operator is located at the airport to provide commercial general aviation services. Air service is also available at the Eugene Airport (45 miles south) and the Portland International Airport (90 miles north).

**State Highway Facilities:** U.S. Highway 20, also known as the Santiam Highway, or Main Street through Lebanon, is a four- to five-lane highway of Regional Importance according to the Oregon Highway Plan (OHP). This roadway facility falls under ODOT jurisdiction. The highway, which connects Lebanon with I-5 to the northwest and east to the Oregon border and beyond, provides a continuous east-west link across the State of Oregon from Newport, Oregon to Idaho. Highway 20 serves as a commuter route, carries significant truck volumes, as a designated freight route in the OHP. In the summer, this facility carries significant recreational traffic. In addition to its function as a state route, the highway provides access to the many businesses located along Highway 20 in Lebanon. Highway 34, directly linking Lebanon and I-5, is a four-travel lane (plus center turn lane) state transportation facility between Lebanon and Corvallis, continuing west to the coast, merging again with Highway 20 in Corvallis.

### 3.4.6 Housing to Support Job Growth

Housing and the provision of housing are important components of any economic development

**See Chapter 6 for Further Details on Housing**

strategy. Goal 10 requires cities to develop strategies to provide housing affordable to households at all income levels. In addition to concerns about availability of housing affordable to lower income households, issues of providing higher quality housing for industry and business managers need consideration for both housing and economic development strategies. Housing need is discussed in Chapter 6.

### 3.4.7 Labor Force

The labor force in any labor market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. The labor force in Lebanon is not limited to local residents; firms in Lebanon attract workers from surrounding communities including Sweet Home and Albany, and residents of Lebanon may work in other communities.

The availability of labor is critical for economic development. A recent statewide survey in Oregon found that over one-third of Oregon's recently-hiring employers had difficulty filling positions.<sup>6</sup> Availability of labor depends not only on the number of eligible workers, but the quality, skills, and experience of available workforce as well.

One of the most important factors in a quality labor pool is the training, education, and experience of potential employees. According to Oregon Employment Department data, Lebanon enjoys an immediate area workforce in excess of 52,000 workers. An unusually high percentage of this workforce is or has worked in the manufacturing and transportation, or warehousing sectors. This high level of experience, combined with recent unemployment rates of near 10 percent, wage rates trending 10 percent to 15 percent below state averages, and historically low rates of absenteeism and labor unrest, give the Lebanon/Linn County area a significant advantage in many workforce characteristics that are attractive to a number of employers.

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<sup>6</sup> Oregon Employment Department. 2000. *Workforce 2000: An Oregon Employer Perspective*. Salem: Research Section, Workforce Analysis Unit. September.

In addition, the Lebanon area has a wide variety of job training and educational opportunities within commuting distance. Oregon State University, which offers hundreds of programs, is less than 20 miles away. The University of Oregon, also offering hundreds of programs is within commuting distance (45 miles south). Linn-Benton Community College, located in Albany as well as a branch campus in Lebanon, provides services and classes designed to meet the needs of local businesses and workers.

Business Employment Training Associates (the area provider for the Jobs Training Partnership Act) provides subsidized training to meet the needs of local businesses. They provide wage reimbursement for up to 50 percent for new employees.

### **3.4.8 Renewable and Non-renewable Resources**

Lebanon is located near large areas of private and public forest land. Public lands are predominately

**See Chapter 2 for Further Details on Resources**

managed by the Forest Service and Bureau of Land Management. Much of this forest land has been made accessible through road construction and is managed for timber production. Despite reduced logging because of environmental concerns, the proximity to supplies of raw timber mean that forestry, logging, and other production related to the forest will remain important economic activities in the southern Willamette Valley and western Oregon. Lebanon's proximity to timber supplies, Highway 20, and I-5 might allow it to attract firms engaged in lumber and wood products manufacturing or related activities.

Lebanon is also located in an area with prime agricultural land. The proximity to prime farmland can help Lebanon attract businesses that support farming activities, such as farm equipment manufacturing and sales or seed supply. Lebanon might also attract businesses in food processing or markets that sell local agriculture products, such as organic farms or specialty nurseries. The development of the local agriculture industry can help support the small-town character of Lebanon.

### **3.4.9 Summary**

Lebanon's primary comparative advantages are its size, quality of life, proximity to I-5, affordable housing, inventory of industrial sites and access to labor markets. These characteristics will certainly continue to attract new residents and drive growth in Trade and Services; Lebanon is well poised to attract one or more major employers. Employment growth in Lebanon will probably be faster than the average rate in Linn County. (See ECONorthwest's 2004 *Lebanon Urbanization Report* for additional details.)



### **3.5 2003-2004 Buildable Lands Inventory (BLI)**

According to ECONorthwest's 2004 Buildable Lands Inventory, Lebanon will need between 243 and 532.1 gross buildable acres to accommodate new employment between 2002 and 2025 based on the employment forecasts presented previously in **Table 5-3**. About 60 percent of this land will be needed for industrial uses. The Buildable Lands Inventory shows the City has about 1,310 net vacant acres designated for employment within the UGB. Thus, the City has sufficient land designated to accommodate long-term employment growth, and does not need to pursue an expansion of its Urban Growth Boundary at this time. It is noteworthy that industrial development and land use can occur sporadically and consume land area far beyond anticipated projections. Consequently, it is given that projections of needed industrial land are dynamic and often understated thereby warranting periodic update and revising.

### **3.6 Major Development and Employment Projections**

The employment projections in this Chapter cannot accurately predict a major jump in employment that could result from the location of one or more large employers in the community during the planning period. This could take place if the City were successful in its recruitment efforts, either on its own and/or in conjunction with initiatives of State agencies to bring new industry to the State. Such a major change in the community's employment may not be accounted for in the growth anticipated by the City's employment forecast and may result in the need to revise future land needs (for employment, but also for housing, parks and other uses). Major economic events such as the successful recruitment of a very large employer are very difficult to include in a study of this nature (e.g., *ECONorthwest 2004 Lebanon Urbanization Study*). The implications, however, are relatively predictable according to ECONorthwest: more demand for land (of all types) and public services.

Therefore, it is explicitly understood that the projected amount of commercial and industrial land that is expected to be needed for the economic growth of the community over any given time period is not a fixed constraint or ceiling on the acreage that could be utilized for economic development should the ongoing dynamics of the marketplace indicate a demand for commercial and industrial land that surpasses the expectations of the *ECONorthwest 2004 Lebanon Urbanization Study* and those of the City at this point in time. In fact, if the market place dictates that there is a greater demand to create local employment and shopping opportunities for City residents than anticipated in the *ECONorthwest 2004 Study*, it is incumbent upon the City to undergo an update of the lands needs analysis and undertake a public process to amend the applicable long-range City plans, including the Comprehensive Plan.

## **PART TWO: GOALS, POLICIES AND RECOMMENDATIONS**

### **4.0 Goals**

#### **The City's Economic Goals include the following:**

- G-1:** Providing employment opportunities for its citizens.
- G-2:** Providing a viable tax base for the community in order to pay for essential community services.
- G-3:** Encouraging a diversified economic base for the community which broadens and improves long-term employment opportunities in all sectors, including, retail, service, and industrial.
- G-4:** Providing the opportunity for a full range of commercial, cultural, recreational, educational, health services, and other professional services to meet the needs of the City's residents and visitors.
- G-5:** Supporting the establishment of new employment and the expansion of existing employment to strengthen the City's economic base in order to provide adequate employment opportunities and maintain community livability.
- G-6:** Seeking balanced, concurrent growth in the commercial, industrial and residential sectors that are within the carrying capacity of community resources.
- G-7:** Diversifying the economic base of the community through: (a) expansion of existing industries, (b) recruitment of new clean industries, and (c) expansion of the light manufacturing.
- G-8:** Taking into consideration availability of renewable and non-renewable resources, the availability of land, and pollution control requirements when planning for the economic growth of the community.
- G-9:** Ensuring an adequate supply of appropriately zoned land to provide for the full range of economic development opportunities in City, including commercial, professional, and industrial development.
- G-10:** Reviewing and updating periodically the Comprehensive Plan goals, policies and land use map to ensure that enough land is designated in each land use classification to meet anticipated needs.
- G-11:** Reviewing and amending the City Comprehensive Plan Map designations periodically to maintain an adequate supply of vacant industrial and commercial designated lands in locations that will achieve balanced and sustainable development patterns and provide choices in site features and locations for new development.
- G-12:** Developing an industrial siting and permitting process that shortens and streamlines, as well as enhances the certainty of the outcome to industrial development opportunities and plan submittals.
- G-13:** Participating, to the extent possible, in State or privately sponsored programs to "certify" or otherwise make the City's industrial sites "shovel ready."
- G-14:** Promoting infill development and redevelopment throughout the City.
- G-15:** Designating industrial areas where there is good access to transportation facilities and utility facilities are available.
- G-16:** Supporting an infrastructure improvement program for designated industrial lands in order to have a sufficient supply of "development ready" land.

- G-17:** Planning for the anticipated employment growth through the year 2025 and all of the land and services needs required by such growth, as well as employment and associated needs generated by any additional major industrial or commercial growth, as indicated in the *2004 Lebanon Urbanization Study* (ECONorthwest).
- G-18:** Improving community appearance and establishing attractive gateways into the City and visually appealing highway corridors.
- G-19:** Supporting major community events that have the potential for significant positive economic and social impacts.

## **5.0 Policies**

### **The City shall:**

- P-1:** Monitor changes in demographic information to assure that the type, quantity, and location of services, facilities, vacant lands, and housing remain adequate to meet changing needs.
- P-2:** Include an analysis of the implications of the most current US Census information for the City in each update of the Comprehensive Plan.
- P-3:** Require plans for vehicular, pedestrian and bicycle needs, for all commercial and industrial development proposals.
- P-4:** Encourage, as part of the development review process, commercial developments to provide the opportunity for shared public transportation access and shared parking where feasible.
- P-5:** Designate enough land in a variety of parcel sizes and locations to meet future employment and commercial needs.
- P-6:** Allow home business occupations within residential districts to accommodate the needs of those engaged in small business ventures, subject to operating standards and procedures that ensure compatibility with the surrounding residential neighborhood.
- P-7:** Allow land uses that support the availability of a continuum of health care options, including primary care, assisted living, home health care, and nursing home care.
- P-8:** Support diversity in type, scale, and location of professional, industrial, and commercial activities to maintain a high level of employment and to promote diversification of the local economy.
- P-9:** Preserve and protect lands designated for industrial use from incompatible uses by limiting uses on or near sites zoned for specific industrial to those which are compatible with industrial uses.
- P-10:** Establish prescriptive industrial development standards to reduce conflicts with non-industrial uses and provide developers with clear and objective requirements and timelines.
- P-11:** Establish an industrial development/construction process that clarifies and objectifies site restraints and opportunities as well as providing certainty to the building permit process.
- P-12:** Facilitate cooperation, to the extent possible, with an approved industrial site certification process by means of annexations, infrastructure planning, construction and site development/construction planning and standards.
- P-13:** Encourage neighborhood commercial development with restricted vehicular access points from arterials and State highways.

- P-14:** Locate future neighborhood commercial development at intersections of arterials or collectors.
- P-15:** Support the urban redevelopment of rural industrial lands in the City’s Urban Growth Boundary (UGB) along the Santiam River to efficient and orderly urban uses.
- P-16:** Take into consideration availability of renewable and non-renewable resources, the availability of land, and pollution control requirements when planning for the economic growth of the community.
- P-17:** Require that waste and process discharges from future development (when combined with discharges from existing development) not violate, or threaten to violate, state or federal environmental quality statutes.
- P-18:** Require that waste and process discharges from future development (when combined with discharges from existing development) not exceed the carrying capacity, degrade, or threaten the availability of air, water, and land resources.
- P-19:** Encourage the development or expansion of industries in the vicinity of the Airport that are compatible with airport operations and consistent with the requirements of airport related planning rules and the Airport Facility Plan.
- P-20:** Support public improvements in the downtown that improve pedestrian accessibility and connectivity, public parking and transit opportunities, to promote a business and shopping environment that is safe and user-friendly.
- P-21:** Encourage offices, housing, and other non-storefront type of uses to occupy the upper floors of buildings in the downtown area in compliance with applicable building code standards.
- P-22:** Encourage mixed-use development in downtown by removing regulatory impediments that prevent commercial uses from being combined with other uses such as hotels, residential units, or even light industrial, manufacturing and assembly operations.
- P-23:** Encourage a mix of office, commercial uses, residential uses, and retail shopping within buildings or development sites in the downtown core.
- P-24:** As available funding permits, implement the Downtown Lebanon Transportation Enhancements Plan and subsequent refinements.
- P-25:** Maintain a current information file on the community including an inventory of available industrial sites for potential developers, utilizing the resources of state of Oregon agencies.
- P-26:** Plan for at least 3,700 new jobs by the year 2025 and all of the land and services needs required by such growth, as well as employment and associated needs generated by any additional major industrial or commercial growth, as indicated in the *2004 Lebanon Urbanization Study* (ECONorthwest).
- P-27:** Plan for the projected population of the year 2025.
- P-28:** Establish an industrial land use and building permit process that reasonably assures “readiness to build” in 180 days or less.

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

- Chapter 5 (Population & Economy) Goal G-x [x = Number of Goal Statement]
- Chapter 5 (Population & Economy) Policy P-x [x = Number of Policy Statement]

*City of Lebanon*  
*Comprehensive Plan*

**Chapter 6:**  
**HOUSING**

**Adopted by City Council**

**December 8, 2004**

# Chapter 6

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

- |   |  |
|---|--|
| • Chapter 6 (Housing) Goal G-x                  | [x = Number of Goal Statement]           |
| • Chapter 6 (Housing) 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] |

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# CHAPTER 6: HOUSING

## Part One: Narrative

### 1.0 Housing

Statewide Planning Goal 10 reads: “to provide for the housing needs of the citizens of the state.”

This Chapter of the Lebanon Comprehensive Plan contains an inventory of existing housing in the Lebanon area including total housing units and housing types, conditions, trends and vacancy rates. It also contains an assessment of housing needs, projections for future housing demand, and challenges faced in providing adequate and affordable housing.

The population trends and projection figures used are those previously set forth in the Population and Economy Chapter (5). The population figures are developed by the City of Lebanon in coordination with Linn County, the State Economist’s Office, and the Portland State University Center for Population Research.

The major sources used in developing the actual housing data are the June 2004 *Lebanon Urbanization Study* (including a Buildable Lands Inventory, or BLI) conducted by ECONorthwest, the 2000 Census, a residential lands inventory, the 1999 *Linn-Benton Housing and Economy Report* (ECONorthwest, 1999) and a *Multi-Family Periodic Review Study* completed in 1997. City building permit information and the housing publications listed in the bibliography provided valuable supplemental information.

### 2.0 Housing Types, Trends, and Characteristics

#### 2.1 Background

Historically, most of the housing stock in the City of Lebanon consisted of site-built single family homes. For example, according to the 1970 Census, 2,122 (85.1 percent) of the houses in Lebanon were site-built single-family homes, 358 (14.3 percent) were multi-family units, and 16 (0.6 percent) were manufactured homes.

Traditionally, most multi-family housing consisted of duplexes and small apartment complexes. Beginning in the 1990s, however, Lebanon experienced an increase in the number of larger multi-family housing complexes.

Over time, manufactured homes have become a primary low-cost, affordable individual home available to community residents. Prior to 1990, manufactured homes within the City were restricted to manufactured home parks or subdivisions, but in accordance with changes in State law and Lebanon’s own regulations, are now allowed on individual lots. Manufactured home demand has continued to rise and can reasonably be expected to increase with rising housing costs.

## 2.2 Total Housing Units

According to the 2000 Census, there were 5,484 year-round housing units in Lebanon in 2000. Of these, 5,069 (93.4 percent) were occupied: 3,115 (61.5 percent) by owners and 1,954 (38.5 percent) by renters (see **Table 6-1**).

By 2003, based on the Census and building permit data, the total number of housing units in the Lebanon City Limits had risen to 5,773 due to construction activity and annexations. At the same time, there were 1,324 housing units within the Lebanon Urban Growth Area (UGA) outside the City Limits. The total number of housing units within the Urban Growth Boundary (UGB) in 2003 was, therefore, 7,097 units.

**Table 6-1: Total Housing Units by Type - 2003**

Type of Housing	City of Lebanon		Urban Growth Area (Excludes area within City limits)		TOTAL	
	#	%	#	%	#	%
Site-Built Single-Family	4,087	74.2	947	71.5	5,034	73.7
Multi-Family	1,169	21.2	23	1.7	1,192	17.4
Manufactured Homes	517	9.4	354	26.7	871	12.7
<b>Total</b>	<b>5,773</b>	<b>100.0</b>	<b>1,324</b>	<b>100.0</b>	<b>7,097</b>	<b>100.0</b>

**Source:** 2000 Census, updated with Building Permit and Linn County Surveyor's Office information.

## 2.3 Housing Trends

Between 1960 and 1970, the number of housing units in Lebanon increased 11 percent with an average yearly increase of 25 units. Between 1970 and 1980, the number of housing units increased by over 57 percent with an average yearly addition of 143 units. Between 1980 and 1989, housing growth in Lebanon slowed considerably, with an average yearly increase of only 25 units.

Overall, the 2000 Census data indicate that housing development in Lebanon during the 1990s was primarily driven by site-built single-family detached units. **Table 6-2** shows dwelling units by type in Lebanon in 1990 and 2000 as reported by the Census. Lebanon had 4,502 dwelling units in 1990, and 5,484 dwelling units in 2000 — an increase of 982 dwelling units, an increase of 21.8 percent. Notably, Lebanon's overall mix of site-built single-family detached units remained the same at 67 percent of total units. The number of site-built single-family detached units increased during this decade by 660 units, an increase of 21.9 percent. Multifamily units decreased slightly as a percentage of the total share of housing units, from 23 percent in 1990, to 21 percent in 2000. The number of multifamily units increased by 126 units or 12.4 percent between 1990 and 2000. Mobile/manufactured housing almost doubled from 236 units to 421 units during the same time period, and grew from 5 percent of the total housing stock in 1990 to 7.7 percent in 2000. This increase of 185 mobile or manufactured housing units represented an increase of 54.5 percent in this type of housing between 1990 and 2000.

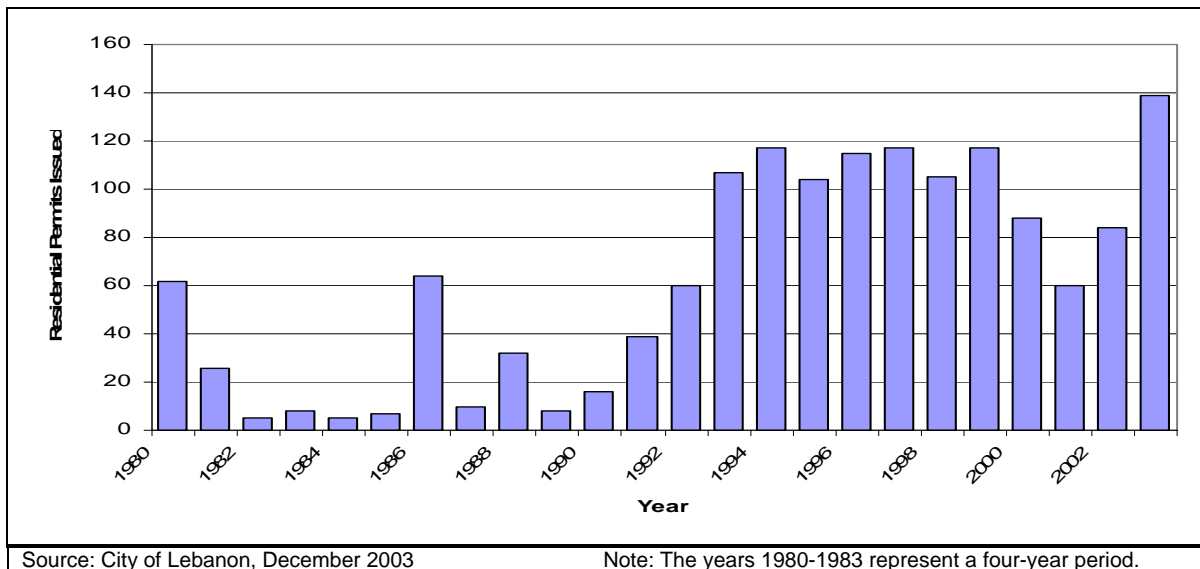
**Table 6-2: Dwelling Units by Type, 1990 & 2000**

Type of Lebanon Housing or Dwelling Units	1990 Census		2000 Census		New DU 1990-2000		
	Number of DU	Percent of 1990 Total DU	Number of DU	Percent of 2000 Total DU	Number of New DU	Percent of Total New DU	Percent of Change 1990 to 2000
Single-Family Detached (Site-Built)	3,008	67%	3,668	66.9%	660	67%	+ 21.9%
Single-Family Attached (Duplex)	210	5%	239	4.4%	29	3%	+13.8%
Multifamily	1015	23%	1141	20.8%	126	13%	+12.4%
Mobile/Manufactured	236	5%	421	7.7%	185	19%	+78.4%
Other	33	1%	15	0.3%	-18	-2%	-54.5%
Total Housing or Dwelling Units	4,502	100%	5,484	100%	982	100%	+21.8%

Source: 1990 and 2000 US Census. DU = Dwelling Units

**Figure 6-1** shows building permits issued for new residential construction in Lebanon annually between 1980 and 2003. Between 1980 and 1992, an average of 26 residential building permits was issued each year. The number of residential building permits issued increased substantially in 1993, and have averaged almost 105 annually since 1994.

**Figure 6-1: Building Permits Issues for Housing in Lebanon, 1980 – 2003**



The number of building permits issued increased more between 1993 and 2003, as compared to 1980 to 1992. The increase is probably related to a robust economy in the mid-Willamette Valley during the 1990s, and the affordable cost of housing in Lebanon relative to other cities in the area. This issue was addressed in detail in the 1999 Oregon Cascade West Council of Governments (OCWCOG) report (i.e., the 1999 *Linn-Benton Housing and Economy Report* by ECONorthwest). The data also show a decrease in the number of residential permits issued during the 2000-2002 period. This dip can be attributed to economic conditions during that period. Permits issued rebounded in 2003 to 139 — the highest annual number ever recorded in Lebanon.

**Table 6-3** shows the building permits issued for new residential construction by type of unit from 1980 to 2003. City permit records show that permits were issued for a total of 1,495 dwelling units during this period. About 78 percent of the building units were for single-family residences (detached single-family homes or manufactured dwellings). About 20 percent of the permits were issued for multifamily units and 5 percent for duplexes.

**Table 6-3: Residential Building Permits by Type, Lebanon, 1980-2003**

Year	Annual Totals	Single-Family	Manufactured Homes	Multi-Family	Duplexes
2003	139	98	33	0	8
2002	84	47	33	0	4
2001	60	34	14	0	12
2000	88	39	23	22	4
1999	117	53	30	30	4
<b>Subtotal for 1999-2003</b>					
Number	488	271	133	52	32
Percent	100%	56%	27%	11%	7%
1998	105	65	38	0	2
1997	117	49	36	30	2
1996	115	43	42	26	4
1995	104	37	40	19	8
1994	117	49	16	40	12
<b>Subtotal for 1994-1998</b>					
Number	558	243	172	115	28
Percent	100%	44%	31%	21%	5%
1993	107	56	12	39	0
1992	60	37	15	0	8
1991	39	20	19	0	0
1990	16	10	6	0	0
1989	8	6	0	2	0
<b>Subtotal for 1989-1993</b>					
Number	230	129	52	41	8
Percent	100%	56%	23%	18%	3%
1988	32	9	23	0	0
1987	10	0	10	0	0
1986	64	4	20	40	0
1985	7	1	6	0	0
1984	5	2	3	0	0
<b>Subtotal for 1984-1988</b>					
Number	118	16	62	40	0
Percent	100%	14%	53%	34%	0%
1983	8	4	4	0	0
1982	5	1	4	0	0
1981	26	14	3	9	0
1980	62	40	13	9	0
<b>Subtotal for 1980-83</b>					
Number	227	81	86	60	0
Percent	100%	36%	38%	26%	0%
<b>Total</b>					
<b>Number</b>	<b>1,495</b>	<b>718</b>	<b>443</b>	<b>266</b>	<b>68</b>
<b>Percent</b>	<b>100.0%</b>	<b>48.0%</b>	<b>29.6%</b>	<b>17.8%</b>	<b>4.5%</b>

Source: City of Lebanon, December 2003

Notes: The years 1980-1983 represent a four-year period. Lebanon changed its policy on siting of manufactured dwellings to allow manufactured homes in all residential zones in 1989 in response to the manufactured housing rule.

The residential building permit data shown in **Table 6-3** underscore another key point: development of different housing types tends to vary depending on market conditions. For example, for the most recent 5-year period from 1999-2003, 56 percent of permits issued were for single-family detached residences. This figure was as low as 14 percent for the 1984-1988 period. Similar trends exist for other housing types. In summary, the data presented in **Table 6-3** provide a long-term overview of market performance in Lebanon — or the past *demand* for housing.

Population projections for Lebanon and Linn County show positive population growth over the next 20 years. These predicted growth trends, combined with factors such as the increasing senior population and decreasing household size, point toward a growing need for low- to mid-income rental units. The findings of the 1992 *Lebanon-Sweet Home Affordable Housing Study* support the need for smaller more affordable housing units in the City of Lebanon. The statistic that is most important in determining the affordable housing need is the percentage of low/very-low income households that are paying more than 30 percent of their income for housing. In 2000, that included about 36 percent of all Lebanon households. A higher percentage of renters experienced this cost burden than homeowners (52 percent versus 25 percent). The 2004 *Lebanon Urbanization Report* estimated that there was a deficit of about 750 affordable units in 2000.

## 2.4 Population

A prerequisite to evaluating residential land demand is having a coordinated population forecast as required by ORS 195.036. Population forecasts must be coordinated by a designated “coordinating” agency, in this case Linn County. The combined sum of forecasts for incorporated cities and rural areas must roughly equal the forecast for the county as a whole (the county “control total”).<sup>1</sup> **Table 6-4** shows the historical and coordinated forecast population<sup>2</sup> for Lebanon between 2000 and 2025. The 2000 Census identified a population of 12,950 in the City of Lebanon, while the coordinated population forecast anticipated 12,826 persons for that same year. According to the Population Research Center at Portland State University, Lebanon had a 2003 estimated population of 13,140,<sup>3</sup> Lebanon’s coordinated 2020 population forecast is 18,019 persons and is based on a coordinated average annual growth rate of 1.71 percent.

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<sup>1</sup> In Linn County the forecasts for incorporated cities include all lands within the existing city limits, and any areas that may be annexed during the planning period. However, all population in Urban Growth Areas (UGAs) are still part of the County’s population until incorporated into a city. For example, the 2000 Census identified a population of 12,950 in the City of Lebanon, and it was determined that the population of the City’s UGA was 3,046 persons in 2000. Hence Lebanon’s 2000 Census population for the whole UGB (City limits + UGA) was 15,996.

<sup>2</sup> In 1999 the Linn County population forecast became official for the County and all jurisdictions within Linn County. It is based on an estimated 1997 population for the City of 12,190 and an average annual growth rate of 1.71%. The County’s coordinated population forecast for the City only extends to the year 2020, and assumes a population of 18,019 for that year. This document utilizes a planning horizon to 2025 and continues to use the adopted population growth rate.

<sup>3</sup> Linn County’s 2003 coordinated population forecast for the City of Lebanon (inside city limits) is 13,626. The Population Research Center at PSU estimated Lebanon had 13,140 persons in 2003—or 486 fewer persons than the forecast. The 2000 Census identified a population of 12,950 in the City of Lebanon, while the coordinated population forecast anticipated only 12,826 persons, 124 fewer persons.

**Table 6-4: Historical and Forecast Population,  
Lebanon City Limits, 2000-2025**

Year	Change		
	Population	Number	Percent
2000	12,950	-	-
2002	13,110	160	1.2%
2003	13,140	30	0.2%
2005	13,961	821	3.1%
2010	15,196	1,235	1.8%
2015	16,540	1,344	1.8%
2020	18,019	1,479	1.8%
2025	19,597	1,578	1.8%
Change 2003 - 2025			
Number	6,457		
Percent	49.1%		
AAGR	1.8%		
2000 – U.S. Census Data 2002 – PSU Estimate 2003 – PSU Estimate 2005 – County/City Forecast		2010 – County/City Forecast 2015 -- County/City Forecast 2020 -- County/City Forecast (18,019) 2025 -- City Forecast	
Source: U.S. Census, Portland State University, Linn-County/City of Lebanon Coordinated Population Forecast.			

The population forecasts in **Table 6-4** are for the City Limits only. The coordinated forecasts for Lebanon give a picture of the population that the City will need to provide housing for in the future, which in turn translates into additional land needs.

### **2.5 Projected Housing Needs**

Needed housing means housing types determined to meet the need of the future population for housing within the Urban Growth Boundary (UGB) at particular price ranges and rent levels. Needed housing includes, but is not limited to: attached and detached single-family housing and multifamily housing for both owner and renter occupancy; manufactured homes; and government-assisted housing.

According to ECONorthwest’s 2004 *Lebanon Urbanization Report*, there is a projected need for 2,716 additional housing units by the year 2025 (See **Table 6-5** below). This is based on an overall annual population growth rate of 1.7 percent, a projected population increase of 6,457 persons between 2003 and 2025, 175 persons in group quarters, and a decrease in the average household size to 2.43 between 2003 and 2025 (compared to 2.6 in 1980, and 2.5 in 2000). This decrease in household size is in keeping with general demographic trends throughout the state and country. The ECONorthwest forecast also assumes a vacancy rate of 4.0 percent for single-family dwellings and 6.0 percent for multifamily dwellings.

According to ECONorthwest's 2004 *Lebanon Urbanization Report*, the forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

**Table 6-5: Baseline Forecast of New Dwelling Units by Type, Lebanon, 2003-2025**

Variable	Needed Housing Units (2003-2025)
Change in Persons, 2003-2025	6,457
- Change in Persons in Group Quarters	175
= Persons in Households	6,282
<b>Single-Family Dwelling Units</b>	
Percent Single-Family DU	70%
Persons in Single-Family Households	4,397
÷ Persons Per Occupied Single Family DU	2.60
New Occupied Single-Family DU	1,691
Vacancy Rate	4.0%
Total New Single-Family DU	1,762
<b>Multifamily Dwelling Units</b>	
Percent Multifamily DU	30%
Persons In Multifamily Households	1,885
÷ Persons Per Occupied Multifamily DU	2.10
New Occupied Multifamily DU	897
Vacancy Rate	6.0%
New Multifamily DU	955
<b>Totals</b>	
= Total New Occupied Dwelling Units	2,589
Aggregate Household Size (Persons/Occupied DU)	2.43
+ Vacant Dwelling Units	128
= Total New Dwelling Units	2,716
Dwelling Units Needed Annually 2003-2025	123
<i>Source: ECONorthwest, 2004 Lebanon Urbanization Study</i>	
<i>DU = Dwelling Units</i>	

The City has implemented a number of Zoning Text Amendments in order to provide more efficient land use and more compact urban growth patterns. These amended regulations are intended to allow smaller lots, increase residential development opportunities, reduce minimum site area requirements, add site-enhancing density bonuses for multi-family developments, reduce and refine open space requirements, and permit taller buildings.

**Table 6-6** shows a rough estimate of affordable housing cost and units by income levels for Lebanon in 2000. The data in **Table 6-6** indicate that:

- About 23 percent of Lebanon households cannot afford a studio apartment according to HUD's estimate of \$398 as fair market rent;
- More than 31 percent of Lebanon households cannot afford a two-bedroom apartment at HUD's fair market rent level of \$612;
- A household earning median family income (\$49,300) can afford a home valued up to about \$123,250.

**TABLE 6-6: Rough Estimate of Housing Affordability, Lebanon, 2000**

Income Level	Number of Households	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
Less than \$10,000	655	12.9%	\$0 to \$250	\$0 to \$25,000	22	91	-542	
\$10,000 to \$14,999	471	9.3%	\$250 to \$375	\$25,000 to \$37,000	28	238	-205	
\$15,000 to \$24,999	971	19.1%	\$375 to \$625	\$37,500 to \$62,500	206	866	101	HUD FMR studio: \$398; 1 bdrm: \$493; 2 bdrm: \$612
\$25,000 to \$34,999	725	14.3%	\$625 to \$875	\$62,500 to \$87,500	601	663	540	HUD FMR 3 bdrm: \$843
\$35,000 to \$49,999	941	18.5%	\$875 to \$1,250	\$87,500 to \$125,000	898	236	192	
Linn County Median: \$49,300			\$1,233	\$123,250				
\$50,000 to \$74,999	890	17.5%	\$1,250 to \$1,875	\$125,000 to \$187,500	940	68	118	
\$75,000 to \$99,999	290	5.7%	\$1,875 to \$2,450	\$187,500 to \$245,000	156	8	-126	
\$100,000 to \$149,999	116	2.3%	\$2,450 to \$3,750	\$245,000 to \$375,000	52	0	-64	
\$150,000 or more	25	0.5%	More than \$3,750	More than \$375,000	11	0	-14	
<b>Total</b>	<b>5,084</b>	<b>100.0%</b>			<b>2914</b>	<b>2170</b>	<b>0</b>	

Sources: 2000 Census, and Oregon Housing & Community Services. Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives*, 1993.

Notes: FMR-Fair Market Rent

According to ECONorthwest's 2004 *Lebanon Urbanization Report*, the conclusion based on the data presented in this section is that Lebanon currently has a deficit of affordable housing for households that earn less than \$15,000 annually (about \$7.50 per hour for a full time job).

The results also show that Lebanon has a deficit of higher-end housing: housing with prices above \$187,000. Most or all of the demand in this market segment will be for single-family detached units. This is a need that probably does not require any policy remedies other than ensuring adequate lands are available for low-density single-family units. In summary, if the housing market perceives demand exists for higher end housing, it will find ways to respond to this demand.



As a final step in the housing affordability analysis, ECONorthwest performed a rough correlation of income with needed housing types as defined by ORS 195.303. This analysis is also consistent with guidance provided in the Oregon Housing & Community Services Department’s Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives*, 1993.<sup>4</sup> **Table 6-7** shows an evaluation of market segments, incomes, and financially attainable housing products using the HUD income guidelines as the market segments and Census data for the income distribution. The table provides an estimate of financially attainable housing types by income and tenure. Households in the upper-middle and high-income segments will be able to afford new housing.

**TABLE 6-7: Financially Attainable Housing Type by Income Range**

Market Segment by Income	Income range	Number of Households	Percent of Households	Financially Attainable Products		
				Owner-occupied	Renter-occupied	
High (120% or more of MFI)	\$59,160 or more	480	19%	All housing types; higher prices	All housing types; higher prices	↑ Primarily New Housing
Upper Middle (80%-120% of MFI)	\$39,440 to \$59,160	505	20%	All housing types; lower values	All housing types; lower values	
Lower Middle (50%-80% of MFI)	\$24,650 to \$39,440	505	20%	Manufactured on lots; single-family attached; duplexes	Single-family attached; detached; manufactured on lots; apartments	↓ Primarily Used Housing
Low (30%-50% or less of MFI)	\$14,790-\$24,650	480	19%	Manufactured in parks	Apartments; manufactured in parks; duplexes	↓
Very Low (Less than 30% of MFI)	Less than \$14,790	555	22%	None	Apartments; new and used government assisted housing	

Source: ECONorthwest 2004 *Lebanon Urbanization Study*, utilizing current HUD income guidelines as the market segment and 2000 Census data for the income distribution. NOTE: MFI = Median family Income

## 2.6 Existing Housing Factors And Trends

The first step in a housing needs assessment is to identify relevant national, State, and local demographic and economic trends and factors that affect local housing markets. The Joint Center for Housing Studies of Harvard University’s *The State of the Nation’s Housing, 2003* report summarizes the national housing outlook for the next decade as follows:<sup>5</sup>

- Over the next ten years, the aging baby-boomers will continue to support the trade-up market, increase spending on professional remodeling projects, and create demand for more expensive rentals. As the echo boomers move into their 20s, they will generate demand for smaller apartments and starter homes. At the same time, housing providers and the financial system will face the growing challenge of supplying units to low-income and minority households.
- The aging of the population, and of the baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years.

<sup>4</sup> Specifically, Step 4, page 29 and the figure on page C-11.

<sup>5</sup> *The State of The Nation’s Housing, 2003*, The Joint Center for Housing Studies of Harvard University. Available on-line at <http://www.jchs.harvard.edu/publications/markets/son2003.pdf>.

- Because of the persistent disparities between rich and poor households and between white and minority households, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes.
- While further homeownership gains are likely during this decade, they are not assured. The past ten years have established a momentum that should keep homeownership rates—especially among minorities—headed higher.
- Over the longer term, rental housing demand should grow even if the national homeownership rate continues its steady ascent.
- Growth in young adult households will increase demand for moderate rentals, especially when the echo boomers reach their mid-20s after 2010. Meanwhile growth among those between the ages of 45 and 64 will lift demand for higher-end rentals.
- Nationally, several shifts in the characteristics of housing are evident:
  - Larger single-family units on smaller lots.
  - Larger multifamily units.
  - More household amenities.

In the 1990's, Lebanon has had the second highest rate of housing growth in its history, surpassed only by the heavy growth during the 1970's. This increase in new housing units can be attributed to many factors including, a strong regional economy, steady population growth, and decreasing household size.

Coordinated population projections for Lebanon and Linn County show positive population growth over the next 20 years. This combined with factors such as the increasing senior population and decreasing household size points toward a growing need for low to mid-income rentals. The findings of the Lebanon-Sweet Home Affordable Housing Study support the need for smaller more affordable housing units in the City of Lebanon. In 2000, over 36 percent of households were paying more than 30 percent of their income for housing.

It is helpful to review national and regional housing trends to better understand local housing markets and housing needs. According to ECONorthwest's 2004 *Lebanon Urbanization Report*, the following is a summary of how housing trends are likely to affect the housing market in Lebanon:

- On average, future housing will look a lot like past housing.
- If the future differs from the past, it is likely to move in the direction (on average) of smaller units and less expensive construction techniques.
- If population and employment are assumed to grow, average incomes will probably be growing also.

## **2.7 Residential Mix and Density**

**Table 6-8** shows residential density for subdivisions and planned developments approved in Lebanon between 1999 and 2003. A total of 603 lots/dwelling units were approved during this period. The results show that actual residential density between 1999 and 2003 averaged about 7.2 dwelling units per net residential acre for all housing types.

Analysis of density by zone shows that subdivisions and planned developments averaged 5.92 dwelling units per net residential acre in the RL (low density) residential zone and 7.27 dwelling units per net residential acre in the RM (mixed density) residential zone. No subdivisions or planned developments occurred in the RH (high density) residential zone, the housing area surrounding the downtown commercial core (by definition).

The RH zone is near full build out and there are limited vacant lands in the RH zone. Thus, most future development in the RH zone will actually be redevelopment. However, the land development opportunities permitted in the RH zone are also permitted in the RM (mixed density) residential zone. According to ECONorthwest’s 2004 *Lebanon Urbanization Report*, the City has a substantial supply of vacant and partially vacant land in the RM zone.

**Table 6-8: Annual Residential Density (Dwelling Units Per Net Residential Acre), Lebanon, 1999-2003**

Year	Zone					
	RL		RM		RH	
	Number	DU/NRA	Number	DU/NRA	Number	DU/NRA
1999	23	5.82	174	12.74	-	-
2000	-	-	62	10.35	-	-
2001	-	-	-		-	-
2002	-	-	76	9.33	-	-
2003	8	6.22	260	5.86	-	-
Average 99-03	31	5.92	572	7.27	na	na

Source: City of Lebanon subdivision and planned development data Notes: The RH Zone is near full build out, thus no permits were issued during the analysis period ; NRA = Net residential Acre ; DU = Dwelling Units

Building permits issued between 1980 and 2003 provide some indication of how the market is likely to perform in the short term. The **observed housing mix** over this 23-year period was 48 percent single-family detached, 29.6 percent manufactured, 17.8 percent multifamily, and 4.5 percent duplex (or 22.3 percent for all multifamily). The **assumed future housing mix** in the preamble to the 1980 Comprehensive Plan was 50 percent for single-family, 12 percent manufactured homes, and 38 percent multifamily. According to ECONorthwest’s 2004 *Lebanon Urbanization Report*, the biggest difference in the 2003 observed mix and the 1980 assumed mix is between manufactured and multifamily residential. The difference suggests that the Lebanon housing market and Lebanon residents have shown a stronger preference for manufactured housing than for multifamily housing over the past twenty-five years.

According to ECONorthwest's 2004 *Lebanon Urbanization Report*, a reasonable housing mix for the planning period is 70 percent single-family (site-built single-family detached and manufactured) and 30 percent multifamily (duplexes, town homes and apartments). This would be a significant shift from the existing housing mix of nearly 80 percent single-family housing types. ECONorthwest concluded, on the basis of its urbanization study and local marketplace factors, that it is likely that a majority of the multifamily housing built in the community over the next 20 years will be in duplexes and smaller apartment complexes (structures with 20 or fewer units). It is anticipated that such a housing mix will be appropriate for the future Lebanon housing market (ownership and rental) based on both affordability and livability, and that the indicated rental component (a variety of multifamily housing types) poses a more acceptable risk for housing investors in the Lebanon market as opposed to a higher percentage of more costly site-built single-family dwellings.

**Table 6-9** shows the forecast according to ECONorthwest's 2004 *Lebanon Urbanization Report* of needed housing units by type in Lebanon for the period 2003-2025. The assumed residential mix is 50 percent single-family, 20 percent manufactured (mobile home), and 30 percent multifamily (8 percent condo/townhomes and 22 percent multifamily). The housing mix adjustments increase the number of needed units slightly (from 2,525 to 2,588) because a higher percentage of households are allocated to multifamily housing types which are assumed to have a smaller household size.

**Table 6-9: Forecast of Needed Housing Units, Lebanon, 2002-2025**

Housing Type	New DU	Percent
<b>Single Family Dwellings</b>		
Single-family detached	1,358	50%
Manufactured	543	20%
Subtotal	1,902	70%
<b>Multi-Family</b>		
Condo/Townhomes	217	8%
Multifamily	598	22%
Subtotal	815	30%
<b>Total</b>	<b>2,716</b>	<b>100%</b>
Source: ECONorthwest's 2004 <i>Lebanon Urbanization Report</i>		

**Table 6-10** shows land need by plan designation. This table is intended to address the requirement that cities “determine the needed density ranges for each plan designation and the average needed net density for all structure types.” The results are based on the housing need mix shown in **Table 6-9**.

Based on the alternative housing need forecast, Lebanon will need about 468 gross residential acres to accommodate housing need between 2003 and 2025. Of this, about 184 should be designated for low-density residential uses, and 286 acres should be designated for mixed-density residential uses. These figures represent *total* land needed for housing. They do not identify where housing will be located or estimate need for residential land that will be used for other purposes such as parks.

**Table 6-10: Residential Land Need by Plan Designation, 2003-2025**

Housing Type	Low Density Residential			Mixed Density Residential		
	Number of DU	Net Acres *	Gross Acres	Number of DU	Net Acres *	Gross Acres
Single-family detached	679	113.2	150.9	679	113.2	150.9
Manufactured	217	27.2	34.0	326	40.7	50.9
Subtotal	896	140.4	182.9	1,005	153.9	201.9
<b>Multi-Family</b>						
Condo/Townhomes	-	-	-	217	24.1	28.4
Multifamily	-	-	-	598	49.8	55.3
Subtotal	-	-	-	815	73.9	83.7
<b>Total</b>	<b>896</b>	<b>140.4</b>	<b>184.9</b>	<b>1,820</b>	<b>227.9</b>	<b>285.6</b>

Source: ECONorthwest's 2004 *Lebanon Urbanization Report*

Note: Numbers may not add due to rounding errors

\* **Net Residential acres** are a function of subtracting all land utilized for other purposes such as sidewalks, driveways, required setbacks, lot coverage requirements and so on. The ECONorthwest Study utilizes the following Net to Gross Acreage Factors (See Table 3-7 on page 3-11 of the Urbanization Study):

- Single- Family Detached Home (Site-Built) -- 25%
- Manufactured Home – 20%
- Condo/Town Homes – 15%
- Multi-Family Units – 10%

**Table 6-11: Distribution of Residential Market Values by Lot Size for Lebanon City Limits, 2004**

<b>Lot Size in Square Feet</b>	<b>Number of Tax Lots</b>	<b>Average Market Value</b>	<b>Minimum Market Value</b>	<b>Maximum Market Value</b>
<2500	69	\$69,521	\$200	\$272,840
2,500-3,999	81	\$67,306	\$8,780	\$147,290
4,000-4,999	135	\$57,999	\$8,920	\$144,720
5,000-5,999	272	\$75,311	\$15,690	\$218,600
6,000-6,999	646	\$94,398	\$2,000	\$308,590
7,000-7,999	578	\$91,041	\$22,290	\$180,690
8,000-8,999	698	\$96,508	\$36,200	\$222,640
9,000-9,999	388	\$101,260	\$26,120	\$258,940
10,000-10,999	360	\$110,447	\$36,830	\$282,880
11,000-11,999	186	\$118,801	\$23,870	\$286,400
12,000-14,999	316	\$123,365	\$270	\$308,590
15,000-19,999	173	\$131,524	\$43,640	\$364,280
20,000-43,560	105	\$240,712	\$53,790	\$1,012,400
Total/Average	4,007	\$101,743	--	--
<p><b>Sources:</b> Values Based on Market Value in Linn County Assessor's Database. Analysis by ECONorthwest, October 2004.</p> <p><b>Note:</b> 1 Acre = 43,560 Square feet</p>				

The types of density indicated in **Tables 6-8 and 6-10** reasonably relate to affordability in Lebanon. Clearly there is a correlation between lot size and Residential Market Values in the City of Lebanon, according to data from the Linn County Assessor (see **Table 6-11**). Yet, there are no barriers in City codes to prevent developers building considerably higher densities in the City. Currently the marketplace has indicated a preference for an average of about 12 multifamily units per acre in Lebanon. However, the Lebanon zoning regulations for the Residential Mixed Density (RM) Zone would permit up to 22 two-bedroom units of multifamily housing per acre. In addition the City has mechanisms for encouraging higher densities in the City codes (e.g., density bonuses). The City codes also permit accessory dwelling units and cluster developments that are intended to facilitate increased densities and affordability.

### 3.0 Housing Conditions

The 2000 Census included several indicators of general housing condition in the community: age of housing, inadequate plumbing facilities, and overcrowding.

Older housing may exhibit structural, electrical and plumbing deficiencies due to the lower building standards at the time of construction. There is, therefore, a potential for deterioration if a program of maintenance is not followed. **Table 6-12** shows the age of housing in Lebanon in 1980, 1990, and 2000. In 2000, approximately 50 percent of Lebanon's housing stock was 30 years old or older.

**Table 6-12: Age of Housing, Lebanon, 1980, 1990, AND 2000**

	1980		1990		2000	
	# Units	%	# Units	%	# Units	%
<b>PRIOR TO 1940</b>	933	23.7	639	14.2	712	13.0
<b>1940 - 1949</b>	741	18.8	730	16.2	N/A	N/A
<b>1950 - 1959</b>	752	14.6	669	14.8	N/A	N/A
<b>1940 - 1960</b>	1,493	33.4	1,399	31.0	1,557	28.4
<b>1960 - 1969</b>	250	6.4	539	12.0	478	8.7
<b>1970 - 1979</b>	1,443	36.5	1,409	31.3	1,444	26.3
<b>1980 - 1989</b>	--	--	516	11.5	436	8.0
<b>1990 - 2000</b>	--	--	--	--	857	15.6
<b>TOTALS</b>	<b>3939</b>	<b>100</b>	<b>4,502*</b>	<b>100</b>	<b>5,484</b>	<b>100</b>
<b>Sources:</b> 1980, 1990, and 2000 Census						

Even though the proportion of older housing was fairly high in 2000, other indications from the 2000 Census data show that Lebanon's housing is generally in good condition.

### 4.0 Housing Costs

#### 4.1 Single-Family Homes

Average sale prices for residential units in Linn County have increased substantially during the 1990s. Single-family home prices in Lebanon and surrounding areas are still more affordable than many nearby areas of the County and the Willamette Valley. Prices increased substantially during the last half of the 1990s (22 percent from 1995 to May of 1999) due in large part to a robust regional economy and to the inception of a regional real estate multiple listing system which allowed realtors and home buyers to easily compare housing prices in numerous areas of the Willamette Valley. **Table 6-13** compares the change in residential home prices in Lebanon and Linn County with those in other nearby communities and counties from 1995 to September of 2004.

**Table 6-13: Willamette Valley Residential Average Sales  
Prices in Area, 1995-2004**

Region	1995	Percent Change 1995 to 2000	2000	2001	2002	2003	2004 September	Percent Change 2000 to 2004
<b>County Areas</b>								
Linn	\$98,808	+20.6%	\$119,129	\$126,509	\$126,693	\$134,656	\$125,688	+5.5%
Benton	\$141,459	+26.9%	\$179,454	\$185,995	\$188,580	\$203,144	\$214,544	+19.6%
Polk	\$86,468	+55.5%	\$134,461	\$142,635	\$143,242	\$151,313	\$147,864	+10%
Marion	\$89,251	+59.6%	\$142,483	\$146,199	\$154,349	\$165,408	\$163,733	+14.9%
<b>Area Cities</b>								
Corvallis	xxx	xxx	\$179,406	\$191,980	\$189,865	\$208,557	\$217,053	+21%
Albany	xxx	xxx	\$134,410	\$145,736	\$143,153	\$153,729	\$158,289	+17.8%
Brownsville	xxx	xxx	\$129,991	\$124,099	\$139,764	\$109,196	\$125,061	-3.8%
Sweet Home	xxx	xxx	\$103,953	\$98,085	\$103,815	\$116,165	\$114,670	+10.4%
Lebanon	xxx	xxx	\$120,687	\$125,383	\$126,441	\$129,098	\$135,021	+11.9%

Source: Willamette Valley Multiple Listing Service (October 2004)

As shown in **Table 6-13**, between 2000 and September 2004, the average sales price of residential property in Lebanon increased overall by 11.9 percent. The average percent change in Sweet Home was slightly lower, while the percent changes in Albany and Corvallis were much higher during this same span of time. The Brownsville market costs peaked in 2002 and then declined to the point that by September 2004 average cost was lower than in 2000. Between 2000 and September 2004, average residential sales prices in Lebanon were lower than those in Albany, Corvallis, and varied in comparison with those in Brownsville, and were consistently somewhat higher than in Sweet Home. Generally, average home prices in Linn County (including Lebanon) were substantially lower than in Benton County (primarily Corvallis).

This price inequity between Lebanon and Corvallis provides some explanation for the large number of residents who are commuting from Lebanon to work in Corvallis. This data is part of the regional jobs-housing study that is well documented in the 1999 *Linn-Benton Housing and Economy Report*, a multi-year study conducted by ECONorthwest and facilitated by Oregon Cascades West Council of Governments (OCWCOG).

According to the 2000 Census, 57.3 percent (2,611) of Lebanon's 4,555 households lived in owner-occupied units, and of these households 24.6 percent (643) spent 30 percent or more of their household income on their selected monthly owner costs.



## 4.2 Rental Units

According to the 2000 Census, the median gross rent in Lebanon was \$568 per month, up 65 percent from \$344 in 1990. In 1990, 46 percent of renter households with a gross annual income of under \$20,000 were spending over 35 percent of their income on housing. According to the 2000 Census, 42.7 percent (1,944) of 4,555 Lebanon's households lived in renter-occupied units, and of these households 50.3 percent (977) spent 30 percent or more of their household income on their gross rent.

## 4.3 "Cost Burden" and Affordability

The Oregon Housing and Community Development Department identifies an imbalance of housing cost to income when households spend more than 30 percent of their household income on housing. The City attains compliance with Statewide Planning Goal 10 by ensuring that affordable housing opportunities exist in Lebanon for citizens of all income levels.

A typical standard used to determine housing affordability is that a household should pay no more than 30 percent of its total monthly household income for housing, including utilities. According to the U.S. Census, over 1,600 households in Lebanon (about 36 percent) paid more than 30 percent of their income for housing in 2000.

One way of exploring the issue of financial need is to review wage rates and housing affordability. Staff at the Oregon office of HUD conducted an analysis of wages and rents in 2000. **Table 6-14** shows an analysis of affordable housing wage and rent gap for households in Lebanon at different percentages of median family income (MFI) using the HUD methodology. The data are for a typical family of four. The results indicate that a household must earn about \$12.94 an hour to afford a two-bedroom unit according to HUD's fair market rate rent estimate.

**Table 6-14: Analysis of Affordable Housing Wage and Rent Gap by HUD Income Categories, Linn County, 2003**

Value	Minimum Wage	30% MFI	50% MFI	80% MFI	100% MFI	120% MFI
Annual Hours	2086	2086	2086	2086	2086	2086
Minimum Wage	\$6.50	\$7.09	\$11.82	\$18.91	\$23.63	\$28.36
Annual Wage At Minimum Wage	\$13,559	\$14,790	\$24,650	\$39,440	\$49,300	\$59,160
Annual Affordable Rent	\$4,068	\$4,437	\$7,395	\$11,832	\$14,790	\$17,748
Monthly Affordable Rent	\$339	\$370	\$616	\$986	\$1,233	\$1,479
HUD Fair Market Rent(2 Bedroom)	\$675	\$675	\$675	\$675	\$675	\$675
Is HUD Fair Market Rent Higher Than The Monthly Affordable Rent?	Yes	Yes	Yes	No	No	No
Rent Paid Monthly OVER 30% of Income	\$336	\$305	\$59	na	na	na
Rent Paid Annually OVER 30% of Income	\$4,032	\$3,663	\$705	na	na	na
Percentage of Income Paid OVER 30% of Income for Rent	30%	25%	3%	na	na	na
Total Spent on Housing	60%	55%	33%	21%	16%	14%
For this area what would the "Affordable Housing Wage" be?	\$12.94	\$12.94	\$12.94	\$12.94	\$12.94	\$12.94
The Affordable Housing Wage Gap IS:	\$6.44	\$5.85	\$1.13	na	na	na
Source: HUD, Oregon office; analysis by ECONorthwest (2004 <i>Lebanon Urbanization Study</i> )				MFI: Median Family Income		

Total housing expenses are generally defined to include payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30 percent of their income on housing experience “cost burden” and households paying more than 50 percent of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

**Table 6-15** shows housing costs as a percent of income by tenure for Lebanon households in 2000 for selected reporting households. The data show that about 36 percent of Lebanon households experienced cost burden in 2000. The rate was much higher for renters (52 percent) than for homeowners (25 percent).

**Table 6-15: Housing Cost as a Percentage of Household Income, Lebanon, 2000**

Percent of Income	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Less than 15%	807	31%	236	12%	1,043	23%
15% - 19%	480	18%	158	8%	638	14%
20% - 24%	333	13%	275	15%	608	14%
25% - 29%	339	13%	249	13%	588	13%
30% - 34%	131	5%	143	8%	274	6%
35% or more	512	20%	834	44%	1,346	30%
<b>Total</b>	<b>2,602</b>	<b>100%</b>	<b>1,895</b>	<b>100%</b>	<b>4,497</b>	<b>100%</b>
<b>Cost Burden</b>	<b>643</b>	<b>25%</b>	<b>977</b>	<b>52%</b>	<b>1,620</b>	<b>36%</b>
<i>Households Not Computed in Above Census Data</i>	9	.3% of 2,611	49	2.5% of 1,944	58	1.3% of 4,555
Source: 2000 Census						

#### **4.4 Facilitating Housing Opportunities for All Segments of the Community**

The City of Lebanon does not have a public housing program whereby the City could actually provide affordable housing units for sale or rent, and must therefore leave the direct provision of affordable housing to other agencies (see Sections 6 and 7 on following pages) and private developers. Likewise, the City does not and cannot dictate to the citizens who comprise the local housing market or to the investors and developers who actually provide housing in this community.

However, the City can assure that there are no barriers in the City’s Zoning Ordinance and other land use regulations that would prevent either private developers or public entities from providing housing types and densities that will meet the affordability needs of all segments of the community. Furthermore, the City can encourage the development of affordable housing and the provision of a range of housing types and densities, through such mechanisms as the density bonuses. The City of Lebanon is committed to such efforts to maximize choices in the housing marketplace for all segments of the community.

## 5.0 Potential Buildable Lands for Residential Use – Summary and Status

### 5.1 Summary of Potential Residential Buildable Lands

Buildable lands are defined by the Land Conservation & Development Commission (LCDC) as "Lands in urban and urbanizable areas that are suitable, available, and necessary for residential uses." Buildable lands include both vacant land and developed land likely to be redeveloped [ORS 197.295(1)].

**Table 6-16** shows that Lebanon had 1,553 vacant potentially buildable<sup>6</sup> acres of land designated for residential development in its UGB as of April 2004. According to the 2004 ECONorthwest study, the City will need about 468 gross buildable acres of residential land to accommodate new housing between 2003 and 2025. Thus, the City has a potential surplus of about 1,085 residential acres.

**Table 6-16: Vacant, Potential Buildable Residential Land, Lebanon UGB, April 2004**

Plan Designation	Number of Tax Lots	Net Vacant Acres	Percent of Net Residential * Vacant Acres
Mixed Density Residential	800	1,478.4	95.2%
Single Family Residential	178	74.6	4.8%
<b>Total</b>	<b>978</b>	<b>1,553.0</b>	<b>100.0%</b>

**Source:** ECONorthwest 2004 *Lebanon Urbanization Study*

\* **Net Residential acres** are a function of subtracting all land utilized for other purposes such as sidewalks, driveways, required setbacks, lot coverage requirements and so on. The ECONorthwest Study utilizes the following Net to Gross Acreage Factors (See Table 3-7 on page 3-11 of the Urbanization Study):

- Single- Family Detached Home (Site-Built) -- 25%
- Manufactured Home – 20%
- Condo/Town Homes – 15%
- Multi-Family Units – 10%

Although most recent residential development has occurred on the west and south fringe areas of the City, there are vacant lands throughout the Urban Growth Area (UGA) that could be developed in the near future if the marketplace indicates a preference for locating in these areas.

<sup>6</sup> These potential "buildable lands" in Lebanon's UGB are "suitable" and have been designated as "necessary" for development over time by virtue of being included in the City's Urban Growth Boundary and classified on the Comprehensive Plan Map as "residential." However, "availability" is a function of the marketplace. Only a fraction of all lands that are "suitable" and "necessary" are actually for sale at any given point in time.

"Available" can mean that lands are designated for residential use and do not have constraints. The long term assumption would thus be that any land that meets these criteria should be available for development over a 20-year planning horizon. Actual availability can be assessed by whether or not property is indeed for sale at any given point during the planning horizon.

## **5.2 Status of Potential Residential Buildable Lands**

As noted above, the 2004 ECONorthwest study indicates that the City has a surplus of about 1,085 residential acres in its Urban Growth Boundary, which includes both the City limits and Urban Growth Area. This figure, however, overstates the amount of residential land that is available for development. A variety of factors were not considered in the Buildable Lands Inventory, among them willingness of property owners to sell, the marketability of individual tax lots, and the cost of services.

Furthermore, it is worth noting once again that the employment projections in the ECONorthwest *2004 Lebanon Urbanization Study* did not and could not take into account a major jump in employment that could result from the location of one or more large employers in the community during the planning period. This could take place if the City were successful in its recruitment efforts, either on its own and/or in conjunction with the Governor's Initiative to bring new industry to the State. Regardless of whether or not more industrial jobs are created than initially forecast in the *2004 Lebanon Urbanization Study*, there is a continual ongoing local need for more high-paying industrial-based jobs. Therefore, the City will continually assure, during the planning period, that there is an adequate surplus of vacant industrial (and commercial) land to support real-time industrial recruitment and local job creation. This vacant industrial land supply need is the land based compliment to the City's top priority: on-going industrial recruitment efforts. Major economic events such as the successful recruitment of a very large employer are very difficult to include in a study of this nature (e.g., *ECONorthwest 2004 Lebanon Urbanization Study*). The implications, however, are relatively predictable according to ECONorthwest: more demand for land (of all types) and public services.

Therefore, it is explicitly understood that the projected amount of residential land that is expected to be needed for the growth of the community over any given time period is not a fixed constraint or ceiling on the acreage that could be utilized for housing development should the ongoing dynamics of the marketplace indicate a demand, perhaps spurred by unexpected economic growth and job creation, for residential land that surpasses the expectations of the *ECONorthwest 2004 Lebanon Urbanization Study* and those of the City at this point in time. In fact, if the marketplace dictates that there is a greater demand to create a variety of housing opportunities for City residents than anticipated in the *ECONorthwest 2004 Study*, it is incumbent upon the City to supportively respond to and satisfy this unanticipated local land use need.

## **6.0 Intergovernmental Cooperation**

In October of 1995, the City of Lebanon and Linn County entered into an updated *Urban Growth Management Agreement* (UGMA) under which the City and the County adopt a joint management procedure for the Lebanon Urban Growth Area (UGA). A number of components of the Urban Growth Management Agreement relate to housing, especially to subdivision and new residential development within the UGA. The agreement requires that the County coordinates with the City of Lebanon to perform a complete review of all applications for partitions, subdivisions, planned-unit developments (PUD), and variances in the UGA.

Road access management is another priority item addressed in the agreement. Within the UGA the County will require that proposed road accesses will accommodate any potential urban-scale development and that the road access will integrate with and connect to the future road network planned for the area.

Coordination with County, State, and Federal housing agencies is also very important in meeting the City's housing needs. The agencies listed in Section 7.0 (Housing Advocacy) are the main administrators of housing programs through the Oregon Housing and Community Services Department and the US Department of Housing and Urban Development.

## **7.0 Housing Advocacy**

There are other housing agencies, both public and non-profit, serving Lebanon and the surrounding area. Two of the most important are the Linn Benton Housing Authority and Linn County Affordable Housing.

Linn Benton Housing Authority (LBHA) is a public agency developed as a vehicle for accessing federal low-income housing program funds. LBHA operates major programs under contract with HUD and in accordance with numerous federal regulations. LBHA is governed by a nine member Board of Commissioners, who are responsible for setting policies and overseeing the agency's operations. The agency operates programs serving over 1800 low-income families and they bring over \$9 million in federal tax dollars annually. LBHA administers the Section 8 program for the area, serving over 1,700 households in 1998.

Linn County Affordable Housing, Inc., is a private 501(C)(3) non-profit community based corporation which develops housing for those who are unable to qualify for conventional home ownership, financing, or market rate rent in Linn County. In its housing development activities, the corporation encourages community involvement and fosters an entrepreneurial spirit.

## **PART TWO: GOALS, POLICIES AND RECOMMENDATIONS**

### **8.0 Housing Goals**

#### **The City's Housing Goals include:**

- G-1:** Providing housing policies and practices that increase housing opportunities for all citizens.
- G-2:** Encouraging the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of community households, and to allow flexibility of housing location, type and density.
- G-3:** Encouraging the establishment of neighborhood groups in order to give citizens within a neighborhood more identity with that particular neighborhood, and as a way of enhancing citizen participation in the land use process, as per Statewide Planning Goal One.
- G-4:** Providing for connectivity in new developments and to promote efforts to extend trails, pedestrian ways, and bikeways through existing residential areas.
- G-5:** Cooperating with builders, developers, and others involved in the provision of housing in creating a positive image of the City as a desirable place to live, work, and do business.
- G-6:** Preserving the historical and architectural integrity of established residential neighborhoods by requiring complementary design of in-fill development.

### **9.0 Housing Policies**

#### **The City Shall:**

#### **9.1 Residential Compatibility**

- P-1:** Allow manufactured housing, subject to state building code requirements and City placement requirements, in all residential zones, while maintaining historical and architectural conformity with the established historic neighborhoods.
- P-2:** Require, where allowed by state rules governing manufactured dwellings, special siting standards on such housing located on individual lots in areas already developed with conventional housing to assure their compatibility with existing neighborhoods housing design, style, and materials.
- P-3:** Allow the location of neighborhood commercial shopping areas within Residential Mixed Density zones and require development standards for such development that reflect the residential area.
- P-4:** Allow home occupations as a permissible use within residential areas, provided that the use does not compromise the primary residential use and character of the neighborhood.

#### **9.2 Neighborhood Appearance**

- P-5:** Require that above-ground public and private utility substations be screened and designed to blend with the character of the residential area in which they are located.
- P-6:** Require, where practical, that all new developments include street trees along the front of the property line or in a beauty strip. All such trees shall be consistent with the City's Street Tree Plan.

**P-7:** Require that walls and fences along arterial or collector streets be subject to special design standards. The fence or wall, and the area between the fence or wall and the curb or pavement, shall be landscaped and maintained by abutting property owner(s) or homeowners association.

### **9.3 Housing Density and Affordability**

**P-8:** Allow density bonuses (e.g., an increase in the number of permitted dwelling units vis-à-vis the minimum site area requirements) in development of a subdivision, planned unit development, or multifamily housing project for such uses and natural conditions as:

- a. areas dedicated for public park use or public open space;
- b. areas developed for active recreational uses such as golf courses, tennis courts, swimming pools, and similar uses;
- c. land in excess of 30 percent slope that is not developed;
- d. natural wetlands and riparian areas that remain in a natural condition.

**P-9:** Allow density bonuses (e.g., an increase in the number of permitted dwelling units vis-à-vis the minimum site area requirements) for the provision of affordable housing within a development.

**P-10:** Cooperate with public and non-profit organizations that provide affordable housing within the urban area.

**P-11:** Periodically review Zoning Ordinance and other land use regulations to assure that barriers do not inhibit the building of the variety of types and densities of housing that is affordable for all segments of Lebanon's residents.

### **9.4 Housing and Open Space**

**P-12:** Require that in multifamily developments, a portion of the land not covered by buildings and parking is of adequate size and shape and in the proper location to be functional for outdoor recreation and relaxation. The standards are also intended to ensure that project open space is an integral part of the overall development design, not merely leftover space. Certain types of open space use will qualify for special open space bonuses. For larger developments there should be a variety of open space activity areas.

### **9.5 Housing and Transportation Connectivity**

**P-13:** Allow the location of schools and parks throughout the residential sections of the community.

**P-14:** Require sidewalks in all new residential developments. Alternative systems of walkways and trails that provide adequate pedestrian circulation may be considered.

**P-15:** Encourage efforts to complete or connect existing walks along routes to schools, parks, or commercial areas.

**P-16:** Ensure that sidewalks or alternative pedestrian systems in all new residential development meet ADA accessibility standards and requirements.

**P-17:** Promote efforts to retrofit existing sidewalk facilities for ADA accessibility in residential areas.

**P-18:** Consider bikeways as both a circulation and recreation element, and require adequate facilities for these purposes in all new residential development.

- P-19:** Require, where not constrained by topographical considerations (e.g., slopes, waterways, existing development), the extension of trails, pedestrian ways, and bikeways through new residential areas.
- P-20:** Require that residential block length conform to the standards in the Lebanon Subdivision Ordinance and the City's Transportation System Plan.
- P-21:** Require the development of residential local streets whenever practicable to increase connectivity within and between neighborhoods.
- P-22:** Allow the use of cul-de-sac and "hammer-head" residential streets where existing development, steep slopes, open space, or natural features prevent connections, or when the objectives of connectivity are met within the neighborhood.
- P-23:** Require provisions for the access of emergency vehicles and equipment for all new residential development and those issues shall be considered during the residential development review process.

## **9.6 Housing, Public Utilities and Services**

- P-24:** Require for all new residential areas the provision of adequate water and sanitary services and other facilities necessary for safe, healthful urban living consistent with the density of development.
- P-25:** Require the underground location of electric power, telephone, and cable TV distribution and service in new developments.
- P-26:** Require the provision of street lighting in all new subdivisions at the time of development. Street light fixtures shall be shielded to direct light down.
- P-27:** Require that all proposed street names first be reviewed by the City and Fire District before being submitted for approval to the County.
- P-28:** Require that where possible, new streets line up with and adopt the names of existing streets.

## **9.7 Refinement Plans**

- P-29:** Allow and encourage neighborhoods to develop refinement plans (neighborhood plans) that could guide the future development and redevelopment within the neighborhoods.



## **9.8 Housing Variety, Type, Density, and Location Amenities**

- P-30:** Ensure that the Comprehensive Plan Map provides opportunities for a variety of housing types, densities and locations within the Urban Growth Boundary area including both the area inside the City limits and the Urban Growth Area.
- P-31:** Ensure that the Zoning Map or Land Use Map, any special zoning overlay maps and the Development Code provide opportunities for a variety of housing types, densities and locations within the City Limits.
- P-32:** Recognize condominium ownership, manufactured housing, and attached single-family homes as legitimate and affordable housing alternatives, and permit their development within the City.
- P-33:** Encourage the provision of housing for all people, regardless of age, race, color, religion, sex, national origin, or handicap status, and take special measures to insure that no group or class of people is excluded from the community.
- P-34:** Assure an adequate supply of developable land within the City appropriate for a variety of needed housing types, at different price levels, in order to meet the 20-year population projections, and to provide adequate choices in the housing marketplace for the City's residents.
- P-35:** Assure an adequate supply within the Urban Growth Boundary of developable land for all types of housing to meet the 20-year population projections.
- P-36:** Maintain an adequate availability of residential, buildable lands that provide locational choices for each housing type.
- P-37:** Allow and encourage a variety of housing types to accommodate the demands of the local housing market.
- P-38:** Plan for at least the number and type of new housing units by the year 2025 and all of the land and services needs required by such growth, as indicated in the *2004 Lebanon Urbanization Study* (ECONorthwest).
- P-39:** Supportively respond to and satisfy local land use needs should the marketplace indicate that there is a greater demand to create housing opportunities for City residents than anticipated in the *ECONorthwest 2004 Lebanon Urbanization Study*.
- P-40:** Plan for choices in the housing marketplace and variety in housing types, density and affordability for the projected population of the year 2025.
- P-41:** Periodically review ordinances for applicability to the current trends in the housing market to insure the new concepts in housing are not restricted unduly by regulations.
- P-42:** In order to assure choices of housing types and costs, provide the opportunity to develop detached and attached single-family units, duplexes, garden apartments, town houses, multiplex units and boarding houses, lodging or rooming houses, and manufactured housing.
- P-43:** Consider flexibility in lot design, size, and building placement to promote housing variety and protection of natural resources.
- P-44:** Allow accessory dwelling units, subject to City development and building regulations, in all residential zones.
- P-45:** Encourage use of energy efficient building materials and practices in the design, construction, and remodeling of housing.

## 9.9 Housing and Ordinances & Standards

- P-46:** Adopt standards for zone changes and subdivision plat reviews that are clear, non-arbitrary, and objective.
- P-47:** Periodically review standards to determine whether they are vague, discretionary, or subjective and take necessary action to make these standards clear and objective.
- P-48:** Review the land development and permit issuance processes to make it as efficient and effective as possible.
- P-49:** Not impose special conditions on residential development that would discourage provision of needed housing types through unreasonable cost demands or processing delays.
- P-50:** Maintain Zoning Ordinance provisions and locational criteria that provide for a mix of housing types and densities within the community.
- P-51:** Encourage innovative design and planning concepts to reduce the cost of housing and services through the "Planned Development" zoning regulations that could allow an increase in density if the project demonstrated improved livability.

## 9.10 Miscellaneous

- P-52:** Develop manufactured housing placement standards, consistent with State law, that maximizes design and construction standards that are in harmony with existing neighborhood character and/or type or intensity of uses.
- P-53:** Require that all in-fill housing in established neighborhoods meet minimum design criteria for architectural features in order to be a complementary-built feature in the neighborhood.

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

- |  |  |
|--|--|
| • Chapter 6 (Housing) Goal G-x                             | [x = Number of Goal Statement]           |
| • Chapter 6 (Housing) Residential Compatibility Policy P-x | [x = Number of Policy Statement]         |
| • (And so on for other subsections)                        | [x = Number of Policy Statement]         |
| • Chapter 6 (Housing) Recommendation R-x                   | [x = Number of Recommendation Statement] |

## 10. HOUSING RECOMMENDATIONS

### The City should:

#### 10.1 Housing and Public Facilities

**R-1:** Permit the annexation of built-up residential areas adjacent to the City that are in need of public facilities, services, and utilities to prevent potential health and safety hazards to residents.

#### 10.2 Housing Rehabilitation

**R-2:** Pursue methods of improving the quality of any deteriorated housing stock, particularly in older residential neighborhoods, in order to upgrade the total housing stock.

**R-3:** Encourage the flexible and creative re-use and/or reconfiguration of existing older housing units (e.g., conversion of duplexes or triplexes into single ownership units) to increase the supply of affordable housing units in the community.

#### 10.3 Housing Advocacy and Intergovernmental Cooperation

**R-4:** Take the initiative in presenting local needs to higher governmental levels.

**R-5:** Work in cooperation with regional housing agencies and organizations to establish efficient regional and local housing strategies.

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

- Chapter 6 (Housing) Goal G-x [x = Number of Goal Statement]
- Chapter 6 (Housing) Residential Compatibility Policy P-x [x = Number of Policy Statement]
- (And so on for other subsections) [x = Number of Policy Statement]
- Chapter 5 (Housing) Recommendation R-x [x = Number of Recommendation Statement]

*City of Lebanon*  
*Comprehensive Plan*

**Chapter 7:**  
**COMMUNITY FRIENDLY**  
**DEVELOPMENT**  
**AND**  
**PRESERVATION OF HISTORIC**  
**RESOURCES**

**Adopted by City Council**

**December 8, 2004**

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- Chapter 7 (Community Friendly Development) Policy P-x [x = Number of Policy Statement]
- Chapter 7 (Historic Preservation) Goal G-x [x = Number of Goal Statement]
- Chapter 7 (Historic Preservation) Policy P-x [x = Number of Policy Statement]

# CHAPTER 7: COMMUNITY FRIENDLY DEVELOPMENT

## PART ONE: NARRATIVE

### 1.0 Introduction to Community Friendly Development

Lebanon has long prided itself as “*THE CITY THAT FRIENDLINESS BUILT.*” In keeping with this theme, Lebanon’s approach to Community Friendly Development includes principles that combine sound local and regional planning techniques with a variety of elements from several different perspectives. Such principles focus on creating a built environment suitable for the needs of a diverse population through a variety of uses scaled for the pedestrian, and capable of accommodating the automobile and mass transit.

#### 1.1 Principles of Community Friendly Development

Locally identified principles of Community Friendly Development include:

- Efficient Use of Land Resources
- Efficient Utilization of Urban Services
- Mixed Use
- Transportation Options
- People Oriented Design

These principles are intended to provide community development guidance through historically and practically proven elements of design and resource utilization. Community Friendly Development principles seek to improve on conventional patterns by: (1) increasing housing options as to size, price, and location; (2) creating aesthetically pleasing, people-friendly neighborhoods; (3) offering multiple transportation options; and, (4) reducing reliance on the automobile.

#### 1.2 Lebanon’s Commitment To And History Of Community Friendly Development

##### 1.2.1 Incentives For Community Friendly Development

To best serve the needs of its residents, the City of Lebanon has been making efforts for many years to create incentives for Community Friendly Development. Examples of actions and regulations that support Community Friendly Development include:

- Promoting mixed-use development in some zones;
- Allowing commercial uses in Mixed Density Residential Zones;
- Implementing the Mixed-Use Zoning designation;
- Amending the Zoning Ordinance to encourage infill development (e.g., zero lot line, flag lots, smaller lot sizes);
- Granting density bonuses for developers who provide affordable units, on-site recreation, or private outdoor space;
- Adopting a Parks Master Plan and the development of a Street Tree Plan;
- Updating the Lebanon Transportation System Plan (TSP) to comply with the Transportation Planning Rule (TPR);
- Adopting Land Use Regulation Amendments to comply with the Transportation Planning Rule (TPR); and,
- Adopting new street standards with beauty strips and setback sidewalks.

## **1.2.2 Community Friendly Development Principles and the Lebanon Comprehensive Plan**

Policies found in other Chapters of this Comprehensive Plan also promote Community Friendly Development in a variety of ways. For example, Land Use policies encourage Community Friendly Development principles in our City through, for example: (1) increased densities; (2) a variety of lot sizes, housing types, and street patterns; (3) allowance of commercial centers within Mixed Density Residential Zones; (4) the allowance of high density housing in commercial zones; and (5) provisions for “zero-lot-line” and “cluster” development.

## **2.0 Components of Community Friendly Development**

Opportunities to increase the efficiency of land use and energy resources within the City are as follows:

### ***2.1 Infill Development***

City policies and development standards favor the infill of vacant buildable lots. Code provisions support shared access by easement, permitting flag lots, and flexible development standards for lots not capable of being developed in a standard way.

### ***2.2 Neighborhood Refinement Plans***

In the spring of 2003, the City of Lebanon completed its first neighborhood refinement plan, focusing on the Russell Drive area in the southeast quadrant of the community. This study and its resulting plan serve as a model or template of what can be accomplished through the advancement of neighborhood refinement plans. The Russell Drive Neighborhood Refinement Plan involved the citizens of the neighborhood working with City Staff and a consultant team for several months to help define what the neighborhood could look like in the years to come. A study was done to prepare a plan for the neighborhood that integrated multi-modal transportation and highway access management with mixed-use land development. The Russell Drive Neighborhood Plan created a new concept of neighborhood mixed use that promotes land use balance in the neighborhood and will act as a transition from the highway to the core of the neighborhood. The Russell Drive Neighborhood Plan promoted preservation of the residential character of the neighborhood, while including provisions for urban services and facilities and the development of the neighborhood mixed use area. Another major component of the Russell Drive Neighborhood Plan was the development of annexation phasing and infrastructure extension options. The plan also contained recommendations for acquiring and developing a neighborhood park, a recommendation that was implemented in 2004 when the City was able to purchase the neighborhood’s preferred site for a neighborhood park. In addition, two mini-parks were proposed where through vehicle traffic was proposed to be eliminated.



### **2.3 Limit Land For Streets And Parking**

The Transportation System Plan (TSP) includes local street standards incorporating a variety of street widths and design standards based on their function and hierarchy in the local system. Supporting efficient parking ratios can encourage more thoughtful design and guides developers to build on-site only the parking that they need. The adoption of narrower street standards that require less land and other resources can save resources and help to create more livable neighborhoods.

### **2.4 Density Standards**

Permitting denser development in areas where public utilities are already in place results in maximally efficient infill development. By permitting higher density minimums, Lebanon could encourage denser development. (See Chapters on Housing, Land Use, and Urbanization for further details on density.)

### **2.5 Attached And Accessory Units**

Attached and accessory dwelling units make more efficient use of land and public facilities than detached units by providing more living space without a corresponding increase in land area for housing. Additional units sharing an already developed lot can utilize existing service lines and can often share site improvements such as a driveway or a sewer connection. Accessory units are small attached or unattached units on a single-family lot. They are often located over a garage or in an attached portion of an existing house. Accessory units can provide a greater range of housing selection and affordability in predominantly single-family detached home neighborhoods.

### **2.6 Mixed-Use Development**

Oregon's experience has shown that it is important to allow for a mix of uses within compact neighborhoods because that promotes:

- Independence of movement, especially for the young and the elderly who can conveniently walk, cycle, or ride transit;
- Safety in commercial areas, through the around-the-clock presence of people;
- Reduction in auto use, especially by shortening trips between residences and jobs/services/recreation;
- Support for those who work at home, through nearby services and parks;
- A variety of housing choices, so that the young and old, singles and families, and those of varying economic ability may find places to live.

Effective mixed-use zones not only allow the co-location of various types of uses, but they also promote compatible architectural design and connectivity of buildings to streets and paths. Residential mixed-use encourages planners and developers to look beyond the traditional subdivision design and think about new and efficient utilization of land. Such innovative designs can provide residents access to commercial services as well as amenities such as parks, trails, and open spaces, and hence promote Community Friendly Development. There are different levels of scales of mixed-use: mixed uses within a single building; neighborhoods where uses may be located in different buildings and/or "horizontally"; and areas where distinct uses are located near each other, in small scale neighborhood commercial buildings within residential neighborhoods.

### **2.6.1 Buildings**

A single building can be utilized for mixed-uses, such as a live/work unit in a commercial district. Mixed-use development has a number of benefits to a community, including: reducing the need for people to drive to work or to the store, increasing neighborhood safety by increasing activity in residential areas during the day and commercial areas at night, and providing conveniences not usually available in conventional residential neighborhoods.

### **2.6.2 Neighborhoods**

Mixed-use development in residential neighborhoods provides opportunities for residents to benefit from such Community Friendly Development amenities as easy access to commercial and retail operations, as well as educational and recreational facilities. Bringing various uses within walking distance of one another can reduce the need for vehicle trips and the amount of time and energy people devote to driving.

Multi-family residential and other accessory housing development allowed as subordinate or secondary uses in commercial zones can bring vibrancy to a business district. Multi-family housing in commercial districts can provide valuable housing opportunities for those who have limited transportation opportunities or do not wish to own a car. However, experience in other jurisdictions indicate that single-family homes should not be allowed in commercial districts since that can lead to conflicts within, and the degradation of the principal intent of, a commercial zone.

### **2.6.3 Neighborhood Commercial Districts**

Neighborhood commercial districts provide the advantages of mixing commercial and residential uses by creating small commercial centers within primarily residential areas. These small-scale commercial districts can provide convenient services to nearby households, reduce the need for automobile trips, and provide a center for community activity.

By adopting zoning codes that permit the placement of limited commercial uses within primarily residential neighborhoods, a city can encourage efficient mixed-use neighborhoods. Limited commercial development allowed in residential zones can provide residents easy access to neighborhood commercial retail services. Commercial development in these neighborhoods require restricted or limited operations, such as limited operating hours, square footage maximums, height limits, parking, and landscaping for screening as prescribed in the Lebanon Zoning Ordinance, in order to make them compatible with adjacent residential uses. Other restrictions can also be applied to limit the scale of commercial operations and to ensure uses are compatible with neighborhood life.

## **2.7 Transportation And Community Friendly Development**

### **2.7.1 Connectivity and Person Oriented Transportation Systems**

Community Friendly Development principles encourage the provision of safe and convenient ways for people to walk, bike, and connect to transit.

A well connected street network provides more than one route between important destinations. Important elements of Community Friendly Development include: routing heavy traffic around residential neighborhoods; slowing traffic in areas of high pedestrian traffic; and, creating more aesthetically pleasing transportation environments for those who walk or bike. Compact mixed-use development with highly connective street patterns can provide many benefits of Community Friendly Development:

- Walking, cycling, and transit are viable and attractive alternatives to driving;
- Less traffic congestion;
- The convenience, density, and variety of uses necessary to support transit;
- A variety of alternative routes, thereby dispersing traffic flow and reducing congestion at intersections;
- Lower traffic speeds, making neighborhoods safer.

### **2.7.2 Multi-Modal Streets**

Streets that have been developed solely for automotive use often fail to meet the needs of non-motorists. Community Friendly Development promotes streets designed to ensure that the needs of pedestrians and bicyclists are effectively addressed in a safe manner. Street design is covered in more detail in Chapter 8, Transportation, and the City's Transportation System Plan.

### **3.0 Preservation of Historic Resources and Community Friendly Development**

One of the ways in which the City can embody and implement its Community Friendly Development principles is through the preservation of its historic buildings and structures. Preservation of the City's historic heritage not only enriches the community's livability for all residents, but can also provide economic benefits by attracting visitors and business to the community. Statewide Planning Goal 5 includes Historic Resources. Chapter 2 of this Comprehensive Plan further addresses Statewide Planning Goal 5. These issues are also addressed by State law and Administrative Rules (i.e., OAR 660-023-0200).

#### **3.1 Historic Resources Inventory**

The City of Lebanon was founded in 1878 and has now been in existence for more than one and a quarter centuries. During the 1980s, a comprehensive inventory was completed to document historic sites and structures within the City. This inventory includes a physical description, a statement of historical significance, and a history of numerous structures in Lebanon. In the intervening years, a number of structures and sites have become eligible for inclusion on the inventory. Accordingly, the inventory needs to be periodically updated. A major purpose of this inventory is to increase community awareness of historic sites and structures, as well as their importance.

#### **3.2 Lebanon Historic Register**

The *Lebanon Historic Register* (1992) was developed through an evaluation of each site and structure on the Historic Inventory (1984). The *Register* evaluates each significant historical site based on specific criteria developed by the City of Lebanon and the State Historic Preservation Office (SHPO). The *Lebanon Historic Register* also includes findings of fact for each of the sites based on its integrity, historical significance, and architectural significance.

#### **3.3 City of Lebanon Historic Context Statement**

The *City of Lebanon Historic Context Statement* was created in 1994 by the City of Lebanon with assistance from a number of volunteers from the local community. The *Historic Context Statement* provides a thorough documentation of the various historic stages of development within the expanding City Limits of Lebanon. The contextual information in this document addresses the following:

- Identifying the historical themes, events, designs, and associated individuals that have played an important role in the development of the area;
- Describing the types and characteristics of historic buildings, structures, objects and districts associated with the identified themes, events, designs, and individuals;
- Discussing the potential distribution of these buildings, objects, structures, and districts on the landscape;
- Establishing evaluation standards to use in determining how well existing buildings, structures, objects, and districts represent or illustrate the identified themes, events, designs, and individuals; and
- Identifying priorities and treatment strategies to help preserve those buildings, structures, objects, and districts evaluated as representing and/or illustrating community history.

### **3.4 Historic Preservation Ordinance**

The City has an adopted historic preservation ordinance to help protect those buildings and sites identified as having historic significance. The City of Lebanon recognizes that certain significant historic resources located within its boundaries contribute to the unique character of the community and are irreplaceable, and as such, merit preservation. The historic preservation ordinance establishes the basis for the following:

- an official group charged with responsibilities for historic preservation;
- a program for the identification, evaluation, and designation of historic resources as landmarks;
- public incentives for the preservation of Designated Landmarks; and,
- land use regulations regarding the alteration, moving or demolition of Designated Landmarks and Historic Resources of Statewide Significance.

This ordinance establishes the provisions for the City to effectively meet its responsibilities vis-à-vis historic resources as set forth in applicable State law.

## **PART TWO: GOALS AND POLICIES**

### **4.0 Community Friendly Development Goals**

The City's Community Friendly Development Goals include:

- G-1:** Encouraging development patterns that make efficient use of land and energy resources, provide a variety of housing choices, and create multiple transportation options.
- G-2:** Supporting infill development and other development options on large or underutilized residential or commercial lots guided by clear and objective neighborhood compatibility standards.
- G-3:** Encouraging policies and ordinances that lead to well designed, aesthetically pleasing neighborhoods that foster a sense of community and personal interaction.
- G-4:** Encouraging neighborhoods and other areas of the City to develop refinement plans.
- G-5:** Developing streets whose purpose is not solely to move automobiles safely and efficiently, but also to create a pedestrian and bicycle friendly environment.
- G-6:** Developing sidewalks, crosswalks, and multi-use paths that not only meet ADA standards, but also enhance a pedestrian and bicycle friendly environment throughout the community.
- G-7:** Developing specific parking regulations for downtown, pedestrian oriented zone, and other special commercial areas.
- G-8:** Promoting denser development in select locations in order to realize potential savings on infrastructure provision and maintenance.
- G-9:** Providing density bonuses for developers who incorporate specific design amenities into their developments.
- G-10:** Allowing appropriately scaled neighborhood commercial centers, subject to provisions of the Zoning Ordinance, in residential zones in order to: (1) provide ease of access to basic daily household needs, to eliminate unnecessary automobile trips, and to provide convenient centers for neighborhood social interaction; and, (2) within the Mixed Density Residential Zones in order to allow for commercial activity closer to the source of customers and to allow convenient pedestrian access to retail services.
- G-11:** Allowing multi-family housing on upper floors as a conditionally permitted subordinate use in commercial zones in business districts, to provide housing near job centers, activity in areas that would otherwise be vacant during off-hours, and ease of access to services for the elderly and other residents who are unable to drive.
- G-12:** Encouraging retail commercial and residential development and restoration activities within the downtown central business commercial district in order to create a more vital neighborhood atmosphere and to enhance the historic and economic value of the downtown area.

## 5.0 Community Friendly Development Policies

The City shall:

- P-1:** Support infill development and other development options on underutilized residential or commercial lots through such measures as:
- the use of mid-block lanes (alleys) and interior block clusters on large and deep underdeveloped lots (subject to provisions of the Zoning Ordinance);
  - Consider reducing minimum lot sizes in Residential Mixed Density and High Density zones (under prescribed conditions, subject to provisions of the Zoning Ordinance);
  - Consider reducing minimum setbacks in Residential Mixed Density and High Density zones.
- P-2:** Develop and utilize clear and objective neighborhood compatibility standards to guide infill development and other development options on large underutilized residential or commercial lots.
- P-3:** Incorporate a variety of local street standards, including widths and design standards based on their function and hierarchy in the local system.
- P-4:** Permit narrow street standards in new residential neighborhoods in order to improve traffic safety and improve neighborhood character.
- P-5:** Require that standards for local residential streets incorporate design features such as planting strips, and street trees in order to create residential streets whose purpose is not solely to move automobiles safely and efficiently, but also to create a pedestrian friendly environment.
- P-6:** Require that standards for local collector and arterial streets incorporate design features such as bicycle lanes, planting strips, setback sidewalks, and street trees in order to create streets whose purpose is not solely to move automobiles safely and efficiently, but also to create a pedestrian and bicycle friendly environment.
- P-7:** Ensure that parking standards allow for a reduction in required parking when businesses can share parking, especially those operating on different schedules, thereby reducing the amount of surface parking.
- P-8:** Permit the construction of attached and detached accessory dwelling units by providing flexible requirements for accessory housing units in all residential zones.
- P-9:** Encourage mixed uses within individual buildings, neighborhoods, and zoning districts where allowed by planning and building codes, and where there is no or only limited potential for incompatibility or conflict with public health, safety, and welfare.
- P-10:** Allow limited and appropriately scaled neighborhood commercial services in residential zones with appropriate standards to ensure compatibility.
- P-11:** Allow multi-family housing on upper floors as a conditionally permitted subordinate use in commercial zones in business districts.
- P-12:** Allow appropriately scaled neighborhood commercial and retail services within the Mixed Density Residential Zones.

- P-13:** Encourage retail commercial and residential development and restoration activities within the downtown central business commercial district.
- P-14:** Through the development review process, promote vehicular, pedestrian, and bike connectivity design features, site layouts, and transportation facilities that link residents to the available retail services.
- P-15:** Through the development review process, require transportation improvements that provide safe and convenient pedestrian and bicycle access within and between new subdivisions, planned developments, shopping centers and industrial parks nearby residential areas, schools, parks, and other centers of neighborhood activity.
- P-16:** Limit average block perimeter in residential zones so that residential areas are built at a pedestrian oriented scale and to encourage increased pedestrian activity.
- P-17:** Require that new development proposals located on collectors, arterials and highways incorporate shared access driveways under prescribed conditions.
- P-18:** Require, as an integral part of any new development, street trees and the dedication of the necessary Right-of-Way for street trees.

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

- Chapter 7 (Community Friendly Development) Goal G-x [x = Number of Goal Statement]
- Chapter 7 (Community Friendly Development) Policy P-x [x = Number of Policy Statement]
- Chapter 7 (Historic Preservation) Goal G-x [x = Number of Goal Statement]
- Chapter 7 (Historic Preservation) Policy P-x [x = Number of Policy Statement]



## **6.0 Goals for Preservation of Historic Sites and Structures**

### **The City's Goals for Preservation of Historic Sites & Structures include:**

- G-1:** Preserving the City's historic heritage to enrich the community's livability for all residents and to provide economic benefits by attracting visitors and business to the community.
- G-2:** Preserving the community's historic heritage to complement the City's Community Friendly Development principles.
- G-3:** Effectively meeting the City's responsibilities vis-à-vis historic resources as set forth in applicable State law.

## **7.0 Policies for Preservation of Historic Sites and Structures**

### **The City shall:**

- P-1:** Establish, maintain and implement regulations governing the alteration, moving (relocation) or demolition of Designated Landmarks and Historic Resources of Statewide Significance, so that the City effectively meets its responsibilities vis-à-vis historic resources as set forth in applicable State law.
- P-2:** Maintain an official local historic landmarks commission according to the provisions of the Lebanon Historic Preservation Ordinance.
- P-3:** Assist property owners and local groups in preserving places of historic, cultural, or special significance.
- P-4:** Continue efforts to identify, inventory, and register historic structures, and other potential historic sites and resources to assure their preservation for future generations.
- P-5:** Consider the preservation of identified historic sites within the Lebanon Urban Growth Boundary when making land use decisions or when making recommendations to Linn County on its land use actions within the Lebanon Urban Growth Area (UGA).
- P-6:** Implement historical site review procedures during land use actions impacting sites and structures identified on the Lebanon Historical Register (the City's official historic site listing), as well as the sites and structures in Lebanon listed on the National Register and/or historic resources recognized by the State of Oregon to ensure that these structures are given due consideration prior to the approval of any proposed alterations that may affect the historic integrity of the structure or site.
- P-7:** Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in a reasonable manner.
- P-8:** Carefully evaluate the public's safety and general welfare when a conflict surfaces between the renovation of an historic structure and the City's building and fire and life/safety codes.
- P-9:** Maintain an ongoing program to increase public awareness of the City's historic resources and the financial incentives available to the owners of these resources.
- P-10:** Make older neighborhoods a top priority for historic inventory and preservation.

**P-11:** Identify historically significant sites and structures on City-owned property with appropriate plaques and markers, and encourage owners of private property to do the same.

**P-12:** Develop a definition, criteria, and a process to formally identify and list historic neighborhoods and districts.

**P-13:** Continue efforts to recognize and encourage the formation of national and local historic districts.

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

- Chapter 7 (Community Friendly Development) Goal G-x [x = Number of Goal Statement]
- Chapter 7 (Community Friendly Development) Policy P-x [x = Number of Policy Statement]
- Chapter 7 (Historic Preservation) Goal G-x [x = Number of Goal Statement]
- Chapter 7 (Historic Preservation) Policy P-x [x = Number of Policy Statement]

*City of Lebanon*  
*Comprehensive Plan*

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

# CHAPTER 8

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- 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 documents<sup>1</sup>. 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.

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<sup>1</sup> 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 <sup>a</sup>	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 &amp; zoning</i>	None or TWLTL or Raised Median <sup>a</sup>	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

<sup>a</sup> 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 identified<sup>2</sup> 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.

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<sup>2</sup> *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, hangers 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] |

*City of Lebanon*  
*Comprehensive Plan*

**Chapter 9:  
PUBLIC FACILITIES  
AND  
SERVICES**

**Adopted by City Council  
December 8, 2004**

# CHAPTER 9

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**Protocol for Referring to a Goal or Policy from this Chapter**

- Chapter 9 (Public Facilities) General Goal G-x [x = Number of Goal Statement]
- Chapter 9 (Public Facilities) General Policy P-x [x = Number of Policy Statement]
- Chapter 9 (Public Facilities) Police Policy P-x [x = Number of Policy Statement]
- And so on for the other Policy Subsections [x = Number of Policy Statement]

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# CHAPTER 9: PUBLIC FACILITIES AND SERVICES

## Part One: Narrative

### 1.0 Public Facilities and Services

The Land Conservation and Development Commission's Statewide Planning Goal 11 concerning public facilities and services requires cities "[t]o plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development."

Lebanon's public facilities, services and utilities must be continuously expanded and improved if the City is to maintain an adequate level of service for its growing population. Since public facilities are often costly and relatively permanent, it is crucial that they be planned in an efficient and economical manner and that they fulfill the long-range needs of the community.

Implementation of the policies and recommendations contained herein should over time provide an urban level of public facilities and services for the entire Urban Growth Boundary (UGB) area based on a flexible program of phased growth. It is important that the extension of urban public facilities and services for developing areas be undertaken in a coordinated manner while also taking into consideration the opportunities and constraints of the land base and natural environment.

#### 1.1 *City's Overall Facilities Plans:*

Collectively the following documents make up the City's overall Facilities Plan:

##### 1.1.1 Facilities Plans and Programs

1. Transportation System Plan (TSP)
2. Wastewater Facility Master Plan
3. Parks Master Plan
4. Water Facility Master Plan
5. Storm Drainage Master Plan
6. Capital Improvement Program

##### 1.1.2 Programs and Refinement Studies

The above noted plans and programs are routinely updated at various intervals as needed, often annually.

## **1.2 Extension of Public Facilities and Services**

The City supports a flexible program for the orderly extension of water, wastewater, storm drainage, and transportation services within its Urban Growth Boundary. Directives and technical standards for the extension of services are identified in the various infrastructure master plans and studies, such as the Wastewater Facility Master Plan, the Water Facility Master Plan, Storm Drainage Master Plan, and the Transportation System Plan (TSP). These plans usually have a twenty-year planning horizon, and are periodically updated, revised, and refined as needed.

### **1.2.1 Major Revisions**

Major revisions of facilities plans, programs and refinement studies include those changes that have widespread and significant impact beyond the immediate area, such as the development of a new transportation facility (excluding local streets) or the construction of a new sewer pump station. The plans should also be revised when public needs and desires change, and when development occurs at a different rate than contemplated by the plans. Areas experiencing rapid growth and development should provide for a frequent review so needed revisions can be made to keep the plans up to date. **Major modifications, updates, and revisions** will be reviewed during at least one public hearing and adopted by the City Council before they become part of the master plans.

### **1.2.2 Minor Changes**

Minor changes of facilities plans, programs and refinement studies include those changes that do not have significant effect beyond the anticipated scope of the project. Such minor changes could include the development of new local streets or the change in pipe size for a planned water or sanitary sewer line. Minor modifications and refinements of these plans are an ongoing effort. The authority for **minor revisions** to these plans resides with the City Administrator (or designee). Once the minor changes are approved by the City Administrator (or designee), the modifications become part of the master plans.

## **2.0 Other Providers of Public Services**

In addition to public services provided by the City, a number of other public organizations and private business provide a variety of public services for the community (see Sections 4.0–9.0 of this Chapter). Coordination between the City and these other public service providers is an important consideration for this community and its residents (see Policies P-62 to P-81).

## **3.0 City Functions and Services**

### **3.1 City Government and Administration Services**

The City of Lebanon has a Council-Manager form of government. In accordance with the 2004 City Charter, the City is governed by six City Councilors and a Mayor. The six City Councilors reside in and represent one of three wards or precincts in the City and are elected to four year terms. The Mayor is elected at large from the entire City for a two year term. All City commission and committee members are appointed by the Mayor.

The City Administrator/Recorder, appointed by the City Council, administers the policies, ordinances and budget as determined by the Mayor and City Council. In addition to the City Administrator, the Municipal Court, the City Attorney, the Planning Commission and other advisory boards and committees are directly governed by the City Council.

The Purchasing and Personnel offices are within the City Administrator's office. Other departments directly administered by the City Administrator include Finance, Police, Public Works, Community Development, Information Services, Senior Services, and Library. The Community Development Center provides facilities for Community Development (Building and Planning), and Public Works including Engineering, Facility Planning, Capital Improvements, and Environmental Operations. Other Divisions of Public Works are housed in the Administration Building and the Maintenance Services Division complex.

The City has a Community Development Manager responsible to the City Administrator, who advises the Planning Commission, the Mayor and City Council on planning, zoning and land use ordinances and policies.

### **3.2 Police Facilities and Services**

The Lebanon Police Department is located in the eastern section of the Lebanon City Hall. In 2004, the Department was comprised of 41 professionals including: a chief of police, a lieutenant, an administrative assistant, a communications supervisor, five sergeants, fifteen officers, six full-time and one part-time communications specialists, a part-time parking/code enforcement/property officer and 10 reserve police officers. These staffing levels are actually lower than the levels in the 1998 Departmental comprehensive plan.

The Lebanon Police Department is active in the Valley Inter-Agency Narcotics Team (VALIANT) which is Linn/Benton counties' interagency drug enforcement team. The Department is also active in various community policing programs such as project IMPACT (Issues Molding Police And Community Together), Shop-with-a-Cop, Cast-with-a-Cop as well as officer/staff presentations and seatbelt education programs.

Departmental plans for the future include: a new police facility which will be vital for accommodating the growth of our agency. LPD projected staffing needs for 2025 are estimated at 65 total personnel. This growth includes: 6 more patrol officers, an additional school resource officer, two additional detectives, a community services coordinator, two additional full-time and one additional part-time communications specialists, two records clerks, one information systems/crime analysis specialist, an additional lieutenant and a support services manager, as well as five more sworn reserve officers. Another future goal of the Department is the use of technology to help target resources more appropriately.

### **3.3 Library Facilities and Services**

The Lebanon Public Library is located at 2nd and Ash Streets. The Library is staffed by 2 full-time employees with the assistance of several part-time paid staff, and numerous volunteers. The current Library, a 5,700 square foot facility, contains a large number of volumes for a facility of its size, and is considered to be at or beyond its holding capacity.

The building, although over 65 years old, can be rehabilitated and is generally well located. It has reached maximum utilization, and the Library now requires relocation to a new facility.

There are aspirations to build a new Library at Academy Square. The new Library would join the Senior Center on the block at the corner of Academy and Main which was formerly occupied by the Lebanon Middle School. The construction of such a facility is, however, dependent on voter-approval for financing.

The Lebanon Public Library is proposing to address increased service demands for the year 2025 projected population increases by accomplishing two goals. The first goal is to build a new library facility at the Academy Square site; the second goal is to become part of a proposed library district. The proposed plan for a new building would increase Lebanon's Library facility so that it more closely approximates the conventional standards for a community of Lebanon's size. By becoming part of a library district, the Lebanon Public Library would be funded by tax revenues from the library district instead of the current funding which comes from the General Fund of the City of Lebanon. Funding from a library district would allow for increased library services. The Linn Library League is working to create a library district model for all or part of Linn County that would be on the November 2006 ballot for voter approval.

### **3.4 Senior Center Facilities and Services**

The Lebanon Senior Center is located at Academy Square in the former Lebanon Middle School cafeteria/library building on grounds near where the former Santiam Academy once stood. A director and two staff members run the Senior Center and the Dial-a-Bus program. The Dial-a-Bus is available to the general public and operates 5 days a week. The programs at the Center are available to persons 50 years or older. A nutrition program managed by the Council of Governments is also located at the Center and provides both on-site meals and delivered meals to homebound people.

The Lebanon Senior Center, with almost 16,000 square feet, is evolving into an activity center that will attract people over 50 users during the day and additional community members at other times by offering varied programming and a neighborhood gathering location for events and meetings. Responding to activity trends of people over 50, the Center will have a fitness room, small classrooms to attract a variety of interest groups and a large area amenable to dance and varied types of exercise. A large lounge area surrounded by book shelves and small areas for computer work will round out the options for people looking for a comfortable place to pursue their interests and mingle with friends. Co-location near the proposed future Lebanon Public Library will further opportunities for education, study and entertainment.

### **3.5 Parks Facilities and Services**

#### **3.5.1 City Parks**

As of June 2004, the City of Lebanon had 13 designated parks which total approximately 73 acres. The Lebanon Parks Master Plan (January 1999) proposes to add approximately 340 more acres of parks and natural open space. Approximately 190 acres of the proposed park land would be designated as natural open space and the remaining 150 acres would be developed for varying types of park use.

The Parks Master Plan recommends a total of 21.2 acres of park, open space, and recreational land per 1,000 population. In 1999, the City was below this mark with just 4.4 acres per 1,000 population. With a 2000 census population of 12,950, the City would need to acquire an additional 217.5 acres of land to meet with the standards suggested in the Parks Master Plan. If the recommendations in the Parks Master Plan are acted upon, the City's park and recreation needs will be met by 2025.

#### **3.5.2 Landscaping and Street Trees**

Lebanon encourages and supports programs of public and private urban landscaping and beautification throughout the community. The City has adopted a Street Tree Plan to ensure proper species selection, planting techniques and maintenance along city roadways and in public areas.

### **3.6 Water System Facilities and Services**

The responsibility of the water system is two-fold. The first responsibility is the treatment of raw water into safe drinking water, which is accomplished at the Water Treatment Facility. The treatment process consists of a combination of chemical and filtration treatment. The Water Treatment Plant has an effective capacity of 4.0 million gallons per day. The average daily demand at the water treatment facility is 1.9 million gallons per day (MGD). The effective capacity of the treatment plant will be able to serve projected growth demands.

The second responsibility is the transmission, storage, and distribution of treated water for domestic, commercial, industrial, and fire flow uses. Transmission, storage and distribution of the water after treatment are handled by the Water Section of the Public Works Maintenance Services Division and the Engineering Services Division. The City has water mains ranging in size from 2 to 16 inches in diameter. The mains are made up of many different materials that reflect technology of the era in which they were installed, including: steel, ductile, cast iron, galvanized steel, asbestos-cement, and plastic. The City annually replaces existing water lines through the small water line replacement program. The implementation of this program enables the City to replace older water lines with new materials and lines, and address any capacity issues that might exist.

### **3.7 Wastewater System Facilities and Services**

The function of the Wastewater System is twofold. The first function is the collection of wastewater in a network of sewer mains throughout the City, and the second is the treatment of this wastewater so that it may be discharged safely into the environment. The collections system has approximately 50 miles of sanitary sewer mains and two pump stations. The Wastewater Treatment Plant is an activated sludge system providing secondary treatment and chlorination before discharge into the Santiam River. The retained sludge is disposed of as fertilizer on agricultural land producing crops not intended for human consumption. The provision of wastewater service is a key determinate of urban development potential. Wastewater collection, conveyance of and its treatment, as well as maintenance of the system, are handled by the Wastewater Section of the Public Works Maintenance Services Division and the Engineering Services Division. The City annually replaces existing wastewater lines through the wastewater line replacement program. The implementation of this program enables the City to replace older wastewater lines with new materials and lines, and address any capacity issues that might exist, including inflow and infiltration (I & I) issues.

The City is planning to construct a post-treatment complex of ponds and enhanced wetlands for subsurface discharge in a wooded area along the east side of the South Santiam River. This project is referred to as Walden. Ultimately this project will provide wildlife habitat and a recreation facility for the community, as well as enabling the City to ensure that its effluent is of the highest quality before it re-enters the South Santiam River. In order to meet projected growth and permitting issues, improvements such as Walden have been planned as part of the 2004 Wastewater Facility Plan update.

### **3.8 Storm Drainage Facilities and Services**

The City's Storm Drainage System is comprised of underground piping, catch basins, curb inlets, and open drainage ways. The run-off is collected and transferred to natural drainage features mainly consisting of Burkhart Creek, Oak Creek and the South Santiam River. Some older sections of the sanitary sewer do have storm pipes connected directly to the sanitary sewer main lines. These combined systems are targeted for separation. Plans for storm drainage improvements should include consideration of environmental, recreational as well as land use impacts. Construction of storm drainage channels along natural waterways must be executed with care in order not to reduce the environmental, recreational and open space values of these stream corridors.



## **4.0 Schools**

### **4.1 Lebanon School District**

#### **4.1.1 Overview**

In 1995, the Lebanon High School District unified with eight other school districts to become Lebanon Community School District (LCSD). Lebanon Community School District's boundaries extend beyond the City's Urban Growth Boundary on all sides into the County.

The Comprehensive Plan will have a significant impact on the local school district. The projected total population growth and the distribution of that growth will affect the need for new schools and will determine future school locations. The location of schools should be compatible with educational needs and community land use patterns. Elementary schools are often the single most important focus in a neighborhood, particularly when they are used for a variety of community purposes as they are in Lebanon. Finally, new schools should be located in coordination with other community facilities, particularly parks, bike and pedestrian ways, and streets and highways. Because of these interrelationships, there is a need for close coordination between the School District, the City, and the County.

For a number of reasons, the School District noted during the summer of 2004 that annexations do not negatively impact the School District's ability to provide services. As noted above, any territory that would be annexed into the City is already within the Lebanon Community School District boundaries. Nearly four years ago the School District's voters approved a new levy. This new funding enabled the School District during the past four years to build two new schools (one K-5, and one K-8), remodel and expand one K-8 facility, and extensively remodel and update the high school within the City. A variety of other improvements were experienced by all schools in the District. Accordingly, the School District has planned for at least the next ten years of anticipated community growth.

Six of the eight schools have been extensively remodeled and two schools are new. Furthermore, the School District still holds two sites formerly the locations of buildings that have now been closed. In addition, the Seven Oak Middle School lands are extensive enough to house another school at some point in the future.

### 4.1.2 Schools

Within the Urban Growth Boundary, there are four elementary schools: Cascades, Green Acres, Pioneer, and Riverview. There is one middle school, Seven Oak School. Lebanon High School serves all students in the School District in grades 9-12. Table 9-1 lists the current grade levels, site acreage, current and projected enrollments, and capacity off all the School District's facilities.

**Table 9-1: Lebanon School District Facilities**

School and Grade Levels	Site Acreage	Enrollment		Current Capacity
		2003-2004	2008-2009 Forecast	
Elementary Schools				
Cascades (K-5)	11.0	301	286	425
Green Acres (K-5)	10.0	361	343	500
Lacomb (K-8)	10.0	290	275	325
Hamilton Creek (K-8)	10.0	379	359	400
Pioneer (K-8)	13	472	449	500
Riverview (K-5)	12	516	491	500
Middle School				
Seven Oak Middle School (6-8)	50.0 (2 lots)	595	565	750
High School				
Lebanon High School (9-12)	41.0	1180	1120	1700
Totals		4,094	3,889	5,100
Source: Lebanon School District, Summer 2004				

The elementary schools outlined on the foregoing table had a combined capacity in 2003-04 of 2,650 students and an enrollment in 2003-04 of 2,029. The middle school had a capacity of 750 and an enrollment of 595. School expansions and enrollment decreases in the early 2000's are largely responsible for this present surplus capacity. In spite of this, some schools in the Urban Growth Boundary will still face potential overcrowding problems.

### 4.1.3 School Facilities

#### Elementary Schools

**Cascades School** serves the southwest portion of the City out to the urban growth boundary. Continued growth in the southwest area will impact Cascades School. The facility was remodeled during the 2003-2004 academic year.

**Green Acres School** serves the northwest part of Lebanon. Continued residential development will likely impact the school, but much of the remaining undeveloped acreage in the attendance zone (or school attendance boundaries) is planned for light industrial use.

**Pioneer School** serves the north part of Lebanon. Pioneer is new and has had only two years of occupancy.

**Riverview School** serves the east and southeast part of Lebanon. Riverview is new and has had only two years of occupancy.

### **Middle School**

**Seven Oak Middle School** (grades 6-8) was originally built in 1954 and expanded in 1960, with a second major expansion in 1964. It was extensively remodeled and expanded in 2003.

### **High School**

**Lebanon High School** (grades 9-12) serves the area covered by six elementary schools and one middle school. The updated and recently remodeled building, with additions is in very good condition and would seem to be functionally safe, sound and serviceable for the next 20 years. It was fully remodeled during 2003-2004.

#### **4.1.4 Enrollment Trends**

The School District is currently operating eight schools for 4,200 students. The School District is overall at about 85 percent of capacity. The School District has actually lost enrollment in the past decade; however, long term population growth is anticipated. The School District reported (summer of 2004) that such growth does not negatively impact the School District's capacity to serve the new enrollment because it has anticipated the residential growth that Lebanon is now experiencing and is anticipated in the coming years. The School District reported that if it began to experience 1 to 2 percent growth in its student population over the next ten years, the School District would have adequate facilities to accommodate the needs of these students (*the City's official adopted coordinated average annual population growth rate is 1.71 percent – See Chapter 5*).

In addition, the School District reported that it is no longer the only provider of education in the community. The School District is in effect competing for students with private schools, such as East Linn Christian, Lebanon Chapel School, Sand Ridge Charter School, as well as over 200 home schooled students. A number of private schools offer education alternatives to the community's families. For example, in 2004 the East Linn Christian Academy, a Pre-K-12 school, had an enrolment of approximately 150 7<sup>th</sup> through 12<sup>th</sup> grade students at the 20-acre campus located in Lebanon. Another 130 students attended the Pre-K through Sixth Grade campus located on 7-acres near Sweet Home; a number of these students are from the Lebanon School District's area. Together these alternatives to traditional public schools have a combined enrollment of nearly 500 students, or roughly 12 percent of the Lebanon School District's total enrollment in 2003-2004 (see **Table 9-1**).

Overall enrollments for the five-year period from 2003 to 2008 are expected to decrease by a total of 205 students, an approximate 1.0 percent annual decrease. This is below the projected rate of population growth for the City over the same time period, which is explained by the fact that a portion of the population increase can be attributed to in-migration of adults and senior citizens. The Lebanon School District projects that these decreases will be spread fairly evenly throughout all grade levels.

The School District has enough acreage at the Seven Oak Middle School site to add an elementary school. Bonding would be required. Alternatively, the site could be used as a second high school, provided that the Middle School could be relocated elsewhere within the School District. The aging population combined with other educational opportunities (charter schools, private schools, home schools, and on-line schools that utilize the internet) will mitigate much of the growth factor facing the community public schools over the next ten to twenty years.

#### **4.1.5 School District, City and County Coordination**

Although the City of Lebanon has no direct responsibility to provide school facilities, the relationship of schools to community planning is most important since residential development and school needs are interrelated and require a coordinated planning effort. Lebanon Community School District has recognized the need for a comprehensive plan for area schools.

The School District does have a formal agreement with the City of Lebanon for the cooperative use of Pioneer School Park. The entities work closely to coordinate complementary land uses. The Lebanon Parks Master Plan outlines potential for coordination between school and city park and recreation facilities.

#### **4.2 Linn-Benton Community College (LBCC)**

The main campus of the Linn-Benton Community College is located in Albany and operates additional campuses in Lebanon and in Sweet Home.

The East Linn-LBCC Lebanon Center was built in 2002, and is located adjacent to Highway 20 north of the downtown area and just south of the hospital complex. The Lebanon Center shares its new facility with the East Linn Workforce and Education Building that also houses the Department of Human Services, Community Services Consortium, Oregon Employment Department and Linn County Economic Development Program. Through these partnerships LBCC intends to better serve the residents of East Linn County including Lebanon, Crabtree, Sodaville, Lacombe and Scio. This campus complex also provides a community meeting facility.

Each year, more than 25,000 people take at least one class at Linn-Benton Community College, making LBCC one of the largest community colleges in Oregon. LBCC has the equivalent of 6,000 full-time students, with an average age of 25. About 25 percent of local high school graduates come directly to LBCC after graduation.

The curriculum offers a variety of courses and programs, ranging from college transfer classes, personal growth and computer skills (some specifically for seniors), to adult self-improvement and enrichment classes. Popular lifelong learning classes are available in art, writing, historical exploration, foreign languages, physical fitness, outdoor experience, gardening, and travel adventure. LBCC responds to the changing needs and interests of the community. Classes change regularly, depending upon community interest, professional requirements, and current issues or events.

## **5.0 Fire Protection -- Lebanon Fire District**

### **5.1 Mission**

It is the mission of the Lebanon Fire District to be dedicated to serving and protecting its citizens. The Fire District provides a high level of emergency service to Lebanon and surrounding areas and is crucial to maintaining a high quality of life in the area.

### **5.2 Overview**

The Lebanon Fire District covers 156 square miles and consists of light and heavy industry, single and multi-family residential areas, and large portions of grass and timber areas. The Fire District includes the cities of Lebanon, Waterloo, Sodaville, and Lacombe. The Fire District's medical emergency response area includes this area, as well as the incorporated cities and surrounding areas of Brownsville, Crabtree, and Scio. The medical response area covers approximately 450 square miles.

There are an estimated 10,500 single-family residential structures and 750 businesses within the boundaries served by the Lebanon Fire District. The population of the service area is estimated to be 31,000 to 35,000 people, approximately 42 percent of whom live in the more densely populated incorporated areas. In comparison, the City limits contain approximately 5.95 square miles, and the City's entire Urban Growth Boundary (UGB) is about 10.26 square miles. In 2003 the City had an estimated population of 13,140 persons; approximately 3,000 additional persons live in the City's Urban Growth Area.

Because properties inside the UGB of Lebanon are already inside the Fire District boundaries, they pose no additional burden to Fire District services when annexed.

The Lebanon Fire District maintains an Insurance Services Office (ISO) Class 3 rating in the City and an ISO Class 5 rating in the rural areas. The Fire District also has Hazardous Materials (HAZMAT) technicians and is part of the State of Oregon HAZMAT team.

The Lebanon Fire District adopts and enforces the Oregon Fire Code. This Fire Code provides minimum life and fire safety regulations to reduce the hazards of fire, explosion and other perils. The code also protects life and property to a reasonable degree by supplementing laws relating to fire safety. Code provisions apply to both new construction and existing buildings.

The Lebanon Fire District has established a strategic plan that sets out the Fire District's mission, vision and values as well as its goals and objectives. The Strategic Plan is reviewed periodically and assessed for progress towards achievement of goals and objectives. One major objective is to "Manage the Impact of Population Growth." This includes the following tasks: monitoring response time, workload and performance in all areas of the Fire District; defining the level of service that can be maintained with existing resources; creating plans for future growth; and actively participating in growth planning for territory within the Fire District.

The Fire District's Strategic Plan addresses future service needs. The Fire District is concerned about property development and how development will impact the Fire District's ability to provide service. It is incumbent upon all developers to meet the needs of the Fire District and the State of Oregon fire codes as adopted by the Lebanon Fire District. The Fire District participates regularly with the City of Lebanon in the development review process. Fire District staff reviews and provides comments on development proposals to inform developers of Fire District requirements.

Planning for the future also entails planning for the construction and operation of new Fire District substations. Currently it is projected that 4 new substations will be needed by 2025, and that 2 may be located in the City or its UGB.

### **5.3 Facilities and Equipment**

The Lebanon Fire District operates with six engines (one is equipped with advanced life support), three water tenders, one aerial apparatus, three brush fire vehicles, four support vehicles, three advanced life support medic units and two basic life support rescue units. The Fire District employs approximately 26 highly trained personnel who respond to an estimated 3,400 calls for service per year. The Fire District is housed in a state of the art facility which includes Fire District offices, an emergency operations center, a public meeting room, a vehicle maintenance shop, a fire training tower and burn room, and a fueling station that serves Fire District and City fleets.

### **6.0 Samaritan Lebanon Community Hospital (SLCH)**

Samaritan Lebanon Community Hospital is a member of Samaritan Health Services (SHS), a regional network of hospitals, physicians and senior care facilities. SHS is a values-driven, church related organization governed by community members, physicians, and other health care providers. The network, formed in the late 1990s, serves approximately 250,000 residents in Linn, Benton, Lincoln and portions of Polk and Marion counties in Oregon. It is locally owned, and its board of directors includes hospital leaders, physicians and community representatives.

The Hospital features a Family Birth Center designed with the whole family in mind. The Emergency Room and Urgent Care Departments have been expanded; and there are top quality departments in the Same Day Care Unit, Acute Care Unit and Critical Care Unit, Dialysis, Diagnostic Imaging and Cardiac and Pulmonary rehabilitation programs; respiratory therapy, and a Swing Bed Program assist individuals who need limited rehabilitation services.

Since its founding day in 1952, the philosophy of maintaining a caring relationship between the hospital and the community has continued. The hospital provides various classes and support groups, including nutritional counseling given by certified dietitians to help individuals maintain adequate nutritional health. A free medical clinic, the East Linn Community clinic, is staffed by volunteer health care practitioners and delivers free medical care for uninsured families within the county.

In September of 2002, collaboration between Linn Benton Community College and Samaritan Lebanon Community Hospital (SLCH) gave the community the Health Career Center. The Health Career Center is an educational partnership between Linn Benton Community College and Samaritan Lebanon Community Hospital. Linn Benton Community College provides the instructors and course materials. SLCH furnishes the equipment and space. This joint program has provided training for individuals in radiology technology, Certified Nursing Assistant, pharmacy technician, dialysis technician, respiratory therapy, sterile processing technician, restorative aide, sleep lab technician and operating room technician. The hospital is currently expanding this space by 11,500 square feet to accommodate additional educational programming, conference room space and an audio-visual production room. Together these two partners offer new health careers to a number of mid-valley residents. Expansion of this program is a key component for SLCH and Samaritan Health Services as it cares for patients now and into the future.

A large conference center is in the planning stages. This conference center will serve as an educational center for all of Samaritan's 4000 plus employees and for other community educational and social purposes. Grants are being sought to create programs designed to educate responders for large-scale natural and other types of disasters. Support services such as restaurants, hotels, and other shopping will need to be developed and are being considered for location on the hospital's land immediately across Highway 20. These support features will serve to offer a stable source of income for SLCH into the future.

## **7.0 Energy**

### **7.1 Electric Power**

Several aspects of electric power services are significant to the Comprehensive Plan. First, there is the question of the adequacy of the electric power supply to meet the needs of future growth, especially for large industrial users.

Another concern is the aesthetic impact of major facilities such as electric distribution lines and substations. Location and design are effective tools to mitigate the potential impacts of infrastructure on the community. Design and landscape screening can be utilized to carefully integrate these facilities with their surroundings.

Overhead electric distribution lines can also detract from the visual quality and use of an area. In newly developed areas, underground service is a viable alternative. The City of Lebanon subdivision ordinance requires underground distribution power lines for all new subdivisions within the City.

Electric power in the Lebanon area is supplied by two power providers: Pacific Power & Light (PP&L) and Consumers Power Incorporated (CPI). Both companies anticipate no major problem in meeting foreseeable increased demand for electricity. There might be, however, some temporary delay in meeting an unexpected demand by a large new industrial user, particularly in the area served by CPI, unless the utilities are given adequate notification.

The City of Lebanon requires that all new subdivisions have underground electric distribution lines. It is the normal policy of both companies to place distribution lines in new developments underground. There is no plan or policy regarding conversion of existing overhead lines to underground lines. Where feasible, PP&L will convert existing overhead distribution lines to underground at the expense of customers receiving the benefit.

The area served by each of the two utilities is defined in agreements with Oregon's Public Utilities Commission and the City of Lebanon. Pacific Power serves most of the City and most of the urbanized area. Consumers Power Incorporated serves largely rural areas west and south of the city and the area east of the South Santiam River.

### **7.2 Natural Gas**

Lebanon is served by Northwest Natural Gas, the regional natural gas distribution company for the area. Northwest Natural Gas distributes gas from a connection point with the interstate pipeline, Williams Pipeline.

Northwest Natural Gas taps Williams Pipeline at the Albany Gate Station. Gas is then conveyed to the Lebanon area via an eight-inch line, which follows Spicer Road and then the Santiam Highway (US 20). This line follows US 20 throughout the Lebanon area and continues on to Waterloo and Sweet Home.

A network of four-inch and two-inch underground natural gas distribution lines serves the City and developments to the west and the south. All parts of the Urban Growth Boundary Area, with the exception of Ridgeway Butte, are within easy access of the natural gas distribution system.

The Northwest Natural Gas Company foresees a favorable outlook for the future supply of natural gas and offers energy savings programs for its efficient use.

It is anticipated that the natural gas needs associated with future population increases or growth into expansions of the urban growth boundary can be met with extensions of the existing natural gas infrastructure.

## **8.0 Communication Systems**

### **8.1 Telephone Service**

CenturyTel provides telephone service for Lebanon and surrounding areas including Brownsville, Sweet Home and Shedd. It also provides high-speed (DSL) and dial up internet services to the area.

As of August 2004, CenturyTel reported that it has roughly 3,470 business and 11,800 residential phone lines in the Lebanon area. Underground service is a viable alternative to overhead service lines that may detract from the aesthetic appeal of residential and commercial areas. A CenturyTel policy indicates that all telephone lines in major new developments are placed underground in accordance with the requirements of Lebanon's Subdivision Ordinance. Based upon the community's projected future population growth, CenturyTel anticipates being able to continue its current standard of voice, data, and high-speed internet services.

### **8.2 Cable Television**

As of July 2004, Comcast Cable reported that it provides cable television and high-speed Internet service to the residents of the City of Lebanon. Comcast provides service to all areas within the City Limits as well as to certain areas of unincorporated Linn County. The TV cable in all major new developments is placed underground. Service is normally available immediately to newly annexed areas. The normal minimum density the company needs for service extensions is 15 subscribers per 1/4 mile of cable plant. In general, Comcast plans to continue extending services to areas of growth within the City Limits.

### **8.3 Internet Services and Cell Tower Based Communications Providers**

Lebanon and the surrounding community have access to internet services and cell tower based communications via numerous providers. These fields are highly competitive and in recent years new providers have been constantly emerging, while older providers have been transformed as technological and commercial arrangements change, often rapidly. The overall trend has been that the residents and businesses of this area have available to them an increasing array of options and higher quality of services with each passing year. These trends will in all likelihood continue into the foreseeable future. The City needs to develop and adopt a new regulations addressing the issues involved with the siting and regulation of such facilities in the community.



## **9.0 Solid Waste Disposal and Recycling**

The Albany-Lebanon Sanitation Company provides waste disposal for the City of Lebanon. The company also offers a free curbside recycling program that picks up office paper and cardboard in addition to the standard recycling material of glass, tin, aluminum, plastic, yard debris, and tree cutting. Paid services include pickup of building materials and use of drop boxes.

The City's transfer station has more than adequate capacity to at least to the year 2025. Coffin Butte, the designated regional landfill, is located 29 miles from Lebanon. Coffin Butte has a current reserve capacity of approximately 30 to 40 years and with a planned expansion would provide a reserve capacity of approximately 100 years. (Source: Linn County Environmental Health, May 2004).

The City supports cooperation with the County, and other organizations and groups, to continue investigating and encouraging recycling efforts.

## PART TWO: GOALS AND POLICIES

### NOTE

A number of Policies in the Urbanization Chapter (# 3) also address the public facility issues and the requirements of Statewide Planning Goal 11. The most salient of those policies are repeated in this Chapter (P-3 to P-11).

### 10.0 General Goals

#### The City's Public Facilities and Services Goals include:

- G-1:** Providing Public Facilities Policies and Plans as a guide for the location and development of future community facilities and utilities consistent with long-range community needs.
- G-2:** Planning and developing a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development for both existing and planned land uses.
- G-3:** Continuing and enhancing coordination and cooperation between the City and other public and private providers of public services to maximize the orderly and efficient development and provision of all services.
- G-4:** Ensuring that essential public facilities and service capabilities (transportation, storm drainage, sewer and water service) are either in place before new development occurs and/or are constructed concurrently with such development.
- G-5:** Ensuring that the extensions of essential public facilities and services to a development site is accomplished either by the city through the implementation of the Capital Improvement Program, or by the site developer at their expense with cost sharing and oversizing reimbursement options.
- G-6:** Promoting water conservation.

### 11.0 Policies

#### 11.1 General Policies

##### The City shall:

- P-1:** Support a flexible phased program for the orderly extension of water, wastewater, and transportation services in response to land development proposals. *(Duplicated in Chapter 3, Urbanization)*
- P-2:** Maintain directives and technical standards for the extension of services as identified in the various original or updated infrastructure master plans and studies, such as the Wastewater Facility Study Master Plan, the Water Facility Study, Storm Drainage Master Plan, and the Transportation System Plan (TSP). *(Duplicated in Chapter 3, Urbanization)*
- P-3:** Maintain and routinely update Capital Improvements plans. Often the plans are revised, updated, and implemented according to a five year plan beginning with the current budget year. The regularly updated plans may include Transportation, Water, Wastewater, Storm Drainage, and Facilities & Parks projects. *(Duplicated in Chapter 3, Urbanization)*

- P-4:** Use fees such as water, sewer, and other City utility connection and service fees to provide the financial means to maintain and/or extend public facility systems to meet projected needs. *(Duplicated in Chapter 3, Urbanization)*
- P-5:** Use System Development Charges (SDCs) to provide the financial means to extend public facility systems to meet projected needs. *(Duplicated in Chapter 3, Urbanization)*
- P-6:** Define Capital Improvements projects as City initiated publicly funded City infrastructure extensions and enhancements, and/or improvements to facilities. *(Duplicated in Chapter 3, Urbanization)*
- P-7:** Maintain a long-range financial Capital Improvement Program to provide for the systematic expansion of needed community facilities, utilities, infrastructure, and services in an efficient and timely manner. *(Duplicated in Chapter 3, Urbanization)*
- P-8:** Review all development proposals to ensure that public facilities are available and have adequate capacity to accommodate the proposed development, or that such facilities and their capacities can be made available through appropriate extensions and/or enhancements concurrent with or prior to proposed developments. *(Duplicated in Chapter 3, Urbanization)*
- P-9:** Require that new developments are either served by existing and/or proposed public infrastructure improvements, and/or are served by privately funded infrastructure extensions and improvements. *(Duplicated in Chapter 3, Urbanization)*
- P-10:** Consider impacts on key City-provided urban utility services (water, storm drainage, wastewater, and streets) and any other community facilities that are identified by service providers as substantially impacted by the proposal before development proposals, or rezoning applications are approved.
- P-11:** Provide notice of major development projects to all utility service providers.
- P-12:** Prepare annual updates to the Capital Improvement Program (CIP).
- P-13:** Evaluate growth trends to assist in the planning for future public facilities expansions.
- P-14:** Require the compatibility of future updates and revisions of the City's various master plans for public facilities and services with the Lebanon Comprehensive Plan.
- P-15:** Pursue, for public infrastructure development and community enhancement, a variety of funding sources, including urban renewal districts (URDs), local improvement districts (LIDs), grants, and other funding mechanisms.

**P-16:** Make available information regarding new projected population and employment growth for the community to all service providers, public and private, included in this Chapter, whenever the City/County coordinated population growth rate is updated, or new population and employment data is available through the U.S. Census<sup>1</sup>, and/or a new Urbanization Study and Buildable Lands Inventory is completed. In this manner, each service provider can better evaluate their abilities to provide service for the anticipated growth during the planning period.

### **11.2 City Administration and Public Buildings Policies**

**P-17:** Prepare a site acquisition and building program for public buildings as part of the ongoing Capital Improvement Program.

**P-18:** Give strong consideration to a building program focused on a clustered civic center facility for City government.

**P-19:** Consider designing new buildings as "expandable building systems" capable of accommodating future growth and modification.

**P-20:** Maintain sufficient information, data and other resources to support economic development inquiries and opportunities.

**P-21:** Maintain the City's public facilities consistent with the City's financial resources and City Council directions.

**P-22:** Seek to enhance the City's tax and revenue resources in order to better implement the goals and policies of this Comprehensive Plan.

### **11.3 Police Policies**

**P-23:** Support and encourage efforts to finance and build an adequate and safe Police Department facility.

**P-24:** Support and encourage initiatives to enhance the quality of Police services that can be provided for the community.

**P-25:** Support and encourage efforts to acquire the technological improvements that will enable the Police Department to maximize the efficiency of their available personnel at any given time.

**P-26:** Support and encourage initiatives to maintain the Police services at the level desired by the community.

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<sup>1</sup> During the summer of 2004, the City made available information regarding the projected population and employment growth for the community to the year 2025\* to all service providers, public and private, included in this Comprehensive Chapter. Each service provider was therefore able to evaluate their abilities to provide service for this anticipated growth prior to submitting their narratives for this Comprehensive Plan Update. (\*See discussions of ECONorthwest's 2004 Urbanization Study in previous Comprehensive Plan Chapters.)

## **11.4 Library Policies**

- P-27:** Support and encourage initiatives to form and maintain a county-wide library district to enhancing library services and finances for the residents of the City and Linn County.
- P-28:** Support and encourage efforts to finance and build a new Library facility.
- P-29:** Support and encourage initiatives to enhance the quality of Library services that can be provided by the City's Library.
- P-30:** Support and encourage initiatives to maintain the Library services at a level desired by the community.

## **11.5 Senior Center Policies**

- P-31:** Support and encourage initiatives to enhance the quality and variety of Senior Center services for the community's residents age 50 or older.
- P-32:** Support and encourage initiatives to maintain and expand cooperative programs with other organizations and agencies in the area and the County to enhance Senior Center services available for the community's residents age 50 or older.
- P-33:** Support and encourage funding to maintain the Senior Center services at a level that is adequate to serve the needs of Lebanon's senior community.

## **11.6 Parks Policies<sup>2</sup>**

- P-34:** Periodically review and update the City of Lebanon's Parks Master Plan.
- P-35:** Ensure that the Parks Master Plan is consistent with the bicycle and pedestrian facilities sections of the Transportation System Plan.
- P-36:** Identify sites for a variety of park uses, including both passive and active recreational uses.
- P-37:** Seek to achieve a variety of park land, secure adequate city-wide neighborhood and local parks, acquire unique natural areas, achieve a system of linear greenways, and create school/park recreational areas where possible.
- P-38:** Give prime consideration in planning for future parks and open space areas to special or unique natural features, including wooded areas, hillsides and water courses in order to preserve these natural features.
- P-39:** Acquire, where possible, future park sites adjacent to linear greenways to take advantage of the opportunity to link parks with potential pedestrian and bike trails.
- P-40:** Consider cooperative planning and development of parks and playgrounds as part of the cooperative planning program between the City and the School District.
- P-41:** Maintain a park acquisition program according to the guidelines of the Parks Master Plan.
- P-42:** Consider proposals from developers to deed park land to the City as a part of development proposals.
- P-43:** Select future park sites, particularly for neighborhood and local parks, according to the guidelines of the Parks Master Plan.

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<sup>2</sup> Chapter 2, *Natural Environment*, also addresses parks.

## **11.7 Water System Policies**

- P-44:** Review and update the Water Master Plan at those update intervals suggested in the Water Master Plan or as warranted to account for unanticipated growth in water system service demands.
- P-45:** Maintain and expand the City's water system to anticipate and respond to growth as outlined in the City's Water Master Plan.
- P-46:** Provide future water service connections only within the Urban Growth Boundary, except where required to address declared public health hazard emergencies.
- P-47:** Supply, via the City's water system, adequate flow and quality for domestic use and fire flow needs for all new development.
- P-48:** Maintain adequate water service to existing users while expanding the system to meet the needs of new users.
- P-49:** Consider, when possible, the concurrent installation and construction of water service infrastructure with the installation and construction of other public utility services, particularly wastewater service.
- P-50:** Design and construct public facilities, such as water reservoirs, to visually integrate with nearby development.
- P-51:** Promote water conservation through
  - a. Maintaining small waterline replacement program to replace leaking water lines;
  - b. More efficient utilization of water in all City operations;
  - c. Promoting public awareness of and encouraging water conservation.

## **11.8 Wastewater Facilities Policies**

### **A. City Wastewater Service and System**

- P-52:** Prepare and maintain a Wastewater Master Plan.
- P-53:** Require that the extension of public wastewater infrastructure be in accordance with the City's Facilities Plans, as amended by special studies, or the City's Capital Improvement plans, and/or by official City Council action.
- P-54:** Not allow the establishment or extension of sewer systems outside urban growth boundaries or unincorporated community boundaries, or allow extensions of sewer lines from within urban growth boundaries or unincorporated community boundaries to serve land outside those boundaries, except where the new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land.
- P-55:** Maintain and expand the City's wastewater system to anticipate and respond to growth as outlined in the City's Wastewater Master Plan.

### **B. On-Site Sewage Disposal**

- P-56:** Allow private on-site sewage disposal systems except as permitted by OAR 340-071 and administered by Linn County.
- P-57:** Prohibit new development, with the exception of a single family dwelling on an existing lot, from using on-site sewage disposal systems.

### **11.9 Storm Drainage Policies**

- P-58:** Maintain and update a Storm Drainage Master Plan.
- P-59:** Require that, as part of the City's project review process, private development plans address surface drainage issues.
- P-60:** Require that wherever possible, open drainage courses that can function as linear greenways be preserved as open space in order to maximize drainage capacity.

### **11.10 School Policies**

- P-62:** Coordinate with the Lebanon School District as part of its ongoing facilities planning effort.
- P-63:** Provide notice, as part of the City's project review process, to the Lebanon School District when major development projects are proposed that may impact the Lebanon School District.
- P-64:** Assist the Lebanon School District to help identify future school sites.
- P-65:** Participate in cooperative planning and development of parks and playgrounds as part of the cooperative planning program between the City and the School District.
- P-66:** Support and encourage the continued improvement of the Linn Benton Community College campus in Lebanon.

### **11.11 Fire Protection and Emergency Medical Service Policies**

- P-67:** Support and encourage the continued improvement of the Lebanon Fire District and its facilities while acknowledging the fact that the City has no direct responsibility for this key community organization.
- P-68:** Support the Lebanon Fire District efforts to locate new facilities as needed within the City limits and/or Urban Growth Area (UGA) through appropriate application of the Zoning Ordinance and any other applicable land use regulations, and interagency agreements.
- P-69:** Cooperate with the Lebanon Fire District to maintain and enhance a joint Emergency Management Program, and all supporting documents and practices, as set forth in the provisions of the community's current Basic Emergency Management Plan.
- P-70:** Support and encourage the continued involvement of Fire District in the Development Review (land use) process of the City.
- P-71:** Require applicants of development projects (land use) to comply with all Fire District regulations and practices.

### **11.12 Samaritan Lebanon Community Hospital Policies**

- P-72:** Support and encourage the continued improvement of the Lebanon Community Hospital.
- P-73:** Protect the Lebanon Community Hospital from incompatible land uses through exercise of the Zoning Ordinance.

### **11.13 Energy and Communications Systems Policies**

- P-74:** Encourage energy and communication systems operators to provide the Lebanon area with service levels and technology that is state of the art for industry standards.
- P-75:** Require, wherever possible, location of electric power distribution systems, telephone and cable television lines underground in all future developments.
- P-76:** Encourage development of a conversion schedule for existing overhead utilities to underground service in the future.
- P-77:** Require location, wherever possible, of future utility substations and communication facilities outside residential and historic districts. When this is impossible, visually integrate these facilities with nearby developments.
- P-78:** Provide notice, when major development proposals are identified as possibly impacting a utility provider's ability to maintain service levels, to those potentially impacted utility/service providers. Such notice shall be made during the City's development review process in order to address and/or mitigate the possible adverse impacts at that juncture. Additionally, utility/service providers shall be informed of community development trends by receiving such notices thereby better enabling them to anticipate the future needs for their services.

### **11.14 Solid Waste Disposal and Recycling Policies**

- P-79:** Continue to cooperate with other jurisdictions, local and state agencies, and solid waste service providers in meeting the solid waste disposal needs of the Lebanon area.
- P-80:** Require that solid waste collection areas (e.g., dumpsters) on commercial and industrial sites be screened from adjoining properties to provide a physical and visual barrier.
- P-81:** Cooperate with the County to continue investigating and encouraging recycling efforts.

#### **Protocol for Referring to a Goal or Policy from this Chapter**

- Chapter 9 (Public Facilities) General Goal G-x [x = Number of Goal Statement]
- Chapter 9 (Public Facilities) General Policy P-x [x = Number of Policy Statement]
- Chapter 9 (Public Facilities) Police Policy P-x [x = Number of Policy Statement]
- And so on for the other Policy Subsections [x = Number of Policy Statement]



*City of Lebanon*  
*Comprehensive Plan*

**Chapter 10:**  
**PLAN IMPLEMENTATION,**  
**COORDINATION**  
**AND**  
**AMENDMENT**

**Adopted by City Council**  
**December 8, 2004**

# CHAPTER 10

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# CHAPTER 10: PLAN IMPLEMENTATION, COORDINATION, AND AMENDMENT

## Part One: Narrative

### 1.0 Implementation Tools

The City of Lebanon uses two major tools to implement the goals and policies set forth in the Comprehensive Plan: the Zoning and the Subdivision Ordinances (both are codified chapters in the Lebanon Municipal Code). Other tools for implementing the Comprehensive Plan include other portions of the City's Municipal Code, the Capital Improvement Program, and facility plans including the Transportation System Plan (TSP). Other plans and programs also implement the Comprehensive Plan, or provide background or technical information.

#### 1.1 Zoning Ordinance

##### 1.1.1 Regulating the Use of Land

The Zoning Ordinance regulates the use of land. More specifically, the provisions of the Zoning Ordinance divide the community into residential, commercial, industrial, and other use zones based on the Comprehensive Plan. Each zone has standards and regulations that determine the allowed uses on that land and the standards to which improvements must conform, such as building height, yard setbacks, and lot size. The Zoning Ordinance consists of text and graphics found in the City of Lebanon Municipal Code, and an official Zoning Map.

##### 1.1.2 Two Major Roles

The Zoning Ordinance fulfills two major roles.

- First, the provisions of the Zoning Ordinance promote the public health, safety, and welfare of the City.
- Secondly, the Zoning Ordinance implements the Comprehensive Plan. Oregon Revised Statute 197.175 stipulates that cities will prepare and enact land use regulations to implement their comprehensive plan.

##### 1.1.3 Short-Term and Long-Term Considerations

In a broad sense, zoning encourages the orderly development of the community and implements the Comprehensive Plan. Zoning can only partially relate to the long-term aspects of the Plan because, as a regulatory tool, it must relate to the current conditions within the City.

The Comprehensive Plan provides a general and long-range policy for the City, while the zoning codes serve as a legal ordinance with binding provisions on land development. The various zones have specific boundaries and when drafting the Zoning Ordinance, the City considers how each land parcel will be affected.

### **1.1.4 Amending the Zoning Ordinance and Zoning Map**

Zoning Code provisions and the Zoning Map may be amended, either upon initiation by the City or following a request by an applicant. Amendments shall be consistent with the Comprehensive Plan.

- a. If proposed amendments to the Zoning Ordinance do not comply with the current wording of the Comprehensive Plan, the Comprehensive Plan must first be appropriately amended so that the that Zoning Ordinance will be consistent with and accurately implement the Comprehensive Plan.
- b. If a proposed zoning designation other than one in accordance with the Comprehensive Plan Map (also see the Annexation Zoning Matrix – Chap. 4, Table 4.2) is requested by an applicant, the re-zoning requested shall not be granted until the Comprehensive Plan Map is first appropriately amended to reflect and guide the requested zoning map amendment. However, these requests may be handled concurrently. The Zoning Map must accurately reflect and implement the Comprehensive Plan Map.

### **1.2 Subdivision Ordinance**

The Subdivision Ordinance provides the City with standards and regulations for the approval of new subdivisions and land partitions. The Subdivision Ordinance, found in the Lebanon Municipal Code, includes design standards for streets, blocks, and other improvements. The Subdivision Ordinance provides the application procedures for approval of all land divisions or property line adjustments within the City. The Subdivision Ordinance relates to the Comprehensive Plan by assuring proper design of residential areas and in the design and location of needed public facilities.

### **1.3 Transportation System Plan (TSP)**

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 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. Upon adoption, the TSP becomes a part of this Comprehensive Plan. (See Chapter 8 of this Comprehensive Plan for details.)

### **1.4 Other Plans and Programs**

Collectively the following documents, in addition to the Transportation System Plan (TSP) make up the City's overall Facilities Plan:

#### **1.4.1 Facility Plans and Programs:**

- (1) Wastewater Facility Master Plan; (2) Parks Master Plan; (3) Water Facility Master Plan; (4) Storm Drainage Master Plan; and (5) Capital Improvements Program

#### **1.4.2 Programs and Refinement Studies:**

The above noted plans and programs are routinely updated at various intervals, often annually. (See Chapter 9 of this Comprehensive Plan for details.)

## **1.5 Municipal Code**

The Lebanon Municipal Code (LMC), adopted by the Lebanon City Council, is the governing rule, or law, for the City of Lebanon. As such, the code implements the Lebanon Comprehensive Plan by delineating the specific requirements, policies, programs and procedures outlined in many of the elements of the Lebanon Comprehensive Plan. The LMC also outlines penalties, or punitive actions, for any failure to adhere to code requirements. Thus, the LMC serves as the primary tool of enforcement for the mandatory provisions of the Lebanon Comprehensive Plan. Those portions of the LMC that address issues or matters encompassed within the Lebanon Comprehensive Plan need to be consistent with the Lebanon Comprehensive Plan.

## **2.0 Amending the Comprehensive Plan and/or Map**

The Comprehensive Plan and Map are basic parts of the community's planning process. Ensuring that the Plan and Map are viable and user-friendly policy documents is an ongoing and active responsibility of City government. The Comprehensive Plan and Map need to be updated occasionally for the following reasons:

- To accurately reflect changes in the community.
- To reflect changes in Statewide Planning Goals and Guidelines as well as changes in State statutes and rules.
- To ensure integration with other policies, Zoning Codes, and Subdivision Codes.

### **2.1 Periodic Review**

The State requires cities to update the Comprehensive Plan through Periodic Reviews. The Department of Land Conservation and Development initiates Periodic Review that assures that comprehensive plans and land use regulations remain in compliance with the State law. Periodic Review requires a cooperative process between the state, the local government, the citizens of Lebanon and other interested persons, agencies and organizations.

### **2.2 Post Acknowledgment Plan Amendment (PAPA)**

The Post Acknowledgment Plan Amendment process provides an alternative way (to periodic review) to change or update the Comprehensive Plan. Cities must comply with State law and Statewide Planning Goals during the PAPA process.

### **2.3 Legislative Process for Revisions:**

#### **2.3.1 Major Revisions and Minor Changes in the Comprehensive Plan and Implementation Measures**

As noted in Statewide Planning Goal 2, the citizens in the area and any affected governmental unit should be given an opportunity to review and comment prior to any changes in the Comprehensive Plan and implementation ordinances. There should be at least 30 days notice of the public hearing on the proposed change.

### 2.3.2 Major Revisions:

Major revisions include land use changes that have widespread and significant impact beyond the immediate area, such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a spatial change that affects large areas or many different ownerships. The Plan and implementation measures should be revised when public needs and desires change and when development occurs at a different rate than contemplated by the Plan. Areas experiencing rapid growth and development should provide for a frequent review so needed revisions can be made to keep the Plan up to date; however, major revisions should not be made more frequently than every two years, if at all possible.

### 2.3.3 Minor Changes:

Minor changes do not have significant effect beyond the immediate area of the change. Such changes should be based on special studies or other information that will serve as the factual basis to support the change. The public need and justification for the particular change should be established. Minor changes should not be made more frequently than once a year, if at all possible.

## 3.0 Statewide Planning Goal 2, Land Use Planning And Coordination With Affected Governmental Units

Statewide Planning Goal 2 provides the framework to assure that the established land use process and decision making is informed by an adequate factual base for such decisions and actions, and for coordinating land use planning with other affected governmental units in order to ensure that such planning is consistent with all applicable Statewide Planning Goals. The City of Lebanon continues to strongly support the spirit, intent, and requirements of this Goal. Statewide Planning Goal 2 states in Part I that:

*All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents. The plans, supporting documents and implementation ordinances shall be filed in a public office or other place easily accessible to the public. The plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans. Each plan and related implementation measure shall be coordinated with the plans of affected governmental units. All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.*

**Affected Governmental Units** -- are those local governments, state and federal agencies and special districts which have programs, land ownerships, or responsibilities within the area included in the plan.

**Comprehensive Plan** -- as defined in ORS 197.015(5).

**Coordinated** -- as defined in ORS 197.015(5). Note: It is included in the definition of comprehensive plan.

**Implementation Measures** -- are the means used to carry out the plan. These are of two general types: (1) management implementation measures such as ordinances, regulations or project plans, and (2) site or area specific implementation measures such as permits and grants for construction, construction of public facilities or provision of services.

**Plans** -- as used here encompass all plans which guide land-use decisions, including both comprehensive and single-purpose plans of cities, counties, state and federal agencies and special districts.

Statewide Planning Goal 2 (in Part II) also provides a process for adopting exceptions to a goal, when appropriate, based on the following criteria:

*(a) The land subject to the exception is physically developed to the extent that it is no longer available for uses allowed by the applicable goal; (b) The land subject to the exception is irrevocably committed to uses not allowed by the applicable goal because existing adjacent uses and other relevant factors make uses allowed by the applicable goal impracticable; or (c) The following standards are met: (1) Reasons justify why the state policy embodied in the applicable goals should not apply; (2) Areas which do not require a new exception cannot reasonably accommodate the use; (3) The long-term environmental, economic, social and energy consequences resulting from the use of the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and (4) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.*

## **4.0 Legal Framework For The Comprehensive Plan**

### **4.1 Rules of Construction**

Unless otherwise specifically prescribed in this Comprehensive Plan, the following provisions shall govern its interpretation and construction:

- 4.1.1** When not inconsistent with the context, words used in the present tense include the future, words in the plural number include the singular number, and words in the singular number include the plural number.
- 4.1.2** Unless otherwise specified in this Plan, any action authorized or required to be taken by the City may be taken by the City Council or by an official or agent designated by the City Council and as permitted by law.
- 4.1.3** At the local level, the City Council is the final authority for the interpretation, and application of any and all provisions of the Comprehensive Plan.

### **4.2 Severability and Constitutionality**

If any section, subsection, sentence, clause, or phrase of this ordinance is for any reason held illegal, invalid, or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions hereof. The Council hereby declares that it would have passed this Comprehensive Plan and each section, subsection, sentence, clause, and phrase hereof irrespective of the fact that any one or more sections, subsections, sentences, clauses, or phrases be declared illegal, invalid, or unconstitutional.

## **Part Two: Goals And Policies**

### **5.0 Goals**

#### **The City's Implementation Goals include:**

- G-1:** Maintaining an up to date Comprehensive Plan, as well as supporting documents, plans, and implementing ordinances/measures.
- G-2:** Utilizing amendment processes that both ensure the opportunity for and actively encourage effective citizen participation in the decision making to update the City's Comprehensive Plan and supporting documents.
- G-3:** Maintaining a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.
- G-4:** Coordinating land use planning with other affected governmental units in order to ensure that such planning is consistent with all applicable Statewide Planning Goals.

### **6.0 Comprehensive Plan And Map Amendment Policies**

- P-1:** The City Council may amend the Comprehensive Plan and/or Map after referral to the Planning Commission public hearing, for action, review, revisions, and recommendations.
- P-2:** Changes to the Plan and/or Map shall be made by ordinance after public hearings as prescribed by state law and local ordinances.
- P-3:** Changes in the Plan and/or Map shall be incorporated directly into the document at the appropriate place. A list of all amendments with date of passage shall then become part of the document until the next comprehensive update of the entire Comprehensive Plan.
- P-4:** An amendment to the Comprehensive Plan and/or Map may be considered when one or more of the following conditions exist:
  - a.** Updated data demonstrates significantly different trends than previous data;
  - b.** New data reflects new or previously undisclosed public needs;
  - c.** New community attitudes represent a significant departure from previous attitudes as reflected by the Planning Commission or City Council;
  - d.** Statutory changes significantly affect the applicability or appropriateness of existing plan policies.
- P-5:** Residents, property owners, their authorized agents, the Planning Commission, the City Council, or City staff may initiate a Comprehensive Plan amendment. In order to obtain a Comprehensive Plan and/or Map amendment, the applicants shall have the burden of proof that all of the following conditions exist:
  - a.** There is a need for the proposed change;
  - b.** The identified need can best be served by granting the change requested;
  - c.** The proposed change complies with the Statewide Planning Goals; and,
  - d.** The proposed change is consistent with all other provisions of the City's Comprehensive Plan.
- P-6:** At the local level, the City Council is the final authority for the interpretation, and application of any and all provisions of the Comprehensive Plan.



## 7.0 Land Use Planning And Coordination With Affected Governmental Units

- P-7:** The City shall maintain a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.
- P-8:** The City shall coordinate land use planning with other affected governmental units in order to ensure that such planning is consistent with all applicable Statewide Planning Goals.

### Protocol for Referring to a Goal or Policy from this Chapter

- Chapter 10 (Implementation) Goal G-x [x = Number of Goal Statement]
- Chapter 10 (Implementation) Comprehensive Plan Policy P-x [x = Number of Policy Statement]
- Chapter 10 (Implementation) Land Use Coordination Policy P-x [x = Number of Policy Statement]

## Chapter 10 Addendum

### An Index Indicating Primary References for Compliance with Applicable Statewide Planning Goals

*Usually, only the most pertinent sections of the Comprehensive Plan are referenced. There is simply not enough space to list all references in this Index or Compliance Matrix. In some cases (but not all) specific Comprehensive Plan Goals and/or Policies are referenced by number, and some explanatory comments are included in the "notes" column. (This matrix is based on an evaluation by Angelo Eaton & Associates.)*

<b>Statewide Planning Goals – Requirements for the Contents of Comprehensive Plans</b>	<b>Addressed in Chapter and Section #</b>	<b>Notes</b>
<b>Goal 1: Citizen Involvement</b>	<b>Chapter 1</b>	<b>Notes</b>
1. The governing body shall adopt and publicize a program for citizen involvement in the planning process.	3.2	
2. The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process	3.2, P-16	
3. The citizen involvement program shall include an officially recognized committee for citizen involvement (CCI) that shall be broadly representative of geographic areas and interests related to land use and land use decisions and selected by an open, well-publicized public process	3.2	
4. The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land use planning	3.2	
5. The citizen involvement program shall assure effective two-way communication between citizens and city officials	3.2	
6. The citizen involvement program shall provide citizens the opportunity to be involved in all phases of the planning process	3.2	
7. The citizen involvement program shall assure that technical information is available in an understandable form	3.2, P-18	
8. The citizen involvement program shall assure that citizens will receive a response from policy-makers and that the rationale used to make land use policy decisions is available in a written record	3.2, P-19 – P-23	
9. Adequate human, financial and informational resources shall be allocated for the citizen involvement program	P-25	

<b>Goal 2: Land Use Planning</b>	<b>Chapters 1 &amp; 10</b>	<b>Notes</b>
10. Plans shall include identification of issues and problems.	(all chapters)	Each Comprehensive Plan chapter includes background and issue identification.
11. Plans shall include inventories and other factual information for each applicable statewide planning goal.	(all chapters)	Each Comprehensive Plan chapter includes factual information and/or includes or references inventories specific to the applicable statewide planning goal.
12. Plans shall include evaluation of alternative courses of action and ultimate policy choices.	(all chapters)	
13. Required plan information shall be contained in the plan document itself or in supporting documents.	(all chapters)	
14. Plans, their supporting documents and their implementing ordinances shall be filed in a public office or other office easily accessible to the public.	(all chapters)	
15. Plans shall be the basis for specific implementation measures which shall be consistent with and adequate to carry out the plans.	(all chapters)	
16. Plans shall be coordinated with the plans of affected governmental units.	Chapter 10 3.0, G-4, P-8; Chapter 2 P-22	
17. Plans shall be consistent with the plans of affected cities and counties.	Chapter 10 (2.3)	
18. Plans and implementation ordinances shall be adopted after public hearing.	Chapter 10	
19. Plans shall be reviewed and as necessary revised on a periodic cycle to take into account changing public policies and circumstances.	Chapter 1	
20. Opportunities shall be provided for review and comment by citizens during preparation, review and revision of plans and implementing ordinances.	Chapter 1	
<b>Goal 3: Agricultural Lands; Goal 4: Forest Lands</b>	<b>Not Applicable</b>	

<b>Goal 5: Natural Resources, Scenic And Historic Areas, And Open Spaces</b>	<b>Chapters 2 &amp; 7</b>	<b>NOTES</b>
<p><b>21.</b> Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources.</p>	<p>2.4 (Ch. 2); G-3, G-16, P-17 (Ch. 2), 3.4 (Ch. 7)</p>	<p>Ch. 2, Section 2.4 includes information re: riparian protection (also, G-16, P-17). Also see G-3.</p>
<p><b>22.</b> The following resources shall be inventoried: (a) Riparian corridors, including water and riparian areas and fish habitat; (b) Wetlands; (c) Wildlife Habitat; (d) Federal Wild and Scenic Rivers; (e) State Scenic Waterways; (f) Groundwater Resources; (g) Approved Oregon Recreation Trails; (h) Natural Areas; (i) Wilderness Areas; (j) Mineral and Aggregate Resources; (k) Energy sources; (l) Cultural areas.</p>	<p>G-3, G-4, (Ch. 2)</p>	<p>Inventory goal is G-4.</p>
<p><b>23.</b> Following procedures, standards, and definitions contained in OAR 660, Division 23, local governments shall determine significant sites for inventoried resources and develop programs to achieve the goal.</p>	<p>G-3, G-5 (Ch. 2)</p>	<p>Program implementation goal (for riparian zones) is G-5.</p>
<b>Goal 6: Air, Water, and Land Quality</b>	<b>Chapter 2</b>	<b>Notes</b>
<p><b>24.</b> Waste and process discharges from future development (when combined with discharges from existing development) shall not violate, or threaten to violate, state or federal environmental quality statutes.</p>	<p>P-1, P-3, P-23 (Also Chapter 5, P-17)</p>	<p>Policies in this chapter refer to coordination with state and federal agencies and mirror the language in this requirement.</p>
<p><b>25.</b> Such discharges shall not exceed the carrying capacity, degrade, or threaten the availability of air, water, and land resources.</p>	<p>P-2 (Also Chapter 5, P-18)</p>	

<b>Goal 7: Areas Subject to Natural Hazards</b>	<b>Chapter 2</b>	<b>Notes</b>
<p><b>26.</b> Local governments shall adopt comprehensive plans to reduce risk to people and property from natural hazards.</p>	<p>1.3, P-13 – P17</p>	
<p><b>27.</b> Local governments shall consult with the Department of Land Conservation and Development in its review of new hazard information provided by federal and state agencies.</p>	<p>1.3</p>	
<p><b>28.</b> Upon receiving notice from DLCD that new hazard inventory information requires a local response, local governments shall evaluate the risk to people and property based on the new hazard inventory information and adopt or amend plan policies and implementing measures as necessary based on the risk evaluation.</p>	<p>1.3</p>	
<p><b>29.</b> Plan and ordinance amendments based on a risk evaluation responding to new hazard inventory information shall include opportunity for citizen review and comment and shall be consistent with the following principles: (1) avoiding development in hazard areas where risk to people and property cannot be mitigated; and (2) prohibiting the siting of essential facilities, major structures, hazardous facilities and special occupancy structures in identified hazard areas where risks to public safety cannot be mitigated unless an essential facility is needed within a hazard area in order to provide essential emergency response services in a timely manner.</p>	<p>5.0</p>	
<p><b>30.</b> Local governments shall follow such procedures, standards and definitions as may be contained in statewide planning goals and LCDC rules in developing programs to protect people and property from natural hazards.</p>	<p>1.3</p>	

<b>Goal 8: Recreation Needs</b>	<b>Chapter 9</b>	<b>(Chapter 2 also contains policies relating to parks.)</b>
<b>31.</b> The requirements for meeting recreational needs shall be planned for by governmental agencies having responsibility for recreation areas, facilities, and opportunities in coordination with private enterprise.	3.5	
<b>32.</b> Recreational needs shall be planned in appropriate proportions.	11.6	
<b>33.</b> Recreational needs shall be planned in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.	11.6	
<b>Goal 9, Economic Development: Requirements</b>	<b>Chapter 5</b>	<b>Notes</b>
<b>34.</b> Comprehensive Plans and policies shall contribute to a stable and healthy economy.	4.0, 5.0	The City's Comprehensive Plan has many goals and policies that fulfill this requirement.
<b>35.</b> Comprehensive plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base, materials and energy availability and cost, labor market factors, educational and technical training programs, availability of key public facilities, current market forces, location relative to markets, availability of renewable resources, availability of land, and pollution control requirements.	2.0, G-8	
<b>36.</b> Plans shall include analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends.	21.0, 2.0. 3.0	
<b>37.</b> Plans shall contain policies concerning the economic development opportunities in the community.	5.0	The City's Comprehensive Plans has many policies that fulfill this requirement.
<b>38.</b> Plans shall provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies.	G-8, G-10, P-5	
<b>39.</b> Plans shall limit uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with proposed uses.	P-9	

<b>Goal 10: Housing</b>		<b>Chapter 6</b>	<b>Notes</b>
<b>40.</b> Buildable lands for residential use shall be inventoried.		2.0	
<b>41.</b> Plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with financial capabilities of Oregon households. Needed housing units means housing types determined to meet the need for housing shown as particular price ranges and rent levels. Needed housing includes attached and detached single-family housing, multiple family housing, government assisted housing, and manufactured homes whether occupied by owners or renters.		2.7, 4.0, G-2, P-11	
<b>42.</b> Plans shall allow for flexibility of housing location, type and density.		4.4, G-2, P-40	
<b>Goal 11: Public Facilities and Services</b>		<b>Chapter 9</b>	<b>Notes</b>
<b>43.</b> Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for the needs and requirements of the urban, urbanizable, and rural areas to be served.		G-2	
<b>44.</b> Urban facilities shall be arranged in a timely, orderly and efficient manner that best supports existing and planned land uses.		G-2	
<b>45.</b> A provision for key facilities shall be included in each plan (see "Urban Facilities and Services" for a list).		11.0	Policies for each facility and service included in this Chapter meet this requirement.
<b>46.</b> Cities shall develop and adopt a public facility plan for areas within an urban growth boundary.		1.0	
<b>47.</b> A provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan.		11.14	
<b>48.</b> Cities shall not extend sewer systems outside of urban growth boundaries or allow existing extensions of sewer systems to serve lands outside urban growth boundaries except where the extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land.		1.2, P-53, P-54	Section 1.2 states that the City supports a flexible program for the orderly extension of wastewater services <i>within its urban growth boundary</i> . Policies reflect the language of this requirement.

<b>Goal 12: Transportation</b>	<b>Chapter 8</b>	<b>(Transportation policies also found in Ch. 7)</b>
49. Transportation plans shall consider all modes of transportation, including pedestrian, bicycle, highway, rail, mass transit, air, water, and pipeline.	1.0, 3.0, 4.0, 5.0, 6.0, 7.0, 8.0, P-29	
50. Transportation plans shall be based upon an inventory of local, regional, and state transportation needs.	2.0	
51. Transportation plans shall consider the differences in social consequences that would result from utilizing differing combinations of transportation modes.	P-14	
52. Transportation plans shall avoid principal reliance on any one mode of transportation.	G-3, G-5, P-13	
53. Transportation plans shall minimize adverse social, economic, and environmental impacts and costs and conserve energy.	P-15	
54. Transportation plans shall meet the needs of the transportation disadvantaged.	P-14	
55. Transportation plans shall facilitate the flow of goods and services so as to strengthen the local and regional economy.	18.0, 19.0, 20.0	
56. Transportation plans shall conform with local and regional comprehensive land use plans.	1.0	The City is in the process of updating the TSP. This background section explains this process and that the TSP is an addendum to the Comprehensive Plan, and will implement transportation policy.
57. Transportation plans shall be developed, adopted, amended and implemented in accordance with the standards set out in OAR 660, Division 12.	1.0	
<b>Goal 13: Energy Conservation - Requirement</b>	<b>Chapter 3</b>	<b>Notes</b>
58. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.	G-2, G-3, P-9	



<b>Goal 14: Urbanization -- Requirements</b>	<b>Chapter 3</b>	<b>Notes</b>
69. Urban growth boundaries shall be established to identify and separate urbanizable land from rural land.	2.2	
60. Establishment and change of the boundaries shall be based upon consideration of certain factors, including: a demonstrated need to accommodate long-range population growth requirements consistent with LCDC goals; need for housing and employment opportunities and livability; orderly and economic provision for public facilities; maximum efficiency of land uses within and on the fringe of the existing urban area; environmental, energy, economic and social consequences; retention of agricultural land, with Class I being the highest priority for retention and Class VI the lowest priority; and compatibility of the proposed urban uses with nearby agricultural activities.	4.1, 4.2, 5.1, 5.2, 6.0	
61. Results from the above considerations shall be included in the comprehensive plan.	(see above sections)	
62. In the case of an urban growth boundary amendment, the local government also shall follow the procedures and requirements for Goal Exceptions in Goal 2, Part II.	P-2	Policy requires compliance with Statewide Planning Goals pertaining to boundary amendments.
63. Urban growth boundary amendments shall be a cooperative process between a city and the county or counties that surround it.	P-2	Section 9.4 contains the UGMA policies.
64. Land within the boundaries separating urbanizable land from rural land shall be considered available over time for urban uses. Conversion of urbanizable land to urban uses shall be based on consideration of: a. orderly, economic provision of public facilities and services b. availability of sufficient land for the various uses to insure choice in the market place c. LCDC goals or the acknowledged comprehensive plan d. Encouragement of development within urban areas before conversion of urbanizable areas.	8.0, 9.3, 9.5	These requirements are met through the "overall" goals and the UGMA and annexation policies.
<b>Goals 15-19: Applicable to Willamette River Greenway and Coastal Areas, but not Lebanon</b>		