

STAFF REPORT

Date:	September 13, 2022
Applicant:	City of Adair Village
Nature of Application(s):	Comprehensive Plan/Map Amendment – Urban Growth Boundary Expansion
Property Location:	City Wide
Applicable Criteria:	Development Code Sections 2.700, 3.200(2) & 3.520. Comprehensive Plan Sections 9.300, 9.400, 9.500 & 9.800 ORS 197.296 & 297, OAR 660-024 & 038 Statewide Planning Goals
Case #:	PC2022-01
Staff Contact	Patrick Depa, Associate Planner

BACKGROUND

Portland State University's Population Research Center (PRC)¹ provides their population projection research every four years and the state, the counties and the cities all adopt those number into their comprehensive plan documents. In June 2021, PRC released its latest twenty (20) year population forecast. After the city went through some reconciliation with PRC's current population numbers (1,416), the city's population was forecasted to grow to 2,541 or a 1,125 increase. Having updated population data and population forecast numbers is significant to comply with ORS 197 and OAR 660-024-0040 (4) that requires that every city maintains a 20-year buildable residential land supply to accommodate growth.

For the past few years, the City of Adair Village has been the focal point of new residential development. The development of over 200 homes in the last three years has substantially depleted the city's 20-year supply of buildable land. Today Adair Village continues to develop extremely quickly and the interest for further development is eminent. The city continues to have developers interested in more residential and mixed-use projects than the city has available land. The city has been anticipating that they may need to expand their urban growth boundary (UGB) based on the continued interest in residential development but, had paused any efforts to expand the UGB until the 2021 population projections became available.

Through monitoring the progress of two active housing projects building within the city's boundary, the city decided to re-examine its buildable residential land. As required by the State of Oregon, the city performed a Buildable Land Inventory (BLI) where the

¹ State of Oregon's population research official.

conclusions confirmed the deficiency and compelled the city to find solutions for meeting the requirement. To meet this requirement cities usually annex land from within their urban growth boundaries (UGB); the Adair Village UGB, however, does not contain enough land to meet its housing need and has chosen to explore expanding its UGB.

To accomplish a UGB expansion, the city and the county have been meeting regularly with our State of Oregon Department of Land Conservation and Development (DLCD) representative to formulate a coordinated legislative UGB amendment. Working with two property owners whose properties are directly adjacent to the city's boundary and want to be annexed into the UGB, the city performed the required analysis using OAR Chapter 660, Division 24 and 38 procedures as well as the Goal 14 requirements.

The City and Benton County compiled an expanded staff report titled “**Adair Village & Benton County Comprehensive Plan and UGB Amendment – Justifications and Findings**” that accompanies this report. This mentioned report, thoroughly addresses all the analysis required to establish findings that adhere to the Oregon Administrative Rules (OAR) that qualify a UGB expansion.

In 2018, the city purchased a 5-acre piece of property directly in the center of town from the county to become its downtown. The city spent four years working with the Department of Interior to remove a parks in perpetuity classification left over from when the property was a former military base. After that, the city purchased a one-acre piece of property directly in the middle of where the downtown core is to be established. Today the city has clear title and owns all six acres of property between Arnold and Vandenberg Avenues that fronts along William R. Carr Street for its downtown.

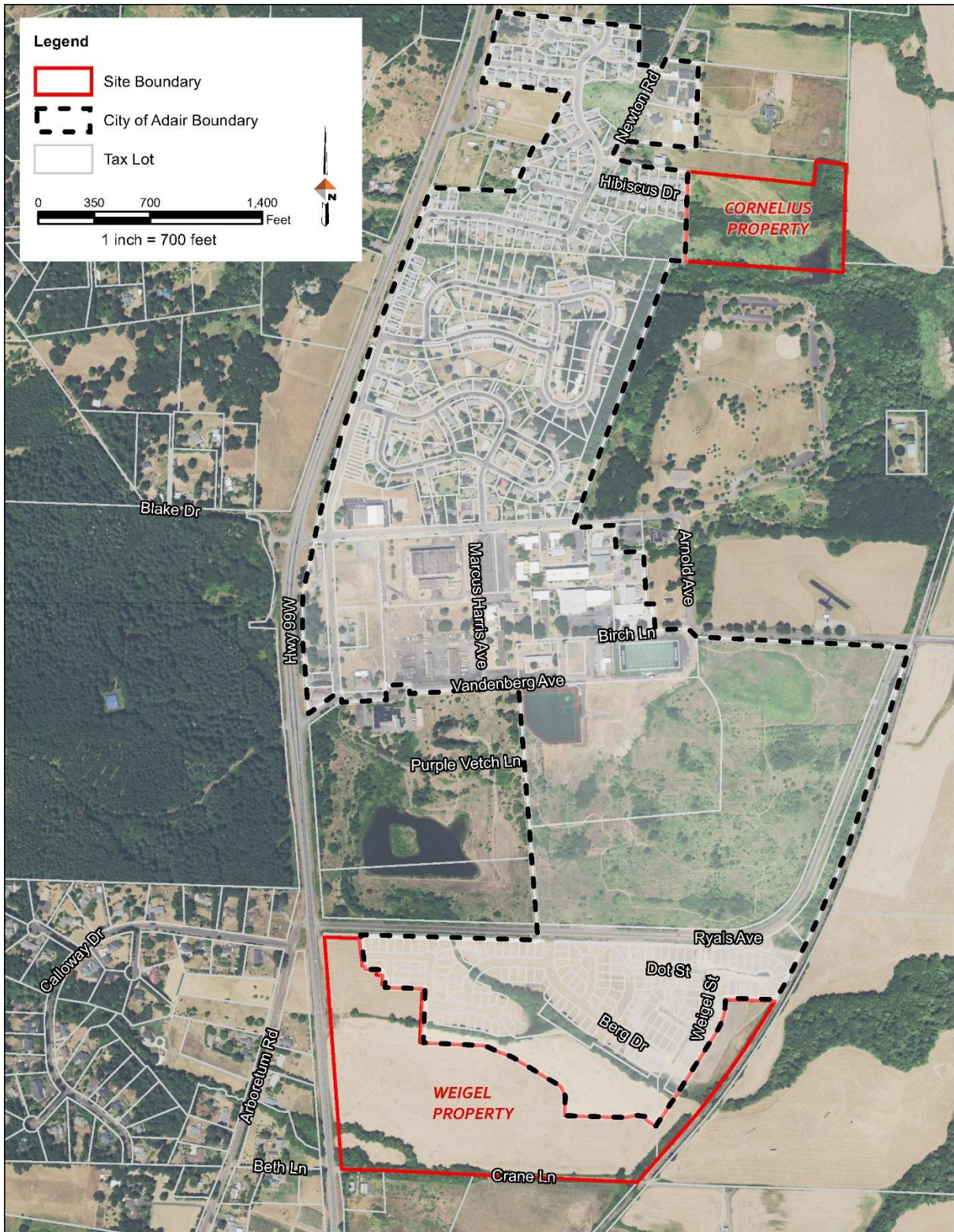
During this time the city approved and adopted a new mixed use commercial zone to begin the transformation. Across the street the city moved two old historic barracks buildings for public use and a museum and built a veteran's memorial plaza to solidify their intentions. The city is now in a position to be a full-service compact city. To successfully accomplish this vision, it will require a critical mass of residences to support any form of a vibrant downtown.

In the past four years, in preparation of a possible UGB expansion, the city has initiated multiple comprehensive plan amendments, adopted a Transportation Systems Plan (TSP), and continues to upgrade the city's infrastructure to prepare for the anticipated growth. A broader list is compiled below.

Comprehensive Plan Amendments:

- a. [Growth Management Chapter](#)
 - b. [Housing Chapter](#)
 - c. [Transportation Chapter](#)
 - d. [Land Use Chapter](#)
- Adopted a Transportation Systems Plan (TSP) 2019
 - Working on a Trails Plan (Adair Village area) 2022
 - Created a new zoning district (R-4) for higher density housing projects 2021
 - Ongoing upgrades the water treatment plant since 2009.
 - Currently under construction is a new sewer treatment plant 2022.

Proposed UGB Expansion Areas

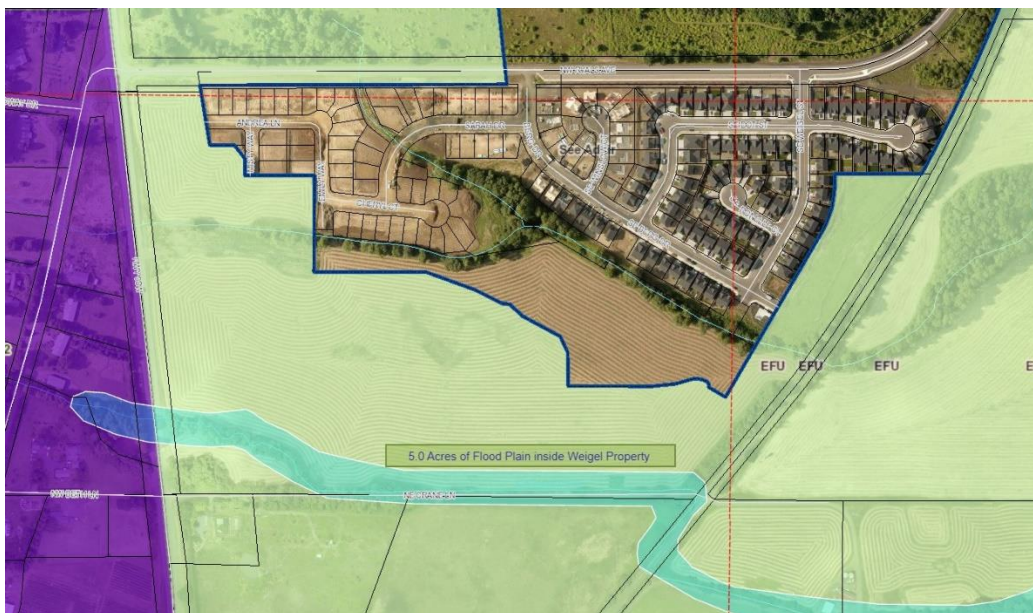


The two properties that are being considered for addition to the Adair Village UGB are both zoned Exclusive Farm Use (EFU). The two properties together consist of approximately 55 acres. A basic analysis of each property is as follows.

Property 1: Assessment Map & Tax Lot No. 104290000900. 12.97 acres located on the northeast side of Adair Village. 5.11 acres proposed for residential development; 7.85 acres is in a conservation easement.



Property 2: Assessment Map & Tax Lot No. 104310003400. 42.4 acres located on the south edge of Adair Village. 37 acres proposed for residential development; 5.4 acres proposed to remain in natural state.



DECISION CRITERIA

The City and Benton County put together an expanded staff report titled “**Adair Village & Benton County Comprehensive Plan and UGB Amendment – Justifications and Findings**” that accompanies this report. The Buildable Land Inventory (BLI) is part of that report and is attached as Appendix A.

Compliance with the City of Adair Village’s Land Use Development Code and Comprehensive Plan Goals and Objectives are addressed in **Chapter 5 – City Requirements for UGB Expansion in the “Justifications and Findings” document**. Because this legislative action often comes with opposition the city and county went above and beyond to petition citizen involvement over 100 days before this hearing.

Statewide Planning Goal 1: Citizens Involvement

Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program that addresses:

1. Opportunities for widespread public involvement
2. Effective two-way communication with the public
3. The ability for the public to be involved in all phases of the planning process
4. Making technical information easy to understand
5. Feedback mechanisms for policymakers to respond to public input

FINDINGS

The city and the county initiated this legislative process at open meetings both at Adair Village City Councils meetings and a County Commissioner meeting. The city and county reached out to and met with the Corvallis School District, Oregon Department of Transportation (ODOT), Oregon State University, City Managers in other incorporated cities and state agencies such as ODF & W and the Department of Forestry.

There was an informational kiosk set up at the Corvallis Saturday Market in June. The city and county held two open houses for discussion of the UGB on July 12th and August 9th. There were two joint planning commission meetings that were advertised on the city and county websites. The State of Oregon Dept. of Land Conservation and Development (DLDC) was given notice is 35 days before this first evidentiary hearing.

Notice of this meeting was posted in three public places, sent out to residents in a 250’ radius of these properties, published in the Gazette Times, the Albany Democrat Herald, posted on the City’s website, and promoted in the monthly City Newsletter.

SUMMARY OF FINDINGS

Following OAR Chapter 660 Division 24 & 38, the two items to justify a UGB expansion come down to the need factors. Need factor one is based on Portland State University’s Population Research Center (PRC) projected population growth in a 20-year period. The PRC found the City of Adair Village will have an increase of 1,125 residents. Need factor

two addresses the land needed to accommodate the increase in population based on BLI methodology of existing land inside of the current UGB.

The BLI looked at the Adair Village land supply based on vacant and partially vacant land and the environmental constraints to its buildable capacity. The study then classified parcels by development status and estimated their housing unit capacity. The net buildable acres were established by removing the allowed deductions provided in the OAR 660-024 and 038.

The deductions consisted of removing $\frac{1}{4}$ acre from all properties that were considered partially vacant and a deduction of 25% of the gross buildable acres for infrastructure needs. The net buildable acres were then divided by the number of people per household (2.87²) which, provides the number of dwellings that amount of residential land can accommodate. The projected population increase (1,125) was then divided by the 2.87 people per household to arrive at the number of dwellings needed. The difference between those two numbers provided the deficit of land needed to address the required 20-year residential land supply. This number concluded that the City of Adair Village had a deficit of 13.25 acres to reach that need.

This finding was revised using the Goal 14 guidelines and implementation and applying the four Goal 14 location factors: (1) Efficient accommodation of identified land needs; (2) Orderly and economic provision of public facilities and services; (3) Comparative environmental, energy, economic and social consequences; and (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

By expanding the BLI methodology based on ORS 197.296 and Goal 14, the city found that it has an additional 17.96 acres of land that can be removed from the gross buildable acres. Staying consistent with the BLI methodology, a 25 percent deduction for required infrastructure per Adair Village Comprehensive Plan Section 9.800 Growth Management is removed. The remaining amount of land that can be deducted from the net buildable acres is 13.47 acres.

By adding the 13.47 acres to the 13.25 acres initially found as the deficient acreage in the city's residential inventory, these measures increased Adair Village's residential deficit of land to 26.72 acres.

As described on page 4, the total amount of land requested to be brought into the UGB is 55 acres. However, after subtracting the conservation easement on the property 1 and the flood plain on property 2, the acreage is decreased to 42.12 acres. A further 25% deduction can be made for infrastructure as allowed by the city's 9.800 Growth Management chapter, making the total amount of buildable land proposed to be brought into the city at 31.6 acres.

² 2020 US Census number for estimated people per household.

CONCLUSIONS

Based on the facts and findings presented by the city and county within this detailed written narrative, the city believes we have satisfied the burden of proof and demonstrated how the proposed Comprehensive Plan amendment and zone change request not only satisfies all applicable criteria but would also be a benefit to the community by providing a needed housing within Adair Village's Urban Growth Boundary.

As established in the responses and findings in the "Justification and Findings" document, the analysis performed in the Buildable Land Inventory (Appendix A) and the Site Selection Analysis, the proposed Comprehensive Plan amendment is consistent with County and City goals and policies and applicable Statewide Planning Goals to warrant the expansion of the Adair Village UGB as proposed and the proposed rezoning of the sites from EFU to UR-50.

The city will still have to update the multiple sections in the city's comprehensive plan if the Urban Growth Boundary (UGB) amendment receives approval.

If acceptable, we respectfully recommend that the Planning Commission may wish to consider recommending approval to City Council.

RECOMMENDED MOTION

"I move that the findings under the city's decision criteria, the Oregon Administrative Rules and Goal 14 in the staff report be adopted as presented and the Planning Commission recommend approval to City Council for the proposed Urban Growth Boundary Expansion."