

CITY OF ADAIR VILLAGE RESIDENTIAL BUILDABLE LANDS INVENTORY

Adair Village UGB Expansion

2332.14811.01

June 2022

Prepared for:

City of Adair Village
6030 NE William R Carr Avenue
Adair Village, OR 97330

Prepared by:



720 SW Washington Street,
Suite 750
Portland, OR 97205

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EXECUTIVE SUMMARY

- DOWL's inventory of buildable land within the City of Adair Village concludes that the City's existing Urban Growth Boundary contains insufficient residential buildable lands to accommodate forecasted population growth through the year 2042.
- As determined in the Buildable Lands Inventory (BLI), the City's existing Urban Growth Boundary consists of approximately 69 acres of vacant or partially vacant residential land. To determine the actual capacity of these lands to provide housing units, DOWL subtracted 25 percent of the buildable land area for future public infrastructure and rights-of-way as referenced in section 9.800 of the 2015 City of Adair Village Comprehensive Plan, leaving approximately 52 acres of net buildable residential land.
- DOWL calculated the housing potential of the 52 acres of net buildable residential land based on the current zoning designations and found that the land could accommodate an estimated 319 potential housing units.
- Using the 2021 Portland State University Population Research Center (PRC) 20-year population forecast for Adair Village and PRC's population interpolation template, DOWL has projected a population of 2,541 for Adair Village in the year 2042.
- Based on an average housing cohort size of 2.8 persons per unit per the 2020 US Census and allowed densities within the vacant residential zoned areas in the City, DOWL found that 392 units of housing are needed by the year 2042 and that 319 of these units can be accommodated on vacant residential lands within the Urban Growth Boundary.

1.0 INTRODUCTION

This report presents an inventory of the buildable lands within the existing Urban Growth Boundary (UGB) of the City of Adair Village as shown in Figure 1 below. The purpose of a Buildable Lands Inventory (BLI) is to document and determine the supply of land available as it relates to the long-term growth needs of the community. The inventory addresses residential land needs within the UGB. As referenced throughout this report, “UGB” refers to land within the City growth boundary, including land outside of the current City limits.

The BLI analysis structure is based on the State of Oregon Department of Land Conservation and Development (DLCD) HB 2709 workbook entitled, *Planning for Residential Growth: A Workbook for Oregon’s Urban Areas*. Task 1 of the workbook is the basis for this analysis as it lays out the steps to prepare a BLI:

1. Calculate the gross vacant acres by plan designation, including fully vacant and partially vacant parcels.
2. Calculate gross buildable vacant acres by plan designation by subtracting unbuildable acres from total vacant acres.
3. Calculate net buildable vacant acres by plan designation by subtracting land for future facilities from gross buildable vacant acres.
4. Calculate total net buildable acres by plan designation by adding redevelopable acres to net buildable vacant acres.¹

DOWL’s analysis of buildable land included all residentially designated land in the Adair Village Comprehensive Plan within the City Urban Growth Boundary. DOWL used the most up to date Benton County tax lot data for the BLI. The analysis builds off of the tax lot data, identifying all land within tax lots that fall within the UGB to estimate the amount of buildable land by residential plan designation.

This report contains two separate analyses. First, is a Buildable Lands Inventory of all parcels within the City’s current UGB to determine available buildable acreage. Second, is an analysis of the most recent population forecasts from Portland State University Population Research Center (PRC). DOWL has used the population forecast to estimate the City’s residential land need.

¹ State of Oregon DLCD, *Planning for Residential Growth: A Workbook for Oregon’s Urban Areas*. DLCD Urban Planning Documents, June 1997. https://www.oregon.gov/lcd/UP/Documents/planning_for_residential_growth.pdf

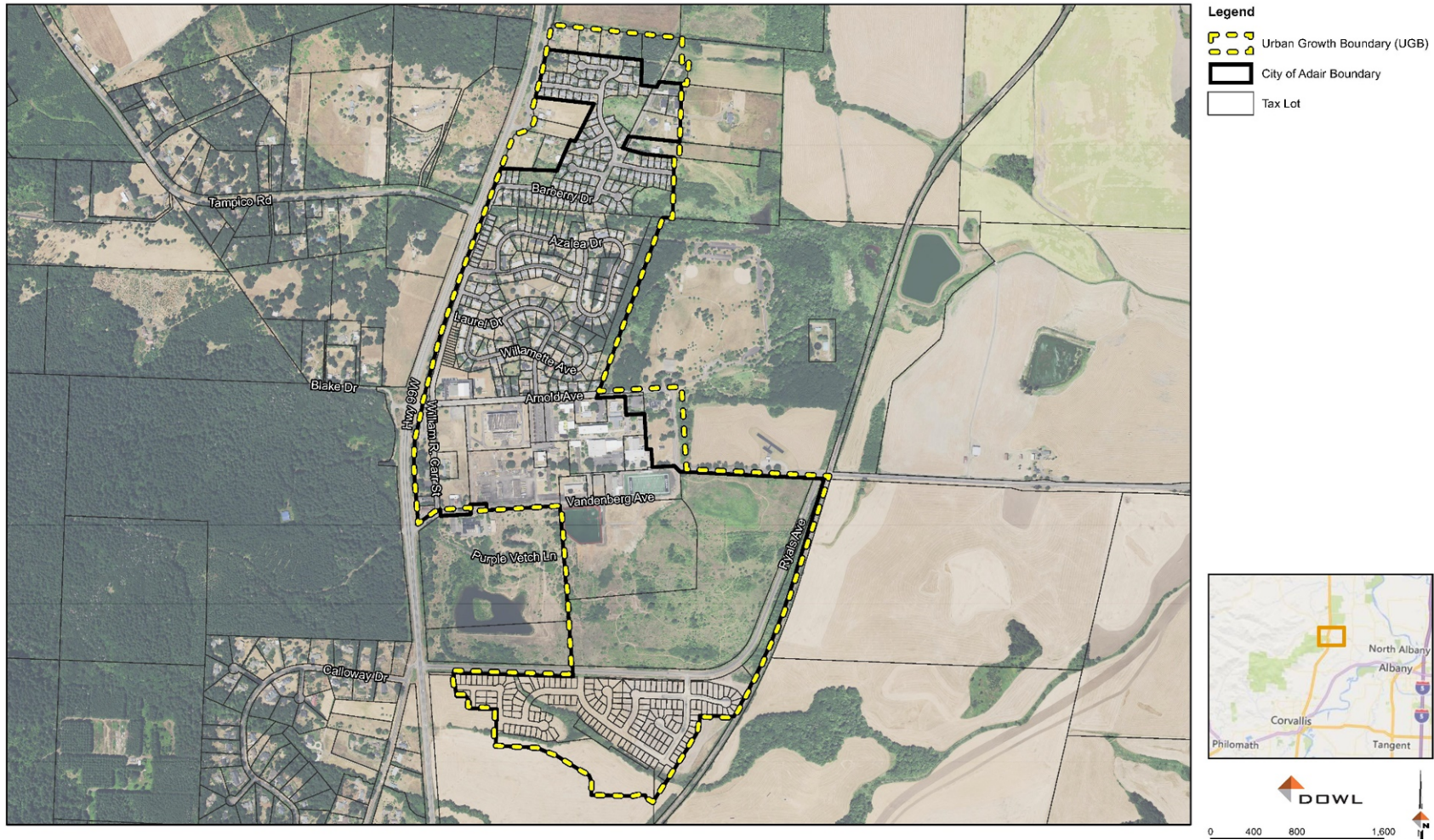


Figure 1: Buildable Lands Inventory: Overview Map of City of Adair Village

2.0 RESIDENTIAL BUILDABLE LAND INVENTORY

2.1 BLI Methodology

The Simplified Urban Growth Boundary Methodology is identified in Oregon Administrative Rule (OAR) 660-038-0060 – Buildable Lands Inventory (BLI) for Residential Land within the UGB. The rules list the following requirements:

- Classification of residential districts into low-density (8 dwelling units per acre or less); medium density (between 8 and 16 dwelling units per acre); and high density (greater than 16 dwelling units per acre). (660-038-0060(1)(B))
- For residential district parcels:
 - o Identify vacant land as any parcel at least 3,000 square feet in size with an improvement value of less than \$10,000. (660-038-0060(2))
 - o For lots at least one-half acre in size that contain a single-family residence, subtract one-quarter acre for the residence and count the rest of the lot as vacant land. For lots that contain more than one single family residence, or other uses, use aerial photography or other method to identify vacant land. These lots are classified as “partially vacant.” (660-038-0060(3))
 - o The following lots are excluded: dedicated open space, private streets, common areas, utility areas, conservation easements, schools and other public facilities, rights of way, and other institutions. (660-038-0060(3))
- Determine the amount and location of vacant and partially vacant land at all density levels. (660-038-0060(4))

Figure 2 below shows the densities assumed for low, medium, and high-density residential districts. These assumed densities are consistent with allowed densities set forth by the City of Adair Village Land Use Development Code. The City of Adair Village sets forth density allowances for residential low-density (R-1), residential medium density (R-2), and residential high density (R-3). The R-1 Zone allows dwelling units on a 10,000 square foot minimum lot size which equates to approximately 4.4 dwelling units per acre. The R-2 Zone allows dwelling units on an 8,000 square foot minimum lot size which equates to approximately 5.4 housing units per acre. Finally, the R-3 Zone allows dwelling units on a 6,500 square foot minimum lot size which equates to approximately 6.7 dwelling units per acre. Additionally, OAR 660-038-0070 describes reductions of buildable land for natural resources.

Table 2: Land Need

Table 2 OAR 660-038-0050(1): To determine the net land needed for each category of residential development over the 14-year period, the city must divide the number of needed units determined in OAR 660-038-0040 by the number of dwelling units per acre from the ranges in Table 2.

	Low	Medium	High
Eastern Oregon*			
Population Less than 2,500	5 to 6.5 du/ac.	10-15 du/ac.	
Population 2,500-10,000	5 to 6.5 du/ac.	10-12 du/ac.	15-24 du/ac.
Population 10,000-25,000	5 to 6.5 du/ac.	10-12 du/ac.	15-24 du/ac.
Population 25,000 or greater	5 to 6.5 du/ac.	10-14 du/ac.	15-33 du/ac.
Outside of Eastern Oregon			
Population Less than 2,500	5 to 6 du/ac.	10-15 du/ac.	
Population 2,500-10,000	5 to 6 du/ac.	10-12 du/ac.	15-24 du/ac.
Population 10,000-25,000	6 to 7 du/ac.	10-12 du/ac.	15-24 du/ac.
Population 25,000 or greater	6 to 7 du/ac.	12-15 du/ac.	20-33 du/ac.

*Eastern Oregon consists of the following counties: Baker, Gilliam, Grant, Harney, Klamath, Lake, Malheur, Morrow, Sherman, Umatilla, Union, Wallowa, and Wheeler.

Figure 2: OAR 660-038-050(1) Table

Identify Residential Land

Residential land must meet one of the following criteria for the BLI analysis:

- Land with a comprehensive plan designation of “Residential” within city limits.
- Land with a county residential zoning designation within the City’s UGB.

Other land (Commercial, Limited Industrial, Public Use, Educational Facilities) is generally excluded as it is not intended for residential purposes. The City’s code (Section 4.121) allows for second story residences above commercial in the C-1 Commercial – Village Center zone. However, all properties designated C-1 are developed. Therefore, for purposes of this analysis, DOWL omitted all C-1 zoned properties.

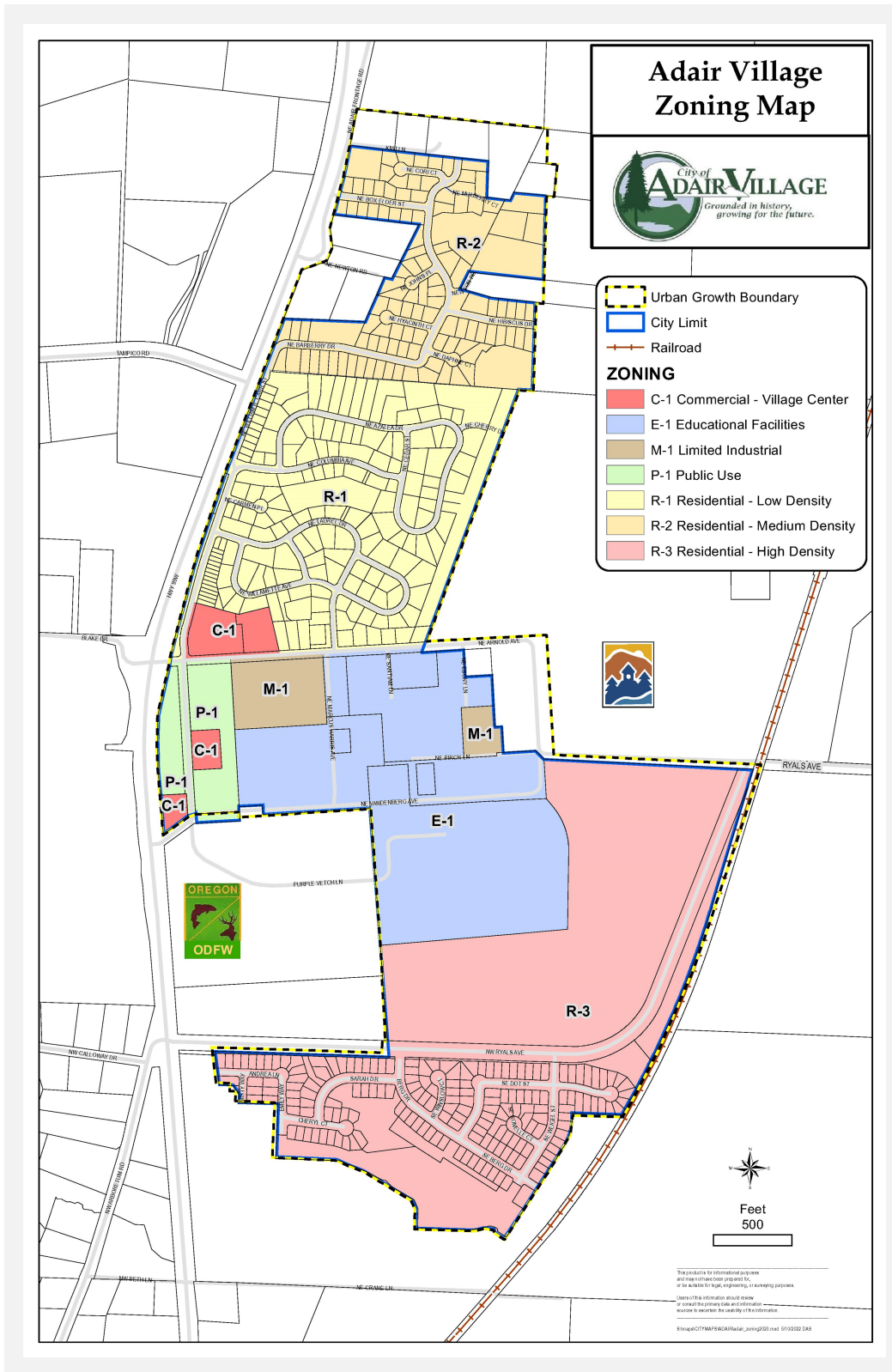


Figure 3: City of Adair Village Zoning Map

Identify Environmental Constraints and Natural Hazards

DOWL conducted an analysis of Benton County GIS data in order to remove lands where development is constrained due to environmental resources, hazards, or topography. The constraints listed below have been included in the BLI and are shown below in Figure 3:

- Floodplain: Areas within the 100-year FEMA floodplain

The environmentally constrained areas, identified in Figure 4 on the following page, were deducted from the total area of the parcel to estimate the total buildable potential of each parcel of land.

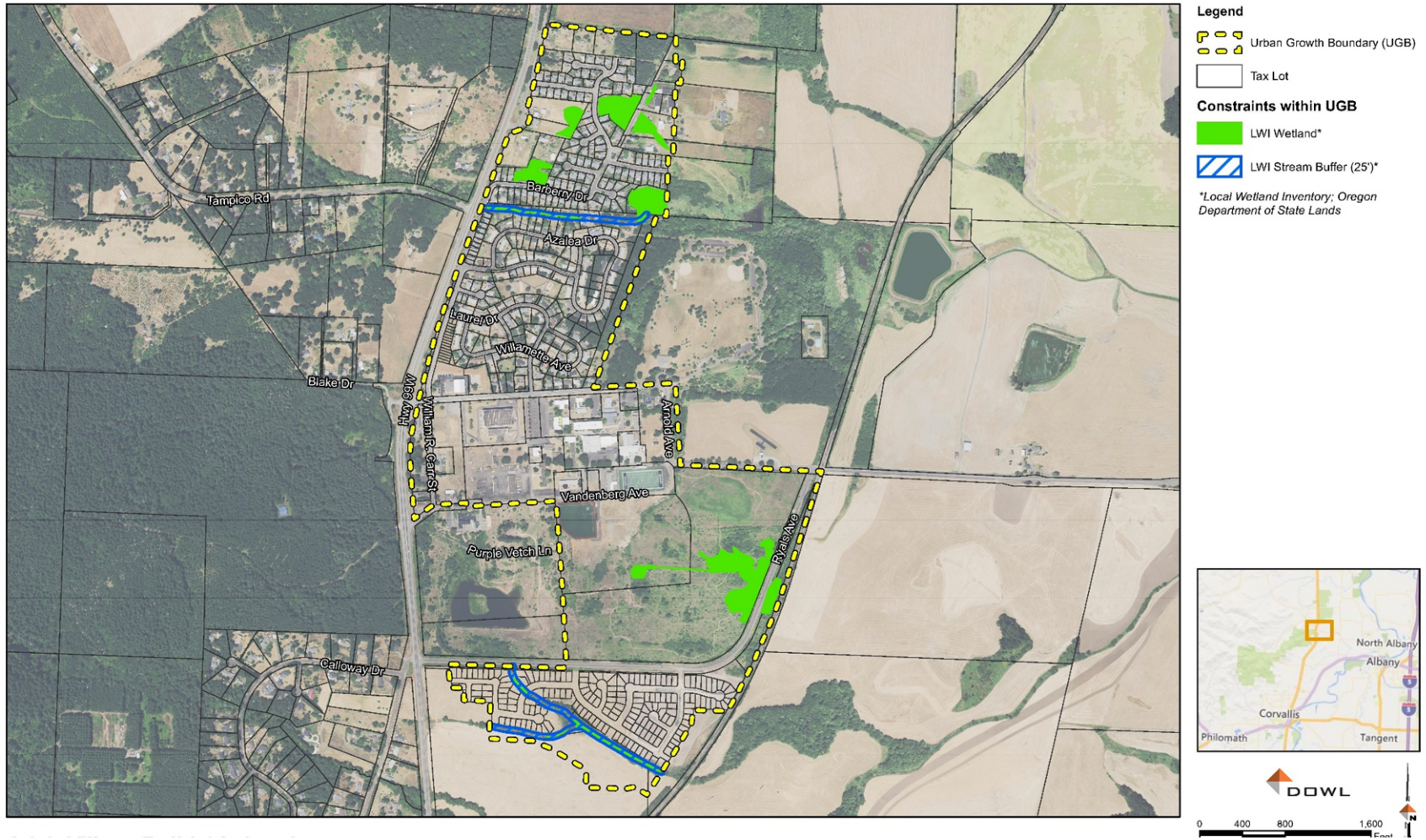


Figure 4: Environmental Constraints

Classify Parcels by Development Status and Estimate Housing Unit Capacity

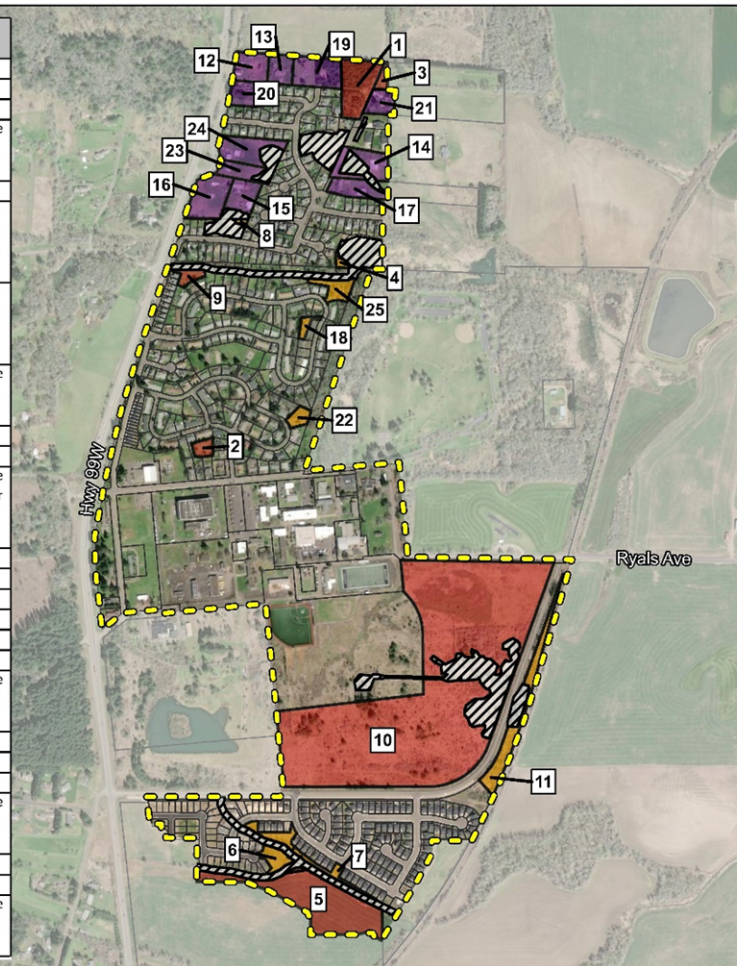
Parcel classification is used to separate parcels into developable and non-developable categories. Each parcel in the City of Adair Village and its adjacent UGB was classified based on its potential for accommodating new residential development. The classification is based on its potentially buildable area on the parcel and the valuation of improvements. The GIS analysis and figures in this report are limited to residential zones only. Improvement values are sourced from Benton County Tax Assessment data. All relevant parcels were classified into four categories. These categories are:

- **Developed:** Improvement value of more than \$10,000, but do not meet Partially Vacant or Constrained criteria.
- **Constrained:** Parcels with less than 3,000 square of unconstrained land. Constrained assumes that the area of the lot is too small to be developable.
- **Partially Vacant:** Parcels that meet the definition of partially vacant under OAR provision 660-038-0060(3). These parcels have an existing dwelling, an improvement value greater than \$10,000, and are at least a half-acre in size. As determined in state provisions, a quarter-acre was removed from the unconstrained area of these parcels.
- **Vacant:** Parcels that are vacant with sufficient area for development and a minimum of 3,000 square feet of unconstrained land. They must also have an improvement value of less than \$10,000 or tax assessor code that identifies the parcel as residentially zoned and vacant.

Aerial imagery was used in some cases to determine development status. Land classification was reviewed by City of Adair Village staff. After consultation with City staff and the City engineering consultant, multiple parcels were removed from consideration in this analysis (See Appendix 1).

To estimate housing unit capacity, each parcel's capacity was estimated based on the City's zoning designation. For each zone, a projected density was calculated based on the minimum lot size standards of the zone. Then, that projected density was applied to the buildable acres on each parcel to estimate housing capacity measured in units. The housing unit capacity was rounded to the nearest whole number to reflect the actual maximum amount of permitted units.

Map ID	Taxlot	OWNER	Buildable Acres	Notes
1	4000	AMANDI ANTONIO & ELIZABETH C, TR	2.72	
2	201	DEMERS DENNIS L,AG	0.48	
3	600	AMANDI ANTONIO & ELIZABETH C, TR	0.34	
4	2000	CREEKSIDE AT ADAIR HOMEOWNERS	0.18	Property eliminated due to stream and wetland limitations
5	205	WEIGEL RONALD C	7.22	
6	6300	CALLOWAY CREEK HOMEOWNERS ASSOCIATION	1.59	Property eliminated as dedicated open space within Calloway Creek Subdivision
7	11300	CALLOWAY CREEK HOMEOWNERS ASSOCIATION	0.62	Property eliminated as dedicated open space within Calloway Creek Subdivision
8	1900	CREEKSIDE AT ADAIR HOMEOWNERS	0.10	Property eliminated due to stream and wetland limitations
9	1000	WRIGHT MARY LEE	0.48	
10	400	SANTIAM CHRISTIAN SCHOOLS INC	44.58	
11	400	SANTIAM CHRISTIAN SCHOOLS INC	2.37	Property eliminated due to not enough room for alternate access off of arterial
12	3700	YANEZ ERIC & BETHANY J	1.22	
13	3800	LOPEZ OMAR GENARO	0.84	
14	1500	SWARBRICK DAVID & MEGAN	1.35	
15	1800	NEVILLE STUART E & CORLISS J, TR	1.10	
16	1700	JONES ALMON O III,TR	2.02	
17	1000	WRIGHT THOMAS E & CAROLINE C	1.04	
18	800	HUBELE CURTIS J & DEANNA R	0.31	Property eliminated due to stream and wetland limitations
19	3900	AMANDI ANTONIO & ELIZABETH C, TR	1.90	
20	3600	DICKSON CALEB P & MARIANNE	0.75	
21	4100	AMANDI ANTONIO & ELIZABETH C, TR	0.75	
22	3500	BULLARD SOPHIE J	0.26	Property eliminated due to stream and wetland limitations
23	1600	LOWDEN IRONA S	0.76	
24	4200	LOWDEN IRONA S	1.67	
25	1600	THAYER ROBERT F & RENA K, TR	0.66	Property eliminated due to stream and wetland limitations



Legend

- Buildable Lands (Vacant)
- Buildable Lands (Partially Vacant)
- Property Removed from BLI
- Urban Growth Boundary (UGB)
- Taxlot within UGB
- Constraints within UGB

Figure 5: Development Status

2.2 Key Findings and Results

- As noted in Tables 1 and 2 below, a total of 71.98 gross acres of vacant and partially vacant acres of residentially zoned land exist within the City’s UGB. After applying the required one-quarter acre deduction of land area from each partially vacant lot pursuant to OAR 660-038-0060(3) and a further deduction of 25 percent for required infrastructure per Adair Village Comprehensive Plan Section 9.800 Growth Management, DOWL determined that the total net buildable land area in the City’s UGB is 51.92 acres.
- The majority of Adair Village’s current developable residential land is located within the approximately 44.58-acre Santiam Christian Schools, Inc. parcel in the southern part of the City. This parcel is currently zoned R-3 (Residential – High Density). DOWL is aware that this site contains a large wetland complex, identified in the March 22, 2012, Department of State Lands Local Wetlands Inventory as an Emergent Seasonally Flooded (PEMC) wetland. DOWL is aware that there is a preliminary development proposal on the property that includes a more current delineation that does not conform to the DSL LWI mapped wetland. It should be noted that if development plans for the Santiam Christian Schools site reveal that the wetland is greater than mapped and/or preserves a larger area due to protected buffers and/or updated mapping, additional residential land may be needed to satisfy the City’s 20-year land need.
- Many parcels identified as vacant through GIS research and review of aerial photography were determined to be undevelopable due to stream and wetland limitations, commitments to open space, and access limitations.
- The approximately 8.07-acre parcel of land along the south boundary of the City, owned by Calloway Creek LLC, was included as it is still undeveloped but there are currently plans to develop. Once developed, this will lead to a reduction in the amount of developable residential land.

Table 1: Development Status

Parcel Status	Vacant Acres (Gross)
Partially Vacant*	16.15
Vacant	55.83
Total	71.98

Source: DOWL calculations using Benton County GIS Data

*For Partially Vacant, 0.25 acres is removed from each parcel as part of the gross-to-net calculation in Table 2.

Table 2: Potentially Buildable Acres by Zoning Designation

Zoning Designation	Gross Vacant Acres			Net Vacant Acres ²
	Partially Vacant	Vacant	Total	
R-1	13.55	4.03	17.58	11.49
R-2	2.60	0	2.60	1.57
R-3	0	51.80	51.80	38.85
Subtotal	16.15	55.83	71.98	51.92
Net Buildable Acres	10.05	41.87	51.92	--

Source: DOWL calculations using Benton County GIS Data

3.0 RESIDENTIAL LAND NEED

3.1 Forecast for Housing Growth

Per ORS 195.033(3) and OAR 660-032-0020, the City of Adair Village is required to use the official population forecast issued by PRC for comprehensive urban growth planning. DOWL used PRC's 2022 forecast to estimate the Residential Land Need for the 20-year forecast window.³

Table 3: City of Adair Village Population Growth 2022-2042

PSU Population Forecast		Change 2022-2042 (number)	Change 2022-2042 (percent)	Average Annual Growth Rate (AAGR)
2022	2042			
1,416	2,541	1,125	79.4	4.0%

Source: Population Research Center, Portland State University, June 30, 2021, DOWL calculations

DOWL then calculated the projected housing unit capacity for the City of Adair Village based on current density (units per acre) permitted in the residential zoning designation of the respective parcels.

²After subtracting 25% of acreage to account for public infrastructure .25 acres for each partially vacant lot

³PRC's population estimate for Adair Village, provided in 2021, estimated a population of 2,279 city residents in 2040. PRC's population interpolation template which applies an average annualized growth rate to estimate population in future years, estimates that the 2042 city population will be 2,541 residents.

Table 4: Housing Unit Capacity by Zone

Zoning Designation	Estimated Housing Unit Capacity		
	Net Buildable Acres	Projected DU/Net Acre	Projected Housing Capacity
R-1	11.49	4.4	50
R-2	1.57	5.4	8
R-3	38.85	6.7	260
Total	51.92	--	318

Source: DOWL calculations using Benton County GIS Data

3.2 Summary

As noted in Table 5 below, this study finds that the City of Adair Village has buildable residential acreage within its UGB to accommodate 319 units, leaving a deficit of residential land to accommodate the additional 73 units needed to meet the 2042 population forecast.

Following an initial screen for vacant and partially vacant properties using GIS, DOWL conducted a site-by-site assessment of the GIS-generated list of vacant and partially vacant properties to determine if any of these sites should be eliminated from the buildable land assessment by applying the buildable criteria found in OAR 660-038-0060(3)(c). Specifically, OAR 660-038-0060(3)(c) states that the City *shall* exclude the following lots and parcels from the BLI:

(A) *Lots and parcels, or portions of a lot or parcel, that are designated on a recorded final plat as open space, common area, utility area, conservation easement, private street, or other similar designation without any additional residential capacity.*

(B) *Lots and parcels, or portions of a lot or parcel, that are in use as a school, utility, or other public facility, or are dedicated as public right of way.*

(C) *Lots and parcels, or portions of a lot or parcel, which are in use as a non-public institution or facility, including but not limited to private schools and religious institutions. The excluded lots and parcels or portions of lots and parcels may not include vacant or unimproved lands that are owned by the non-public institution or facility.*

Based on applying the above criteria, approximately eight parcels of residential land totaling 6.85-acres were eliminated from the BLI.

As discussed above, the City’s engineering consultant, Civil West, provided DOWL with a memorandum, dated March 15, 2022, that details the various reasons why particular vacant and partially vacant properties should be considered unbuildable (See Appendix 1). While many of these reasons directly address criteria in OAR 660-038-0060(3)(c) other reasons included practical impediments to development such as high cost of utility and roadway improvements, necessary demolition, reluctance of ownership to annex and access limitations. While DOWL is in agreement that, as a practical matter, these constraints inhibit the development of these parcels, DOWL determined that these limitations do not expressly require their elimination per 660-038-0060(3)(c). At their discretion, the City could seek to pursue a more nuanced review of

these additional parcels and, through discussions with Benton County and the state, to determine if these properties could be eliminated from consideration as buildable.

Additionally, should further permitting on the Santiam Christian Schools site reveal a lesser capacity than the assumed 260 housing units, a near-term need for more buildable residential land could be required.

In summary, DOWL’s technical review of lands within the City’s UGB has revealed a deficit of housing capacity within the City’s UGB and that lands are needed to accommodate 73 additional units.

Table 5: Residential Land Need

Combined Projected Housing Capacity ⁴	Projected Housing Need ⁵	Housing Deficit
678 units	743 units	73 units

Source: DOWL calculations using Benton County GIS Data, PSU Population Research Center Data, and 2020 Census Data

⁴ Projected Housing Capacity calculated by adding together current City of Adair Village housing units (2020 Census Data) and the Projected Housing Capacity from Table 4.

⁵ Projected Housing Need calculated from PSU Population forecasted growth at 2.87 people per household per the 2020 Census data.

APPENDIX 1: BUILDABLE LANDS ASSESSMENT MEMORANDUM



South Coast Office
486 E Street
Coos Bay, OR 97420

Willamette Valley Office
200 Ferry Street SW
Albany, OR 97321

Rogue Valley Office
830 O'Hare Parkway, Suite 102
Medford, OR 97504

North Coast Office
609 SW Hurbert Street
Newport, OR 97365

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▪ **MEMORANDUM** ▪

TO City of Adair Village 6080 William R Carr Ave. Adair Village, OR	DATE 3/15/2022	JOB NO 1001-001.01
	ATTN Pat Hare	
	RE Buildable Lands Assessment	

This memorandum summarizes the development potential of properties located within the City of Adair Village Urban Growth Boundary (UGB) which are currently undeveloped or only partially developed.

These properties are identified in the buildable lands map shown on the following page.

There are a number of lots within the City that are currently within the UGB. Some are within the City limits, some are not. These lots are considered “partially developed” based on the parcel size and allowed density within the current zoning.

Although many of these parcels are large enough that they could be divided into multiple properties, in most cases, there are obstacles which prevent that division from occurring. This memorandum summarizes the analysis of each property to determine the impediments to further development of the properties.

Map ID #s 1, 3 & 21 (2.72, 0.34, and 0.75 acres respectively):

These properties are outside of the City Limits but within the UGB. Considerations for the development of this parcel includes access, water service and sewer service. Access to the property would be via Newton Road, which is an undeveloped private road. Roadway improvements, including ROW dedication, water and sewer service would all need to be extended up Newton Road at a cost of approximately \$600,000. For the development of a total of 3 acres, this is not feasible.

Map ID #2 (0.48 acres):

This property is landlocked (no public access) and is therefore undevelopable. Residential buildings surround the property making future access impossible without the demolition of existing residences. Development of this property is not feasible.

Map ID #s 4, 18, 22, & 25 (0.18, 0.31, 0.26, and 0.66 acres respectively):

These properties are part of larger properties and are limited by water (streams & wetlands). The cost to develop these small properties would necessarily include the demolition of the residences currently on the lots. Development of these properties is not feasible.

Map ID #5 (7.22 acres)



South Coast Office
486 E Street
Coos Bay, OR 97420

Willamette Valley Office
200 Ferry Street SW
Albany, OR 97321

Rogue Valley Office
830 O'Hare Parkway, Suite 102
Medford, OR 97504

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609 SW Hurbert Street
Newport, OR 97365

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This property is currently being developed as phase 4 of Calloway Creek. Development of this lot IS feasible.

Map ID #s 6, & 7 (1.59 & 0.62 acres respectively):

These properties are dedicated open space within the Calloway Creek Subdivision and are owned and maintained by the home-owner association. Development of these properties is not feasible.

Map ID #8 (0.10 acres):

This property is surrounded by wetlands and dense residential. It is landlocked and is too small to effectively develop. Development of this property is not feasible.

Map ID #9 (0.48 acres):

Although this property technically has frontage onto a public street, the frontage is all encumbered by drainage facilities effectively land-locking this parcel. Development of this property is not feasible.

Map ID #10 (44.58 acres):

This property IS developable.

Map ID #11 (2.37 acres):

This property is wedged in between Ryals Avenue and the Railroad. Because Ryals Avenue is an arterial roadway, fronting development onto the road is not allowed. There is not enough room for alternate access. This parcel is not developable.

Map ID #s 12, 13, 19, & 20 (1.22, 0.84, 1.90 & 0.75 acres respectively):

These properties lie on the north side of the City. These properties all have residences on the property with values at or over \$500,000. Development of these properties would require the demolition of the existing structures, and would be prohibitively expensive. There is also limited sewer and water service to these properties without extensive off-site extensions. These parcels are not developable.

Map ID #s 14 & 17 (1.35 and 1.04 acres respectively):

These properties are on the northeast side of the City and would front off of Newton Road, which is an undeveloped private road. Sewer and Water service would need to be extended up Newton Road. Cost estimates for offsite work, including ROW acquisition is \$250,000. In addition to offsite work, these properties slope to the east, requiring a sewer lift station to provide sewer service. These parcels are not developable.

Map ID #s 15, 16, 23, and 24 (1.10, 2.02, 0.76, and 1.67 acres respectively):

These parcels are outside of the City Limits but within the UGB. Access to these properties is off of Adair Frontage Road (ODOT controlled). The owners of these properties have not opted to be annexed into the City and have indicated their desire to remain "rural". These properties are not developable.

Civil West

Engineering Services, Inc.



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Rogue Valley Office
830 O'Hare Parkway, Suite 102
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Willamette Valley Office
200 Ferry Street SW
Albany, OR 97321

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609 SW Hurbert Street
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