

PUBLIC MEETING AGENDA

Adair Village Urban Growth Boundary Amendment (Work Session Only)

City of Adair Village City Council and
Benton County Board of Commissioners

November 8, 2022, 4:00 pm - 6:00 pm

Adair City Hall, 6030 NE William R. Carr Avenue

Use this Zoom link to attend the meeting virtually: <https://us06web.zoom.us/j/86839241363>

Public members are welcome to attend and listen.

Public testimony will not be taken at this meeting; the public is encouraged to provide input at the following meeting:

<i>December 6, 2022</i>	<i>Joint Public Hearing – Adair Village City Council and Benton County Board of Commissioners</i>	<i>6:00 p.m.</i>	<i>Santiam Christian School</i>
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I. CALL TO ORDER AND ROLL CALL

- A. Chair of Adair Village City Council
- B. Chair of Benton County Board of Commissioners

II. WORK SESSION

The City of Adair Village City Council and Benton County Board of Commissioners will meet jointly to learn about the need for, and the proposed legislative application to consider, an amendment of the Adair Village urban growth boundary (UGB).

- A. Staff Presentation:
 - i. Details of the UGB amendment process
 - ii. Summarize public input received so far
 - iii. Review topics of consideration
- B. Questions or comments from the Council and the Commissioners
- C. Prepare for public hearing
 - i. Outline of staff report
 - ii. Additional information needs?

Work Session Goals:

- The Council and the Commissioners will have background prior to reviewing staff reports and receiving public testimony at December 6 hearing.
- Staff will ask for any additional information needed by commissioners.

Next: Public Hearing, December 6, 2022, at Santiam Christian School. Address and times will be forthcoming in the public hearing notices.

III. ADJOURN

**MINUTES OF THE JOINT WORK SESSION
BENTON COUNTY BOARD OF COMMISSIONERS &
CITY OF ADAIR VILLAGE CITY COUNCIL**

Zoom link: <https://us06web.zoom.us/j/86839241363>

Livestream: <http://facebook.com/BentonCoGov>

Tuesday, November 8, 2022

4:00 p.m.

Present: Nancy Wyse, Chair; **Xanthippe Augerot**, Commissioner; **Pat Malone**, Commissioner; **Joe Kerby**, County Administrator; **Bill Currier**, Mayor of Adair Village; **Dawson Officer**, **Bret Ray**, Adair Village City Councilors

Staff: **Pat Hare**, Adair Village City Manager; **Erika Milo**, BOC Recorder; **Patrick Depa**, **Darren Nichols**, **Linda Ray**, **Greg Verret**, Community Development

Guests: **Peggy Lynch**, **Ron Weigel**, residents

I. Call to Order and Roll Call

The meeting was called to order at 4:12 p.m.

II. *Work Session -- Discussion of Adair Village (AV) Urban Growth Boundary (UGB) Amendment

Hare noted that previous public comments about the UGB are in the staff report addendum (Exhibit 1).

Verret presented a slide show (Exhibit 2). A joint City/County public hearing will be held on December 6, 2022 to consider whether and how to amend the AV UGB, so deliberations should be avoided at this meeting. A UGB amendment helps a city develop a more complete and livable community, address housing, transportation, and other regional needs, reduce sprawl, and improve efficiencies.

Nichols commented that AV is helping Benton County (BC) address a portion of the acute regional housing need. The Planning Commissions (PCs) of AV and BC have recommended approving the UGB amendment. The decision should be considered in the context of land supply, infrastructure needs, and long-term growth of the overall Benton County community. Oregon is short about 110,000 housing units, and BC is short around 5,000, which could rise to 15,000 in the next 20 years unless changes are made to address the need. The cost of housing in BC is very high; Corvallis is one of the most expensive housing markets in Oregon. These factors contribute to people living in unsafe and unpleasant places such as tents or recreational vehicles. Depa and Hare have been trying to find enough land for AV's near future needs, create utilities to support that growth potential, and forecast which demographics will want to move to AV. This proposed amendment is the first step; it is also necessary to build infrastructure, homes, schools, and utilities. County-City partnership can aid that process.

Responding to a question from Wyse, Nichols clarified that 5,000 units is the State's estimate for all of BC, including incorporated areas.

Augerot added this was based on the Oregon Housing Needs Analysis (OHNA)¹ conducted by the Land Conservation and Development Commission (LCDC).

Verret explained that AV is responsible within its UGB for long-range city planning and implementing the vision of its Comprehensive Plan. The City chose a Comprehensive Plan Map (CMP) Amendment to adopt the new UGB. Decisions about annexation, rezoning, and development will follow. BC's role is to manage land use between cities, and to arrange regional coordination of broader community needs such as transportation. BC will consider amending the CMP to adopt a UGB, and a Zoning Map Amendment (ZMA) to change two properties from Exclusive Farm Use (EFU) to Urban Residential with a very high minimum parcel size (essentially a holding zone, recognizing that the property will be residentially zoned and developed, but will not be developed until it is annexed). Responding to a question from Wyse, Verret confirmed that the CMP Amendment and the ZMA are two separate decisions.

Verret explained that several months ago, the Board initiated this legislative process on the County side, while the AV City Council has been planning this for a long time. Staff held two joint PC Work Sessions and a joint Public Hearing; each PC voted and made recommendations to the Board and the City Council. Each body will decide based on the joint Public Hearing on December 6. Public engagement has included open houses, outreach at farmers markets, newspaper notification, a mailing to nearby property owners, and written and oral testimony taken at the PC meetings, all of which informed the staff report. Open house meetings were sparsely attended. A few people attended the work sessions, while 20-25 people commented at the public hearing, plus written testimony.

Each city in Oregon has a UGB, jointly established by a city and its county. Urban development is limited to that area. Once land is inside a UGB, it is eligible for annexation into the city, which allows higher density zoning and access to municipal sewer services. Outside of a UGB, farm and forest zoning is typical, which limits development. The UGB promotes efficiency in land use and infrastructure, and preserves contiguous farm and forest land. A UGB designates where the city expects to grow in the next 20 years. That supply of land needs to include all types of land use, including housing and employment. This UGB focuses on housing, but other potential uses should be discussed.

The AV UGB analysis is complete; full findings will be provided to the Board. AV has insufficient land to meet projected 20-year demand for residential development. State law requires this to be corrected. AV is considering an expansion of about 50 acres, primarily for construction of new houses. Local rules governing a UGB amendment include the Comprehensive Plan and Zoning Ordinance. State rules require determining whether there is a need to add to the UGB, and if so, which land. Population projections from Portland State University are the basis for any determination. Those projections go into a Buildable Lands Inventory, this time produced by a consultant, which identified a deficiency. Next, a locational analysis identifies which land to add. Verret displayed a land need table (Exhibit 2). There are 52 vacant acres within the existing AV UGB, but not all are readily available. About 38-47 acres are available for residential development. About 65 acres are needed for the 20-year demand, leaving an estimated deficit of 17-27 acres. The PC concluded that the proposal to bring 50 acres into the UGB was a reasonable amount of flexibility.

Nichols noted that there are only a few hundred acres in the current AV UGB, so this is a small percentage overall.

¹ [20220831_OHNA_Draft_Recommendations.pdf\(oregon.gov\)](#)

Hare shared that this number was controversial in the planning division, and will be with citizens. However, some of the available acreage has wetlands, and some has other constraints which were factored in. There was a misconception about numbers in the previous process, especially density. The State has requirements for cities of various populations; a city under 5,000 people only has to meet a quarter of those requirements and is not constrained by certain PSU numbers. This chart will help explain that. With buffers, storm drain requirements, and other factors, there are probably only 25 acres of buildable land.

Verret explained that the locational analysis looked at seven sub-areas. Of those, properties one (Cornelius property) and two (Weigel property) best meet the Goal 14 criteria for UGB expansion and have the lowest overall infrastructure costs for development.

Hare noted that the analysis shows that due to factors such as railroad tracks and prime farming areas, there is only one area where AV can expand. The Cornelius property was included in the 2009 UGB expansion, but BC scaled it back. The City dead-ended the road with all the infrastructure there; one piece is not useable now.

Verret explained that property one contains twelve acres zoned EFU, with a conservation easement on about seven acres, leaving about five acres that could be developed.

Hare noted the City wants to bring this easement into the UGB because the landowner will allow a road and path that is important to AV's trails plan.

Verret explained that property two is zoned EFU and is located on three sides of an existing development. This UGB would bring in the rest of that property, leaving about five acres of floodplain that would not be developed. Local criteria, comprehensive plans, and development code for the UGB amendment are addressed in the staff report and findings document. The staff report will include more about deliberations by the PCs. The OHNA shows a limited supply of housing, especially housing attainable to workers. AV is a desirable location with amenities; given the potential for growth and shortfall in need for housing, the UGB amendment will help. The OHNA stated that "the current system of planning for housing in Oregon chronically underestimates housing need, especially for lower income households, and does not enforce responsibilities of local governments to comprehensively address housing need, and perpetuates geographic patterns of racial and economic segregation, exclusion, and inequity."

Nichols noted that smaller communities are not required to complete a full housing needs analysis. This lack of data is an impediment to accurate planning; planners know the number of units AV needs, but not what type. Also, an economic opportunities analysis would show what types of jobs are likely and how much demand there is for a fully functional downtown. BC could partner to help AV and other communities plan for the future.

Hare felt a housing needs analysis was not necessary to know that 200 homes will fit. AV will not solve BC's housing needs problem, but AV does need to know a threshold of population that is sustainable for businesses. Hare stated that most people who bought AV homes came from Corvallis. The same type of home costs \$100,000 less in AV than in Corvallis, which shows there is demand. AV has been planning for a downtown for 20 years; a downtown development study was done in 2009, and codes and design standards have been updated. These factors will be taken into consideration.

Currier added that certain amenities are not viable until there is a certain population level. The general goal of AV residents is a sense of identity and relationship to a community that has those amenities.

Hare noted there will be a lot of public comment about transportation. Hare will work with an Oregon Department of Transportation (ODOT) professional. When issues are brought up, Hare will ensure the right people are working on that. AV has code to protect wetlands. There is a safety issue on a street to the Cornelius property; the Fire Department said the location needed a development and a roundabout. AV officials will make sure that happens.

Responding to a question from Wyse, Hare clarified that he was not trying to promote affordable housing or fix the County's housing needs, but to create a community that wants to establish itself with a downtown and feel like more than a bedroom community.

Malone asked about the population necessary to support local businesses.

Hare estimated that a population of 3,000 would sustain businesses, due to the presence of other nearby cities. The current population of AV is 1,485 people.

Officer added that because AV is land-locked, the community is not looking for a lot of growth, just enough to support amenities.

Hare stated that several developers are interested in being a part of an AV downtown. A population this small does not have the services for low-income housing, but when the population is sustained with a higher median, services start to develop.

Currier shared that for residents in a bedroom community, the main stated desire is to have the amenities to have a downtown where residents can interact with each other.

Hare stated that AV officials have met with Oregon State University, the Corvallis School District (CSD), and other stakeholders. A future school in key downtown areas is being considered, although it would not be needed till the next UGB.

Verret added that the CSD identified that there will eventually be a need for a school.

Nichols commented that some undeveloped rural residential areas could contribute to the need for an eventual school site.

Hare added there are possible non-residential sites in AV.

Verret shared that at the PC hearing, a key topic from the public was traffic concerns, particularly one local street with a dead end, and concerns about general traffic levels, especially Highway 99. The BC Transportation System Plan (TSP) identifies improvements in this area. The UGB expansion would not trigger those improvements or a traffic impact analysis; subsequent development would trigger those. Then planners will examine how to offset that impact. However, this process can identify topics for future investigation. Natural hazards, especially seismic, were brought up as a concern. The Corvallis Fault runs through the north Crescent Valley area; it is uncertain how much of a hazard it poses. Staff do not recommend addressing the Fault at this time. Loss of farmland was brought up, but AV has few places to expand, and analysis shows these two properties are fairly impaired for long-term agricultural use compared to other EFU properties.

Kerby requested clarification of the term ‘impaired.’

Verret explained that the Weigel property is not well configured for long-term agricultural use and is adjacent to urban density development. The Cornelius property has seven acres in a conservation easement because it is very wet; the remainder is small for agricultural use, difficult to access, and not under cultivation. To expand the UGB, AV must demonstrate that its needs cannot reasonably be accommodated on lands already inside the UGB. The PC determined that policy has been met and a reasonable amount of flexibility needs to be built into those numbers. Verret summarized that the Board can deliberate and decide at the December 6, 2022 Hearing, or later.

Hare added that on December 6, AV will hold its City Council meeting, decide about the amendment, close the meeting, and then the Board will begin its meeting with separate deliberations.

Nichols noted that adopting the UGB Ordinance requires a second reading by the BC BOC.

Hare shared that the AV City Council voted unanimously to proceed and there is a lot of State support for housing currently.

Malone emphasized the importance of multi-modal transportation connections with surrounding areas, including upcoming ODOT projects on the Highway 99-West corridor.

Hare noted that AV’s TSP is complete, to be adopted in January, along with a trails plan. Developers in AV are required to provide bicycle lanes, sidewalks and trails. ODOT has brought up a roundabout as being safer than a traffic light, but the AV population would need to be around 3,000 for ODOT to prioritize that option. If the planned development occurs, a turn is likelier than a roundabout.

Discussion of street and path details ensued.

Malone asked if there were studies on where AV residents commute to work.

Hare replied there are no studies, but anecdotally, many AV residents work in Corvallis, and some in the Cities of Albany and Salem; several work at Western Health Sciences University, and six are State Police officers.

Augerot mentioned attending a presentation by Patrick O’Connor, Oregon Employment Department, at a Philomath Chamber of Commerce meeting. The State is using employee transit tax data to determine where residents are working and commuting. If requested, the County could do some analyses of this data for AV.

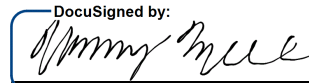
Wyse asked if the Oregon Department of Fish & Wildlife (ODFW) property was included in this UGB.

Hare replied the property is not in the UGB, but will be added in a separate, simpler UGB process. The property is zoned EFU, has Federal constraints, and has Parks in Perpetuity protection. Parks in Perpetuity would be kept as an overlay. Hare would like to start the process for that property in 2023. This could be great location for a future school and is a huge amenity for trails. The AV City Council wants to do this.

{Exhibit 1: Staff Report & Findings Document}
{Exhibit 2: Adair Village UGB Presentation}

III. Adjournment

The meeting was adjourned at 5:44 p.m.

DocuSigned by:

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Nancy Wyse, BOC Chair

Bill Currier, Mayor of Adair Village

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Erika Milo, BOC Recorder

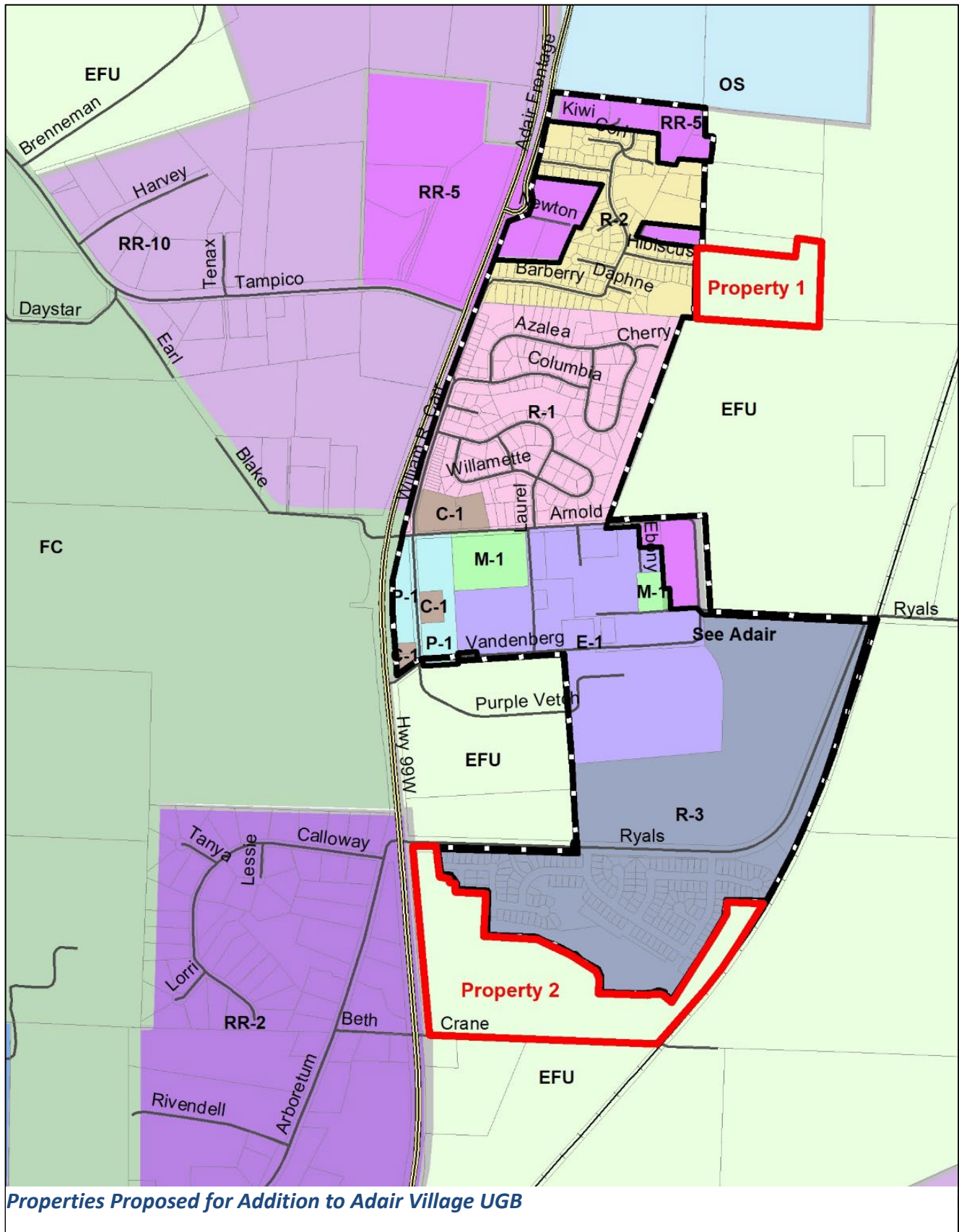


Tuesday, Dec 6, 2022, 6:00 pm

[illegible]

STAFF REPORT TO THE PLANNING COMMISSION

AFFECTED PROPERTY:	Two properties are being considered for addition to the Adair Village UGB. Both are zoned Exclusive Farm Use. See map on Page 2. <u>Property 1:</u> Assessment Map & Tax Lot No. 104290000900. 12.97 acres located on the northeast side of Adair Village. 5.12 acres proposed for residential development; 7.85 acres is in a conservation easement. <u>Property 2:</u> Assessment Map & Tax Lot No. 104310003400. 42.4 acres located on the south edge of Adair Village. 37 acres proposed for residential development; 5.4 acres proposed to remain in natural state.		
PROPOSED ACTION:	Legislative Amendment to the Urban Growth Boundary (UGB) of the City of Adair Village. <u>City of Adair Village</u> is reviewing an amendment to the Comprehensive Plan to change the Urban Growth Boundary. Review criteria: Land Use Development Code Section 2.700; Comprehensive Plan Sections 9.290, 9.490, 9.590, 9.890. <u>Benton County</u> is reviewing an amendment to the Comprehensive Plan to change the Urban Growth Boundary, and an amendment to the Zoning Map to change the zoning of the subject properties from Exclusive Farm Use to Urban Residential – 50-acre Minimum Parcel Size. Review criteria: Comprehensive Plan Section 17.3; Development Code Section 53.505.		
STAFF CONTACTS:	Adair Village: Pat Depa Patrick.Depa@co.benton.or.us 541-760-2993 Benton County: Greg Verret Greg.Verret@co.benton.or.us 541-766-6819		
APPLICANT:	None (Legislative)		
PROPERTY OWNERS:	Property 1: Timothy W. Cornelius Property 2: RST Weigel LLC		
ZONING:	Exclusive Farm Use	COMPREHENSIVE PLAN DESIGNATION:	Agriculture
CAC PLANNING AREA:	North Benton (not active)		
ADAIR VILLAGE FILE NUMBER:	PC22-01	BENTON COUNTY FILE NUMBER:	LU-22-038



I. NATURE OF THE PROCEEDINGS

The Board of County Commissioners formally initiated a legislative process on September 21, 2021, to consider amending the Adair Village Urban Growth Boundary. The City of Adair Village separately initiated the legislative process. Pursuant to the Urban Growth Management Agreement between the City and the County, this legislative amendment is being coordinated and heard jointly by the two planning commissions of the City and County. At the conclusion of the joint public hearing, the City and County Planning Commissions will deliberate individually and reach individual decisions (in the form of recommendations to their respective governing bodies). The Adair City Council and the Benton County Board of Commissioners will then hold public hearings and reach final decisions.

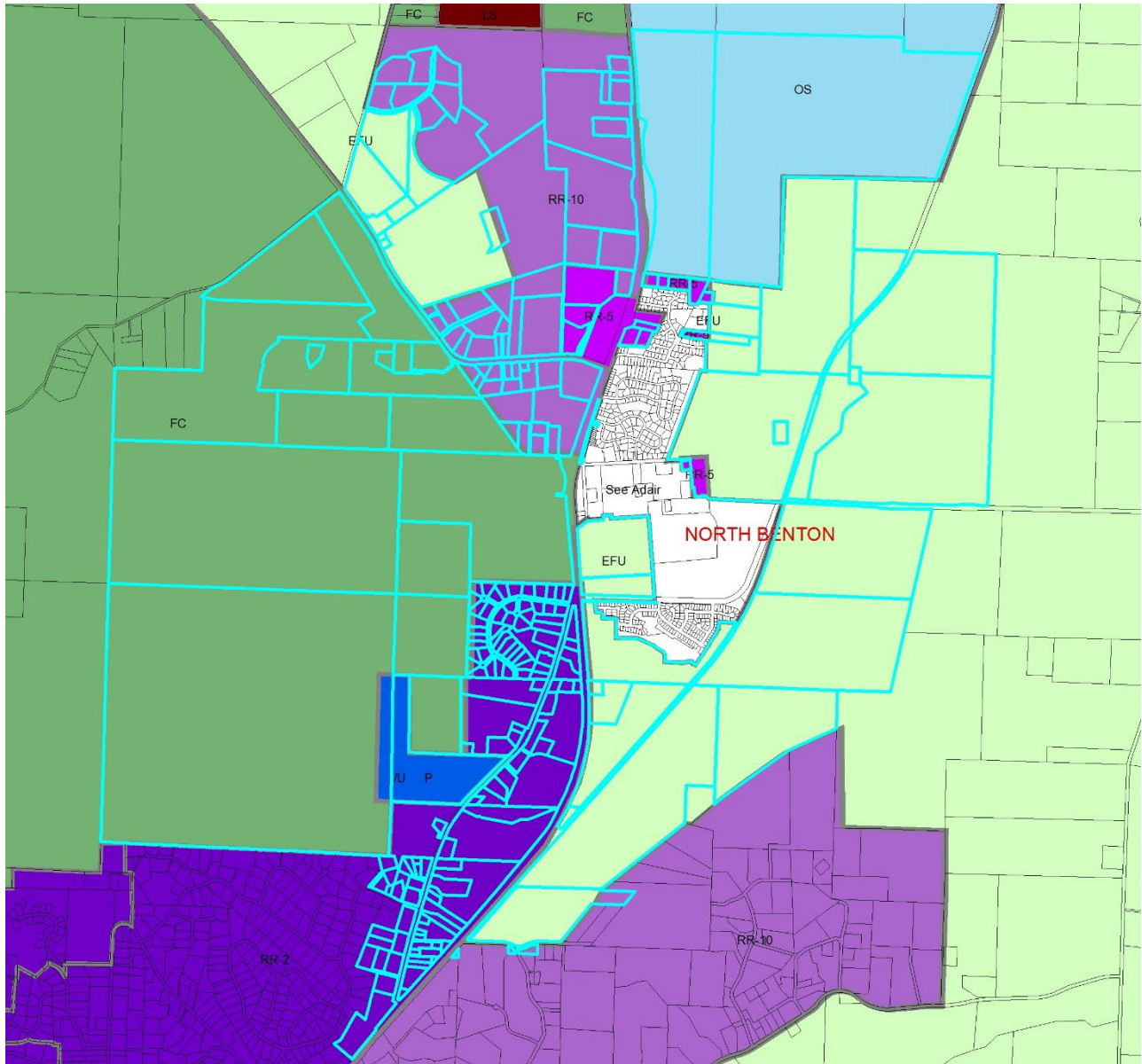
As a legislative matter, the County's review is not constrained by the schedule necessary to meet the 150-day time limit that applies to decision-making on application-driven (quasi-judicial) proposals. The initial public hearing is scheduled for September 20, 2022. Staff has set a second hearing date for October 11 and encourages the Planning Commission to continue the hearing to that date if there is additional public input or discussion that would assist you in coming to a recommendation.

The County and the City are approaching this UGB amendment collaboratively; nonetheless, there are distinctions between how each jurisdiction will be considering the amendment. In addition to distinct sets of criteria—the County Comprehensive Plan policies and the criteria for a zone change differ from the policies and criteria that the City applies—the two jurisdictions come at the question from necessarily different perspectives. For the City, the UGB amendment is primarily a question of whether and how the City sees itself growing. For the County, the perspective is more regional. The County government is the entity that coordinates among the various jurisdictions within a county region and so the County Planning Commission's role is to consider not only what is in the interests of the people of Adair Village and the people of the rural county but also how the UGB amendment will affect the other communities in the area—most directly, the cities of Albany and Corvallis, but other cities as well—and the networks and resources that connect them: transportation, water, agricultural and forest lands, open space.

Notification of the proposed UGB amendment was submitted to the Oregon Department of Land Conservation and Development and was provided 35 days prior to the Planning Commission hearing as required by state rules.

A legal advertisement was published in the *Corvallis Gazette-Times*, pursuant to BCC 51.610(3).

The County mailed notification to owners of property outside city limits located within 2,000 feet of the current UGB (farther in neighborhoods—see map below for notification area) and was mailed/emailed to agencies and other interested parties on September 1, 2022. Mailed notifications: 201; emailed notifications: 88.



Properties mailed notification are outlined in blue.

II. WRITTEN TESTIMONY

The following table summarizes topics contained in written testimony received prior to finalizing the staff report. Please see Attachment A for full text of these comments. Additional testimony received prior to the hearing will be forwarded to the Planning Commission separately.

Testimony From	Topics
Connie Zane	Access problems; floodplain problems; water issues; environmental impact
Gwendolyn Sholl	Traffic issues @ Hwy 99W and Ryals
Oregon Dept of Transportation	Highway access; traffic impact analysis; Crane Lane
Caroline Wright	Additional ingress/egress to Property 1.
Matthew Allard	Regarding Property 1: Traffic; insufficient emergency access; wetlands; wildlife; need for services; consider only Property 2.
Rebecca Flitcroft and Jeff Snyder	Need for expansion?; impacts to wildlife; insufficient services; benefit to residents?
Joel Geier	Seismic risk; conversion of farmland; traffic.
Rana Foster	A number of questions and concerns on various topics, including: insufficient information; endless expansion; climate change; stream corridors; seismic risk.
Mike & Nancy Sommer	Traffic on Hibiscus Drive.
Pam Dickson	Need for a traffic light at Hwy 99W and Ryals Road.
Benton County Public Works	Highway access; traffic impact analysis; Crane Lane; stormwater impacts to Calloway Creek/Bowers Slough.

In general, those comments raise topics and concerns that will need to be addressed prior to annexation and/or subsequent development applications are approved. Staff does not anticipate issues that would relate to the approval criteria for the current proposed UGB amendment or zoning map amendment. The written comments from Public Works will be forwarded to the Planning Commission prior to the hearing.

III. KEY TOPICS FOR CONSIDERATION

In addition to the directly applicable criteria (summarized in Section V of this report and detailed in the Justification & Findings document), and any other topics that the Planning Commission feels are relevant and important to consider in regard to the proposed UGB amendment, County Planning Staff offer the following as relevant considerations during the legislative process.

1. Housing and “Complete Communities”

Housing availability and affordability are a concern to residents and local governments across the region, and especially in the vicinity of Corvallis. The City of Adair Village has seen a recently approved subdivision of 178 lots build out and sell out over the past three years. There is significant demand for housing in the area of Adair Village.

Residential development in smaller communities such as Adair Village can result in “bedroom communities” or communities where people reside but find it necessary to travel for many other aspects of daily life. This phenomenon occurs through the trading off of an obvious large cost (housing purchase or rent costs) for smaller, often hidden costs (transportation costs, time loss to commuting, etc.). The City of Adair Village has a number of amenities but at the same time lacks significant employment opportunities or commercial businesses, meaning that most people who live there drive to Corvallis or Albany for work, shopping and dining out. In the short term, adding more housing to a community like Adair Village will result in more vehicles on the roads with the associated societal costs: increased greenhouse gas emissions, increased wear on infrastructure, increased risk of crashes, increased congestion. The solution for small communities is develop as much of a “complete community” as possible, meaning having commercial and employment opportunities. Commercial development in particular will only site where there is a critical mass of potential clientele to make a business profitable. (Additionally, there must be land available in conducive locations and adequately served by infrastructure.) The City of Adair Village has put considerable effort into making available appropriately zoned land in the area they intend to be the downtown core of the city, adjacent to City Hall. The combination of available commercial land and an increased population would increase the likelihood of commercial development and of Adair Village becoming a community where residents can have an increasing portion of their needs met. The population level needed in order to generate such commercial development is a matter of significant uncertainty, and population alone will not necessarily lead to the desired commercial development. Employment land uses (typically industrial land, but there are other types of employment generation as well) can be a key driver of commercial development and, more generally, of “complete communities.” Also, in examining the opportunities to support a more complete community in Adair Village, the long-term use of the ODFW property (located between Vandenberg and Ryals and currently zoned EFU) is an important consideration. This land, subject to a “parks in perpetuity” deed restriction could potentially be put to land uses both supportive of a complete community and consistent with the deed restriction—for example, management as a park by Benton County.

2. Transportation

As discussed above, and as mentioned in public comments, additional housing can impact the transportation system and the traveling public. However, the decision to add land to an urban growth boundary is not review of a specific development proposal; it lacks details that would lead to specific assessment of the impact on traffic and infrastructure and, unlike a subdivision or conditional use permit, there is not an opportunity to attach conditions of approval to a UGB amendment. Furthermore, adding land to a UGB is not the land use action that makes the land eligible for urban-density development; it is the subsequent re-zoning of land that enables

development at an intensity that could affect the transportation system.¹ That said, ideas or concerns can be entered into the record at this stage that can be revisited in further detail at the time of specific land development proposals. And there are general considerations that can be brought into the decision-making regarding the UGB amendment. The comments from ODOT and Benton County Public Works reflect this level of a) consideration of issues at a general level during the review of the UGB amendment and b) establishing topics that need deeper review in light of a specific development proposal. ODOT's and Benton County Public Works comments do not raise concerns about expansion of the Adair Village UGB in general and at the scale being proposed, but they do have concerns about how subsequent development will interact with existing transportation infrastructure—particularly Hwy 99W. These concerns are being flagged now and will be appropriately addressed during annexation and/or subdivision review following annexation.

3. Acreage Needed to Correct Deficiency

In October 2008, Benton County and the City of Adair Village gave final approval to a 127-acre expansion of the Adair Village UGB. The portion south of Ryals Road has since been developed into single-family residences with the exception of an 8-acre portion that is in preparation for development. The portion north of Ryals Road has been partially developed for school-related sports fields but the majority, intended for residential subdivision, remains undeveloped. Even with the undeveloped 44.58-acre property north of Ryals, the Adair Village UGB has a deficiency of residentially zoned land to meet the requirement of a 20-year supply.

The buildable lands inventory (BLI) has clearly demonstrated that the City needs 73 additional housing units to meet the population forecast for year 2042, and state rules clearly require that this deficiency be corrected. As discussed in Section 2 of the Findings document, approximately 13.25 acres is needed to accommodate 73 units. However, additional land may be needed due to factors that compromise the ability of the land currently within the UGB to provide the number of housing units projected in the BLI.

- a. A key property for development within the current UGB is the 44.58-acre property slated for residential development and owned by Santiam Christian Schools, Inc. As DOWL point out in the BLI, the property contains wetlands that appear to be more extensive than originally mapped. If, for this or other reasons, the property gets developed at less than the assumed 260-unit capacity of the property, then there will be an additional deficit in the 20-year housing supply.
- b. Some of the existing residentially-designated land within the UGB may be needed for purposes other than housing. A key instance is that a public elementary school will likely be needed in Adair Village sometime in the future, according to conversations between

¹ For that reason, the Transportation Planning Rule, which requires transportation analysis when plan or zone amendments would significantly affect a transportation facility, *"need not be applied to an urban growth boundary amendment if the land added to the urban growth area is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the area or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary."* (OAR 660-024-0020(d)) The proposed zoning of UR-50 will meet the latter of these conditions.

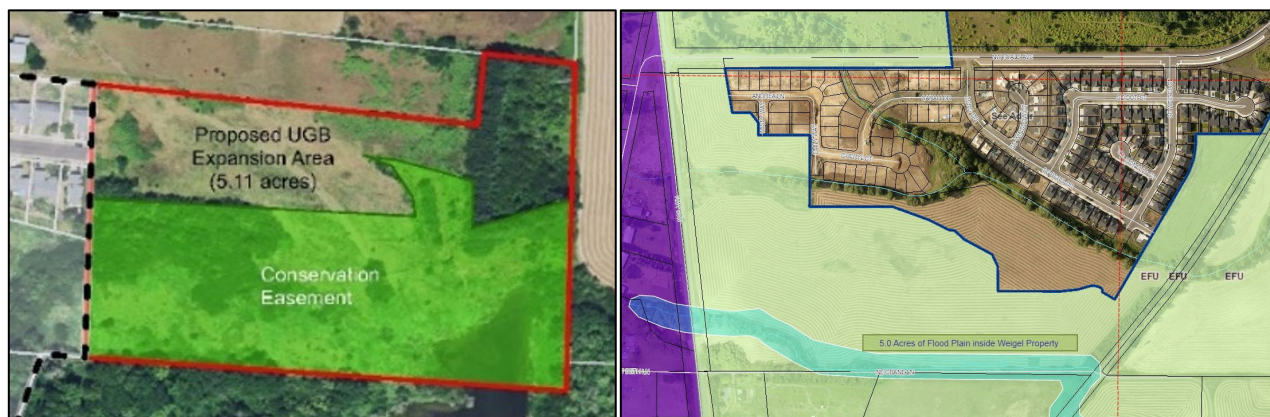
staff and the Corvallis School District. Their initial estimates are a 10-15-acre campus would be needed. It is unknown at this time where such a campus would be located, but the strong preference would be for a central location that would enable children to walk or bicycle from home to school; there is a good chance that such a location would be on land that would otherwise be developed for housing.

- c. Certain lands within the UGB may not get developed or redeveloped, due to access constraints, infrastructure costs, property owner desires, and other factors. The consultant DOWL's analysis applying the objective parameters specified in the OAR determined that the existing UGB could support development of 678 dwelling units, 73 units short of the 20-year need. In arriving at this, DOWL removed from the buildable lands inventory properties that the OAR stipulates must be removed—for example, platted open-space tracts, utilities, schools, public right-of-way.² DOWL went on to state that the City could pursue a more nuanced review of whether certain *additional* parcels, identified in the memo from Civil West (the City's engineering consultant), are so constrained as to warrant elimination from the inventory of buildable lands. Such a nuanced review of these properties is presented in Section 2 of the attached Findings document. On the basis of this review of additional properties, up to an additional 13.47 acres may be needed in order to supply the 20-year need for housing units.

The amount of acreage to be added to the UGB is a key decision point in this UGB amendment process. Findings demonstrate that 13.25 acres have objectively been shown to be needed, pursuant to the relevant OARs. An additional 13.47 acres can potentially be justified based on the analysis of constrained parcels. Other subjective factors could potentially be argued to justify adding the full acreage of Properties 1 and 2 to the UGB. The total net buildable acreage of Properties 1 and 2 is approximately 31.6 acres.³

² For full discussion, see Pages 19-20 in the Justification & Findings document.

³ Determined as follows. Property 1: 12.97 acres of which 7.85 acres is in a conservation easement, leaving 5.12 acres for residential development. Using Adair Village's adopted policy, a 25% deduction is made for infrastructure, leaving **3.84 net buildable acres**. Property 2: 42.4 acres of which 5.4 acres proposed to remain in natural state, leaving 37 acres for residential development; 25% deduction for infrastructure leaves **27.75 net buildable acres**.



Potential Findings Supporting Adding the Proposed 55.4 Acres (31.6 Net Buildable Acres) to the Adair Village UGB

1. The statement in OAR 660-024-0067(1)(a) that guides the local government to “select for inclusion in the UGB as much of the land as necessary to satisfy the need” [as determined by the housing need deficiency analysis prescribed in OAR 660-024-0050] can be read to allow local government to roughly—as opposed to precisely—match the number of acres to be added to the UGB with the number of acres it takes to construct the deficient number of housing units. This is because the rule does not state how precisely the two acreage numbers must match.
2. The 73-unit deficit in housing equates to approximately 13.25 acres of land need. However, as identified in the Civil West memo, constraints on developing several properties within the current UGB effectively increase the housing unit deficit and result in the need to bring an additional 13.47 acres into the UGB.
3. The likely need for a future school and the potential that such a site would fall within existing residentially designated lands further reduces the available land for residential development.
4. There is significant potential that the Santiam Christian property slated for residential development will not be able to support the assumed number of units due to wetlands, which would further reduce the number of residential units the existing UGB can support.
5. Factors 2 and 3, while not quantifiable, indicate that a degree of buffer would be prudent rather than holding strictly to the quantified acreage determination.
6. Reduction of acreage included from either Property 1 or Property 2 would have detrimental effect on the ability of these properties to be developed in an efficient way to make the best use of land resources. Additionally, exclusion of Property 1 could preclude a highly valuable pedestrian connection between northern Adair Village and Adair County Park.

Potential Findings Supporting Adding Less than the Proposed 55.4 Acres (31.6 Net Buildable Acres) to the Adair Village UGB

1. The statement in OAR 660-024-0067(1)(a) that guides the local government to “select for inclusion in the UGB as much of the land as necessary to satisfy the need” [as determined by the housing need deficiency analysis prescribed in OAR 660-024-0050] can be read as allowing the local government very little wiggle room when it comes to matching up the acres to be added to the UGB with the acres necessary for construction of the deficient number of housing units. This is because the rule does not state “approximately” or offer parameters for a buffer around the acreage needed.
2. The 73-unit deficit in housing equates to approximately 13.25 acres of land need.

3. Certain of the properties within the current UGB identified in the Civil West memo are subject to barriers that fully prevent residential development,⁴ totalling 4.58 acres; others identified in the memo face challenges to being developed but are not objectively unbuildable.
4. Factors relating to potential future determinations about development capability, such as regarding a future school site or a reduced number of units that can be developed on the Santiam Christian property are not quantifiable at this time and may be better addressed at such time as their impacts on housing units can be quantified.

Staff Conclusion: Based on information available at this time, either approach could be viable. County Planning Staff's sense is that the state administrative rules intend fairly limited deviation from the objectively determined acreage that resulted from DOWL's BLI; however, staff have not been able to obtain a clear indication from the Department of Land Conservation and Development on this point. Staff suggests the Planning Commission explore this topic through the public hearing and staff will continue to research the question; after further discussion and input, staff will offer a recommendation.

IV. FINDINGS APPLYING DEVELOPMENT CODE CRITERIA and COMPREHENSIVE PLAN POLICIES

These findings are contained in Section 6 of the attached "Justifications & Findings" document. In summary:

1. Dependent on the final determination by staff and the Planning Commission regarding the appropriate acreage to be added to the UGB and the finalizing of written findings to memorialize that determination, the Comprehensive Plan criteria for amending the Comprehensive Plan Map (to amend the UGB) have been met; and
2. If the UGB amendment is approved adding the subject properties to the UGB, then, as shown in Section 6 of the Findings document, the Development Code criteria for amending the Zoning Map (to apply UR-50 zoning) have been met.

V. RECOMMENDED ACTION

Staff recommends that the Planning Commission:

- A. Discuss and consider all relevant factors, and in particular the acreage appropriate to bring into the UGB.
- B. Continue the public hearing if appropriate to receive additional public testimony and staff input and to enable further discussion.
- C. Recommend to the Board of Commissioners approval of the UGB amendment for the appropriate acreage and the zone change for that land.

⁴ County Planning Staff note that the following Map ID numbers are effectively barred from development: 6, 7, 11. Total of 4.58 acres.

VI. MOTIONS

Option A:

- A. I move that the Planning Commission recommend to the Board of County Commissioners **APPROVAL** of the Comprehensive Plan Map amendment and Zoning Map amendment proposed in legislative File No. LU-22-038, with the following specifications: *[identify; for example: inclusion of X acres]*.

Option B:

- B. I move that the Planning Commission recommend to the Board of County Commissioners **DENIAL** of the Comprehensive Plan Map amendment and Zoning Map amendment proposed in legislative File No. LU-22-038, based on the following findings: *[identify]*.

VII. ATTACHMENTS

- A *Public Comments*
- B *Justification and Findings Document*



Adair Village's Urban Growth Boundary Amendment

Joint Worksession
City Council & Board of County
Commissioners

Staff Presentation



Outline of Staff Presentation

- A. Process Overview
- B. Basics of Urban Growth Boundaries
- C. Amending a UGB
- D. Adair Village UGB Proposal
- E. Planning Considerations
- F. Questions from Commissioners & City Councilors

Joint Legislative Hearings

City of Adair Village and Benton County jointly considering whether and how to amend the Adair Village Urban Growth Boundary (UGB)

A UGB amendment is about:

- Helping a given city to develop into a more complete and livable a community
- Addressing regional housing, transportation and other needs
- Reducing sprawl and improving efficiency
- *And a whole lot more ...!*

Roles

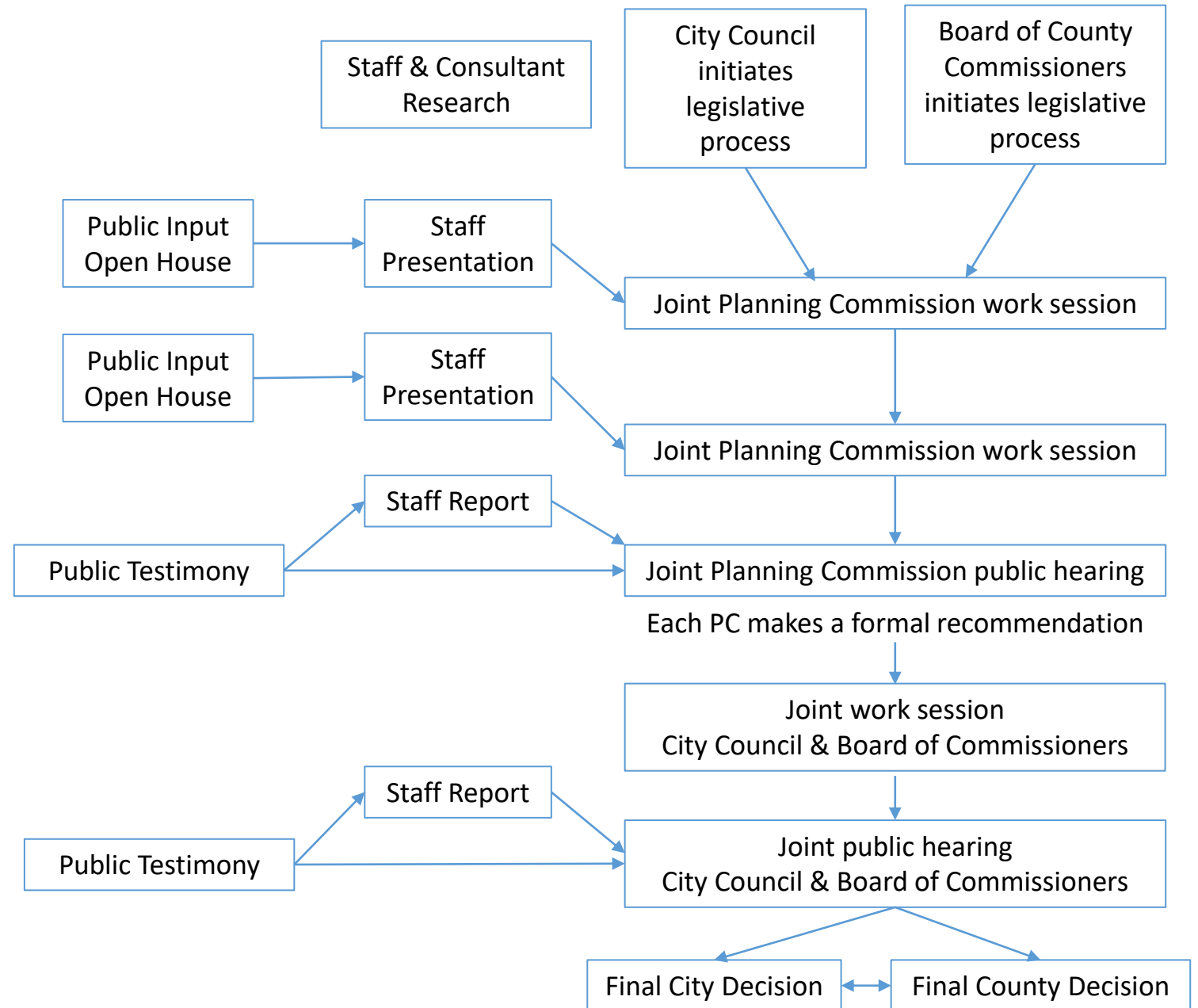
City of Adair Village

- Responsible for:
 - long-range planning for City
 - Implement vision of Comprehensive Plan
- Decisions on UGB proposal
 - Comprehensive Plan/Map Amendment to adopt new UGB
 - (Eventual Annexation and Re-zoning; separate process)

Benton County

- Responsible for:
 - Managing land use between cities
 - Regional coordination: Evaluating the broader community needs and coordinating efforts on housing, transportation, etc.
- Decisions on UGB proposal
 - Comprehensive Plan Map Amendment to adopt new UGB
 - Zoning Map Amendment to change from rural zoning to urban zoning (typically a “holding zone” prior to annexation)

Process Overview



Public Engagement

- Farmers Markets – June 2022
- Open House Meetings – July 12 & August 9
- Planning Commission Worksessions – July 19 & August 16
- Newspaper public notice
- Mailed notification to property owners in the vicinity
 - 250 feet inside city, pursuant to City Code
 - 2,000 ft outside city, pursuant to County Code
- Planning Commissions joint public hearing
 - Written testimony
 - Oral testimony

UGB Basics

Urban Growth Boundary (UGB)

- Each city in Oregon has a UGB.
- Jointly established by the city and county.
- Urban development limited to within UGBs
 - Once land is included in a UGB, it is eligible for annexation to a city.
 - Farm & Forest zoning outside UGBs limits development
 - Higher density zoning inside UGB/city
 - Sewer service prohibited outside UGB
- Promotes efficiency in use of land and extension of infrastructure (reduces sprawl)
- Preserves farmland and forestland from conversion

UGB Basics

Urban Growth Boundary (UGB)

- UGB designates where a city expects to grow over a 20-year period.
- State rules require that establishment of a UGB ensure a 20-year supply of land for:
 - Needed housing, employment, and other urban uses (public facilities, streets and roads, schools, parks and open space)
- Amendment of a UGB may be based on a single category
 - For example, needed housing only.

Adair Village UGB

Overview

- Insufficient land available to meet projected 20-year demand for residential development
- Adair Village is required to correct the deficiency
- Considering a UGB expansion of approx. 50 acres.
 - This growth is directed primarily for the construction of new houses
 - City sewer and water are able to accommodate
- The City started reviewing the requirements, criteria and process back in 2018 that would lead to them moving forward this year.

UGB Amendment

Governed by:

A. State Rules

- A. Statewide Planning Goal 14 (Urbanization)
- B. Oregon Administrative Rules

B. Adair Village

- A. Comprehensive Plan
- B. Land Use Development Code

C. Benton County

- A. Comprehensive Plan
- B. Development Code

UGB Amendment

State Rules

A. Determine Need to Add Land

- Population projections by Portland State University
- Buildable Lands Inventory (BLI)

B. Identify Which Land to Add

- Locational Analysis

Land Need

Detailed in the
Justification & Findings
Document.

Summarized in this table.

Category	Acres	Acres (low end)
Partially Vacant Acres (gross)	16.15	
Vacant Acres (gross)	55.83	
Net Vacant Acres: a) Subtract 0.25 ac from each “partially vacant” parcel b) Add to gross vacant acres c) Subtract 25% for infrastructure Result is Net Vacant Acres	51.92	
Constrained Acres (high end) Up to this amount can be removed from Net Vacant Acres based on access, infrastructure, ownership and other constraints on development.	13.47	
Constrained acres (low end) Counting only the parcels that are fully prevented from being residentially developed.		4.58
Available acres for residential development Net Vacant Acres minus Constrained Acres	38.45	47.34
Acres Needed To meet 20-year demand	65.17	65.17
Deficit Available Acres minus Acres Needed	-26.72	-17.83
Net Acres in Property 1 and Property 2 Gross acreage of the two properties minus conservation easement and riparian corridor, minus 25% for infrastructure.	31.6	31.6
Difference between Proposed UGB additions and quantified Deficit	4.88	13.77

Locational Analysis

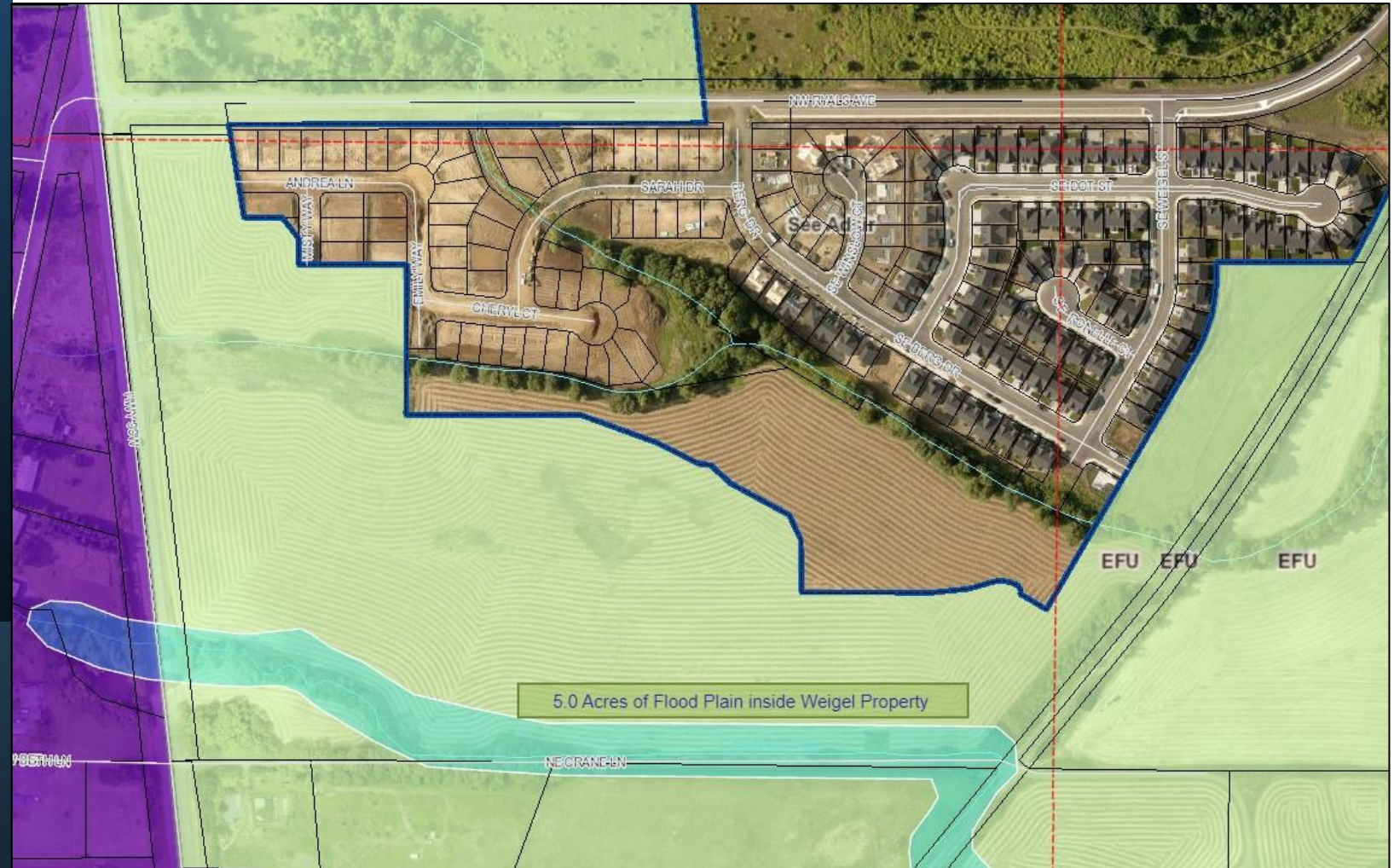
Which Land to Add

- Seven sub-areas analyzed
- Property 1 and Property 2
 - Best meet the Goal 14 criteria for UGB expansion
 - Have the lowest overall infrastructure costs for development

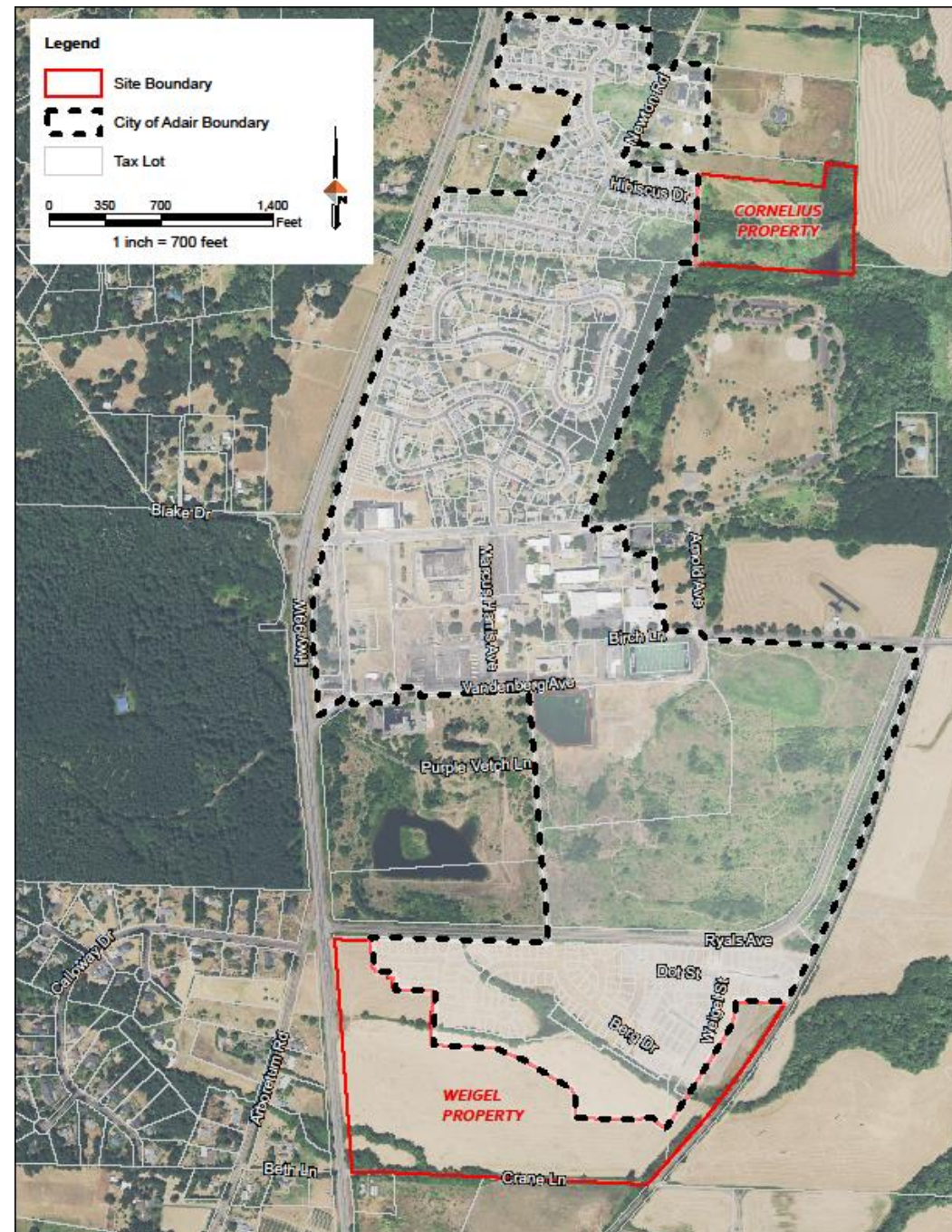
Property 1



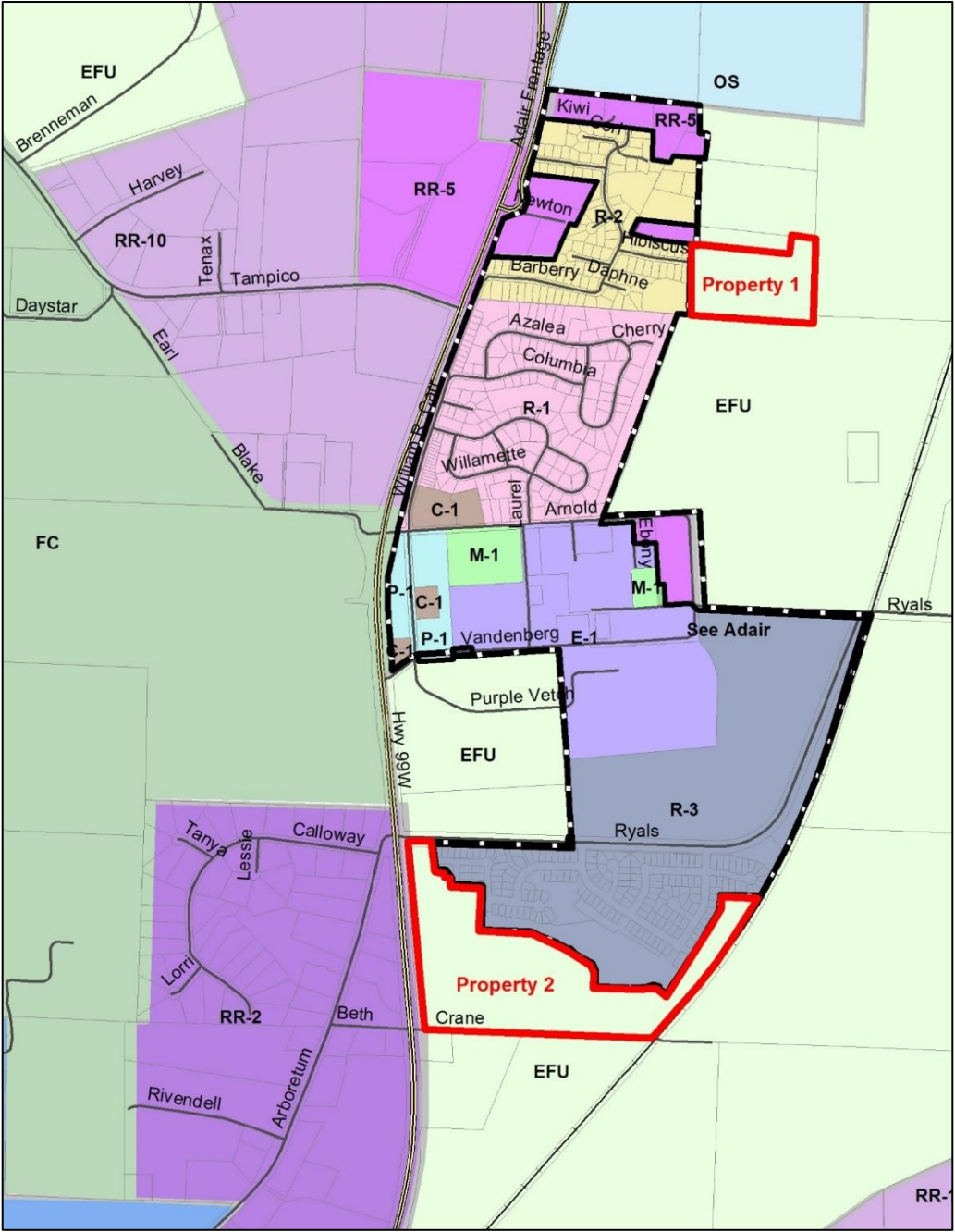
Property 2



Aerial Imagery



Zoning



UGB Amendment

Local Criteria

A. Adair Village

- A. Comprehensive Plan
- B. Land Use Development Code

B. Benton County

- A. Comprehensive Plan
- B. Development Code

Addressed in Staff Report and Justification & Findings Document.

Benton County Planning Commission

Recommendation:

Approve the proposed UGB amendment.

More details of the County Planning Commission's deliberations will be included with the staff report in advance of the public hearing.

County Staff Summary of Planning Issues to Consider

UGB amendments are infrequent.

Present an opportunity to consider and shape the future of the city and the region.

During the Planning Commissions' consideration, discussion centered on several topics important to the City of Adair Village, and to Benton County and the mid-Willamette Valley.

County Staff Summary of Planning Issues to Consider

1. Housing supply

- Limited supply in the region, especially housing attainable to workers.
- 5000 units short of the need in Benton County¹
 - Housing in the Corvallis area is among the most expensive in the state.
- >100,000 units short statewide.¹

2. Regional growth.

- Corvallis and the mid-Willamette Valley are desirable locations.
 - Access to 2 tier-one universities, full-service airport, outdoor amenities
- shortfall of needed housing could reach 45,000 in the Willamette Valley (outside Portland Metro) by 2040 ²
- Adair Village's UGB amendment will not solve this by itself.
- The need for housing will continue to present a County-wide challenge.

3. Oregon Housing Needs Analysis.

- Oregon Housing and Community Services reported to the legislature on the current need for housing across the state, including a regional analysis for the Willamette Valley. ²
- In a follow-up report in March 2021, DLCD found that
“the current system [of planning for housing in Oregon] chronically underestimates housing need, especially for lower-income households, does not enforce responsibilities of local governments to comprehensively address housing need, and perpetuates geographic patterns of racial and economic segregation, exclusion, and inequity.”³

¹Oregon Department of Land Conservation and Development

²Report prepared for Oregon Housing and Community Services by ECONorthwest,
<https://www.oregon.gov/ohcs/about-us/Documents/RHNA/2020-RHNA-Technical-Report-Final.pdf>. August 2020.

³Oregon Department of Land Conservation and Development,
https://www.oregon.gov/lcd/UP/Documents/20210301_DLCD_RHNA_Assessment_Report.pdf. March 2021.

County Staff Summary of Planning Issues to Consider

4. UGB expansion and a more complete community

- Adair Village population: approximately 1,400.
- Desire for additional retail and services, job opportunities, parks and recreation facilities, transportation connections (varied modes), and other elements of a “complete community.”
- Population growth needed in order to support certain businesses
 - no clear thresholds and each city is unique.
- Also need to designate and plan for the land uses and transportation connections that will enable these elements to establish.

5. Planning for a future elementary school

- Corvallis School District: proposed UGB amendment does not generate need for a school in Adair Village
- Population growth in Adair Village and surrounding rural area will in the future generate need.
- Early identification of potential school sites
 - Opportunity to maximize the utility of and access to a school site.
 - Ensure that land and infrastructure is available for school use.

County Staff Summary of Planning Issues to Consider

6. Traffic concerns

- Residents on one local street are particularly concerned
- Broader concerns: increasing traffic levels in general and on Highway 99W
- County Transportation System Plan identifies improvements in the area of Adair Village
- UGB expansion does not approve specific development
 - Traffic impact analysis is not warranted at this time
 - TSP improvements not triggered
 - Subsequent development could trigger either or both
- Legislative process is opportunity to:
 - Consider effect of UGB expansion on the area transportation system
 - Identify potential topics for further investigation and planning

7. Natural hazards—specifically seismic

- Corvallis Fault mapped crossing through the southerly property
- The hazard associated with this fault is difficult to assess

8. Loss of farmland

- Land proposed for UGB is zoned Exclusive Farm Use and contains agricultural soils
- Constraints surrounding Adair Village: growth will likely require expansion onto farm land
- Of the land potentially available in the vicinity, the two subject properties are relatively impaired for long-term agricultural use

County Staff Summary of Planning Issues to Consider

9. Development density within the current city/UGB

- Benton County Comprehensive Plan Policy 14.1.6: *“Benton County shall require local governments to demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary, prior to expanding an urban growth boundary.”*
- Densities of existing development, zoned densities, and planned and assumed future densities were all discussed.
- Different assumptions and numbers can lead to conclusion that this policy has been met or has not been met.
- The Planning Commission majority determined that the policy has been met or can be met by future City actions.

10. How closely should the calculation for needed land match the acreage added to the UGB?

- The proposed UGB amendment would bring into the UGB more acres⁴ than the buildable lands inventory has quantified as needed to meet the projected housing demand in 2042.
- DLCD stated that an exact match is not required.
- Planning Commission discussed whether the difference provides *reasonable* flexibility as the city develops; the majority determined that it was reasonable.

⁴Approx. 4.9 to 13.8 acres. Adair Village’s existing UGB contains approximately 284 acres.

Summary

- Public hearing December 6
 - Full materials ahead of time
 - Testimony from public
 - Deliberate then or at a continued date
- Planning Commissions recommended approval
- Extensive staff report findings support this recommendation
- Several planning issues to consider
- Staff welcomes questions, now or prior to hearing