

City of Lebanon
Comprehensive Plan

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

CHAPTER 1

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CHAPTER 1: INTRODUCTION

Part One: Narrative

1.0 Description and Use of the Comprehensive Plan

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

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

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

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

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

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

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

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

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

2.0 Statewide Planning Goals and Guidelines

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

2.1 Applicable Goals

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

2.2 Goal Exclusions

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

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

3.0 Lebanon Citizen Involvement Program

3.1 Provisions of Statewide Planning Goal 1

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

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

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

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

The citizen involvement program shall incorporate the following components:

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

3.2 City's Citizen Involvement Program

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

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

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

- 3.2.3** Advisory committees will be set up to participate in the creation, review, and adoption of major Comprehensive Plan and facility plan amendments or revisions. This will directly involve citizens in the planning process.
- 3.2.4** Such advisory committees will hold periodic meetings that are well advertised in advance and to which the public will be invited, and in which the public has the opportunity to address the issues under consideration.
- 3.2.5** The work of such advisory committees may also be supplemented by Town Halls or other public forums that are well advertised in advance and to which the public will be invited. Such meetings will provide the opportunity for City staff and advisory committee members to report on their work and progress, and also provide opportunities for the public to address the issues under consideration.
- 3.2.6** The times of regular Planning Commission meetings and special meetings are widely publicized, including always publicizing such meetings in the local newspaper, to encourage public access. When possible, electronic copies of such notices will be placed on the City's Webpage.
- 3.2.7** The City distributes agendas of Planning Commission meetings, City Council meetings, and other public meetings to the media, including printed press and radio. These agendas are distributed the week before each meeting. Agendas are also posted at a number of City buildings to which the public has access, including City Hall, the Community Development Center, Public Library and Senior Center, and when possible electronic copies will be placed on the City's Webpage.
- 3.2.8** All notices for public hearings include an invitation to the public to attend the public hearings and give relevant and pertinent written or oral testimony (after presentation of the staff report) that addresses applicable zoning and subdivision ordinance and/or Comprehensive Plan evaluation criteria during that part of the hearing process designated for testimony in favor or opposition of the proposal.
- 3.2.9** The Planning Commission and/or City Council will include in its findings on land use actions a provision that addresses all relevant and pertinent testimony¹, written and/or verbal, that has been given regarding any given land use action, although such a finding need not reiterate the details of such testimony.
- 3.2.10** All notices for public hearings also include the information that copies of the application, all documents and evidence relied upon by the applicant, and applicable criteria, and additional information are available for inspection at no cost at the Community Development Center, and such materials can be provided at cost for photo reproductions.

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

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

4.0 Definitions of Key Terminology Used in All Chapters

4.1 Findings

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

4.2 Goals

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

4.3 Policies

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

4.4 Recommendations

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

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

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

Part Two: Goals and Policies

5.0 General Goals

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

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

6.0 Policies

6.1 General Policies

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

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

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

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

Protocol for Referring to a Goal or Policy from this Chapter

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

6.2 Citizen Involvement Policies

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

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

Protocol for Referring to a Goal or Policy from this Chapter

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