

City of Lebanon
Comprehensive Plan

Chapter 7:
COMMUNITY FRIENDLY
DEVELOPMENT
AND
PRESERVATION OF HISTORIC
RESOURCES

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CHAPTER 7

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

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- Chapter 7 (Community Friendly Development) Policy P-x [x = Number of Policy Statement]
- Chapter 7 (Historic Preservation) Goal G-x [x = Number of Goal Statement]
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CHAPTER 7: COMMUNITY FRIENDLY DEVELOPMENT

PART ONE: NARRATIVE

1.0 Introduction to Community Friendly Development

Lebanon has long prided itself as “*THE CITY THAT FRIENDLINESS BUILT.*” In keeping with this theme, Lebanon’s approach to Community Friendly Development includes principles that combine sound local and regional planning techniques with a variety of elements from several different perspectives. Such principles focus on creating a built environment suitable for the needs of a diverse population through a variety of uses scaled for the pedestrian, and capable of accommodating the automobile and mass transit.

1.1 Principles of Community Friendly Development

Locally identified principles of Community Friendly Development include:

- Efficient Use of Land Resources
- Efficient Utilization of Urban Services
- Mixed Use
- Transportation Options
- People Oriented Design

These principles are intended to provide community development guidance through historically and practically proven elements of design and resource utilization. Community Friendly Development principles seek to improve on conventional patterns by: (1) increasing housing options as to size, price, and location; (2) creating aesthetically pleasing, people-friendly neighborhoods; (3) offering multiple transportation options; and, (4) reducing reliance on the automobile.

1.2 Lebanon’s Commitment To And History Of Community Friendly Development

1.2.1 Incentives For Community Friendly Development

To best serve the needs of its residents, the City of Lebanon has been making efforts for many years to create incentives for Community Friendly Development. Examples of actions and regulations that support Community Friendly Development include:

- Promoting mixed-use development in some zones;
- Allowing commercial uses in Mixed Density Residential Zones;
- Implementing the Mixed-Use Zoning designation;
- Amending the Zoning Ordinance to encourage infill development (e.g., zero lot line, flag lots, smaller lot sizes);
- Granting density bonuses for developers who provide affordable units, on-site recreation, or private outdoor space;
- Adopting a Parks Master Plan and the development of a Street Tree Plan;
- Updating the Lebanon Transportation System Plan (TSP) to comply with the Transportation Planning Rule (TPR);
- Adopting Land Use Regulation Amendments to comply with the Transportation Planning Rule (TPR); and,
- Adopting new street standards with beauty strips and setback sidewalks.

1.2.2 Community Friendly Development Principles and the Lebanon Comprehensive Plan

Policies found in other Chapters of this Comprehensive Plan also promote Community Friendly Development in a variety of ways. For example, Land Use policies encourage Community Friendly Development principles in our City through, for example: (1) increased densities; (2) a variety of lot sizes, housing types, and street patterns; (3) allowance of commercial centers within Mixed Density Residential Zones; (4) the allowance of high density housing in commercial zones; and (5) provisions for “zero-lot-line” and “cluster” development.

2.0 Components of Community Friendly Development

Opportunities to increase the efficiency of land use and energy resources within the City are as follows:

2.1 Infill Development

City policies and development standards favor the infill of vacant buildable lots. Code provisions support shared access by easement, permitting flag lots, and flexible development standards for lots not capable of being developed in a standard way.

2.2 Neighborhood Refinement Plans

In the spring of 2003, the City of Lebanon completed its first neighborhood refinement plan, focusing on the Russell Drive area in the southeast quadrant of the community. This study and its resulting plan serve as a model or template of what can be accomplished through the advancement of neighborhood refinement plans. The Russell Drive Neighborhood Refinement Plan involved the citizens of the neighborhood working with City Staff and a consultant team for several months to help define what the neighborhood could look like in the years to come. A study was done to prepare a plan for the neighborhood that integrated multi-modal transportation and highway access management with mixed-use land development. The Russell Drive Neighborhood Plan created a new concept of neighborhood mixed use that promotes land use balance in the neighborhood and will act as a transition from the highway to the core of the neighborhood. The Russell Drive Neighborhood Plan promoted preservation of the residential character of the neighborhood, while including provisions for urban services and facilities and the development of the neighborhood mixed use area. Another major component of the Russell Drive Neighborhood Plan was the development of annexation phasing and infrastructure extension options. The plan also contained recommendations for acquiring and developing a neighborhood park, a recommendation that was implemented in 2004 when the City was able to purchase the neighborhood’s preferred site for a neighborhood park. In addition, two mini-parks were proposed where through vehicle traffic was proposed to be eliminated.

2.3 Limit Land For Streets And Parking

The Transportation System Plan (TSP) includes local street standards incorporating a variety of street widths and design standards based on their function and hierarchy in the local system. Supporting efficient parking ratios can encourage more thoughtful design and guides developers to build on-site only the parking that they need. The adoption of narrower street standards that require less land and other resources can save resources and help to create more livable neighborhoods.

2.4 Density Standards

Permitting denser development in areas where public utilities are already in place results in maximally efficient infill development. By permitting higher density minimums, Lebanon could encourage denser development. (See Chapters on Housing, Land Use, and Urbanization for further details on density.)

2.5 Attached And Accessory Units

Attached and accessory dwelling units make more efficient use of land and public facilities than detached units by providing more living space without a corresponding increase in land area for housing. Additional units sharing an already developed lot can utilize existing service lines and can often share site improvements such as a driveway or a sewer connection. Accessory units are small attached or unattached units on a single-family lot. They are often located over a garage or in an attached portion of an existing house. Accessory units can provide a greater range of housing selection and affordability in predominantly single-family detached home neighborhoods.

2.6 Mixed-Use Development

Oregon's experience has shown that it is important to allow for a mix of uses within compact neighborhoods because that promotes:

- Independence of movement, especially for the young and the elderly who can conveniently walk, cycle, or ride transit;
- Safety in commercial areas, through the around-the-clock presence of people;
- Reduction in auto use, especially by shortening trips between residences and jobs/services/recreation;
- Support for those who work at home, through nearby services and parks;
- A variety of housing choices, so that the young and old, singles and families, and those of varying economic ability may find places to live.

Effective mixed-use zones not only allow the co-location of various types of uses, but they also promote compatible architectural design and connectivity of buildings to streets and paths. Residential mixed-use encourages planners and developers to look beyond the traditional subdivision design and think about new and efficient utilization of land. Such innovative designs can provide residents access to commercial services as well as amenities such as parks, trails, and open spaces, and hence promote Community Friendly Development. There are different levels of scales of mixed-use: mixed uses within a single building; neighborhoods where uses may be located in different buildings and/or "horizontally"; and areas where distinct uses are located near each other, in small scale neighborhood commercial buildings within residential neighborhoods.

2.6.1 Buildings

A single building can be utilized for mixed-uses, such as a live/work unit in a commercial district. Mixed-use development has a number of benefits to a community, including: reducing the need for people to drive to work or to the store, increasing neighborhood safety by increasing activity in residential areas during the day and commercial areas at night, and providing conveniences not usually available in conventional residential neighborhoods.

2.6.2 Neighborhoods

Mixed-use development in residential neighborhoods provides opportunities for residents to benefit from such Community Friendly Development amenities as easy access to commercial and retail operations, as well as educational and recreational facilities. Bringing various uses within walking distance of one another can reduce the need for vehicle trips and the amount of time and energy people devote to driving.

Multi-family residential and other accessory housing development allowed as subordinate or secondary uses in commercial zones can bring vibrancy to a business district. Multi-family housing in commercial districts can provide valuable housing opportunities for those who have limited transportation opportunities or do not wish to own a car. However, experience in other jurisdictions indicate that single-family homes should not be allowed in commercial districts since that can lead to conflicts within, and the degradation of the principal intent of, a commercial zone.

2.6.3 Neighborhood Commercial Districts

Neighborhood commercial districts provide the advantages of mixing commercial and residential uses by creating small commercial centers within primarily residential areas. These small-scale commercial districts can provide convenient services to nearby households, reduce the need for automobile trips, and provide a center for community activity.

By adopting zoning codes that permit the placement of limited commercial uses within primarily residential neighborhoods, a city can encourage efficient mixed-use neighborhoods. Limited commercial development allowed in residential zones can provide residents easy access to neighborhood commercial retail services. Commercial development in these neighborhoods require restricted or limited operations, such as limited operating hours, square footage maximums, height limits, parking, and landscaping for screening as prescribed in the Lebanon Zoning Ordinance, in order to make them compatible with adjacent residential uses. Other restrictions can also be applied to limit the scale of commercial operations and to ensure uses are compatible with neighborhood life.

2.7 Transportation And Community Friendly Development

2.7.1 Connectivity and Person Oriented Transportation Systems

Community Friendly Development principles encourage the provision of safe and convenient ways for people to walk, bike, and connect to transit.

A well connected street network provides more than one route between important destinations. Important elements of Community Friendly Development include: routing heavy traffic around residential neighborhoods; slowing traffic in areas of high pedestrian traffic; and, creating more aesthetically pleasing transportation environments for those who walk or bike. Compact mixed-use development with highly connective street patterns can provide many benefits of Community Friendly Development:

- Walking, cycling, and transit are viable and attractive alternatives to driving;
- Less traffic congestion;
- The convenience, density, and variety of uses necessary to support transit;
- A variety of alternative routes, thereby dispersing traffic flow and reducing congestion at intersections;
- Lower traffic speeds, making neighborhoods safer.

2.7.2 Multi-Modal Streets

Streets that have been developed solely for automotive use often fail to meet the needs of non-motorists. Community Friendly Development promotes streets designed to ensure that the needs of pedestrians and bicyclists are effectively addressed in a safe manner. Street design is covered in more detail in Chapter 8, Transportation, and the City's Transportation System Plan.

3.0 Preservation of Historic Resources and Community Friendly Development

One of the ways in which the City can embody and implement its Community Friendly Development principles is through the preservation of its historic buildings and structures. Preservation of the City's historic heritage not only enriches the community's livability for all residents, but can also provide economic benefits by attracting visitors and business to the community. Statewide Planning Goal 5 includes Historic Resources. Chapter 2 of this Comprehensive Plan further addresses Statewide Planning Goal 5. These issues are also addressed by State law and Administrative Rules (i.e., OAR 660-023-0200).

3.1 Historic Resources Inventory

The City of Lebanon was founded in 1878 and has now been in existence for more than one and a quarter centuries. During the 1980s, a comprehensive inventory was completed to document historic sites and structures within the City. This inventory includes a physical description, a statement of historical significance, and a history of numerous structures in Lebanon. In the intervening years, a number of structures and sites have become eligible for inclusion on the inventory. Accordingly, the inventory needs to be periodically updated. A major purpose of this inventory is to increase community awareness of historic sites and structures, as well as their importance.

3.2 Lebanon Historic Register

The *Lebanon Historic Register* (1992) was developed through an evaluation of each site and structure on the Historic Inventory (1984). The *Register* evaluates each significant historical site based on specific criteria developed by the City of Lebanon and the State Historic Preservation Office (SHPO). The *Lebanon Historic Register* also includes findings of fact for each of the sites based on its integrity, historical significance, and architectural significance.

3.3 City of Lebanon Historic Context Statement

The *City of Lebanon Historic Context Statement* was created in 1994 by the City of Lebanon with assistance from a number of volunteers from the local community. The *Historic Context Statement* provides a thorough documentation of the various historic stages of development within the expanding City Limits of Lebanon. The contextual information in this document addresses the following:

- Identifying the historical themes, events, designs, and associated individuals that have played an important role in the development of the area;
- Describing the types and characteristics of historic buildings, structures, objects and districts associated with the identified themes, events, designs, and individuals;
- Discussing the potential distribution of these buildings, objects, structures, and districts on the landscape;
- Establishing evaluation standards to use in determining how well existing buildings, structures, objects, and districts represent or illustrate the identified themes, events, designs, and individuals; and
- Identifying priorities and treatment strategies to help preserve those buildings, structures, objects, and districts evaluated as representing and/or illustrating community history.

3.4 Historic Preservation Ordinance

The City has an adopted historic preservation ordinance to help protect those buildings and sites identified as having historic significance. The City of Lebanon recognizes that certain significant historic resources located within its boundaries contribute to the unique character of the community and are irreplaceable, and as such, merit preservation. The historic preservation ordinance establishes the basis for the following:

- an official group charged with responsibilities for historic preservation;
- a program for the identification, evaluation, and designation of historic resources as landmarks;
- public incentives for the preservation of Designated Landmarks; and,
- land use regulations regarding the alteration, moving or demolition of Designated Landmarks and Historic Resources of Statewide Significance.

This ordinance establishes the provisions for the City to effectively meet its responsibilities vis-à-vis historic resources as set forth in applicable State law.

PART TWO: GOALS AND POLICIES

4.0 Community Friendly Development Goals

The City's Community Friendly Development Goals include:

- G-1:** Encouraging development patterns that make efficient use of land and energy resources, provide a variety of housing choices, and create multiple transportation options.
- G-2:** Supporting infill development and other development options on large or underutilized residential or commercial lots guided by clear and objective neighborhood compatibility standards.
- G-3:** Encouraging policies and ordinances that lead to well designed, aesthetically pleasing neighborhoods that foster a sense of community and personal interaction.
- G-4:** Encouraging neighborhoods and other areas of the City to develop refinement plans.
- G-5:** Developing streets whose purpose is not solely to move automobiles safely and efficiently, but also to create a pedestrian and bicycle friendly environment.
- G-6:** Developing sidewalks, crosswalks, and multi-use paths that not only meet ADA standards, but also enhance a pedestrian and bicycle friendly environment throughout the community.
- G-7:** Developing specific parking regulations for downtown, pedestrian oriented zone, and other special commercial areas.
- G-8:** Promoting denser development in select locations in order to realize potential savings on infrastructure provision and maintenance.
- G-9:** Providing density bonuses for developers who incorporate specific design amenities into their developments.
- G-10:** Allowing appropriately scaled neighborhood commercial centers, subject to provisions of the Zoning Ordinance, in residential zones in order to: (1) provide ease of access to basic daily household needs, to eliminate unnecessary automobile trips, and to provide convenient centers for neighborhood social interaction; and, (2) within the Mixed Density Residential Zones in order to allow for commercial activity closer to the source of customers and to allow convenient pedestrian access to retail services.
- G-11:** Allowing multi-family housing on upper floors as a conditionally permitted subordinate use in commercial zones in business districts, to provide housing near job centers, activity in areas that would otherwise be vacant during off-hours, and ease of access to services for the elderly and other residents who are unable to drive.
- G-12:** Encouraging retail commercial and residential development and restoration activities within the downtown central business commercial district in order to create a more vital neighborhood atmosphere and to enhance the historic and economic value of the downtown area.

5.0 Community Friendly Development Policies

The City shall:

- P-1:** Support infill development and other development options on underutilized residential or commercial lots through such measures as:
- the use of mid-block lanes (alleys) and interior block clusters on large and deep underdeveloped lots (subject to provisions of the Zoning Ordinance);
 - Consider reducing minimum lot sizes in Residential Mixed Density and High Density zones (under prescribed conditions, subject to provisions of the Zoning Ordinance);
 - Consider reducing minimum setbacks in Residential Mixed Density and High Density zones.
- P-2:** Develop and utilize clear and objective neighborhood compatibility standards to guide infill development and other development options on large underutilized residential or commercial lots.
- P-3:** Incorporate a variety of local street standards, including widths and design standards based on their function and hierarchy in the local system.
- P-4:** Permit narrow street standards in new residential neighborhoods in order to improve traffic safety and improve neighborhood character.
- P-5:** Require that standards for local residential streets incorporate design features such as planting strips, and street trees in order to create residential streets whose purpose is not solely to move automobiles safely and efficiently, but also to create a pedestrian friendly environment.
- P-6:** Require that standards for local collector and arterial streets incorporate design features such as bicycle lanes, planting strips, setback sidewalks, and street trees in order to create streets whose purpose is not solely to move automobiles safely and efficiently, but also to create a pedestrian and bicycle friendly environment.
- P-7:** Ensure that parking standards allow for a reduction in required parking when businesses can share parking, especially those operating on different schedules, thereby reducing the amount of surface parking.
- P-8:** Permit the construction of attached and detached accessory dwelling units by providing flexible requirements for accessory housing units in all residential zones.
- P-9:** Encourage mixed uses within individual buildings, neighborhoods, and zoning districts where allowed by planning and building codes, and where there is no or only limited potential for incompatibility or conflict with public health, safety, and welfare.
- P-10:** Allow limited and appropriately scaled neighborhood commercial services in residential zones with appropriate standards to ensure compatibility.
- P-11:** Allow multi-family housing on upper floors as a conditionally permitted subordinate use in commercial zones in business districts.
- P-12:** Allow appropriately scaled neighborhood commercial and retail services within the Mixed Density Residential Zones.

- P-13:** Encourage retail commercial and residential development and restoration activities within the downtown central business commercial district.
- P-14:** Through the development review process, promote vehicular, pedestrian, and bike connectivity design features, site layouts, and transportation facilities that link residents to the available retail services.
- P-15:** Through the development review process, require transportation improvements that provide safe and convenient pedestrian and bicycle access within and between new subdivisions, planned developments, shopping centers and industrial parks nearby residential areas, schools, parks, and other centers of neighborhood activity.
- P-16:** Limit average block perimeter in residential zones so that residential areas are built at a pedestrian oriented scale and to encourage increased pedestrian activity.
- P-17:** Require that new development proposals located on collectors, arterials and highways incorporate shared access driveways under prescribed conditions.
- P-18:** Require, as an integral part of any new development, street trees and the dedication of the necessary Right-of-Way for street trees.

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6.0 Goals for Preservation of Historic Sites and Structures

The City's Goals for Preservation of Historic Sites & Structures include:

- G-1:** Preserving the City's historic heritage to enrich the community's livability for all residents and to provide economic benefits by attracting visitors and business to the community.
- G-2:** Preserving the community's historic heritage to complement the City's Community Friendly Development principles.
- G-3:** Effectively meeting the City's responsibilities vis-à-vis historic resources as set forth in applicable State law.

7.0 Policies for Preservation of Historic Sites and Structures

The City shall:

- P-1:** Establish, maintain and implement regulations governing the alteration, moving (relocation) or demolition of Designated Landmarks and Historic Resources of Statewide Significance, so that the City effectively meets its responsibilities vis-à-vis historic resources as set forth in applicable State law.
- P-2:** Maintain an official local historic landmarks commission according to the provisions of the Lebanon Historic Preservation Ordinance.
- P-3:** Assist property owners and local groups in preserving places of historic, cultural, or special significance.
- P-4:** Continue efforts to identify, inventory, and register historic structures, and other potential historic sites and resources to assure their preservation for future generations.
- P-5:** Consider the preservation of identified historic sites within the Lebanon Urban Growth Boundary when making land use decisions or when making recommendations to Linn County on its land use actions within the Lebanon Urban Growth Area (UGA).
- P-6:** Implement historical site review procedures during land use actions impacting sites and structures identified on the Lebanon Historical Register (the City's official historic site listing), as well as the sites and structures in Lebanon listed on the National Register and/or historic resources recognized by the State of Oregon to ensure that these structures are given due consideration prior to the approval of any proposed alterations that may affect the historic integrity of the structure or site.
- P-7:** Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in a reasonable manner.
- P-8:** Carefully evaluate the public's safety and general welfare when a conflict surfaces between the renovation of an historic structure and the City's building and fire and life/safety codes.
- P-9:** Maintain an ongoing program to increase public awareness of the City's historic resources and the financial incentives available to the owners of these resources.
- P-10:** Make older neighborhoods a top priority for historic inventory and preservation.

- P-11:** Identify historically significant sites and structures on City-owned property with appropriate plaques and markers, and encourage owners of private property to do the same.
- P-12:** Develop a definition, criteria, and a process to formally identify and list historic neighborhoods and districts.
- P-13:** Continue efforts to recognize and encourage the formation of national and local historic districts.

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