

A BILL FOR AN ORDINANCE AMENDING)
CERTAIN SECTIONS OF THE LEBANON)
COMPREHENSIVE PLAN, AND DECLARING)
AN EMERGENCY.)

ORDINANCE BILL NO. 7
for 1981
ORDINANCE NO. 1833

WHEREAS, certain sections of the Comprehensive Plan of the City of Lebanon have been found by the Oregon Land Conservation and Development Commission to be deficient in meeting certain state wide Planning Goals; and

WHEREAS, the City of Lebanon has held hearings to correct said deficiencies:

NOW, THEREFORE, THE CITY OF LEBANON ORDAINS AS FOLLOWS:

Section 1. That said sections of the Comprehensive Plan be amended to bring them into compliance with state wide land use Planning Goals by adoption of Exhibit "A" as attached to this document.

Section 2. Exhibit "A" shall be attached to and become a part of the Lebanon Comprehensive Plan, and shall be incorporated into the Plan during the first update review.

Section 3. Exhibit "A" shall be sent to Linn County, Oregon and to the Oregon Land Conservation and Development Commission for their review and comment.

Section 4. Inasmuch as the provisions of this Ordinance are necessary for the immediate preservation of the peace, health and safety of the people of the City of Lebanon, an

emergency is hereby declared to exist and this Ordinance shall be in full force and effect immediately upon its passage by the Council and approval by the Mayor.

Passed by the Council by a vote of 5 for and 0 against and approved by the Mayor this 4th day of March, 1981.

Robert Shunk
Mayor

ATTEST:

Edwin R. Jey
Recorder

GOAL 2

LAND USE PLANNING

LCDC COMPLIANCE RECOMMENDATIONS

Adopt a policy which establishes a schedule for reviewing and revising, as necessary, the Comprehensive Plan's factual base and map and the ordinances adopted by the City to implement plan policies.

PLAN AMENDMENT RECOMMENDATIONS

Page 1-P-1

Policy 2 - Delete and replace with the following:

2. The adopted Comprehensive Plan and Implementing Ordinances shall be reviewed annually and may be revised and amended as needed to reflect changing needs and conditions within the planning area.

Add the following policy:

- 2.1 The Planning Commission shall conduct a formal review and update of the Comprehensive Plan including the factual data base and all Implementing Ordinances at least once every two (2) years unless the annual review indicates the need for an earlier update.

NOTE: The Comprehensive Plan and Implementing Ordinances need to be updated to reflect the adopted amendments. It is suggested that the adopted amendments be sent to LCDC as an addendum with a commitment to revise the plan and ordinances prior to formal adoption. In the interim, the addendum shall prevail in cases of conflict.

Amend 4.0 URBANIZATION POLICIES AND RECOMMENDATIONS

"HISTORIC SITES AND STRUCTURES" page 4-P-1 by adding:

3. The City shall work to preserve identified historic sites within the Lebanon Urban Growth Boundary by considering identified historic sites and their preservation when making land use decisions.

Amend 2.0 NATURAL ENVIRONMENT POLICIES AND RECOMMENDATIONS

"TOPOGRAPHY AND DRAINAGE" page 2-P-1 by amending No. 3 to read as follows:

3. Development shall be restricted on steep-slope areas exceeding 30%, except that limited development may be allowed when it can be shown through a detailed site specific study that no adverse impacts will be created by the proposed development.

Amend 5.0 LAND USE POLICIES AND RECOMMENDATIONS

"OPEN SPACE AND SCENIC RESOURCES" page 5-P-6 by amending Numbers 7 and 8 to read as follows:

7. Identified undevelopable lands including flood-prone areas, drainage courses and steep slopes shall be maintained to the greatest extent practicable as natural open space assets for the community.
8. Steep slopes, notably on Ridgeway Butte, should be preserved to the greatest extent practicable in a natural state as protection against erosion hazards while serving to preserve scenic hillsides within the community.

GOAL 9

ECONOMY OF THE STATE

LCDC COMPLIANCE RECOMMENDATIONS

In order to comply, the City must provide adequate areas for commercial development consistent with identified needs and criteria in the plan on the location of commercial uses.

PLAN AMENDMENT CLARIFICATIONS

Pages 5-12, through 5-15

The City has revised the commercial land use needs for the City in conformance with the LCDC recommendations for Goal 14 Compliance. (See Goal 14).

The following amendments and clarifications summarize the commercial land use allocations for the city:

COMMERCIAL LANDS SUMMARY

Commercial land needs (see UGB Land Needs Assessment)	222 Acres
Existing City Commercial	74 Acres
Existing UGB Commercial	40 Acres
Commercial Reserve	56 Acres
Downtown	12 Acres
Highway and Commercial Centers	44 Acres
Vacant - 21 Acres	
Non-Reserve Commercial	52 Acres

The 52 acres of long-range projected commercial need not located within a commercial reserve is allocated to the "SPD - Mixed Use District" and the "Mixed - Density Residential District" in conformance with the "Planned Development" standards and procedures of the Zoning Ordinance and the locational and development Standards for commercial centers on page 5-15 of the Comprehensive Plan.

It is anticipated that this commercial need would be fulfilled by development of new shopping centers and neighborhood convenience centers within or adjacent to neighborhoods.

Specific locations for commercial developments of this type cannot be identified in advance. The Comprehensive Plan recognizes this fact and has provided criteria and guidelines that allow alternative locational choices for commercial center developments within the specified standards and procedures of the Zoning Ordinance based upon adequate findings that support the need for additional commercial centers as the community grows.

GOAL 10

HOUSING

LCDC COMPLIANCE RECOMMENDATIONS

- a. Determine the amount of vacant buildable land needed for residential use consistent with projected population. In developing a residential land need projection, the amount of land necessary for each housing type must be determined. The density assumptions must be justified and reflect the residential densities allowed by the Zoning Ordinance;
- b. Plan and zone an adequate amount of vacant buildable land consistent with (a) above. Information must also be provided in the plan on the suitability of vacant land within the UGB for residential uses. Information on the amount of vacant buildable land available in each zoning district within the City and by residential plan designation within the urban growth area must also be provided; and
- c. Bring the Zoning Ordinance into compliance with the Commission's Housing Policy by either:
 1. Adopting a policy which states that the authority of the City to impose special conditions on a residential development will not be used to discourage the provision of needed housing types, such as through unreasonable cost or delay; or
 2. Amending the Zoning Ordinance to limit the range of special conditions that can be imposed on a residential development to those that are expressly stated in the ordinance, and deleting the provisions related to lot sizes and building heights; or
 3. Limiting the list of special conditions that can be applied to those that are expressly stated in the ordinance and adopt a policy which states that the authority to regulate lot sizes and building heights will not be used to discourage the provision of needed types.

PLAN AMENDMENT RECOMMENDATIONS

Pages 6-11 and 6-12

The City has revised the housing needs and associated lands needs in conformance with the LCDC compliance recommendations.

The following amendments summarize these needs. (Also see Goal 14).

HOUSING NEEDS ASSESSMENT

Projected Population 23,135
 Projected Housing Needs @ 2.3 people/unit 10,059
 (OD4COG "Economic Data Base")

EXISTING HOUSING FACTORS AND TRENDS

Existing Housing Distribution - 1977 Field Survey

	<u>SF</u>	<u>MOBILE</u>	<u>MULTIPLE</u>	<u>TOTAL</u>
Housing Units	2646	137	607	3390
Percentage	78.1%	4.0%	17.9%	100%
Acres	626	20	72	718
Units/Acre	4.2	6.9	8.4	4.7

1970-80 Housing Trends - City Building Permits

	<u>SF</u>	<u>MOBILE</u>	<u>DUPLEX</u>	<u>MULTIPLE(1)</u>	<u>TOTAL</u>
Housing Units	778	138	216	455	1587
Percentage	50.1%	7.6%	13.6%	28.7%	100%
Acres	139	24	27	25	215
Units/Acre	5.6	5.8	8.0	18.2	7.4

NOTE: (1) The multiple housing units density for the 1970's is higher than past multiple housing densities and higher than the average densities allowed by the zoning ordinance due to the number of one bedroom and studio units built during this period through housing assistance programs. Present trends indicate a substantial reduction in single and elderly units and an increase in larger family units that will reduce the density to approximately 15 units per acre for multiple units.

Additional Housing Required for Projected Loss to Commercial and Industrial Development

INDUSTRIAL	COMMERCIAL
72 SF	123 SF
	20 Multiple

Vacancy Factors

SF and Mobiles 2%
 Duplex and Multiples 7%

Maximum Housing Density by Zoning District for Two Bedroom Units (2)

Low Density 7 units/acre
 Medium Density 11 units/acre
 Medium Density 15 units/acre
 High Density 22 units/acre

NOTE: (2) Densities may be increased or decreased for more or less bedrooms.

PROJECTED HOUSING NEEDS

Housing Needs based upon projected population and Household size	10,059 units
Less existing City housing	3,390 units
Less revised UGB housing	<u>1,243 units</u>
New Housing Required	5,426 units

ASSUMED NEW HOUSING DISTRIBUTION AND DENSITIES

	<u>SF</u>	<u>MOBILE</u>	<u>MULTIPLE</u>	<u>TOTAL</u>
Units	2713	651	2062	5426
Percentage	50%	12%	38%	100%
Units/Acre	5.5	6.5	12	7.1

ASSUMED HOUSING DISTRIBUTION

Single-Family Housing:

The city has assumed that future single-family housing construction will maintain 50 percent of the total housing market. Single-family housing has not fallen below 50% even during the 1970-80 assisted multiple housing surge and increased mobile house usage.

Mobile Home Housing:

The city has assumed that an increase in mobile home use will occur. The existing mobile home distribution of 4% increased to 7.6% during the 1970-80 period. The city has assumed that this trend will increase to 12% for purposes of the housing needs assessment.

The city has expanded the potential for increased mobile home development by allowing mobile home subdivision in addition to mobile home parks within the city.

Multiple-Family Housing:

Existing multiple-family housing accounted for 17.9% of the total housing units in the city. The 1970-80 trend was 42.3% including 13.6% for duplex units and 28.7% for other multiple-family units. This high percentage was primarily due to the surge of assisted multiple housing projects funded during this time. Recent trends have shown a substantial decrease in multiple-family development, however, the city has assumed that multiple-family development will continue to maintain 38% of the housing market for purposes of the housing needs assessment.

ASSUMED HOUSING DENSITY FACTORYS

Single-Family Housing

Past single-family housing densities have ranged between 4.2 and 5.6 units per net acre. The city has assumed an average density

factor of 5.5 units per acre based upon recent subdivision trends of 5.6 units per acre and the large number of small lot developments within the city and the UGB that average approximately 4.2 units per acre.

Mobile Home Housing

Past mobile home densities have ranged between 7 units per acre for mobile home parks and 5 units per acre for the one mobile home subdivision development constructed in 1979. The city has assumed an average density for mobile homes at 6.5 units per acre.

Multiple-Family Housing

Past multiple-family densities have varied from 8.4 to 18.2 units per acre. Duplexes accounted for 32% of the multiple-family development with an average density of 8 units per acre. Traditional apartment developments have ranged between 11 and 15 units per acre except for the higher densities experienced during the assisted housing surge during the mid-1970's that consisted of one bedroom and studio units.

The city has assumed that duplex development trends will continue and apartment projects will generally develop in the 15 units per acre range for an average density factor of 12 units per acre.

HOUSING NEEDS SUMMARY

	<u>SF</u>	<u>MOBILE</u>	<u>MULTIPLE</u>	<u>TOTAL</u>
Existing City	2646	137	607	3390
Existing UGB	1001	221	21	1243
Required New Housing	2713	651	2062	<u>5426</u>
				10059
Replacement Factor	<u>195</u>		<u>20</u>	<u>215</u>
	6555	1009	2710	10274
Vacancy Factor	131 @ 2%	20 @ 2%	190 @ 7%	341
Total Units Required	6686	1029	2900	10615

VACANT LAND NEEDS SUMMARY

	<u>SF</u>	<u>MOBILE</u>	<u>MULTIPLE</u>	<u>TOTALS</u>
	2713	651	2062	5426
Loss	195		20	215
Vacancy Units	<u>131</u>	<u>20</u>	<u>190</u>	<u>341</u>
units/Acre	5.5	6.5	12	7.1
Acres	553	103	189	845

GOAL 14

URBANIZATION

LCDC COMPLIANCE RECOMMENDATIONS

- a. Determine the amount of land within the city limits and immediate area which is presently developed while taking into consideration the potential for infilling low density residential areas;
- b. Determine the amount of land needed to accommodate the projected population increase consistent with Goals 9 and 10; and
- c. Based on (a) and (b) above adopt an urban growth boundary that is consistent with the seven factors of Goal 14. If land in excess of need (factors 1 and 2) must be included within the UGB, findings which justify the inclusion of such areas and the location of the boundary must be provided consistent with factors 3 through 7.

PLAN AMENDMENT RECOMMENDATIONS

Pages 4-9 and 4-10 - Delete and replace with the following land needs assessment.

LEBANON URBAN GROWTH VACANT LAND NEEDS ASSESSMENT

Projected Population - 23,135

Residential Vacant Land Reserve (See Goal 10 Housing)	845 Acres	
Industrial Reserve (See Plan pages 5-16 through 5-25)	914 Acres	
Commercial Reserve (.96 acre/100 population or less than 4% of developed area)	222 Acres	
Less existing City	74 Acres	
Less existing UGB	40 Acres	108 Acres
Park Reserve (1.5 acre/100 population - See Plan pages 8-11 through 8-16)	347 Acres	
Less existing City	47 Acres	
Less existing UGB	--	300 Acres
Public and Semi-Public Reserve (2.2 acres/100 population)	509 Acres	
Less existing City	148 Acres	
Less existing UGB	142 Acres	219 Acres

Street Reserve (3.6 acres/100 population)	833 Acres	
Less existing City	346 Acres	
Less existing UGB	154 Acres	333 Acres
Total Vacant Land Needs		2,719 Acres
Plus City developed		1,441 Acres
Plus UGB developed		1,446 Acres
Total Area Needs		5,606 Acres
Plus Undevelopable Land Area within UGB		429 Acres
Total UGB Land Needs		6,035 Acres
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Existing UGB		6,066 Acres

Page 4-P-1 and 4-P-2, "PHASED GROWTH PROGRAM POLICIES" - Delete policies 1 through 5 and replace with the following:

All lands included within the Urban Growth Area have been determined as suitable for urban development except those areas designated as undevelopable due to drainage courses, flooding or steep slopes.

1. Although all developable lands within the Urban Growth Boundary are available for development, the City shall maintain a compact growth pattern that expands the City Limits incrementally in an orderly and efficient manner within the service capabilities of the City.
2. When land use allocations in each land use category approach 75% development, the City shall assess these trends and initiate proceedings to expand the Urban Growth Boundary to accommodate the additional growth needs of the City in conformance with the standards and procedures of Statewide Goals #2 and #14.