

*City of Lebanon*  
*Comprehensive Plan*

**Chapter 6:**  
**HOUSING**

**Adopted by City Council**

**December 8, 2004**

# Chapter 6

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

- |   |  |
|---|--|
| • Chapter 6 (Housing) Goal G-x                  | [x = Number of Goal Statement]           |
| • Chapter 6 (Housing) General Policy P-x        | [x = Number of Policy Statement]         |
| • (And so on for other subsections)             | [x = Number of Policy Statement]         |
| • Chapter 8 (Transportation) Recommendation R-x | [x = Number of Recommendation Statement] |

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# CHAPTER 6: HOUSING

## Part One: Narrative

### 1.0 Housing

Statewide Planning Goal 10 reads: “to provide for the housing needs of the citizens of the state.”

This Chapter of the Lebanon Comprehensive Plan contains an inventory of existing housing in the Lebanon area including total housing units and housing types, conditions, trends and vacancy rates. It also contains an assessment of housing needs, projections for future housing demand, and challenges faced in providing adequate and affordable housing.

The population trends and projection figures used are those previously set forth in the Population and Economy Chapter (5). The population figures are developed by the City of Lebanon in coordination with Linn County, the State Economist’s Office, and the Portland State University Center for Population Research.

The major sources used in developing the actual housing data are the June 2004 *Lebanon Urbanization Study* (including a Buildable Lands Inventory, or BLI) conducted by ECONorthwest, the 2000 Census, a residential lands inventory, the 1999 *Linn-Benton Housing and Economy Report* (ECONorthwest, 1999) and a *Multi-Family Periodic Review Study* completed in 1997. City building permit information and the housing publications listed in the bibliography provided valuable supplemental information.

### 2.0 Housing Types, Trends, and Characteristics

#### 2.1 Background

Historically, most of the housing stock in the City of Lebanon consisted of site-built single family homes. For example, according to the 1970 Census, 2,122 (85.1 percent) of the houses in Lebanon were site-built single-family homes, 358 (14.3 percent) were multi-family units, and 16 (0.6 percent) were manufactured homes.

Traditionally, most multi-family housing consisted of duplexes and small apartment complexes. Beginning in the 1990s, however, Lebanon experienced an increase in the number of larger multi-family housing complexes.

Over time, manufactured homes have become a primary low-cost, affordable individual home available to community residents. Prior to 1990, manufactured homes within the City were restricted to manufactured home parks or subdivisions, but in accordance with changes in State law and Lebanon’s own regulations, are now allowed on individual lots. Manufactured home demand has continued to rise and can reasonably be expected to increase with rising housing costs.

## 2.2 Total Housing Units

According to the 2000 Census, there were 5,484 year-round housing units in Lebanon in 2000. Of these, 5,069 (93.4 percent) were occupied: 3,115 (61.5 percent) by owners and 1,954 (38.5 percent) by renters (see **Table 6-1**).

By 2003, based on the Census and building permit data, the total number of housing units in the Lebanon City Limits had risen to 5,773 due to construction activity and annexations. At the same time, there were 1,324 housing units within the Lebanon Urban Growth Area (UGA) outside the City Limits. The total number of housing units within the Urban Growth Boundary (UGB) in 2003 was, therefore, 7,097 units.

**Table 6-1: Total Housing Units by Type - 2003**

Type of Housing	City of Lebanon		Urban Growth Area (Excludes area within City limits)		TOTAL	
	#	%	#	%	#	%
Site-Built Single-Family	4,087	74.2	947	71.5	5,034	73.7
Multi-Family	1,169	21.2	23	1.7	1,192	17.4
Manufactured Homes	517	9.4	354	26.7	871	12.7
<b>Total</b>	<b>5,773</b>	<b>100.0</b>	<b>1,324</b>	<b>100.0</b>	<b>7,097</b>	<b>100.0</b>

Source: 2000 Census, updated with Building Permit and Linn County Surveyor's Office information.

## 2.3 Housing Trends

Between 1960 and 1970, the number of housing units in Lebanon increased 11 percent with an average yearly increase of 25 units. Between 1970 and 1980, the number of housing units increased by over 57 percent with an average yearly addition of 143 units. Between 1980 and 1989, housing growth in Lebanon slowed considerably, with an average yearly increase of only 25 units.

Overall, the 2000 Census data indicate that housing development in Lebanon during the 1990s was primarily driven by site-built single-family detached units. **Table 6-2** shows dwelling units by type in Lebanon in 1990 and 2000 as reported by the Census. Lebanon had 4,502 dwelling units in 1990, and 5,484 dwelling units in 2000 — an increase of 982 dwelling units, an increase of 21.8 percent. Notably, Lebanon's overall mix of site-built single-family detached units remained the same at 67 percent of total units. The number of site-built single-family detached units increased during this decade by 660 units, an increase of 21.9 percent. Multifamily units decreased slightly as a percentage of the total share of housing units, from 23 percent in 1990, to 21 percent in 2000. The number of multifamily units increased by 126 units or 12.4 percent between 1990 and 2000. Mobile/manufactured housing almost doubled from 236 units to 421 units during the same time period, and grew from 5 percent of the total housing stock in 1990 to 7.7 percent in 2000. This increase of 185 mobile or manufactured housing units represented an increase of 54.5 percent in this type of housing between 1990 and 2000.

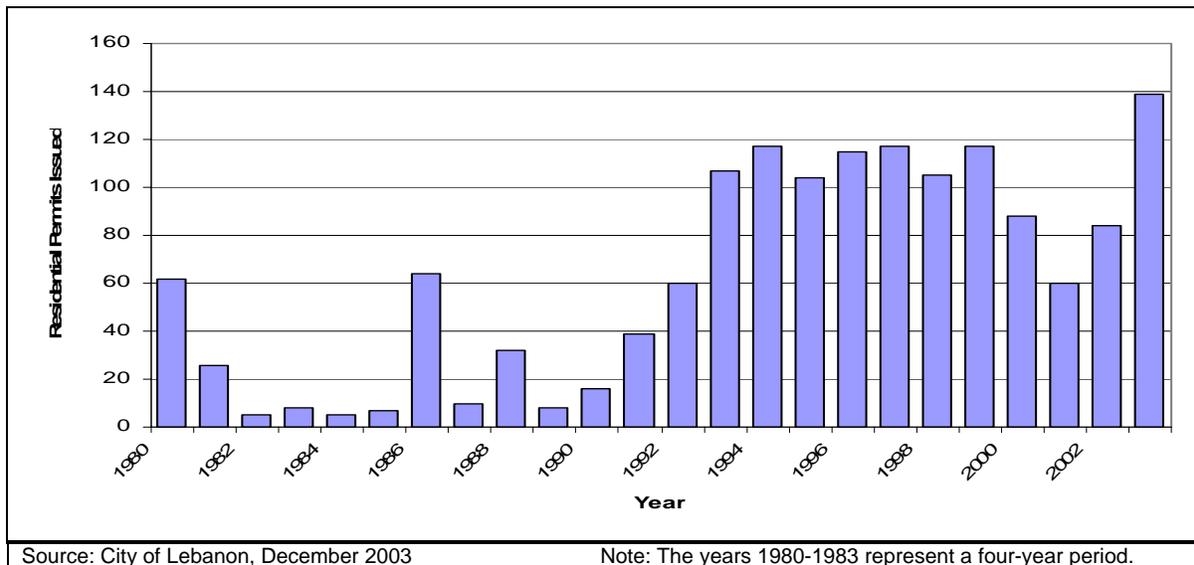
**Table 6-2: Dwelling Units by Type, 1990 & 2000**

Type of Lebanon Housing or Dwelling Units	1990 Census		2000 Census		New DU 1990-2000		
	Number of DU	Percent of 1990 Total DU	Number of DU	Percent of 2000 Total DU	Number of New DU	Percent of Total New DU	Percent of Change 1990 to 2000
Single-Family Detached (Site-Built)	3,008	67%	3,668	66.9%	660	67%	+ 21.9%
Single-Family Attached (Duplex)	210	5%	239	4.4%	29	3%	+13.8%
Multifamily	1015	23%	1141	20.8%	126	13%	+12.4%
Mobile/Manufactured	236	5%	421	7.7%	185	19%	+78.4%
Other	33	1%	15	0.3%	-18	-2%	-54.5%
Total Housing or Dwelling Units	4,502	100%	5,484	100%	982	100%	+21.8%

Source: 1990 and 2000 US Census. DU = Dwelling Units

**Figure 6-1** shows building permits issued for new residential construction in Lebanon annually between 1980 and 2003. Between 1980 and 1992, an average of 26 residential building permits was issued each year. The number of residential building permits issued increased substantially in 1993, and have averaged almost 105 annually since 1994.

**Figure 6-1: Building Permits Issues for Housing in Lebanon, 1980 – 2003**



The number of building permits issued increased more between 1993 and 2003, as compared to 1980 to 1992. The increase is probably related to a robust economy in the mid-Willamette Valley during the 1990s, and the affordable cost of housing in Lebanon relative to other cities in the area. This issue was addressed in detail in the 1999 Oregon Cascade West Council of Governments (OCWCOG) report (i.e., the 1999 *Linn-Benton Housing and Economy Report* by ECONorthwest). The data also show a decrease in the number of residential permits issued during the 2000-2002 period. This dip can be attributed to economic conditions during that period. Permits issued rebounded in 2003 to 139 — the highest annual number ever recorded in Lebanon.

**Table 6-3** shows the building permits issued for new residential construction by type of unit from 1980 to 2003. City permit records show that permits were issued for a total of 1,495 dwelling units during this period. About 78 percent of the building units were for single-family residences (detached single-family homes or manufactured dwellings). About 20 percent of the permits were issued for multifamily units and 5 percent for duplexes.

**Table 6-3: Residential Building Permits by Type, Lebanon, 1980-2003**

Year	Annual Totals	Single-Family	Manufactured Homes	Multi-Family	Duplexes
2003	139	98	33	0	8
2002	84	47	33	0	4
2001	60	34	14	0	12
2000	88	39	23	22	4
1999	117	53	30	30	4
<b>Subtotal for 1999-2003</b>					
Number	488	271	133	52	32
Percent	100%	56%	27%	11%	7%
1998	105	65	38	0	2
1997	117	49	36	30	2
1996	115	43	42	26	4
1995	104	37	40	19	8
1994	117	49	16	40	12
<b>Subtotal for 1994-1998</b>					
Number	558	243	172	115	28
Percent	100%	44%	31%	21%	5%
1993	107	56	12	39	0
1992	60	37	15	0	8
1991	39	20	19	0	0
1990	16	10	6	0	0
1989	8	6	0	2	0
<b>Subtotal for 1989-1993</b>					
Number	230	129	52	41	8
Percent	100%	56%	23%	18%	3%
1988	32	9	23	0	0
1987	10	0	10	0	0
1986	64	4	20	40	0
1985	7	1	6	0	0
1984	5	2	3	0	0
<b>Subtotal for 1984-1988</b>					
Number	118	16	62	40	0
Percent	100%	14%	53%	34%	0%
1983	8	4	4	0	0
1982	5	1	4	0	0
1981	26	14	3	9	0
1980	62	40	13	9	0
<b>Subtotal for 1980-83</b>					
Number	227	81	86	60	0
Percent	100%	36%	38%	26%	0%
<b>Total</b>					
<b>Number</b>	<b>1,495</b>	<b>718</b>	<b>443</b>	<b>266</b>	<b>68</b>
<b>Percent</b>	<b>100.0%</b>	<b>48.0%</b>	<b>29.6%</b>	<b>17.8%</b>	<b>4.5%</b>

Source: City of Lebanon, December 2003

Notes: The years 1980-1983 represent a four-year period. Lebanon changed its policy on siting of manufactured dwellings to allow manufactured homes in all residential zones in 1989 in response to the manufactured housing rule.

The residential building permit data shown in **Table 6-3** underscore another key point: development of different housing types tends to vary depending on market conditions. For example, for the most recent 5-year period from 1999-2003, 56 percent of permits issued were for single-family detached residences. This figure was as low as 14 percent for the 1984-1988 period. Similar trends exist for other housing types. In summary, the data presented in **Table 6-3** provide a long-term overview of market performance in Lebanon — or the past *demand* for housing.

Population projections for Lebanon and Linn County show positive population growth over the next 20 years. These predicted growth trends, combined with factors such as the increasing senior population and decreasing household size, point toward a growing need for low- to mid-income rental units. The findings of the 1992 *Lebanon-Sweet Home Affordable Housing Study* support the need for smaller more affordable housing units in the City of Lebanon. The statistic that is most important in determining the affordable housing need is the percentage of low/very-low income households that are paying more than 30 percent of their income for housing. In 2000, that included about 36 percent of all Lebanon households. A higher percentage of renters experienced this cost burden than homeowners (52 percent versus 25 percent). The 2004 *Lebanon Urbanization Report* estimated that there was a deficit of about 750 affordable units in 2000.

## 2.4 Population

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”).<sup>1</sup> **Table 6-4** shows the historical and coordinated forecast population<sup>2</sup> 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,<sup>3</sup> Lebanon’s coordinated 2020 population forecast is 18,019 persons and is based on a coordinated average annual growth rate of 1.71 percent.

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<sup>1</sup> 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.

<sup>2</sup> 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.

<sup>3</sup> 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 6-4: 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 6-4** are for the City Limits only. The coordinated forecasts for Lebanon give a picture of the population that the City will need to provide housing for in the future, which in turn translates into additional land needs.

### **2.5 Projected Housing Needs**

Needed housing means housing types determined to meet the need of the future population for housing within the Urban Growth Boundary (UGB) at particular price ranges and rent levels. Needed housing includes, but is not limited to: attached and detached single-family housing and multifamily housing for both owner and renter occupancy; manufactured homes; and government-assisted housing.

According to ECONorthwest’s 2004 *Lebanon Urbanization Report*, there is a projected need for 2,716 additional housing units by the year 2025 (See **Table 6-5** below). This is based on an overall annual population growth rate of 1.7 percent, a projected population increase of 6,457 persons between 2003 and 2025, 175 persons in group quarters, and a decrease in the average household size to 2.43 between 2003 and 2025 (compared to 2.6 in 1980, and 2.5 in 2000). This decrease in household size is in keeping with general demographic trends throughout the state and country. The ECONorthwest forecast also assumes a vacancy rate of 4.0 percent for single-family dwellings and 6.0 percent for multifamily dwellings.

According to ECONorthwest's 2004 *Lebanon Urbanization Report*, the forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

**Table 6-5: Baseline Forecast of New Dwelling Units by Type, Lebanon, 2003-2025**

Variable	Needed Housing Units (2003-2025)
Change in Persons, 2003-2025	6,457
- Change in Persons in Group Quarters	175
= Persons in Households	6,282
<b>Single-Family Dwelling Units</b>	
Percent Single-Family DU	70%
Persons in Single-Family Households	4,397
÷ Persons Per Occupied Single Family DU	2.60
New Occupied Single-Family DU	1,691
Vacancy Rate	4.0%
Total New Single-Family DU	1,762
<b>Multifamily Dwelling Units</b>	
Percent Multifamily DU	30%
Persons In Multifamily Households	1,885
÷ Persons Per Occupied Multifamily DU	2.10
New Occupied Multifamily DU	897
Vacancy Rate	6.0%
New Multifamily DU	955
<b>Totals</b>	
= Total New Occupied Dwelling Units	2,589
Aggregate Household Size (Persons/Occupied DU)	2.43
+ Vacant Dwelling Units	128
= Total New Dwelling Units	2,716
Dwelling Units Needed Annually 2003-2025	123
<i>Source: ECONorthwest, 2004 Lebanon Urbanization Study</i>	
<i>DU = Dwelling Units</i>	

The City has implemented a number of Zoning Text Amendments in order to provide more efficient land use and more compact urban growth patterns. These amended regulations are intended to allow smaller lots, increase residential development opportunities, reduce minimum site area requirements, add site-enhancing density bonuses for multi-family developments, reduce and refine open space requirements, and permit taller buildings.

**Table 6-6** shows a rough estimate of affordable housing cost and units by income levels for Lebanon in 2000. The data in **Table 6-6** indicate that:

- About 23 percent of Lebanon households cannot afford a studio apartment according to HUD's estimate of \$398 as fair market rent;
- More than 31 percent of Lebanon households cannot afford a two-bedroom apartment at HUD's fair market rent level of \$612;
- A household earning median family income (\$49,300) can afford a home valued up to about \$123,250.

**TABLE 6-6: Rough Estimate of Housing Affordability, Lebanon, 2000**

Income Level	Number of Households	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
Less than \$10,000	655	12.9%	\$0 to \$250	\$0 to \$25,000	22	91	-542	
\$10,000 to \$14,999	471	9.3%	\$250 to \$375	\$25,000 to \$37,000	28	238	-205	
\$15,000 to \$24,999	971	19.1%	\$375 to \$625	\$37,500 to \$62,500	206	866	101	HUD FMR studio: \$398; 1 bdrm: \$493; 2 bdrm: \$612
\$25,000 to \$34,999	725	14.3%	\$625 to \$875	\$62,500 to \$87,500	601	663	540	HUD FMR 3 bdrm: \$843
\$35,000 to \$49,999	941	18.5%	\$875 to \$1,250	\$87,500 to \$125,000	898	236	192	
Linn County Median: \$49,300			\$1,233	\$123,250				
\$50,000 to \$74,999	890	17.5%	\$1,250 to \$1,875	\$125,000 to \$187,500	940	68	118	
\$75,000 to \$99,999	290	5.7%	\$1,875 to \$2,450	\$187,500 to \$245,000	156	8	-126	
\$100,000 to \$149,999	116	2.3%	\$2,450 to \$3,750	\$245,000 to \$375,000	52	0	-64	
\$150,000 or more	25	0.5%	More than \$3,750	More than \$375,000	11	0	-14	
<b>Total</b>	<b>5,084</b>	<b>100.0%</b>			<b>2914</b>	<b>2170</b>	<b>0</b>	

Sources: 2000 Census, and Oregon Housing & Community Services. Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives*, 1993.

Notes: FMR-Fair Market Rent

According to ECONorthwest's 2004 *Lebanon Urbanization Report*, the conclusion based on the data presented in this section is that Lebanon currently has a deficit of affordable housing for households that earn less than \$15,000 annually (about \$7.50 per hour for a full time job).

The results also show that Lebanon has a deficit of higher-end housing: housing with prices above \$187,000. Most or all of the demand in this market segment will be for single-family detached units. This is a need that probably does not require any policy remedies other than ensuring adequate lands are available for low-density single-family units. In summary, if the housing market perceives demand exists for higher end housing, it will find ways to respond to this demand.

As a final step in the housing affordability analysis, ECONorthwest performed a rough correlation of income with needed housing types as defined by ORS 195.303. This analysis is also consistent with guidance provided in the Oregon Housing & Community Services Department’s Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives*, 1993.<sup>4</sup> **Table 6-7** shows an evaluation of market segments, incomes, and financially attainable housing products using the HUD income guidelines as the market segments and Census data for the income distribution. The table provides an estimate of financially attainable housing types by income and tenure. Households in the upper-middle and high-income segments will be able to afford new housing.

**TABLE 6-7: Financially Attainable Housing Type by Income Range**

Market Segment by Income	Income range	Number of Households	Percent of Households	Financially Attainable Products		
				Owner-occupied	Renter-occupied	
High (120% or more of MFI)	\$59,160 or more	480	19%	All housing types; higher prices	All housing types; higher prices	↑ Primarily New Housing
Upper Middle (80%-120% of MFI)	\$39,440 to \$59,160	505	20%	All housing types; lower values	All housing types; lower values	
Lower Middle (50%-80% of MFI)	\$24,650 to \$39,440	505	20%	Manufactured on lots; single-family attached; duplexes	Single-family attached; detached; manufactured on lots; apartments	↓ Primarily Used Housing
Low (30%-50% or less of MFI)	\$14,790-\$24,650	480	19%	Manufactured in parks	Apartments; manufactured in parks; duplexes	↓
Very Low (Less than 30% of MFI)	Less than \$14,790	555	22%	None	Apartments; new and used government assisted housing	

Source: ECONorthwest 2004 *Lebanon Urbanization Study*, utilizing current HUD income guidelines as the market segment and 2000 Census data for the income distribution. NOTE: MFI = Median family Income

## 2.6 Existing Housing Factors And Trends

The first step in a housing needs assessment is to identify relevant national, State, and local demographic and economic trends and factors that affect local housing markets. The Joint Center for Housing Studies of Harvard University’s *The State of the Nation’s Housing, 2003* report summarizes the national housing outlook for the next decade as follows:<sup>5</sup>

- Over the next ten years, the aging baby-boomers will continue to support the trade-up market, increase spending on professional remodeling projects, and create demand for more expensive rentals. As the echo boomers move into their 20s, they will generate demand for smaller apartments and starter homes. At the same time, housing providers and the financial system will face the growing challenge of supplying units to low-income and minority households.
- The aging of the population, and of the baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years.

<sup>4</sup> Specifically, Step 4, page 29 and the figure on page C-11.

<sup>5</sup> *The State of The Nation’s Housing, 2003*, The Joint Center for Housing Studies of Harvard University. Available on-line at <http://www.jchs.harvard.edu/publications/markets/son2003.pdf>.

- Because of the persistent disparities between rich and poor households and between white and minority households, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes.
- While further homeownership gains are likely during this decade, they are not assured. The past ten years have established a momentum that should keep homeownership rates—especially among minorities—headed higher.
- Over the longer term, rental housing demand should grow even if the national homeownership rate continues its steady ascent.
- Growth in young adult households will increase demand for moderate rentals, especially when the echo boomers reach their mid-20s after 2010. Meanwhile growth among those between the ages of 45 and 64 will lift demand for higher-end rentals.
- Nationally, several shifts in the characteristics of housing are evident:
  - Larger single-family units on smaller lots.
  - Larger multifamily units.
  - More household amenities.

In the 1990's, Lebanon has had the second highest rate of housing growth in its history, surpassed only by the heavy growth during the 1970's. This increase in new housing units can be attributed to many factors including, a strong regional economy, steady population growth, and decreasing household size.

Coordinated population projections for Lebanon and Linn County show positive population growth over the next 20 years. This combined with factors such as the increasing senior population and decreasing household size points toward a growing need for low to mid-income rentals. The findings of the Lebanon-Sweet Home Affordable Housing Study support the need for smaller more affordable housing units in the City of Lebanon. In 2000, over 36 percent of households were paying more than 30 percent of their income for housing.

It is helpful to review national and regional housing trends to better understand local housing markets and housing needs. According to ECONorthwest's 2004 *Lebanon Urbanization Report*, the following is a summary of how housing trends are likely to affect the housing market in Lebanon:

- On average, future housing will look a lot like past housing.
- If the future differs from the past, it is likely to move in the direction (on average) of smaller units and less expensive construction techniques.
- If population and employment are assumed to grow, average incomes will probably be growing also.

## **2.7 Residential Mix and Density**

**Table 6-8** shows residential density for subdivisions and planned developments approved in Lebanon between 1999 and 2003. A total of 603 lots/dwelling units were approved during this period. The results show that actual residential density between 1999 and 2003 averaged about 7.2 dwelling units per net residential acre for all housing types.

Analysis of density by zone shows that subdivisions and planned developments averaged 5.92 dwelling units per net residential acre in the RL (low density) residential zone and 7.27 dwelling units per net residential acre in the RM (mixed density) residential zone. No subdivisions or planned developments occurred in the RH (high density) residential zone, the housing area surrounding the downtown commercial core (by definition).

The RH zone is near full build out and there are limited vacant lands in the RH zone. Thus, most future development in the RH zone will actually be redevelopment. However, the land development opportunities permitted in the RH zone are also permitted in the RM (mixed density) residential zone. According to ECONorthwest's 2004 *Lebanon Urbanization Report*, the City has a substantial supply of vacant and partially vacant land in the RM zone.

**Table 6-8: Annual Residential Density (Dwelling Units Per Net Residential Acre), Lebanon, 1999-2003**

Year	Zone					
	RL		RM		RH	
	Number	DU/NRA	Number	DU/NRA	Number	DU/NRA
1999	23	5.82	174	12.74	-	-
2000	-	-	62	10.35	-	-
2001	-	-	-	-	-	-
2002	-	-	76	9.33	-	-
2003	8	6.22	260	5.86	-	-
Average 99-03	31	5.92	572	7.27	na	na

Source: City of Lebanon subdivision and planned development data Notes: The RH Zone is near full build out, thus no permits were issued during the analysis period ; NRA = Net residential Acre ; DU = Dwelling Units

Building permits issued between 1980 and 2003 provide some indication of how the market is likely to perform in the short term. The **observed housing mix** over this 23-year period was 48 percent single-family detached, 29.6 percent manufactured, 17.8 percent multifamily, and 4.5 percent duplex (or 22.3 percent for all multifamily). The **assumed future housing mix** in the preamble to the 1980 Comprehensive Plan was 50 percent for single-family, 12 percent manufactured homes, and 38 percent multifamily. According to ECONorthwest's 2004 *Lebanon Urbanization Report*, the biggest difference in the 2003 observed mix and the 1980 assumed mix is between manufactured and multifamily residential. The difference suggests that the Lebanon housing market and Lebanon residents have shown a stronger preference for manufactured housing than for multifamily housing over the past twenty-five years.

According to ECONorthwest's 2004 *Lebanon Urbanization Report*, a reasonable housing mix for the planning period is 70 percent single-family (site-built single-family detached and manufactured) and 30 percent multifamily (duplexes, town homes and apartments). This would be a significant shift from the existing housing mix of nearly 80 percent single-family housing types. ECONorthwest concluded, on the basis of its urbanization study and local marketplace factors, that it is likely that a majority of the multifamily housing built in the community over the next 20 years will be in duplexes and smaller apartment complexes (structures with 20 or fewer units). It is anticipated that such a housing mix will be appropriate for the future Lebanon housing market (ownership and rental) based on both affordability and livability, and that the indicated rental component (a variety of multifamily housing types) poses a more acceptable risk for housing investors in the Lebanon market as opposed to a higher percentage of more costly site-built single-family dwellings.

**Table 6-9** shows the forecast according to ECONorthwest's 2004 *Lebanon Urbanization Report* of needed housing units by type in Lebanon for the period 2003-2025. The assumed residential mix is 50 percent single-family, 20 percent manufactured (mobile home), and 30 percent multifamily (8 percent condo/townhomes and 22 percent multifamily). The housing mix adjustments increase the number of needed units slightly (from 2,525 to 2,588) because a higher percentage of households are allocated to multifamily housing types which are assumed to have a smaller household size.

**Table 6-9: Forecast of Needed Housing Units, Lebanon, 2002-2025**

Housing Type	New DU	Percent
<b>Single Family Dwellings</b>		
Single-family detached	1,358	50%
Manufactured	543	20%
Subtotal	1,902	70%
<b>Multi-Family</b>		
Condo/Townhomes	217	8%
Multifamily	598	22%
Subtotal	815	30%
<b>Total</b>	<b>2,716</b>	<b>100%</b>
Source: ECONorthwest's 2004 <i>Lebanon Urbanization Report</i>		

**Table 6-10** shows land need by plan designation. This table is intended to address the requirement that cities “determine the needed density ranges for each plan designation and the average needed net density for all structure types.” The results are based on the housing need mix shown in **Table 6-9**.

Based on the alternative housing need forecast, Lebanon will need about 468 gross residential acres to accommodate housing need between 2003 and 2025. Of this, about 184 should be designated for low-density residential uses, and 286 acres should be designated for mixed-density residential uses. These figures represent *total* land needed for housing. They do not identify where housing will be located or estimate need for residential land that will be used for other purposes such as parks.

**Table 6-10: Residential Land Need by Plan Designation, 2003-2025**

Housing Type	Low Density Residential			Mixed Density Residential		
	Number of DU	Net Acres *	Gross Acres	Number of DU	Net Acres *	Gross Acres
Single-family detached	679	113.2	150.9	679	113.2	150.9
Manufactured	217	27.2	34.0	326	40.7	50.9
Subtotal	896	140.4	182.9	1,005	153.9	201.9
<b>Multi-Family</b>						
Condo/Townhomes	-	-	-	217	24.1	28.4
Multifamily	-	-	-	598	49.8	55.3
Subtotal	-	-	-	815	73.9	83.7
<b>Total</b>	<b>896</b>	<b>140.4</b>	<b>184.9</b>	<b>1,820</b>	<b>227.9</b>	<b>285.6</b>
Source: ECONorthwest's 2004 <i>Lebanon Urbanization Report</i> <span style="float:right">Note: Numbers may not add due to rounding errors</span>						
<p>* <b>Net Residential acres</b> are a function of subtracting all land utilized for other purposes such as sidewalks, driveways, required setbacks, lot coverage requirements and so on. The ECONorthwest Study utilizes the following Net to Gross Acreage Factors (See Table 3-7 on page 3-11 of the Urbanization Study):</p> <ul style="list-style-type: none"> <li>• Single- Family Detached Home (Site-Built) -- 25%</li> <li>• Manufactured Home – 20%</li> <li>• Condo/Town Homes – 15%</li> <li>• Multi-Family Units – 10%</li> </ul>						

**Table 6-11: Distribution of Residential Market Values by Lot Size for Lebanon City Limits, 2004**

<b>Lot Size in Square Feet</b>	<b>Number of Tax Lots</b>	<b>Average Market Value</b>	<b>Minimum Market Value</b>	<b>Maximum Market Value</b>
<2500	69	\$69,521	\$200	\$272,840
2,500-3,999	81	\$67,306	\$8,780	\$147,290
4,000-4,999	135	\$57,999	\$8,920	\$144,720
5,000-5,999	272	\$75,311	\$15,690	\$218,600
6,000-6,999	646	\$94,398	\$2,000	\$308,590
7,000-7,999	578	\$91,041	\$22,290	\$180,690
8,000-8,999	698	\$96,508	\$36,200	\$222,640
9,000-9,999	388	\$101,260	\$26,120	\$258,940
10,000-10,999	360	\$110,447	\$36,830	\$282,880
11,000-11,999	186	\$118,801	\$23,870	\$286,400
12,000-14,999	316	\$123,365	\$270	\$308,590
15,000-19,999	173	\$131,524	\$43,640	\$364,280
20,000-43,560	105	\$240,712	\$53,790	\$1,012,400
Total/Average	4,007	\$101,743	--	--

**Sources:** Values Based on Market Value in Linn County Assessor's Database. Analysis by ECONorthwest, October 2004.

**Note:** 1 Acre = 43,560 Square feet

The types of density indicated in **Tables 6-8 and 6-10** reasonably relate to affordability in Lebanon. Clearly there is a correlation between lot size and Residential Market Values in the City of Lebanon, according to data from the Linn County Assessor (see **Table 6-11**). Yet, there are no barriers in City codes to prevent developers building considerably higher densities in the City. Currently the marketplace has indicated a preference for an average of about 12 multifamily units per acre in Lebanon. However, the Lebanon zoning regulations for the Residential Mixed Density (RM) Zone would permit up to 22 two-bedroom units of multifamily housing per acre. In addition the City has mechanisms for encouraging higher densities in the City codes (e.g., density bonuses). The City codes also permit accessory dwelling units and cluster developments that are intended to facilitate increased densities and affordability.

### 3.0 Housing Conditions

The 2000 Census included several indicators of general housing condition in the community: age of housing, inadequate plumbing facilities, and overcrowding.

Older housing may exhibit structural, electrical and plumbing deficiencies due to the lower building standards at the time of construction. There is, therefore, a potential for deterioration if a program of maintenance is not followed. **Table 6-12** shows the age of housing in Lebanon in 1980, 1990, and 2000. In 2000, approximately 50 percent of Lebanon's housing stock was 30 years old or older.

**Table 6-12: Age of Housing, Lebanon, 1980, 1990, AND 2000**

	1980		1990		2000	
	# Units	%	# Units	%	# Units	%
<b>PRIOR TO 1940</b>	933	23.7	639	14.2	712	13.0
<b>1940 - 1949</b>	741	18.8	730	16.2	N/A	N/A
<b>1950 - 1959</b>	752	14.6	669	14.8	N/A	N/A
<b>1940 - 1960</b>	1,493	33.4	1,399	31.0	1,557	28.4
<b>1960 - 1969</b>	250	6.4	539	12.0	478	8.7
<b>1970 - 1979</b>	1,443	36.5	1,409	31.3	1,444	26.3
<b>1980 - 1989</b>	--	--	516	11.5	436	8.0
<b>1990 - 2000</b>	--	--	--	--	857	15.6
<b>TOTALS</b>	<b>3939</b>	<b>100</b>	<b>4,502*</b>	<b>100</b>	<b>5,484</b>	<b>100</b>
<b>Sources:</b> 1980, 1990, and 2000 Census						

Even though the proportion of older housing was fairly high in 2000, other indications from the 2000 Census data show that Lebanon's housing is generally in good condition.

### 4.0 Housing Costs

#### 4.1 Single-Family Homes

Average sale prices for residential units in Linn County have increased substantially during the 1990s. Single-family home prices in Lebanon and surrounding areas are still more affordable than many nearby areas of the County and the Willamette Valley. Prices increased substantially during the last half of the 1990s (22 percent from 1995 to May of 1999) due in large part to a robust regional economy and to the inception of a regional real estate multiple listing system which allowed realtors and home buyers to easily compare housing prices in numerous areas of the Willamette Valley. **Table 6-13** compares the change in residential home prices in Lebanon and Linn County with those in other nearby communities and counties from 1995 to September of 2004.

**Table 6-13: Willamette Valley Residential Average Sales  
Prices in Area, 1995-2004**

Region	1995	Percent Change 1995 to 2000	2000	2001	2002	2003	2004 September	Percent Change 2000 to 2004
<b>County Areas</b>								
Linn	\$98,808	+20.6%	\$119,129	\$126,509	\$126,693	\$134,656	\$125,688	+5.5%
Benton	\$141,459	+26.9%	\$179,454	\$185,995	\$188,580	\$203,144	\$214,544	+19.6%
Polk	\$86,468	+55.5%	\$134,461	\$142,635	\$143,242	\$151,313	\$147,864	+10%
Marion	\$89,251	+59.6%	\$142,483	\$146,199	\$154,349	\$165,408	\$163,733	+14.9%
<b>Area Cities</b>								
Corvallis	xxx	xxx	\$179,406	\$191,980	\$189,865	\$208,557	\$217,053	+21%
Albany	xxx	xxx	\$134,410	\$145,736	\$143,153	\$153,729	\$158,289	+17.8%
Brownsville	xxx	xxx	\$129,991	\$124,099	\$139,764	\$109,196	\$125,061	-3.8%
Sweet Home	xxx	xxx	\$103,953	\$98,085	\$103,815	\$116,165	\$114,670	+10.4%
Lebanon	xxx	xxx	\$120,687	\$125,383	\$126,441	\$129,098	\$135,021	+11.9%

Source: Willamette Valley Multiple Listing Service (October 2004)

As shown in **Table 6-13**, between 2000 and September 2004, the average sales price of residential property in Lebanon increased overall by 11.9 percent. The average percent change in Sweet Home was slightly lower, while the percent changes in Albany and Corvallis were much higher during this same span of time. The Brownsville market costs peaked in 2002 and then declined to the point that by September 2004 average cost was lower than in 2000. Between 2000 and September 2004, average residential sales prices in Lebanon were lower than those in Albany, Corvallis, and varied in comparison with those in Brownsville, and were consistently somewhat higher than in Sweet Home. Generally, average home prices in Linn County (including Lebanon) were substantially lower than in Benton County (primarily Corvallis).

This price inequity between Lebanon and Corvallis provides some explanation for the large number of residents who are commuting from Lebanon to work in Corvallis. This data is part of the regional jobs-housing study that is well documented in the 1999 *Linn-Benton Housing and Economy Report*, a multi-year study conducted by ECONorthwest and facilitated by Oregon Cascades West Council of Governments (OCWCOG).

According to the 2000 Census, 57.3 percent (2,611) of Lebanon's 4,555 households lived in owner-occupied units, and of these households 24.6 percent (643) spent 30 percent or more of their household income on their selected monthly owner costs.

## 4.2 Rental Units

According to the 2000 Census, the median gross rent in Lebanon was \$568 per month, up 65 percent from \$344 in 1990. In 1990, 46 percent of renter households with a gross annual income of under \$20,000 were spending over 35 percent of their income on housing. According to the 2000 Census, 42.7 percent (1,944) of 4,555 Lebanon's households lived in renter-occupied units, and of these households 50.3 percent (977) spent 30 percent or more of their household income on their gross rent.

## 4.3 "Cost Burden" and Affordability

The Oregon Housing and Community Development Department identifies an imbalance of housing cost to income when households spend more than 30 percent of their household income on housing. The City attains compliance with Statewide Planning Goal 10 by ensuring that affordable housing opportunities exist in Lebanon for citizens of all income levels.

A typical standard used to determine housing affordability is that a household should pay no more than 30 percent of its total monthly household income for housing, including utilities. According to the U.S. Census, over 1,600 households in Lebanon (about 36 percent) paid more than 30 percent of their income for housing in 2000.

One way of exploring the issue of financial need is to review wage rates and housing affordability. Staff at the Oregon office of HUD conducted an analysis of wages and rents in 2000. **Table 6-14** shows an analysis of affordable housing wage and rent gap for households in Lebanon at different percentages of median family income (MFI) using the HUD methodology. The data are for a typical family of four. The results indicate that a household must earn about \$12.94 an hour to afford a two-bedroom unit according to HUD's fair market rate rent estimate.

**Table 6-14: Analysis of Affordable Housing Wage and Rent Gap by HUD Income Categories, Linn County, 2003**

Value	Minimum Wage	30% MFI	50% MFI	80% MFI	100% MFI	120% MFI
Annual Hours	2086	2086	2086	2086	2086	2086
Minimum Wage	\$6.50	\$7.09	\$11.82	\$18.91	\$23.63	\$28.36
Annual Wage At Minimum Wage	\$13,559	\$14,790	\$24,650	\$39,440	\$49,300	\$59,160
Annual Affordable Rent	\$4,068	\$4,437	\$7,395	\$11,832	\$14,790	\$17,748
Monthly Affordable Rent	\$339	\$370	\$616	\$986	\$1,233	\$1,479
HUD Fair Market Rent(2 Bedroom)	\$675	\$675	\$675	\$675	\$675	\$675
Is HUD Fair Market Rent Higher Than The Monthly Affordable Rent?	Yes	Yes	Yes	No	No	No
Rent Paid Monthly OVER 30% of Income	\$336	\$305	\$59	na	na	na
Rent Paid Annually OVER 30% of Income	\$4,032	\$3,663	\$705	na	na	na
Percentage of Income Paid OVER 30% of Income for Rent	30%	25%	3%	na	na	na
Total Spent on Housing	60%	55%	33%	21%	16%	14%
For this area what would the "Affordable Housing Wage" be?	\$12.94	\$12.94	\$12.94	\$12.94	\$12.94	\$12.94
The Affordable Housing Wage Gap IS:	\$6.44	\$5.85	\$1.13	na	na	na
Source: HUD, Oregon office; analysis by ECONorthwest (2004 <i>Lebanon Urbanization Study</i> )				MFI: Median Family Income		

Total housing expenses are generally defined to include payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30 percent of their income on housing experience “cost burden” and households paying more than 50 percent of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

**Table 6-15** shows housing costs as a percent of income by tenure for Lebanon households in 2000 for selected reporting households. The data show that about 36 percent of Lebanon households experienced cost burden in 2000. The rate was much higher for renters (52 percent) than for homeowners (25 percent).

**Table 6-15: Housing Cost as a Percentage of Household Income, Lebanon, 2000**

Percent of Income	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Less than 15%	807	31%	236	12%	1,043	23%
15% - 19%	480	18%	158	8%	638	14%
20% - 24%	333	13%	275	15%	608	14%
25% - 29%	339	13%	249	13%	588	13%
30% - 34%	131	5%	143	8%	274	6%
35% or more	512	20%	834	44%	1,346	30%
<b>Total</b>	<b>2,602</b>	<b>100%</b>	<b>1,895</b>	<b>100%</b>	<b>4,497</b>	<b>100%</b>
<b>Cost Burden</b>	<b>643</b>	<b>25%</b>	<b>977</b>	<b>52%</b>	<b>1,620</b>	<b>36%</b>
<i>Households Not Computed in Above Census Data</i>	9	.3% of 2,611	49	2.5% of 1,944	58	1.3% of 4,555
Source: 2000 Census						

#### **4.4 Facilitating Housing Opportunities for All Segments of the Community**

The City of Lebanon does not have a public housing program whereby the City could actually provide affordable housing units for sale or rent, and must therefore leave the direct provision of affordable housing to other agencies (see Sections 6 and 7 on following pages) and private developers. Likewise, the City does not and cannot dictate to the citizens who comprise the local housing market or to the investors and developers who actually provide housing in this community.

However, the City can assure that there are no barriers in the City’s Zoning Ordinance and other land use regulations that would prevent either private developers or public entities from providing housing types and densities that will meet the affordability needs of all segments of the community. Furthermore, the City can encourage the development of affordable housing and the provision of a range of housing types and densities, through such mechanisms as the density bonuses. The City of Lebanon is committed to such efforts to maximize choices in the housing marketplace for all segments of the community.

## 5.0 Potential Buildable Lands for Residential Use – Summary and Status

### 5.1 Summary of Potential Residential Buildable Lands

Buildable lands are defined by the Land Conservation & Development Commission (LCDC) as "Lands in urban and urbanizable areas that are suitable, available, and necessary for residential uses." Buildable lands include both vacant land and developed land likely to be redeveloped [ORS 197.295(1)].

**Table 6-16** shows that Lebanon had 1,553 vacant potentially buildable<sup>6</sup> acres of land designated for residential development in its UGB as of April 2004. According to the 2004 ECONorthwest study, the City will need about 468 gross buildable acres of residential land to accommodate new housing between 2003 and 2025. Thus, the City has a potential surplus of about 1,085 residential acres.

**Table 6-16: Vacant, Potential Buildable Residential Land, Lebanon UGB, April 2004**

Plan Designation	Number of Tax Lots	Net Vacant Acres	Percent of Net Residential * Vacant Acres
Mixed Density Residential	800	1,478.4	95.2%
Single Family Residential	178	74.6	4.8%
<b>Total</b>	<b>978</b>	<b>1,553.0</b>	<b>100.0%</b>

**Source:** ECONorthwest 2004 *Lebanon Urbanization Study*

\* **Net Residential acres** are a function of subtracting all land utilized for other purposes such as sidewalks, driveways, required setbacks, lot coverage requirements and so on. The ECONorthwest Study utilizes the following Net to Gross Acreage Factors (See Table 3-7 on page 3-11 of the Urbanization Study):

- Single- Family Detached Home (Site-Built) -- 25%
- Manufactured Home – 20%
- Condo/Town Homes – 15%
- Multi-Family Units – 10%

Although most recent residential development has occurred on the west and south fringe areas of the City, there are vacant lands throughout the Urban Growth Area (UGA) that could be developed in the near future if the marketplace indicates a preference for locating in these areas.

<sup>6</sup> These potential "buildable lands" in Lebanon's UGB are "suitable" and have been designated as "necessary" for development over time by virtue of being included in the City's Urban Growth Boundary and classified on the Comprehensive Plan Map as "residential." However, "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 residential use 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.

## **5.2 Status of Potential Residential Buildable Lands**

As noted above, the 2004 ECONorthwest study indicates that the City has a surplus of about 1,085 residential acres in its Urban Growth Boundary, which includes both the City limits and Urban Growth Area. This figure, however, overstates the amount of residential land that is available for development. A variety of factors were not considered in the Buildable Lands Inventory, among them willingness of property owners to sell, the marketability of individual tax lots, and the cost of services.

Furthermore, it is worth noting once again that the employment projections in the ECONorthwest *2004 Lebanon Urbanization Study* did not and could not take into account a major jump in employment that could result from the location of one or more large employers in the community during the planning period. This could take place if the City were successful in its recruitment efforts, either on its own and/or in conjunction with the Governor's Initiative to bring new industry to the State. Regardless of whether or not more industrial jobs are created than initially forecast in the *2004 Lebanon Urbanization Study*, there is a continual ongoing local need for more high-paying industrial-based jobs. Therefore, the City will continually assure, during the planning period, that there is an adequate surplus of vacant industrial (and commercial) land to support real-time industrial recruitment and local job creation. This vacant industrial land supply need is the land based compliment to the City's top priority: on-going industrial recruitment efforts. Major economic events such as the successful recruitment of a very large employer are very difficult to include in a study of this nature (e.g., *ECONorthwest 2004 Lebanon Urbanization Study*). The implications, however, are relatively predictable according to ECONorthwest: more demand for land (of all types) and public services.

Therefore, it is explicitly understood that the projected amount of residential land that is expected to be needed for the growth of the community over any given time period is not a fixed constraint or ceiling on the acreage that could be utilized for housing development should the ongoing dynamics of the marketplace indicate a demand, perhaps spurred by unexpected economic growth and job creation, for residential land that surpasses the expectations of the *ECONorthwest 2004 Lebanon Urbanization Study* and those of the City at this point in time. In fact, if the marketplace dictates that there is a greater demand to create a variety of housing opportunities for City residents than anticipated in the *ECONorthwest 2004 Study*, it is incumbent upon the City to supportively respond to and satisfy this unanticipated local land use need.

## **6.0 Intergovernmental Cooperation**

In October of 1995, the City of Lebanon and Linn County entered into an updated *Urban Growth Management Agreement* (UGMA) under which the City and the County adopt a joint management procedure for the Lebanon Urban Growth Area (UGA). A number of components of the Urban Growth Management Agreement relate to housing, especially to subdivision and new residential development within the UGA. The agreement requires that the County coordinates with the City of Lebanon to perform a complete review of all applications for partitions, subdivisions, planned-unit developments (PUD), and variances in the UGA.

Road access management is another priority item addressed in the agreement. Within the UGA the County will require that proposed road accesses will accommodate any potential urban-scale development and that the road access will integrate with and connect to the future road network planned for the area.

Coordination with County, State, and Federal housing agencies is also very important in meeting the City's housing needs. The agencies listed in Section 7.0 (Housing Advocacy) are the main administrators of housing programs through the Oregon Housing and Community Services Department and the US Department of Housing and Urban Development.

## **7.0 Housing Advocacy**

There are other housing agencies, both public and non-profit, serving Lebanon and the surrounding area. Two of the most important are the Linn Benton Housing Authority and Linn County Affordable Housing.

Linn Benton Housing Authority (LBHA) is a public agency developed as a vehicle for accessing federal low-income housing program funds. LBHA operates major programs under contract with HUD and in accordance with numerous federal regulations. LBHA is governed by a nine member Board of Commissioners, who are responsible for setting policies and overseeing the agency's operations. The agency operates programs serving over 1800 low-income families and they bring over \$9 million in federal tax dollars annually. LBHA administers the Section 8 program for the area, serving over 1,700 households in 1998.

Linn County Affordable Housing, Inc., is a private 501(C)(3) non-profit community based corporation which develops housing for those who are unable to qualify for conventional home ownership, financing, or market rate rent in Linn County. In its housing development activities, the corporation encourages community involvement and fosters an entrepreneurial spirit.

## **PART TWO: GOALS, POLICIES AND RECOMMENDATIONS**

### **8.0 Housing Goals**

#### **The City's Housing Goals include:**

- G-1:** Providing housing policies and practices that increase housing opportunities for all citizens.
- G-2:** Encouraging the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of community households, and to allow flexibility of housing location, type and density.
- G-3:** Encouraging the establishment of neighborhood groups in order to give citizens within a neighborhood more identity with that particular neighborhood, and as a way of enhancing citizen participation in the land use process, as per Statewide Planning Goal One.
- G-4:** Providing for connectivity in new developments and to promote efforts to extend trails, pedestrian ways, and bikeways through existing residential areas.
- G-5:** Cooperating with builders, developers, and others involved in the provision of housing in creating a positive image of the City as a desirable place to live, work, and do business.
- G-6:** Preserving the historical and architectural integrity of established residential neighborhoods by requiring complementary design of in-fill development.

### **9.0 Housing Policies**

#### **The City Shall:**

#### **9.1 Residential Compatibility**

- P-1:** Allow manufactured housing, subject to state building code requirements and City placement requirements, in all residential zones, while maintaining historical and architectural conformity with the established historic neighborhoods.
- P-2:** Require, where allowed by state rules governing manufactured dwellings, special siting standards on such housing located on individual lots in areas already developed with conventional housing to assure their compatibility with existing neighborhoods housing design, style, and materials.
- P-3:** Allow the location of neighborhood commercial shopping areas within Residential Mixed Density zones and require development standards for such development that reflect the residential area.
- P-4:** Allow home occupations as a permissible use within residential areas, provided that the use does not compromise the primary residential use and character of the neighborhood.

#### **9.2 Neighborhood Appearance**

- P-5:** Require that above-ground public and private utility substations be screened and designed to blend with the character of the residential area in which they are located.
- P-6:** Require, where practical, that all new developments include street trees along the front of the property line or in a beauty strip. All such trees shall be consistent with the City's Street Tree Plan.

**P-7:** Require that walls and fences along arterial or collector streets be subject to special design standards. The fence or wall, and the area between the fence or wall and the curb or pavement, shall be landscaped and maintained by abutting property owner(s) or homeowners association.

### **9.3 Housing Density and Affordability**

**P-8:** Allow density bonuses (e.g., an increase in the number of permitted dwelling units vis-à-vis the minimum site area requirements) in development of a subdivision, planned unit development, or multifamily housing project for such uses and natural conditions as:

- a. areas dedicated for public park use or public open space;
- b. areas developed for active recreational uses such as golf courses, tennis courts, swimming pools, and similar uses;
- c. land in excess of 30 percent slope that is not developed;
- d. natural wetlands and riparian areas that remain in a natural condition.

**P-9:** Allow density bonuses (e.g., an increase in the number of permitted dwelling units vis-à-vis the minimum site area requirements) for the provision of affordable housing within a development.

**P-10:** Cooperate with public and non-profit organizations that provide affordable housing within the urban area.

**P-11:** Periodically review Zoning Ordinance and other land use regulations to assure that barriers do not inhibit the building of the variety of types and densities of housing that is affordable for all segments of Lebanon's residents.

### **9.4 Housing and Open Space**

**P-12:** Require that in multifamily developments, a portion of the land not covered by buildings and parking is of adequate size and shape and in the proper location to be functional for outdoor recreation and relaxation. The standards are also intended to ensure that project open space is an integral part of the overall development design, not merely leftover space. Certain types of open space use will qualify for special open space bonuses. For larger developments there should be a variety of open space activity areas.

### **9.5 Housing and Transportation Connectivity**

**P-13:** Allow the location of schools and parks throughout the residential sections of the community.

**P-14:** Require sidewalks in all new residential developments. Alternative systems of walkways and trails that provide adequate pedestrian circulation may be considered.

**P-15:** Encourage efforts to complete or connect existing walks along routes to schools, parks, or commercial areas.

**P-16:** Ensure that sidewalks or alternative pedestrian systems in all new residential development meet ADA accessibility standards and requirements.

**P-17:** Promote efforts to retrofit existing sidewalk facilities for ADA accessibility in residential areas.

**P-18:** Consider bikeways as both a circulation and recreation element, and require adequate facilities for these purposes in all new residential development.

- P-19:** Require, where not constrained by topographical considerations (e.g., slopes, waterways, existing development), the extension of trails, pedestrian ways, and bikeways through new residential areas.
- P-20:** Require that residential block length conform to the standards in the Lebanon Subdivision Ordinance and the City's Transportation System Plan.
- P-21:** Require the development of residential local streets whenever practicable to increase connectivity within and between neighborhoods.
- P-22:** Allow the use of cul-de-sac and "hammer-head" residential streets where existing development, steep slopes, open space, or natural features prevent connections, or when the objectives of connectivity are met within the neighborhood.
- P-23:** Require provisions for the access of emergency vehicles and equipment for all new residential development and those issues shall be considered during the residential development review process.

## **9.6 Housing, Public Utilities and Services**

- P-24:** Require for all new residential areas the provision of adequate water and sanitary services and other facilities necessary for safe, healthful urban living consistent with the density of development.
- P-25:** Require the underground location of electric power, telephone, and cable TV distribution and service in new developments.
- P-26:** Require the provision of street lighting in all new subdivisions at the time of development. Street light fixtures shall be shielded to direct light down.
- P-27:** Require that all proposed street names first be reviewed by the City and Fire District before being submitted for approval to the County.
- P-28:** Require that where possible, new streets line up with and adopt the names of existing streets.

## **9.7 Refinement Plans**

- P-29:** Allow and encourage neighborhoods to develop refinement plans (neighborhood plans) that could guide the future development and redevelopment within the neighborhoods.

## **9.8 Housing Variety, Type, Density, and Location Amenities**

- P-30:** Ensure that the Comprehensive Plan Map provides opportunities for a variety of housing types, densities and locations within the Urban Growth Boundary area including both the area inside the City limits and the Urban Growth Area.
- P-31:** Ensure that the Zoning Map or Land Use Map, any special zoning overlay maps and the Development Code provide opportunities for a variety of housing types, densities and locations within the City Limits.
- P-32:** Recognize condominium ownership, manufactured housing, and attached single-family homes as legitimate and affordable housing alternatives, and permit their development within the City.
- P-33:** Encourage the provision of housing for all people, regardless of age, race, color, religion, sex, national origin, or handicap status, and take special measures to insure that no group or class of people is excluded from the community.
- P-34:** Assure an adequate supply of developable land within the City appropriate for a variety of needed housing types, at different price levels, in order to meet the 20-year population projections, and to provide adequate choices in the housing marketplace for the City's residents.
- P-35:** Assure an adequate supply within the Urban Growth Boundary of developable land for all types of housing to meet the 20-year population projections.
- P-36:** Maintain an adequate availability of residential, buildable lands that provide locational choices for each housing type.
- P-37:** Allow and encourage a variety of housing types to accommodate the demands of the local housing market.
- P-38:** Plan for at least the number and type of new housing units by the year 2025 and all of the land and services needs required by such growth, as indicated in the *2004 Lebanon Urbanization Study* (ECONorthwest).
- P-39:** Supportively respond to and satisfy local land use needs should the marketplace indicate that there is a greater demand to create housing opportunities for City residents than anticipated in the *ECONorthwest 2004 Lebanon Urbanization Study*.
- P-40:** Plan for choices in the housing marketplace and variety in housing types, density and affordability for the projected population of the year 2025.
- P-41:** Periodically review ordinances for applicability to the current trends in the housing market to insure the new concepts in housing are not restricted unduly by regulations.
- P-42:** In order to assure choices of housing types and costs, provide the opportunity to develop detached and attached single-family units, duplexes, garden apartments, town houses, multiplex units and boarding houses, lodging or rooming houses, and manufactured housing.
- P-43:** Consider flexibility in lot design, size, and building placement to promote housing variety and protection of natural resources.
- P-44:** Allow accessory dwelling units, subject to City development and building regulations, in all residential zones.
- P-45:** Encourage use of energy efficient building materials and practices in the design, construction, and remodeling of housing.

## 9.9 Housing and Ordinances & Standards

- P-46:** Adopt standards for zone changes and subdivision plat reviews that are clear, non-arbitrary, and objective.
- P-47:** Periodically review standards to determine whether they are vague, discretionary, or subjective and take necessary action to make these standards clear and objective.
- P-48:** Review the land development and permit issuance processes to make it as efficient and effective as possible.
- P-49:** Not impose special conditions on residential development that would discourage provision of needed housing types through unreasonable cost demands or processing delays.
- P-50:** Maintain Zoning Ordinance provisions and locational criteria that provide for a mix of housing types and densities within the community.
- P-51:** Encourage innovative design and planning concepts to reduce the cost of housing and services through the "Planned Development" zoning regulations that could allow an increase in density if the project demonstrated improved livability.

## 9.10 Miscellaneous

- P-52:** Develop manufactured housing placement standards, consistent with State law, that maximizes design and construction standards that are in harmony with existing neighborhood character and/or type or intensity of uses.
- P-53:** Require that all in-fill housing in established neighborhoods meet minimum design criteria for architectural features in order to be a complementary-built feature in the neighborhood.

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

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|--|--|
| • Chapter 6 (Housing) Goal G-x                             | [x = Number of Goal Statement]           |
| • Chapter 6 (Housing) Residential Compatibility Policy P-x | [x = Number of Policy Statement]         |
| • (And so on for other subsections)                        | [x = Number of Policy Statement]         |
| • Chapter 6 (Housing) Recommendation R-x                   | [x = Number of Recommendation Statement] |

## 10. HOUSING RECOMMENDATIONS

### The City should:

#### 10.1 Housing and Public Facilities

**R-1:** Permit the annexation of built-up residential areas adjacent to the City that are in need of public facilities, services, and utilities to prevent potential health and safety hazards to residents.

#### 10.2 Housing Rehabilitation

**R-2:** Pursue methods of improving the quality of any deteriorated housing stock, particularly in older residential neighborhoods, in order to upgrade the total housing stock.

**R-3:** Encourage the flexible and creative re-use and/or reconfiguration of existing older housing units (e.g., conversion of duplexes or triplexes into single ownership units) to increase the supply of affordable housing units in the community.

#### 10.3 Housing Advocacy and Intergovernmental Cooperation

**R-4:** Take the initiative in presenting local needs to higher governmental levels.

**R-5:** Work in cooperation with regional housing agencies and organizations to establish efficient regional and local housing strategies.

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

- Chapter 6 (Housing) Goal G-x [x = Number of Goal Statement]
- Chapter 6 (Housing) Residential Compatibility Policy P-x [x = Number of Policy Statement]
- (And so on for other subsections) [x = Number of Policy Statement]
- Chapter 5 (Housing) Recommendation R-x [x = Number of Recommendation Statement]