

City of Lebanon
Comprehensive Plan

Chapter 3:
URBANIZATION

Adopted by City Council

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CHAPTER 3

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Protocol for Referring to a Goal or Policy from this Chapter

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

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

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CHAPTER 3: URBANIZATION

Part One: Narrative

1.0 Urbanization

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

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

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

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

2.0 Urban Growth Boundaries

2.1 Statewide Goals

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

2.1.1 The Functions of Urban Growth Boundaries

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

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

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

2.1.2 Establishing and Changing Urban Growth Boundaries

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

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

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

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

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

2.2 Lebanon's Urban Growth Boundary (UGB)

2.2.1 History of the City's Urban Growth Boundary

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

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

2.2.2 Status of the City's Urban Growth Boundary

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

3.0 Annexations

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

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

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

3.2 *The Purpose of Annexation -- Community Benefits*

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

3.3 The Process and Procedures of Annexation

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

3.4 *Annexation and First Assignment of City Zoning*

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

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

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

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

4.0 Population Growth and Projected Land Needs for Development

4.1 Long-Range Population Growth

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

Table 3-1 shows the historical and coordinated forecast population³ for Lebanon between 2000 and 2025. The 2000 Census identified a population of 12,950 in the City of Lebanon, while the coordinated population forecast anticipated 12,826 persons for that same year. According to the Population Research Center at Portland State University, Lebanon had a 2003 estimated population of 13,140,⁴ Lebanon’s coordinated 2020 population forecast is 18,019 persons and is based on a coordinated average annual growth rate of 1.71%.

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

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

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

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

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

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

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

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

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

4.2 Summary of Land Needs

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

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

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

Plan Designation	Land Need: 2003-2025						Supply	(Deficit) Surplus: 2003-2025 (low)	(Deficit) Surplus: 2003-2025 (high)
	Residential	Commercial / Industrial (low)	Commercial / Industrial (high)	Public/ Semi Public	Total (low)	Total (high)	Gross Buildable Acres		
Commercial		20.1	47.8	3.8	23.9	51.6	17.2	(6.7)	(34.4)
General Industrial		21.3	48.6	15.1	36.4	63.7	71.6	35.2	7.9
Light Industrial		120.8	275.5	20.6	141.5	296.2	869.1	727.6	572.9
Mixed Density Residential	285.6	0.0		70.3	355.9	355.9	1,478.4	1,122.6	1,122.6
Single Family Residential	182.9	0.0		7.1	190.0	190.0	74.6	(115.4)	(115.4)
Special Development (Mixed-Use)		80.7	160.2	3.7	84.5	163.9	352.4	267.9	188.5
Total	468.5	243.0	532.1	120.6	832.1	1,121.2	2,863.3	2,031.2	1,742.2
<p>Note: Negative numbers represent a deficit of acres and are shown in parenthesis (.). The numbers represent the amount of buildable land that Lebanon will need to add to its inventories in these categories from land already in the Urban Growth Boundary (UGB) to accommodate development. (The City does NOT need to expand its UGB at this time.)</p> <p>Source: ECONorthwest 2004 Lebanon Urbanization Study</p>									

5.0 Maximum Efficiency of Land Use

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

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

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

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

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

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

5.1 Orderly and Economic Provision for Public Facilities

- 5.1.1** Existing development in the Urban Growth Area (UGA) is based upon the fact that each site is able to provide the development with adequate potable water and sanitation service (i.e., septic tank and system). Existing development in the Urban Growth Area (UGA) also has its storm water drainage and transportation access needs met by the existing infrastructure available to that site.
- 5.1.2** After annexation, a property with existing development may or may not decide to request access to key city-provided utilities such as potable water, sanitary sewer and storm water drainage, depending on conditions and proximity of infrastructure (see Public Facilities Chapter).

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

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

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

5.3 Systems Development Charges and Users' Fees

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

6.0 City/County Urban Growth Management Agreement (UGMA)

6.1 General Provisions

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

6.2 Purposes

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

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

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

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

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

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

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

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

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

7.0 ENERGY

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

The Guidelines for Goal 13 suggest that:

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

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

PART TWO: GOALS AND POLICIES

8.0 Overall Urbanization Goals

The overall Urbanization Goals of the City include:

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

9.0 Urbanization Policies

9.1 Urban Growth Boundary (UGB) Policies

The City Shall:

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

9.2 Public Facilities Capability Policies

The City shall:

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

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

9.3 Flexible Growth Program Policies

The City Shall:

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

9.4 Urban Growth Management Agreement (UGMA) Policies

The City Shall:

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

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

9.5 Annexation Policies

The City Shall:

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

P-26: Consider as part of the annexation process of developed property or properties, the impacts on the capacities of key City-provided urban utility services needed to satisfy the anticipated demands of the properties discussed in P-25 above.

P-27: Expand the City Limits as necessary to accommodate development, including housing, commercial, industrial, and services (that will in turn accommodate population growth).

9.6 Delayed Annexation Policies

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

P-29: Recognize and act on the basis that the process of delayed annexations will conform to the requirements established in Section 7 of the City of Lebanon and Linn County Urban Growth Management Agreement (*UGMA*).

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

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

P-31: Manage its Urban Growth Boundary and the lands within so as to encourage development within urban areas before conversion of urbanizable areas, through implementation of land use regulations and land use policies.

Protocol for Referring to a Goal or Policy from this Chapter

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

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

10.0 Energy Goal

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

11.0 Energy Policies

The City Shall:

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

Protocol for Referring to a Goal or Policy from this Chapter

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

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