



2006

City of Lebanon, Tennessee

LAND USE PLAN UPDATE



CHAPTER ONE

Introduction

Planning for Lebanon's future...

Study Area

Lebanon's Future Land Use Plan provides a tool to be used by local leaders and the wider community in making policy decisions concerning future growth in the City. The Plan, which offers a visual depiction and written description of the City's desired long term growth pattern, is meant to guide the decision-making process in order to realize the vision of Lebanon formed by stakeholders and residents during the planning process. Rather than allow current growth to dictate the City's character and define its boundaries, the Future Land Use Plan allows future expansion to be shaped to meet the City of Lebanon's needs. In this way, the Plan constitutes a proactive approach to managing development and population growth.

This Plan updates Lebanon's current Future Land Use Plan, which was adopted as part of the 2000 Growth Management Plan. This updated version of Lebanon's Future Land Use Plan takes current development and growth into consideration and provides the necessary tools to guide the City in planning and promoting orderly and balanced growth. The Plan strives to be sensitive to and compatible with residential needs while promoting commerce and supporting Lebanon's economy.

Existing conditions documented within this updated Plan provide a basis for future economic and demographic projections. Building on this understanding of the City, the Plan identifies goals and objectives that seek to maintain the community's assets and improve less desirable features by pursuing new, innovative opportunities that fit with Lebanon's unique needs and resources. With a thorough understanding of the City's existing characteristics and future concerns, the Future Land Use Map and Future Land Use Area Descriptions address these issues by illustrating the City's desired development and growth pattern. Finally, the Plan provides an implementation strategy that describes the steps necessary to execute the Plan successfully and maintain it into the future.

LEBANON LAND USE PLAN UPDATE



Importance of Future Land Use Planning

The future of Lebanon will be shaped by this planning document. If utilized properly, the Future Land Use Plan will direct City leaders and residents in developing a functional and efficient city that is an even more desirable place to live. This Plan empowers those who have high expectations for Lebanon and are interested in helping the City to fulfill its potential.

Increases in Lebanon's population as well as residential, commercial, and industrial developments all demonstrate the need for a plan of the kind provided herein. Without a plan outlining future land use policies, development will dictate the transportation infrastructure, economic growth, and overall social composition of the City. The Future Land Use Planning process ensures that proper infrastructure will be in place to accommodate growth, promote diversity within the community, and facilitate smooth transitions between various land uses.

This planning document is important because it seeks to guide the City of Lebanon in accomplishing the following:

- An efficient and effective growth pattern
- An aesthetically pleasing visual image of Lebanon
- Maintenance of the area's local heritage
- Citizen involvement
- An action-oriented planning approach



Public Involvement

Public involvement ensures that the cultural heritage of the local community is preserved. By involving the very people affected by the planning and working with various constituencies to reach consensus on major community decisions – such as the nature of future development – the Future Land Use Plan represents a community effort of which citizen's can and should be proud. Additionally, a successful plan depends on acceptance from local leaders as well as the wider public. This acceptance is more easily achieved through a broad, all-inclusive planning process.

Through close collaboration with City officials and an appointed committee, Lebanon residents worked together to identify areas of current and potential growth as well as issues, opportunities, and constraints facing their City. This information helped form a vision for Lebanon's future and led to the established goals and objectives that will facilitate the successful realization of this vision.

Land Use Plan Advisory Committee (LUPAC)

The ten members of the Land Use Plan Advisory Committee (LUPAC), who served as facilitators during the public involvement process, each brought perspective and expertise to the planning process. As residents of Lebanon, LUPAC members were also uniquely qualified to consider the best interests of their City throughout the process. During the six regular meetings between the consulting team and LUPAC, the committee provided insight and reviewed various elements of the Plan. Additionally, the LUPAC played a

major role in the development of the plan by providing support and overall direction in the development of the final planning document. (A list of LUPAC members may be found in Appendix.)



Public Meetings

The Future Land Use Plan considers input not only from local leaders and LUPAC members, but also from residents of the City – the very backbone of the community. Through two public meetings, the Lebanon community provided valuable input that was essential in establishing a growth pattern that reflects the community’s values.

The first meeting, titled “Issues and Possibilities Forum,” was used to inform citizens of the planning process and invite them to get involved in the actual development of the plan. Advertising in the local newspaper (see the Appendix for complete copies of pertinent newspaper articles) helped spread the word and several citizens were present to identify key issues and opportunities, as well as areas of growth in the City. Citizens were briefly updated on the process and were then given markers and maps of Lebanon to mark areas of potential growth and voice any additional concerns.



The second public meeting was a “Draft Land Use Plan Forum,” in which the Future Land Use Map was presented to the group to ensure that it fully captured their vision of the City’s future image. The public reviewed the Future Land Use Area descriptions as well as their locations on the Future Land Use Map and provided input, which was addressed by the consulting team. Feedback from the citizen group included comments concerning recently approved subdivisions, traffic issues, and areas with potential for future development.

Organization of Lebanon’s Future Land Use Plan

The Future Land Use Plan is divided into 6 chapters and an appendix, which collectively address existing conditions, present goals and objectives, and provide an implementation plan for the City. Chapters and content include:

- **Chapter One: Introduction** – Explains the purpose of the Future Land Use Plan and how it was developed, including the role of citizen involvement.
- **Chapter Two: Community Profile** – Documents the existing demographic and socioeconomic characteristics of the City, including the projected growth of the area. Includes information on Lebanon’s history as well as anticipated trends developed from the City’s profile.
- **Chapter Three: Planning Impacts** – States the effects of previous planning efforts along with current plans that have an effect on the Future Land Use Plan.
- **Chapter Four: Community Vision** – Conveys the community’s vision along with the goals and objectives for the City of Lebanon, developed out of discussions of the issues and opportunities identified by residents and community leaders.

- **Chapter Five: Land Use** – Describes the existing land use that establishes the character of the area and illustrates the desired future growth pattern of the City.
- **Chapter Six: Implementation** – Includes a plan of action for accomplishing the goals and objectives established early in the process and outlines the process for updating and maintaining the plan as Lebanon continues to grow and develop.
- **Appendix** – Contains public and LUPAC meeting minutes and agendas, local newspaper articles published throughout the process, and a list of LUPAC members.



CHAPTER TWO

Community Profile

To plan for a city, you first have to understand it...

Understanding the City of Lebanon begins with a look back at the community's history: how it came to be, what first attracted people to the location, how it was able to grow and prosper, and how people worked to make Lebanon home. The history of the City offers an account of past events and tells the story of its residents. Lebanon's history provides the setting for the modern-day community as its residents know and understand it today.

The Community Profile provides a summary of present-day Lebanon, as well as a basis for future demographic and economic projections. By analyzing existing data, trends can be identified in order to prepare to meet the City's anticipated needs.

It is important to recognize key factors that will influence the growth and character of Lebanon and the surrounding area in coming years. Some of these are well-known trends, such as traffic increases, while others are new and emerging challenges, like the rapid growth Lebanon and surrounding areas have experienced. Planning is an evolutionary process that cannot precisely predict Lebanon's future; however, this Future Land Use Plan offers a forecast of future conditions and attempts to address issues that are on the horizon but not yet apparent.

The Community Profile establishes a foundation for the Lebanon Future Land Use Plan by focusing on two essential elements: 1) History, and 2) Demographic Profile (including key issues).

Lebanon: A Look Back

Extensive research into the history of Lebanon is not required to quickly realize that the city's unique character has been strongly shaped by its past. This rich history is well documented and summarized by Lebanon's Museum and History Center. The following is a brief description of its history as summarized on the City of Lebanon's web site (www.lebanon-tn.com):

Before the arrival of the European settlers in the late 1700's, the region around Lebanon, Tennessee was dotted with mounds and sites of fortified villages of the prehistoric Native American

Indians. It was their hunting grounds, where wild game abounded in the cane brakes and cedar forests. Wilson County was established by the Tennessee General Assembly on October 26, 1799, three years after Tennessee became a state. On November 13, 1801, the town of Lebanon was authorized. The appointed commissioners chose the land around a gushing spring where in 1800, Neddy Jacobs had built his log cabin. Seeing the spot in a grove of red cedars, Commissioner Christopher Cooper said, "This is the place." The cedars gave the place its name, Lebanon, a reminder of the Biblical land of the cedars. On November 23, 1819, the City of Lebanon was officially incorporated.

Lebanon, originally called "one of the prettiest of Tennessee's country towns", became a center of commerce, culture and education. Cumberland University opened in September, 1842 with 45 students. Its first permanent building, located on the southeastern corner of College and East Spring Streets, near the Town Square, was burned during the War Between the States. The building was replaced in 1896 and remains standing today.

At the outbreak of the War Between the States, hundreds of Wilson Countians joined the Confederate Army, and some the Federal Army. General Robert Hatton, lawyer, state and US Representative, whose statue stands in the center of the Town Square, was elected commander of the 7th Tennessee Infantry, CSA, which fought under Lee in Virginia.

Thousands of Confederate and Federal soldiers passed through Lebanon between 1861 and 1865. On May 5, 1862, a fierce battle was fought on and around the Square when Federal troops surprised the cavalry troops of Colonel John Hunt Morgan. Morgan, who had spent the night at the home of Mayor Anderson, and most of his men escaped to the east. On December 6, 1862, Morgan again passed through the square with 800 Confederate cavalry and 600 infantry on his way to Hartsville, where he captured 2,000 Federal troops the next day, escorting them back through Lebanon toward Murfreesboro. 130 Confederate Veterans, including General Hatton, are buried in Lebanon's historic Cedar Grove Cemetery.

After the Civil War, industry and transportation expanded into the town with the Tennessee and Pacific Railroad (later North Carolina and Saint Louis in 1877), Tennessee Central Railroad (1902), Lebanon Woolen Mills (1908) and the Gulf Red Cedar Company (1908).

Lebanon was home to the famous Castle Heights Military Academy, established in 1902. The school was originally a prestigious private boys and girls school, but was later changed to an all-male military academy. The school closed in the 1980's, following the decline of military schools during the Vietnam War era. The school's "Main" building is now preserved as the City of Lebanon Administration Building (City Hall).

Lebanon became the center of the Second Army's World War II combat preparations. General George Patton's tanks rumbled through the town before deployment to Europe. The Cumberland University campus was the headquarters and a monument there commemorates those events.

After the War, Lebanon experienced business and industrial growth with the opening of the first Industrial Park in Tennessee by Mayor William D. Baird. These included Hartmann Luggage, TRW and more recently the corporate headquarters of Cracker Barrel Old Country Store.

Lebanon has been the home of five governors of Tennessee, Sam Houston, James Chamberlain Jones, William Bowen Campbell, Robert L. Caruthers, and Frank G. Clement. Much of the historic Town Square still remains, and is filled with antique and gift shops.

Demographic Profile

The purpose of the Community Profile is to provide a snapshot view of the Lebanon community. This section will provide insight into historical trends within the population, housing, economic activity, land use, and projected population growth. Data of this kind serve as the backbone of the entire document. The trends and projections are used to determine land use needs in the foreseeable future.

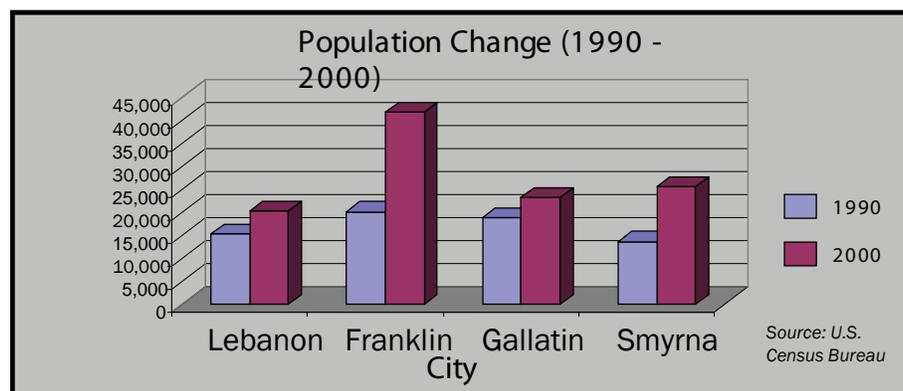
The 2000 US Census is the source of much of the data provided in this section. However, for purposes of projecting population, data from the University of Tennessee Center for Business and Economic Research was also used.

Comparison data is provided for three communities in Tennessee, which are of similar size or character to Lebanon. The cities include Gallatin (Sumner County) and Smyrna (Rutherford County), which are similar in size to Lebanon, and Franklin (Williamson County), which is of similar character given its rich history.

Population

From 1990 to 2000, the City of Lebanon experienced a tremendous amount of growth, on par with that of most cities in the Middle Tennessee region. Continued growth at this level presents challenges as well as opportunities for the City.

According to the 2000 Census, the population of the City of Lebanon grew to 20,235. This represents a 33% increase from 1990, and the largest boom since the 1950s. However, as illustrated in Figure 2.1, Population Change (1990-2000), when compared to other cities in the region, Lebanon is experiencing growth that is similar to that of Gallatin but lagging behind both Franklin and Smyrna. This growth pattern has continued since 2000 with an additional 1,630 people counted in the 2004 Special Census conducted by Lebanon, bringing the total population to 21,865 and representing an 8% population increase from 2000 to 2004. In addition, single-family housing starts are continuing to rise. From 2001 to 2005, 1,075 single-family building permits were issued.



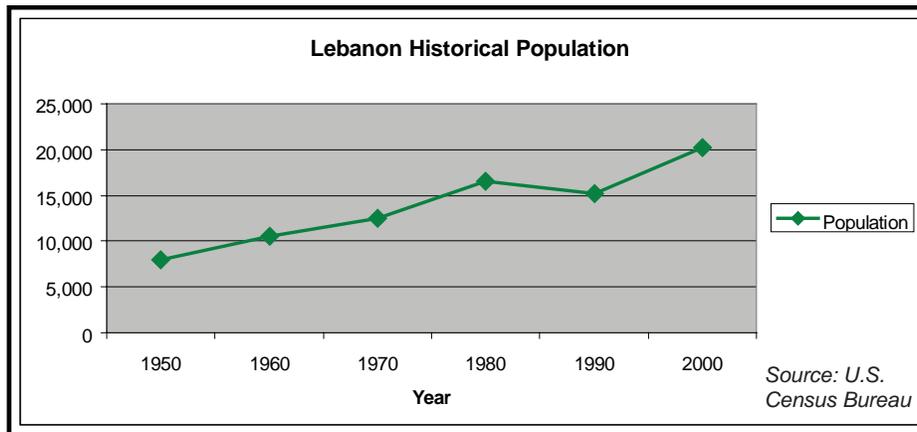
Population Change (1990 - 2000)				
City	Population			1990 to 2000
	1990	2000	% Change	Absolute Change
Lebanon	15,208	20,235	33%	5,027
Franklin	20,098	41,842	108%	21,744
Gallatin	18,794	23,230	24%	4,436
Smyrna	13,647	25,569	87%	11,922

Lebanon’s growth was much greater than both the nation’s and Tennessee’s from 1990 to 2000. As seen in Table 2.1, Historical Change in Population, when compared to the five county region (Davidson, Rutherford, Sumner, Williamson, and Wilson Counties), Lebanon’s growth rate was higher than three of the five counties as well as the region as a whole.

Historical Change in Population (1990 - 2000)				
County	Population			1990 to 2000
	1990	2000	% Change	Absolute Change
Davidson	510,786	569,891	12%	59,105
Rutherford	118,570	182,023	54%	63,453
Sumner	103,281	130,449	26%	27,168
Williamson	81,021	126,638	56%	45,617
Wilson	67,675	88,809	31%	21,134
Region	881,333	1,097,810	25%	216,477

Historical Trends

The City of Lebanon experienced more growth between 1990 and 2000 than it has in any decade since the 1950s, as indicated in Figure 2.2, Historical Population, 1950 to 2000. With the exception of the 1980s, Lebanon’s population has grown in every decade, and the building boom experienced in the 1990s compensates for the loss in population in the 1980s.



Density Patterns

The overall density of the City of Lebanon is 692 people per square mile. As noted in Table 2.2, Population Density, 2000, this is much lower than the densities of the other three comparison cities. This

disparity is primarily due to Lebanon’s more rural character, with many large parcels and farms that remain undeveloped, as well as the fact that Lebanon has experienced less growth than two of the other three cities.

Population Density 2000		
<i>(Source: US Census Bureau)</i>		
City	Persons Per Square Mile	Dwellings Per Square Mile
Lebanon	692	297
Franklin	1,393	576
Gallatin	1,057	437
Smyrna	1,120	439

Not surprisingly, Census Tract data reveals that the oldest areas of Lebanon are the densest. This is typical for older developing cities as they tend to have more compact housing and development in the core section of the city and less dense, newer development moving outward from the core.

County Distribution

As mentioned earlier, the population in Wilson County is growing at a slightly slower rate than the City of Lebanon. As a result, the City population continues to increase as a percentage of the overall county population. The City currently makes up approximately 23% of the county population – up slightly from 22% in 1990. Most growth in the county is focused in the cities of Lebanon and Mt. Juliet.

University Influence

There were 1,508 students enrolled at Cumberland University during the fall 2005 semester. For many years, the private university has influenced Lebanon in practically every community aspect (i.e. economically, demographically, and geographically). For example, the number of advanced degrees within the community is proportionately higher than non-university communities, disposable income is higher than it would be without the university, and inversely, the median income is lower due to student incomes. The university also influences the overall quality of life in Lebanon, offering educational and cultural opportunities.

Education Attainment

The Census Tract (306) with the highest percentage of college graduates (20.3%) also exhibits the highest median household income. Inversely, Tract 307, which is the poorest in Lebanon, has the lowest percentage of college graduates (6.4%). Overall, 18.2% percent of Lebanon residents hold a bachelor’s degree or higher, while 71.3% are high school graduates. Compared to the other three cities (Franklin with 89.4%, Gallatin with 71.9%, and Smyrna with 80%), Lebanon has the lowest percentage of high school graduates. However, Lebanon does have a higher percentage of college graduates (associate’s degree and higher) than does Gallatin.

2000 Age and Gender		
<i>(Source: US Census Bureau)</i>		
	Male	Female
Over 90	27	144
85 to 89	82	228
80 to 84	111	290
75 to 79	202	411
70 to 74	255	392
65 to 69	312	427
60 to 64	408	471
55 to 59	481	521
50 to 54	592	649
45 to 49	631	631
40 to 44	682	740
35 to 39	755	789
30 to 34	710	711
25 to 29	751	727
20 to 24	835	798
15 to 19	733	646
10 to 14	639	676
5 to 9	698	666
Under 5	717	697

Age

The median age for Lebanon is 35.4 years, which is higher than two of the three comparable cities, but lower than state and county medians. When compared with the other cities, Lebanon has the highest percentage

(16.6%) of people over 62 years old – higher than both Wilson County and Tennessee as a whole. This data indicates that Lebanon is aging faster than the county and the state, as well as other cities in the area. With such a large portion of its residents retired or nearing retirement, Lebanon should be prepared to meet the needs of this segment of the population. Retirement homes, assisted living and recreational facilities for seniors are all examples of land use development opportunities presented by this increasing portion of Lebanon’s resident population.

However, as seen in Table 2.3, 2000 Age and Gender, the data also indicate that while Lebanon may be aging faster than other areas, Lebanon has a higher percentage of people 20 to 24 years old (8.1%) than all three of the other cities, likely as a result of the presence of Cumberland University. Cumberland students and the 20 to 24 year-old age group are important to the future of the City and require their own set of land use needs. This age group is less likely to own a home, for instance, and therefore is more likely to occupy rental properties such as condominiums and apartments.

Gender

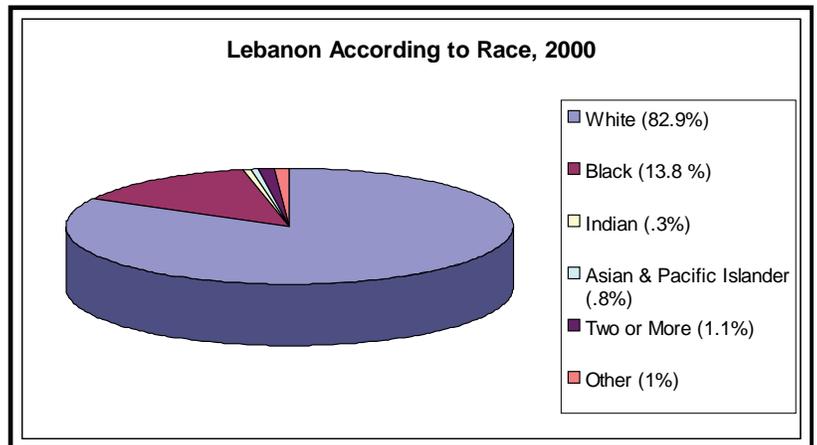
As noted in Table 2.3, 2000 Age and Gender Distribution, males outnumber females in every cohort under the age of 30 except in the 10 to 14 age range. This trend quickly changes with females outnumbering males in every age cohort over 30 years of age. Males make up less than half (47.5%) of Lebanon’s population. The highest percentage of males is ages 20 to 24, and the lowest percentage is over 90. The percentage of female residents versus the percentage of male residents becomes greater as the age cohort increases.

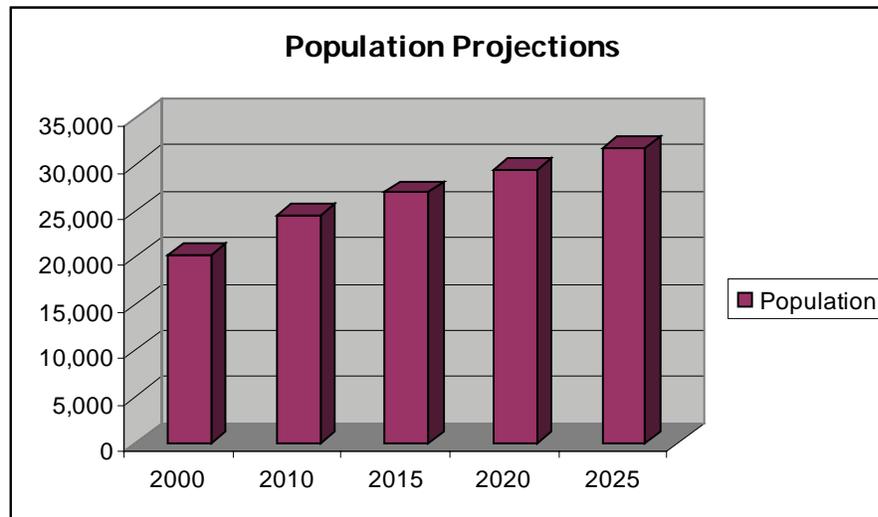
Race and Ethnicity

As displayed in Figure 2.3, Lebanon According to Race, 2000, the Lebanon community has a minority population of 17%, which is both lower than Tennessee and the City of Gallatin and higher than Franklin and Smyrna.

Population Forecast

According to the Tennessee Advisory Commission on Intergovernmental Relations and the University of Tennessee Center for Business and Economic Research (CBER), the population of Lebanon could be as high as 31,868 in 2025. As indicated in Figure 2.4, Population Projections, the 2010, 2015, and 2020 population projections are 24,542; 27,012; and 29,455 respectively. These projections represent a steady increase in population over the coming years and will inevitably present many challenges and opportunities in planning for growth.





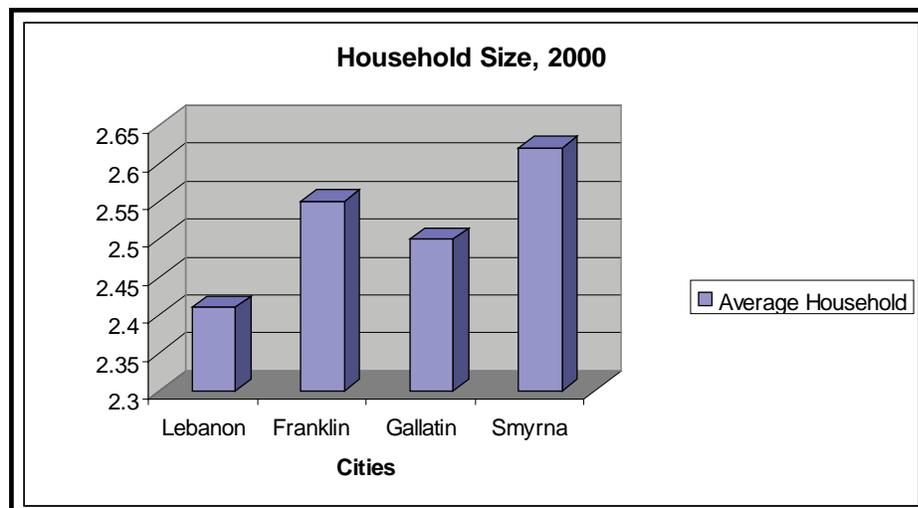
Source: TACIR and UT Center for Business and Economic

HOUSING CHARACTERISTICS

Housing development in Lebanon has been very strong in the past few years. This is evident in that from 2002 to 2005, a minimum of 200 single-family building permits were issued with the most permits being issued in 2003 (304). All indicators (sales tax, housing units, population, property values, planning commission applications, etc.) have increased over time, which depicts the Lebanon community as growing and less susceptible than other Tennessee communities to outside influences. Over the last twenty years, Lebanon’s economy has diversified and become stronger and more resilient in its ability to manage downturns. Proximity to the Nashville market provides the ability to reach larger populations without the higher costs of operating businesses in larger cities.

Household Characteristics

Lebanon has a smaller household size when compared to similarly sized communities, as seen in Figure 2.5, Household Size, 2000. Since college students count as households, this statistic could be artificially lower. The average household size in Lebanon is 2.41, while Smyrna has the largest household size among the peer group at 2.62 persons per household. Smaller household sizes indicate a community where the average age is actually increasing.



Ownership Rates

The homeownership rate for Lebanon as of the 2000 Census was at 59.6%. Of the three comparable cities displayed in Figure 2.6, Home Ownership Rates, 2000, Lebanon has the lowest ownership rate while Smyrna holds the highest. Increasing housing costs, which have exceeded the cost-of-living for families, are likely the cause. Houses being built in Lebanon have average sales prices of over \$144,000. Approximately half of Lebanon households earn less than \$35,000 annually. The mortgage estimates for a household income of \$35,000 would allow a monthly payment of approximately \$675 including taxes and insurance and based on a 30 year mortgage with a 6% interest rate. This would justify a mortgage of approximately \$113,000, well below the average home sales price. This indicates a need for additional housing in the price range between \$100,000 to \$125,000.

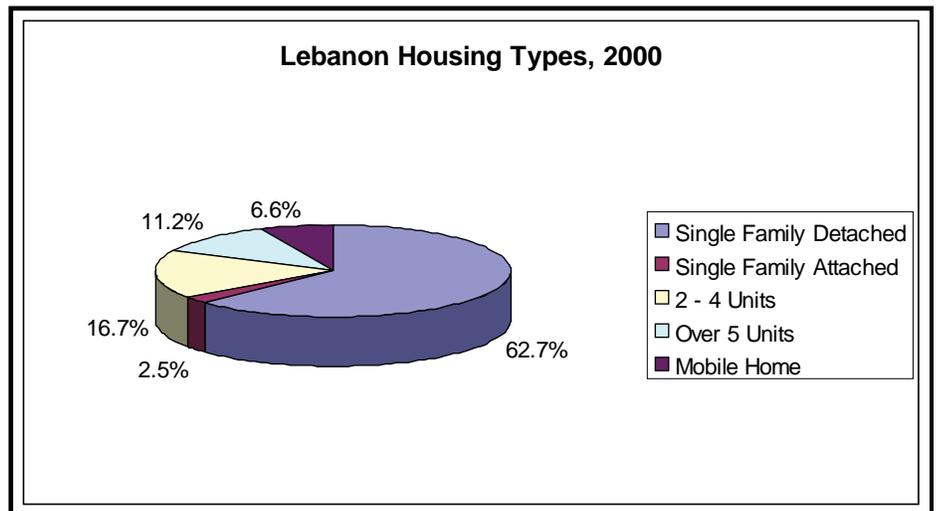
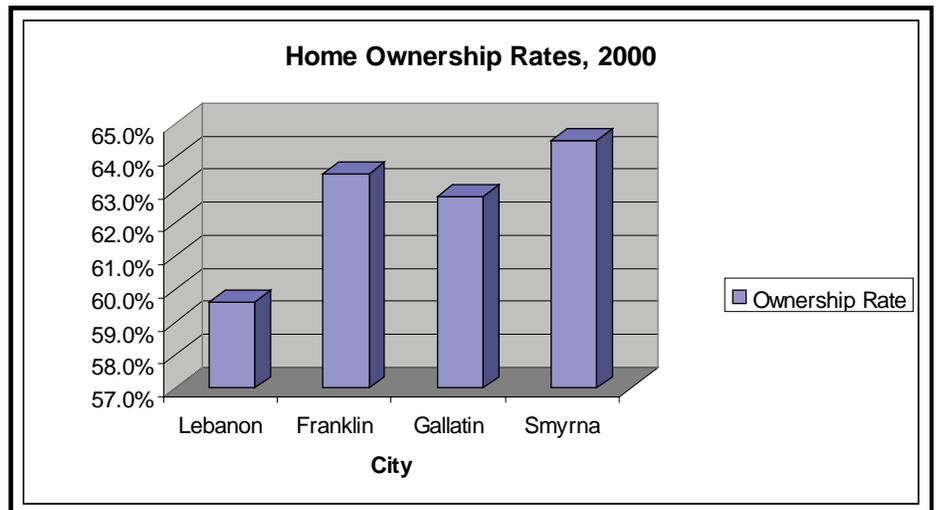
Housing Types

The majority of housing in Lebanon is single-family residential detached dwellings (62.7%). 27.9% of all dwellings are multi-unit dwellings (16.7% have below 5 units while 11.2% have over 5 units). Mobile homes make up 6.6% of all dwellings in the community, as noted in Figure 2.7, Lebanon Housing Types, 2000. When compared to the other three communities, the percentage of mobile homes in Lebanon is lower than in both Gallatin (7.6%) and Smyrna (7%). Since mobile homes are more prominent in rural areas, the State of Tennessee and Wilson County both have larger percentages than Lebanon.

Availability

2000 Census information reflected 8,749 housing units in the City of Lebanon. This included both single- and multi-family units and represents an increase from 6,592 units in 1990. The increase reflects a growth percentage of 33%.

New single-family construction picked up in the late 1990s and early 2000s, and continues to be strong. In fact, 222 new single-family permits were issued in 2005. Multi-family construction in Lebanon has been sporadic, although permits for 48 new multi-family units were issued in 2005 – a significant increase over previous years. Finally, Lebanon has experienced a boom of new commercial investment in the past several years. It is apparent that this new commercial investment is closely linked with current population and



employment growth.

The City of Lebanon saw a 33% increase in both population and housing stock from 1990 to 2000. Because housing stock grew at the same rate as the population, there was little change in the number of vacancies. In fact, there were only 23 more vacant housing units in 2000 than in 1990 in the City of Lebanon. While vacancy rates in the City of Lebanon are slightly higher than in comparable cities, this may be partially attributable to aging housing stock in the City of Lebanon. Table 2.4, Housing Units by Year Structure Built, 2000, presents data regarding the age of Lebanon's housing stock, as reported by the US Census Bureau, as well as comparable data for the cities of Franklin, Gallatin, and Smyrna.

Housing Units by Year Structure Built, 2000									
	Lebanon		Franklin		Gallatin		Smyrna		
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Total	8749	100%	17214	100%	9644	100%	9995	100%	
1999 to March 2000	341	3.9%	1592	9.2%	317	3.3%	676	6.8%	
1990 to 1998	1846	21.1%	7773	45.2%	1944	20.1%	3491	34.8%	
1980 to 1989	1188	13.6%	3197	18.6%	1436	14.9%	2374	23.8%	
1970 to 1979	1464	16.7%	2106	12.2%	1816	18.8%	1674	16.7%	
1960 to 1969	1562	17.9%	892	5.2%	1789	18.6%	847	8.5%	
1940 to 1959	1723	19.7%	1104	6.4%	1920	19.9%	835	8.4%	
1939 or earlier	625	7.1%	550	3.2%	422	4.4%	98	1.0%	

According to the 2000 Census, almost 45% of the housing units in the City of Lebanon were constructed prior to 1970. With an aging housing stock it is important to emphasize the need for proper maintenance. Otherwise, it would be reasonable to assume that a significant portion of these housing units will become deteriorated or dilapidated within the next decade. If growth in housing does not keep pace with the growth in population, vacancy rates will decline, leading to a significant gap between housing supply and housing demand, which translates to higher rental rates and higher housing prices.

Approximately 59.6% of the housing units in Lebanon are owner occupied, with the remaining 40.4% renter occupied. Although much of Lebanon's multi-family rental stock is relatively older, similar to the single-family housing stock, there have also been several recent additions to the multi-family housing stock as pointed out earlier in the discussion of building permits.

ECONOMIC CHARACTERISTICS

Lebanon's economic base is primarily concentrated in manufacturing, industry, and distribution, and is home to the corporate headquarters for Cracker Barrel Old Country Stores, Lochinvar, and Hartmann Luggage. In addition, several other well know companies are located within the City of Lebanon, including Dell Computers, Toshiba America, TRW Ross Gear, Genesco, and Bridgestone. In addition, Lebanon is included within the Nashville MSA and is strongly influenced by economic conditions in Nashville. Wilson County has experienced steady economic growth for the past decade and the Lebanon economy has grown considerably over the last 15 years.

Income

The median household income for Lebanon is \$35,118 and is less than the State's at \$36,360 and significantly less than Franklin's at \$56,431. However, Lebanon's median household income is greater than Gallatin's at \$34,696. Lebanon's low median household income indicates the need for more start-up housing. One statistic significantly influences this figure: the student population of Cumberland University artificially lowers

income figures. However, college students, in contrast, have higher disposable incomes than families.

Labor Market

The unemployment rate for Lebanon was 4.6% at the time of the 2000 US Census. This is higher than all three comparative cities and the State of Tennessee. Lebanon is influenced greatly by the Nashville Metro area. The largest employer in the City of Lebanon is Dell Computers, located off of State Highway 109. The City’s largest employers are included in Table 2.5, Major Employers in Lebanon.

Major Employers in Lebanon (4th Qtr. 2002)	
Name	Employees
Dell	1524
Toshiba	1215
Cracker Barrel	1016
University Medical Center	956
TRW Inc.	500
Wal Mart	468
Lebanon Special School District	441
Kenneth Lester Company	441

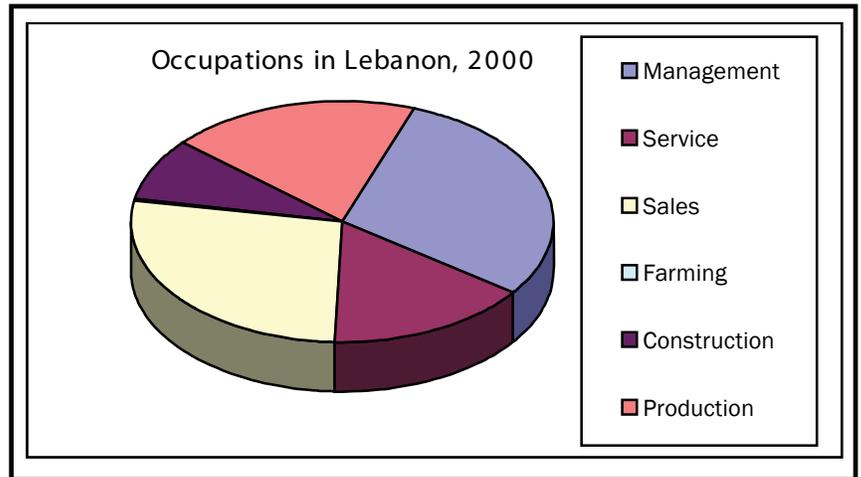
Source: 2002 Fourth Quarter ES-202 Employment Data

Labor Force

The Lebanon labor force primarily consists of Management, Professional, and Related occupations and Sales and Office occupations. Together, these two categories make up 56.5% of the total workforce. The next highest occupations are Production, Transportation, and Material Moving occupations and Service Occupations comprising 19.1% and 15.7%, respectively, as shown in Figure 2.8, Occupations in Lebanon, 2000. The mean travel time to work is 23.7 minutes. Average travel time to Downtown Nashville is approximately 35 minutes.

Property Value

According to the 2000 Census, the median value of owner-occupied dwellings was \$119,200. Over 50% of home owners moved into their unit since 1995, which indicates that a fairly high rate of turnover occurs in the Lebanon housing market. A sample from Realtracs.com of 209 residential units in Lebanon with three bedrooms and two bathrooms revealed an average list price of \$216,565 – nearly twice as much as the median home value from 2000.



Development Potential

Lebanon has experienced considerable residential and commercial growth over the last decade, and the city continues to see significant growth in both sectors. Recent commercial developments include those at the new Hartmann Drive and State Highway 109 interchanges with Interstate 40, and most residential development

has occurred north and west of Downtown Lebanon. However, much of the vacant land south of Interstate 40 and outside the current city limits remains undeveloped. Some of that vacant land is suitable for various uses and could be used to accommodate Lebanon's industrial needs in the future. This is especially true given that most industries are located along interstates or major routes and are surrounded by agricultural properties. As has been documented in this chapter, there is little indication that the growth experienced during the 1990s and early 2000s will slow in the near future.

INCORPORATED CITY

The City of Lebanon, displayed in Figure 2.9, Lebanon Future Land Use Plan Study Area, consists of 34 square miles. The community is approximately 30 miles east of Nashville along Interstate 40. Lebanon shares common borders with the City of Mt. Juliet to the west.

Government

Lebanon is governed under a Strong Mayor system with six City Councilors. Each Councilor represents the ward in which they reside. In addition, there are 17 advisory boards and commissions representing various issues ranging from planning to insurance. These advisory boards and commissions are a key component of Lebanon's governing process in that they provide direction to the City Council and Mayor. The following is a list of all 17 advisory boards and commissions: Airport Commission, Housing Authority Commission, Planning Commission, Board of Zoning Appeals, Senior Citizens Board of Directors, Beer Board, Development Board, Beautification Commission, Board of Adjustments and Appeals, Citizens Police Review Board, Historic Commission, ADA Advisory Board, Transportation/Public Works Committee, Economic Community Development Board, Finance Committee, Insurance Committee, and Public Safety Committee.

Tax Structure

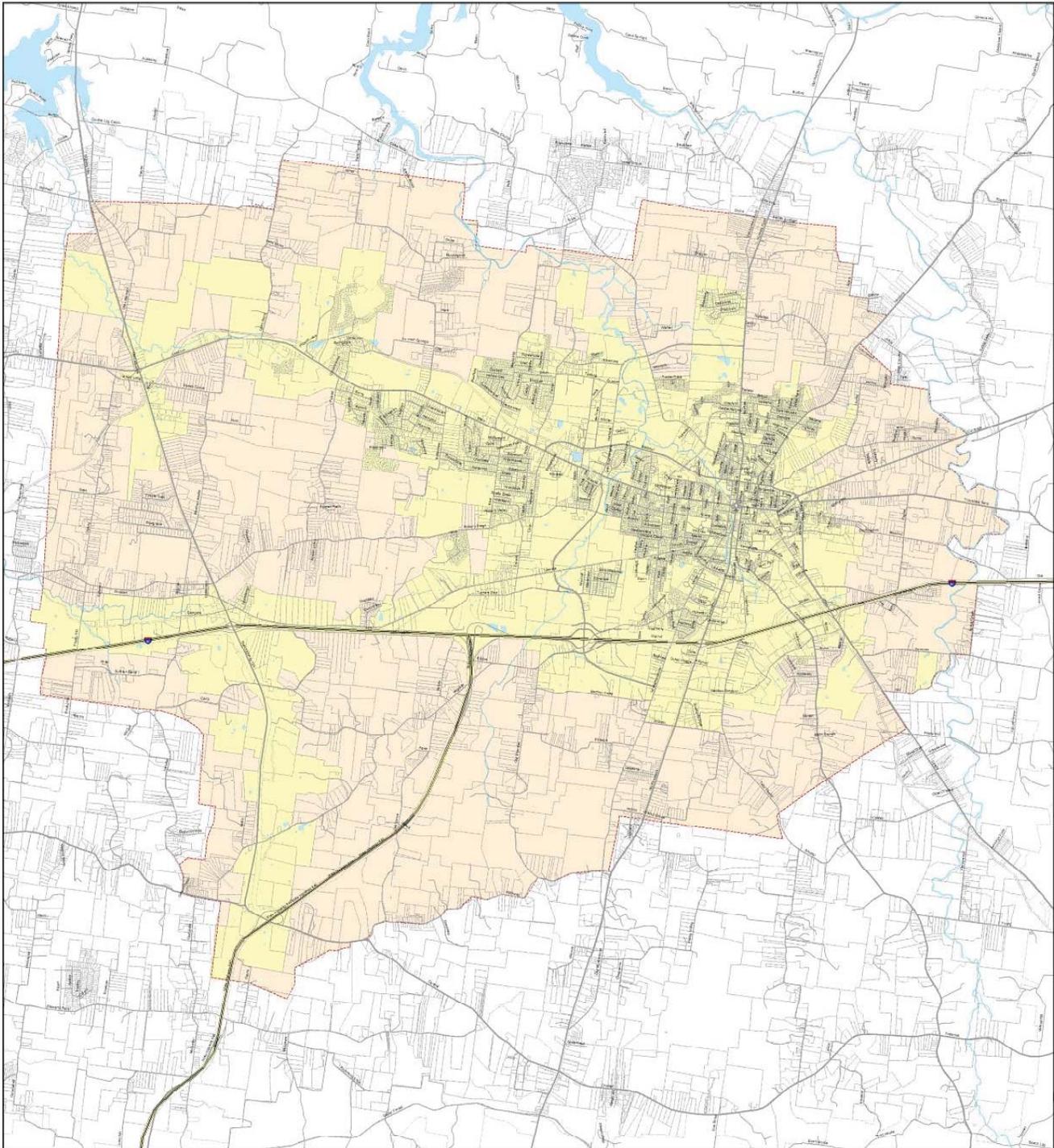
As with all Tennessee communities, Lebanon derives nearly all revenue from property and sales tax. Some additional revenues are generated by utility sales, franchise fees, and licenses and permit purchases. City property taxes (there is also a County property tax) are \$.44 per \$100 of assessed value. The local sales tax is 2.25% for the city and 2.25% for Wilson County.

Annexation and Growth

The City has some undeveloped land within the corporate boundaries, but must continue to look for areas in which to expand. However, the City is limited in their expansion by the state-mandated Urban Growth Boundary which limits the amount and location of land that can be annexed. However, if it is determined that the amount of land in the UGB cannot accommodate the projected population growth, the UGB can be expanded through the amendment process. Lebanon's Urban Growth Boundary, as shown in Figure 2.9, Lebanon Future Land Use Plan Study Area, was established in 2000 and represents the extent of this particular planning process.

Future Land Use Plan Update Study Area

Figure 2.9



- Interstate
- Major Road
- Street

- Lebanon Urban Growth Boundary (Study Area)
- Lebanon City Limits



0 0.5 1 2 Miles



CHAPTER THREE

Planning Impacts

Planning is a process...

Planning efforts in the City of Lebanon have increased over the past few years. While this increase can be partially attributed to the Tennessee General Assembly's adoption of the 1998 Growth Policy Legislation, Public Chapter 1101, it also stems from City leadership's recognition of the importance of planning in guiding the significant growth and development that is occurring, and has occurred in recent years. City staff and elected officials recognize that if planning is not a priority then the city is in a continuous state of reaction to development instead of taking a proactive, forward thinking approach to new opportunities.

The intent of this section is to provide a brief overview of planning efforts that have been undertaken since 2000. This is an important process in the development of the Future Land Use Plan because it enables a better understanding of how planning can impact the development of the City. In addition, most of these former plans are still being utilized and thus continue to guide the growth and development of Lebanon.

PLANNING EFFORTS SINCE 2000

Public Chapter 1101 Growth Management Plan

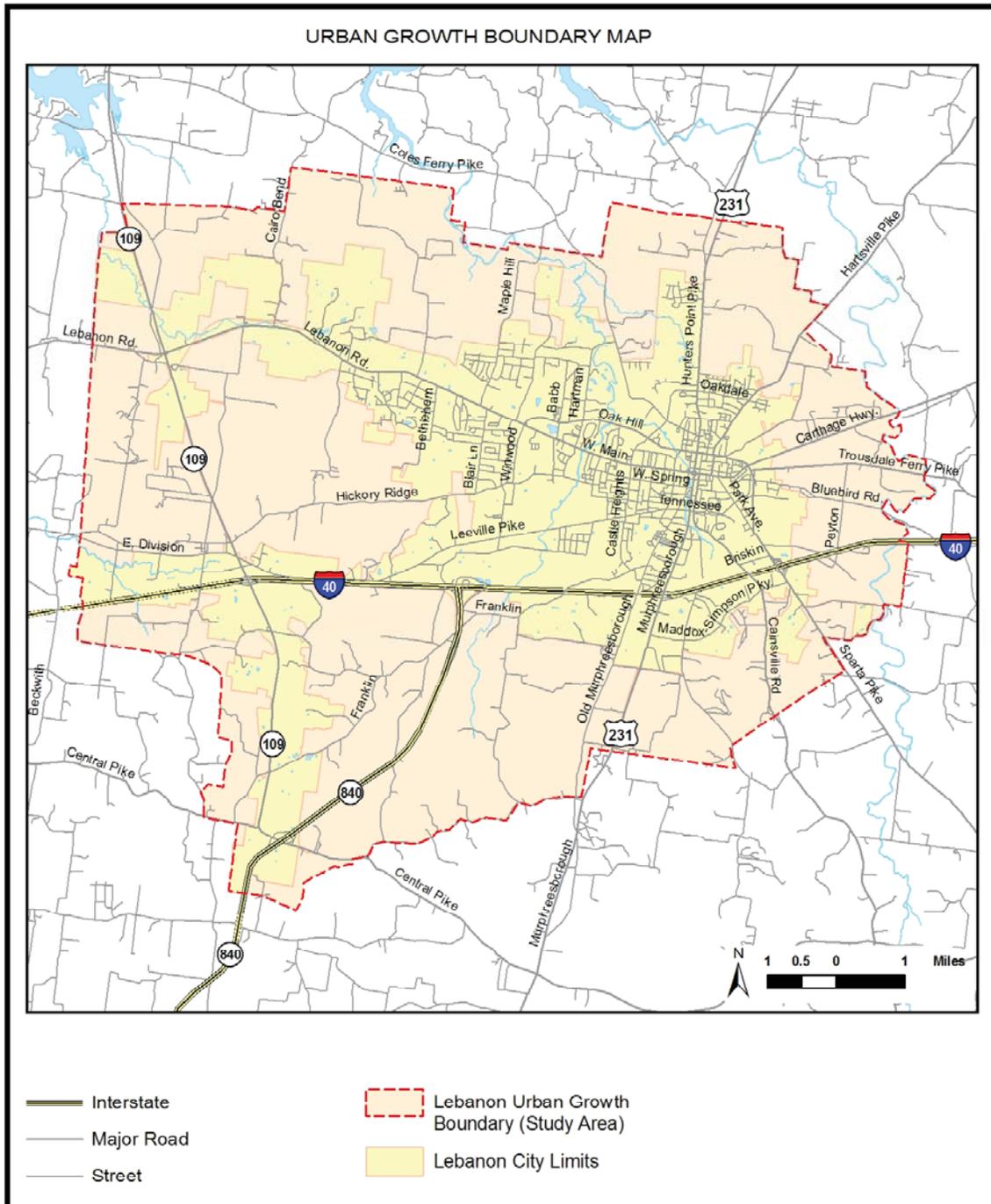
In 1998, the Tennessee General Assembly adopted significant legislation that continues to impact the way cities handle growth and expansion. The legislation, known as the Growth Policy Legislation, or Public Chapter 1101 (PC-1101), provided Tennessee cities with a planning framework to enable them to "better plan for their future." PC-1101 called for the establishment of urban growth boundaries that define the geographic extent to which a city may expand its boundaries through the annexation process.

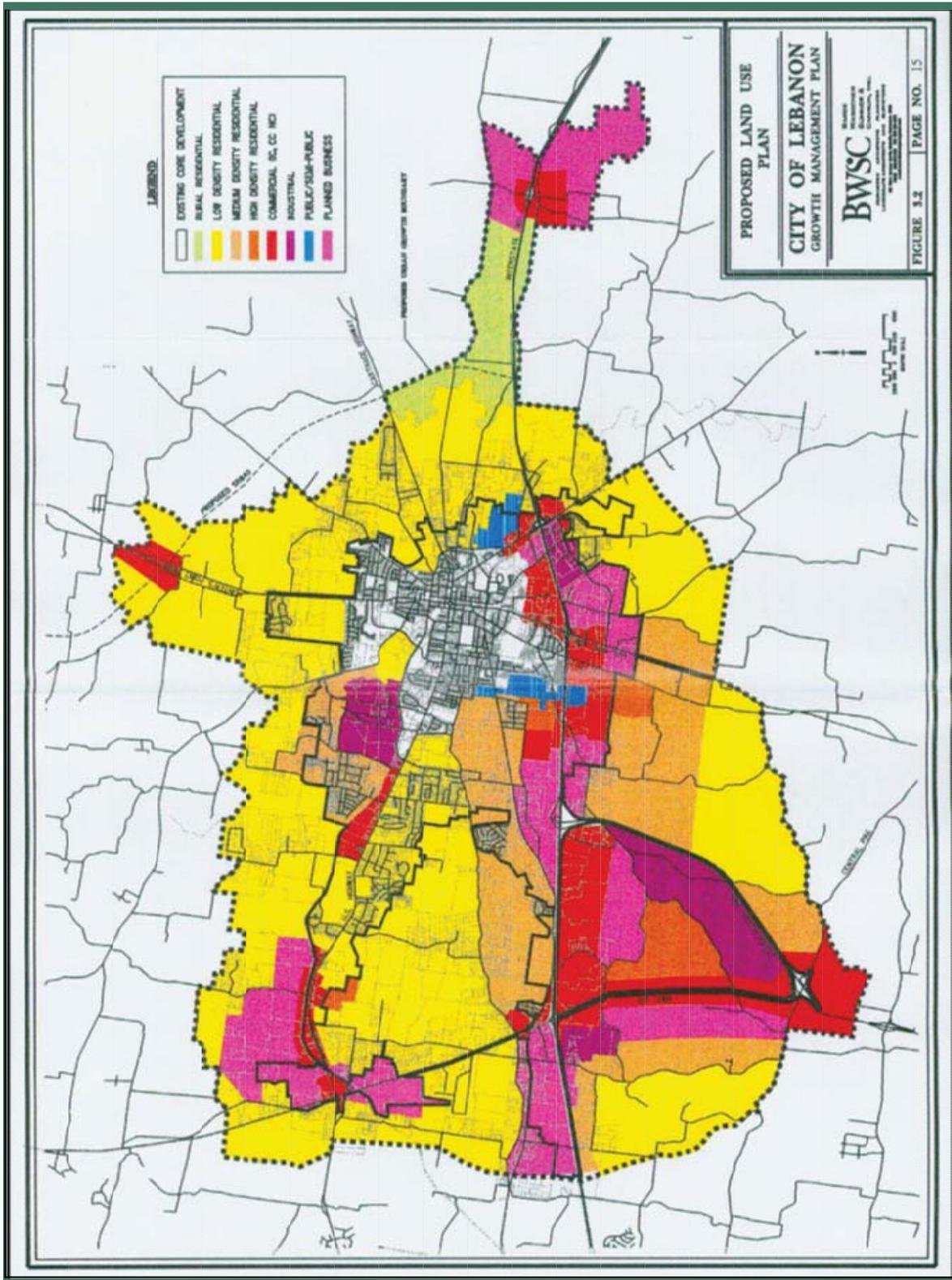
In order to establish an urban growth boundary, three key pieces of information were developed and provided in a report to the State of Tennessee: 1) population growth projections, 2) current and projected costs of core infrastructure, urban services, and public facilities necessary to support future urban growth, and 3) land use suitability analysis for land needed to accommodate additional urban growth, considering land

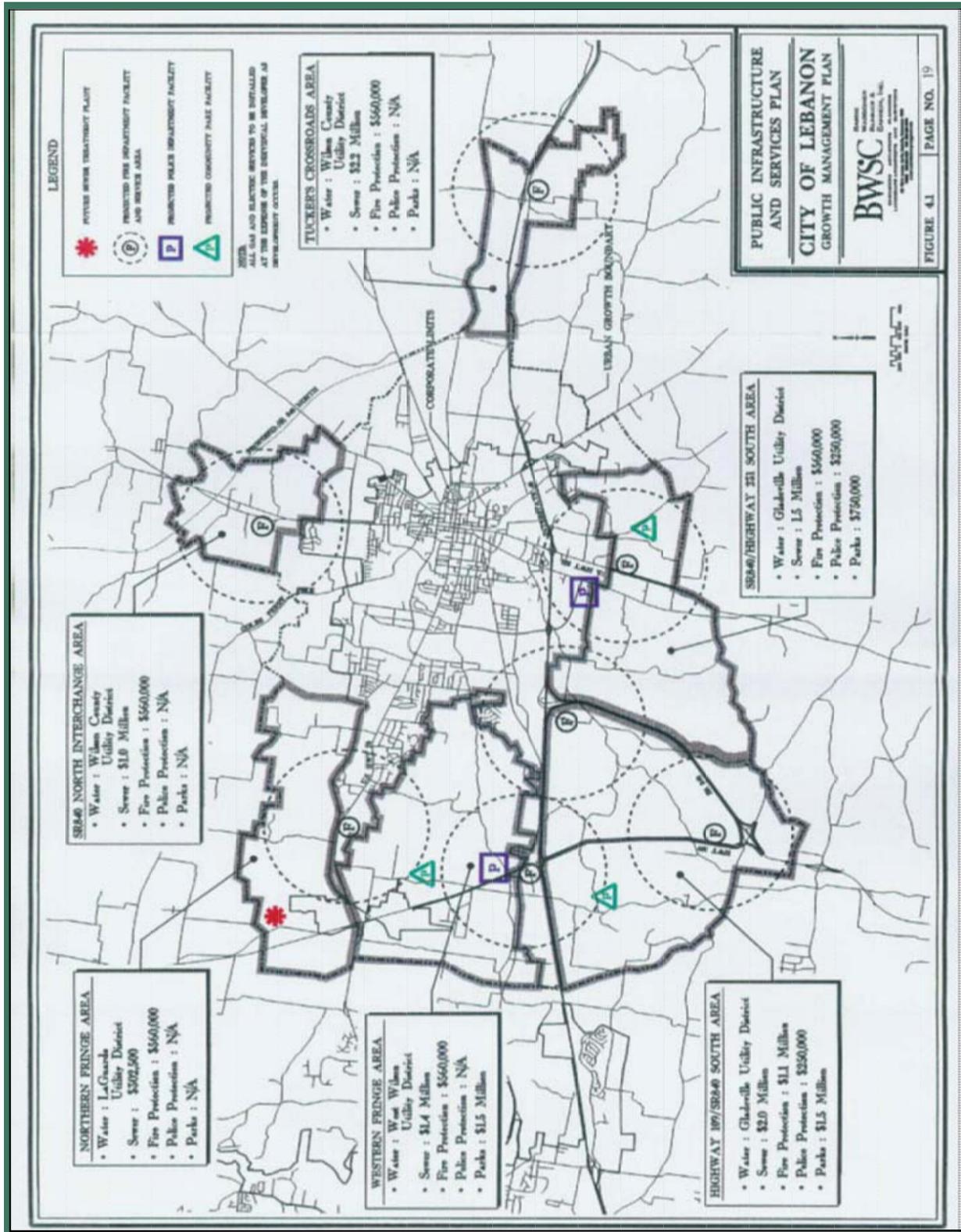


management issues for environmentally sensitive areas. As a result of the new legislation, the City of Lebanon developed its “Growth Management Plan” in 2000.

As part of its Growth Management Plan, Lebanon identified future needs and demands for residential, commercial, and industrial growth based on existing conditions (vacant land, transportation network, etc.), population projections, and infrastructure capacity (water, sewer, and roads). As a result of the needs and demand analysis, Lebanon’s urban growth boundary was established. In addition, the plan resulted in a proposed land use plan and public infrastructure and services plan (see maps below).





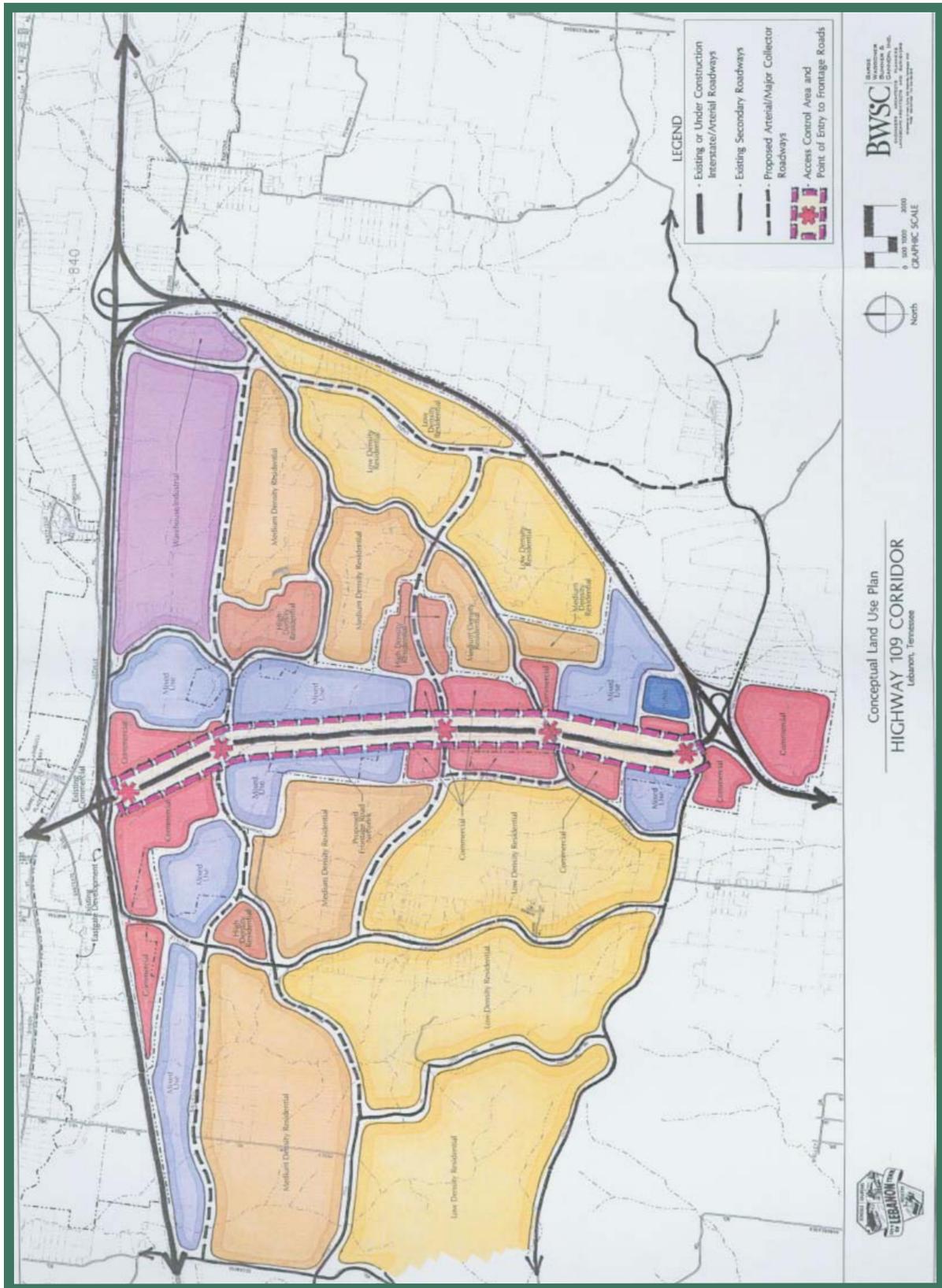


The primary result of the Growth Management Plan was the establishment of the urban growth boundary, which is still in place today. However, due to rapid growth trends and significant changes in the city's priorities since the plan was adopted in 2000, the Growth Management Plan has become outdated.

State Route 109 and Hartman Drive Corridor Plan

Given the extension of State Route 109 (SR 109) south of Interstate 40, increasing level of development around the SR 109 Corridor, and the completion of the South Hartman Drive interchange with Interstate 40, the City of Lebanon determined in 2002 that a more detailed land use plan was needed in order to ensure that land around the two corridors would be developed properly.

In the case of the SR 109 corridor, much of the land adjacent to the Interstate 40 interchange on the north side had been developed or was in the process of developing. Therefore, the focus was on the southern sections of the newly established corridor. One of the central considerations for land use planning in this corridor is the fact that SR 109 ties into State Route 840 (SR 840) with an interchange – thus providing excellent access to both Interstate 40 and Interstates 24 and 65. The triangle that is formed between Interstate 40, SR 109, and SR 840 (see map) is often referred to as the “Golden Triangle” because of its convenience and access to these three primary roadways.

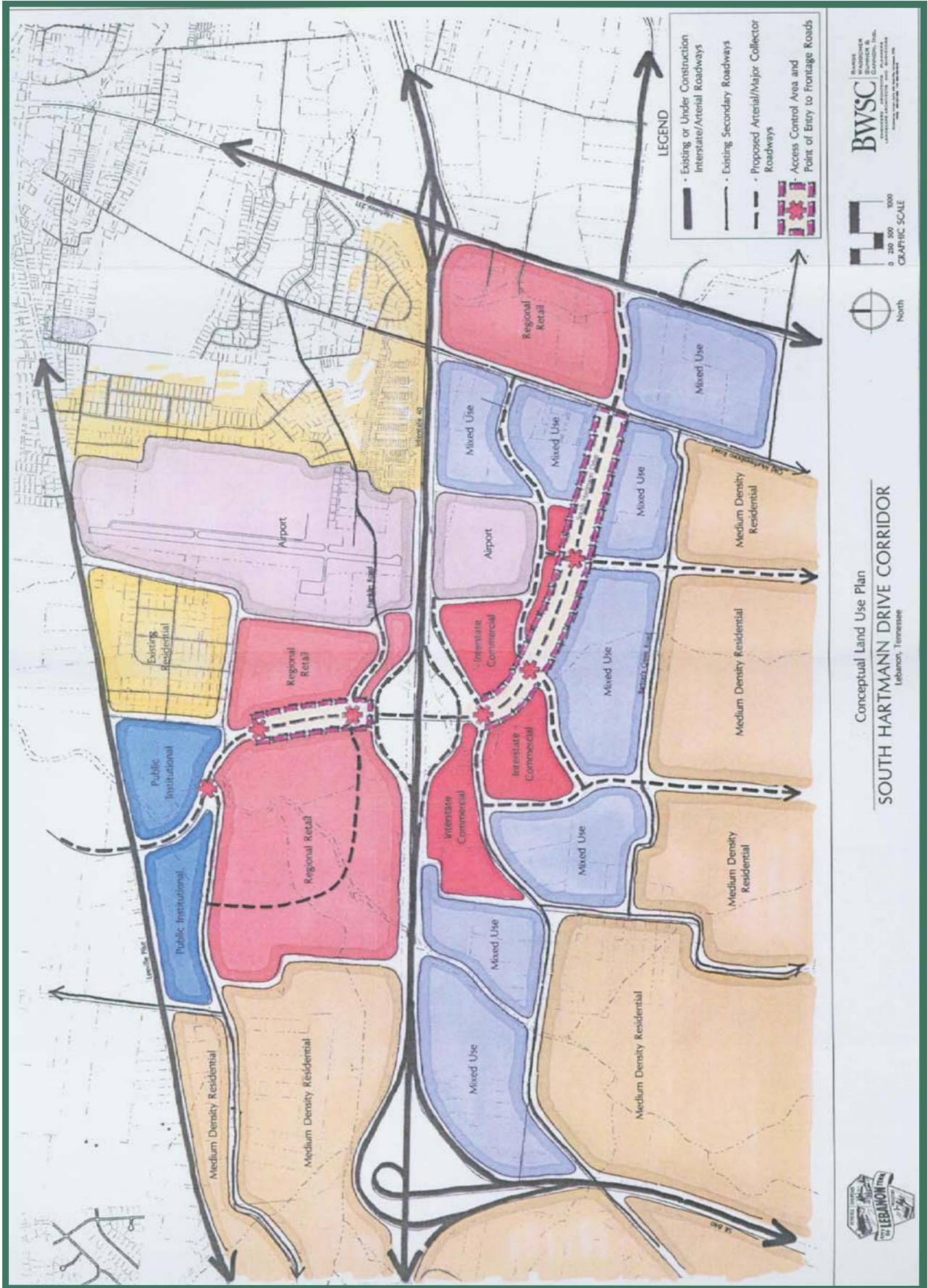


Naturally, the level of access and amount of developable land led the plan to recommend primarily commercial and mixed use development adjacent to the corridor and extending east and west along Interstate 40. In addition, the plan recommended substantial warehouse and industrial development on the southwest side of the Interstate 40 and SR 840 interchange. Moving outward (both east and west) from the SR 109 corridor, the land uses transition to high density residential and, eventually, to low density residential.

With the anticipated increase in population and commercial development, the plan also recommends several new arterial and major collector roadways to accommodate the increase in traffic, as well as an access control plan. These new facilities are displayed on the map on the previous page.

Much like the SR 109 corridor, the South Hartman Drive corridor is poised for substantial growth with its direct access to Interstate 40. However, the opportunity to adequately plan for the development along the South Hartman Drive corridor is much greater given that the facility and interchange with the interstate was only completed in the past two years.

The plan calls for significant commercial development in the form of regional retail establishments on the north side of the interchange, and interstate commercial on the south side of the interchange. The proposed uses then transition to mixed use and eventually medium density residential on the south side, and medium density residential on the northwest side, public/institutional and existing residential to the north, and airport to the east (existing Lebanon Municipal Airport). The plan for South Hartman Drive also includes recommendations for new arterial and major collector facilities and access control. The land use plan and recommended roadway facilities are displayed on the map on the next page.



While these two corridor plans were completed in 2002, it is anticipated that for the purposes of this future land use plan the two corridor plans will be further analyzed to determine if the proposed land uses continue to meet the needs of the City based on any changes that have occurred since the plans were completed.

Wilson County Gateway Land Use Master Plan

Beginning in 2005 and concluding in early 2006, the Wilson County Planning Department developed the Wilson County Gateway Land Use Master Plan. The plan provides an outline for future land uses at several locations throughout the county that were identified as “Gateways” to Wilson County. The following roadways are the identified Gateways:

- I-40/Linwood Road interchange
- Highway 109 entering from Sumner County
- State Route 840/Couchville Pike interchange
- State Route 840/Stewart’s Ferry Pike interchange
- Sparta Pike on both sides of Watertown
- Highway 231 entering from Rutherford County
- Highway 70 entering from Smith County
- Highway 231 entering from Trousdale County

Of these eight gateways, only one (State Route 840/Stewart’s Ferry Pike interchange) is adjacent to – and thus has a direct impact on – the City of Lebanon and its Future Land Use Plan. The plan recommends commercial and retail development on all four corners of the Stewart’s Ferry Pike interchange at State Route 840 with a transition to a Village Center that includes a small market and shops in the southwest quadrant of the interchange, as well as medium density residential.

While the State Route 840/Stewart’s Ferry Pike interchange is just outside the Lebanon city limits, this interchange and its development trend will have a significant impact on the City of Lebanon in the future and will therefore need to be considered in the Plan Development chapter.

TRANSPORTATION PLANNING IN LEBANON

Lebanon’s 2020 Major Thoroughfare Plan was adopted in August, 2002 and is in the process of being updated with an anticipated completion date of January 2007. This is an important step in preparing for Lebanon’s growth. With the completion of this future land use planning effort, the City now has the opportunity to fully integrate the Future Land Use Plan into the development of the Major Thoroughfare Plan. The Future Land Use Plan provides a vision for what the City will look like in twenty years, and the Major Thoroughfare Plan, along with the Zoning Ordinance, can be used as tools to implement the Future Land Use Plan.

Since the transportation network and varying levels of access to different parts of the city have a significant impact on when and where development occurs, it is highly desirable to integrate both the Future Land Use Plan and Major Thoroughfare Plan. Given that the Major Thoroughfare Plan will soon be updated, this presents an interesting situation with regard to the future land use planning process: in essence, it provides the City with a “clean slate” in terms of the types of land uses and their locations that can be recommended in the Future Land Use Plan.

In addition to the Major Thoroughfare Plan, it is important to note the impact that a more regionally focused transportation plan can and will have on the future land uses in Lebanon. The City of Lebanon is a member of

the Nashville Area Metropolitan Planning Organization (MPO), a five county regional transportation planning body made up of most of the local city and county governments in the five county region (Davidson, Rutherford, Sumner, Williamson, and Wilson Counties). The MPO is a federally mandated transportation planning organization that produces the region's Long Range Transportation Plan (LRTP). The LRTP is a plan for all regionally significant transportation-related projects (including transit and roadway projects) that should be implemented within a 25 to 30 year time frame. The plan is based on several factors, including projected population and employment growth, funding availability, mobility-related air quality requirements, and project necessity (e.g. traffic congestion).

In the fall of 2005, the MPO's 2030 Long Range Transportation Plan was adopted by the MPO Executive Board, which is made up of elected officials from the MPO member jurisdictions discussed in the previous paragraph. Table 3.1 lists the projects that are proposed as part of the adopted LRTP that will have a significant impact on Lebanon's future development and land use plan.

The LRTP details a list of all the projects proposed for completion in the MPO region by the year 2030. Projects in the 2030 LRTP are divided into three groups: 1) short-term needs – proposed for completion by 2016, 2) mid-term needs – proposed for completion by 2025 and 3) long-term needs – proposed for completion by 2030. In order for a project to be included in the Transportation Improvement Program (TIP) and thus eligible for funding, it must appear in the short-term list of projects in the LRTP.

The TIP lists the projects selected for funding and implementation during the next two to three years from the 25-year LRTP. They include streets and highways, bicycle and pedestrian facilities, and transportation enhancement projects. The TIP provides the opportunity to select projects to implement the transportation planning goals expressed in the region's adopted Long Range Transportation Plan.

2016 FHWA / State-funded Projects								
County	City	Project Location	Termini	Length (mi.)	Existing Lanes	Future Lanes	Year	Improvement
Wilson	Lebanon	Baddour Pkwy (SR26)	SR24 to Fariview Rd.	1.1	3	5	2016	Widening
Wilson	Lebanon	Hartman Drive	SR24 (US70/W Main St) to SR10	2.7	2	3	2016	Widening
Wilson	Lebanon	Hartman Drive	SR10 (US231) to US70N/SR24	1.4	0	5	2016	New Roadway
Wilson	Lebanon	Hartman Drive	SR26 (Baddour)	0	0	0	2016	Intersection
Wilson	Lebanon	Lebanon closed loop signal system	Citywide	0	0	0	2016	ITS
Wilson	Lebanon	Maddox-Simpson Pkwy	SR26 (US70)	0	0	0	2016	Intersection
Wilson	Lebanon	SR141 (Hartsville Pk)	SR26 to N of Lealand Ln	1.8	0	5	2016	New Roadway
Wilson	Lebanon	SR24 / US70	Castle Heights Ave. Fairview Rd to SR24	0	0	0	2016	Intersection
Wilson	Lebanon	SR26	SR24	2.5	4	5	2016	Widening
Wilson	Lebanon	SR26	I-40 to SR24	1.6	3	5	2016	Widening
Wilson	Lebanon	US231 (Cumberland)	SR26 to City limits	0.8	2	5	2016	Widening
2025 FHWA / State-funded Projects								
Wilson	Lebanon	SR10 (US231)	I-40 to Walnut Grove Rd.	2.1	2	5	2025	Widening
2030 FHWA / State-funded Projects								
Wilson		SR840	I-40 to SR10/US231	5.5	0	4	2030	New Roadway
Locally-funded L RTP Projects								
Wilson	Lebanon	Brisken Ln Ext	SR26 (US70) to SR10 (US231)	1.5	0	5	-	New Roadway
Existing + Committed Projects								
Wilson	Lebanon	I-40	US231 Bypass	-	0	0	2006	Intersection
Wilson	Lebanon	Lebanon Pk (SR24 / US70)	Palmer Rd to SR26	-	2	5	2006	Widening
Wilson	Lebanon	SR24 / US70	SR109 to Palmer Rd.	-	2	5	2016	Widening
Wilson	Lebanon	SR109	Division St. to S of Lebanon Pk (SR24 / US70)	-	2	5	2016	Widening
Fiscal Years 2006-2008 Transportation Improvement Program								
Wilson	Lebanon	Cedar City trail	Multi-use paved trail, phase 3	2	-	-		Greenway
Wilson	Lebanon	Cedar City trail, Phase 4	Construct bike/ped. trail	0.5	-	-		Greenway
Wilson	Lebanon	Hartman Dr.	Existing Hartman at Coles Ferry to US231/SR10	1.3	0	3		New Roadway
Wilson	Lebanon	Maddox-Simpson Pkwy (SR26)	SR26/US70 (Sparta Pk)	0	-	-		Intersection Imp.
Wilson	Lebanon	SR10	TN Blvd/Leeville Pk	0	-	-		Intersection
Wilson	Lebanon	SR24	West of Babb Dr to east of Babb	0	-	-		Road Widening
Wilson	Lebanon	SR109	Division St (N of I40) to south of Lebanon Pk SR24/US70	2.9	2	5		Road Widening

CHAPTER FOUR

Community Vision

It all begins with a vision...

A vision for Lebanon's future should be the driving force for progress, and development efforts should support the community's aspirations for its future. The Future Land Use Plan provides a twenty-year vision of the City of Lebanon that guides change and improvements to the City. This vision is a product of citizen efforts to express their hopes for Lebanon and how they would like to see their City develop. Envisioning Lebanon's future, paired with the City's ambition to pursue that vision, provides the foundation of the planning process. Guided by an image of a great community, the necessary steps can be taken to help Lebanon realize its full potential.

Setting goals and identifying respective objectives is key to creating a successful, action-oriented Future Land Use Plan. The goals established by Lebanon are based on community values as well as strengths, weaknesses, and opportunities that the public and city officials identified as issues facing the City. Through community work and committee input, consensus was reached regarding the issues and opportunities facing Lebanon, and from this understanding goals and objectives were developed.

This chapter outlines the issues and opportunities identified by Lebanon residents and its leaders along with the goals and objectives that resulted from these issues. Community and committee discussions illustrate how these decisions evolved and explain the process through which goals and objectives were established.

ISSUES AND OPPORTUNITES

As a critical element of the planning process, issues identification should be nonbiased and as thorough as possible. Issues were discussed at LUPAC meetings and at the issues and possibilities community forum. These identified issues provided the basis for formulating the goals and objectives that have guided the future land use planning process.

LUPAC

At the March LUPAC meeting, the committee discussed various issues and opportunities facing the city as well as current and future high



growth areas. The initial set of issues established by the LUPAC is listed below:

- Tremendous amounts of growth and future development to the north and west of the City
- The western portion of Lebanon lacks infrastructure to handle future development
- Hickory Ridge and SR 109 are congested due to residential developments
- Highway 70 will soon develop since farm land has recently been sold in this area
- There is a need for collector and arterial roadways going east and west and north and south of town
- Schools are at capacity
- More active and passive park space is needed
- Possibility of expanding the City to the north and adding a marina

Areas of growth include:

- Current residential growth to the west, northwest, and north of the city
- Current commercial growth along SR 109 and West Main Street
- Future and current industrial growth within the “Golden Triangle”
- Future infill development needed downtown, near the Cumberland University campus, commuter rail station, and Highway 231

At the April LUPAC meeting, department heads from various Lebanon city departments gathered to discuss how the Future Land Use Plan would affect their respective units. The Public Works, Fire, Jimmy Floyd Family Life Center, Parks, and Public Safety departments were represented. The set of issues identified by the departments is listed below:

- A new fire station is needed, primarily due to growth along Leeville Pike and SR 109
- The police department needs more space.
- If more Planned Unit Developments (PUDs) are developed, more manpower will be required in these areas to fight fires and provide police protection due the dense nature of PUDs
- More park space is needed
- The Jimmy Floyd Center is at capacity

Issues and Possibilities Forum

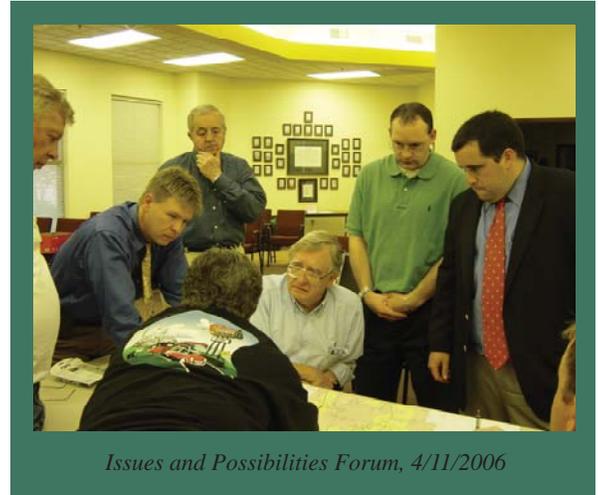
On April 11, 2006, an issues and possibilities forum was open to the interested public and held in the City of Lebanon’s council chambers. The forum not only emphasized gathering and prioritizing issues, but also highlighted possibilities for the community’s future.

At the public issues and possibilities forum, the consulting team presented the Future Land Use Plan concept and discussed its importance to the City of Lebanon as a tool used to guide future growth. This presentation was accompanied by a working session in which the citizen participants discussed their ideas for what Lebanon needs in order to become the best possible place to live. Citizens discussed and supplemented the LUPAC’s list of issues and possibilities.

The citizens identified various areas of growth and discussed their ideas for what the City needs, what they want to see develop and where that development should occur. The needs and wants identified by residents are as follows:

- The need for more gas stations
- The need for more stores, especially grocery stores

- Lebanon's "Golden Triangle" to be used for industrial growth
- Connecting the "Golden Triangle" to the area north of I-40
- An extension of Hartman Drive north of downtown
- Lack of city sewer systems in the urban growth boundary area
- Desire for higher-density residential housing closer to the Interstate
- Downtown living options
- Control of growth in the State Route 109 corridor, specifically making sure that the growth that occurs in the corridor is of high quality
- Parks around the perimeter of the Urban Growth Boundary with linear parks (greenways) connecting each park are needed
- Need for more schools
- Industrial growth off of the Interstate ("Golden Triangle")
- Smaller scale active and passive parks throughout the study area
- Need for sidewalks and bike paths
- More dining needed east of downtown and west of town
- Hotels near Interstate entrance/exits
- City sewer / infrastructure needs



Issues and Possibilities Forum, 4/11/2006

GOALS AND OBJECTIVES

The LUPAC and community members reached consensus on the issues and opportunities that supply the groundwork for the goals and objectives. To support the vision and establish a means of reaching the desired outcome set forth within it, the next step was to devise a set of goals and objectives.

Goals and objectives are defined as follows:

- **Goals** are broad statements of Lebanon's desired outcomes for the City.
- **Objectives** are more measurable, specific means that aid in achieving goals.

In analyzing the issues and opportunities, broad themes emerged. These themes were developed into goal statements by LUPAC and presented at the public meeting. The initial list of goals developed by the LUPAC is as follows:

- **Diverse/Dynamic Residential areas**
- **Softly growing communities with consideration for growth**
- Attractive/High Quality development - OBJECTIVE
- **Retain small town atmosphere/feel – maintain the city's identity**
- **Compatible with existing development**
- **Pedestrian friendly**
- **Maintain and improve the downtown identity – maintain the historic background and heritage of the city**
- Increase/expand green space, parks - OBJECTIVE

- **Preserve the natural environment**
- Revitalize “eyesores” – OBJECTIVE
- Create/improve visitor accommodations – establish Lebanon as a destination - OBJECTIVE

The identity of Lebanon was of particular importance to the group as they determined the goals and objectives. The group grappled with the question “What is Lebanon’s identity?” and identified the City as hospitable and a good place to raise a family. Keeping the “small town feel” of Lebanon was important to the group. As revisions were made to the list, certain points were categorized as either goals or objectives and can be seen in the above list (goals are in bold).

Utilizing input from the LUPAC, city staff and the public, the goals and objectives were refined and finalized. The following goals and objectives are intended to encompass city-wide ambitions to realize the future vision of the City of Lebanon and are designed to guide future land use decisions:

IDENTITY

GOAL 1: *Maintain the community atmosphere and small town feel of Lebanon.*

OBJECTIVES:

- Increase public awareness of existing features that distinctively define Lebanon.
- Establish adequate connections between land uses that encourage pedestrian activity.
- Ensure that new growth develops in a village type scale, such as in mixed use areas, which reduces walking distances.

GOAL 2: *Make the City of Lebanon a desirable place to live and raise a family.*

OBJECTIVES:

- Provide appropriate educational, recreational, and cultural facilities.
- Provide attractive, pedestrian-friendly sidewalks that are wide, well-lit, and contain suitable landscaping.
- Revitalize dilapidated and unattractive development.
- Increase the number of public spaces and parks well suited for a wide range of age groups.

DOWNTOWN

GOAL 3: *Enhance the historic characteristics of Lebanon’s downtown district in order to create a distinct city center.*

OBJECTIVES:

- Utilize historic zoning overlays to ensure that new developments and revitalization efforts within historic districts maintain their integrity and uniqueness for future generations.
- Increase public awareness of downtown historic resources by providing signage along road ways to draw attention to historic sites and districts.
- Preserve and protect historically significant sites and buildings.
- Coordinate efforts with the Beautification Committee to enhance the historic elements of downtown.

PRESERVATION

GOAL 4: *Balance increased growth with the preservation of Lebanon’s natural and built environments and its rural qualities.*

OBJECTIVES:

- Integrate green space and “pocket parks” into new development.
- Increase the number of public spaces and parks well suited for a wide range of age groups.
- Create pedestrian friendly parks and facilities that incorporate natural resources.
- Provide linear park connections between large parks.
- Protect buildings and structures that enhance Lebanon’s educational and cultural character, especially historical structures and sites.

RESIDENTIAL

GOAL 5: *Create diverse residential opportunities that enhance the quality of life for all Lebanon residents.*

OBJECTIVES:

- Encourage a variety of housing types that are compatible with the existing residential character of Lebanon.
- Revitalize existing neighborhoods in need of repair.
- Create a mix of residential densities, including mixed use development.

DESTINATION

GOAL 6: *Make the City of Lebanon a destination for visitors and newcomers.*

OBJECTIVES:

- Increase visitor accommodations and dining opportunities.
- Provide attractive, high-quality development and amenities that will promote future economic development as well as increase the number of visitors to the city.
- Create attractive gateways into the city that reflect Lebanon’s uniqueness associated with its hospitable nature.

The goals and objectives for Lebanon’s future land use will allow the community to be proactive when addressing future development while keeping the community vision in mind. This list of goals and objectives reflects current development issues that are facing the City of Lebanon. They are a measurable means by which to guide the future land use planning process, and working to make these goals a reality will have an impact on the entire community.

CHAPTER FIVE

Land Use

Guiding the future of Lebanon...

Lebanon is a changing community that is currently experiencing a period of tremendous growth. As the Community Profile indicates, new homes are being built and there is increasing potential for new development. Such changes can have a positive or negative effect on its land use and, in turn, its community character. This chapter works to provide a framework for land use decisions that will facilitate quality development and properly manage this growth.

The Future Land Use Plan is based on existing land uses and builds on present growth trends, current and potential development projects, the issues and needs expressed at public charettes, and the goals and objectives established by the LUPAC. By first realizing the strengths and weaknesses of existing land uses, the Plan strives to improve areas of possible decline and develop Lebanon's strengths. The final Future Land Use Map specifically guides these changes by showing the desired land use type for all areas within the community of Lebanon.

EXISTING LAND USE

There are 92 square miles of land within Lebanon's urban growth boundary, and 36 square miles within the city limits as of March 2006 (the 36 square miles within the city limits are included in the 92 square miles of UGB). An inventory of existing land use allocations in Lebanon reveals the City's historical development pattern as well as its current land use allocations.

Land Use Allocations

Figure 5.1, Land Use by Percentage charts Lebanon's land use by percentage in comparison to the nearby cities of Franklin, Gallatin, and Smyrna. Each city's individual zoning classifications and definitions were used as the basis for the chart, and each grouping is based on the number of dwelling units per acre as stated in each city's zoning ordinances.

As noted in the chart, percentages are divided into the following



categories: Agriculture, Commercial/Office, High Density Residential (HDR), Medium Density Residential (MDR), Low Density Residential (LDR), and Industrial/Manufacturing. For the purposes of this land use percentage exercise, the LUPAC established the number of dwelling units per acre (DUPA) that would correspond to each residential land use allocation, which is also noted in the table. The DUPA established by the committee changed the way the City had previously defined density.

The LDR classification represents 1 to 2 DUPA, MDR corresponds to 2.1 to 5 DUPA, and HDR is equivalent to 5.1 or more DUPA. The pie charts illustrate the land use percentage information presented in the chart.

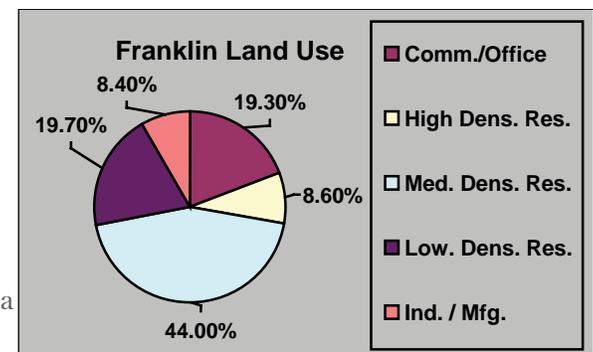
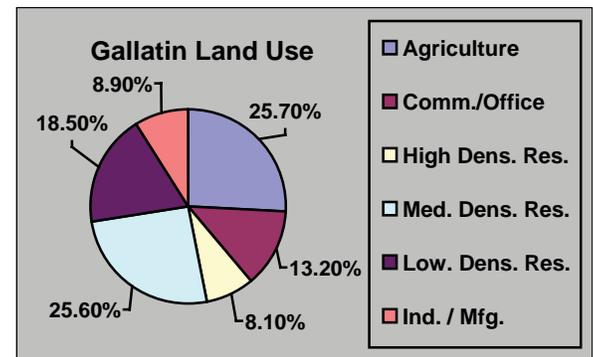
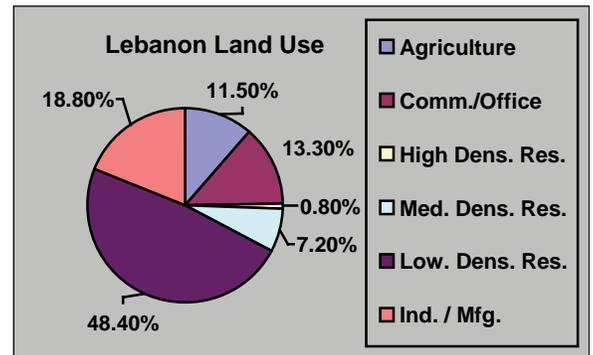
Zoning by Percentage								
	Agriculture	Comm./Office	High Dens. Res. 5+ units/acre	Med. Dens. Res. 2.1-5.0 units/acre	Low Dens. Res. 0-2 units/acre	Total Res.	Industrial/Mfg.	Total
Lebanon	11.5%	13.3%	0.8%	7.2%	48.4%	56.4%	18.8%	100.0%
Franklin	0.0%	19.3%	8.6%	44.0%	19.7%	72.3%	8.4%	100.0%
Gallatin	25.7%	13.2%	8.1%	25.6%	18.5%	52.2%	8.9%	100.0%
Smyrna	0.0%	11.6%	4.8%	20.1%	40.8%	65.7%	22.7%	100.0%

Each land use percentage is the calculated area within each city’s limits for the specified land use classification. For instance, the amount of land zoned Agricultural within Lebanon’s city limits is 11.5%.

Compared to the other cities, Lebanon has approximately the same percentage of land allocated to the Commercial/Office category. Franklin has slightly more, which can be attributed to the large Commercial/Office development in the Cool Springs area.

Looking at the three residential land use allocation – High, Medium, and Low Density Residential – it is evident that Lebanon has the lowest amount of High and Medium Density Residential land use and the largest amount of Low Density Residential land use when compared to the other cities. This disparity between higher and lower residential densities is representative of Lebanon’s rural character and open countryside, which is also represented in the Agriculture land use allocation. Lebanon has a lower Total Residential land use when compared to Smyrna and Franklin.

Lebanon’s large amount of land zoned Industrial/Manufacturing is also apparent and significant. Just slightly lower than Smyrna, 18.8% of Lebanon’s land is allotted to industrial uses. The area west of SR 109 along I-40 and the area south of SR 109 at SR 840 contain large industrial areas with



Bridgestone Firestone, Dell, and other warehousing companies contributing to this land use. Other clusters of industrial uses are located along Baddour Parkway and Hartman Drive, which includes facilities of Hartman Luggage, Toshiba, and Cracker Barrel, as well as Maddox-Simpson Parkway with PFG.

This chart was presented to the LUPAC at their April meeting and led to a discussion concerning densities. It was noted that it would be most beneficial to the future land use planning process if land use allocations are consistent with the desired densities and not necessarily reflect the current zoning ordinance, since the ordinance is subject to change.

After thorough discussion by the committee the residential densities established by the LUPAC are as follows:

- Low Density Residential – 0 to 2 units per acre
- Medium Density Residential – 2.1 to 5 units per acre
- High Density Residential – 5.1 or more units per acre

Lebanon's current R-1A zoning classification allows 20,000 square foot lots. These developments are considered low density even though R-1A is technically 2.2 units per acre, not the 0 to 2 units specified in the new Low Density Residential land use classification. The R-1A zoning district would be considered low density; however, for calculating density in R-1A/PUDs, the 2.0 density requirement should be used.

FUTURE LAND USES

The land use categories displayed on the Future Land Use Map differ from Lebanon's official zoning classifications. The Future Land Use Map is a guide for development and decision making and is intended to help implement the identified goals and objectives in chapter 4. Each land use category in the Future Land Use Plan represents a variety of specific uses that should compliment their surroundings while maintaining a smooth transition to the next land use through buffering and the sharing of complimentary amenities. For instance, due to various adverse affects from heavy industrial development (noise pollution and intrusive lighting), these areas should be heavily buffered from other land uses, especially residential areas. Likewise, residential land use areas should provide accessibility to parks, schools, places of worship, and public facilities in order to accommodate the residents within the area.

The Future Land Use Map does not specifically designate every type of complimentary use or amenity that should be incorporated into each future land use category because there are too many land use combinations to consider. The map also does not illustrate the transition between uses through buffering. Instead, each definition describes suitable or non suitable uses for each land use classification to be used as a guide when making zoning decisions and developing appropriate future land uses. The Residential Mixed Use Category and other mixed categories like Commercial/Office or Industrial/Commercial have been created to represent the proper mix of uses.

The following are descriptions of each future land use category displayed in Figure 5.4, Future Land Use Map.

Parks / Open Space

A desirable use of floodplain areas, small- and large-scale parks should be distributed throughout the city and accessible to all residents. Parks are compatible with all uses and provide an excellent buffer between

incompatible uses. They should be interconnected and available to residential areas, schools, commercial centers, and office areas. Only existing parks and open spaces are identified on the Future Land Use Map.

Public

The Lebanon Airport, Cumberland University, Jimmy Floyd Family Life Center, government facilities, hospitals, churches, schools, and public pools/community centers are all characteristic of the Public land use category. These facilities have a strong presence in Lebanon and should be recognized in order to incorporate them into their existing surroundings, as they promote community relationships that help define the character of Lebanon. Community facilities should be located near major streets to accommodate traffic. Smaller public uses may be located outside of an area specifically designated “Public,” but should be accessible to residential areas and properly buffered. Currently only existing public facilities are shown on the Future Land Use Plan map. However, if the city decides to develop a Community Facilities Plan in the future, proposed facilities may be integrated into the map.

Residential

All residential designations should incorporate schools, parks, recreational centers, places of worship, and community facilities within close proximity. Residential and Commercial uses can mix or be adjacent to one another if impacts are addressed and properly buffered. Houses should be accessible to residential/local streets and not primary roads or major highways.

Low Density Residential

This area (0 to 2 units per acre) consists of large lot, single-family residential homes. This land use is not directly compatible with more intense uses such as Industrial, Commercial, or Commercial office. It is usually buffered by denser housing uses such as Medium Density Residential or park space. It can be paired with the Residential Mixed Use land use designation since RMU consists of only light commercial and/or office uses along with more concentrated housing.

Medium Density Residential

Medium Density Residential development (2.1 to 5.0 units per acre) is typical of most subdivided land areas. Subdivisions are the most common use for this land use category, but it can also include attached or multi-family dwellings. Because of the strong residential presence in this area, well-suited amenities such as schools, places of worship, parks and open space, and other various civic facilities should be included within close proximity. Proper utility services should be in place for expansion of this area. Commercial, Commercial/Office, and Industrial uses should not be directly adjacent to MDR. MDR can be buffered from these more intense uses by denser housing, RMU, and park space.

High Density Residential

High Density Residential areas (greater than 5.0 units per acre) are marked by very dense residential uses that include duplexes, condominiums, and apartment complexes and multi-family units – as well as small lot, single-family dwellings. Because of these dense residential uses, this land use designation should be near the

appropriate facilities and services, including churches, schools, and various community-related amenities, while providing appropriate access to quality roads. Unlike LDR and MDR, HDR can be located near some commercial activity and is compatible with more intense uses, but should be buffered from heavy industrial uses. Traditional Neighborhood Development works well within the HDR classification.

Traditional Neighborhood Development - Typical subdivisions often lack interconnectivity and the proper amenities to promote vibrant community neighborhoods. TND seeks to enhance this existing typical development by promoting certain key features. Within a TND, existing low density single-family residential development also permits low density multi-family residential facilities, such as duplexes and townhomes. As in all residential areas, parks, schools, places of worship, and limited but appropriately placed neighborhood commercial areas should be integrated or within close proximity. Connected pedestrian activity via trails and sidewalks are important in TND. TND is organized with grid patterned streets, reduced front yard set backs, and lot sizes that permit stronger association with streets and sidewalks.

Residential Mixed Use

RMU, which incorporates all housing types, Low, Medium and High densities, and light commercial activity directly adjacent and accessible to residential areas, is a very pedestrian friendly and walkable land use category. RMU provides a versatile mix of uses that creates dynamic communities and promotes interaction. RMU acts as a transition between residential and commercial areas and should include community institutions such as churches and smaller commercial retail and services. Neighborhood retail centers, such as convenience stores or small markets, should be only a short distance from residents so longer trips do not have to be made to large commercial centers. RMU compliments all uses and is associated with TND-type residential development, neighborhood-type commercial development, and Transit Oriented Development. The RMU category does not exclude developments from being made up entirely of residential uses. Rather the goal of the RMU category is to promote and allow for the appropriate mixing of land uses. An ideal RMU development could include 15% commercial uses and the remaining 85% devoted to a mix of low, medium, and high density residential uses.

Transit Oriented Development – TOD involves the creation of compact, walkable communities centered around high-quality transit systems. TOD is designed with the pedestrian as the highest priority and a train station as the prominent feature of its center. The surrounding area contains a mixture of uses including office, residential, retail, and civic uses within a ten-minute walk of the train station with reduced and managed parking.

Residential / Public / Commercial

Residential, Public, and Commercial uses make up the Downtown area, which should embody a variety of uses that create an economic and community hub for the City of Lebanon. An appropriate mix of uses includes government offices, retail, office, medium to high density residential uses, places of worship, meeting areas, and parks/open spaces. Downtown should be promoted as the civic, cultural, entertainment and tourism center of Lebanon. A vibrant downtown will enhance the character of the community and reduce the chance of developing a disconnected and separated city.

Commercial / Office

The Commercial/Office category provides commercial activity that accommodates the office and business facilities where residents work and commute to daily. C/O also offers a transition from the Commercial category to other uses, including HDR, Public, and RMU. The C/O land use should be properly buffered from residential areas through appropriate building height limitations and adequate buffering.

Commercial

Retail, service, hotel, restaurant, and various other customer-oriented establishments create the Commercial land use category. Commercial development should be concentrated in nodes/districts so as not to encroach upon residential or incompatible uses. These nodes should be developed at major intersections and along thoroughfares that accommodate heavy traffic. Commercial centers serve regional and local needs and should be designed to accommodate pedestrian as well as vehicular traffic. Commercial land uses should not be directly adjacent to residential uses unless properly buffered. If properly buffered, high density residential uses shall be permitted.

Industrial / Commercial

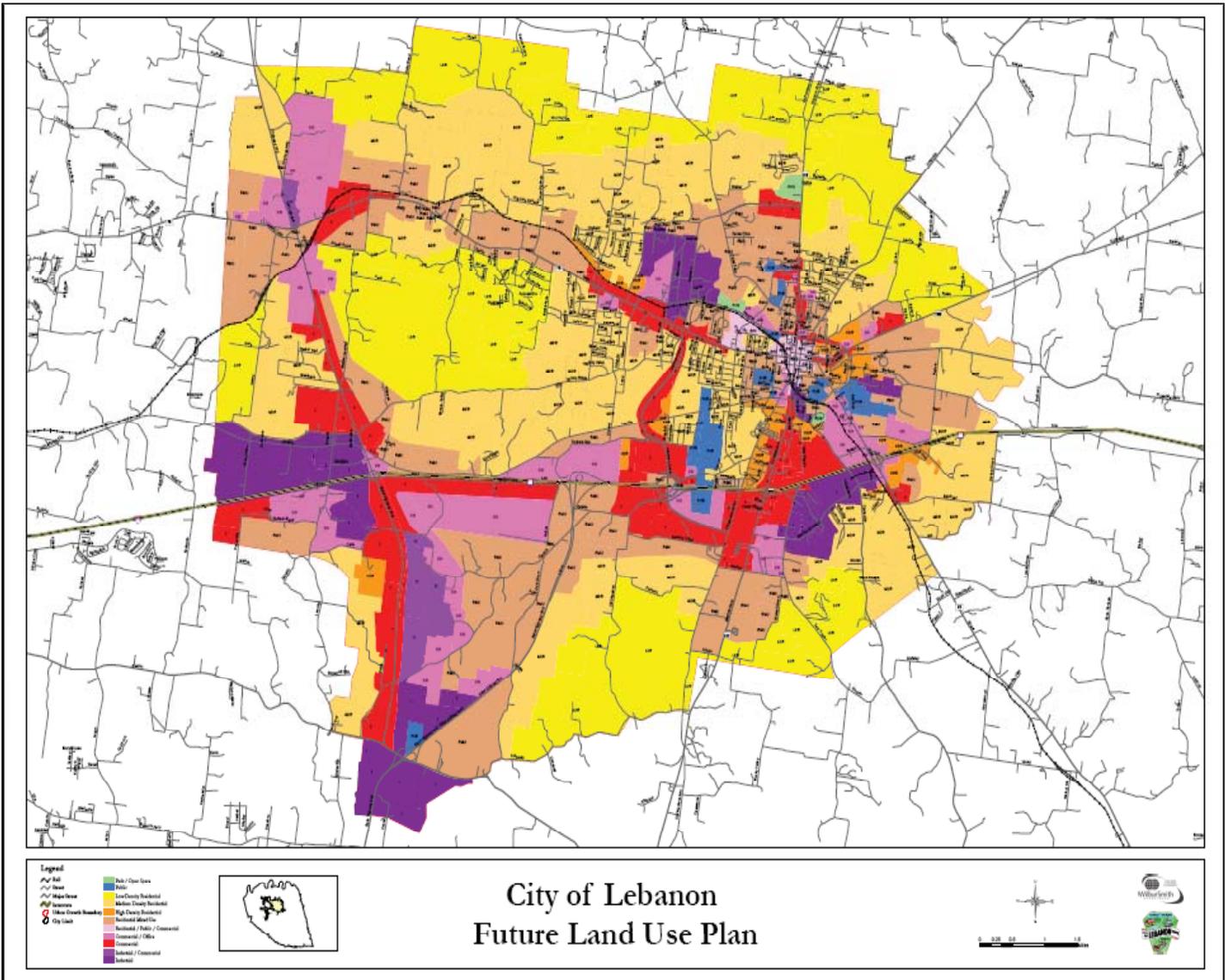
Industrial areas/parks can be easily supported by the Industrial/Commercial category, which provides an appropriate mix of commercial and varying intensities of industrial activity. I/C areas are usually adjacent to Industrial land uses and provide a transition to less intense uses such as Commercial, C/O, RMU, or HDR. The area south of Interstate 40 along Highway 109 is one particular site that can benefit from both commercial and industrial development.

Industrial

The Industrial designation includes uses such as manufacturing, warehousing, distribution, assembly, or the maintenance of products. It may also include heavy industrial uses, without the stereotypical “smokestack” appearance. Although it is not always considered undesirable development, the intense uses associated with the Industrial classification should be heavily buffered from surrounding areas and strategically located. It is important to recognize these facilities and promote appropriate surrounding uses. The Future Land Use Plan recognizes that most of Lebanon’s industrial activity already exists and should not be moved; however, it is recommended that new development be grouped into “parks” in order to isolate and buffer industrial activity. Industrial parks should have access to truck routes, hazardous material routes, railroads, the airport, and major highways. Future industrial development is slated to occur around the Highway 109/840 interchange.

See Amendments

Figure 5.4 Future Land Use Map



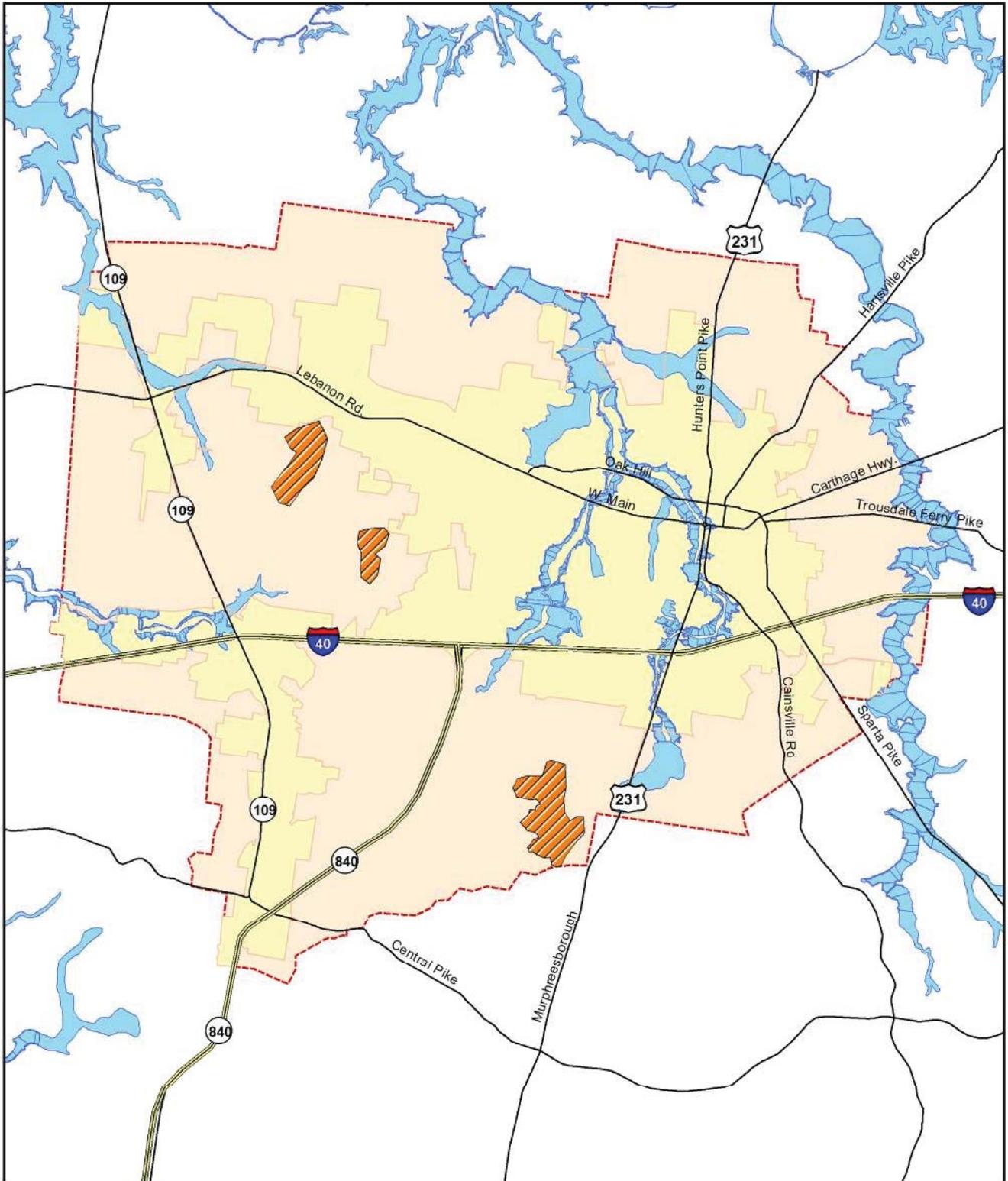
Future Land Use Analysis

In order to determine whether or not the Future Land Use Plan can handle the anticipated 8,825 new residents in the city over the next 20 years, an evaluation of the existing vacant and undeveloped lands within the current municipal boundaries was developed as part of Lebanon’s current Growth Management Plan. This analysis shows the following:

Persons Per Acre Analysis:

Total Acreage of Vacant Land within City Limits:	5,443
Total Acreage of Undevelopable Vacant Land:	1,498
Net Acres of Useable, Vacant Land:	3,945
Total Acreage of Developed Residential Uses in City:	11,342
Total Population of City:	23,043
Persons Per Acre of Residential Development:	1.93
Projected Increase in Population (2025):	8,825
Persons Per Acre of Residential Development:	1.93
Additional Acres of Residential Development Land Needed:	17,032
Net Acres of Useable, Vacant Land:	3,945
Residential Development Acreage Needed to Accommodate 2025 Population:	13,087

It should be noted that currently the Lebanon city limits consist of 36 square miles and house approximately 23,043 persons (2005 Census Estimate). Assuming development continues to occur in a more dispersed pattern, similar to today's growth, the remaining UGB area of 55.6 square miles could handle an additional 35,500 residents - bringing the total population to around 58,546. This calculation assumes that growth patterns remain the same as they are today and is arrived at by multiplying the population density of 640 persons per square mile by 55.6 square miles (the remaining land in the UGB when you subtract the land inside the city limits).



Environmentally Sensitive Areas

Legend

- Major Streets
- Interstate
- Steep Slopes
- Flood Prone Area

0 0.5 1 Miles



Taking a closer look at the future land use plan, and assuming density levels increase (a trend that is occurring across the mid-state due to increases in land values) then the UGB will be able to handle even further population increases. In fact, using the census calculated 2.41 persons per household and using the proposed residential future land use categories as a guide (Medium Density Residential, Low Density Residential, and Residential Mixed Use) while extracting 15% of available land that is within environmentally sensitive areas and not capable of being developed (see map above); the UGB could accommodate as many as 70,960 new residents (see chart below). It is also worthy to note that there is more than enough proposed residential acreage to accommodate the needed 5,708 residential acres in the above Persons Per Acre Analysis.

Residential Development Capacity						
	UGB Acres	85% Build Out (Acres)	Average DUPA*	Dwelling Units	Persons Per Household	Population
LDR	8,928	7588.8	1	7588.8	2.41	18,289
MDR	4,896	4161.6	3.5	14565.6	2.41	35,103
RMU	2,714	2306.9	3.16**	7289.8	2.41	17,568
TOTAL	16,538	14057.3		29444.2	2.41	70,960

* = Dwelling Units Per Acre

** = Average of the LDR, MDR, and HDR Densities

Residential uses and the ability to handle the projected population increases is very important to the City of Lebanon, but the new residents also need places to shop and work. Therefore, an analysis of the land use needs for commercial and retail space and industrial and warehousing space follows:

Estimated Commercial/Retail Space Needed to Support New Population Base:	
Total Forecasted Population:	31,868
Total New Households Created (@ 2.41 persons per HH) ₁ :	13,223
Total Retail Sales per Household ₂ :	\$15,917
Retail Sales per Sq. Ft. ₃ :	\$226
Retail Space which can be Supported by New Retail Sales:	931,285
Average Buildout Density in Sq. Ft. for Retail Sites (per acre) ₄ :	10,890
Net Acreage Needed to Accommodate New Retail Space:	85.5
Commercial/Retail Development Acreage Shortfall:	85.5 acres

Estimated Industrial/Warehousing Acreage Needed to Support New Population Base:	
Total Forecasted Employment Growth through 2025 (excluding retail) ⁵ :	5,000
Anticipated Square Footage Requirements Per Employee ⁶ :	1,450
Total Square Footage of New Industrial/Warehousing Space ⁷ :	7,250,000
Average Buildout Density in Square Feet for Industrial/Warehousing Sites ⁸ :	21,780
Net Acreage Needed to Accommodate New Industrial/Warehousing Space:	333
Industrial/Warehousing Development Acreage Shortfall:	333 Acres

The Future Land Use Plan for Lebanon considers these types of analyses and makes every attempt to accommodate those identified needs. Proposed and existing commercial and retail acreage totals 5,261 acres. Land proposed for commercial and retail uses that are not currently existing totals 2,180 acres which will more than accommodate the identified need of only 85.5 acres ⁹. The same can also be said for the industrial and warehousing needs as the proposed acreage for these two uses totals 4,736 acres. Land proposed for industrial and warehousing uses that are not currently existing totals 371 acres while the identified need to accommodate the projected population increases is 333 acres ¹⁰.

¹ Population divided by 2.41 persons per household (2000 census) = total new households
² Based on figures published by Sales and Marketing Magazine, Survey of Buying Power
³ Dollars and Cents of Shopping Centers, by Urban Land Institute
⁴ Based on floor area ratio of 0.25 (25 square feet of building space for every 100 square feet of site area)
⁵ Based on information provided by the JECDB of Wilson County
⁶ Based on calculated average of space required for new industrial/warehousing uses (provided by JECDB)
⁷ Total new employees x space per employee = total new space required
⁸ Based on floor area ratio of 0.50 (50 square feet of building space for every 100 square feet of site area)
⁹ Based on total proposed and existing zoned commercial and office land (5,261 acres) – currently zoned commercial and office land (3,081 acres) = 2,180 acres
¹⁰ Based on total proposed and existing zoned industrial and manufacturing land (4,736 acres) – currently zoned commercial and office land (4,365 acres) = 371 acres

CHAPTER SIX

Implementation

Committed to achieving success...

Growth and development brought about the need for this Future Land Use Plan. The community gathered to discuss issues and needs of the City and, with help and guidance from City leaders, a vision emerged. Goals and objectives were developed to implement this vision of a thriving society with a strong sense of place that is committed to managing growth while maintaining a small town feel.

The Future Land Use Plan is a tool to be used to effect land use changes and guide future growth and development in the City of Lebanon. To be successful in this endeavor, this tool must be customized to meet the needs of the City and accessible to the community. Successful execution of the plan will require maintaining citizen involvement and constantly monitoring developments within the City.

The following guidelines will ensure that this Future Land Use Plan produces quality change and development in the City of Lebanon. In addition to following the guidelines set forth in the planning document, the implementation process recommends further action that will assist the City in successfully realizing its vision.

IMPLEMENTING THE PLAN

Implementing this Future Land Use Plan will require a commitment from City staff, elected officials, and local residents to utilize the Plan as part of Lebanon's decision making process. With the stated goals and objectives in mind, the land use guidelines and recommended procedures established in this document provide an important first step toward developing a successful plan and achieving a desired future land use pattern. In addition, in order to be fully implemented, the growth management plan for Wilson County will need to be amended to reflect the new future land use plan for the City of Lebanon. This will require participation by all jurisdictions within Wilson County. The success of this plan can be supplemented by further courses of action described below.

The following recommendations are suggested to enhance implementation of the 2006 Future Land Use Plan and are in no particular order:

- **Growth/Development** – The Future Land Use Plan



guide zoning and subdivision related decisions to ensure that development and redevelopment are consistent with the Plan's objectives. It should be referenced to direct new growth to appropriate areas based on land use compatibility, environmental constraints, and infrastructure availability.

- **Zoning and other ordinances** – The existing zoning ordinance should be reviewed and updated to reflect the Plan's principles and land use guidelines. Specifically, it is recommended that the City of Lebanon update its zoning ordinance to better reflect the Plan's policies regarding the newly established residential densities. This is a key step in implementing the Future Land Use Plan, as the zoning ordinance is the key tool that is utilized to implement the goals and objectives of the Future Land Use Plan.
- **Major Thoroughfare Plan** – The Major Thoroughfare Plan is currently being updated and is scheduled for completion by January 2007. This is a very important process, as it can serve as a tool to ensure that the necessary roadway infrastructure is in place to accommodate the proposed land uses in this plan. With the completion of this plan, the Major Thoroughfare Plan can capitalize on the future land use vision and prepare Lebanon for the potential increases in traffic.
- **Master Parks Plan** – A Master Parks Plan is recommended to determine the amount and location of future parks and open space. Throughout the planning process, community and LUPAC discussions indicated a need to increase the number of park facilities and open space, especially passive parks and greenways. Interconnectivity of these facilities should also be addressed. A Master Parks Plan would be geared toward identifying the need for additional park space for both active (ball fields, playgrounds, etc.) and passive (walking tracks, greenways, bike trails, etc.) parks. The plan would address individual project cost estimates, funding options, suitable locations, and connectivity.
- **Gateways Plan** – During the planning process several gateways were identified as key entrances to the City. These areas are indicated on the Character Area Map. Further study is recommended in these areas to develop visual improvements to the streetscapes through landscaping, signage, street furniture, lighting, pedestrian and bicycle accessibility, etc., that will announce entry into the City of Lebanon and enhance community identity, which was established as an important issue within the community.
- **Wayfinding and Signage Program** – It is well established among cities with a wealth of historic assets that one highly effective way to emphasize these unique resources is through consistent wayfinding and signage standards. A wayfinding and signage program should be geared toward the standardization of Lebanon's street signs, community facility signs, and historic markers. This type of program helps to enhance the sense of community as well as instill a sense of pride in the City.
- **Industrial Development Study** – Given the significant level of industrial development that could potentially occur in the near future, the amount of current industrial development in its early stages, and the general suitability of the State Route 109 Corridor for industrial uses, Lebanon would benefit from an industrial development study. The study would identify the need, location, and type of industrial developments, as well as strategies for attracting suitable industries to the community that would build upon existing industry in the area. A collective venture with the Joint Economic & Community Development Board of Wilson County is recommended in order to study these issues.

As with any city, resources (particularly staff and funding) are somewhat limited. Therefore a prioritization of the above bulleted list of planning related projects is suggested below (with the first item being the most

important and the last item being the least important):

- 1) Major Thoroughfare Plan (currently being updated)
- 2) Update Zoning Ordinance
- 3) Master Parks Plan
- 4) Wayfinding and Signage Program / Plan
- 5) Gateways Plan
- 6) Industrial Development Study

MAINTENANCE RECOMMENDATIONS

As circumstances change and the City of Lebanon continues to grow, the Future Land Use Plan must be modified and adjusted to stay up to date. These adjustments should occur as part of an Annual and Ongoing Plan Amendment Process and the Major Plan Update. Priorities may change along with the complexion of the City, but the best interests of Lebanon should remain the motivating force behind development efforts. The Plan and implementation process should reflect changes in the community in order to remain an effective tool.

Annual and Ongoing Plan Amendment Process

The Future Land Use Plan is a flexible land use planning tool that not only can be adjusted and revised to fit with the changing needs of the City, but should be reviewed, at least, on an annual basis to assess any necessary changes. Each year, the Future Land Use Plan should be evaluated to ensure that its policies and guidelines are being adhered to and that the goals and objectives are still relevant to issues facing Lebanon.

The plan may also be amended at any time between annual updates. However, these amendments are the very reason that City staff should conduct its own annual review of the plan. The amendment process can be initiated by citizens, property owners, community organizations, City staff, and other governmental entities by submitting requests for plan amendments to the Planning Commission. For example, if a developer wants to build a low density residential development in an area that is currently zoned for commercial use and is in a commercial district in the adopted Future Land Use Plan, the developer must request an amendment to the Future Land Use Plan to change the district that is overlaying the property to a low density residential district, and then request a zoning change from the commercial zone to a residential zone. However, it is the responsibility of the amendment requesting party to fully explain and prove the need for the amendment to the plan. Any amendments or changes should first be adopted by the Planning Commission and then City Council, and once adopted should be presented as an amendment document that is included in the master copy of the Future Land Use Plan.

Major Plan Updates

Since Lebanon is experiencing extensive growth and, as a result, is changing on a near daily basis, it is recommended that a major plan update occur every three to four years. These updates should include results from the past two or three annual plan updates. This will be a more in-depth process than the annual plan updates, involving the community, local officials, and city departments.

The Major Plan Update process should include a review and update to the base data contained in the

Community Profile chapter, including changes to demographics (population and employment), housing, and economic data. The goals and objectives should also be revisited to make certain they remain consistent with any progress and development the City has experienced. Goals and objectives that have not been achieved should be modified to either encourage future accomplishment or altered as necessary to effect the desired change.

Once the major plan update process is complete, the new plan should be submitted to the planning commission and, upon approval, adopted by the City Council in the same way that the Plan was originally adopted.

CONCLUSION

Lebanon took an important and proactive step by committing to the development of this 2006 Future Land Use Plan update. By taking the initiative to plan for the growth and development, the City is experiencing, rather than reacting to, changes within the community and thereby ensuring that Lebanon will continue to thrive and be successful. The vision of a thriving City is more likely to be realized with a plan that supports the very principles and ideals of the citizens of the community itself, as this Plan does.

Contributions from the public, the Land Use Plan Advisory Committee, City staff, and other stakeholders established the goals and objectives that provide the framework for this document. As everyone worked together to learn about their City and make decisions about its future, analyze existing data and previous planning efforts, and formulate and review goals and objectives, the Future Land Use Plan emerged. This document is an important tool that has the power to guide future development, create complimentary land uses, and help the City of Lebanon reach its potential.

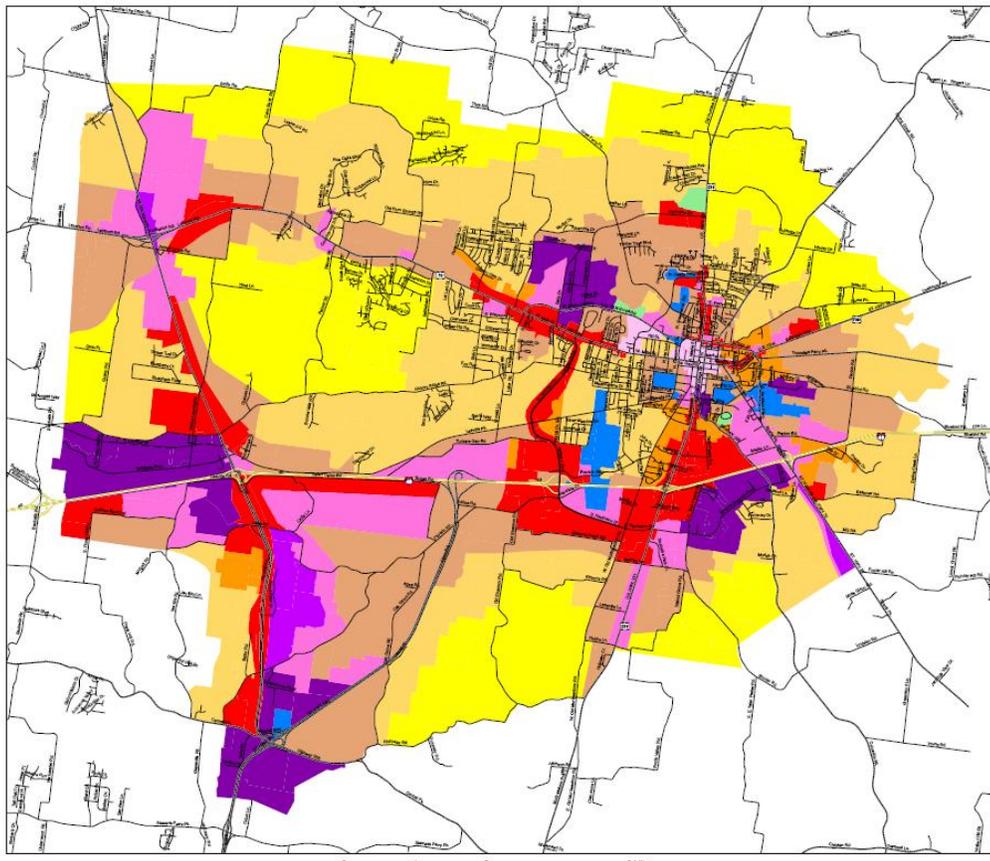
Proper use of this Plan as a decision making tool will result in a City with a distinct sense of place and its own individual identity as a growing City that is small town at heart. By implementing the objectives set forth in Chapter 4, Lebanon can:

- Maintain its community atmosphere and small town feel
- Make the City of Lebanon a desirable place to live and raise a family
- Enhance the historic characteristics of Lebanon's downtown district in order to create a distinct city center.
- Balance increased growth with the preservation of Lebanon's natural and built environments and its rural qualities.
- Create diverse residential opportunities that enhance the quality of life for all Lebanon residents.
- Make the City of Lebanon a destination for visitors and newcomers

The future of Lebanon is promising thanks to present-day efforts that show foresight and great consideration. While changes occur and this Plan adapts, the vision of Lebanon will remain the same. Staying focused and keeping the City's best interest in mind while using the 2006 Future Land Use Plan update as a guide will produce results that the community wants: a flourishing town with smart and successful land use management.



Amendments



**City of Lebanon
Future Land Use Plan**



Legend

- Regional Rail
- Minor Streets
- Major Street
- Interstate
- City Limit
- Urban Growth Boundary

Landuse

- Park / Open Space
- Public
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Residential Mixed Use
- Residential / Public / Commercial
- Commercial / Office
- Commercial
- Industrial / Commercial
- Industrial

Amendment 1 Approved July 21, 2011