



Corvallis Planning Division

Staff Report to Planning Commission

Planning Commission Work Session: March 9, 2016

Planning Commission Hearing: March 16, 2016

Staff Report Prepared: March 2, 2016

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- TOPIC:** Comprehensive Plan Text Amendment
- CASE:** OSU-Related Comprehensive Plan Text Amendments  
(CPA15-00001)
- REQUEST:** Consideration of revisions to Findings and Policies in the Comprehensive Plan recommended by the Comprehensive Plan Review Task Force and related to the City Council Goal to review Comprehensive Plan direction related to Oregon State University.
- INITIATED BY:** Corvallis City Council
- SITE LOCATION:** The recommendation applies to public and private lands within the Corvallis City Limits and/or Urban Growth Boundary
- PUBLIC COMMENT:** An advertisement was published in the Corvallis Gazette Times on February 26, 2016. As of the writing of this staff report, one piece of public testimony was received from B.A. Beierle, et.al, dated February 18, 2016. The testimony has been incorporated into this staff report as Attachment D.
- ATTACHMENTS:**
- A – Staff Memo Regarding Changes made to Recommended Findings and Policies, Based on the Remaining Issues List and City Council Comments and Considerations
  - B – November 12, 2016, City Council Work Session Minutes and Attachment
  - C – November 2, 2016, Staff Memo and Task Force Recommendations
  - D – Testimony Received Prior to March 2, 2016

## **BACKGROUND**

In early 2015, the City Council identified OSU-City relations as one of its Council Goals. On January 20, 2015, the Council initiated a review of the Comprehensive Plan, limiting the scope to a review of Findings and Policies related to OSU, and appointed a task force that convened in February 2015 to review the Comprehensive Plan. That group, consisting of four Planning Commissioners and three City Councilors, evaluated the relevant Findings and Policies, and made recommendations to City Council for changes based on that work in late 2015 (**Attachment C**). On December 7, 2015, the City Council directed staff to initiate the Comprehensive Plan Amendment process to bring those recommendations and other discussion and recommendations to the Planning Commission and City Council for review. This staff report and attachments contain the Task Force's recommendations, staff analysis and proposed Findings of Fact, and staff discussion on City Council input and associated revisions, where applicable.

## **PROCESS AND REPORT FORMAT**

The following staff report contains staff discussion, analysis, and recommended findings regarding proposed Comprehensive Plan Text Amendments recommended by the Comprehensive Plan Review Task Force (PRTF) and initiated by City Council. No amendments to the Comprehensive Plan Map are proposed. In general terms, Comprehensive Plan Text Amendments must be evaluated to ensure that they are not in conflict with Oregon Statewide Planning Goals or existing Corvallis Comprehensive Plan Findings or Policies, and that they are consistent with the review criteria in the Land Development Code for evaluation of text amendments.

This report will first evaluate the proposal relative to applicable Statewide Planning Goals, followed by relevant Comprehensive Plan Findings and Policies, and finally Land Development Code provisions, as delineated in LDC Chapter 2.1 – Comprehensive Plan Amendment Procedures.

The Planning Commission is asked to review the proposed Comprehensive Plan Amendments and recommend the City Council approve or deny some or all of the changes. The City Council will hold a public hearing at a subsequent date to consider the proposed changes.

To comply with the Corvallis Land Development Code, Comprehensive Plan Amendments must be found to meet the following three criteria, in addition to other applicable State and local planning goals and provisions:

- 1. There is a demonstrated public need for the change;**
- 2. The advantages to the community resulting from the change outweigh the disadvantages; and**
- 3. The change proposed is a desirable means of meeting the public need.**

This report will consider applicable the package of proposed Findings and Policies in relation to Statewide Planning Goals, followed by staff-identified applicable Comprehensive Plan Policies, and finally Land Development Code provisions, as delineated in LDC Chapter 2.1 – Comprehensive Plan Amendment Procedures.

### **Consistency with Applicable Statewide Planning Goals**

**Goal 1: To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process**

#### Staff Proposed Findings of Fact:

1. The PRTF was initiated as a result of the City Council's Goal to improve City-OSU relations, and to build on prior City-OSU collaboration efforts. These efforts have been conducted with considerable public involvement over the past four years. The impetus for City-OSU efforts has been based in large part on community concerns regarding the rapid enrollment growth at the University, and associated impacts.
2. The PRTF convened approximately 15 meetings over the course of 2015 for consideration of changes to the Comprehensive Plan related to OSU. Those meetings were noticed and open to the public, and the Task Force received public comment at the beginning and end of each meeting.
3. The City's acknowledged land use regulations implement Goal 1 by providing for a citizen participation process for land use decisions such as the subject request. The City's Land Development Code requires Comprehensive Plan Amendments to be reviewed first through a public hearing process by the Planning Commission, after which the Planning Commission makes a recommendation on the proposal to the City Council, followed by a public hearing before the City Council, which then makes the final decision regarding the Comprehensive Plan Amendment. Both reviews require public notice and public hearings with the opportunity for written and oral testimony.

#### Conclusion:

Staff recommend the decision makers conclude that, based on the extensive public involvement in relevant City-OSU relations and collaboration, and the public process used for the development and consideration of these Comprehensive Plan Amendments, the proposal is consistent with Goal 1.

**Goal 2: Land Use Planning: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to ensure an adequate factual base for such decisions and actions**

Staff Proposed Findings of Fact:

1. The City has an established land use planning process and a policy framework that serve as a basis for the decision on this request. The policy framework is found in the City's acknowledged Comprehensive Plan, which includes policies and goals relevant to the decision on this request. As discussed in greater detail later in this staff report, the analysis, conclusions, and recommendations that were drawn from the development of the proposal identified a limited number of Comprehensive Plan Findings and Policies that should be considered for revisions. This consideration is also conducted by means of a Comprehensive Plan Text Amendment; therefore, the proposed Comprehensive Plan Amendment is consistent with, or is proposed to be consistent with, applicable goals and policies of the Comprehensive Plan.
2. Amendments to the City's Comprehensive Plan become part of the policy framework that serves as the basis for decisions and actions related to the use of land.
3. The proposed Amendments are intended to respond to changing conditions and pressures associated with the growth of OSU. Evaluation of Comprehensive Plan Findings and Policies, and recommendations for changes in the Comprehensive Plan, are directly related to land use planning and are intended to ensure that the community's policy framework contains accurate Findings and desired Policies to inform future land use decisions by the City and OSU.
4. OSU has indicated the intent to update the Campus Master Plan, and the review and revision of relevant Findings and Policies will help guide that process and assist OSU in developing plans and strategies that are consistent with the desires of the community with respect to future land use decisions.

Conclusion:

Based on the facts noted above, staff recommend the decision makers conclude that the proposed Comprehensive Plan Amendments, and the process used for evaluation of the proposal, are consistent with Statewide Planning Goal 2.

**Goal 3: Agricultural Lands**

**Goal 4: Forest Lands**

Staff Proposed Findings of Fact:

1. OSU, established as a Land Grant University, owns a significant quantity of agricultural and forest lands, both within and outside of the City Limits and Urban Growth Boundary. Maintenance of those lands for agricultural or forest use has been a high priority for the community and the University. The University's agricultural- and forest- related programs provide an important resource to the state, and nation.
2. The City recognizes that there are considerations that could influence the use of agricultural and forest lands owned by OSU, such as:
  - a. Balancing the need for and desired location of housing; in particular student-oriented housing close to campus
  - b. Changing demand for access to agricultural or forest lands to support learning programs, research, and extension activities
  - c. Future research, technologies, and best practice discoveries that could maintain the ability to protect and preserve agricultural and forest uses while allowing for other uses, where appropriate
  - d. Need for preservation of high value agricultural and forest lands located further away from urban uses and the City Limits/Urban Growth Boundary
  - e. Recognizing the changing needs of the community and University that could alter the context in which the University's agricultural and forest lands are located.
3. Changes in the use of these lands require careful consideration, both by OSU and the community as a whole.

Conclusion:

Based on the facts noted above, staff recommend the decision makers conclude that the proposal is consistent with Statewide Planning Goals 3 and 4, above.

## **Goal 6: Air, Water, and Land Resources Quality**

### Staff Proposed Findings of Fact:

1. The Comprehensive Plan currently contains Findings and Policies related to the maintenance and improvement of environmental quality.
2. New proposed Findings and Policies address the relationship between car dependence and carbon emissions, the reduction in air and water quality associated with car dependence, and the desire to reduce dependence on individual automobiles in order to reduce carbon emissions and the negative effects on air and water quality and infrastructure.
3. Proposed Findings and Policies encourage a mix of residential development to be located near or on campus in order to reduce the number of vehicle trips to and from OSU by students, staff, and faculty.
4. Proposed Findings and Policies call for the City and University to work together to reduce greenhouse gas emissions and improve environmental quality.
5. University research in the areas of air, water, and natural resource quality contributes to the knowledge and development of best practices in those fields.

### Conclusion:

Based on the facts noted above, Staff recommend the decision makers conclude that the proposed Findings and Policies support the protection of natural resources, and are consistent with Goal 6, above.

## **Goal 8: Recreational Needs**

### Staff Proposed Findings and Conclusions:

1. OSU offers many recreational opportunities, Policy 5.6.20 proposes that the City will work with the University to develop recreational opportunities on campus that also serve the community at large, consistent with the Goal 8 directive for coordination of recreational services and resources between partners in the community.

Conclusion:

Based on the Findings above, staff recommend the decision makers conclude that the proposed Comprehensive Plan Amendment is consistent with Statewide Planning Goal 8.

**Goal 9: Economic Development**

Staff Proposed Findings of Fact:

1. New and revised Findings provide analysis of Corvallis's economic patterns, including the role of OSU as a major contributor to the local economy, consistent with Goal 9.
2. OSU is one of the largest employers in Corvallis. Two of the three largest employers in Corvallis (OSU and Samaritan Health Services) are non-profit organizations, which do not pay property taxes. These employers provide important benefits and services to the region, state, and nation, but also place demands on City services.
3. Housing, tourism, events, and other impacts of OSU contribute to the economy of Corvallis.
4. Research and educational programs at OSU can contribute to the economy locally and state-wide by spurring new businesses, development, employment, and economic opportunities.

Conclusion:

Based on the facts noted above, staff recommend the decision makers conclude that the proposed Amendments are consistent with Statewide Planning Goal 9.

**Goal 10: Housing**

1. Proposed new and revised Findings related to housing provide analysis of the following, consistent with Goal 10:
  - a. Housing cost relative to median income

- b. Availability of affordable housing units
  - c. Trends and changes in the distribution of available housing types (owner-occupied, student-oriented, rental units, multi-family, etc)
  - d. Enhancement of affordable housing availability and provision through grants, incentives, zoning and code changes
2. Enrollment growth at OSU has contributed to pressures in housing availability and affordability
3. Proposed new and revised Policies encourage student-oriented housing to be located on campus or near campus to minimize community impacts on transportation, resources, and livability, and to encourage alternative modes of transportation to campus.
4. Proposed new and revised Policies comply with Goal 10 by encouraging cooperation between the City, OSU and private interests to provide a range of housing types and prices to meet the needs of OSU students and employees, and the community as a whole.
5. Proposed new and revised Policies direct the City and OSU to examine zoning regulations to maximize density in appropriate locations, while accounting for land conservation, available resources, preservation of neighborhood character, and environmental impacts.

Conclusion:

Based on the facts noted above, staff recommend the decision makers conclude that the proposed Amendments are consistent with Statewide Planning Goal 10.

**Goal 12: Transportation**

Staff Proposed Findings of Fact:

Proposed new Findings address the following considerations relative to the safety, convenience, and economy of the transportation system:

1. Transportation demand management strategies affect the behavior of community members relative to the use of transportation alternatives, personal vehicles, and parking.
2. Cost and convenience of transportation and parking options affects usage patterns.

3. Location of housing for students and employees of OSU has a direct impact on the transportation system.
4. The cost and availability of parking on the OSU campus can externalize parking demand.
5. Provision of transportation alternatives, and implementation of transportation demand management measures related to new development on campus and throughout the community can reduce stress on the existing transportation system and energy resources, and can improve environmental quality.

Proposed new and revised Policies include the following provisions, consistent with Goal 12:

6. Transportation requirements associated with development must be clear, measurable, and monitored for effectiveness.
7. Transportation demand management strategies should be considered to maximize existing resources and provide safe, convenient, and effective alternatives to minimize negative impacts.
8. Regional transportation options and City of Corvallis transit service should be evaluated to determine if increases in capacity will result in more efficient use of existing facilities and services, and reduce the need for increased transportation and parking capacity.

Conclusion:

Based on the facts noted above, staff recommend the decision makers conclude that the proposed Comprehensive Plan Text Amendments are consistent with Statewide Planning Goal 12 to provide a safe, convenient, and economic transportation system.

**Goal 13: Energy Conservation**

Staff Proposed Findings of Fact:

1. Proposed Findings and Policies support energy conservation by encouraging efficient use of land resources on campus and throughout the community.
2. Policies designed to encourage OSU students to reside on campus reduce impacts on land use availability off-campus and within the City Limits, and on transportation systems and environmental quality.

3. Policies related to vehicle traffic, transportation and parking reduce the impact on environmental resources and support energy conservation.

Conclusion:

Based on the facts noted above, staff recommend the decision makers conclude that the proposed Comprehensive Plan Text Amendments support energy conservation and are consistent with Goal 13.

## **OVERALL CONCLUSION ON COMPLIANCE WITH APPLICABLE STATEWIDE PLANNING GOALS**

Based on the findings and conclusions above, staff recommend the decision makers conclude that the proposed Comprehensive Plan Text Amendment is consistent with all applicable Statewide Planning Goals.

## **CONSISTENCY WITH APPLICABLE COMPREHENSIVE PLAN POLICIES**

### **Applicable Comprehensive Plan Policies**

#### **Article 1: Introduction and General Policies**

- 1.2.3 Amendments to the Comprehensive Plan can only be approved where the following findings are made:
  - A. There is a demonstrated need for the change;
  - B. The advantages to the community resulting from the change shall outweigh the disadvantages.
  - C. The change proposed is a desirable means of meeting the public need.

Staff Proposed Findings of Fact:

1. Comprehensive Plan Policy 1.2.3, above, has been incorporated into the Land Development Code Chapter 2.1 – Comprehensive Plan Amendment Procedures, as review criteria for evaluating a proposed Comprehensive Plan Amendment. Per the report format delineated above, staff findings and recommended conclusions on these criteria are provided under consideration of the applicable LDC provisions, below. Those findings and conclusions are incorporated here by reference.

Conclusion:

Based on the Findings later in this staff report in response to LDC Section 2.1.30.06.b, the proposed amendment is consistent with Policy 1.2.3, above.

**Article 2: Citizen Involvement**

**2.2.9 The City shall seek participation from citizens within the entire Urban Growth Boundary in all land use planning**

Staff Proposed Findings of Fact:

1. The proposed Findings and Policies contained in this recommendation were initiated through the City-OSU Collaboration project and the City Council Goal on City-OSU relations. The City Council appointed a Comprehensive Plan Review Task Force to review all OSU-related Comprehensive Plan Findings and Policies and make a recommendation to the City Council.
2. The Task Force (PRTF) convened approximately 15 public meetings to consider Findings and Policies, and provided opportunities for public comment at the beginning and end of each meeting.
3. The PRTF made their recommendations to the City Council in a public meeting in late 2015, and the City Council reviewed the proposed Findings and Policies and directed staff to initiate the Comprehensive Plan Text Amendment (CPA) process.
4. The CPA process is a public land use process, with public hearings conducted by the Planning Commission and City Council.

Conclusion:

Based on the facts presented above, staff recommend the decision makers conclude that the process for consideration of the proposed Comprehensive Plan Text Amendments has provided opportunities for public participation in the consideration of the proposed Findings and Policies, and that the CPA process is consistent with Policy 2.2.9, above.

## **Article 3 – Land Use Guidelines**

- 3.2.1 The desired land use pattern within the Corvallis Urban Growth Boundary will emphasize:**
- A. Preservation of significant open space and natural features;**
  - B. Efficient use of land;**
  - C. Efficient use of energy and other resources;**
  - D. Compact urban form;**
  - E. Efficient provision of transportation and other public services; and**
  - F. Neighborhoods with a mix of uses, diversity of housing types, pedestrian scale, a defined center, and shared public areas.**
- 3.2.7 All special developments, lot development options, intensifications, changes or modifications of nonconforming uses, Comprehensive Plan changes, and district changes shall be reviewed to assure compatibility with less intensive uses and potential uses on surrounding lands. Impacts of the following factors shall be considered:**
- A. Basic site design (i.e., the organization of uses on a site and its relationship to neighboring properties);**
  - B. Visual elements (i.e., scale, structural design and form, materials, etc.);**
  - C. Noise attenuation;**
  - D. Odors and emissions;**
  - E. Lighting;**
  - F. Signage;**
  - G. Landscaping for buffering and screening;**
  - H. Transportation facilities; and**
  - I. Traffic and off-site parking impacts.**

### Staff Proposed Findings of Fact:

1. The recommended Findings and Policies evaluated in this report contain data and information related to current conditions, desired direction, community values and priorities, and policy directives related to Oregon State University. They do not contain specific development plans, affect land use patterns in and of themselves, or provide specific direction or change in direction with respect to compatibility criteria. For these reasons, Policies 3.2.1 and 3.2.7 do not relate directly to the Findings and Policies presented in this report. However, the recommended Findings and Policies do not directly conflict with Policies 3.2.1 and 3.2.7, above.
2. The proposed Findings and Policies will facilitate the desired land use pattern in the community, consistent with Policy 3.2.1. Additionally, the proposed Findings and Policies are intended to enhance the compatibility of OSU-related development in a number of areas identified by Policy 3.2.7, including transportation facilities, traffic, and off-site parking impacts.

3. The recommended Findings and Policies evaluated herein are intended to inform and provide direction to future master planning, development decisions, and Land Development Code standards. Future amendments to the Campus Master Plan, City master planning documents, and the Land Development Code, will be required to comply with the Findings and Policies in the Comprehensive Plan.
4. Policies 3.2.1 and 3.2.7 have been incorporated into the Land Development Code as review criteria, and discretionary land use proposals for new development are required to be evaluated against these criteria. Future development proposals will be evaluated for consistency with these Policies.

Conclusion:

Based on the discussion and Findings of Fact presented above, staff recommend the decision makers conclude that the proposed Findings and Policies are consistent with Policies 3.2.1 and 3.2.7, above.

#### **Article 4 – Natural Features, Land, and Water Resources**

- 4.3.1 **The City should work with landowners and Benton and Linn Counties and their soil and conservation districts to develop and implement strategies to preserve high quality agricultural and forest lands near the City and outside the City’s Urban Growth Boundary.**
- 4.3.2 **Those lands designated as Open Space - Agriculture within the Urban Growth Boundary that abut current urban lands and lands zoned for urbanization shall not be subject to redesignation for urban purposes until a public need for urbanization has occurred that outweighs the need for the land for Open Space - Agriculture purposes.**
- 4.3.3 **Lands in commercial forest use within the Urban Growth Boundary shall not be subject to redesignation for urban purposes until a public need for the urbanization has occurred that outweighs the need for the land for commercial forest uses.**
- 4.3.4 **The ecosystems services and open space values of agricultural and forest lands shall be a strong consideration before approving a change in land use designation.**

Recommended Finding:

- 3.2.i *Land within the Urban Fringe contains large contiguous Oregon State University agricultural and forestry land areas. ~~The ability of these areas in support of instruction / research and extension activities requires that these large areas must be maintained free from division into small land parcels.~~ Changes in the use of these lands may impact the mission of the University and should be considered with caution.*

Staff Proposed Findings of Fact:

1. Agricultural and forest lands owned by OSU, both within and outside of the Urban Growth Boundary, are valuable resources for the mission of the University, and maintenance and preservation of those lands is a high priority to the University and the community.
2. The City recognizes that there are considerations that could influence the use of agricultural and forest lands owned by OSU, such as:
  - a. Balancing the need for and desired location of housing; in particular student-oriented housing close to campus
  - b. Changing demand for access to agricultural or forest lands to support learning programs, research, and extension activities
  - c. Future research, technologies, and best practices discoveries that could maintain the ability to protect and preserve agricultural and forest uses while allowing for other uses, where appropriate
  - d. Need for preservation of high value agricultural and forest lands located further away from urban uses and the City Limits/Urban Growth Boundary
  - e. Recognizing the changing needs of the community and University that could alter the context in which the University's agricultural and forest lands are located.
3. Changes in the use of these lands require careful consideration, both by OSU and the community as a whole.
4. The proposed Finding acknowledges the importance of the preservation of agricultural and forest lands and the need for OSU and the community to carefully evaluate any changes made to land use designations on those properties. In accordance with the Policies in 4.3, above, consideration of high value agricultural and forest lands outside of the Urban Growth Boundary should be considered in balance with the desire to preserve those OSU resources that are located near the urban environment.
5. The proposed Finding directs the City to evaluate the trade-off between development in resource areas further away from the current City Limits/Urban Growth Boundary, the mission of the University, and the needs of the community, in evaluating changes to OSU's agricultural and forest land uses and designations. Staff note that this is generally consistent with existing Policy 4.3.2, which contemplates the redesignation of Open Space Agricultural land

within the UGB when the public need for urbanization outweighs the need to retain the current designation.

Conclusion:

Based on the facts noted above, staff recommend the decision makers conclude that the proposed Finding 3.2.i is not in conflict with applicable Policies in Article 4 of the Comprehensive Plan, and that the proposed Finding is consistent with Article 4 Policies directing the City to maintain high quality agricultural and forest resource lands, and balance the changing needs of the University and community with the preservation of agricultural and forest lands within and outside of the City Limits and Urban Growth Boundary.

**Article 5 – Urban Amenities**

**Chapter 5.2: Community Character**

Recommended Findings:

5.2.f In an attempt to keep University students close to campus, the surrounding neighborhoods have been zoned for higher density. With increased enrollment at the University, the surrounding neighborhoods have redeveloped at higher densities.

5.2.g City zoning allowed for the redevelopment of single-family homes in the neighborhoods surrounding OSU and, accordingly, the growth of student-oriented complexes. While these student-oriented complexes help reduce vehicle trips to campus, they can also alter the character of the older single-family neighborhoods.

Staff Proposed Findings of Fact:

1. Existing zoning in neighborhoods surrounding OSU has designated those areas for medium, medium-high, and high density residential uses. Most of these areas were originally developed with a preponderance of low density detached single family dwellings. With increased enrollment at OSU, those neighborhoods have experienced redevelopment patterns that comply with higher densities which has created negative impacts on neighborhood characteristics in some areas.
2. Finding 5.2.f recognizes the pressures of redevelopment on neighborhoods surrounding the University.

3. Finding 5.2.g acknowledges the impact of student oriented housing development in neighborhoods that have historically contained single-family homes and lower density than is currently allowed and being developed. The recommended Finding also acknowledges the reduction of vehicle trips to campus resulting in higher density development close to campus.

### Conclusions:

Staff recommend that the decision makers conclude that the Findings above are consistent with the Comprehensive Plan in that they reflect current and changing conditions, and the need to balance the provision of student housing options close to campus with the maintenance of unique neighborhood characteristics.

## **Chapter 5.4: Historical and Cultural Resources**

- 5.4.1 **The City shall continue to use the Corvallis Register of Historic Landmarks and Districts as the City's official historic site listing. The intent of this inventory is to increase community awareness of historic structures and to ensure that these structures are given due consideration prior to alterations that may affect the historic integrity of the structure.**
- 5.4.2 **The City shall encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in an economically viable manner.**
- 5.4.6 **An ongoing program shall be maintained to increase public awareness of the City's historic structures and the financial incentives available to the owners of these structures.**
- 5.4.7 **The City shall continue efforts to inventory historic structures, archaeological sites, and other potential historic sites.**
- 5.4.8 **The first priority for historic inventory and preservation work shall be older neighborhoods, especially those bordering the downtown and the Oregon State University campus.**
- 5.4.13 **The City shall develop a definition, criteria, and a process to formally identify historic residential neighborhoods.**
- 5.4.14 **New dwellings and additions in formally recognized historic residential neighborhoods must contain exterior architectural features that relate to the historic period of surrounding dwellings. Examples of this are: street-facing porch, comparable roof slope, horizontal wood siding, and overall design features including trim, windows, and structure.**
- 5.4.16 **The City of Corvallis shall continue efforts to recognize and encourage the formation of national and local historic districts.**

Recommended Findings and Policies:

5.4.l Downtown neighborhoods have characteristics that include large street trees, wide planting strips, and a large proportion of buildings dating from the 1940s and earlier.

5.4.m The lack of progress on historic inventory and preservation work, has failed to protect the historic characteristics of older neighborhoods in the vicinity of Oregon State University and downtown.

5.4.n OSU maintains an inventory of historic resources on campus for the review and use of the City of Corvallis and the locally designated landmarks commission, currently the Historic Resources Commission, as of August, 2015.

5.4.17 Specific codes may be adopted and applied to discrete areas of the city in order to preserve desired historic neighborhood characteristics. This may require rezoning or identification of historic resources not yet formally identified as Historic Structures.

5.4.18 Density goals and preservation of neighborhood character shall be considered and balanced when zoning patterns are considered by the City.

Staff Proposed Findings of Fact:

1. The recommended Findings above are consistent with applicable Policies related to the preservation of historic resources. Those Findings reflect existing conditions in downtown neighborhoods, current conditions with respect to the identification and preservation of historic resources on the OSU campus, and the existing concern over the preservation of neighborhood characteristics in older neighborhoods near campus.
2. The recommended Policies above direct the City to preserve historic resources and neighborhood characteristics, consistent with the applicable existing and recommended Findings above.
3. The recommended policies above direct the City to balance preservation of neighborhood characteristics with zoning densities and patterns in the City.

Conclusion:

Staff recommend that the decision makers conclude that the proposed Findings and Policies above are consistent with observed existing conditions and reflect the desire of the community to preserve the integrity of historic resources, structures, and neighborhoods, especially surrounding the University. The proposed Findings and Policies are consistent with applicable Policies in Chapter 5.4 because they

acknowledge those Policies' directive to preserve historic resources and protect neighborhood characteristics. The proposed Policies above direct the City to balance the preservation of older, single-family neighborhoods with the desire to increase density in areas close to campus. The recommended Findings and Policies are consistent with applicable Policies in 5.4, above.

## **Chapter 5.6: Parks and Recreation**

**5.6.6 The City shall continue to use cooperative agreements with the Corvallis School District 509J, Benton and Linn Counties, Linn - Benton Community College, Oregon State University, and other leisure service providers to ensure that adequate recreation and open space lands and facilities will be provided.**

### Recommended Findings and Policies:

5.6.w The University offers many recreational opportunities.

5.6.20 The City will work closely with OSU to develop the potential for recreational opportunities on campus that serve the larger community.

### Staff Proposed Findings of Fact:

1. The recommended Finding above recognizes the recreational opportunities offered by the University, and is consistent with 5.6.6 above.
2. The recommended Policy above is consistent with 5.6.6, because it directs the City to coordinate with the University to make recreational opportunities on campus available to the broader community.

### Conclusion:

Staff recommend that the decision makers conclude that Finding 5.6.w, and Policy 5.6.20, are consistent with applicable Policy 5.6.6, above.

## **Article 7: Environmental Quality**

**7.2.1 The City of Corvallis shall continue to comply with or exceed all applicable environmental standards and shall cooperate with State and Federal regulatory agencies in the identification and abatement of local environmental quality problems, including air, water, and noise pollution on an individual and cumulative basis, as per State and Federal regulations.**

**7.2.2 The City shall continue to advocate responsible environmental behavior from its citizens and neighbors.**

- 7.2.3 The City shall participate in efforts to improve environmental quality at the local, national, and global levels.
- 7.2.5 The City shall encourage the use of the most appropriate technology in all new developments and existing businesses and industries to comply with or exceed State and Federal environmental standards.
- 7.2.6 The City will encourage new development to be sensitive to the environment by having the development avoid significant negative impacts on:
  - A. Air and water quality;
  - B. Noise or light pollution; and
  - C. The hazards related to some types of waste materials.
- 7.3.3 The City of Corvallis shall continue to cooperate with DEQ and other public agencies concerned with the maintenance and improvement of air quality standards for transportation-related matters.
- 7.3.4 The transportation element of the Comprehensive Plan shall guide Corvallis' future efforts towards maintaining air quality standards for transportation-related matters.
- 7.3.7 The City of Corvallis shall actively promote the use of modes of transportation that minimize impacts on air quality.
- 7.5.5 The City shall attempt to limit unnecessary increases in the percentage of Corvallis' impervious surfaces.

Recommended Findings and Policies:

7.2.i Car dependence increases pollution, reduces air and water quality, causes public health problems, raises safety issues, and adds to global climate change.

7.2.j The State of Oregon has a greenhouse gas goal of a 75% reduction from 1990 levels by 2050.

7.2.k Car dependence requires land for infrastructure. On average, 20% of the land in cities is devoted to streets, not including land in parking lots, driveways, and garages.

7.2.7 OSU and the City shall explore options for reducing carbon emissions.

7.2.8 To reduce greenhouse gas emissions, improve livability, and improve environmental quality, OSU and the City shall work together to reduce car dependence.

9.4.p Per the 2014 ECONorthwest Corvallis Housing Survey: "Nearly twice as many people commute to Corvallis to work (18,467) as live in Corvallis and work elsewhere (9,316). 'Executive Summary, pg. i' There are 29,003 jobs in Corvallis per the survey 'Exhibit 1, pg. 2, Exhibit 2, pg. 3'

9.7.f A 1993 OSU survey found that 17% of OSU students commute to campus in single occupancy vehicles. Fifty-six percent of faculty and staff commute to campus in single occupancy vehicles. In a 2014 survey of OSU employees and students living off campus, 31% of students and 62% of employees commute in a single occupancy vehicle. In total, 39% of people commuting to OSU from off campus drive alone.

9.7.3 The City and Oregon State University shall work toward the goal of housing faculty, staff, and students who work and attend regular classes on campus in dwelling units on or near campus.

9.7.6 The City and OSU shall cooperate in exploring options for communities that are not dependent upon the automobile.

11.2.i Use of transit depends on convenience and desirability. Convenience includes proximity to origin and destination, frequency, speed compared to other modes, and reliability. Desirability is affected by comfort, appearance, and crowdedness.

11.2.j Transportation decisions depend on desired activity and options available. Choice of mode depends on price (money and time), distance, convenience, reliability, safety, comfort.

11.2.k The proximity of University-related housing to OSU affects the number of trips made on the system, which affects its performance.

11.2.l Policies addressing transportation must address price, convenience, and desirability in order to be effective in addressing behavior, system needs, and overall goals.

11.2.m Transportation requirements associated with development have a significant impact on the built environment, on the transportations system, and on the cost of development. These in turn affect livability and the ability to do business in a timely way.

#### Staff Proposed Findings of Fact:

1. Recommended Findings in Chapter 7.2 acknowledge that car dependence contributes to pollution and reduces environmental quality. Finding 7.2.k further highlights the impact on available land and increased impervious surface associated with car dependence. Finding 7.2.j acknowledges the State's goal for greenhouse gas reduction. These Findings support existing Policies in Article 7, above, that direct the City to comply with applicable emissions restrictions and reduce environmental impacts resulting from car dependence. Recommended Policies 7.2.7 and 7.2.8 direct the City and OSU to coordinate efforts to reduce emissions and car dependence, consistent with the existing Policies above.
2. Recommended Findings 9.4.p and 9.7.f relate to housing, and reflect commute rates for people who work in Corvallis, and those who study or work at OSU. These Findings inform and support existing Policies to reduce car dependence

and environmental impacts. Recommended Policies 9.7.3 and 9.7.6 direct the City and OSU to work toward reducing commute rates by housing students and faculty on or near the University campus, thereby reducing dependence on automobiles. These recommended Policies are consistent with existing Policies in Article 7, above, directing the community to reduce dependence on the automobile and the negative environmental impacts associated with car dependence.

3. Recommended Findings in Chapter 11.2, delineated above, address transportation considerations, and specifically transit usage. These Findings relate the use of the City's transit system and considerations such as convenience, desirability, availability, and location of housing relative to the transit system. These Findings inform and support the existing Policies in Article 7, above, that direct the City to promote alternative modes of transportation, reduce impervious surface, and promote transportation behaviors that reduce negative environmental impacts.

Conclusion:

Based on the staff proposed Findings above, staff recommend the decision makers conclude that the Proposed Findings and Policies above are consistent with the applicable Policies in Article 7, above.

## **Article 8 Economy**

### **Chapter 8.2: Employment and Economic Development**

- 8.2.1 The City and County shall support diversity in type, scale, and location of professional, industrial, and commercial activities to maintain a low unemployment rate and to promote diversification of the local economy.
- 8.2.2 The City shall monitor changes in demographic information to assure that the type, quantity, and location of services, facilities, and housing remain adequate to meet changing needs.
- 8.2.4 The City shall monitor the jobs / housing balance and develop strategies in response to that information to retain a balance over time.

Recommended Findings:

~~8.2.d The stability of Corvallis and Benton County's economy is dependent on a few major employers in a few economic sectors, i.e., Oregon State University and Hewlett-Packard; other local, State, and Federal government employers; firms engaged in electronics, forest and agricultural products; consulting and medical services; and retail businesses. In 1996, the twelve largest employers in Benton County were located in Corvallis, representing nearly half of the total employment in the County.~~

8.2.d The stability of Corvallis and Benton County's economy is dependent on a few major employers in a few economic sectors, i.e., Oregon State University, Samaritan Health Services, and Hewlett - Packard; other local, state, and federal government employers; firms engaged in electronics, forest and agricultural products; consulting and medical services; and retail businesses. In 2014 the 10 largest employers in Benton County were located in Corvallis, representing 41% of the total employment in the County.

8.2.p Seven of the top twenty Benton County property tax payers in 2014 were owners of multifamily residential developments in Corvallis.

8.2.q In 2016, two of the top three employers in the City (OSU and Samaritan Health Services) are non-profit organizations, which do not pay property taxes. While these organizations provide important services to the residents of the region, state, and nation, they also create a significant demand for City Services.

#### Staff Proposed Findings of Fact:

1. Finding 8.2.d is proposed to be deleted and replaced with new language, as indicated above. The proposed Finding 8.2.d reflects existing conditions as of 2014, and supports and informs existing Findings in 8.2, above.
2. Finding 8.2.p informs and supports the existing Findings in 8.2, above, by reflecting current conditions with respect to 8.2.2 and 8.2.4, above.
3. Finding 8.2.q informs the Comprehensive Plan relative to jobs and economic development, while acknowledging the current impact on property tax revenue for the City. This Finding informs the Employment and Economic Development conditions in Chapter 8.2.p, and 8.2.q, above,

#### Conclusion:

Staff recommend that the decision makers conclude the Recommended Findings 8.2.d, 8.2.p, and 8.2.q reflect current conditions, and inform and support applicable Comprehensive Plan Policies in 8.2, above.

### **Chapter 8.4: Education**

- 8.4.1 The City shall encourage and support Oregon State University as a major education and research center.
- 8.4.2 The City shall support Oregon State University to facilitate the transfer from research to business of new technologies developed at the University.

Recommended Findings:

8.4.b *Oregon State University is consistently rated among the top Universities in the nation in the areas of forestry, agriculture, computer science, engineering and pharmacy. A significant portion of the nation's research in the fields of forestry, agriculture, engineering, education, and the sciences takes place at Oregon State University. ~~Changes in Oregon State University employment will be affected mainly by research activities.~~*

~~8.4.d Oregon State University undergraduate students are attracted to the university for its programs and its location. Support for students' convenient retail shopping and entertainment needs will be one key to improving on OSU's attractiveness to new undergraduate students. Undergraduate students, per person, contribute as much as \$11,000 each year to the local economy through the employment of University faculty and staff who live in the local area and the purchase of goods, food, and services from local businesses.~~

8.4.d In addition to the economic impact of student expenditures in the Corvallis area, Oregon State University's operations in Corvallis (including research, Extension service, 4-H, and other services) contributed more than \$908 million in economic impact in Benton County in 2014, and was responsible for more than 19,400 direct, indirect, and induced jobs. Visitors attending OSU events, athletic competitions, and other campus activities contributed more than \$32 million annually to the Benton County economy in 2014, and were responsible for 430 direct, indirect, and induced jobs.

8.4.e Ongoing and emerging development of educational programs impact and provide opportunities for economic growth. Expansion of the robotics and autonomous systems program and engineered wood products are recent examples.

8.4.f The OSU Advantage Accelerator (OSUAA) was developed as an important component of the local strategy for economic development activity. The program is designed to facilitate local, for-profit, development of technology and ideas originated by staff and/or students at the University.

8.4.g The Regional Accelerator Innovation Network (RAIN) is a State-funded, collaborative effort between the University of Oregon and Oregon State University to support economic development within the State of Oregon through the utilization of technology and ideas developed at the universities.

Staff Proposed Findings of Fact:

1. The recommended Findings respond to Comprehensive Plan Policies 8.4.1 and 8.4.2, above, by amending 8.4.b in response to existing conditions. Findings 8.4.d through g are consistent with the applicable Policies above in that they inform the Comprehensive Plan with respect to economic development activities

and opportunities related to OSU. The recommended Findings acknowledge OSU's involvement in economic development in the community as an educational institution.

Conclusion:

Staff recommend the decision makers conclude that the recommended Findings in 8.4, above are consistent with applicable Comprehensive Plan Policies 8.4.1 and 8.4.2.

**Chapter 8.6: Visitor and Conference Activities**

- 8.6.1 The City shall encourage adequate support facilities for Corvallis' expanding visitor and conference activities.**
- 8.6.2 City policies shall encourage lodging and conference facilities in close proximity to visitor services and public transportation.**
- 8.6.3 The City shall consider possible benefits to visitor and conference activities when evaluating possible transportation-related improvements through annual updates to the Capital Improvement Plan.**
- 8.6.4 The City shall support the development of visitor and conference-related amenities that promote the historical and cultural focus of the community.**

Recommended Findings:

~~8.6.a In 1996, there were an estimated 200,000 overnight visitors to Corvallis, representing the following market segments: business travel and Oregon State University (approximately 54%); visiting friends and relatives (35%); conference and sports (8%); fairs and festivals (2%); and leisure vacationers (1%). The fastest growing visitor market segment is conferences and sports.~~

8.6.a In 2014 there were 175,000 overnight room nights sold in Corvallis, representing the following market segments: Business travel, Oregon State University meetings and conferences, sporting events, fairs, festivals and leisure. The biggest market segment is known as visiting friends and relatives (VFR). This segment produces significantly less revenue than overnight visitors who stay in commercial establishments. The same can be said for day visitors as well. The exception to the day visitor rule in terms of spending is Oregon State University's Home Football games. Overall, in 2014 visitors spent \$114.8 million dollars in Benton County, and generated \$1.4 million dollars in local taxes.

8.6.d Most of the conference activity attracted to Corvallis is generated by Oregon State University itself and by local groups, statewide association business and local area governments and businesses. In 2013 OSU reported that they had received 535,000 visitors and those visitors spent \$39 million dollars in Corvallis. Oregon State University conference facilities and additional private conference facilities satisfy some of the demand for conference space in Corvallis.

- ~~8.6.d Most of the conference activity attracted to Corvallis is generated by local groups, most notably Oregon State University, and to a lesser degree by local governments and businesses. The University's activities are capitalized on to support the Corvallis motel, restaurant, and retail businesses.~~
- ~~8.6.f The Oregon State University conference facilities and additional private conference facilities, satisfy some of the demand for conference space in Corvallis.~~
- 8.6.h The Oregon State University LaSells Stewart Center has a theater-type auditorium seating 1,200, a 200-seat lecture room, and seven conference areas ranging in size from 375 to 1,800 square feet. The priorities of the center are to provide facilities for: 1) Oregon State University conferences; 2) the Oregon State University Office of Continuing Education; and 3) the general Corvallis community. The 40,000 square foot conference and performing arts facility accommodates more than 160,000 guests annually and hosts hundreds of conferences and events each year.
- 8.6.i The Oregon State University Alumni Center was completed in 1997 and has a 7,000 square foot ballroom which can accommodate 700 people, and eight conference rooms ranging in size from 254 to 1,600 square feet. The priorities of the center are to provide facilities for: 1) Oregon State University alumni to come home to and host events; 2) Oregon State University meetings and conferences; and 3) the local and regional community. ~~Oregon State University is currently interested in having a 150+ room hotel constructed near these conference facilities~~
- 8.6.j Oregon State University supported the development of the 158-room Hilton Garden Inn in close proximity to the Alumni Center and the LaSells Stewart Center by entering into an agreement with the hotel to make land available for the development.

#### Staff Proposed Findings of Fact:

1. The recommended Findings above reflect the current conditions with respect to visitors and conference services and amenities on the University campus. The information presented in the Findings above updates and augments the existing Findings in the Comprehensive Plan regarding visitor and conference activities, and specifically OSU amenities that serve that purpose.
2. The recommended Findings acknowledge that OSU generates most of the conference activity in the City, and identify visitor and conference event centers and spaces on campus to accommodate conference activities.

3. Recommended Finding 8.6.j notes that OSU supported the development of the Hilton Garden Inn hotel near the Alumni Center and La Sells Stewart Center, which is consistent with Policies 8.6.1 and 8.6.2, above, to provide lodging and conference centers in close proximity to one another, and to visitor and public transportation services.
4. Staff note that, as of February, 2016, the demand for additional hotel rooms in Corvallis seems to be strong, based on the number of land use application received regarding hotel developments.

Conclusion:

Based on the Findings of Fact presented above, staff recommend that the decision makers conclude that the recommended Comprehensive Plan Findings above are consistent with the applicable Policies in Chapter 8.6.

**Chapter 8.9: Industrial Development and Land Use**

Recommended Findings:

*8.9.k The Linn - Benton Regional Economic Development Strategy states that technology transfer, primarily from Oregon State University, will be a major factor in starting or expanding businesses that bring new products and processes into the marketplace. New programs and technology developed at OSU have led to positive economic impacts in Corvallis and throughout the state. This is one factor that led to the development of the OSU Advantage Accelerator / RAIN. (See Section 8.4 - Education.)*

*8.9.u Manufacturing employment in Corvallis has declined from approximately 7,000 jobs in 2000 to approximately 2,960 in 2015.*

Staff Proposed Findings of Fact:

1. Recommended Findings 8.9.k and 8.9.u reflect existing conditions with respect to industrial development and economic impacts. 8.9.k notes the economic impact of new programs and technology developed at OSU, and 8.9.u reflects the changing employment base and current conditions of manufacturing employment in Corvallis.
2. The recommended Findings support and inform the Comprehensive Plan with respect to economy and employment, and are consistent with the Comprehensive Plan.

Conclusion:

Staff recommend that the decision makers conclude the recommended Findings above are consistent with Comprehensive Plan Chapter 8.9.

**Article 9 Housing**

**Chapter 9.2: Neighborhood-Oriented Development**

**9.2.1 City land use decisions shall protect and maintain neighborhood characteristics (as defined in 9.2.5) in existing residential areas.**

**9.2.2 In new development, City land use actions shall promote neighborhood characteristics (as defined in 9.2.5) that are appropriate to the site and area.**

Recommended Findings and Policies:

~~9.7.e There are approximately 140 acres of land zoned medium density residential and 85 acres of land zoned medium-high residential within a 1/2 mile of the main OSU campus, all of which has some potential for rezoning to a higher density.~~

9.7.e Development and redevelopment in higher density zones near the University has largely been designed to serve students, rather than families and employees in the community, which has led to livability concerns in some neighborhoods.

9.7.h Negative impacts resulting from rapid growth in the student population between 2009 and 2015 were not adequately managed by Comprehensive Plan Policies and Land Development Code requirements in place at the time.

9.7.m Characteristics of student-oriented housing have more recently included a preponderance of five-bedroom units, with one bathroom per bedroom, and multiple floors within units.

9.7.9 The City shall consider amendments to the Land Development Code to address the negative impacts resulting from the development of student-oriented, off-campus housing.

Staff Proposed Findings of Fact:

1. Recommended Findings 9.7.e, 9.7.h, and 9.7.m, acknowledge current conditions relative to neighborhood-oriented development in existing residential areas. These Findings state that student-oriented housing has created conflict in some established neighborhoods, and note that recent residential development patterns and housing types have not been consistent with existing neighborhood characteristics.

2. Recommended Policy 9.7.9, above directs the City to consider amendments to the Land Development Code to address the negative impacts of some student-oriented housing on existing neighborhood characteristics. This Policy is consistent with Policies 9.2.1 and 9.2.2, to protect neighborhood characteristics.

Conclusion:

Staff recommend that the decision makers conclude that Findings 9.7.e, 9.7.h, and 9.7.m, are consistent with the applicable Policies in Chapter 9.2, above, because they inform the Comprehensive Plan with respect to existing conditions, and support the Policies related to neighborhood-oriented development. Staff also recommend the decision makers conclude that proposed Policy 9.7.9 is consistent with the direction in Chapter 9.2 to protect, maintain, and promote existing neighborhood characteristics.

**Chapter 9.4: Housing Needs**

- 9.4.1 To meet Statewide and Local Planning goals, the City shall continue to identify housing needs and encourage the community, university, and housing industry to meet those needs.
- 9.4.3 The City shall investigate mechanisms to assure the vitality and preservation of Corvallis' residential areas.
- 9.4.7 The City shall encourage development of specialized housing for the area's elderly, disabled, students, and other groups with special housing needs.
- 9.4.8 The City shall maintain information concerning housing supply and demand, ascertain the housing needs of special groups, keep abreast of and utilize sources of Federal and State funding, and provide information and coordination among all participants in the local housing market.

Recommended Findings:

~~9.4.c The largest single group of citizens in the nation's history, both in absolute terms and as a proportion of total population, will reach the age of 60 between the years 2005 and 2020. Savings rates for this group of citizens have been very low and their financial options for retirement are uncertain. Demographers are suggesting that this age group will, as they age, need to share resources and residences. This will create severe challenges to provide a continuum of housing types and associated services for senior citizens within Corvallis.~~

9.4.c According to a 2014 study by the Joint Center for Housing Studies of Harvard University, a combination of the "baby boomer" generation (born 1946 – 1964) beginning to reach age 65 in 2011, and generally increasing longevity will yield an increase of approximately 57% in the U.S. 65 and over population between 2012 and 2040. As the numbers of older residents in the U.S. and Corvallis grow, the need for housing with characteristics tailored to serve this population will also increase. Particular housing characteristics needed will include:

- Housing at a level of affordability that does not require lower-income 65 and over residents to sacrifice spending on necessities such as food and health care in order to afford a home;
- Housing with basic accessibility features that will allow older adults with increasing levels of disability to live safely and comfortably;
- Housing with easy access to transportation and pedestrian connections for 65 and over residents who cannot or choose not to drive; and
- Housing with connections to the health care system that will meet the needs of adults with disabilities or long-term care needs, who without such housing, are at risk of premature institutionalization.

9.4.d According to the City's 2013 – 2017 Consolidated Plan, and based on an assessment of Benton County's housing needs conducted by Oregon Housing and Community Services, 1996 Benton County Needs Assessment, the housing requirements of special needs populations (the homeless, physically disabled, mentally disabled, veterans, etc.) are a concern for the community.

9.4.e The City's Housing and Community Development Advisory Board ~~Commission~~ oversees affordable housing and community development programs, including the City's investments of federal funds from the Community Development Block Grant and HOME Investment Partnerships programs, as well as use of the City's Community Development Revolving Loan Fund.

9.4.h The composition of the Corvallis housing supply has been changing. In 1960, the supply consisted of 74% single family, 25% multi-family, and 1% manufactured homes. In 1980, the supply consisted of 50% single family, 46% multi-family, and 4% manufactured homes. The Buildable Land Inventory and Land Need Analysis for Corvallis (2012 – 2013 1998) indicates that as of June 30, 2013 in 1996, the Corvallis housing supply was composed of 55.5 53% single family and 44.5 43% multi-family, and 4% manufactured housing. Because manufactured homes are now considered the same as single-family homes, the figure for single family homes also includes manufactured homes.

9.4.i In 1960, 54% of the Corvallis housing stock was owner-occupied and 46% was renter-occupied. In 1980, 45% was owner-occupied and 55% was renter-occupied. Data from the 2013 American Community Survey (ACS) 1990 U.S. Census indicated that 44.7% 44% of occupied Corvallis housing units were owner-occupied, and 55.3 and 56% were renter-occupied. (9.6% of the total (occupied and unoccupied) Corvallis housing units were vacant in that year) Nationally, per the 2013 ACS, 64.9% of occupied housing units were owner-occupied and 35.1% were renter occupied. The vacancy rate of all units nationally was 12.5%.

9.4.j Average household size decreased from 3.3 persons per household (pph) in 1970 to 2.32 pph in 2013 1997. The 2013 American Community Survey found that the average number of persons per household was 2.42 for owner-occupied homes and 2.25 for renter-occupied homes in Corvallis.

9.4.o *The 2012 Oregon Housing and Community Services Needs Assessment Benton County Labor Housing Needs Assessment (December 1993) prepared by Oregon Housing and Associated Services, Inc., determined that there were 2,290 farm workers in Benton County, and no dedicated farm worker housing units to serve them. 338 farm worker families in Benton County (representing approximately 1,297 individuals) who are full-time residents of the County, are low-income, and are reliant upon seasonal income from farm labor employment. The same study determined that an additional 288 units of housing was needed to serve this population. In 1997, the Corvallis-based Multicultural Assistance Program served 436 farm worker households (representing 1,028 individuals).*

9.4.p Per the 2014 ECONorthwest Corvallis Housing Survey: “Nearly twice as many people commute to Corvallis to work (18,467) as live in Corvallis and work elsewhere (9,316). ‘Executive Summary, pg. i’ There are 29,003 jobs in Corvallis per the survey ‘Exhibit 1, pg. 2, Exhibit 2, pg. 3’

#### Staff Proposed Findings of Fact:

1. The recommended Findings above provide updated information to inform the Comprehensive Plan and guide policy direction. These Findings are consistent with Policies 9.4.1 and 9.4.8, in that they provide information regarding existing conditions related to the current and projected housing needs of the community, based on age demographics, average persons per household, ownership versus renter percentages, and relevant housing types. The Findings above inform the Comprehensive Plan and address housing supply and demand across the spectrum of housing types to meet the needs of the community, University, and those with special housing needs.
2. Recommended Findings 9.4.c and 9.4.d provide information regarding community members with special housing needs, such as the elderly, disabled, students, and others with needs for specialized housing options. These Findings are consistent with Policies 9.4.7 and 9.4.8, above.
3. Recommended Finding 9.4.e specifically relates to Policy 9.4.8, above, noting that the City’s Housing and Community Development Advisory Board provides input on the City’s investments of federal funds from the Community Development Block Grant and HOME Investment Partnerships programs, as well as the City’s Revolving Loan Fund.
4. Recommended Finding 9.4.p relates to and informs Policies 9.4.1 and 9.4.8, with respect to the number of commuters to Corvallis for work by comparison to the number of people who commute out of Corvallis for work. This provides relevant information regarding workforce housing needs and availability in Corvallis.

#### Conclusion:

Staff recommend the decision makers conclude that the recommended Findings and Policies above are consistent with applicable Comprehensive Plan Policies in Chapter 9.4.

## **Chapter 9.5: Housing Affordability**

- 9.5.1 The City shall plan for affordable housing options for various income groups, and assure that such options are dispersed throughout the City.
- 9.5.2 The City shall address housing needs in the Urban Growth Boundary by encouraging the development of affordable dwelling units which produce diverse residential environments and increase housing choice.
- 9.5.4 It shall be the goal of the City that 15% of residential owner-occupied units be affordable to buyers with incomes at or below 80% of Benton County median for a household of three persons.
- 9.5.10 The City shall continue to investigate and develop suitable methods and programs in order to assist low- and very-low-income households in meeting their housing needs.
- 9.5.14 The City shall evaluate modifying residential district standards to include a wider variety of housing types in each district and incorporating any design standards necessary to improve the compatibility of those additional types.

### Recommended Findings:

- 9.5.a *Between 1990 and ~~2015~~ 1996, real housing costs increased more rapidly than real incomes. In Benton County, over this same time period, median four-person household income rose ~~128~~ 35% from \$34,500 to ~~\$78,600~~ 43,600 per year, while the median sales price of a Benton County home rose ~~268~~ 109% from \$72,900 to ~~\$268,500~~ 152,600. During the same period, the median sales price of a Corvallis home rose 114% from \$71,000 to \$152,000. Between 1990 and 2015 the ratio of median sales price to median family income in Corvallis increased from 211% to 342%.*
- 9.5.c *State and Federal guidelines define “affordable” housing as that which requires no more than 30% of the monthly income of a household that has income at or below 80% of the area median. Based on the As of November 1997, U.S. Department of Housing and Urban Development’s (HUD) 2005-2009 Comprehensive Housing Affordability Study for Corvallis households with incomes equal to or less than 50% of the Area Median Income, 86% of renters, 63% of owners, and 83% overall spent more than 30% of their income on housing. Of those, 57% of renters, 35% of owners, and 54% overall spend more than 50% of their income on housing. A household that spends more than 30% of its income on housing is considered to be cost burdened; a household that spends more than 50% of housing is considered to be severely cost burdened. data indicates that 87% of Benton County households earning 50% or less of the County’s median income live in housing that is not affordable. (Source: Oregon*

~~Coalition to Fund Affordable Housing, based on data supplied by the Portland Area HUD Office.)~~

- 9.5.d ~~Federal guidelines indicate that households earning 80% or less of the area's median income are considered to be low-, and very low-, or extremely low-income, and are likely to have housing assistance needs. According to the 1980 Census, approximately 3,285 households were determined to be low, or very low-, or extremely low-income. In 1990, approximately 6,800 households were low- or very low-income. HUD's 2005-2009 Comprehensive Housing Affordability Study for Corvallis found that 12,360 households, or approximately 59% of Corvallis households, had a median income less than 80% of the area's median income (AMI). Of those, 5,375 households made between 0% and 30% of the AMI, 3,600 made between 30% and 50% of AMI, and 3,385 made between 50% and 80% of AMI.~~
- 9.5.f ~~According to the 2013 American Community Survey 1990 Census for Corvallis, the average size of an owner-occupied household was 2.42 persons per household 2-58, and the average size of a renter-occupied household was 2.25 persons per household 2-09.~~
- 9.5.g ~~In 1997 the Corvallis Housing and Community Development Commission developed a benchmark to measure the affordability of owner- and renter-occupied housing in Corvallis.~~
- 9.5.h ~~In 1997, 10% of all housing units sold in Corvallis were affordable to three-person households with incomes at or below \$35,950 per year, or 80% of the Benton County median for a household of this size.~~
- 9.5.h 2013 American Community Survey data showed that the median home value in Corvallis was \$262,300, the median family income was \$72,428, and the median household income was \$39,232. In order to make an affordable purchase (having housing costs of not more than 30% of income) a family would need to make at least 86% of the median family income to afford that home, and a household would need to make at least 158% of the median household income.
- 9.5.i ~~In a survey conducted at the end of 1997 by the Corvallis Housing Programs Office, it was found that 58% of all available rental housing units in Corvallis were affordable to three-person households with incomes at or below \$35,950 per year, or 80% of the Benton County median for a household of this size. The same survey found that 9% of all available rental housing units in Corvallis were affordable to two-person households with incomes at or below \$19,950 per year, or 50% of the Benton County median for a household of this size.~~
- 9.5.i Using the median family and median household incomes in 9.5.h above and the 2013 American Community Survey's Corvallis median rent figure of \$819, in order to rent a home affordably a family would need to make 45% of the median family income, and a household would need to make 84% of the median household income.

9.5.j Housing affordability may be enhanced through the implementation of legislative or programmatic tools focused on the development and continued availability of affordable units. Such tools include, but are not limited to: ~~inclusionary housing programs; systems development charge offset programs; Baneroff bonding for infrastructure development;~~ facilitation of, or incentives for, accessory dwelling unit development; minimum lot and/or building size restrictions; reduced development requirements (e.g., on-site parking reductions); density bonuses; a property tax exemption program; creation of a community land trust; loan or grant programs for the creation of new affordable housing; and other forms of direct assistance to developers of affordable housing. Additionally, the 2014 Policy Options Study prepared for the City Council by ECONorthwest identified the following measures as having the potential to enhance housing affordability: streamlined zoning code and other ordinances, administrative and procedural reforms, preservation of the existing housing supply, reform of the annexation process, allowing small or “tiny” homes, limited equity housing (co-housing), employer-assisted housing, and urban renewal or tax increment financing.

9.5.l *The City's Housing and Community Development Advisory Board Commission oversees housing and community development programs, including the use of the City's Community Development Revolving Loan Fund.*

~~9.5.o In fiscal year 1999-2000 or fiscal year 2000-2001, the City of Corvallis will likely become a Federal entitlement community under the Community Development Block Grant (CDBG) Program. This designation will allow the City to receive CDBG funds on a formula basis in order to address the community development needs of low-income citizens, including the need for affordable housing.~~

9.5.o In 2000-2001 Corvallis became a Federal entitlement community under the Community Development Block Grant (CDBG) Program. In 2001-2002 the City became a participating jurisdiction for the HOME Investment Partnerships (HOME) Program. While these sources have allowed the City to make significant investments in affordable housing, funding from the CDBG and HOME programs has declined significantly between 2002-2003 and 2015-2016. The following table illustrates this trend:

	<b><u>2002-2003</u></b>	<b><u>2015-2016</u></b>	<b><u>% Change</u></b>
<b><u>CDBG</u></b>	<u>\$675,000</u>	<u>\$476,048</u>	<u>-29.5%</u>
<b><u>HOME</u></b>	<u>\$556,000</u>	<u>\$233,323</u>	<u>-58.0%</u>
<b><u>Total</u></b>	<u>\$1,231,000</u>	<u>\$709,371</u>	<u>-42.4%</u>

9.5.p *The U.S. Department of Housing and Urban Development (HUD) has provided financing to a number of local housing projects in return for those projects' limiting rental charges to an affordable level. At the time that these loans are paid off, the restrictions on rental charges expire. As of April 2015 ~~November 1997~~, such HUD-assisted “expiring use” projects provided 116 ~~207~~ units of affordable housing in Corvallis.*

Staff Proposed Findings of Fact:

1. The recommended Findings above comply with applicable Policies in Chapter 9.5, above, in that they update and augment the information provided in the Comprehensive Plan with respect to housing affordability, housing cost burden, ownership and rental housing cost, and other factors. This information assists the City in planning for housing options for various income groups, consistent with Policies 9.5.1, 9.5.2, and 9.5.4.
2. The data presented in the recommended Findings assist the City in evaluating housing affordability to assess the needs of the community across all incomes, housing needs, and groups (families, students, elderly, etc), and to measure change over time to respond to market pressures such as University enrollment levels and the community's employment base.
3. Recommended Findings 9.5.j, l, o, and p, comply specifically with Policies 9.5.2, 9.5.10, and 9.5.14, as they relate to programmatic tools that can assist in the provision of a diverse range of housing costs and options. Those findings include references to zoning and development code ordinance changes to promote diverse and affordable housing options, financial assistance or tax exemption programs the City could implement for development projects, and current local and federal funding assistance programs. It should be noted that the inclusion of this list of tools in the Findings above does not provide policy direction to implement the tools. It is anticipated that the Housing Development Task Force will develop recommendations in this area.
4. In general the recommended findings inform the Comprehensive Plan and community regarding housing affordability considerations to guide policy. These findings support and are consistent with the applicable Policies in Chapter 9.5, above.

Conclusion:

Staff recommend the decision makers conclude that the proposed Findings above are consistent with Chapter 9.5 – Housing Affordability.

**Chapter 9.7: Oregon State University Housing**

- 9.7.1 The City shall encourage the rehabilitation of old fraternity, sorority, and other group buildings near OSU for continued residential uses.**
- 9.7.2 The City shall encourage OSU to establish policies and procedures to encourage resident students to live on campus.**

- 9.7.3 The City and OSU shall work toward the goal of housing 50% of the students who attend regular classes on campus in units on campus or within a 1/2 mile of campus.
- 9.7.4 The City shall evaluate cooperative programs and investments with OSU to provide alternative transportation services specifically targeted towards students, faculty, and staff.
- 9.7.5 The City shall encourage Oregon State University and its fraternities, sororities, and cooperative housing owners to pursue opportunities for retrofitting residential units with fire sprinkler systems, and to provide fire sprinkler systems for all new residential units.

Recommended Findings and Policies:

- 9.7.a ~~Oregon State University enrolled 24,383 ~~14,127~~ students attending the OSU main campus in Corvallis for the 2014 ~~1997~~ fall term, including 20,312 ~~undergraduates and 4,071~~ graduate students. The number of students living within a 1/2 mile of the main campus area was approximately 7,000, while roughly 25% of the students live on campus.~~
- 9.7.b ~~According to information collected by OSU University Housing and Dining Services, during the 2004 Fall Term, housing capacity in residence halls, cooperative houses, and Orchard Court Family Housing totaled 3,528 (this did not include rooms within Cauthorn Hall, which was not used as a residence hall in the 2004-2005 academic year due to low enrollment demand). in Fall Term 2014, housing capacity was 4,846 in residence halls and Orchard Court Family Housing. 1997 fall term, student occupancy in residence halls, cooperative houses, student family housing, the College Inn, fraternities and sororities totaled 4,430. Total housing capacity in these units was just over 6,100, and thus exceeded occupancy by over 1,600 units.~~
- 9.7.c ~~If the percentage of OSU students who live within 1/2-mile of the main campus could be increased from the current estimated 50% to 60%, there is a potential savings of at least 5,000 vehicle trips per day in a very congested part of the City.~~
- 9.7.d ~~The student population is not expected to increase significantly during the planning period. The percentage of the total population who are students will decrease as the non-student population increases.~~
- 9.7.d ~~Long range forecasts of student enrollment growth have not always proven to be accurate; therefore, these forecasts are not a reliable means of predicting impacts to the community.~~
- 9.7.e ~~There are approximately 140 acres of land zoned medium density residential and 85 acres of land zoned medium-high residential within a 1/2 mile of the main OSU campus, all of which has some potential for rezoning to a higher density.~~

9.7.e Development and redevelopment in higher density zones near the University has largely been designed to serve students, rather than families and employees in the community, which has led to livability concerns in some neighborhoods.

~~9.7.f A 1993 OSU survey found that 17% of OSU students commute to campus in single occupancy vehicles. Fifty-six percent of faculty and staff commute to campus in single occupancy vehicles.~~

9.7.f A 1993 OSU survey found that 17% of OSU students commute to campus in single occupancy vehicles. Fifty-six percent of faculty and staff commute to campus in single occupancy vehicles. In a 2014 survey of OSU employees and students living off campus, 31% of students and 62% of employees commute in a single occupancy vehicle. In total, 39% of people commuting to OSU from off campus drive alone.

9.7.h Negative impacts resulting from rapid growth in the student population between 2009 and 2015 were not adequately managed by Comprehensive Plan Policies and Land Development Code requirements in place at the time.

9.7.i The availability of traditional lower cost on-campus student housing options, including co-ops, has been reduced for a variety of reasons, including the cost of needed seismic upgrades.

9.7.j 2013 American Community Survey data indicates the median age of Corvallis residents is 27 years, while the national median age is 37.4. It is believed that the presence of OSU students in the community is a significant reason for this difference, which also is believed to have an effect on the market demand in Corvallis for multi-family vs. single family dwellings.

9.7.k University-provided on-campus housing does not generate property tax revenue, while privately-owned housing elsewhere in the community does generate property tax revenue.

9.7.l Between January 2009 and March 2015, the City's demolition permit data suggest that approximately 69 detached single family dwellings were demolished in Corvallis. Many of these units were replaced by student-oriented housing.

9.7.m Characteristics of student-oriented housing have more recently included a preponderance of five-bedroom units, with one bathroom per bedroom, and multiple floors within units.

9.7.n OSU's enrollment growth from 2004 to 2015 was not matched by construction of housing for students on campus. The dual enrollment program has allowed a number of students to attend a community college their first two years before transferring to OSU to complete their degree. The University has predominantly housed freshmen on campus; therefore, increases in overall enrollment haven't necessarily resulted in an increase in the freshman class enrollment. Historically, OSU has provided limited on-campus housing opportunities for sophomore, junior, and senior class students.

~~9.7.3 The City and OSU shall work toward the goal of housing 50% of the students who attend regular classes on campus in units on campus or within a 1/2 mile of campus.~~

9.7.3 The City and Oregon State University shall work toward the goal of housing faculty, staff, and students who work and attend regular classes on campus in dwelling units on or near campus.

9.7.6 The City and OSU shall cooperate in exploring options for communities that are not dependent upon the automobile.

9.7.7 The City shall encourage the University to utilize public-private partnerships to provide additional, on-campus student housing that provides housing that would be more attractive to upperclassmen, graduate students, and University staff than traditional on-campus housing options.

9.7.8 Housing types that can serve multiple segments of the population with minimal remodeling shall be strongly encouraged to reduce the need for future redevelopment as demographics shift.

9.7.9 The City shall consider amendments to the Land Development Code to address the negative impacts resulting from the development of student-oriented, off-campus housing.

9.7.10 The City shall encourage the University to make lower cost on-campus housing options available for students.

Staff Proposed Findings of Fact:

1. The recommended Findings above update and augment Findings with respect to OSU-related housing needs, trends, and current conditions. Enrollment information and on-campus housing capacity information assists the City understanding OSU student and employee housing needs, availability, and impacts on neighborhoods and the community.
2. Recommended Findings related to on-campus housing capacity, availability, and costs specifically inform Policies 9.7.1, 2, and 3 by encouraging the University to provide on-campus student housing. Recommended Findings 9.7.f, l, and k acknowledge current conditions related to on-campus housing availability and affordability, and the balance between encouraging the provision of on-campus housing versus the impacts of off-campus housing on the community.
3. Recommended Findings 9.7.d, e, f, h, j, l, m, and n relate specifically to off-campus housing development in response to rapid student enrollment increases, and the affect that student-oriented residential development has had on existing single-family neighborhoods near campus. These findings provide context for

existing Findings and Policies related to the provision of student housing on and near the University.

4. Recommended Policies in 9.7, above are consistent with and reinforce existing Policies that encourage the provision of housing on the OSU campus for students and employees of the University.
5. Recommended Policies 9.7.7, 9.7.8, and 9.7.10 direct the City and the University to seek partnerships for development of University-related housing, and to provide a range of housing types to serve broad segments of the population to accommodate shifts in population demographics and associated housing needs.
6. Policy 9.7.3 is proposed to be replaced with recommended Policy 9.7.3, above, to reflect the City's desire for the University to provide a broad range of housing options on campus to serve students and employees of the University, and has removed specific metrics relative to that direction.
7. The recommended Policies in 9.7, above direct the City and OSU to work toward the goal of providing additional housing on campus for students and employees of the University that meets the needs of all segments of the campus community, reduces traffic and transportation impacts, and reduces the negative impacts resulting from the development of student-oriented housing in existing neighborhoods near campus. These Policies are consistent with existing Policies in 9.7, above.

### Conclusion:

Staff recommend the decision makers conclude that the proposed Findings and Policies related to Oregon State University Housing augment, inform and are consistent with the existing Findings and Policies in Chapter 9.7.

## **Article 11 Transportation**

### **Chapter 11.2: Transportation System Planning**

- 11.2.2 **The transportation system shall be managed to reduce existing traffic congestion and facilitate the safe, efficient movement of people and commodities within the community.**
- 11.2.3 **The City shall develop and promote alternative systems of transportation which will safely, economically, and conveniently serve the needs of the residents.**
- 11.2.4 **Special consideration in the design of the transportation system shall be given to the needs of those people who have limited choice in obtaining private transportation.**

### **Chapter 11.3: Auto Traffic and Circulation**

11.3.9 Adequate capacity should be provided and maintained on arterial and collector streets to accommodate intersection level-of-service (LOS) standards and to avoid traffic diversion to local streets. The level-of-service standards shall be: LOS “D” or better during morning and evening peak hours of operation for all streets intersecting with arterial or collector streets, and LOS “C” for all other times of day. Where level-of-service standards are not being met, the City shall develop a plan for meeting the LOS standards that evaluates transportation demand management and system management opportunities for delaying or reducing the need for street widening. The plan should attempt to avoid the degradation of travel modes other than the single-occupant vehicle.

11.3.10 In addition to level-of-service and capacity demands, factors such as livability, sustainability, and accessibility shall be considered in managing the City’s transportation system.

Recommended Findings and Policies:

11.2.h Use of parking depends on the success of transportation demand management measures, parking accessibility, convenience to the final destination, and price, among other factors.

11.2.i Use of transit depends on convenience and desirability. Convenience includes proximity to origin and destination, frequency, speed compared to other modes, and reliability. Desirability is affected by comfort, appearance, and crowdedness.

11.2.j Transportation decisions depend on desired activity and options available. Choice of mode depends on price (money and time), distance, convenience, reliability, safety, comfort.

11.2.k The proximity of University-related housing to OSU affects the number of trips made on the system, which affects its performance.

11.2.l Policies addressing transportation must address price, convenience, and desirability in order to be effective in addressing behavior, system needs, and overall goals.

11.2.m Transportation requirements associated with development have a significant impact on the built environment, on the transportation system, and on the cost of development. These in turn affect livability and the ability to do business in a timely way.

11.2.16 Transportation requirements associated with development must be clear, measurable, and carefully monitored for effectiveness.

11.2.17 The City shall consider allowing trade-offs in conjunction with student housing developments that provide quantifiable Transportation Demand Management (TDM) outcomes that are enforceable and effective in lieu of traditional transportation system improvements.

### Staff Proposed Findings of Fact:

1. The recommended Findings above relate to and inform existing Policies in 11.2 and 11.3, above, by acknowledging variables such as parking availability, desirability of alternative transportation, destination, and housing relative to destination, as they relate to impacts on traffic and the transportation system.
2. Recommended Finding 11.2.k specifically relates to location of housing relative to the OSU campus, and the effect on traffic and the transportation system. This Finding informs Policies 11.2.2, 11.3.9 and 11.3.10.
3. Policies 11.2.3 and 4 are directly informed by recommended Findings 11.2.i, j, and l, when considering the direction in those Policies to develop and promote alternative systems of transportation to meet the needs of a broad spectrum of the community.
4. Recommended Policies 11.2.16 and 11.2.17 direct the City to institute clear, measurable, and monitored transportation requirements associated with development, and to consider programs for Transportation Demand Management strategies associated with student-oriented housing to promote effective management of the transportation system. These Policies are consistent with existing Policies in Chapters 11.2 and 11.3, above.

### Conclusion:

Staff recommend the decision makers conclude that the proposed Findings and Policies above augment and inform, and are consistent with, the applicable Policies in Chapters 11.2 and 11.3, above

### **Chapter 11.4: Auto Parking**

**11.4.1 The City shall manage on-street parking to permit the safe and efficient operation of the transportation system.**

**11.4.2 The City shall adopt and implement measures that discourage nonresidential vehicular parking on residential streets and in other adversely affected areas.**

**11.4.3 All traffic generators shall provide adequate parking.**

**11.4.5 The City shall continue to promote the use of other modes of transportation as an alternative to the automobile, especially in areas where there is a shortage of parking facilities.**

### Recommended Findings and Policies:

*11.4.h Parking needs may reasonably be expected to fluctuate through time. Demands created by large employers such as Oregon State University have changed dramatically in the past and may do so again in the future.*

11.4.i Parking lots cannot easily be converted back to less-intensive uses if they are paved and developed to existing city standards.

11.4.j The City Council's plan to expand residential parking districts, which was considered through the referendum process, was denied by voters in 2014.

11.4.k Most people would like to park on the street adjacent to their residence, if on-site parking is limited or not available.

11.4.l Many residences lack adequate off-street parking, resulting in increased parking demand on adjacent streets. While many major traffic generators provide off-street parking, they also create on-street parking demand. The generators include OSU, LBCC, District 509J, City and County government, multi-household dwellings, businesses, offices, and churches.

11.4.m People have various needs for parking on streets to reach a job, obtain services, purchase goods, visit or provide services to businesses and residences, get to places for recreation, and attend events. Thus, parking rules must accommodate a variety of needs of Corvallis residents, businesses, and visitors to the community.

11.4.n Parking fees can benefit communities when used to develop transit and transportation options.

11.4.o Lack of desirable (convenient and affordable) on-campus parking may externalize University parking demands on residential neighborhoods surrounding campus.

11.4.p The utilization rate of campus parking is dependent, in part, on University decisions concerning location, permit prices, use designation, allocation priorities, and shuttle service levels.

11.4.8 Temporary parking lots, which are not improved to full City standards, and which can more easily be converted to lower-intensity uses, shall be explored as a means of reducing costs and environmental impacts associated with parking when demand is expected to fluctuate. Such lots may play a major role in designing and testing multimodal transit connections, such as park-and-ride facilities.

11.4.9 Park and ride lots and alternative transportation linkages shall be explored cooperatively with major employers if adequate on-site parking does not exist for employees, clients, or students.

11.4.10 On-street parking provides for a wide diversity of needs for Corvallis residents and people coming to Corvallis for work, school, events, appointments, services, and shopping. Auto parking should be allocated using the following principles:

A. The streets of Corvallis belong to the community.

- B. On-street parking is a public resource that should be managed for the public good.
- C. The parking fee system should be self-supporting and can provide additional resources for transit and transportation improvements.
- D. Parking fees can be considered as an effective mechanism for allocating scarce parking resources and improving livability.

Staff Proposed Findings of Fact:

1. The recommended Findings above reflect current conditions, considerations, and issues related to parking in the City of Corvallis, and provide context within which to view existing and future Policies and decisions related to the provision of parking. The recommended Findings are consistent with and reinforce existing Policies in 11.4, above with respect to parking provision and management.
2. Recommended Findings 11.4.h, l, m, n, o, and p acknowledge the impact of off-campus parking related to OSU, and the role of the University in affecting parking behaviors of students, employees, and visitors to campus. These Findings also acknowledge other users, employers, residents, and community pressures on parking expectations and availability in the community.
3. Recommended Policies 11.4.8 and 11.4.9, above, provide direction to the City with respect to alternative parking strategies to creatively increase parking capacity and reduce traffic and transportation impacts in high volume areas. These Policies are consistent with the applicable Policies in 11.4, above, in that they provide alternative parking strategies to address the goals in Policies 11.4.1 through 5, above.
4. Recommended Policy 11.4.10 provides a framework of principles surrounding parking resources and management strategies, and directs the City to manage on-street parking capacity for the diversity of needs in the community. This Policy is consistent with existing Policies in 11.4, above.

Conclusion:

Staff recommend the decision makers conclude that the proposed Findings and Policies related to parking provide context, information, strategies, and principles that are consistent with the applicable Policies in Chapter 11.4.

**Chapter 11.6: Pedestrian**

**11.6.1 The City shall require safe, convenient, and direct pedestrian routes within all areas of the community.**

**11.6.11 The City shall encourage timely installation of pedestrian facilities to ensure continuity and reduce hazards to pedestrians throughout the community.**

### Recommended Findings and Policies:

~~11.6.d The 1990 Census identifies the pedestrian mode as the second highest mode used in Corvallis to get to work, while Oregon State University has identified it as the most common mode for students accessing the campus. OSU's 2014 Campus-wide Parking Survey, which was distributed to 5,000 students and 4,241 faculty and staff members, found that 53% of respondents drive a personal vehicle to campus, 21% walk, 16% ride a bicycle, 5% ride the bus, 3% arrive by carpool, and 2% use other means to travel to campus. The 2013 American Community Survey (US Census) estimates that 56.7% of Corvallis residents commute to work in a single occupant vehicle, 7.8% carpool to work, 2.9% take public transportation, 12.2% walk (the highest rate in the nation), and 13.1% travel by other means (bicycle, etc.).~~

11.6.14 OSU shall coordinate with the City to provide safe and effective pedestrian routes to and through campus.

### Staff Proposed Findings of Fact:

1. Recommended Finding 11.6.d provides updated information regarding modes of transportation for students and employees of OSU and the community as a whole. This Finding relates directly to existing Policies 11.6.1 and 11.6.11, and provides background information to direct future Policies and decisions.
2. Recommended Policy 11.6.14 directs OSU and the City to coordinate to provide safe and effective pedestrian routes to and through campus, which is consistent with existing Policies 11.6.1 and 11.6.11, above.

### Conclusion:

Staff recommend the decision makers conclude that Finding 11.6.d and Policy 11.6.14, above, are consistent with applicable Policies in 11.6, above.

## **Chapter 11.7: Transit**

**11.7.1 An improved public transportation system within the Urban Growth Boundary should be established to improve the livability of the community, to reduce pollution and traffic, and to reduce energy consumption.**

**11.7.2 The City of Corvallis shall cooperate with neighboring jurisdictions to provide a regional transportation system which facilitates convenient, energy efficient travel. This shall address the needs of persons who, for whatever reason, do not use private automobiles.**

### Recommended Findings and Policies:

11.7.i In 2016, the Corvallis Transit System (CTS) charges no fares. The increase in use of the CTS by students has affected certain CTS routes, contributing to overcrowding.

11.7.j Transit ridership is impacted by frequency of service, and by the availability and convenience of transit connections.

11.7.8 A study of use of the CTS shall be performed to assess the need for additional routes to serve students and residents. OSU shall partner with the City for this analysis.

Staff Proposed Findings of Fact:

1. Recommended Findings 11.7.i and 11.7.j provide current information regarding the City's public transit service, and are consistent with 11.7.1 above, to increase transit ridership and reduce traffic and energy consumption. The recommended Findings provide context within which to evaluate decisions related to the provision of local and regional transit and transportation systems.
2. Recommended Policy 11.7.8, above, directs the City and OSU to collaborate to study the City's transit system service to assess the needs for additional routes to serve the University and community. This Policy is consistent with the existing Policies in 11.7, above, to improve livability, reduce traffic, and provide convenient, efficient travel.

Conclusion:

Staff recommend the decision makers conclude that the proposed Findings 11.7.i, 11.7.j, and Policy 11.7.8, are consistent with applicable Policies in 11.7, above.

**Chapter 11.12: Oregon State University Transportation Issues**

**11.12.1 The University and the City shall work together to improve traffic patterns through and around Oregon State University which will reduce negative impacts on existing residential areas and the campus.**

**11.12.2 The University shall develop and implement a transportation and parking plan that reduces the negative traffic and parking impacts on existing residential areas.**

**11.12.3 All-day parking of University-related vehicles on streets in proximity to the University shall be discouraged.**

**11.12.4 The City shall work with the University to minimize Oregon State University-related off-campus parking problems.**

**11.12.5 The City shall work with OSU to develop a plan to decrease traffic and parking impacts in and around the University during major events.**

Recommended Findings and Policies:

11.12.c Off campus on-street parking of ~~of~~ by university-related vehicles has a significant impact on the availability of on-street parking near campus. The University and the City are working together by maintaining the free transit system ~~encouraging~~ increased use of the free transit pass program, encouraging increased bicycle and pedestrian travel, and by developing and implementing a parking plan.

11.12.d Concerns have been raised regarding the safety of pedestrians and bicyclists travelling to the University due to increased student enrollment, increased vehicle traffic, public improvement limitations (e.g. crossings and lighting), and visibility constraints.

11.12.e Students prioritize cost over convenience in choosing transportation modes. Employees tend to prioritize convenience.

11.12.f Commuters from surrounding communities outside Corvallis have few convenient transportation options other than the single occupant vehicle.

11.12.g Data show that students are sensitive to parking pricing, which can alter student behavior.

11.12.h Loss of parking in Sector C of the OSU Campus makes it more difficult for the public to access the core of campus for public events.

11.12.i The lack of regional transportation options may influence students' decisions to bring cars to Corvallis.

11.12.j Transportation Demand Management is generally defined as a set of strategies aimed at reducing the demand for roadway travel, particularly in single occupancy vehicles. The City encourages OSU to develop such strategies, and recognizes that in order for parking or transportation demand management strategies associated with new development on the OSU campus to be effective, the location of parking or transportation demand measures in relation to new development should be carefully considered.

11.12.k Policy and programming decisions regarding parking and transportation have a direct impact on Level of Service at intersections on and around campus.

11.12.2 The University shall develop and implement a transportation and parking plan that reduces the negative traffic and parking impacts on existing residential areas. Prior to implementation, the City shall review and approve any such plan. Any required traffic and parking studies to evaluate the efficacy of the plan shall be performed at the same peak time each year.

11.12.6 OSU-related development shall take into account the associated transportation demand created (trip generation), transportation demand management measures, proximity to associated activities, convenience to existing

transportation systems (transit, pedestrian, bike, parking), and measurable impacts to the transportation system.

11.12.7 OSU shall work with the City and other community partners to explore remote parking options.

11.12.8 The practice of limiting vehicle circulation through campus has had an effect on traffic patterns. When OSU decides to limit or cut off vehicular access to campus, a plan shall be developed to assess the existing traffic patterns and how they will be affected by the change. A mitigation plan shall be developed and approved by the City to mitigate negative impacts to the surrounding neighborhoods and to the City's transportation system.

11.12.9 OSU and the City shall work together to accommodate short-term visitors to the campus core.

11.12.10 The City and OSU should explore options for improving students' access to the regional transportation system.

11.12.11 Transportation demand management should be encouraged as a means of reducing carbon emissions, vehicle miles traveled, and parking demand.

11.12.12 In evaluating future on-campus parking requirements, decision-makers should ensure that parking management strategies place a priority on maximizing usage of on-campus parking resources.

Staff Proposed Findings of Fact:

1. The recommended Findings above reflect current conditions and issues regarding parking and transportation impacts related to OSU. The recommended Findings acknowledge that University-related parking has an impact off campus on the availability of on-street parking in surrounding areas. Furthermore, the Findings note that decisions made by OSU regarding on-campus parking availability, convenience, and cost, influence the behavior of students and employees of OSU regarding where they park. Those decisions also impact surrounding on-street parking, traffic, and level of service at intersections on and around campus. These Findings directly relate to and inform existing Policies in 11.12, above.
2. Recommended Finding 11.12.d, notes that increased University enrollment has created increased traffic impacts on and around OSU, and that concerns have been raised regarding pedestrian and bicyclist safety. Additionally, the recommended Findings note that cost and convenience factor into decisions regarding modes of transportation, and that students and employees commuting to campus in personal vehicles affect the transportation system. The recommended Findings note that the decisions made by the University regarding changes to parking and circulation on campus create impacts on areas

surrounding campus. These Findings inform existing Policies to guide future policy and decisions.

3. The recommended Findings note that the current Corvallis Transit System is fare free, and that OSU students and employees should be encouraged to use public transportation and other alternative transportation modes. Recommended Findings 11.12.f and 11.12.i acknowledge that a lack of regional transportation options may influence University students' and employees' ability to elect to use alternative transportation options. These Findings inform existing Policies and future strategies for reducing traffic and parking impacts on campus and in surrounding areas, consistent with Policies 11.12.1 through 5, above.
4. Recommended Finding 11.12.j recognizes that Transportation Demand Management strategies can be utilized to reduce parking and transportation system impacts, and that OSU should implement those measures strategically, based on the location of new development and associated transportation needs. This Finding supports the Policies in 11.12, above.
5. The recommended Policies above provide more detailed direction regarding measures to reduce traffic, parking, and transportation impacts on and around campus, and support the existing Findings in 11.12, above. In general, the recommended Policies direct the City and OSU to implement transportation demand management strategies, traffic impact analyses, and strategic parking plans to address parking and transportation system impacts.
6. Recommended Policies 11.12.2, 11.12.6, 11.12.7, and 11.12.8 provide direction to OSU regarding the City's expectations for parking and traffic reduction and management strategies, particularly related to new development on campus. These Policies are consistent with the existing Policies in 11.12, above, to reduce negative impacts on parking, traffic, and transportation systems on and around campus.
7. Recommended Policies 11.12.9, 11.12.10, 11.12.11, and 11.12.12, direct the City and OSU to implement strategies for reduction of parking, traffic, transportation, and environmental impacts. Policy 11.12.12 specifically directs OSU to employ management strategies that maximize the use of on-campus parking resources. These Policies are consistent with the existing Policies in 11.12, above.

#### Conclusion:

Staff recommend the decision makers conclude that, based on the Findings of Fact above, the recommended Findings and Policies are consistent with the applicable Policies in 11.12, above.

## Article 13 Special Areas of Concern

### Chapter 13.2: Oregon State University

- 13.2.2 The City and the University shall continue to work together to assure compatibility between land uses on private and public lands surrounding and within the main campus.
- 13.2.3 The City shall continue to work with Oregon State University on future updates of and amendments to the 1986 Oregon State University Plan. Coordination shall continue between the City and Oregon State University on land use policies and decisions.

#### Recommended Findings and Policies:

~~13.2.f In 1986, the City adopted the Oregon State University Plan which updated the Physical Development Plan for the main campus. This made the Oregon State University Plan consistent with the Comprehensive Plan in accordance with State law.~~

13.2.i OSU Campus growth can lead to off-campus impacts, such as increased congestion at key intersections, lack of on-street parking in neighborhoods adjacent to the university, loss of single-family houses to redevelopment as student-oriented housing, and concerns about declining neighborhood livability.

13.2.j Enrollment projections under the 2005 Campus Master Plan were exceeded by 1,883 students, or 7.7% in 2014.

13.2.k Oregon State University added 5,316 students and 1,775 faculty and staff between 2003 (the year the Campus Master Plan went into effect) and 2014 – 2015.

13.2.l The large contribution made by OSU to the community's resident and employee composition results in a major impact by land-use decisions made by OSU, relative to any other entity.

13.2.m Because of its relative size and economic impact, land-use decisions made by the university require a great degree of ongoing communication, coordination, and monitoring by the city.

13.2.n According to 2013 American Community Survey (ACS) data, the population of residents within the City of Corvallis between the ages of 20 and 29 comprises 31.2% of the total population, while this group comprises only 13.4% of the total population in Oregon. ACS estimates 17,064 Corvallis residents in this age cohort, from an estimated 2013 population of 54,691.

13.2.o Decisions regarding enrollment and development on campus, particularly with respect to the degree to which OSU provides housing and parking for employees and students, can greatly impact surrounding neighborhoods.

13.2.p. The 2004-2015 Campus Master Plan monitoring process was not clearly defined. A review of the monitoring submittals over the 2005-2014 time period indicates that there were periodic gaps primarily related to parking utilization counts in off-campus parking districts, transportation demand management reports, and Jackson Street traffic counts.

13.2.q Private businesses that operate on campus in coordination with OSU, but serve the larger community, have led to concerns that City development requirements that would have been applied outside the OSU Zone were not met.

13.2.r Some members of the public have expressed concern that there has been inadequate public review of development on campus. Review of permitted uses in the OSU District is warranted to identify uses that may require Conditional Development Permit review in order to respond to the potential for neighborhood livability impacts.

**13.2.3** The City shall continue to work with Oregon State University on future updates of the 2004 Oregon State University Campus Master Plan, or successor University plan document and amendments to the 1986 Oregon State University Plan. Coordination shall continue between the City and Oregon State University on land use policies and decisions.

**13.2.5** Development on the Oregon State University main campus shall be consistent with the 2004 Oregon State University Campus Master Plan ~~1986 Oregon State University Plan~~, its City-approved successor, or approved modifications to the Plan. This plan includes the ~~Physical Development Plan Map~~ that specifies land use at Oregon State University.

13.2.6 The city and OSU shall closely coordinate land-use actions that have the potential to impact either the University or the surrounding community. Monitoring programs shall be established to determine whether conditions and assumptions underlying the OSU Plan are valid on an annual basis. These monitoring programs can occur anywhere in the community. If conditions exceed pre-determined thresholds or evidence suggests that metrics are not tracking conditions of interest, a review of the OSU Plan shall be implemented even if the planning period has not expired. If necessary, adjustments shall be implemented. The mechanism shall be binding on both OSU and the City through LDC language or some other means.

13.2.7 The City and OSU should establish a process by which the Planning Commission and/or the City Council review OSU's monitoring data on an annual basis. Monitoring data should include metrics that evaluate the following: parking, traffic, transportation demand management, off-campus impacts of new OSU

development, enrollment data for on-campus and off-campus/e-campus student populations, and other relevant information.

13.2.78 Permitted uses on the OSU Campus shall be primarily University-related. Where public-private partnerships are intended to serve the larger community, a public hearing review process by the City shall be required for development proposals.

13.2.89 The City encourages OSU to develop a means of development decision-making that is more transparent to the general public.

#### Recommended Findings and Policies:

1. Existing Policy 13.2.2 directs the City and OSU to work together to assure compatibility between land uses on and around campus. Recommended Findings 13.2.i, j, k, l, n, and o, provide information related to the physical growth of campus facilities and the growth of student enrollment. The Findings note the increase in students and employment at the University, and the impact the University has on the community with respect to the relative average age of City residents, and the demand for student-oriented housing and on-street parking, particularly in residential areas surrounding the University campus. The Findings reference current conditions and compatibility concerns, and provide context to inform future policies and decisions that will implement Policy 13.2.2
2. Existing Policy 13.2.3 directs the City and OSU to coordinate on updates and amendments to the 2005 Campus Master Plan (revised in recommended Policies, above), and to continue to coordinate on land use policies and decisions. Recommended Findings 13.2.m, p, q, and r, relate to cooperation and coordination of policy decisions, land use impacts, processes, and decisions, and monitoring of management strategies and Master Plan progress. These Findings provide greater detail with respect to coordination between the City and OSU, and inform the implementation of Policy 13.2.3.
3. Recommended Policies 13.2.3 and 13.2.5, above are amended to reflect the most recent Campus Master Plan.
4. Recommended Policies 13.2.6 and 13.2.7 provide specific direction to the City and OSU with respect to monitoring and reporting expectations and protocols. These Findings direct the City and OSU to provide and evaluate data tracking conditions and assumptions in the Campus Master Plan, and any subsequent update. They also provide direction for the monitoring and reporting of University-related impacts, such as parking, traffic, transportation and development impacts, and enrollment and student population information. These recommended policies specifically outline the expectations of the City, and relate directly to and are consistent with existing Policies 13.2.2 and 13.2.3.

5. Recommended Policies 13.2.8 and 13.2.9 direct the City and OSU to develop land use processes that evaluate the compatibility and appropriateness of uses on campus, and to develop decision-making processes that are more transparent to the general public. These Policies complement existing Policies 13.2.2 and 13.2.3.

Conclusion:

Based on the staff proposed Findings above, staff recommend the decision makers conclude that the recommended Findings and Policies above are consistent with the Policies in Chapter 13.2 Oregon State University.

**Chapter 13.4: Oregon State University Open Space Resource Lands**

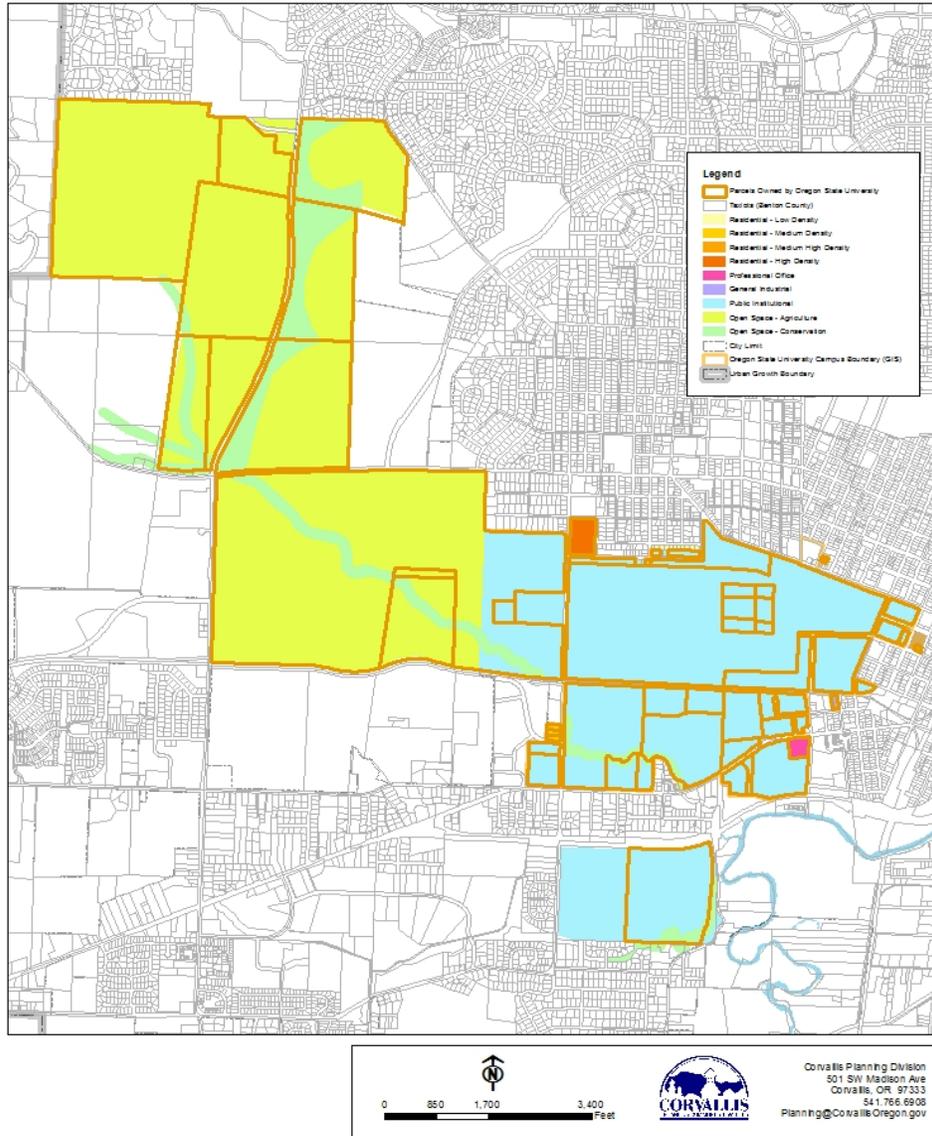
- 13.4.1 **If Oregon State University agricultural and conservation open space lands change to more intensive uses, provisions shall be made to ensure that a transitional zone separates university and community uses, as appropriate.**
- 13.4.2 **Designated open space in the OSU Physical Development Plan and Oregon State University agricultural, conservation, and forest resource lands make a significant contribution to community open space and their loss should be minimized.**
- 13.4.4 **The City and the University shall work together to ensure plans for the University lands are consistent with the City's Comprehensive Plan.**
- 13.4.6 **OSU shall continue to prevent harmful agricultural runoff from entering local streams and avoid agricultural activities that ecologically impair the Oak Creek and Squaw Creek systems.**
- 13.4.7 **shall recognize the ability of resource land exchanges between OSU and public and private land owners to provide enhanced agricultural opportunities and urban development or demonstrated public benefit to the community by the exchange.**

Recommended Findings and Policies:

*13.4.a Oregon State University open space lands are a valuable asset to the community as they: 1) provide a good transitional zone between intensive agricultural uses at the University and community land uses; 2) contribute to community open space; and 3) provide gateways to the community. (Existing Finding; add map for reference)*

## Oregon State University Main Campus and Open Space / Resource Lands

Note: identified lands do not include all properties under ownership of Oregon State University within map view



13.4.g *There is no jointly-adopted plan between the City and Oregon State University for University agricultural and forest uses. The lack of alternate plans requires land use decisions to assume that agricultural land uses will continue in place into the future without change. This intent has been substantiated with confirming letters from OSU.*

13.4.h *Oregon State University agricultural runoff and agricultural activities could degrade the water quality of Oak Creek and Squaw Dunawi Creek and negatively impact stream system integrity.*

13.4.i Citizen use of agricultural, conservation and forest open space can impact the operation of those areas and the ability of the University in providing its State mission.

13.4.j Due to proximity to urban development, some OSU resource lands could be easily served by City services and are capable of accommodating urban development. At the same time, some lands within the Urban Growth Boundary could provide for the agricultural land needs of OSU.

13.4.6 OSU shall continue to prevent harmful agricultural runoff from entering local streams and avoid agricultural activities that ecologically impair the Oak Creek and ~~Squaw~~ Dunawi Creek systems.

Staff Proposed Findings of Fact:

1. The recommended change to existing Finding 13.4.a adds a map to reference the OSU main campus and open/space resource lands. The Finding does not substantively change, and is consistent with the applicable Policies in 13.4, above. The recommended change to existing Finding 13.4.g removes language indicating OSU's written intent to maintain agricultural uses on resource lands. This change does not alter the Finding's consistency with Policies in 13.4. Recommended Finding 13.4.h and Policy 13.4.6 have been amended to reference the USGS-approved name change to Dunawi Creek.
2. Recommended Finding 13.4.i references the community's use of some of OSU's agricultural, forest, and open space resource lands, and the potential for conflict between community use and the University's mission. While this finding highlights this condition, it does not conflict with the existing Policies in Chapter 13.4, and informs Policies 13.4.1 and 13.4.2 with respect to the balance between community use of OSU's resource lands and the mission of the University.
3. Recommended Finding 13.4.j acknowledges the proximity of urban development to the University's resource lands, and provides perspective regarding the maintenance of those lands to support OSU's mission in comparison to the potential for urban development on those lands, and the possibility that agricultural and forest lands further from urban development and within the Urban Growth Boundary could also provide for the resource needs of the University. This Finding specifically relates to Policies 13.1 and 13.2, and does not conflict with those Policies, but provides perspective and alternatives when evaluating future land use and development decisions on those lands.

Conclusion:

Based on the staff proposed Findings of Fact above, staff recommend the decision makers conclude that the proposed Findings and Policy discussed above are consistent with the applicable Policies in Chapter 13.4.

**OVERALL CONCLUSION ON APPLICABLE COMPREHENSIVE PLAN POLICIES**

Based on the staff proposed Findings of Fact presented above, staff recommend the decision makers conclude that the propose Findings and Policies evaluated herein are compatible with applicable Comprehensive Plan Policies and should be approved.

**CONSISTENCY WITH APPLICABLE LAND DEVELOPMENT CODE STANDARDS**

**Chapter 2.1 Comprehensive Plan Amendment Procedures**

**2.1.30.06 - Review Criteria for the Majority of Comprehensive Plan Amendments**

- a. This Section addresses review criteria for the following:
  - 1. Text Amendments to the Comprehensive Plan; and
  - 2. Amendments to the Comprehensive Plan Map that do not involve a Map Amendment to Open Space-Conservation or Public Institutional, when such a Map Amendment is required as part of an Annexation request per Chapter 2.6 - Annexations.

Comprehensive Plan Amendments shall be reviewed to ensure consistency with the policies of the Comprehensive Plan, and any other applicable policies and standards adopted by the City Council.

- b. Amendments shall be approved only when the following findings are made:
  - 1. There is a demonstrated public need for the change;
  - 2. The advantages to the community resulting from the change outweigh the disadvantages; and
  - 3. The change proposed is a desirable means of meeting the public need

**1. There is a demonstrated public need for the change**

Staff Proposed Findings of Fact:

1. The public need for the proposed changes was identified as part of the City-OSU Collaboration effort and ongoing community concerns and evaluation of issues, primarily related to the enrollment growth of the University and the associated impacts on the community.
2. The City Council identified OSU-City Relations, and OSU-related Comprehensive Plan Amendments as a Council Goal for the 2015-2016 Council term, and convened a task force to review Comprehensive Plan Findings and Policies related to OSU. The task force reviewed OSU-related Comprehensive Plan Findings and Policies and found that there was a public need to review and amend some Findings and Policies to reflect existing conditions and issues, and to provide considerations regarding future development plans for OSU and for OSU-related development.
3. The City Council reviewed the task force's evaluation and recommendations, and determined that the proposed changes should be evaluated through the Comprehensive Plan Amendment process.
4. OSU has indicated the intent to update their Campus Master Plan soon. In response to this it was determined that Comprehensive Plan Findings and Policies were in need of amendment prior to the update so the City can provide clear a clear understanding for OSU with respect to the community's expectations for future planning and development.

Conclusion:

Based on the staff-proposed Findings of Fact above, staff recommend the decision makers conclude that there is a demonstrated public need for the change, and that the proposed Comprehensive Plan Amendment complies with Section 2.1.b.1, above.

**2. The advantages to the community resulting from the change outweigh the disadvantages**

Staff Proposed Findings of Fact:

1. Staff have identified advantages to the community resulting from the change, including the following:

- a. New and amended Findings contain relevant data to inform policy direction and decision making relative to OSU and its impacts on the community.
  - b. The recommended Findings reflect existing conditions, issues, and trends to enable the community to evaluate policy relative to desired development patterns.
  - c. The recommended Findings and Policies have been proposed, discussed, and revised through the Task Force's public process. Additionally, the process for evaluation of Comprehensive Plan Amendments will address issues, deficiencies, and expectations that have been identified as community concerns.
  - d. The proposed Comprehensive Plan Amendments will provide clearer direction to OSU in its future evaluation of the Campus Master Plan, and allow the University to consider the update of that Plan relative to the desires of the community.
2. There are no staff-identified disadvantages resulting from the change.

Conclusion:

Staff recommend the decision makers conclude that, based on the Findings of Fact presented above, the advantages resulting from the change outweigh the disadvantages, and the proposal complies with 2.1.b.2, above.

**3. The change proposed is a desirable means of meeting the public need**

Staff Proposed Findings of Fact:

1. The proposed Comprehensive Plan Amendment will provide direction to OSU for their planned Campus Master Plan update and future policy and development decisions.
2. The proposed Amendment will provide the public with data, current information, expectations, and policy direction. If the proposed amendments are not adopted, the anticipated Campus Master Plan update would be considered in related to less current Comprehensive Plan Findings and Policies.
3. The proposed Amendment will help inform future planning efforts for the city with respect to master planning and future development patterns and considerations. The Amendment will also help inform future community work to update the Land Development Code and other City ordinances to specifically implement the

Policies set forth in this Amendment through changes in development standards and requirements.

Conclusion:

Based on the Findings of Fact proposed above, staff recommend the decision makers conclude that the proposed Comprehensive Plan Amendment is a desirable means of meeting the public need, and that the proposal complies with 2.1.b.3, above.

**OVERALL CONCLUSIONS AND RECOMMENDED ACTIONS**

Analysis of the proposed Comprehensive Plan Text Amendment indicates that the request complies with applicable Statewide Planning Goals, Comprehensive Plan policies, and Land Development Code criteria.

Based on this review, it is recommended that the Planning Commission adopt these findings as presented by staff, and recommend that the City Council approve the proposed Comprehensive Plan Text Amendments evaluated in this staff report as CPA15-00001. Staff offer the following Motion for Planning Commission consideration:

**Motion: I move that the Planning Commission adopt the Findings and Conclusions presented by staff, and recommend that the City Council approve the Comprehensive Plan Text Amendment evaluated as CPA15-00001. This motion is based on the criteria, discussion, and conclusions contained within the March 9, 2016, staff report to the Planning Commission, and based upon the findings presented by the Planning Commission during their deliberations.**

Alternatively, the Planning Commission may wish to revise some of the proposed Findings and Policies and recommend Council consideration of a revised set of Amendments, in which case a revised motion should be presented.

If the Planning Commission wishes to recommend that the City Council deny the proposed Comprehensive Plan Text Amendments, a revised motion to that effect should be presented.

## MEMO

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**TO:** Planning Commission  
**FROM:** Sarah Johnson, Senior Planner, Planning Division  
**DATE:** March 2, 2016  
**SUBJECT:** Changes Made to Recommended Findings and Policies Based on the Remaining Issues List and City Council Comments and Considerations

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### BACKGROUND:

The Comprehensive Plan Review Task Force (PRTF) was appointed by the Mayor to review Comprehensive Plan Findings and Policies related to OSU and determine whether changes were necessary based on recent impacts associated with enrollment growth at OSU. The PRTF conducted their review and presented their findings and recommendations to the City Council on November 2, 2015. Along with the recommendations put forth by the PRTF, the Task Force also identified additional issues that should be addressed through the Comprehensive Plan Text Amendment process or through future document amendment processes. Page 32 of **Attachment C** contains a list of those additional issues, entitled “Remaining Issues to be Addressed in Updates to the Comprehensive Plan or Implementing Documents.” When the City Council reviewed the recommendations by the PRTF at its November 12, 2015, work session, other issues and concerns were raised for consideration, and are reflected in the November 12, 2015, Council Work Session minutes and the associated Attachment B to the meeting minutes (**Attachment B** of this staff report).

The Council did not take specific action, but directed staff to evaluate those items in the Comprehensive Plan Text Amendment process. Staff evaluated each issue and made recommendations for deletions, additions, and amendments. Those recommendations were incorporated into the evaluation of the Findings and Policies in the staff report.

This memo highlights the recommendations made by staff with discussion and evaluation of each of those changes, so the public, PRTF, and decision makers have an understanding of the changes made between the PRTF recommendation and this CPA recommendation. Staff-recommended changes and additions to Findings and Policies, based on the issues identified above, have been delineated by ~~bold strikethrough~~ or bold underline.

### DISCUSSION:

#### Article 3. Land Use Guidelines

##### 3.2 General Land Use

3.2.i *Land within the Urban Fringe contains large contiguous Oregon State University agricultural and forestry land areas. ~~The ability of these areas in support of instruction /research and extension activities requires that these large areas must be maintained~~*

*free from division into small land parcels. Changes in the use of these lands may impact the mission of the University and should be considered with caution.*

## **Staff Discussion**

Staff propose the change above in response to Councilor comments offering that it could be possible to allow for some changes in use or development patterns on the University's resource lands without undermining the mission of the University. Staff recommend the language above to allow for consideration of such changes, and addressed this recommendation in the staff recommended Findings of Fact on page 14 of the staff report, as follows:

The City recognizes that there are considerations that could influence the use of agricultural and forest lands owned by OSU, such as:

- a. Balancing the need for and desired location of housing; in particular student-oriented housing close to campus
- b. Changing demand for access to agricultural or forest lands to support learning programs, research, and extension activities
- c. Future research, technologies, and best practices discoveries that could maintain the ability to protect and preserve agricultural and forest uses while allowing for other uses, where appropriate
- d. Need for preservation of high value agricultural and forest lands located further away from urban uses and the City Limits/Urban Growth Boundary
- e. Recognizing the changing needs of the community and University that could alter the context in which the University's agricultural and forest lands are located.

Additional Findings of Fact related to the recommended Finding are presented in the staff report which substantiate the change, and staff note that the revision to the Finding above also supports Policies 13.4.1 and 13.4.7, which acknowledge conditions under which potential changes in the use of these resource areas could be in the best interest of the City, University, and the public. Given this, staff think the change is appropriate to recognize the potential for changing conditions and needs.

## **Article 5. Urban Amenities**

### **5.2 Community Character**

*5.2.g City zoning alloweds for the redevelopment of single-family homes in the neighborhoods surrounding OSU and, accordingly, the growth of student-oriented complexes. While these student-oriented complexes help reduce vehicle trips to campus, they can also alter the character of the older single-family neighborhoods.*

## **Staff Discussion**

Staff propose the change above for consistency in syntax.

### **5.4 Historic and Cultural Resources**

#### **Finding**

5.4.m *The lack of progress on historic inventory and preservation work, has failed to protect **the historic characteristics of** older neighborhoods in the vicinity of Oregon State University and downtown.*

#### **Proposed New Policies**

~~5.4.18 The City shall evaluate zoning patterns in the neighborhoods near OSU, with the intent of balancing density goals with preservation of neighborhood character.~~

**5.4.18 Density goals and preservation of neighborhood character shall be considered and balanced when zoning patterns are considered by the City.**

## **Staff Discussion**

Staff recommend the additional language in Finding 5.4.m, above, in order to clarify that the Finding is referring to the protection of the historic characteristics of the referenced neighborhoods.

Staff evaluated the PRTF-proposed new Policy 5.4.18, and the Council's discussion regarding the concern that the University is impacting housing and residential development patterns throughout the City. Chapter 5.4 relates to historic and cultural resources and is not directed exclusively at neighborhoods in close proximity to the University. In evaluating effective language to preserve neighborhood character while balancing density goals, staff think the intent is to provide that policy direction city-wide, not just in areas surrounding OSU. For that reason, staff propose the language above to broaden the Policy to apply to preservation of neighborhood character throughout the City.

## **Article 8. Economy**

### **8.2 Employment and Economic Development**

#### **Findings**

8.2.d *The stability of Corvallis and Benton County's economy is dependent on a few major employers in a few economic sectors, i.e., Oregon State University and Hewlett-Packard; other local, State, and Federal government employers; firms engaged in electronics, forest and agricultural products; consulting and medical services; and retail*

~~businesses. In 1996, the twelve largest employers in Benton County were located in Corvallis, representing nearly half of the total employment in the County.~~

~~The stability of Corvallis and Benton County's economy is dependent on a few major employers in a few economic sectors, i.e., Oregon State University, Samaritan Health Services, and Hewlett - Packard; other local, state, and federal government employers; firms engaged in electronics, forest and agricultural products; consulting and medical services; and retail businesses. In 2014 the 10 largest employers in Benton County were located in Corvallis, representing 41% of the total employment in the County. **Two of the three top employers in the City are non-profit organizations, which do not pay property taxes.**~~

### **Staff Proposed New Finding**

**8.2.q In 2016, two of the top three employers in the City (OSU and Samaritan Health Services) are non-profit organizations, which do not pay property taxes. While these organizations provide important services to the residents of the region, state, and nation, they also create a significant demand for City Services.**

### **Staff Discussion**

Staff proposed to delete the last sentence of Finding 8.2.d, and propose new Finding 8.2.q, in response to Council discussion. Staff think the Finding is important to note, and also recommend the second sentence to acknowledge the important services those organizations provide.

In Council discussion regarding Employment and Economic Development, the current commute rate to Corvallis for work was noted. Staff reviewed the 2014 ECONorthwest Housing Survey, and propose a new Finding in Housing Needs to reference the statistic presented in the survey. That Finding is noted below as 9.4.p.

## **8.6 Visitor and Conference Activities**

### **Findings**

~~8.6.a In 1996, there were an estimated 200,000 overnight visitors to Corvallis, representing the following market segments: business travel and Oregon State University (approximately 54%); visiting friends and relatives (35%); conference and sports (8%); fairs and festivals (2%); and leisure vacationers (1%). The fastest growing visitor market segment is conferences and sports.~~

~~In 2014 there were 175,000 overnight room nights sold in Corvallis, representing the following market segments: Business travel, Oregon State University meetings and conferences, sporting events, fairs, festivals and leisure. The biggest market segment is known as visiting friends and relatives (VFR). This segment produces significantly less~~

revenue than overnight visitors who stay in commercial establishments. The same can be said for day visitors as well. The exception to the day visitor rule in terms of spending is Oregon State University's Home Football games. Overall, in 2014 visitors spent \$114.8 million dollars in Benton County, and generated \$1.4 million dollars in local taxes.

**8.6.d** *Most of the conference activity attracted to Corvallis is generated by Oregon State University itself and by local groups, statewide association business and local area governments and businesses. In 2013 OSU reported that they had received 535,000 visitors and those visitors spent \$39 million dollars in Corvallis. Oregon State University conference facilities and additional private conference facilities satisfy some of the demand for conference space in Corvallis.*

~~8.6.d Most of the conference activity attracted to Corvallis is generated by local groups, most notably Oregon State University, and to a lesser degree by local governments and businesses. The University's activities are capitalized on to support the Corvallis motel, restaurant, and retail businesses.~~

~~8.6.f The Oregon State University conference facilities and additional private conference facilities, satisfy some of the demand for conference space in Corvallis.~~

### **Staff Discussion**

Staff recommend that existing Finding 8.6.a be separated into two Findings (8.6.a and 8.6.d), as presented above, to shorten the finding for better understanding. The information in the second paragraph does not relate directly to the information in the first, and describes OSU's conference activity, visitors, and economic impact. Staff also suggest a small grammatical revision to the last sentence of Finding 8.6.d.

In review of the existing Findings 8.6.d and 8.6.f (shown in strikethrough above), staff noted that the information presented in those findings was represented in the proposed new language for 8.6.d, and recommend deletion.

## **Article 9. Housing**

### **9.4 Housing Needs**

#### **Staff Proposed New Finding**

**9.4.p** *Per the 2014 ECONorthwest Corvallis Housing Survey; "Nearly twice as many people commute to Corvallis to work (18,467) as live in Corvallis and work elsewhere (9,316). 'Executive Summary, pg. i' There are 29,003 jobs in Corvallis per the survey 'Exhibit 1, pg. 2, Exhibit 2, pg. 3'*

### **Staff Discussion**

As explained above in Employment and Economic Development, staff propose the new Finding 9.4.p, above, that references the 2014 ECONorthwest Corvallis Housing Survey and provides data regarding the commuting rates for those who live in Corvallis and work elsewhere versus those who live elsewhere and commute to Corvallis. Staff think this information is relevant to be included in Chapter 9.4 – Housing needs.

## 9.5 Housing Affordability

### Findings

9.5.h ~~2013 American Community Survey data showed that 86% of the Corvallis Median Family Income of \$72,428 was needed to purchase a median value home in Corvallis (\$262,300). Similarly, 158% of the Corvallis Median Household Income of \$39,232 was needed to purchase a median value home in Corvallis.~~

9.5.h 2013 American Community Survey data showed that the median home value in Corvallis was \$262,300, the median family income was \$72,428, and the median household income was \$39,232. In order to make an affordable purchase (having housing costs of not more than 30% of income) a family would need to make at least 86% of the median family income to afford that home, and a household would need to make at least 158% of the median household income.

9.5.i ~~2013 American Community Survey data showed that, based on the median Corvallis rent of \$819, 45% of Median Family Income (\$72,428) would be needed to pay for rental housing, and 84% of Median Household Income (\$39,232) would be needed to pay for rental housing.~~

9.5.i Using the median family and median household incomes in 9.5.h above and the 2013 American Community Survey's Corvallis median rent figure of \$819, in order to rent a home affordably a family would need to make 45% of the median family income, and a household would need to make 84% of the median household income.

9.5.j Housing affordability may be enhanced through the implementation of legislative or programmatic tools focused on the development and continued availability of affordable units. Such tools include, but are not limited to: ~~inclusionary housing programs~~; systems development charge offset programs; ~~Baneroft bonding for infrastructure development~~; facilitation of, or incentives for, accessory dwelling unit development; minimum lot and/or building size restrictions; reduced development requirements (e.g., on-site parking reductions); density bonuses; a property tax exemption program; creation of a community land trust; loan or grant programs for the creation of new affordable housing; and other forms of direct assistance to developers of affordable housing. Additionally, the 2014 Policy Options Study prepared for the City Council by ECONorthwest identified the following measures as having the potential to enhance housing affordability: streamlined zoning code and other ordinances, administrative and procedural reforms, preservation of the existing housing supply, reform of the annexation

process, allowing small or “tiny” homes, limited equity housing (co-housing), employer-assisted housing, and urban renewal or tax increment financing.

## **Staff Discussion**

Staff propose the revisions above to Findings 9.5.h and 9.5.i in order to provide more clarity to the data presented. The Findings proposed above distinguish between family and household median income, and apply those figures to the relative median cost for home ownership and rent. Staff also note that the proposed revisions provide the metric by which to determine housing affordability – housing costs of not more than 30% of income – to further inform and clarify the Findings.

Staff propose to strike the reference to inclusionary housing in the Finding above, because inclusionary housing programs are not currently allowed in Oregon. The list of tools available for development of affordable housing above is not meant to be exhaustive, but to provide examples, so staff don’t think it is necessary to highlight that program.

## **9.7 Oregon State University Housing**

### **Findings**

9.7.b *According to information collected by OSU University Housing and Dining Services, during the ~~2004 Fall Term, housing capacity in residence halls, cooperative houses, and Orchard Court Family Housing totaled 3,528 (this did not include rooms within Cauthorn Hall, which was not used as a residence hall in the 2004-2005 academic year due to low enrollment demand).~~ in Fall Term 2014, housing capacity was 4,846 in residence halls and Orchard Court Family Housing. 1997 fall term, student occupancy in residence halls, cooperative houses, student family housing, the College Inn, fraternities and sororities totaled 4,430. Total housing capacity in these units was just over 6,100, and thus exceeded occupancy by over 1,600 units.*

9.7.d *Long range forecasts of student enrollment growth have not always proven to be accurate; therefore, these forecasts are not a reliable **measure of means of predicting** impacts to the community.*

9.7.e *There are approximately 140 acres of land zoned medium density residential and 85 acres of land zoned medium high residential within a 1/2 mile of the main OSU campus, all of which has some potential for rezoning to a higher density.*

*Development and redevelopment in higher density zones near the University has largely been designed to serve students, rather than **family and employee housing types families and employees in the community,** which has led to livability concerns in some neighborhoods.*

## **Staff Discussion**

In Council discussion it was noted that the capacity of student housing on campus is subject to operational decisions by University decision makers, and is not necessarily an accurate reflection of housing capacity. Staff agree with this comment, and further note that Finding 9.7.b is intended to provide information about housing capacity on campus at a given time, rather than comparative information about housing capacity in separate years that could be the result of operational decisions and not reflective of an increase or decrease in capacity. For these reasons, staff propose to strike the additional information in 9.7.b, above, resulting in a Finding that reflects the housing on campus in Fall of 2014, without comparisons or assumptions about what that capacity reflects.

Staff recommend the above revision to Finding 9.7.d, because the first part of the sentence refers to forecasts of student enrollment. Staff believe that revising “measure of” (present tense) with “means of predicting” (future-oriented) better reflects the purpose of the Finding.

9.7.e is proposed to be amended to say that development has “largely” been designed to serve students. Staff think this is a more accurate reflection of development trends near the University. Staff propose to replace some of the language in the second part of the sentence as shown above, for consistency in syntax.

## **Proposed New Findings**

*9.7.n OSU’s enrollment growth from 2004 to 2015 was not matched by construction of housing for students on campus. The dual enrollment program has allowed a number of students to attend a community college their first two years before transferring to OSU to complete their degree. The University has predominantly housed freshmen on campus; therefore, increases in overall enrollment haven’t necessarily resulted in an increase in the freshman class enrollment. Historically, OSU has provided limited on-campus housing opportunities for ~~upper class~~ sophomore, junior, and senior class students.*

## **Staff Proposed New Policy**

**9.7.10 The City shall encourage the University to make lower cost on-campus housing options available for students.**

## **Staff Discussion**

Staff recommend the revision to 9.7.n, above, to change the language from “upper class” to the specific class years the Finding is referencing.

There was Council discussion on recommended Finding 9.7.i , which references the cost of seismic upgrades to University residential buildings and the impact on affordable housing on campus. It was suggested that there should be a corresponding Policy directing the University to

provide lower cost housing options on campus. The Policy above directs the City to encourage the University to provide lower cost housing on campus.

## **Article 11. Transportation**

### **11.4 Auto Parking**

#### **Proposed New Findings**

*11.4.h Parking needs may reasonably be expected to fluctuate through time. ~~There are~~ Demands created by large employers such as Oregon State University ~~that~~ have changed dramatically in the past and may do so again in the future.*

*11.4.m People have various needs for parking on streets to reach a job, obtain services, purchase goods, visit or provide services to businesses and residences, get to places for recreation, and attend events. Thus, parking rules must accommodate a variety of needs of Corvallis residents, businesses, and ~~transients~~ visitors to the community.*

#### **Staff Proposed New Findings**

*11.4.0 Lack of desirable (convenient and affordable) on-campus parking may externalize University parking demands on residential neighborhoods surrounding campus.*

*11.4.p The utilization rate of campus parking is dependent, in part, on University decisions concerning location, permit prices, use designation, allocation priorities, and shuttle service levels.*

#### **Staff Discussion**

Staff recommend the changes to Findings 11.4.h and 11.4.m, above for consistency in syntax, and to change the term “transients” to “visitors”.

Staff propose new Findings 11.4.o and 11.4.p, in response to Councilor comments, and issue # 10 on the Remaining Issues list, that relate to student and employee use of on-campus parking. It was noted that use of parking on campus is affected by University policy decisions regarding pricing, location, convenience, and availability, and that those decisions can create off-campus impacts to on-street parking in surrounding neighborhoods.

### **11.7 Transit**

#### **Proposed New Findings**

*11.7.i In 2016, the Corvallis Transit System (CTS) charges no fares. The increase in use of the CTS by students has affected certain CTS routes, contributing to overcrowding.*

~~11.7.j The limited frequency of service and inconvenience of connections has limited transit ridership.~~

11.7.j Transit ridership is impacted by frequency of service, and by the availability and convenience of transit connections.

## Proposed New Policy

11.7.8 A study of ~~student~~ use of the CTS shall be performed to assess the need for additional routes to serve students and residents. OSU shall partner with the City for this analysis.

## Staff Discussion

Staff propose to add “In 2016,” to 1.7.i, to provide a contextual point-in-time reference to the information regarding transit fares and corresponding use. Staff also recommend the change to 1.7.j, above, for similar reasons. Considering that operational decisions and changes will impact frequency, availability, and convenience of service, staff think it is more appropriate to recognize that those considerations impact ridership in general. Lastly, staff recommend removal of the reference to “students” in Policy 11.7.8, above, since the entire community impacts the need for additional routes. Staff think it is still appropriate to direct the City and OSU to partner in the system assessment, in order to provide the student/University perspective, and to recognize that routes to and around campus may be a priority for service capacity increases.

## 11.12 Oregon State University Transportation Issues

### Findings

11.12.a *The existing traffic pattern serving Oregon State University has an impact on the community. These impacts include additional through traffic in neighborhoods and higher-speed traffic in residential areas.*

### Staff Proposed New Findings

11.12.j Transportation Demand Management is generally defined as a set of strategies aimed at reducing the demand for roadway travel, particularly in single occupancy vehicles. The City encourages OSU to develop such strategies, and recognizes that in order for parking or transportation demand management strategies associated with new development on the OSU campus to be effective, the location of parking or transportation demand measures in relation to new development should be carefully considered.

11.12.k Policy and programming decisions regarding parking and transportation have a direct impact on Level of Service at intersections on and around campus.

## **Policies**

**11.12.2** The University shall develop and implement a transportation and parking plan that reduces the negative traffic and parking impacts on existing residential areas. Prior to implementation, the City shall review and approve any such plan. Any required traffic and parking studies to evaluate the efficacy of the plan shall be performed at the same peak time each year.

**11.12.12 In evaluating future on-campus parking requirements, decision-makers should ensure that parking management strategies place a priority on maximizing usage of on-campus parking resources.**

## **Staff Discussion**

Staff have included Finding 11.12.a, above, for discussion in response to Councilor comments in Attachment B of the City Council work session meeting minutes (Attachment B of this report). This is existing language in the Comprehensive Plan and there are no proposed changes. There was a recommendation to include a new Finding to state that University-related cut-through drivers cause excessive trips on local streets. In considering the recommendation, staff noted that the existing Finding acknowledges the impact of University-related traffic on residential streets, and think that this consideration has been sufficiently noted in the Comprehensive Plan.

Staff recommend the new Finding 11.12.j, above, in response to issues # 2 and 4 on the Remaining Issues list (Page 32 of **Attachment C**). Issue # 2 calls for a definition of Transportation Demand Management, and issue # 4 suggests that transportation demand management strategies associated with new development on campus must be located in areas that provide effective mitigation for the impact of new development. Staff have provided a general definition of transportation demand management that is generally accepted by the traffic engineering field. A more specific definition with parameters and expectations may be appropriate to include in future updates of the Land Development Code or other Municipal ordinances. Staff included the reference to locational strategies relative to transportation demand management and new development on campus, but did not include this as a requirement, since there currently is no Policy or other procedural standard that would require specific management strategies.

The Council commented on Level of Service (LOS) concerns at intersections around the University, and suggested a new Finding to reference this issue. Staff note that there are several failing intersections on and around campus, but that LOS concerns are an issue city-wide. Staff propose the new Finding 11.12.k, to acknowledge that LOS issues are related to policy and programming decisions, which are made on a city-wide basis as part of long term transportation planning strategies.

Staff propose to add the language to Policy 11.12.2, above, in response to issue # 11. on the Remaining Issues list that recommends that traffic and parking studies required with development or plan monitoring should be performed at the same time each year.

Staff recommend the addition of Policy 11.12.12, in response to issue # 10. on the Remaining Issues list. The Policy directs future on-campus parking management strategies and procedures to maximize on-campus use of existing parking capacity. This addresses the concern that existing methods of determining required parking with new development incentivize on-campus parking utilization to be managed to remain below capacity.

## **Article 13. Special Areas of Concern**

### **13.2 Oregon State University**

#### **Findings**

*13.2.j Enrollment projections under the 2005 Campus Master Plan were exceeded by 1,883 students, or 7.7% in 2014. ~~In 2004 there were 3,422 beds on campus within residence halls and co-ops, with a fall term on-campus undergraduate enrollment of 15,196. In 2014, on-campus fall term undergraduate enrollment was 20,312, and there were 4,846 beds provided in on-campus housing.~~*

*13.2.q Private businesses that operate on campus in coordination with OSU, but serve the larger community, have led to concerns that City development requirements that would have been applied outside the OSU Zone were not met.*

*13.2.r Some members of the public have expressed concern that there has been inadequate public review of development on campus. Review of permitted uses in the OSU District is warranted to identify uses that may require Conditional Development Permit review in order to respond to the potential for neighborhood livability impacts.*

#### **Proposed New Policies**

13.2.6 The city and OSU shall closely coordinate land-use actions that have the potential to impact either the University or the surrounding community. Monitoring programs shall be established to determine whether conditions and assumptions underlying the OSU Plan are valid on an annual basis. These monitoring programs can occur anywhere in the community. If conditions exceed pre-determined thresholds or evidence suggests that metrics are not tracking conditions of interest, a review of the OSU Plan shall be implemented even if the planning period has not expired. If necessary, adjustments shall be implemented. The mechanism shall be binding on both OSU and the City through LDC language or some other means.

**13.2.7 The City and OSU should establish a process by which the Planning Commission and/or the City Council review OSU's monitoring data on an annual basis. Monitoring data should include metrics that evaluate the following: parking, traffic, transportation demand management, off-campus impacts of new OSU development, enrollment data for on-campus and off-campus/e-campus student populations, and other relevant information.**

13.2.78 Permitted uses on the OSU Campus shall be primarily University-related. Where public-private partnerships are intended to serve the larger community, a public hearing review process by the City shall be required for development proposals.

13.2.89 The City encourages OSU to develop a means of development decision-making that is more transparent to the general public.

### **Staff Discussion**

There was a Councilor comment regarding Finding 13.2.j, referencing the change in number of beds available on campus between 2004 and 2014, and suggesting that those changes can be caused by operational decisions and not by an actual increase in campus housing capacity. Staff reviewed the Finding and think that the comparative analysis between the two years is not relevant to the intent of the Finding. Staff think the first sentence, referencing the number and relative percent increase in student enrollment over the Campus Master Plan projections is informative and valuable information, and states a current condition at a particular point in time. The comparative information in the remainder of the Finding does not provide particular value, given Council's note that operational decisions can impact capacity, so staff recommend striking that information, as shown above.

Finding 13.2.q was recommended by the PRTF in response to community concerns that certain land use requirements, such as on-site parking per building square foot according to use type, that are applied to private businesses operating in the City off campus, are not applied comparably when those businesses are operating on campus in partnership with the University. In particular the concern was raised in instances when those businesses are operating on campus but also serve the public at large, increasing the impacts associated with that combined service. Staff recommend adding "on campus" to this Finding, to clarify the concern that precipitated the Finding.

Policy 13.2.6 was referenced both in Councilor discussion and in issue # 7 on the remaining issues list. Staff reviewed the recommendations in each of those cases, and have included the directive to require annual review by the Planning Commission and City Council in a recommended new Policy 13.2.7. Staff note that additional detail regarding which plans and strategies to monitor is more appropriate to include in a Land Development Code update to Chapter 3.36, or other regulatory document that would more specifically detail the expectation, parameters, and process, than to include it in the Policy above. Similarly, the Council recommended considering building in exceptions to the required review in cases where there are demonstrated good results, but staff think that exception requires detail that is more appropriately delineated in the Land Development Code or other regulatory document.

Staff have drafted and recommend the inclusion of Policy 13.2.7 in response to issues # 7, 8, and 9 on the Remaining Issues list. The proposed Policy addresses the recommendation that a Policy specify that the Planning Commission and City Council will review OSU monitoring reports annually, and provides direction regarding the type of data and reporting the City will require.

Staff amended the numbering of Policies 13.2.7 and 13.2.8, to accommodate the addition of the recommended new Policy 13.2.7, above.

Finally, in response to a Council request for clarification regarding transparency in OSU's decision-making regarding development, staff recommend the additional language "to the general public."

## **13.4 Oregon State University Open Space and Resource Lands**

### **Findings**

*13.4.h Oregon State University agricultural runoff and agricultural activities could degrade the water quality of Oak Creek and ~~Squaw~~ Dunawi Creek and negatively impact stream system integrity.*

### **Policies**

**13.4.6** OSU shall continue to prevent harmful agricultural runoff from entering local streams and avoid agricultural activities that ecologically impair the Oak Creek and ~~Squaw~~ Dunawi Creek systems.

### **Staff Discussion**

The proposed changes above recognize the USGS-approved name "Dunawi Creek."

### **SUMMARY AND REQUESTED ACTION:**

Staff have provided the discussion and analysis above for transparency and clarity with respect to staff consideration of suggested or recommended changes, and staff's conclusions and recommendations. Decision makers are requested to take this analysis and recommendation into consideration, and decide whether to incorporate some or all of the changes recommended by staff in the Comprehensive Plan Text Amendment. Note that, in an effort to provide decision makers with all relevant recommendations and Findings of Fact, the changes discussed above have been incorporated into the Findings of Fact, conclusions, and recommendations contained in the staff report to the Planning Commission and City Council. Any changes made to the recommendations discussed in this memo will need to be reflected in the applicable Findings of Fact and conclusions adopted by the City Council for CPA15-00001.

Staff also note that this memo does not contain complete responses to every issue raised on the Remaining Issues List or by Councilors in their consideration of the PRTF recommendation. In general, staff discussion has been limited to specific changes made, or in some cases, not made by staff. Staff are available for discussion and to answer any questions from decision makers regarding other issues raised but not evaluated here, as well as the contents of this report.

**CITY OF CORVALLIS  
COUNCIL WORK SESSION MINUTES  
November 12, 2015**

The work session of the City Council of the City of Corvallis, Oregon, was called to order at 6:33 pm on November 12, 2015 in the Madison Avenue Meeting Room, 500 SW Madison Avenue, Corvallis, Oregon, with Mayor Traber presiding.

I. CALL TO ORDER

PRESENT: Mayor Traber; Councilors Baker, Beilstein, Brauner, Bull, Glassmire, Hann, Hirsch (7:12 pm), York

ABSENT: Councilor Hogg (excused)

II. UNFINISHED BUSINESS

A. OSU-Related Plan Review Task Force – next steps

Mayor Traber noted items at Councilors' places, including a OSU-Related Comprehensive Plan (CP) Amendment Process Flowchart (Attachment A) and a handout from Councilor York entitled *OSU-Related Comp Plan Review – draft proposed revisions to finding and policies* (Attachment B).

Task Force Chair Gervais provided an overview of the Task Force's work and recommendations as included in the work session meeting packet. She said a representative from OSU attended nearly all of the Task Force's meetings and the Task Force received thoughtful input from the public. Mayor Traber and Councilors expressed appreciation for the Task Force's work.

In response to Councilor Hann's inquiry, Ms. Gervais noted broad issues were outlined in *Remaining Issues to be Addressed in Updates to the Comprehensive Plan or Implementing Documents*, which was included in the work session meeting packet. Councilor Hann said a common concern raised by the public related to a lack of monitoring of OSU's current Master Plan over the past ten years. The Task Force believed it was important for the Land Development Code (LDC) to include detailed methods for evaluating the progress of OSU's new District Plan.

In response to Councilor Bull's inquiry, Ms. Gervais said the Task Force's work was presented as a package. Ms. Gervais recommended forwarding the entire package to the Planning Commission, and eventually to the Council, for review and public input.

In response to Councilor Baker's inquiry, Ms. Gervais said the Task Force believed housing, livability, and transportation were the primary areas to be addressed. Councilor Hann noted those issues were initially identified through the OSU/City Collaboration Project. Ms. Gervais said the most pressing need was to provide OSU with guidelines timely so it could develop its next District Plan.

Councilor Brauner referred to the flow chart on page 37 of the electronic work session meeting packet, noting the first step was to initiate the amendment process; discussions about details would come later.

In response to Councilor Glassmire's inquiry, Ms. Gervais did not believe the CP was a vehicle to address student misbehavior, other than connecting it to general livability issues.

Councilor Beilstein observed that the Employment and Economic Development section did not mention that Corvallis' commute rate was 70 percent. He said Corvallis was an employment center; however, there were not enough residences to accommodate workers. He said the economic benefits of tourism were highlighted in the Visitor and Conference Activities section; however, there was no recognition of the resultant costs to the community. He believed the expenses the City incurred during OSU home football games exceeded the benefits provided by those who attended the games, and it was appropriate to recognize the adverse affects OSU had on the community. Ms. Gervais said the Task Force did not address issues that did not have an existing policy area to inform. Councilor Beilstein opined the commute rate and tourism costs should be included in the findings and policies. He noted that declining funding for Community Development Block Grants impacted affordable housing efforts. He did not understand why item 9.5.j., *Options to increase housing included inclusionary housing programs*, was suggested in the Housing section, as that tool was precluded by State law.

In response to Councilor Hann's inquiry, Ms. Gervais agreed that a common concern with OSU's current Master Plan was that monitoring activities were not communicated back to the Council. She added that in hindsight, the wrong metrics were being collected. For the new District Plan, a formal, flexible feedback mechanism for the Council was needed to ensure that monitoring could evolve to meet changing needs over time.

(Councilor Hirsch arrived at this time.)

Councilor York said public comments from the Task Force meetings were helpful and she agreed with presenting the Task Force's recommendations to the Planning Commission as a package. She then reviewed her perspectives on the recommendations as listed in her handout (Attachment B).

Councilor Bull agreed with Councilor York's view on the broad issues outlined in Attachment B. She believed OSU was impacting housing throughout the city, and perhaps beyond the city limits. She wanted more information about which problems the Council was trying to solve in the immediate future.

In response to Councilor Baker's inquiry, Mayor Traber and City Manager Shepard agreed the Vision and Action Plan work would drive the overall CP update.

Councilor Hann said the Task Force tried to identify areas where data was needed and he agreed with the need for clear guidelines about monitoring and reporting; however, he believed that was an area for communication between Council and staff and he did not believe such detail was appropriate for the CP or the LDC.

Councilor York said if the CP specified that monitoring was to occur, she wanted it to also specify how Council would use the information, such as what action would be taken if a standard was not met.

Councilor York referred to Land Use Guidelines 3.2.i.: *Land within the Urban Fringe contains large contiguous Oregon State University agricultural and forestry land areas.*

*The ability of these areas in support of instruction/research and extension activities requires that these large areas must be maintained free from division into small land parcels.* She believed it was possible to shift land uses without necessarily undermining OSU's mission and preferred that the last sentence read: *The use of these lands may impact the mission of the University and should be considered with caution.* In addition to increased student enrollment, one of the major factors facing the community was that OSU's use of land has pushed some of the needs that supplement the University's work, such as housing and transportation, out to the neighborhoods. She hoped OSU's new District Plan would consider whether all of its agricultural lands should continue to be configured exactly as they are now, or if the lands could be reconfigured and still be consistent with OSU's mission and newer instruction practices. She preferred that this element not be restricted as a finding.

Councilor Hann said one issue the Task Force debated related to large parcels of land in Benton County, which were outside the jurisdiction of the City's CP. There were concerns about the potential for development of those lands and how that would impact the City. Councilor Brauner said the CP could discuss land use plans within the Urban Growth Boundary; however, the LDC only applied to land within the city limits.

Councilor Brauner supported forwarding the Task Force's recommendations to the Planning Commission. He noted Council would have an opportunity to discuss details after the Planning Commission completed its review. He believed the Task Force had addressed the applicable major policy areas and noted at this stage, Council was just initiating the process.

Councilors were supportive of forwarding the Task Force's recommendations to the Planning Commission. The December 7 Council meeting agenda will contain an action item to initiate the process.

Councilor Bull requested that the staff report to Council on December 7 include a summary of the proposed process starting at the Planning Commission level so expectations are clear.

Mayor Traber recessed the meeting from 7:40 to 7:45 pm.

#### B. Council Self Evaluation

Councilors agreed with Mayor Traber's observation that, based on the evaluations, Councilors appeared to have mutual respect for each other and how they worked together as a Council.

Councilors discussed the length of Council meetings and the amount of conversation that occurred during Visitors Propositions. They were supportive of the Mayor providing an introductory statement on behalf of the entire Council to thank people for speaking to the Council, rather than having individual Councilors express appreciation to each person who provided testimony. Asking visitors to clarify their statements was acceptable; however, it was important to not let clarifications drift into deliberations. Making eye contact and being attentive to the person speaking was one way to show appreciation for the visitor's attendance. Issues raised by visitors that were not on the agenda could be raised again during Councilor reports. If no Councilors raised an issue at that time, it could be assumed there was no interest in pursuing it. Councilors agreed it was valuable

to remind visitors that Government Comment Corner was an opportunity to speak to a Councilor in depth about a specific topic.

Councilors briefly discussed Council's workload. Mayor Traber noted a work session was anticipated for January to discuss Council workload and processes. He asked Councilors to forward their suggestions to staff for inclusion in the work session meeting packet.

Councilors agreed that Councilor York would work directly with the City Manager, Municipal Judge, and City Attorney on the content of their evaluation instruments. She will provide results of the review to the full Council. Councilors also agreed with Councilor Baker's suggestion to include Department Directors in the Council evaluation process. Councilors supported adding the Mayor to the Council evaluation instrument.

C. Other Councilor Topics

Councilor Hann advocated for better training and direction for advisory board and commission members. He was concerned that some members may not understand their roles. Councilors briefly discussed staffing and other resource needs for the Community Involvement and Diversity Advisory Board. Mayor Traber suggested Councilors consider those needs during the upcoming budget process.

III. ADJOURNMENT

The meeting adjourned at 8:20 pm.

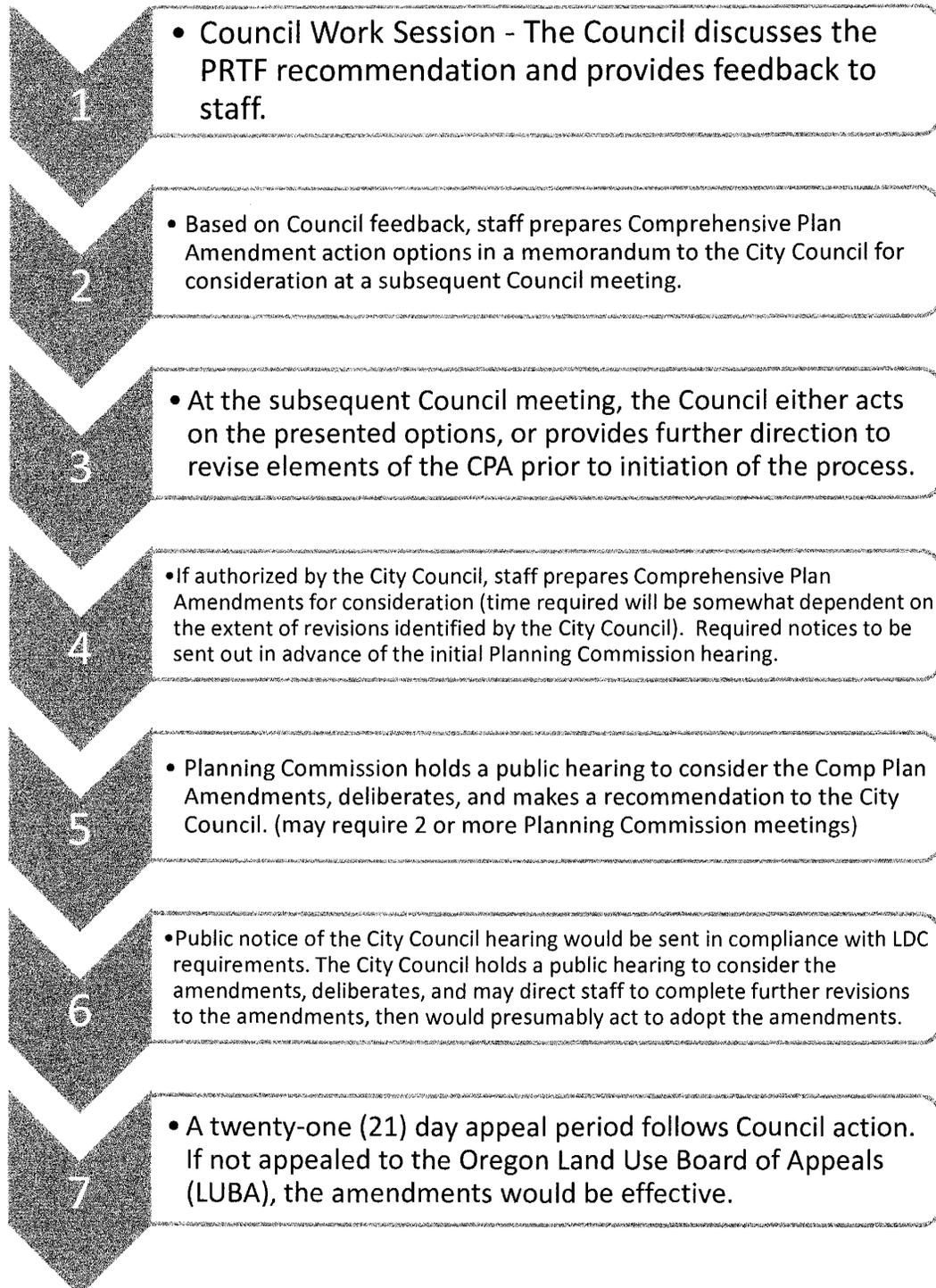
APPROVED:

  
\_\_\_\_\_  
MAYOR

ATTEST:

  
\_\_\_\_\_  
CITY RECORDER

## OSU-Related Comprehensive Plan Amendment Process Flowchart



ATTACHMENT  
A

## Urban related comp plan review – draft proposed revisions to findings and policies

### Findings should be:

- Concise (keep the length of the whole document as short as practical)
- Accurate (and use latest data)
- Relevant (ie useful as a basis for understanding the category and land use implications)
- Balanced (ie neither skewed to the negative nor the positive, a good reflection of the conditions. No fluff; no digs.)
- And, whenever possible, open to a variety of policy and operational approaches.

### Good issues to consider now (not comprehensive and not prioritized):

- If we say “the City shall”, we need to be prepared to do it. That item needs to go into a departmental workplan with the highest priority.
- How do we define master plans or districts? How are they treated in Comp Plan?
- When monitoring is required in the comp plan there needs to be clarity about who will be responsible for doing that work, what standards are to be met, and how (OSU?) will mitigate or otherwise alter their activities so as to meet the standards. This requires we differentiate between aspirational goals and concrete standards (should/may, vs. shall?)
- Are we establishing our approach to solving land use problems related to OSU, and doing it in a way that is clear, concise and helpful? If others read the document, can they discern what we are trying to accomplish?

### Good issues for later (major comp plan review and revision after Vision Action Plan is complete)

- What we mean by “livability”, how we are going to measure it (PSU in the Vision Action plan?), how we are going to monitor the measures, how we are going to act when the measures aren’t met (or how we are going to incentivize others to help us achieve a reasonable standard of livability). Or drop it.
- How do we address complex, multi-category problems?
- Dan’s editing critique: vague meanings and ambiguous terms, advice for another government agency, passive voice, data without conclusions, City obligated to spend money, matter of opinion (no data to support), editing for meaning (are we avoiding saying what we mean, or is the phrasing just awkward).

### Specific, significant findings and policies to consider adding or revising: *(my comments in italics)*

#### Land Use guidelines

- 3.2.i Land within the Urban Fringe contains large contiguous Oregon State University agricultural and forestry land areas. The ability of these areas in support of instruction/research and extension activities requires that these large areas must be maintained free from division into small land parcels. *I think that it is possible to shift uses without necessarily undermining the mission of the institution. I’d prefer to substitute “the use of these lands may impact the mission of the University and should be considered with caution” for the second sentence.*

#### Economy

- 8.2.d The stability of Corvallis and Benton County’s economy is dependent on a few major employers in a few economic sectors (etc.) *The last line should be separate as an additional finding:*
- 8.2.x *two of the three top employers in the City are non-profit organizations, which do not pay property taxes.*

ATTACHMENT  
B

- 8.4 Education -- *why are new findings (8.4.d – 8.4.g) listed here, rather than under 8.2, Employment and Economic Development? Could these be edited down to be concise, relevant and balanced?*
- Policies – 8.4.1 – 8.4.4 – “The City shall encourage (or support)...” *What does this mean?*
- 8.6.a –j –*Could these be edited to be concise, relevant and balanced?*

#### Housing

- 9.x Federal censuses report a decrease of non-student residents in Corvallis.
- 9.4 – *a lot of data here. Is it all related to OSU? If not, wait to include it when we do the major revision. There isn't a mention of the ECONorthwest study. Was there anything there related to OSU?*
- 9.7.b – According to information collected by OSU University Housing and Dining Services, during the 2004 Fall term, ...*mentions the increase of capacity in housing in residence halls. However this increase was primarily a result to putting an extra bed in each room (operational) rather than due to development. This change is easily reversible. Strike it or clarify.*
- 9.7.i - The availability of traditional lower cost on-campus student housing, including co-ops, has been reduced for a variety of reasons, including the cost of needed seismic upgrades. – *the buildings are still used and (I believe) have not been upgraded. This is unbalanced. – it needs a related policy such as “encourage the University to make available lower cost housing options for students.”*

#### Transportation

- 11.2.16 – Transportation requirements associated with development must be clear, measurable, and carefully monitored for effectiveness. *ALSO – there needs to be a mechanism to enforce adjustment when effectiveness is not achieved.*
- 11.4.x Lack of desirable (affordable and convenient) on-campus parking externalizes OSU commuter parking to residential neighborhoods surrounding campus.
- 11.4.x Surface parking can be converted easily into other uses after demand for parking is reduced by TDM measures.
- 11.4.x The utilization rate (90%) in campus parking lots is not a valid measure of demand for commuter and visitor parking because this measure also depends on University decisions concerning location, permit prices, use designation, allocation priorities, and shuttle service levels.
- 11.4.j “the City Council’s plan to expand residential parking districts, which was considered through the referendum process, did not gain widespread support from voters in 2014.” – *Would readers in future years conclude that the referendum just barely passed or just barely failed?*
- 11.x Currently several intersections around campus do not meet Level-of Service (LOS) standards.
- 11.x University-related, cut-through drivers cause excessive trips on local streets. This improves LOS performance but decreases livability.

#### Special areas of concern

- 13.2.j – *comparing the number of beds on campus from 2004 to 2014 (3,422 to 4,846) is misleading. Most of that change, again, is from operations and could be altered at any time. Or are we suggesting a policy or LDC language requiring the number of beds in residence halls? Repetition of 9.7.b?*
- 13.2.6 – *monitoring and adjustments – consider built in exceptions for good results – could shift burden of proof to OSU, reducing City requirements to monitor and enforce.*
- 13.2.8 The city encourages OSU to develop a means of development decision-making that is more transparent... *ADD: to the general public.*
- 13.4.h, 13.4.6 – *The term ‘Squaw Creek’ is offensive to many. Has this been changed by the state?*

TO: Mayor and City Council for November 2, 2015  
FROM: Kent Weiss, Interim Community Development Director  
DATE: October 27, 2015  
THROUGH: Mark W. Shepard, P.E., City Manager  
SUBJECT: Recommendations of the OSU Comp Plan Task Force



Action Requested:

Staff request that the City Council receive the OSU-Related Comprehensive Plan Review Task Force's final recommendations for consideration at your November 12, 2015 work session.

Discussion:

The OSU-Related Comprehensive Plan Review Task Force (OSU PRTF) was formed on January 20, 2015, following a January 13, 2015 joint work session with the City Council and Planning Commission. The Task Force was formed to evaluate existing Comprehensive Plan Findings and Policies related to Oregon State University; to determine if those Findings and Policies are sufficient to address recent issues surrounding OSU's growth; and to make recommendations regarding changes to those Findings and Policies, if deemed necessary. Mayor Traber appointed three City Councilors (Councilors Bull, Hann, and Hogg) and four Planning Commissioners (Commissioners Sessions, Woods, Woodside, and Chair Gervais) to serve on the Task Force. The Task Force began meeting on February 9<sup>th</sup> and has held fifteen public meetings, including a public comment opportunity on June 22, 2015. A significant amount of verbal and written public testimony was provided to the Task Force. The Task Force has considered all public testimony; reviewed current Comprehensive Plan Findings, Policies and other OSU-related information; discussed issues of community concern; and completed the development of a package of recommended amendments to Comprehensive Plan Findings and Policies. The attached materials include:

1. An October 5, 2015, letter from Task Force Chair Jennifer Gervais that transmits the recommendations to the Mayor and City Council, and discusses some considerations for subsequent planning processes.
2. A memorandum from Task Force Chair Jennifer Gervais describing the process used by the Task Force for the development of the recommendations.
3. Proposed Revisions to Comprehensive Plan Findings and Policies
4. A supplemental list of Remaining Issues to be Addressed in Updates to the Comprehensive Plan or Implementing Documents.

The City Council is scheduled to consider the OSU PRTF recommendations at your November 12, 2015 work session.

Budget Impact

No budget impact is anticipated at this time.

October 5, 2015

Dear Mayor and City Council,

The OSU-Related Task Force completed its charge in late September. You will be receiving the proposed amendments to the Comprehensive Plan, a document briefly describing the process we followed to develop those proposed changes, and an unresolved-issues list that the Council may wish to consider as the process moves forward. These are topics that the Task Force felt were beyond our scope of work, but that warranted discussion and possible action.

In addition to those concerns, the Task Force spent much of its final meeting discussing how we might suggest the City Council proceed with the adoption of the changes. We would like to draw your attention to the timing of this process, as simply adopting the new CP language without regard to the timing of such an action may create some difficulty.

The Land Development Code amendments will need to be supported by the Comprehensive Plan polices, so the adoption of the new pieces of the Comprehensive Plan will need to precede adoption of any new LDC language. However, the Interim Agreement must also be considered, as will the timing of the OSU District Plan update.

If a concurrent process of adopting the changes to the CP while drafting new language for the LDC is undertaken, there will need to be a process developed to ensure that any changes to the CP are reflected in new edits for the LDC.

Concerns were raised during our discussion about the possibility that OSU simultaneously bring forward proposed LDC language for a revised Chapter 3.36 and its new District Plan. Lack of transparency in that process in the eyes of the community may make that problematic. On the other hand, OSU will need some time to respond to the new regulations in the drafting of the new District Plan. However that process unfolds, some thought needs to be given as to how to engage OSU in the process of revising regulations and arriving at a District Plan that will meet the needs of both Corvallis and OSU.

The Task Force agreed to recommend that the City Council initiate a process to consider the recommended Comprehensive Plan revisions. We have no recommendation regarding the precise path forward, other than to urge the City Council to carefully consider the interplay of the issues we identify above. The Council may wish to engage with City staff and OSU leadership to chart a course towards satisfactory resolution of these issues.

I will be available to answer any questions you may have regarding the Task Force's work.

Sincerely,



Jennifer Gervais  
Chair, OSU-Related Task Force

## Process Used by the OSU-Related Task Force, Spring-Summer 2015

The City Council voted to initiate a legislative review of the Comprehensive Plan at its December 1, 2014 meeting, although no decisions regarding the details were reached. The legislative review was to be limited in scope to policies and findings related to Oregon State University. In a memorandum from Ken Gibb dated January 9, City staff outlined several considerations and potential options for accomplishing the task (memorandum from Ken Gibb, January 9, 2015).

The mayor appointed four planning commissioners and three city councilors to the task force on January 20. The charge was “to review concerns about community impacts related to Oregon State University development. This review may lead to a recommendation to the City Council for legislative land-use changes. The initial charge to the task force is to draft their scope of work.”

Accordingly, the Task Force convened on February 9, 2015 to define the scope of work, set procedures and protocols for the meetings, and determine how to proceed with the review. At that meeting, City Attorney Coulombe explained the potential issues with going straight into an overhaul of Chapter 3.36 in the Land Development Code. The decision was made by the Task Force that a legislative process would be most appropriate, so that concerns about ex-parte contacts and other issues with the quasi-judicial process could be avoided. This would preclude updating LDC 3.36. In addition, the Comprehensive Plan is the foundational document for the Land Development code. For these reasons, the Task Force determined that it would focus on updating the Comprehensive Plan. The Task Force also determined that one check-in with Council was appropriate, particularly because each standing committee of the Council was represented in the Task Force membership.

The Task Force therefore defined the scope of work as a legislative review of the Comprehensive Plan policies and findings that pertain to OSU. The Task Force determined that it would identify relevant policies in the Comprehensive Plan, gather information including previous findings with the assistance of staff, and make recommendations for potential changes and additions to the current Comprehensive Plan. Once the package of recommendations had been completed by the Task Force, the City Council will need to determine how they wished to proceed.

To start the process, staff provided a list of what they considered relevant policies and findings, in addition to a list created by searching the Comprehensive Plan document for the words “Oregon State University.” In addition, staff provided copies of the Collaboration Task Force’s recommendations in a matrix format indicating issues, suggested actions, and progress. We assigned sections of the Comprehensive Plan to Task Force members for identification of policies or findings that related to OSU that were not already identified by staff in either of their lists. We also made requests of staff for information that would support either updated or new findings and policies. We then reviewed the material so identified in addition to public testimony in subsequent meetings. These three-hour sessions were held February 26, March 12, March 31, April 13, April 27, May 14, May 28, June 8, June 22, July 9, July 14, August 24, and September 17. Each of these meetings provided opportunities for public input. David Dodson of Oregon State University was present at nearly every meeting. He provided additional information and edits to the draft changes.

Progress was slow, because of the detailed discussion that frequently arose regarding meaning, intent, wording, evaluating how findings supported policies, and whether policies made sense in the context of providing a framework for Oregon State University's District Plan. We worked hard to provide direction and scope in such a manner that potential solutions or specific policies would not be precluded by the language of our suggested changes. In addition to the material identified by staff and individual task force members, we carefully and thoroughly reviewed public testimony. In all cases, we made decisions by consensus.

The City Council received an update from the Task Force on March 23, 2015. The public at large provided comments on the completed draft of the updated Comprehensive Plan findings and policies on June 22. The Task Force has finished the additional testimony and edited the draft as needed.

We used the opportunity of reviewing the Comprehensive Plan to identify policies or findings that were severely out of date, or that required minor changes (Dunawi Creek was still identified as Squaw Creek, for example). Therefore, some of the suggested changes will not relate directly to Oregon State University. Given that it is likely that another two years might elapse before the new version of the Comprehensive Plan is drafted, we took the opportunity to bundle some simple updates with the more substantive changes. In addition, various issues that we identified as needing careful consideration prior to revising Chapter 3.36 have been compiled for Council review.

# OSU-Related Comprehensive Plan Review Task Force – Draft Proposed Revisions to Findings and Policies (Version 6.1)

The following revisions to Comprehensive Plan Findings and Policies related to Oregon State University are recommended by the OSU-Related Comprehensive Plan Review Task Force. Over the course of sixteen meetings between February and September of 2015, the Task Force received and considered public testimony, discussed issues, and developed the following recommended revisions to Comprehensive Plan Findings and Policies.

Within the following Findings and Policies, language proposed for deletion is indicated by ~~strikeout~~, and new language proposed for inclusion is identified by double underline. Completely new Findings and Policies are identified by heading, as well as double underline. In addition to new Findings and Policies, the following document also contains all current Comprehensive Plan Findings and Policies that relate to Oregon State University, as identified by staff. Some current Findings and Policies are proposed to be changed, and some are not.

## **Article 3. Land Use Guidelines**

### **3.2 General Land Use**

#### **Findings**

- 3.2.c *Continued cooperation among Corvallis, Benton County, Linn County, and Oregon State University is important in the review of development. This should help to ensure compatibility between uses on private and public lands. In particular, cooperation is necessary to prevent simply shifting land-use conflicts from one entity to another.*
- 3.2.i *Land within the Urban Fringe contains large contiguous Oregon State University agricultural and forestry land areas. The ability of these areas in support of instruction / research and extension activities requires that these large areas must be maintained free from division into small land parcels.*

#### **Proposed New Policy**

3.2.9 OSU should consider being a community leader in carbon smart programs and transportation demand management that benefits the larger Corvallis community.

## **Article 5. Urban Amenities**

### **5.2 Community Character**

#### **Findings**

*5.2.c Natural features, such as rivers, streams, and hills, or manmade features, such as highways, major streets, and activity centers (downtown and Oregon State University), act as either boundaries or as internal features for several distinct neighborhoods within the Corvallis Urban Growth Boundary.*

#### **Proposed New Findings**

*5.2.f In an attempt to keep University students close to campus, the surrounding neighborhoods have been zoned for higher density. With increased enrollment at the University, the surrounding neighborhoods have redeveloped at higher densities.*

*5.2.g City zoning allowed for the redevelopment of single-family homes in the neighborhoods surrounding OSU and, accordingly, the growth of student-oriented complexes. While these student-oriented complexes help reduce vehicle trips to campus, they can also alter the character of the older single-family neighborhoods.*

### **5.4 Historic and Cultural Resources**

#### **Findings**

*5.4.a There are a number of inventories of buildings with historic significance located within the Corvallis Urban Growth Boundary, including those developed by the State Historic Preservation Office and the State Board of Higher Education. As of 1998, 375 inventories of historic sites and structures had been conducted in Corvallis. They identify the 26 Corvallis structures on the National Historic Register, 12 structures on the Oregon State University campus, and many other buildings as having historic significance. In 1989, the City created the Corvallis Register of Historic Landmarks and Districts which contains 85 properties. The City will be adding properties to this listing on an ongoing basis.*

*5.4.b Structures of historical significance in Corvallis include: commercial buildings generally found within the central business district core; residences located throughout older neighborhoods; industrial and religious buildings; and public buildings generally located on the Oregon State University campus and downtown.*

5.4.g *The region's cultural needs are served by Oregon State University, Linn - Benton Community College, the Corvallis Arts Center, Corvallis School District 509J, the Majestic Theater, the City of Corvallis, and other cultural groups. There is currently no designated "agency or organization" to coordinate cultural events and activities in Corvallis.*

### **Proposed New Findings**

5.4.l *Downtown neighborhoods have characteristics that include large street trees, wide planting strips, and a large proportion of buildings dating from the 1940s and earlier.*

5.4.m *The lack of progress on historic inventory and preservation work, has failed to protect older neighborhoods in the vicinity of Oregon State University and downtown.*

5.4.n *OSU maintains an inventory of historic resources on campus for the review and use of the City of Corvallis and the locally designated landmarks commission, currently the Historic Resources Commission, as of August, 2015.*

### **Policies**

5.4.8 The first priority for historic inventory and preservation work shall be older neighborhoods, especially those bordering the downtown and the Oregon State University campus.

### **Proposed New Policies**

5.4.17 *Specific codes may be adopted and applied to discrete areas of the city in order to preserve desired historic neighborhood characteristics. This may require rezoning or identification of historic resources not yet formally identified as Historic Structures.*

5.4.18 *The City shall evaluate zoning patterns in the neighborhoods near OSU, with the intent of balancing density goals with preservation of neighborhood character.*

## **5.6 Parks and Recreation**

### **Proposed New Finding**

5.6.w *The University offers many recreational opportunities.*

### **Policies**

5.6.6 The City shall continue to use cooperative agreements with the Corvallis School District 509J, Benton and Linn Counties, Linn - Benton Community College, Oregon State University, and other leisure service providers to ensure that adequate recreation and open space lands and facilities will be provided.

## Proposed New Policy

5.6.20 The City will work closely with OSU to develop the potential for recreational opportunities on campus that serve the larger community.

## Article 7. Environmental Quality

### Proposed New Findings

7.2.i Car dependence increases pollution, reduces air and water quality, causes public health problems, raises safety issues, and adds to global climate change.

7.2.j The State of Oregon has a greenhouse gas goal of a 75% reduction from 1990 levels by 2050.

7.2.k Car dependence requires land for infrastructure. On average, 20% of the land in cities is devoted to streets, not including land in parking lots, driveways, and garages.

### Proposed New Policies

7.2.7 OSU and the City shall explore options for reducing carbon emissions.

7.2.8 To reduce greenhouse gas emissions, improve livability, and improve environmental quality, OSU and the City shall work together to reduce car dependence.

## Article 8. Economy

### 8.2 Employment and Economic Development

#### Findings

*8.2.d The stability of Corvallis and Benton County's economy is dependent on a few major employers in a few economic sectors, i.e., Oregon State University and Hewlett-Packard; other local, State, and Federal government employers; firms engaged in electronics, forest and agricultural products; consulting and medical services; and retail businesses. In 1996, the twelve largest employers in Benton County were located in Corvallis, representing nearly half of the total employment in the County.*

*The stability of Corvallis and Benton County's economy is dependent on a few major employers in a few economic sectors, i.e., Oregon State University, Samaritan Health Services, and Hewlett - Packard; other local, State, and Federal government employers; firms engaged in electronics, forest and agricultural products; consulting and medical*

services; and retail businesses. In 2014 the 10 largest employers in Benton County were located in Corvallis, representing 41% of the total employment in the County. Two of the three top employers in the City are non-profit organizations, which do not pay property taxes.

## **Proposed New Finding**

8.2.p Seven of the top twenty Benton County property tax payers in 2014 were owners of multifamily residential developments in Corvallis.

## **8.4 Education**

### **Findings**

- 8.4.a *State and local education represents the most significant sector of Benton County's economy, with approximately one-fourth of all County jobs in this sector. This sector provides a stable economic and employment base for Corvallis and is three times the State average.*
- 8.4.b *Oregon State University is consistently rated among the top Universities in the nation in the areas of forestry, agriculture, computer science, engineering and pharmacy. A significant portion of the nation's research in the fields of forestry, agriculture, engineering, education, and the sciences takes place at Oregon State University. ~~Changes in Oregon State University employment will be affected mainly by research activities.~~*
- 8.4.c *Oregon State University will continue to develop new technology in both "high-tech," and "bio-tech" renewable resource based industries.*
- 8.4.d *~~Oregon State University undergraduate students are attracted to the university for its programs and its location. Support for students' convenient retail shopping and entertainment needs will be one key to improving on OSU's attractiveness to new undergraduate students. Undergraduate students, per person, contribute as much as \$11,000 each year to the local economy through the employment of University faculty and staff who live in the local area and the purchase of goods, food, and services from local businesses.~~*

*In addition to the economic impact of student expenditures in the Corvallis area, Oregon State University's operations in Corvallis (including research, Extension service, 4-H, and other services) contributed more than \$908 million in economic impact in Benton County in 2014, and was responsible for more than 19,400 direct, indirect, and induced jobs. Visitors attending OSU events, athletic competitions, and other campus activities contributed more than \$32 million annually to the Benton County economy in 2014, and were responsible for 430 direct, indirect, and induced jobs.*

## Proposed New Findings

8.4.e Ongoing and emerging development of educational programs impact and provide opportunities for economic growth. Expansion of the robotics and autonomous systems program and engineered wood products are recent examples.

8.4.f The OSU Advantage Accelerator (OSUAA) was developed as an important component of the local strategy for economic development activity. The program is designed to facilitate local, for-profit, development of technology and ideas originated by staff and/or students at the University.

8.4.g The Regional Accelerator Innovation Network (RAIN) is a State-funded, collaborative effort between the University of Oregon and Oregon State University to support economic development within the State of Oregon through the utilization of technology and ideas developed at the universities.

## Policies

**8.4.1** The City shall encourage and support Oregon State University as a major education and research center.

**8.4.2** The City shall support Oregon State University to facilitate the transfer from research to business of new technologies developed at the University.

**8.4.4** The City shall encourage collaboration between the Corvallis School District 509J, Oregon State University, Linn - Benton Community College, and local employers to address emerging education and workforce needs of the community.

## 8.6 Visitor and Conference Activities

### Findings

~~8.6.a In 1996, there were an estimated 200,000 overnight visitors to Corvallis, representing the following market segments: business travel and Oregon State University (approximately 54%); visiting friends and relatives (35%); conference and sports (8%); fairs and festivals (2%); and leisure vacationers (1%). The fastest growing visitor market segment is conferences and sports.~~

In 2014 there were 175,000 overnight room nights sold in Corvallis, representing the following market segments: Business travel, Oregon State University meetings and conferences, sporting events, fairs, festivals and leisure. The biggest market segment is known as visiting friends and relatives (VFR). This segment produces significantly less revenue than overnight visitors who stay in commercial establishments. The same can be said for day visitors as well. The exception to the day visitor rule in terms of spending is Oregon State University's Home Football games. Overall, in 2014 visitors spent \$114.8 million dollars in Benton County, and generated \$1.4 million dollars in local taxes.

Most of the conference activity attracted to Corvallis is generated by Oregon State University itself and by local groups, statewide association business and local area governments and businesses. In 2013 OSU reported that they had received 535,000 visitors and those visitors spent \$39 million dollars in Corvallis. Oregon State University conference facilities and additional private conference facilities satisfy some the demand for conference space in Corvallis.

- 8.6.d *Most of the conference activity attracted to Corvallis is generated by local groups, most notably Oregon State University, and to a lesser degree by local governments and businesses. The University's activities are capitalized on to support the Corvallis motel, restaurant, and retail businesses.*
- 8.6.e *People attending Oregon State University athletic events make a significant contribution to the Corvallis economy.*
- 8.6.f *The Oregon State University conference facilities and additional private conference facilities, satisfy some of the demand for conference space in Corvallis.*
- 8.6.h *The Oregon State University LaSells Stewart Center has a theater-type auditorium seating 1,200, a 200-seat lecture room, and seven conference areas ranging in size from 375 to 1,800 square feet. The priorities of the center are to provide facilities for: 1) Oregon State University conferences; 2) the Oregon State University Office of Continuing Education; and 3) the general Corvallis community. The 40,000 square foot conference and performing arts facility accommodates more than 160,000 guests annually and hosts hundreds of conferences and events each year.*
- 8.6.i *The Oregon State University Alumni Center was completed in 1997 and has a 7,000 square foot ballroom which can accommodate 700 people, and eight conference rooms ranging in size from 254 to 1,600 square feet. The priorities of the center are to provide facilities for: 1) Oregon State University alumni to come home to and host events; 2) Oregon State University meetings and conferences; and 3) the local and regional community. *Oregon State University is currently interested in having a 150+ room hotel constructed near these conference facilities**

### **Proposed New Finding**

- 8.6.j *Oregon State University supported the development of the 158-room Hilton Garden Inn in close proximity to the Alumni Center and the LaSells Stewart Center by entering into an agreement with the hotel to make land available for the development.*

## **8.9 Industrial Land Development and Land Use**

### **Findings**

- 8.9.j *Corvallis has a large existing research base and a comparative advantage in the research-technology field due to Oregon State University (OSU), the Forest Ecosystem Research Laboratory, Environmental Protection Agency, Hewlett-Packard, CH<sub>2</sub>M HILL, regional medical facilities, and other major employers.*
- 8.9.k *The Linn - Benton Regional Economic Development Strategy states that technology transfer, primarily from Oregon State University, will be a major factor in starting or expanding businesses that bring new products and processes into the marketplace. New programs and technology developed at OSU have led to positive economic impacts for Corvallis and throughout the state. This is one factor that led to the development of the OSU Advantage Accelerator / RAIN. (See Section 8.4 - Education.)*
- 8.9.l *The economic base of Corvallis would be strengthened by additional employment opportunities in the research-technology area which in turn would benefit from proximity to Oregon State University, a major research institution.*

### **Proposed New Finding**

- 8.9.u *Manufacturing employment in Corvallis has declined from approximately 7,000 jobs in 2000 to approximately 2,960 in 2015.*

## **Article 9. Housing**

### **9.4 Housing Needs**

#### **Findings**

- 9.4.a *The need for new housing is influenced by job generation and in-migration, the availability and cost of transportation, and seasonal factors in such areas as employment and student enrollment at Oregon State University.*
- 9.4.c *The largest single group of citizens in the nation's history, both in absolute terms and as a proportion of total population, will reach the age of 60 between the years 2005 and 2020. Savings rates for this group of citizens have been very low and their financial options for retirement are uncertain. Demographers are suggesting that this age group will, as they age, need to share resources and residences. This will create severe challenges to provide a continuum of housing types and associated services for senior citizens within Corvallis.*

According to a 2014 study by the Joint Center for Housing Studies of Harvard University, a combination of the "baby boomer" generation (born 1946 – 1964) beginning to reach age 65 in 2011, and generally increasing longevity will yield an increase of approximately 57% in the U.S. 65 and over population between 2012 and 2040. As the numbers of older residents in the U.S. and Corvallis grow, the need for housing with characteristics tailored to serve this population will also increase. Particular housing characteristics needed will include:

- Housing at a level of affordability that does not require lower-income 65 and over residents to sacrifice spending on necessities such as food and health care in order to afford a home;
  - Housing with basic accessibility features that will allow older adults with increasing levels of disability to live safely and comfortably;
  - Housing with easy access to transportation and pedestrian connections for 65 and over residents who cannot or choose not to drive; and
  - Housing with connections to the health care system that will meet the needs of adults with disabilities or long-term care needs who, without such housing, are at risk of premature institutionalization.
- 9.4.d According to the City's 2013 – 2017 Consolidated Plan, and based on an assessment of Benton County's housing needs conducted by Oregon Housing and Community Services, 1996 Benton County Needs Assessment, the housing requirements of special needs populations (the homeless, physically disabled, mentally disabled, veterans, etc.) are a concern for the community.
- 9.4.e The City's Housing and Community Development Advisory Board ~~Commission~~ oversees affordable housing and community development programs, including the City's investments of federal funds from the Community Development Block Grant and HOME Investment Partnerships programs, as well as ~~use of the City's Community Development Revolving Loan Fund.~~
- 9.4.f Oregon Revised Statutes (ORS 197.296) requires that the City ensure that residential development occurs at the densities and mix needed to meet the community's housing needs over the next 20 years, and that there is enough buildable land to accommodate the 20-year housing need inside the Urban Growth Boundary.
- 9.4.g The housing stock of Corvallis is relatively new, with nearly 80% of the existing units having been built since 1950. Many of the approximately 12,350 residential units built prior to 1975 are of an age such that major structural elements (e.g., roofs, electrical / plumbing systems, foundations) are or will be in need of repair or replacement.
- 9.4.h The composition of the Corvallis housing supply has been changing. In 1960, the supply consisted of 74% single family, 25% multi-family, and 1% manufactured homes. In 1980, the supply consisted of 50% single family, 46% multi-family, and 4% manufactured homes. The Buildable Land Inventory and Land Need Analysis for Corvallis (2012 – 2013 ~~1998~~) indicates that as of June 30, 2013 ~~in 1996~~, the Corvallis housing supply was composed of 55.5 ~~53%~~ single family and 44.5 ~~43%~~ multi-family, ~~and 4% manufactured housing.~~ Because manufactured homes are now considered the same as single-family homes, the figure for single family homes also includes manufactured homes.
- 9.4.i In 1960, 54% of the Corvallis housing stock was owner-occupied and 46% was renter-occupied. In 1980, 45% was owner-occupied and 55% was renter-occupied. Data from the 2013 American Community Survey (ACS) ~~1990 U.S. Census~~ indicated that 44.7% ~~44%~~ of occupied Corvallis housing units were owner-occupied, and 55.3 ~~and 56%~~ were renter-occupied, (9.6% of the total (occupied and unoccupied) Corvallis housing units

were vacant in that year) Nationally, per the 2013 ACS, 64.9% of occupied housing units were owner-occupied and 35.1% were renter occupied. The vacancy rate of all units nationally was 12.5%.

- 9.4.j Average household size decreased from 3.3 persons per household (pph) in 1970 to 2.32 pph in 2013 1997. The 2013 American Community Survey found that the average number of persons per household was 2.42 for owner-occupied homes and 2.25 for renter-occupied homes in Corvallis.
- 9.4.k *Historically, the Corvallis owner- and renter-occupied housing markets have been characterized by low vacancy rates.*
- 9.4.l *Housing price is affected by a number of factors, including: the system of taxation, demand for land and housing, the availability of land, the size of available lots, the amenities and sizes of constructed homes, local policies for annexation, land speculation, inflation, the cost of material and labor, governmental regulations and charges, sale turnover rates, real estate transaction fees, mortgage interest rates, location, site conditions, costs of public facilities and streets, and the rate of population growth.*
- 9.4.m *Parks and open space that are in close proximity to residential areas provide opportunities for recreational and social activities that may not be available on residential development sites, particularly within multi-family developments occupied by families with children. The presence of parks and open space supports more dense development by fostering neighborhoods, by maintaining quality of life, and by improving community appearance.*
- 9.4.n *Additional mechanisms are needed to encourage the use of energy efficient building materials and construction techniques.*
- 9.4.o *The 2012 Oregon Housing and Community Services Needs Assessment Benton County Labor Housing Needs Assessment (December 1993) prepared by Oregon Housing and Associated Services, Inc., determined that there were 2,290 farm workers in Benton County, and no dedicated farm worker housing units to serve them. 338 farm worker families in Benton County (representing approximately 1,297 individuals) who are full-time residents of the County, are low income, and are reliant upon seasonal income from farm labor employment. The same study determined that an additional 288 units of housing was needed to serve this population. In 1997, the Corvallis-based Multicultural Assistance Program served 436 farm worker households (representing 1,028 individuals).*

## **Policies**

- 9.4.1** To meet Statewide and Local Planning goals, the City shall continue to identify housing needs and encourage the community, university, and housing industry to meet those needs.

## Proposed New Policy

9.4.11 When increasing residential densities, consideration shall be given to impacts on desired or required levels of service, including parks, open space, and other infrastructure.

## 9.5 Housing Affordability

### Findings

- 9.5.a *Between 1990 and ~~2015~~ 1996, real housing costs increased more rapidly than real incomes. In Benton County, over this same time period, median four-person household income rose ~~128~~ 35% from \$34,500 to ~~\$78,600~~ 43,600 per year, while the median sales price of a Benton County home rose ~~268~~ 109% from \$72,900 to ~~\$268,500~~ 152,600. ~~During the same period, the median sales price of a Corvallis home rose 114% from \$71,000 to \$152,000. Between 1990 and 2015 the ratio of median sales price to median family income in Corvallis increased from 211% to 342%.~~*
- 9.5.b *The price of new homes has increased steadily since the early 1900's; both average square footage and the number and quality of amenities that are “standard” in new homes have also increased significantly during this period.*
- 9.5.c *State and Federal guidelines define “affordable” housing as that which requires no more than 30% of the monthly income of a household that has income at or below 80% of the area median. Based on the As of November 1997, U.S. Department of Housing and Urban Development’s (HUD) 2005-2009 Comprehensive Housing Affordability Study for Corvallis households with incomes equal to or less than 50% of the Area Median Income, 86% of renters, 63% of owners, and 83% overall spent more than 30% of their income on housing. Of those, 57% of renters, 35% of owners, and 54% overall spend more than 50% of their income on housing. A household that spends more than 30% of its income on housing is considered to be cost burdened; a household that spends more than 50% of housing is considered to be severely cost burdened. data indicates that 87% of Benton County households earning 50% or less of the County’s median income live in housing that is not affordable. (Source: Oregon Coalition to Fund Affordable Housing, based on data supplied by the Portland Area HUD Office.)*
- 9.5.d *Federal guidelines indicate that households earning 80% or less of the area's median income are considered to be low-, ~~and~~ very low-, or extremely low-income, and are likely to have housing assistance needs. According to the 1980 Census, approximately 3,285 households were determined to be low, ~~or~~ very low-, or extremely low-income. ~~In 1990, approximately 6,800 households were low or very low income. HUD’s 2005-2009 Comprehensive Housing Affordability Study for Corvallis found that 12,360 households, or approximately 59% of Corvallis households, had a median income less than 80% of the area’s median income (AMI). Of those, 5,375 households made between 0% and 30% of the AMI, 3,600 made between 30% and 50% of AMI, and 3,385 made between 50% and 80% of AMI.~~*

- 9.5.e *There is an increasing need for housing types which offer lower-cost ownership possibilities than the traditional single family home.*
- 9.5.f *According to the 2013 American Community Survey 1990 Census for Corvallis, the average size of an owner-occupied~~ant~~ household was 2.42 persons per household ~~2.58~~, and the average size of a renter-occupied~~ant~~ household was 2.25 persons per household ~~2.09~~.*
- 9.5.g *In 1997 the Corvallis Housing and Community Development Commission developed a benchmark to measure the affordability of owner and renter occupied housing in Corvallis.*
- ~~9.5.h In 1997, 10% of all housing units sold in Corvallis were affordable to three person households with incomes at or below \$35,950 per year, or 80% of the Benton County median for a household of this size.~~

2013 American Community Survey data showed that 86% of the Corvallis Median Family Income of \$72,428 was needed to purchase a median value home in Corvallis (\$262,300). Similarly, 158% of the Corvallis Median Household Income of \$39,232 was needed to purchase a median value home in Corvallis.

- 9.5.i *In a survey conducted at the end of 1997 by the Corvallis Housing Programs Office, it was found that 58% of all available rental housing units in Corvallis were affordable to three person households with incomes at or below \$35,950 per year, or 80% of the Benton County median for a household of this size. The same survey found that 9% of all available rental housing units in Corvallis were affordable to two person households with incomes at or below \$19,950 per year, or 50% of the Benton County median for a household of this size.*

2013 American Community Survey data showed that, based on the median Corvallis rent of \$819, 45% of Median Family Income (\$72,428) would be needed to pay for rental housing, and 84% of Median Household Income (\$39,232) would be needed to pay for rental housing.

- 9.5.j *Housing affordability may be enhanced through the implementation of legislative or programmatic tools focused on the development and continued availability of affordable units. Such tools include, but are not limited to: inclusionary housing programs; systems development charge offset programs; ~~Baneroft bonding for infrastructure development~~; facilitation of, or incentives for, accessory dwelling unit development; minimum lot and/or building size restrictions; reduced development requirements (e.g., on-site parking reductions); density bonuses; a property tax exemption program; creation of a community land trust; loan or grant programs for the creation of new affordable housing; and other forms of direct assistance to developers of affordable housing. Additionally, the 2014 Policy Options Study prepared for the City Council by ECONorthwest identified the following measures as having the potential to enhance housing affordability: streamline zoning code and other ordinances, administrative and*

procedural reforms, preservation of the existing housing supply, reform of the annexation process, allowing small or “tiny” homes, limited equity housing (co-housing), employer-assisted housing, and urban renewal or tax increment financing.

- 9.5.k Through the administration of housing assistance and rehabilitation programs, the City has an impact on the retention and provision of housing opportunities that are affordable to low- and very low-income residents. A cooperative effort involving the public and private sectors, as well as the current and prospective occupants of such units, will be needed if such housing opportunities are to be expanded.
- 9.5.l The City's Housing and Community Development Advisory Board ~~Commission~~ oversees housing and community development programs, including the use of the City's Community Development Revolving Loan Fund.
- 9.5.m Manufactured homes are a viable housing option for a wide range of income levels.
- 9.5.o ~~In fiscal year 1999-2000 or fiscal year 2000-2001, the City of Corvallis will likely become a Federal entitlement community under the Community Development Block Grant (CDBG) Program. This designation will allow the City to receive CDBG funds on a formula basis in order to address the community development needs of low-income citizens, including the need for affordable housing.~~

In 2000-2001 Corvallis became a Federal entitlement community under the Community Development Block Grant (CDBG) Program. In 2001-2002 the City became a participating jurisdiction for the HOME Investment Partnerships (HOME) Program. While these sources have allowed the City to make significant investments in affordable housing, funding from the CDBG and HOME programs has declined significantly between 2002-2003 and 2015-2016. The following table illustrates this trend:

	<b>2002-2003</b>	<b>2015-2016</b>	<b>% Change</b>
<b>CDBG</b>	\$675,000	\$476,048	-29.5%
<b>HOME</b>	\$556,000	\$233,323	-58.0%
<b>Total</b>	\$1,231,000	\$709,371	-42.4%

- 9.5.p The U.S. Department of Housing and Urban Development (HUD) has provided financing to a number of local housing projects in return for those projects' limiting rental charges to an affordable level. At the time that these loans are paid off, the restrictions on rental charges expire. As of ~~April 2015~~ ~~November 1997~~, such HUD-assisted “expiring use” projects provided ~~116~~ ~~207~~ units of affordable housing in Corvallis.

## 9.7 Oregon State University Housing

### Findings

- 9.7.a Oregon State University enrolled ~~24,383~~ ~~14,127~~ students attending the OSU main campus in Corvallis for the 2014 ~~1997~~ fall term, including 20,312 undergraduates and

4,071 graduate students. The number of students living within a 1/2 mile of the main campus area was approximately 7,000, while roughly 25% of the students live on campus.

9.7.b According to information collected by OSU University Housing and Dining Services, during the 2004 Fall Term, housing capacity in residence halls, cooperative houses, and Orchard Court Family Housing totaled 3,528 (this did not include rooms within Cauthorn Hall, which was not used as a residence hall in the 2004-2005 academic year due to low enrollment demand). In Fall Term 2014, housing capacity was 4,846 in residence halls and Orchard Court Family Housing. 1997 fall term, student occupancy in residence halls, cooperative houses, student family housing, the College Inn, fraternities and sororities totaled 4,430. Total housing capacity in these units was just over 6,100, and thus exceeded occupancy by over 1,600 units.

~~9.7.c If the percentage of OSU students who live within 1/2 mile of the main campus could be increased from the current estimated 50% to 60%, there is a potential savings of at least 5,000 vehicle trips per day in a very congested part of the City.~~

~~9.7.d The student population is not expected to increase significantly during the planning period. The percentage of the total population who are students will decrease as the non-student population increases.~~

Long range forecasts of student enrollment growth have not always proven to be accurate; therefore, these forecasts are not a reliable measure of impacts to the community.

9.7.e There are approximately 140 acres of land zoned medium density residential and 85 acres of land zoned medium high residential within a 1/2 mile of the main OSU campus, all of which has some potential for rezoning to a higher density.

Development and redevelopment in higher density zones near the University has been designed to serve students, rather than family and employee housing types, which has led to livability concerns in some neighborhoods.

9.7.f A 1993 OSU survey found that 17% of OSU students commute to campus in single occupancy vehicles. Fifty six percent of faculty and staff commute to campus in single occupancy vehicles.

A 1993 OSU survey found that 17% of OSU students commute to campus in single occupancy vehicles. Fifty-six percent of faculty and staff commute to campus in single occupancy vehicles. In a 2014 survey of OSU employees and students living off campus, 31% of students and 62% of employees commute in a single occupancy vehicle. In total, 39% of people commuting to OSU from off campus drive alone.

9.7.g *Some of the Oregon State University residence halls are not protected with built-in fire sprinkler systems, which creates risk for the residents and a higher reliance on the fire department for rescue services using aerial apparatus.*

### **New Findings**

9.7.h *Negative impacts resulting from rapid growth in the student population between 2009 and 2015 were not adequately managed by Comprehensive Plan Policies and Land Development Code requirements in place at the time.*

9.7.i *The availability of traditional lower cost on-campus student housing options, including co-ops, has been reduced for a variety of reasons, including the cost of needed seismic upgrades.*

9.7.j *2013 American Community Survey data indicates the median age of Corvallis residents is 27 years, while the national median age is 37.4. It is believed that the presence of OSU students in the community is a significant reason for this difference, which also is believed to have an effect on the market demand in Corvallis for multi-family vs. single family dwellings.*

9.7.k *University-provided on-campus housing does not generate property tax revenue, while privately-owned housing elsewhere in the community does generate property tax revenue.*

9.7.l *Between January 2009 and March 2015, the City's demolition permit data suggest that approximately 69 detached single family dwellings were demolished in Corvallis. Many of these units were replaced by student-oriented housing.*

9.7.m *Characteristics of student-oriented housing have more recently included a preponderance of five-bedroom units, with one bathroom per bedroom, and multiple floors within units.*

9.7.n *OSU's enrollment growth from 2004 to 2015 was not matched by construction of housing for students on campus. The dual enrollment program has allowed a number of students to attend a community college their first two years before transferring to OSU to complete their degree. The University has predominantly housed freshmen on campus; therefore, increases in overall enrollment haven't necessarily resulted in an increase in the freshman class enrollment. Historically, OSU has provided limited on-campus housing opportunities for upper class students.*

### **Policies**

**9.7.1** The City shall encourage the rehabilitation of old fraternity, sorority, and other group buildings near OSU for continued residential uses.

**9.7.2** The City shall encourage OSU to establish policies and procedures to encourage resident students to live on campus.

9.7.3 ~~The City and OSU shall work toward the goal of housing 50% of the students who attend regular classes on campus in units on campus or within a 1/2 mile of campus.~~

The City and Oregon State University shall work toward the goal of housing faculty, staff, and students who work and attend regular classes on campus to live in dwelling units on or near campus.

9.7.4 The City shall evaluate cooperative programs and investments with OSU to provide alternative transportation services specifically targeted towards students, faculty, and staff.

9.7.5 The City shall encourage Oregon State University and its fraternities, sororities, and cooperative housing owners to pursue opportunities for retrofitting residential units with fire sprinkler systems, and to provide fire sprinkler systems for all new residential units.

### **New Policies**

9.7.6 The City and OSU shall cooperate in exploring options for communities that are not dependent upon the automobile.

9.7.7 The City shall encourage the University to utilize public-private partnerships to provide additional, on-campus student housing that provides housing that would be more attractive to upperclassmen, graduate students, and University staff than traditional on-campus housing options.

9.7.8 Housing types that can serve multiple segments of the population with minimal remodeling shall be strongly encouraged to reduce the need for future redevelopment as demographics shift.

9.7.9 The City shall consider amendments to the Land Development Code to address the negative impacts resulting from the development of student-oriented, off-campus housing.

## **Article 11. Transportation**

### **Proposed New Findings**

11.2.h Use of parking depends on the success of transportation demand management measures, parking accessibility, convenience to the final destination, and price, among other factors.

11.2.i Use of transit depends on convenience and desirability. Convenience includes proximity to origin and destination, frequency, speed compared to other modes, and reliability. Desirability is affected by comfort, appearance, and crowdedness.

11.2.j Transportation decisions depend on desired activity and options available. Choice of mode depends on price (money and time), distance, convenience, reliability, safety, comfort.

11.2.k The proximity of University-related housing to OSU affects the number of trips made on the system, which affects its performance.

11.2.l Policies addressing transportation must address price, convenience, and desirability in order to be effective in addressing behavior, system needs, and overall goals.

11.2.m Transportation requirements associated with development have a significant impact on the built environment, on the transportation system, and on the cost of development. These in turn affect livability and the ability to do business in a timely way.

### **Proposed New Policies**

11.2.16 Transportation requirements associated with development must be clear, measurable, and carefully monitored for effectiveness.

11.2.17 The City shall consider allowing trade-offs in conjunction with student housing developments that provide quantifiable Transportation Demand Management (TDM) outcomes that are enforceable and effective in lieu of traditional transportation system improvements.

## **11.4 Auto Parking**

### **Proposed New Findings**

11.4.h Parking needs may reasonably be expected to fluctuate through time. There are demands created by large employers such as Oregon State University that have changed dramatically in the past and may do so again in the future.

11.4.i Parking lots cannot easily be converted back to less-intensive uses if they are paved and developed to existing city standards.

11.4.j The City Council's plan to expand residential parking districts, which was considered through the referendum process, did not gain widespread support from voters in 2014.

11.4.k Most people would like to park on the street adjacent to their residence, if on-site parking is limited or not available.

11.4.l Many residences lack adequate off-street parking, resulting in increased parking demand on adjacent streets. While many major traffic generators provide off-street parking, they also create on-street parking demand. The generators include OSU, LBCC, District 509J.

City and County government, multi-household dwellings, businesses, offices, and churches.

11.4.m People have various needs for parking on streets to reach a job, obtain services, purchase goods, visit or provide services to businesses and residences, get to places for recreation, and attend events. Thus, parking rules must accommodate a variety of needs of Corvallis residents, businesses, and transients to the community.

11.4.n Parking fees can benefit communities when used to develop transit and transportation options.

## **Proposed New Policies**

11.4.8 Temporary parking lots, which are not improved to full City standards, and which can more easily be converted to lower-intensity uses, shall be explored as a means of reducing costs and environmental impacts associated with parking when demand is expected to fluctuate. Such lots may play a major role in designing and testing multimodal transit connections, such as park-and-ride facilities.

11.4.9 Park and ride lots and alternative transportation linkages shall be explored cooperatively with major employers if adequate on-site parking does not exist for employees, clients, or students.

11.4.10 On-street parking provides for a wide diversity of needs for Corvallis residents and people coming to Corvallis for work, school, events, appointments, services, and shopping. Auto parking should be allocated using the following principles:

- A. The streets of Corvallis belong to the community.
- B. On-street parking is a public resource that should be managed for the public good.
- C. The parking fee system should be self-supporting and can provide additional resources for transit and transportation improvements.
- D. Parking fees can be considered as an effective mechanism for allocating scarce parking resources and improving livability.

## **11.6 Pedestrian**

### **Findings**

11.6.d The 1990 Census identifies the pedestrian mode as the second highest mode used in Corvallis to get to work, while Oregon State University has identified it as the most common mode for students accessing the campus. OSU's 2014 Campus-wide Parking Survey, which was distributed to 5,000 students and 4,241 faculty and staff members,

found that 53% of respondents drive a personal vehicle to campus, 21% walk, 16% ride a bicycle, 5% ride the bus, 3% arrive by carpool, and 2% use other means to travel to campus. The 2013 American Community Survey (US Census) estimates that 56.7% of Corvallis residents commute to work in a single occupant vehicle, 7.8% carpool to work, 2.9% take public transportation, 12.2% walk (the highest rate in the nation), and 13.1% travel by other means (bicycle, etc.).

### **Proposed New Policy**

**11.6.14** OSU shall coordinate with the City to provide safe and effective pedestrian routes to and through campus.

### **11.7 Transit**

#### **Proposed New Findings**

11.7.i The Corvallis Transit System (CTS) charges no fares. The increase in use of the CTS by students has affected certain CTS routes, contributing to overcrowding.

11.7.j The limited frequency of service and inconvenience of connections has limited transit ridership.

#### **Proposed New Policy**

11.7.8 A study of student use of the CTS shall be performed to assess the need for additional routes to serve students and residents. OSU shall partner with the City for this analysis.

### **11.12 Oregon State University Transportation Issues**

#### **Findings**

11.12.a *The existing traffic pattern serving Oregon State University has an impact on the community. These impacts include additional through traffic in neighborhoods and higher-speed traffic in residential areas.*

11.12.b *Existing non-university traffic patterns include traffic flow through the campus which has an impact on the campus community.*

11.12.c *Off campus on-street parking ~~of~~ by university-related vehicles has a significant impact on the availability of on-street parking near campus. The University and the City are working together by maintaining the free transit system ~~encouraging increased use of the free transit pass program,~~ encouraging increased bicycle and pedestrian travel, and by developing and implementing a parking plan.*

## **Proposed New Findings**

11.12.d Concerns have been raised regarding the safety of pedestrians and bicyclists travelling to the University due to increased student enrollment, increased vehicle traffic, public improvement limitations (e.g. crossings and lighting), and visibility constraints.

11.12.e Students prioritize cost over convenience in choosing transportation modes. Employees tend to prioritize convenience.

11.12.f Commuters from surrounding communities outside Corvallis have few convenient transportation options other than the single occupant vehicle.

11.12.g Data show that students are sensitive to parking pricing, which can alter student behavior.

11.12.h Loss of parking in Sector C of the OSU Campus makes it more difficult for the public to access the core of campus for public events.

11.12.i The lack of regional transportation options may influence students' decisions to bring cars to Corvallis.

## **Policies**

**11.12.1** The University and the City shall work together to improve traffic patterns through and around Oregon State University which will reduce negative impacts on existing residential areas and the campus.

**11.12.2** The University shall develop and implement a transportation and parking plan that reduces the negative traffic and parking impacts on existing residential areas. Prior to implementation, the City shall review and approve any such plans.

**11.12.3** All-day parking of University-related vehicles on streets in proximity to the University shall be discouraged.

**11.12.4** The City shall work with the University to minimize Oregon State University-related off-campus parking problems.

**11.12.5** The City shall work with OSU to develop a plan to decrease traffic and parking impacts in and around the University during major events.

## **Proposed New Policies**

11.12.6 OSU-related development shall take into account the associated transportation demand created (trip generation), transportation demand management measures, proximity to associated activities, convenience to existing transportation systems

(transit, pedestrian, bike, parking), and measurable impacts to the transportation system.

11.12.7 OSU shall work with the City and other community partners to explore remote parking options.

11.12.8 The practice of limiting vehicle circulation through campus has had an effect on traffic patterns. When OSU decides to limit or cut off vehicular access to campus, a plan shall be developed to assess the existing traffic patterns and how they will be affected by the change. A mitigation plan shall be developed and approved by the City to mitigate negative impacts to the surrounding neighborhoods and to the City's transportation system.

11.12.9 OSU and the City shall work together to accommodate short-term visitors to the campus core.

11.12.10 The City and OSU should explore options for improving students' access to the regional transportation system.

11.12.11 Transportation demand management should be encouraged as a means of reducing carbon emissions, vehicle miles traveled, and parking demand.

## **Article 13. Special Areas of Concern**

### **13.2 Oregon State University**

#### **Findings**

*13.2.a Oregon State University is the major employer, landowner, and traffic generator in the Urban Growth Boundary.*

*13.2.b The location and function of University land uses have a major impact on the community.*

*13.2.c Oregon State University contributes to the economic vitality of the community by attracting students who provide the employment base for teaching faculty and support staff at OSU and secondarily by drawing conferences and conventions among its faculty peer groups and alumni / donor base. Oregon State University invests considerably each year to attract new and returning students, alumni, donors, and other groups to come to its Corvallis campus. The University also contributes to the economic vitality of the community by attracting Federal, State, and corporate research funds which support its locally-based research faculty and facilities development.*

*13.2.d The location and function of private land uses surrounding the University can have a major impact on the campus and University agricultural lands.*

13.2.e *Changes of land use on the campus and on surrounding private and public lands are expected to occur. These changes include the location of new structures, changes to existing structures and their uses, and changes to traffic patterns.*

~~13.2.f *In 1986, the City adopted the Oregon State University Plan which updated the Physical Development Plan for the main campus. This made the Oregon State University Plan consistent with the Comprehensive Plan in accordance with State law. (delete finding)*~~

13.2.g *The City and the University periodically revise and update their land use plans.*

13.2.h *The OSU Campus Way agricultural service road / pedestrian trail impacts the adjacent agricultural uses and the use of the road by farm service equipment.*

### **Proposed New Findings**

13.2.i *OSU Campus growth can lead to off-campus impacts, such as increased congestion at key intersections, lack of on-street parking in neighborhoods adjacent to the university, loss of single-family houses to redevelopment as student-oriented housing, and concerns about declining neighborhood livability.*

13.2.j *Enrollment projections under the 2005 Campus Master Plan were exceeded by 1,883 students, or 7.7%. In 2004 there were 3,422 beds on campus within residence halls and co-ops, with a fall term on-campus undergraduate enrollment of 15,196. In 2014, on-campus fall term undergraduate enrollment was 20,312, and there were 4,846 beds provided in on-campus housing.*

13.2.k *Oregon State University added 5,316 students and 1,775 faculty and staff between 2003 (the year the Campus Master Plan went into effect) and 2014 – 2015. (consult with OSU staff to verify OSU numbers)*

13.2.l *The large contribution made by OSU to the community's resident and employee composition results in a major impact by land-use decisions made by OSU, relative to any other entity.*

13.2.m *Because of its relative size and economic impact, land-use decisions made by the university require a great degree of ongoing communication, coordination, and monitoring by the city.*

13.2.n *According to 2013 American Community Survey (ACS) data, the population of residents within the City of Corvallis between the ages of 20 and 29 comprises 31.2% of the total population, while this group comprises only 13.4% of the total population in Oregon. ACS estimates 17,064 Corvallis residents in this age cohort, from an estimated 2013 population of 54,691.*

13.2.o Decisions regarding enrollment and development on campus, particularly with respect to the degree to which OSU provides housing and parking for employees and students, can greatly impact surrounding neighborhoods.

13.2.p . The 2004-2015 Campus Master Plan monitoring process was not clearly defined. A review of the monitoring submittals over the 2005-2014 time period indicates that there were periodic gaps primarily related to parking utilization counts in off-campus parking districts, transportation demand management reports, and Jackson Street traffic counts.

13.2.q Private businesses that operate in coordination with OSU, but serve the larger community, have led to concerns that City development requirements that would have been applied outside the OSU Zone were not met.

13.2.r Some members of the public have expressed concern that there has been inadequate public review of development on campus.

## **Policies**

**13.2.1** The University and City shall work cooperatively to develop and recognize means and methods to allow the University to achieve its educational objectives.

**13.2.2** The City and the University shall continue to work together to assure compatibility between land uses on private and public lands surrounding and within the main campus.

**13.2.3** The City shall continue to work with Oregon State University on future updates of the 2004 Oregon State University Campus Master Plan, or successor university plan document and amendments to the 1986 Oregon State University Plan. Coordination shall continue between the City and Oregon State University on land use policies and decisions.

**13.2.4** The City and Oregon State University shall jointly participate in activities to "market" Oregon State University as a resource for members of the community and to draw people to the community.

**13.2.5** Development on the Oregon State University main campus shall be consistent with the 2004 Oregon State University Campus Master Plan ~~1986 Oregon State University Plan~~, its City-approved successor, or approved modifications to the Plan. ~~This plan includes the Physical Development Plan Map that specifies land use at Oregon State University.~~

## **Proposed New Policies**

13.2.6 The city and OSU shall closely coordinate land-use actions that have the potential to impact either the university or the surrounding community. Monitoring programs shall be established to determine whether conditions and assumptions underlying the OSU Plan are valid on an annual basis. These monitoring programs can occur anywhere in the community. If conditions exceed pre-determined thresholds or evidence suggests that

metrics are not tracking conditions of interest, a review of the OSU Plan shall be implemented even if the planning period has not expired. If necessary, adjustments shall be implemented. The mechanism shall be binding on both OSU and the City through LDC language or some other means.

13.2.7 Permitted uses on the OSU Campus shall be primarily University-related. Where public-private partnerships are intended to serve the larger community, a public hearing review process by the City shall be required for development proposals.

13.2.8 The City encourages OSU to develop a means of development decision-making that is more transparent.

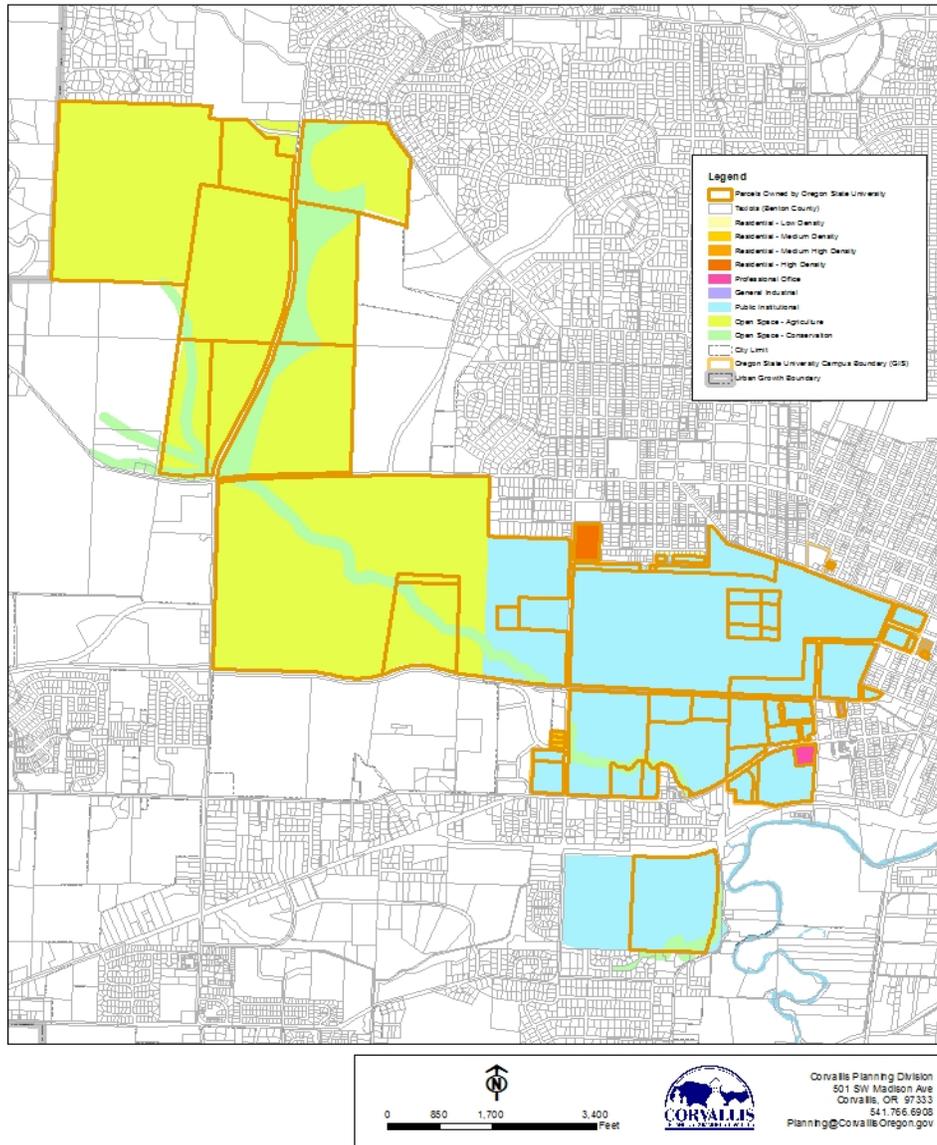
## **13.4 Oregon State University Open Space and Resource Lands**

### **Findings**

*13.4.a Oregon State University open space lands are a valuable asset to the community as they: 1) provide a good transitional zone between intensive agricultural uses at the University and community land uses; 2) contribute to community open space; and 3) provide gateways to the community.*

# Oregon State University Main Campus and Open Space / Resource Lands

Note: identified lands do not include all properties under ownership of Oregon State University within map view



13.4.b Oregon State University has four types of open space: 1) unbuilt areas on the main campus; 2) Comprehensive Plan designated Open Space - Agriculture; 3) Comprehensive Plan designated Open Space - Conservation; and 4) Oregon State University forest resource land.

13.4.c Some Oregon State University lands are currently made available to the public on a limited basis.

- 13.4.d *Oregon State University agricultural and forest open space provide important viewsheds.*
- 13.4.e *The University agricultural lands are necessary to the University and beneficial to the State and local community.*
- 13.4.f *Adequate buffers help prevent conflict between University agricultural / forest uses and urban uses.*
- 13.4.g *There is no jointly-adopted plan between the City and Oregon State University for University agricultural and forest uses. The lack of alternate plans requires land use decisions to assume that agricultural land uses will continue in place into the future without change. ~~This intent has been substantiated with confirming letters from OSU.~~*
- 13.4.h *Oregon State University agricultural runoff and agricultural activities could degrade the water quality of Oak Creek and Squaw Creek and negatively impact stream system integrity.*
- 13.4.i *Citizen use of agricultural, conservation and forest open space can impact the operation of those areas and the ability of the University in providing its State mission.*
- 13.4.j *Due to proximity to urban development, some OSU resource lands could be easily served by City services and are capable of accommodating urban development. At the same time, some lands within the Urban Growth Boundary could provide for the agricultural land needs of OSU.*

## **Policies**

- 13.4.1** If Oregon State University agricultural and conservation open space lands change to more intensive uses, provisions shall be made to ensure that a transitional zone separates university and community uses, as appropriate.
- 13.4.2** Designated open space in the OSU Physical Development Plan and Oregon State University agricultural, conservation, and forest resource lands make a significant contribution to community open space and their loss should be minimized.
- 13.4.3** The University should develop and maintain a plan for its open space, agricultural, conservation, and forest lands within the Urban Growth Boundary.
- 13.4.4** The City and the University shall work together to ensure plans for the University lands are consistent with the City's Comprehensive Plan.
- 13.4.5** The City shall adopt land use policies, such as maintaining adequate buffers, to protect University agricultural and forest land from the negative impacts of urban development and protect urban development from the negative impacts of agricultural practices and forest uses.

- 13.4.6** OSU shall continue to prevent harmful agricultural runoff from entering local streams and avoid agricultural activities that ecologically impair the Oak Creek and Squaw Creek systems.
- 13.4.7** The City shall recognize the ability of resource land exchanges between OSU and public and private land owners to provide enhanced agricultural opportunities and urban development or demonstrated public benefit to the community by the exchange.

## **13.6 Madison Avenue**

### **Findings**

- 13.6.a Madison Avenue is a centrally located street which runs east and west through the downtown area. It also provides an important pedestrian connection between the University and the Willamette River through the heart of the downtown area.*
- 13.6.b This street has a unique mixture of land uses abutting it and provides a street linkage, typified by low vehicular and high pedestrian traffic volumes, between Oregon State University and the Willamette River.*

### **Policies**

- 13.6.1** Madison Avenue shall continue to be developed as a pedestrian link between Oregon State University and the Willamette River. Development in this area shall be compatible with and enhance the abutting land uses and allow for this area's continued use for cultural and civic purposes.

## **Article 14. Urbanization / Annexation**

### **14.3 Urban Fringe Development**

#### **Findings**

- 14.3.k Oregon State University agricultural and forestry land uses are critical to maintaining OSU's stated mission.*

# Remaining Issues to be Addressed in Updates to the Comprehensive Plan or Implementing Documents

(Issues recommended for consideration by the OSU-Related Comprehensive Plan Review Task Force, in addition to the Comprehensive Plan Finding and Policy language proposed by the Task Force)

1. There is a need for clarity of meaning and expectations when master plans, district plans, and similar plans are considered for land use approval or adoption.
2. The Comprehensive Plan should contain a definition for Transportation Demand Management.
3. There is a need to resolve discrepancies between the OSU Campus Master Plan and the requirements of Land Development Code Chapter 3.36.
4. In order for associated parking or transportation demand management measures required to serve new development on the OSU Campus to be effective, the location of parking or TDM measures in relation to the new development should be carefully considered.
5. Review of permitted uses in the OSU District is warranted to identify uses that may need Conditional Development review, based on livability impacts.
6. Management of open space has affected neighborhood livability throughout the City.
7. Proposed Comprehensive Plan Policy 13.2.6 should be amended to stipulate that OSU monitoring reports should be reviewed annually by the Planning Commission and City Council. (also, references to only the "Campus Master Plan" should be corrected in Proposed Policy 13.2.6.)
8. Monitoring of enrollment data should be included in the annual reports, including those physically on campus, e-campus, etc.
9. There should be discussion of monitoring parking annually within the University Neighborhoods Overlay (UNO) area.
10. The current moral hazard of OSU parking management (incentive to not have higher on-campus parking utilization) should be eliminated.
11. Traffic and parking studies should all be conducted at the same peak time every year.
12. Clarify the intended meaning of the word "support" in Policies 8.4.1 and 8.4.2, and in other places where it might be used.
13. Determine tax status of private corporations operating on public property, such as a public-private partnership to provide on-campus housing.
14. Tracking level of service of public amenities is necessary as population increases in density.

15. Potential for conflict between adoption of the Comprehensive Plan amendments and the OSU District Plan submission, including the issue of the District Plan being adopted concurrently with implementing regulations.
16. The fate of the interim parking agreement.

## MEMO

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**TO:** Planning Commission  
**FROM:** Sarah Johnson, Senior Planner, Planning Division  
**DATE:** March 2, 2016  
**SUBJECT:** Testimony Received Prior to March 2, 2016 (CPA15-00001)

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Planning Commissioners:

Attached is testimony received regarding CPA15-00001, received prior to publishing the staff report to the Planning Commission. Additional testimony received before the March 9, 2016, Planning Commission work session will be forwarded to Planning Commissioners or brought to the work session.

February 18, 2016

To: Mayor Biff Traber, Members of the Corvallis City Council and Planning Commission

From: B.A. Beirele, Charlyn Ellis, Trish Daniels, Marilyn Koenitzer, Shelly Murphy

Re: Suggestions and Comments on the OSU-Related Comprehensive Plan Review Task Force report dated 11.12.2015.

First, we would like to acknowledge the huge amount of effort that has gone into this work so far. It is remarkably thoughtful and clearly reflects hours of serious discussion. We especially commend the Task Force for the new findings and policies included in Sections 11-Transportation and 13.2-Oregon State University. Our suggestions, we hope, are taken as a sign of respect for the work already done, not as a criticism.

General comments:

- We feel that Linn-Benton Community College and Good Samaritan should be acknowledged as important players as well Oregon State. Many of the findings can also be applied to Linn-Benton Community College.
- We believe that there should be more discussion of the impact of climate change, given OSU's status as a Land Grant University.
- We are also concerned about the lack of seismic concerns, given what we know about potential earthquakes for the area.

Our specific concerns focused around six areas: land use guidelines, urban amenities, parks, economics, housing, and transportation. Our suggestions and wording for new findings and policies are in *italics*. Additions and corrections to existing text is in **bold**.

### **Article 3. Land Use Guidelines**

Suggested additions to Findings

*There is a limited supply of developable land within the city. Development projects for students have eliminated land for family, senior, and young professional housing.*

*Enrollment at OSU in the past five years has rapidly and significantly increased without timely notification by OSU's Board of Trustees so that both OSU and the city could plan for the increase. OSU enrollment affects all segments of the Corvallis housing market and transportation network.*

*To catch up with housing needs for students, the majority of newly built housing in Corvallis in the past five years has been solely student oriented. Both infill and new lot development have occurred. This development has impacted older existing neighborhoods and taken needed family housing out of the supply.*

## Policies

*3.2.c: Shouldn't this be a POLICY not a finding? Continued cooperation among Corvallis, Benton County, Linn County, and Oregon State University is important in the review of OSU development. **Any further planned new building construction and increases or decreases in enrollment should be communicated in a timely manner by the Board of Trustees to the above affected government entities so that proper planning for housing, parking and needed infrastructure can ensue.** This should help to ensure compatibility between uses on private and public lands.*

*The City shall prohibit or strongly discourage new development on private land solely for single-use, student-oriented housing. Any further housing development shall be a mix of housing meant for anyone.*

## **Article 5. Urban Amenities:**

### **5.4 Historic Resources**

*Findings under 5.4. contain several key pieces of information that are now obsolete. This section needs updating. We suggest the following wording:*

*5.4.a: In 1982, the City of Corvallis established a historic preservation program (Ordinance 82-100).*

*5.4.b: The City meets the requirements for a Certified Local Government according to guidelines set by the State Historic Preservation Office*

*5.4.c: In 1989 the City created the Corvallis Register of Historic Landmarks and Districts (Local Register) to identify locally-designated and National Register of Historic Places-listed historic resources. The Local Register also includes resources in three historic districts: Avery-Helm (2000), College Hill West (2002), and the OSU campus (2008). Historically significant Corvallis resources include: commercial buildings found within the central business district core and elsewhere; residences located throughout older neighborhoods; industrial, educational, institutional, governmental, and religious buildings; bridges, roadways, and trails; several archaeological sites both historic and prehistoric, and public spaces located on the Oregon State University campus and elsewhere within the Urban Growth Boundary.*

*5.4.d: The City adopted Ordinance 2006-15 that established the Historic Resources Commission (HRC). Among other responsibilities, the HRC, a quasi-judicial decision-maker, applies the Historic Preservation Provisions of Chapter 2.9 of the Land Development Code. Regulations apply to proposed alterations, new construction, reclassification, and/or demolitions of properties identified in the Corvallis Register of Historic Landmarks and Districts and/or the National Register of Historic Places.*

*The HRC is charged with the responsibility to evaluate permit requests and, in general, to act as the City's authority on historic preservation.*

*5.4.e: The current inventory by no means includes all of the sites and structures in Corvallis that possess historic significance. It is a basis for an ongoing process for the designation of additional historic sites, structures and districts.*

*5.4.f: Two tax incentive programs are available to encourage the appropriate rehabilitation and maintenance of historic properties listed in the National Register of Historic Places. The Federal Tax Credit program applies to income-producing building only (commercial and residential rental). This credit saves property owners 20% of the cost of rehabilitation. Oregon's Special Assessment of Historic Properties Program offers a 10-year special assessment of the property's assessed value for buildings that will be significantly but appropriately rehabilitated and maintained.*

*5.4.g: Downtown neighborhoods have community-identifying characteristics that include large street trees, wide planting strips, consistent setbacks and*

*building massing, and a large proportion of buildings dating from before 1950.*

*5.4.h: The lack of progress on historic inventory and preservation work has failed to protect older neighborhoods in the vicinity of Oregon State University, downtown and elsewhere.*

*5.4.i: In 2012, a volunteer-driven Neighborhood Photo Survey documented more than 2300 structures in neighborhoods surrounding OSU. The State Historic Preservation Office maintains the Neighborhood Photo Survey in a searchable database available electronically.*

## Policies

5.4.8: Additional surveys and inventories are necessary to provide a basis for ongoing amendments to the City's Register of Historic Landmarks and Districts. The first priority for historic inventory and preservation work shall be older neighborhoods, especially those bordering the downtown and the Oregon State University campus, ***with emphasis on oldest structures first.***

5.4.17: Specific codes may be adopted and applied to discrete areas of the city in order to preserve desired historic neighborhood characteristics. This may require rezoning or identification of historic resources not yet ***formally designated as Historic Resources.***

## Proposed New Policies

*5.4.18: The City shall evaluate zoning patterns in the neighborhoods near OSU with the intent of balancing density goals with preservation of neighborhood and community character. Ninth Street, especially on the east side, would benefit from re-zoning to reflect New Urbanism patterns of housing and retail mixed together.*

*5.4.19: The City shall develop a historic preservation plan to establish benchmarks of success, guide historic inventory work and other preservation activities, and establish preservation priorities.*

*5.4.20: Effort should be made to increase public awareness of the city's historic resources and the financial incentives available to the owner of these structures.*

## Proposed New Findings

### **Cultural Resources:**

*The region's cultural needs are served by Oregon State University, Linn-Benton Community College, the Corvallis Arts Center, Corvallis School District 509J, local theaters, and other cultural groups.*

*In February 2010, the City of Corvallis created the Arts and Culture Advisory Board to advise the City Council in all matters pertaining to Arts and Culture. Its mission is to advocate for, advise, and promote Corvallis and its creative community. The Advisory Board's function is to advise the City Council in all matters pertaining to Arts and Culture, ensuring that Arts and Culture are a civic priority.*

*In 2014, the Arts and Culture Advisory Board commissioned the Arts and Culture study to evaluate arts and culture in Corvallis and in similar cities, and provides recommendations for the future.*

*The Public Art Selection Committee review public art projects located on public property, and public art selection is covered in Council Policy 4.12.*

### Proposed New Policy

*The Commission will create and maintain a list of Art Resources, recommend policies and advise and propose strategies regarding Arts and Culture, promote outreach and involvement of the community, collaborate with other governmental agencies, volunteer organizations, etc. in the advancement of Arts and Culture planning and programming, and recommend and support financing alternatives and resources for Arts and Culture.*

### **5.6 Parks and Recreation:**

#### Policy

*5.6.20: This policy should be revised as follows: **OSU** will work closely with the **City** to develop the potential for recreational opportunities on campus that serve the larger community.*

## **Article 7. Environmental Quality:**

### Policies

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#### Findings

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*We recommend that a finding recognizing the update on OSU’s changes in parking lots and fees would be helpful in the transportation segment. We also recommend that the provision of a shuttle between OSU and the Benton Center be included in the Section 11 policies.*

February 18, 2016

To: Mayor Biff Traber, Members of the Corvallis City Council and Planning Commission

From: B.A. Beirele, Charlyn Ellis, Trish Daniels, Marilyn Koenitzer, Shelly Murphy

Re: Suggestions and Comments on the OSU-Related Comprehensive Plan Review Task Force report dated 11.12.2015.

First, we would like to acknowledge the huge amount of effort that has gone into this work so far. It is remarkably thoughtful and clearly reflects hours of serious discussion. We especially commend the Task Force for the new findings and policies included in Sections 11-Transportation and 13.2-Oregon State University. Our suggestions, we hope, are taken as a sign of respect for the work already done, not as a criticism.

General comments:

- We feel that Linn-Benton Community College and Good Samaritan should be acknowledged as important players as well Oregon State. Many of the findings can also be applied to Linn-Benton Community College.
- We believe that there should be more discussion of the impact of climate change, given OSU's status as a Land Grant University.
- We are also concerned about the lack of seismic concerns, given what we know about potential earthquakes for the area.

Our specific concerns focused around six areas: land use guidelines, urban amenities, parks, economics, housing, and transportation. Our suggestions and wording for new findings and policies are in *italics*. Additions and corrections to existing text is in **bold**.

### **Article 3. Land Use Guidelines**

Suggested additions to Findings

*There is a limited supply of developable land within the city. Development projects for students have eliminated land for family, senior, and young professional housing.*

*Enrollment at OSU in the past five years has rapidly and significantly increased without timely notification by OSU's Board of Trustees so that both OSU and the city could plan for the increase. OSU enrollment affects all segments of the Corvallis housing market and transportation network.*

*To catch up with housing needs for students, the majority of newly built housing in Corvallis in the past five years has been solely student oriented. Both infill and new lot development have occurred. This development has impacted older existing neighborhoods and taken needed family housing out of the supply.*

## Policies

*3.2.c: Shouldn't this be a POLICY not a finding? Continued cooperation among Corvallis, Benton County, Linn County, and Oregon State University is important in the review of OSU development. **Any further planned new building construction and increases or decreases in enrollment should be communicated in a timely manner by the Board of Trustees to the above affected government entities so that proper planning for housing, parking and needed infrastructure can ensue.** This should help to ensure compatibility between uses on private and public lands.*

*The City shall prohibit or strongly discourage new development on private land solely for single-use, student-oriented housing. Any further housing development shall be a mix of housing meant for anyone.*

## **Article 5. Urban Amenities:**

### **5.4 Historic Resources**

*Findings under 5.4. contain several key pieces of information that are now obsolete. This section needs updating. We suggest the following wording:*

*5.4.a: In 1982, the City of Corvallis established a historic preservation program (Ordinance 82-100).*

*5.4.b: The City meets the requirements for a Certified Local Government according to guidelines set by the State Historic Preservation Office*

*5.4.c: In 1989 the City created the Corvallis Register of Historic Landmarks and Districts (Local Register) to identify locally-designated and National Register of Historic Places-listed historic resources. The Local Register also includes resources in three historic districts: Avery-Helm (2000), College Hill West (2002), and the OSU campus (2008). Historically significant Corvallis resources include: commercial buildings found within the central business district core and elsewhere; residences located throughout older neighborhoods; industrial, educational, institutional, governmental, and religious buildings; bridges, roadways, and trails; several archaeological sites both historic and prehistoric, and public spaces located on the Oregon State University campus and elsewhere within the Urban Growth Boundary.*

*5.4.d: The City adopted Ordinance 2006-15 that established the Historic Resources Commission (HRC). Among other responsibilities, the HRC, a quasi-judicial decision-maker, applies the Historic Preservation Provisions of Chapter 2.9 of the Land Development Code. Regulations apply to proposed alterations, new construction, reclassification, and/or demolitions of properties identified in the Corvallis Register of Historic Landmarks and Districts and/or the National Register of Historic Places.*

*The HRC is charged with the responsibility to evaluate permit requests and, in general, to act as the City's authority on historic preservation.*

*5.4.e: The current inventory by no means includes all of the sites and structures in Corvallis that possess historic significance. It is a basis for an ongoing process for the designation of additional historic sites, structures and districts.*

*5.4.f: Two tax incentive programs are available to encourage the appropriate rehabilitation and maintenance of historic properties listed in the National Register of Historic Places. The Federal Tax Credit program applies to income-producing building only (commercial and residential rental). This credit saves property owners 20% of the cost of rehabilitation. Oregon's Special Assessment of Historic Properties Program offers a 10-year special assessment of the property's assessed value for buildings that will be significantly but appropriately rehabilitated and maintained.*

*5.4.g: Downtown neighborhoods have community-identifying characteristics that include large street trees, wide planting strips, consistent setbacks and*

*building massing, and a large proportion of buildings dating from before 1950.*

*5.4.h: The lack of progress on historic inventory and preservation work has failed to protect older neighborhoods in the vicinity of Oregon State University, downtown and elsewhere.*

*5.4.i: In 2012, a volunteer-driven Neighborhood Photo Survey documented more than 2300 structures in neighborhoods surrounding OSU. The State Historic Preservation Office maintains the Neighborhood Photo Survey in a searchable database available electronically.*

#### Policies

5.4.8: Additional surveys and inventories are necessary to provide a basis for ongoing amendments to the City's Register of Historic Landmarks and Districts. The first priority for historic inventory and preservation work shall be older neighborhoods, especially those bordering the downtown and the Oregon State University campus, ***with emphasis on oldest structures first.***

5.4.17: Specific codes may be adopted and applied to discrete areas of the city in order to preserve desired historic neighborhood characteristics. This may require rezoning or identification of historic resources not yet ***formally designated as Historic Resources.***

#### Proposed New Policies

*5.4.18: The City shall evaluate zoning patterns in the neighborhoods near OSU with the intent of balancing density goals with preservation of neighborhood and community character. Ninth Street, especially on the east side, would benefit from re-zoning to reflect New Urbanism patterns of housing and retail mixed together.*

*5.4.19: The City shall develop a historic preservation plan to establish benchmarks of success, guide historic inventory work and other preservation activities, and establish preservation priorities.*

*5.4.20: Effort should be made to increase public awareness of the city's historic resources and the financial incentives available to the owner of these structures.*

## Proposed New Findings

### **Cultural Resources:**

*The region's cultural needs are served by Oregon State University, Linn-Benton Community College, the Corvallis Arts Center, Corvallis School District 509J, local theaters, and other cultural groups.*

*In February 2010, the City of Corvallis created the Arts and Culture Advisory Board to advise the City Council in all matters pertaining to Arts and Culture. Its mission is to advocate for, advise, and promote Corvallis and its creative community. The Advisory Board's function is to advise the City Council in all matters pertaining to Arts and Culture, ensuring that Arts and Culture are a civic priority.*

*In 2014, the Arts and Culture Advisory Board commissioned the Arts and Culture study to evaluate arts and culture in Corvallis and in similar cities, and provides recommendations for the future.*

*The Public Art Selection Committee review public art projects located on public property, and public art selection is covered in Council Policy 4.12.*

### Proposed New Policy

*The Commission will create and maintain a list of Art Resources, recommend policies and advise and propose strategies regarding Arts and Culture, promote outreach and involvement of the community, collaborate with other governmental agencies, volunteer organizations, etc. in the advancement of Arts and Culture planning and programming, and recommend and support financing alternatives and resources for Arts and Culture.*

### **5.6 Parks and Recreation:**

#### Policy

*5.6.20: This policy should be revised as follows: **OSU** will work closely with the **City** to develop the potential for recreational opportunities on campus that serve the larger community.*

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