

A BILL FOR AN ORDINANCE AMENDING )  
THE LEBANON COMPREHENSIVE PLAN )  
(February 27, 1980) AND THE )  
LEBANON ZONING ORDINANCE #1773 )  
DESIGNATING AND REZONING AN AREA. )

ORDINANCE BILL NO. 20  
for 1983

ORDINANCE NO. 1922

WHEREAS, the City of Lebanon received a request to change the land use designation and zoning in an area; and

WHEREAS, public hearings have been held by both the Lebanon Planning Commission and Lebanon City Council in accordance with state and local laws; and

WHEREAS, a "Findings" document (attached as Exhibit "A") has been adopted, NOW, THEREFORE

THE CITY OF LEBANON ORDAINS AS FOLLOWS:

Section 1. Pursuant to Article 9 of Ordinance No.1773 and the procedures established by the City for Comprehensive Plan amendments, the following amendments are made:

Northwest portion of Tax Lot 356;  
Assessor's Map 12-2W-15DD

is changed from the Comprehensive Plan land use designation of Commercial to Mixed Density Residential and is also changed from the zoning class of (CH) Highway Commercial to (RM) Residential Mixed Density.

Section 2. The Lebanon Comprehensive Plan map and zoning maps shall be amended to reflect the change as indicated in Section 1.

Section 3. 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 12<sup>th</sup> day of October, 1983.

  
\_\_\_\_\_  
Mayor

ATTEST:

  
\_\_\_\_\_  
Recorder

FINDINGS OF FACT

EXHIBIT "A"

ZONE CHANGE CASE 83-1 AND  
COMPREHENSIVE PLAN AMENDMENT CASE 83-1

PROPOSED ELDERLY/HANDICAPPED HOUSING COMPLEX  
2400 Block of South Second Street; Lebanon, Oregon  
Morgan Enterprises, Inc., Land Owner  
Elgin Properties, Inc., Developer

August 1983

I Applicable Plans and Ordinances

A Criteria - The following documents contain the applicable criteria for use in considering this Comprehensive Plan and Zone amendment:

- 1 Statewide Planning Goals and Guidelines, Numbers 1 - 14. Oregon Land Conservation and Development Commission, 1974.
- 2 The Lebanon Comprehensive Plan, as acknowledged by the Land Conservation and Development Commission.
- 3 The Lebanon Zoning Ordinance.

II Request

A This is an application for an amendment of the Lebanon

Comprehensive Plan Land Use Map and the Lebanon Zoning Map from Highway Commercial to Mixed Density Residential for property located in the 2400 block of South Second Street.

### III The Site

A The subject property contains 1.7 acres. It is located at the north end of a large parcel zoned Highway Commercial. The property has an irregular but basically triangular shape and fronts on South Second Street. It is flat and contains no significant natural features.

B The subject property is "sandwiched in" between the single family neighborhood to the west and the backs of the Linn Lanes Bowling Alley and Curly's Dairy to the east. Its location is not conducive to retail development for two basic reasons:

- 1 There is not a great deal of traffic on this portion of South Second Street, meaning little demand for "highway commercial" uses, and
- 2 The neighborhood character is not such that many retail uses could be compatible with the single family development to the west and office uses to the south.

IV The Project

A

A Proposed for the property is an Elderly/Handicapped Housing complex developed under the Federal Farmers Home Administration Section 515 Housing Program. This program provides low rent housing designed to meet the need of elderly and handicapped members of the community.

B One other 515 project, Anderlick Manor on east Grant Street, is already located in the community.

C A 515 project provides low rent by providing an economic inducement to the developer in exchange for keeping rents low. The target rent for a one bedroom elderly apartment is \$175.00. On the open market these units would rent for \$225.00 to \$250.00, which reflect standard costs of construction and development. The program works by providing favorable terms for project financing in exchange for setting rent levels at points well below market rents and for designing and building the project specifically to meet the physical needs of the target populations.

D

V Surrounding Area

- A To the west of the subject property, across South Second Street, is a single family residential neighborhood. Several single family homes face the proposed project. Slightly to the north is the Mennonite Church.
- B To the north and northeast are Curly's Dairy and Linn Lanes Bowling Alley fronting on South Main Street. Farther to the north is a mixture of housing and commercial uses.
- C To the direct east and south is the balance of the total Morgan Enterprises, Inc., property. This property has been being developed as a complex of commercial uses over several years. At this time a Pizza Parlor, a large office building, a Circle K convenience store, an office building housing Rhodes-Warden Insurance, and an office building housing

primarily the State of Oregon Department of Motor Vehicles are located on the site.

D The vacant portions of the Morgan Enterprises, Inc., property have been planned for an eight lot commercial subdivision. This subdivision has not been recorded as of this time. This proposed housing complex will require an alteration of the overall subdivision design. The Vicinity Map indicates that lots 1, 2, and portion of 3 and 4 are used for the housing. The access easement at the south end of the housing site and the utility easements within the site are not needed and will be eliminated.

E This new development pattern is not detrimental to the eventual development of commercial subdivision as it does not disrupt the access or circulation throughout the entire site. It provides for a new lot to be created from the former lots 3 and 4 that is usable for office purposes.

## VI Public Need

A There is an overwhelming need for additional elderly/handicapped housing in Lebanon. This need is demonstrated through the following situations:

1 Anderlick Manor, the other 515 project in the City, has a long waiting list. It is not large enough to meet all the demand and need for this type of housing in the community.

2 The Linn/Benton Housing Authority has 36 dwelling units in its program in Lebanon now. The Housing Authority policy is to not take applications for housing when they can anticipate that there is a wait of over one year for housing. At this time there are 35 people on the list needing one bedroom housing. The list was closed on October 29, 1982, about three quarters of a year ago.

~~3~~ The Authority anticipates filling two or three applications per month, however, in the last three months only one placement was made per month. Placements come only when there are openings. At this rate it will take up to three years to meet the need for the 35 people that were able to get on the list before it was closed last October.

4 There is virtually a zero vacancy rate in this housing, allowing for move out/move in periods.

## VII Capabilty to Meet the Need

A The subject property is well suited to meet the need.



4 Anticipating that there may be some night-time noise from the dairy and bowling alley, the project is designed to provide effective sound-proofing. The applicants have indicated that the units have generally been designed with the bedrooms on the front away from these commercial uses providing an effective night-time sound barrier. As well, sound buffering landscaping will be utilized along the property line.

C The project will have to receive approval of a Use Permit before it can be constructed. Through this process the Planning Commission can assure that the site is developed in a manner consistent with the representations of the applicant during the Plan and zone change proceedings, including assurance that effective soundproofing is incorporated into the final design.

D The location of a 515 project in relation to needed services is a very important criteria. Ideally, these projects should be within walking distance for the elderly from needed commercial and community facilities. This project is excellent in meeting this condition.

The Farmers Home Administration sets certain target criteria for location of 515 projects. These criteria, and the project's compliance with them, demonstrates the ideal nature of this site.

B A 515 project must be well oriented in relation to surrounding land uses. This proposed complex meets this criteria.

1 To the west is a single family neighborhood. Second Street forms a natural boundary line between these low intensity uses and higher intensity to the east. The project forms an excellent "buffer" between the single family area and the commercial uses. It has been demonstrated in many communities that elderly housing projects are ideal neighbors, due to the very low traffic generation and minimal level of noise and activity.

2 The project blends well with the office uses to the south. There is no reason to expect that any negative impacts would occur between these areas, especially as the housing will be fenced.

3 The apartments will be screened from the dairy and bowling alley to the east.

- C A survey of all RM and RH zoned property identifying vacant parcels of approximately one and one half acres or more was submitted by the applicant. This total inventory of appropriately zoned, potentially available land that could be used in the place of the subject property shows that none of the property can meet the need. None of the properties have significant community and commercial services available within a walking distance or are configured properly to support this type of housing.

VI: Conformance with the Comprehensive Plan

- A This application amends the land use map of the Lebanon Comprehensive Plan for the subject property, but it suggests no amendment to the goals and policies. Rather, it conforms with and helps to implement the Plan.
- B Relevant Goals and Policies are given below with a brief statement on the project's conformance:

Section 1.50-1, GENERAL GOALS AND OBJECTIVES

"1. To encourage development in a planned and considered manner consistent with the community's general health, safety and welfare."

The proposed elderly/handicapped housing complex provides a buffer between differing uses on the west

1 Within a reasonable walking distance, there are three major grocery stores, a convenience market, a garden store, two drug stores, a discount department store, several family style restaurants, several fast foot restaurants, three churches, and many other desirable and needed uses. Medical services and the Senior Center are within a five minute driving distance and easily accessible using the Senior Dial-A-Ride Bus.

E In respect to the FHA criteria, the site is excellent. These criteria can be used to determine the suitability of the property in meeting the identified public need. This need is well met.

#### VIII Alternative Lands

A There are no alternative lands that are vacant and already zoned appropriately that can meet the public need.

B Any property zoned RM (Mixed Density Residential) or RH (High Density Residential) can be considered a potential site as a project of the proposed density can be created in either.

The proposed housing project helps to implement this community goal by providing housing of a supportive design, and at below market rent levels, to meet the needs of the elderly and handicapped population. The housing is appropriate to their needs, both physical and financial.

Section 1.60-1, LAND USE

"6. The City shall maintain a mixed-density residential zone to allow locational flexibility and an intermix of housing types and densities within locational criteria that would direct traffic from higher density developments onto highways, arterials or collector streets and away from single-family areas."

The Plan and zone change reflects this policy by allowing an intermix of housing types and densities along this portion of Second Street. The street is a designated collector and directs traffic directly to South Main Road, also a collector, Walker Road, an arterial, and Highway 20.

"7. Medium-density multiple-family developments and mobile home parks or subdivisions that do not exceed the densities specified in the Zoning Ordinance shall be allowed as a Conditional Use within the City's Mixed Density Residential Zone provided access is from a designated highway, arterial or collector street and urban services are available."

Access is to a collector and all urban services are on or immediately available to the site.

and east. It is supportive of the community's general health, safety and welfare by providing safe, decent, and sanitary housing appropriate to the needs of a significant, and often disadvantaged, portion of the population.

"2. To achieve an environment that assures each individual the widest possible choices and opportunities for a productive and meaningful life-style within the community."

The FHA 515 program is designed to provide housing alternatives to members of the community that are disadvantaged, so that they can have flexibility of choices, and with decent affordable housing, be able to have an enhanced life.

Section 1.50-1, SPECIFIC GOALS AND OBJECTIVES

"2. To provide a land use policy plan which sets forth the suitable kinds, amounts and intensities of use to which land in various parts of the City should be put."

This amendment will help provide adequate buildable multi-family zoned land in appropriate locations for elderly and handicapped use.

"3. To provide a housing policy plan which seeks to increase opportunities for all citizens to enjoy safe, decent, and sanitary housing and to assist in creating and maintaining neighborhoods in a manner consistent with the natural environment and the needs of the people."

traffic generation.

"6. The City shall cooperate with county, regional, and federal agencies in developing housing and family assistance programs suited to community needs."

It has been demonstrated that there is an unmet need for elderly/handicapped housing in Lebanon. This project, created in cooperation with the United States Farmers Home Administration, will help to meet that need.

X Conclusions

A There is a demonstrated public need for additional housing in the community to meet the physical and financial needs of the elderly and handicapped populations.

B The proposed FHA 515 housing project meets that need through its design and its location in respect to needed goods and services.

C There are no vacant, buildable, alternative lands that are already appropriately zoned that could meet the need.

D The Use Permit process will provide an adequate opportunity to review the design and soundproofing of

Section 1.60-1, HOUSING POLICIES

"GOAL: Every family should have the opportunity to live in sound housing, adequate to their needs, at a reasonable cost relative to their income."

The proposed project speaks directly to this housing goal. The project will provide sound housing specifically designed to meet the needs of the elderly and handicapped population at a below-market rent level determined by FHA. This level is intended to represent 25% of the average incomes of this portion of the population.

"1. The City shall maintain an adequate availability of residential, buildable lands that provide locational choices for each housing type as part of the City's development monitoring program and annual plan review."

There are not adequate, appropriate, and buildable lands to meet the demonstrated need for elderly and handicapped housing. This Plan and zone change helps to rectify this situation.

"3. The City shall maintain an intermix of housing types and densities within the locational criteria of the zoning ordinance."

The proposed housing complex will mix well with the single-family subdivision to the west due to the one story construction, extensive landscaping, and very low



the proposed project in order to assure adequate buffering between it and adjacent uses.

E The proposed Plan and zone change are in conformance with and help to implement the Lebanon Comprehensive Plan.