

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

ORDINANCE BILL NO. 28
for 1982
ORDINANCE NO. 1898

WHEREAS, a need has been found to exist to justify expansion of the Lebanon Urban Growth Boundary and the Lebanon Comprehensive Plan; and

WHEREAS, that public need is best met by approval of an industrial land expansion; and

WHEREAS, the City of Lebanon has held public hearings to amend the Plan; and

WHEREAS, proper Findings of Fact have been developed to justify the Amendment, NOW, THEREFORE,

THE CITY OF LEBANON ORDAINS AS FOLLOWS:

Section 1. Exhibit "A" shall be sent to Linn County, Oregon and the Land Conservation and Development Commission for their review and comment.

Section 2. Exhibit "A" shall become a part of the plan and shall be incorporated into the Plan at the first update review.

Section 3. That the amendments attached as Exhibit "A" 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 6 for and 0
against, and approved by the Mayor this 9th day of
September, 1982.

Robert Smith
Mayor

ATTEST:

James D. Thompson
Recorder

ADOPTED

FINDINGS OF FACT
COMPREHENSIVE PLAN AMENDMENT 82-2

Introduction: This is a request for Urban Growth Boundary expansion and Industrial/Residential land use designation.

RELEVANT CRITERIA:

1. LCDC Goals 1-14
2. Lebanon/Linn County Urban Growth Boundary Agreement
3. The Lebanon Comprehensive Plan

BASIC FACTS:

1. Property Identification - The B. L. McCallie property is known as Linn County Tax Lot 2201. The Ted Carner property includes Tax Lots 100, 101, and 102. All are in T12S, R2W, Section 21, Linn County, Oregon.
2. Acreage - The McCallie property contains approximately 83 acres, and the Carner property contains approximately 98 acres for a total of approximately 181 acres.
3. Linn County Plan Map Designations - The McCallie property is designated on the Land Use Map of the Linn County Comprehensive Plan as "Industrial Reserve". The Carner property is designated "Rural Residential".
4. Linn County Zoning - The McCallie property is zoned by Linn County as "Urban Reserve - Ten Acre" and the Carner property is zoned "Rural Residential - One Acre".
5. Removal from Boundary - The properties were removed from the boundary in 1980 when the Lebanon Comprehensive Plan was reviewed by the Land Conservation and Development Commission and determined to not be in compliance with the Statewide Planning Goals and Guidelines. A primary objection was the size of the urban growth boundary. The City removed several properties from the boundary to satisfy the requirements of the LCDC continuance order. The State Aeronautics Division argues that the Carner property should be removed because of its proximity to the flight path of the Lebanon State Airport.

6. Property Description - The two properties are relatively flat with few topographic features other than Oak Creek which passes from the southeast to the northwest through the middle portions of the area.
7. Property Use - The McCallie property is vacant. It is in pasture use and has a small number of cattle grazing on it. The Carner property has three residential units, one on each of the tax lots. The vacant portions of the property have been mowed for hay.
8. B.P.A. Power Line - The Bonneville Power Administration has a right-of-way and power line traversing the area in an alignment that generally follows Oak Creek. This right-of-way is approximately 60 feet in width.
9. Oak Creek, Flooding - Oak Creek has a designated 100 year flood plain on either side of the normal creek bed. With proper design, in accordance with the City Flood Plain Ordinance, the flood potential should not pose a hazard to life or property. Preservation of this area will cut the industrial site into two or three parcels, but due to the intention to develop the large tract under the planned unit development procedure, this waterway should be able to be integrated into the total development and provide a worthwhile amenity.
10. Oak Creek, Fish and Wildlife Area - The Linn County Comprehensive Plan has an identified sensitive fish and wildlife riparian habitat area along Oak Creek. This area is in the floodplain and will be left open in any development of the property.
11. Surrounding Land Use - The land uses that surround the subject properties, and the additional industrial area that is part of this total industrial tract include the following:
 - a. To the north is a vacant industrial area of 127 acres, and the Lebanon State Airport.
 - b. To the northeast near the intersection of Airport Road and Stoltz Hill Road is a residential area.
 - c. To the east across Stoltz Hill Road is a residential area.
 - d. To the south are agricultural lands.
 - e. To the east are agricultural lands.

12. Public Facilities and Services - The City of Lebanon and other appropriate districts and agencies can provide the necessary public facilities and services. These services either exist and are available to the site at this time, or have the capability to be extended to the site.
- a. Circulation - The proposed expansion area lies adjacent to two arterial streets, Airport Road and Stoltz Hill Road. In order to carry anticipated traffic volumes that would be generated when the property is developed both these arterials will have to be upgraded to City Standards.
 - b. Sewerage - No city sanitary sewer is currently available to serve the site and an expansion of major trunk facilities will be necessary. Major sewer services have been planned for extension to the properties since 1968. The plans show a 15" sewer line extended from the existing main in Airport Road down Stoltz Hill Road, terminating at the proposed Stoltz Hill Pump Station which is at the intersection of the Road and Oak Creek.
 - c. Water - According to Pacific Power and Light, they are capable of extending adequate water service to the site area. There is an existing 12 inch water main near the site, plus the City's new water tower on South 5th Street can add additional flows and capacity if needed.
 - d. Drainage - According to the City staff, Oak Creek can handle the storm drainage of the entire area with only minimal reconstruction of the creek.
 - e. Parks - There are no parks in the area. This industrial development should not directly create any demand for additional park land.
 - f. Schools - No difficulty is anticipated relative to the ability of the school system to handle any anticipated school population.

COMPREHENSIVE PLAN CONFORMANCE

- 1. General Conformance - The proposed expansion of the Urban Growth Boundary and designation of the area for future industrial use conforms with and helps to implement the Lebanon Comprehensive Plan. The following paragraphs will quote the applicable goals and policies of that plan and discuss the proposal's conformance to them.

2. Population and Economy Goal - "To broaden opportunities for economic expansion and diversification."
"To help increase employment opportunities in the Lebanon Area by providing an attractive environment to stimulate economic growth."

Analysis - The proposal will greatly expand the community's ability to broaden its opportunities for economic expansion and diversification. The industry that will probably use this tract will probably be of sufficient size and strength to substantially help in providing for the economic health of the community and in providing substantial employment opportunities. A good supply of available and serviceable industrial land, coupled with the cooperative and dynamic spirit of the community, will provide an attractive environment to stimulate economic growth.

3. Population and Economy Policy 1 - "Lebanon shall encourage its own business and employment activity, while also capitalizing on its livability potential within the larger regional economic context."

Analysis - Lebanon, through the City Council, private groups such as the Chamber of Commerce and the Industrial Development Corporation, and private individuals such as the developer of this industrial tract, has had a very dynamic and active industrial development effort. This program has attracted many new businesses and industries to the area over the years including the Commodore plant and the future Tektronix plant. There is a proven track record of success that has been based not only on community attitude, but on having a good inventory of excellent industrial land. The subject properties are needed to provide a well rounded inventory to continue these efforts in the future.

4. Population and Economy Policy 2 - "The City shall encourage a diversified economic base for the community which broadens and improves long-term employment opportunities and is compatible with the environmental resources of the community."

Analysis - A diversified economic base depends on the ability to provide available and serviceable land for new industry. A new major employer in the Lebanon area that will help the community reduce its dependence on the forest products industry will need adequate land area. The City has several parcels available that are less than 200 acres in size, however, many large industrial users need larger areas. The subject properties will be part of a tract that will meet this need.

5. Population and Economy Policy 3 - "The City shall continue to actively encourage industrial developments that improve the economy of the community and the state..."

Analysis - To encourage industrial developments, the City must have an adequate inventory of land. The current inventory lacks an area that is over 200 acres in size. Many major industrial uses need this type of land, and the City desires to have these type of uses. The inclusion of a tract of this size is critical to this effort.

6. Urbanization Goals - "To provide for an orderly and efficient transition from rural to urban land use."
"To provide conservation and development policies for the orderly and efficient development of the community."
"To ensure that the overall plan, policies and recommendations help conserve energy."

Analysis - The subject properties will only be developed as part of an orderly and efficient system. The development will be dependent on the City's timing for extension of needed sewer and water lines. All development proposals will be approved only when appropriate from a city perspective and will be reviewed in accordance with Comprehensive Plan policies and implementation measures that require orderly and efficient development and conservation of energy.

7. Urbanization - Annexation Policy 3 (page 4-P-2) - "Unless otherwise approved by the City, specific development proposals shall be required for annexation requests on vacant land adjacent to the City to insure completion within a reasonable time limit in conformance with a plan approved by the City."

Analysis - The properties are not being proposed for annexation at this time in order to provide the opportunity for site plan review and setting of time frames as part of the annexation and zoning procedures, in conformance with this policy.

8. Urbanization - Urban Growth Boundary Policy 1 (page 4-P-2) - "Urbanized development or annexation requests outside the Urban Growth Boundary shall be considered a request for an amendment to the boundary and shall follow the procedures and requirements of Statewide Goals #2 and #14."

Analysis - The procedures for reviewing this proposal conform to this policy.

9. Urbanization - Urban Growth Boundary Policy 2 (page 4-P-2) - "Property lines shall be utilized to clearly identify the Urban Growth Boundary to facilitate management and site development procedures unless physical features require deviation."

Analysis - The boundaries of the proposed U.G.B. amendment follow property lines.

10. Urbanization - Public Facilities Capability Policy 1 (page 4-P-2) - "The City shall ensure that adequate public facility capability exists, including adequate public water supply and sewerage capability, to handle all development proposals within its jurisdiction as part of the City's building permit and site review procedures."

Analysis - The specifics of providing these services will be reviewed as part of the building permit and site review process.

11. Urbanization - Environmental Quality Policy 4 (page 4-P-3) - "The City shall protect natural drainage channels from disruption and will continue to require open space easements for new developments on the Santiam River and on Oak and Cox Creek drainage ways as part of the City's open space program."

Analysis - An open space easement will be required for Oak Creek as part of the site plan review process.

12. Urbanization - Hazardous Areas Policy 1 (page 4-P-3) - "The City shall limit uses within identified natural hazard areas to those that can sustain the potential impacts without loss of life or property such as agriculture, parks or open space."

Analysis - The Oak Creek flood plain area will be required to be left in a use that will not be endangered by potential flooding.

13. Urbanization - Energy Policy 1 (page 4-P-4) - "The City shall support and enforce energy conservation and efficiency programs including:
- Energy impact statements for all major developments."

Analysis - An energy impact statement will be required at the time that a specific development proposal is presented.

14. Residential Land Use Policy 3 (page 5-P-1) - "Residential districts shall be protected from heavy through traffic, conflicting land uses, or other encroachments that would impair a safe, quiet living environment."

Analysis - The current inventory of vacant industrial land is concentrated in the northwest portion of the city. Development of major employers at these locations will require that employees living in south Lebanon drive through the City to get to and from work. This is a traffic pattern that can be very detrimental to residential areas, as when the arterials begin to reach capacity, traffic will divert to alternate routes, probably residential streets. If the City maintains this polarization of residential and industrial land use locations, these problems could become serious over time. The creation of an alternative location for a major employer in the southwest portion of the City will allow a more balanced land use pattern that may decrease the travel distances and spread the traffic flows out over more arterial streets. This will help conserve energy, reduce congestion, and protect the residential areas.

15. Industrial Land Use Policy 1 (page 5-P-4) - "Suitable space for industrial development and expansion shall be preserved and protected from encroachment by incompatible land uses, to protect the City's economic growth potential."

Analysis - The subject properties are suitable for future industrial development. They are flat, and with the adjacent industrial area currently in the UGB, have dimensions and size appropriate for an industrial planned unit development including one large tract for a major user. They have the capability of being provided with adequate public facilities and services including being served by two arterial streets. The preservation of this area is important to meet the need for economic development of the community. The site is well protected from encroaching land uses by being bordered for the most part by arterial streets, the airport, other industrial land, and farm land.

16. Industrial Land Use Policy 2 (page 5-P-4) - "Industries shall be encouraged that are compatible with Lebanon's livability and will not disrupt residential area due to excessive traffic, noise, pollution or other impacts that would impair the livability of the community."

Analysis - This industrial site will provide an excellent opportunity, as it is bordered only on one side by residential use, for the location of industry so that it conforms to this policy.

17. Industrial Land Use Policy 4 (page 5-P-4) - "A sufficient supply of suitable industrial land shall be maintained to actually attract industry, particularly light non-polluting industries, in support of the City's economic development program.

Analysis - The key words in the policy are "A sufficient supply of suitable industrial land..." One type of industry that the City has actively tried to solicit is a major manufacturer that would employ a significant percentage of the local labor force. This is the type of industry that demands sites of at least 200 acres. There are no lands now in the planning area that meet this test of suitability. Therefore, the supply is not being maintained.

The effort is to attract industry not accommodate it. Land must be readily available to be attractive. With the inclusion of the subject properties in the Urban Growth Boundary, the lands can become part of the "sufficient supply of suitable industrial lands" and greatly expand the opportunities for economic development.

18. Industrial Land Use Policy 6 (page 5-P-4) - "Continued agricultural use shall be the only permitted use of Industrial Reserve lands until they are needed for conversion to their highest and best use as industrial property."

Analysis - The subject properties are in agricultural use and will remain so until industrial development occurs.

19. Industrial Land Use Policy 7 (page 5-P-5) - "Potential industrial sites should be maintained at their present parcel size until needed for conversion to industrial use."

Analysis - In keeping with this policy, the City will not approve any partitionings or subdivisions of the properties until a specific industrial development proposal is made.

20. Industrial Land Use Policy 8 (page 5-P-5) - "Approval of future industrial development proposals shall be contingent upon the community's capacity to accommodate growth and demand for public services."

Analysis - These factors will be examined in detail when the city is reviewing the future annexation and site plans for this industrial tract. However, it appears that at this time, with the City's high unemployment rate and actual drop in population, that a major employer could be readily absorbed into the community.

21. Industrial Land Use Policy 9 (page 5-P-4) - "Review criteria for industrial development proposals should include adequacy of site size for the proposed use, utilization of the natural features of the site, relationship to Lebanon's transportation and utility systems, relationship to other land uses and adequacy of landscaping proposals for the proposed use."

Analysis - Many of these criteria can not be utilized without a specific development proposal to judge. However, it is established that the site has excellent access to arterial streets. Utility services are available. The proposed land use relates well to surrounding land uses, including other industrial lands, agricultural lands, the airport, and the residential area across Stoltz Hill Road.

22. Industrial Land Use Policy 10 (page 5-P-4) - "Industrial developments on the northern and western fringe of the Urban Growth Boundary shall be limited to light industrial uses which have minimal impacts on adjacent land uses, and which have limited emissions potentially detrimental to the public health, safety, and general welfare of the community."

Analysis - The subject properties are on the western fringe of the UGB and therefore will be subject to this policy when a specific industrial user is proposed.

23. Open Space and Scenic Resources Policy 12 (page 5-P-7) - "Lebanon's waterways and drainage courses shall be developed as community greenways preserving their vegetation and drainage function while creating a linear system of open space throughout the community."

Analysis - Oak Creek will be preserved as part of the development plan for this industrial area. An open space easement will be available to the City at the time of development.

24. The City should reserve an adequate amount of land sufficient to attract companies to Lebanon. There should be sufficient land to allow for choice of location and parcel size.

If an inadequate amount of industrial land is designated, potential industrial development is discouraged. Delays in processing land use change requests is one of the primary reasons for industries seeking other locations.

The City has experienced several recent contacts by industries seeking suitable industrial sites. None of these industries have followed up on their inquiries due to their perception of an inadequate supply of land. No parcel within the Urban Growth Boundary is larger than 78 acres. No area other than that presented will make 200 contiguous acres available in a square or nearly square shape. Lebanon's inability to present approximately 200 contiguous acres with the ease of parcel assembly has resulted in industry losing interest in the community.

25. Large undivided parcels should be preserved since potential industries are easily discouraged when conflicts occur in accumulating a number of smaller contiguous parcels. Thus parcel size was a major criteria used in the selection of industrial land.

To obtain approximately 200 acres is easiest in the location being presented here. No other area has a few parcels available and capable of being assembled into a 200 aggregate.

26. Future industrial land should have good transportation access including highway, rail, or air. The sites selected have outstanding transportation facilities.

This request represents land adjacent to one of the major arterial streets, Airport Road and a major collector, Stoltz Hill Road. In addition, it is in very close proximity to the Lebanon State Airport.

27. Urban services such as sewers and water supply can be extended to the property without undue expense or delay.

Urban services are as close to this site as any in the Urban Growth Boundary. Water extension is closer and can be extended easier than any other site(s). Sanitary sewer would have to be extended and likely be assisted by a lift station. The extension can be made relative to capacity. Cost would be borne by the activity demanding the service.

28. The land should be physically suitable for industrial development, comprised of large areas of flat land free from natural hazards.

The parcels are relatively flat. The Oak Creek drainage-way dissects the property as does the BPS transmission line. The former can be channeled and thus minimize its hazard nature and interference.

29. Industrial land should not conflict with other adjacent land uses such as residential land. Thus industrial land should not inflict air, water, noise, or visual pollution on other land uses, or generate incompatible traffic conflicts.

Industrial land is more compatible with the neighboring agricultural land than would residential land. Left in its agricultural use until needed for industrial development increases the compatibility. A good buffer to the Airport is also afforded with an industrial designation.

STATEWIDE PLANNING GOALS AND GUIDELINES:

1. GOAL 1, CITIZEN INVOLVEMENT - Public testimony was taken at the hearing before the Lebanon Planning Commission. Notice of the hearing was given in accordance with the procedures outlined by City ordinance, including mailing of a notice to all property owners within 500 feet of the subject properties. Affected agencies and other governmental jurisdictions, most notably the State of Oregon Aeronautics Division, Linn County, and the Department of Land Conservation and Development have been notified and have participated in this process.
2. GOAL 2, LAND USE PLANNING - The procedures used for consideration of this proposal conform with the standards set out under the Goal. This is a Major Revision and is being treated as such.
3. ORS 197.340 - Oregon Revised Statute 197.340 indicates that all goals shall be given equal weight.
4. Planning History - The subject properties were within the Lebanon UBG from 1973 until the Fall of 1980 when they were included among several sites removed from the UGB in order to reduce the total amount of included land. The subject property was selected for removal, among other possible sites, due to concerns raised by the State Aeronautics Division about the appropriateness of residential use in the approach surface for the airport.
5. Coordination with Airport Planning - The owner has agreed to give the State Aeronautics Division an aviation easement over the affected area of the subject property. (See letter of Paul E. Burket, Aeronautics Administrator, to Ted Carner of October 30, 1981 and the testimony of Ted Carner in the record of Linn County case CP-4-80/81 - In The Matter Of The Adoption Of Plan And Zone Designations for Tax Lots 100, 103, and 104, in T12S, R2W, S21, Linn County, Oregon).
6. Exceptions - As the properties are predominantly Class III soils (see 11 below), even though they are committed to other uses and are not inventoried agricultural lands, an exception to the provisions of Goal 3, Agriculture is necessary. The criteria for an exception are given below with an analysis of the proposal's conformance. Many of the statements are summaries of information found in other points throughout this report.

7. Exception Criteria 1 - "Why these other uses should be provided for."

Analysis - There is a clearly demonstrated for public need for the proposed industrial tract.

8. Exception Criteria 2 - "What alternative locations within the area could be used for the proposed uses?"

Analysis - There are no acceptable alternative locations either inside or outside the UGB that can meet the need for a well served, flat, industrially zoned, parcel of over 200 acres.

9. Exception Criteria 3 - "What are the long term environmental, economic, social and energy consequences to the locality, the region or the state from not applying the goal or permitting the proposed use?"

Analysis - The Carner property has had hay taken off it in the past. The McCallie property has a small number of cattle pastured on it. Neither are intensive agricultural uses, but are indicative of the nature of the soil. The soil is poorly drained and not conducive to many customary agricultural practices. There will not be a significant loss to the County's agriculture economy from the conversion of the properties to urban uses.

It is critical to allow the industrial development of the property to stimulate the economy of the Lebanon area.

10. Exception Criteria 4 - "A finding that the proposed uses will be compatible with other adjacent uses."

Analysis - The industrial area will be compatible with the surrounding uses. It will have no impact on the agricultural area to the west and south, it blends well with the industrial area and the airport to the north. The residential area to the east is separated from the use by an arterial street and will be protected by the design of the project as a planned unit development.

11. GOAL 3, AGRICULTURE - The predominant soil type on the properties according to the Linn Soil and Water Conservation District, is Class IIIw - Clackamas Variant, silt loam, with severe drainage limitations. However, neither property is designated as an agricultural land in the Linn County Comprehensive Plan, because of commitment to other uses. The McCallie parcel is designated as an "Industrial Reserve"

and is zoned "Urban Reserve - 10 Acres". Its current use is light agricultural, a use that will continue in accordance with the policies of the Lebanon Comprehensive Plan until an industrial use is made of the site. The Carner property is designated for "Rural Residential" use in the County Plan and is zoned "Rural Residential - 1 Acre". This property has been shown to be committed to urbanization in Linn County case CP-4-80/81 - In The Matter Of The Adoption Of Plan And Zone Designations For Tax Lots 100, 103, and 104, in T12S, R2W, S21, Linn County, Oregon.

12. GOAL 4, FOREST LANDS - The subject properties have not been mapped for forest productivity. There are only small areas of oak trees near the creek. It appears that there is no commercial potential for these trees, therefore Goal 4 is not applicable.
13. GOAL 5, OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES - The proposal conforms to Goal 5. The site is not within an area designated as open space, an aggregate resource area, energy resource area, natural area, area of outstanding scenic view, recreation trail, or a scenic waterway in the Linn County Comprehensive Plan. There is an identified sensitive fish and wildlife riparian habitat area along Oak Creek. This area is in the flood-plain and will be left open in any further development of the properties. Most of the creek is within the Urban Growth Boundary.
14. GOAL 6, AIR, WATER AND LAND RESOURCES QUALITY - The subject property is not impacted by point sources of water pollution. Nor is it impacted by air pollution except by seasonal field burning. Future industrial development of the property will be regulated by the Lebanon Zoning Ordinance and State of Oregon Department of Environmental Quality regulations that will minimize any adverse impact to the surrounding area from potential air, noise or water pollution. These provisions will assure compliance with Goal 6.
15. Noise Impacts from Lebanon State Airport - The subject properties are about 1/2 mile south and west of the Lebanon State Airport. According to a report prepared by M. R. Miner and Associates entitled "Land Use Plan for the Lebanon State Airport", prepared for the State Aeronautics Division in 1980, about one-fourth of the Carner property lies within the Lebanon day/night (Ldn) 55 noise contour. Since there is no residential use proposed on the property, and as most industrial uses are tolerant of this level of noise, no problems are anticipated.

16. GOAL 7, AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS - The subject properties include the 100 year flood plain of Oak Creek. This area will be developed in accordance with the provisions of the Lebanon Floodplain Ordinance which will assure that appropriate safeguards are taken.
17. Buffer Area - The use of this land as Light Industrial with open space or common ground will act as a buffer from field burning and other normal farming practices to protect the residential area and Linn Benton Community College campus site to the north and east.
18. GOAL 8, RECREATIONAL NEEDS - The subject properties are not designated in the county's inventory of recreational sites. The inventory designates adequate recreational sites for the county.
19. GOAL 9, ECONOMY OF THE STATE - Goal 9 reads: "To diversify and improve the economy of the state."
"Both state and federal economic plans and policies shall be coordinated by the state with local and regional needs. Plans and policies shall contribute to a stable and healthy economy in all regions of the state. Plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability; labor market factors; transportation; current market forces; availability of renewable and non-renewable resources; availability of land; and pollution control requirements."

"Economic growth and activity in accordance with such plans shall be encouraged in areas that have underutilized human and natural resource capabilities and want increased growth and activity. Alternative sites suitable for economic growth and expansion shall be designated in such plans."

Analysis - The City of Lebanon is a community that has historically been plagued with a dependence on the forest products industry as its primary economic foundation. Any fluctuation in the demand for forest products, such as the recession of 1974 and the current much deeper recession, has caused greatly increased unemployment in the community and reduced economic activity. The Community has recognized this problem and has actively worked for over 15 years to bring new major employers into the City. This broad based effort has been successful in locating a Commodore Corporation Plant and in committing a property to Tektronix Corporation for a future plant.

The City has demonstrated that it is committed to dynamic growth. It wants increased growth and activity. The public and private sectors have worked closely together to this end. The Chamber of Commerce, the City Council, and the Lebanon Industrial Development Commission have all actively participated in encouraging new industry to come to the Community.

The City has worked to maintain an inventory of available industrial lands that can meet the need of almost any industrial user. These lands have been actively promoted by the City and private groups as a package. A deficiency is this inventory exists however, in that there is no industrial parcel over 200 acres in size.

The City and property owners' desire to include these properties in the UGB and the Industrial Lands Inventory is a planning program that is in conformance with Goal 9. The following paragraphs will discuss the specifics of this conformance.

20. Diversification - The City of Lebanon wants a diversification of its economy so that it is not as dependent on the forest products industry. This diversification will provide a broad variety of job opportunities to its current and future populations, and it will help reduce the impacts of economic cycles such as unemployment and economic slowdown. It is the City's desire and policy to encourage the location of light, clean industry, with an emphasis on high technology industry, within the City limits to meet this need.
21. Unemployment - According to the Oregon State Employment Division 6,380 Linn County residents were unemployed in May 1982. This is a 15.2% rate of unemployment. Although figures are not available for east Linn County, the rate is definitely higher because of the greater dependence on the timber industry than the rest of the county. This rate compares to a national average of just over nine percent and a state average of approximately 12 percent. The May 1982 closure of the Crown Zellerbach plant directly added 101 people to the jobless list. This unemployment rate can be corrected by the introduction of new major employers to the area and can be discouraged from ever happening again by assuring that the new employers represent a break from the forest products industry. A balanced and diversified economy will provide the best future for the Community.

22. Population Trends - The 1980 census and community awareness has shown that the population growth rate of Lebanon has leveled off and possibly is now negative. The loss of jobs in the City has forced many families to look for employment elsewhere and leave the Community. In a conventional planning program, an analysis of population growth indicates how much new industrial land must be created to meet the demands of an increasing population for jobs. In Lebanon, the situation is different. The City is experiencing a reduction in population, which is severely impacting all elements of the economy. The City needs additional industrial land to attract new industry so that there will be a reason for people to move back into the Community. Lebanon wants growth in both its economy and population. Stimulus in the economy area will bring the desired growth in population.

A clear indication of this negative population trend and the general state of the local economy can be seen in the number of new building starts in recent years:

1976	208 units
1977	368 units
1978	160 units
1979	167 units
1980	58 units
1981	24 units
1982	0 units

23. Need for Large Industrial Tract - The City of Lebanon needs to have in its inventory of industrial land a tract of over 200 acres. The need is substantiated by the inquiries and experience of the City over the last few years. Tektronix was only interested in a site of over 200 acres and selected Lebanon as a parcel of that size was being made available by the City. Other communities have in similar manners been able to attract the large major employers because these very large tracts have been available, most notably in the area is the Hewlett-Packard plant in Corvallis.

Pat Patterson, President of the Lebanon Industrial Development Corporation and Editor of the Lebanon Express has reported as part of the record of this case (letter of Pat Patterson to J.D. Griffith of May 12, 1982) that he has received inquiries from various industries about the availability of large industrial properties in Lebanon, and has had to inform these industries that there were no 200+ acre parcels. Most recently, he was approached by

an electronics firm that needed a site of at least 200 acres that was within an UGB so that the needed services could be available. This potential new employer indicated that the proposed facility would employ approximately 800 people. As there was no land available that would meet their needs, the firm has moved its plant location search elsewhere. If the subject properties had been available, the City would have been a long way toward meeting the firm's needs.

24. Inventory of Industrial Lands - There are four large vacant industrially planned lands in the Lebanon Urban Growth Boundary. The first is the Tektronix site of approximately 250 acres. This area is considered unavailable because of the pending construction of the Tektronix plant.

The second is south of Tangent Street and contains approximately 180 acres. The owner of this property has indicated through the City's Comprehensive Planning processes that there is no interest whatsoever in urbanizing this area much less putting it to industrial use. Because of the owner's intentions, it is considered unavailable, plus it is less than the 200 acre size needed.

The third site encompasses the old rodeo grounds. It contains only approximately 100 acres, so it is not adequate to meet the need discussed. As well, it lacks services and is not readily serviceable.

The fourth site is north of the subject properties and west of the airport. This land is only 127 acres in size, not meeting the need for a 200 plus acre tract. It also will require a major sewer line extension.

The subject properties will form an industrial tract that will work with the four areas mentioned above, and most especially with the third and fourth as they are available, in presenting to the industrial community a well rounded and complete inventory of available industrial land. This inventory will be backed up by a willing community, so that it will be a very attractive package.

25. Underutilized Human and Natural Resource Capabilities - Goal 9 calls for economic growth and activity being encouraged in areas of "underutilized human and natural resource capabilities" in areas that "want increased growth and activity." Lebanon is an area that conforms to this standard. It's high unemployment, forest products economy base, and underutilized cultural, educational, and natural resources are all indications of a community in need of strong economic growth. The City wants this to occur and is encouraging the creation of an inventory of industrial lands that will help in the effort. The subject properties will be an important part of that program.
26. Site Suitability - The subject properties when tied with the adjacent industrial area will serve for one large industrial tract. This tract is excellently located and situated for an industrial use. It is served by two arterial streets bordering it on the north and east sides. It has good access to Interstate 5 without having truck traffic go through the City. It has immediate access to the Airport. It is located in close proximity to existing and future residential areas, thus reducing the necessity for new transportation corridors.

The final site configuration will be a trapazoid, but it will have adequate dimensions in all direction to accommodate a plant layout. The property will be developed as a planned unit development so that the Creek, and the powerline that basically follows its alignment, can be designed around and preserved. Over half of the total acreage is north of the creek in an approximate rectangle shape. This would be the area for major buildings, with the smaller areas south of the creek used for parking, storage, and secondary buildings.

27. Airport Impact - The nearby Lebanon State Airport is a public transportation facility in which over \$780,000 has been invested. The industrial area will provide a stimulus to its use and the airport will be an important facility for an industrial user.
28. SB 983 - The 1982 Oregon State Legislature passed into law Senate Bill 983. This bill states that economic recovery is a "matter of statewide concern" and that state agencies will "give added weight to economic considerations" when making planning related decisions. This bill is a clear statement of the public need for strong economic

development efforts. It indicates that economic considerations are to be carefully considered and they carry a certain priority. The City of Lebanon believes that the economy of the community is of critical concern and that its stimulus is of greater value than other planning related considerations, such as the loss of marginal farmland.

29. GOAL 10, HOUSING - Potential Enclave - The industrial lands addition to the UGB will create an enclave of the property if it is not included. This would essentially be an illogical boundary as the area around the parcel would be urbanized and would have urban services. Maintaining the RR-1 zoning with the parcel outside of the UGB, and developing the property as such, would create a de facto urban area that would be without benefit of urban services. It would also inevitably be brought into the City at some point in the future when its large lot sizes would make it an inefficient and expensive area to serve.

Density Transfer - The County has already determined that this area is committed to residential use. With the proposed residential area developed at urban densities instead of the entire property developed at 1 acre densities, the number of dwelling units created is similar. If the property develops as conventional single family, the number of dwelling units would drop. If it is developed at the medium density figures of 8 to 12 dwelling units per acre, the number would be approximately the same or somewhat higher. Essentially this action transfers already allocated densities from the total property to one smaller portion, with similar impacts on support services such as school and fire protection.

Residential Suitability - The residential tract is better suited to residential than industrial use. It is adjacent to residentially planned areas to the north and east. It is separated from the balance of the property by Oak Creek. With the preservation of its flood plain area, the developable land would be significantly separated from the industrial area to the south. While this separation will not make a substantial difference in the larger portion of the property, here it would probably create an inefficient development pattern. A separate residential area would work better.

Airport Impact - There should be no impacts on the airport operation or on the livability or safety of the homes as the proposed residential area is located in the portion of the total property that was agreed on as appropriate for residential development by the owner and the Aeronautics Division. This was during the County proceedings that set the RR-1 zone for the property. The owner will still grant any necessary avigation easements and will require of the eventual homeowners the appropriate "hold harmless" agreements.

30. GOAL 11, PUBLIC FACILITIES AND SERVICES - The subject properties are served with two arterial streets. Sewer and water services are available, but will need to be extended to the property at the time of development. The cost of these extensions will be subject to discussions with the developer at the time a specific proposal is made to the City. The proposed Stoltz Hill Pump Station and the proposed water main to be extended to the site can accommodate further development to the south in the future.
31. GOAL 12, TRANSPORTATION - The properties are served by two arterial streets. Improvements to arterial standards will be required before major industrial development takes place. The cost of these improvements will be subject to discussions with the developer at the time a specific proposal is made to the City. The property is served by the Lebanon State Airport.
32. GOAL 13, ENERGY CONSERVATION - The sites are very close to the currently developed area of Lebanon and adjacent to planned future residential areas. Schools, shopping, and city services are very close to the site. These close physical relationships contribute to a significant energy savings as compared to a major industrial site located away from a population center. It also provides an opportunity for energy savings that does not now exist in the City as the major areas for new employment are located in the northwest portion of the City, requiring those that live in the southern area to drive greater distances as compared to the distance to the subject property.
33. GOAL 14, URBANIZATION - There are seven criteria in Goal 14 for use in considering an amendment to an urban growth boundary. The proposal conforms to these criteria. The points are listed below with discussions of the conformance. These discussions are based on information found earlier in this document and will serve as a summary of the justification report.

34. Urbanization Criteria 1 - "Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals."

Analysis - The City of Lebanon wants growth in its population and employment sectors. The two factors go hand in hand. The City has experienced a very high unemployment rate and a drop in population. There is a critical need for economic stimulus to stabilize and increase the population, provide new jobs, and increase the overall economic health of the community. To bring about long range growth, and to meet the population's future needs, major new employers are needed in the City.

The City included 914 acres of industrial land in its Comprehensive Plan as adopted. While this is a good inventory, none of this land is of a size and configuration to attract the major industry that demand a site of at least 200 acres. The specifics of the existing inventory reveal that it is not adequate to provide a fully well rounded collection of potential industrial sites.

35. Urbanization Criteria 2 - "Need for housing, employment opportunities, and livability."

Analysis - The proposed large industrial tract will provide an opportunity for a very large major new industry to locate in the community providing excellent employment opportunities. This will enhance the livability of Lebanon through a healthy economic climate and a much larger tax base.

36. Urbanization Criteria 3 - "Orderly and economic provision for public facilities and services."

Analysis - The area of the subject properties has been within the planning area for sewer and water service for many years. Major extensions, including a sewer pump station are planned to serve the properties and surrounding area. The developer will be responsible for these extensions which will occur when there is a specific industrial user and site plan to review.

37. Urbanization Criteria 4 - "Maximum efficiency of land uses within and on the fringe of the existing urban area."

Analysis - This is an area that has been planned for urbanization since at least 1968, with specific plans developed then for utility service. It was included in the Lebanon Urban Growth Boundary for seven years from 1973 to 1980. The planning efforts of the Community have included this property for many years.

Other properties outside the UGB possibly would be available for industrial development to meet the need, however none of them can meet the need as well or as efficiently as the subject properties. Lands on the west and north side of the City are generally much better farm land than the subject property and do not have the existing and planned utility facilities like the proposed area. The east boundary of the urban area is the Santiam River. Lands on the other side of the river are not acceptable for industrial use because of street and utility constraints. Lands to the south of the UGB are heavily developed with rural residential housing with little area of sufficient size to meet the need. As well, the area has not been planned for utility service.

The subject properties represent efficient land utilization. They are surrounded on two sides by the UGB and have good transportation access and utility availability. Existing development is very near the properties, allowing for a minimum of travel distance between residential and employment areas.

38. Urbanization Criteria 5 - "Environmental, energy, economic and social consequences."

Analysis - The development of the subject property will be subject to all state, federal and local environmental regulations. The property is better suited from a noise pollution standpoint to be in industrial use than its current and planned rural residential use. The industrial development will provide a buffer between the agricultural area to the west and the urban area to the east.

The proximity of this industrial area to residential areas will allow for an energy savings as compared to other employment areas with greater separation from the residential areas.

The economic benefit to the Community cannot be overstated. The City needs extensive economic development and the proposed industrial area will provide a greatly increased opportunity to attract the industry that will provide it.

Any community in a serious economic recession will have social problems caused by unemployment and stagnant economic activity. A stimulus to the economy will provide new income and business profits to Lebanon, enhancing its social structure, climate, and ability to provide for its citizens.

39. Urbanization Criteria 6 - "Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority."

Analysis - The subject properties contain predominately Class III soils.

40. Urbanization Criteria 7 - "Compatibility of the proposed urban uses with nearby agricultural activities."

Analysis - The proposed industrial area will not be adversely impacted by adjacent farming practices nor will an industrial use developed to the standards of the Lebanon Zoning Ordinance cause harmful effects on adjacent properties. It is suggested that the industrial use will be more compatible than the currently planned rural residential use.

ADOPTED BY Council September 8, 1982.



Mayor