



## Department of Land Conservation and Development

### 2021-23 TECHNICAL ASSISTANCE GRANT APPLICATION

Please complete each section in the form below. Type or write requested information in the spaces provided. **Submit completed applications by October 1, 2021.**

**Date of Application:** 10/01/2021

**Applicant:** City of Lebanon

(If council of governments, please also include the recipient jurisdiction name if applicable)

**Street Address:** 925 S Main St

**City:** Lebanon

**Zip:** 97355

**Contact name and title:** Kelly Hart

**Contact e-mail address:** khart@ci.lebanon.or.us

**Contact phone number:** 541-258-4252

**Grant request amount** (in whole dollars): \$60,000

**Local Contribution** (recommended but not required): \$10,000

**Project Title:**

City of Lebanon Economic Opportunity Analysis

**Project summary:** (Summarize the project and products in 50 words or fewer)

An Economic Opportunity Analysis for the City of Lebanon will allow for an updated buildable lands inventory, an evaluation of the Airport Road corridor for commercial development viability, analysis of the Champion Mill site for commercial and mixed-use viability, and recommended policies to promote Economic Development throughout the City. (49 words)

**Project Description & Work Program**

Please describe the proposed project, addressing each of the following in an attachment.

**A. Goals and Objectives.** State the goals or overall purpose of the project. Describe particular objective(s) the community hopes to accomplish. Please indicate whether this is a stand-alone project or is part of a longer multi-year program. If it is the latter, describe any previous work completed, subsequent phases and expected results, and how work beyond this project will be funded.

**B. Products and Outcomes.** Clearly describe the product(s) and outcome(s) expected from the proposed project. Briefly describe any anticipated significant effect the project would have on development, livability, regulatory streamlining, and compliance with federal requirements, socioeconomic gains, and other relevant factors.

**C. Equity and Inclusion Considerations.** Using the [TA Grant Equity Guidance](#), identify priority populations in the project planning area. Describe the anticipated impact of your proposed project on priority populations. Describe a preliminary outreach and engagement plan with specific goals and outcomes for participation of priority populations in the project. Include specific tasks and products related to the outreach and engagement plan in sections D and E.

**D. Work Program, Timeline & Payment.**

**1. Tasks and Products:** List and describe the major tasks and subtasks, with:

- The title of the task
- Steps to complete task
- The interim and final products for each task

**2. Timeline:** List all dates for the project including tentative start date after the contract is signed, task completion dates, and project completion date. If the project is part of a multi-year program, provide an overview of the expected timelines in sequence of expected start dates and completion date for each phase and describe subsequent phases to be completed.

**3. Payment Schedule:** Develop a requested payment schedule showing amount of interim and final payments. Include the products that will be provided with each payment request. The payment schedule should generally include no more than two payments – an interim and final payment.

**E. Evaluation Criteria.** Include a statement in the narrative that addresses the program priorities and evaluation criteria presented in the application instructions (“Eligible Projects and Evaluation Criteria”).

**F. Project Partners.** List any other public or private entities that will participate in the project, including federal and state agencies, council of governments, city and county governments, and special districts. Briefly describe the role of each (*e.g.*, will perform work under the grant; will advise; will contribute information or services, etc.).

**G. Advisory Committees.** List any advisory committee or other committees that will participate in the project to satisfy the local citizen involvement program. Include specific goals for participation by priority populations in advisory committees.

**I. Cost-Sharing and Local Contribution.** DLCD funds are only a part of overall project costs; please identify sources and amounts of other funds or services that will contribute to the project’s success. Cost-sharing (match) is not required but could be a contributing factor to the success of the application.

Will a consultant be retained to assist in completing grant products? Yes ☒ No ☐

For cities with populations under 10,000 that are requesting a comprehensive plan update, do you have interest in using a DLCD-provided consultant to complete your project? Yes ☐ No ☐

Does the applicant intend to seek technical assistance from DLCD's equity and inclusion consultant? Yes ☒ No ☐ ([See TA Grant Equity Guidance](#))

### **Local Official Support**

The application ***must include a resolution or letter from the governing body*** of the city, county, district, or tribe demonstrating support for the project. If the applicant is a council of governments on behalf of a city, a letter or resolution from the city council supporting the application must be included. *The application will not be complete if it does not include this item.* The letter of support may be received by DLCD after the application submittal deadline, but it must be received before a grant is awarded.

### **Product Request Summary**

<b>Product</b>		<b>Grant Request</b>		<b>Local Contribution</b>		<b>Total Budget</b>
1	\$	<u>60,000</u>	\$	<u>10,000</u>	\$	<u>70,000</u>
2	\$	_____	\$	_____	\$	_____
3	\$	_____	\$	_____	\$	_____
4	\$	_____	\$	_____	\$	_____
5	\$	_____	\$	_____	\$	_____
6	\$	_____	\$	_____	\$	_____
7	\$	_____	\$	_____	\$	_____
8	\$	_____	\$	_____	\$	_____
<b>TOTAL</b>	\$	<u>60,000</u>	\$	<u>10,000</u>	\$	<u>70,000</u>

Submit your application with all supplemental information to:

Gordon Howard, Community Services Division Manager

E-mail (preferred): [DLCD.GFGrant@dlcd.oregon.gov](mailto:DLCD.GFGrant@dlcd.oregon.gov)

Mail: Department of Land Conservation and Development  
635 Capitol Street N.E., Suite 150  
Salem, OR 97301

Phone: 503-503-856-6935

**APPLICATION DEADLINE:      October 1, 2021**



Community Development  
925 S. Main Street  
Lebanon, Oregon 97355

TEL: 541.258.4252  
arodgers@ci.lebanon.or.us  
www.ci.lebanon.or.us

## City of Lebanon Technical Assistance Economic Opportunity Analysis Application

### Project Description & Work Program

#### **A. Goals and Objectives.**

The goal of the Technical Assistance Grant (TA) is to obtain funding for an Economic Opportunity Analysis (EOA) for the City of Lebanon. The purpose of the EOA is to build on the board vision and goals for Economic Development that are stated in the City's Comprehensive plan, but also to update those goals for the current Economic climate and create a plan for the future development of Lebanon in accordance with Oregon's Statewide Land Use Planning Goal 9; Economic Development.

The previous EOA for the City of Lebanon focused heavily on industrial land availability and development, high wage job recruitment, and rail access. A large barrier to development was wetlands; as a result, very limited industrial lands have been developed over the past 14 years. It is the objective of this EOA to update the buildable lands inventory (BLI), update the resources for Wetland Mitigation efforts, and to evaluate and form a strategy moving forward on the viability of commercial and mixed-use development along the Airport Road corridor and the Champion Mill site, a shuttered lumber mill site adjacent to the City's Cheadle Lake park. The EOA would also evaluate the impact of Western University's establishment in the community, and anticipated change in the type of jobs, commercial market, and population demographics of the City. These objectives align with the City's economic goals.

G-3: Encouraging a diversified economic base for the community which broadens and improves long-term employment opportunities in all sectors, including, retail, service, and industrial.

G-5: Supporting the establishment of new employment and the expansion of existing employment to strengthen the City's economic base in order to provide adequate employment opportunities and maintain community livability.

G-18: Improving community appearance and establishing attractive gateways in the City and visually appealing highway corridors.

This project is anticipated to be incorporated into a Comprehensive Plan Update and would include potential changes to the City's zoning and comprehensive plan maps, as well as

development code updates. Work beyond this project will be funded from the City of Lebanon's budget or future grant opportunities.

## **B. Products and Outcomes.**

The final product of this grant would be an EOA with a thorough list of recommendations and updates to the economic and planning goals to the general comprehensive plan and/or development code for Lebanon that would appropriately implement the stated objectives and align with the requirements of Statewide Planning Goal 9 and OAR 660-009.

Products and their associated outcomes:

- Economic Opportunity Analysis (EOA)
- Buildable Lands Inventory (BLI) – Evaluation of current land designations and trends to ensure there is sufficient land available for industrial, commercial, and mixed-use designation for job creation. Based on evaluation, determine if any zone changes are deemed necessary.
- Wetland's consideration – discuss barriers to construction of commercial and industrial properties based on current understanding of the wetland impacts on available sites and identify possible solutions to the development barrier.
- Evaluate the Comprehensive Plan Economic Development Element based on the outcomes of the EOA and identify updates to the economic development policies in the Economic Element of the Comprehensive Plan.
- Analysis of Champion Mill Site – determine viability of mixed-use/commercial land use designation and the appropriateness of the site to continue as industrial or transition to a different use category.
- Analysis of Airport Road corridor – Airport Road is currently residential focused. However, as the City has grown, Airport Road has become a major transportation corridor in and out of the City. An analysis would be conducted to determine the viability and appropriateness of transitioning the corridor to a commercial/mixed-use designation to capture additional commercial and job opportunities.
- Proposed implementation actions as part of the final EOA report, including specific actions to address priority population goals.

## **C. Equity and Inclusion Considerations.**

In compliance with the equity and inclusion deliverables, the City of Lebanon will follow the State's Equity Framework, DLCDC's guide to community outreach, and direct outreach to priority populations including participation in the Program Advisory Committee. Throughout the proposed tasks, there is a focus on equity and priority populations. Through community engagement, the City will focus on gaining an understanding of the anticipated impacts and outcomes of the EOA on priority populations and include specific action items to support priority populations benefits from the EOA. At the conclusion of the EOA process, the city will participate in a post-project evaluation of representation of and participation by priority populations in the Program Advisory Committee and public participation process.

## **D. Work Program, Timeline & Payment.**

### **Task 1: Project Kickoff and Project Management**

- The project kickoff meeting will focus on discussion of the desired outcomes of the project, the work program and project schedule, the project products, process steps, key methodological options, and a plan for community engagement. The plan for community engagement will also identify the city's diversity, equity, and inclusion goals for the project, including an approach for identifying the priority populations that the city hopes to reach during the process.
- This task will take about 1 month to complete the following products: (1) memorandum identifying refinements to the scope, schedule and clear identification of priority populations in the City and an engagement platform and (2) project management calls with staff.

### **Task 2: Employment Lands Inventory**

- The purpose of this task is to prepare an accurate inventory of commercial and industrial land that is vacant, underutilized, or redevelopable. The consultant will help define key parcel characteristics that make land suitable or not suitable for commercial or industrial development or redevelopment. These characteristics will be used in part to help qualify parcels for inclusion in the inventory. The inventory will also identify and exclude parcels affected by natural and manmade constraints that would prohibit their feasible use for development.
- This task will result in an inventory of buildable lands designated for employment (commercial and industrial) within the Lebanon UGB. This task will take about 3 months to complete the following products: (1) maps and GIS data and (2) a chapter of the EOA that describes the methodology and results of the BLI.

### **Task 3: Economic Opportunities Analysis**

- The purpose of this task is to develop the analysis of employment growth potential and demand for the economic opportunities analysis. The demand analysis should document key economic opportunities and estimate the future demand for commercial and industrial development in Lebanon. The steps to complete this task include review of national, state, and local trends, assessment of community economic development potential, forecast of employment growth in Lebanon and identification of required site types.
- The consultant will work with city and county staff and the advisory committee to develop the key assumptions necessary for the EOA. This task will take about 4 months to complete the draft EOA, including a forecast of employment growth, that meets the requirements of Goal 9, OAR 660-009, OAR 660-024, and city objectives.

### **Task 4: Economic Development Policies and Implementation Actions**

- The consultant will work with staff and the Program Advisory Committee (PAC) to identify needed updates to the economic development policies and suggest refinements for Lebanon that focus on the community's economic assets and describe aspirations for economic development. The economic development policies will replace the existing

policies in the Economic Element of the Comprehensive Plan, and potential actions to implement these policies will be part of the conclusions in the EOA report.

- Lebanon is particularly interested in exploring options for specific sites to develop as commercial or mixed-use corridors. These sites include the old Champion Mill site and the Airport Road corridor. The growth of employment and residential uses associated with Western University of Health Sciences has presented potential opportunities for envisioning new uses on these sites. Recommended implementation actions would be developed that would identify existing barriers to development, approaches to overcoming those barriers, and strategies to activate new development. In essence, the city needs a concise plan of action to get development going on these specific sites. This task would include a combination of primary and secondary research, and local knowledge. The consultant will review and summarize past studies and reports, seek relevant current data, and interview several key stakeholders with knowledge of the study areas.
- This task will take about 4-5 months to complete the following products: (1) updates to the economic development policies in the Economic Element of the Comprehensive Plan and (2) proposed implementation actions as part of the final EOA report.

#### **Task 5: Community Engagement**

The PAC meeting process will hold 6 or more meetings and will be use those meetings for gathering feedback on the assumptions included in the EOA, including the employment forecast and the BLI. The PAC will also help develop the updated polices and implementation actions. The city will work with the selected consultant to determine whether the project will require broader community engagement. Methods of additional engagement may include a virtual open house, survey, or key stakeholder interviews. Broader community engagement may be necessary if the members of the PAC do not fully represent priority populations.

- This task will be ongoing throughout the duration of the project and will result in: (1) preparation of materials for the PAC meetings and (2) facilitation of the PAC meetings and other community engagement.

#### **Task 6: Final Products**

- This task will include development of the final products, as well as meetings with the Planning Commission and City Council. The work products of this task will include:
  - Final Economic Opportunities Analysis report, including proposed implementation actions
  - Updated economic development policies as part of the Economic Element of the Comprehensive Plan
  - Meetings with the Planning Commission and the City Council

#### **Timeline:**

- The duration of the project is expected be eight to nine months from contract signing until the final products as listed above are complete. Task completion dates are listed above.



- The timeline provided is to complete the EOA. Action items produced in the EOA would take place outside of the designated time period and may be reliant on additional grant cycles to implement code changes.

#### **Payment Schedule:**

- The estimated project budget is up to \$70,000.
- If the City is awarded the grant, an RFP for consultant services would be published to pick a qualified consultant for the project. The City would enter into a direct pay contract with the consultant.
  - The City would be billed monthly for the consultant services. The City would work with DLCD on reimbursement for work completed based on a monthly disbursement, task completion, or other payment schedule to the satisfaction of DLCD.

#### **E. Evaluation Criteria**

The City of Lebanon is pursuing this 2021-2023 Technical Assistance Grant for a consultant to create an Economic Opportunity Analysis in accordance with Goal 9: Economic Development of Oregon's Statewide Land Use Planning Goals. Furthermore, the City of Lebanon is adhering to the program priorities of the TA grant by addressing multiple identified examples under the second identified priority of Economic Development.

- Updated economic opportunities analyses and industrial area master plan – The EOA will allow the City of Lebanon to update the economic priorities of their city and plan for future development through the development of an EOA.
- Wetland inventory and mitigation plan for an industrial site –In 2019 the city commissioned a wetlands study to develop a strategy associated with mitigating costs of developing industrial site inundated with wetlands. With the EOA, the City of Lebanon will reevaluate the study, add additional insights and discuss any new opportunities for mitigation.
- Redevelopment toolbox for a commercial strip – Both the areas of Airport Road and the Champion Mill site are underutilized.- By evaluating the mixed-use and commercial viability of these two areas, it will identify if rezoning is appropriate. This will better align the City to create a redevelopment toolbox to utilize the sites to their greatest potential.

#### **F. Project Partners.**

- Chamber of Commerce – Will advise and contribute information or services regarding economic development and the business community they serve in Lebanon.
- Western University of Health Sciences – Will advise and contribute information about student and staff needs associated with community livability.

- Linn Benton Community College - Will advise and contribute information about student, staff, business, and industry needs that they serve in the region.
- Linn County – Will advise on the areas under their jurisdiction within the City’s UGB.
- Samaritan Health Services – Will advise and contribute information about the changing industry associated with health care.
- Local commercial real-estate representative – Will advise and contribute information regarding barriers for commercial development.
- Multiple representatives from priority populations.
- Members of the Planning Commission – Will advise and contribute information regarding planning and zoning goals and standards of the city.
- Members of City Council - Will advise and contribute information regarding economic development goals and standards of the city.

#### **G. Advisory Committees.**

The City will be creating an advisory committee for the Economic Opportunity Analysis consisting of members of the Planning Commission, City Council, some of the Project Partners listed above, as well as residents of the community. The Planning Commission and City Council will also participate in the process through the adoption procedures.

#### **H. Cost-Sharing and Local Contribution.**

The City of Lebanon has \$10,000 allocated to this project as a match from the 2021-2022 annual budget. In addition to the budgeted amount the City of Lebanon would also contribute to the form of in-kind staff time. The staff would assist in data collection, research, and planning community workshops.

**A RESOLUTION AUTHORIZING SUBMITTAL OF  
AN APPLICATION FOR THE DLCD COMMUNITY  
ASSISTANCE GRANT AND AUTHORIZING THE CITY  
MANAGER TO SIGN ALL APPROPRIATE  
ASSOCIATED DOCUMENTS**

**RESOLUTION NO. 2021-21**

**WHEREAS**, the City of Lebanon's current comprehensive plan was adopted by the City Council in December 2004. Comprehensive Plans generally sunset after a 20-year cycle. The process of updating a comprehensive plan requires a significant amount of planning studies to be completed, including an economic opportunity analysis among many others. Along with the planning studies includes extensive public outreach and community input. This process requires significant coordination, staff time and consultant expertise to complete. To help fund the endeavor, the Department of Land Conservation and Development provides Community Assistance Grants on a biennium cycle; and

**WHEREAS**, the grant will provide funding assistance to hire a consultant to assist the City in the development of an Economic Opportunity Analysis or initiate the Comprehensive Plan update process.

**NOW, THEREFORE, BE IT RESOLVED** the Council of the City of Lebanon herein authorizes the staff to submit an application for the 2021-2023 Community Assistance Grant.

**SECTION 1.** The Lebanon City Council will accept any DLCD award resulting from this application.

**SECTION 2.** This Resolution shall be effective immediately upon its passage.

Passed by the Lebanon City Council and executed by the Mayor on this 8<sup>th</sup> day of September 2021 by a vote of 5 yeas and 0 nays.

CITY OF LEBANON, OREGON

Paul R. Aziz, Mayor ☒  
Jason Bolen, Council President ☐

ATTESTED BY:

Kim Scheafer, MMC, City Recorder