



## STAFF REPORT

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<b>Date:</b>	<b>October 30, 2019</b>
<b>Applicant:</b>	<b>City of Adair Village</b>
<b>Nature of Application(s):</b>	<b>Comprehensive Plan Amendment 9.700 Transportation</b>
<b>Applicable Criteria:</b>	<b>Section 2.700 Amendments Section 3.200 Type of Decision Section 3.510 Quasi-Judicial PH Procedures</b>
<b>Staff Contact</b>	<b>Patrick Depa, Associate Planner</b>

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## BACKGROUND

Earlier this year the City conducted a joint review and study with Benton County to develop a Transportation System Plan (TSP) to accompany Section 9.700 Transportation of the Comprehensive Plan. The proposed amendments to the City of Adair Village's Comprehensive Plan document directly acknowledges the outcomes and recommendations of the 2019 draft Transportation System Plan ("TSP") adoption.<sup>1</sup> Proposed amendments are intended for Comprehensive Plan Section 9.700 Transportation and include a background section describing the new TSP and identifying it as the City's transportation element of the Comprehensive Plan. New goals and policies are proposed for the Transportation section that reflect goals and objectives in TSP Chapter 3.

The Transportation Planning Rule ("TPR," OAR 660, Division 12) implements Oregon Statewide Planning Goal 12, which supports the development of safe, convenient, and economic transportation systems that are designed to reduce reliance on the automobile. Key objectives of the TPR include encouraging a variety of transportation choices, ensuring coordination among local governments and transportation service providers, and promoting land use patterns that support multimodal transportation and street connectivity. The TPR requires that the state prepare a TSP, referred to as the Oregon Transportation Plan (OTP); and that counties and cities prepare local TSPs that are consistent with the OTP.

The modifications include text that is being added or ~~deleted~~ within the current comprehensive plan. Because of the mixture of text being added, some of the text colors remained different. However, all new text will be underlined and all text being deleted will have a strike-through. The language will need to be incorporated into the Comprehensive Plan via an amending ordinance. Changes will need to be made to the development code

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<sup>1</sup> For background on the development of the Adair Village TSP as part of the Benton County TSP update, see Adair Village TSP Chapter 1: Plan Context.

that support and implement the proposed Comprehensive Plan recommendations but, those will be addressed and reviewed at later date.

### DECISION CRITERIA

**Decision Criteria.** All requests for an amendment to the text or to the Zoning/Comprehensive Plan Map of this Code may be permitted upon authorization by the City Council in accordance with the following findings:

- (a) **The proposed amendment is consistent with the intent of the Comprehensive Plan.**

These amendments are appropriate to various sections of the Comprehensive Plan to address new goals and policies outlined in the TSP.

- (b) **There is a need for the proposed amendment to comply with changing conditions or new laws.**

These amendments directly follow and are updated based on the Transportation Planning Rule ("TPR," OAR 660, Division 12).

- (c) **The amendment will not have an undue adverse impact on adjacent areas or the land use plan of the City.**

These amendments will have a positive impact on addressing transportation and land use decisions more accurately.

- (d) **The amendment will not have an undue adverse environmental impact.**

None of the proposed amendments intersect with or change any environmental policies or goals.

- (e) **The amendment will not have an undue adverse impact on public facilities.**

All of the proposed amendments will provide a better and positive guide and analysis of the city's transportation grid and not adversely impact future needs.

- (f) **The amendment will not have an undue adverse impact on transportation.**

All the amendments address data and areas of development that are specific to transportation goals outlined to accommodate future growth.

- (g) **The amendment will not have an undue adverse impact on the economy of the area.**

All of the proposed amendments will have a positive impact on the City's economy by addressing current transportation needs and improvements allowing the City to make better informed land use decisions on its residential and commercially zoned lands.

- (h) **The amendment is consistent with the intent of the applicable Statewide Planning Goals.**

The amendments are addressing new data obtained through a joint transportation study between the City of Adair Village and Benton County. These amendments follow statewide planning Goal 12: Transportation when addressing the future needs of the community's transportation system. These amendments address inventory and alternative courses on how to implement design standards. The proposed plan will support a variety of transportation modes so residents are not limited in the ways they can access the jobs, goods, or services available in different parts of their community.

### **CONCLUSIONS**

The Comprehensive Plan is intended to be a responsive document that will guide the growth of the City of Adair Village while also responding to necessary change through amendment and refinement. The amendments brought before you will set a good foundation for all future growth in the City while addressing the needs of the City's existing infrastructure.

The transportation principles begin with a primary goal to ensure that all implementing ordinances established through the Comprehensive Plan are in full compliance with all State policies and rules. We believe that all of the proposed amendments are in full compliance with all state policies and rules.

### **RECOMMENDED MOTION**

***"I move that the findings under the decision criteria in the staff report be adopted as presented and we direct staff to prepare an amending ordinance to the City's Comprehensive Plan."***

## SECTION 9.700 TRANSPORTATION

**Statewide Planning Goal 12** reads: "To provide and encourage a safe, convenient and economical transportation system". In response to this goal, the transportation element of the Comprehensive Plan contains an inventory, recommendations and policies concerning streets and highways, mass transit, bicycle and pedestrian ways, and railroads for the Adair Village area.

The Adair Village Transportation System Plan (TSP), adopted by the city in XX, 2019, is the transportation element of the Comprehensive Plan. The TSP is the long-range plan that sets the vision for the city's transportation system for the next 20 years and beyond. The TSP was developed as a part of the Benton County's TSP update process, which included local and countywide community and stakeholder input. The Adair Village TSP is based on the system's needs, opportunities for future improvements to support the growing community, and anticipated funding. The TSP is used in a variety of ways, including to:

- Identify priority transportation investments
- Provide background information to assist in pursuing grant applications to supplement city funds
- Establish requirements applicable during proposed land use and development review
- Serve as the basis for the facility standards applied for new or upgraded system improvements
- Demonstrate needed resources required to provide a transportation system that can support expected growth

Although the major element of the transportation system is the street and highway network, the Plan seeks to strengthen all modes of transportation and thereby facilitate the improved flow of people, goods, and services.

It is important to recognize that transportation systems function as more than systems for the safe and efficient movement of people and goods. They also become the basic structural and organizational framework on which a community grows and develops. The Comprehensive Plan recognizes this interrelationship with other plan elements and seeks to improve it through recommended improvements to the primary transportation system.

Changes to the transportation system can have a wide variety of economic, social and environmental impacts. Major transportation facilities should efficiently meet economic and social needs, without disrupting urban social units, unique natural resources, or cohesive land use districts.

**SECTION 9.710            STREETS & HIGHWAYS**

**Streets, Highways and Land Use**

The street and highway element of the Comprehensive Plan has a two-fold purpose. First is to provide an efficient circulation system for the community. Second is to function as an organizational framework for community growth and development. Streets and highways must therefore compliment other elements of the Plan to form a coordinated and comprehensive planning program for the community.

Street and highway policies can affect the overall direction and pace of urban growth, can help determine appropriate areas for differing land uses, and can influence the character of individual neighborhoods.

As the street and highway network changes, traffic patterns also adjust and seek the most convenient route. As route choices increase, individual street traffic decreases. If choices are limited, traffic increases. As traffic increases, adjacent livability is affected due to such problems as noise, air pollution, traffic hazards and parking problems.

Discontinuous streets, stop streets, and curved streets discourage traffic and increase adjacent livability. Through streets, on the other hand, encourage traffic, which then becomes an attraction for commercial developments. As commercial developments occur along major thoroughfares, efficient movement of traffic decreases due to commercial access conflicts.

The interrelationship of street and highway networks with land use development patterns is clearly evident and requires careful coordination to achieve the desired goals and objectives of the Comprehensive Plan.

Table 9.700 A outlines the existing streets and highways and the agencies responsible for them.

**TABLE 9.700 A  
ADAIR VILLAGE PLANNING AREA  
STREETS AND HIGHWAYS**

**State Highway**

OR (Pacific) Highway 99 W Federal Aid Primary	120 ft. row width - 4,700 ln.ft. West border of the City City Access at Arnold Ave and Vandenberg Ave.
Adair Frontage Road Federal Aid Primary	60 ft. row width - 700 ln.ft West border of City UGB City Access at Newton Rd. And Kiwi Lane

**County Streets**

Arnold Avenue	60 ft. row - 1,600 ft. in City
Ryals Avenue	100 ft. row within the Planning Area

Federal Aid Secondary	
Tampico Road	100 ft. row within the Planning Area
Arboretum Road	80 ft. row within the Planning Area
Calloway Drive	60 ft. row within the Planning Area
Leslie Place	50 ft. row within the Planning Area
Tanya Place	50 ft. row within the Planning Area
Lorri Place	50 ft. row within the Planning Area

**City Streets**

Wm. R. Carr Avenue	60 ft. row Vandenberg to Arnold 50 ft. row Arnold to Columbia 50 ft. row Columbia to Daphne Ct.
Columbia Avenue	50 ft. row Wm. R. Carr to Azalea 40 ft. row Azalea to Cedar Lane
Azalea Drive	40 ft. row
Cedar Street	40 ft. row
Laurel Drive	40 ft. row
Willamette Avenue	40 ft. row
Holly Lane	40 ft. row
Carman Place	40 ft. row
Barberry Drive	50 ft. row to Daphne Ct. 60 ft. row from Daphne Ct north
Daphne Court	50 ft. row
Hibiscus Drive	50 ft. row
John's Place	50 ft. row
Box Elder Street	50 ft. row
Cori Court	50 ft. row
Mulberry Drive	50 ft. row
Newton Road	50 ft. row
Cherry Drive	40 ft. row
Hyacinth Court	50 ft. row
Dot Street	66 ft. row
Weigel Street	66 ft. row
Ronelle Court	66 ft. row
Berg Drive	66 ft. row

**Private City Streets**

**Educational Facilities District**

Marcus Harris	Private Easement
Santiam Lane	Private Easement
Ebony Lane	Private Easement
Birch Lane	Private Easement

**Fish & Wildlife Department Property**

Vandenberg Avenue	60 ft. row to Wm. R. Carr Private Easement
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Purple Vetch Lane

North Boundary of Fish & Wildlife  
Private Road

### Traffic Volumes

Updated Traffic Volumes for the Adair Village Planning Area can be obtained from the Oregon Department of Transportation Highway Division and the Benton County Road Department.

Arnold Avenue, the City's main access arterial to OR Highway 99 W, also serves as the main access to the Adair County Park. The Park's increased usage will increase traffic on Arnold Avenue.

Ryals Avenue connects OR Highway 99 W to Arnold Avenue and will be the arterial for the southern UGB expansion of the City. It then turns easterly to Independence Road connecting to Highway 20 and Albany. At present, the average daily traffic on Ryals Avenue remains relatively slight. However, it will be impacted by increased residential development in Adair Village.

Tampico Road is another major arterial in the Adair Village Planning Area connecting to OR Highway 99 W. Traffic on Tampico Road at OR Highway 99 W has increased only slightly due to development limitations on rural lands in Benton County.

### Street and Highway Functional Classification and Standards

The streets and highways element of the Comprehensive Plan establishes a four-fold functional classification system based upon the type of traffic a street is intended to carry.

~~Highways carry regional traffic with origins and destinations outside the area.~~

~~Arterials carry major local traffic between communities or nearby areas, or between community districts.~~

~~Collectors carry traffic between sub areas or neighborhoods of the community and between arterials.~~

~~Local Service Streets carry primarily local traffic seeking access to adjacent property.~~

- Principal Arterials (formerly Highways) carry regional traffic with origins and destinations outside the area.
- Minor Arterials (formerly Arterials) carry major local traffic between communities or nearby areas, or between community districts.
- Major Collectors and Minor Collectors (formerly Collectors) carry major local traffic between communities or nearby areas, or between community districts. Major Collectors typically carry higher traffic volume than Minor Collectors.
- Local Streets (formerly Local Service Streets) carry primarily local traffic seeking access to adjacent property.

The Adair Village Land Use Development Code (LUDC) establishes minimum rights-of-way and roadway widths.

The City should maintain an ongoing street improvement program for all City streets and should cooperate with county, state and federal agencies to provide needed improvements to streets that extend beyond municipal jurisdiction.

Street improvements for Adair Village should include the following goals:

1. Minimum right-of-way widths should be provided in conformance with the City's Development Standards.
2. Pavement widths should be provided in conformance with the City's Development Standards.
3. Curbs, gutters, storm drainage and underground utilities should be provided throughout the community.
4. Sidewalks with street trees and landscape buffers between walks and curbs should be provided.
5. A logical continuation of collector and arterial streets should be provided for.
6. Curvilinear and discontinuous streets in residential districts should be utilized to discourage through traffic.
7. Future right-of-way expansion potentials should be protected by setback requirements and zoning Code standards coordinated with the Comprehensive Plan.

In order to implement the City's street improvement program, the City should seek funds from the Oregon Department of Transportation (ODOT) or other State Agencies.

### **Highways**

OR Highway 99 W bisects the Planning Area from north to south. This highway is the major thoroughfare linking Corvallis and the Monmouth-Independence area of Polk County. From Monmouth, Highway 99 West continues north to McMinnville and Portland.

OR Highway 99 W is part of the Federal Aid Primary System and is maintained by the State of Oregon. The highway adjacent to Adair is two-lane with a central turn lane and is in good condition. All of the incorporated area of Adair Village abuts the highway's east side. The major issues related to the highway include traffic safety, access, access control, and adjacent development controls. The Benton County Plan states that access control and frontage road development should occur in developable areas bisected by a highway such as Highway 99 West.

### **Arterials**

There are four county-maintained arterials in the Adair Village area, each of which connects with OR Highway 99 W. The most significant of these is Arnold Avenue that serves as the City's primary arterial, dividing the residential area to the north from the institutional area on the south side. The northeast corner of Arnold Avenue and William R. Carr has seen a small amount of commercial development that will also transition the northern neighborhoods with the evolution of the city's commercial core along William



R. Carr between Arnold and Vandenberg Avenues. Arnold Avenue joins with Ryals Avenue east of the City at the railroad tracks that connects with Independence Road outside the Planning Area.

Ryals Avenue is a county-maintained road that is part of the Federal Aid Secondary System. Ryals Avenue serves two functions. The western segment of Ryals Avenue has become the primary arterial for the southern portion of the City and is being widened and improved to accommodate new residential development along its south right of way line. Higher traffic volumes will continue as Calloway Creek Subdivision adds additional phases that will all connect to Ryals Avenue. Ryals Avenue will also see improvements on its north right of way line when the Santiam Christian School property is developed. A concerted effort should be made to match or line up all new local streets north and south of Ryals Avenue as a result of the new residential development. The eastern segment, connecting Arnold Avenue and Independence Road, provides Adair Village with access to the growing North Albany area.

Tampico Road and Arboretum Road are the other two county-maintained arterials. Tampico Road links the Soap Creek area and parts of southern Polk County with Highway 99 West. Arboretum Road is part of the original old OR Highway 99 W that has now been bypassed in this segment by the present highway.

If future urban development occurs west of Highway 99 West, the basic street extension alternatives appear to be:

1. Allowing urbanization to occur on both sides of Highway 99 West without a cross-traffic tie creates a split community separated by a limited access highway. A split community poses difficult but not impossible problems. Many communities are divided by highways or railroads and are still able to function, but it is not the preferred planning strategy
2. Extensions west across the OR Highway 99 W could occur at the Blake Lane/Tampico Road connection, and another at Calloway Drive. However, City expansion across Highway 99 West is not recommended.

### **Collectors**

Three interconnected roads are designated as City Collector Streets. Vandenberg Avenue, which was abandoned just east of William R. Carr Avenue, and its connection to William R. Carr Avenue and Wm. R. Carr Avenue's connection to Barberry Drive and Barberry Drive's connection to the Adair Frontage Road are the City's Collector Streets.

Vandenberg Avenue could provide an alternate eastern access to OR Highway 99 West from the City with links to William R. Carr Avenue and Arnold Avenue if it could be reinstated. It is now essentially an easement on the ODFW property. Vandenberg should be reinstated and become a connection down to Ryals Road when residential development begins in the southern UGB expansion area. William R. Carr Avenue connects to the historic Loops (Adair Meadows) area and Barberry Drive, which connects to the ~~newly developed~~ R-2 residential area north of Bowers Slough. William R. Carr Avenue is therefore the most significant collector tying the other collector streets together that service all of the local residential streets in the northern half of the City.

William R. Carr Avenue between Vandenberg and Arnold is also intended to become the City's primary Civic Center Street.

Vandenberg Avenue and William R. Carr Avenue from OR Highway 99 W to Arnold Road have a 60 ft. right-of-way. William R. Carr Avenue from Arnold to Barberry has a 50 ft. row and Barberry has a 50 ft. row width to Daphne Court and 60 ft. north of Daphne.

### **Local Streets**

The remaining streets in the area are Local Streets. The Local City streets in the Historic Loops (Adair Meadows) area are Laurel Drive, Willamette Avenue, Holly Lane, Columbia Avenue, Azalea Drive and Cedar Lane. These streets are all undersized, allowing only one lane of one-way travel with one curbside-parking lane and sidewalks only on one side. This condition can cause traffic congestion and vehicle-pedestrian conflicts that may be hazardous. Parking is limited within the Loops area. Since street widening cannot be accommodated, off-street parking facilities may be needed as new development occurs. Carmen Place is a court between the west entrances to the two Loops.

All of the Local City streets in the Loops area have a 40-foot right-of-way width. Barberry Drive is the primary collector for the northern part of the City. It connects William R. Carr Avenue to the Adair Frontage Road via Box Elder Street. There are eight-four courts and three streets other than Box Elder that feed into Barberry. They are Daphne Court, Hyacinth Court, Hibiscus Drive, Newton Road, St. John's Place, Cori Court, and Mulberry Drive, which is a private street.

Local private streets serving the institutional area south of Arnold Avenue are, Marcus Harris, Santiam Lane, Ebony Lane, Birch Lane and Vandenberg Avenue.

## **SECTION 9.720 MOBILITY AND CIRCULATION (MASS TRANSIT)**

### **Existing Services**

The 99 Express was developed to serve Adair Village four times a day on weekdays. It connects with the Corvallis Transit System and the Linn-Benton Loop at the Corvallis Transit Center after stops at the Samaritan Medical complex and on 9<sup>th</sup> Street in Corvallis.

Local bus service is also available to Senior Citizens and the handicapped from the Benton County Dial-A-Bus system. No fare is charged but donations are accepted. The system is subsidized by the Benton County Parks and Recreation Department and operated by the Senior Citizens Council of Benton County. The Dial-A-Bus system is a demand-responsive bus system. It serves Adair Village when requested.

## **SECTION 9.730 BICYCLE AND PEDESTRIAN WAYS**

Bikeways and pedestrian ways are elements of a balanced transportation system. Bikeways can help meet daily travel needs and can particularly contribute to meeting recreation needs. Bikeways help in the conservation of energy and contribute to overall physical fitness.

#### **Types of Bikeways**

Funds are available from the Oregon State Highway Division for the construction of bike and pedestrian ways. The Division uses a three-fold classification system for bike and pedestrian ways. The classes are:

- Class I: A separate trail for joint use by bicyclists and pedestrians.
- Class II: A route that is adjacent to the travel lane of motorized traffic, but provides a physically separated through lane for bicycles and pedestrians (i.e. sidewalk).
- Class III: A route that shares the roadway with motor vehicles. Adjacent Routes are designated by signs, striping, or other visual markings only.

#### **Existing and Potential Bicycle and Pedestrian Ways**

OR Highway 99 W passes along the western edge of the City. This Federal Aid Highway provides bicycle access to Adair Village from other areas of Benton County, while providing bicycle access to the Adair County Park. It has direct links to Corvallis, Independence, Monmouth, and McMinnville.

There is a designated bicycle way in Adair Village along the north side of Arnold Avenue leading to the Adair County Park and along the east side of Carr between Arnold and the Loops. A footpath exists through the playground that lies between these two streets, linking Columbia Avenue and Laurel Drive.

The plans for the Adair County Park include pathway connections from the City to the park at Azalea Drive and Willamette Avenue. The Benton County Parks Department has also discussed plans to provide a bicycle and pedestrian way along Arnold Avenue interconnecting OR Highway 99, the City and the Adair County Park.

The increased traffic that will be generated by Park visitors from outside the Adair area, suggests that strong consideration should be given to providing a pedestrian and bikeway link from OR Highway 99 W through Adair Village to the Adair County Park. With new development on the NE corner of William R. Carr and Arnold Streets, the city has secured additional right of way across the now developed land along Arnold Avenue. By the city acquiring this new right of way it has striped a continuous bike path from OR Highway 99 W along Arnold Avenue to the Adair County Park for bicycle travel. As sidewalk does exist along both sides of Arnold Avenue it abruptly ends on the north side of Arnold Avenue at the county park boundary. Future pedestrian access to the interior of the park needs to be extended to provide protected access for pedestrians and bicyclists.

As the community continues to develop the City should include the provision of future bicycle and pedestrian pathways in the planning review process. Any major development proposals should include consideration for these pathways. The provision of pathways can often be combined with the preservation of open space greenways. Preservation of greenways is particularly desirable along Bowers Slough on the northern edge of the City. A pathway provided in conjunction with such a greenway could be connected into Azalea Drive and the system of trails planned for the Adair County Park. A specific area to focus on for improvement in Adair Village is sidewalk infill, supplemented by shared-use paths where feasible.

As the city continues to see interest to develop the land north and south of Ryals Avenue, continuous access for pedestrians and bicyclists needs to be established. Two sixty (60) foot wide roadway easements have been granted to the city through the Santiam Christian held property that may be able to accomplish some of the north/south connectivity. The eastern roadway easement connects Ryals and Arnold Avenue where the western roadway easement adjacent to Oregon Department of Fish and Wildlife (ODF & W) has limited travel from Ryals Avenue dead ending at the Santiam Christen School athletic field. Both roadway easements may require additional right of way to bring them to the city's new standard for local streets that can accommodate larger bike and pedestrian walkways.

#### **SECTION 9.740            RAILROADS**

A single-track Willamette & Pacific Railroad line lies just east of the City of Adair Village and forms the eastern boundary of the Adair Village Planning Area. The Willamette & Pacific Railroad operates 184 miles of former Southern Pacific/Union Pacific branch lines west of the Union Pacific main line linking communities west of the main line.

There is no passenger service. The AMTRAK station nearest to Adair Village is located eight miles away at Albany. The North Benton County Plan calls for "serious consideration to be given to possible future utilization of the railroad for passenger and commuter transportation, as well as increased freight transport usage."

The North Benton Plan points out that rail passenger transportation is potentially a more efficient utilization of energy resources and land right-of-way resources than the automobile. Recognizing this, the State Department of Transportation is presently endeavoring to encourage increased passenger rail travel in the Willamette Valley and has begun an experimental state-subsidized expanded service. The experiment will help determine the direction for future passenger rail service in the Willamette Valley. The Corvallis-Adair Village area is off the main Eugene-Albany-Salem-Portland route therefore passenger rail service to the Corvallis-Adair area is doubtful.

The Willamette & Pacific line that passes by Adair is not the primary Union Pacific line but it does provide a potential resource for existing and future industrial use. There are no sidings at Adair Village, but an unused siding does exist at the Adair Industrial Park northeast of the City. Ryals Avenue crosses the Willamette & Pacific track immediately east of the Adair County Park.

**SECTION 9.790            TRANSPORTATION GOALS & POLICIES****GOALS & OBJECTIVES**

1. To provide a transportation policy plan as a guide for a systematic network of traffic ways related to the patterns and needs of community activity.
2. To provide and maintain a safe transportation system that minimizes risks and conflict.
3. To ensure that transportation investments serve everyone in the community, recognizing disparities in people's access to transportation modes.
4. To provide and maintain a transportation system that encourages healthy lifestyles.
5. To plan for a transportation system that efficiently connects people with where they want to go.
6. To ensure that the transportation system supports a thriving economy.
7. To manage transportation assets efficiently and responsibly through informed and prudent investments.
8. To plan for a transportation system that allows the community to live harmoniously with the environment.

**POLICIES & RECOMMENDATIONS****General Policies**

1. The City shall seek to develop a balanced transportation system that includes all transportation modes appropriate to the City's needs.
2. Transportation policies and proposals enhance the livability of the city.
3. Transportation proposals shall be reviewed to minimize adverse social, economic, energy and environmental impacts and costs.

**Streets & Highways**

1. The City shall design new streets and retrofit existing streets to reflect the character, village scale, and development patterns of Adair Village.
2. The City shall design new streets and retrofit existing streets to be as safe as possible through passive design features that limit excess speed and engage driver attention.
3. The circulation network shall provide for convenient movement of traffic and access to all parts of the community. A Master Street Plan is needed to guide street development, particularly in the annexed UGB area. It is essential that the plan map be kept up-to-date to protect needed alignments and right-of-ways.

4. The circulation network shall help encourage compact community development, without disrupting or bisecting areas with a natural unity.
5. The Oregon Department of Transportation Street and Highway Functional Classification System and Standards for "highways", "arterials", "collectors", and "local service streets" shall apply to Adair Village Streets.
6. Arterials shall provide for the convenient movement of traffic around the periphery of main concentrations of community activity.
7. The use of land adjacent to arterials shall not be allowed to conflict with the safe and efficient movement of traffic.
8. Arnold Avenue and Ryals Avenue shall be preserved and maintained as the City's primary Arterial Streets.
9. Collector streets shall provide for movement between the City's neighborhoods and collect and distribute traffic from arterial streets and highways.
10. William R. Carr Avenue and Barberry Drive shall be preserved and maintained as the City's Primary Collector Streets and shall be connected to the Adair Frontage Road when extended to serve the North Urban Growth Area.
11. Local residential streets shall be designed and constructed to discourage through traffic.
12. The City shall seek alternatives to improve traffic and safety conditions on existing City streets and shall develop standards for new streets to prevent traffic congestion and hazards.
13. The City shall cooperate with the County and State to guarantee that safety conditions on County and State roads are maintained for the protection of area residents.
14. Marcus Harris and Vandenberg Avenue should be designated as public streets as the City expands south into the annexed UGB area or into some of the Fish & Game Commission property.
15. The alignment of new streets shall be determined with consideration given to existing property lines, natural features and maximum land utilization.
16. New streets shall provide for a logical pattern of street names and addresses.
17. Existing and proposed street alignments and right-of-ways shall be protected from encroachment by future developments through adherence to the standards and review criteria of the Development Code.

#### **Mass Transit**

- ~~1. The City shall support a regional transit system to transport area residents to nearby urban centers.~~
- ~~2. The City supports the Benton County Dial-A-Bus service as a necessary and needed transportation system for elderly and handicapped citizens.~~
- ~~3. The City shall work with and support efforts by other governmental agencies or private industry concerned with future regional public transit.~~

#### **Bicycle & Pedestrian Ways**

1. The network of sidewalks, bikeways and pedestrian right-of-ways represent an extension of the City's street system. The City shall support integration standards that facilitate bicycle and pedestrian travel.
2. The City shall develop a bikeway and pedestrian plan as part of its on-going planning program that contains a priority list of future bike and pedestrian ways.

3. The Planning Commission shall include consideration of bicycle and pedestrian needs as part of the project review procedure.
4. The City shall cooperate with the County in providing connections or extensions to future bike or pedestrian ways within the Planning Area.

#### **Safety Policies**

1. Prioritize projects that enhance safe facilities for all modes.
2. Work to proactively improve areas where crash risk factors are present to reduce the frequency of crashes and to strive to eliminate crashes resulting in serious injuries or fatalities.
3. Work with the Corvallis School District to improve safe, multi-modal access to schools.
4. Require that major new developments provide both primary and secondary access for emergency services and residents/employees.

#### **Equity Policies**

1. Develop a transportation system that ensures mobility to the transportation disadvantaged.
2. Prioritize transportation projects that address the needs of citizens that are unable to afford housing in close proximity to employment and daily needs.
3. The City supports the Benton County Dial-A-Bus service as a necessary and needed transportation system for mobility-challenged citizens, including the elderly and those with disabilities.

#### **Health Policies**

1. Support access to public spaces and encourage active transportation and social interaction.
2. Facilitate healthy transportation options for students traveling to school.
3. Seek to limit or mitigate negative impacts of transportation projects, such as increased particulate emissions from vehicles.
4. Work with the County to identify and promote opportunities to commute to and around the city by means other than single occupant vehicles.

#### **Mobility and Circulation Policies**

1. Ensure that the transportation system facilitates appropriate travel modes.
2. Ensure sufficient capacity is provided concurrent with future travel demand to, within, and through the city.
3. Coordinate with local agencies and providers to expand transit services to the city.
4. Ensure an adequate truck route network to reduce commercial/ neighborhood conflicts.

**Economic Development Policies**

1. Preserve and protect transportation corridors essential to the economic vitality of the city and region.
2. Promote the use of freight rail and air service to reduce trucking activity on city roads.
3. Promote efficient and affordable ground transportation to existing regional airports (Portland, Eugene and Salem) and the Albany Amtrak Station.

**Financial Stewardship Policies**

1. Maximize the useful life of existing facilities by requiring development provide transportation improvements consistent with the standards in the adopted Transportation System Plan and proportionate to the expected impacts.
2. Maximize the cost effectiveness of transportation improvements by exploring creative funding, phasing, and coordination with other facility projects, as well as through strategic partnerships with other transportation providers.
3. Seek adequate and equitable long-term funding mechanisms.

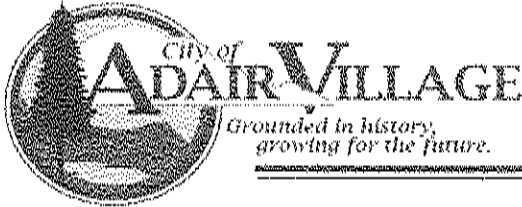
**Environment Policies**

1. Encourage transportation services that preserve and protect scenic and natural resources.
2. Plan for a transportation system that allows a community to absorb the impact of and quickly recover from natural disasters.
3. Minimize conflicting uses on the transportation system that degrade neighborhoods.

**Railroad**

1. The railroad is recognized as a community resource for possible future passenger and freight service for the area. Expansion of its use is encouraged.





**BEFORE THE CITY COUNCIL FOR THE  
CITY OF ADAIR VILLAGE, OREGON**

An Ordinance Approving and )  
Adopting the City of Adair Village's )  
Transportation System Plan (TSP) and )  
Amending Section 9.700 Transportation )  
of the Comprehensive Plan as Adopted )  
by Ordinance 2015-02 for the )  
City of Adair Village, Oregon )

**ORDINANCE NO. 2019-04**

WHEREAS, a Transportation System Plan (TSP) is required by the State's Transportation Planning Rule (TPR) documented in the Oregon Administrative Rule 660-012-0015; and

WHEREAS, Adair Village does not have an independent TSP and is bound by the goals and policies of Benton County's Transportation System Plan (TSP) that was last adopted in November 1999; and

WHEREAS, the Adair Village Transportation System Plan (TSP) is a long-range plan that sets the vision for the City's transportation system for the next 20 years and beyond; and

WHEREAS, Adair Village will use this information to periodically update their pursuit of state and federal grant funding and to prioritize their capital improvement list for City facilities.

WHEREAS, the TSP establishes new baseline conditions and identifies transportation strategies and improvements that will be necessary to address existing system deficiencies and accommodate growth through 2040.

WHEREAS, the 2019 TSP will be the transportation element of the City's Comprehensive Plan and provides recommendations and appropriate amendments to various sections of the Transportation section of the Comprehensive Plan to address new data, growth and legislative changes; and

WHEREAS, the 2019 TSP will support the City's Comprehensive Plan, Statewide Planning Goals, and other applicable regulations by developing a transportation system for all modes that will serve existing residential, commercial, and industrial uses and projected growth; and

WHEREAS, the Adair Village Planning Commission reviewed the TSP at multiple meetings and did hold a public hearing on October 15, 2019 recommending approval to the City Council; and

WHEREAS, the City Council held a public hearing on November 5, 2019 and believes that it is in the best interest of the City to adopt the Transportation System Plan (TSP) as the Transportation Element of the Comprehensive Plan and update Section 9.700 Transportation of the Comprehensive Plan; now, therefore,

**THE CITY OF ADAIR VILLAGE ORDAINS AS FOLLOWS:**

**Section 1.** The City of Adair Village Transportation System Plan (TSP) dated February 2019, is hereby adopted in its entirety.

**Section 2.** Section 9.700 Transportation of the City's Comprehensive Plan is hereby amended to now read as follows:

**SECTION 9.700 TRANSPORTATION**

**Statewide Planning Goal 12** reads: "To provide and encourage a safe, convenient and economical transportation system". In response to this goal, the transportation element of the Comprehensive Plan contains an inventory, recommendations and policies concerning streets and highways, mass transit, bicycle and pedestrian ways, and railroads for the Adair Village area.

The Adair Village Transportation System Plan (TSP), adopted by the city on November 5, 2019, is the transportation element of the Comprehensive Plan. The TSP is the long-range plan that sets the vision for the city's transportation system for the next 20 years and beyond. The TSP was developed as a part of the Benton County's TSP update process, which included local and countywide community and stakeholder input. The Adair Village TPS is based on the system's needs, opportunities for future improvements to support the growing community, and anticipated funding. The TSP is used in a variety of ways, including to:

- Identify priority transportation investments
- Provide background information to assist in pursuing grant applications to supplement city funds
- Establish requirements applicable during proposed land use and development review
- Serve as the basis for the facility standards applied for new or upgraded system improvements
- Demonstrate needed resources required to provide a transportation system that can support expected growth

**City Streets**

William. R. Carr Avenue	60 ft. row Vandenberg to Arnold 50 ft. row Arnold to Columbia
Columbia Avenue	50 ft. row Columbia to Daphne Ct. 50 ft. row Wm. R. Carr to Azalea 40 ft. row Azalea to Cedar Lane

Azalea Drive	40 ft. row
Cedar Street	40 ft. row
Laurel Drive	40 ft. row
Willamette Avenue	40 ft. row
Holly Lane	40 ft. row
Carman Place	40 ft. row
Barberry Drive	50 ft. row to Daphne Ct. 60 ft. row from Daphne Ct north
Daphne Court	50 ft. row
Hibiscus Drive	50 ft. row
John's Place	50 ft. row
Box Elder Street	50 ft. row
Cori Court	50 ft. row
Mulberry Drive	50 ft. row
Newton Road	50 ft. row
Cherry Drive	40 ft. row
Hyacinth Court	50 ft. row
Dot Street	66 ft. row
Weigel Street	66 ft. row
Ronelle Court	66 ft. row
Berg Drive	66 ft. row

### Street and Highway Functional Classification and Standards

The streets and highways element of the Comprehensive Plan establishes a four-fold functional classification system based upon the type of traffic a street is intended to carry.

- **Principal Arterials (formerly Highways)** carry regional traffic with origins and destinations outside the area.
- **Minor Arterials (formerly Arterials)** carry major local traffic between communities or nearby areas, or between community districts.
- **Major Collectors and Minor Collectors (formerly Collectors)** carry major local traffic between communities or nearby areas, or between community districts. Major Collectors typically carry higher traffic volume than Minor Collectors.
- **Local Streets (formerly Local Service Streets)** carry primarily local traffic seeking access to adjacent property.

### Arterials

There are four county-maintained arterials in the Adair Village area, each of which connects with OR Highway 99 W. The most significant of these is Arnold Avenue that serves as the City's primary arterial, dividing the residential area to the north from the institutional area on the south side. The northeast corner of Arnold Avenue and William R. Carr has seen a small amount of commercial development that will also transition the northern neighborhoods with the evolution of the city's

commercial core along William R. Carr between Arnold and Vandenberg Avenues. Arnold Avenue joins with Ryals Avenue east of the City at the railroad tracks that connects with Independence Road outside the Planning Area.

### **Local Streets**

The remaining streets in the area are Local Streets. The Local City streets in the Historic Loops (Adair Meadows) area are Laurel Drive, Willamette Avenue, Holly Lane, Columbia Avenue, Azalea Drive and Cedar Lane. These streets are all undersized, allowing only one lane of one-way travel with one curbside-parking lane and sidewalks only on one side. This condition can cause traffic congestion and vehicle-pedestrian conflicts that may be hazardous. Parking is limited within the Loops area. Since street widening cannot be accommodated, off-street parking facilities may be needed as new development occurs. Carmen Place is a court between the west entrances to the two Loops.

All of the Local City streets in the Loops area have a 40-foot right-of-way width. Barberry Drive is the primary collector for the northern part of the City. It connects William R. Carr Avenue to the Adair Frontage Road via Box Elder Street. There are four courts and three streets other than Box Elder that feed into Barberry. They are Daphne Court, Hyacinth Court, Hibiscus Drive, Newton Road, St. John's Place, Cori Court, and Mulberry Drive, which is a private street.

Local private streets serving the institutional area south of Arnold Avenue are, Marcus Harris, Santiam Lane, Ebony Lane, Birch Lane and Vandenberg Avenue.

## **SECTION 9.720 MOBILITY AND CIRCULATION (MASS TRANSIT)**

### **Existing Services**

The 99 Express was developed to serve Adair Village four times a day on weekdays. It connects with the Corvallis Transit System and the Linn-Benton Loop at the Corvallis Transit Center after stops at the Samaritan Medical complex and on 9<sup>th</sup> Street in Corvallis.

Local bus service is also available to Senior Citizens and the handicapped from the Benton County Dial-A-Bus system. No fare is charged but donations are accepted. The system is subsidized by the Benton County Parks and Recreation Department and operated by the Senior Citizens Council of Benton County. The Dial-A-Bus system is a demand-responsive bus system. It serves Adair Village when requested.

### **Existing and Potential Bicycle and Pedestrian Ways**

The plans for the Adair County Park include pathway connections from the City to the park at Azalea Drive and Willamette Avenue. The Benton County Parks Department has also discussed plans to provide a bicycle and pedestrian way along Arnold Avenue interconnecting OR Highway 99, the City and the Adair County Park.

The increased traffic that will be generated by Park visitors from outside the Adair area, suggests that strong consideration should be given to providing a pedestrian and bikeway link from OR

Highway 99 W through Adair Village to the Adair County Park. With new development on the NE corner of William R. Carr and Arnold Streets, the city has secured additional right of way across the now developed land along Arnold Avenue. By the city acquiring this new right of way it has striped a continuous bike path from OR Highway 99 W along Arnold Avenue to the Adair County Park for bicycle travel. As sidewalk does exist along both sides of Arnold Avenue it abruptly ends on the north side of Arnold Avenue at the county park boundary. Future pedestrian access to the interior of the park needs to be extended to provide protected access for pedestrians and bicyclists.

## **SECTION 9.790            TRANSPORTATION GOALS & POLICIES**

### **GOALS & OBJECTIVES**

1. To provide a transportation policy plan as a guide for a systematic network of traffic ways related to the patterns and needs of community activity.
2. To provide and maintain a safe transportation system that minimizes risks and conflict.
3. To ensure that transportation investments serve everyone in the community, recognizing disparities in people's access to transportation modes.
4. To provide and maintain a transportation system that encourages healthy lifestyles.
5. To plan for a transportation system that efficiently connects people with where they want to go.
6. To ensure that the transportation system supports a thriving economy.
7. To manage transportation assets efficiently and responsibly through informed and prudent investments.
8. To plan for a transportation system that allows the community to live harmoniously with the environment.

### **POLICIES & RECOMMENDATIONS**

#### **Safety Policies**

1. Prioritize projects that enhance safe facilities for all modes.
2. Work to proactively improve areas where crash risk factors are present to reduce the frequency of crashes and to strive to eliminate crashes resulting in serious injuries or fatalities.
3. Work with the Corvallis School District to improve safe, multi-modal access to schools.
4. Require that major new developments provide both primary and secondary access for emergency services and residents/employees.

### **Equity Policies**

1. Develop a transportation system that ensures mobility to the transportation disadvantaged.
2. Prioritize transportation projects that address the needs of citizens that are unable to afford housing in close proximity to employment and daily needs.
3. The City supports the Benton County Dial-A-Bus service as a necessary and needed transportation system for mobility-challenged citizens, including the elderly and those with disabilities.

### **Health Policies**

1. Support access to public spaces and encourage active transportation and social interaction.
2. Facilitate healthy transportation options for students traveling to school.
3. Seek to limit or mitigate negative impacts of transportation projects, such as increased particulate emissions from vehicles.
4. Work with the County to identify and promote opportunities to commute to and around the city by means other than single occupant vehicles.

### **Mobility and Circulation Policies**

1. Ensure that the transportation system facilitates appropriate travel modes.
2. Ensure sufficient capacity is provided concurrent with future travel demand to, within, and through the city.
3. Coordinate with local agencies and providers to expand transit services to the city.
4. Ensure an adequate truck route network to reduce commercial/ neighborhood conflicts.

### **Economic Development Policies**

1. Preserve and protect transportation corridors essential to the economic vitality of the city and region.
2. Promote the use of freight rail and air service to reduce trucking activity on city roads.
3. Promote efficient and affordable ground transportation to existing regional airports (Portland, Eugene and Salem) and the Albany Amtrak Station.

### **Financial Stewardship Policies**

1. Maximize the useful life of existing facilities by requiring development provide transportation improvements consistent with the standards in the adopted Transportation System Plan and proportionate to the expected impacts.
2. Maximize the cost effectiveness of transportation improvements by exploring creative funding, phasing, and coordination with other facility projects, as well as through strategic partnerships with other transportation providers.

3. Seek adequate and equitable long-term funding mechanisms.

**Environment Policies**

1. Encourage transportation services that preserve and protect scenic and natural resources.
2. Plan for a transportation system that allows a community to absorb the impact of and quickly recover from natural disasters.
3. Minimize conflicting uses on the transportation system that degrade neighborhoods.

**Railroad**

1. The railroad is recognized as a community resource for possible future passenger and freight service for the area. Expansion of its use is encouraged.

**Section 3. Enactment.** The Adair Village Council enacts this document as an amendment to Section 9.700 Transportation of the Adair Village Comprehensive Plan – Ordinance No. 2015-02.

**Section 4. Severability.** Should any section or portion of this Ordinance be held unlawful or unenforceable by any court of competent jurisdiction, such decision shall apply only to the specific section, or portion thereof, directly specified in the decision. All other sections or portions of this Ordinance shall remain in full force and effect.

**Section 5. Effective Date.** Passed by the City Council and approved by the Mayor of the City of Adair Village this 5<sup>th</sup> day of November, 2019, the Adair Village Transportation System Plan (TSP) and amended Section 9.700 of the Comprehensive Plan shall become effective on December 5, 2019.

City of Adair Village, Oregon, November 5, 2019

CITY OF ADAIR VILLAGE

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY RECORDER/CITY ADMINISTRATOR

Approved as to Form:

\_\_\_\_\_  
City Attorney

First Reading: November 5, 2019

Second Reading: November 5, 2019  
By Title Only

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**STAFF REPORT**


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<b>Date:</b>	October 30, 2019
<b>Applicant:</b>	City of Adair Village
<b>Nature of Application(s):</b>	Comprehensive Plan Map Amendment
<b>Applicable Criteria:</b>	Section 2.700 Amendments Section 3.200 Type of Decision Section 3.510 Quasi-Judicial PH Procedures
<b>Property Location:</b>	Benton Co. Tax Assessor's Map 10-4-30D Lot 400 7115 NE Vandenberg Avenue, Corvallis, OR
<b>Current Comp. Plan Designation:</b>	Public – P
<b>Proposed Comp. Plan/Zoning:</b>	Commercial – Village Center (C-1)
<b>Staff Contact</b>	Patrick Depa, Associate Planner

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**BACKGROUND**

The City will be conducting public hearings to consider an amendment to the existing comprehensive plan map. Concurrently, the City will be conducting public hearings to initiate the annexation of the same subject property described above and shown on the included map. The subject property is owned by the City of Adair Village and encompasses 6.1 acres (see Exhibit A – Map & Exhibit B – Legal Description).

The property is mostly vacant but currently has a single structure located at the south end of the site which is accessed off of NE Vandenberg Avenue. The City's Comprehensive Plan identifies the subject property for development as Public, the city is proposing the property have a Comprehensive Map classification of Commercial.

The Comprehensive Plan map amendment is before you first for consideration, prior to the annexation, so if the Planning Commission and City Council concur that the decision criteria has been met and believe it would be appropriate to adopt the proposed map amendment, then the proposed annexation could be adopted and bought in as commercial zoning rather than public.

The City's intent for this parcel is for future development of a commercial core village center as the zoning portrays. The conception of this City's commitment was founded through many studies, discussions and various citizen involvement events. The overall development focus and conceptual land use plan supports the commercial needs in the city's comprehensive plan via land use policies and planning goals.

The map change will need to be incorporated into the Comprehensive Plan/Zoning Map by an amending ordinance. There are no changes required to be made to the development code for this amendment.

**FINDINGS OF FACT**



1. The 6.1 acre parcel was donated to Benton County in 1976 by the Federal Government for the purposes of recreation and has a parks and perpetuity rider on the deed.
2. The property has never been developed by the County or officially put into operation for the use as a park or any other significant purpose. The 6.1 acres is mostly undeveloped land maintained by the city.
3. The City of Adair Village purchased the 6.1 acre parcel from Benton County in May of 2018.
4. The property is located in the central section of the City's Urban Growth Boundary (UGB) and abuts the city limits along the north east and west property lines.
5. The city owns all the land on the west side of William R. Carr Avenue which will be adjacent to most of the proposed annexation if approved.
6. The city has done a number of creative design charrettes to help visualize the possibilities that could come from bringing this parcel in as a commercial zone rather than keeping it public.

### COMMENTS RECEIVED

#### Comments from the City Engineer/Public Works Concerning City Public Facilities:

##### Water

The City has made recent improvements to the production and storage capacity of the potable water system. As a result, there is sufficient capacity for anticipated mixed use development of the proposed properties.

##### Wastewater

The City is currently completing a Wastewater Facilities Plan, which makes recommendations to address capacity deficiencies in the wastewater collection and treatment systems. Proposed phase 1 improvements to the treatment plant will increase capacity to treat municipal wastewater sufficient to serve the proposed properties. Phase 1 projects are anticipated to be constructed in 2020.

##### Stormwater

The City's stormwater development code currently requires any proposed development to include stormwater facilities to facilitate a net zero impact to stormwater flows and quality. As such, the proposed property will be required, upon development, to design and install such facilities. The downstream facilities owned by the City are sufficient to allow the development of the proposed properties.

##### Transportation

The proposed properties are bounded by four public streets. These include William R Carr Ave., Arnold Ave., Vandenburg Ave., and 2<sup>nd</sup> Street. It is anticipated that the development of the proposed properties will be primarily served from William R Carr Ave. The current Right-of-way for William R Carr Ave. is 60' wide. In order to develop a "Commercial

Roadway" as shown in the City's standard detail T-051 (Typical Roadway Layouts), an additional 28' of right-of-way will be required.

**Comments from the public safety/fire department:**

1. As far as Hydrant distribution that stretch along William. R. Carr, it has adequate water availability.
2. Building height is currently limited to 35 ft. If the building height is allowed to exceed 35 ft. it could limit our ability to provide protection. These items could be addressed with other fire suppression tools like sprinklers even though they may not exceed the square footage requirement. These type of things can be talked about in a plan review.

**Public Comments:**

No comments have been received from the public prior to the release of this staff report.

**DECISION CRITERIA**

**Decision Criteria.** All requests for an amendment to the text or to the Zoning/ Comprehensive Plan Map of this Code may be permitted upon authorization by the City Council in accordance with the following findings:

- (a) **The proposed amendment is consistent with the intent of the Comprehensive Plan.**

The map amendment is appropriate to various sections of the comprehensive plan's goals and objectives (see below).

**SECTION 9.190 PLANNING GOALS & POLICIES**

**GOALS AND OBJECTIVES**

Goal 5. To broaden opportunities for services to meet community needs.

Goal 7. To broaden employment opportunities to meet community needs.

***Specific goals and objectives related to the primary planning elements are:***

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

- (b) **There is a need for the proposed amendment to comply with changing conditions or new laws.**

The proposed amendment is not directly related to any recent or anticipated new city or state law.

- (c) The amendment will not have an undue adverse impact on adjacent areas or the land use plan of the City.**

The map amendment if changed to commercial will have a positive impact on this area by bringing the possibility of commercial development where currently the city is far under a balanced land use ratio.

- (d) The amendment will not have an undue adverse environmental impact.**

The proposed amendment and future uses will adhere to all environmental policies or goals and development will be done in a manner to assure no adverse impacts will occur.

- (e) The amendment will not have an undue adverse impact on public facilities.**

The proposed amendment will have no undue adverse impact on public facilities. City facilities (streets, sewer, and water) are sufficient to meet the needs of this property and further engineering will be addressed at the time of development. See comments above from the city's consultant engineer.

- (f) The amendment will not have an undue adverse impact on transportation.**

The permitted and conditional uses allowed in the proposed zone will not have an undue adverse impact on transportation in the City if all future development follows the recommendations of the City's design standards and adopted Transportation Systems Plan (TSP). The property is adjacent to three main collector streets in the city, William R. Carr, Arnold and Vandenberg Avenues. William R. Carr is the City's main collector abutting the subject parcel and with the other two major collectors intersects and disperses traffic into the city. William R. Carr is currently under-utilized for its current design but will require an additional 28' of right-of-way to accommodate any future development on the annexed property.

- (g) The amendment will not have an undue adverse impact on the economy of the area.**

The proposed amendment will have a positive effect and strengthen the economic vitality of the City. The Comprehensive Plan's overall goal for the City is to encourage economic development for Adair Village that is compatible with maintaining the area's livability.

## **Economy**

1. Adair Village shall encourage business and economic activities that support community needs.
2. The City shall encourage broadening of local employment opportunities and shall seek expansion of the City's commercial and industrial base.
3. The City shall encourage commercial, industrial and service developments that support the community.
4. The City shall seek employment opportunities for the Adair Village area that are compatible with maintaining the environmental and livability resources of the community.

**(h) The amendment is consistent with the intent of the applicable Statewide Planning Goals.**

The increase of commercial zoning to the City's current ratio supports Goal 9 - Economic Development by providing a working inventory of areas suitable for economic growth that can be provided with public services. These inventories primarily focus on planning for major commercial development, and having a ready supply of land appropriately zoned and located for those opportunities and local investments.

By establishing zoning that accommodates the City's goal of a "Village Center" and possibility of the creation of mixed-use development, the amendment supports Goal 10 – Housing that is consistent with providing more diverse housing styles to meet the needs of a growing population.

**CONCLUSION**

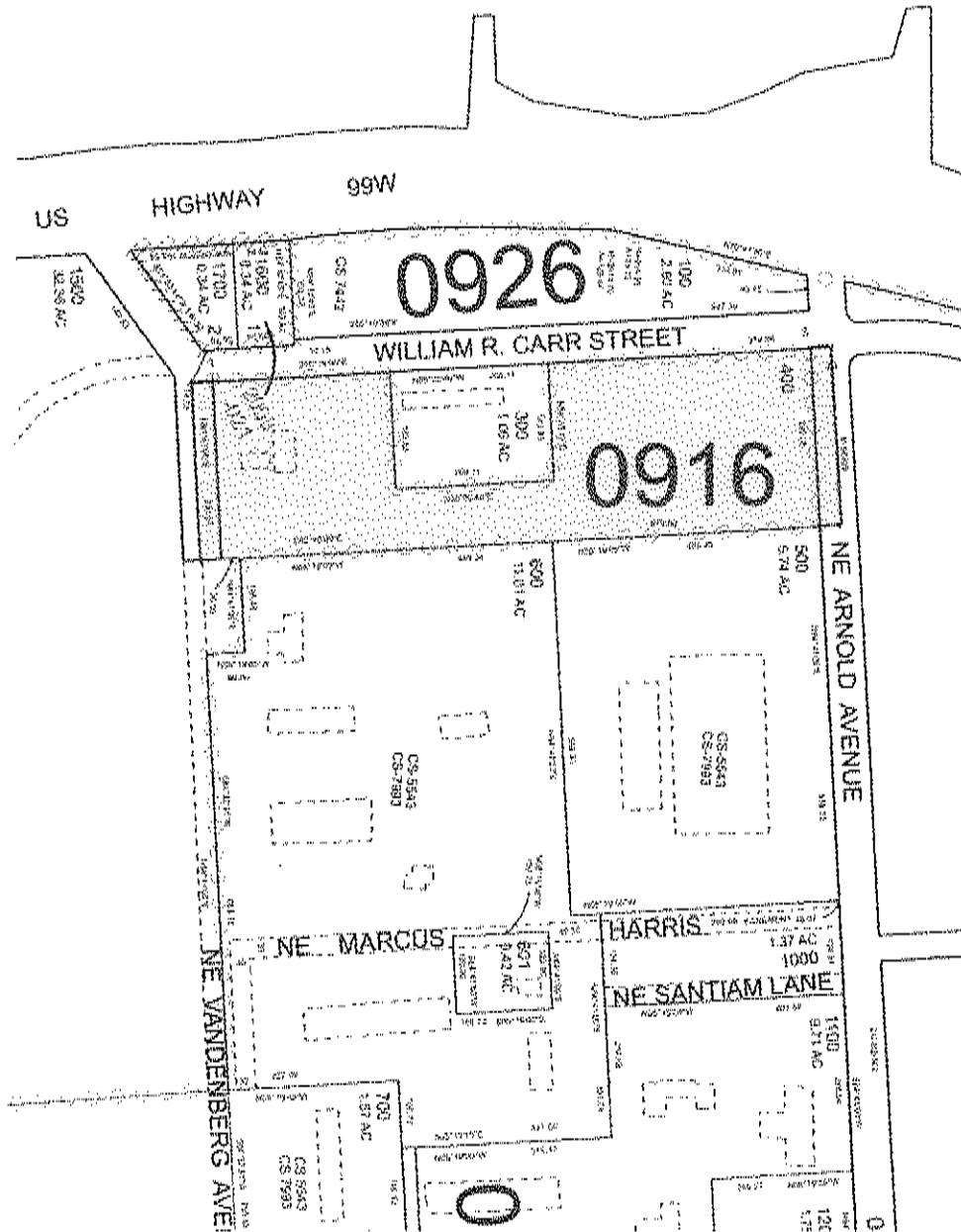
The findings presented in the decision criteria support the amendment to the Comprehensive Plan Map to change the zoning classification from "Public" to "Commercial". The amendment will have no adverse impact to the city and is in concert with the goals and policies needed to anticipate growth in a proactive fashion.

The proposed Comprehensive Map change will assist the City of Adair Village meet its goal to create a vibrant downtown and accommodate the future needs of the residents.

**RECOMMENDED MOTION**

***"I move to adopt the findings outlined in the "Decision Criteria" as presented in the staff report (or modified by the City Council) and direct staff to prepare an amending ordinance changing the Comprehensive Plan Map from "Public" to "Commercial as described in Exhibit A – Map & Exhibit B – Legal Description."***

**EXHIBIT A - MAP**



**EXHIBIT B**

Parcel 5, Camp Adair – Park  
(Approximately 6.1 acres)

Beginning at a point 192.15 feet South and 434.90 feet N. 84° 41' E. of the Southeast corner of the George Roberts D.L.C. No. 59, in Township 10 S., Range 4 W., of the Willamette Meridian, Benton County, Oregon, which point lies on the centerline of Florence Nightingale Avenue; thence N. 84° 41' E., along the centerline of Florence Nightingale Avenue 340.35 feet; thence S. 5° 19' E. 979.00 feet to a point which lies on the centerline of Vandenburg Avenue; thence S. 84° 41' W. along the centerline of Vandenburg Avenue and its prolongation 330.07 feet to a point on the east line of the tract described as Parcel 1 in Deed Book 178, Page 67, of Benton County Deed Records; thence N. 5° 21' W. along a line common with the boundary of said Parcel 1 recorded in Deed Book 178, page 67, Benton County Records 131.65 feet to the Northeast corner of said Parcel 1; thence S. 84° 38' 40" W. along the north line of said Parcel 1 a distance of 10.19 feet; thence N. 5° 19' W. 847.36 feet to the centerline of Florence Nightingale Avenue and the point of beginning.

A portion of the above tract is designated as a County Road and is described as follows: Beginning at the Northwest corner of the above described tract -thence S. 5° 19' E. 847.36 feet; thence N. 84° 38' 40" E. 10.19 feet; thence S. 5° 21' E. 131.65 feet; thence N. 84° 41' E. 49.73 feet; thence N. 5° 19' W. 979.00 feet to a point on the north line of the above described tract, which point also lies on the centerline of Florence Nightingale Avenue; thence S. 84° 41' W. along the centerline of Florence Nightingale Avenue 60.00 feet to the point of beginning. Excepting therefrom that tract of land described as Parcel 2 in Deed Book 178, page 67, of Benton County Deed Records.

EXCEPTING THEREFROM a tract of land describe as Parcel 2 in Deed Book 178, Page 67, of Benton County Deed Records.

TOGETHER WITH improvements located thereon (Except the electrical distribution system, water system, and sanitary sewer system) and utility lead in service and lateral serving each building.

TOGETHER WITH joint use with others to discharge storm drain water over the existing storm drain system and outfall.

RESERVING TO:

The United States of America and its assigns a perpetual easement for the electrical distribution system in, on, over, under, and across the above described property, said easement being a strip of land twenty (20) feet in width, then (10) feet on each side of the centerline of the existing electrical distribution system for the purpose of construction, operation, maintenance, repair or removal of said electrical distribution system and together with access thereto.

The United States of America and its assigns a perpetual easement for road purposes over the northerly thirty (30) feet and the southerly thirty (30) feet of the above described property.

SUBJECT TO:

A perpetual easement to the City of Albany, Linn County, Oregon, by Quitclaim Deed dated May 5, 1972, and Amended Quitclaim Deed No. 2 dated January 4, 1973, said easements being strips of land twenty (20) feet in width, ten (10) feet on each side of the centerline of the existing water and sanitary sewer lines for the purpose of construction, operation, maintenance, repair or removal of said utility mains and for access thereto.

Joint use by other to discharge storm drain water over that portion of the existing storm drain system located within the above described property.

Existing easements for public roads and highways, public utilities, railroads and pipelines and to other easements of record.



**BEFORE THE CITY COUNCIL FOR THE  
CITY OF ADAIR VILLAGE, OREGON**

In the Matter of amending the )  
City of Adair Village )  
Comprehensive Plan Map for )  
property inside the City's )  
Urban Growth Boundary, )  
and modifying Ordinance 15-02. )

**ORDINANCE NO. 2019-05**

**WHEREAS**, Ordinance 15-02 approved and adopted the City of Adair Village Comprehensive Plan, Comprehensive Plan Map and Zoning Map; and

**WHEREAS**, the City of Adair Village has proposed to amend the Comprehensive Plan Map designation from P (Public) to C (Commercial) for the parcel described in Exhibit A (Map and Legal Description); and

**WHEREAS**, the subject parcel is owned by the City of Adair Village and encompasses 6.1 acres; and

**WHEREAS**, the City of Adair Village intends to bring the parcel into the City through annexation with a Zoning classification of C-1 (Commercial-Village Center); and

**WHEREAS**, The City's intent for this parcel is for future development of a commercial core village center as the zoning portrays; and

**WHEREAS**, the Adair Village Planning Commission held a public hearing on October 15, 2019, concurred with the findings in the staff report that the decision criteria has been met and recommended that the City Council approve the proposed map amendment; and

**WHEREAS**, the Adair Village City Council held a public hearing on November 5, 2019 to review and consider the proposed map amendment; and

**WHEREAS**, following the public hearing, the City Council deliberated and found that the proposed changes met the required criteria and approved the proposed Comprehensive Plan Map Amendment; now therefore,



**THE CITY OF ADAIR VILLAGE ORDAINS AS FOLLOWS:**

**Section 1:** The City of Adair Village Comprehensive Plan Map, adopted through Ordinance 15-02, shall be amended so that the parcel described and shown in "Exhibit A" attached, in the City of Adair Village, currently planned and zoned "Public" respectively, will be planned and zoned as "Commercial."

**Section 2:** The Planning Official shall make such changes to the City of Adair Village Comprehensive Plan Map as are required to implement this amending ordinance.

**Section 3: Severability.** Should any section or portion of this Ordinance be held unlawful or unenforceable by any court of competent jurisdiction, such decision shall apply only to the specific section, or portion thereof, directly specified in the decision. All other sections or portions of this Ordinance shall remain in full force and effect.

**Section 4. Effective Date.** Passed by the City Council and approved by the Mayor of the City of Adair Village this 5<sup>th</sup> day of November, 2019, the Adair Village Comprehensive Plan map amendment shall become effective on December 5, 2019.

City of Adair Village, Oregon, November 5, 2019

CITY OF ADAIR VILLAGE

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY RECORDER/CITY ADMINISTRATOR

Approved as to Form:

\_\_\_\_\_  
City Attorney

First Reading: November 5, 2019

Second Reading: November 5, 2019  
By Title Only



**STAFF REPORT**

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<b>Date:</b>	October 30, 2019
<b>Nature of Applicant:</b>	Annexation of approximately 6.1 acres
<b>Applicant / Owner:</b>	City of Adair Village
<b>Property Location:</b>	Benton County Tax Assessor's Map 10-4-30D Lot 400 7115 NE Vandenberg Avenue, Corvallis, OR
<b>Applicable Criteria:</b>	Section 2.800 of the Adair Municipal Code
<b>Comp. Plan Designation:</b>	Public - P
<b>Proposed Zoning:</b>	Commercial – Village Center (C-1)
<b>Staff Contact:</b>	Patrick Depa, Associate Planner

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**BACKGROUND**

The City of Adair Village is initiating the annex of subject property described above and shown on the included map. The subject property is owned by the City of Adair Village and encompasses 6.1 acres (see attached Exhibit A - Map and Exhibit B - Legal Description). The property is mostly vacant but currently has a single structure located at the south end of the site which is accessed off of NE Vandenberg Avenue.

The City's Comprehensive Plan identifies the subject property for development as Public; if annexation is approved, the city is proposing the property be zoned Commercial – Village Center (C-1). The city's proposal calls for future development of this site and includes a conceptual development of a downtown district. Since the city owns the entire property being proposed for annexation and will control the design and intensity of development within, it will proceed in the direction of the previous downtown visioning and design sessions held in the past. The intent is to create a planned community commercial district that will function and complement the already established recreational and educational uses to act and serve as a civic center for the city.

The overall development intent and conceptual land use plan supports the commercial needs in the city's comprehensive plans land use needs and planning goals.

The city has developed facility master plans for water, sewer and storm that identify future needed infrastructure improvements required by future development and population growth. Most of these improvements are currently in place to support the proposed annexation and can adequately serve any potential development along William R. Carr Avenue. In 2009 the city adopted a public infrastructure design standards manual that all roads will be constructed to accommodate all elevated volumes of commercial traffic and deliveries. Furthermore, to finance further improvements the city established system development fees to offset the expense of the needed capacity improvements that will accommodate this growth. The subject property is located directly north of 37 acres of open space owned by Oregon Department of Fish & Wildlife. Future development plans will incorporate community gathering places integrated throughout with designated pedestrian and bike connections to the State's property. The intent and hope of this property is that it will be a functioning asset to the city and fulfill a commercial and recreation need for both the residents of the city and to create a

destination for outside visitors to enjoy our small downtown, a stocked lake, plenty of open space and the local wildlife habitat.

### COMMENTS RECEIVED

#### Comments from the City Engineer/Public Works Concerning City Public Facilities:

##### Water

The City has made recent improvements to the production and storage capacity of the potable water system. As a result, there is sufficient capacity for anticipated mixed use development of the proposed properties.

##### Wastewater

The City is currently completing a Wastewater Facilities Plan, which makes recommendations to address capacity deficiencies in the wastewater collection and treatment systems. Proposed phase 1 improvements to the treatment plant will increase capacity to treat municipal wastewater sufficient to serve the proposed properties. Phase 1 projects are anticipated to be constructed in 2020.

##### Stormwater

The City's stormwater development code currently requires any proposed development to include stormwater facilities to facilitate a net zero impact to stormwater flows and quality. As such, the proposed property will be required, upon development, to design and install such facilities. The downstream facilities owned by the City are sufficient to allow the development of the proposed properties.

##### Transportation

The proposed properties are bounded by four public streets. These include William R Carr Ave., Arnold Ave., Vandenburg Ave., and 2<sup>nd</sup> Street. It is anticipated that the development of the proposed properties will be primarily served from William R Carr Ave. The current Right-of-way for William R Carr Ave. is 60' wide. In order to develop a "Commercial Roadway" as shown in the City's standard detail T-051 (Typical Roadway Layouts), an additional 28' of right-of-way will be required.

#### Comments from the public safety/fire department:

1. As far as Hydrant distribution that stretch along William. R. Carr, it has adequate water availability.
2. Building height is currently limited to 35 ft. If the building height is allowed to exceed 35 ft. it could limit our ability to provide protection. These items could be addressed with other fire suppression tools like sprinklers even though they may not exceed the square footage requirement. These type of things can be talked about in a plan review.

#### Public Comments:

No comments have been received from the public prior to the release of this staff report.

## FINDINGS OF FACT

1. The 6.1 acre parcel was donated to Benton County in 1976 by the Federal Government for the purposes of recreation and has a parks and perpetuity rider on the deed.
2. The property has never been developed by the County or officially put into operation for the use as a park or any other significant purpose. The 6.1 acres is mostly undeveloped land maintained by the city.
3. The City of Adair Village purchased the 6.1 acre parcel from Benton County in May of 2018.
4. The property is located in the central section of the City's Urban Growth Boundary (UGB) and abuts the city limits along the north east and west property lines.
5. The current Comprehensive Plan designation of the property is Public (P); if annexed and the recommendation is to bring the property in as Commercial – Village Center (C-1), this change would be made upon the comprehensive plan and map amendment which will come before this body for a decision.
6. The city owns all the land on the west side of William R. Carr Avenue which will be adjacent to most of the proposed annexation if approved.
7. The city has done a number of creative design charrettes to help visualize the possibilities that could come from bringing this parcel in as a commercial zone rather than keeping it public.

## DECISION CRITERIA

All requests for annexation to the City may be permitted upon authorization by the City Council in accordance with following findings:

- (a) The annexation will not have an undue adverse environmental impact.

***The annexation has no significant natural areas (wetlands and riparian corridors) that are protected under the City's Development Code, as well as state and federal regulations.***

- (b) The annexation will not have an undue adverse impact on public facilities.

***The annexation will have no undue adverse impact on public facilities. City facilities (streets, sewer, and water) are sufficient to meet the needs of this property and further engineering will be addressed at the time of development. See comments above from the city's consultant engineer.***

- (c) The annexation will not have an undue adverse impact on transportation.

***The property is adjacent to three main collector streets in the city, William R. Carr, Arnold and Vandenberg Avenues. William R. Carr is the City's main***

*collector abutting the subject parcel and with the other two major collectors intersects and disperses traffic into the city. William R. Carr is currently under-utilized for its current design but will require an additional 28' of right-of-way to accommodate any future development on the annexed property.*

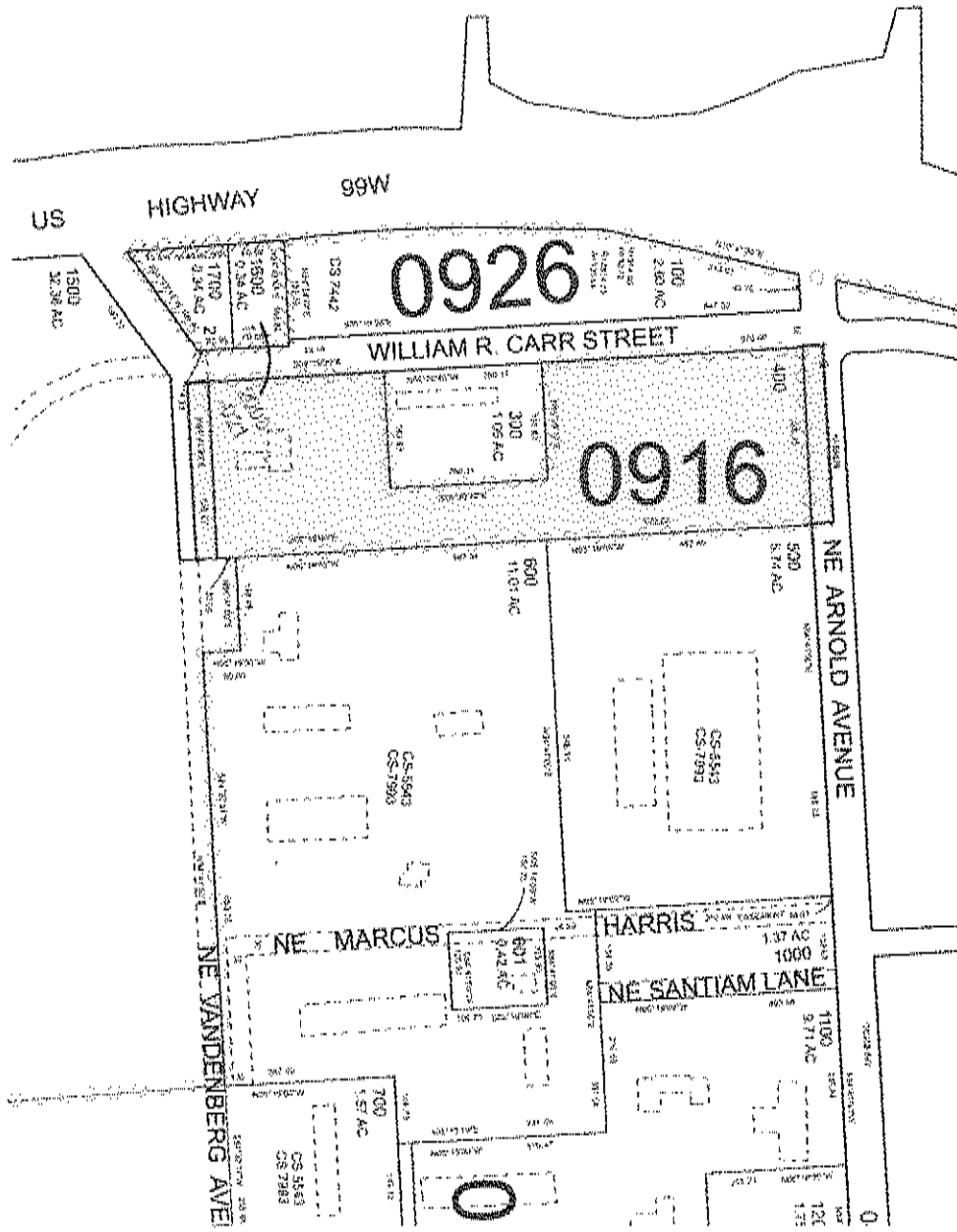
### CONCLUSION

Following the public hearing, the City Council may make a final decision on whether or not the application meets the city's applicable criteria. If the City Council finds that the decision criteria has been met, it may consider adopting the findings and direct staff to prepare an amending ordinance annexing the property into the city.

### RECOMMENDED MOTION

*"I move to adopt the findings outlined in the "Decision Criteria" as presented in the staff report (or modified by the City Council) and approve the action of annexation to bring the property described in Exhibit A - Map and Exhibit B - Legal Description into the city as C-1 (Commercial-Village Center zoning)."*

### EXHIBIT A - MAP



## EXHIBIT B

Parcel 5, Camp Adair - Park  
(Approximately 6.1 acres)

Beginning at a point 192.15 feet South and 434.90 feet N. 84° 41'E. of the Southeast corner of the George Roberts D.L.C. No. 59, in Township 10 S., Range 4 W., of the Willamette Meridian, Benton County, Oregon, which point lies on the centerline of Florence Nightingale Avenue; thence N. 84° 41'E., along the centerline of Florence Nightingale Avenue 340.35 feet; thence S. 5° 19" E. 979.00 feet to a point which lies on the centerline of Vandenburg Avenue; thence S. 84° 41' W. along the centerline of Vandenburg Avenue and its prolongation 330.07 feet to a point on the east line of the tract described as Parcel 1 in Deed Book 178, Page 67, of Benton County Deed Records; thence N. 5° 21' W. along a line common with the boundary of said Parcel 1 recorded in Deed Book 178, page 67, Benton County Records 131.65 feet to the Northeast corner of said Parcel 1; thence S. 84° 38' 40" W. along the north line of said Parcel 1 a distance of 10.19 feet; thence N. 5° 19' W. 847.36 feet to the centerline of Florence Nightingale Avenue and the point of beginning.

A portion of the above tract is designated as a County Road and is described as follows: Beginning at the Northwest corner of the above described tract -thence S. 5° 19' E. 847.36 feet; thence N. 84° 38' 40" E. 10.19 feet; thence S. 5° 21' E. 131.65 feet; thence N. 84° 41' E. 49.73 feet; thence N. 5° 19' W. 979.00 feet to a point on the north line of the above described tract, which point also lies on the centerline of Florence Nightingale Avenue; thence S. 84° 41' W. along the centerline of Florence Nightingale Avenue 60.00 feet to the point of beginning. Excepting therefrom that tract of land described as Parcel 2 in Deed Book 178, page 67, of Benton County Deed Records.

EXCEPTING THEREFROM a tract of land describe as Parcel 2 in Deed Book 178, Page 67, of Benton County Deed Records.

TOGETHER WITH improvements located thereon (Except the electrical distribution system, water system, and sanitary sewer system) and utility lead in service and lateral serving each building.

TOGETHER WITH joint use with others to discharge storm drain water over the existing storm drain system and outfall.

RESERVING TO:

The United States of America and its assigns a perpetual easement for the electrical distribution system in, on, over, under, and across the above described property, said easement being a strip of land twenty (20) feet in width, then (10) feet on each side of the



centerline of the existing electrical distribution system for the purpose of construction, operation, maintenance, repair or removal of said electrical distribution system and together with access thereto.

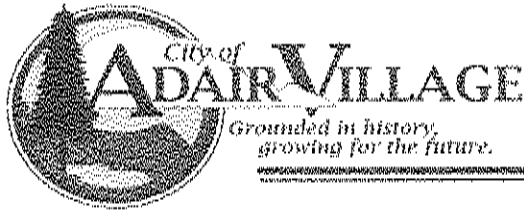
The United States of America and its assigns a perpetual easement for road purposes over the northerly thirty (30) feet and the southerly thirty (30) feet of the above described property.

SUBJECT TO:

A perpetual easement to the City of Albany, Linn County, Oregon, by Quitclaim Deed dated May 5, 1972, and Amended Quitclaim Deed No. 2 dated January 4, 1973, said easements being strips of land twenty (20) feet in width, ten (10) feet on each side of the centerline of the existing water and sanitary sewer lines for the purpose of construction, operation, maintenance, repair or removal of said utility mains and for access thereto.

Joint use by other to discharge storm drain water over that portion of the existing storm drain system located within the above described property.

Existing easements for public roads and highways, public utilities, railroads and pipelines and to other easements of record.



**BEFORE THE CITY COUNCIL FOR THE  
CITY OF ADAIR VILLAGE, OREGON**

An Ordinance Annexing To the  
City of Adair Village One Parcel )  
Comprising Approximately 6.1 Acres )  
Generally Located On the East Side of )  
William R. Carr between NE Vandenberg )  
Avenue and NE Arnold Avenue )  
Establishing an Effective Date. )

**ORDINANCE NO. 2019 - 006**

**WHEREAS**, annexation is the first step in developing lands within the urban growth boundary for timely and orderly urban growth; and

**WHEREAS**, annexation and subsequent development may provide economic and social benefits to the City of Adair Village through the creation of housing, business and commercial enterprise, creation of construction and permanent jobs and expansion of the City's tax base; and

**WHEREAS**, the City must determine that the timing of the proposed annexation is appropriate considering the extent to which municipal services and infrastructure can be logically, economically, and efficiently provided; and

**WHEREAS**, the City of Adair Village purchased the 6.1 acre parcel proposed for annexation from Benton County in May of 2018; and

**WHEREAS**, the property is located in the central section of the City's Urban Growth Boundary (UGB) and abuts city limits along the north, east and west property lines; and

**WHEREAS**, determination that the City is deficient in commercially zoned property, this parcel will be annexed with a zoning of C-1 (Commercial Village Center); and

**WHEREAS**, the City has done a number of creative design charrettes to help visualize the possibilities that could come from annexing this parcel in as a commercial zone rather than keeping it public; and

**WHEREAS**, the annexation and previous Comprehensive Plan Map Amendment will help accomplish the City's vision to develop a downtown village core for commercial and housing development; and

WHEREAS, the Planning Commission held a public hearing on October 15, 2019 and approved the findings of fact as presented in the Staff Report for compliance with applicable local and state approval criteria; and

WHEREAS, the Adair Village Planning Commission recommended that the City approve the requested annexation and forwarded the application to the Adair Village's City Council for consideration and action; and

WHEREAS, the Adair Village City Council approved the findings of fact as presented and found that the application met the criteria for annexation into the City of Adair Village; and

WHEREAS, current Oregon Revised Statute requires that such applications that are deemed to meet the City's criteria for annexation shall be declared annexed; now, therefore,

**THE CITY OF ADAIR VILLAGE ORDAINS AS FOLLOWS:**

**Section 1.** The following described real property as identified in the attached map (Exhibit A) and legal description (Exhibit B), located in Benton County, Oregon, and is hereby annexed to the City of Adair Village.

**Section 2.** Effective Date of Annexation. This annexation shall be effective upon the effective date of this ordinance; or the date of filing of the annexation records with the Secretary of State in accordance with ORS 222.177.

**Section 3.** The City Recorder is hereby directed to file copies of this annexation ordinance and all other required materials with: the Secretary of State in accordance with ORS 222.177, Benton County in accordance with ORS 222.010, any other agencies required by law, and all public utilities, electric cooperatives and telecommunications utilities affected by the Annexation Ordinance in accordance with ORS 222.005.

City of Adair Village, Oregon November 5, 2019

CITY OF ADAIR VILLAGE

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY RECORDER/CITY ADMINISTRATOR

Approved as to Form:

\_\_\_\_\_  
City Attorney

First Reading: November 5, 2019

Attachment L-1 Ordinance No. 2019-06 Annexation of 6.1 Acres

Second Reading: November 5, 2019  
By Title Only