

City of Lebanon
Comprehensive Plan

Chapter 4:
LAND USE

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Chapter 4

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Protocol for Referring to a Goal or Policy from this Chapter

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

Chapter 4

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CHAPTER 4: LAND USE

Part One: Narrative

1.0 Introduction

1.1 *Land Use and the Comprehensive Plan*

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

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

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

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

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

1.4 *Statewide Planning Goals and Land Use Planning*

Oregon's Statewide Planning Goal 2, Land Use Planning, requires cities to establish a land use planning process and a policy framework that shall act as the basis for all land use decisions and actions. This goal requires cities to include the factual information necessary to make policy decisions in the record of the decision making process. The Comprehensive Plan acts as a policy guide and a basis for implementation of the City's land use policies, codes, and regulations. This Chapter contains information and policies not only relevant to Statewide Planning Goal 2, but also Goal 5¹ (Natural Resources, Scenic and Historic Areas, and Open Spaces), and Goal 8 (Recreational Needs).

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

1.5 Ongoing Assessment of Changing Conditions and Land Use Needs

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

2.0 Lebanon Land Use Categories

2.1 Overview -- Seven Land Use Categories or Designations:

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

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

2.2 Summary of Purposes for Land Use Categories

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

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

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

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

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

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

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

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

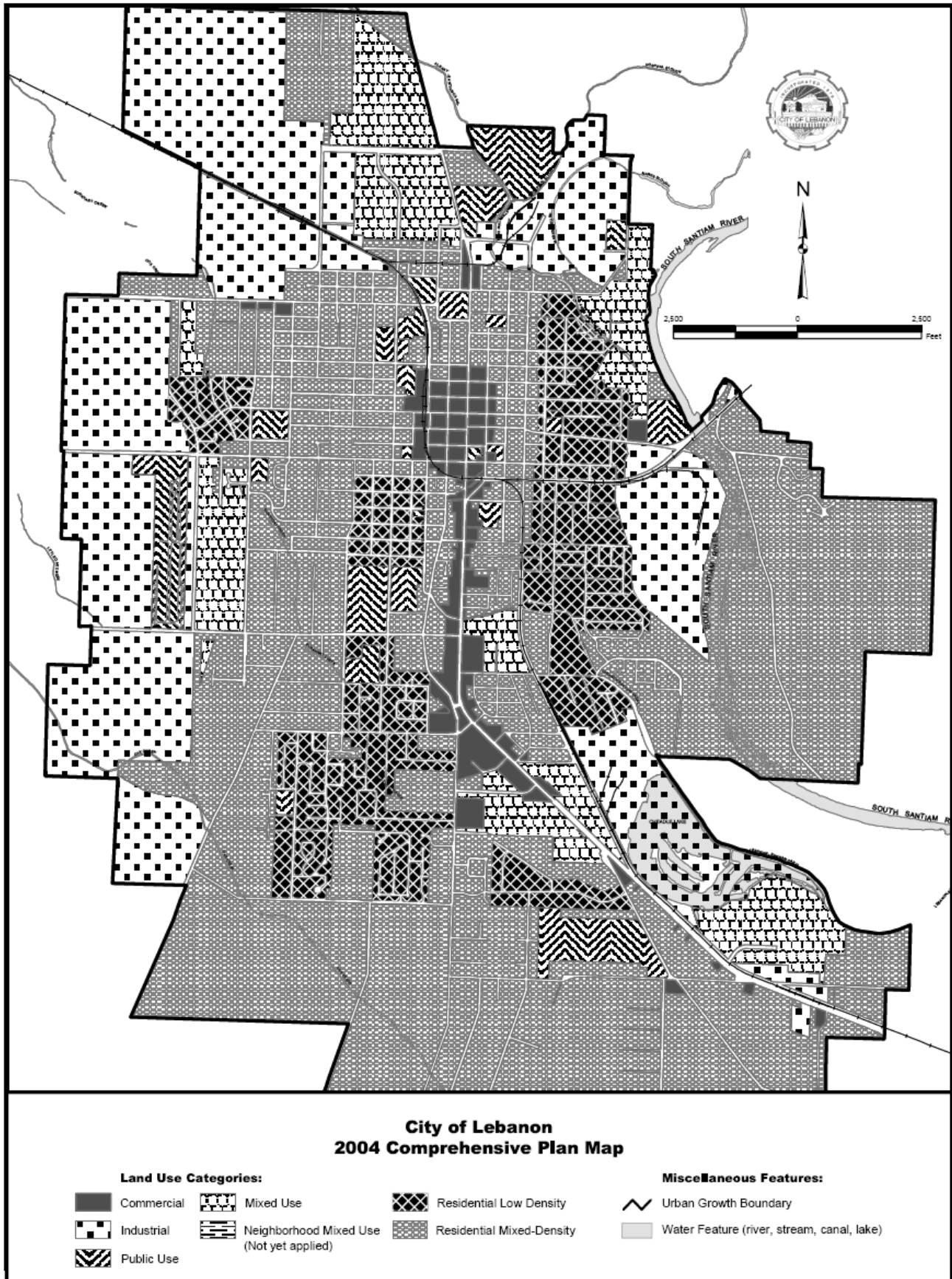
Table 4-1: City of Lebanon Comprehensive Plan Land Use Categories

<i>Designations</i>	<i>Purpose</i>
Residential Low Density (C-RL)	To primarily provide lands for low-density urban residential development, primarily single-family homes with provisions for planned developments and low density multi-family use.
Residential Mixed Density (C-RM)	To primarily provide lands for development of single-family, two-family and multi-family dwellings with provisions for planned developments, as well as lands for multi-family dwellings with close proximity to downtown.
Mixed Use (C-MU)	To provide lands that possess potential for several types of land use or combinations of different land uses. The intent of this designation is to achieve an environment in which different land uses can co-exist by providing building groupings for privacy, usable and attractive open spaces, and safe circulation, thus promoting the general well being of the residents, businesses, and other occupants. Mixed Development lands are open to all types of development including residential, commercial, and light industrial land uses.
Neighborhood Mixed Use (C-NMU)	To provide lands suitable for primarily residential uses, with flexibility to allow neighborhood commercial services. Commercial activity should not occupy more than 5,000 square feet in any single structure. The types of businesses envisioned in this area include coffee shops, delis, bakeries, small offices, or day care facilities. Implementation of this classification is through the Neighborhood Mixed Use Zone, that combines elements of the Neighborhood Commercial and Mixed Density Residential zones.
Commercial (C-CM)	To provide lands for a range of commercial uses, from the commercial downtown core of the community primarily serving the pedestrian shopper, to large compact clusters adjacent to major thoroughfares with easy transportation access, and to small neighborhood shopping clusters that serve the frequent recurring needs of residents.
Industrial (C-IND)	To provide lands suitable for manufacturing and related activities, warehousing and similar activities.
Public Use (C-PU)	To provide lands suitable for a variety of public uses such as schools and community centers, parks, City facilities, and churches or other facilities for religious organizations.

See 2004 Comprehensive Plan Map on following page.

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

2004 Lebanon Comprehensive Plan Map



Conversion of Property Annexed into the City of Lebanon

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

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

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

3.0 Historical Background

3.1 Land Use Surveys

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

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

3.2 Historical Land Use Trends, 1964 – 2004

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

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

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

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

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

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

4.0 LAND USE PATTERNS IN 2004

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

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

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

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

Source: City of Lebanon GIS data; analysis by ECONorthwest

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

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

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

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

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

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

Notes: City Limits does NOT include the Transfer Station

Net Total Acres = Gross Total Minus Right of Ways, & Water Bodies

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

The ECONorthwest 2004 *Lebanon Urbanization Report* included findings based on analysis of acres by the Buildable Lands Inventory (BLI) classification⁹ and Comprehensive Plan designation for the Lebanon Urban Growth Boundary (UGB) in April 2004. The classifications show that about 1,572 acres (27 percent of total acres) were classified as developed, while about 2,140 acres (37 percent of total acres) were classified as vacant. About 1,485 acres (26 percent of total acres) were classified as partially vacant¹⁰. The development potential of lands classified as partially vacant depends on two factors: (1) assumptions about minimum lot size; (2) the siting of any structures on the parcel. Partially vacant lands are tax lots over 0.5 acre with development that would probably preclude partitioning of the tax lot without demolition. (See the 2004 *Lebanon Urbanization Report* for additional details.)

4.3 Vacant Buildable Land

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

The findings include a break out of vacant and partially vacant land by development and constraint status. The data show that about 470 acres within vacant or partially vacant tax lots are unavailable for development, leaving about 2,883 vacant buildable acres within the UGB. **Within the City**, the findings indicate the following vacant buildable acres by Comprehensive Plan Map designations at the time of the study: Commercial (15.9 acres), General Industrial (33.6 acres), Light Industrial (396.9 acres), Mixed Density Residential (381 acres), Single Family Residential (41.2 acres), Mixed Use (210.1 acres). **Within the Urban Growth Area (UGA)**, the ECONorthwest findings included the following vacant buildable acres: Commercial (1.4 acres), General Industrial (38 acres), Light Industrial (472.2 acres), Mixed Density Residential (1,097.5 acres), Single Family Residential (33.4 acres), Mixed Use (142.3 acres). (See the 2004 *Lebanon Urbanization Report* for additional details.)

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

⁹ Developed, Undevelopable, Public, Semi Public, Partially Vacant, and Vacant.

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

4.4 Status and Availability of Buildable¹¹ Lands

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

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

4.5 Future Land Needs of the Community

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

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

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

5.0 Special Redevelopment and Infill Opportunity Areas

5.1 Introduction

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

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

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

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

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

5.2 Identified Special Development, Redevelopment and Infill Opportunity Areas

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

5.2.1 Currently Designated Industrial Areas

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

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

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

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

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

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

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

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

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

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

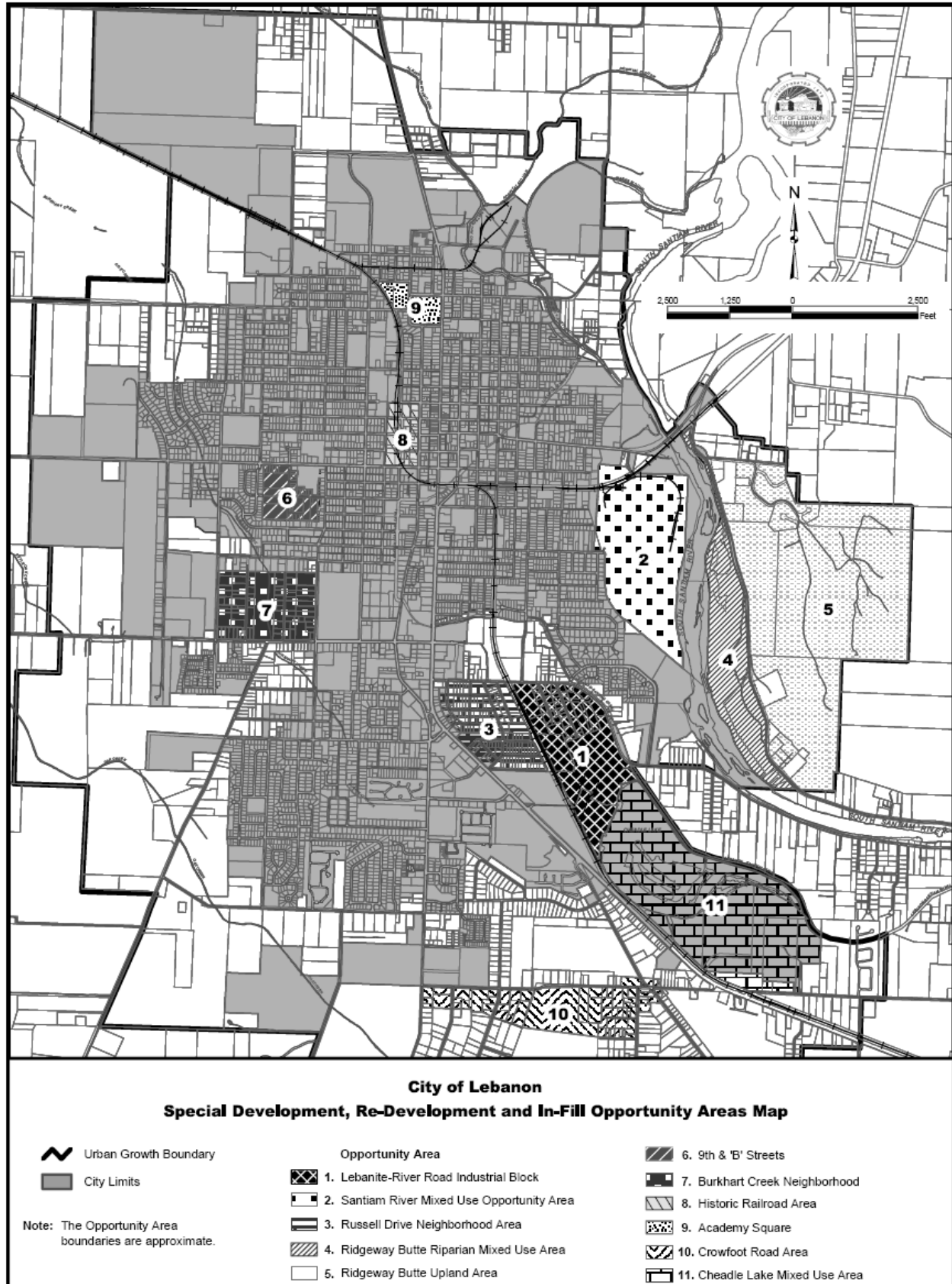
(1) Russell Drive Neighborhood Area: The Russell Drive area is located south of downtown Lebanon, west of the Burlington Northern railroad tracks and east of the Santiam Highway (Highway 20). The northern boundary of the area is Russell Drive, and the southern boundary is Gilbert Street. The area is roughly 52 acres in size, and is developed with approximately 150 older single-family residences. To the west of the area is a mix of neighborhood and highway commercial development along the highway. The majority of the neighborhood is located outside the City Limits, but it is entirely located within the Lebanon Urban Growth Boundary (UGB). Its current Comprehensive Plan Map Designation is primarily Mixed Density Residential, with a few parcels having a Commercial designation. In the spring of 2003, the City of Lebanon completed its first neighborhood refinement plan, focusing on the Russell Drive Neighborhood Area. This study and its resulting plan, including suggestions for redesignating portions of the neighborhood, serve as a model or template of what can be accomplished through the advancement of neighborhood refinement plans, and the inclusion of the neighborhood's residents in the process. (See Section 2.2 in Chapter 7 of this Comprehensive Plan for further details about this neighborhood refinement plan.)

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

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

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

Special Redevelopment and Infill Opportunity Map



6.0 Open Space and Scenic Resources

6.1 State Wide Planning Goal 5

The objective of Statewide Planning Goal 5 is "[t]o protect natural resources and conserve scenic and historic areas¹² and open spaces.." In 2004, according to OAR 660-023-0220, Open Space "includes parks, forests, wildlife preserves, nature reservations or sanctuaries, and public or private golf courses." According to DLCD's explanation of Goal 5 prior to 1996, open space consists of any land that if preserved and continued in its present use would promote functions that include the following:

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

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

6.2 Open Space/Open Areas

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

¹² Historical resources are discussed in Chapter 7 of this Comprehensive Plan.

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

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

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

Part Two: Goals, Policies and Recommendations

7.0 Land Use Goals

The City's Land Use Goals include:

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

8.0 General Policies for Land Use

The City shall:

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

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

9.0 Policies for Residential Uses

The City shall:

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

10.0 Policies For Commercial Uses

The City shall:

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

11.0 Policies for Industrial Uses

The City shall:

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

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

12.0 Policies for Mixed Use

The City shall:

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

13.0 Policies for Public Use and Open Areas

The City shall:

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

Protocol for Referring to a Goal or Policy from this Chapter

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