

City Comprehensive Plan

70.1

DOCUMENTS
LOCAL

Lebanon (1973)



LEBANON, OREGON COMPREHENSIVE PLAN

BIBLIOGRAPHIC DATA SHEET		1. Report No. LGR 72-04-04	2.	3. Recipient's Accession No.
4. Title and Subtitle Lebanon, Oregon Comprehensive Plan		5. Report Date 15 May 1973		
7. Author(s) Donald B. Driscoll/Banks Upshaw, Planning Consultants		8. Performing Organization Rept. No.		
9. Performing Organization Name and Address City of Lebanon 925 Main Street Lebanon, Oregon 97355		Architectural Associates D. B. Driscoll/B. Upshaw 883 Oak Street, Suite 107 Eugene, Oregon 97401		10. Project/Task/Work Unit No.
12. Sponsoring Organization Name and Address Department of Housing & Urban Development "701" Program Administered by: Executive Dept. 240 Cottage St. S.E. Salem, Oregon 97310		11. Contract/Grant No. CPA-OR-10-16-1006		
15. Supplementary Notes Prepared in cooperation with the City of Lebanon		13. Type of Report & Period Covered Final June 1972-May 1973		
16. Abstracts The Lebanon Oregon Comprehensive Plan completes the City's first comprehensive approach to guide future growth and development of the community. The plan is organized in four sections: <u>The Introduction</u> describes the purpose, structure and use of the plan, prologue to planning and general goals and objectives. <u>Community Development Patterns</u> presents an historical profile, population and economic patterns, physical patterns and community development policies. <u>The Comprehensive Plan Elements</u> recommends policies and development proposals for five plan elements: Land Use, Housing, Transportation, Public Facilities and Open Space. <u>Implementation Programs</u> presents recommendations for community support and planning processes, code and ordinance revisions, capital improvement programing, continued planning and inter-governmental program coordination.				
17. Key Words and Document Analysis. 17a. Descriptors				
17b. Identifiers/Open-Ended Terms The Lebanon Oregon Comprehensive Plan contains four sections: Introduction, Community Development Patterns, Comprehensive Plan Elements, and Implementation Programs.				
17c. COSATI Field/Group				
18. Availability Statement Release Unlimited City of Lebanon 925 Main Street Lebanon, Oregon 97355		Price \$5.00/copy		19. Security Class (This Report) UNCLASSIFIED
				21. No. of Pages 145
				20. Security Class (This Page) UNCLASSIFIED
				22. Price

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15 May 1973

Gentlemen:

During the past eight years various background planning studies have been undertaken in Lebanon for the purpose of formulating a general guide for future city development. The accompanying Comprehensive Plan document presents the culmination of these efforts in an integrated statement of objectives, policies and development proposals, as well as recommendations for its implementation.

Work undertaken in the preparation of the Comprehensive Plan was accomplished under Contract No. LGR 72-04-04 with the Local Government Relations Division of the Executive Department of the State of Oregon and was financed in part through a Comprehensive Planning Grant from the Department of Housing and Urban Development. A base map was drawn; population and economic trends were considered; preliminary plans were prepared and adopted for Land Use, Housing, Transportation, Public Facilities, and Open Space; and a program for Capital Improvements has been outlined in preliminary form.

Development of the Comprehensive Plan involved many hours of staff conferences; planning commission, city council, and citizens advisory committee work sessions; and public meetings. We wish to express our appreciation to all public officials and citizens whose cooperation and assistance provided valuable contributions and guidance.

Respectfully Submitted,

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**LEBANON, OREGON
COMPREHENSIVE PLAN**

The preparation of this report was financed in part through a Comprehensive Planning Grant from the Department of Housing and Urban Development.

H.U.D. Project No. CPA-OR-10-16-1006
Contract No. LGR 72-04-04

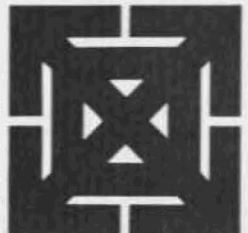
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LEBANON OREGON
COMPREHENSIVE PLAN

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LEBANON CITY OFFICIALS

MAYOR

Richard H. Renn, 1973-74

PREVIOUS MAYOR

Larry M. Christiansen, 1971-72

CITY COUNCIL

Arthur Deuker, Ward Three
Joe McPherson, Ward Three
John Richard, Ward One
Kenneth Swanson, Ward Two
Lyle Winters, Ward Two
Chuck Zeek, Ward One

PREVIOUS MEMBERS

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Nancy Kirkpatrick, Ward Two
Ross Jackson, Ward One
John Simi, Ward One

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J. Art Huntington
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Robert D. Scott
Margaret Zawislak
Joe McClarnan, Secretary

PREVIOUS MEMBERS

Clay Nichols
Don Pierce
Richard Reeves
Chuck Zeek

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Zella M. Laswell, Assistant to Recorder
Warren Gill, City Attorney
Jesse L. Adams, Chief of Police
John A. Stolsig, Public Works Superintendent
Paul L. Robertson, Fire Chief, Building Inspector
Martha Svatos, Librarian
Lyle F. H. Vehrs, Municipal Judge
Bert Udell, City Engineer

CITIZEN PARTICIPATION

Seven citizen advisory committees were established by the mayor in September, 1971 to insure citizen participation and assistance in developing policy guidelines for the City as part of its overall planning program.

The committees are similar in structure to the seven functional planning areas or divisions established by the State of Oregon to focus on the needs and problems facing the state.

Citizens Planning Advisory Committees:

1. Name of Committee: Economic Development Committee
Number of Members: 7
Chairman: Mr. Gay Ness
Phone: 258-2662
2. Name of Committee: Human Resources Committee
Number of Members: 6
Chairman: Mr. Randy Alexander
Phone: 258-3126
3. Name of Committee: Education Committee
Number of Members: 8
Chairman: Mr. Derwood Smith
Phone: 258-3749
4. Name of Committee: Public Safety Committee
Number of Members: 12
Chairman: Mr. John Dixon
Phone: 258-4745
5. Name of Committee: Natural Resources Committee
Number of Members: 7
Chairman: Mrs. Betty Collins
Phone: 258-5779
6. Name of Committee: Transportation Committee
Number of Members: 7
Chairman: Mr. Albert Pfahler
Phone: 258-8785
7. Name of Committee: Administration and Programs Coordination Committee
Number of Members: 8
Chairman: Mr. Gary Hawkins
Phone: 258-3126

INTRODUCTION

The Comprehensive Plan is intended to insure that Lebanon's livability will be enhanced rather than weakened in the face of growth and change. It should not be considered a detailed blueprint for every future development proposal, nor is it intended to offer solutions for problems that will require action at higher governmental levels. Nevertheless, local officials, public agencies, and private citizens are continually confronted by developmental decisions that can be facilitated if a general plan for future growth is established.

The document itself is intended to be concise and nontechnical and relies on previous background planning studies included by reference in the appropriate sections. It is structured to allow expansion and flexibility of use and should be subjected to periodic review, addition, and change to reflect changes within the community and the region. The text attempts to be explicit and devoid of ambiguity and includes maps to assist in understanding various aspects of the plan.

The Comprehensive Plan is not a zoning ordinance or a specific development plan. Instead, the Comprehensive Plan presents a number of broad development guidelines. Some specific details are provided, but they serve as illustrative examples of opportunities rather than inflexible dictates. Its focus is long-range, comprehensive and directed toward physical development. It provides a flexible guide for specific developmental decision-making while not specifically making the decisions.

To provide guidance and direction, emphasis has been placed on citizen participation. To initiate and stimulate this function, the Mayor appointed a group of Lebanon residents to serve on seven Citizens Planning Advisory Committees and charged them with the responsibility of providing citizen liaison and input during the planning process to guide the development of the plan.

The final document, therefore, is a joint effort that has included input from the Linn County Planning Office, the Lebanon Planning Commission, the Lebanon City Council, the Citizens Advisory Committees and the Planning Consultant.

STRUCTURE AND USE OF THE COMPREHENSIVE PLAN

The Lebanon Oregon Comprehensive Plan completes the City's first comprehensive approach to guide the future growth and development of the community.

The plan document is structured into five sections. Together they provide background information, general goals and objectives, policy guidelines, development proposals, and recommendations for implementation for six major elements of the plan:

1. Community Development Patterns
2. Land Use
3. Housing
4. Transportation
5. Public Facilities
6. Open Space

Each element, although outlined separately, is interrelated and must be coordinated into a comprehensive guide for decision-making.

To serve this purpose, the Comprehensive Plan includes inter-related Goals and Objectives, general Policy Guidelines, specific Development Proposals, and recommended Implementation Programs.

Goals and Objectives

The Goals and Objectives stated herein are statements of the result or achievement toward which the planning effort is directed. They are statements of purpose and outline on a general level what the planning effort is intended to attain or accomplish.

Policy Guidelines

Policy Guidelines are official statements of strategy or principle that specify the intent of the City concerning the future growth and development of the community. Adopted by the City Council, they serve many useful purposes by providing:

1. A long-range guide for the evaluation of various proposals for physical change and improvement.
2. A frame work for making sound decisions on zoning, subdivisions, capital improvement programs, and other codes and ordinances.
3. A guide for public programs and expenditures.

4. An indicator of more detailed and specific studies that are needed.
5. A source of information and a statement of planning policy that is useful to the local business community, the general public, and other governmental units in making decisions regarding their individual development plans.

Development Proposals

While the Policy Guidelines present the City's general long-range intentions and direction, the Development Proposals, guided by the Policy Guidelines, describe specific community projects recommended for consideration. The intention here is to focus on identification of the opportunities available to the community while also clarifying the implications inherent within the policy statements through specific examples.

Implementation Programs

Implementation Programs are suggestions or recommendations intended to assist in putting the plan into effect. Generally plan implementation includes the enactment of regulatory measures pertaining to land development and the establishment of official City policy relating to crucial problems, needs and opportunities within the community.

Plan Use

The plan is intended to be used as a working manual that can be changed, amended, added to or subtracted from as conditions and attitudes within the community change. To assist in utilizing the plan in this way, copies for the planning commission, city council, and administrative staff are provided for ring binders so sections can be easily removed or added.

The plan should be reviewed, amended and subjected to public hearings before final adoption by the planning commission and the city council. After adoption, the plan should also be subjected to annual review and amendment at the first of each year. In this way the plan will always be an up-to-date guideline for community development.

PROLOGUE TO PLANNING

Our environment changes incrementally, that is piecemeal, in a continuous process of maintenance, renewal, growth, and decay.

Since all communities are composed of essentially the same basic elements, success or failure in response to community needs is due primarily to the specific arrangement and interrelationships between these basic elements within the community.

The community will capitalize on the amenities of its environment, or it will fail to do so and waste its resources.

The people will have a diversity of choice in their activities within the community, or they will be denied this basic need.

The people will feel that they live in a privileged place with substantial advantage and distinction, or they will find their surroundings merely tolerable or even worse.

All of the people who live and work in the community should take an active part in shaping it.

Population growth in Lebanon will be based on employment opportunities in other portions of the regional area as well as within the city itself.

Building activity will tend to gravitate to areas served by sewer and water systems, and the availability of adequate sewer facilities in particular will come to influence development locations more than in the past.

Changes in the highways serving Lebanon will have a major influence in the future growth patterns of the community.

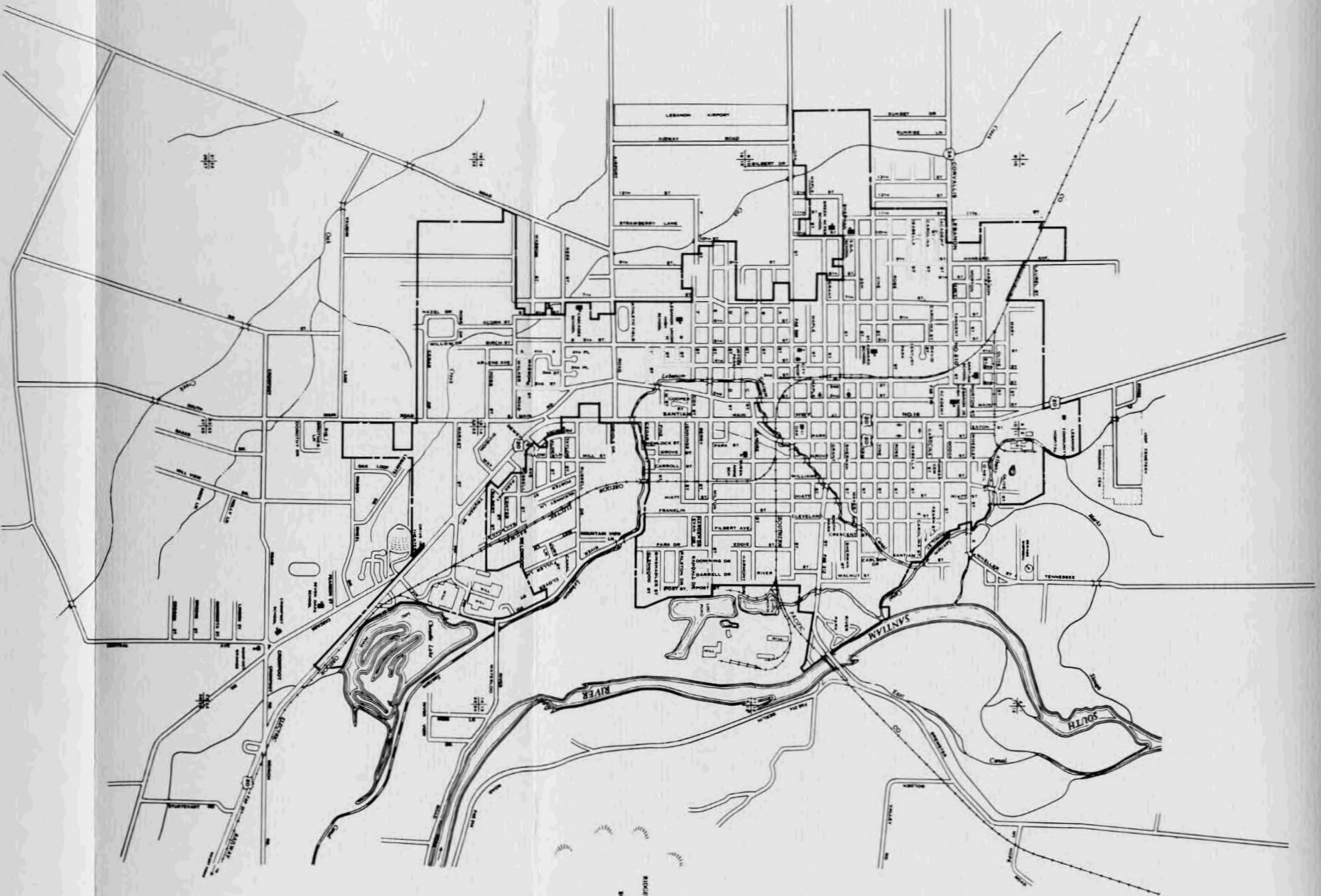
GENERAL GOALS AND OBJECTIVES

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

1. To encourage Lebanon's development in a planned and considered manner consistent with the community's general health, safety and welfare.
2. To achieve an urban environment that assures each individual the widest possible choices and opportunities for a productive and meaningful life-style within the community.
3. To preserve those features that are special and unique to the community while also being responsive to changing needs and conditions.
4. To preserve and maintain areas of the natural environment that are unique to Lebanon's natural setting.
5. To broaden opportunities for economic expansion and diversification.
6. To achieve public interest, understanding, and support of the planning process and the goals toward which the process is directed.

Specific goals and objectives related to each of the five primary planning elements are:

1. To develop a land use policy plan as a guide for future land use development which sets forth the suitable kinds, amounts and intensities of use to which land in various parts of the City should be put.
2. To develop a housing policy plan which seeks to increase opportunities for all citizens of Lebanon to enjoy safe, decent and sanitary housing and to assist in creating and maintaining neighborhoods in a manner consistent with the natural environment and the needs of the people.
3. To develop 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.
4. To develop a public facilities policy plan as a guide for the location and development of future community facilities and utilities consistent with long-range community needs.
5. To develop an open space policy plan as a guide for preservation of undeveloped places of natural or scenic beauty.



BASE MAP

H.U.D. PROJECT NO. CPA OR 10 16 1006
 CONTRACT NO. L.G.R. 72 04 04

LEBANON OREGON

MAY 1973



0 1000 2000



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HISTORICAL PROFILE

Lebanon, Oregon is located in Western Linn County, 14 miles southeast of Albany, the county seat, and is approximately midway between Salem and Eugene. It is situated on the eastern edge of the Willamette Valley near the foothills of the Cascade Mountain Range at an altitude of 340 feet above sea level.

The Cascade Mountains rise abruptly to the east of Lebanon with Mt. Jefferson, almost due east, reaching a height of 10,495 feet. The forests on these slopes provide the timber resource for the basic industry of the area and the Santiam River, which drains these slopes, passes immediately adjacent to Lebanon's eastern boundary.

The Willamette Valley extends north and south of Lebanon for approximately 50 miles in each direction and is nearly 20 miles wide at Lebanon's latitude. The valley contains excellent agricultural lands suitable for extensive cropping and provides Lebanon with its second leading natural resource.

Until 1829 the Willamette Valley was inhabited by only a few explorers, trappers, traders and missionaries and it is only after this date that settlement by farmers begins. It was with the Whitman wagon train of 1843 that earnest immigration began, with settlement slowly extending south, up the valley. Linn County was settled in 1845 and late in the autumn of 1847 Jeremiah Ralston halted his train of three wagons and 12 yoke oxen at the cabin of William Hawk and Thomas Morgan. Jeremiah Ralston bought property from Hawk, Morgan and William Smith to form the nucleus for the settlement which later became the City of Lebanon.

The Donation Land Law of 1850 was a strong factor in the development of the valley. It granted a half section of land, 320 acres to each man and one section of land, 640 acres to each married couple with half of the claim in the wife's name if both were territorial residents before December 1, 1850 and citizens before December 1, 1851. After 1850, one half of the land granted to the original homesteaders was granted to those residents who arrived before December 1, 1853 and later changed to December 1, 1855 by a later act. This resulted in 7,317 claims for over two and one-half million acres and was a major attraction for promoting settlement in the Willamette Valley. The first Federal Government Field Survey Map of 1852 shows many of these homesteads including that of Jeremiah Ralston. A general store is also located on

the Ralston homestead map. This store was the beginning of what is now the central business district of Lebanon.

Linn County was formed on December 28, 1847 and Albany, the county seat was platted in 1848. Jeremiah Ralston first platted the City of Lebanon in 1852 and the City was incorporated in 1878. The City is shown in the "Illustrated Historical Atlas Map of Marion and Linn Counties Oregon" dated at this same time, 1878.

The search for lower and better routes across the Cascades continued until the Fall of 1859 when Andrew Wiley, John Brandenburg and John Grey first discovered the South Santiam Pass. It was to become one of the most traveled passes, not only for settlers who were continuing to move into the Willamette Valley, but also for stock men who could now drive their herds to the eastern Oregon range each summer. This route is now U. S. Highway 20, an all-weather east-west transcontinental route that forms the linear core around which Lebanon has grown.

Transportation was a continuing problem for Lebanon. Steamboats were tried on the South Santiam River in 1871 but failed to complete the trip from Jefferson. Lebanon had to wait until 1880 for railroad service when a branch of the Southern Pacific Railroad was extended from Albany.

Lebanon's canals were begun in the 1880's and supplied the settlers of Albany and Lebanon with clean water, power and transportation for many years. The canals are still maintained as the major water supply for both communities and provides Lebanon with a unique community feature.

The location of the present Lebanon Junior High School was originally the site of the Methodist Santiam Academy, one of the outstanding schools of early Oregon. The site was given to the Methodist Conference for church and school purposes when the town was platted and is still maintained as a park-like community feature that contributes significantly to Lebanon's identity.

At the same time land was set aside for the Santiam Academy, a plot was made for a cemetery, which is now known as the Lebanon Pioneer Cemetery located in a residential district east of the Academy site. The gravestones in this cemetery bear the names of many of Lebanon's first settlers.

Agriculture has always played a major role in Lebanon's economy. Early farming activities included raising wheat in the valley areas and running stock in the hills east of town. By 1848

enough grain and cattle were being raised to support a lucrative export trade consisting of flour and meat shipped to California by wagon and pack trains.

Agriculture changed little until after the turn of the century when experiments were made with various specialty crops. Strawberries became the first specialty crop to be successful and a festival was planned as an expression of appreciation to those who developed the new industry. The Strawberry Festival has since become Lebanon's annual community celebration.

Lebanon has had two periods of rapid growth; the first was during the 1890's when the paper mill was opened; the second, fifty years later when the plywood industry located in Lebanon.

The first straw paper mill opened in 1890 and was known as the O'Neil and Callaghan Mill. The mill was converted from straw to wood pulp in 1906 and is presently owned by Crown Zellerbach Corporation, one of Lebanon's leading industries. The largest forest products industry in Lebanon is the United States Plywood Corporation mill established during the second growth period in the 1940's. This mill is America's largest Douglas Fir plywood plant and is Lebanon's major employer.

Agriculture and wood products industries continue to lead employment, however they are now complemented by several diversified manufacturing firms.

Lebanon today is the second largest city in Linn County and is presently experiencing a third major growth period. The Lebanon Comprehensive Plan is intended to assist the City in preparing for this growth.

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THE HISTORY OF OREGON 1848 - 1888, Hubert Howe Bancroft, The History Publishing Co., San Francisco, 1888.

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POPULATION AND ECONOMIC PATTERNS

1. The 1970 census listed Lebanon's population as 6,636. Lebanon also has a suburban vicinity population of over 6,000 within the planning area that will have an increasing need for City services and utilities.
2. Lebanon's population increased 13.3 percent between 1960 and 1970 for a numerical increase of approximately 778 people. However, only 1.9 percent or 109 people were added to the 1960 area of the City, whereas 11.4 percent or 669 people were added due to annexations. Recent annexations have increased Lebanon's population and it is now estimated at 7,630 people.
3. Natural increase and net migration contributed almost equally to Oregon's total population growth between 1960 and 1970. The natural annual average increase was 0.8 percent, as was the net migrational annual average increase. In Linn County, the natural annual average increase was 1.0 percent, while the net migrational annual average increase was 0.9 percent.
4. A relationship exists between net migration and median age. Median age increases as net out-migration increases since migrants generally tend to be younger people who move for educational or employment reasons.
5. Lebanon and most other areas of the state experienced an absolute decrease in the 0 - 14 age group. This decrease was verified by the 1972 School Census which indicated a stability or decrease in potential school enrollments for the Lebanon area.
6. Lebanon's median age has increased and is now at 34.7, one of the highest in the state outside of retirement communities. Three factors contribute to this pattern. First, there is a general decrease in the younger age groups. Secondly, there is a general out-migration of younger people seeking educational or employment opportunities elsewhere. Finally, there is a substantial increase in the elderly population within the community (18 percent over age 62 and 15 percent over age 65).
7. The level of poverty is a major concern of every community. Lebanon has 341 households out of a total of 2,362 that are below the poverty level. 227 are homeowners and 114 are renters. Only seven households below the poverty level are considered substandard.

There are 1,839 families with a median income of \$8,824. Only 152 families are below the poverty level; however, 40.6 percent of the families with a female head, 38.6 percent of the unrelated individuals, and 30.9 percent of the persons over 65 are all below the poverty level.

8. Lebanon has depended on a natural resource based economy with the forest products industry and agriculture as the leading employers and generators of income for the area. The area will continue to depend on its natural resources during the next decade although statistical trends indicate a shift toward a human services economy.

During the last decade employment in natural resource industries increased although their percentage of the total labor market showed a decline. The labor force in natural resources will continue to decrease while total output is expected to increase due to technological advances in production.

9. Unemployment rates have fluctuated between 5.5 and 7.5 percent in the Linn County area, reflecting the general economic downturn experienced across the nation during the late 1960's and early 1970's. Although a general upturn is evident for the mid-1970's, the general response throughout Oregon is expected to be somewhat sluggish.
10. Although unemployment is a major concern, the City has made excellent progress in expanding the economic base by attracting new industries. The Lebanon Industrial Development Corporation was formed in 1968 to assist the City in diversifying its economic base. Major employers other than forest products and agriculture include:

The Lebanon Community Hospital
Linn County Telephone Company
Linn Gear Company
Frontier Mobile Homes, Inc.

11. Lebanon is also a retail trade center and may be classified as a "Complete Shopping Center" based on the criteria developed by John R. Borchert in his economic survey titled "Trade Centers and Trade Areas". Lebanon is a trade center serving a trade area population of 18,000 - 20,000 within a seven mile radius. Retail trade has shown an increase of 30.5 percent in employment in the last decade and has surpassed agriculture as the second leading employer for Linn County.

12. Lebanon has made good progress toward a diversified economy while maintaining a strong natural resource based economy and should be able to maintain itself as a strong employment center in the future. Lebanon's growth and development, however, could also be maintained based on regional economic opportunities if it can strengthen its livability potential. Livability and the availability of community services has become a major factor in attracting industry and people to any community.
13. Lebanon's population can optimistically be expected to increase at approximately two to three percent per year based on the regional economic opportunities. However, rapid growth could occur at any time due to changes in the local economy.
14. Much of Lebanon's immediate growth will be due to annexations, just as it has during the last decade. The demand for jobs and urban services will continue to shift population from rural to urban areas and will increase the demand for annexation of suburban areas adjacent to Lebanon that are in need of urban services.

POPULATION

	<u>Lebanon</u>	<u>Albany</u>	<u>Sweet Home</u>	<u>Linn County</u>	<u>Oregon</u>
1940	2,729	5,654	1,090	30,485	1,089,684
1950	5,873	10,115	3,603	54,317	1,521,341
1960	5,858	12,926	3,353	58,867	1,768,687
1970	6,636	18,181	3,799	71,914	2,091,385

1970 POPULATION BY SEX AND RACE

<u>Lebanon</u>	
Male	3,150 (47.5%)
Female	3,486 (52.5%)
White	6,581 (99.2%)
Black	14 (0.2%)
All Other	41 (0.6%)

PERCENT CHANGE IN POPULATION

	<u>Lebanon</u>	<u>Albany</u>	<u>Sweet Home</u>	<u>Linn County</u>	<u>Oregon</u>
1940-50	115.2	78.9	230.6	78.2	39.6
1950-60	- 0.3	27.8	- 6.9	8.4	16.3
1960-70	13.3	40.7	13.3	22.2	18.2
1940-70	143.2	221.6	248.5	135.9	91.9

POPULATION OF ANNEXED AREAS 1950-70

	<u>Lebanon</u>	<u>Albany</u>	<u>Sweet Home</u>
Total 1950 Population	5,873	10,115	3,603
50-60 Change in 50 Area	- 19	1,354	- 406
1960 Population in 50 Area	5,854	11,469	3,197
Pop. in Area Annexed 50-60	4	1,457	156
Total 1960 Population	5,858	12,926	3,353
60-70 Change in 60 Area	109	3,023	240
1970 Population in 60 Area	5,967	15,949	3,593
Pop. in Area Annexed 60-70	669	2,232	206
Total 1970 Population	6,636	18,181	3,799

POPULATION BY SELECTED AGE GROUPS AND MEDIAN AGE

	<u>Lebanon</u>	<u>Albany</u>	<u>Sweet Home</u>	<u>Linn County</u>	<u>Oregon</u>
<u>1950 Population</u>					
Total Population	5,873	10,115	3,603	54,317	1,521,341
Age 0-14	1,630	2,609	1,145	17,038	403,651
Age 15-24	851	1,358	509	7,370	201,808
Age 25-44	1,934	3,104	1,228	16,319	457,442
Age 45-64	986	2,018	568	9,658	325,419
Age 65 & Over	472	1,026	153	3,932	133,021
<u>1960 Population</u>					
Total Population	5,858	12,926	3,353	58,867	1,768,687
Age 0-14	1,718	4,132	1,143	19,937	545,289
Age 15-24	681	1,800	484	7,594	226,583
Age 25-44	1,478	3,243	827	14,541	438,988
Age 45-64	1,246	2,413	644	11,372	374,174
Age 65 & Over	735	1,338	255	5,423	183,653
<u>1970 Population</u>					
Total Population	6,636	18,181	3,799	71,914	2,091,385
Age 0-14	1,689	5,366	1,178	21,575	569,689
Age 15-24	1,090	3,243	609	11,815	366,000
Age 25-44	1,364	4,476	822	16,729	480,359
Age 45-64	1,496	3,327	800	14,884	448,538
Age 65 & Over	997	1,769	390	6,911	226,799
<u>Median Age</u>					
1950	29.1	31.5	27.2	28.2	31.6
1960	32.9	28.4	26.2	27.9	30.8
1970	34.7	26.6	26.9	27.7	29.0

PERCENT OF POPULATION IN SELECTED AGE GROUPS

	<u>Lebanon</u>	<u>Albany</u>	<u>Sweet Home</u>	<u>Linn County</u>	<u>Oregon</u>
<u>Percent of 1950</u>					
<u>Population</u>					
Age 0-14	27.8	25.8	31.8	31.4	26.5
Age 15-24	14.5	13.4	14.1	13.6	13.3
Age 25-44	32.9	30.7	34.1	30.0	30.1
Age 45-64	16.8	20.0	15.8	17.8	21.4
Age 65 & Over	8.0	10.1	4.2	7.2	8.7
<u>Percent of 1960</u>					
<u>Population</u>					
Age 0-14	29.3	32.0	34.1	33.9	30.8
Age 15-24	11.6	13.9	14.4	12.9	12.8
Age 25-44	25.2	25.1	24.7	24.7	24.8
Age 45-64	21.3	18.7	19.2	19.3	21.2
Age 65 & Over	12.5	10.4	7.6	9.2	10.4
<u>Percent of 1970</u>					
<u>Population</u>					
Age 0-14	25.5	29.5	31.0	30.0	27.2
Age 15-24	16.4	17.8	16.0	16.4	17.5
Age 25-44	20.6	24.6	21.6	23.3	23.0
Age 45-64	22.5	18.3	21.1	20.7	21.4
Age 65 & Over	15.0	9.7	10.3	9.6	10.8
Under 18	31.3				
62 & Over	18.0				

PERCENT CHANGE IN POPULATION IN SELECTED AGE GROUPS

	<u>Lebanon</u>	<u>Albany</u>	<u>Sweet Home</u>	<u>Linn County</u>	<u>Oregon</u>
<u>Percent Change in Population 1950-60</u>					
Age 0-14	5.4	58.4	- 0.2	17.0	35.1
Age 15-24	-20.0	32.5	- 4.9	3.0	12.3
Age 25-44	-23.6	4.5	-32.7	-10.9	- 4.0
Age 45-64	26.4	19.6	13.4	17.7	15.0
Age 65 & Over	55.7	30.4	66.7	37.9	38.1
All Age Groups	- 0.3	27.8	- 6.9	8.4	16.3
<u>Percent Change in Population 1960-70</u>					
Age 0-14	- 1.7	29.9	3.1	8.2	4.5
Age 15-24	60.1	80.2	25.8	55.6	61.5
Age 25-44	- 7.7	38.0	- 0.6	15.0	9.4
Age 45-64	20.1	37.9	24.2	30.9	19.9
Age 65 & Over	35.6	32.2	52.9	27.4	23.5
All Age Groups	13.3	40.7	13.3	22.2	18.2
<u>Percent Change in Population 1950-70</u>					
Age 0-14	3.6	105.7	2.9	26.6	41.1
Age 15-24	28.1	138.8	19.6	60.3	81.4
Age 25-44	-29.5	44.2	-33.1	2.5	5.0
Age 45-64	51.7	64.9	40.8	54.1	37.8
Age 65 & Over	111.2	72.4	154.9	75.8	70.5
All Age Groups	13.0	79.7	5.4	32.4	37.5

1970 SOCIAL & ECONOMIC CHARACTERISTICS
LEBANON, OREGON

PLACE OF BIRTH

Total Population	6,636
Foreign Born	92
Native	6,544
Born in State of Residence	2,921
Born in Different State	3,419
Northeast	103
North Central	1,649
South	514
West	1,153
Born Abroad, at Sea, etc.	65
State of Birth not Reported	139

RESIDENCE IN 1965

Total Population - 5 Years Old and Over	6,099
Same House	2,802
Different House in United States	3,177
Same County	1,320
Different County	1,857
Same State	938
Different State	919
Northeast	0
North Central	284
South	39
West	596
Abroad	14
Moved, 1965 Residence not Reported	106

SCHOOL ENROLLMENT

Percent Enrolled, 3 to 34 Years Old	57.7
3 and 4 Years Old	28.0
5 and 6 Years Old	89.9
7 to 13 Years Old	99.9
14 and 15 Years Old	76.8
16 and 17 Years Old	99.7
18 and 19 Years Old	70.1
20 and 21 Years Old	6.2
22 to 24 Years Old	3.6
25 to 34 Years Old	9.1

YEARS OF SCHOOL COMPLETED

Total Persons, 25 Years Old and Over	3,864
No School Years Completed	13
Elementary: 1 to 4 Years	60
5 to 7 Years	258
8 Years	724
High School: 1 to 3 Years	750

YEARS OF SCHOOL COMPLETED (cont.)

High School: 4 Years	1,270
College: 1 to 3 Years	462
4 Years or More	327
Median School Years Completed	12.1

EMPLOYMENT STATUS

Male, 16 Years Old and Over	2,249
Labor Force	1,611
Percent of Total	71.6
Civilian Labor Force	1,606
Employed	1,515
Unemployed	91
Percent of Civilian Labor Force	5.7
Not in Labor Force	638
Under 65 Years	293
65 Years and Over	345
Female, 16 Years Old and Over	2,571
Labor Force	942
Percent of Total	36.6
Civilian Labor Force	942
Employed	848
Unemployed	94
Percent of Civilian Labor Force	10.0
Not in Labor Force	1,629
Under 65 Years	1,091
65 Years and Over	538
Male, 14 and 15 Years Old	96
Labor Force	19
Female, 14 and 15 Years Old	154
Labor Force	6
Male, 16 to 21 Years Old	342
Not Enrolled in School	87
Not High School Graduate	28
Unemployed or Not in Labor Force	0
Male, Worked in 1969	1,839
50 to 52 Weeks	1,142
27 to 49 Weeks	369
26 Weeks or Less	328
Female, Worked in 1969	1,312
50 to 52 Weeks	492
27 to 49 Weeks	304
26 Weeks or Less	516

INDUSTRY

Total Employed, 16 Years Old and Over	2,363
Construction	103
Manufacturing	825
Durable Goods	681

INDUSTRY (cont.)

Transportation	49
Communications, Utilities & Sanitary Services	40
Wholesale and Retail Trade	438
Finance, Insurance, Business & Repair Services	162
Professional and Related Services	431
Educational Services	218
Public Administration	90
Other Industries	225

OCCUPATION

Total Employed, 16 Years Old and Over	2,363
Professional, Technical and Kindred Workers	288
Health Workers	59
Teachers, Elementary and Secondary Schools	116
Managers and Administrators	193
Salaried	135
Self-Employed in Retail Trade	34
Sales Workers	205
Retail Trade	130
Clerical and Kindred Workers	314
Craftsmen, Foremen and Kindred Workers	235
Mechanics and Repairmen	56
Construction Craftsmen	55
Operatives, Except Transport	498
Manufacturing	418
Nonmanufacturing Industries	80
Transport Equipment Operatives	123
Laborers, Except Farm	177
Farmers and Farm Managers	10
Farm Laborers and Farm Foremen	30
Service Workers	244
Cleaning and Food Service Workers	121
Protective Service Workers	27
Personal and Health Service Workers	96
Private Household Workers	46
Female Employed 16 Years Old and Over	848
Professional, Technical and Kindred Workers	170
Health Workers	40
Teachers, Elementary and Secondary Schools	83
Managers and Administrators	40
Sales Workers	89
Clerical and Kindred Workers	240
Secretaries, Stenographers and Typists	69
Operatives, Including Transport	43
Nondurable Goods Manufacturing	11
Service Workers, Except Private Household	174
Private Household Workers	46
Other Occupations	46

CLASS OF WORKER

Total Employed, 16 Years Old and Over	2,363
Private Wage and Salary Workers	1,805
Government Workers	292
Local Government Workers	211
Self-Employed Workers	249
Unpaid Family Workers	17

INCOME OF FAMILIES AND UNRELATED INDIVIDUALS

All Families	1,839
Less than \$1,000	14
\$1,000 to \$1,999	63
\$2,000 to \$2,999	88
\$3,000 to \$3,999	127
\$4,000 to \$4,999	112
\$5,000 to \$5,999	89
\$6,000 to \$6,999	135
\$7,000 to \$7,999	149
\$8,000 to \$8,999	173
\$9,000 to \$9,999	219
\$10,000 to \$11,999	276
\$12,000 to \$14,999	188
\$15,000 to \$24,999	187
\$25,000 to \$49,999	15
\$50,000 or More	4
Median Income	\$8,824
Mean Income	\$9,235

All Unrelated Individuals	593
Less than \$1,000	102
\$1,000 to \$1,999	146
\$2,000 to \$2,999	129
\$3,000 to \$3,999	47
\$4,000 to \$5,999	66
\$6,000 to \$7,999	56
\$8,000 to \$9,999	29
\$10,000 to \$14,999	13
\$15,000 to \$24,999	5
\$25,000 to \$49,999	0
\$50,000 and Over	0
Median Income	\$2,376
Mean Income	\$3,349

Families with Female Head	175
Mean Income	\$5,081
All Families and Unrelated Individual	2,432
Median Income	\$7,425
Mean Income	\$7,800
All Unrelated Individuals	593

INCOME OF FAMILIES AND UNRELATED INDIVIDUALS (cont.)

Median Income	\$2,376
Mean Income	\$3,349
Female Unrelated Individuals	424
Mean Income	\$2,620
Per Capita Income of Persons	\$2,867

TYPE OF INCOME IN 1969 OF FAMILIES

All Families	1,839
With Wage or Salary Income	1,567
Mean Wage or Salary Income	\$8,306
With Nonfarm Self-Employment Income	245
Mean Nonfarm Self-Employment Income	\$6,477
With Farm Self-Employment Income	42
Mean Farm Self-Employment Income	\$ 514
With Social Security Income	500
Mean Social Security Income	\$1,840
With Public Assistance or Welfare Income	71
Mean Public Assistance or Welfare Income	\$1,526
With Other Income	756
Mean Other Income	\$1,761

INCOME LESS THAN POVERTY LEVEL

Families Below Poverty Level	152
Percent of All Families	8.3
Persons in Families Below Poverty Level	488
Percent of All Persons in Families	8.2
Children in Families below Poverty Level	202
Percent of All Children in Families	9.8
Families with Female Heads below Poverty Level	71
Percent of All Female Head Families	40.6
Unrelated Individuals below Poverty Level	229
Percent of All Unrelated Individuals	38.6
Persons Age 65 and Over below Poverty Level	288
Percent of All Persons Age 65 and Over	30.9
Civilian Male Family Heads, Ages 14 - 64	
Employed below Poverty Level	20
Percent of All Employed	1.7
Unemployed below Poverty Level	6
Percent of All Unemployed	23.1
Not in Labor Force below Poverty Level	5
Percent of All not in Labor Force	4.1
Households below Poverty Level	341
Percent of All Household	14.9
Homeowner Household below Poverty Level	227
Percent of All Owner Households	14.8
Renter Households below Poverty Level	114
Percent of All Renter Households	15.0
Households Lacking Plumbing & below Poverty	
Level	7
Percent of All Households Lacking Plumbing	20.6

POPULATION AND ECONOMIC PATTERNS BIBLIOGRAPHY

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WILLAMETTE BASIN COMPREHENSIVE STUDY OF WATER AND RELATED LAND RESOURCES - STUDY "C" ECONOMIC BASE, Pacific Northwest Basins Commission, Willamette Basin Task Force, Portland, 1969.

PHYSICAL PATTERNS

The following patterns of development characterize the growth form of Lebanon:

1. The present physical pattern of Lebanon may generally be described as a linear commercial core organized around Highway 20 with commercial developments expanding south along the highway and residential development spreading out laterally into adjacent agricultural lands. Most of the new residential developments are occurring on the west and south fringe areas with only minor activity to the north and east. Lumber and wood products industries have located on the eastern boundary of the community adjacent to the railroad and the Santiam River. Light industrial developments are presently locating on the northwest boundary of the community adjacent to the Southern Pacific Rail line.
2. The development patterns in Lebanon are determined to a great extent by the natural features of the area. Topography and watercourses have influenced the location of transportation routes which, in turn, have had a major impact on land use development patterns.

The river and hills immediately east of Lebanon have discouraged urbanized growth in that direction. Urbanization has also been limited to the north and west by extensive agricultural use. The development of land for urban purposes, therefore, has occurred in greatest number and concentration south and southeast of the City. This is due in part to the location of the river, the main highway and the railroad that support commercial and industrial developments in this area. Most of Lebanon's suburban vicinity population is located here and is approximately equal in population to the City itself.

3. A random development pattern of streets has occurred at the urban fringe. This has increased the difficulty of extending and aligning streets into a rational network and has created large parcels of vacant land that are difficult to develop.
4. Arterial streets that extend outward from the central area are inadequately tied together and consequently there exists a need for "loop" or "belt" arterials that provide circumferential movement of trucks and traffic.

5. East-west through traffic is also handicapped by the lack of a major east-west arterial.
6. The extent of railroad tracks in the central area of the City causes traffic hazards at many street intersections. The undeveloped right-of-way area also is an eyesore that extends throughout the community.
7. Soil conditions in the area make septic tank installations generally unworkable. Therefore, any new developments will require annexation to the City to obtain the necessary services and utilities. Building activity within the City and annexations can be expected to increase because of the need for City facilities, utilities and services.
8. Until 1964, annexations to the City had been few and small in area, resulting in a large proportion of developed land within the City:

Developed Land 78%
Undeveloped Land 22%

Recent and proposed annexations have increased the amount of undeveloped land within the City to adequately provide for projected future population growth for at least the next 10 years.

Continued annexation of large tracts of land adjacent to the City will tend to produce scatteration, a form of leap-frogging community growth that leaves vacant lands within and near the central portions of the community and encourages the growth of isolated residential developments. This form of growth tends to:

Increase the value of vacant land left between new developments to the point that the fill-in process is delayed.

Cause unnecessary encroachment on good agriculture lands.

Make it difficult to provide schools, roads, water, sewerage, fire protection and other public services.

Destroy the concept of neighborhoods due to the incomplete and inefficient use of the land resource.

Require that schools be located so far apart that many children must be bused to school.

Require the installation and maintenance of more miles of streets than would otherwise be required.

Cause neighborhood parts to be located too far apart for children to reach on foot.

Lead to a property tax for government services at a rate so high as to jeopardize the attraction of new industry and commerce essential to the area's economy.

Bring financial hardship on owners of undeveloped intervening properties through which utilities must pass.

PHYSICAL PATTERNS BIBLIOGRAPHY

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COMMUNITY DEVELOPMENT POLICY GUIDELINES

Policies underlying the Comprehensive Plan are intended to contribute to the realization of the goals and objectives outlined in Part 1 - INTRODUCTION. General policies related to broad aspects of the plan are:

1. That Lebanon encourage its own business and employment activity, while also capitalizing on its livability potential within a larger regional economic context.
2. Encourage new industrial activities which broaden and improve the long term employment base while at the same time contribute to improving the environmental assets of the community.
3. Maintain an up-to-date information file on the community including an inventory of available industrial sites for potential developers, utilizing the format prepared by the Oregon State Economic Development Division.
4. Encourage a cooperative association with local industries to assist with their problems, needs, and desires to the mutual benefit of both the community and local industry.
5. Encourage organization of regional economic development associations in addition to local groups to assist in developing a diversified economic base in which all communities within the region would benefit, including a revenue sharing system for participating communities.
6. That areas with consistent land use patterns be preserved and reinforced unless other overriding factors suggest a change.
7. That conflicting land uses be separated.
8. That physical characteristics of the land be a factor in determining appropriate land uses within the community.
9. That sufficient area be designated for the balanced expansion of all major land uses.
10. That some land within the City remain essentially natural or undeveloped as open space.
11. That places of historic or special interest be preserved.
12. That quality in the design of places and buildings be encouraged.
13. That every family have the opportunity to live in sound housing, adequate to their needs, at a reasonable cost relative to their income and without artificial constraints on their freedom of selection.

14. That street and highway projects contribute to the emergence of a systematic circulation network that also provides the structural framework for future community development.
15. That annexations be limited to provide for a balanced relationship between population growth and land availability thereby encouraging development of vacant land where services are available, thus capitalizing on public expenditures already made for these services.
16. That existing built-up areas adjacent to the City lacking City services be given first priority in future annexation consideration.
17. That specific development proposals be required for annexation requests on vacant land adjacent to the City to insure completion within a reasonable time limit in conformance with an approved plan.
18. That to prevent land speculation, the City consider adoption of a procedure which sets stipulations pertaining to construction standards and time limits as requirements before zoning reclassification is granted.
19. That means be sought to require developers to prove community facilities, including schools, sewers, drainage, streets, parks, firehalls, etc., are adequate before building, rezoning, or annexations can be approved.
20. That means be sought to apportion costs for community services, including schools, for new developments to help off-set some of the costs long-term residents have invested over the years in community utilities and facilities.
21. That a long-range development and financial program be initiated to provide for the systematic expansion of needed community facilities, utilities and services.

Additional policy guidelines for each of the five primary planning elements are contained in Part 3, Comprehensive Plan Elements.

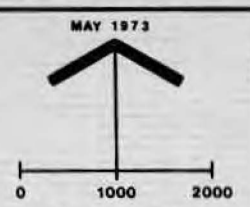


URBANIZATION PATTERNS

H.U.D. PROJECT NO. CPA OR 10 16 1006
 CONTRACT NO. L.G.R. 72 04 04

LEBANON OREGON

- 1964 INCORPORATED AREA
- 1964 - 1973 ANNEXED AREA
- 1973 UNINCORPORATED URBANIZING AREA



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LAND USE ELEMENT

The data, standards, classifications and recommendations of two major land use study reports are hereby included by reference as part of the Land Use Element of the Comprehensive Plan, except as specifically amended and noted herein:

1. A SURVEY OF EXISTING LAND USE IN THE LEBANON AREA OF LINN COUNTY, Bureau of Municipal Research and Service, University of Oregon, September, 1964.

The information in this report describes a survey of existing land use undertaken in the Lebanon area of Linn County. The survey includes the collection, preparation and evaluation of existing land use data.

2. A PRELIMINARY LAND USE PLAN FOR THE LEBANON AREA OF LINN COUNTY, Bureau of Municipal Research and Service, University of Oregon, June, 1965.

This report presents a preliminary land use plan for the Lebanon area of Linn County. The existing development pattern, existing public facilities, and soil characteristics of the Lebanon area are summarized; and areas for future commercial, industrial, and residential land use are suggested.

Additional land use data was supplied by the Linn County Planning Department through a Land Use Survey conducted in April, 1969.

Existing land use data for the Planning Area was obtained from a Land Use Survey conducted in August, 1972 as part of Land Use Element of the Comprehensive Plan.

The Land Use Element is divided into three general subdivisions:

- Residential Land Use
- Commercial Land Use
- Industrial Land Use

Existing development patterns are presented, followed by general policy guidelines and specific development proposals for each subdivision.

RESIDENTIAL LAND USE

The following patterns of development characterize the residential districts of Lebanon:

1. Existing residential land use within the City is divided into two basic categories:

Single Family Residential
Multiple Family Residential

2. Increasing multiple family development interspersed among single family housing, requires that a definite policy towards overall residential densities be established.
3. As a corollary, the question arises whether certain parts of the community should be retained primarily for single family use.
4. The City has many large residential lots scattered throughout the community that are too large for single family lots and too small or oddly shaped to be subdivided to City standards.
5. Residential districts within the community may be divided into three developmental process categories:

Emerging Residential Districts
Stable Residential Districts
Declining Residential Districts

Emerging residential districts are those areas that are just beginning to develop and are open to a choice of type and density of housing desired in the area.

Stable residential districts are those areas that have approached maximum development of a given type and density of housing and are currently being maintained or renewed.

Declining residential districts are those areas that have not been maintained or renewed and are deteriorating and tending toward obsolescence.

COMMERCIAL LAND USE

The following patterns of development characterize the commercial districts of Lebanon:

1. Existing commercial land use within the city is divided into three categories:

General Commercial (Central Business District, CBD)
Highway Commercial
Neighborhood Commercial

Each area is characterized by a particular relationship between the physical form of the place, the automobile, and the activity patterns of the people. Differences in these relationships are important factors in planning decisions affecting each area.

2. General commercial or central business districts generally require locations that are readily accessible, amply provided with convenient parking, but relatively undisturbed by heavy regional traffic, and a compact grouping of shops to facilitate the pedestrian shopper. Lebanon's general commercial district meets this criteria with the exception that Highway 20's regional traffic is directed through the center of the shopping activity.
3. The highway commercial area south of Main Street is organized along a major transportation route with buildings spaced far apart necessitating the use of the automobile. Few pedestrian facilities are provided, discouraging pedestrian movement.
4. Recently the shopping center has recognized the basic shopping functions and has provided a wide range of goods and services, with adequate parking and maintained pedestrian and vehicular separation, and is now a competing force with downtown areas.
5. Neighborhood commercial areas are few in number and consist of primarily isolated small grocery stores and occasional service stations.
6. Lebanon may be classified as a "Complete Shopping Center" serving a local population in the center of Linn County's economic activity. Although strategically located in the center of this activity, Lebanon's commercial district is being pressured from surrounding community and regional commercial centers. This increased competition has tended to reduce the demand for commercial land within the community and requires careful planning if the community is to maintain a viable commercial center.

In addition to the competition from other city centers the Central Business District is also being pressured by migration of stores to centers outside the CBD. The highway commercial and shopping center trends are evident south of town on Highway 20.

7. Shoppers require an active and vital shopping environment where they can meet friends and exchange ideas as well as goods and services. Building renewal is also necessary to maintain the appearance of a viable shopping place. People are unlikely to continue shopping in an area which is deteriorating and new businesses are also unlikely to locate in a deteriorating environment.

Unless measures are taken to upgrade the appearance and functioning of the Central Business District, migration of customers and shops to other more desirable locations can be expected. Each shop which is removed from the CBD diminishes the area's total potential since customers attracted to one shop are also potential customers for the others as well. It is therefore necessary for the downtown to maintain a wide range of services and provide the basic amenities and conveniences necessary for a shopping public.

8. Primary emphasis must be given to the future function of Main Street. Its future as a vehicular through traffic arterial or as a shopping precinct must be examined.

INDUSTRIAL LAND USE

The following patterns of development characterize the industrial districts of Lebanon:

1. Existing industrial land use is divided into two basic categories:

Light Industrial
General Industrial

2. Existing general industrial sites are all devoted to lumber and wood products manufacturing and are generally well situated on the City's eastern boundary adjacent to rail and highway access and needed water resources.
3. Existing light industrial sites are devoted to light manufacturing, warehousing and related activities with limited external effect on adjacent land uses.
4. Two major areas presently identified as light industrial are quite different in their physical characteristics and activities and should be given different classifications and zoning requirements:

The area north of Tangent Street adjacent to the railroad tracks is composed of large industrial sites containing light manufacturing and open site warehousing in conformance with the light industrial classification.

The area adjacent to Third Street and the railroad is composed of small sites containing warehousing and material supply shops conducted wholly within an enclosed building and is an extension of the downtown commercial core. This area should be given a separate classification.

5. Residential areas are generally well protected from existing and proposed industrial sites due to their isolated locations or natural landscaped buffers.
6. Adequate land is available for expansion of each industrial classification

EXISTING LAND USE - LEBANON, OREGON

	<u>1964 Acres</u>	<u>Annexed Acres</u>	<u>1973 Total Acres</u>	<u>Percent of Total Land Under Urban Use</u>
<u>Use Classification</u>				
Residential				
Single Family	341.4	159.8	501.2	41.4
Multi-Family	27.6	25.8	53.4	4.4
Commercial				
Retail & Services	49.7	19.4	69.1	5.7
Industrial				
Manufacturing	34.3	57.3	91.6	7.6
Contract Construc- tion, Utilities, Communications, Transportation	5.7	9.0	14.7	1.2
Public & Semi-Public	81.7	63.1	144.8	11.9
Right-of-Way				
Streets	208.7	97.5	306.2	25.3
Railroad	19.4	11.4	30.8	2.5
Total Land in Use (68.5% of Total Land Area)	768.5	443.3	1,211.8	100.0
Vacant & Open Land (31.5% of Total Land Area)	217.0	339.1	556.1	--
Total Land Area	985.5	782.4	1,767.9	--

LAND USE ELEMENT BIBLIOGRAPHY

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RESIDENTIAL LAND USE POLICY GUIDELINES

1. Establish exclusive single family zones in existing stable residential districts and in emerging residential districts located between arterial or collector streets.
2. Maintain three general categories of residential density based on the number of dwelling units allowed on an acre of residential land, exclusive of street right-of-way:

Low Density
Medium Density
High Density

In low density residential areas, single family housing would predominate, with occasional duplexes, three-plexes, four-plexes, etc., allowed on large lots that are difficult to subdivide to City standards.

In medium density residential areas it is anticipated that single family housing will continue to characterize most areas, although some townhouse or limited apartment development might be appropriate depending on local conditions and providing that density standards are observed.

High density residential areas are those areas where apartment dwellings or townhouse developments would predominate.

3. The most suitable locations for higher density housing are generally those convenient to shopping or activity centers, but other areas may be appropriate such as along arterial streets, in districts where housing and neighborhood conditions can be significantly improved through redevelopment, or where special features of the land make clustered or compact building development advantageous.
4. Although residential densities in Lebanon should generally be relatively moderate and fairly uniform, variety in lot sizes, housing types and street patterns should be encouraged.
5. Protect residential districts from heavy through traffic, conflicting land uses, or other encroachments that would impair a safe quiet living environment.

COMMERCIAL LAND USE POLICY GUIDELINES

1. Business activities should be located generally in groups or clusters rather than scattered or mixed in with non-commercial land uses that would conflict.
2. In certain special circumstances with appropriate safeguards, low traffic-generating commercial land uses such as professional or business offices or small neighborhood grocery stores may be suitably located in close association with residential use.
3. The scattering at frequent intervals of commercial uses should be discouraged along arterial streets and highways and where highway commercial strips already exist, emphasis should be placed on the use of frontage roads, single access joint off-street parking, special set-back requirements, and sign limitations.
4. Encourage pedestrian access shops to locate in the general commercial area of downtown and encourage vehicular access shops to locate in the highway commercial area on Highway 20.
5. The downtown area of Main Street should maintain its compact grouping of buildings and should not allow open space or parking lots to front on Main Street. Nor should vehicular access be allowed to cross sidewalks from the Main Street area.
6. The downtown area should strive for a unified visual image to reinforce its identity while also providing additional shopper conveniences now lacking in the area.
7. The amount of commercially zoned land within the community should be maintained at its present level until it approaches maximum utilization.
8. Seek means to relieve Main Street as a through traffic major arterial highway.
9. Encourage the organization of a Downtown Development Association to focus on downtown problems and issues.

INDUSTRIAL LAND USE POLICY GUIDELINES

1. Preserve suitable space for industrial expansion, consisting of relatively large, level areas that are well serviced by Lebanon's transportation and utility systems.
2. Encourage industrial park developments that utilize natural features as screening devices to reduce their impact on surrounding land uses.
3. Encourage industrial developments that are compatible with Lebanon's livability and would not disrupt residential areas due to excessive traffic, noise, pollution, etc.
4. Provide suitable space, through industrial zoning, in which plant facilities can locate or expand without impairing the livability of the community.
5. Protect industrial areas from encroachment by incompatible land uses and insure sites of sufficient size to provide ample space for expansion, parking, landscaping and buffering.
6. Encourage development and use of limited access and joint use roads to serve industrial developments.

LAND USE DEVELOPMENT PROPOSALS

The recommended land use development proposals for the Lebanon area are based on consideration of the following factors:

1. Existing land use patterns.
2. Topography, drainage patterns and natural features.
3. Anticipated future growth patterns.
4. Accessibility to existing and proposed transportation systems.
5. Availability of existing and proposed community facilities, utilities, and services.
6. Availability of desirable amenities relative to each land use classification.
7. Locational suitability for each land use classification with respect to each of the other land use classifications.

LAND USE CLASSIFICATIONS

Land use classifications are established in the Comprehensive Plan which may be used to assist in terminating zoning suitability for various areas of the community.

Three major land use classifications are identified in the plan:

Residential Land Use
Commercial Land Use
Industrial Land Use

Each major land use classification is divided into minor sub-categories in response to specialized needs within each major land use division:

Residential Land Use

Low Density Residential

Includes Single Family Residential R-S and
Low Density Multiple Family Residential R-M-1
Limited to 10 dwelling units per net acre

Medium Density Residential R-M-2

Limited to 16 dwelling units per net acre.

High Density Residential R-M-1

Limited to 22 dwelling units per net acre.

Commercial Land Use

General Commercial	C-G
or Central Business District	C-H
Neighborhood Commercial	C-N

Industrial Land Use

Restricted Industrial	M-R
Light Industrial	M-L
Heavy Industrial	M-H

The Comprehensive Plan Map illustrates recommended locations for each classification and a brief description of each sub-classification is contained in the Development Proposals for each major land use category.

RESIDENTIAL LAND USE DEVELOPMENT PROPOSALS

1. The plan map identifies locations for three general categories of residential density based on the maximum number of dwelling units allowed on an acre of residential land exclusive of street right-of-way.

Low Density Residential - 10 dwelling units per net residential acre.

Medium Density Residential - 16 dwelling units per net residential acre.

High Density Residential - 22 dwelling units per net residential acre.

It is intended that most agricultural uses will remain within county zoning, however some agricultural and other non-urban land uses may persist in residential areas, but will diminish as public service facilities are provided.

Low Density Residential:

2. In low density residential areas, single family housing will predominate, with occasional duplexes, three-plexes, four-plexes, etc. allowed on large lots that are incapable of being subdivided to City standards. All lots capable of subdivision to City standards should be required to do so to maintain the dominance of single family housing in low density areas.
3. Low density areas are generally located between arterial and collector streets so heavy traffic is not directed through them. Discontinuous and curvilinear street patterns are also recommended for these areas to discourage through-traffic.
4. In addition to the density standards specified for low density areas, exclusive single family districts are also recommended.

Single family districts should include existing stable single family residential areas that have approached maximum development and emerging residential areas particularly suited to single family development.

5. Provisions should be specified within the subdivision and zoning ordinance for subdivisions of varying lot sizes. These subdivisions would not have to be identified prior to development, but would be allowed upon request from the developer.

Three Single Family Residential zones are recommended

for consideration based on the minimum lot size allowed within the zone:

- R-S-6 - 6,000 square foot lots
- R-S-8 - 8,000 square foot lots
- R-S-10 - 10,000 square foot lots

The R-S-6 zone would accomodate modest houses on small lots particularly suited to elderly and low-income citizens of the community. This classification could apply to existing areas of the community primarily developed as small lot subdivisions and to future sub-subdivisions where small lot development was deemed suitable based on community needs.

The R-S-8 zone, the existing minimum residential lot size, would continue to be the average or standard lot size for most neighborhood developments within the community.

The R-S-10 zone would apply to areas selected for large suburban home development and would be granted upon request from the prospective developer. Through zoning the area is thereby protected from incompatable developments and insures completion of the neighborhood to specified standards.

Medium Density Residential:

6. It is anticipated that single family housing will continue to characterize most meduim density areas, although some townhouses and limited apartment development would be appropriate depending on local conditions and providing density standards are observed.
7. Medium density areas are generally located on arterial or collector streets where the increased traffic generated by these developments is not directed through low density areas. Adequate sewer and water facilities would also be required for all medium density developments. Large sites with single access is preferred to a number of small sites each requiring separate access connections to the street system.

High Density Residential:

8. Residential land adjoining most concentrations of business activity has been regarded as generally suitable for high density development provided that access to arterial or collector streets and adequate sewer and water facilities are available. In general, those sections of the city identified on the plan map as high density are areas where apartments or town house developments would predominate. Large isolated sites are preferred, however smaller sites near the central business district may also be suitable.

COMMERCIAL LAND USE DEVELOPMENT PROPOSALS

1. The plan recognizes three categories of commercial land use within the community:

General Commercial
or Central Business District

Highway Commercial

Neighborhood Commercial

Businesses which are pedestrian oriented and rely on association with other businesses will generally seek locations in Lebanon's downtown area, while highway oriented businesses will tend to locate in areas already substantially developed for that purpose along Highway 20 south of Oak Street.

Small neighborhood commercial centers are provided in residential areas upon request as convenience shopping for nearby residents.

General Commercial

2. Lebanon's downtown central business district is an area of special concern requiring detailed planning studies beyond the scope of the Comprehensive Plan. The Plan does, however, outline the areas of concern and provides specific recommendations for a long range program for downtown improvement.
3. Problems related to the downtown commercial area are due to a decline in development and a means must be sought to improve its potential as a pedestrian oriented shopping center.

The following observations are presented as criteria for reinforcing the central business district as the City's primary pedestrian shopping precinct:

There is no other area within the community which could fulfill that potential with ease.

The compact grouping of shops facilitates pedestrian accessibility.

The area has a wide range of goods and services within a limited area which is easily traveled on foot.

There is convenient vehicular access from major

arterial streets adjacent to the area.

There is potential off-street parking adjacent to the area which is serviced by major arterials.

There are proposed by-pass routes for Highway 20 which would relieve Main Street as a major traffic arterial in the future.

4. Important considerations for improving the downtown as a compact shopping center include:
 - a. Rearrangement of vehicular circulation.
 - b. Separation of pedestrian and automobile movements.
 - c. Adequate and well located off street parking.
 - d. Additional shopper amenities.
 - e. New business activities that reinforce and support downtown's development as a shopping center.
 - f. New facilities that would attract additional activities to the area including meeting places, recreation facilities, facilities for teenagers and elderly, including apartments within walking distance to the downtown.

5. The downtown should strive for a unified visual image to reinforce its identity:
 - a. The first step easily taken is a maintenance and clean-up campaign. This would include removal of all old signs and other items which have become dysfunctional or obsolete.
 - b. Repair all damaged items including the walks and curbs.
 - c. Establish a consistent painting theme to unify downtown buildings. This would also provide a fresh new look conducive to a vital shopping place.
 - d. Street trees can be an excellent means of downtown unification while also providing a pleasant environment for the shoppers.
 - e. Permanent street decorations similar to those used only on holiday occasions might also provide a unique unifying device for the area.
 - f. Covered pedestrian walkways is another means of unifying downtown buildings while also providing protection from the elements.
 - g. In general, a common "theme" or "tone" should be established in the design of public spaces and private properties that leaves choices for individual expression while also contributing to a unified identity.

6. Provide shopper conveniences including toilets, drinking fountains, benches and possibly small mini-parks with play facilities. Public spaces, such as broad sidewalks, small squares or plazas should also be developed to facilitate easy, safe, pleasant pedestrian circulation within the downtown area.
7. Vacant buildings in the downtown detract from the image of a viable shopping environment. These buildings should be maintained and kept presentable to future renters. These buildings could be used for other purposes until such time as they are again rented. This could include window displays by various civic groups or rummage sales by church organizations.
8. Parking lots should be restricted from frontage directly onto Main Street. Parking which now fronts on Main Street causes loss of spatial definition to the downtown and restricts smooth and safe pedestrian movement.
9. Future parking lots are to be centrally located to the center of the downtown area with vehicular access provided from Park or Second Street or from the east-west streets between Vine and Oak Streets.
10. Provide direct pleasant pedestrian access to the downtown from all parking lots. Introduce landscaping in the lots and along pedestrian routes for visual continuity and physical amenity.
11. Joint use off street parking lots should be encouraged as opposed to private individual developments.
12. Free parking in the downtown area should be encouraged. Initially it should apply to only the off street parking lots to encourage their use and development, but eventually would include the whole downtown area.
13. Main Street should be relieved as a through-traffic arterial. Second Street could become the south bound arterial thus providing a one-way couplet around the downtown core with Park Street as the north bound arterial. Two way shopping traffic could then be restored to Main street to increase accessibility and activity in the downtown area. This traffic is considered vital to the downtown at this time, however with the one way couplet system, Main Street open to a number of alternative patterns of development in the future.
14. The following stages of development are suggested for Lebanon's downtown Central Business District. Each stage listed could be the final phase of development but extension to the next stage is always available if desired.

Stage 1

Maintain the present circulation and parking patterns within the downtown with the following exceptions:

- a. Do not allow automobile access shops to locate in the four block area of Main Street between Vine and Maple Streets.
- b. Do not allow parking lots to directly face or have access from Main Street within the four block area of the downtown. Access to parking lots to be provided from the east-west streets or Park and 2nd Streets.
- c. Replace the existing parking lot areas which now face directly onto Main Street with new buildings preferable, or landscaped mini-park rest areas with benches, drinking fountains and rest rooms. The majority of the parking spaces may be maintained with pedestrian access paths connecting directly to Main Street with landscaping and lighting.
- d. This stage maintains the identity of the downtown as a continuous group of shops with smooth north-south pedestrian flow. However, east-west pedestrian flow is handicapped by the vehicular traffic requiring traffic lights and hazardous cross-walks. Smooth vehicular flow is restricted by parking congestion and pedestrian crosswalks.

Stage 2

Some of the parking would be removed on Main Street while at the same time additional off-street parking would be provided behind the Main Street shops with access from Park and 2nd Streets or the east-west streets.

As a beginning it is suggested that one parking stall be removed at each end of each block within the four block area of the downtown. This would remove 16 cars initially. It is further suggested that the sidewalk area at the crosswalks would provide space for benches, landscaping, bicycle stalls, and a large tree. The four trees would mark and define the intersection while providing shaded rest and conversation areas adjacent to the pedestrian traffic flow. Where these occur near restaurants, outside tables could be provided in summer of snacks and drinks.

All of this would add interest, comfort and enjoyment to downtown shopping.

Stage 3

All on-street parking would be removed and sidewalks extended into at least a major portion of the vacated space. This would relieve the vehicular congestion due to parking while maintaining the sense of activity provided by the cars. Additional shopper conveniences and trees could be provided at this time. Again additional off-street parking would be provided directly adjacent to the downtown and dispersed around the entire downtown area.

Pull-off space would be provided at the middle of each block providing loading and unloading of passengers and goods.

Stage 4

All vehicular traffic would be removed on Main Street between approximately Vine and Maple Streets. The east-west streets would be maintained as vehicular parking and traffic streets. This would allow complete freedom of pedestrian shopping patterns across Main Street not previously available. For this to be possible south bound traffic will have to be routed onto Second Street. This change would provide a one-way couplet around the downtown core providing vehicular access and parking. This choice appears rather obvious when the physical and operational characteristics of Park and Second Streets are analysed. The two streets are identical in terms of their respective one-way organization. Second Street also would provide access to major civic buildings; the Post Office, Employment office, Library and Union Hall, each requiring direct vehicular access.

Visual contact with the pedestrian precinct from the auto is necessary for continuity and should be maintained from Park and Second Streets by the east-west streets and from pedestrian paths connecting the parking areas with the pedestrian shopping precinct. To add visual clarity to the paths, trees and landscaping should be provided.

Stage 5

Close some, if not all, the east-west streets to through traffic on Main Street. This would allow complete freedom of shopper movement to the downtown core without vehicular conflict. The streets could still be used for parking and access to the core or some could be turned into playgrounds and child care centers.

Stage 6

Extend the pedestrian mall into the east-west side street between Park and Second Streets.

Stage 7

Provide an independently structured cover for the mall area to allow buildings to be removed or added without disturbing the cover. The covered mall will allow natural light while protecting the shoppers from the elements. Smaller covered paths could also be added from the parking areas if desired.

It should also be noted again that the success of a pedestrian mall is dependent on direct and easy vehicular and pedestrian access with visual continuity maintained throughout the area.

With parking provided at the rear of the shops with access from Park and Second Streets there is the potential for double-faced shops. This way shoppers may park at one shop and leave or can park for longer shopping stays in the mall.

A further suggestion concerns the canal. It would be very pleasant indeed if the canal could be incorporated into the mall if it is developed. Private citizens have seized the opportunity provided by the water and enhanced it with landscaping and yard development. Yet nowhere in the community has public development of the canal been attempted. This is a community feature which should be further developed, if not as a part of the mall then in other ways.

A Final Note

A mall is not the only choice for Lebanon's Main Street but only a possibility at the right moment in time. The proposed planning guide offers the opportunity to stop the downtown development at any stage which fits the conditions of the time while allowing extension to the next stage as conditions permit. It is strongly recommended that each stage be tested by trying it out for a period of time in a temporary way. The results of a trial must be carefully evaluated, however, since temporary conditions cannot duplicate exactly the final plan. Professional assistance should be requested during the test period.

15. Development of the downtown should be a joint cooperative effort between the city and a non-profit downtown association of local citizens and should be based on a detailed planning study of the area before final commitment to the above recommendations.

Highway Commercial

16. Auto oriented businesses requiring direct vehicular access find locations on major arterial highways attractive. Problems related to highway commercial strips, as opposed to downtown commercial areas, are due to rapid development with few if any regulations or guidelines.
17. The plan recognizes areas along Highway 20 south of Oak Street where highway oriented businesses have generally located, and recommends that land available for such purposes be confined to the existing strip. Setback requirements, off-street parking, and regulation of joint access should be utilized wherever possible to minimize the conflicts that often occur on commercial strips between through traffic and vehicles entering and leaving business properties.
18. It is recommended that the highway commercial strip be terminated at the Southgate Shopping Center located at the intersection of Market Street and Highway 20. This centralized facility provides an excellent terminus to the expanding strip development while also providing adequate space for future highway commercial development within the remaining strip commercial area located between downtown and the shopping center.
19. Sidewalks should be encouraged for highway commercial developments that are set back and protected from highway traffic by a landscaped buffer zone. A limited number of access entries to commercial property utilizing turning lanes should also be encouraged to protect pedestrians and facilitate traffic flow.
20. Future highway commercial businesses should be encouraged to develop as compact cluster arrangements utilizing single access joint off-street parking.

Highway commercial clusters combined with some light industrial development are emerging at three locations:

1. On Highway 20 just north of the junior high school.
2. On Grant Street adjacent to River Park and the Grant Street Bridge.
3. On Tangent Street just west of Eleventh Street.

A fourth location at the intersection of Airport Road and Stoltz Hill Road is also a potential location for future cluster development.

21. Although it is anticipated that outlying commercial centers will occur as the city grows, it is recommended that these developments not be encouraged in the near future. Primary emphasis should be placed on maximizing the investment in existing commercial centers located on Highway 20. As these centers approach maximum utilization, new outlying centers would be encouraged to serve an expanding population. Another reason for limiting development of outlying commercial centers at this time is related to possible changes in highway and arterial street development. As changes occur in traffic patterns, desirability of commercial sites also occur. It would be most unfortunate to encourage unneeded development now that may become obsolete in the near future.

Neighborhood Commercial:

22. Locations for neighborhood commercial businesses are not identified on the plan. Specific locations may be granted upon request by a potential developer.
23. Preferred locations for neighborhood commercial centers would be on arterial or collectors streets adjoining residential neighborhoods, however, small convenience stores could be located within neighborhoods on corner lots provided adequate parking and protection of adjacent properties is maintained.

INDUSTRIAL LAND USE DEVELOPMENT PROPOSALS

1. The plan recognizes three categories of industrial land use within the community:

Restricted Industrial
Light Industrial
General Industrial

These are districts in which manufacturing, processing, storage, or similar industrial pursuits are presently established or anticipated. Suitable space is provided for industrialization without impairing Lebanon's livability or future development.

Restricted Industrial

2. Restricted industrial areas apply to activities that include wholesaling, warehousing, and light manufacturing conducted wholly within an enclosed building on small sites located near the commercial core. Retail and service businesses generally associated with light industrial uses are subsidiary land uses in these areas, but housing developments are not appropriate.
3. Areas identified as restricted industrial include:
 - a. Third Street between Rose and "A" Streets

Light Industrial

4. Light industrial uses are similar to those of the restricted industrial except open storage of materials and equipment is allowed behind protective barriers. Sites are generally larger and located away from the commercial core area adjacent to required transportation facilities.
5. Light industrial areas include:
 - a. The area north of Tangent Street adjacent to the railroad tracks.
 - b. The area east of Highway 20 south of the canal adjacent to the railroad tracks.
 - c. The east side of South Main Road between Walker Road and Hobb Street.

General Industrial

6. General industrial uses provide for a full range of industrial activity provided they comply with

environmental quality standards of the State of Oregon. Large isolated sites adjacent to adequate transportation facilities are preferred.

7. General industrial areas include:
 - a. Existing general industrial areas located on the eastern boundary of the City.
 - b. Future general industrial sites are recommended south of the City limits on the east side of Highway 20 and the railroad.
 - c. Additional future locations may also be appropriate in the area west of Tennessee Road adjacent to the sewage treatment plant.

Gravel Operations

8. Gravel operations located on the Santiam River are isolated activities not readily included in an industrial zone. When gravel deposits are worked out, conversion of the area to some other productive use will become an issue. The plan recommends that the existing gravel operations be considered for eventual rehabilitation and conversion to recreational purposes.

HOUSING ELEMENT

Two methods were utilized in developing the Lebanon housing data contained herein. Statistical housing data was obtained from the 1970 Census and other housing publications listed in the bibliography. A field survey conducted in August, 1972 in conjunction with the Land Use Survey, also provided valuable information on housing conditions and neighborhood identification.

1. Year-Round Housing Units

1970 Year-Round Housing:	2,496 Units
Constructed Housing Units:	
1970	57 Units
1971	81 Units
1972	142 Units
1970 One Unit Structures:	2,122 (85.1%)
1970 Units in Structures of 2 or More Units	358 (14.3%)
1970 Mobile Homes	16 (0.6%)
Constructed Housing Units:	
1970 One Unit Structures:	47 Units
1970 Units in Structures of 2 or More Units	10 Units
1971 One Unit Structures:	34 Units
1971 Units in Structures of 2 or More Units	47 Units
1972 One Unit Structures:	46 Units
1972 Units in Structures of 2 or More Units	96 Units

Within the Lebanon vicinity area there are an additional 1,679 housing units; 1,463 are one unit structures and 216 are units in structures of 2 or more units.

2. Housing Tenure

1970 Occupied Housing Units	2,362 (94.6%)
Owner Occupied Units:	1,517 (64.2%)
Renter Occupied Units:	845 (35.8%)

There are approximately 1.8 times as many owner-occupied units as there are renter-occupied units within the City.

Vacant units included 29 units for sale, 55 for rent and 50 other. Other units include rented or sold awaiting occupancy, units held for occasional use, and units held off the market for other reasons.

Vacancy rates were 1.88 percent for owner units and 6.11 percent for rental units. A 1971 Postal Vacancy Survey indicated a 1.3 percent vacancy for residences and a 6.9 percent vacancy for apartments.

Within the Lebanon vicinity area there are an additional 1,614 (96.1%) occupied housing units.

Owner Occupied Units:	1,306 (80.9%)
Renter Occupied Units	308 (19.1%)

There are approximately 4.2 times as many owner-occupied units as there are renter-occupied units within the vicinity area.

Vacant units within the Lebanon vicinity included 19 units for sale, 18 units for rent and 28 other.

Vacancy rates were 1.43 percent for owner units and 5.5 percent for rental units.

3. Age and Condition of Housing

Housing Built Prior to 1940:	933 (37.4%)
Housing Built Between 1940-49:	741 (29.7%)
Housing Built Between 1950-59:	572 (22.9%)
Housing Built Between 1960-70:	250 (10.0%)

63 housing units (2.5%) did not have a complete bathroom or the bath was shared by more than one family.

Owner-occupied lacking plumbing:	25 (1.6%)
Renter-Occupied lacking plumbing:	29 (3.4%)

95 housing units (4%) had more than one person per room, however none of these units lacked plumbing facilities.

Within the Lebanon vicinity area there are an additional 27 units (1.6%) lacking some plumbing facilities.

Owner-occupied lacking plumbing:	14 (1.1%)
Renter-occupied lacking plumbing:	5 (1.6%)

110 housing units (6.8%) within the Lebanon vicinity had more than one person per room, however, only two of these units lacking plumbing facilities.

4. Housing Production

The supply of housing in the Lebanon area has generally kept pace with the increasing demand. The vacancy rates indicate an adequate supply of both owner and rental housing at modest costs. Shortages will generally be indicated by a vacancy rate of less than 1% for home-owners and less than 5% for rental housing.

Housing has shown a 20.6% increase in Lebanon between 1960 and 1970 for an average of 42.6 units per year. This increase exceeds that of the general increase in

population of 13.3%. From 1970 to 1973 there has been an increase of 280 housing units or 93.3 units per year. 127 units (45.4%) were one unit structures while 153 (54.6%) were multiple units.

Multiple and rental housing units have increased substantially. Owner occupied units increased 19.1% between 1960 and 1970 while renter occupied units increased 26.9%. General trends indicate an increase in multiple units although Lebanon will also maintain a strong single family market.

5. Substandard Housing

With 37.4 percent of Lebanon's housing units being 33 years old or older, there is a potential for deterioration if a program for building maintenance is not followed. With older buildings, there are also deficiencies in electrical, plumbing and structure due to lower standards at the time of construction.

Only 63 housing units (2.5%) are classified as substandard for lack of complete bathroom facilities and 95 housing units (4.0%) had more than one person per room, however none of these units lacked plumbing facilities.

Based on the visual survey, there were no neighborhood patterns of deterioration or substandard housing and those houses found to be substandard were isolated instances in their area. On a very general level, substandard housing occurred more frequently on the west side urban fringe than in the older section of the community, however, this area also provided more new housing developments.

The Russel Lane area, adjacent to Lebanon's south-east boundary, is a clearly identifiable neighborhood of modest inexpensive housing built in the early 1940's when the plywood industry located in Lebanon. This area is in urgent need of sewers, storm drains and street and sidewalk improvements. This area should be annexed to the City as soon as possible so these facilities can be provided to prevent this area from becoming blighted.

6. Housing Availability

Based on reported income for families and individuals, source of income, income less than the poverty level, gross rents paid, and utilizing 25 percent of gross income as maximum shelter costs, the following housing needs can be summarized:

Although Lebanon has the smallest proportion of families with income below the poverty level among cities in Linn County, there are 500 families (27%) with a Social Security mean income of \$1,840; 71 families (3.9%) with a public assistance mean income of \$1,526; 71 families with female heads (40.6%) below the poverty level; 229 unrelated individuals (38.6%) below the poverty level; and 288 persons age 65 and over (30.9%) below the poverty level. The ability of these groups to obtain housing within their income level is critical.

There are 227 homeowner households below the poverty level that cannot provide the needed maintenance to prevent housing deterioration.

There are 114 renter households that find adequate shelter difficult to obtain within 25 percent of their gross income.

There are approximately 230 families and unrelated individuals earning \$1,999 or less that are unable to find rental units within 25 percent of their gross income. Above \$2,999 per year, the availability of rental units approaches the preferred 25 percent of gross income.

The availability of home ownership offerings within 25 percent of gross family income is even more crucial. Assuming a low price range of \$15,000 to \$20,000, the following monthly shelter costs are required:

	<u>\$15,000</u>	<u>\$20,000</u>
Utilities	40	45
Taxes (\$35.50/\$1,000 TCV)	44	59
Loan (8% for 25 years assuming 80% finance balance with 20% down payment.)	93	124
	<u>\$177</u>	<u>\$228</u>
Required Down Payment	\$3,000	\$4,000

Utilizing 25 percent of gross income as maximum shelter costs, approximately 52 percent of all families and 93 percent of all unrelated individuals fall below the necessary \$177/month shelter cost for a \$15,000 home. Seventy-one percent of all families and approximately 98 percent of all unrelated individuals fall below the necessary \$228/month shelter cost for a \$20,000 home.

7. Housing Assistance

The Federal Housing Administration/HUD, administers housing programs for the Lebanon area. The following programs provide housing assistance to Lebanon families:

The Section 236 Multiple Housing Program provides rent subsidies for low, moderate and middle income families. There are presently 40 units administered in Lebanon. They were constructed in 1972-73 and are located at South Main Road and Market Street.

The Section 235 Home Ownership Program provides financial assistance for low, moderate and middle income families in purchasing a new, existing, or a remodeled home.

There are 12 units located at Mary and 6th Street, two units on South Fifth Street, two units on Brown and Kern Street and four units on Isabella Street for a total of 20 units. There have also been 29 lots approved for 235 housing in Hall First Addition near Wasson Street.

These programs have been discontinued for the present and there has been no indication when they will be reinstated.

The Linn County Housing Authority/HAA, administers low cost public housing programs in the Lebanon area. Low income tenants pay the rent he or she can afford based upon their income, but not more than 25 percent of gross income.

There are presently 20 units of public housing in Lebanon. Twelve one-bedroom units are located at Fifth and Sherman Street for senior citizens, two two-bedroom units on 9th Street, one two-bedroom unit in the River Road area, one two-bedroom and two three-bedroom units on Franklin Street, one four-bedroom and one five-bedroom unit on Dodge Street.

The need for public housing assistance is critical in Lebanon. There are 75 qualified families or individuals presently waiting for one-bedroom units and over 95 percent of those waiting are elderly citizens. There are 90 qualified individuals waiting for two-bedroom units and 90 percent of those are Female Family Heads. In addition, there are 50 families waiting for three-bedroom units, five families waiting for four-bedroom units and three families are in need of a five-bedroom unit.

Summary of Issues

The housing needs for Lebanon may be summarized as follows:

The need for low cost housing.

The need for additional rental units.

The need for rehabilitation of substandard housing.

The need for financial assistance for low and moderate families and the elderly.

1970 GENERAL HOUSING CHARACTERISTICS
LEBANON, OREGON

POPULATION

Total Population	6,636
All Housing Units	2,496
Vacant - Seasonal & Migratory	0
All Year-Round Housing Units	2,496
Population in Housing Units	6,502
Per Occupied Unit	2.8
Owner	2.8
Renter	2.7
Population in Group Quarters	134

TOTAL POPULATION BY HOUSEHOLD RELATIONSHIP

Total Population	6,636
Total Household Population	6,502
Household Heads	2,362 (27.3%)
Male Family Heads	1,657 (25.0%)
Female Family Head	156 (2.3%)
Primary Individuals	549 (8.2%)
Male Primary Individuals	148
Female Primary Individuals	401
Household Non-Heads	4,140 (62.0%)
Wife of Head	1,616 (24.0%)
Other Relative	2,442 (36.8%)
Non-Relative	82 (1.2%)
Group Quarters Population	134
Inmate of Institution	92 (1.4%)
Other Group Quarters	42 (0.6%)

TENURE, RACE, AND VACANCY STATUS

Owner Occupied	1,517
White	1,509
Negro	1
Renter Occupied	845
White	835
Negro	2
Vacant Year-Round	134
For Sale Only	29
For Rent	55
Other	50
Vacancy Rates	
Owner Units	1.88%
Rental Units	6.11%

UNITS IN STRUCTURE

1	2,122
2 or More	358
Mobile Home or Trailer	16

ROOMS

1 Room	23
2 Rooms	82
3 Rooms	264
4 Rooms	588
5 Rooms	652
6 Rooms	497
7 Rooms	221
8 Rooms or More	169
Median, All Units	4.9
Median, Owner Occupied Units	5.4
Median, Renter Occupied Units	4.1

YEAR STRUCTURE BUILT

1969 to March 1970	32
1965 to 1968	98
1960 to 1964	120
1950 to 1959	572
1940 to 1949	741
1939 or Earlier	933

COMPLETE KITCHEN FACILITIES

For Exclusive Use of Household	2,456
Also Used by Another Household	1
No Complete Kitchen Facilities	39

COMPLETE BATHROOMS

1	2,074
1-1/2	200
2 or More	166
None or Also Used by Another Household	56

SOURCE OF WATER

Public System or Private Company	2,338
Individual Well	158
Other	0

SEWAGE DISPOSAL

Public Sewer	2,393
Septic Tank or Cesspool	103
Other	0

HEATING EQUIPMENT

Steam or Hot Water	61
Warm-Air Furnace	524
Built-In Electric Units	386
Floor, Wall or Pipeless Furnace	338
Room Heaters with Flue	899
Room Heaters without Flue	14
Fireplaces, Stoves or Portable Heaters	274
None	0

ALL OCCUPIED HOUSING UNITS 2,362

TELEPHONE

Available	2,133
None	229

AUTOMOBILES AVAILABLE

1	1,038
2	800
3 or More	206
None	318

YEAR MOVED INTO UNIT

Owner Occupied	1,517
1969 to March 1970	230
1968	119
1965 to 1967	167
1960 to 1964	234
1950 to 1959	415
1949 or Earlier	352
Renter Occupied	845
1969 to March 1970	468
1968	123
1965 to 1967	155
1960 to 1964	33
1950 to 1959	48
1949 or Earlier	18

PERSONS

All Occupied Units	2,362
1 Person	517
2 Persons	837
3 Persons	364
4 Persons	296
5 Persons	181
6 Persons	101
7 Persons	31
8 Persons or More	35

PERSONS (cont.)

Median, All Occupied Units	2.3
Median, Owner Occupied Units	2.3
Median, Renter Occupied Units	2.3

PERSONS PER ROOM

All Occupied Units	2,362
1.00 or Less	2,267
1.01 to 1.50	71
1.51 or More	24
With All Plumbing Facilities	2,308
1.00 or Less	2,213
1.01 to 1.50	71
1.51 or More	24

VALUE

Specified Owner Occupied ¹	1,445
Less than \$5,000	47
\$5,000 to \$9,999	452
\$10,000 to \$14,999	538
\$15,000 to \$19,999	235
\$20,000 to \$24,999	110
\$25,000 to \$34,999	41
\$35,000 or More	22
Median	\$11,700

CONTRACT RENT

Specified Renter Occupied ²	844
Less Than \$30	33
\$30 to \$39	33
\$40 to \$59	191
\$60 to \$79	312
\$80 to \$99	143
\$100 to \$149	88
\$150 or More	2
No Cash Rent	42
Median	\$ 68

¹Limited to one-family homes on less than 10 acres and no business on property.

²Excludes one-family homes on 10 acres or more.

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HOUSING POLICY GUIDELINES

1. Assure adequate, safe and sanitary shelter for all citizens of Lebanon.
2. Assure equal opportunity for all persons to obtain adequate housing regardless of age, race, religion, sex or ethnic background.
3. Seek a balanced distribution of moderate and low income housing within the community.
4. Develop a housing code for the community that specifies the minimum standards of fitness for human habitation.
5. Encourage rehabilitation of basically sound structures to help maintain the housing stock.
6. Encourage development and maintenance of neighborhoods in a manner consistent with the natural environment, availability of community services, and the needs of the people.
7. Work with county, state and federal agencies to provide housing programs suited to the needs of the community.

HOUSING DEVELOPMENT PROPOSALS

Although solutions to housing problems and issues are largely subject to decisions and forces at the national, state, and regional levels, the community must also take direct responsibility and respond to these needs even though local resources are extremely limited. This will require the cooperation of a wide variety of groups and individuals within city government and the community.

The basic housing needs identified in the Housing Element Introduction can be summarized as follows:

1. The need for an adequate supply of sound, decent and attractive housing that includes a variety of type and design that is responsive to community needs.
2. The need for the means whereby all citizens of the community have the choice and opportunity to participate in the housing market to fulfill their basic requirements.
3. The need to reduce housing costs.

The housing development proposals recommended in the Comprehensive Plan focus on two general areas where local participation can have an influence on overcoming the basic housing needs summarized above:

1. Identification of specific actions which can be initiated at the local level.
2. Identification of actions needed at higher governmental levels to solve local housing problems and issues.

Local Action

The following proposals are recommended for local action to assist in meeting the housing needs of Lebanon:

1. The City of Lebanon should establish a Housing Committee to focus on housing needs and solutions to local housing problems. This committee could function as part of the Human Resources Committee that focuses on the human services needs of the community.

The primary function of this committee would be:

- a. To provide and maintain a housing data base for Lebanon.

- b. To assist families in obtaining adequate housing within the community.
 - c. To supply information on various state, federal or regional housing programs applicable to Lebanon's needs.
 - d. To assist in acquiring needed housing programs for the City.
 - e. To assist in coordinating the public and private housing activities within the community.
2. Local churches and other non-profit organizations should consider sponsorship of low-cost housing programs for the community as authorized by state and federal laws.
 3. The City should maintain a wide selection of residentially zoned land within the community to assist in keeping land costs for housing at reasonable levels.
 4. The City should change the existing minimum lot size specified in the zoning and subdivision ordinances to allow smaller lots for modest houses suitable for elderly citizens and low to moderate income families. Specific details on this recommended change can be found in the Residential Land Use Development Proposals of the Comprehensive Plan.
 5. The City should enforce the recommended annexation policies specified in the Community Development Policy Guidelines as a means of reducing the cost of services to residential areas.
 6. The City should adopt a Housing Code for the community that specifies the minimum standards of fitness for human habitation to assist in eliminating substandard and overcrowded housing.
 7. The City should require the removal of dilapidated housing and prevent the deterioration of basically sound housing through enforcement of its codes and ordinances.
 8. The City should require the rehabilitation of deteriorating housing that is basically sound through enforcement of its codes and ordinances as a means of maintaining the community's housing stock.
 9. The City should annex 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. The City should encourage innovative design and planning concepts to reduce the cost of construction, land, streets, services and utilities through the "Planned Development" regulations that would allow an increase in density if the project demonstrated improved livability.
11. The City should consider the appointment of a full-time building inspector that would include as part of his job function, the coordination of federal, state, and local housing programs and activities within the community, and maintain an information file on various federal, state and regional housing programs applicable to Lebanon's needs.
12. The federal government's transition from former categorical grants to new broad based revenue sharing may require that the City take a more active role in meeting its housing and human service needs. The need for better housing for the elderly and low to moderate income families is one of the challenges facing the community. One possibility in meeting this challenge is for the City to provide home-improvement loans to owners of older dwellings.

An established loan fund for housing rehabilitation would reduce the number of substandard houses in the community while assisting families and individuals in need of adequate shelter. Many elderly citizens with limited incomes are living in houses that are substandard and housing choices for the elderly are very limited. Since 18 percent of Lebanon's citizens are over 62 years of age, this should become one of the community's major concerns.

Although federal assistance may be available to begin such a program, the current administration is stressing local initiative in solving local problems. Therefore, initial capital for the program might come from a city bond issue. Establishment of this loan fund would be a City commitment to deal with a serious problem and would thus give the City leverage to seek additional federal grants or loan assistance.

The City could specify that all work be done by local contractors and suppliers and could establish any age and income limitations desired. Repayment of the loan could be made when the property was sold or after settlement of the estate of a deceased person

by attachment of a lien on the property if the City so desired.

13. The City should evaluate existing codes and ordinances for provisions which may hinder the preservation and/or development of adequate housing for the community. Amendments that encourage a variety and type of housing utilizing innovative site development and construction techniques should be enacted.
14. The City should seek means to reduce the residential property tax at the state and local level. Programs for property tax relief at the state level should be supported at the local level as one means of reducing housing costs.
15. The City should support alternatives to the existing property tax system that would encourage residential rehabilitation within the community. Under the present system preventive maintenance and home improvements are discouraged, thereby increasing the amount of substandard housing.
16. The City should support proposed state housing and family assistance programs that would benefit the local community including the following:

- a. The Single Statewide Building Code.

Will create a Building Codes and Standards Division in the Department of Commerce which will have the responsibility for adopting structural standards for buildings. In addition to administering existing state electrical, mechanical, plumbing and related code standards, the statute will provide a single standard for all jurisdictions, but will allow a local jurisdiction to seek additional special standards for their area, if unique circumstances require it for the health and safety of people using the building.

Local jurisdictions with qualified staffs will continue to provide inspections and initial appeal will be handled locally, with the right of further appeal to a state board of appeals.

Will permit inspections, verified by a label, during the manufacturing process for modulars and manufactured housing. The Director of the Department will also be empowered to

prescribe a uniform permit system, but the fees may vary from community to community. Permit data would be reported to a single state agency for analysis and publication.

b. Property Tax Relief for Renters.

Provides property tax relief for low-income renters. It assumes 20 percent of rent is attributal to property tax. Based on formula similar to homeowners property tax relief, if the amount of rent going to property tax exceeds the formula developed for various income groups, the renter may apply for a refund.

c. Landlord-Tenant Law Revision.

Spells out obligations of both landlords and tenants to maintain property. The statute rejects the concept of tenants withholding rent for repairs, but provides for mechanism to pay rents to courts for repairs. The statute doubles eviction notice period to 60 days, but bans retaliatory eviction for acts such as forming tenant union. The statute leaves enforcement procedures to state legislatures.

d. State Housing Development Authority.

The basic thrust would be to use tax-exempt revenue bonds to obtain cheaper interim and long-term financing for low and moderate income housing production. Revenue bonding, coupled with a "moral obligation clause" and reserve account of one-year's principal and interest on loans, allows for sale of the bonds on favorable terms -- generally two percent below conventional market -- without constitutional amendment or vote of the electorate.

e. Last Resort Housing Production.

Will bring the state into conformance with 1970 Uniform Relocation Act, which allows highway funds to be spent to produce decent, safe and sanitary housing under the "last resort" provision. This comes into effect when it is deemed that highway construction causes an irreplaceable reduction in housing

stock at certain cost levels. Project funds may then be diverted to build new housing for displaced persons. The bill would allow condemnation of property to build replacement housing.

f. Escrow Account Reform.

Requires lending institutions to pay interest on reserve funds held to pay property taxes or insurance premiums under a realty loan contract. It will provide modest assistance to home buyers, but greater assistance to developers.

g. Housing Rehabilitation Tax-Incentive Program.

Would allow a five-year moratorium on increases in assessed valuation when units are rehabilitated under the provisions of federal 1969 Tax Reform Act. That Act allows five-year tax write-off on rehabilitated units for low-income tenants when a minimum of \$3,000 rehabilitation work is done.

17. The City should cooperate with county, regional, and federal agencies in developing housing and family assistance programs suited to community needs and should take the initiative in presenting local needs to higher governmental levels.

Actions Needed at Higher Governmental Levels

Since local resources are limited, the City must look to other governmental agencies for assistance in meeting local housing needs. The following proposals are intended to identify actions needed at higher governmental levels to solve local housing problems and issues, however, they may also apply to other public or private institutions as well. They are not intended to focus on any particular governmental agency or institution, but are presented here primarily as local needs requiring action beyond the present capabilities or jurisdiction of local government.

References to existing housing programs are included in the Housing Element Introduction. No attempt is made to relate the recommended actions needed at higher levels to specific institutions or programs since many of these are undergoing rapid change at the present time and, in essence, the community is more concerned with the responsiveness to local needs and conditions than it is with which institution provides the needed assistance.

1. Development of a uniform system of data collection. Information gained at the local level has limited value unless it can be compared and coordinated with similar information available at higher governmental levels.
2. Increase the availability of funds for housing construction.
3. Reduce the interest rate for home construction and home rehabilitation loans.
4. Reduce the required down payment and mortgage interest rates for home loans.
5. Provide increased funds at reduced interest rates for housing rehabilitation.
6. Change the existing property tax system for housing and home improvements to reduce tax rates and encourage housing rehabilitation.
7. Establish a mandatory uniform building code that provides for innovative construction methods, use of low cost improved materials, and encourages innovative design and planning concepts for housing.
8. Reduce land costs for housing by limiting excessive profit taking on land speculation.
9. Provide financial assistance to lower the cost of community facilities, services and utilities as a means of lowering housing costs.

Although construction costs, land costs, interest rates, taxes, land speculation, building codes and the availability of funds and services have long been recognized as accumulative contributors to rising housing costs, they have been restated here to emphasize their importance and to demonstrate the existing frustration within local communities caused by the fact that many of these issues are beyond local control.

The recommended actions outlined previously are intended to maximize the supply of housing and minimize its costs. The following recommended actions are intended to guarantee that all individuals and families within the community have the opportunity to participate in an open housing market.

10. Without financial assistance many elderly and low to moderate income families in Lebanon are forced to accept inadequate housing. Those in need of such assistance should be given some form of housing subsidy.

The most effective form of subsidy for Lebanon would be one that allows these citizens to occupy standard middle-income housing, as opposed to building low-income housing developments that often become the slums of tomorrow. This would also guarantee economic integration of neighborhoods through a free choice of location. These units would then be available to those families and individuals who choose to remain when their incomes increase, or to other middle income families on a nonsubsidized basis.

A straight rent-subsidy program may have to suffice for many families. However, subsidy programs aimed at increasing home ownership or supporting the rehabilitation efforts of existing homeowners is strongly recommended.

TRANSPORTATION ELEMENT

The data, standards, classifications and recommendations of three major study reports are hereby included by reference as part of the Transportation Element of the Comprehensive Plan, except as specifically amended and noted herein:

1. 1971 ORIGIN-DESTINATION STUDY FOR LEBANON OREGON - PRELIMINARY REPORT OF FACTUAL DATA, Oregon State Highway Division, January, 1972.

The information provided in this report describes 1971 street characteristics, traffic volumes and capacity, traffic counts at selected intersections, and origin-destination trip tables for use in developing future highway and street plans for Lebanon.

2. A PROPOSED ARTERIAL STREET PLAN FOR LEBANON, OREGON, The Bureau of Governmental Research and Service, University of Oregon, November, 1967.

This report provides recommendations relating to the location and standards of streets that will become part of the community's long range arterial street system and represents one of the major elements of the Comprehensive Plan for Lebanon.

3. TRAFFIC OPERATIONS PROGRAM TO INCREASE CAPACITY AND SAFETY (TOPICS), Cornell, Howland, Hayes and Merryfield, Engineers-Planners-Economists, May, 1972.

The purpose of this study is to develop recommendations for improving the existing street system and traffic conditions. They are intended to serve the short-term needs of the community and are complementary to the community's long range arterial street plan.

STREETS & HIGHWAYS

The following patterns of development characterize Lebanon's street system:

1. The older section of the City contained within the 1964 city limits was developed as a small right angle grid pattern of streets extending east and west from Highway 20, the central circulation spine for the City. However, Oak Street is the only street in this pattern that extends uninterrupted east and west across Highway 20.

2. Streets within the 1964 - 1973 annexed area have been developed in a random pattern with little relationship to each other or to the City's existing street system. This random pattern of streets occurs throughout the urban fringe area and has increased the difficulty of extending and aligning streets in a rational way. Large block interiors created by this development pattern form large parcels of vacant land that are difficult to develop or service. Streets and residential developments have occurred as isolated clusters separated by large parcels of undeveloped land.
3. Streets and roads within the unincorporated urbanized area are generally extended streets which interconnect to form extensive interior land areas and include long dead-end roads that penetrate into these areas. Development has generally occurred as isolated clusters or as continuous linear developments along extended county roads.
4. U. S. Highway 20 is the primary circulation spine around which the community is organized. It extends through the City in a north-south direction forming Lebanon's Main Street in the center of the central business district. There is considerable conflict in this area between through highway traffic and shopping or community traffic. Any further development in downtown Lebanon must involve the restructuring of Main Street. Its future as a vehicular through traffic arterial or as a shopping precinct must be determined.
5. Oregon Highway 34 is Lebanon's second major highway connecting the City with Interstate Highway I-5 eight miles to the west. After entering the City, the highway must make two difficult right angle turns around an elementary school and the junior high school before connecting with U. S. Highway 20 north of the central business district. There is a need to reroute this highway to provide safer and more efficient traffic circulation and land use.
6. Other major streets in Lebanon include Grant Street which provides the City's only access to the area east of the City; Oak Street which connects the City with rural areas west of town; Airport Road and Stoltz Hill Road which connect Lebanon with rural areas to the southwest; Fifth Street, a north-south arterial in the west part of town; Second Street and South Main Road which is a major north-south route west of U. S. Highway 20; and River Road which connects Lebanon with rural areas to the southeast along the Santiam River.

7. East-west through traffic in the City is handicapped by the lack of a major east-west arterials. There is an excellent opportunity to develop Oak Street as a major east-west arterial by connecting it with the Grant Street Bridge. This route could also connect with Oregon Highway 34 west of the City and become an extended east-west highway serving areas east of Lebanon.
8. Increased truck and through traffic is a major problem in the central area of the City and will require alternative routing in the future.
9. Arterial streets that extend outward from the central area are inadequately tied together and consequently there is a need for a "loop" or "belt" route to provide circumferential movement of traffic.
10. There are approximately 60 miles of streets in the Lebanon planning area including 43 within the City limits. Approximately 90 percent of the City's streets are paved and most of the streets within the 1964 City boundary also have curbs and sidewalks. Newly annexed areas on the urban fringe have the least extent of improvements, however the City is maintaining a continuous street improvement program.
11. A logical street system for the City has been handicapped by the lack of a mapped street plan and a consistent policy on street development which would assure alignments of future streets.

RAIL

Railroad service is provided by the Southern Pacific Company and the Oregon Electric Railway, a subsidiary of the Burlington Northern.

Rail service in and through Lebanon consists of two daily trips to the Crown Zellerbach Mill, two to the Willamette Industries Mill on the east boundary of the community, one daily east across the Santiam River and six to seven runs south through the community.

Sidings are maintained for 45 and 88 cars, storage tracks provide an additional 45, 12 more on an interchange track, 6 on a team track and one on the house track.

The extent of railroad tracks and the increasing traffic conditions in the central area of the City cause traffic hazards at many street intersections.

since the extent of railroad lines within the City is a dominant feature of the community, means should be sought to utilize the rail right-of-way in a positive way. Its potential as a linear greenway or bicycle trail should be investigated.

Future industrial development will depend on rail accessibility which in turn will influence the community's industrial land use patterns.

AIR

Lebanon's airport facility is classified as a "Basic Utility Stage II Field" and will service 95 percent of all prop aircraft under 12,500 pounds.

The State of Oregon has recently acquired the Lebanon Airport and it is identified as the "Lebanon State Airport". A grant application for field improvements is presently under consideration by the Federal Aviation Administration and includes expansion of the runway to 2,500 feet, rebuilding of the base, and resurfacing.

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

The proposed runway can be increased by approximately 500 to 600 feet, however major expansion for larger aircraft is limited by Oak Street on the north and Airport Road on the south. Although concern has been raised over future expansion capabilities of the existing facilities, there appears to be no viable alternative at this time.

A regional airport is presently being considered by the State Department of Transportation. This proposal is crucial to Lebanon's future transportation needs and should be supported by the community as a complementary facility to the existing airport.

It is anticipated that annexation of the airport will be accomplished in the near future. Zoning will be required to protect approach and clear zones for the airport as well as adjacent future land uses.

TRANSPORTATION ELEMENT BIBLIOGRAPHY

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TRANSPORTATION POLICY GUIDELINES

General Policies

1. Future street and highway projects should contribute to the emergence of a systematic circulation network that forms the basic organizational framework on which the community can develop.
2. The location of arterial streets should provide for convenient movement of traffic and access to all parts of the community without disrupting other activities in the city or bisecting areas that have a natural unity.
3. The use of land adjacent to arterials should not be allowed to conflict with the safe and efficient movement of traffic.
4. Arterials should be provided for convenient movement of traffic around the periphery of main concentrations of urban activity.
5. The City should encourage development of a one-way couplet system for the downtown area that would relieve Main Street as a through traffic arterial.
6. Collector streets should be provided to facilitate movement within the City's neighborhoods and to collect and distribute traffic from arterial streets and highways.
7. Local residential service streets should be designed and constructed to discourage through traffic within residential neighborhoods.

New Street Development Policies

8. New streets should conform to the standards of the recommended development proposals of the Comprehensive Plan.
9. New streets should provide a logical continuation of the existing street system.
10. New streets should relate to existing property lines, natural features, and encourage full land utilization.
11. New streets should provide for a logical pattern of street names and addresses.
12. Through traffic should be discouraged in residential neighborhoods.

Design Criteria

13. Avoid excessive street grades (12% maximum).
14. Avoid sharp curves (100 foot minimum radius at street centerline).
15. Avoid offsets in intersections unless the offset is large enough to minimize possible traffic accidents. Offsets may be advantageous in discouraging through traffic and should be utilized when this is desirable.
16. Encourage right angle intersections for optimum sight lines and corner lot development.
17. All dead-end (cul-de-sac) streets to have a maximum length of 600 feet and terminate in a turn-around.
18. Limit block lengths to 1,200 feet and block widths to two tiers of lots of reasonable depth.
19. Hillside developments should be designed for a minimum of cut and fill.

Highway Bypass Policies

Although proposals for a future highway bypass have been suggested for the community, planning and construction of such a route does not appear likely in the near future. It is important, however, for the community to be prepared to make specific recommendations on location and access control for future bypass proposals while they are still in the planning stages. The following policies include criteria to assist in making those recommendations:

20. A future bypass route should be located as near the community as possible without bisecting existing or future urbanizing areas.
21. Access to the bypass route should be limited to intersecting arterial streets.
22. Commercial development near the intersections should be limited and controlled through zoning to protect the existing commercial areas of the community and to minimize traffic congestion problems.

TRANSPORTATION DEVELOPMENT PROPOSALS

It has long been recognized that transportation systems are more than the safe and efficient movement of people and goods. They become the basic structural and organizational framework on which a community grows and develops. The Comprehensive Plan recognizes this interrelationship with other plan elements and seeks to improve it through recommended changes to the primary transportation system.

Streets

The standards, classifications and recommendations of two major study reports are hereby included by reference as part of the Transportation Element of the Comprehensive Plan, except as specifically amended and noted herein:

1. Traffic Operations Program to Increase Capacity and Safety (TOPICS), Cornell, Howland, Hayes and Merryfield, Engineers-Planners-Economists, May, 1972. The purpose of this study is to develop recommendations for improving the existing street system and traffic conditions. They are intended to serve the short-term needs of the community and are complimentary to the long range improvements recommended for the transportation system in the Comprehensive Plan.
2. A Proposed Arterial Street Plan for Lebanon, Oregon, The Bureau of Governmental Research and Service, University of Oregon, November, 1967. This report provides recommendations relating to the location and standards of streets that will become part of the community's long range arterial street system and represents one of the major elements of the Comprehensive Plan for Lebanon.

The Comprehensive Plan divides the local street system into five basic groups based primarily upon the function or type of traffic for which a street is used:

1. Bypass Highway - carries through traffic around the urbanizing area to relieve congestion in the central area of the community.
2. Major Arterial Highway - arterial traffic with origins and destinations outside the local community.
3. Secondary Arterial - arterial traffic with origins or destinations within the community or nearby local suburban areas.
4. Collector Streets - carries traffic between sub-areas or neighborhoods of the community and the major and secondary arterials.

5. Access or Local Service Streets - carries primarily local traffic seeking access to adjacent property.

In addition to establishing a classification of the City's local street system based on their primary functions, the Plan recognizes a number of proposed improvements and additions that would facilitate circulation and provide an improved structural framework for the community. Elements of the major street system, including recommended additions, are illustrated on the Comprehensive Plan Map. Detailed descriptions and analysis of the existing street system are provided in the two study reports outlined earlier and the following summary outlines the major changes recommended for improving the system.

Bypass Highway

The Oregon State Highway Department has given preliminary consideration to the concept of a bypass route recommended in the Arterial Street Plan, however, any specific development on this proposal seems doubtful in the near future. A cautious attitude should be taken toward this recommendation since the community relies heavily on the activity generated by the highway and a major rerouting could create more problems than it solves.

The Plan Map illustrates a west side "loop" or "ring" route arterial as an alternative to the proposed bypass. This route would also allow north - south traffic to bypass the urbanized area and would provide another arterial route for west side residents and truck traffic. The location for this "loop arterial" would be in the vicinity of the proposed highway bypass and could serve as a parallel service road to adjacent properties, assuming the highway bypass was designated a limited access route as recommended in the Transportation Policy Guidelines.

Major Arterial Highways

Thoroughfares in this category are primarily intended to carry traffic from one community to another, although they also carry traffic to and from major traffic generators within the community as well. They are consequently basic components of a regional transportation network serving a larger area than the Lebanon community. This is reflected in development standards which seek to provide for rapid through traffic with two to four moving lanes, controlled access, channelization to control turning movements, traffic signals at major intersections, stop signs for all other intersecting streets, and limited parking, especially near intersections. Right-of-way width requirements may vary, but generally exceed 80 feet and traffic will exceed 5,000 vehicles per day.

The Oregon State Highway Department has major responsibility for planning, design and construction of highways. However, the following two proposals for changes to the Major Arterial Highways in the Lebanon area will more likely be undertaken as a result of local initiative than from higher governmental levels:

1. U. S. Highway 20 is the primary Major Arterial Highway for the City and is the linear core around which the community is organized. The Comprehensive Plan recommends the development of a one-way couplet system around the downtown Main Street portion of this arterial by utilizing Second Street as the southbound arterial. With Main Street relieved of through traffic, several developmental possibilities are open to the downtown central business district as outlined in the General Commercial section of the Land Use Development Proposals. Specific locations for division of traffic would depend on detailed plans; however, divisions should occur north of Vine Street and south of Oak Street to include the downtown core.
2. Oregon State Highway 34 is the secondary Major Arterial Highway for the community linking the City with Interstate Highway I-5, Corvallis, and the Oregon coast. The present Tangent Street location of Highway 34 is poorly located relative to the community's street system, has two hazardous right angle turns, is adjacent to two schools and has a confusing intersection with U. S. Highway 20. The Comprehensive Plan recommends that Highway 34 be relocated from Tangent Street to Oak Street west of the community and that Oak Street be extended to connect with the Grant Street Bridge, the only eastern entry to the City. This would provide the City with an excellent east-west highway close enough to the downtown so highway travelers could easily use the commercial facilities if desired. The proposed change deserves strong consideration and is possibly the best single improvement recommended in the Transportation Element of the Plan.

Secondary Arterials

Streets in this group serve mainly arterial traffic with origins or destinations within the Lebanon community or nearby suburban areas. They are the essential elements of the local street system. Secondary arterials are intended to provide for relatively uninterrupted movement of traffic between neighborhoods, business centers, employment centers and major arterial highways. Although two lanes may suffice temporarily, arterial development standards allow for eventual widening to four lanes as

traffic volumes increase. A minimum right-of-way width of 80 feet is desired although traffic at this time is considerably under 5,000 vehicles per day.

Responsibility for planning, design, construction, and maintenance of arterials is shared by county and municipal agencies. The City of Lebanon will thus cooperate with Linn County agencies to achieve suitable arterial improvements in the future. The designated secondary arterials are all below the recommended development standards specified in the Arterial Street Plan, however all of these streets were given a low priority for improvements based on the low traffic volumes and accident rates identified in the TOPICS plan. Based on the findings in the two study reports, there appears to be no immediate need to improve these streets. As traffic volume increases, improvements will be required and the recommended development standards should be followed for construction projects related to these streets.

The following streets are identified as Secondary Arterials. The Comprehensive Plan Map illustrates their locations, and they are summarized below with recommended amendments to the Arterial Street Plan noted as alternative considerations for long range development of the arterial street system.

1. Tangent Street - Presently serves as Oregon State Highway 34. The Plan recommends relocating Highway 34 to Oak Street and classifying this street as a Secondary Arterial.
2. Airport Road
3. Stoltz Hill Road
4. Crowfoot and Weirich Roads
5. Rock Hill Road
6. Second Street and South Main Road - The Plan recommends that Second Street be considered as a southbound couplet for Highway 20 between Rose and "A" Streets and that Second Street be connected with Third Street south of Oak Street to function as a north-south Secondary Arterial.
7. Third Street - If Second Street becomes a southbound couplet for Highway 20, then Third Street could connect to Second Street south of Oak Street or a new extension of Third Street could connect with Second Street at Airport Road as an alternative north-south Secondary Arterial servicing the downtown and the High School.

8. A new "loop route" is recommended for consideration as a west side north-south arterial. It would be located just west of the airport connecting Tangent Street, Oak Street, Airport Road, Stoltz Hill Road and an east-west extension to Highway 20 south of the City could be achieved by extending Vaughan Lane or Crowfoot Road. Extension of this arterial to Highway 20 at the north end of the City would then provide the community with a complete west side arterial loop. A staged construction schedule could be achieved by first connecting Tangent Street, Oak Street and Airport Road as a north-south arterial. The second or third stages would complete the loop by connecting with Highway 20 to the north and south of the urbanizing area.

This proposal would relieve increasing traffic volume within the west side urbanizing area and could serve as the City's west side truck route until a Bypass Highway became an eventuality.

9. Russel Lane and River Road - The Plan recommends changing the classification of these streets from collectors to arterials as a long range development proposal.
10. An east side north-south arterial will be needed in the future to relieve through traffic in the east side neighborhoods. The Plan recommends consideration of a route that would connect with Wheeler Street and Tennessee Road to the north and Russell Lane and River Road to the south. Consideration should be given to constructing this route with the proposed East Side Interceptor Sewer for reasons of economy and serviceability.
11. Wheeler Street and Tennessee Road are classified as Collector Streets at the present time. With increased traffic generated by the proposed east side north-south arterial, these streets should be reclassified as arterials in the future.

Collectors

Included in this category are streets that serve to collect or distribute traffic as it moves from the main arterial streets and highways to access streets or specific destinations. In general, these collectors are intended to facilitate movement within the City's various neighborhoods, but are not designed to serve arterial traffic with origins outside of the immediate locality. No more than two moving lanes are required, however, a minimum right-of-way width

of 60 feet is recommended to insure sufficient space to install adequate lanes, parking, and sidewalks. Future use of collectors will increase to 2,500 to 5,000 vehicles per day, but should not exceed 5,000.

Providing for an adequate collector system is a basic municipal responsibility. The Comprehensive Plan establishes a suggested network of collector streets for the Lebanon community and recommends that future planning activities include local review of all proposed street layouts for new subdivisions to insure their compliance with the Plan. Installation of these fully improved collector streets should also be required in new subdivisions at the time development occurs to guarantee plan implementation.

The following streets are identified as Collectors. The Comprehensive Plan Map illustrates their location and they are summarized below with recommended amendments to the Arterial Street Plan noted as alternative considerations.

1. Fifth Street - With the anticipated additions and changes to the existing street system, traffic volume should be decreased on Fifth Street and would thereby function appropriately as a Collector rather than a Secondary Arterial as recommended in the Arterial Street Plan.
2. Seventh Street - between Oak Street and the proposed extension of Walker Road.
3. Hansard Avenue - north of Tangent Street.
4. Twelfth Street - It is recommended that Twelfth Street be extended between Tangent Street and Airport Road. This street could also be extended north of Tangent Street and south of Airport Road to connect with Walker Road.
5. Rose Street - between Main and Twelfth Streets is recommended as an alternative to Vine Street due to its preferred location and extent.
6. Sherman Street - between Park and Twelfth Streets.
7. "E" Street - between Main and Twelfth Streets.
8. Walker Road
9. Vaughan Lane - This street would be classified as a Collector unless it became part of the proposed "loop arterial".

1. 60 foot minimum right-of-way widths. This would be increased to 80 foot minimums for Arterials, in conformance with the Development Standards specified in the Arterial Street Plan.
2. 36 foot minimum pavement widths. This also would be increased to 44 - 54 feet for Arterials, in conformance with the Development Standards specified in the Arterial Street Plan.
3. Curbs, gutters, storm drainage and underground utilities should be provided throughout the community.
4. Sidewalks with street trees and landscape buffers between walks and curbs should be provided throughout the community.
5. Provide for a logical continuation of Collector and Arterial Streets.
6. Encourage curvilinear and discontinuous street patterns for residential districts to discourage through traffic.

PUBLIC FACILITIES ELEMENT

A wide variety of public services and facilities must be expanded to keep pace with Lebanon's growing population. Public facilities in the Lebanon area include schools, parks, public buildings and utilities. Background data on Lebanon's public facilities can be obtained from the publications listed in the bibliography and is hereby included by reference as part of the Public Facilities Element of the Comprehensive Plan.

The crucial issues relative to Lebanon's public facilities are summarized as follows:

SCHOOLS

1. Although the City has no direct responsibility in school administration and facilities, there is a need to coordinate the planning efforts of the local school districts with that of the City.

There are three public school district boundaries within the Lebanon planning area: Lebanon Union High School District No. 1, Lebanon School District No. 16-C, and Crowfoot School District No. 89. The two Lebanon school districts maintain a high school, one junior high school, and four elementary schools within the City limits. Crowfoot district maintains a junior high school and an elementary school within the planning area. In addition to the public schools, there are also two parochial elementary schools within the Lebanon planning area.

2. Although no new schools are planned for Lebanon in the immediate future, many of the existing facilities are in need of major repair or expansion. The following outline summarizes these needs based on the minimum standards for public schools adopted by the Oregon State Board of Education:

Lebanon Union High School, District No. 1

Site Acres:	41.02
Enrollment:	1,600
School Capacity:	1,650
Site Capacity:	3,100

Growth has been moderate and steady. The present site can handle major expansion if necessary, however a decision should be made on district unification before any major building program is started.

Lebanon Junior High School, District 16-C

Site Acres:	10.00
Enrollment:	400
School Capacity:	600
Site Capacity:	Under State Standard - 14 - 16 Acres Required

Growth has been steady and moderate. Present facility can, with the removal of the central administrative offices, accomodate some growth. District unification would imply the use of two junior high schools within the union high school area.

Santiam Elementary School, District 16-C

Site Acres:	7.00
Enrollment:	246
School Capacity:	250
Site Capacity:	200 - Under State Standard

Enrollment stable. The present site cannot support a larger enrollment. Generally good repair. Has achieved maximum utilization.

Green Acres Elementary School, District 16-C

Site Acres:	10.00
Enrollment	335
School Capacity	350
Site Capacity	500

Slight fluctuation in enrollment. Long-term growth steady, but with potential for rapid growth. Building is in generally good condition and the site can accomodate expanded enrollment.

Queen Ann Elementary School, District 16-C

Site Acres:	7.50
Enrollment:	358
School Capacity:	350
Site Capacity:	250 - Under State Standard

The present building and site cannot accomodate a larger enrollment, however limited growth is anticipated in this area. The main building was constructed in 1931 and is basically sound although some major repairs are urgently needed.

Cascades Elementary School, District 16-C

Site Acres:	9.00
Enrollment:	203
School Capacity:	241
Site Capacity:	400

Growth is steady and moderate. Present building can accomodate moderate expansion, however the site can support substantial growth.

Crowfoot Elementary School, District 89

Site Acres:	50.00 (shared)
Enrollment:	350
School Capacity:	350
Site Capacity:	3,500 (combined)

Crowfoot and Seven Oaks share the 50 acre site. Growth has been slow, but the potential for rapid growth with expanded City services in the area is possible. Although the present site can accomodate an additional grade school, sites west of South Main Road or south of Crowfoot road should be given consideration to provide better school distribution in this area.

Seven Oaks Junior High School, District 89

Site Acres:	50.00 (shared)
Enrollment:	300
School Capacity:	300
Site Capacity:	3,500 (combined)

Seven Oaks and Crowfoot share the 50 acre site. Growth will increase with the addition of City services. The present building and site can accomodate substantial growth. Seven Oaks will become the second junior high supporting the union high school with district unification.

3. As growth and density increase, new schools will be needed and service boundaries will have to be redrawn. Consideration should be given to maintaining school boundaries within the arterial street system to support neighborhood unification and prevent hazardous road crossings for younger students.
4. Joint use and development of school playgrounds and City parks should be given serious consideration by both the school districts and the City.

5. Since school locations influence community growth patterns, there is a need for cooperation between the City and the school districts in selecting future school sites.

PARKS

1. The City of Lebanon maintains six parks containing a total of 41 acres as follows:

Century Park	6 Acres
River Park	20 Acres
City Park	4 Acres
J. C. Park	2 Acres
Booth Park	2 Acres
Weldwood Park	7 Acres

Total Park Area 41 Acres

Estimated School
Open Space 32 Acres

Total Park-Play
Ground Area 73 Acres

No park areas of a local nature exist outside the City limits of Lebanon.

2. Most of Lebanon's existing parks need additional development before they can approach maximum utilization.
3. Although the City's parks are generally well distributed throughout the community, there are areas of the community in need of park facilities. Additional neighborhood parks are needed and another city-wide park could be supported.
4. The railroad right-of-way offers a unique opportunity for a linear park-like development which could serve to alleviate an existing community liability.
5. A development plan for parks should be adopted and followed as a means of integrating them with neighborhood units, schools and the natural features of the community.

PUBLIC BUILDINGS

Lebanon's public buildings are in immediate need of remodeling, expansion or replacement.

1. City Hall

The present City Hall contains space and equipment for City government, municipal court, police department, communication department and fire hall. It is overcrowded and much of the equipment is inadequate for today's needs. The potential for remodeling the present facility is doubtful, however a complete feasibility program is needed before a final decision is made.

The existing site at Main and Maple Street is extremely well located relative to the downtown area, the circulation network, and the overall community. This site will need expansion, however if a new facility is contemplated.

A major decision concerning a Civic center development should be made before any building program is initiated.

2. Fire Station

The fire department, located in the City Hall building, serves a 135 square mile rural fire protection district in addition to providing protection within the City limits. The department is manned by 12 full time officers or trainees and 47 volunteer firemen with 17 pieces of movable equipment at their disposal. Much of this equipment, however, cannot be housed in the existing facility and must be stored on adjacent sites.

A new central fire station is urgently needed, although a decision concerning a combined civic center development should be made before any building program is initiated. Consideration should also be given to future locations for fire substations.

The present location is excellent for a central facility, although the site would have to be expanded to support a combined civic center use.

3. Library

The library has been located at Second and Ash Streets since 1953. Prior to that the building was occupied by the hospital. Approximately 19,000 volumes are contained in the library which is maintained by three full time people with some part time assistance.

The building, although 50 years old, is sound and generally well located. It has reached maximum utilization and now requires remodeling and expansion. Before extensive remodeling is started, a feasibility program should be undertaken to determine whether expansion of the existing

building is more adequate to the long term needs than a new facility developed as part of a civic center program.

4. Hospital

The Lebanon Community Hospital is located on the north boundary of Lebanon adjacent to Highway 20 and is owned by the Lebanon Community Hospital Corporation, a local non-profit organization. It is operated by the Mennonite Board of Missions through an appointed board of directors of nine local Mennonite men. Built in 1952 as a 50-bed general hospital, it has doubled to include over 100 beds. Two hundred people from this area are employed at the hospital and earn over one million dollars a year.

A new medical office building for physicians is located just east of the hospital. This facility known as the "Lebanon Community Medical Center" was built in 1970 by the hospital corporation as part of their efforts to ensure the continued availability of quality medical and health care for the community.

This facility is one of Lebanon's primary community features and will be a dominant factor in the future development of the community.

5. Public Works Shops

The existing public works shops are located at Fourth and Oak Streets with good accessibility adjacent to the recommended Restricted Industrial Zone.

The present facility requires expansion which the existing site can accommodate. Major expansion, however, should not be initiated until other locations and rebuilding has been investigated through a feasibility program.

PUBLIC UTILITIES

1. Most of Lebanon's public utilities are provided by private service companies through franchise agreements with the City.

Water Service - provided by Pacific Power and Light Company.

Electric Service - provided by Pacific Power and Light Company.

Natural Gas Service - provided by Northwest Natural Gas Company.

Telephone Service - provided by Linn County Telephone Company.

Television Cable Service - provided by Liberty Television, Inc.

Refuse Collection and Disposal - provided by Lebanon Sanitation Company.

Although service has been generally good for all utilities the City should consider guidelines for future agreements as a further means of implementing the City's general planning goals.

Sewer Facilities

The City of Lebanon provides and maintains the sewage collection system and treatment facilities for the community. Service is provided only within the City limits, thereby allowing the City to control its growth patterns through its service distribution.

The treatment plant is located northeast of the City on Tennessee Road. A major west-side interceptor line can service the urbanizing areas to the west and south. On the east side, the system has approached maximum utilization and further development in this area will require an east side interceptor.

The treatment plan is approaching its present capacity and a study has been initiated to determine future demands and quality standards needed to up-date the system.

Future studies and developments should be integrated with the policies and proposals recommended in the Comprehensive Plan.

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PUBLIC FACILITIES POLICY GUIDELINES

SCHOOLS

1. Cooperate with the local school districts in selecting future school sites that are in conformance with the planned development patterns of the community.
2. Encourage central locations for elementary schools within residential districts bounded by arterial streets where children will not have to cross hazardous conditions.
3. Encourage locations for high schools and junior high schools that are central to the area served, adjacent to the arterial street system, and convenient to available services and utilities.
4. Encourage future schools to locate adjacent to community open space greenways and parks wherever feasible.
5. Encourage joint use and development of schools and parks.

PARKS

6. Develop a community park system with variations in park size, location, and use, including community-wide parks, neighborhood parks, mini-parks, and special use parks.
7. Establish minimum park standards as guidelines for development of a community park system.
8. Locate future parks adjacent to community open space greenways wherever possible.
9. Develop programs for urban landscaping and beautification that encourages street trees and landscaping of community streets and pedestrian ways.

PUBLIC BUILDINGS

Lebanon has a major decision to make regarding future development of public buildings. One of the following two alternatives should be selected as City policy:

10. Policy One: Group future community functions such as the city hall, library, post office, central firehall, etc., together in a mutually supporting civic center.

11. Policy Two: Disperse future community functions throughout the community in appropriate locations for each facility.

Fire Station

12. Develop a major central fire station together with other centralized community facilities.
13. Develop a system of fire substations in the future that are located within easy reach of any part of the district.

Public Works Shops

14. Locate future maintenance shops for public works in industrial districts compatible with this activity.

PUBLIC UTILITIES

15. Encourage a system of user charges for all City services and utilities wherever possible.
16. Encourage underground service for all utilities.
17. Limit water and sewer service to an urban service boundary maintained within the City limits to discourage urban sprawl.
18. Develop solid waste disposal regulations.
19. Develop a program to provide and maintain paved streets and sidewalks throughout the community.
20. Coordinate development projects with the availability of community services and utilities.
21. Coordinate planning and facility developments with other governmental units.

PUBLIC FACILITIES DEVELOPMENT PROPOSALS

Various community facilities, services, and utilities will have to be increased or improved in the near future if Lebanon is to maintain an adequate level of service. Since public facilities are often costly and relatively permanent, it is especially important that they be planned to economically fulfill the long-range needs of the community.

SCHOOLS

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 development are directly related.

1. Establish a joint community-school planning committee for future school-park site selection and program development.
2. Although present school district plans indicate only an extensive building-remodeling program for existing schools, new schools must be provided in the future to meet anticipated growth. As new schools are added to the system, every effort should be made to locate them so enrollment boundaries are realigned to fit neighborhood and arterial street patterns so children won't be forced to contend with hazardous traffic conditions. Three general areas have been identified on the plan as containing potential school sites that would allow boundary realignment.
3. The first school site area recommended would be on the east side of Highway 20 in the vicinity of River Park. Its boundary area would be east of Highway 20 and north of Grant or Oak Street. This school would relieve pressure on Santiam and Queen Ann Schools that have limited sites for expansion. Queen Ann's new boundary would be east of Highway 20 and south of Oak or Grant Streets. Santiam's boundary would be north of Tangent Street and west of Highway 20.
4. The second school site area recommended would be between Oak Street and Airport Road adjacent to the proposed Cox Creek greenway. This would relieve Green Acre and Cascade Schools and realign their boundaries to conform to the arterial street patterns. Green Acre's new boundary would be west of Highway 20 between Tangent and Oak Streets. The new school's

PARKS

There are a number of relationships between open space, parks, and schools and it is difficult to plan one without reference to the other. However, unlike school facilities, parks and open space development is the responsibility of the City. This means a joint cooperative effort between the school district and the City is needed if the community is to maximize the benefits of its expenditures.

1. The existing park system requires extensive recreational and landscape development. A definite parks development program should be established that includes specific expenditures anticipated for each year. Financial assistance should be sought from various local, state and federal agencies as part of an on-going capital improvement program for parks development.
2. The City should establish a standard for park development of 15 acres per 1,000 population and in no case should it fall to less than 10 acres per 1,000 population.
3. Additional city-wide park facilities are needed. Expansion of River Park by the proposed "Lebanon Site" regional park would be an alternative. Another alternative would be to develop another park in the flood plain area of River Road or in the gravel operation area across the river after depletion of the existing deposits. Also the hill area of Oak Creek would be a possibility given continued growth in this area.
4. Additional neighborhood park facilities are needed adjacent to existing and proposed school sites. The recommended neighborhood units identified for school enrollment boundaries will also apply to park needs. Needed neighborhood park sites are identified on the plan for the following neighborhoods:
5. The proposed Santiam School neighborhood: Locations adjacent to the railroad tracks but near the school should be given first consideration. This land is generally unsuitable for other urban purposes and should be available at lower costs. A park development here would also serve the neighborhood as a natural buffer to the railroad.
6. The proposed Green Acres School neighborhood: Locations adjacent to the proposed Cox Creek greenway near the school should be given first consideration.

Land for the park could be requested as part of the Pletzer Green Development.

7. The neighborhood unit proposed between Oak Street and Airport Road: Locations adjacent to the proposed Cox Creek greenway in the vicinity of Twelfth Street should be given first priority. This proposal should be a joint school - park development.
8. The proposed Cascades School neighborhood: Locations adjacent to the proposed Cox Creek greenway near the school should be given first priority.
9. The neighborhood unit proposed south of Vaughan Lane: Locations adjacent to the proposed Oak Creek greenway should be given first priority and should be considered as a joint school - park development.
10. The proposed Queen Ann School neighborhood: Three alternative locations should be considered as potential park sites for this neighborhood.
 - a. An extension of the school site for park use.
 - b. A location adjacent to the railroad tracks could provide a natural buffer as a secondary benefit.
 - c. A location adjacent to the canal in the Franklin Street vicinity would have some natural amenities.
11. In addition to city-wide and neighborhood parks, there are needs and opportunities for small "pocket" or "mini" parks that may be designated for special use. Land for parks of this type can often be secured at the time residential subdivisions are originally platted and existing vacant block interiors in particular may be suitable for such park use.
12. The Lebanon Pioneer Cemetery can be an open space asset to the neighborhood and has potential as a quiet passive neighborhood park as well.
13. The railroad right-of-way offers a unique opportunity as a continuous greenway that could also be used as a public walkway or bicycle trail. A development project of this sort can transform a potential liability into a community feature.
14. Lebanon should encourage and support programs of public and private urban landscaping and beautification including street trees or other landscape treatment of community streets and pedestrian ways.

PUBLIC BUILDINGS

Lebanon is in urgent need of additional space to house many of its civic functions. Decisions relative to site locations, building, and remodeling should be made, however, in relation to overall planning considerations, rather than isolated efforts intended to solve only immediate concerns.

Where public buildings can be grouped together in a central or common location, certain economies will result and the public is usually better served. The gradual emergence of a civic center may also be possible for the community provided a definite building program is planned and followed.

City Hall

The present City Hall facilities have reached maximum utilization and are generally inadequate for today's needs. An up-to-date building program is urgently needed and the following recommendations are intended as guidelines for its development.

1. Develop a detailed architectural building and site acquisition program as part of an overall Capital Improvement Program for the City.
2. The existing City Hall site is an exceptionally good one due to its central location and accessibility. The site should be maintained and expanded as the nucleus for development of a Civic Center.
3. The present site is not adequate to accommodate a major expansion program, however, additional property is available adjacent to the existing site to accommodate future growth. The City should take the immediate action necessary to acquire the needed property.
4. Although the existing City Hall appears to be structurally sound, it will require major modification and modernization. Expansion of these facilities for future growth will also be most difficult, and the possibility of constructing a new City Hall should be given consideration. The City should require a cost-benefit analysis of remodeling versus a new building program as a major element of the proposed detailed study. Present information strongly suggests a new building designed specifically for existing and future needs.
5. Any new buildings should be designed as "expandable building systems" capable of accommodating future growth and modification rather than the usual inflexible unified building type generally proposed for public use.

Fire Station

Lebanon's Central Fire Station, housed in the existing City Hall, is over-crowded and outmoded and requires immediate action toward a building and site acquisition program. Recommendations 1. through 5. for the City Hall also apply directly to the Central Fire Station and are hereby included by reference in addition to those that follow.

6. Since the Communications Department is central to both the Police Department and Fire Department, separation of City Hall and Fire Station facilities becomes difficult and possibly unnecessary. Strong consideration should be given to a new combined Civic Center facility that includes all existing departments.
7. As part of the proposed building program development, consideration should be given to future fire substations relative to the type and extent of equipment and facilities needed for a Central Fire Station.

Library

Problems related to the Library are similar, although less urgent, than those at City Hall. Existing space has approached maximum utilization and some remodeling and modifications are required if the present facility is to be maintained. Recommendations for the Library are directly related to those of the City Hall - Fire Station.

1. If the City selects the Civic Center option then a new Library should be included in the future as part of its total development. This means major modifications to the existing facilities should be deferred and those funds, in addition to funds derived from the sale of the existing site, be applied to the Civic Center relocation.
2. The Library should also be included in the proposed detailed studies recommended for public building programming and site acquisition as part of an overall Capital Improvement Program.

Hospital

The Lebanon Community Hospital and the Lebanon Community Medical Center is a centralized medical health-care facility that is one of the community's primary features and attractions. Although the City of Lebanon has no direct responsibility for its development, it should provide its full support and enthusiastic encouragement for its continued improvement and should provide protection from incompatible land uses through its Zoning Ordinance.

Public Works Shops

The existing maintenance shops are located on the fringe of a residential district and adjacent to a recommended Restricted Industrial Zone. The present location has good access to the arterial street system and with proper protection of adjacent residential properties, could continue at this location.

Expansion of these facilities is needed and should be included in the proposed Capital Improvement Program. The existing site will allow extension of the existing building and additional structures could be added to the west; however, new facilities would be better located across Fourth Street in the proposed industrial zone if major expansion is anticipated in the near future. The decision to invest in existing facilities or to relocate and rebuild should be considered as part of the City's cost benefit analysis of short-term versus long-term economies.

St. Edwards School

The recently vacated St. Edwards School provides the community with a unique opportunity to convert this facility to public use. It has excellent potential as a neighborhood or community center, a center for teenagers or the elderly, a public library, school district offices, or continued use as a public school. Every effort should be made to utilize this facility for some public or community use.

PUBLIC UTILITIES

The following services and utilities are provided by private service companies through franchise agreements with the City of Lebanon:

Water Service - provided by Pacific Power and Light Company

Electric Service - provided by Pacific Power and Light Company

Natural Gas Service - provided by Northwest Natural Gas Company

Telephone Service - provided by Linn County Telephone Company

Television Cable Service - provided by Liberty Television, Inc.

Refuse Collection and Disposal - provided by Lebanon Sanitation Company

The following recommendations are intended as guidelines for establishing future agreements and cooperative working relationships between the City and private service organizations as an additional means of implementing overall planning goals.

1. All utilities should be located underground for all future developments within the City.
2. A conversion schedule should be encouraged to convert all existing utilities to underground service in the future.
3. Water service should be provided only within the City limits. This would provide the City with an additional means of controlling urban sprawl and scatteration by containing urban services within determined boundaries.
4. Whenever possible, reservoirs and utility sub-stations should be located outside residential and intensive commercial districts. When this is impossible, means should be sought to visually integrate these facilities with nearby developments by fast growing landscaping or attractive fencing. Equipment storage is considered an inappropriate use in sub-station development.

5. Solid waste disposal should be closely regulated by the City through adoption of an ordinance governing the selection and control of dumping sites and the manner in which solid wastes must be disposed. The following criteria should be considered:
- a. All refuse should be disposed of by thoroughly compacting and covering each day's accumulation.
 - b. Open burning of refuse is not recommended due to air pollution hazards.
 - c. Sites should be as near as possible to the populated area served to keep hauling costs at a minimum, but should be isolated from concentrated residential developments.
 - d. Access to the site should be by well-maintained all-weather roads.
 - e. There should be adequate cover material available on the site.
 - f. Sites should be located and developed so seepage will not cause pollution or public health hazards.
 - g. The site should be screened from adjoining properties to keep trespassers out and debris in, as well as providing visual barriers to the public.
 - h. Site rehabilitation and restoration standards should be specified and enforced.

Sewer Facilities

The City of Lebanon provides and maintains the sewage collection system and treatment facilities for the community. The present sewage system has been maintained and expanded to keep pace with increasing community demands and engineering studies provided over the years have enabled the City to maintain up-to-date information on all aspects of the system.

Based on the "Preliminary Sewage Treatment Plant Study" by Cornell, Howland, Hayes and Merryfield, July, 1970, it was concluded that the existing plant would have to be expanded by 1975. It was proposed in January, 1973 that a detailed engineering study be completed and included as part of the community's on-going Comprehensive Plan. The following recommendations should be included in that study:

1. The complete sewer system should be analyzed in relation to anticipated future needs, probably quality standard requirements and alternative expansion proposals. Based on this analysis, develop a staged expansion and modification program for the complete system that can be included in a long range Capital Improvement Program.
2. Include a cost-benefit analysis of combined versus separate storm and sanitary sewer systems for the central downtown area.
3. Include a cost-benefit analysis of an East Side Interceptor Sewer, including expansion across the Santiam River to the Ridgeway Butte area.
4. Include a cost-benefit analysis of a system expansion into the Crowfoot - Oak Creek area south of the City.
5. Estimate the future capacity and service area limitations of the existing West Side Interceptor System.
6. Determine the estimated service boundary extent based on the probably overall system capacity limitations.
7. The City should adopt a "sewer user service charge" to meet federal assistance requirements and to relieve the local tax burden. The proposed service charge rate should include operational costs, maintenance costs and replacement costs; and could include anticipated expansion costs as well.
8. The City should provide sewer service only within the City limits as a primary means of controlling urban sprawl and scatteration.

OPEN SPACE ELEMENT

IT IS IMPORTANT THAT SOME LAND WITHIN THE CITY REMAIN UNDEVELOPED SO THAT NATURE IS NOT EXCLUDED FROM THE DAILY EXPERIENCES OF ITS INHABITANTS.

Open space can be defined as land which is retained in or restored to a condition in which nature predominates. General uses may vary from conservation and scenic preservation to more active uses that include agricultural or recreational activities. Unique natural features, such as river fronts, wooded areas, or other places of scenic or historic interest should always be considered for preservation or recreational use. Also, preservation of steep hillsides, ravines, drainage courses, or flood plains as natural areas is another way in which a city's total open space can be maintained while preventing development in areas subject to natural hazard.

Recently much attention has been focused on open space and related recreational uses as part of a general concern for the quality of life in our communities. In many instances this concern often stems from a realization that open space areas within our cities are either meager or totally absent. As part of the city's system of public facilities, parks and open space provide not only amenities for its citizens but has a significant effect on its economic potential by attracting new businesses and industries while also increasing property values.

During early years of community growth, there are many vacant lots and agricultural open space that residents may benefit by. As the community develops, the dwindling of open space becomes more and more serious while the rising cost of land makes acquisition increasingly difficult. There consequently arises the need for a systematic program to insure that open space needs are not neglected.

A number of proposed open space areas have been identified on a regional level for the Lebanon area. They are identified in the "Area-Wide Open Space Plan - Linn, Benton and Lincoln Counties" prepared by the Oregon District Four Council of Governments and include the following:

1. A "Lebanon Site" river park of approximately 100 acres located adjacent to and north of the City's River Park.
2. A "Peterson's Butte Site" hill park of approximately 50 acres located two miles southwest of the city.

3. Trails connecting urban linear parks with regional parks providing riding, cycling and hiking opportunities within natural landscapes.
4. Boat launches on the South Santiam River at Lebanon.
5. The Pineway Golf Course in the rolling hills just southeast of the City.
6. A "Scenic Waterway" proposal for the Santiam River on the City's east boundary.
7. "Scenic Roadways" located north and south of the City.
8. "Scenic Hillside" designated for Peterson's Butte, Ridgeway Butte, located just east of the City across the river, and the south hills area near Sodaville.

With increased urbanization there is a developing shortage of public open space. Since the community has failed to respond to many of its natural features in the past, it is presently in danger of losing the opportunity to integrate these features into the community fabric in a positive way.

The Lebanon open space plan identifies areas of the natural environment that are unique to the community and recommends that every effort is made to preserve them for future generations. They are complimentary to those outlined above on the regional level while also responding to specific needs within the community. Parks, although related to the open space proposals, are discussed in more detail within the Public Facilities Element.

OPEN SPACE ELEMENT BIBLIOGRAPHY

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WILLAMETTE RIVER BASIN, State Water Resources Board, Salem, Oregon, June, 1967.

OPEN SPACE POLICY GUIDELINES

1. Preserve places of natural or scenic beauty and natural places that are generally unsuited for urban purposes such as water courses and drainage channels, flood hazard areas, steep hillsides, etc.
2. Develop a system of linear greenways along community water courses and drainage channels and encourage schools, parks and other open land areas to locate adjacent to this greenway.
3. Investigate and pursue various methods of preserving open space through donations, easements, purchase, lease or through financial assistance programs.
4. Encourage coordinated planning and development of open space areas between the various governmental units.

OPEN SPACE DEVELOPMENT PROPOSALS

Lebanon has many opportunities to capitalize on its natural environment. The Comprehensive Plan Map locates various areas that have open space significance to the community and recommends their preservation.

1. The Lebanon-Santiam Canal is a man-made waterway which is recognized as a natural asset to those private residential areas that border on its banks. However, few public places take advantage of this unique community feature.

Choice park sites and public places adjacent to the canal should be preserved for community use and a continuous trail should be maintained throughout its entire length within the community.

2. The Cox Creek drainage course is lined with floodable, wooded natural areas where open use of the land would be its best utilization, however, the present attitude toward this feature is to culvert and develop over its banks.

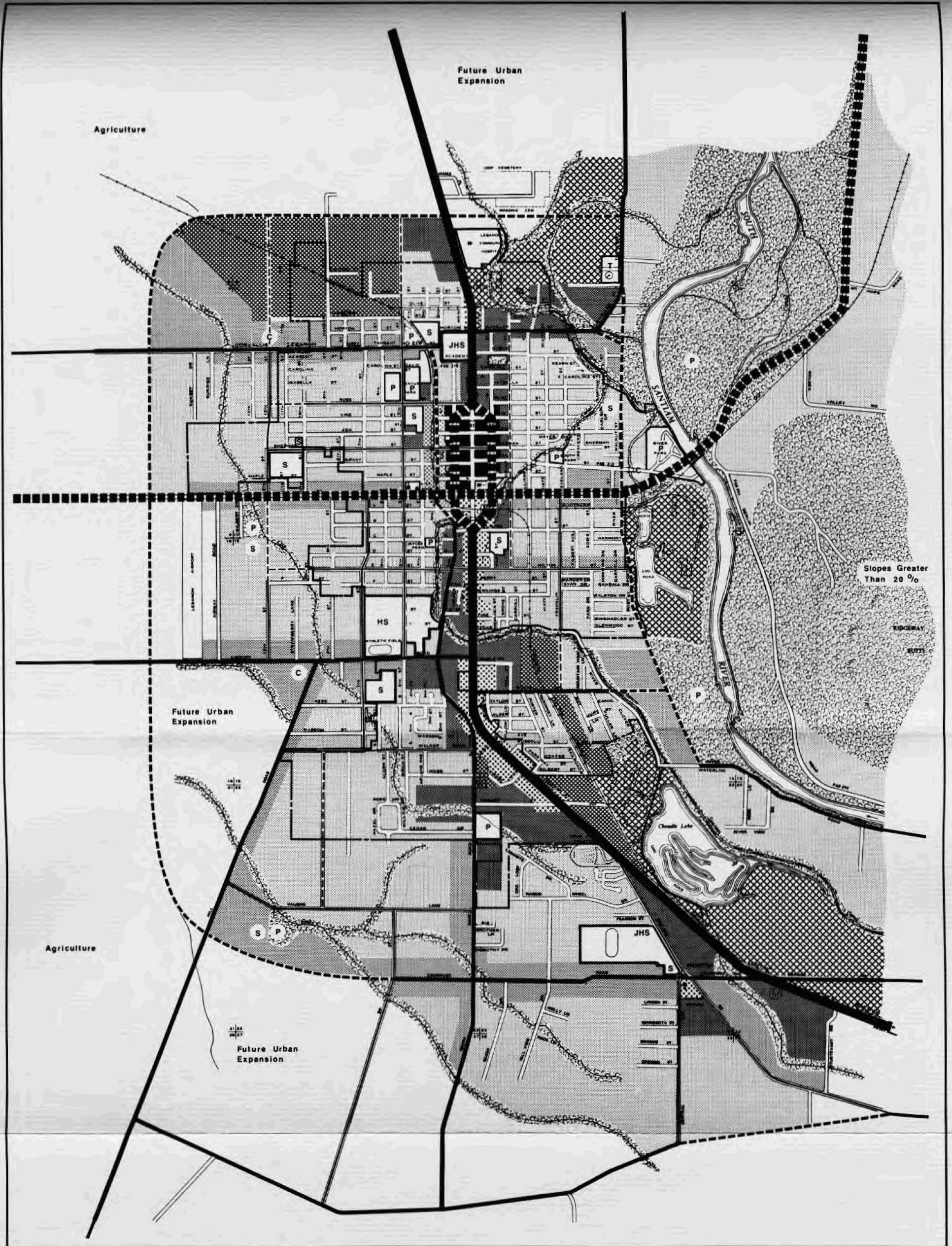
Although Cox Creek is considered only a utilitarian necessity, it could become one of the community's primary assets through development as an urban linear greenway while also preserving its function as a natural drainage channel. Schools, parks and other open land uses should be encouraged to locate adjacent to it, thus expanding its open space potential. Trails providing riding, cycling and hiking opportunities throughout its entire length would add to its enjoyment and could become an increment in a larger regional trail system. A beginning toward this concept has been introduced in the Pletzer's Green Development just west of Green Acres School through donation of a sixty foot greenway along this drainage channel. Future projects should be required to follow this pattern.

3. Oak Creek is another water course that should become a linear urban greenway, similar to that described above for Cox Creek, as it becomes part of the City.
4. The Santiam waterfront is an area with major recreational and scenic value to the community. Although the river is a prime natural resource for the community, little has been done to maintain it or to capitalize on its potential as a unique community feature.

A linear greenway should be established on both sides of the river forming a link in the proposed scenic waterway proposal on a regional scale. The greenway should connect the existing River Park and the proposed Lebanon Site regional park north of the Grant Street bridge and should extend south to a proposed city park located in the flood plain of the River Road area. As gravel operations are worked out, provision should also be made for restoration of the area to a natural state as a recreational resource for the community.

5. The Ridgeway Butte hillside just across the river on the City's eastern boundary is another natural resource where development should be carefully controlled. Slopes of 3 - 12 percent offer the most desirable building sites while slopes of 12 - 20 percent should be carefully developed as low density residential, provided adequate ground cover and drainage channels are maintained. Areas most suitable for residential development would include the northwest and southeast slopes that range between 3 - 20 percent.

Most of the western face of the Butte adjacent to the community is in excess of 20 percent slope and therefore should be preserved in a natural state as protection against erosion hazards while also serving as a scenic hillside for the community.



COMPREHENSIVE PLAN

H.U.D. PROJECT NO. CPA OR 10 16 1006
 CONTRACT NO. L.G.R. 72 04 04 **LEBANON OREGON**

LAND USE		STREETS		FACILITIES	
	LOW DENSITY RESIDENTIAL		RESTRICTED INDUSTRIAL		PROPOSED (Site Undetermined)
	MEDIUM DENSITY RESIDENTIAL		LIGHT INDUSTRIAL		HS HIGH SCHOOL
	HIGH DENSITY RESIDENTIAL		GENERAL INDUSTRIAL		JHS JR HIGH SCHOOL
	GENERAL COMMERCIAL		OPEN SPACE		S ELEMENTARY SCHOOL
	HIGHWAY COMMERCIAL		PUBLIC		P PARK
			Existing		Proposed
			ARTERIAL HIGHWAY		SECONDARY ARTERIAL
			COLLECTOR		

MAY 1973

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COMMUNITY SUPPORT AND PLANNING PROCESS

The greatest value of the Comprehensive Plan is through its use as a policy guide for decision making. However, it can only have limited value unless it is supported by the general community as well as City government. Since all recommendations contained in the plan are still of a preliminary nature, further study, refinement, and coordination should be undertaken to develop out of this material a workable plan for final adoption as the City's official guide for development.

The Lebanon Oregon Comprehensive Plan should be reviewed by the citizens of the community prior to becoming official City policy. A series of feature articles are recommended to be published in the Lebanon Express covering the contents of this report. After complete review of the published plan in the newspaper, it is recommended that a series of public meetings be initiated to present the plan and receive constructive comments from the community.

After the general public meetings, the Planning Commission should hold public hearings as an initial step toward official adoption. Based on official hearing records, the Planning Commission should make such changes and/or modifications to the plan as a result of the public review process. Upon finalization of the Comprehensive Plan by the Planning Commission, it may be adopted by the Commission as a policy recommendation to the City Council as provided under ORS 227.090, Powers and Duties of Commission.

The City Council, being the duly elected representatives of the citizens of Lebanon, are vested with the authority to establish official policy for the City. Therefore, the Council may desire to hold official public hearings on the Planning Commission recommendations for adoption or they may hold joint hearings with the Planning Commission. This latter alternative may be more desirable from the standpoint of reducing the number of meetings requesting public attendance while also broadening the base of Commission and Council understanding of public concerns offered at public hearings. This would also result in joint understanding of what the official policy of the City would be.

The official form of adoption recommended, is by resolution of the City Council as a policy statement, incorporating the final policy guidelines contained in the Lebanon Oregon Comprehensive Plan. It is further recommended that the resolution contain a directive, that the Planning Commission and a duly appointed Citizens Advisory Committee conduct at least annual review of the adopted policies and proposals and make necessary recommendations to the Council for modifications due to changes or demands within the community.

Once the Comprehensive Plan is adopted, there are a variety of ways in which private individuals, developers, and service organizations can contribute to the accomplishment of planned City improvements. Possibly the most important factor in such a broad, long-range effort is simply patient leadership, supported by citizens who feel that community improvement is a worthwhile aim.

CODES AND ORDINANCES

There are several basic instruments available to help the City achieve planning aims. They are essentially regulatory measures and supplemental programs or policies that are adopted to clarify the meaning of the Comprehensive Plan as it applies to specific situations. It is through these instruments, described briefly below, that planning can actually influence and guide the City's future development.

ZONING ORDINANCE

By exercising its authority to restrict sections of the City to different activities, the City, through its council and planning commission, plays an important role in determining land use patterns. Zoning is probably the most familiar legal instrument used in plan implementation, and it is sometimes mistakenly construed to be the substance of planning. While the Comprehensive Plan includes general proposals for the pattern of future land use, the zoning ordinance actually governs land use with definite and precise requirements.

The effectiveness of zoning is often complicated by the fact that changes in zoning, granted in response to individual requests for small parcels of land, over a long period can easily run counter to long-range development goals. Thus, it is important that zone change proposals be considered in relation to the policies and aims of the Comprehensive Plan. Amendments to the zoning ordinance that are consistent with the Comprehensive Plan can proceed as provided within the zoning ordinance. However, zoning amendments that are contrary to the intent of the Comprehensive Plan should be reviewed as a potential plan change. If the zoning amendment is deemed in the public interest then the Comprehensive Plan should be so amended before action on the zoning amendment proceeds. This procedure should guarantee essential coordination between the two planning instruments.

The City of Lebanon has adopted a new zoning ordinance that was developed in conjunction with the Comprehensive Plan. Basic features of the new ordinance as adopted are consistent with the plan described in this report.

SUBDIVISION REGULATIONS

Review of proposed land subdivisions by the city planning commission is a useful means of achieving planning goals. Dedications of land, for example, to assist in street widenings or extensions can be made a condition of approval for new plats. The over-all design of subdivisions (including the installation of required improvements) will have a direct bearing on the

quality of new residential districts in Lebanon. The bad effects of an ill-conceived, poorly constructed subdivision are difficult to overcome.

A subdivision code provides the City with guidelines for approval of subdivision plats. It specifies procedures for plat approval; contains design standards for streets, lots, and blocks; and lists improvements such as streets and utilities which are to be provided by the subdivider. Lebanon has already adopted a subdivision ordinance and is in conformance with the recommendations contained in the Comprehensive Plan.

OFFICIAL STREET ORDINANCE AND MAP

By adopting an official map showing in detail alignments of new or widened future streets, the City can greatly facilitate the eventual realization of planning recommendations for streets and thoroughfares. Like zoning, such an official street map seeks to reduce general proposals to precise and specific locations. In this way, the City can indicate clearly certain areas in which construction should be avoided, so that purchase and removal of improvements will not be necessary at a later time.

Commonly, an official street map is accompanied by an ordinance that provides the City with a basis for delaying construction which is proposed within the bed of a mapped street. If investigation by the City's engineer or building inspector determines that the property owner could carry out his development satisfactorily by relocation of the structure to avoid the path of the proposed future street, such a change in location can be required. If, however, the preservation of the mapped street would make use of the property impossible, the City would have the opportunity to purchase the property.

Relatively few Oregon cities have used this planning instrument, although setback lines are often established along streets that are anticipated to be widened. Considering the many street improvements needed in Lebanon, the adoption of an official mapped streets ordinance seems especially appropriate.

BUILDING CODE

Cities have a responsibility to insure that buildings meet minimum standards of safe design. Lebanon has adopted the Uniform Building Code and an effective building inspection program is maintained. Vigorous code enforcement helps significantly to reduce the number of deteriorating and delapidated structures, as well as assuring that new buildings meet basic structural requirements.

CAPITAL IMPROVEMENT PROGRAM

IT IS ESSENTIAL THAT LONG-RANGE FINANCIAL PLANNING, BASED ON AVAILABLE AND ANTICIPATED RESOURCES, BE INITIATED BY THE CITY.

Capital Improvements Programming is one of the programs available to the community for long-range financial planning. The long-range financial plan encompasses estimates of the city's expenditures for establishing, operating and maintaining public services and for constructing capital improvements.

A long-range financial plan must be based on the following:

1. An Operating and Maintenance Budget for public services.
2. A Capital Improvements Program based on a Comprehensive Plan.
3. A Comprehensive Revenue Program.

Upon completion of the financial plan, it is carried out by the following administrative devices:

1. A priority list of proposed capital improvements.
2. A five year capital improvements budget.
3. The annual city budget.

It is essential that additional operating expenses brought about by capital expenditures be included in the latter to insure correlation of operating and capital budgets.

In estimating revenue sources, those public agencies not directly controlled by the city, but responsible for the provision of certain capital expenditures relative to city requirements, must be related to priority scheduling in time and coordinated as to their availability of funds.

Based on detailed programs expressing levels of service, and a definition of facilities to provide this service, cost estimates for capital expenditures may be prepared and individual program priorities assigned. Priority projects for the various program areas can then be selected to prepare an annual capital expenditure budget, based on the anticipated revenues of that year.

Many programs extend over as long as a 20 year period, and

are therefore subject to many uncertainties. The immediate or foreseeable future portions of the capital improvements can be structured into a five year capital improvements program. There is no "magic" in the suggested period of time; however, cities have generally found it to be a workable period for detailed programming of public improvements.

Each year the five year capital improvements program is reviewed, updated, expanded by adding the program for an additional year, or adjusted as demand dictates. The first year of the capital improvements program is then integrated with the annual operation budget to provide a complete financial plan for one fiscal year.

Following are suggested forms that may be utilized in preparing a five year capital improvements program. Form CIP-1 is utilized for individual projects that are within the responsibility of a singular program or city department. It deals with specific considerations for project implementation. Form CIP-2 summarizes all project considerations within the jurisdiction of a program or department. Forms CIP-3 and CIP-4 summarize all of the city's capital improvement needs and resource potential.

CAPITAL IMPROVEMENT PROGRAM

City of Lebanon

Form CIP-1

Individual Project Report

Date _____

Final Priority No. _____

Departmental Project No. _____

Departmental Priority No. _____

- 1. Department _____
- 2. Project name _____
- 3. Description and purpose of project (use back of sheet)
- 4. Project location (attach map if desirable) _____

5. Character of need (check):

- Necessary. _____
- Immediate. _____
- Future _____
- Year recommended _____
- Reason for year recommended _____

6. Are plans required? (check) yes _____ no _____

7. Status of plan and site (check):

- Nothing done except this report. _____
- Preliminary estimate made. _____
- Site chosen. _____
- Land acquired. _____
- Sketches completed _____
- Detailed plans and specifications in preparation . _____
- Detailed plans and specifications completed. _____

8. Status of existing utilities for project at the site:

- I - Insufficient
- R - Additional reserve available
- S - Sufficient for project

Water supply _____
 Sewers _____
 Roads _____
 Power _____
 For related projects see Project No. _____

9. Useful life of project (in years) _____

10. Proposed manner of construction (check):

Contract. _____
 Other _____ Specify _____

11. Estimated construction time (months): _____

12. Estimated cost:

Date of estimate _____
 Source of estimate _____
 Land. \$ _____
 Site development. _____
 Construction. _____
 Equipment, furnishing _____
 Other (fees, tests, adm.) _____
 Total _____

13. Estimated increase in annual operating expense due to project:

Personnel. \$ _____
 Expenses _____
 Maintenance. _____
 Total. _____

14. Estimated annual gross revenue from project \$ _____

15. Suggested method of financing (check):

Current revenues. _____	State grant _____
Federal grant _____	Other _____
Bond issue. _____ _____
Assessments _____ _____

16. Project Justification (use back of sheet) _____

17. Submitted by _____

CAPITAL IMPROVEMENTS PROGRAM

City of Lebanon

Form CIP-2

Summary of Individual Department Projects

1. Program or Department _____

2. Project (Priority & Title	3. Finance Method	4. Total Estimated Costs	5. Prior Appropriations Year Amount	6. Total Estimated 5-Yr. Cost	7. Request For Funds By Fiscal Yrs.					
					73-74	74-75	75-76	76-77	77-78	Later

CAPITAL IMPROVEMENT PROGRAM

City of Lebanon

Form CIP-3

Summary of All City Departments or Need Categories

Category or Department (example)	Total Estimated Cost	Total Five Year Cost	73-74	74-75	75-76	76-77	77-78	Later
General Government								
Communications								
Police								
Fire								
Public Property								
Library								
Parks								
Public Works								
Sewers								
Storm Drainage								
Streets								
Downtown Improvement								
Totals								

CAPITAL IMPROVEMENT PROGRAM

City of Lebanon

Form CIP-4

Summary of Resources

Analysis of Finance Methods	Total Estimated Cost	Total Five Year Cost	73-74	74-75	75-76	76-77	77-78	Later
Assessment								
Bancroft Bonds								
Current Revenue								
Federal/State Aid								
Gasoline Taxes								
General Obligation Bonds								
Serial Levies								
Service Charges								
Total								

METHODS OF FINANCING

Developing an acceptable financing program is the key to success of the plan. Following is a summary of financing methods which may be applicable to different public and private projects proposed in the plan.

Municipal Methods

1. City General Fund. The city's general fund typically pays for programs which have city-wide benefits. These include police and fire protection, general administration and planning, utility and street improvements and general maintenance.

Downtown improvements made from the general fund will need to demonstrate a benefit to the entire community. This method of financing is the least costly because improvements are made on a pay-as-you-go basis with no interest charges.

2. Local Improvement District. Under the Bancroft Bonding Act (ORS 223.387), bonds may be issued for specified local improvements. Special assessments are specifically authorized for pedestrian malls (ORS 376.720). These bonds are secured by a special assessment or tax that is based on benefits to property. Only the property directly benefited is charged, and the charge is in proportion to the benefit. The bonds are issued and administered over a 20-year period by the benefited property owners.

In Downtown Lebanon, a local improvement district made up of property owners can finance improvements within the public right-of-way and on public property. These can include the construction of street, sidewalk and mall improvements, underground utilities and off-street parking.

This method can be combined with other local financing or as the local share of a federally assisted program.

3. General Obligation Bonds. These are the customary municipal bonds backed by the general credit of the city. These bonds require voter approval and are limited in aggregate to not more than 3 percent of the true cash value of the city's taxable property. General obligation bonds are ordinarily used to finance improvements having a city-wide benefit.

4. Revenue Bonds. The city may issue bonds secured by part or all of the revenues from a public improvement that will produce income.

One difficulty is in finding an improvement with sufficient revenue to establish the feasibility of the bond issue. Interest rates for revenue bonds are higher than for general

obligation bonds. Feasibility requirements for this type of bond is approximately two times debt service. This means revenue available to make the annual interest and principal payment needs to be twice the amount required. A feasibility study is generally a prerequisite for this type of financing.

It is possible to issue a combined revenue and general obligation bond. The available revenue is used to pay as much of the debt service as possible and general taxation is pledged to make up any deficiency. This type of bond is in reality a general obligation bond and is subject to the same limitations and conditions.

5. Tax Allocation Bonds. This method of financing accomplishes self-liquidation of costs of an urban renewal project through the sale of revenue bonds. The bonds are retired by the increase in taxes resulting from increased property valuation in the project area.

The self-liquidation of costs of an urban renewal project is provided for in Article IX, Section IC of the Constitution of the State of Oregon. The Oregon Revised Statutes define the powers of the municipal urban renewal agency in Section 457.170 and 457.180. The means of financing urban renewal projects through self-liquidation of costs is defined in Section 457.410 to 457.450.

The procedure is as follows:

1. A redevelopment plan of specific public and private improvements is prepared.
2. A feasibility analysis of the plan is made.
3. The redevelopment plan and financing method is adopted by the redevelopment agency, the planning commission, and the city council.
4. The plan is filed with the county assessor who then certifies the current true cash value and freezes the assessed value of the project area.
5. Revenue bonds are sold for project improvements.
6. Project improvements are undertaken.
7. The bonds are retired by taxes on the increased assessed value above the frozen assessed value.

The value of this financing method is that it can pay for improvements without placing a burden on the city or the project property owners. The city as a whole benefits because a low value area is upgraded which decreases the city-

wide property tax rate. However, this benefit is deferred until after the revenue bonds have been retired. As additional development takes place beyond the project improvements, additional tax revenue will be available to pay off the bonds in a shorter period.

Tax allocation bonds can be used as the local share of federal urban renewal project. For this reason, redevelopment standards used by the local redevelopment agency should conform to federal urban renewal requirements.

6. County Participation. County funds may be used to assist in the construction of improvement projects within the city. These projects are generally limited to the improvement of county-maintained roads or other projects which the county considers appropriate for assistance.

State Assistance.

1. Highway Construction. State assistance for downtown street projects is limited to construction and improvement of the state highway system. The funds for this purpose are a combination of state and federal monies administered by the State Highway Department.

The Federal government established in 1968 an urban Traffic Operations Program to Increase Capacity and Safety (TOPICS). This program utilizes federal aid to provide for safety improvements on major streets and highways in urban areas. The TOPICS concept is to provide funds to plan and implement traffic operations improvements in accordance with area-wide plans for a network of major streets. It does not contemplate major construction or reconstruction, but is intended to maximize the efficiency of the existing street system.

Federal Assistance.

1. Urban Beautification. Grants are made to communities to assist in the beautification of public rights-of-way and public property. Up to 50 percent of the amount by which the applicant increases expenditures for beautification above the average expenditures for the preceding two years can qualify for a matching grant. The grant can be used for park development and the beautification or improvement of malls, streets, and other public areas.

2. Advance Land Acquisition. Grants are available to pay interest costs incurred to finance the acquisition of land for a period of up to five years in advance of its use for approved public purposes. In some circumstances, this time period may be extended. The use of the land must be consistent with the adopted plan for the area. This program may apply to the acquisition of land for a new civic center.

3. Public Facilities Loans. Long-term loans are made to help communities finance needed public works. Loans for up to 40 years and covering up to 100 percent of the project cost are made to finance the construction of public buildings or other public works. Loans are available only for those parts of a project not covered under other federal assistance programs. Priority is given to smaller communities requiring assistance for construction of basic public works.

4. Water and Sewer Facilities. This program helps communities construct basic water and sewer facilities. Grants are available to pay 50 percent of the land and construction costs. The facilities must be consistent with a comprehensive plan for the community. The local share can be in the form of a serial levy which is a property tax imposed over a maximum ten-year period.

5. Urban Renewal. The urban renewal program aids communities in eliminating blight conditions and to rebuild deteriorated areas. Grants cover up to 75 percent of the project cost for cities under 50,000 population. The local contribution may include cash or non-cash grants-in-aid. Money used to finance other projects using federal assistance may be used as part of the local share of an urban renewal project.

The major elements of an urban renewal project are:

1. Land acquisition, clearance, and redevelopment of properties as warranted.
2. Elimination of public hazards and construction of public improvements.
3. Three percent rehabilitation loans to individual property owners and tenants to bring property up to minimum code standards.
4. Relocation assistance for individuals, families, and businesses displaced by project activities.

This method of financing downtown improvements requires a commitment by the community to a specific program and its attendant costs. It is difficult to terminate an urban renewal project before completion of all its phases.

In an urban renewal project, property owners may participate in the redevelopment of their properties. The urban renewal agency can purchase and demolish unsound buildings, relocate tenants, and turn the cleared land back to the owner for private improvements specified in the plan.

A tenant who must relocate because of redevelopment will be compensated for his move and new quarters will be made

available to him.

Two types of urban renewal programs may apply to Downtown Lebanon; code enforcement and rehabilitation.

a. Code Enforcement. This program can help communities restore the stability of substandard areas and prevent further decline. It involves the concentrated enforcement of local codes and the provision of adequate supporting public facilities and services.

In selected problem areas, grants up to three-fourths of the program costs are made for planning, reviewing and administering concentrated enforcement of local codes and the provision of adequate supporting public facilities and services.

In selected problem areas, grants up to three-fourths of the program costs are made for planning, reviewing and administering concentrated code enforcement programs. Two and one-half times the amount needed to administer the program is available for public improvements. Eligible project expenses include needed public improvements such as streets, curbs, sidewalks, lighting, and landscaping. Undergrounding of utilities and land acquisition are not eligible expenses.

Property owners and tenants may qualify for 3 percent rehabilitation loans to make their property comply with local codes. The city is required to systematically enforce its building code within the project area. It must also have a program of continuing code maintenance and enforcement throughout the city.

b. Rehabilitation. The rehabilitation program goals are basically the same as those for the code enforcement program. Added standards and eligible project expenses are the major differences.

Rehabilitation requires that all structures in the project area meet certain standards. This means buildings which are in compliance with local codes might still have to be demolished because of insufficient construction or quality.

Eligible project expenses are expanded to include undergrounding of utilities and land acquisition for public improvements. Rehabilitation loans are also available in this program.

Past public expenditures in the area can be used in figuring the local 25 percent contribution. There is no limit to the financial size of the project, providing both federal and local funding is available.

6. Rehabilitation loans. This program helps owners finance repairs and improvements to their property. Loans at 3 percent interest for up to 20 years are made for property improvements in urban renewal areas. Nonresidential loans cannot exceed the lesser of \$50,000 or the cost of rehabilitation. Other limitations on loans may apply to specific properties.

Applicants may be owners of property or tenants of non-residential property whose leases will not expire during the loan term. Application is made to the local public agency administering the urban renewal or code enforcement project.

There are no 3 percent loan funds presently available under the code enforcement or rehabilitation programs for private property improvements. Conventional or Small Business Administration financing will have to be used if an urban renewal project is undertaken for Downtown Lebanon.

7. Neighborhood Development Program. This program consists of urban renewal activities which are planned and carried out on the basis of annual increments. Communities can proceed specific projects and with detailed planning and scheduling of subsequent renewal. The program provides 75 percent federal matching grants to cover development activities for a 12-month period, and planning activities for the next 12 months. Relocation assistance and 3 percent rehabilitation loans are available to those who are eligible.

Private Financing

In addition to the financing normally available from private lending institutions, the Small Business Administration has two programs available. These are direct loans to small businesses and loans for a Local Development Corporation under the "502" program.

Projects including both large and small businesses may be assisted. The formula for SBA participation is somewhat more complicated if businesses which do not qualify as "small businesses" are included.

1. Small Business Loans. The SBA can make guaranteed loans to small businesses for construction, expansion, conversion, and purchase of buildings, for purchase of equipment and materials, and for working capital. The SBA can guarantee up to 90 percent of a bank loan to a small firm up to a maximum of \$350,000. This applies when reasonable financing terms are not otherwise available. These bank loans carry interest at prevailing bank rates.

The SBA will also consider advancing funds on a participation basis with a bank when an entire loan is not obtainable from a private lender and an SBA-guaranteed loan is not available.

When both of these loan methods are not available, the SBA will consider making a direct loan to a small business. The interest rate on both the SBA participation and direct loan programs is limited to 5.5 percent.

2. Local Development Corporation (502 program). The SBA may assist in financing a local development company specially formed to foster development of the community's small businesses. This corporation is owned primarily by local businesses and may be either a profit or a non-profit corporation. SBA assistance to the local development corporation may be in three forms:

1. A direct loan for 25 years at 5.5 percent interest. This loan is without participation of local financing institutions.
2. A guarantee plan under which 90 percent of a bank loan to a local development corporation is guaranteed by the SBA. This loan will carry the prevailing interest rate and will generally have a shorter term than the direct loan method.
3. A first mortgage plan under which a financial institution lends 40 percent of the project cost at commercial rates with the security of a first lien on project assets. The SBA lends another 40 percent at a maximum interest rate of 5.5 percent interest for a 25-year term. The remaining 20 percent of the project is supplied by the local development corporation as "equity", and may be in the form of cash or property.

CONTINUED PLANNING

The Lebanon Comprehensive Plan suggests that more detailed studies and planning programs be undertaken for special areas of concern. Important future planning activities considered essential to Lebanon's continued development include:

1. Public Buildings Program

The following buildings are included in the Public Buildings Program: City Hall, Fire Hall, Library, and Public Works Shops.

Projected Activities:

Inventory existing building facilities, operations and space requirements.

Determine approximate future space needs of all City departments and consider future programs and levels of service as they may affect future space needs.

Analyze existing buildings and determine rehabilitation feasibility based on existing and projected space needs.

Provide a cost benefit analysis of rehabilitation versus new construction costs relative to short and long term needs.

Develop site selection criteria for new construction projects.

Survey site alternatives, based on the developed criteria.

Recommend site location priorities.

Prepare a public building master plan and program of implementation.

Estimate land, building, and development costs based on the above data.

2. Downtown Improvement Program

Downtown Lebanon is in urgent need of improvement. The City must make a decision relative to municipal participation in downtown redevelopment as soon as possible.

A complete downtown improvement program must be divided into two phases. The following outline summarizes the projected

activities needed to complete both Phase I and II, however, a detailed development program for Phase II cannot be projected until completion of Phase I.

2.1 Phase I Preliminary Program for Downtown Improvement

Projected Activities:

Review and analysis of all proposals and developments completed to date.

Identification and analysis of existing conditions, needs, problems and opportunities within the downtown area.

Development and agreement on basic program objectives.

Development and evaluation of preliminary design proposals and alternatives.

Analysis and evaluation of available finance methods.

Preparation of preliminary design plans and cost estimates including:

Land use planning for the downtown area.

Planning and design of circulation and parking.

Environmental design of public places and buildings.

2.2 Phase II Implementation Program for Downtown Improvement

Projected Activities:

Development of an administrative organization to accomplish the proposed improvement program. The type of administrative organization and financing commitments will depend on the particular group involvements desired or needed to implement the program. Participation and involvement in the Implementation Program could include any of the following groups:

General Public (through taxation or direct involvement)

City Government

County, State or Federal Agencies

Downtown Property Owners

Downtown Merchants

Preparation and approval of a staged implementation program.

Preparation and approval of a financial program.

Development of project priorities and a staged development schedule.

Preparation of final design and construction drawings and documents.

Development of a phased construction schedule.

3. Neighborhood Redevelopment Program

A neighborhood redevelopment program includes a neighborhood analysis of the community on an area-by-area basis and outlines a program to assure that each neighborhood is composed of decent houses in a suitable living environment. It is one of the seven parts which constitutes a "workable program" to establish a community's eligibility for urban renewal.

Projected Activities

Delineation of neighborhood areas and boundaries.

Information on housing conditions including location and extent of blight or potential blight.

Information on characteristics of families affected by poor housing.

Information on conditions in nonresidential areas.

Determination of the adequacy of community facilities and services.

Determination of causes of blight.

Identification of steps needed to eliminate present blight and prevent future blight.

Development of a neighborhood redevelopment program including detailed plans and specific means of implementation.

Other parts of the "workable program" are (1) adoption and enforcement of adequate minimum standards of health, sanitation, and safety, (2) formulation of a long-range comprehensive community plan, (3) setting up of an adequate administrative organization to carry on the urban renewal program, (4) development of means for financing the urban renewal program, (5) provision of decent housing for families displaced by urban renewal and (6) development of citizen support and participation.

4. Capital Improvement Program Implementation

The purpose of adopting a Capital Improvement Program is primarily to help insure that needed facilities and improvements are properly scheduled over the years, according to what is most important and with consideration for the amount of money available to pay for them.

Projected Activities:

Develop a workable capital improvement program format for the City of Lebanon.

Assist the City in determining the kinds and levels of service to be provided and assist in developing the programs and projects needed to fulfill the proposed needs.

Develop preliminary cost estimates for all proposed projects and programs.

Assist in developing tentative priorities for the proposed projects and programs.

Research and evaluate available finance methods.

Provide a comparative analysis of the City's financial capabilities and the projected costs of the needed projects and programs.

Develop a balanced and scheduled five-year capital improvement program for Lebanon based on the above data.

Other needed studies include:

Continuation of past engineering studies for drainage, streets and sewer facilities.

Preparation of an annexation study to determine the best course of action for the City in determining extensions of its service boundary.

INTER-GOVERNMENTAL PROGRAM COORDINATION

Responsibility for provision of required public programs and facilities indicated in the Lebanon Oregon Comprehensive Plan is vested in all levels of government. This results in varying degrees of program concern and intensity, project authorization and funding, and implementation timing.

Authority and responsibility vested in City legislative powers does not include the ability to compel other levels of government to comply with and/or coordinate their program activities with those of the City. Therefore, it is imperative that lines of communication be established whereby positive influence may be exercised toward coordination of programs and systems which are the responsibility of more than one governmental agency. This action may consist of:

1. Identifying the responsible position of involved governmental agencies with which to establish lines of effective communication and coordination.
2. Defining agency responsibilities as to roles to be played in the implementation of specific programs and/or projects.
3. Coordination of priority, timing, and funding of governmental agency incremental capital improvement programs.
4. Referral of program and/or project proposals to related governmental agencies prior to execution.

With the establishment of the Oregon District 4 Council of Governments (OD4COG), the vehicle is now available to effect a coordinated governmental approach to problems common in concern, mixed responsibility, and timing. The principle thrust of this organization is one of inter-governmental cooperation, coordination and decision making as it related to solution of mutual problems and utilization of state and federal support programs.

Principal permissive functions of the Council are:

1. Preparation and adoption of comprehensive plans for the development of the planning area and recommend adoption of such plans by the governmental units concerned.
2. Conduct studies of programs and facilities which may achieve greater efficiency and effectiveness through joint voluntary or cooperative action and assist in implementation.

3. Participate in various federal - state programs through coordinated inputs of funds, leadership and technical assistance.
4. Provide technical and advisory services which are requested by member governments and perform other functions that are deemed necessary for the physical, social and economical well being of the citizens of the area.

ENVIRONMENTAL ASSESSMENT

Since all recommendations contained in the plan are still of a preliminary nature, further study, refinement and coordination will be undertaken to derive out of this material a workable plan for final adoption as Lebanon's official guide for development.

The plan document presented herein is essentially a "paper" plan since it has no official status and may be changed or amended in part or whole before it becomes an official development guide for the community. The environmental assessment will apply only to the recommended plan at this time. It is included as part of the planning document and will be amended as needed before final adoption.

1. ABSTRACT

The Lebanon Oregon Comprehensive Plan completes the City's first comprehensive approach to guide future growth and development of the community. The plan is organized in four sections: The Introduction describes the purpose, structure and use of the plan, prologue to planning and general goals and objectives. Community Development Patterns presents an historical profile, population and economic patterns, physical patterns and community development policies. The Comprehensive Plan Elements recommends policies and development proposals for five plan elements: Land Use, Housing, Transportation, Public Facilities and Open Space. Implementation Programs presents recommendations for community support and planning processes, code and ordinance revisions, capital improvement programming, continued planning and inter-governmental program coordination.

2. ENVIRONMENTAL IMPACT

Any growth or development in the community will have an impact on the local environment. Although it is assumed growth will occur, it is the intention of the Lebanon Oregon Comprehensive Plan to guide development in such a way as to minimize the adverse effects on the environment and to maximize opportunities to preserve unique aspects of the natural environment within the planning area.

Policy Guidelines and Development Proposals are recommended to:

1. Limit urban sprawl.
2. Encourage orderly development within the existing urbanizing area.
3. Protect adjacent agricultural lands.
4. Preserve natural open space areas.
5. Up-grade the quality of the community environment through land use controls, housing improvement policies, transportation guidelines, and public facility improvements.

3. ADVERSE ENVIRONMENTAL EFFECTS

The primary adverse environmental effects of the proposed plan are related to community growth. As growth occurs, agricultural and open space lands are converted to urban use. The intent of the proposed plan, however, is to minimize these adverse effects through adopted policies that seek to control annexations and regulate land use. Prime agricultural lands are recommended for preservation and development is encouraged in existing urbanizing areas or areas of limited agricultural or scenic value.

Within the urban boundary, the intent is to preserve unique and useful areas of the natural environment and to efficiently utilize the land to the maximum benefit of all the citizens of the community.

4. PLAN ALTERNATIVES

Although any number of alternatives to the enclosed plan could be proposed, none were considered or rejected that would have represented a better approach to Lebanon's planning needs.

5. ENVIRONMENTAL USE

The intent of the proposed plan focuses on long-term maintenance and enhancement of the community environment. Short-term uses and change in use will inevitably occur, however the purpose of the plan is to indicate strategies for long-term productivity.

6. RESOURCE COMMITMENTS

The primary resource commitment in the plan involves land use. As increased urbanization occurs, additional land resources will be required for development. The impact of many of these developments on the land would be difficult, although not impossible to reverse. The intent of the plan is to limit the extent of sprawl development into prime agricultural lands and to efficiently structure the use of land within the urban area.

Gravel resources are presently being extracted from the Santiam River on Lebanon's east boundary. It is anticipated that as this resource is depleted the area will be restored to recreational open land use for the community.

7. APPLICABLE ENVIRONMENTAL CONTROLS

There are an increasing number of local, state and federal environmental controls in use, presently being enacted, or being proposed that may have varying impacts on the community. It is the intent of the City of Lebanon to meet or exceed these requirements in implementing the proposed plan.