

City of Lebanon, Illinois - *Comprehensive Plan*



FUTURE LAND USE

November 2015



"City of the Cedars"

Chapter 4: Future Land Use

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Chapter 4: Future Land Use

Section 4.1 Future Land Use Plan

The intent of the Future Land Use Plan is to guide future land use decisions that promote the planned, orderly growth and preservation of lands within the City of Lebanon and its recommended growth areas. The Plan includes the Future Land Use Map, Future Land Use Matrix and supporting text, all of which must be considered when making decisions regarding annexation, subdivisions of land, new development or zoning changes. The Future Land Use Plan and recommendations were developed based on the careful consideration of various physical, social, economic, and political factors and influences. The three main influencing factors were; 1) the past and present land use practices, current zoning regulations and land use policies; 2) the previous Comprehensive Plan and existing development constraints and; 3) the vision, goals and policies presented in Chapter 3.

The Future Land Use Map and Plan includes strategic growth areas located in unincorporated St. Clair County. Annexation of these areas is recommended. The Map considers the compatibility of various land use categories and shows generally how land should be utilized or preserved to best meet the goals of this Plan. In case of a conflict between the provisions of the text of this Plan and the Future Land Use Map, the provisions of the text shall prevail.

The Future Land Use Map is not a zoning map. A zoning map is a graphic representation of locally enacted law that regulates and controls the use of property. The Future Land Use Map is a graphic representation of policy intended to guide future land use decisions regarding the intensity and density of future development and preservation. According to the Illinois State Statutes, all future land use decisions must be consistent with this Plan. Therefore, all zoning changes, land subdivisions, new development and redevelopment should be reviewed for consistency with this Plan during the development review process.

The decision to locate new uses and activities in the City should also be based upon factors such as compliance with the City's Zoning Code, impact on existing development, capacity of adjacent streets and compatibility between the built and natural environment. The recommendations of this Plan should be used with a sense of flexibility. Development proposals that do not exactly match the Future Land Use Map and Comprehensive Plan recommendations, but reflect market place demands, should be given reasonable consideration as long as they do not present significant new public service burdens or negatively impact the health, safety or welfare of the community. If a zoning change is made that is not consistent with this Plan, the Plan should be "forwarded" or amended to align with the zoning change. The Future Land Uses identified on the map are as follows and as described on the Future Land Use Matrix.

- Rural Residential
- Single-Family
- Single-Family Attached
- Multi-Family
- McKendree Overlay
- Neighborhood Commercial
- Commercial
- Downtown
- Industrial
- Public/Semi-Public

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Future Land Use Matrix		
Description / Corresponding Zoning	Density	Recommended Uses
Rural Residential (SR-1)	One (1) dwelling unit per 3 acres- or as approved by the Board of Aldermen.	<ul style="list-style-type: none"> - Agricultural - Single Family - Planned Subdivisions - Parks, trails & institutional uses
<p>Areas designated as “Rural Residential” generally have limited access to infrastructure such as paved roads and connections to municipal utilities. Therefore the uses should be limited to existing agricultural and residential uses, new single-family homes located on lots greater than 3 acres and future parks and other uses where public utilities are not immediately necessary. Compact, conservation subdivisions, schools and other institutional uses are recommended as planned uses in areas that are served by City utilities. The cost to extend or improve utilities and roads should be shared by the developer and installed prior to occupancy of any new homes or buildings.</p>		
Single Family / (SR-1, SR-2 & SR-3)	Minimum lot size: Not less than 10,000 SF.	<ul style="list-style-type: none"> - Single Family - Planned Subdivisions - Parks, trails & institutional uses
<p>Areas designated “Single Family” have access to infrastructure such as paved roads and connections to public utilities. Single Family residential areas are intended for subdivisions containing a minimum lot size of 10,000 square feet. Measures should be taken to preserve the natural character of the land and accommodate pedestrian and bike infrastructure. The cost to extend or improve utilities and roads should be paid by the developer and installed prior to the occupancy of any new homes. Homeownership is encouraged. Smaller residential lots are recommended on a case by case basis as approved by the Board as part of a planned development where at least 50% of the subdivisions consists of open space, undisturbed woodlands, and agricultural lands or as approved by the City. Modular homes are permitted provided they meet the requirements of a traditional stick-built home.</p>		
Single Family Attached (MR-1, PR)	Minimum lot size: 10,000 S.F for 4 or less units.	<ul style="list-style-type: none"> - Single Family Detached - Single Family Attached - Parks, trails & institutional uses
<p>Areas designated as “Single Family Attached” generally include attached single-family homes with a density of two (2) dwelling unit per 10,000 SF. Future development envisioned includes a variety of residential styles and types with landscaped open spaces and verdant drives. New development should be served by sewer, water and residential streets that comply with the City’s latest subdivision road and storm water standards. Modular homes should be permitted provided they meet the requirements of a traditional stick-built home. Modular buildings, trailers, mobile homes and duplexes that do not fit the character of existing neighborhoods should be prohibited to the extent permitted by law.</p>		
Multi-Family (MR-2, MR-3)	Minimum lot size: 10,000 S.F for 4 or less units and 2,500 SF for each additional unit.	<ul style="list-style-type: none"> - Apartments - Single Family Attached - Parks, trails & institutional uses
<p>Multi-Family generally includes attached single-family homes and apartments with a density of 2,500 sf per unit. Future development envisioned includes a variety of multi-family styles and types with landscaped open spaces and parking areas. New development should be served by sewer, water and streets that comply with the City’s latest subdivision road and storm water standards. Multi-family structures and apartments that do not fit the character of existing neighborhoods should be prohibited to the extent permitted by law. Single or unified ownership of all structures and common use areas is encouraged. See also IPMC recommendations in Section 4.8.</p>		

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Future Land Use Matrix (continued)		
Description	Density	Recommended Uses
McKendree Overlay (E-1)	Min. lot size: As determined by the Planning Commission & Board of Aldermen.	<ul style="list-style-type: none"> - Educational/Institutional Uses - Limited commercial retail, service and office uses. - Single family, single family attached, rooming houses and multi-family uses. - Parks, trails & institutional uses
<p>The area designated “McKendree University” on the Future Land Use Map includes the McKendree University Campus as well as contiguous areas of influence. This area is heavily influenced by the day-to-day operations of the University and intended to consolidate McKendree sphere of influence from negatively impacting the single family neighborhoods and other less intense land uses. The recommended overlay will also serve as a legal mechanism to allow relief from the City’s conventional zoning requirements and rigid bulk and density requirements that are not applicable to the scale and intensity of a university campus. Any change in use, expansion of an existing use or other material or physical changes that take place within the area designated “McKendree Overlay” should be required to adhere to the requirements of the recommended overlay – which would also result in a legislative rezoning. Rooming houses that allow more than 4 students living together in one dwelling should be permitted provided the dwelling is an approved Rooming House and the number of occupants as determined by the City’s building code is not exceeded. See also IPMC recommendations in Section 4.8.</p>		
Mixed Use (C-1, SR-3, MR-1, MR-2 & MR-3)	Min. lot size: As determined by the Planning Commission & Board of Aldermen	<ul style="list-style-type: none"> - Commercial services, retail, office & limited medical - Residential - Parks, trails & institutional uses
<p>Areas designated “Mixed Use” are located adjacent to existing and proposed residential neighborhoods along Highway 4 and provide excellent visibility and access for both vehicular and pedestrian modes of travel. To achieve a desirable level of continuity between commercial and residential uses, site plan review and the use of landscape buffering and architectural screening is recommended. Retail sales and services, office, limited medical, financial uses, restaurants, entertainment, convenience stores and automobile-oriented sales and services are envisioned in areas designated Mixed Use. Commercial developments should have direct access to an arterial roadway. The use of shared access and other access control measures are recommended. Monument signage (in lieu of pole signage) should be encouraged. Smaller, less intense commercial uses should be permitted, while larger, more intense uses should require a special use permit. These may include, but are not limited to, uses with significant outdoor storage, big box retailers and drive-through establishments. Requirements addressing signage, parking, buffering, sidewalks and landscaping are recommended.</p>		
Commercial (C-1)	Min. lot size: 10,000 SF or as approved by the Board of Aldermen.	<ul style="list-style-type: none"> - Commercial Service & Retail - Office - Medical - Parks, trails & institutional uses
<p>Areas designated “Commercial” are generally located along Highway 50 & 4. Retail sales and services, office, financial uses, restaurants, entertainment, convenience stores are envisioned. All “Commercial” development should have direct access to a major road and provide landscape buffering and architectural screening between less intense uses. Contributions towards the installation of pedestrian and bike paths and the installation of designated crosswalks is strongly recommended as a requirement of all new Commercial development. Buildings should consist of quality materials and constructed in a workmanlike manner.</p>		

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Future Land Use Matrix (continued)		
Description	Density	Recommended Uses
Downtown (C-2)	Min. lot size: As determined by the Planning Commission & Board of Aldermen.	<ul style="list-style-type: none"> - Limited residential, retail, office, commercial services, hospitality and entertainment. - Parks, trails & institutional uses
<p>The area designated “Downtown” on the Future Land Use Map includes the traditional core of the City as well as the adjacent residential areas- which are critical to the success of Downtown. This location is the focal point of Lebanon and provides excellent visibility and convenient access for both vehicular and pedestrian modes of travel. Smaller, less intense commercial uses should be permitted, including retail sales and services with limited outdoor display of merchandise and restaurants with al fresco dining and outdoor gathering areas that do not interfere with the historic character of the Downtown. Pole signage should be prohibited. Large, intense uses and high traffic generators such as gas stations, convenient stores and uses with drive-thru should be prohibited. Requirements addressing signage, parking, buffering, sidewalks and landscaping are recommended. Relief from the City’s parking requirements and other restrictions are recommended to encourage redevelopment efforts. Streetscape & façade enhancements may be required to mitigate any deviations from the City’s parking and density standards. Reinvesting in the preservation and long term viability of existing residential units along St. Louis Street and single family homes that fall within the Downtown should receive top priority for any available funding, rebates and other programs and incentives to promote restorative development.</p>		
Industrial (“I”)	Minimums lot size: 5,000 square feet.	<ul style="list-style-type: none"> - Office/manufacturing/assembly - Warehousing, self-storage - Distribution - Outdoor storage - Vehicle & equipment sales - Parks, trails & institutional uses
<p>Areas designated as “Industrial” are intended for environmentally “clean” manufacturing and industrial operations, including warehousing, transportation and distribution related uses. All industrial uses should provide on-site buffering when abutting less intense uses. Recommended building types include brick, concrete, masonry and tilt-up buildings. Pole buildings should be prohibited. All uses that include the storage of inoperable automobiles, boats, RVs or other such inoperable equipment should contain sight proof screening, approved by the City. Sites are encouraged to obtain the incentives available through the Illinois Department of Commerce & Economic Opportunity.</p>		
Public/Semi-Public/Medical (S/P, PC)	Average minimum lot size: As determined by the Board of Aldermen	<ul style="list-style-type: none"> - Places of assembly - Parks, trails & institutional uses - SAFB & area airports - Sensitive nature areas (wetlands)
<p>The Public/Semi-Public/Medical future land use designation includes public schools, community facilities, churches, institutional uses, open space, natural areas, SAFB, airports and publicly owned properties. Future development of a site designed “Public/Semi-Public” that does not include one of the aforementioned uses should be rezoned to a zoning district that is most representative of the existing adjacent use and subject to the required public notice/hearing requirements, compliance with the applicable zoning and design requirements and final approval by the City.</p>		

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Future Land Use Recommendations

Section 4.2 Future Land Use Overview

This Plan calls for balanced and carefully considered growth, downtown revitalization and economic stabilization. The intent of the Plan is to protect Lebanon's small town character, outline new responsible property ownership initiatives, and promoting economic development to create jobs, improve the City's image and ensure the City's revenues remain reliable for the long term. The City should consider the following future land use recommendations:

- **Commercial redevelopment and new development focused along Highway 50/4 and continued revitalization of the City's historic downtown.**
- **Improving relationship with McKendree University to maximize potential synergies and partnership opportunities to make Lebanon a great place to go to school, live, work and play.**
- **Protecting the City's existing single family neighborhoods while promoting new development by consolidating student housing to property owned by McKendree or adjacent to the University campus.**
- **Improving pedestrian and bicycle accessibility throughout town.**
- **Preserving the City's small town atmosphere while maintaining the current level of public services and continuing to improve upon the City's schools, family-friendly activities, recreational programs and seasonal events.**
- **Promoting the City's small town atmosphere, historic downtown, excellent parks, quality schools and access to University services and events to SAFB, area real estate brokers and home builders.**

The foundation of the plan rests on the belief that Lebanon will do what is necessary to understand changing market demands, accommodate new trends in land use and seize the opportunity to improve downtown, create jobs and attract new residents. The community is supportive of efforts to revitalize downtown Lebanon, improve local roads and sidewalks, invest in regional transportation improvements (such as the bypass) and providing access to quality, affordable public services (code enforcement, public works, police, fire) and utilities. The Plan recognizes that if Lebanon does not proactively position itself to appeal to homeowners looking to relocate or create economic development opportunities, they will occur elsewhere and Lebanon will see a decline in both its financial situation and the financial situation of businesses located in Lebanon.

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Section 4.3 Rural Residential

The Rural Residential Future Land Use category generally includes all land within the City's extraterritorial jurisdictions (ETJ) that is not already developed residentially or owned by a public entity. This area consists of several creeks, including Silver Creek, woodlands, animal habitats and vast agricultural fields. Infrastructure necessary to support more intense development is currently not provided. The installation of future infrastructure would be very difficult and expensive due to the topography and distance from existing facilities. Therefore, future development should be limited to existing agriculture uses or agriculturally related uses, single-family detached residential dwellings, limited recreational uses, trails, passive parks and open space. Residential areas not served by city sewer or water should provide at least two (2) acres per house lot. Planned Subdivision design is the preferred method of development for future single family subdivisions.

The intent of the Rural Residential land use designation is to serve as a tool to preserve irreplaceable open space and income generating farmland and to redirect urban development to areas that are served by publicly provided roads and infrastructure. The areas anticipated for future urban development are categorized under one of the city's future commercial or residential land use categories. The rationale for designating such large areas as Rural Residential is necessary to preserve the area's agricultural, small town atmosphere. Areas designated "Rural Residential" are depicted on the Future Land Use Map.

Section 4.4 Single Family

Single family dwellings represent the majority of housing available within the City of Lebanon. Considerable residential growth has occurred within the northern corporate limits along Route 4 off Acorn and Summerfield. Most future growth in the City's housing stock is anticipated to occur in this area within existing or approved subdivisions that were created prior to and during the housing crisis but never built. To minimize costs associated with providing services to new residential areas, new single family development is recommended in undeveloped areas adjacent to existing single-family neighborhoods within the current City limits. The demand for smaller homes, including villas (single-family attached homes) on smaller lots and housing for seniors will continue to increase. This type of housing is recommended where adjacent residential densities and building types are similar or where appropriate screening is used to create a buffer between dissimilar residential densities or dissimilar land uses.

The creation of new, mixed density residential subdivisions that follow a similar pattern of growth as the City's existing well-planned subdivisions is also recommended just north of the City's current limits as shown on the Future Land Use Map. Areas designated Future Single Family and Mixed Use located outside the City's current limits should be annexed in advance of proposed development to ensure compatibility with the City's zoning regulations and existing neighborhoods. There is currently no County zoning or coordination between the City and County, therefore, annexation of these areas is recommended to accommodate future single-family residential growth, supporting non-residential uses and to preserve income producing agricultural land, open space and future parkland and greenways.

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In-fill development of vacant lots and tear downs in existing, older residential areas is recommended to help accommodate future single-family growth and stabilize existing residential neighborhoods. The following restorative development options are recommended to help stabilize, diversify, expand and add value to the City's housing stock. They include:

1. The restoration of older homes is recommended to provide the amenities desired by young families and reflect the latest housing trends and sustainable building practices. These include updated floorplans, energy efficient HVAC systems, ENERGY STAR compliant windows and doors and the latest roofing, siding and decking materials and building techniques;
2. The replacement of outmoded dwellings with new, market-driven structures;
3. The development of vacant parcels within existing neighborhoods with new residential infill.

Section 4.5 Conservation Subdivision Design

Conservation residential subdivision design is recommended as a development option whenever a new residential subdivision is proposed in an undeveloped area, primarily in the recommended annexation areas. These areas are largely undeveloped, but contain precious agricultural land and sensitive natural areas that should be preserved. The intent of conservation subdivision design is to preserve natural areas while permitting residential densities that are equal to the City's underlying residential zoning districts. It is recommended that Lebanon develop a conservation residential overlay zoning district that encourages appropriate development in these areas.

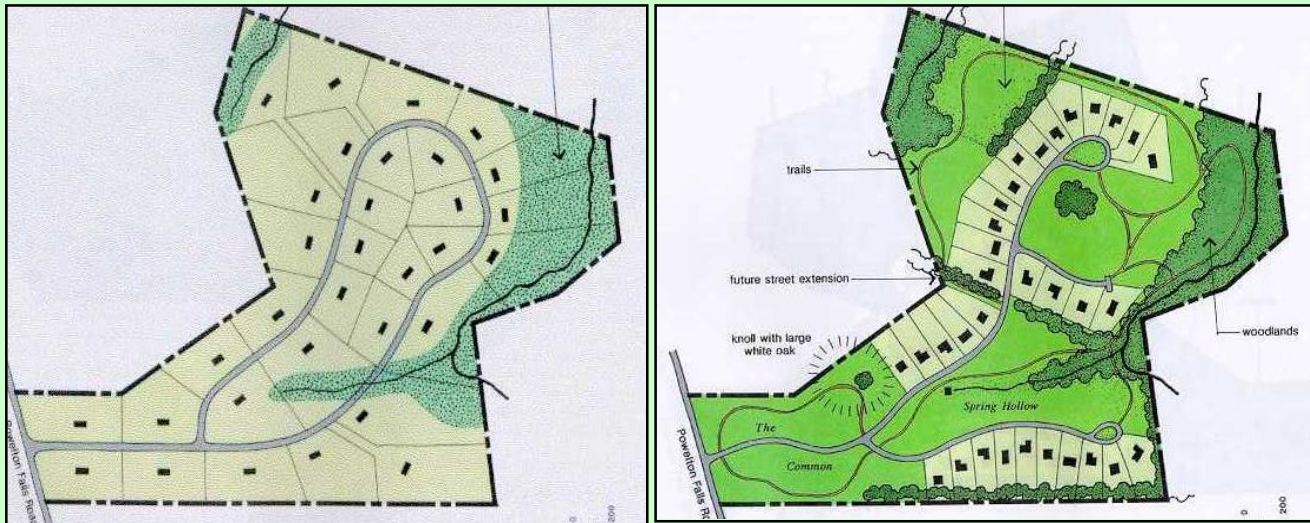
Generally, conservation subdivision design maintains the same density as a conventional subdivision and allows the same uses as permitted in the underlying zoning district. This is a concept known as "density neutral". The biggest difference between a conventional subdivision and a conservation subdivision is that the conservation subdivision preserves up to 50% or more of the development site. This is accomplished by minimizing the development footprint by building compact subdivisions with smaller lots and narrower streets leaving vast areas undisturbed. Lake and golf course developments follow a similar subdivision design concept as conservation subdivisions. Conservation subdivisions would require relief (waivers) from the City's minimum lot sizes and setbacks. Developing environmentally sensitive lands in this manner provides for a more sustainable use of land and resources. The land conserved as a result of cluster or conservation subdivision design should be dedicated in perpetuity as undeveloped common ground or open space.

The City should adopt a Conservation Overlay as part of the City's Zoning Code to set forth the procedures and requirements for conventional subdivision design. The overlay should be used as an option for all new residential subdivisions. The intent of the conservation overlay is to preserve the natural environment and provide significant areas for public use while achieving the same residential density as a conventional subdivision. The conservation overlay should allow greater design flexibility by reducing the minimum and maximum standards for setbacks, lot widths and lot area. Developers should be able to achieve the same density as conventional subdivisions because the Overlay can allow narrower streets, smaller lots and require homes to

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be clustered closely together leaving much more area for open space. Figure 4.1 illustrates the difference between conventional and cluster subdivision design.

Figure 4.1 Conventional Subdivision Design versus Conservation Subdivision Design



Note: The two subdivisions show the same number of lots on the same tract of land. The subdivision on the right follows the principals of conservation subdivision design. The resulting plan needs less roads, shorter utility runs, preserves 50% of the site and includes a network of trails, open space, parks and habitat corridors. Source: Randall Arendt- "Conservation Subdivisions"

Section 4.6 Single Family Attached

Areas designated Single Family Attached are mostly developed or built-out and characterized by attached single family homes, duplexes and housing for seniors. Future Single-Family Attached development is recommended in the areas designated as such on the Future Land Use Map or adjacent to such uses where development contributes to, rather than detracts from the exiting land uses. All single family attached development proposals should be consistent with the surrounding residential neighborhood and blend with the surrounding land uses with regard to general character, density, and structure height and bulk requirements. New attached single family development may be considered as a redevelopment option on land already zoned for Single Family Attached dwellings or as part of a planned development within an area designated Mixed Use. Attached single family development is not consistent with the existing single family neighborhoods and therefore should not be located within an existing single family neighborhood and should be buffered whenever located adjacent to existing single family dwellings or land zoned for single family dwellings.

Section 4.7 Multifamily

Multi-family residential areas are characterized by multifamily apartments, assisted living/retirement facilities and other residential dwellings having densities greater than 10 units per acre or at least 2,500 square feet of site area per unit. Areas designated Multifamily on the

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Future Land Use Map generally consist of areas that are already developed multifamily or zoned for future multifamily uses. The rational for not designating large concentrations of land for future multi-family development is that the City currently has a number of multi-family units within its housing stock and located within close proximity of the City within St. Clair County. Additionally, there was a strong opposition to multi-family development among participants of the public engagement program due in part to the belief that multi-family development is not consistent with the city's past, current and anticipated land use. This Plan recommends limiting multi-family development to the areas already being used for multifamily purposes or zoned multifamily.

Many of the City's single-family homes have been converted to multi-family structures. The continuation of these conversions will further detract from and diminish the family-friendly quality of Lebanon's neighborhoods. Therefore, this Plan recommends prohibiting the conversion of single-family homes where it is determined that such conversion is not consistent with the uses or character of the existing neighborhoods.

Future multifamily uses are recommended within the area designated McKendree Overlay on the Future Land Use Map provided they are integrated into the campus and the required parking, open spaces and sidewalks/trails are designed in a manner that minimizes any land use externalities that would detract from the character or stability of the adjacent non-university related uses. Multifamily development that is part of a planned mixed-use development where the uses, parking, open spaces and roadways are integrated in a campus-like manner and buffered from dissimilar uses in an area designed Mixed Use on the Future Land Use Map are recommended on a case by case basis as approved by the Planning Commission and Board of Aldermen. New multi-family development located outside the designated Multi-family areas or as per the other scenarios recommended above are not consistent with the residential character of Lebanon and should be prohibited.

Section 4.8 Minimum Room Area Recommendations

The following minimum room area and occupancy requirements are recommended. The purpose of these recommendations is to comply with the minimum room area requirements found in the 2015 International Property Maintenance Code (IPMC).

Living Room: Every dwelling should have at least one habitable room (living room) that shall contain at least 120 square feet of gross floor area. Additional space is recommended, pursuant to the following table of units with three (3) or more occupants.

Sleeping area (Bedroom): Every sleeping area (bedroom) should contain a minimum of 70 square feet of gross floor area and every bedroom occupied by more than one (1) person should contain an additional 50 square feet of gross floor area for each additional occupant. Kitchens, living rooms, dining rooms or non-habitable spaced should not be used for sleeping purposes or when calculating the minimum occupancy area for sleeping purposes.

Overcrowding: Dwelling units should not be occupied by more occupants than permitted by the minimum area requirements recommended in Table 4.1.

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Table 4.1 Minimum Room Area– Multi-Tenant Dwellings			
Space	Minimum Area (Square Feet)		
	1-2 occupants	3-5 occupants	6 or more occupants
Living Room	120	120	150
Dining Room	No requirement	80	100
Bedroom	70 square feet, plus 50 square feet for each additional person		

Source: 2015 International Property Maintenance Code

Section 4.9 McKendree Overlay

This Plan recommends developing and adopting an “E” Educational Zoning District, similar to the “E-1” District contained in the City’s previous Zoning Ordinance (See Ordinance # 1151), but inadvertently omitted in the current Ordinance. The “E” District should be applied to all parcels shown as “E-1” on the City’s Official Zoning Map and all areas that generally fall within the McKendree Overlay as shown on the Future Land Use Plan.

Purpose & Intent: An overlay zoning district is recommended for the McKendree University Campus area to allow maximum flexibility for desired development. Overlay districts are used in combination with conventional underlying zoning districts to provide flexibility and to encourage innovative design through comprehensively planned projects. The overlay district is recommended to help future development adapt to the special needs of the campus by allowing relief from select provisions of the conventional zoning requirements. The purpose of the recommended McKendree Overlay is to provide areas in close proximity to McKendree University for educational facilities, services and a range of housing options, specifically dwelling units for students. The intent of the Overlay is to preserve the character of Lebanon’s single-family neighborhoods which are rich in architectural character and valued for their family-friendly atmosphere.

Procedures & Requirements: To implement the recommended Overlay objectives, the City must first add a new Overlay District to the City’s Zoning Ordinance with reference to the defined geographical area as shown on the Future Land Use Map. The governing legislation for the overlay district should identify the specific underlying district regulations that can be modified and the standards and procedures for deviation. The review and approval procedures should ensure that any major development proposals or redevelopment proposals are subject to site development plan review and follow the same public notice and hearing requirements as a rezoning. The Zoning Overlay District should address the following:

1. Protect the adjacent single-family neighborhoods and streets from incompatible development.
2. Consolidate University uses within a well-planned, compact area that is safe, animated and vibrant.

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3. Protect the right to remodel, extend, renovate and repair existing facilities that have either been damaged or fallen in a state of disrepair.
4. Allow existing institutions to build, construct or erect additional buildings to be used in the manner consistent with their educational facilities and compatible with or buffered from adjacent dissimilar uses.
5. Any new construction use or major renovation (more than 25% or 2,500 square feet) must comply in general with the architectural design and construction of existing buildings and maintain full compliance with the City's building, sanitary, electrical and plumbing codes.
6. Building set-back lines should conform to those specifications in the adjacent zoning district.
7. Any new use, change in use, new construction or major expansion (more than 25% or 2,500 square feet) should be reviewed by the Planning Commission and approved by the Board of Aldermen.
8. Create a new dwelling type for student only housing. Amend the City's Zoning Code to include the following dwelling type: *Rooming Unit - University Dwelling*: "A dwelling unit located within the designated McKendree University Overlay where 4 (four) unrelated occupants may live together as approved by the Board of Aldermen. A Rooming Unit could be located within an apartment building or consist of an legally existing converted single-family home located within the McKendree University Campus as delineated on the Future Land Use Map.
9. Residential conversions are recommended as a Conditional Use on a case by case basis. However, conditions must be established and included in the City's Zoning Ordinance to minimize any side or after affects that may compromise the health, safety or welfare of the immediate area or community-at-large.
10. Permitted uses should be specified and enumerated in the recommended Overlay District. A key inclusion to the recommended permitted uses is that of "Rooming House" which, by definition, allows up to four (4) unrelated persons living together in one house-keeping unit or apartment complex designed for and occupied by university students. The City's Zoning Code currently only allows three (3) unrelated persons living together in one housekeeping unit pursuant to the City's definition of "Family". The area designated "McKendree University Overlay" on the Future Land Use Map delineates the area influenced by the University. Student housing where up to four (4) unrelated persons live together is a necessary and appropriate use for within the McKendree University Overlay. However, student housing where four (4) unrelated persons are living within one dwelling unit or home is prohibited outside the McKendree University Overlay.
11. Any landlord who rents a house or apartment unit within the designated McKendree University Campus area should be required to limit the number of tenants to that defined in the City's Ordinance and Building Code, the most restrictive shall apply. This Plan recommends all tenants sign a sworn statement that the tenants intend to have no more than the legally required number of people living in the dwelling. The landlord should be responsible for providing the aforementioned statement and should also be required to sign a sworn statement that he or she has leased the house to no more than 4 unrelated

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people. The requirement does NOT limit the number of related people who can live together in a house, nor is it intended to allow more than four (4) unrelated people from living in one dwelling outside the McKendree University Overlay.

12. Occupancy should be determined by the 2015 International Property Maintenance Code (IPMC) standards for occupancy. See Table 4.1.
13. Develop an ordinance requirement that authorizes the city to fine landlords \$500 a day (up to \$1000 a day for repeat offenders) in the event a landlord offers to lease a single family home or apartment unit to more than 4 unrelated people when such home or unit is located outside the designated “McKendree University Campus Overlay” as delineated on the Future Land Use Map as permitted by law.

Section 4.10 Downtown

The Downtown Future Land Use designation includes the original central business district as well as the adjacent homes and businesses and includes the historic buildings and homes that characterize Downtown Lebanon. The designated “Downtown” area consists of approximately 40 acres and includes a rich inventory of historic buildings, quaint streetscapes and a compact mixture of residential and commercial uses. The area includes the “Historic District” as officially designed on the Federal Registry of Historic Places and includes all properties bound by Center, Horner, Main and Fritz- as shown on the Future Land Use Plan. The line delineating the eastern limits of the proposed Downtown area extends generally a distance equal to two parcels east of Fritz.

This area has been designated with its own future land use designation to leverage the city’s ability to attract businesses that support both local and regional demands. Building designs should adhere to uniform architectural guidelines that respect the human scale and provide connections to the City’s historic past. The provision of outdoor amenities such sidewalks, benches, fountains, period lighting and professional landscaping is recommended. Future uses should include a mix of retail, commercial services, hospitality and limited residential uses that enhance the appearance and convenience of the area. The architectural design and siting of residential dwelling units should functionally and aesthetically complement the overall development of the Historic Downtown area. Industrial uses and outdoor storage should be prohibited.

Downtown economic development efforts should focus on businesses that provide goods and services that other commercial areas along Highway 4 & 50 do not fulfill. Commercial uses recommended in downtown Lebanon include specialty retail boutiques, hair salons/barbers, restaurants/café, tea/coffee shops, fitness studios, and professional offices. New emphasis should be placed on housing, cultural arts and entertainment and specialty retail and commercial services (i.e. wedding boutique, internet café, German delicatessen, etc.). These are examples of “destination uses” which attract customers that are willing to seek them out, even if they are hard to find and/or more expensive. Oftentimes these business offer classes, competitions and gathering space for like-minded end users. Customers are willing to seek out such uses because they offer unique products or services that big box, strip commercial or internet shopping cannot/do not provide.

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Retail is not the sole focus of a successful downtown. Successful downtowns must also provide a wide range of uses and activities that keep them vibrant night and day. Recommended uses include office uses, pubs, cafés, theaters, fitness and health studios, art galleries, classrooms, and residential dwellings including loft apartments. Parking requirements should be waived for uses in the downtown to promote vitality and decrease vacancy rates. City leaders and developers must place a new emphasis on establishing downtown as a center for culture, arts and entertainment and encouraging pedestrian traffic. To effectively accomplish this, the city must increase the utilization of downtown by restoring vacant buildings, improve streetscapes, preserving the pedestrian scale and discouraging landowners from holding on to deteriorating properties that are located in highly visible areas. The City should continue promoting special events in the downtown and work towards expanding upon the success of these special events.

Section 4.11 Neighborhood Commercial

Areas designated Neighborhood Commercial generally follow Highway 50 and 4. The City should continue to support well-planned commercial development at key nodes along this corridor, taking special precaution to ensure commercial uses are screened and buffered from adjacent residential uses. All Neighborhood Commercial developments shall be subject to site plan review and planned district review procedures. Neighborhood Commercial development shall be limited to small scale development that is generally less than 10 acres. Medium to moderate density residential, commercial, office and service oriented uses are recommended. Neighborhood Commercial areas are intended as local, walkable, neighborhood destinations for shopping, entertainment, office, limited medical and hospitality uses. Due to the close proximity to residential areas, it is recommended that new Neighborhood Commercial development provide buffering to separate dissimilar uses and amenities to encourage pedestrian and bike access in lieu of vehicular travel. The scale and character of the development shall blend with neighboring residential areas. Detailed architectural, urban design, and landscape plans shall be required to ensure neighborhood character is maintained and appropriate buffering is provided.

Section 4.12 Commercial

Highway 50 at the intersection of Highway 4 has the highest volume of traffic and offers the best accessibility and visibility of all property within the City. True Value is located at this location. Commercial development, such as big-box retail, nationally recognized franchise restaurants & retailers and medical & office uses are recommended at this location. Future Commercial uses should cater to large-scale retail & commercial uses, personal service, medical uses, automobile oriented goods and services and other activities that require more space than is available in the Neighborhood Commercial areas or Downtown. The City should expand through annexation north and south along Highway 4 and east and west along Highway 50. Areas adjacent to the proposed Bypass are recommended for immediate annexation to provide the much needed commercial growth demanded of a growing, prosperous community. Gaining control over this area is necessary to better manage conditions that would negatively impact the main gateways into the City. Existing vacant land along Highway 4 provides prime locations for future commercial development opportunities. Additionally, vacant buildings throughout the City

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already zoned commercial provide opportunities for new development and/or redevelopment of the city's existing building stock. Due to the limited amount of property designated Commercial and the potential impact of large-scale commercial uses that generate significant traffic, this Plan recommends the Planning Commission review and the Board of Aldermen approve all future Commercial development on a case by case basis.

Section 4.13 Industrial

The future industrial use category includes a range of industrial uses including warehousing, distribution, heavy manufacturing, office warehouse, contractor yards, motor vehicle repair, wholesale uses and business parks. The City should continue investing in improving the existing industrial areas and take a lead role in the economic development. Future industrial uses should be directed to the existing industrial district, prior to the establishment of new industrial areas. The City should annex the industrial areas as shown on the Future Land Use Map to accommodate future industrial growth. These areas provide highway access and are surrounded by similar industrial uses. Directing future industrial growth in these areas will consolidate the City industrial development in areas that are already impacted by industrial uses or devoid of residential development.

Section 4.14 Public- Semi-Public

The Public/Semi-Public Land Use category includes public and quasi-public uses such as schools, community facilities, churches, hospitals, and other institutional uses. Institutional uses and places of assembly should be permitted in all Future Land Use categories, subject to site plan review and compliance with the applicable zoning and design regulations. If a park or recreational facility stops being used as such, the Future Land Use category should revert to the adjacent Future Land Use classification. In the event there are two adjoining, but dissimilar uses, the most restrictive use should apply. The following public improvements are recommended;

1. Annex Horner Park into the City and provide connections to the Park via sidewalks and pathways from Lebanon's residential areas, McKendree University and the Historic Downtown.
2. Coordinate future park funding with the County, Horner Park Board, the City of Lebanon Metro East Park and Recreation District, St. Clair County and State of Illinois to ensure funding is available for necessary improvements, on-going maintenance and to support new and expanded recreational activities and special events.
3. Develop strategies to increase the utilization of the Horner Park District's parks and area recreation facilities.
4. Develop a plan to finance the improvements necessary to make the City more accessible to pedestrians, cyclist and individuals with disabilities.
5. Maintain the rural character of Route 4 by preserving existing trees and farmland, enforcing speed limits and maintaining and enhancing pedestrian and bicycle accessibility.

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6. Promote the creation of an integrated system of trails and pathways that connect open spaces, recreational areas, neighborhoods and other destinations throughout the city.
 - Make the following roads bike and pedestrian friendly-
 - **North/South:** Cherry, South Herman, O'Fallon, Monroe, Alton,
 - **East/West:** Belleville, College, Summerfield, St. Louis, Schuetz, McAllister
 - Where feasible, encourage connections to existing trails and pathways with all new developments within the City.
 - Update the City's Municipal Code to ensure the recommended trails and sidewalks meet the latest ADA accessibility requirements.

Procure funding to acquire the necessary land and right of way as well as fund the construction of a comprehensive trail system, share the road bikeway program and the installation of sidewalks throughout the City as recommended herein.
7. The City's current Trail Plan is included herein by reference as part of this Official Comprehensive Plan Update.

Section 4.15 Scott Air Force Base and MidAmerica Airport

The new location of the National Geospatial Intelligence Agency's western headquarters (currently located between the Anheuser-Busch/InBev Brewery and the Mississippi River) has been narrowed to two (2) sites. They include; 1) Mehlville, 2) the old Chrysler Plant in Fenton, 3) the former site of Pruitt Igoe in North St. Louis, and 4) near Scott Air Force Base in St. Clair County Illinois. The future location of this facility will enjoy an enormous economic impact; including the addition of an estimated 3,000 jobs with an average salary of \$75,000 which generates an estimated \$2.4 million in annual earning tax.

In February 2015, St. Clair County officials said that they planned to give land near Scott Air Force Base to the federal government for the new site of the National Geospatial-Intelligence Agency's western headquarters. The Agency provides mapping support to the U.S. military, therefore, the site next to SAFB offers locational advantage that the other sites cannot match. The proposed site in St. Clair County is also served by high-speed fiber optics and infrastructure ready. This is also the only site is being offered to the federal government at no charge.

The Army Corps of Engineers is the entity charged with building the facility and also influential in the site selection. The Corps is currently analyzing each site. Its staff is judging them based

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on the following priorities: location (zoning, neighborhood quality, commuting impact), infrastructure (power, traffic and transportation, availability of utilities), development suitability (cost impacts, design restrictions, expansion capability, environmental impacts) and quality of site (configuration, size, topography).

According to Nicholas JC Pister's article in the Post-Dispatch on February 20, 2015, "Agency officials appear to like the idea of being near other military installations. The geospatial agency relocated its eastern headquarters in the Washington area last decade. It moved from Bethesda, Md., to the Fort Belvoir army base in Virginia."

The relocation of the headquarters would be a huge boost to St. Clair County who have worked tirelessly with SAFB to secure the fate of the base, which is the Metro East's largest employer. However, all future development near the Base must adhere to the following land use recommendations and policies.

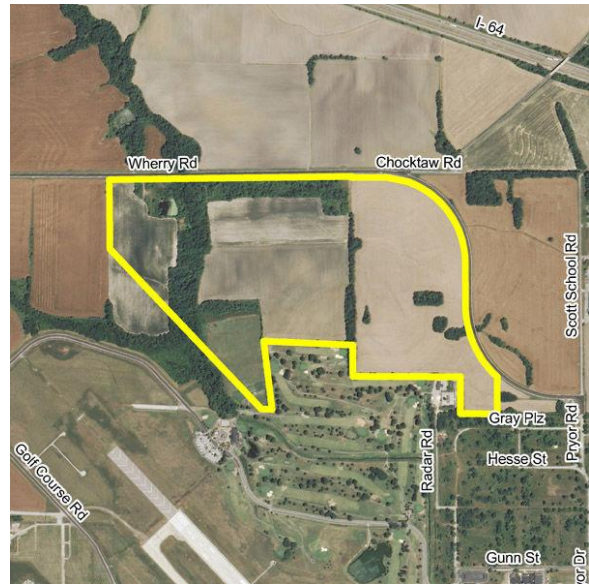


Figure 4.2: Proposed Location of the National Geospatial Intelligence Agency's Western Headquarters Source: Post-Dispatch

All future land uses should comply with the applicable rules and regulations of the Scott Air Force Base and MidAmerica Airport Land Use Plans. The compliance to these plans and regulations is necessary to prevent encroachment into noise sensitive areas or into areas where the Air Force has determined that accidents are most likely to occur. This Plan recommends preventing population intensive land uses (dense residential development, schools, hospitals, retail, etc.) from locating in those areas where accidents are most likely to occur, thus limiting the likelihood of future catastrophic losses from a plane crash. The primary objective of these recommendations is the mitigation of losses from plane crashes, the prevention of nuisances caused by noise, and the prevention of incompatible encroachments upon the Base and MidAmerica.

Another key objective is to protect Scott Air Force Base from land uses or activities that could adversely affect the long-term viability of the Base. During the last round of federal Base Realignment and Closure (BRAC) hearings, Scott AFB did not rank well regarding the prevention of incompatible encroachments on the base, particularly residential developments. Encroachment of residential development into the planning area around Scott was noted as a deficiency in the last round of Base Realignment and Closure hearing before Congress. The recommendations and future land use policies recommended herein are provided to prevent the encroachment of uses vulnerable to noise and potential accidents and further the mission of Scott AFB.

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Section 4.16 Extraterritorial (1.5 Mile) Planning Area

The City's 1.5 mile extraterritorial planning area includes essentially the area bounded by Emerald Mound (Road) to the north, the City of Mascoutah to the south, the City of O'Fallon to the west and the City of Summerfield to the east. Within this area, the City exercises its subdivision review authority. The City unfortunately does not have zoning authority because the County's zoning ordinance takes precedent in the unincorporated areas. This Plan recommends the City work towards an intergovernmental cooperation agreement with the County to ensure joint review of projects within the City's 1.5 mile planning jurisdiction.

This Plan recommends Single Family development with densities of (1-4 units/acre) closer to its corporate limits and existing municipal services, and rural residential densities farther out. Future Single Family land development is recommended primarily north and south contiguous to the City's present limits along Highway 4 and the planned Bypass. Conservation subdivision design is recommended. The intent of these recommendations is to discourage "leapfrog" development that is less efficient and much more difficult and expensive for the City to serve.

Section 4.17 Growth Management

As the City of Lebanon continues to grow and expand, there are several factors that could hinder efficient, well-planned development, threaten agricultural lands and/or reduce property values. Therefore, this Plan recommends following the general principals of growth management to make intelligent future land use decisions that preserves the City's rural character, low cost of living and high quality of life. Growth management can be described as a conscious public decision to restrain, accommodate or encourage development. The Plan recommends the City develop a future infrastructure plan to extend utilities in the city's anticipated annexation areas and develop an ordinance that requires developers to share in the cost of related roads, utilities and other infrastructure costs.

Growth Management, also known as Smart Growth can be applied to any type of growth, but of particular concern is the current and future supply of quality commercial, residential and industrial development opportunities. The growth of the land uses mentioned above are managed in part by proposing areas of commercial, residential and industrial growth on the Future Land Use Map and developing strategies for future development in each zoning district. In addition to proposing land uses, Lebanon should manage growth by extending the city limits and concentrating municipal services within those boundaries. This strategy will minimize the inefficient use of the land, resources and municipal services and promote the following growth management principles:

1. preserve farmland & the income generating potential of the natural land;
2. prevent overextending municipal services and infrastructure;
3. prevent vacancies and economic decline within existing neighborhoods and commercial areas, and
4. control the timing, type, density and quality of development.

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Lebanon should consider the impact of growth and development in all land use decisions and carefully review all annexations to ensure they are served by utilities or areas where pre-annexation agreements exist regarding the provision of services. It is also important to balance growth with associated improvements to the Lebanon's Schools serving the area to avoid overcrowding and provide ongoing educational opportunities to better position the City's workforce for the new job market and quality, salaried jobs.

Section 4.18 Annexation Overview

The community has expressed support for annexation. Many residents and stakeholders believe annexation is necessary to preserve the natural character of the area and provide for future residential growth. In response to the community's support, the Future Land Use map identifies the City's recommended growth areas and this plan recommends these areas are considered for voluntary annexation. Future annexation of these areas should be carefully considered and only pursued when it has been determined that the annexation is in the best interest of the entire City.

The City should establish relationships with property owners in targeted annexation areas early in the process and initiate pre-annexation agreements to help avoid unanticipated repercussions during or after the annexation process.

Section 4.19 Annexation Procedures

The addition of new land to corporate boundaries is achieved through annexation in accordance with state statutory procedures. Annexations to municipalities in Illinois is covered in Chapter 65 ILCS where it states annexations shall be governed by the "three C's:" Consent, Contiguity and Contract. There are four requirements that must be fulfilled for any type of annexation, whether court-controlled or non-court-controlled:

1. The territory to be annexed must be unincorporated.
2. The territory must be *contiguous* to the annexing municipality.
3. Proper notice must be given to all fire protection and library districts that exercise jurisdiction over the territory when the annexing municipality provides fire protection or library services, as the case may be. Notice to the election authorities and post office branches is also required.
4. The new boundary of the annexing municipality as described in the petition for annexation will extend to the far side of any adjacent highway and must include all of every highway within the area to be annexed.

Annexing unincorporated land can be summarized by two general methods of annexation; court ordered and non-court ordered. However, there is a variety of each, including combinations of both, that are governed by state statues. Any future annexations should be done in consultation

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with Chapter 65 ILCS and directed by someone familiar with Illinois State Statutes, annexation and this Plan. A summary of the two methods of annexation is as follows:

Section 4.20 Non-Court Order (Voluntary) Annexation:

Under the voluntary method, residents in affected portions of St. Clair County petition the City to request annexation. The petition is then reviewed to determine if the annexation is reasonable and necessary. If the Board of Aldermen agrees, the annexation can be approved, by ordinance, without the time and expense of an election. In addition, the owners of record of all land within a certain territory and at least 51% of electors residing therein may file a written petition with the municipal clerk requesting annexation. Following consideration of the petition, the corporate authorities then holding office may, by ordinance passed by a majority vote, annex the territory. An Illinois court confirmed that this type of non-judicial annexation is not subject to the referendum requirements of Section 7-1- 6.

The annexation process is not complete until a copy of the ordinance annexing the territory and a map of the annexed territory is recorded with the County Recorder and filed with the County Clerk wherever the annexed territory is located following action by the municipality.

Advantages of non-court (voluntary) annexation: The primary advantage of annexing property by voluntary petition is the willingness of both the city and the property owner(s) being annexed. The process is relatively short, easy, and inexpensive. When a person “voluntarily” or willingly annexes their property into the city, they are subject to the same planning and zoning reconditions and laws imposed by the Municipal Code, unless otherwise specifically addressed in a pre-annexation agreement.

Disadvantages of voluntary annexation: The primary disadvantage of voluntary annexation to the city is the growth of the city boundaries is dependent upon willing landowners to annex.

Section 4.21 Court-Ordered (Involuntary) Annexation

Annexation may be accomplished by court action when not all of the owner’s consent to the annexation. In such an instance, a majority of the owners of record of land in the territory and a majority of the electors, if any, residing in the territory may sign a petition and file it with the circuit court clerk of the county in which the territory is located. No petitioner may withdraw from the petition except by consent of a majority of petitioners or where the court finds the signature was obtained by fraud.

Annexation may also be accomplished by an ordinance filed with the circuit court clerk by the municipality. (No tract of land exceeding ten acres may be included in the ordinance process for annexing property without consent of the property owner unless the tract is subdivided into lots or blocks or is bounded on at least three sides by lands subdivided into lots or blocks.)

Involuntary annexations shall be processed as follows:

1. Notice of the proposed action by annexation petition or ordinance shall be published at least once in one or more newspapers published in the annexing municipality or, if there

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is none, in one or more newspapers with a general circulation within the annexing municipality, not more than 30 nor less than 15 days before the date fixed for the court hearing.

2. A copy of the notice must be filed with the municipal clerk who must send by registered mail an additional copy to the highway commissioner of each road district within the territory proposed for annexation.
3. The notice must state that a petition for annexation, or ordinance, has been filed with the court and must give the substance of the petition, including a description of the territory, the name of the annexing municipality, and the date fixed for the court hearing. The notice does not need to include a metes and bounds legal description of the territory to be annexed, provided that the notice includes: (1) the common street address or addresses; and (2) the property index number ("PIN") or numbers of all the parcels of real property contained in the territory to be annexed.
4. Additional mail notice is required as provided in Section 7-1-1 (see general discussion above), as well as special notice to the taxpayer of record of each parcel within the territory unless the taxpayer is a petitioner by certified mail, return receipt requested, at least 20 days before the court hearing or other court action. If the taxpayer of record is not the owner, then notice must also be sent to the owner.
5. A \$10.00 filing and service fee shall be paid to the circuit court clerk.
6. Sections 7-1-3 through 7-1-5 ILCS govern the court hearing and appeal process and provide for persons to file objections. If the court finds that the standards have been met, the petition is approved.
7. Upon the receipt by the clerk of the annexing municipality of a certified copy of the order from the court validating the petition, the corporate authorities then considers the question of annexation. If the annexation is approved by a majority vote of the corporate authorities then holding office, and a referendum is not ordered by the corporate authorities or requested by petition, the annexation is deemed effective after the expiration of 30 days and a written notice must be sent of the annexation by registered mail to the highway

Advantages to court-ordered annexation: The primary advantage to the court-ordered annexation process is the city may proceed with long term planning by annexing a large section of land and not wait on voluntary petitions from individual landowners. It can allow other willing property owners to annex once their property contiguous. It gives the City the land use planning regulations over the property which can protect existing property owners within the City.

Disadvantages to court-ordered annexation: The primary disadvantage is the lengthy and costly process that the city must go through in order to annex property. Additionally is the cost which the city will face by providing utility service. Residents being annexed must receive the same services available to other residents. Even if the City's Code requires residents to pay for extending sewer and water mains to their property if they desire the service, the "involuntary" nature of this process "triggers" the liability to the city because the residents were annexed without their will, even if their area voted in favor of the election.

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Section 4.22 Annexation & Growth Management Summary

The rate, manner and location in which the City allows residential, commercial, industrial and agricultural land uses should result in minimal impact on the existing uses and neighborhoods within the City. The challenge faced by the City of Lebanon is finding a balance between investing in new development and infrastructure versus reinvesting within the City's current limits.

The potential for single family and commercial development exists along the proposed Bypass and in areas as indicated on the Future Land Use Map. Future commercial development in these areas can be used to generate tax revenue, expand employment opportunities, and increase shopping and entertainment alternatives for area residents as well as tourists and travelers. This Plan recommends balancing future growth with the preservation of agricultural resources, open woodlands and wildlife corridors.

Section 4.23 Implementation Strategies

1. **Incremental Improvements:** This Plan recommends the City provide continued investment in the City's infrastructure and services to ensure quality, affordable utilities that serve Lebanon's present and future needs. Incremental upgrades to the City's aging infrastructure are recommended to avoid costly one-time expenditures and allow the City to spread the costs out over several years.
 - Provide annual evaluations of the City's roads, sidewalks, parking areas, public safety, code enforcement and storm water management facilities to ensure they meet the needs of the community.
 - Continue the implementation and update, as needed, the City's codes and ordinances and provide the financial resources needed to provide adequate staffing or consulting to perform code enforcement, regulatory amendments and plan review duties.
2. **Financing new infrastructure:** Initiate development agreements that help pay for the direct and indirect costs of new infrastructure development and continue to plan and budget for near-term capital improvements.
3. **Provision of Public Services:** Provide a full-range of affordable, well-managed public services that meet present and future needs. These services include, but are not limited to, code enforcement, planning, road maintenance and construction, schools, police, fire, parks, and other community services. Such services may be provided directly by Lebanon, through the private sector or through other governmental agencies.
 - Continue to evaluate the need for upgraded or improved public services and identify appropriate locations for the development of new facilities as may be needed to accommodate future growth.
 - Prepare for and respond to the service demands of an aging population. The expansion of services to an increasing elderly population is virtually inevitable as the average age of the population continues to increase.

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- Maintain and regularly update the City's Emergency Response Plan to better protect and promote the health, safety and welfare of the community through improved communication, emergency preparedness and coordination among all appropriate emergency response agencies, institutions and the community at large.
 - Continue investing in the City's police force to keep pace with new technologies, the latest crime prevention measures and the City's anticipated growth.
 - Consider developing relationships with the Horner Park Board to help leverage available funds and invest in new equipment, land and trail/path/greenway rights-of-way or easements.
 - Consider transitioning towards paperless communications with the Board of Aldermen, the Planning Commission and other official committees as permitted by law.
- 4. Compatibility Standards for Infill, Tear-Down & Redevelopment Sites:** The following requirements should be used to determine if a site is suitable for future infill or redevelopment.
- Unless identified otherwise on the *Future Land Use Map*, areas that are predominantly residential should remain that way.
 - Development containing mixed residential uses or densities should be designed and planned to integrate into the surrounding neighborhoods.
 - Development should have adequate access to the City's existing road network.
 - Development should blend well with the existing built and natural environment. Densities in excess of the surrounding residential densities may be permitted as infill or redevelopment sites to off-set the costs of development and compensate for added site features or other amenities. When developing in or adjacent to established neighborhoods containing larger lots than those proposed, the proposed lot sizes should best represent the existing neighborhood lot sizes and densities adjacent to the development and transition to smaller lot sizes and/or densities within the interior of the proposed subdivision.
 - When an in-fill or redevelopment site is located within 50 feet of a site with an existing dwelling structure, and fronts on the same street, a front yard setback that is within 5 feet of the setback of the established dwelling structure should be used. For example, if an existing dwelling structure has a front yard setback of 20 feet, then the new building should have a front yard setback between 15 and 25 feet. If there is more than one dwelling structure fronting on the same street within 50' of the site, then an average measurement should be taken of the setbacks of the impacted dwelling structures.
 - Taller buildings should step-down to provide a height transition to existing nearby buildings. This standard applies to new and vertically expanded buildings. New structures should be placed to mimic the side and rear yard setbacks of the adjoining zoning districts. Structure height for new and expanded structures should not exceed that of the adjoining structure by more than one story at the setback line. Additional

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structure height should setback at a ratio of one foot horizontally for every additional foot vertical above that height.

- Relate the size (bulk) and proportions of new structures to the scale of adjacent buildings. Avoid buildings that violate the existing scale of the area in height, width, or massing, see *Figure 4.3*.

Figure 4.3



Illustration Courteously of the City of Ashland, OR Site, Design and use Standards

- Break up uninteresting boxlike forms into smaller, varied masses. Avoid single monolithic forms that are not relieved by variations in massing and architecture similar to the techniques utilized with adjoining structures.

Figure 4.4

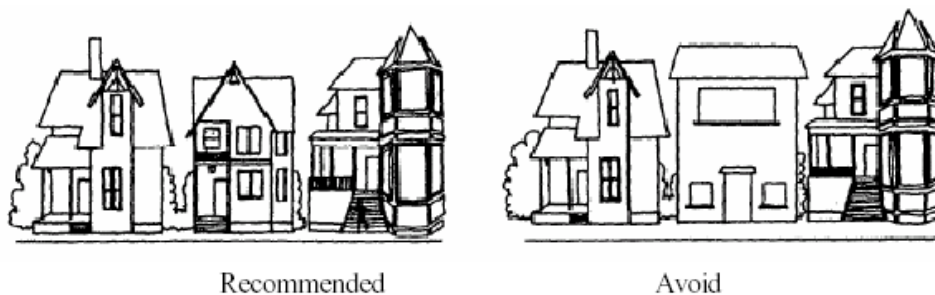


Illustration Courteously of the City of Ashland, OR Site, Design and use Standards

- Avoid roof shapes, directional orientation, pitches, or materials that would cause the building to be out of character with quality buildings in the area.

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Figure 4.5



Illustration Courteously of the City of Ashland, OR Site, Design and use Standards

5. **Code Enforcement:** Encourage ongoing, consistent enforcement efforts.
6. **Zoning & Implementation:** The Zoning Code must be updated to permit the type of development and land uses recommended in this Plan. It may be necessary to adopt new ordinance language that permits and encourages a wider range of future residential densities and housing types and planned mixed use development. The economic health and harmonious evolution of neighborhoods, districts, and corridors can be improved through well written regulations that serve as predictable guides for change.
 - **Develop Overlay Districts for Conservation Subdivisions and MCK.**
 - **Redevelopment Triggers:** When designing any ordinance regulating redevelopment, it is important to consider redevelopment triggers. Redevelopment triggers require that regulatory requirements be met once a certain level of change is being made on site. This is usually a percentage requirement. For example, in many ordinances, when the value of renovations reaches either 50% of the property's most recent tax assessment, all site improvements must come into compliance with regulatory standards. Some property owners attempt to circumvent the requirements by renovating in smaller stages. Therefore, it is wise to aggregate improvements over time – a common period is seven years – in which improvements totaling the given percentage would still trigger the standards. As an alternative, the ordinance can trigger only the landscaping requirements with a 25% provision, leaving the higher triggers for changes in the entire site design and other more stringent requirements.
 - **Review and update the City's architectural design guidelines** and consider reasonable updates and/or amendments as needed to address the latest design, development and land use trends. Specifically review and update the City's Downtown Certificate of Appropriateness process and requirements (Ordinance 1271) to allow the Planning Commission to authorize minor changes such as the signage without a public hearing or Board of Aldermen approval. The intent of this recommendation is to decrease the amount of time and cost attributed to reinvestment and/or re-occupancies that are critical to the future success of downtown.

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- **One stop permitting and cross-training of staff.** All requirements and permits for land developments should be initiated from a single central location. Cross-training of staff reduces specialization and enhances staff understanding of how different development standards and requirements relate to each other; this improves coordination and helps expedite the approval process.
7. **Develop & Perform Building Audits:** Consider the development of a system to conduct periodic site by site audits to evaluate the condition of commercial properties and their suitability or need for revitalization and to ensure the long-range sustainability of revitalization efforts.
- The audits should be designed to identify problematic land uses and conditions before a business vacates a space.
 - Whenever an implementation or revitalization success story is discovered as a result of a revitalization audit, the story should be publicized and the responsible party(s) should be recognized for contributing to the implementation of this Plan.
 - If an audit reveals high or increasing vacancy rates or patterns of business failure, a redevelopment recommendation investigation should be triggered to minimize further decline.
 - The audits must be conducted by an entity that is primarily affiliated with the business community to limit Lebanon’s role to that of code enforcement or as permitted by law.
8. **Stormwater Management:** Implement a storm water management program to reduce flooding, protect water quality and provide recreational and educational opportunities for the community through a proactive, integrated, watershed-based approach to stormwater management
- Encourage the preservation of open space for all residential development to help preserve and enhance the natural beauty of the environment.
 - Utilize the latest storm water management techniques to create unique residential neighborhoods where high standards for design, construction and sensitivity to the natural character of the land are maintained and valued.
 - Encourage the use of Low Impact Development (LID) and innovative storm water management techniques to minimize the impact of development, including, but not limited to the following development practices:
 - Clearing and grading of natural stream assets such as riparian areas, forests and wetlands, should be restricted, except when in compliance with the appropriate regulations.
 - The utilization of buffer strips that retain natural vegetation and drainage patterns are recommended.
 - Development within the “Special Flood Hazard Area” as defined by FEMA on their FIRM Maps should be prohibited. The “Special Flood Hazard Area” is the area within and adjacent to the stream banks required to discharge the 100-year flood without raising the water surface elevation more than one foot above the base flood level at

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any point. This was formally known as the “100 Year Floodplain”, which is no longer used by FEMA.

- Clearing, except that necessary to establish erosion and sediment control devices, shall not begin until all erosion and sediment control devices have been installed and the soil has been stabilized.
 - The use of micro detention, bio-filtration systems and pervious paving materials is recommended where appropriate.
- 9. Sustainability:** Promote compact, low impact development LID throughout the community. Low impact development (LID) is development that utilizes green building and site design strategies to reduce its impact on the environment. Examples include “restorative development” (improving an existing home or building); “redevelopment” (demolishing a building or home that has outlived its usefulness and replacing it with a new building) and “infill development” (constructing a home or building on an empty lot along an existing developed block). Low impact development LID uses Best Management Practices (BMPs). Examples of BMPs include the use of rain gardens, alternative energy (i.e. solar), well insulated windows, walls and roofs, high efficiency HVAC, geothermal and compact building and site design.
- Update the City’s Zoning, Subdivision and Building Code to address and encourage the LEED (Leadership in Energy and Environmental Design) ranking system.
 - Continue encouraging the use of Conservation Subdivision design.
 - Work with St. Clair County, East-West Gateway, Metro East Park and Recreation District, Horner Bark District and the Ridge Prairie Trailhead Initiative (RPTI) and other State and Federal agencies to assist with the acquisition of land, design and construction of the City-wide bike and pedestrian recommendations included herein.