

# CITY OF ADAIR VILLAGE COMPREHENSIVE PLAN

2015

## ARTICLE 9 ADAIR VILLAGE COMPREHENSIVE PLAN

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## **SECTION 9.100 PLANNING**

The Adair Village Comprehensive Plan (the Plan) is directed towards meeting the applicable Statewide Planning Goals and Guidelines of the Oregon Land Conservation and Development Commission (LCDC).

This introductory element specifically addresses the first two goals. **Goal 1, Citizen Involvement** reads: "To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process".

The Adair Village Plan was developed and adopted with extensive citizen participation over a period of three years. Provisions are also included in this element for continued citizen involvement in the planning process.

LCDC **Goal 2, Land Use Planning** reads in part: "To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions."

The extensive inventories undertaken during preparation of the Comprehensive Plan, in addition to previous studies identified in the bibliography, provide the factual basis for the plan. Utilizing this factual data, the Planning Commission and City Council, with the assistance of citizen involvement, evaluated alternative courses of action and made final policy choices, taking into consideration social, economic, energy and environmental needs. The information, policies and recommendations of the entire Plan are directed towards meeting Goal 2.

This introductory element describes the basic process used for land use planning in the Adair Village area and also describes the location of the City and the planning area that was analyzed during the planning process. Also included is the description of the development and purpose of the Plan; the state goals addressed; the citizen and agency programs utilized; a description of the structure and use of the Plan; the general recommendations adopted for Plan implementation.

Other specific planning issues are then addressed in each of the other plan elements.

## **SECTION 9.110 CITY OF ADAIR VILLAGE**

### **Location**

Adair Village is located on Pacific Highway 99 West, eight miles north of Corvallis, the Benton County seat. It is also only eight miles northwest of Albany, the Linn County seat. The City is situated on the western edge of the Willamette Valley on a foothill ridgeline of the Coast Range Mountains at an elevation of 328 feet above sea level.

The City is part of the former Adair Air Force Station, headquarters of the Portland air Defense Sector constructed in 1957. The base was abandoned and declared surplus by the federal government in 1969 and was subsequently acquired by various public agencies and private developers. Acquisition of housing parcels by individual property owners provided the basis for incorporation in 1976. For additional information see the Historical Background summary in **Section 9.800, Growth Management**.

### **Planning Considerations**

Adair Village is located within the North Benton Planning Area of Benton County. The North Benton Citizen Advisory Committee and members of the Benton county planning staff provided background data for the area to assist the City in the planning process.

A Planning Area was mutually agreed upon containing approximately 1082 acres surrounding the City and was considered to be an area of influence that could have an impact on the community.

Urban Growth Boundaries (UGB) was established by mutual agreement containing 146 acres outside of the City. Of that total 128 acres of the Southern UGB Area have been annexed to the City leaving only 18 acres in the Northern UGB Area. See **Table 9.800 B** in the Growth Management **Section 9.800** for more detail.

The City has outright planning responsibility for the area within the City Limits. The City, County and the North Benton Citizen's Advisory Committee cooperated in the planning process for the Planning Area outside the City Limits and have agreed to the land use designations and standards for the area. A City/County Agreement that establishes guidelines and procedures for cooperative review and action on planning and development proposals for the Planning Area, the Urban Growth Area and an Area of Concurrence for a portion of the Tampico Road Area was approved.

The Plan will be adopted by the Adair Village City Council after public hearings and will be reviewed and revised as needed on a periodic basis to take into account changing conditions and community attitudes.

The Plan, supporting documents, and implementing ordinances will be maintained on file in the Adair Village City Hall and are easily accessible to the public.

### **SECTION 9.120 COMPREHENSIVE PLANNING**

The purpose of the Comprehensive Plan is to provide guidelines for conservation and development of community resources and to promote the public health, safety and general welfare of community residents. It is intended to ensure that the City's livability will be enhanced rather than weakened in the face of growth and change. It should not

be considered a detailed development proposal, nor is it intended to offer solutions for problems that will require action at higher governmental levels. Nevertheless, local officials, public agencies, and private citizens are continually confronted by developmental decisions that can be facilitated if a general plan for future growth is established.

**ORS Chapter 197**, administered by the Land Conservation and Development Commission (LCDC), requires that cities and counties adopt comprehensive plans and ordinances that meet statewide planning goals and guidelines. **ORS 197.010** provides the basic policy by stating that comprehensive plans:

1. Must be adopted by the appropriate governing body at local and state levels.
2. Are expressions of public policy in the form of policy statements, generalized maps and standards and guidelines.
3. Shall be the basis for more specific rules, regulations and ordinances that implement the policies expressed through the comprehensive plans.
4. Shall be prepared to assure that all public actions are consistent and coordinated with the policies expressed through the comprehensive plans.
5. Shall be regularly reviewed and, if necessary, revised to keep them consistent with the changing needs and desires of the public they are designed to serve.

**ORS 197.175** more specifically outlines local government responsibility when it states, "...each city and county in this state shall:

1. Prepare and adopt comprehensive plans consistent with statewide planning goals and guidelines approved by the commission (LCDC) and
2. Enact zoning, subdivision and other ordinances or regulations to implement their comprehensive plans."

**ORS 197.015** (4) provides the official definition of Comprehensive Plan as follows:

"Comprehensive plan" means a generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county or special district that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational systems, recreational facilities, and natural resources and air and water quality management programs. "Comprehensive" means all-inclusive, both in terms of the

geographic area covered and functional and natural activities and systems occurring in the area covered by the plan. "General nature" means a summary to policies and proposals in broad categories and does not necessarily indicate specific locations of any area, activity or use. A plan is "coordinated" when the needs of all levels of governments, semipublic and private agencies and the citizens of Oregon have been considered and accommodated as much as possible. "Land" includes water, both surface and sub-surface, and the air.

The Comprehensive Plan for Adair Village is the City's official policy guide for conservation and development of community resources. It is intended to ensure that the City's livability will be enhanced rather than weakened in the face of growth and change and is designed to promote the public health, safety and general welfare of community residents.

The Comprehensive Plan is the document through which the citizens of Adair Village will implement their choices on how growth and change will occur and how it will be managed. It should not be considered a detailed blueprint for specific development proposals, but a general guideline within which public officials and private citizens can coordinate their individual developmental decisions.

## **SECTION 9.130 STATEWIDE PLANNING GOALS AND GUIDELINES**

The City of Adair Village recognizes its responsibility to include consideration of the Statewide Planning Goals and Guidelines as adopted by the land Conservation and Development commission (LCDC). To fulfill this responsibility, the City has included consideration of the following goals:

- Goal 1      Citizen Involvement:** To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.
- Goal 2      Land Use Planning:** To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.
- Goal 3      Agriculture Lands:** To preserve and maintain agricultural lands.
- Goal 4      Forest Lands:** To conserve forest lands for forest uses.
- Goal 5      Open Spaces, Scenic and Historic Areas, and Natural Resources:** To conserve open space and protect natural and scenic resources.

- Goal 6**      **Air, Water and Land Resources Quality:** To maintain and improve the quality of the air, water and land resources of the state.
- Goal 7**      **Areas Subject to Natural Disasters and Hazards:** To protect life and property from natural disasters and hazards.
- Goal 8**      **Recreational Needs:** To satisfy the recreational needs of the citizens of the state and visitors.
- Goal 9**      **Economy of the State:** To diversify and improve the economy of the state.
- Goal 10**     **Housing:** to provide for the housing needs of the citizens of the state.
- Goal 11**     **Public Facilities and Services:** To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.
- Goal 12**     **Transportation:** To provide and encourage a safe, convenient and economic transportation system.
- Goal 13**     **Energy Conservation:** To conserve energy.
- Goal 14**     **Urbanization:** To provide for an orderly and efficient transition from rural to urban land use.

**Applicability of Goal Topics**

The following tabulation indicates the applicability of LCDC Goals to the Adair Village Planning Area:

<b>Goal Topic</b>		<b>Goal Topic</b>	
3. Agricultural Lands	<u>Yes</u>	7a. Flooding	<u>No</u>
4. Forest Lands	<u>Yes</u>	7b. Erosion Areas	<u>No</u>
5a. Open Space	<u>Yes</u>	7c. Landslide Areas	<u>No</u>
5b. Mineral Aggregate	<u>No</u>	7d. Weak Foundation Soils	<u>Yes</u>
5c. Energy Sources	<u>No</u>	7e. Other Natural Hazards	<u>Yes</u>
5d. Fish & Wildlife Habitat	<u>Yes</u>	8. Recreation	<u>Yes</u>
5e. Ecological, Scientific Natural Areas	<u>No</u>	9. Economy	<u>Yes</u>



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5f. Scenic Views and Sites	<u>No</u>	10. Housing	<u>Yes</u>
5g. Water Areas	<u>Yes</u>	11a. Schools	<u>Yes</u>
5h. Wetlands	<u>Yes</u>	11b. Water Supply	<u>Yes</u>
5i. Watersheds	<u>Yes</u>	11c. Sewage Disposal	<u>Yes</u>
5j. Groundwater Resources	<u>Yes</u>	11d. Drainage	<u>Yes</u>
5k. Wilderness	<u>No</u>	11e. Solid Waste	<u>Yes</u>
5l. Historic Areas, Structures	<u>Yes</u>	11f. Other Facilities, Services	<u>Yes</u>
5m. Cultural Areas	<u>No</u>	12a. Highways, Roads, Streets	<u>Yes</u>
5n. Recreation Trails	<u>Yes</u>	12b. Bicycle, Pedestrian Transportation	<u>Yes</u>
5o. Wild, Scenic Waterways	<u>No</u>	12c. Transit	<u>Yes</u>
6a. Air Resource Quality	<u>Yes</u>	12d. Rail Transportation	<u>Yes</u>
6b. Water Resource Quality	<u>Yes</u>	13. Energy Conservation	<u>Yes</u>
6c. Land Resource Quality	<u>Yes</u>	14. Urbanization	<u>Yes</u>

Goal topics with a "no" indication are not given detailed consideration in the Plan since these elements do not exist within the Planning Area or the topic does not apply.

**SECTION 9.140 ADAIR VILLAGE CITIZEN INVOLVEMENT PROGRAM**

The City of Adair Village recognizes its responsibilities under the Statewide Planning Goals and Guidelines as adopted by the Land conservation and Development Commission to prepare, adopt and implement a "Citizen Involvement Program." This program is intended to assure that all citizens have an opportunity to be involved in all phases of the planning process.

In order to fulfill this responsibility, the City has adopted the following Citizen Involvement Program:

1. Designation of the Adair Village Planning Commission as the Committee for Citizen Involvement.

2. Open public meetings will be conducted by the Planning Commission at key points during the course of the planning program. Through these meetings, citizens will be given the opportunity to participate in planning activities such as data collection, plan preparation and plan implementation.
3. In order that citizens will have the opportunity to be well informed of Planning Commission and City Council meetings, meeting notices will be mailed and posted in the area, and notices of meetings may be publicized in the Corvallis and/or Albany newspapers.
4. Minutes of all Planning Commission and City Council meetings are readily available for public use through the City Recorder.
5. The public will be given the opportunity to review and comment on planning proposals both verbally at public meetings and in writing. The city will make an effort to respond to these comments in an appropriate fashion.
6. Copies of plans and studies related to the City of Adair Village will be made available for public use through the office of the City Recorder.
7. The City will use the following techniques to encourage citizen involvement throughout the course of the planning program:
  - a. Informal neighborhood or community meetings.
  - b. Surveys or questionnaires.
  - c. Neighborhood newsletters.
  - d. Townhall meetings.
  - e. Public hearings.
  - f. Newspaper articles.

## **SECTION 9.150 ADAIR VILLAGE AGENCY INVOLVEMENT PROGRAM**

The City of Adair Village Recognizes its responsibility under the Statewide Planning Goals and Guidelines as adopted by the Land Conservation and Development commission, to prepare, adopt and implement a program for "Agency Involvement and Coordination." This program is intended to assure an effective working relationship with those local, state, and federal agencies that may have an interest in the city and its surrounding area. In order to fulfill this responsibility, the city has adopted the following agency involvement program:

1. The city will establish direct contact with the following agencies:
  - A. State Agencies
    1. Department of Environmental Quality
    2. Health Division
    3. Public Utility Commissioner of Oregon
    4. Department of Transportation
    5. Department of Water Resources
    6. Division of State Lands
    7. Department of Fish and Wildlife
    8. Department of Land Conservation & Development
  - B. Federal Agencies
    1. US Rural Development
    2. Soil & Water Conservation District
    3. Environmental Protection Agency
    4. Department of Housing and Urban Development
  - C. Regional and Local Agencies
    1. Linn-Benton Housing Authority
    2. Linn-Benton Intermediate Education District
    3. Cascades West Council of Governments
    4. Linn-Benton Community College
    5. Corvallis School District 509J
    6. Adair Rural Fire & Rescue
    7. Benton County
    8. City of Albany
    9. City of Corvallis

10. Consumers Power
11. Pacific Northwest Bell
12. Corvallis Disposal Company

D. Other Agencies

1. Santiam Christian School
  2. Oregon/Southwest Washington Labor Training School (now for sale)
2. The City will inform the above agencies of the status of current planning efforts, future planning work schedules, and regular meeting dates of the city planning commission and the city council.
  3. The City will provide to the various agencies, on request, copies of studies, plans and ordinances that are related to the city's planning program.
  4. The City will request each agency to designate a contact person who will be responsible for coordination with the city.
  5. The City will inform the various agencies of public hearings and other meetings, when it is determined that it is in the interest of the city, the public, and the particular agency to have notice of and the opportunity to participate in the meeting.
  6. The City will encourage each agency to provide the information that is needed by the City to carry out its planning program. This may involve such activities as:
    - a. Provision of plans or studies prepared by the agency that may be useful to the city;
    - b. Participation by the agency in public hearings or other meetings;
    - c. Direct assistance by the agency in the development of a plan or study or in the consideration of a specific planning related problem.
  7. The City will seek to facilitate intergovernmental coordination between the City and appropriate agencies and to assist in identifying and resolving conflicts.

8. The City recognizes the value of Oregon Cascades West Council of Governments and the State Intergovernmental Relations Division in enhancing needed intergovernmental coordination.
9. The City understands that the statewide goals of LCDC require that federal, state and other local agencies coordinate their planning efforts with the city, and that plans and actions of these agencies shall be consistent with the City's adopted Comprehensive Plan.

## **SECTION 9.160 STRUCTURE AND USE OF THE PLAN**

The Comprehensive Plan is structured into nine elements:

- 9.100 Planning**
- 9.200 Environment**
- 9.300 Population & Economy**
- 9.400 Housing**
- 9.500 Land Use**
- 9.600 Public Facilities & Services**
- 9.700 Transportation**
- 9.800 Growth Management**
- 9.900 Maps & Diagrams**

At the beginning of each Plan Section, introductory paragraphs identify the particular statewide goals that are addressed in that Section. Each Section then addresses individual topics that present the background information and findings relevant to the problems, needs and goals of the community. Each Section concludes with overall goals, policies and recommendations pertinent to the topics discussed.

### **Background Data and Findings**

The background data and findings presented in each Section is based on previous studies and the land use and environmental surveys specifically conducted during preparation of the Plan. Sources are identified in the bibliographies at the end of each element. Sources are identified once in connection with the major subject; however, some sources are pertinent to more than one subject.

The background data was evaluated relative to the issues, needs and goals of the community during the preparation of the Plan. Findings or conclusions were then made after the evaluation.

The findings contained in each Plan Section, identify the relevant issues, conditions and needs that must be responded to in order to fulfill state and local goals. Findings also include an identification of the opportunities and constraints that could influence plan implementation.

Illustrative maps and diagrams have been prepared to assist in understanding various aspects of the plan. Many are included with the Plan although some are not, due to reproduction constraints. Those not included are referenced in the background data and source section and are on file at the Adair Village City Hall.

## **Goals**

In addition to the applicable statewide goals, the City has adopted additional goals for each plan element.

The goals represent the ideals and results or achievement toward which the Plan is directed. They are statements of purpose and specify, on a general level, what the planning effort is intended to accomplish.

## **Policies**

Mandatory Policies are identified as, "shall" statements (i.e. "The City shall"). The policies are the means by which the City will implement the Plan.

Policies are official statements of strategy or principle that specify the intent of the City concerning the future growth and development of the community. Adopted by the City council, they represent the official position of the City of Adair Village while also providing:

1. A long-range guide for the evaluation of various proposals for physical change and improvement.
2. A framework for making sound decisions on zoning, subdivisions, capital improvement programs, and other codes and ordinances.
3. A guide for public programs and expenditures.
4. An indicator of more detailed and specific studies that are needed.
5. A source of information and a statement of planning policy that is useful to the local business community, the general public, and other governmental units in making decisions regarding their individual development plans.

**Conservation Policies** identify those elements or conditions of the community environment the citizens wish to preserve or enhance.

**Development Policies** identify those elements or conditions that require change or improvement and needed elements or conditions now lacking within the community.

**Official City Planning Policies** are the foundation of the comprehensive Plan. They are the primary means of achieving the goals and objectives of the Plan and the Statewide Planning Goals and Guidelines of the Oregon Land Conservation and Development Commission.

### **Recommendations**

Recommendations are identified as "should" statements (i.e. "The City should). Recommendations are suggested actions that should be considered to assist in implementing the planning policies of the City.

### **Implementation**

Implementation measures are intended to assist in putting the plan into effect. Generally, Plan implementation included the enactment of regulatory measures pertaining to land development such as Land Use Development Code but should also include capital improvement programs or other management measures and detailed site-specific development plans.

### **Plan Amendments**

Plan Amendments should be made as needed to maintain the Plan as an up-to-date guideline for urban development in the Adair Village area. **Section 2.700** of the Code provides the procedures for Code or Plan Amendments.

The City should undertake a general review of the Plan every two years to determine if any changes have occurred that would warrant amendments to the Plan. A complete Plan review should also be performed at least once every five years to determine if major revisions to the Plan or Code are necessary. A public notice should be issued if it is determined that amendments are needed.

### **Major Revisions**

Major revisions include land use changes that have widespread and significant impact within the community.

The plan and implementation measures should be revised when public needs and desires change and when development occurs at a different rate than contemplated by the plan. Major revisions should not be made more frequently than every two years unless changing conditions strongly warrant this significant action.

## **Minor Changes**

Minor changes are those that do not have significant effect beyond an immediate area or are individual aspects of the Plan that do not represent a major policy change relative to the community as a whole. Minor changes should be based on special studies or other information that will serve as the factual basis to support the change. The public need and justification for the particular change should be established. Minor changes should be made as needed to maintain the Plan as an up-to-date guideline for community growth and development.

The citizens in the area and affected governmental units should be given an opportunity to review and comment prior to changes in the plan and implementation ordinances. There should be at least 21 days' notice of the public hearings on the proposed change. In determining the affected persons to receive notice by mail of proposed changes, renters should be considered among those affected. When adopted, the changes should be noted in a prominent place in the document, filed with the recorder, and copies made available to the public.

## **SECTION 9.170 IMPLEMENTATION**

Implementation measures are intended to assist in putting the Plan into effect. Generally, Plan implementation includes the enactment of regulatory measures pertaining to land development such as zoning and subdivision regulations that are contained in the Adair Village Land Use Development Code but should also include capital improvement programs or other management measures and detailed site-specific development plans.

The greatest value of the Comprehensive Plan is through its use as a policy guide for decision-making. However, it can only have limited value unless it is supported by the community as well as city government. Possibly the most important factor in such a relationship is simply patient leadership, supported by citizens who feel that community improvement is a worthwhile aim.

### **Codes and Ordinances**

There are several basic implementation instruments available to help the City achieve planning aims. The most important implementing ordinance is the Adair Village Land Use Development Code (Code). The following implementation instruments are utilized by the City of Adair Village:

### **Zoning**

Zoning is probably the most familiar legal instrument used in plan implementation. While the Comprehensive Plan specifies the principals and policies for conservation and



development of community resources, the zoning provisions of the Code actually provide the definite and precise standards and procedures to implement the Plan.

### **Zoning and the Comprehensive Plan**

The Comprehensive Plan, while a guide for zoning actions, is not a zoning regulation. Zoning regulations are detailed pieces of legislation that are intended to implement the proposals of the Comprehensive Plan by providing specific standards for use of land in various districts within the community.

Two cases heard by the Oregon Supreme Court have had a profound impact on the relationship between the Comprehensive Plan and its implementation through zoning. In the case of **Fasano v. Washington County Commissioners**, it was determined that: "the plan embodies policy determinations and guiding principles; the zoning ordinances provide the detailed means of giving effect to these principles," and that "it must be proved that the (zone) change is in conformance with the Comprehensive Plan."

The earlier decision was emphasized to a much greater extent in the 1974 case of **Baker v. City of Milwaukie**. In that case it was concluded, "that a comprehensive plan is the controlling land use planning instrument for a city. Upon passage of a comprehensive plan, a city (or county) assumes a responsibility to effectuate that plan and resolve conflicting zoning ordinances. We further hold that the zoning decision must be in accord with that plan and a zoning ordinance which allows a more intensive use than that prescribed in the plan must fail."

It is important that zone change proposals be considered in relation to the policies and aims of the Comprehensive Plan. Amendments to the Zoning provisions of this Code that are consistent with the Comprehensive Plan can proceed as provided in the Code. However, zoning amendments that are contrary to the intent of the Comprehensive Plan should be reviewed first as a potential Plan change. If the zoning amendment is deemed in the public interest, then the Comprehensive Plan should be so amended before action on the zoning amendment proceeds. This procedure should guarantee essential coordination between the two planning instruments.

The City of Adair Village has prepared a Land Use Development Code in conformance with the City's Comprehensive Plan and has incorporated the Plan therein to facilitate coordinated decision-making.

To further facilitate coordinated planning efforts, the Zoning Map and the Comprehensive Plan Map have been combined into a single Land Use District Map.

## **Land Division Regulations**

Review of proposed Land Divisions by the City is a useful means of achieving planning goals. Dedications of land to assist in street widening or extensions can be made a condition of approval for new developments. The overall design of Land Divisions, including the installation of required improvements, will have a direct bearing on the quality of new residential districts in Adair Village. The negative effects of an ill-conceived, poorly constructed Land Division are difficult to overcome at a later date.

Land Division regulations provide the City with guidelines for approval of subdivision or partition plats. It specifies procedures for plat approval; contains design standards for streets, lots, and blocks; and lists improvements such as streets and utilities that are to be provided by the Land Divider.

Adair Village has adopted Land Division regulations into the Code in conformance with the Comprehensive Plan.

## **Building Permits**

The City contracts with Benton County to administer the State Building Code and provides construction inspection services. A copy is forwarded to the City and maintained on file at the City Hall/Community Building providing a continuous building and development record.

Outright permitted uses may be issued a building permit without prior approval by the City. Developments requiring review and approval by the City are issued a building permit only after final approval is obtained.

Vigorous code enforcement helps to significantly reduce the number of deteriorating and dilapidated structures, as well as assuring that new buildings meet basic development requirements.

## **Official Street Map**

The Comprehensive Plan is the Official Street Map for the City showing alignments of existing and proposed streets. In this way, the City can greatly facilitate the eventual realization of planning recommendations for streets and thoroughfares by indicating areas in which construction should be avoided, so that purchase and removal of improvements will not be necessary at a later time.

Although the Transportation Element focuses on highways, arterials and collector streets as primary network elements, there is also a need for local street continuity and extensions. Local streets are usually planned by individual developers and in most cases cannot be predetermined by the City in advance. Where needed local streets can be

identified, they should be located on the Plan Map. Where they cannot be specifically located, they should be considered as part of the project review procedure.

Each project should clearly identify street extensions, closures or modifications within and beyond the project boundary as an integral part of the project proposal and review procedures. Approved development plans should be considered a plan amendment to guarantee that recommended street alignments beyond the project boundaries are officially designated.

### **Capital Improvement Program**

It is essential that long range financial planning, based on available and anticipated resources, be maintained by the city.

Capital Improvements Programming is one of the programs available to the community for long range financial planning. The long-range Financial Plan encompasses estimates of the City's expenditures for establishing, operating and maintaining public services and for constructing capital improvements.

A long-range financial plan must be based on the following:

1. An Operating and Maintenance Budget for public services.
2. A Capital Improvements Program based on a Comprehensive Plan.
3. A Comprehensive Revenue Program.

Upon completion of the financial plan, it is carried out with the following programs:

1. A priority list of proposed capital improvements.
2. A four-year capital improvement budget.
3. The annual city budget.

It is essential that additional operating expenses brought about by capital expenditures be included in the annual budget to ensure correlation of operating and capital budgets.

In estimating revenue sources, those public agencies not directly controlled by the City, but responsible for the provisions of certain capital expenditures relative to City requirements, must be related to priority scheduling in time and coordinated as to their availability of funds.

Based on detailed programs expressing levels of service, and a definition of facilities to provide this service, cost estimates for capital expenditures may be prepared and

individual program priorities assigned. Priority projects for the various program areas can then be selected to prepare an annual capital expenditure budget, based on the anticipated revenues of that year.

### **SECTION 9.180 UGB GROWTH MANAGEMENT AGREEMENT & MAP**

Agreement between the City of Adair Village, Oregon and Benton County, Oregon for the management of the Adair Village Comprehensive Plan as it pertains to the Urbanizable Area within the Growth Boundary, and the Tampico Road Area of Concurrence, and the Adair Village Planning Area.

November 12, 1981

The four-page Agreement and Map are located on the following pages

## CITY OF ADAIR VILLAGE COMPREHENSIVE PLAN

AGREEMENT BETWEEN THE CITY OF ADAIR VILLAGE,  
OREGON AND BENTON COUNTY, OREGON FOR THE MANAGEMENT OF  
THE ADAIR VILLAGE COMPREHENSIVE PLAN AS IT PERTAINS TO THE  
URBANIZABLE AREA WITHIN THE GROWTH BOUNDARY, AND  
THE TAMPICO ROAD AREA OF CONCURRENCE, AND  
THE ADAIR VILLAGE PLANNING AREA

1. The City of Adair Village, Oregon and Benton County, Oregon hereby agree to establish a joint management procedure for the implementation of the Adair Village Urban Growth Boundary and plan for the Adair Village Urbanizable Area, both of which form an integral part of the Adair Village Comprehensive Plan. The Adair Village Area Urban Growth Boundary is attached to this agreement as Exhibit "A". The area situated inside the Adair Village Urban Growth Boundary and outside the Adair Village City limits shall be referred to as the urbanizable area.
2. The City and County further agree to utilize the provisions of this agreement, the Adair Village Comprehensive Plan as amended, and the Benton County Land Use Plan as amended as the bases for review and action on comprehensive plan amendments, development proposals and implementing regulations which pertain to the urbanizable area.
3. The City and County recognize a common interest in the amendment of the comprehensive plan text and map, and the zoning ordinance text and map, as it pertains to the urbanizable area and to the Tampico Road Area of concurrence as shown on Exhibit "A". The County will refer to the City, upon receipt thereof, all requests for such amendments within those geographic areas in order to allow for a concurrent City review. The County shall give the City a minimum of 21 days to complete its review. Additional time for review may be provided upon request by the City. If the positions of the two jurisdictions differ, a joint meeting of the Adair Village City Council and Benton County Commissioners will be held to resolve the difference. If concurrence cannot be achieved, then the City and County shall jointly petition the Land Conservation and Development Commission pursuant to ORS 197.300 for mediation of the issue.
4. The City and County further agree to the following process for review and action on development proposals, and implementing programs and projects which pertain to the urbanizable area, including the following:
  - a. The City shall make recommendations on development proposals, and implementing programs which pertain to the urbanizable area, including the following:

CITY OF ADAIR VILLAGE COMPREHENSIVE PLAN

- 1) Conditional use permits
  - 2) Planned unit developments
  - 3) Land divisions
    - (a) Approved land divisions shall require urban conversion plans in conformance with the urban densities specified in the City's Zoning Ordinance.
    - (b) Approved land divisions shall require an agreement covenant assigned to the property from landowners agreeing not to remonstrate against future annexation to the City.
    - (c) Approved land divisions shall require easements, dedications, and agreement covenants assigned to the property agreeing to participate in future street improvements where future streets may be involved.
    - (d) Approved land divisions shall require connection to a potable water supply facility for future development on the property where a public water supply facility is accessible and sufficient to serve the property.
  - 4) Public improvement projects
  - 5) Recommendations for the designation of health hazard areas.
  - 6) Requests for amendment or establishment of special districts
- b. The County shall provide the City with notification of all building permit applications.
  - c. The County shall make recommendations on development proposals, and implementing programs which pertain to the urbanizable area, but which are a responsibility of the City, including the following:
    - 1) Transportation facility improvements or extensions
    - 2) Public water supply, sanitary sewer, or drainage system improvements or extensions
    - 3) Public facility or utility improvements or extensions
    - 4) Requests for annexation
  - d. Whichever jurisdiction, City or County, has authority for making a decision with regard to a specific development proposal, implementing ordinance or program, shall formally request the other jurisdiction to review and recommend action for consistency with its comprehensive plan. This request for review and recommendation shall allow the reviewing jurisdiction 21 days within which to respond. If the positions of the two jurisdictions differ, every effort will be made to arrive at an agreement.

CITY OF ADAIR VILLAGE COMPREHENSIVE PLAN

5. Annexation proposals to the City which are for areas outside the Urban Growth Boundary shall be considered as a request for an amendment to the Urban Growth Boundary and shall be subject to the approval of the City and County as an amendment to the comprehensive plan.

6. The City and County further agree to establish a Planning Area around the Adair Village Urban Growth Boundary. A map of the Adair Village Planning Area is attached to this agreement as Exhibit "A". Benton County agrees to give the City of Adair Village the opportunity to review and submit recommendations to the County with regard to the following:

- a. The comprehensive plan and amendments thereto
- b. Rezones
- c. Conditional use permits
- c. Planned unit developments
- e. Land Divisions

- 1) Approved land divisions shall require conversion plans in conformance with the County's minimum permitted densities.
- 2) Approved land divisions shall require easements, dedications, and agreement covenants assigned to the property agreeing to participate in future street improvements where future streets are involved.
- 3) Approved land divisions shall require connection to a potable water supply facility for future development on the property where a public water supply facility is accessible and sufficient to serve the property.

f. Public improvement projects

Requests for recommendations on the above shall be forwarded to the City with a minimum of twenty-one (21) days to complete its review of the proposal and submittal of recommendations for action. The County shall consider these recommendations in making its decision.

The County shall also provide the City with notification of all building permit applications within the Planning Area.

7. This agreement may be amended at any time by mutual consent of both parties, after public hearing and referral to the City and County Planning Commissions for a recommendation. Any modifications in this agreement shall be consistent with the comprehensive plans of the City of Adair Village and Benton County.



CITY OF ADAIR VILLAGE COMPREHENSIVE PLAN

8. This agreement may be terminated by either party provided that the following procedure is used:
- a. A public hearing shall be called by the party considering termination. That party shall give the other party notice of hearing at least 40 days prior to the scheduled hearing date. This 40-day period shall be used by both parties to seek resolution of any differences.
  - b. Public notice of the hearing shall be in accordance with applicable state and local statutes and goals.
  - c. An established date for termination of the agreement shall be at least 180 days after the public hearing in order to provide ample time for resolution of differences, reconsideration of the decision and the adoption of a replacement Urban Growth Management Agreement which complies with statewide goals, statutes and administrative rules.

Dated this 12<sup>th</sup> day of November 1989.

CITY OF ADAIR VILLAGE

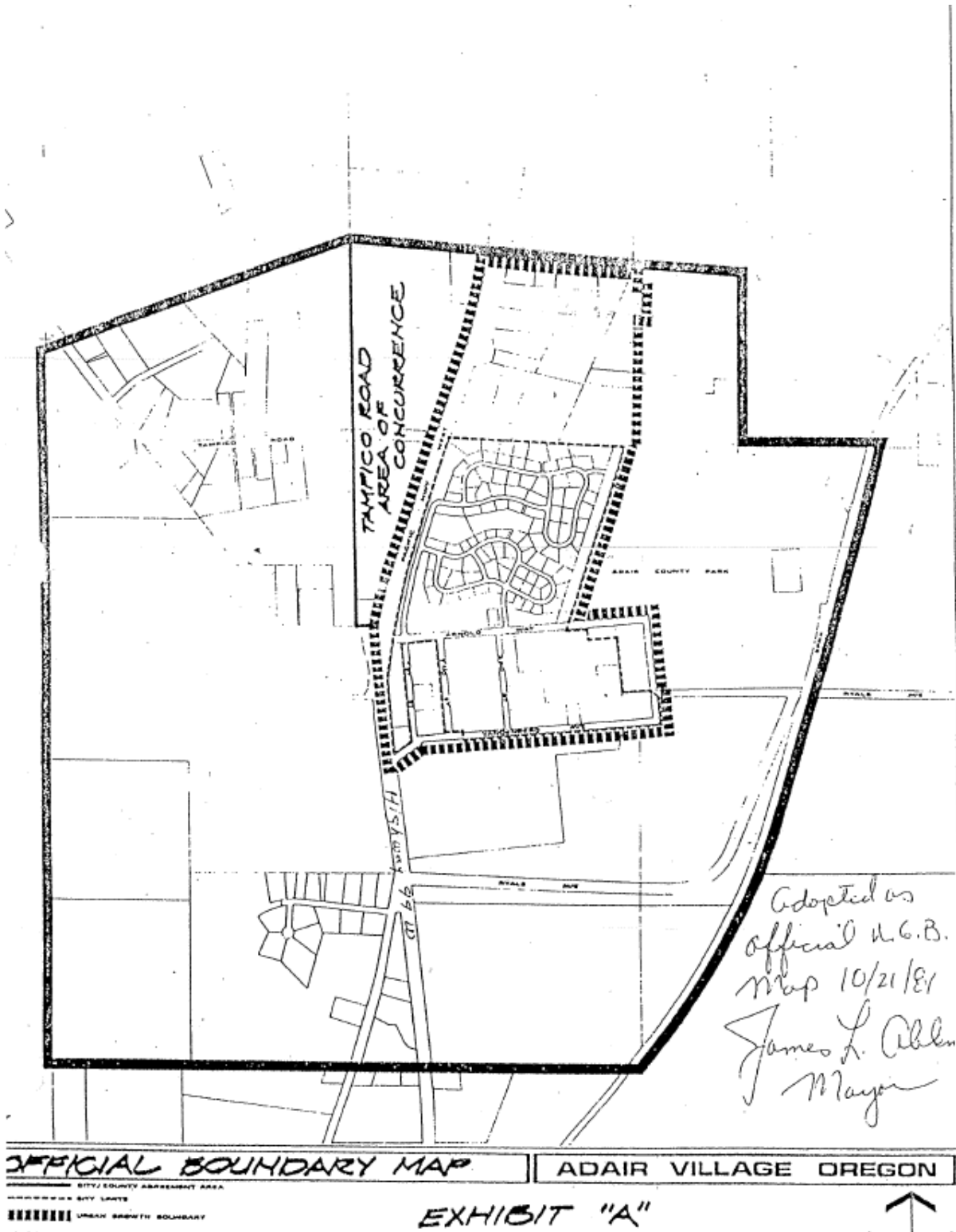
James L. Allen  
Mayor

BENTON COUNTY

Dale D. Schrock  
Chairman, Board of Commissioners



CITY OF ADAIR VILLAGE COMPREHENSIVE PLAN



## **SECTION 9.190 PLANNING GOALS & POLICIES**

### **GOALS AND OBJECTIVES**

There are certain basic aims to which the Comprehensive Plan is broadly committed. These general goals and objectives are:

1. To encourage development in a planned and considered manner consistent with the community's general health, safety and welfare.
2. To achieve an environment that assures each individual the widest possible choices and opportunities for a productive and meaningful life-style within the community.
3. To preserve those features that are special and unique to the community while also being responsive to changing needs and conditions.
4. To preserve and maintain areas of the natural environment that are unique to the community's natural setting.
5. To broaden opportunities for services to meet community needs.
6. To achieve public interest, understanding, and support of the planning process and the goals toward which the process is directed.
7. To broaden employment opportunities to meet community needs.

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

1. To provide conservation and development policies for the orderly and efficient development of community resources.
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.
3. To provide a housing policy plan which seeks increasing opportunities for all citizens to enjoy safe, decent and sanitary housing and to assist in creation and maintaining neighborhoods in a manner consistent with the natural environment and the needs of the people.
4. To provide a transportation planning as a guide for development of a systematic network of traffic ways related to the patterns and needs of community activity.

5. To provide public facility policy plan as a guide for the location and development of future community facilities and utilities consistent with long-range community needs.

## **POLICIES & RECOMMENDATIONS**

If the Comprehensive Plan is to be of value as an on-going decision-making guide, it must be maintained as an up-to-date working manual, otherwise it will quickly become outdated.

1. The City of Adair Village hereby adopts the applicable Statewide Planning Goals as they apply to the community and reinforces them through specific goals, objectives and policies in response to community needs.
2. The Adair Village Comprehensive Plan is the controlling planning instrument for the City of Adair Village as defined by State law. All other land use development and management ordinances shall be in conformance with the Plan.
3. The Adair Village Comprehensive Plan shall be maintained as an on-going decision-making guideline for planning and development actions within the City of Adair Village and the Adair Village Urban Growth Boundary and the Adair Village Planning Area.
4. All proposed revisions or amendments to the adopted policies shall be reviewed at public hearings before final action.
5. The Adair Village Land Use Development Code shall be the implementing ordinance for land use decision actions in support of the Comprehensive Plan.
6. Local ordinances shall be in conformance with the adopted policies of the Adair Village Comprehensive Plan. Ordinance amendments, deemed in the public interest, that are contrary to the intent of the adopted policies shall be reviewed and amended as policy changes to the Comprehensive Plan in conformance with the ordinance amendment process contained in the Code.
7. Since planning problems may require area-wide action that cannot be solved by the City alone joint cooperative solutions involving more than one level of government shall be actively encouraged.

CITY OF ADAIR VILLAGE COMPREHENSIVE PLAN

8. Close coordination shall be maintained with local businesses, school districts, serving utilities, Benton County and other governmental agencies having facilities or programs in the area.
9. Active and on-going citizen involvement programs shall be maintained to ensure that all citizens have an opportunity to be informed and to be involved in the planning process including the implementation of ordinances.
10. City Staff, Planning Commission and City Council members should record notes on planning issues directly in the Plan and Code text as issues occur for future review and possible amendments.
11. Plan maps should also be used to record changes and proposed amendments.
12. Related planning studies and reports should be recorded as source references in the Adair Village Comprehensive Plan as Amendments occur and they shall be located in the City Hall Offices.
13. A Capital Improvement Program should be developed and maintained as an on-going financial support component for the Comprehensive Plan.
14. The Adair Village Planning Commission shall conduct an annual review of the Adair Village Comprehensive Plan and Land Use Development Code to maintain a current up to date database for the City.
15. The City shall maintain an Official Record File for each activity requiring approval or a permit and shall include any related information as it occurs in the File.

## SECTION 9.200 ENVIRONMENT

The primary **Statewide Planning Goals** (Goals) related to this Section of the Plan are **Goals 5, 6, and 7**, although other Goals also have natural environmental implications.

**Goal 5** reads: "To conserve open space and protect natural and scenic resources." In partial response to this goal, this element of the Plan includes an inventory of natural resources including geology, soil and aggregate resources, surface and ground water resources, natural vegetation and fish and wildlife resources. Also included are a series of policies to help ensure the wise management of natural resources for future generations and to avoid land use conflicts damaging to the natural environment.

**Goal 6** reads: "To maintain and improve the quality of air, water and land resources of the state." In partial response to this goal, this element includes consideration of waste process discharges including water pollutants, air pollutants and noise pollutants (see also the public facilities element). Policies are included to ensure that waste and process discharges do not threaten to violate, or violate, state or federal environmental quality statutes, rules and standards, nor exceed the natural environmental carrying capacity of the area.

**Goal 7** reads: "To protect life and property from natural disasters and hazards." In response to this goal, this element includes an inventory and map of known areas of natural disaster and hazard. Included in the policies are appropriate safeguards to insure against loss of life and property from natural disasters and hazards. The primary hazards in the Adair Village planning area are localized slope, slippage, ponding and erosion problems.

Finally, this element also includes information pertinent to **Goal 3**, "To preserve and maintain agricultural land," and **Goal 4**, "To preserve forest land for forest uses."

## SECTION 9.210 CLIMATE

The climate of Adair Village is similar to that of most Willamette Valley communities although the adjacent hills provide some local microclimate modifications. Adair Village has a temperate climate with moderately warm, dry summers and mild, wet winters.

The average summer temperature ranges between 51 and 82 degrees. The average winter temperature ranges between 46 and 32 degree. Extreme temperatures of -12°F in December and 108°F in August have been recorded.

Annual precipitation averages about 43 inches, most of which occurs as rainfall at low intensities. About 84 percent of annual precipitation occur from October through April.

December is the wettest month with 6.8 inches while July is the driest month with only 0.6 inches. An average of 6.5 inches of snow is possible, generally in December and January. The prevalence of moist marine air causes relatively high humidity and heavy dews throughout the year.

The prevailing winds are from the west and northwest during the summer and from the south and southwest during winter storm periods. Occasional easterly winds bring cold, clear weather in winter and exceptionally dry, warm weather in summer. Wind velocities are generally moderate in the range of 4 to 12 mph from April to September. Winter storm winds of 40 to 50 mph are not uncommon from October to April. The growing season occurs between March and November for an interval of 263 days.

Climate extremes can produce hazardous conditions. Lightning can cause forest fires. Freezing rain can create hazardous traffic conditions. Strong winds can cause property damage like the 1962 Columbus Day winds that exceeded 70 mph. However, the predominant local hazardous condition is flooding caused by rapid snowmelt or intense rainfall like the floods of 1964 and 1996.

## **SECTION 9.220 TOPOGRAPHY**

The Topography Map contains topographic and slope information for the Adair Village Planning Area. The area topography is a transitional zone between the almost flat Willamette Valley floor on the northeast to the Coast Range mountains on the west. In the immediate Adair Village vicinity, the topography consists of foothill ridges rising from the valley floor. The City is situated on one of these gentle ridgelines with elevations ranging from a high of approximately 328 feet to a low of 275 feet. Located on the crest of the ridge, the ground slopes away to the north, east and south. The residential area of the City is located on the north-facing slope. This rolling topography provides varied topographic features for residents.

Immediately west of OR (Oregon) Highway 99 West (this is the correct reference, though this highway is referenced in a variety of ways in earlier documents) lies the foothills of the Coast Range including Hospital Hill on the west and Poison Oak Hill on the northwest boundary of the Planning Area. The maximum elevation within the Planning Area is 525 feet. The topography in the Planning Area poses few restrictions to development although there are some limited areas of steep slopes.

Slopes within the Planning Area range from 3 to over 30 percent. There are only limited areas of steep slopes that exceed 30 percent. These are located on Poison Oak Hill, parts of Hospital Hill and the upper reaches of Calloway Creek. Slopes within the Urban

Growth Area are generally moderate, in the 3 to 15 percent range, except for the southern face of Poison Oak Hill.

### **Drainage**

The City is located on a drainage divided between two small streams. Each flowing eastward and eventually feeding into the main channel of Bowers Slough which empties into the Willamette River approximately 3 miles west of Albany. Bowers Slough begins in the Tampico Road area and flows east through the center of the City. After passing through a small pond and the Adair County Park, this stream eventually feeds into the main channel of Bowers Slough. The southern portion of the Planning Area is drained by Calloway Creek that is also a tributary of Bowers Slough. Calloway Creek drains the Calloway Drive Area, the Oregon Department of Fish and Wildlife (formerly the Oregon State Game Commission) site and agricultural lands south of Ryals Avenue.

There are no flood hazards within the Planning Area. High water table and ponding occur at the base of the ridgeline on the valley floor adjacent to the northeast, east and southeast borders of the Planning Area.

## **SECTION 9.230 GEOLOGY & SOILS**

The underlying geology is significant for a number of reasons. Geologic and soil characteristics indicate load-bearing strength, drainage potential, erodibility and suitability for use as agricultural land, timber land, or for recreational, industrial, commercial or residential development. The geologic characteristics can indicate specific hazards, such as slippage problems, or specific resource values, such as the presence of economically exploitable mineral resources.

### **Geologic Characteristics**

Most of the Planning area is located on a base geology of volcanic origin. The City itself and almost the entire area within the Urban Growth Boundary are volcanic pediment rocks. These rocks are gently inclined and generally covered with thin deposits of unconsolidated material. Drainage is shallow and intermittent. Streams with incised channels flow on the bedrock. Soils are dark-brown to reddish-brown silt and clay, 1 to 10 feet thick with shrink/swell cracks. There may be some creep movement on slopes and near drainage courses and limited mass movement near breaks in the slope.

Poison Oak Hill and Hospital Hill, including the Calloway Drive area, are on Eocene volcanic rock. Soils are dark-brown to reddish-brown silt and clay, 1 to 10 feet thick with shrink/swell cracks. Perched ground water zones provide moderate water yields generally adequate for domestic use. Hazards include local mass movement on steep



slopes. The west slopes of Poison Oak Hill, located a quarter mile north of the Planning Area, are subject to mass movement hazard. No specific hazard exists in the Study Area but there could be localized problems on steep terrain.

The rolling hills to the east and south of Adair such as Voss Hill, Spring Hill and Logsden Ridge are composed of sedimentary rocks. Between the igneous rocks of the ridges on the west and the sedimentary rocks of the hills on the east there are stream and terrace deposits that occupy the flat land of the narrow valley floor channels. Quaternary higher terrace deposits on the eastern fringe of the Planning Area including the agricultural lands to the northeast, the bottomlands in the Adair County Park and the agricultural lands south of the State Game Commission Regional Headquarters site. They consist of semi-consolidated gravel, sand, silt and clay of variable thickness. These rocks yield small to moderate groundwater depending on the depth to bedrock. Soils range from poorly to well-drained loams.

### **Aggregate Resources**

Sand, gravel and crushed rock are important factors in the development of an area. These materials are used in concrete, asphalt, and construction. The economic hauling distance for such materials is approximately 15 to 20 miles. Due to the high cost of hauling, there is a need to preserve such resources, especially close to urban centers.

Quarry stone makes a better base for paved surfaces, and it is better suited to the construction of oiled roads than is stream gravel. However, it is generally not suited for use as concrete aggregate, and it is more costly to produce than sand and gravel.

Information on aggregate resources is contained in "Rock Material Resources of Benton County" by the Oregon Department of Geology and Mineral Industries. There are no economically significant rock material resources within the Planning Area. There are three former Oregon State Highway rock quarries on Coffin Butte, two miles north of Adair Village. The site is now used for solid waste disposal. There are however, large active rock and sand and gravel extraction operations in the North Albany area and the Corvallis area, both of which are within economical hauling distance of Adair Village.

A major fault occurs just east of the Planning Area near the Southern Pacific Railroad tracks. This "Corvallis Fault zone" occurs between the volcanic and sedimentary formations and is concealed by the stream and terrace deposits in the Adair vicinity. According to available information, this fault zone is no longer active and no seismic activity has been recorded as originating from this fault zone. Earthquake activity affecting Benton County is associated with earthquakes occurring near Portland or off the Oregon Coast or with larger earthquakes occurring in the Puget Sound area. Due to the short period that records have been kept and the difficulty of detecting an active fault,



some precaution is necessary. Adherence to the relevant provisions of the Uniform Building Code for Zone II Seismic Risk is required until more detailed data indicates a change.

## **Soils**

The Soil Conservation Service has mapped the soil types in the Adair Village area in detail and provided soil interpretation data for each type. This information has been used as major criteria in determining the Urban Growth Boundary and future land uses.

The Soil Conservation Service uses a classification system of eight capability classes to indicate the suitability of soils for most kinds of field crops. The numerals indicate progressively greater limitations and narrower choices for practical uses.

Class I through Class IV soils can be cultivated. Class I soils have a few limitations while Class IV soils have very severe limitations that: reduce the choice of plants, require very careful management, or both. Classes V through VII soils are usually limited to pasture, range, woodland or wildlife. Classes VIII have limitations that restrict their use to recreation, wildlife, and water supply or to esthetic purposes.

The following description of soil types in the Adair Village area begins with the ridge topsoils, those having the steepest degree of slope, and is followed by a description of the soils of the foothills and the flatter bottomlands along the creeks. Further details can be obtained from the Soil Conservation Service's "Soil Survey of Benton County Area" and the attached soils map.

### **Ridge Tops and Upper Slopes**

The soils on the upper slopes and ridge tops of Poison Oak Hill and Hospital Hill are either Witzel very cobbly loam with 30 to 75 percent slope (WLG) or Price-Ritner complex soils, 20 to 30 percent slope (PTE). Both soils are generally unsuitable for development.

Soils on the upper slopes of Poison Oak Hill are Witzel very cobbly loam with 30 to 75 percent slope. This is a Class VII soil. This soil is used for timber production, grazing, water supply and wildlife habitat. It has severe limitations to use because of shallow depth, a high content of coarse fragments and very steep slopes; and it is unsuited for cultivation. Because of the shallow depth the rooting zone for trees is very limited.

Run off is very rapid, and the hazard of erosion is high. Available water capacity is 1 to 2 inches. Permeability is moderately slow. Root penetration is limited to a depth of about 12 to 20 inches by the underlying basalt bedrock.

The upper slopes of Hospital Hill in McDonald State Forest and the small wooded hill south of Calloway Drive, which is presently being developed, are Price-Ritner complex

soils with 20 to 30 percent slope. Runoff is rapid and the erosion hazard is high. The soils of this complex are suitable mainly for pasture, timber, water supply and wildlife habitat. Because of the steepness and the high hazard of erosion, these soils have severe limitations to use for cultivated crops.

Price-Ritner complex with 20 to 30 percent slopes is a Class IV agricultural soil but has higher value as productive woodland use.

### **Uplands and Foothills**

The middle and lower slopes of Poison Oak Hill are Dixonville silty clay loam with 12 to 20 percent slopes (DnD) and Price silty clay loam with 12 to 20 percent slopes (PrD). Runoff is medium and erosion hazard is moderate. Permeability is moderately slow. Both are Class III agricultural soils, the Dixonville silty clay loam is only moderately productive for woodland but the Price silty clay loam has a high woodland productivity.

The most prevalent of all the upland and foothill soils is Jory Silty clay loam with 2 to 12 percent slope (JoC). This soil underlies the western half of the City of Adair Village, Part of the State Game Commission Regional Headquarters site, almost half of the Tampico Road area, plus most of the developed part of Calloway Drive. The Urban Growth Area west of OR Highway 99 West is underlain by this soil. It is classified as a Class II agricultural soil that is also highly productive for woodland use.

The Jory soil series consists of deep, well-drained soils that formed in colluvium weathered from sedimentary and basic igneous rocks. These soils are on the higher rolling uplands that border the steeper mountainous area.

This soil occupies broad ridges and side slopes. Slopes average about 7 percent. Runoff is medium and the hazard of erosion is slight. Available water capacity is 7 to 11 inches. Permeability is moderately slow. Root penetration is deep.

This soil, when used for agriculture, is suitable for cereal grain, grass seed, orchards, hay and pasture. Some areas are used for timber production, water supply, wildlife habitat and recreation.

The eastern part of Adair Village, plus a third of the State Game Commissions site and a very small area of Tampico Road are Dixonville silty clay loam with 3 to 12 percent slope (DnC). Runoff is medium and the hazard of erosion is slight. This is a Class II agricultural soil suited for unimproved and improved pasture, cereal grain, woodland, water supply and wildlife.

## Lower Slopes and Bottomlands

The agricultural land immediately south of the State Game Commissions site consists of Amity silt loam (Am), McAlpine silty clay loam (Mn), Waldo silty clay loam (Wa), and Willamette silt loam of 3 to 12 percent slopes (WeC), all of which are agricultural Class II or III soils. The rural residential development immediately north of Adair Village is on Witham Silty Clay loam with 2 to 7 percent slopes (WkB), McAlpin silty clay loam (Mn), Concord silt loam (Co), Woodburn silt loam with 0 to 3 percent slopes (WoA) and Waldo silty clay loam (Wa).

These soils share a common characteristic in that they pose moderate to severe limitations for the use of septic tank absorption fields, especially the Witham silty clay loam which underlies most of the existing development, and the more extensive Waldo silty clay loam which is largely undeveloped. Waldo silty clay loam and McAlpin silty clay loam occupy narrow bands along Bowers Slough and Calloway Creek.

McAlpin silty clay loam (Mn) is a Class II agricultural soil that occupies alluvial terraces and slopes are 0 to 3 percent. Runoff is slow and the hazard of erosion is slight. Available water capacity is 8 to 10 inches. Permeability is moderately slow. Rooting depth is deep but is somewhat restricted by a seasonal, temporary high-water table. The soil is used mainly for cereal grain, grass seed, hay and pasture, wildlife habitat and recreation. Some areas on alluvial bottomland are subject to stream overflow.

Waldo silty clay loam (Wa), a Class III agricultural soil, is in areas along the streams and drainage ways of the foothills. Runoff is slow and the hazard of erosion is slight. Rooting depth is limited by a seasonal high-water table. Permeability is slow. Available water capacity is 9 to 11 inches. This soil is suitable for pasture, hay, small grain, grass seed, wildlife habitat and recreation.

The agricultural area northeast of the Adair Village Urban Growth Boundary is predominantly Woodburn silt loam (WoA) with 0 to 3 percent slope. This is a Class II soil suitable for pasture, hay, small grain, grass seed, vegetables, berries, wildlife habitat and recreation. Runoff is slow to medium; the hazard of erosion is none to slight. Permeability is slow. Rooting depth is somewhat restricted by a seasonal water table in winter and spring.

## Agricultural Suitability

**Statewide Planning Goal 3** reads, "To preserve and maintain agricultural lands". To help achieve this goal, the Goal calls for "the retention of Class I, II, III and IV soils for farm use". The dominant soil class in the Planning Area is Class II with small areas of Class III and IV located on the north, west and south edges of the Planning Area.

Although most of the area has good agricultural soils ratings, much of the Planning Area is not in agricultural use. There is only 78 acres within the Planning Area outside of the Adair Village City Limits that is presently in agricultural use. Within the Planning Area there are four parcels totaling about 36 acres that are located northeast of Adair Village. Another 42 acres is located south of the Adair Village City Limits. Both of these areas are presently zoned Exclusive Farm Use (EFU) by the County. Within the City there is another 42 acres adjacent to the south City Limits Boundary that is presently farmed as an interim use until residential development occurs.

### **Woodland Suitability**

Soils for the Planning Area have been rated for woodland suitability from Site Class I to V, with I being the most suitable for timber production. The western half of the Planning Area is almost exclusively Class II. The eastern half is about equally divided by Class III, IV, and unclassified soils, with a small area of Class II in the Adair County Park. The most significant Fir growth is in the McDonald State Forest west of the City with scattered Oak growth throughout the Tampico Road rural residential area and around the Adair County Park. Public forestlands located in the southwest area of the Planning Area adjacent to the City Limits are zoned FC-40 by the County.

### **Development Suitability**

Soils maps identify soil limitations for the construction of buildings without basements and for the operation of septic tank absorption fields. The maps are based on the Benton County Benton County Sanitarians Office soil survey regarding septic suitability. Septic suitability ranges from "generally unsuitable" to "always unsuitable". Most of the Planning Area is generally suitable to marginal. Unsuitable areas are the low drainage areas north and south of the City and the steep hillsides on the west and northwest. The area east of the City is "generally unsuitable" due to high water table and slow permeability, although in each area on-site inspections may alter these general findings. The preliminary Urban Growth Area immediately north of the City limits was specifically identified by the County Sanitarian as a poor septic suitability area on the basis of existing land use patterns and the poor suitability of soils in the area.

Approximately 140 acres in the northwest corner of the Planning Area adjacent to Highway 99 West and the City Limits have been zoned by Benton County as Rural Residential (RR-5 acre) and (RR-10 acre).

## **SECTION 9.240 WATER RESOURCES**

### **Surface Water Hydrology**

The only surface water features in the area are Bowers Slough which flows through the center of the City between properties bordering Barberry and Azalea and Calloway Creek which is in the UGB extension area south of the Ryals Road and small tributaries of these streams. There are also three small ponds, two on Bowers Slough in the Adair County Park and one on a tributary of Calloway Creek located on the ODFW Corvallis South Willamette Watershed District Office site. There are also 28 acres of wetlands in the Adair County Park. The streams in this area are all intermittent streams and are dry part of the year.

### **Water Quality Standards**

Water Quality standards governing these streams are set forth in the "State-wide Water Quality Management Plan". They are included in the plan for the Willamette Basin under "All Other Streams and Tributaries". Beneficial uses to be protected include all uses except "commercial navigation and transportation". The standards state "the highest and best practicable treatment and/or control of wastes, activities and flows shall in every case be provided so as to maintain dissolved oxygen and overall water quality at the highest possible levels and water temperatures, coliform bacteria concentrations, dissolved chemical substances, toxic materials, radioactivity, turbidities, color, odor and other deleterious factors at the lowest possible levels".

### **Waste Discharge Permits**

Waste discharge permits are issued by the Department of Environmental Quality (DEQ) for the construction and operation of new or modified sewage and industrial waste treatment facilities and related effluent disposal. A National Pollutant Discharge Elimination System (NPDES) permit for discharges into public waters is issued pursuant to both federal and state requirements. The permit gives the permissible limits for plant operations.

Issued permits must meet applicable federal standards and guidelines as well as applicable portions of the State Water Quality Plan for the Willamette Basin. The DEQ intends that any further applications for permits will be submitted to the appropriate local planning agency for certification of land use plan and goal conformance.

The DEQ has issued a NPDES permit for the operation of the Adair Wastewater Treatment Plant. The DEQ concluded that the Adair Village NPDES Permits were being adequately addressed.

## **Water Quality Standards, Plans and Compliance**

Standards and rules necessary to ensure that beneficial use of public waters are not impaired by inadequate water quality are adopted by the Environmental Quality Commission and implemented by the DEQ. The Statewide Water Quality Management Plan (OAR 340, Division 41) developed by DEQ includes beneficial water uses to be protected, water quality standards, minimum design criteria for point source controls and general policies.

The State Water Quality Management Plan contains standards for 19 drainage basins. Adair Village is within the Willamette Basin. All beneficial uses except commercial navigation and transportation are to be protected in the Willamette Basin. The Statewide Water Quality Management Plan must be reviewed and updated every three years. Water quality standards are revised periodically based on new information or to meet new federal requirements. To ensure protection of water quality standards, the DEQ must issue a certification that standards will not be violated by anyone applying for a federal permit for actions in or adjacent to a waterway which may result in a discharge of pollutants to the waterway.

### **Groundwater**

The volcanic rocks that comprise the foothills of the Coast Range yield small quantities of water that are usually adequate for domestic use. Records for wells in the nearby Lewisburg area show yields of 30 to 60 gallons per minute (gpm). Wells tapping the sedimentary rocks of marine sandstone and shale east of Adair Village produce small quantities of good-quality water adequate for domestic uses.

Groundwater resources should be protected from potential pollution. Pollution can result from septic tank wastes, urban runoff, solid waste leachates, and irrigation return water when wastes are allowed to percolate into the soil in areas of groundwater recharge. Septic tanks particularly pose a potential pollution hazard to groundwater resources. In areas of dense development contamination of individual wells can be a serious health hazard.

## **SECTION 9.250 VEGETATION & OPEN SPACE**

### **Natural Vegetation Values**

Vegetation provides a number of important values for the community. In addition to the obvious economic value, woodlands, forests and other areas of natural vegetation serve to conserve, protect and enhance other resources. On steep slopes the natural vegetative cover helps stabilize the soil and thereby protects water resources from

excessive sedimentation. The protection of water quality by natural vegetation also helps protect fishery resources and provides habitat for a wide variety of wildlife. Natural vegetation supports outdoor recreation activities, provides an open space resource for the urban environment, and generally enhances the esthetic quality of the community.

### **Existing Natural Vegetation Resources**

Within the City of Adair Village itself there is relatively little natural vegetation except on the eastern edge of the City. The surrounding area, however, contains significant natural vegetation resources including stands of coniferous, hardwoods, and mixed trees.

East of OR Highway 99 West natural vegetation is confined largely to the eastern edge of the City and the Adair County Park that contains 18 acres of oak groves, and 28 acres of wetland. A natural vegetative buffer, consisting of oaks and other deciduous trees, separates the park activity areas from the residential portion of Adair Village. The only other notable natural vegetation east of Highway 99 is limited to a very narrow band of mixed hardwood riparian vegetation adjacent to the small creeks.

West of OR Highway 99 West much of the land is either forested or wooded. Poison Oak Hill is covered with stands of Oregon Oak. The area along Tampico Road is a mixture of open lands, brush lands and wooded areas of predominantly Douglas Fir or Oregon Oak. McDonald State Forest, south of the Tampico Road area, is heavily wooded with stands of Douglas Fir and hardwoods. Finally, the southwest corner of the Planning Area adjacent to Calloway Creek is covered by residual Douglas Fir from previous logging and Oregon Oak and brush.

### **The Riparian Zone**

The riparian zone is that band of land adjacent to and influenced by water bodies including lakes, ponds, marshes and intermittent and perennial streams. Much of the best wildlife habitat is found in riparian zones. The most significant attribute of major riparian zones is variety. The mix of habitats, combined with the productive aquatic environment, is suited to the needs of virtually all wildlife species in the Willamette Valley.

The productivity of the riparian zone for wildlife is directly related to the diversity and quality of vegetation present. The larger the vegetated zone adjacent to the water, and the more diverse that vegetation, the greater its productivity. All riparian zones, however, merit protection, owing to the particular importance to wildlife of diverse habitat near water.

Fish and wildlife require undisturbed riparian areas as sources of food, water and/or habitat. Significant changes in these areas may result in partial or total loss of fish and



wildlife. Although very limited in extent, the riparian zones along Bowers Slough, Calloway Creek and other small streams and ponds should be protected.

## **SECTION 9.260 FISH AND WILDLIFE**

The key to maintaining a diverse and abundant wildlife population is simply to provide an abundance of diverse habitats.

The Oregon Department of Fish and Wildlife identifies ten habitat types:

- Slow still waters
- Fast moving waters
- Marsh
- Riparian
- Open Areas
- Edges
- Deciduous trees
- Coniferous trees
- Coniferous and Deciduous mixed trees
- Dead defective trees

Nearly all areas can provide some habitat for non-game wildlife of some kind. Some species can adapt to a variety of habitats, but others are restricted to specific habitat types. For example, the spotted owl is restricted to old growth timber areas while woodpeckers need dead or defective trees for nesting.

To ensure an abundance and variety of wildlife, development proposals should be reviewed to insure the maximum feasible preservation of habitat types identified above. Preservation of riparian zones, particularly along streams, is of outstanding importance for wildlife. Provision and preservation of parks, open space and water areas is important.

### **Threatened or Endangered Wildlife Species**

The Oregon Department of Fish and Wildlife has not identified any known "threatened or endangered species, or any specialized habitats" within the Adair Village Planning Area. There are also no significant fisheries resources though the pond in the Adair County Park is used by children fishing for crappies.

While there is no especially significant habitat within the Planning Area, there are important wildlife areas nearby.



## **Oregon Department of Fish & Wildlife Lands**

The E. E. Wilson Game Management Area immediately adjacent to the northern boundary of the Planning Area is the only facility in the State where game birds are reared annually for release to the wild. In addition, juvenile hunting of upland birds is permitted annually, other small game hunting is allowed by permit, and the area is used for bird dog trials. The area is one of the largest blocks of undisturbed wildlife habitat remaining in the Willamette Valley and has been the site of numerous wildlife field research projects.

The 44-acre site occupied by the ODFW District office on the south border of the City is not used very extensively for wildlife habitat or hunting purposes at this time although there is a small pond utilized by waterfowl. There are no specific plans for more extensive use of this site for game purposes and the Commission has been in negotiation with the City and the Santiam Christian School to sell or trade some portions of this site.

West of Adair Village lies the extensive McDonald State Forest and the Paul Dunn State Forest. The McDonald State Forest borders OR Highway 99 West from Arnold Avenue almost to Ryals Avenue, while the Paul Dunn State Forest borders segments of Tampico Road. These state forests provide significant wildlife habitat immediately adjacent to the community.

## **Land Use Conflicts**

The guidelines for achieving Statewide Goal 5, "Open Spaces, Scenic and Historic Areas and Natural Resources," states that "Fish and Wildlife areas and habitats should be protected and managed in accordance with the Oregon Wildlife Commission's Fish and Wildlife Management Plans.

Most of the policies and recommendations concerning fish and wildlife are based on those made by the Department of Fish and Wildlife in the Benton County fish and wildlife habitat protection plans. Preservation of the riparian zone and prevention of pollution are among the most critical concerns for both fish and wildlife.

Changes in land use from open land uses to more intensive development are reducing the total wildlife habitat base, resulting in a net loss of both numbers and types of wildlife. Any activity that removes or alters existing habitat adversely affects the wildlife that requires that habitat. Those activities and land uses that can have adverse effects on fish and wildlife are:

- Filling or draining of aquatic habitats.
- Water pollution.
- Clearing of riparian zones.
- High-density development in or adjacent to sensitive habitats.

- Field burning and other practices which remove vegetation from roadsides, fencerows, and other unused areas.
- Conversion of forest and agricultural land to small parcels.

The extension of urban development northward from the present City Limits to the southern boundary of the E.E. Wilson Game Management Area has been restricted to include only those properties within the City's Urban Growth Boundary already developed at rural residential densities.

Farm use is considered the land use most compatible with the management area. However, even farm use poses problems including livestock trespass and transmission of parasites and disease from domestic fowl. Residential development could result in negative reaction from adjacent residents to hunting and depredations on wildlife by cats and dogs. To prevent future conflicts a land use buffer should be maintained between the two uses.

## **SECTION 9.270 AIR QUALITY & NOISE CONTROL**

### **Air Quality**

Winds are important in land use planning in a number of ways. In locating industrial plants, for example, it is necessary to consider the prevailing wind directions so that the harmful effects of air-polluting emissions will be reduced. Wind direction also has significance for the application of fertilizers, insecticides and chemicals for weed control on agricultural and forestlands. The nearest location for which wind information is available is Salem airport that should be fairly representative of the Adair Village Area. Winds are out of the south and southwest at Salem for 40 percent of the time; out of the north and northeast for 20 percent of the time; and out of the west and northwest for 20 percent of the time. Conditions are calm 11 percent of the time and winds from the east are fairly rare. The average wind speed ranges from 4.2 miles per hour, for winds from the east, to 8.2 miles per hour for winds from the south. Further information on climatic characteristics is contained in the "Soil Survey of Benton County" by the Soil Conservation Service.

The Adair Village Urban Growth Area is a Class II Prevention of Significant Deterioration (PSD) air quality area. The Environmental Protection Agency regulations designate three classes of PSD areas. Class I increments permit only insignificant air quality deterioration; Class II increments permit moderate deterioration; Class III allows for the greatest amount of deterioration, but in no case beyond the national air quality standards.

Under the federal regulations, all areas of the state are automatically classified as Class II areas except for mandatory Class I areas and "non-attainment" areas. The enforcement

program is administered by a pre-construction and pre-modification permit program for certain types of stationary sources. The permit program ensures that emission sources do not exceed numerical increments applicable to that class and that they use the best available control technology.

No Air Contaminant Discharge Permits have been issued in the Planning Area as there are no significant stationary sources of air pollution. The Department of Environmental Quality has classified the various communities in the state according to the "increment" available for total suspended particulate (TSP) and sulfur dioxide (SO<sub>2</sub>), carbon monoxide (CO) and other significant pollutants. With no significant industrial development or other stationary source of air pollution in Adair Village, the City has almost a full "increment" available of both TSP and/or SO<sub>2</sub> and there is no apparent danger of "closing out" of the airshed.

No specific sites have been identified in the plan for future industrial or major commercial development. Should an industry or commercial development wish to locate in Adair Village it would be subject to the Planned Development review procedures of the zoning ordinance which include provision for full consideration of potential environmental impacts, including air pollution.

Motor vehicle traffic cause anywhere from 80 to 90 percent of the CO generated in most urban areas of the state. Accordingly, the DEQ has devised a procedure, used on average speed and volume of cars, to determine if there is a possibility of violations of the 8-hour CO standards.

The DEQ's 8-hour CO standards for urban areas with a population of under 50,000 show that traffic would have to reach an average weekday level of 69,200 at 55 miles per hour for there to be a possible violation of the 8-hour carbon monoxide standard.

Therefore, it has been determined that the Adair Village Comprehensive Plan does not appear to conflict with Class II air quality standards and the roads in the Adair Village Comprehensive area do not cause existing violations, and will not cause future violations, of the 8-hour carbon monoxide standard.

### **Field Burning**

The field-burning program is administered by the DEQ with guidance from the Advisory Committee on Field Burning. The program seeks to minimize the impacts of field burning activities within safety and meteorological constraints. The program also involves coordination with fire districts to ensure that field and other burning activities are performed in a safe manner.

Field burning is widespread in the Willamette Valley and occurs in the Adair Village vicinity. The location of Adair Village on the western edge of the Willamette Valley and the prevailing wind patterns provides adequate protection from field burning problems most of the time. DEQ standards for field burning should also reduce future impacts.

### **Coordination with Department of Environmental Quality**

The DEQ requires that a Notice of Intent to Construct (NC) must be filed by all persons proposing to construct an air contaminant source. The NC is used to identify facilities which are considered air contaminant sources, and which will require Air Containment Discharge Permit (ACDP). Not all sources requiring NC's need an Air Containment Discharge Permit. Certain types of air contaminant sources are required to have a DEQ-issued ACDP before operation of that source can begin.

Certain types of parking facilities, highways, airports and other types of indirect sources of pollution require a DEQ Indirect Source Construction Permit (ISCP) prior to construction and operation. The City of Adair Village will coordinate actions with the DEQ regarding the above site-specific permit activities. Specifically, upon request from the DEQ, the Adair Village Planning Commission will prepare a statement, to be forwarded to the DEQ, regarding compatibility of applications with the City's Comprehensive Plan and local ordinances.

### **DEQ Rule-Making Practices and Procedures**

The DEQ is required to make public notification of and solicit public comment on all proposed regulations, e.g., ambient air and emission standards and programs, prior to adoption. The DEQ presently notifies the City of Adair Village of all applicable rule-making actions of the DEQ.

### **Noise**

In larger urban centers noise is an increasingly serious pollution problem. One of the reasons people live in a smaller city like Adair Village is to avoid the noise and other pollution problems of the larger cities.

**Statewide Goal 6**, to maintain and improve the quality of the state's resources and to ensure future developments do not violate, or threaten to violate, applicable state or federal environmental quality statutes, rules or standards, includes noise concerns.

### **Federal and State Policy**

Both the state and federal governments have adopted policies concerning noise. Federal Public Law 92-574, 2(b) states, "It is the policy of the United States to promote an environment for all Americans free from noise that jeopardizes their health or welfare."

The Oregon Legislature in adopting the Oregon Noise Control Act of 1971 found that the noise at "unreasonable levels is as much a threat to the environmental quality of life and the health, safety and welfare of the people of this state as is pollution of the air and water." (**ORS Chapter 467**). The legislature accordingly authorized the DEQ, through the Environmental Quality Commission, to adopt and enforce statewide standards of noise control (OAR 340-35).

The DEQ, for example, requires vehicles operating on public roads to meet noise emission standards (**ORS 467.030**). Industrial and commercial sources also must meet DEQ noise standards for all sources are contained in OAR 340-35-005 through 340-35-100. Adair Village presently does not have noise problems, other than some traffic noise from OR Highway 99 West.

## **SECTION 9.280 PLANNING OPPORTUNITIES & CONSTRAINTS**

There are no major hazards and few constraints for development in the Planning Area. The uniqueness of the area's natural environment, however, should be preserved to the maximum extent possible and future developments should be limited to the environments capacity to absorb growth and maintain the area's environmental values and resources.

A few areas, notably Poison Oak Hill and the Calloway Drive area, have some slope constraints. But the topography of the area, including ridges, rolling hills and bottomlands is generally a strong positive attribute, providing a varied and visually attractive environment. There are no economically significant geologic deposits in the area and the geology also poses no major constraints, except in the nearby areas of Poison Oak Hill. The soils of the Planning Area are generally good agricultural soils and urban growth has specifically been directed away from the most productive agricultural lands.

The water resources in the area are relatively few, with no rivers or lakes, and just two limited drainage courses, with small ponds. Their scarcity and the limited capacity to absorb development impacts from construction or pollution strongly suggest care must be taken to protect these resources. The area is rich in natural vegetation resources and associated wildlife. Development should also respect the need to preserve these values.

Finally, both air and noise pollution are not serious problems and are not expected to be a problem in Adair Village. The Planning Commission should include consideration of potential environmental impacts from future development proposals in the planning review process. Projects with potential adverse impacts should be submitted to the DEQ for review and comment to ensure that new developments do not violate state standards.

## **SECTION 9.290 ENVIRONMENTAL GOALS & POLICIES**

### **GOALS & OBJECTIVES**

1. To recognize the opportunities and constraints posed by the natural environment.
2. To protect the unique resources of the Adair Village area.
3. To ensure that future development will complement the City's natural resource base.

### **POLICIES & RECOMMENDATIONS**

#### **General**

1. Any expansion of the Adair Village Urban Growth Boundary shall identify and classify existing natural features including wetland and riparian areas that may require preservation, protection or restoration.

#### **Topography**

1. Areas shall be maintained as natural open space to protect soils, vegetation, water, wildlife and open space resources until development occurs.

#### **Geology & Soils**

1. Development proposals in areas considered to pose geologic hazards, such as land slippage, poor drainage, ponding and high-water table, shall submit engineering investigations of the site for project review to ensure that no environmental problems will result from development.
2. As additional land is needed to accommodate the City's growth needs the Urban Growth Boundary may be expanded. Preservation of the most productive agricultural soils shall be a factor in determining the Urban Growth Boundary expansion area.

#### **Water Resources**

1. The City of Adair Village shall comply with state and federal water quality protection requirements and regulations within the City's limited resources to address these issues.

2. Applications for National Pollutant Discharge Elimination System Permits (NPDES) shall be reviewed for conformance with the goals and policies of the Comprehensive Plan.
3. Groundwater resources shall be protected from potential pollution from septic tank wastes, urban run-off, solid waste leachates and irrigation.
4. The City shall protect ponds, sloughs, wetlands and drainage ways as natural resources for the community to the maximum extent feasible.
5. New development adjacent to any drainage way shall be set back no less than 20 feet from the top of bank as a protective buffer.

### **Natural Vegetation, Fish & Wildlife**

1. Native vegetation shall be preserved wherever feasible.
2. Riparian vegetation shall be preserved or restored to the maximum extent feasible to protect water quality and the wildlife habitat associated with riparian corridors.
3. In-channel vegetation between the water's edge and the topographic break at the top of bank shall be protected as specified in the City's Land Use Development Code (LUDC).
4. Designated greenways along watercourses shall be used to protect natural vegetation and water resource values.
5. Development of land uses that require excessive removal of land, vegetation or alteration or filling of drainage ways shall be controlled to maintain drainage integrity.
6. Public access to open space areas shall be secured and maintained wherever feasible.
7. Parks and open areas shall be managed to protect existing native vegetation. Undeveloped natural areas in existing and future parks shall be protected to the maximum extent possible while still meeting the recreational needs of the community.
8. Development proposals for residential, commercial or industrial developments shall recognize the value of existing on-site native vegetation and shall inventory and preserve these resources to the maximum extent feasible.



9. The City shall work toward establishing a tree plan that identifies new locations for tree planting to provide the next generation of tree canopy for the City including a program for street tree planting and maintenance for future developments.

### **Air Quality**

1. The City of Adair Village shall seek to comply with state and federal air quality protection requirements and regulations recognizing the City's limited resources to address these issues.
2. The City shall coordinate with the Department of Environmental Quality regarding air quality issues within the community.
3. Future development in the Adair Village area shall not conflict with regional air quality standards.

### **Noise**

1. Proposed developments shall comply with the DEQ Noise Control regulations, the Oregon Noise Control Act, and all other applicable federal, state and local noise control regulations to minimize adverse noise impacts on nearby properties to the maximum extent feasible.
2. Vegetative noise buffers shall be encouraged for any future proposed stationary noise source, such as an industrial operation.

## **SECTION 9.300 POPULATION & ECONOMY**

The primary **Statewide Planning Goals** (Goals) related to this Section of the Plan are **Goals 2 and 9**, although other Goals are also impacted by the Population and Economy element of the Plan.

**Goal 2** reads, "To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions." Population trending and projections are a means of identifying potential land use needs for future growth and development.

**Goal 9** reads, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Comprehensive Plans should contribute to a stable and healthful economy and should provide areas for suitable for increased growth and development of the area's economic base."



**Section 9.300** contains background data on existing population and employment levels and projections of future population and employment trends. Population and economic data for Adair Village cannot be viewed in isolation. Adair Village is an integral part of the larger Corvallis and Benton County region.

Population and economic data provide the basis for determining land use; housing, transportation and public facility needs, and also indicate the expected impact on the environment from population and economic growth.

## **SECTION 9.310 POPULATION**

A projection of population growth is an essential step in the comprehensive planning process. Projections serve as a tool in assessing future land use needs. **Section 9.310** contains background data on existing population, trends and future population projections. A projection is an estimate based on assumed growth factors. Therefore, the projected population for any target date may occur before or after the projected period based upon changes in local growth conditions.

Adair Village did not exist at the time of the 1970 U.S. Census and there is no historical data available prior to the City's incorporation in 1976. Portland State University Center for Population Research and Census (PSU), provided a limited enumeration of the City's population at incorporation. PSU has continued to make yearly estimates of the City's population. These estimates are required by law and are the basis for the distribution of state cigarette, liquor, and highway tax funds and federal revenue sharing funds.

The only other source of information on Adair Village's population is a limited survey undertaken in 1978 as part of the Plan's preparation. The 1980 U.S. Census produced the first detailed profile of the City's population. Population projections have been estimated for Adair Village by Benton County in coordination with the State Office of Economic Analysis. These projections are based on County projections for the entire Benton County area recognizing that local developments in Adair Village could significantly change the projected outlook for the County.

**Table 9.300** A summarizes the City's population and housing at the time of incorporation.

**Table 9.300 A—An Incorporation Enumeration Summary 1976**

TYPE OF UNIT	HOUSING			Occupancy Rate	POPULATION	
	Occupied Units	Vacant Units	Total Units		Average Household Size	
Single Family Units	26	4	30	0.87	121	4.65
Multiple Family Units	117	3	120	0.98	417	3.56
Mobile Homes	-	-	-		-	-
Group Quarters	-	-	-		-	-
<b>TOTAL ALL UNITS</b>	143	7	150	0.95	599	3.76
Unoccupied mobile homes are not counted as housing units.						
Owner-Occupied Housing Units		31	Population	116		
Renter-Occupied Housing Units		112	Population	422		

Source: Portland State University (PSU)

The only additional information relevant to the age structure of the Adair Village population resulted from a 1978 questionnaire. Thirty households, or one-fifth of all the households in the City (150), responded to the questionnaire. These households included some 118 people with an average household size of 3.9 people. Some 15 percent of the people in these households were preschool children; 22 percent were school-age children; 25 percent were young adults, ages 18 to 30; 35 percent were adults, ages 30 to 65; 3 percent were over 65.

In addition to the resident population, the PSU Adair Village population included an allowance for the use of the former military base facilities by the Oregon-Southwest Washington Laborer's Training School and the now defunct Chicano Indian Study Center of Oregon (CISCO). In 1976, these two operations added an estimated full-time population equivalent of 61 people, for a total population estimate of 599 people.

**Population Trends**

Adair Village's population has been relatively stable. Some population was lost due to closure of the Chicano Indian Study Center and a reduction in the resident population for the Labor's Training School. However, by the year 2000, 15 housing units had been constructed. In addition, three interrelated subdivisions have been approved with 102 additional dwelling units. By the 2010 Census when all of these were constructed, an additional population of approximately 304 people was added to Adair Village resulting in a 56.7% increase in population.

**Table 9.300 B** also demonstrates that between 2000 and 2010 Adair Village had a significant increase in overall growth and population.

**Table 9.300 B-- Adair Village Population Trends**

YEAR	POPULATION	DIFFERENC E	% CHANGE
1976	599		
1980	589	-10	-1.7%
1990	554	-35	-5.94%
2000	536	-18	-1.67%
2010	840	+304	+56.7%
2026	2,814	+1,974	+235%

The forecasts contained in **Table 9.300 B** rely on the coordinated forecasts prepared by Benton County and the Office of Economic Analysis that allocated population growth to cities. Although constrained by these forecasts, they do provide the most logical place from which to begin an examination of alternative futures for Adair Village.

**The 2026 Population Projection**

The 2026 population projection in **Table 9.300 B** is based on an approximate population growth of 235% over 2010 to 2026. Compared to past trends this is an optimistic projection but with an operational municipal sewer and water systems and an approved annexation of 128 acres containing 83 acres for residential growth in the R-3 Zone located south of Arnold Avenue and Vandenberg Avenue. This area can accommodate 405 residences and 1,113 additional people at a household density of 2.75 people per household.

**The 2010 Census**

The Adair Village 2010 Census population was 840 people. The 2010 Census provides the current base for determining future land use needs although area wide projections and the City's growth potential due to available urban services indicate a higher growth potential for the City. The City will monitor development trends and will amend the Comprehensive Plan as needed to accommodate future growth increases. The 2010 Census provides the current population profile of the community.

**Table 9.300 C** summarizes the 2010 Census population characteristics.

**Table 9.300 C-- Adair Village 2010 Population Characteristics**

<b>Characteristic</b>		<b>Number</b>	<b>%</b>
<b>Persons</b>		840	100.0%
<b>Sex</b>			
	Male	408	48.6%
	Female	432	51.4%
<b>Race</b>			
	White	743	88.5%
	Hispanic	56	6.7%
	Black	10	1.2%
	American Indian	12	1.4%
	Asian	16	1.9%
	Other	3	0.4%
<b>Age</b>			
	Under 6	75	8.9%
	6-12	252	30.0%
	12-15	83	9.9%
	16-18	166	19.8%
	19-34	123	14.6%
	35-65	111	13.2%
	Over 65	30	3.6%
<b>Households</b>		279	
	Families	227	
	Nonfamily	52	
<b>Housing Units</b>		293	
	Owner	175	59.7%
	Renter	104	35.5%
	Vacant	14	

Source: 2010 US Census

**Projected Population**

In Oregon, there are state requirements for coordinated forecasts of population at the county level. This means that:

- Counties must adopt state forecasts for the county or present compelling information for diverging from those forecasts and;
- The combined local forecasts for incorporated and unincorporated areas in the County must be equal to a county's coordinated forecast.

Similar requirements do not exist for forecasting employment.

There are, however, problems associated with forecasting small community growth. The following conditions are why forecasts for small cities are highly uncertain:

- Projections for population in most cities and counties are not based on deterministic models of growth; they are simple projections of past growth rates into the future. They have no quantitative connection to the underlying factors that explain why and how much growth will occur.
- Even if small cities had a sophisticated model that linked all these important variables together (which they do not), they would still face the problem of having to forecast the future of the variables that they are using to forecast population or employment growth. In the final analysis, all forecasting requires making assumptions about the future and conditions affecting those assumptions are subject to change.
- Comparisons of past population projections to subsequent population counts have revealed that even much more sophisticated methods than the ones used in planning studies are often inaccurate for extended periods of time, even for relatively large populations. **The smaller the area and the longer the period of time covered, the more unreliable the results for any statistical method.**
- Small cities start from a small base. A new subdivision of 100 homes inside the Portland UGB has an effect on total population that may be too small to measure. That same subdivision in Adair Village could increase the City's population by about 21%. If phased in over three years, for example, the City's average annual growth rate during that period would be over 7%.
- Small cities can have rapid growth for many reasons including:
  1. The availability of urban services particularly water and sewer.
  2. The introduction of a major employer.
  3. Because they are near to metropolitan service areas (like Corvallis).
  4. Because they have high quality of life values for homesteads, retirement and proximity to recreational activity areas.

There is ample evidence of very high growth rates in the short-term and there are also some cases of high growth rates sustained over many years for small communities like Adair Village.

Although not necessarily accurate, forecasts of population and employment do drive the planning process. Population and employment growth mean more households; more households need more houses; more households also need more services; and housing and services both require more buildable land.

To understand the population growth factors for Adair Village, it is necessary to view the community within the larger regional context. Adair Village is essentially a rural residential community in an attractive living environment with a full range of public services for people working elsewhere, primarily in Corvallis and Albany.

Adair Village is within an easy 15-minute commuting distance from both Corvallis and Albany. The Corvallis and Albany areas are the fastest growing segments of Benton and Linn Counties. Adair Village will continue to be a highly desirable living area attractive to people employed in the Corvallis and Albany areas.

## **SECTION 9.320 ECONOMY**

This Section provides an overview of the City's economy and presents policies to guide its future economic development. It is clear that Adair Village's potential for economic development has long been impacted by the City's close proximity to Corvallis and Albany.

Oregon's economy is expected to follow a pattern of modest growth. The long-term population forecast by Oregon's Office of Economic Analysis predicts steady population growth. At this rate of growth, Oregon is expected to add one million people by 2015 and another million by 2040 growing to 5.2 million in 2040. Over 70% of this population growth, 1.7 million people, is expected to come from net migration into Oregon.

The Bureau of Economic Analysis projects per capita income in Oregon will increase to \$26,200 in 2015. Per capita income in the United States is projected to increase at the same rate as in Oregon, so the state's per capita income is expected to remain at 94% of the U.S. average.

Employment growth in Oregon is expected in the Services and Retail Trade sectors, which are expected to account for 60% of workers. According to a forecast of growth by industry from the Oregon Employment Department, five of the leading growth industries are in the Services sector, including the relatively high-wage Business Services, Health Services, and Engineering & Management Services industries.

The Manufacturing sector is projected to contribute 10% of Oregon's employment growth. Leading manufacturing industries, in terms of employment growth, are Electronic &

Electrical Equipment, Transportation Equipment Machinery, Instruments & Related Products, and Printing & Publishing.

The only industries in Oregon that are expected to decline in the Manufacturing sector are: Lumber & Wood Products, Textile Mill Products, Apparel & Leather Products, and Paper & Allied Products.

Adair Village's economy is tied to national and state trends and to its proximity to Corvallis and Albany. Existing local employment opportunities in the Adair Village area are limited. Total local employment is estimated at approximately 100 jobs most are held by people who live outside the Adair Village area. The major local employers are the Santiam Christian School, Oakcraft Manufacturing, Valley Catering, and the Oregon Department of Fish & Wildlife and Four Spirits Distillery.

The district office of the Oregon Department of Fish and Wildlife is responsible for the Department's programs. Approximately 25 employees of ODFW are based in the Adair Village vicinity.

### **Workplace Location**

It is estimated that less than 20 workers live and work in Adair Village. Most commute outside of the City, primarily to Corvallis, while others work in Albany and a small number work in the Salem area.

### **Commuting Patterns**

Most of the people who live in Adair Village work elsewhere. Primary transportation was by vehicle although a few bicycled or walked. Adair Village established a four-times-a-day, every weekday Transit service in partnership with Benton County Dial-A-Bus and Corvallis Transit System.

## **SECTION 9.321 ECONOMIC SECTORS**

Sectors are groups of related industries, as defined by the Standard Industrial Classification (SIC) system. These are the same categories utilized by the Oregon Employment Department. **Table 9.300 D** identifies the Employment Sector for Adair Village Residents.

**Table 9.300 D-- Industrial Sectors**

<p><b>Employment Sectors</b>  <b>Agriculture, Forestry, Fisheries</b>  <b>Mining</b>  <b>Construction</b>  <b>Manufacturing</b>  <b>Transportation</b>  <b>Communications &amp; Public Utilities</b>  <b>Wholesale Trade</b>  <b>Retail Trade</b>  <b>Finance, Insurance, Real Estate</b>  <b>Business &amp; Repair Services</b>  <b>Personal Services</b>  <b>Recreation &amp; Entertainment Services</b>  <b>Professional &amp; Related Services</b>  <b>Health Services</b>  <b>Education Services</b>  <b>Other Professional Services</b>  <b>Public Administration</b></p>
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**Projected Employment**

Projected employment levels are used as a basis for determining industrial and commercial land use needs and population levels.

With a small residential commuter community like Adair Village, it is impossible to project the future local employment level. Adair Village is located in a larger economically developing region. Additional regional economic development will be the prime force in generating additional population growth in the Corvallis-Albany area, which in turn will impact Adair Village's growth potential.

Employment by land use site category are groups of employment sectors that generally have similar types of land use:

- **Commercial:** Retail Trade.
- **Office:** Finance/Insurance/Real Estate and Services.
- **Industrial:** Agricultural Services/Forestry/Fishing, Mining, Construction, Manufacturing, Transportation/Communications, Utilities & Wholesale Trade.
- **Public:** Federal, State, and Local Government.



## **SECTION 9.323 LOCAL ECONOMIC OPPORTUNITIES**

### **Bedroom Community**

Adair Village has been a bedroom community to Corvallis and Albany. A classic bedroom community has few if any industries and less commercial businesses than would normally be present for a given population.

The proximity to Corvallis is certainly an important factor in Adair Village's development, one that may have more benefits than liabilities. Adair Village has many advantages that will be attractive to people, industries and businesses. As the City's population increases, it will be capable of supporting the additional services that are now desired. The key issue is how this growth and development is managed.

### **Commercial Opportunities**

There is only one distinct commercial area in Adair Village. The AV Market & Deli, a restaurant and a coffee shop are the City's present commercial center. In addition, this area contains the Adair Village Community Building/City Hall and Park. The City has developed a Civic Center plan for the area adjacent to the City Hall on the City's property located on the west side of William R. Carr Avenue and on Benton County property on the east side. Two historic Barracks Buildings from the former military base have been moved onto this property and are being restored for civic uses. It is intended that William R. Carr Avenue and this property will become the City's centralized civic and commercial center. The four-plex across from the Community Building is zoned for commercial use and could be developed commercially.

### **Industrial Opportunities**

Adair Village has two distinct industrial development opportunities. The first area is located one and a half miles north of the City in the Adair Village Industrial Park (AVIS). This area contains 128 acres that could support additional employment with improvements and services while providing the City with an income base. The second area is the Laborer's Training Center and the Block Building facilities, both of which are directly east of the County's property. These areas could support a clean high-tech type of employment base in the future.

### **Infrastructure**

The infrastructure of a community can be defined as those public facilities and services that contribute to the basic structure of the community, such as water and sewer systems, roads, and community services. It is apparent that community growth and development is dependent upon the availability of these facilities.

Facilities in Adair Village having the most apparent impact upon the City's economy are its municipal water and sewer system, transportation system, public facilities and services, such as fire, parks and municipal government.

The municipal water system and sewer system are substantial assets to economic development. These facilities will need capacity increases and upgrading to accommodate the projected growth in Adair Village.

### **Local Actions for Growth and Development**

While activities like business recruitment and marketing strategies can produce some results, this can be an expense that has limited success, particularly for small communities. Adair Village should maintain contact with the Oregon Department of Economic Development and the Corvallis-Benton County Economic Development Partnership for business recruitment.

Statistics indicate that the majority of new jobs are created locally. Support of local businesses is an attraction feature for new potential employers. Besides specific development incentives, preparedness is the most useful action a community can take.

A factor that may influence more economic growth in Adair Village is the attractiveness of an Adair Village location for Corvallis businesses. Land availability, support facilities, administrative assistance, attractive housing areas and most of all, a positive helpful community attitude are the most important factors influencing economic development.

Community preparedness and a positive attitude begin with the City's adopted goals and policies.

## **SECTION 9.390 POPULATION & ECONOMY GOALS & POLICIES**

### **OVERALL GOAL**

To encourage economic developments for Adair Village that are compatible with maintaining the area's livability.

### **POLICIES & RECOMMENDATIONS**

#### **General**

1. The City shall strive for continual and substantial progress toward improving the quality of life for area residents including livability and economic prosperity.
2. Population and Economic Census data shall be updated as data becomes available to the City.

## **Population**

1. The City has adopted the 2006 population projection of approximately 2,814 people for the year 2026 authorized by Benton County and the Oregon Office of Economic Analysis until development trends indicate the need for an update.
2. The City shall track population growth on an annual basis to determine if growth projections remain valid. If growth exceeds projections over a five-year period, a reexamination of urban growth needs may be initiated to determine if there is a need to expand the Urban Growth Boundary.
3. The City shall consider trends in household size and median age of residents as factors influencing the demand for services. The City will utilize a household per capita of 2.75 persons for future planning purposes.
4. The City of Adair Village will carefully manage and accommodate incremental population growth through expansion of the Adair Village Urban Growth Boundary and development of new lands in conformance with the City's adopted Growth Management Policies.

## **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 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.
5. The City shall continue the cooperative association with local business and agencies to assist with their problems, needs and desires, to the mutual benefit of the City and these agencies.
6. The City shall maintain liaison with the Oregon Economic Development and Business Development Departments, and the Corvallis-Benton County Economic Development Partnership and the Chamber of Commerce to assist in attracting developments that will improve employment opportunities for Adair Village.

7. The City of Adair Village shall work cooperatively with the City of Corvallis and Benton County to ensure an improving economy for the area.

## **SECTION 9.400 HOUSING**

**Statewide Planning Goal 10** reads: "To provide for the housing needs of the citizens of the state".

**Goal 10** requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of needed housing types in price and rent ranges commensurate with the financial capabilities of its households.

The Housing Section of the Adair Village Comprehensive Plan presents an inventory of existing housing, housing trends, housing demand, housing need and buildable land needs. Comparisons with conditions in 1976, 2000 and 2010 are presented representing the last 34 years between Incorporation in 1976 and the last Census in 2010.

Although these comparisons are informative, they are of limited value in assessing Adair Village's present trends and future projections. Municipal sewer and water system improvements will have a significant impact on the City's growth potential.

The Housing Element of the Adair Village Comprehensive Plan contains an inventory of existing housing in Adair Village including - total housing units, types, conditions and trends. Due to the uniqueness of Adair Village, techniques for projecting future housing demand are somewhat limited. There is a potential demand, however, and buildable residential lands that can accommodate that demand have been provided.

Adair Village offers a desirable living environment that has attracted increasing numbers of people who commute to work elsewhere. "Adair presently provides one of the few examples of affordable, moderate income housing within commuting distance from Corvallis and Albany" (North Benton Citizen Advisory Committee Plan). It can be expected that given the opportunity additional people will be drawn by the natural attractiveness and the recreational opportunities that the area offers. Adair Village also is the only community in North Benton County that offers a full range of public facilities.

The housing data will continue to vary somewhat depending upon where and when the data was obtained. However, it remains within the same general order of magnitude.

## **SECTION 9.410 EXISTING HOUSING**

The original 150 housing units within the City were constructed to accommodate the military housing needs of the U.S. Air Force in 1957. The base housing was acquired by

a private developer in 1969 when the Federal Government declared the entire property surplus and placed it on the open market. The developer divided the property and offered it to the general public. The first residents moved into the housing units and formed a Homeowner Association in 1973. On May 25, 1976 the City of Adair Village was incorporated including the 150 former base housing units.

### Housing Growth

**Table 9.400 A** summarizes the number of houses for each type and their percentage of the total housing in the community.

**Table 9.400 A-- Housing Growth 1976-2010, Plus 2035 Estimate**

Year	Population	Housing Units	Single-family Homes		Multi-family Homes		Manufactured Homes	
			No.	%	No.	%	No.	%
1976 <sup>1</sup>	422	150	30	20%	120	80%	0	0%
2000 <sup>2</sup>	536	180	56	31%	124	69%	0	
2010	840	293	162	55%	131	44%	2	1%
2017 <sup>3</sup>	928	305	172	56%	131	43%	2	<1%
2035 <sup>3</sup>	2,026	719	460	64%	257	34%	2	<1%

Sources: <sup>1</sup> 1976 Incorporation Enumeration Summary

<sup>2</sup> 2000 & 2010 U.S. Census.

<sup>3</sup> Portland State University - Population Research Center

### Single-family Homes

At incorporation in 1976 there were 30 single-family housing units that accounted for only 20% of Adair Village’s housing. This was due to the configuration of military base housing when Adair Village was a military base.

The City has encouraged conversion of duplex units to single-family units and ten or more have been converted while some homeowners have also converted duplex units into larger single-family houses that helped to bring single-family units and home ownership into a better balance for the community.

### Multi-Family Housing

At incorporation in 1976, there were 120 units of duplex multi-family housing that accounted for 80% of Adair Village’s housing. While duplex units are sometimes considered single-family structures, they are included herein with multi-family units since they are usually rental properties like other multi-family units. There is a total of 60 duplex

buildings, one four-plex unit, and seven (7) multi-family units on the Santiam Christian School property. The 7 multi-family housing units located on the Santiam Christian School property house 15 people although this number can vary. This housing is private housing for the school and is not available to the general public.

Multi-family housing is the primary affordable housing opportunity for young families and the elderly in Adair Village.

The R-2 Single-family Residential District permits multiple-family housing in conformance with the “Planned Development” procedures in **Section 6.104 and 7.200 of the Adair Village Land Use Development Code** (Code).

### **Manufactured Homes**

Adair Village has a relatively low percentage of manufactured homes (MH), 2 units for approximately 1% of Adair Village's total housing. Even these two units existed prior to annexation to the City. No MH units have been placed in the City. There are also no manufactured home parks within the City.

The City has made allowance in the Adair Village Land Use Development Code (LUDC) for more moderately cost housing by permitting manufactured homes on individual lots within the City’s residential districts as specified by State standards.

### **Planned Developments**

Planned Developments are permitted in the Adair Village Code, which encourages the application of new techniques to achieve efficiencies in land development while providing enhanced and economical living environments. In 2000, the City granted final approval to Creekside and Castlelands Planned Developments for the City’s first Planned Developments. In 2000, final development plans were approved for Creekside Planned Development and Castlelands Planned Development that included 102 single-family lots and 11 duplex townhouse style lots. Most of the single family lots were developed by 2006.

### **Planning Area Housing**

Housing within the Adair Village Planning Area offers a mix of housing types in four distinct areas.

1. The City R-1 Zone, Adair Meadows, is a 10,000 square foot minimum lot size Residential District that includes both multiple-family duplexes and single-family urban housing.

2. The City R-2 Zone is an 8,000 square foot minimum lot size Residential District that is located north of Bower's Slough and is all single-family housing.
3. The City's Northern Urban Growth Boundary (UGB) area contains 18 acres north of the City's R-2 Zone with nine (9) houses on 11 lots in the 1 to 2.5-acre range.
4. The Rural Residential housing on Tampico Road is on lots of varying size, ranging from less than an acre to forty acres with newer medium to upper income homes.
5. The Calloway Drive area contains new upper income suburban type residential homes on approximately one-acre lots.

### **Housing Condition, Value & Tenure**

Housing conditions in Adair Village are generally good. The 2000 Community Survey found no housing in "poor" condition. Housing in Adair Village is mostly moderate-income housing in sound condition. The newer housing in the R-2 Zone since 2000 ranges from moderate to upper-middle income housing and is in excellent condition.

Most of the housing in the R-1 Zone was built in 1954. Therefore, half of Adair Village's housing is 60 years old.

The 2010 Census specifies the total number of housing units in Adair Village at 293. Of this total 279 were occupied and 14 vacant for a total vacancy rate of 4.8%. Only 3 houses were vacant for sale and only 4 units were vacant for rent. This clearly indicates that housing availability is exceptionally low in Adair Village.

### **Owner Units**

Of the 279 occupied housing units only 175, or 62.7%, were identified as owner occupied in the 2010 Census.

### **Rental Units**

Of the 279 occupied housing units, 104, or 37.3% were identified as renter occupied in the 2010 Census.

### **Housing Costs**

Housing costs grew at rates nearly double incomes. The increasing cost of housing is beyond the means of many households without some form of assistance. A recognized standard of maximum shelter costs is 30 percent of household income. In Oregon, 37.2%

of renters and 22.5% of owners pay more than 30% of their household income for housing.

Without financial assistance, many elderly and low-income families are forced to accept inadequate housing. For these households, the cost of either maintaining a home or finding rental shelter at a cost of less than 30 percent of their net income becomes very difficult.

Housing costs and rent levels in Adair Village are modest compared to many areas of the state. The City will continue to seek means of reducing housing costs within the City. However, it must be recognized that municipal water and sewer and other public facilities and services will contribute to higher housing costs, while Adair Village's low property tax rate (\$2.658/\$1,000) helps keep costs down. Reduced lot sizes, efficient planning and inexpensive construction alternatives can be utilized to maintain housing within affordable limits.

### **Affordable Housing**

The State of Oregon has declared a Statewide Goal that all communities have the responsibility of providing an adequate number of household units at price ranges and rent levels commensurate with the financial capabilities of Oregon households.

Small communities like Adair Village are limited in their ability to affect the housing market. It is clear that the most a community can do is not to place undue burdens on the availability of land and the cost of municipal services. Maintaining administrative costs for land use decisions within reasonable limits and provision of timely decisions can also encourage developers to choose an Adair Village location.

Housing authorities in larger cities are more likely to address housing needs for special classes of individuals like low-income, those with disabilities, or other special needs. Small cities have a more difficult time specifically addressing these special housing needs especially when one considers that determining the socioeconomic needs and distribution for an expanding population is a highly speculative task at best.

Among the means at the City's disposal are Code provisions for smaller lots, the provision of multi-family zones in the community, as well as provisions for manufactured homes. It is also important that a community preserve and maintain its existing housing stock for the purposes of conserving natural resources used in home construction and for providing lower priced housing to residents of the community.

The City recognizes their existing housing stock as an extremely valuable resource. Therefore, the City has adopted policies pertaining to the rehabilitation of existing housing and the maintenance of a wide range of housing prices in Adair Village. Unfortunately,



property assessment laws discourage a homeowner from making improvements to the home. By automatically raising the assessed valuation of a house after repair, these tax laws provide a disincentive to home repair.

### **Assisted Housing**

There are a number of public and private housing assistance organizations that can help provide affordable housing in Adair Village. This assistance includes new home purchase, rent supplements, low interest loans and grants for rehabilitation as well as other programs.

The number of assisted housing programs in the City will continue to vary from year to year due to availability of funds and qualifications of applicants.

The City recognizes its responsibility to accommodate assisted housing in Adair Village. There is a strong preference for programs that assist households in obtaining housing already available in the community as opposed to targeted housing developments that concentrate assisted housing in one area or in single developments.

The Federal Fair Housing Act of 1988 protects the right to freely choose a place to live without discrimination.

Qualified citizens of Adair Village should be aware of available assistance programs and should participate in them if they choose. The City can be a source of information concerning housing availability in general and should assist those seeking information on housing assistance.

## **SECTION 9.420 HOUSING TRENDS**

Past housing trends provides little information that is helpful in projecting future needs. Municipal sewer and water system improvements will substantially increase housing opportunities providing an immediate incentive for housing production in Adair Village. This is evidenced by the Creekside and Castlelands developments.

There are several regional trends that will affect the type of housing needed in the next 20 years in addition to local conditions:

- About 70% of population increase will come from net migration.
- Household size is expected to continue declining.
- The region will add more residents that are 65 and older and group quarters will increase by about 2%.

- Younger people in the 20 to 34 age range are more mobile and generally have less income than people who are older and they are less likely to have children. All of these factors mean that young households are more likely to be renters and renters are more likely to be in multi-family housing.
- Baby boomers in their 50s are about to reach the "empty nest" stage and these households have different needs than families.
- Nationwide, the rate of family households has decreased from 81% to 66% between 1970 and 2012. Married households with children under 18 have decreased from 40% to 20% over the same period. One person households increased from 17% to 27%, while the average family size declined from 3.1 to 2.6 between 1970 and 2012. (America's Families and Living Arrangements 2012. Vespa, Lewis, Kreider, August 2013 US Census Bureau).
- Income statistics indicate a substantial preference for single-family housing and ownership when incomes allow that choice regardless of age.
- The rate of increasing housing costs is roughly double that of the rate of income increase.

Residential locational choice trend also includes:

- Access to work.
- Access to shopping, recreation and friends.
- Public services.
- Community and neighborhood characteristics.
- Land and improvement characteristics.

In all, Adair Village's potential for growth and development will depend on these national and regional trends as well as local factors, but most of all it will be the City's approach, responsiveness and preparedness that will guide Adair Village's housing development.

### **Single-family Homes**

Although becoming increasingly expensive, single-family homes are the primary choice of homeowners in Adair Village. In 2000, the City approved the addition of 102 single-family homes in the Creekside and Castlelands subdivisions on the northern end of town. All are site-constructed homes. Single-family homes can be expected to continue as the housing of choice and their percentage of the total housing market will increase although Multi-family and Manufactured Home alternatives will show some gains also. Single-

family housing has increased to 162 units in 2010 that now comprise 55% of the housing in Adair Village.

### **Multi-Family Housing**

There are 131 multi-family housing units comprising 44% of Adair Village's 2010 housing units, most are duplex units. One four-plex unit and 7 multi-family units in the Santiam Christian School complete Adair Village's multi-family housing. This is a comparatively high percentage compared to other communities and was primarily due to type of construction preferred by the military when Adair Village was a military base. There has been limited new multi-family housing development in the Adair Village area.

The percentage of multi-family units is expected to decline overall while the actual number of multi-family may increase in the long term in Adair Village. Also, the 12 townhouses in the R-2 Residential Zone are considered multifamily although they are intended for individual ownership as single-family units.

### **Manufactured Homes**

The cost of single-family homes is beyond the means of an increasing number of families. Manufactured homes are therefore rapidly becoming a house of choice for low to moderate income families. They provide excellent value, and with housing costs growing at rates nearly double incomes, they will likely be the affordable housing choice. Manufactured homes comprised less than 1% of Adair Village's existing housing. Adair Village has not experienced manufactured housing placements although they may be expected to increase their share of the housing market during the planning period.

### **Planned Developments**

The City approved two Planned Developments in 2000 that have been completed in the Creekside and Castlelands developments. Planned Development proposal trends are expected to continue during the planning period as a means of addressing the affordable housing issues in the community. Planned Developments can increase overall residential density while providing enhanced living environments that can help to reduce housing cost.

## **SECTION 9.430 PROJECTED HOUSING DEMAND & NEED**

The language of Goal 10 and **ORS 197.296** refer to housing need and requires communities to provide needed housing types for households at all income levels. Goal 10's broad definition of need covers all households.

House Bill HB2709 codified in the Statewide Land Use Planning Laws **ORS 197.296** also requires an analysis of demand for new housing. Specifically, it:

1. Refined the definition of buildable lands to include "redevelopable land".
2. Requires coordination of population projections with the County and State.
3. Sets criteria for prioritizing land for UGB expansions.
4. Sets specific requirements regarding buildable lands for needed housing.

Provisions 1 through 3 apply to all jurisdictions. Provision 4. Applies to only to certain jurisdictions. DLCD has waived the requirements of **ORS 197.296** for 50 cities in Oregon including the City of Adair Village. However, **ORS 197.296** restated pre-existing law or administrative rules that still apply to all jurisdictions.

Demand is what households are willing to purchase in the marketplace. Growth in population leads to a growth in households and implies an increase in demand for housing units that is usually met primarily by the construction industry based on the developer's best judgment about the types of housing that will be absorbed by the market.

Most plans make forecasts of new housing demand based upon population projections. Housing authorities are more likely to address housing needs for special classes of individuals like low-income, those with disabilities or other special needs.

Trying to determine the future socioeconomic and special housing needs for an expanding population is highly speculative at best.

### **Projected Housing Demand**

Housing demand in the Adair Village and surrounding area cannot be accurately projected based upon past construction trends due to the unique circumstances surrounding development in the area.

As noted in **Table 9.300 B**, population growth in Adair Village had decreased by accumulated 10.5% between Incorporation in 1976 to the year 2000. While the projected increase from 2000 to 2010 was 56.7% and the actual period of growth was from 2001 to 2006.

The population forecasts contained in **Table 9.300 B** relies on the coordinated forecasts prepared by Benton County and the Office of Economic Analysis that allocated population growth to cities. Although constrained by these forecasts, they do provide the most logical place from which to begin an examination of housing demand for Adair Village.

As summarized in the **Section 9.300**, Adair Village is expected to witness a year 2035 population of 2,026 people. The 2010 U.S. Census indicates that the average household size in the U.S.A. was approximately 2.58 people per household; in 1976, the year of Adair Village's incorporation, the number for the U.S.A. was 2.89. In Oregon, average household size was slightly lower at 2.47 per household in 2010. In both Oregon and the U.S.A., average household size has been dropping over the last 40 years.

For the purposes of revising the Adair Village Comprehensive Plan to accommodate the projected year 2026 population, it was assumed that an average household size of 2.75 persons per household would occur over the planning period. (In the 2010 Census, Adair Village had a population of 840 and 293 houses (14 of the houses were unoccupied, leaving 279 occupied houses), which makes the average size 2.87 persons per household in Adair Village, which is fairly consistent throughout Adair Village's history, assuming five percent non-occupied rate.

It is estimated that single-family units will increase to 64% by the end of the planning period in 2026. The estimated increase in multi-family units from 1976 is 228 units although the percentage has dropped from 80% in 1976 to 34% in 2026. The estimated increase in manufactured homes is quite small. A gain of only 18 units is presented however that is a doubling of the percentage from 1% to 2%. If state and regional trends increase Adair Village could expect a higher percentage of manufactured homes. The assumptions and estimates are intended to increase the single-family housing percentage while allowing for the other types of housing as their need increases.

### **Projected Housing Need**

Although Adair Village has received a waiver from some of the needed housing requirements of **ORS 197.296** it is apparent that needed housing in addition to housing demand is an issue that should be addressed.

**Housing costs have grown at rates that are nearly double income rates.** Due to rising land and housing costs, Oregon is witnessing a trend in which many people are seeking more affordable types of housing than conventional single-family units on large lots provide.

City of Adair Village has projected few additional units of multi-family housings because of the unusual circumstances that have created the high number of multi-family housing units. The 2010 mix of 44% multi-family units would drop to 34% by the end of the planning period in 2026. This is still well above the multi-family needs of most small communities including Adair Village. The City has made a strong commitment to accommodate low- and moderate-income housing needs. Most of the existing duplex units will continue to provide valuable rental housing during the planning period.

Although multi-family and mobile home trending has been minimal, the City has provided for future inclusion of both housing types in the Comprehensive Plan Policies and the Land Use Code to assist in reducing housing costs. In addition, the City has also encouraged division of existing duplex units to further assist in providing low cost housing opportunities for the area.

The duplex division procedures and the mobile home approval procedures and standards will accommodate these needs successfully. Additionally, the City can accommodate new multi-family development through the PUD procedures. In combination, these techniques clearly allow the City to achieve a housing mix that is consistent with community needs and income capabilities.

As stated earlier, housing authorities are more likely to address housing needs for special classes of individuals like low-income, those with disabilities or other special needs. Small cities have a more difficult time specifically addressing these special housing needs especially when one considers that determining the socioeconomic needs and distribution for an expanding population is a highly speculative task at best.

However, **Goal 10 does require cities to address housing need.** The approach adopted by Adair Village is threefold:

1. The City will not discriminate against needed housing types and programs that address the needs of its citizens.
2. The City will provide for a variety of housing opportunities for its citizens through implementation of the Adair Village Land Use Development Code.
3. The City will seek means to reduce housing cost by providing a mix of housing type and density that address the needs of its citizens.

Presently it is estimated that that 30% of the duplex units will convert to owner-occupied units.

### **Single-family Homes**

It is recognized that single-family homes will be the preferred housing type in the City of Adair Village and its share of the housing market is projected to increase although demand for multi-family housing and manufactured homes will also increase. The existing percentage of 55% for the single-family share is projected to be 64% by 2026, or 655 houses. This represents an increase of 493, over the existing 162 houses, during the planning period to 2026.

### **Multi-family Housing**

It is assumed that multi-family housing will increase overall, but the percentage of multi-family housing will decrease from its present level of 44% to 34% by the year 2026. However, 217 multi-family units are projected to be added during the 2026 planning period. Multi-family housing in Adair Village is anticipated to be low to medium density in nature and limited in numbers. It is assumed that multi-family housing will continue to take the form of two to four-unit structures in most cases.

### **Manufactured Homes**

Manufactured Homes are continuing to gain market share in Oregon because they have become one of the best values available to a home purchaser. Recognizing that the cost of single-family homes is beyond the means of an increasing number of families, there will be a demand and public need for manufactured homes. The Plan assumes that there will be a greater demand for manufactured housing during the planning period resulting in a 2% share by 2026 for a total of 20 manufactured home units. An increase of 18 manufactured homes during the planning period. This number may be too low. The City could expect it to increase altering the percentages between site-built single-family and manufactured homes.

### **Planned Developments**

The City expects and encourages more proposals for Planned Developments during the planning period. Planned Developments can increase residential densities while providing enhanced living environments that can help to reduce housing cost.

## **SECTION 9.440 BUILDABLE LANDS FOR RESIDENTIAL USE**

Buildable lands, as defined by LCDC: "refers to lands in urban and urbanized areas that are suitable, available and necessary for residential use".

County-sized rural residential lands within the Planning Area total 276 acres, consisting of 84 parcels containing 60 housing units. Some 62 acres are zoned "Rural Residential 5 acres" and 142 acres are zoned "Rural Residential 10 acres PD".

It is apparent, therefore, that if additional development is to take place in the Adair Village area, it will have to be in areas that can be annexed to the City and provided with City services. With the availability of improved City services and the demonstrated desirability of the area for homes, it is apparent that the area can experience rapid growth in the future.



The accepted the population projection of 2,814 people, provided by Benton County and the Oregon Office of Economic Analysis, is the estimated base for determining future residential land use needs to the year 2026. The City will monitor development trends and will amend the Comprehensive Plan as needed to accommodate future growth.

As delineated in **Section 9.830** Growth & Development Opportunities, Adair Village requires an additional 45 acres of buildable land, as identified in **Table 9.800 B (Section 9.800-Growth Management)**, to accommodate the housing needs of the community based upon the coordinated population projections. Only 2 net acres are suitable for future urban development within the Adair Village northern Urban Growth Boundary (UGB) expansion area of 2000. There are only 62 net acres available in the southern UGB expansion area. The City is bounded in the north by E.E. Wilson Game Management Area; to the west by Or Highway 99W; to the east by the railroad and higher quality EFU (Exclusive Farm Use) lands. ODF&W land borders the southwest corner of the present City and County owned parcels which the City plans to develop as a downtown area.

**Table 9.400 B-- Buildable Residential Land Need Summary**

Existing Population	928	People
Existing Housing Units <sup>2</sup>	293	Units
Projected 2026 Population <sup>1</sup>	2,026	People
Projected Household Population	2.75	People
Projected Housing Units Needed	399	Units
Remaining Housing Need Shortage	0	Units
Projected Buildable Land Need	0	Acres
Available City & UGB Net Buildable Land	61.5	Acres

Notes: <sup>1</sup> Portland State University – Population Research Center

<sup>2</sup> 2010 Census

The City and Urban Growth Boundary area currently meets the initial residential land needs of the City. The obvious and most viable expansion area is the remaining Weigel Trust property that was excluded from the Southern UGB expansion. The only other area capable of supporting future urban expansion is the area immediately east of the existing City UGB that contains portions of some of the same tax lots already in the UGB.



This area contains 36 acres that is zoned EFU in the County and is the only other contiguous property available to the City.

Buildable land needs and growth management are addressed in detail in the **Section 9.800, Growth Management**. However, it is evident from the needs analysis that there is no residential land needed at this time to support the City's growth and development and no Urban Growth Boundary expansion is needed or proposed at this time. The City will continue to monitor growth trends and will seek UGB expansion in advance of needs as developments approach 75% of needed capacity.

The Plan's primary objective is to manage urban residential expansion and to maintain and improve the area's livability and environmental resources.

## **SECTION 9.490 HOUSING GOALS & POLICIES**

### **GOALS & OBJECTIVES**

1. To provide a housing policy plan that seeks to increase opportunities for all citizens to enjoy affordable, safe, energy efficient housing.
2. The City recognizes the need for an adequate supply of housing that includes a variety of types and designs that are responsive to community needs.

### **POLICIES & RECOMMENDATIONS**

#### General

1. The City shall support through implementation of the Adair Village Land Use Development Code housing types and programs that address the needs of all its citizens.
2. The City shall provide a variety of housing opportunities for its citizens through implementation of the Adair Village Land Use Development Code.
3. The City shall seek means to reduce housing costs to address the needs of all its citizens.

#### Housing Types

1. The City shall support and encourage a range of lot sizes, housing types and densities within the locational criteria of the Adair Village Land Use Development Code.

2. The Urban Growth Area shall provide for single-family housing and manufactured homes on individual lots and multi-family alternatives will be considered under the City's "Planned Development" procedures of the Adair Village Land Use Development Code.
3. The City shall encourage innovative design and planning concepts to reduce the cost of housing and services through the "Planned Development" procedures of the Adair Village Land Use Development Code that may permit an increase in density if the project demonstrates improved livability.

#### Owner Occupancy & Rental Units

1. The City shall encourage an increase in owner-occupied housing within the City in order to achieve a higher ownership ratio for a more stable community population.
2. The City shall allow individual ownership of single duplex units using zero lot line procedures upon approval of an application request.

#### **Housing Costs & Housing Assistance**

1. The City supports the need to reduce housing costs and supports a variety of housing opportunities to accomplish this goal.
2. The City supports innovative methods of construction to reduce building costs.
3. The City supports housing and family assistance programs that would benefit the local community.
4. The City should identify and implement federal and state housing assistance programs that are compatible with community needs.

## SECTION 9.500 LAND USE

The Land Use Element of the Plan contains information and recommendations relevant to land use needs that address the following **Statewide Planning Goals**: **Goal 2** Land Use Planning; **Goal 9** Economic Development; **Goal 5** Open Space, Scenic and Natural Resources; and **Goal 8**, Recreational Needs. **Goal 3** Agricultural Lands and **Goal 4** Forest Lands are also discussed because they are included in the City's Planning Area although they do not exist in the City of Adair Village or within the City's Urban Growth Boundary (UGB).

**Goal 2** reads in part: "to establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions".

The entire Comprehensive Plan and the process by which the Plan has been prepared, addresses this goal. Specific land use proposals and policies, however, are contained in this element.

**Goal 3** reads in part: " preserve and maintain agricultural lands".

**Goal 4** reads: "To conserve forest land for forest use".

**Goal 5** reads in part. "To conserve open space and protect natural and scenic resources".

**Goal 8** reads in part: "To satisfy the recreational needs of the citizens of the state and visitors".

**Goal 9** reads in part: "To provide adequate opportunities throughout the state for a variety of economic activities." This includes providing adequate land to meet the site needs industrial and commercial uses.

### Introduction

The purpose of the Land Use element of the Plan is to delineate a land use pattern for the Adair Village urban area that will guide the future use of land. The land use plan is based upon the other elements of the Comprehensive Plan, community desires as expressed by citizen reviews, policy statements, projected land use needs to the year 2026, and existing land use patterns.

### Land Use Survey

A land use survey of the Planning Area was conducted in 1978 to provide base information for the Land Use Element of the Comprehensive Plan. This information was updated in 2000, 2001 and 2006. Existing land use was mapped on the County Tax Assessment

maps at scales of from 1" equals 100 feet to 1" equals 400 feet. This information was then transposed to maps at a scale of 1" equals 400 feet, for the entire Planning Area. The following major land use categories were mapped and analyzed:

1. **Residential** land use includes all single-family, multi-family and manufactured home units.
2. **Commercial** land uses include all offices, general business, professional and service facilities, retail and wholesale stores and shops.
3. **Industrial** land uses include all manufacturing activities.
4. **Public and Semi-public** use is a broad category including schools, churches, cemeteries, parks, municipal facilities, public and private utilities, state forests and state wildlife areas.
5. **Open Space** land includes agricultural and forest lands located outside of the City in addition to areas within the City that include wooded areas and vegetative areas, drainage courses, riparian areas and wetlands, and parks and playground areas.

## **SECTION 9.510 EXISTING LAND USE**

**Table 9.500 A** summarizes the **Adair Village Planning Area** that contains 1082 acres. Of this total, 514 acres (48%) is in some form of public or semi-public ownership including; 126 acres of recreation areas, 229 acres of state forests, and 44 acres owned by the Oregon Department of Fish and Wildlife.

Some 473 acres (43%) are designated for residential use. Of this total only 95 acres (9%) have currently been developed to city urban densities, while 262 acres (24%) are designated as rural residential areas. Agricultural operations designated as Exclusive Farm Use accounted for 78 acres (7%) or of the total area. The remaining 287 acres (26%) of the area is largely in Forest Conservation and woodland areas.

The City of Adair Village occupies only 267 acres (25%) of the Planning Area. The combined Public Forests, County Forest Conservation Zone and the Oregon Game Commission properties total 338 acres (31%) percent of the total Planning Area.

**Only 60 acres (6%) within the Planning Area are potentially available for future city urban conversion.**

**Table 9.500 A-- Adair Village Planning Area - Existing Land Use 2013**

<b><u>Land Use</u></b>	<b><u>Acres</u></b>
Residential	
R-1 Single-family - City	19
R-1 Multi-family - City (duplexes + four-plex)	32
Residential Vacant	10
R-2 Single-family	32
R-3 Mixed Density Residential & Open Space	104
Rural Residential (RR-5)	62
Rural Residential (RR-10-PD)	142
Suburban Residential (Arbor Springs Estates)	72
Commercial	1
Limited Industrial	
S.A.G.E. Block Building	6
Oakcraft Cabinet Shop	2
Education	
Laborer's Training School	11
Prince of Peace Mennonite Church	2
Santiam Christian School	43
Recreation	
City of Adair Village Playground	2
City of Adair Village Park & City Hall	3
Benton County Adair Park	114
Benton County Park in City UGB	7
Other Public Lands	
McDonald State Forest	222
Paul Dunn State Forest	7
Oregon Game Commission	44
Public Facilities	
Adair Village Sewage Treatment Plant	2
Agricultural (Exclusive Farm Use)	78
Forest Conservation (FC-40)	65
<b><u>Total Planning Area</u></b>	<b><u>1,082</u></b>

**Table 9.500 B** shows existing land use within the City. The residential areas represent 75% of the City and the former military installations of the Air Force S.A.G.E. Base comprise 25% of the area. The latter is now largely occupied by four semi-public

agencies. Also 14 acres of County Park is located within the Adair Village Urban Growth Boundary (UGB) in the former military base area.

**Table 9.500 B-- City of Adair Village & UGB - Existing Land Use 2013**

<b>City Land Use</b>	<b>Acres</b>
<b>Residential</b>	
<b>Adair Meadows R-1 Zone</b>	
Single-family	19
Duplexes	32
Four-plex	1
Recreation - City Playground	2
Church Vacant Property	4
Vacant	<u>5</u>
<b>Subtotal</b>	<b>63</b>
<b>2000 Northern Residential R-2 Zone</b>	
Single-family	27
Vacant	<u>5</u>
<b>Subtotal</b>	<b>32</b>
<b>2010 Southern Annexation R-3</b>	
Single-family R-3 Zone	83
Open Space & Wetlands R-3 Zone	<u>21</u>
<b>Subtotal</b>	<b>104</b>
<b>Non-Residential</b>	
Laborer's Training School E-1 Zone	11
SAGE Block Building Limited Industrial M-1 Zone	6
Prince of Peace Mennonite Church P-1 Zone	2
Santiam Christian School E-1 Zone	43
Cabinet Shop Limited Industrial M-1 Zone	2
Commercial C-1 Zone	1
Recreation - City Park P-1 Zone	<u>3</u>
<b>Subtotal</b>	<b>68</b>
<b>City Total</b>	<b>267</b>
<b>Urban Growth Boundary Land Use</b>	
City UGB Rural Residential RR-5 County Zone	18
Contains 9 Existing Houses	
City UGB Recreation - Benton County Park P-1 Zone	<u>14</u>
Located on the SAGE Military Base Property	
<b>City UGB Total</b>	<b>32</b>

### **Rural Residential Land Use**

Total Residential land within the Planning Area is 473 acres 44% of the entire Planning Area. However, rural residential development outside the City is on lots that range from 1 to 30 acres in size. Within the Planning Area 276 acres 26% has been designated by the County as rural residential use. Past County controls permitted rural residential development on lots of an acre or more, but present land use controls restrict rural residential development in the Adair Village Planning Area to lots of five and ten acres.

### **City Residential Land Use**

There are 95 acres or 36 % of the total area of the City in the R-1 and R-2 Residential Zones. The R-1 Zone is known as Adair Meadows and has a total area of 63 acres. A playground of 2 acres, a Church vacant property of 4 acres and 5 acres of vacant buildable land leaves 52 acres in residential use in the R-1 Zone. The R-2 Residential zone has a total area of 32 acres with 5 acres of vacant buildable land leaving 27 acres of existing residential land in use.

Adair Meadows consists of two residential groupings separated by a narrow bank of open land. Each area is served by a curvilinear street system. The southern group is located on Willamette Avenue and Laurel Drive. The northern group is located on Columbia Avenue and Azalea Drive.

Residential housing types are clearly separated. The eastern half of the northern group is exclusively single-family homes; the western half is duplex housing. The entire southern group is also duplexes.

A total of 12 acres is devoted to single-family homes with an average lot size of .28 acres. The smallest lots are .17 acres and the largest is .56 acres. Most are within the .20 to .35-acre range.

A total of 28 acres is devoted to multi-family housing (duplexes) with an average lot size of .45 acres. The original lot sizes range from .27 to .50 acres, however, on the northern fringe of the southern group, the property owners have acquired adjacent vacant lots creating double lots of an acre or more.

Adair Village has a large number of a multi-family residential units in the community due to the construction type built by the military for base housing. The 2000 Community Survey identified 63 single-family housing units (35%), 115 multiple-family housing units (64%) and 2 manufactured homes (1%) for a total of 180 housing units. The ratio of single-family to multiple-family is shifting toward more single-family units due to duplex



conversions in the R-1 Zone and new single-family housing construction in the R-2 Zone that has 112 single-family homes.

In 2010 the City of Adair Village annexed 128 acres of land that had been approved as an Urban Growth Boundary expansion in 2008. The annexation includes 83 acres of residential land that is Zoned R-3. It also includes 21 acres of Open Space and Park land and 24 acres of E-1 zoned land reserved for expansion of athletic fields for the Santiam Christian School.

### **Commercial Land Use**

Presently, there are two retail commercial facilities within the City servicing the Planning Area. The AV Market & Deli, a Restaurant & Pub located on 1 acre and Jamocha Jos Coffee Shop all located on the west side of Wm. R. Carr Avenue. There is also potentially a Commercial Planned Development on 1.06 acres located on the east side Wm. R. Carr Avenue that has not been developed although it now has an existing four-plex housing unit on it. The only other commercial facilities are located three miles south of the City at Lewisburg.

### **Industrial Land Use**

Currently the only industrial property within the City is a Cabinet Shop on 2 acres and the S.A.G.E. Block Building on 6 acres located in the former military base. The sites are located in the City's M-1 Limited Industrial Zone.

The County designated a 155-acre area, one and a half miles north of the City as an "Industrial Planned Development Zone". This site is owned the City of Adair Village and is located adjacent to the Wilson Game Management Area. A 27-acre portion of the property was sold to existing users-Pacific Region Composting a subsidiary of Republic Services-of the property leaving the City with 128 acres. It is accessible via Camp Adair Road and the Willamette & Pacific Railroad that has a railroad siding at this location. The City supplies water to the site although municipal sewer service is not available at this time. Industrial development at this site can provide Adair Village with a nearby industrial base and income.

### **Public & Semi-public Land Use**

City public lands and facilities include the City Park and Community Building that also contains the Adair Village City Hall and the City Playground located in the Adair Meadows area. Additional park and open space have been provided in the R-2 Residential Zone to protect wetlands and preserve open space. Municipal sewer and water facilities are also provided throughout the City and are discussed in more detail in **Section 9.600, Public Facilities & Services**.

Benton County also has a County Park in the City's UGB area across Wm. R. Carr Avenue from the City Park that contains 7 acres and it maintains a large regional Adair County Park containing 114 acres that abuts the Adair Meadows area. The City is well provided with park and open space.

The **Educational Facilities District, E-1** contains most of the former military base facilities located south of Arnold Avenue. The purpose of this district is "to provide for the orderly development and use of land and buildings owned and operated by private or public educational entities for education and training purposes or support".

The Oregon & Southwest Washington Laborer's Training School previously occupied approximately 36 acres between Arnold Way, Vandenberg Avenue and Second Street and included approximately 25 buildings. The Laborer's Training School provides facilities for the Adair Rural Fire & Rescue District that utilizes Building 220 for a fire station. Permitted uses in the Educational Facilities District also include faculty, employee and student housing.

Since incorporation of the City several changes in ownership have occurred in the Educational Facilities Zone. The Oregon & Southwest Washington Laborer's Training School now has only 11.43 acres and is now for sale. The former Base Command Center, building 225, is zoned M-1 Limited Industrial and contains 5.74 acres. The Mennonite Church owns Building 245 and 1.75 acres on Arnold Avenue and the Santiam Christian School now owns 18.54 acres. All of these ownerships are considered "educational" and comply with requirements of the federal government and the Educational Facilities Zone.

### **Open Space Land Use**

Open space consists of lands used for agricultural, forest or other natural vegetative or water areas that are preserved, maintain or developed in a natural state that would:

1. Conserve and enhance natural or scenic resources:
2. Protect air or streams or water supply:
3. Provide conservation of soils and wetlands:
4. Conserve landscaped areas that reduce air pollution and enhance property values:
5. Enhance the value of adjacent parks and other open space areas: and
6. Promote orderly urban development.

**Section 9.200 Environment** contains a detailed description of the natural vegetation within the Planning Area.

**Public Open Space** lands account for large acreages in the Adair Village Planning Area. These public lands include the McDonald State Forest, the Paul Dunn State Forest, the E. E. Wilson Game Management Area, the Adair County Park, and the site of the ODFW's District Headquarters. Some 452 acres or 42% of the Planning Area is in large-acreage public lands. Besides serving forest, wildlife, recreation and conservation uses, these public lands are a resource for the community. The City should coordinate with the State Forestry and ODFW to ensure protection of these resources.

Private woodland elsewhere includes stands of Oregon Oak and Conifers on Poison Oak Hill and scattered mixed stands in the Tampico Road and Calloway Drive area. This resource provides a desirable contrast with the largely open agricultural lands east of Highway 99 West.

**Scenic Resources** in the Adair Village Planning Area are a considerable asset. The forested ridgelines of Hospital Hill and Poison Oak Hill to the west, and Logsdan Ridge to the southeast provide an appealing contrast to the open agricultural lands. Preservation of these visual resources, which also protect soil and water resources is desirable.

The rolling agricultural lands to the northeast, east and south of Adair Village are also a scenic resource. Development opportunities in Adair Village will help divert development pressure away from these areas.

**Agricultural Lands** exist on the rolling hills south and northeast of the City. There are currently 78 acres of EFU land within the Adair Village Planning Area that comprise only 7% of the total area. Much of this land is associated with rural residential development and not large commercial-scale agricultural operations.

**Forest Lands** and natural vegetation comprise a significant portion of the Adair Village Planning Area. The portions of the Planning Area that can be considered true forest lands are the County Forrest Conservation Zone, FC-40 and the McDonald and Paul Dunn State Forest. The Planning Area contains 294 acres of designated forest lands, approximately 27% that provide protection for the headwaters of Calloway Creek. Hospital Hill with its coniferous tree cover is also a significant scenic site.

In addition to the forest lands, the E. E. Wilson Game Management Area north of Adair provides a further contrasting natural environment to the wooded ridges and agricultural hills and bottomlands. The highways in the area, particularly Highway 99 West, Tampico Road, Ryals Avenue and Arnold Avenue afford many scenic vistas of the diverse landscape in the general Adair Village area.

**City Open Space** has always been a feature of Adair Village. When Adair Meadows was originally built, the layout of the housing allowed for a natural system of open space. This open space still exists today with open space areas helping to buffer residential developments. It is desirable to maintain some of these buffers before they are lost to development. To this end, the Adair Village Homeowners Association acquired a 2.31-acre playground site that has now been deeded to the City.

The City also acquired a 2.6-acre park site and Community Building on Wm. R. Carr Avenue north of Arnold Road that is also utilized for the Adair Village City Hall. In addition to these two small parks, the City owns a 100-foot wide strip of open space between the regional Adair County Park and the Adair Meadows residential area.

## **SECTION 9.520 LAND USE TRENDS**

### **Rural Residential Trends**

Rural residential development has occurred in the area surrounding the City on lots ranging from one to seven acres with a majority of lots in the one to three-acre range. Rural and suburban development has occurred in three areas. First, rural residential development north of Bowers Slough to the E. E. Wilson Game Management Area. This area is now within the City's Northern UGB area. Second, rural residential development west of the City in the Tampico Road area. And finally, suburban residential development southwest of the City in the Calloway Drive area.

Rural residential growth can result in a number of problems. Rural development is highly consumptive of land resources and septic system utilization can result in health hazards and potential water pollution problems.

In the past, rural development has occurred on lots that were not much larger than some City lots. Present County parcel standards however limit the creation of future suburban lots, limiting building to existing vacant parcels. Future suburban or urban development in the Adair Village area would require annexation to the City of Adair Village.

County-sized rural residential lands within the Planning Area total 278 acres, consisting of 108 parcels containing 80 housing units. Some 64 acres are zoned "Rural Residential 5 acres" including 18 acres within the Adair Village UGB. Some 142 acres are zoned "Rural Residential 10 acres PD". And some 72 acres are zoned Suburban Residential in the Calloway Drive area with 51 lots of 1 to 1.5 acres.

Under the County's present land use standards, only six additional parcels can be created and only 33 additional housing units can be added within the Planning Area, provided septic tank approval can be obtained. Of the 33 potential residential units, 25 are within

the Calloway Drive suburban residential development leaving only 8 potential residential units for the rest of the Adair Village Planning Area. It is apparent, therefore, that if additional development is to take place in the Adair Village area, it will have to be in areas that can be annexed to the City and provided with City services. With the availability of improved City services and the demonstrated desirability of the area for homes, it is apparent that the area could experience substantial growth in the future.

### **City Residential Trends**

All of the City's initial structures were part of the military complex built by the U.S. Air Force in 1957. In 1969 the base was declared surplus and was acquired by various individuals and organizations. Residential purchases by developers and individuals initiated the Adair Village Homeowner's Association that led to incorporation of the City in 1976. The housing area of the base was called Adair Meadows and still contained 150 housing units in the 1980 census. Little additional development occurred in the City. The 1990 Census counted 165 houses and the 2000 census counted 180 Houses. The four-plex on Wm. R. Carr Avenue was also annexed to the City in 1990.

In 1994 and 1995 a total of 23.60 acres within the Northern Urban Growth Boundary (UGB) of the City was annexed to the City for residential development. Another 4.08 acres of UGB area was annexed in 1999 for a total area of UGB annexation of 27.68 acres. This leaves only 18 acres in the UGB for future residential growth of the City.

In 2000 final development plans were approved for Creekside Planned Development and Castlelands Planned Development that was placed in the City's R-2 Residential Zone that included 89 single-family lots and 12 duplex townhouse style lots. Site development, utilities and road improvements began in late 2000 for Phase One that includes 32 single-family lots for the Creekside development and the 12-townhouse duplex lots for the Castlelands development.

In 2010 the City of Adair Village annexed 128 acres of land that had been approved as an Urban Growth Boundary expansion in 2008. The annexation includes 83 acres of residential land that is Zoned R-3. It also includes 21 acres of Open Space and Park land and 24 acres of E-1 zoned land reserved for expansion of athletic fields for the Santiam Christian School.

### **Commercial Trends**

There is no trending for commercial facilities at this time. Due to the proximity to Corvallis commercial development has been limited until additional population is achieved. However, there will be an increased need for commercial service facilities in Adair Village as growth continues to occur.

### **Industrial Trends**

There is no trending for industrial development at this time. The Cabinet Shop is an occupied limited industrial use. The SAGE Block Building is zoned M-1 and has great potential for industrial use but is essentially under used at this time.

Industrial development at the City's 128-acre industrial site located north of the City in the County can provide Adair Village with a nearby industrial base and income with site and facility improvements.

### **Public & Semi-public Trends**

The primary trending in the public and semi-public area is directed toward improvements to the existing facilities. Improvements to the City and County parks are occurring in addition to expansion and improvements to the Santiam Christian School. The City's proposed Civic Center on William R. Carr Avenue presents a special opportunity to combine civic and commercial activities into a town center for the community.

### **Open Space Trends**

Substantial open space that includes forests, agricultural fields, park lands and extensive natural vegetation continues to provide Adair Village with one of its most distinctive features.

**See Section 9.810 for more detailed historic information.**

## **SECTION 9.530 LAND USE NEEDS & PLANNING**

The designation of future land uses was based upon the findings and needs identified in all the elements of the Comprehensive Plan and the citizen participation achieved through reviews during the public hearings process.

The general criteria that guided the selection of lands for each future use were:

1. The need to maintain an adequate supply of land for future urban development.
2. The existing land use patterns and growth trends of the area.
3. The natural environmental constraints including topography, geology, soils, water resources, natural vegetation, wildlife and air resources.
4. The accessibility to existing and proposed transportation systems.

5. The availability of existing and proposed community facilities, utilities and services.
6. The locational suitability for each land use classification with respect to available natural amenities.

In addition to the general criteria, the recommendations for future residential land use were guided by the need to accommodate a variety of living environments in response to meeting the future housing needs of Adair Village.

**Adair Village Land Use Districts**

To facilitate Planning and development of the City, seven land use districts were established.

**Primary Zoning Districts**

<b>Residential</b>	<b>R-1</b>	10,000 sf minimum lot size.
<b>Residential</b>	<b>R-2</b>	8,000 sf minimum lot size.
<b>Residential</b>	<b>R-3</b>	6,500 sf minimum lot size.
<b>Limited Commercial</b>	<b>C-1</b>	
<b>Limited Industrial</b>	<b>M-1</b>	
<b>Educational Facilities</b>	<b>E-1</b>	
<b>Public Use</b>	<b>P-1</b>	

**Conditional Zoning**

<b>Planned Development</b>	<b>PD</b>	
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**Table 9.500 C-- Adair Village Land Use Districts - 2001**

<u>Land Use Districts</u>		<u>Acres</u>	<u>Percent</u>
<b>Primary Zoning Districts</b>			
Residential District	R-1	63	24%
Residential District	R-2	32	12%
Residential District	R-3	83	30%
Open Space & Wetlands		21	8%
Limited Commercial District	C-1	1	1%
Educational Facilities District	E-1	54	20%
Limited Industrial District	M-1	8	3%
Public District	P-1	5	2%
<b>Total Land Use District Area</b>		<b>267</b>	<b>100%</b>
<b>Planned Development PD</b>			
R-1-PD	2		7%
C-1-PD	2		7%
R-2-PD	25		86%
<b>Total Planned Development Area</b>		<b>29</b>	<b>100%</b>

**Rural Residential Needs**

Preservation of the open space and vegetative cover in the areas outside of the City should be protected as rural development occurs. Large acre zoning in the County should be maintain adjacent to the City so future urban conversion is not encumbered by fragmented rural residential development.

**City Residential Needs**

The City and County have agreed to the population projection of 2,814 people provided by Benton County and the Oregon Office of Economic Analysis as an estimated base for determining future residential land use needs to the year 2026.

The City’s population grew from 535 people in 2000 to 840 people in 2003. Since this time the City’s population has remained at 840 people until 2013 when it was projected to be 845 people. The lack of growth was primarily due to a lack of developable land in the City.

To address this need, the City annexed 128 acres of land in 2010 that had been approved as an Urban Growth Boundary expansion in 2008. The annexation includes 83 acres of residential land that is Zoned R-3. This still leaves a need for an additional 45 acres to accommodate the projected 2026 population. **See Table 9.800 B.**



## **Commercial Needs**

As the community grows there will be an increasing need for commercial service facilities. A designated one-acre commercial parcel is now utilized as a community grocery store, restaurant and coffee shop adjacent to the Adair Village City Hall. A one-acre property across Wm. R. Carr Avenue from the City Community Building is also designated commercial but presently has a fourplex housing unit on it.

The City has approved a Civic Center Master Plan adjacent to the City Hall on the City's park property located on the west side of William R. Carr Avenue. Two historic Barracks Buildings from the former military base have been moved onto this property and are being restored for civic uses. It is intended that William R. Carr Avenue and this property will become the City's centralized civic and commercial center.

To support commercial interest, future commercial facilities would need to attract customers from Highway 99 West.

With an increasing population and highway traffic, and with expanded development and use of the Adair County Park, the community should be able to support an area-wide commercial center. Suitable locations include areas adjacent to Arnold Way that would be convenient to existing residents and the highway traveler.

## **Industrial Needs**

A single Cabinet Shop and the S.A.G.E. Block Building located adjacent to the Santiam Christian School are the City's only designated Limited Industrial property, Zoned M-1.

The SAGE Block Building has great potential for industrial use, particularly a High-Tech industry. This is also true for the Labors Training School property although zoning conversion from E-1 to M-1 would be required.

Future industrial developments may be located within the City upon request under the Planned Development procedures of the Land Use Code.

It is expected that the bulk of Adair's population will continue to be employed outside the immediate Adair Village area. However more intensive use of the Laborer's Training School property, the Block Building and the Santiam Christian School could increase local employment opportunities. The nearby Adair Industrial Park located in the County outside of the Adair Village Planning Area also provides local employment opportunities.

## **Public & Semi-public Land Needs**

The City has exceptional park facilities for a community its size. Local park lands should be provided by future residential developments as the City grows to maintain the level of

parks and open space now available, similar to those provided by the Creekside development.

Should any of the **Educational Facilities District** facilities change ownership or revert back to the federal government, the City should reassess the area. Accordingly, the Code states that "whenever the use of any E-1 Zone property is abandoned or the ownership is either transferred for different use or reverts to the federal government, such abandoned or transferred area shall be designated a 'Planned Development Sub-Zone', (PD) until a revised zoning plan for the area has been adopted by the City Council.

### **Open Space Needs**

The policies and recommendations contained in this Section and those contained in **Section 9.200 Environment** are directed toward ensuring the preservation of open space, the protection of scenic and natural resources, and the promotion of a visually attractive environment for the Adair Village area.

The need for open space can vary from active uses such as agricultural or recreational areas to more passive areas preserved for conservation or scenic preservation, including unique natural features such as wooded areas, or other places of scenic or special interest.

Open land may have obvious economic value, as is the case with agricultural and forest lands, but it also has other values that are not always readily apparent. Natural vegetation on steep slopes, for example, protect soils from erosion and thereby preserves clean water resources. Open areas also provide a variety of habitat for wildlife. These and other natural resources values are discussed in more detail in **Section 9.200, Environment**.

In addition to economic and conservation values, in recent years there has been a growing awareness of the value of open lands as an aesthetic resource which is also important to the general quality of life and livability of an area. Thus, open land in general, has a number of significant values and certain types of open land have special significance as needed open space for the community.

Parks and natural open space, for example, are important in meeting the recreational needs of the community and in providing an attractive living environment. Such areas not only enhance adjacent property values but also have a significant effect on a community's economic potential by helping attract new businesses and industries. Parks are discussed in detail in **Section 9.600, Public Facilities & Services**.

Open space can be any size. It can range from broad expanses or agricultural and woodland areas to mini-parks and landscaped areas. Various landscaping measures can

be undertaken in new developments which can enhance their appearance while increasing open space for the community as a whole. These measures range from preserving existing trees and other natural vegetation to provisions for "cluster developments".

The City has a strong interest in preserving the considerable open space, recreation and scenic resources of the community and the surrounding area.

**Forest Lands** do not directly apply to lands within the Adair Village Urban Growth Boundary, but wise management of the remaining natural vegetation is essential, particularly on Poison Oak Hill. Most of the public and private forest lands are located in the Planning Area outside of the Adair Village Urban Growth Boundary. These areas should continue to be protected from further development.

**Scenic Resources** and open space values should be protected and enhanced both within the Urban Growth Area and within the surrounding area. Open space linkages through the community and into the surrounding area should be maintained. The drainage channels north and south of the City, particularly, should be preserved as open space greenways and buffers.

**Agricultural lands** currently outside the Urban Growth Boundary are recommended for preservation in large agricultural tracts until urban growth necessitates revision of the Urban Growth Boundary with the exception of the small parcels containing a total of 40 acres presently bordering the City and the City's existing UGB that is capable of being included in an expanded Urban Growth Boundary for the City. **This area should be given strong consideration for inclusion in the City's UGB when the current UGB begins to approach full development.**

In protecting the scenic resources of the Adair Area, the need is twofold: to protect the values of these broad landscape scenes, and to protect and enhance the local open space resources within the community. The latter includes preservation of steep slopes and drainageways, the development of parks, and the provision of landscaping within the community. See **Section 9.600, Public Facilities & Services** for more detail. The playground area, the western edge of Adair Meadows adjacent to the highway, and the UGB area of the City would particularly benefit from a City landscaping program.

### **Urban Growth Boundary Needs**

The City can accommodate the residential land needs of the City initially, however, development trends may require expansion prior to the year 2026 if the expected additional growth occurs. The City potentially has 76 acres of net residential land available for new residential development. However, to meet the projected housing need

by the year 2026 an additional 45 acres may be needed. It should also be noted that the City is bounded on three sides by public lands and this is the only area abutting the City that is capable of supporting increased growth.

Land needs and growth management are addressed in detail in the **Section 9.800, Growth Management**. However, it is evident from the needs analysis that there will be residential, commercial, industrial, public and open space land needed in the future to support the City's growth and development. The City will continue to monitor growth trends and will seek UGB expansion in advance of needs as developments approach 25% of capacity or as needed. The Plan's primary objective is to manage urban expansion and to maintain and improve the area's livability and environmental resources.

## **SECTION 9.590 LAND USE GOALS & POLICIES**

### **GOALS & OBJECTIVES**

To provide a land use policy plan to guide the City of Adair Village in blending a variety of living conditions with commercial and industrial support facilities that maintains the open space and scenic resources of the City.

### **POLICIES & RECOMMENDATIONS**

#### **General**

1. Sufficient land area shall be maintained for the balanced expansion of all major land uses.
2. Encourage the re-use, adaptation, and redevelopment of existing lots and buildings.
3. The City of Adair Village shall encourage new developments to implement improvements beneficial to the community.

#### **Residential Land Use**

1. The City shall maintain an adequate availability of residential buildable lands that provides locational choices for each housing type.
2. The City shall encourage higher density compact residential development to provide more efficient land utilization and to reduce the cost of housing, public facilities and services.
3. A variety in lot sizes, housing types and street patterns shall also be encouraged.

4. Residential districts shall be protected from heavy through traffic, conflicting land uses, or other encroachments that would impair a safe, quiet living environment.
5. Outside the city limits, single-family dwellings or manufactured homes may be allowed on rural residential lots with adequate on-site water supply and sewage disposal capability, in accordance with the City/County Urban Growth Management Agreement.
6. Areas outside the City Limits but within the City's Planning Area as shown on the Adair Village Comprehensive Plan Map, **Section 9.180, Growth Management Agreement Map** may be maintained under the County's land use designations unless annexation to the City occurs. Changes to the County land use designations shall be submitted to the City for review and approval as specified in the Urban Growth Boundary Management Agreement.
7. Minimum rural residential lot size for the unincorporated Planning area should not be reduced below 5 acres until needed for future urbanization.
8. Land divisions in the unincorporated Planning Area should be required to provide urban conversion plans in accordance with Benton County and Adair Village Agreement Standards.
9. To guarantee the widest range of housing opportunities, the City shall create residential categories that provide development choices.

### **Commercial Land Use**

1. The City of Adair Village has supported the development of a Village Center in conformance with the City's Growth Management Policies since 2003. The intent of the Center is to provide a central village square that serves as the focus for civic activities with the inclusion of a commercial center with urban residential that includes a pedestrian-oriented streetscape. William R. Carr Avenue has been selected for the Village Center. It has excellent assets – Highway visibility, head-in parking and a central community location.
2. As Adair Village grows there will be a need for small neighborhood service commercial uses that can be provided under the **Planned Development Section of the Land Use Development Code, Section 7.200.**

### **Industrial Land Use**

1. The City should designate areas for future industrial growth to support an economic base for the community.
2. All industrial development shall strictly comply with the environmental quality standards of the State of Oregon, including all applicable standards and regulations of the Oregon State Board of Health, the Oregon Department of Environmental Quality and any other public agency having regulatory jurisdiction.
3. The City should focus on industrial developments that are compatible with maintaining Adair Village's livability and which will not disrupt residential areas due to excessive traffic, noise or other pollutants. High-Tech Industries with activities contained within a building are preferred and encouraged.
4. Approval of future industrial development proposals shall be contingent upon the community's capacity to accommodate growth and demand for public services.
5. The City should encourage industrial development of the City owned Adair Industrial Park located north of Adair Village unless a land trade for property adjacent to the City can be negotiated.

### **Educational Facilities District**

1. Following any change in use or ownership within the Educational Facilities Zone future land use shall be subject to the City's Site Plan Review procedures or the Planned Development review procedures of the Development Code.
2. Surplus property in the Educational Facilities Zone should be acquired by the City, if possible, for future public use, or clean industrial development. If City acquisition is not feasible, clean high-tech industrial use of the property should be encouraged.
3. The City of Adair Village shall encourage educational developments to implement improvements beneficial to the community.

## Open Space & Scenic Resources

1. A system of open space including agricultural lands, woodlands, parks, recreation areas, and scenic areas should be maintained within and around the Adair Village Urban Growth Boundary.
2. Open space lands shall be integrated with urban growth to enhance the urban environment. Specifically, the drainage channels and streams north and south of the City shall be preserved as open space greenways and buffers.
3. The City shall encourage preservation of the natural features and natural vegetation as open space to the maximum extent possible through the land use review and approval procedures of the LUDC.
4. The City shall ensure that landscaping is included as an integral part of site plan review procedures.
5. Agricultural lands outside the Urban Growth Boundary, should be maintained in large acreage parcels to reduce the negative effects of scattered fringe developments and to preserve open space around the community until required for urban use.
6. Wooded areas shall be preserved to the maximum extent possible. Highest priority should be given to open space or park use with secondary priority given to other public uses that would preserve the natural features. Private developments shall be encouraged to preserve these areas.
7. Identified undevelopable lands including wetlands, drainage courses and steep slopes shall be retained as protection against erosion hazards while also preserving scenic natural open spaces for the community.
8. The City and County should cooperate in protecting and enhancing the scenic and recreational areas both within the Urban Growth Boundary and within the surrounding portion of Benton County.
9. The City should maintain coordination with Oregon State University to ensure that the Department's future plans concerning the Hospital Hill portion of the McDonald State Forest give full consideration to the conservation and esthetic interests the City has in maintaining the forest resource.

## **SECTION 9.600 PUBLIC FACILITIES & SERVICES**

**Statewide Planning Goal 11** addresses public facilities and service needs and reads: "To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development".

Adair Village is the only community in North Benton County that has a full range of public facilities and services including water and wastewater facilities, storm drains, fire protection, parks and recreation facilities and library services.

Adair Village's public facilities, services and utilities must be expanded or improved if the City is to maintain an adequate level of service. Since the public facilities are often costly and relatively permanent, it is especially important that they be planned to economically fulfill the long-range needs of the community.

This element of the Plan contains an inventory, policies and recommendations concerning schools, parks, water and sewerage facilities, storm drainage, solid waste disposal, fire protection, energy and communications systems, public buildings and other public services.

It is important that the extension of urban services for developing areas be undertaken in a coordinated manner to achieve balanced community growth while also taking into consideration the opportunities and constraints of the environmental and economic resources.

## **SECTION 9.610 GOVERNMENTAL SERVICES**

### **Adair Village**

The Adair Village Community Building is located on William R. Carr Avenue. The City is staffed by a City Administrator, a Utility Clerk, a Finance Clerk, a Recreation Coordinator, a Public Works Supervisor, and a Utility Worker. In addition, the City contracts for a City Attorney, a City Planner, a City Engineer, and a Community Service Officer, who oversees City Code enforcement. The City also contracts with Benton County Sheriff's Office (BCSO) for additional patrol services.

Adair Village has an elected Mayor-Council form of government. The Mayor and Council members all serve without pay. The City also has an appointed Planning Commission and Budget Commission.

Adair Village levies a Property Tax and receives revenues from State revenue sharing, water and sewer charges, utility franchises, and miscellaneous fines and charges, and property leases. Expenditures include general administration and operations, contract



services, materials, park maintenance and development, street maintenance and improvements, and water, sewer and storm drainage operation and improvements.

A five-year Capital Improvement Program is in place in support of long-range financial planning as part of the yearly budget the yearly budget. The City is completing, in 2015, an updated Wastewater Facilities Plan. The existing Water System Facilities Plan (2008) will be updated at the point the City is within two years of upgrading the existing plant.

## **Benton County**

### **Benton County Sheriff's Office (BCSO)**

The City of Adair Village no longer has an established a police department. In 2009, in expectation of significant residential growth in the southern UGB expansion area, a local police department was established. The City maintained the Police Department into the 2014 budget year, but the national recession prevented the expected residential growth and the Police Department was suspended until the City's growth can support it.

Since that time, the City has contracted with the BCSO Police for additional patrols to provide protection in addition to its normal level of service. This contract will continue until growth allows the City to re-establish its own police Department

### **County Library**

A Bookmobile library is located in the City on Arnold Avenue once a week.

### **County Building Inspection**

Building Permits were previously were issued at the Adair Village City Hall. T with the Benton County Building Department provides to the City. Beginning in 2015, Benton County Building Department began providing construction inspection and administrative services and now runs the whole program.

## **SECTION 9.611 HEALTH AND SOCIAL SERVICES**

The City of Adair Village has no local health facilities. No doctors or dentists maintain offices in Adair Village, and residents must use the facilities in Corvallis, Albany and Salem for medical treatment. Fire department personnel are available for emergency aid.

Health and social service programs originating in a small community are rare. Consequently, they must be sought from larger jurisdictions. Corvallis organizations provide some assistance and social services to local residents, but the majority of these services are obtained from Benton County or the State of Oregon.

## **SECTION 9.612 FIRE PROTECTION & EMERGENCY SERVICES**

Adair Village is within the Adair Rural Fire Protection District (ARFPD). It extends from one mile south of Adair Village to the northern county line. On the east, the District is bounded by the Willamette Pacific Railroad tracks. On the west, it takes in the Tampico Road and Soap Creek Road areas. The District has a total area of 18 square miles.

The main fire station is located in Adair Village at 6021 NE Marcus Harris Avenue, midway between Arnold Avenue and Vandenberg Avenue. There are presently five bays in the station. A second station is located at 37096 Soap Creek Road. The District responds to all types of emergencies including fire, medical and rescue.

The Department is staffed by 13-15 volunteer firefighters. There are currently three support staff members, five officers, and eight volunteers. All fire fighters are required to be trained to NFPA FF 1 and EMS First Responder level. In addition, the Department encourages those who desire to become Emergency Medical Technicians (EMT's). The Department currently has 5 Basics and a Paramedic. The rescue squad vehicle serves the emergency medical quick response unit and the Corvallis Fire Department ambulance provides full emergency ambulance service. The District equipment and stations are maintained with volunteer help.

Adair Village is supplied with water from the City's municipal water system and currently has about 50 fire hydrants. 28 fire hydrants in the residential area and 22 in the institutional base area. The Fire District tests all hydrants annually. The water system, the County 911 Center and the Fire Department are responsible for the (ISO) insurance rating of 4 in the City and 8 in the surrounding rural area. In 2014, the City initiated a hydrant upgrade program in partnership with ARFPD and has begun to replace the hydrants in the worst condition.

There are few serious fire hazards within the City or the District. The area has a very light commercial fire hazard with the most significant life hazard being the schools. The District's greatest hazard is the wild land interface properties and the landfill. The District has enjoyed Mutual Aid agreements with the neighboring fire departments since the early 1980's and has established a first alarm mutual response policy with the Corvallis Fire Department, Albany Fire Department, and South East Polk Fire District.

## **SECTION 9.613 PARKS & RECREATION**

Park and recreation facilities in the Adair Village area are provided by the City and, Benton County, and Oregon State University.

## **Playgrounds**

The City owns a 2.31-acre site between Laurel Drive and Columbia Avenue that is used as a playground. Facilities include basketball, swings, slides and a seesaw. The site is accessible by a public footpath linking Laurel Drive and Columbia Avenue. Additional landscaping could enhance the site. As the City of Adair Village grows, consideration should be given to local playground facilities to serve these additional areas.

## **Adair Village Park Area**

The City owns a 2.6-acre site west of William R. Carr Avenue for which is utilization utilized as a park and for community services. The site includes an existing building of approximately 2,800 square feet City Hall and Community Building. The City also moved two of the historic barracks onto this 2.6-acre site in 2009. The City plans to use these as an interpretive center and a community center. Both the park area and all the buildings are being improved on a continuing basis. Some of this area may be used as part of the downtown development area. The building is used for recreation and community functions and houses the City Hall offices and Council Chamber. This area is also planned as a Civic Center for the Community.

## **Benton County Park Area**

A Benton County Park is located east of William R. Carr Avenue on owns a 7.2-acre site located east of William R. Carr Avenue, across the street from the Adair Village Park. The County facility includes a ball field and a building used by the Benton County Model Railroad Club.

## **Adair County Park**

Adair Village is fortunate in that it is located immediately adjacent to the regional Adair County Park, owned and developed by Benton County. The Adair County Park is the largest, most developed park in the Benton County Park System. The park site, located north of Arnold Avenue, was obtained by the County in 1971 from the Federal Surplus Lands Program and includes 114 acres of park and recreation lands.

Formerly, this area served as a recreational area for the Adair Air Force Station. The only remaining military facilities are the tennis courts. The courts have been improved and additional facilities have been added. Facilities include two group picnic areas with kitchen shelters and barbecue pits seat a total of approximately 300 picnickers. Extensive sports facilities including baseball and softball fields, sand volleyball courts, horseshoe pits, open turf areas, walking paths, and a small children's play area. Hiking trails are available. The Park also contains a world class disk golf course, which is available to all and has been the site of large tournaments.

A Master Plan for the Adair County Park was prepared, and improvements are continually being made to this important regional facility. Planned improvements include expanded covered picnic facilities, children's play area, interpretive trails and restrooms. The Park also has wooded areas for camping as additional funding assistance becomes available. All proposed developments are subject to review by the City of Adair Village in accordance with City/County Urban Growth Management Agreement.

The park serves residents regionally including north Benton County and the Corvallis and Albany areas. The Adair County Park is a needed public facility. The State Outdoor Recreation Plan indicates a need for regional parks in Benton County. In addition to serving regional recreation needs, the Adair County Park provides the residents of Adair Village immediate access to quality recreation facilities.

The park represents a major asset to the community, but it can have a number of impacts on Adair Village as usage increases. Potential impacts include increased traffic through the community and the surrounding area; a potential need for improved police, fire, and emergency services; an increased demand for water and sewer facilities, and increased noise and auto-generated air pollution in the area. The park activity areas, however, are well buffered from the Adair Village residential areas helping to minimize potential problems.

## **SECTION 9.620 SCHOOLS**

Adair Village school children attend Corvallis District No. 509J schools, and Santiam Christian School. and the Prince of Peace Mennonite Community Church has a Preschool.

Schools servicing Adair are:

### **Schools & Grades Corvallis District No. 509 J**

- Mountain View Elementary K - 5
- Cheldelin Intermediate 6 - 8
- Crescent Valley High 9 -12
- Santiam Christian School

### **Mountain View Elementary School**

Adair Village children in grades K through 5 attend Mountain View Elementary School located in Lewisburg, three miles south of Adair Village. The school was built in the 1960's and is in good condition.

### **Cheldelin Intermediate School**

Adair Village children in grades 6 through 8 attend Cheldelin Intermediate School, located within Corvallis, approximately 5 miles south of Adair Village.

### **Crescent Valley High School**

Adair Village high school students in grades 9 through 12 attend Crescent Valley High School, located 5 miles southwest of Adair Village.

### **Santiam Christian School**

Santiam Christian School, an interdenominational, Christian school, is located in Adair Village on south of Arnold Avenue on an 18.54-acre site in the Educational Facilities District, E-1. It includes buildings for elementary, junior high and high school in addition to support and administrative facilities. A number of people live on campus in existing housing units.

Santiam Christian School is operated by the Santiam Christian School Corporation, an Inter-denominational non-profit corporation. The school is parent sponsored and governed by a Board of twelve directors who are elected by the parent society. They set policy and direct the school as prescribed by its constitution. The School is fully accredited and meets the requirements for graduation of the Oregon State Department of Education.

### **Future Needs**

School enrollments vary significantly from year to year. They appear to go through a cyclic rollercoaster pattern of ups and downs. Population growth and the distribution of that growth impacts local schools and the need for facility improvements. Urban growth in the Adair Village area will impact the local public schools although impacts to the local Christian schools is less significant since these schools draw students from six surrounding counties.

The population of within the Adair Village city limits is estimated at to grow to 2,814 people by the year 2026; this is an increase of 1,969 people in 716 households. This is a 235% increase from over the last 2010 Census in 2010 that will significantly impact local schools. No additional public elementary schools are presently planned for the area. As growth in the North Benton area reaches the point where another elementary school is needed, strong consideration should be given to locating a new school in Adair Village.

Elementary schools provide an important focus for a community. An elementary school in Adair Village would be both a convenience and a major step in reinforcing Adair Village as an urban service center for the North Benton County area. As growth in the north Benton area reaches the point where another elementary school is needed, strong

consideration should be given to locating a new school in Adair Village. The location of schools should be compatible with educational needs and community land use patterns. New schools should be located in coordination with other community facilities, particularly parks, bike and pedestrian ways and streets and highways.

## **SECTION 9.630 WATER SYSTEM**

### **Background**

The original Adair water system included the existing treatment plant, major transmission lines, and storage reservoirs. It was built in 1943 to serve the old Camp Adair Army base that at times contained over 50,000 soldiers. As a result, the Adair Village Water System today has a potential capacity considerably in excess of the City's needs.

Improvements were made to the original system in 1960 when the Air Force Base was constructed and again in 1972, when the base property became surplus, ownership of the water system was transferred to the City of Albany, when the base property became surplus. Albany maintained and operated the system until 1978 when it returned the facility to the federal government. During this time, the system was limited to less than 200 users.

The City of Adair Village acquired the water system in May 1978. The City, Benton County, and the North Albany County Service District immediately hired a consultant to prepare a "Comprehensive Water System Development Program". The report was completed in June 1978 by HGE, Inc. It included recommendations for system improvements to meet the City's needs, and also recommended improvements to meet the needs of the North Albany area.

Negotiations were held between the City of Adair Village and Benton County to consolidate the water supply system for the North Albany area. Agreement could not be reached and eventually Pacific Power and Light Company were selected to supply most of the North Albany area with water. One water district, the Dumbeck Water District, voted to utilize the Adair Water System, but that contract ended in 2008.

The City contracted with CH2M Hill/OMI from 2006 to 2012 to run the water and wastewater systems. The City brought both systems back in-house in 2012 and has made major improvements since that point. A major leak in a line serving the industrial park area (see Existing Service Area below) was located and the City was able to replace the lines serving the PRC site and the E.E. Wilson Game Management offices. The City also attacked a wide range of leaks at the Water Plant and refurbished all the valves and moving parts, including refurbishing spare valves. These two projects reduced the City's

water loss from over 80% to 40%. The next major project to reduce water loss is the replacement of the Voss Hill Reservoir (see below-Storage).

A number of Plans and Studies have been completed over the years. Most have recommended capital improvements to the system and a maintenance program that the City has systematically undertaken within its funding availability.

The following studies have been completed:

- Comprehensive Water System Development Program, November 1978.
- Water System Evaluation and Master Plan, September 1993.
- Water System Evaluation and Master Plan, January 1994 by Westech Engineering, Inc.
- City of Adair Village Water System Master Plan, December 2001 by HBH Consulting Engineers.
- City of Adair Village Water System Master Plan Update, November 2006 by HBH Consulting Engineers.

These Plans and Studies are hereby included by reference in the Adair Village Comprehensive Plan as part of this Section.

### **Existing Service Area**

Today the Adair Village water system serves the City and adjacent properties and a number of sites on Camp Adair Road. The site known as the Adair Village Industrial Site (AVIS) was formerly a plywood mill of Wells Property Inc. The site passed both Boise-Cascade and Georgia Pacific ownerships. The updated north transmission lines serve the PRC site and the E.E. Wilson offices and maintenance buildings

### **Water Source**

Adair Village obtains its water from the Willamette River. The intake structure and nearby water treatment plant are located three and a half miles southeast of Adair Village. The City has a 3.0 cfs Water Right and an 82 cfs Water Permit.

### **Treatment Plant**

The Adair water treatment plant provides full treatment with coagulation, flocculated, sedimentation, filtration and disinfection. Production has averaged 432,475 gallons per day gpd. Water sold averages 143,541 gpd. Adair Village residential customers account for 53.1%; The Dumbeck Water Association utilized 23.5% and other users within the city and adjacent to the city accounted for 23.4%. Water sold averaged 52.4 million gallons per year while 52.3 million gallons was unaccounted for or 46.7% of the water pumped from the Water Treatment Plant.



The largest improvement needed, both in scope and cost, is replacement of the water treatment facilities. Refer to the 2006 Report cited above for more details. The refurbish at the water treatment plant has extended the life of the plant until residential growth will provide the funding necessary to replace the plant.

### **Storage**

Storage facilities include two storage reservoirs. The Voss Hill reservoir has a storage capacity of 1 million gallons. Improvements have been made at the Voss Hill Reservoir and a second reservoir is planned in this area. The existing Hospital Hill Reservoir will be vacated when the second Voss Hill reservoir is completed a capacity of 500,000 gallons. Both reservoirs have significant leaks and storage is 70% at Voss Hill and no more than 50% at Hospital Hill. An additional 250,000 gallons can be stored at the treatment plant.

Plans are moving forward to begin the replacement of the Voss Hill in-ground reservoir with two one million gallon above ground reservoirs. Moving the reservoirs above ground will allow gravity feed to provide sufficient pressure throughout the system. It will allow the removal of the booster pumping station on the east end of town and the Hospital Hill reservoir will no longer be needed.

### **Transmission and Distribution System**

A ten-inch line conveys the treated water from the treatment plant to the Voss Hill Reservoir. Two ten-inch lines lead out of the Voss Hill reservoir. One serves Adair Village; the other line extends to the Camp Adair Road sites. A six-inch line connected from the Camp Adair Road line to supply the Dumbeck Lane Water District, but it is no longer in use.

The ten-inch transmission line from the Voss Hill reservoir to Adair Village feeds into a booster pumping station just inside the City's eastern boundary. A system of eight- and six-inch distribution lines serves the residential area, which includes everything within the city limits and additional residential areas west of OR Highway 99W and the institutional base area. The work involved finding the north line leak allowed a close look at that portion of the transmission system and it was found that the lines were still in good shape, the leaks were found at all the metal valves and connections and the City has established a program to replace those valves and connections. The transmission and distribution system is in need of improvements. Substantial water losses in the system have occurred but system improvements are continuing.

### **Existing Capacity and Future Demand**

It is currently estimated that the existing water system has sufficient capacity to serve the City's current and short-term needs although significant improvements are needed and



to initially serve the substantially larger population that is projected in the R-3 residential zone to the year 2026.

Projected Water demands are summarized on page ES-4 of the 2006 Report cited above. These 2026 demands will be approximately 3 times the current usage. Reduction in water loss has made the demand portion of the 2006 study outdated.

## **SECTION 9.640 WASTEWATER (SANITARY SEWER) SYSTEM**

The provision of public sewers is a powerful tool by which urban growth can be guided, especially when coordinated with the provision of water and other public services. Benton County has adopted a policy whereby sewerage wastewater service shall be restricted to Urban Growth Areas unless a severe health hazard exists in the adjacent County area.

Many of the soils in the Adair area are marginal to poorly suited for septic tanks. There is already a potential hazard from septic tank use in the area immediately north of the City. Future development within the Adair area will depend on the availability of City sewer service more than on any other single factor. The Adair Village wastewater system was originally built in 1958 to serve the Air Force Base. The Adair Village water and wastewater systems became the property of the City of Albany in 1972 but later reverted to the federal government until they were acquired by the City of Adair Village in May of 1978.

All of the base housing and buildings are connected to the sewerage system. The system is presently primarily limited to the area within the incorporated limits of Adair Village although a few structures are located outside of the City Limits including the Benton County Club House and properties of the Oregon Game Commission.

The City has completed several studies for improvements to the sanitary sewer system over the years including:

- Sanitary Sewerage System Plan Facilities Plan, July 1988 by Westech Engineering, Inc.
- The Wastewater Facilities Plan Supplement, January 1990, by HE, Inc.
- City of Adair Village Wastewater Facilities Plan, February 2007 by Tetra Tech/KCM, Inc.
- In process-2015 Wastewater Facilities Plan by Civil West Engineering.

These studies recommend capital improvements to the system and a maintenance program that the City has systematically undertaken within its funding availability. These Plans are hereby included by reference in the Adair Village Comprehensive Plan as part of this Section.

## **Treatment Plant**

The treatment plant is located in on the eastern edge of Adair County Park. Treatment consists of an Imhoff tank for primary settling, trickling filters, secondary clarification and chlorination. Although the treatment plant is 42 years old, the major structures and equipment are in excellent condition and performance is presently within the range expected and is operating better than average.

Treatment Plant improvements and a new waste discharge system was implemented in the 1990's that now discharges treatment plant effluent into a 5-acre holding pond for summer irrigation on a 25-acre site acquired by the City on the east side of the railroad. Treated and stored wastewater is discharge by Force Mains to the Willamette River at river mile 122 during winter high stream flows. This new system was selected because of its low monetary costs, its beneficial use of wastewater, reliability and flexibility for expansion.

## **Receiving Stream**

Formerly, wastes from the Adair Treatment Plant were discharged into Bowers Slough in winter and spray irrigated on land in summer, without discharge into public waters. Problems related to discharges into Bowers Slough necessitated a new discharge system that did not require utilization of Bowers Slough. Also, one of the other problems is that Bowers Slough is a poor receiving stream. It has limitations due to the intermittent stream flows that would limit any expanded use of the Adair Treatment Plant. The new treatment and discharge system now irrigates on City land in the summer and discharges to the Willamette River at river mile 122 during high water winter stream flows.

## **Collection System**

The Adair sewage Village wastewater collection system consists of two pump subsystems. One subsystem serves the Adair Meadows R-1 and R-2 residential areas and portions of the former military base facilities. The other pump subsystem serves the other southern portion of the former military base facilities.

Wastes from the Adair Meadows residential area flows by gravity into a trunk line of Azalea Drive and then to a pumping pump station in the Adair County Park. From there the wastes are pumped to the treatment plant. Most of the wastes from the former military installations flow into a second trunk line along Arnold Avenue that also connects to the treatment plant.

Studies of the collection system have been performed and there are indications that a significant infiltration problem exists. Flow in winter is approximately four times that in

summer. Also, during the summer months some effluent may be seeping out of the system and not reaching the sewage treatment plant.

### **Future Needs**

The Adair Village wastewater treatment system has the capacity to accommodate the near-term projected growth; however, growth to the projected 2026-year population will require substantial improvements. Treatment flows are measured in equivalent dwelling units, EDUs. Currently the existing EDUs are 398 and the future EDUs that includes the R-3 residential zone is 1092 approximately 3 times the existing use.

Improvement needs are divided into Three Phases. Phase 1 addresses the immediate high priority improvement needs to the collection and treatment systems for current usage. Phase 2 is divided into 2A and 2B. Phase 2A improvements to the collection and treatment system prior to any significant increase in flows. Phase 2B is improvement to the treatment plant before 300 additional EDUs are added to the system. Phase 3 is improvements to the collection system that is needed prior to approaching the 2026 population of 2,814. It is apparent that Adair Village has an existing inflow and infiltration (I/I) problem with the existing collection system. The treatment plant requires replacement.

**Refer to the 2007 Evaluation Report noted above for more specific information and clarifications.**

### **Sewage Works Grant Funds**

The DEQ annually develops and adopts a prioritized sewage works list to govern the distribution of EPA sewage works construction grants. This list significantly governs public sewage works construction as federal funds cover 75% of eligible facility costs. The DEQ must certify sewage works construction grant applications as being complete. Applications include land use plans and state goal conformance that meets state requirements supporting the priority need in the state. State grant and loan financial assistance may also be available to help finance sewage works construction.

### **On-Site Sewage Disposal**

There are two houses in the prior northern UGB area that are still on septic. A number of residences within the Planning Area are dependent on septic systems. There are 33 potential building sites within the Planning Area that could be built upon, provided County approval of septic suitability is can be obtained.

## **Standards and Permit Requirements**

The Environmental Quality Commission adopts and the DEQ implements rules and standards necessary to control on-site sewage disposal in order to prevent water pollution, health hazards and nuisance conditions. The DEQ has delegated the actual responsibility for approving on-site sewage disposal in Benton County to the Environmental Health Services Division of the Health Department that issues permits for septic tanks. The Benton County program is monitored by the Salem office of the DEQ. After receipt of an application for septic tank installation, county sanitarians perform an on-site evaluation of the soil and approve or deny the request.

Land use clearance is required prior to issuing an on-site sewage disposal permit. Benton County reviews applications for conformance with local land use plans. Septic tank approval must also be obtained for buildings not reserved by public sewers prior to issuing a building permit.

## **SECTION 9.650 STORM DRAINAGE**

The storm drainage system is separate from the sanitary sewer system and there is no treatment of storm wastes. There are two residential piped storm drainage systems in Adair Village. One serves the Adair Meadows R-1 residential area and the other is the R-2 residential area. Both systems empty storm water into Bowers Slough.

There are also two systems that drain the institutional base area (south of Arnold Avenue. The western system is piped to the south where an open drainage channel flows to Calloway Creek. The eastern system is piped to the east where open drainage channels flow into Bowers Slough. The Calloway Creek system flows into Bowers Slough and Bowers Slough flows into the Willamette River.

In newly developing areas, insufficient consideration is sometimes given to storm drainage, especially if an area develops slowly, in a piece-meal way. The Planning Commission should consider the adequacy of storm drainage plans as part of its development review process.

Storm drainage projects can be disruptive of the natural environment. Plans for storm drainage improvements should include consideration of environmental as well as land use impacts. Construction of storm drainage channels along natural waterways must be executed with care in order not to reduce the environmental, recreational and open space values of these stream corridors.

## **SECTION 9.660 SOLID WASTES**

Benton County administers the area's Solid Waste Management Program. The regional landfill for the Linn-Benton and Polk County area is the Coffin Butte Site three one miles northwest of Adair Village. Solid waste in Adair Village is collected by the Corvallis Republic Services and is disposed of at Coffin Butte.

The North Benton Plan has recommended that Valley Landfill execute a resource recovery system. The establishment, construction, and operation of a solid waste disposal site, including transfer stations and demolition landfills, require a permit from the DEQ. Valley Landfills, Inc. has been issued a permit to operate Coffin Butte.

While the provision or supervision of solid waste disposal sites is not the responsibility of Adair Village, the City has a vital interest in ensuring that adequate disposal facilities are available and that the management of disposal sites is in line with sound environmental practices. There is always potential for surface and ground water pollution from solid waste landfills, but potential pollution from Coffin Butte should not affect the Adair area as the site lies in another drainage basin.

## **SECTION 9.670 ENERGY & COMMUNICATIONS SYSTEMS**

Primary energy and communications services are provided by the following companies:

- Consumers Power, Inc. (CPI) & Pacific Power
- Northwest Natural Gas Company
- Telephone Service — Comcast
- TV Cable – Comcast

### **Electric Power**

The electrical system serving Adair Village was originally constructed as part of the military installations and after the property was declared surplus, electrical service was taken over by Consumers Power, Inc. (CPI). Consumers Power obtains its power supply from the Bonneville Power Administration (BPA). A BPA substation and a CPI substation are located adjacent to one another near the Adair Industrial Park two miles northeast of Adair Village. CPI transmits the power at 7,200 volts for distribution in the Adair Area. Transformers on individual utility poles convert power for domestic use. The overhead distribution system in Adair Village exhibits a seemingly excessive number of poles, transformers, and lines, and detracts from the appearance of the community.

Several aspects of electric power service have significance to the Comprehensive Plan. First, there is the need to conserve electrical energy. The conservation programs of

Consumers Power are discussed in the Energy Element of **Section 9.800**. Another concern is the location and design of major facilities such as transmission lines and substations. These facilities can have a blighting effect on an area unless carefully designed and located to minimize adverse impacts. Overhead distribution lines within a community, particularly in residential areas, can also have a blighting effect.

The City requires review and approval of substation facilities and utilities for subdivisions. Underground utilities are required for all residential subdivisions in the Adair Village Land Use Development Code.

### **Natural Gas**

Natural gas within the general Adair Village area is provided by the Northwest Natural Gas Company. Natural Gas lines have been extended to serve Adair Village.

### **Telephone**

Telephone service is provided by Comcast. An equipment substation is located at the intersection of Arnold Avenue and Laurel Drive on a 0.35-acre site.

### **TV Cable**

Cable Service is provided by AT&T Broadband and Comcast cable service.

## **SECTION 9.680 PLANNING IMPLICATIONS**

Public facilities and services are an essential planning component and provide the primary elements to support community growth. Adair Village's public facilities and services are capable of supporting additional community growth although there are some improvements needed. City Hall improvements and expanded police protection are identified needs that will increase as growth occurs.

Schools and fire protection are currently serving Adair Village very well, although expansion of both the level of service and support facilities will be needed as growth occurs. Both of these facilities have available land for their expansion needs. The City should maintain communication with these agencies and keep them informed of future community growth trends that could impact their level of service and facility needs.

In summary, Adair Village's public facilities and services are currently serving the needs of the community and with identified improvements Adair Village is capable of providing an excellent level of service to an expanding community.

## **SECTION 9.690 PUBLIC FACILITIES & SERVICES POLICIES**

### **GOALS & OBJECTIVES**

To provide a public facilities policy plan as a guide for the location and development of future community facilities and utilities consistent with long-range community needs.

### **POLICIES & RECOMMENDATIONS**

#### **General Policies**

1. The City shall ensure that public facilities contribute to an efficient framework for incremental community growth and development.
2. The City shall consider the impacts on community facilities before building, rezoning, or annexation requests are approved.
3. The City shall maintain procedures that require development projects to bear the cost for needed support facilities.
4. Growth trends shall be carefully monitored to accurately anticipate the need for future public facilities expansions.
5. The City shall develop maintain a Capital Improvements Program to guide financial implementation of needed facilities and services. The program shall include parks and recreation facilities, water and sewerage facilities, storm drainage, streets and other transportation improvements, public buildings, and any other necessary public facilities.
6. The City shall maintain System Development Charges (SDC) for the reimbursement and improvement costs for capital improvements and shall review these charges annually to ensure that they keep pace with rising costs and community needs. SDCs shall be maintained for the municipal water system, sanitary sewer system, drainage system, transportation system and park system.
7. The City shall seek financial assistance grants and loans for needed facility improvements.
8. Open space, green space, parks, pocket parks, and plazas shall be incorporated into the Village Center, Neighborhood Centers, and all new residential development. The Comprehensive Plan goal is to provide 2.5-acres of open space for every 1,000 residents of Adair Village or approximately one new park for every 300 new dwelling units. The City shall



work toward establishing a citywide park master plan with the objective of setting aside sufficient lands for future parks.

9. The City shall require construction of new infrastructure that facilitates urban development and emergency response efficiency prior to or concurrent with development of new land within the Urban Growth Boundary.
10. The City shall continue to seek improvements to the municipal water and sewer facilities to increase the City's service capacity and to prevent potential health and safety hazards to community residents.

### **Schools**

1. The City shall maintain a coordination program with the Corvallis School District 509J and the Santiam Christian School as part of its ongoing planning effort.
2. The City shall keep the School Districts informed of development trends and projects with substantial population increases as part of the City's project review process.
3. Should a new elementary school be needed to serve the North Benton County Area; strong consideration shall be given to locating the school in Adair Village.

### **Parks**

1. The City shall maintain a long-range park and recreation program.
2. The long-range park program should include consideration of greenway buffers and bicycle and pedestrian trails.
3. The City shall cooperate with Benton County and Oregon State University in developing the City and County park lands within the Adair Village area.
4. The City shall support programs of public and private urban landscaping.
5. The City should cooperate with the Benton County Parks Department in the planning and development of the Adair County Park.
6. Development proposals for the Adair County Park shall be submitted to the City for review and approval as specified in the Urban Growth Boundary Management Agreement.



7. The City shall seek financial assistance for the planning and development of the City's park and recreation programs.

### **Water System**

1. Municipal water facility improvements shall be maintained as part of the City's ongoing Capital Improvement Program and shall be updated and maintained as an integral part of the City's ongoing planning process.
2. The City shall seek Facility Planning Grants for improvements to the Adair Village water system.
3. Municipal water service shall be provided to meet the needs of existing and future users and shall provide adequate fire flow capabilities to protect the public.
4. The provision of water services shall be coordinated with the provision of other public services, particularly municipal sewerage service.
5. The City shall seek to maximize the existing investment in the water system through the encouragement of additional connections to assist in reducing individual service fees.
6. The City may provide municipal water service to requesting areas at cost within the service capability of the facilities and the City's financial limitations. "At cost" shall include the costs of Capital Improvements, operational and maintenance costs and future system expansion needs.

### **Wastewater Facilities**

1. Municipal sewer facility improvements shall be maintained as part of the City's ongoing Capital Improvement Program and shall be updated and maintained as an integral part of the City's ongoing planning process.
2. The City shall seek Facility Planning Grants for improvements to the Adair Village wastewater system.
3. The City shall continue to correct infiltration problems in the sewage collection system.
4. Municipal sewer service shall be provided to meet the needs of existing and future users.
5. The provision of sewerage services shall be coordinated with the provision of other public services, particularly municipal water service.

6. The City may provide municipal sewerage service to requesting areas at cost within the service capability of the system and the City's financial limitations. "At cost" shall include the cost of Capital Improvements, operation and maintenance costs and future system expansion needs.

### **On-Site Sewage Disposal**

1. No on-site sewage disposal systems shall be allowed in the City unless the municipal system is unavailable.
2. The County should only approve on-site sewage disposal systems for low-density developments that will not result in health hazards, water pollution or the untimely extension of public services.
3. Areas with existing on-site sewage disposal systems that pose potential health and pollution hazards shall receive a high priority for Municipal Sewer Service.
4. On-site sewage disposal systems shall be discouraged in areas immediately adjacent to the City, where City sewers can easily be extended.

### **Storm Drainage**

1. As part of the City's project review process, private developments shall be required to submit detailed drainage plans in conformance with area plans.
2. The City and the County shall review plans for developments within the Urban Growth Boundary to ensure that storm drainage plans for developments are adequately related to the needs of the entire area.
3. Open drainage courses that can function as linear greenways shall be preserved as open space wherever possible in lieu of creating covered storm drains.
4. Area storm drainage projects should be maintained as part of the City's ongoing Capital Improvement Program.

### **Solid Wastes**

1. Adair Village supports Benton County's continued Solid Waste Management Program.
2. Benton County should continue to monitor any adverse effects of the nearby Coffin Butte disposal site.

3. The City supports the County in investigating and encouraging recycling efforts.

### **Fire Protection & Emergency Services**

1. The City supports the continued improvement of the Adair Rural Fire Protection District, for fire protection and emergency services.
2. The City supports the need for expanded fire protection and emergency services to meet the needs of additional urban development and the Adair County Park.
3. Newly urbanized areas shall be equipped with a fire hydrant system.
4. Subdivisions and Partitions shall be submitted to the Adair Rural Fire District for review and recommendation.

### **Energy & Communications Systems**

1. Electric power distribution systems and telephone and cable television lines shall be located underground in all future developments.
2. Pole locations needed by serving utilities shall be coordinated with the City.
3. The City shall keep all private utility companies informed of community planning policies and development trends and shall submit subdivision and development plans to local utilities as part of the City's project review process.

### **Other Public Facilities & Services**

1. The City supports the need for improved police protection resulting from continued growth and development of the City and the Adair County Park.
2. The City shall continue to improve the developing Village Center as the City's primary governmental and commercial center.
3. The City shall continue to provide administrative and public works services within its financial capabilities while seeking outside assistance and programs for needed services.

## 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 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 In.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 In.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 Federal Aid Secondary	100 ft. row within the Planning Area
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 Lane	40 ft. row
Laurel Drive	40 ft. row
Willamette Avenue	40 ft. row
Holly Lane	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 North Boundary of Fish & Wildlife
Purple Vetch Lane	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.

- **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 will become the primary arterial for the southern portion of the City. 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 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 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.

## **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 rights-of-way.
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 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 rights-of-way shall be protected from encroachment by future developments through adherence to the standards and review criteria of the Development Code.

### **Bicycle & Pedestrian Ways**



1. The network of sidewalks, bikeways and pedestrian rights-of-way 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.

## **SECTION 9.800 GROWTH MANAGEMENT**

The Growth Management Element of the Plan builds on the data in all the other plan elements to provide the basic framework for future development in the Adair Village area. It addresses the basic problems of urbanization and responds to **Statewide Planning Goal 14**, "To provide for an orderly and efficient transition from rural to urban land use".

In the past, the City has had limited powers to guide development which would eventually become part of the City. The policies for greatly improved governmental coordination will ensure that the timely provision of urban services and facilities will provide an orderly and efficient transition from rural to urban uses.

The Growth Management Element of the Plan presents the overall development strategy for the Adair Village Urban Growth Area. This strategy is based on the background data and findings in the previous elements on Population and Economy and the Natural Environment. The information, policies, and recommendations contained in the other plan elements are detailed refinements of the Growth Management Element and were utilized in formulating the overall urban growth strategy.

As an introduction to the Growth Management problems and needs of the Adair Area, this element begins with a brief historical profile in partial response **Statewide Planning Goal 5**, "To preserve historic resources", and outlines the area's historic resources. Subsequent sections address the overall pattern of development in the Adair Area and the problems posed by urban growth.

In response to these problems, an Urban Growth Boundary has been defined to ensure an orderly and efficient conversion of land to urban use.

The final Section assesses the energy implications of both the overall growth strategy and the energy implications of the other elements of the Plan in response to **Statewide Planning Goal 13**, "To conserve energy".

## **SECTION 9.810 HISTORIC BACKGROUND**

Adair Village is located at the junction of two former wagon roads. One of the roads is now largely occupied by Pacific Highway 99 West, linking Corvallis and Monmouth. A second wagon road branched off at Adair along what is now Tampico Road and led to Dallas. Tampico Road is part of the old Portland and Umpqua Valley Road that followed the foothills of the Coast Range, skirting the valley floor.

## **CAMP ADAIR**

The Adair area remained a rural agricultural and forest resources area until the 1940's when the area began to experience its first dramatic change since the early pioneer days. In 1943, during World War II, the Camp Adair Army base was constructed. At one time this camp contained over 50,000 men. A historical marker now commemorates the old army base two miles north of Adair Village at the junction of Camp Adair Road and U.S. 99 West. The marker explains that the Camp Adair Army base was the site of the cantonment where four World War II Divisions trained: the 70th Infantry (Trailblazer Division), the 91st Infantry (Powder River Division), the 96<sup>th</sup> Infantry (Deadeye Division) and the 104th Infantry (Timberwolf Division).

After the war, the army camp was dismantled. Limited sales were made to private owners and eventually much of the former base became what is now the E. E. Wilson Game Management Area. All that is visible today are a few structures and the extensive road system that once served the camp and now crisscrosses the game management area. One of these former army camp roads extends through the Adair Village UGB to Bowers Slough. Also remaining are the major water system components including the treatment plant, transmission lines and storage reservoirs that once served the camp. Today, a portion of this system serves the City of Adair Village.

## **S.A.G.E. AIR FORCE STATION**

The structures and other facilities in Adair Village were constructed in 1957 when a portion of the former army camp became the Adair Air Force Station (AFS). The Adair Air Force Station was the headquarters of the Portland Air Defense Sector. The main focus of the base was the Semi-Automatic Ground Environment buildings (S.A.G.E.). Still standing today, the S.A.G.E. building is a massive concrete blockhouse that once housed 28 million dollars' worth of electronic equipment. In addition to the S.A.G.E. building, other facilities included some 35 military related structures, 150 housing units and recreation facilities.

## **ADAIR MEADOWS**

The Air Force Base was declared surplus property by the federal government in 1969. The facilities were then parceled out and deeded to several new owners. The housing was sold to a private developer that subdivided the area now known as Adair Meadows and sold individual lots to new owners. The purchase of individual properties initiated formation of the Adair Village Homeowners Association in 1973 to administer land use controls and provide for the needs of the residents. The Homeowners Association purchased property, developed a playground and initiated the formation of the City.

The City of Adair Village was incorporated on May 25, 1976. The first City Council meeting was held on August 18, 1976, and the first meeting of the Planning Commission occurred on October 11, 1976.

### **S.A.G.E. BASE FACILITIES**

The remaining S.A.G.E. Base Facilities were deeded to two governmental agencies, the Oregon Game Commission and Benton County; and two private non-profit organizations, the Chicano-Indian Study Center of Oregon (CISCO) and the Oregon Southwest Washington Laborers Training Trust ((OSWLTT).

The City acquired a portion of the Benton County Park property on the west side of Wm. R. Carr Avenue that included an existing building utilized as a Community Building and City Hall. The existing Base Fire Station was also acquired. It presently holds a Grocery Store and will soon add a Restaurant. Later, a Coffee Shop, was also added next door. The water and sewer systems of the former Air Force Base were originally operated by the City of Albany but were declared surplus and acquired by the City of Adair Village in 1978. The water system that serves the City is particularly unique in that it has a large Willamette River Water Permit for 82 cubic feet per second (cfs) that is capable of serving areas outside the City with improvements to the treatment facilities.

The CISCO property again became surplus in 1977 and most of the property was added to that already held by the OSWLTT Laborer's Training School that provided full-time technical training for apprentices in the construction trades. The base chapel was acquired by the "Prince of Peace" Mennonite Church and the Bowling Alley, building 246, was acquired by a private developer and leased to RCA Woodworking, Inc., a private cabinet making shop, now the Oakcraft Furniture & Cabinet Shop.

The land and facilities, including the Officers Mess, building 257, was acquired by Benton County and are now used for recreation. Benton County administers and continues to improve the Adair Regional Park at this site. The facilities acquired by the Oregon Game Commission are now the commission's Regional Headquarters.

The Santiam Christian School acquired 19 acres from the OSWLTT Laborer's Training School for an interdenominational Christian school facility for grades K through High School. As with most schools, enrollment varies. The Santiam Christian School varies between 600 & 700 students and approximately 50 faculty and administrators.

The former non-residential Air Force Base is now occupied by the following landowners:

1. Benton County – Parks Department
2. OSWLTT Laborer's Training School (Includes the Adair Rural Fire & Rescue Station)

## CITY OF ADAIR VILLAGE COMPREHENSIVE PLAN

3. Prince of Peace Church
4. Santiam Christian School
5. Oakcraft Furniture & Cabinet Shop
6. S.A.G.E. Block Building
7. City of Adair Village City Hall and Community Building and park area
8. AV Market and a Restaurant
9. Coffee Shop

The City completed a Comprehensive Plan and Land Use Development Code that was acknowledged by the Oregon Department of Land Conservation and Development on April 16, 1982. It was updated in 2001 and in 2006 additional Policies were added. The Adair Village Land Use Development Code was also adopted in 1982 and was updated in 1995, 2000, 2010 and 2014. The City initiated water and sewer system improvements and acquired a city park and community building. The City has maintained an active governmental and administrative team to govern and manage the needs of the City.

**2003** - TGM grant and City & State discussions on Adair Village growth potentials.

**2004** - UGB expansion discussions with City, County & State officials and Santiam Christian School.

**2005** - Urbsworks hired to prepare Adair Village urbanization strategy.

**2006** - City and County adopt 2026 population projections for Adair Village with a forecasted population of 2,814.

**2007** - First UGB urban expansion proposal for 145 acres of needed land. Challenged and recommendation for a reduction in area.

**2008** - Amended UGB urban expansion proposal to 127.5 acres of needed land.

**2010** - The City annexed 127.5 acres of land formally contained within an Urban Growth Boundary approved in 2008 located south of Arnold Avenue on property owned by the Santiam Christian School and the Dorothy A. Weigel Trust. This area includes 25 acres for expansion of the Santiam Christian School athletic facilities and 21 acres preserved for parks and open space leaving 83 acres for residential development in the city's R-3 residential zone permitting an average density of 6.5 residential units per net residential area.

## **PRESERVATION OF HISTORIC SITES**

Unless historic sites are suitably identified, much of their potential value to the general public is not realized. There are at least three sites in the Adair area worthy of a historic site designation.

**Junction of Tampico Road and OR Highway 99 W.** A sign at this location could indicate the old Portland Umpqua Valley Road and should include an appropriate map and explanation.

**Junction of Camp Adair Road and OR Highway 99 W.** This is two miles north of the City but the Army base that was in this area is significant in Adair's history. Four existing signs explain the World War II history of the four divisions that trained here but there is no graphic explanation of the site itself. A sign would enhance an understanding of what was there and what remains of the base. These two sites are located outside the Adair Planning area but are identified as recommendations to Benton County.

**Adair S.A.G.E. Air Force Station.** The City of Adair Village itself can be considered a historic site. The traveler on the OR Highway 99 W must surely be struck by the dominating former S.A.G.E. Military Base. A sign explaining the former S.A.G.E. Base with an illustrative site plans would be instructive for visitors. A suitable site would be near the intersection of Pacific Highway 99 West and Arnold Way.

The City has saved two of the old Camp Adair Barracks and moved them to the City park area for restoration and utilization.

## **SECTION 9.820 CHARACTERISTICS & DEVELOPMENT PATTERNS**

Due partly to its unique origin, the City of Adair Village differs from other communities in a number of ways. These differences have major implications for future urbanization in the area.

Unlike many communities of its size, the City of Adair Village has substantial public facilities that were originally built as part of the S.A.G.E. Air Force Station. These facilities include an extensive public water system, sanitary sewers, storm drains, improved streets, sidewalks, curbs and gutters, street lighting and park facilities. In addition, the City has rural police and fire protection and is adjacent to a regional Benton County Park.

Adair Village consists of six primary districts:

1. The former S.A.G.E. Military Base now occupied by eight landowners.

2. Adair Meadows, the former military base housing area now Zoned R-1.
3. The Northern Residential Area located north of Bowers Slough and Zoned R-2.
4. The Southern Residential Area Zoned R-3 and E-1 Educational Recreation Area.
5. The Adair Village North Urban Growth Boundary.
6. The Adair Village Planning Area and Agreement with Benton County.

Most of the former S.A.G.E. Military Base is now utilized primarily for public and semi-public uses. Another difference between Adair Village and other communities is that the creation of the residential area, Adair Meadows, did not occur in the usual way. Normally individual lots are created and sold either with or without homes. In Adair's case all of the land and homes were in government ownership. After the residential development was sold, the developer created lots for each residential building.

In 2010, the City annexed 128 acres of land formally contained within an Urban Growth Boundary approved in 2008 located south of Arnold Avenue on property owned by the Santiam Christian School and the Dorothy A. Weigel Trust. This area includes 24 acres for expansion of the Santiam Christian School athletic facilities and 21 acres preserved for Parks and Open Space leaving 83 acres for residential development in the City's R-3 Residential Zone permitting an average density of 6.5 residential units per net residential area.

The City's Comprehensive Plan includes an analysis of all the lands within the Adair Planning Area to help identify those areas where potential future urban development could occur. With improvements to City municipal services the City will have the capacity to serve additional users. The Comprehensive Plan provides the framework for guiding decisions about service extensions and future growth directions. An Adair Village Urban Growth Area has been defined within which short-range growth can be accommodated.

Adair Village is also unique in that it is surrounded by public lands and areas that have been designated Exclusive Farm Use by Benton County. The Benton County Adair Regional Park, State Game Commission lands and McDonald State Forest border the City on the east, south and west. In addition, the E. E. Wilson Game Management Area forms the northern boundary of the North Urban Growth Area. The existence of these public lands is a major asset to Adair Village and they also define the City's urban expansion options.



## **SECTION 9.830 GROWTH & DEVELOPMENT OPPORTUNITIES**

Future growth and development options for the City of Adair Village is defined by the vacant areas within the City, the existing Northern UGB Area and the Southern Annexation Area. The City has adequate land available to address its needs to the year 2035.

It's apparent that alternative areas for long range future urban growth in the immediate vicinity of Adair Village is limited due to large blocks of public lands adjacent to the City leaving only the County's Exclusive Farm Use (EFU) lands located adjacent to the City on the south and northeast borders unless the City crosses Highway 99w to include areas zoned Rural Residential by Benton County.

### **City Limits Opportunities**

The existing Adair Meadows residential housing R-1 Zone residential property standard is 10,000 sq. ft. minimum. There is limited buildable land for residential expansion in this 65-acre area. The Adair Meadows R-1 Zone also includes approximately 4.48 ac of Church Property and a 2.30 ac Playground.

The existing City R-2 Zone residential property standard is 8,000 sq. ft. minimum. There is also limited buildable land for residential expansion in this 32-acre area. Urban residential development in the Northern Residential R-2 Zone began in 2000 and contains 112 residential lots on 32 acres with 7 acres of undeveloped wetlands. Wm. R. Carr Avenue extends into this area connecting the R-1 and R-2 Residential Zones that are divided by Bowers Slough, a natural greenway that should be protected and maintained as open space.

The vacant developable land within the Adair Meadows R-1 Zone and the Northern Residential R-2 Zone is extremely limited but might accommodate little more than approximately 10 acres of developable vacant land. The City area north of Arnold Avenue has no outstanding hazards although there are wetland areas in the R-2 Zone that should be protected together with maintaining the natural greenway along Bowers Slough.

The projected population of 2,026 less the 2017 population of 928 results in an additional population of 1,098 by the year 2035. This population projection would require 399 additional housing units.

The Santiam Christian School property and a portion of Weigel Trust Property located south of Arnold Avenue contain 128 acres that was annexed into the Adair Village UGB on October 7, 2008 and annexed into the city limits on June 15, 2010. Of this total 24 acres are reserved for Athletic Fields in the R-3 Zone and 9.5 acres have been identified



as locally significant Wetlands, 3.0 acres of unbuildable land between Ryals Road and the Southern Pacific Railroad right of way and 11.5 acres that have already been developed as Calloway Creek Phase I resulting in 80 acres available for residential development in the City’s R-3 Zone. With 25% reserved for roads and the specified average development of 6.5 Dwelling Units per net acre resulting in a housing potential for this area of 390 housing units.

The former S.A.G.E. Military Base now accommodates a number of non-residential uses in the City including the following:

**S.A.G.E. Base Utilization**

The former non-residential Air Force Base is now occupied by the following landowners:

1. <b>Benton County</b> – Parks Department - Zone P-1	13.21 ac
2. OSWLTT Laborer's Training School - Zone E-1	11.43 ac
Includes the Adair Rural Fire & Rescue Station	
3. Mennonite Church - Zone P-1	1.75 ac
4. Santiam Christian School – Zone E-1	18.54 ac
5. Oakcraft Furniture & Cabinet Shop - Zone M-1	1.56 ac
6. S.A.G.E. Block Building – Zone M-1	5.74 ac
7. City of Adair Village Community Building & Park - P-1	2.60 ac
8. AV Market, Restaurant and Coffee Shop. - C-1	<u>0.75 ac</u>
<b>Total Area</b>	<b>55.58 ac</b>
<b>Total in City</b>	<b>42.37 ac</b>

The Benton County Park property, Zone P-1; the Laborers Training School property, Zone E-1 and the Block Building, Zone M-1 provide excellent opportunity for non-residential community support facilities.

Part of the City of Adair Village property on the west side of William R. Carr Avenue is zoned P-1 (Public Use) and contains the City Hall, some recreational park space and an educational district. The city has recently moved two historic barrack buildings to this area, which will act as community activity space and a memorial to Camp Adair. The city also owns two small commercial parcels of land on the west side of William R. Carr Avenue at Vandenberg Avenue where the AV Market, restaurant and coffee shop reside.

The City of Adair Village also owns property on the east side of William R. Carr Avenue. This approximate 6.1 acres is currently in the city’s UGB but not within the city boundaries. The city is set to annex this property in the near future where it is planned to be the city’s community commercial district that will function as a civic center for the City.

## **Urban Growth Boundary Opportunities**

In response to the urban fringe problems posed by scattered low density "rural" developments, **Statewide Planning Goal 14** was adopted that reads: "To provide for an orderly and efficient transition from rural to urban land use".

The key requirement of this goal is the establishment of Urban Growth Boundaries to identify and separate urbanizable land from rural land.

The City has three Urban Growth Boundary Areas:

- **The Northern Residential Urban Growth Boundary Area**
- **The Benton County Park Urban Growth Boundary Area**
- **The Southern Residential Urban Growth Boundary Area**

### **Northern Urban Growth Boundary Area**

The Northern City UGB is a County Residential Zone RR-5 that has eleven parcels abutting the City's R-2 Residential District on the north boundary. These small parcels range in size from one acre to three acres and contain a total area of 18 acres. The existing lots are too small for commercial agricultural use and have already been subdivided to suburban lot sizes.

Topography ranges from flat to gently sloping land. This area presently contains only 9 housing units on 11 lots. Further land divisions to a City R-2 standard upon annexation is possible but due to the existing lot sizes and configuration and the existing housing locations achieving the R-2 density standard for the area will be somewhat difficult. Approximately 18 additional units might be possible but would not achieve the maximum density of the R-2 Zone.

The large ODFW property on the north boundary of the City provides a northern limit to future City UGB expansion, unless the property becomes available for private acquisition. Only the agricultural parcels on the east boundary of the City offer any potential future expansion of this UGB area.

### **The Benton County Park Urban Growth Boundary Area**

In the city's east UGB area, the county owns approximately 4.5 acres adjacent to Adair Regional Park. that contains the former Officers' Mess, Building 257, which is now leased by Valley Catering and an existing historic church.

### **Southern Urban Growth Boundary Area**

The Southern City UGB area includes three large parcels; two owned by Santiam Christian Church and one by the Dorothy Weigel Trust. 42 acres were removed from the initial UGB expansion request and all this land was in the southern portion of the Weigel Trust property.

Topography ranges from sloping land north of Ryals Road to fairly flat south of Ryals Road. Santiam Christian School plans to retain 25 acres directly south of the school for a sports complex. There is a small wetlands area adjacent to Ryals Road near the intersection with Arnold and a annual water course that bisects the land south of Ryals Road. With these features, plus 25 percent of the total acreage needed for streets, there are 62 acres available for residential development. This area will be zoned R-3 and have a net residential development of approximately 405 houses (see **Table 9.800 B** below).

These Benton County Park facilities receive City sewer and water services and were part of the original Air Force Station. They were included in the UGB because the City street system provided a logical boundary that contained the previous S.A.G.E Military Base elements. However, the large Adair Regional Park located north of Arnold containing approximately 106 acres is excluded from the City’s Urban Growth Boundary.

**Table 9.800 A** summarizes the City and the Urban Growth Boundary areas.

**Table 9.800 A-- Adair Village Urban Growth Area**

<b>Area</b>	<b>Acres</b>
City of Adair Village	267
Northern Residential City UGB Area	
Rural Residential – County Rural Zone RR-5	18
UGB Area South of Arnold Avenue	
Future Commercial – County Rural Zone RR-5	11
<b>Total City and UGB Area</b>	<b>296 Acres</b>

**Table 9.800 B** summarizes the land use allocation summary for the Adair Village Urban Growth Area. Of the total 267 acres inside the City only 61.5 net acres are available for additional residential development.

**Table 9.800 B-- Adair Village Urban Growth Area Land Use Allocation Summary**

Year 2017 Estimated Population	928 people
Portland State University Population Projection for Year 2035	2,026 people
<b>Projected Population Increase</b>	<b>1,098 people</b>
<b>Estimated New Housing Need at 2.75 people/household (1098 divided by 2.75 people)</b>	<b>399 houses</b>
Existing City Housing	311 houses
Existing Northern UGB Housing	9 houses
<b>Total Existing Housing</b>	<b>320 houses</b>
<b>Existing Housing &amp; New Housing Need (320 + 399)</b>	<b>719 houses</b>
Northern City Limits Residential Zones R-1 & R-2	95 acres
Less Developed and Committed Areas	<u>93 acres</u>
<b>Buildable Land in Northern City Limits</b>	<b>2 acres</b>
Existing Northern UGB Area	18 acres
Less Developed and Committed Areas	<u>10 acres</u>
<b>Buildable UGB Area (not included in available land)</b>	<b>8 acres</b>
Southern Annexed City Area in 2010	128.0 acres
Less Athletic Fields	24.0 acres
Less Wetland (North and South of Ryals Road)	9.5 acres
Less Calloway Creek Phase I	11.5 acres
Less area between Ryals Road & Southern Pacific RR	<u>3.0 Acres</u>
<b>Buildable Residential Annexed City Zoned R-3</b>	<b>80.0 acres</b>
<b>Total Available Residential Area for Housing (80+2) =</b>	<b>82.0 acres</b>
Less Streets at 25%	<u>20.5 acres</u>
<b>Total Net Residential Land Available for Housing</b>	<b>61.5 acres</b>
<b>Southern Annexed Area Housing Potential</b>	<b>400 Houses</b>
Housing Density of 6.5 Units per Net Acre Adopted by City Ordinance 08-01	
<b>Projected 2035 Housing Need</b>	<b>399 Houses</b>
<b>Additional Acreage Needed</b>	<b>0 acres</b>

## **SECTION 9.840 URBAN GROWTH BOUNDARY EXPANSION OPPORTUNITIES**

Adair Village is on the commuter fringe of both Albany and Corvallis and the Adair Village area is being impacted by an increase in rural residential development. This development has been taking place on both individual parcels and in formal subdivisions. Recent years have seen an increase in the number of rural residential parcels in the Tampico Road area, while south of the City, in the Calloway Drive area, a 51-lot suburban residential subdivision, Arbor Springs Estates, has been created with lots slightly over one acre. This fragmented development in the fringe area poses a number of problems for both the City and the County.

Low density rural land use is an inefficient use of land that rely on on-site water and sewer capacities. If these areas are ever annexed, the extension of needed public services and facilities is often costly and sometimes prohibitive. Rural development also sometimes occurs in hazardous or physically unsuitable areas with drainage, ponding, flooding, soil, or geologic problems. Finally, scattered rural residential development results in excessive transportation costs and excessive energy consumption.

Existing County zoning preclude the creation of many more lots in the surrounding area. Additional development in the Area, therefore, can only occur by annexation to the City and that can only occur if the City's facilities and services can accommodate the growth demand.

The City has included within the existing Urban Growth Boundary (UGB) only those properties that are immediately adjacent to the City and those that are capable of supporting urban development. The existing Northern UGB contains only 18 acres on 11 lots.

There are only three areas immediately adjacent to the City that could efficiently accommodate future long-range urban expansion:

**The First Area** is the remaining 42 acres of the Weigel Trust Property located adjacent to the south boundary of the Annexed South UGB Area that was excluded from the UGB expansion but was identified for future expansion.

**The Second Area** contains 4 privately owned parcels on the east boundary of the existing North UGB containing 36 acres that are now within the Benton County EFU Zone.

**The Third Area** is the ODFW property on the south boundary of the City containing 44 acres on two lots. This property has been under consideration for acquisition by the City and/or the Santiam Christian School.

### **The First Area - Southern Agricultural Lands**

The 42-acre Weigel Trust parcel of agricultural land abutting the City's R-3 Residential Zone on the south boundary. This area is part of Tax Lot 205 that was included in the City's Urban Growth Boundary proposal in 2008. This portion of the property was excluded from the City's UGB based on the need to limit the UGB area.

This area makes sense to be considered first for inclusion in the City's UGB expansion when the need for additional land can be justified since the area has already been planned for inclusion. This area could accommodate approximately 208 housing units with a population of approximately 572 people at the estimated 2.75 people per household within the City's R-3 Residential Zone.

### **The Second Area - Northeast Agricultural Lands**

Approximately 36 acres of Exclusive Farm Use lands on 4 parcels are located immediately contiguous to the northeast boundary of the City. These parcels are already partially in the City and partially in the County and are located within the Adair Village Planning Area.

These parcels have not been included in the Urban Growth Boundary because they are designated EFU although the parcels are comparatively small for agricultural operations. These lands represent the only remaining lands east of Highway 99 West that could be urbanized without encroaching on the major parcels of agricultural land northeast, east and south of the City. Therefore, these parcels should be given early consideration for inclusion within the City's Urban Growth Boundary when expansion can be justified.

This area could accommodate approximately 147 housing units with a population of approximately 404 people at the estimated 2.75 people per household within the City's R-2 Residential Zone.

### **The Third Area – The Oregon Department of Fish and Wildlife Property**

The ODFW converted the former base engineering building into its district headquarters facility. In addition to offices, other space is used for storage. ODFW's property includes two contiguous parcels totaling 44 acres, most of which is open land. The open land itself is presently not intensively used for game management purposes.

This property is contiguous to the City and is essentially vacant. In the event any portion of this property becomes available, this rolling hillside land contiguous to the City Limits,

on the north, east, and south of the ODFW property, would make a desirable and efficient addition to the City. The City has initiated discussion with ODFW on the availability of these parcels.

This area could accommodate approximately 156 housing units with a population of approximately 429 people at the estimated 2.75 people per household within the City's R-3 Residential Zone. With the existing pond, these parcels would also make a great addition as park lands.

## **SECTION 9.850 PLANNING AREA OPPORTUNITIES**

It is recognized that additional growth of Adair Village will require annexation of adjacent rural areas to the city. The Adair Village Planning Area was established by agreement between the City and Benton County to protect rural lands until annexation to the City occurs.

Statewide Planning Laws require that the establishment and change of the boundary shall be a cooperative process between the City and County. Accordingly, the City of Adair Village and Benton County have executed a management agreement for the City's Urban Growth Boundary, Planning Area and the Tampico Road Area of Concurrence.

The following sub-areas within the Adair Village Planning Area were analyzed for their potential for urban conversion in the future if needed. The first two of these areas are the only areas adjacent to the City that can economically be provided with water and sewer service from the City and are the only areas that are contiguous to the City that are not large tract Exclusive Farm Use areas or Public Lands. These areas are therefore identified for possible long-range urban conversion:

The Adair Planning Area is still basically rural in character. Urban growth in the Adair Planning Area is not imminent. However, there is a need to identify the areas most suitable for urban expansion should urban growth and services be needed. With adequate guidelines provided by the Comprehensive Plans of the City and County, the City should be able to assist in the planning and development of the Planning Area to insure compatibility with the future growth needs of the City and the County.

The City considers planning for the rural areas essential so eventual urban development can be accommodated in the most efficient, economical and orderly manner when and if urban development occurs.

There are two rural areas that have been developed to suburban standards that are not truly urban or rural:

- **The Tampico Road Area**



- **The Arbor Springs Estates**

### **Tampico Road Area**

The Tampico Road Area west of OR Highway 99, outside of the Urban Growth Boundary but within the Planning Area, includes some hazard areas, notably limited steep slopes on Poison Oak Hill and it contains substantial natural vegetative resources.

The Tampico Road area west of the OR Highway 99 W is a desirable area for hillside residential development because of the rolling hills and the natural vegetation that does not utilize prime farmland.

The Tampico Road area has been designated Rural Residential, RR-10 acre Planned Development" by Benton County for 142 acres and "Rural Residential, RR- 5 acre for 39 acres for a total area of 181 acres. County zoning will only permit a maximum of 3 additional parcels in the RR-10 Zone and 4 in the RR-5 Zone for a total of 7 potential new parcels in the entire 181-acre area of Tampico Road.

Even though 10-acre minimum zoning is designated for the RR-10 Zone, most of the parcels currently range in size from 1 to 5 acres and only 5 parcels are over 5 acres. In the RR-5 Zone 3 of the 4 parcels exceed 10 acres. This area should remain in the County Zoning until such time as individual property owners desire to further develop their property. It is apparent that little additional development can occur within the area without a change in County policy or annexation to the City of Adair Village.

The extension of urban development west of Highway 99 West does pose some potential access problems. However, Blake Drive and Earl Lane could become a public road and create an intersection with Arnold Avenue that would be preferred to the separated accesses to OR Highway 99 W that now exist. City water and sewer systems can be extended into the area.

### **Arbor Springs Estates**

The Arbor Springs Estates subdivision contains 51 lots on 57 acres on the west side of the OR Highway 99 W directly across from the Adair Village R-3 Residential Zone. Arbor Springs Estates is developed at a suburban density of 1-acre lots. It was excluded from urban expansion consideration since the area is located across Highway 99 West.

Future urban growth in the Adair Village area will likely be determined by the availability of urban services, particularly sewer and water services. Until these facilities are improved and expanded, growth within the surrounding area will be limited by what the county development standards will allow, which is very little above the present level of



development. Benton County land use controls will limit additional housing units within the Planning Area limiting potential rural growth to the Arbor Springs Development.

## **SECTION 9.860 CITY/COUNTY COOPERATION**

As stated in **sub-section 9.850**, Adair Village and Benton County have executed a management agreement that includes the following provisions:

The City will be given the opportunity for review and recommendation on any land use variances, zone changes, or subdivision proposals submitted to the County within Urban Growth Boundary or Planning Area.

The Tampico Road Area of Concurrence adjacent to the Highway 99 West requires concurrence of the City and County for all land use changes. If the City and County disagree as to the proper action that should be taken, or if there is a need for clarification of issues, a meeting between the City Council and County Board of Commissioners will be held to resolve the issue.

Any change in the Urban Growth Boundary will be made in accordance with the statewide planning process for amending the Comprehensive Plan, including notice to affected parties, public hearings and findings of fact. Amendments to the Growth Boundary will be submitted for review by the North Benton Citizen Advisory Committee, the Benton County Planning Commission, and the Benton County Board of County Commissioners.

A proposal for annexation to the City for an area outside the Urban Growth Boundary will be considered as a request for an amendment to the Urban Growth Boundary and will be subject to the amendment procedures stated above.

## **SECTION 9.870 ENERGY CONSERVATION**

**Statewide Planning Goal 13** reads: "To Conserve energy". To help achieve this goal, "Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principals".

### **Energy Conservation Goals include:**

1. Land use planning should help assure achievement of the maximum efficiency in energy utilization.
2. The allocation of land and permitted land uses should seek to minimize the depletion of non-renewable resources of energy.

3. Vacant land and energy inefficient land uses should be reused or recycled.
4. Higher population densities should be located near primary transportation corridors.
5. Maximum utilization of renewable energy sources (water, sunshine, wind, geothermal heat, and municipal, forest and farm wastes) should be encouraged.
6. Energy efficient building and development patterns should be encouraged through the use of ordinance changes (by adoption of energy efficient zoning and building codes, for example).

The Comprehensive Plan will help assure energy conservation in a number of ways. The compact form of urban growth recommended in the Growth Management Section will result in a significant reduction of energy use for travel. The past pattern of scattered suburban and rural residential development is an unnecessary consumer of energy.

Private automobiles use approximately 25 percent of the total energy used in Oregon. The Plan includes recommendations that can result in transportation energy savings. The compact urban growth pattern is accompanied by a recommended street system to improve traffic flow. In addition, alternatives to the automobile are specifically encouraged including mass transit, bicycle and pedestrian paths.

The Land Use Element contains recommendations that will result in energy savings. The Plan and Zoning Ordinance encourages clustered residential development. Siting buildings to take advantage of solar energy is encouraged through the City's Development Code. Placement of trees in relation to housing, or siting housing in relation to trees can also have a beneficial effect on solar use.

The Subdivision Ordinance sets standards for local subdivision streets that can save energy in a number of ways. Narrow roadways permitted for local access streets save construction time and material, and therefore energy. They are also cheaper to maintain. Cluster development permitted by the Zoning Ordinance can reduce heating needs, allow for higher densities and permit more usable space. This allows a reduction in the number of streets that have to be built, reduces the cost of providing utilities and allows the features of the site to be preserved.

Future commercial development in Adair Village should be in a concentrated commercial center that is accessible to the community and the highway traveler in order to reduce travel for shopping needs.

Significant energy savings can be achieved through insulation and weatherization of homes. Space and water heating utilize a full 84.5 percent of all energy used in the home. Realizing this fact, the State Legislature authorized funding of household weatherization programs that provide incentives for homeowners and utilities to weatherize homes and implement energy conservation measures.

## **SECTION 9.890 GROWTH MANAGEMENT GOALS & POLICIES**

### **GOALS & OBJECTIVES**

1. To provide for an orderly and efficient transition from rural to urban land use.
2. To provide conservation and development policies for the orderly and efficient development of the community.
3. To ensure that the overall plan, policies and recommendations help conserve energy.

### **POLICIES & RECOMMENDATIONS**

#### **Historic Sites & Structures**

1. The City shall assist local organizations or groups in preserving places of historic, cultural, or special significance.
2. The City should encourage suitable signs to indicate places of historic interest including the City itself.

#### **Urban Growth**

1. The City and County have established an Urban Growth Boundary for the City of Adair Village containing approximately 18 acres in the North UGB Area and 128 acres within the City's boundaries for a total of 146 acres as of June 1, 2019. The buildable land within this area accommodates the City's approved growth need that will support a population of 2,026 by the year 2035.
2. Property lines or section lines are utilized to clearly identify the Urban Growth Boundary and to facilitate management and site development procedures.
3. The Exclusive Farm Use parcels abutting the easterly Urban Growth Boundary shall be maintained until urban development occurs within the existing Urban Growth Area.

4. The remaining Rural Residential Area of Tampico Road that is within the Adair Village Planning Area should be maintained in the County's 10- and 5-acre minimum parcel size.
5. Oregon Department of Fish and Wildlife property abutting the southerly Urban Growth Boundary shall be given immediate consideration for inclusion within the Adair Village Urban Growth Boundary when this area undergoes an ownership change that may make it available for urban conversion. It is ideally located and suited for inclusion within the City's Urban Growth Boundary.
6. An urbanized development or annexation request outside the Urban Growth Boundary shall be considered a request for an amendment to the boundary and shall follow the procedures and requirements of the statewide Goals #2 and #14.

### **Urban Growth Management**

1. The City and County shall utilize the Urban Growth Management Agreement for administration of land development within the Urban Growth Area and the Planning Area.
2. The City shall ensure an orderly and efficient transition from rural to urban land use within the Urban Growth Area.
3. In order to provide for the efficient utilization of residential lands in the southern UGB annexed area the City shall provide for an overall density of 6.5 dwelling units per net acre or lot size with an average of 6,700 sq. ft.
4. The City shall ensure the Comprehensive Plan and implementing ordinances fully comply with all State growth management policies and rules.
5. The City shall maintain adequate land within its urban growth boundary to address a 20-year demand for housing and economic development.
6. The City's comprehensive plan shall reflect and build upon the community's unique identity and character.
7. Provide a Village Center that is the heart of the city's civic life that reflects a downtown character with development patterns appropriate to Adair Village. The Village Center should include the City Hall, Post Office and the

major community retail and service uses. It should also include higher density residential uses that complement and support the civic and retail activity.

8. Provide for a network of arterial, collector and local streets that avoid reliance on the state highway for local trips. -The City shall plan for a local street network that is a complete and connected network of local and collector streets at a scale appropriate to the City of Adair Village that will provide the framework for long-term growth and enable residents to access important community destinations in a safe and direct manner and without relying on Hwy 99W for intra-city trips. The City shall consider the design of intersections at 99W to enhance the safety of motorists, especially turning movements, through signals, channelization or other design features.
9. Ensure efficient urban development through compact pedestrian friendly development within the natural environment that includes neighborhoods that with a mix of housing types and lot sizes.
10. Protect natural resources and avoid development in known hazard areas. As Adair Village grows, these natural features should be preserved to provide opportunities for passive recreation and scenic views and to protect water quality and wildlife habitat.
11. Utilize green infrastructure techniques for future utility and street improvements.
12. Encourage the City's large, significant institutional uses to be fully integrated with the community.

### **Annexations**

1. The City shall annex land only within the Urban Growth Boundary on the basis of findings that support the need for additional developable land in order to maintain an orderly compact growth pattern within the City's service capability.
2. Evidence of development feasibility shall be a condition for annexation to the City. A development plan shall be approved prior to a land division or development of annexed property.

### **Public Facilities Capability**

1. The City shall ensure that adequate public facility capability exists, including adequate public water supply and sewage treatment capability, to handle all development proposals within its jurisdiction as part of the City's project review procedures.
2. A long-range financial Capital Improvement Program shall be maintained by the City to provide for the systematic expansion of needed community facilities, utilities and services in an efficient and timely manner.

### **Environmental Quality**

1. The City shall strive for continual and substantial progress toward improving the quality of the local environment by supporting enforcement of applicable environmental quality standards and regulations in cooperation with county, state and federal agencies.
2. The City shall require development proposals within its jurisdiction to identify potential impacts on the air, water, and land resources of the area and shall ensure that proposals are within the safe carrying capacity of the environment through the City's project review procedures.
3. The City shall protect natural drainage channels and natural vegetation resources from disruption and, where possible, maintain them as an open space resource.

### **Hazardous Areas**

1. The City shall limit uses within identified natural hazard areas and shall maintain and enforce development standards and review procedures within the Development Code for identified natural hazard areas.

### **Energy Conservation**

1. The City shall support and encourage energy conservation and efficiency programs.
2. The City shall consider energy concerns as part of its land use review criteria.

## **ARTICLE 10 MAPS & DIAGRAMS**

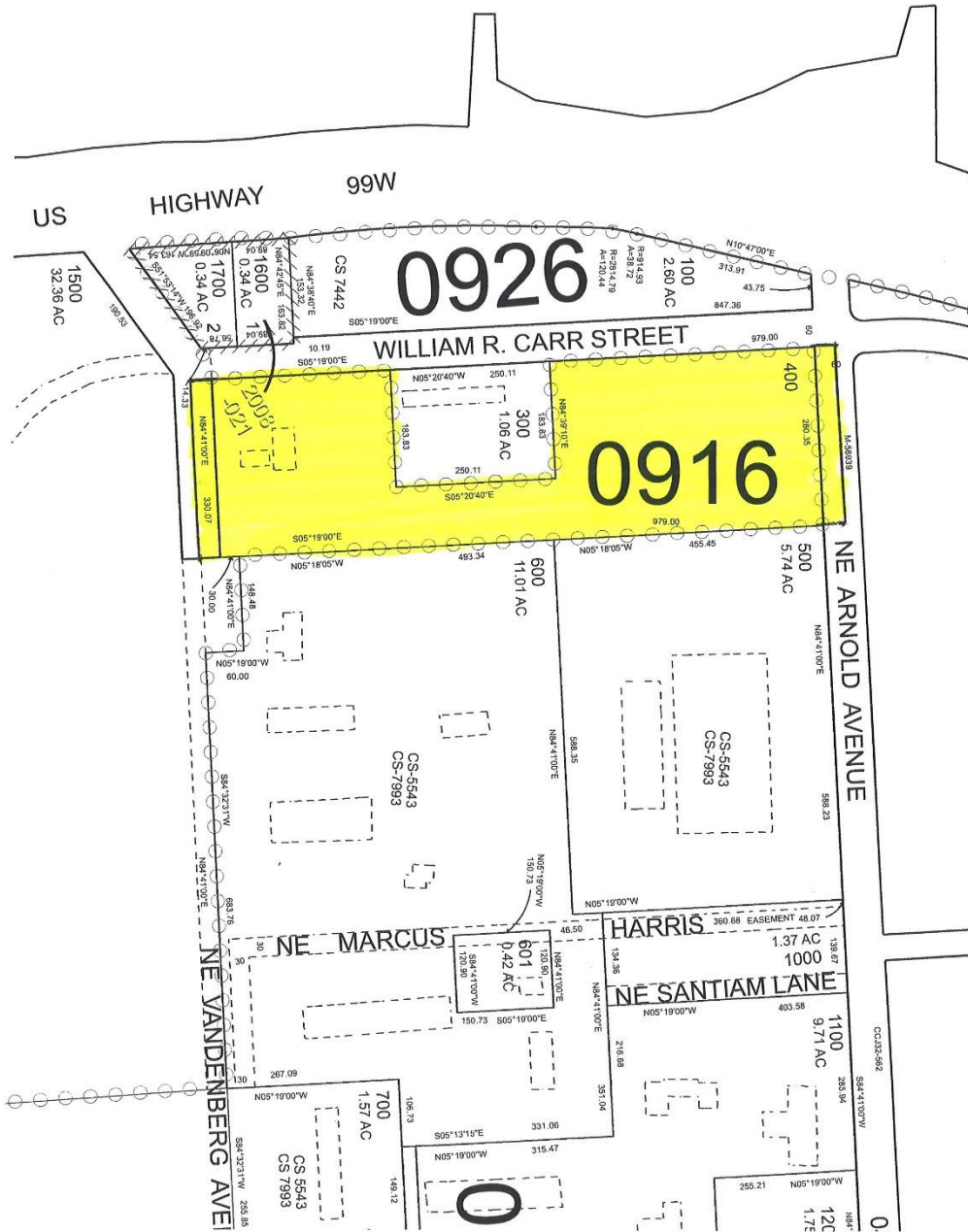
### **SECTION 10.100 ZONING RELATED MAPS**

Maps prepared for the 2001 Adair Village Comprehensive Plan are contained in the Comprehensive Plan.

All other Maps should be compiled, and copies placed herein.

**MAP AMENDMENT**

**Parcel 5, Camp Adair – Park**





**LEGAL DESCRIPTION**

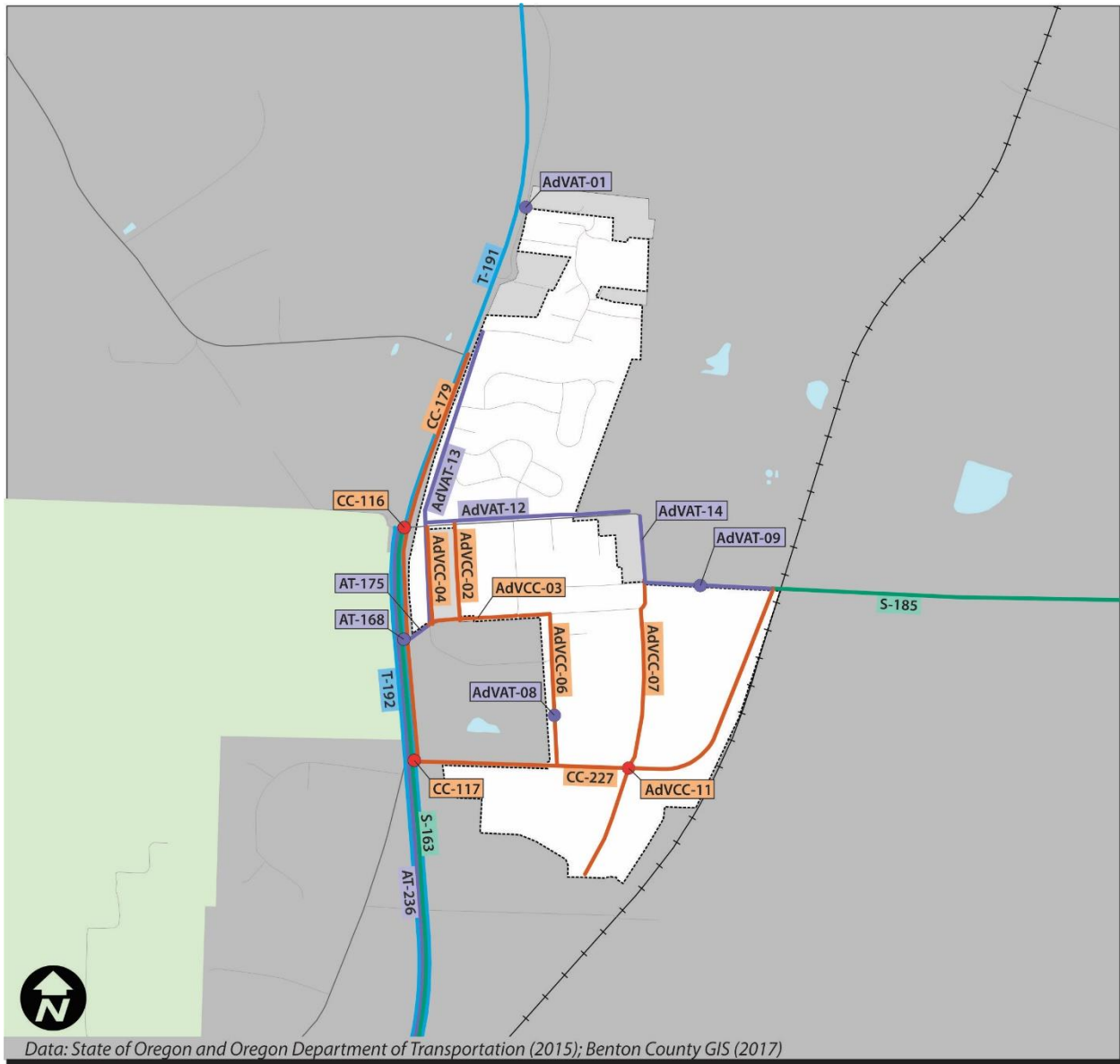
## Parcel 5, Camp Adair – Park

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.

ADAIR VILLAGE TRANSPORTATION SYSTEM PLAN MAP



Legend

- |  |                      |                         |
|--|----------------------|-------------------------|
| S-00 - Safety Project                                    | - Principal Arterial | - River                 |
| AT-00 - Active Transportation Project                    | - Collector          | - Park                  |
| CC-00 - Connectivity/Congestion Project                  | - Local Roadway      | - Airport               |
| T-00 - Transit Project                                   | - Railroad           | - Urban Growth Boundary |
| AdVAT-00 - Adair Village Active Transportation Project   | - City Limits        |                         |
| AdVCC-00 - Adair Village Connectivity/Congestion Project |                      |                         |

**ADAIR VILLAGE**  
TRANSPORTATION SYSTEM PLAN



## **SECTION 10.200 DEVELOPMENT STANDARD DIAGRAMS**

The existing Parking Diagram – DSD-1 & The existing Vision Clearance Diagram – DSD-2 should be placed herein.