



Community Development Planning Division
P. O. Box 1083
Corvallis, OR 97339
(541) 766-6908

AGENDA

OSU-Related Plan Review Task Force
6:00 pm, Tuesday, March 31, 2015
Madison Avenue Meeting Room, 500 SW Madison Avenue

- I. Welcome and Introductions
- II. Public Input Opportunity
- III. Review of Minutes (attached)
February 9, 2015

February 26, 2015

March 12, 2015
- IV. Check-In / Discussion of Work in Progress on Comprehensive Plan Findings and Policies
- V. Review of Proposed Comprehensive Plan Revisions provided in Public Testimony:
 - A. Dan Brown's March 12, 2015 Testimony (Attachment B to the March 12, 2015 Minutes)
 - B. Rollie Baxter's March 24, 2015 Testimony (included with other March 31, 2015 packet materials)

(Other written testimony from Dan Brown related to revisions to the Land Development Code, which is not the subject of the current review)
- VI. Public Input Opportunity
- VII. Adjournment

For the hearing impaired, an interpreter can be provided with 48 hours notice.
For the visually impaired, an agenda in larger print is available.



Community Development
Planning Division
501 SW Madison Avenue
Corvallis, OR 97333

DRAFT
CITY OF CORVALLIS
OSU-RELATED PLAN REVIEW TASK FORCE MINUTES
February 9, 2015

Present

Planning Commissioners:

Jennifer Gervais, *Chair*

Jasmin Woodside

Ronald Sessions

City Councilors:

Barbara Bull

Frank Hann

Excused Absence

Paul Woods, *Planning Commissioner*

Roan Hogg, *City Councilor*

Staff

David Coulombe, *Deputy City Attorney*

Ken Gibb, *Comm. Dev. Director*

Kevin Young, *Planning Division Manager*

Sarah Johnson, *Associate Planner*

Claire Pate, *Recorder*

Visitors

Dan Brown

Joe Raia

Attachments to the February 9, 2015 minutes:

- A. City Attorney's Office Memorandum regarding Legislative and Quasi-Judicial Land Use Processes OSU Campus Master Planning Comprehensive Review.
- B. Proposed Amendments to Land Development Code Chapter 3.36, submitted by Dan Brown.

I. WELCOME AND INTRODUCTIONS.

The OSU-Related Plan Review Task Force was called to order by Chair Jennifer Gervais at 6:00 p.m. in the Madison Avenue Meeting Room. Introductions were made.

II. CITY ATTORNEY PRESENTATION.

Deputy City Attorney Coulombe explained the differences between legislative and quasi-judicial processes, and described what some of the implications were of using one versus the other. He referred to the City Attorney memo to the City Council dated November 13, 2014 (**Attachment A**), which discusses both processes, and describes the three-factor balancing test typically used by the courts and the Land Use Board of Appeals to determine whether a decision was legislative or quasi-judicial. He emphasized that there was not a hard and fast line that could be drawn between the two processes. Typically, a legislative process and decision relates to the creation of policy and implementing regulations, without the application of a pre-existing set of criteria to a discrete set of facts. These broad policies involve a variety of factual situations and apply to a broad spectrum of parties. However, changes to the text of implementing regulations, Comprehensive Plan text or map amendments, or zoning map changes, could fall under a quasi-judicial or legislative process. The process used by the Task Force might start out as a legislative one and then evolve into a quasi-judicial one. At that point,

the Task Force would have to be concerned with declaring ex parte contact, ensuring adequate public noticing, etc.

The motion adopted by City Council, which included the language that “*this review may lead to a recommendation,*” implies that their intent was for a legislative review. A quasi-judicial process would require that there be a recommendation and decision. In response to specific questions, Coulombe and staff gave the following responses:

Bull: Is the main concern that the Task Force might be engaging in a quasi-judicial process, or is the concern that the Task Force might be perceived as interfering with a potential quasi-judicial process?

Coulombe: *The former, though there is nothing to stop the Task Force from devolving into a quasi-judicial process purposefully if a decision is made to do so. At that point, formal procedures would need to be adopted in order for any decisions to be defensible by the City Attorney’s office.*

Woodside: Can information be solicited from the public during a legislative process?

Coulombe: *Yes. There will be a need for ensuring adequacy of maintaining both a legislative record as well as potentially a public record of any comment or testimony received.*

Gervais: Could the Task Force start by looking at Land Development Code Chapter 3.36 using a legislative process?

Coulombe: *It might be better to start from the top by taking a broad look at which of the fourteen statewide planning goals might apply, and then looking at the pertinent Comprehensive Plan policies and findings. This would be a legislative process. The more focused the Task Force’s attention becomes, such as looking at the particular Land Development Code Chapter 3.36 provisions, it starts looking more quasi-judicial since it is looking at a discrete set of criteria applying to a relatively small portion of the community – OSU. The Task Force’s effort might end up as a two-part process, with the first part being legislative and the second, more narrowly focused effort quasi-judicial.*

Sessions: Since we are a task force and not a commission, and are only making recommendations to authorities that have responsibility for making decisions, does that make a difference?

Coulombe: *The Task Force is still considered a public body in that it was formed by action of the City Council with members appointed by the Mayor. As a body, the Task Force will be fact-finding, gathering information, and making judgments and recommendations towards a decision by the Planning Commission. This could be considered either legislative or quasi-judicial depending on its scope and content.*

Sessions: Do changes to the Land Development Code have to be reviewed by the State?

Young: *Yes, both Comprehensive Plan and Land Development Code amendments are reviewed by the State for consistency with statewide planning goals and other applicable state regulations.*

Gervais: If we choose to identify policies that we felt were not consistent with the intent of the overall vision of the Comprehensive Plan, would that be legislative?

Coulombe: *It depends. If the review of the Comprehensive Plan results in recommendations for new policies, with a potential for leading to new regulations, these would not be considered pre-existing criteria. If the Task Force were to go on to say that there are Land Development Code regulations that would not be implemented because of a new policy or an amendment to a policy, this would all likely be considered to be a legislative process. If changes were being recommended based on existing Comprehensive Plan policies, this would begin to feel quasi-judicial. Again, the line is blurred and not clear.*

Bull: I would like to allow for the possibility that instead of reviewing the Comprehensive Plan in its totality, the focus be on just those findings and Comprehensive Plan policies that are at issue. It could be that in the review they might determine that there is no immediate need for a change in Comprehensive Plan policies, but rather that the need is to look at Land Development Code Chapter 3.36. I do not want it assumed that they would take on the whole Comprehensive Plan review process before taking a look at the Land Development Code language.

Coulombe: *Certainly, the Task Force's scope of work could be in parts. After reviewing findings and policies from the "20,000-foot level", the Task Force might decide that no policy level changes need to take place and might find that the issue is with implementation. This could be the Task Force's first recommendation. The City Council then might ask either the Task Force or Planning Commission to look at the implementing language and regulations, in a quasi-judicial process.*

Gervais: If we were to find that the policy seems sound but is just not being implemented, would that then move it to a quasi-judicial process?

Coulombe: *This determination that a policy does not direct its attention to a specific issue or concern that has been raised would likely be legislative.*

Bull: What are the role and mechanics of "findings"?

Coulombe: *Findings are required for a land use decision. Legislative processes can also have findings. The facts or information received which lead to a certain decision or recommendation are findings. Minutes of the meetings will likely contain such findings. It is not necessary that they be formal findings. When the Task Force gets to a recommendation stage, it would be appropriate to make some statements of what persuaded members to make a certain recommendation. This legislative history would be helpful to City Council when it makes a decision.*

Bull: What if a Comprehensive Plan finding is determined to be no longer applicable, or needs amending? Were there findings associated with the Collaboration process?

Young: *There are two separate contexts for findings. In the context of a land use decision, one can use as an example the Package #2 code amendments that came out of the Collaboration process. When the code amendments were adopted, staff developed formal findings that stated what the applicable criteria were and how they were met. These findings are specifically tailored to the decision criteria. In another context, the Task Force will likely be reviewing existing Comprehensive Plan findings and policies. These findings are the factual bases for some of the policy direction found in the Comprehensive Plan. Findings might have something to do with the enrollment projections for OSU, and what the trends might be. This is different in a legal sense from a finding that supports a land use decision. There were no separate findings that came out of the Collaboration process, but there is certainly lots of appropriate information for the Task Force to review. Staff would be putting that information together for the Task Force.*

Coulombe then addressed the issue of record keeping, and emphasized the importance of ensuring all emails, correspondence, and public testimony received by Task Force members pertaining to the legislative and/or quasi-judicial process were saved and placed in a public record repository. In the case of receiving redundant testimony (such as several persons submitting emails referring to the same written report or article), all of it must be retained in a public record repository, but a separate legislative record repository might just include the pertinent emails with just one copy of a referenced report or article. All of it is subject to public disclosure. Copies of emails and written testimony received can be kept on personal computers, but a copy needs to be forwarded and kept in the public and/or legislative records repository.

In response to a question from Sessions, staff said that the public could be encouraged to give focused testimony – for example, a meeting might be advertised as dealing with specific issues and the public encouraged to provide testimony targeting those issues – but it would be difficult to enforce limitations on content of testimony.

Gibb suggested that all pertinent emails and written testimony be put into a legislative record, as opposed to having a separate public record and having to make a determination about what testimony goes where. Young will determine who the staff person will be who will receive the testimony and keep the record, and he will let the Task Force members know. There is also the option of having the City's website used to be a repository for testimony.

III. MEETING PROTOCOLS.

- **Selection of a Vice Chair.** The group agreed by consensus to appoint Hann to the role. Hann agreed to serve in that capacity, but said he would defer to Roen Hogg if he expressed an interest in serving in the role.
- **Process for reaching decisions.** It was agreed to reach decisions by consensus, moving to a vote if necessary. When there is less than unanimity, the minority vote is encouraged to give their reasoning in order to inform City Council.
- **Meeting attendance expectations.** Attendance is expected, but it is understood that there will be conflicts for some of the members for some of the meetings.
- **Desired detail in meeting notes.** Minutes should have enough detail to inform anyone who was not in attendance at a meeting. Attribution of comments should be included.
- **Anticipated turn-around time for packet materials/info from staff.** The packet should be sent out the weekend before the meeting.
- **Frequency of meetings.** The intent will be for the Task Force to meet every two weeks, with a potential of having four meetings total.
- **Preference for electronic vs. printed packet materials.** Any member who wishes to have a hard copy of any of the packet materials should let staff know. Hann suggested that staff look into coming up with a checklist/chart which includes a listing of the various policies and findings/identified issues, so that as they get dealt with they can be checked off. Staff agreed to have at least one hard copy of the meeting packet at the meeting, in case someone needed it for reference.

IV. PUBLIC INPUT.

Per Woods' suggestion in an email to Gervais, it was agreed to have visitors' propositions at the beginning at each meeting, with another opportunity at the end of each meeting for visitors comments.

Hann and Gibb suggested that there be a time limitation placed on the visitor comment periods to allow the Task Force to have adequate time to get its work done. Hann also suggested that early on in the process, members of the Collaboration groups and other stakeholders be invited to make comment during an open forum or public meeting.

V. SCOPE OF WORK.

Gervais acknowledged the concerns expressed about not doing a comprehensive review and overhaul of the entire Comprehensive Plan, but said that it was important to start with a narrowly focused review of pertinent findings and policies, as have been preliminarily identified by staff. Bull agreed.

Sessions opined that the process may yield a lot of information that cannot be anticipated at this time how it will need to be handled. As the issues are identified, there will likely be some not clearly addressed by the Land Development Code or for which the code was not adequately enforced. Others might require a new or amended Comprehensive Plan policy. His opinion is that it is the Task Force's job to sort through the issues first and identify what course of action is required to resolve each of them.

Gervais suggested that the members consider the following as a possible scope of work. The Task Force will start with a legislative review of the statewide planning goals and the Comprehensive Plan policies that pertain to OSU, and gather information and findings from various sources with the assistance of staff. This will then be used to support decisions about recommendations regarding those policies and findings. The Task Force would then check in with City Council about how they wish to proceed with regard to those recommendations; i.e. whether they want the Task Force to proceed with a quasi-judicial process or assign the work to another body.

Staff suggested reviewing the proposed Scope of Work presented on page 2 of the January 30, 2015, memo contained in the meeting packet, and make any changes that the Task Force members might find appropriate. It was agreed to add an earlier check-in with City Council to the schedule, prior to the Task Force doing any actual "wordsmithing" to policies, findings and/or code language. The schematic will be changed to add a box to reflect this check-in with City Council. This check-in would likely take the form of both submitting a summary of recommendations, and potentially attending a City Council meeting to have a discussion about the findings.

Hann said that since there are three City Councilors assigned to the Task Force – one from each of the standing committees – there will be communications going back to City Council on an on-going basis. Nevertheless, one formal check-in with City Council would be appropriate, though the intent is for this to be a short-term project, alongside the other efforts that are going on at the same time. His understanding is that the intent of this effort is to look at policies and findings and come up with suggestions that perhaps would communicate more effectively to OSU what the expectations are as they finalize their district plan.

Woodside suggested that Hann's statement about part of the intent of the Task Force's work was to inform OSU's work on the district plan be made a part of the formalized Scope of Work. Gervais added that in order for this intent to be met, they would have to work efficiently and with some speed.

The schedule will be fine-tuned by staff and re-submitted for consideration at the next meeting.

V. MEETING TIMES.

After discussion, the group agreed to a tentative schedule of four meetings, starting at 6pm and scheduled to last 2-1/2 hours.

First meeting – tentatively February 26, 2015: Prior to the meeting, Task Force members should review the statewide planning goals, Comprehensive Plan policies and findings, Collaboration work/findings, and other available information gathered by staff. The goal of the first meeting would be to discuss all of the information, including any public input received; and then identify what the issues seem to be, as well as what additional information might be needed.

Second meeting – tentatively March 12, 2015: Continue discussion, hear public input during allotted time, and start narrowing down the list of issues to be addressed, and identifying plans of action to address those issues.

Third meeting – (date to be set): Finalize work on and prioritize a list of items that need attention. Prepare a draft for public comment and eventual submission to City Council.

Fourth meeting – (date to be set): Hold a public forum to gather comments on the prioritized list of issues and intended actions. Finalize draft for City Council.

Staff will do a “doodle” poll to determine dates for the last two meetings, as well as to confirm the dates for the first two, since two members are absent.

VII. VISITOR COMMENT.

Dan Brown thanked the members for all of the work they have taken on. In his roles of City Councilor and President of the College Hill Neighborhood Association, he has heard the various complaints his neighbors have had about commuter parking and traffic on neighborhood streets. He was president of the neighborhood association when the OSU Campus Master Plan was developed, and his name is on the acknowledgement page. This plan created quite a furor, akin to that which was raised at many of the Collaboration meetings. The problems were exactly the same ten years ago.

Last year, he was on the subcommittee that proposed the expansion of the residential parking districts, a process through which he heard additional complaints. Citizens are looking for relief. Many people believe that the University should participate in the solution to a greater degree than they have in the past. His preference is for the Task Force to include in its scope of work investigation of Land Development Code Chapter 3.36. In that regard, he handed out two documents that he had prepared (**Attachment B**) containing plausible suggestions about how to deal with the issues. The two documents are currently in the public record as they have been emailed to City Council earlier in the day. He believes that the existing policies are not being effectively implemented. The Task Force’s approach could be either quasi-judicial or legislative, depending on the desire of the City Council. He would also like the Task Force to consider that there are thousands of stakeholders involved, not just one. He referenced the map contained in Section 3.34-1 in Land Development Code Chapter 3.34, which includes the University Neighborhood Overlay. The University is one stakeholder, but there are hundreds of other dwellings with thousands of other people involved in it. It is important that processes be set up to hear from those people, which it appears is what the Task Force has done.

Joe Raia said that he had not prepared any remarks, but his experience through this last decade of living in Corvallis is that there has been a great deal of latitude given to the University, to the detriment of the Corvallis citizenry. The citizens should have an equal footing with the University. He did not believe that this was the case with the Collaboration process. It appears that City Council is taking a new path now with respect to acknowledging that OSU is a major player, but ensuring that the citizens are on an equal footing.

VIII. ADJOURNMENT.

The meeting was adjourned at 8:15 p.m.



CORVALLIS CITY ATTORNEY
456 SW Monroe, #101
Corvallis, OR 97333
Telephone: (541) 766-6906
Fax: (541) 752-7532

CITY ATTORNEY'S OFFICE
MEMORANDUM

To: Mayor and City Council
Planning Commission

From: Jim Brewer, Deputy City Attorney 

Date: November 13, 2014

Subject: Legislative and Quasi-judicial land use Processes
OSU Campus Master Planning Comprehensive Review

Issue:

Anticipating the expiration of the current OSU Campus Master Plan, City Council members and Planning Commissioners have inquired about the nature of the process that will be used to review a successor plan. At this point no application has been filed, and neither the Planning Commission nor the City Council has formally initiated any Land Development Code or Comprehensive Plan text amendments. This memorandum is intended to provide background on the current relationship of the OSU Campus Master Plan to the LDC and Comprehensive Plan, to offer advice on the distinction between legislative and quasi-judicial land use processes and decisions, and to provide some options on how the City Council and Planning Commission could proceed with the comprehensive review of the OSU Campus Master Plan and the OSU Zone. Staff and the City Attorney seek guidance from the Council and Planning Commission on which option to follow. In order to keep this memo at a nearly readable length, many of the issues set out below are, at best, general summaries. If you would like more detail or a more

complete discussion of any of the particulars, our office is prepared to discuss these matters at length at your meetings-- or you may, of course, contact us directly. We recommend setting a joint City Council/Planning Commission work session early in 2015 to allow for this discussion.

Background:

Because no application has been filed and no process has been initiated, it is not possible to determine whether OSU might propose something that requires a legislative or quasi-judicial process and decision. Presumably, OSU could also abandon its efforts and make no proposal. The following summarizes the land use process in general, briefly discusses the distinction between the quasi-judicial and legislative processes, and discusses the nature of the current OSU Campus Master Plan.

Legislative and Quasi-judicial Land Use Processes

Oregon's statewide land use system includes procedures for both legislative and quasi-judicial land use decisions. In summary, legislative processes focus on making policy decisions of broad application, while quasi-judicial processes focus on the application of the standards created through those legislative policy decisions to a particular, discrete set of facts. While both processes include public hearings, the opportunity for public participation in quasi-judicial decisions is more formalized, and decision makers are limited in their ability to consider casual conversations and contacts with constituents that occur outside of the public hearing process and record. Reviewing courts and LUBA have long used a three-factor balancing test from a Benton County case, *Strawberry Hill 4 Wheelers v. Benton Co. Bd. of Comm.*, 287 Or. 591, 601 P.2d 769 (1979), when there is a question about whether a decision was legislative or quasi-judicial. More recently, courts and LUBA have determined that the three *Strawberry Hill* factors are not exclusive, and that what appeared to be the most significant of the factors was actually not-- leaving a substantial gray area for decisions that might fall in either category.

Quasi-judicial

Quasi-judicial processes, once begun, must result in a decision, often within an established timeline based on the date of the application. In quasi-judicial decisions the decision maker must apply preexisting criteria to set of concrete facts. Finally, quasi-judicial decisions involve a closely circumscribed, factual situation affecting a relatively small number of parties.

In order to meet procedural requirements, quasi-judicial land use decisions must be based only on substantial evidence that is within the record. Decision makers are not permitted to gather or make use of evidence or facts outside of the record, and decision makers are not supposed to rely upon their personal knowledge of facts or evidence outside of the record. This requirement leads to the process where decision makers disclose the nature and substance of “*ex parte* contacts” so that all the parties (and other decision makers) can fairly respond to all the information that might be the basis for the decision-- which, because of the disclosure, will then become part of the record. Similarly, decision makers are supposed to view quasi-judicial matters without preconceptions, and thus need to disclose if they have a bias that prevents them from making fair and impartial decisions about the facts or the parties. Typically, quasi-judicial land use decisions have an identified applicant, seeking approval of a specific proposal. Under state law, that proposal would be evaluated by applying the standards that exist at the time of the application.

Legislative

On the other hand, initiation of a legislative process does not require that any decision ever be made, and typically there is no deadline for a legislative decision (if one is made). While an individual or a group of people might propose legislation, the process requires no applicant or application. Legislative decisions are the creation of policy and implementing regulations, without the application of a pre-existing set of criteria to a discrete set of facts. Legislative decisions develop broad policies that involve a variety of factual situations and a wide spectrum of parties. While there are procedural requirements for legislative land use decisions, the record in legislative processes is less constrained than for a quasi-judicial decision, and therefore, there is no prohibition against *ex parte* contacts. Legislative decision makers are *expected* to communicate with their constituents and to use their personal knowledge, expertise and experience, so bias is not a great concern.

Oddly, in the land use context, changes to the text of implementing regulations, comprehensive plan text or map amendments, or zoning map changes, could be quasi-judicial or could be legislative, or could result in a consolidated decision with some elements that are quasi-judicial and some elements that are legislative. In these situations, because the quasi-judicial process provides more safeguards, our advice is generally to follow the quasi-judicial process, as making a legislative decision in a quasi-judicial manner will be seen as at most a harmless error on appeal, but making a quasi-judicial decision in a legislative manner will almost certainly be seen as an error.

Statewide Planning System Context

State law requires Corvallis to conform to Oregon's statewide system for land use planning. The foundation of that system is a group of 19 statewide planning goals and guidelines. Based on those goals and community vision, local governments then create comprehensive plans, which establish the local policy direction for land use planning. From the comprehensive plan policies, local governments then adopt implementing regulations and ordinances, like the Corvallis Land Development Code, which contain the standards and criteria for review of specific development proposals. Periodically, local comprehensive plans are reviewed to determine whether they comply with goals, and implementing regulations are reviewed for compliance with the local comprehensive plan. Legislative proposals amending the implementing regulations should be reviewed for consistency with the local comprehensive plan policies. Legislative proposals amending the comprehensive plan must be reviewed for consistency with the statewide goals.

Current Relationship of OSU Campus Master Plan to LDC and Comprehensive Plan

According to the second paragraph in Chapter 3.36, the 2004–2015 Campus Master Plan is itself an approved successor document to the 1986 Oregon State University Plan and Map, also referenced as the Physical Development Plan. The 1986 Oregon State University Plan and Map were incorporated as a supporting document to the 2000 Corvallis Comprehensive Plan. While Article 13 of the 2000 Corvallis Comprehensive Plan incorporates the 1986 Plan as a supporting document to the Comprehensive Plan, a cursory review of the archives indicates that the City adopted the 2004–2015 Oregon State University Plan and Map by approving PLD 03-00018, which was a major modification to the 1986 Oregon State University Plan and Map (Order 2004-156). One view is that because the 2004-2015 Oregon State University Plan and Map were approved as a modification of the 1986 Oregon State University Plan and Map, currently the supporting document to the Comprehensive Plan is the 2004-2015 version that will soon expire.

Land Development Code Chapter 3.36 is the chapter that establishes the OSU Zone. As you might expect, LDC 3.36 states that the OSU Zone implements Comprehensive Plan Policies, but the Chapter also states that the Zone implements provisions in the OSU 2004-2015 Campus Master Plan. Comprehensive Plan Policy 13.2.5 states that “[d]evelopment on the Oregon State University main campus shall be consistent with the 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.” Under Oregon's statewide planning

system, these provisions make sense if the current OSU 2004-2015 Campus Master Plan is viewed as a supporting document to the Comprehensive Plan.

LDC

LDC 3.36 establishes the OSU Zone. Some language in LDC 3.36, read in context, is ambiguous and should be interpreted by the City Council. Other provisions seem to be objective development standards. LDC 3.36.40.05 – Campus Master Plan Update is the specific provision relevant to review of the OSU Campus Master Plan. Although the text anticipates a review of the Campus Master plan under a variety of circumstances, LDC 3.36.40.05.d states that the expiration of the CMP planning period is a reason for a CMP update. LDC 3.36.40.05 references criteria that apply in the review of an update. The language is ambiguous at this point, as it is not clear how the referenced criteria at LDC 3.36.40.02.b “1” through “3” [sic] would apply to a review that includes policy direction. But the same provision also anticipates that “[t]he review shall comprehensively evaluate the need to update or otherwise modify the Campus Master Plan, its policies and related traffic and parking studies, and this Chapter.”

Options on Reviewing the OSU Master Plan Update

The OSU 2004–2015 Campus Master Plan expires at the end of 2015. Anticipating a review of a successor plan by the City, OSU has periodically provided the Council and Planning Commission with a schedule and an explanation of its internal planning process. In the past few years a number of people have raised a variety of concerns about the impact of development and growth at OSU on the surrounding community, either as part of the OSU/City Collaboration Effort or in a variety of contexts outside of that collaboration process. In considering the nature of the review of the OSU Campus Master Plan Update and the nature of the process and decisions the City Council might make as a result of that review, the Council should consider the following options:

1. As part of the review of the OSU Campus Master Plan update, a majority of the City Council could initiate a legislative process to review and possibly amend the Comprehensive Plan and/or the Land Development Code text, consistent with LDC 2.1.30. This process could include a joint work session with the City Council and Planning Commission, taking a broad view of the statewide planning goals, the current Comprehensive Plan policies related to land use planning at OSU, and the impact that land use at OSU has on the adjoining neighborhoods and the broader community. This process could determine whether the concerns raised in the collaboration effort and in other contexts (or any other concerns the Council or

Planning Commission might have) are adequately addressed by current policies (and whether the existing policies are consistent with the statewide planning goals). The Council could determine whether current policies need amendment, or if additional policies need to be adopted. Following that policy review, the Council and Planning Commission could determine whether implementing the existing, amended or new policies requires amending or developing new language within the Land Development Code— including the implementing OSU Zone chapter. The focus of decision makers in this process would need to consciously remain at the policy level, with the reviewers considering how current or proposed policies affect areas outside of OSU and how they affect the community as a whole, prior to considering regulations that implement those policies. Decision makers would need to understand that this direction could lead to a number of parallel processes, with potentially conflicting requirements.

2. The Council and Planning Commission could wait until an application is filed by OSU, and review the application in the manner required by the nature of the proposals within the application. This could be either a legislative or quasi-judicial process. OSU has provided a timeline over the last year or so, and may file an application and seek review regardless of any process the Council initiates. This could lead to related but parallel processes. Decision makers would need to be cautious about commenting on the OSU Master Plan, even before the application is filed, as comments could be seen as evidence of bias should the application be quasi-judicial in nature.
3. The Council and Planning Commission could initiate no formal process, but conduct a work session with the intent of gathering issues, concerns and suggestions that would then be conveyed to OSU for inclusion in OSU's application. This discussion could also lead to formal initiation of a legislative process at some later point. Again, decision makers would need to be cautious in commenting on the concerns and issues they have gathered.
4. The Planning Commission could initiate a legislative process to amend the Land Development Code, consistent with LDC 1.2.80, to address amendments to the LDC that are required to implement existing Comprehensive Plan Policies.

From the perspective of legal counsel defending decisions that are likely to be appealed (regardless of the substance of the decisions), we view a Council-initiated legislative process, reviewing the OSU Master Plan as a supporting document to the comprehensive plan, with a focused discussion and ultimate decision that remains clearly on the policy

needs of the community as a whole, as likely the most defensible process. Parallel processes are going to have inherent challenges. We understand and appreciate that the City Council needs to also evaluate its priorities, available staff resources and other work tasks that are on the horizon. One component of the work session and discussion should be the current Community Development department work plan and the priorities Council has established for the tasks in that work plan.

Recommendations:

Regardless of the process the Council chooses, our office advises the Council, as part of its review of the OSU Campus Master Plan Update, to make some express interpretations of language within the LDC and the Comprehensive Plan. Timing of these interpretations may affect the process or decisions that the Council or Planning Commission make. This is not an exclusive list of provisions, but these should be expressly interpreted in this review process:

1. We recommend that as part of its decision, the Council expressly interpret the language in LDC 3.36.40.05 (and expressly resolve the ambiguity between the last two sentences of the unnumbered paragraph in LDC 3.36.40.05). Similarly, we also recommend that the City Council expressly determine what manner of review of the OSU Master Plan, the OSU Zone Chapter and related policies, would be considered “comprehensive” in terms of the City review of the expiring Campus Master Plan which would satisfy the LDC 3.36.40.05 requirements.
2. We recommend that the City Council make an express decision about what the expiration of the master plan “planning period” means in terms of proposals for development within the OSU Zone, and that the Council expressly determine (if review-- and approval-- of the OSU Campus Master Plan Update is not complete prior to that expiration) how development within the Zone will be reviewed until an update is approved.
3. Finally, if the Council does not initiate a Comprehensive Plan Amendment process, we recommend that as part of any decision on the OSU Campus Master Plan Update, the Council expressly address whether an updated OSU Campus Master Plan is a supporting document to the Comprehensive Plan, or has some other status.

If you have questions or concerns about the content of this memo, we will be prepared to discuss those issues at your meetings.

To: City Council and Planning Commission
From: Dan Brown

February 9, 2015

Subject: Rough Draft of Amendments to Chapter 3.36 to Remove Existing Problems

1. **ROUGH DRAFT** - The attached document is an abridged version of the present *LDC* Chapter 3.36. Through changes in the text, it attempts to address the problems identified in the companion document, *Partial List of Problems with Chapter 3.36 in the Land Development Code*. These changes would reduce the expressed plight of Corvallis citizens in the central part of the city, and they could be adopted quickly.

bold = author's emphasis

red = added text

yellow = deleted material

2. **AMENDMENTS TO CHAPTER 3.36** - The City Council is contemplating the path forward and is considering "interim" measures such as amending Chapter 3.36 of the *Land Development Code*. The process for such an amendment is specified in the *LDC* and appears to be pretty straightforward.

Section 1.2.80- TEXT AMENDMENTS.

1.2.80.01 - Background

This Code [e.g. Chapter 3.36] may be amended whenever the public necessity, convenience, and general welfare require such amendment and where it conforms to the Corvallis Comprehensive Plan and any other applicable policies.

1.2.80.02 - Initiation

An amendment may be initiated through one of the following methods:

- a. *Majority vote of the City Council; or*
- b. *Majority vote of the Planning Commission.*

1.2.80.03 - Review of Text Amendments

The Planning Commission and City Council shall review proposed amendments in accordance with the legislative provisions of Chapter 2.0 - Public Hearings

3. **BASIS FOR AMENDING** - Existing policies and regulations should be sufficient to justify amendments to Chapter 3.36. The *Comprehensive Plan* says:

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

Policy 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.*

The *Land Development Code* says:

Section 2.13.30.05 *Uses requiring Plan Compatibility Review shall be reviewed to ensure compatibility with existing and potential Uses on nearby lands. The following factors shall be considered:*

- a. *Neighboring property owners and residents shall be protected through reasonable provisions regarding surface water drainage; suitable sound and site buffers; preservation of views, light, air; and other aspects of design that may have substantial effects on neighboring land uses;*
- b. *The proposed development shall not adversely affect traffic, parking, and access;*

Section 3.36.10.c *The purpose of the OSU Zone is to:*

- c. *Ensure compatibility of University development with surrounding areas;*

CHAPTER 3.36

OREGON STATE UNIVERSITY (OSU) ZONE

This Zone implements Comprehensive Plan policies that encourage coordination between the University and City in planning and review of campus development. Coordination with campus development is essential due to the physical size of the University and its related effects on City facilities, services, **and surrounding residential areas**. This Zone also coincides with the Public Institutional Comprehensive Plan designation for property generally within the OSU campus area and is covered by the University Neighborhood Overlay. However, not all property within this Zone is owned by OSU; some parcels are privately owned **and some are privately operated**.

In conjunction with this Zone, a Physical Development Plan for campus development was originally adopted in 1986 and has been revised periodically by the University. The most recent revision, which this Zone implements, is the Oregon State University Campus Master Plan (CMP), approved in 2004.

Section 3.36.10 – PURPOSE

The OSU Zone implements the **Comprehensive Plan** and provisions in OSU's 2004-2015 Campus Master Plan, which is the blueprint for campus development over the next decade.

The purpose of the OSU Zone is to:

- a. **Ensure compatibility of University development with surrounding areas**
- a. Encourage coordination between the University and the City of Corvallis, especially in the areas of land use planning and reviewing campus development;
- b. Facilitate University development;
- d. Ensure adequacy of public utilities, parking, and transportation facilities;
- e. Expedite the development review process; and
- f. Create a mechanism to regulate development on campus consistent with the CMP.

Section 3.36.20 – DEFINITIONS SPECIFIC TO THIS CHAPTER

The following definitions contained in Section 3.36.20 pertain only to instances where the term is used within the contents of Chapter 3.36 – OSU Zone.

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Development Area –The portion of land involved in a building/construction permit application or land use application. The Development Area shall include all of the following that are associated with the development: buildings, yards, open spaces, setbacks, Development Frontage, abutting parking areas, and access. The Development Area shall be indicated on a project site plan. Within Chapter 3.36, the Development Area definition supersedes the Development Site definition found in Chapter 1.6 and used elsewhere within this Code.

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Section 3.36.30 – PERMITTED USES

In the OSU Zone, use classifications shall follow Chapter 3.0 - USE CLASSIFICATIONS depending on the type of development.

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3.36.30.01 – General Development for University-owned Properties

a. Primary Uses Permitted Outright

1. Residential Use Types -

- a) Family
- b) Group Residential
- c) Group Residential/Group Care
- d) Residential Care Facilities

2. Residential Building Types -

- a) Single Detached
- b) Single Detached - Zero Lot Line
- c) Duplex
- d) Single Attached - Zero Lot Line, two units
- e) Attached - Townhouse

f) Multi-dwelling

3. Civic Use Types -

- a) Administrative Services
- b) Community Recreation
- c) Cultural Exhibits and Library Services
- d) Lodge, Fraternal, and Civic Assembly
- e) Parking Services
- f) Public Safety Services
- g) Religious Assembly

h) University Services and Facilities - Commercial Uses that are considered to be University Services and Facilities under this Code include, but are not limited to:

1) Communication Service Establishments;

2) Professional and Administrative Services;

3) Research Services;

4) Eating and Drinking Establishments;

5) Lodging Services;

6) Retail Sales - University;

7) Spectator Sports and Entertainment; and

8) Participant Sports and Recreation.

9) Industrial Use Types - Industrial Use Types considered to be University Services and Facilities include, but are not limited to:

a. Technological Production;

b. Limited Manufacturing; and

c. Other Industrial Uses customarily associated with Research Services.

i) Freestanding Wireless Telecommunications Facilities up to 60 ft. in height, subject to the standards in Chapter 4.9 - Additional Provisions

4. Agricultural Use Types - all Agricultural Use Types

b. Accessory Uses Permitted Outright for University-owned Properties

1. Essential Services

2. Family Day Care, as defined in Chapter 1.6 - Definitions

3. Home Business, as defined in Chapter 1.6 - Definitions

4. Major Services and Utilities

5. Minor Utilities, subject to standards in Chapter 4.9 - Additional Provisions

6. Other development customarily incidental to the Primary Use in accordance with Chapter 4.3 - Accessory Development Regulations

7. Collocated/attached Wireless Telecommunication Facilities on multifamily residential structures, three or more stories, and that do not increase the height of the existing structures by more than 25 ft. for whip antennas, including mounting, or by 10 ft. for all other antennas, subject to the standards in Chapter 4.9 - Additional Provisions

8. Collocated/attached Wireless Telecommunication Facilities on nonresidential structures that do not increase the height of the existing structures by more than 25 ft. for whip antennas, including mounting, or by 10 ft. for all other antennas, subject to the standards in Chapter 4.9 - Additional Provisions.

9. Garden

10. Market Garden - subject to the provisions in Section 4.9.90 of Chapter 4.9 – Additional Provisions.

11. Community Garden – subject to the provisions in Section 4.9.90 of Chapter 4.9 – Additional Provisions

c. Privately Owned Parcels within the OSU Zone -

- 1. Two privately owned parcels developed as single- and multi-family residential uses are within the OSU Zone. These parcels are listed in Table 3.36-1 – Privately Owned Parcels, below.

Table 3.36-1: Privately Owned Parcels

<i>Parcel</i>	<i>Street Address</i>	<i>Sector</i>	<i>Current Use</i>
12503AC00100	1820 Stadium Ave	G	Single-Family Residential
115340000200	200-510 SW 35th Street	A	N/A

- 2. The parcels in Table 3.36-1 - Privately Owned Parcels, may be developed as:

- a) Uses consistent with the University Services and Facilities Use Type in accordance with Section 3.0.30.02.n; or
- b) Residential Uses in accordance Section 3.36.80, below.

d. Zoning of uses for privately **operated** parcels within the OSU zone will be regulated by Chapter 3.0.

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Section 3.36.40 – PROCEDURES AND DETERMINATION OF COMPLIANCE

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Section 3.36.40.01 – Overview

Development within the OSU Zone area shall be reviewed for compliance with the standards in this Code and the Campus Master Plan Transportation Improvement Plan (TIP), except as expressly modified by provisions of this Chapter. **Where conflicts exist between this Chapter and Chapter 4.0 - Improvements Required with Development, Chapter 4.1 - Parking, Loading, and Access Requirements, and Chapter 4.2 - Landscaping, Buffering, Screening, and Lighting, the provisions in Chapter 3.36 shall prevail.** Development proposals found to be compliant with these provisions, and which do not require a public hearing through the **Conditional Development** process, may be approved through the standard Building Permit process. Proposals found not to be compliant may be reviewed in accordance with the appropriate adjustment procedures described in Section 3.36.40.02. Development proposals identified in Section 3.36.30.02 may also be approved through the Conditional Development process identified in Chapter 2.3 - Conditional Development.

Section 3.36.40.02 – Adjustments

Development not consistent with the standards contained in this Chapter shall be reviewed as one of the following:

- a. A Minor Adjustment, as described in Section 3.36.40.03 - Minor Adjustments, shall be reviewed under the processes and criteria in Chapter 2.13 Plan Compatibility Review; or
- b. A Major Adjustment, as described in Section 3.36.40.04 - Major adjustments, shall be reviewed as follows:
 1. All proposals that meet or exceed the thresholds identified in Section 3.36.40.04 “a”, through “n”, shall be reviewed under Section 2.5.60.03 - Major Modifications in Chapter 2.5 - Planned Development.
 2. In addition to the process required in “1,” above, proposals that meet or exceed the thresholds identified in Section 3.36.40.04 “d” through “k” shall be reviewed for consistency with Chapter 1.2 - Legal Framework.
 3. In addition to the processes required in “1”, and “2”, above, proposals that meet or exceed the threshold identified in Section 3.36.40.04 “h” shall be reviewed as a Zone Change, consistent with process and criteria in Chapter 2.2 - Zone Changes, and if needed, as a Comprehensive Plan Amendment, consistent with the process and criteria in Chapter 2.1 - Comprehensive Plan Amendment Procedures.

Section 3.36.40.03 – Minor Adjustment

A Minor Adjustment shall be triggered if a proposal deviates from one of the dimensional standards, but not more than three of the dimensional standards in Section 3.36.60, by 10 percent or less.

Section 3.36.40.04 – Major Adjustments

A Major Adjustment shall be triggered if a proposal meets one or more of the following criteria:

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- a. **Modifies any dimensional standard in 3.36.60**
- a. **Modifies more than three of the dimensional standards in Section 3.36.60;**
- b. **Modifies any of the dimensional standards in Section 3.36.60 by more than 10 percent;**
- c. Proposes a stand-alone parking lot or structure in a location not identified in Figure 7.3 - Future Parking Facilities, of the CMP;
- d. Exceeds 90 percent parking usage **by sector campus wide** and does not provide additional parking facilities as part of the project;
- e. Proposes development with a gross square footage that is within the campus total development allocation but exceeds the maximum Sector allocation;
- f. Proposes development such that the amount of retained open space is consistent with the campus minimum open space requirement but falls short of the minimum requirement for the Sector. Requires a commensurate increase in open space allocation in another Sector;

- g. Is not consistent with the Transportation Improvement Plan in Chapter 6 of the CMP;
- h. Adds new land area to or subtracts land area from the CMP;
- i. Creates new CMP policies;
- j. Results in a change in Sector boundary or redistribution of development allocation between Sectors;
- k. Results in the cessation of intra-campus transit services - shuttle, bus, etc.;
- l. Proposes a change in use for any of the parcels associated with the College Inn and its parking;
- m. Proposes development in Sector J for building floor area in excess of 254,100 sq. ft.; or
- n. Proposes a new building within the 100-ft. transition area on the northern boundary of Sector A, B, and/or C from the western boundary of Sector A to 26th Street. In order to create a graceful edge between the campus and northwest neighborhoods, any proposed building subject to this Section shall be subject to the following criteria:
 - 1. Maximum building height shall be 35 ft. provided the following is satisfied: shadows from the new buildings shall not shade more than the lower four ft. of a south wall of an existing structure on adjacent property between 10 a.m. and 2 p.m. on March 21;
 - 2. Structures shall not have a continuous horizontal distance exceeding 60 ft. along the boundary;
 - 3. Along the vertical face of a structure, off-sets shall occur at a minimum of every 20 ft. by providing any two of the following:
 - a) Recesses of a minimum depth of eight ft.;
 - b) Extensions a minimum depth of eight ft., a maximum length of an overhang shall be 25 ft.;
 - c) Off-sets or breaks in roof elevations of three or more ft. in height.
 - 4. Building materials shall be consistent with the OSU standards for such materials, and shall also be compatible with adjacent residential houses and structures;
 - 5. New development shall be designed to minimize negative visual impacts affecting the character of the adjacent neighborhood by considering the scale, bulk and character of the nearby structures in relation to the proposed building or structure;
 - 6. Roofs shall be gabled or hip type roofs, minimum pitch 3:1, with at least a 30-in. overhang and using shingles or similar roof materials;
 - 7. A vegetative buffer shall be installed in a manner consistent with Section 3.36.60.06.c;
 - 8. Outdoor building components such as transformers and other types of mechanical equipment that produce noise shall not be permitted within the required setback;
 - 9. Buildings proposed for the Transition Area described within this Section that are in an area adjacent to the College Hill West Historic District shall have an advisory review completed by the Historic Resources Commission (HRC), or its successor. The HRC shall provide comment and recommendations to the Planning Commission for consideration; and

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Section 3.36.40.05 – Campus Master Plan Update

Chapter 3.36 and the CMP are not the same. Chapter 3.36 can be changed through the process stipulated by Section 1.2.80- TEXT AMENDMENTS.

The CMP covers a 10- to 12-year planning period. However, if conditions change significantly or other unanticipated events occur, it may be necessary to update the CMP before the end of the planning period. An update of the CMP shall be reviewed as described in Section 3.36.40.02.b “1”, through “3”. The review shall comprehensively evaluate the need to update or otherwise modify the Campus Master Plan, its policies and related traffic and parking studies, and this Chapter.

A CMP update will be required under the following conditions:

- a. A development proposal, when considered in combination with constructed improvements or improvements with approved Building Permits, will exceed the total development allocation for the campus for all Sectors;
- b. New CMP policies are created that alter existing policy direction or require existing policies to be modified;
- c. The parking plan has been implemented, and campus-wide parking occupancy is greater than 90 percent; and/or
- d. The CMP planning period has expired.

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Section 3.36.50.01 – Sector Development Allocation

- a. Sector Development Allocation represents the gross square footage of new development allowed in each Sector, regardless of the Use Type. See Table 3.36-2 - Building Square Footage by Sector..
- b. Each new development project in a Sector shall reduce that Sector’s available allocation.
- c. Existing and approved development as of December 31, 2003, has been included in the existing/approved development calculations and shall not reduce the Sector Development Allocation. Table 3.36-2 provides a baseline for future comparisons; the baseline will not be automatically updated.
- d. Demolition of existing square footage and/or restoration of non-open-space areas to open space shall count as an equivalent square footage credit to the Sector development or open space allocation.
- e. Square footage associated with a parking structure shall be included in the Development Allocation for the Sector in which the structure is located. **Square footage associated with at-grade parking lots shall be calculated as impervious surface but not count as part of Development Allocation.**

- f. Table 3.36-2: Building Square Footage by Sector includes 71,000 square feet of Future Allocation that was removed, effective May 20, 2013, from Sector C's allocation and added to the allocation for Section D. This reallocation is contingent upon the 71,000 square feet being used for a student residence hall. The residence hall shall be constructed south of SW Adams Avenue, north of SW Washington Way, and between SW 13th and 14th Streets. If a residence hall is not constructed in this location before the expiration of the Campus Master Plan Major Adjustment approval that allowed such construction (PLD13-00001), the 71,000 square feet allocated for the residence hall shall not be used in Sector D, but shall revert to Sector C.

Table 3.36-2: Building Square Footage by Sector

<i>Sector</i>	<i>Existing/Approved</i>	<i>Maximum Future Allocation</i>	<i>Total</i>
<i>A</i>	281,551	250,000	531,551
<i>B</i>	831,426	500,000	1,331,426
<i>C</i>	4,685,510	679,000	5,364,510
<i>D</i>	325,506	106,000	431,506
<i>E</i>	253,046	120,000	373,046
<i>F</i>	847,166	750,000	1,597,166
<i>G</i>	742,092	350,000	1,092,092
<i>H</i>	133,535	50,000	183,535
<i>J</i>	41,851	350,000	391,851
Total	8,141,683	3,155,000	11,296,683

Section 3.36.50.02 – Sector Minimum Open Space

- a. Open space is defined as landscape areas, pedestrian amenities such as plazas, quads, sidewalks, walkways, courtyards, parks, recreation fields, agricultural fields, and other non-developed areas.
- b. **Impervious surface areas that are not classified as open space per “a”, shall count against the Sector’s open space allocation.**
- c. The existing Memorial Union quad, library quad, a relocated Peoples’ Park, and the lower campus area shall be retained for open space. The lower campus area is located between 11th Street and 14th Street, south of Monroe and north of Jefferson Street. Incidental development, such as clock towers, park benches, information kiosks, artistic works, sculptures, etc., is permitted.

Table 3.36-3: Minimum Future Open Space by Sector

<i>Sector</i>	<i>Minimum Future Open Space</i>
A	78%
B	33%
C	36%
D	61%
E	77%
F	20%
G	40%
H	64%
J	79%
Campus-Wide Minimum	50%

Section 3.36.50.03 – Sector Development Allocation and Open Space Tabulation

With each development application, the University shall provide the City with the following, consistent with Minimum Future Open Space percentages by Sector as listed in Table 3.36-3:

- a. Updated tabulations of remaining available Development Allocations and open space areas and percentages for each sector.
- b. When a project’s land use allocation in a sector is inconsistent with that previously forecast in the Base Traffic Model (BTM), a project report that includes the following components:
 - 1. Comparison of a project's development generated trips to the trips forecast in the previously revised BTM;
 - 2. Traffic impacts resulting from a shift to a more intensive land use; and
 - 3. Proposal of recommended mitigation strategies if a project results in a failing intersection level of service grade of "E" or "F".



Section 3.36.60.08 – Parking Improvements

- a. Parking requirements shall be in accord with Comprehensive Plan **Policy 11.4.3**

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

- a. An increase in on-campus parking spaces will be required in relation to the negative impact on areas surrounding campus in Figure 3.34-1. ,
- a. In the OSU Zone, parking requirements shall follow the standards in Section 4.1.30 - OFF-STREET PARKING REQUIRMENTS.
- a. Parking areas shall be designed to promote safe and convenient pedestrian access.

- b. Parking improvements may be constructed as stand-alone projects and/or concurrent with new development.
- c. Parking improvements constructed as stand-alone projects shall be located in accordance with the sites identified in Figure 7.3 - Future Parking Facilities, of the CMP.
- d. When usage of campus-wide parking facilities exceeds **90 percent** based on the most recent parking usage inventory, any development that increases building square footage shall be subject to the provisions of Section 3.36.40.02.

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- e. **New development in Sectors A through H may construct additional parking facilities in any of the Sectors A through H, provided the OSU campus shuttle is operational.**
- f. If the OSU campus shuttle ceases to operate, new development shall be subject to the provisions of Section 3.36.40.02.
- g. Development in Sector J (South Farm) shall include construction of parking improvements in Sector J.
- h. Existing parking improvements for the College Inn site shall be reserved for the use of the occupants of and visitors to that structure. As uses change and/or additional development occurs on the site, bicycle parking necessary to achieve the 10 percent reduction allowed in Section 4.1.20.q of this Code shall be provided.
- i. Vehicle parking shall be located to the rear of buildings, and where it does not disrupt the pedestrian streetscape, may be located to the side of buildings.
- j. On-street parking facilities are permitted subject to the provisions of Section 3.36.60.18.



- d. **General Provisions** – Development shall comply with the standards in Section 4.0.60 – Public and Private Street Requirements, except as modified in this chapter and below.

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- 1. **For OSU-owned property within the OSU zone, the provisions in Section 4.0.60 that refer to Development Sites shall apply to Development Areas, as defined in this chapter, and shall not apply to Development Sites.**
- 2. Any Improvements required by the provisions of section 4.0.60 to OSU Streets within the OSU zone shall be improved to the standards in Section 3.36.50.18 rather than City standards where those standards differ.

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Section 3.36.80 – Development Standards for Non-University-Owned Properties

Development or redevelopment of properties in this Zone that are not owned by Oregon State University and are identified in Section 3.36.30.01.c, shall be reviewed based on the standards in Table 3.36-6 - Residential Use Zoning Standards, below.

Table 3.36-6: Residential Use Zoning Standards

<i>Current Use</i>	<i>Development Zoning Standards</i>
Single-family Residential	RS-5
Multi-family Residential	RS-12(U)

Section 3.36.90 - Development Standards for Non-University Operated Facilities

Development or redevelopment of properties in this Zone that are not operated by Oregon State University and are identified in Section 3.36.30.01.d, shall be reviewed based on the standards depending on their use.

Section 3.36.90 - Campus Master Plan Monitoring

a. As a means of monitoring the implementation of the Campus Master Plan and Comprehensive Plan Policy 11.12.2, the University shall report the following information to the City Council and Planning Commission on a yearly basis.

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.

2. Updated fall term parking utilization reports, including -
 - c) within the impacted residential areas surrounding the campus (See Figure 3.34-1) daytime usage of on-street parking spaces during fall term using City standard configurations. (See CMP) of the number of residential permits funded by the University
 - a) Identification of new parking space creation, parking spaces eliminated, and the total number of spaces provided within the CMP boundary and a breakdown by Sector and parking lot type - student, staff, visitor, free, etc. and by parking permit type - handicapped, reserved, loading zones, etc.;
 - b) Percentage of parking space utilization campus-wide and sector by sector; and
 - x) In addition, provide details of other efforts undertaken by the University to address neighborhood parking issues;

3. TDM Report - The TDM Report that identifies efforts and the **effectiveness** of those efforts undertaken by the University over the previous 12 months to reduce reliance on the single-occupant vehicle. **For travel to/from the campus**, such efforts shall include, but not be limited to **changes in mode shares compared to Table 6.1 in the CMP**:
 - a) mode shares compared to baselines in Table 6.1 of the CMP:
 1. tabulation of the number of single-occupancy vehicles reduced;
 2. transit **usage**;
 3. car/van pool **usage**;
 4. bicycle **usage**;
 5. **walking to campus**;
 6. **motorcycle usage**;
 7. **multiple mode trips (motor vehicle plus other)**.
 - b) efforts in support of TDM, *compared to baselines*:
 1. **changes** in shuttle routes and service levels;
 2. **changes** in the number of bicycle parking spaces, including the number of covered spaces;
 3. pedestrian system improvements;
 4. Other efforts in support of transit, car-pool, or van-pool usage;

4. Base Transportation Model (BTM) update that includes the following components over the previous 12 month period -
 - a) Traffic counts to be updated on a five-year cycle;
 - b) New development, and if known, **future development** square footage and Use Type, based on the existing model's categories, to be included in the model assumptions on a per Sector basis;
 - c) New parking areas or roadways that may have an effect on traffic volumes or patterns; and
 - d) Within one year of adoption of the CMP, and on a recurrent two-year schedule, OSU shall complete in coordination with City Staff a baseline traffic count for Jackson Avenue between Arnold Way and 35th Street. City staff shall provide OSU and the neighborhood association with the most recent baseline traffic volume measurements made within the last five years.

1. Updated tabulations of development and open space for the planning area, including -
 - a) Gross square footage of development by type that occurred in each Sector over the previous 12 month period **and compared to the baselines**;
 - b) Remaining available Development Allocation for each Sector; and
 - c) Remaining open space areas and percentages for each Sector.

b. Additional monitoring **and mitigation** efforts include:

1. Within one year of adoption of the CMP, OSU **shall** work with the City to perform a baseline traffic count of local streets identified by neighborhood associations as problems in the areas bordering Sectors A, B, and C, and south of Harrison Boulevard; and
2. OSU shall participate as a full partner **with the City Council** to develop **on-campus and off-campus strategies to mitigate negative impacts on residential neighborhoods caused by campus-bound commuters**. This partnership will review and evaluate existing baseline **indicator** measurements, parking **and traffic** studies, **changes in student and employee populations compared to baselines**, and other relevant information

To: Corvallis City Council
From: Dan Brown

February 9, 2015

Subject: Partial List of Problems with Chapter 3.36 in the Land Development Code

This document identifies a list of sections of Chapter 3.36, which are deficient compared to *Comprehensive Plan* policies, the rest of the *LDC*, or just due to lack of compliance. The list is necessarily long, and the discussion is perhaps tedious because the issues are arcane and very complicated. There is no way to make the explanations simple. The list can be compared side-by-side with **Chapter 3.36**. [For that purpose, APPENDIX I provides the reader with the text of **Section 3.36.90** on a separate sheet.]

Most of the items discussed in the following pages would require interim -- in order to prevent irreversible harm -- as opposed to lengthy change processes. In the context of current City Council discussions, "interim" is defined as changes that can be accomplished in a few months through the legislative process before the Task Force is finished with the *Comprehensive Plan* review. See APPENDIX II which identifies the process for making changes to Chapter 3.36.

	LDC Chapter 3.36	Comprehensive Plan
Interim	1. 2. :	Policy 11.12.2 Policy 11.4.3
Lengthy	: 18	

Chapter 3.36 implements the *Comprehensive Plan* as well as the *CMP*, and the *Comprehensive Plan* does not have to be changed in order to improve Chapter 3.36. Two long-established *Comprehensive Plan* policies form the rationale for the following discussion and are referenced repeatedly.:

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

Policy 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.*

Taken literally, these existing policies are very powerful for rectifying problems in our community.

1. Regulations are not Tied to Livability (i.e. Parking and Traffic Impacts) -- [Chapter 3.36]

The most important and overarching problem with **Chapter 3.36** is that it does not impose any limits on campus development for the purpose of protecting the surrounding neighborhoods, or the city as a whole. In contrast, the *Comprehensive Plan* places a responsibility on OSU to reduce negative impacts in **Policy 11.12.2**.

LDC Section **3.36.10.c** agrees with the *Comprehensive Plan* that a "purpose of the OSU Zone is to: ensure compatibility of University development with surrounding areas," but this purpose is not implemented by the rest of the chapter. At best, surrogate indicators are used to reflect livability: on-campus parking utilization, covered bike racks, shuttles, etc. These indicators must be replaced by meaningful measures which can lead to solutions to the traffic and parking problems which have spread across the middle of Corvallis over the past ten years.

Bottom line: Ultimately, an effective "transportation and parking plan that reduces the negative traffic and parking impacts" must be created and incorporated into Chapter 3.36. This can be done through incremental changes to the current *LDC* -- or from scratch.

2. Negatively Impacted Neighborhoods -- [Figure 3.34-1]

LDC Section 2.13.30.05 says:

Uses requiring Plan Compatibility Review shall be reviewed to ensure compatibility with existing and potential Uses on nearby lands. The following factors shall be considered:

- a. Neighboring property owners and residents shall be protected through reasonable provisions regarding surface water drainage; suitable sound and site buffers; preservation of views, light, air; and other aspects of design that may have substantial effects on neighboring land uses;*
- b. The proposed development shall not adversely affect **traffic, parking, and access**;*

Comprehensive Plan Policy 11.12.2 does not specify those neighborhoods for which the University will develop a mitigation plan. In the *LDC*, **Section 3.36.90.b.1.b** includes the areas south of Harrison Boulevard and bordering Sectors, A, B, and C. **Section 3.36.90.a.2.c** mentions the residential parking districts northwest of campus.

Times have changed. Over the last ten years, livability problems have expanded much farther to the north (to Grant and Buchanan), to the east, to the south, and to the west. In response to copious public testimony gathered through the Collaboration Project over the past three years, the City Council adopted a new *LDC Chapter 3.34* in which the map, **FIGURE 3.34-1**, shows the negatively impacted areas as of 2014. See APPENDIX III.

One possibility for bringing about mitigation for residential areas is to base it in **Chapter 3.34**, rather than Chapter 3.36 as the foundation for bringing about remediation of negative traffic and parking impacts through **Policy 11.4.3** and **Policy 11.12.2**. Using **Chapter 3.34** would include hundreds of individual properties and owners and is a more direct way of dealing with the problems that have arisen in this area over the past ten years or so.

<p>Bottom line: Figure 3.34-1 will be a useful tool for implementing the <i>Comprehensive Plan Policy 11.12.2</i>.</p>

3. 90% Campus Parking Utilization Rule -- [3.36.60.08.d, 3.36.40.05.c, 3.36.40.04.d]

It is not clear what purpose the 90% rule serves. The current on-campus parking utilization calculation certainly does not measure the impact on livability {parking and traffic} in surrounding residential areas. Furthermore, there is a moral hazard for OSU built into the utilization calculation and its use as a trigger for requiring further OSU investment in parking. The conflict arises from the ability of OSU to set the number of permits to issue, their price, and shuttle service levels. Adjusting these numbers controls the outcome of the utilization measurement. To have a positive impact on livability while maximizing utility of existing OSU parking areas, the 90% threshold needs to be viewed as a number to achieve rather than to avoid. Its use as the only trigger to require OSU to invest in more parking will therefore need to be removed.

<p>Bottom Line: This <i>LDC</i> rule must be eliminated entirely. It should be replaced by a conventional requirement that the total number of required parking spaces must be set by a standard calculation of floor space, weighted by purpose type, as is done off-campus.</p>
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4. Development Maximums and Open Space Minimums -- [3.36.50.01]

TABLE 3.36-2 provides ceilings for gross square footage of new development allowed. Over the last ten years under Chapter 3.36, the University has added 873,143 square feet of traffic generating development, but after an unprecedented building boom, it has only built 28% of the permitted allocation. [Correspondence from OSU Capital Planning and Development, dated January 13, 2015 and placed in the Jan 13. 2015 joint work session minutes.] This means recent development represents only a small fraction of what **Chapter 3.36** allows. There could be much more building to come, and much of the building will occur on existing commuter parking facilities, further worsening the parking situation on campus and in the **Chapter 3.34** area."

TABLE 3.36-3 provides minimums for open space. Despite the fact that increased development on campus generates more traffic and the need for more parking [**Policy 11.4.3**], the development and open space standards in Chapter 3.36 are essentially disconnected from parking and traffic impacts. Turning parking lots into open space improves the open space calculation. **Section 3.36.50.02.b** says:

Impervious surface areas that are not classified as open space per "a" [e.g. parking lots], shall count against the Sector's open space allocation

Of course open space for the sake of open space is laudable, but one can easily conclude that these two sections do not implement **Policy 11.12.2** or **11.4.3**.

Bottom line: The City needs more realistic and purposeful indicators in Chapter 3.36 for off-campus traffic and parking impacts.

5. Permitted Uses in the OSU Zone -- [3.36.30]

In **Article III**, the *LDC* provides a long list of use classifications, and **Section 2.13.10** tells us that "*Each zone is intended for a predominant type of land use.*" In contrast, almost all types of development are permitted anywhere in the OSU Zone: residential, commercial, industrial, agricultural, etc. And a different use can be substituted for an existing use (for example, from administrative to residential) without considering the impact on traffic generation or parking needs. What is the corresponding benefit or the *Comprehensive Plan* justification for providing this unusual amount of flexibility?

Outside Chapter 3.36, parking requirements depend on the designated use. This is one way that the *LDC* determines how much and what types of parking is "adequate." [**Policy 11.4.3**].

Bottom Line: Section 3.36.30 is too broad and permissive, especially section 3.36.a.3.h. Some limits should be imposed on the range of options -- at least by sector.
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6. Development "Area" Definition -- [3.36.90.20]

The concept of "Development Site" is used for all the other zones in the *LDC* outside of the campus. However, in Chapter 3.36, this concept is replaced by "Development Area." The OSU Zone "Area" is huge, comprising most of an entire square mile. As applied in **Chapter 3.36**, this definition is problematic in that it nullifies the geographic and temporal intentions found in the rest of the *LDC*. **Section 3.36.40.01** makes that clear, as does **Section 3.36.60.d.1**:

Where conflicts exist between this Chapter and . . . Chapter 4.1 - Parking, Loading, and Access Requirements . . . the provisions in Chapter 3.36 shall prevail.

For OSU-owned property within the OSU zone, the provisions in Section 4.0.60 that refer to Development Sites shall apply to Development Areas, as defined in this chapter, and shall not apply to Development Sites.

This approach also ignores the absolute requirements of *Comprehensive Plan Policy 11.4.3* about adequate parking. What is the corresponding benefit or *Comprehensive Plan* justification for allowing this amount of flexibility?

Sector C which is the "campus core" and the largest sector on campus, has traditionally matched the 90% maximum parking utilization threshold. As a traffic generator site, Sector C would require parking mitigation, but when utilization calculation is averaged over the other eight, less convenient sectors, the 90% threshold for the huge Development Area is not reached.

Bottom Line: The special treatment for applications in the OSU zone must be eliminated by reverting to the usual rules for evaluating parking in Section 4.1.30.

7. Independently Owned/Operated Facilities on "University-Owned" Properties -- [3.36.30.01]

The OSU Zone includes a few privately-owned parcels which are dealt with in **Section 3.36.30.c** and **Section 3.36.80**. Since 2004, we have seen an increasing number of independent operators who lease land from OSU, build their buildings, and provide goods and services to their customers, many of whom are not OSU students or faculty. The epitome is the on-campus Samaritan Health Services facility which serves the general public and as many as 400-500 patients a day. The rest of the list would also include: Hilton Garden Inn, OSU Bookstore, INTO, OSU Foundation, Environmental Protection Agency, U.S Department of Agriculture, etc. What regulations in Chapter 3.36 would prevent a Safeway store being located on campus without providing any parking for its customers?

If these traffic generators were located in any other zone, Policy **11.4.3** requires that they provide "adequate parking," and development for their proposed use would be regulated by specific sections of the *LDC*. However, since they piggy-back on "University-Owned properties" **[3.36.30.01]** they also enjoy the benefits of lax development rules which were created exclusively for the benefit of the University. For non-OSU operations, the same code should apply on-campus and off-campus.

Bottom Line: This defect can easily be remedied. One possibility would be to add a new **Section 3.36.30.01.d --Privately Operated Facilities** to accompany **Section 3.36.30.01.c -- Privately Owned Parcels** which would treat on-campus, non OSU operations the same as all off-campus operations.

8. Public Hearings in the OSU Zone -- [3.36.40.03]

Through a unique concession to OSU, Chapter 3.36 provides two types of review processes for individual development applications. On one hand, a "Major Adjustment" process requires a review by the Planning Commission accompanied by a public hearing, plus the possibility of an appeal to the City Council. On the other hand, a so-called "Minor Adjustment" process is *carte blanche*; it requires very little, merely a "ministerial" review by staff without a public hearing. Notice of a Minor Adjustment is provided to property owners within 100 feet of the site, but due to the magnitude of the campus, this distance rarely includes any neighbors. A question for Council: What is the *Comprehensive Plan* justification or offsetting benefit to the Corvallis community in return for making reviews so easy?

Section 3.36.40.03 allows an application for the construction of new building on-campus to slip by with the much less transparent "minor Adjustment" process, even if the project requires variances on three dimensional standards or is out of conformance with any one dimensional standard by as much as 10 percent. This is a very low bar. Wouldn't one expect that a "Minor Adjustment," allowing this kind of superficial treatment, would be reserved for applications which meet all of the criteria specified by the *LDC*?

Bottom line: The current Minor Adjustment process is too permissive and must be made more rigorous.

9. Inadequate Oversight in the Land Development Code -- [3.36.90]

Chapter 3.36 serves two quite different functions. On one hand, this chapter deals with the usual, land-use applications for individual projects. At the same time, it provides a framework for continuing oversight for a large geographic sector of the city. The campus can be expected to change during the indefinite life of the University through growth, infill, and redevelopment. As a result, changes must be monitored over time in order to implement **Policy 11.12.2**, **Policy 11.4.3** and others. In **Section 3.36.90** reporting is required on a combination of annual, two-year, and five-year bases.

In order to provide information for developing mitigation strategies, Chapter 3.36 imposes monitoring requirements for such things as: space allocation, parking utilization, traffic flows, single occupancy commuting, etc. However, even if reporting actually matched **Section 3.36.90** requirements, a fatal flaw is that Chapter 3.36 does not monitor the impacts of changes on livability (parking, traffic, etc.) in residential areas.

In theory, oversight requires a process involving four steps:

Standards: → Monitoring → Reporting → Mitigation;
goals
benchmarks
baselines
livability

Chapter 3.36.90 has fallen down at all four stages. It is a victim of faulty design, faulty compliance, and lax enforcement.

Bottom Line: The oversight process in 3.36.90 must be redesigned to reduce and remediate negative impacts on the community.

10. What is the Mechanism for Oversight? -- [3.36.90]

Another fatal flaw in providing a framework for on-going mitigation is that the oversight mechanism is not specified. For this purpose, **Section 3.36.b.2** envisioned a Neighborhood Parking and Traffic Task Force which would evaluate the *CMP* monitoring reports and then "*develop strategies to mitigate problem areas.*" (If you do not know about this Task force, you might read APPENDIX C in the *CMP* for more information.) In retrospect, it can be concluded that the current approach certainly has not provided a solution to the City for implementing **Policy 11.12.2**. (The *CMP* also promised but did not deliver two other mechanisms for reporting: Annual Public Meetings and Campus Committee reviews which would include members of the public.)

In order to make policy decisions about "*negative traffic and parking impacts on residential areas*" [Policy 11.12.2], the City Council must be given valid, timely, and comprehensible information. Certainly, dependence on indirect indicators such as: bike racks, square feet of new construction, on-campus parking utilization etc. must be halted now.

Bottom Line: Looking forward, it seems imperative that future oversight be bestowed explicitly by Chapter 3.36 on the City Council and/or the Planning Commission. In order to improve oversight, a better plan to improve the oversight process in **Chapter 3.36** could be designed in just few weeks.

11. Neighborhood Parking Utilization Reports -- [3.36.90.a.2.c]

Chapter 3.36 requires the University to provide yearly reports about neighborhood parking utilization. This was measured for a few years, but only in Parking Districts "A" and "B". OSU never measured utilization in "C". Parking problems in most of the other negatively impacted areas have never been measured as part of the required utilization reports.

Further, although serious parking problems (such as red zones where utilization exceeds 100% of capacity) have been known for some time, the University has not "*provided details of efforts undertaken by OSU to address neighborhood parking issues*" as required by **Section 3.36.90.a.2.c**. Again, *Comprehensive Plan Policy 11.12.2* is not implemented in the residential areas surrounding campus where parking and traffic impacts exist.

Bottom line: To be useful, annual parking utilization reports must analyze the problems in all the negatively impacted areas and demonstrate the effectiveness, year- to-year, of University mitigation efforts. This ineffective *LDC* section must be made more robust and the requirements must be enforced.

12. Monitoring the Use of Single-Occupancy Vehicles -- [3.36.90.a.3.c]

Section 3.36.90.a.3.c requires the University to tabulate and report the number of single-occupancy vehicles "**REDUCED**" on a yearly basis. (Please note that this code requirement is not limited to commuters who park on campus.) For the most part, this requirement has not been fulfilled. Figure 6-1 in the *CMP*, based on one-time survey data, provides a baseline of 56% percent of commuters using the single-occupant car. (It is interesting to observe that, in some years, OSU attempted to document a change in commuter behavior by showing that OSU reduced the number of parking spaces on campus.)

Bottom Line: If the City wants to continue relying on this indicator, better measurement, reporting, application, and enforcement are needed.

13. TDM Changes in Commuting Behavior -- [3.36.90.a.3]

Forcing campus parking onto neighborhood streets is not a legitimate TDM strategy. "Transportation Demand Management" involves strategies to bring about a shift from single-occupant vehicle trips to other modes. Although, these shifts do not measure livability directly, it seems possible that livability would be improved if campus commuters did more of these things.

Section 3.36.90.a.3 requires the University to report the effectiveness of OSU TDM efforts, on a yearly basis: the campus shuttle, public transit, biking, walking, and carpooling. Measuring and reporting the effectiveness of these behaviors has not been done.

Bottom Line: Better measurement, reporting, and enforcement are needed. Of course, absolute numbers in the yearly series would have to be adjusted for the increase in the student and employee populations, as well as number of total commute trips. A few quick changes to the code language would fix the reporting problem.

14. Can anyone comment knowledgeably about an OSU BTM Report? -- [3.36.90.a.4]

For a typical City Councilor or Planning commissioner, it is difficult to determine what the University is required to do in order to be in compliance with **Section 3.36.90.a.4**. Although it is not clear what, the University is required do something on an annual and five-year basis. Also because of spotty reporting, it is difficult to tell what OSU has actually done in order to be in compliance with this section. Judge for yourself. In what context have plans for future development, as specified in **Section 3.36.a.4.b** been reported annually to the City?

The real problem is actually less complicated. How many Councilors or Planning Commissioners have ever read or had access to any (Base Transportation Model) BTM report. To be useful, the traffic and parking data would have to be summarized and reported periodically to the appropriate oversight bodies, i.e. the Planning Commission and City Council.

Bottom Line: The details of BTM reporting deficiencies can be eliminated from Section 3.36 with the stroke of a pen.

15. Baselines for Monitoring Purposes -- [3.36.90]

Explicit baselines are specified in **Section 3.36.90.a.4.d**, **Section 3.36.90.b.1** and **Section 3.36.90.b.2**, and implicit baselines are discussed in **Section 3.36.90.a.3.a** and **Section 3.36.90.a.3.c**. In terms of actual numbers, have these ever been revealed through annual reports? If so what are these official baselines in numeric terms?

The *CMP* provides baselines for single occupancy commuting, carpooling, transit, walking, bicycling, and shuttle in Table 6.1. Open Space baselines appear in Table 4.2 and Development baselines in Table 4.1 and 4.3.

The problem of having comparable baselines has been complicated by changes the University has made to their parking tabulation methods. In 2012, the University made dramatic adjustments to the list of parking spaces. The *OSU PARKING UTILIZATION STUDY 2014-2015* references comparative data from five years ago, instead of from the beginning of the Chapter 3.36, ten years ago.

Bottom Line: In order to monitor changes over time, baselines must be established for comparison of trend data. These must be incorporated into oversight activities based on Section 3.36.90.

16. Residential Permits Funded by the University --[3.36.90.2.c]

LDC Section 3.36.2.c says something which may seem odd today.

*"As a means of monitoring the implementation of the Campus Master Plan, the University shall provide the following information to the City on a yearly basis including - **Identification of the number of residential permits funded by the University.***

Of course, we know now that the University has not funded any permits. Then why is this idea included in Chapter 3.36? It did not seem so far fetched back in 2004 because of what the University said in the CMP:

OSU is willing to work with the city and surrounding neighborhoods to address off-campus parking concerns, as follows: Participate financially in the implementation of the neighborhood parking districts based on a pre-determined and agreed upon level of support. OSU will work with the city to determine the most effective manner in which OSU can support the neighborhood parking districts. This could include financial support to reduce the city cost for administering the residential parking program. Other possible alternatives include OSU subsidizing residential permits up to a certain dollar amount or using OSU's Parking Services division to distribute residential parking permits. [CMP pp. 7-13 to14]

Residents expressed concern about the fairness of paying for parking in their own neighborhood and the inconvenience related to program administration [CMP p.7-3]

. . . residents in the parking districts felt that it was unfair that they had to pay to park in their own neighborhoods [CMP p.7-3]

<p>Bottom Line: If the University would like to step up and participate financially, that would be fine. The more realistic thing to do today is probably to drop this idea and substitute some other form of remediation in Chapter 3.36.</p>

17. Noncompliance -- [3.36.40.04, 3.36.90]

Many instances of noncompliance with **Section 3.36.90** monitoring requirements are documented in the previous pages. Although there may be others, one substantial violation of the early part of Chapter **3.36** came to light purely by accident in 2014. The OSU parking division created a large, permit parking lot on the University Plaza Site without obtaining a Major Modification in violation of **LDC Chapter 3.36.40.04**. After discovery, the University "decommissioned" the lot rather than comply with the code. This is how the episode was reported by the University:

*In 2013, OSU began leasing the University Plaza property from the OSU Foundation, adding **175** General Use spaces and three (3) University Support spaces in the University Plaza South Lot (3279) to the parking inventory for academic year 2013-2014. This year, however, these spaces were removed from the parking inventory because the OSU Campus Master Plan 2004-2015 **prohibits** the university from managing parking located on property that does not have the OSU Zone zoning designation in the Corvallis Land Development Code. **OSU PARKING UTILIZATION STUDY 2014-2015, p.7***

<p>Bottom Line: LDC Chapter 3.36 is a short chapter, and only a few sections deal with parking. The University has a staff of lawyers to decipher it.</p>
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18. Unfilled Expectation in the CMP about Increased On-Campus Parking -- [CMP]

Policy 11.4.3 requires all traffic generators to provide "adequate" parking, and this applies to the OSU Zone. Based on expectations set by the text of the *CMP*, **Chapter 3.36** has not delivered any additional on-campus parking spaces over the past ten years despite the increase in the student and employee populations and the negative impacts on surrounding neighborhoods. One can conclude that today's supply of parking spaces is more than **2,000** spaces or about **30 percent** below expectations.

Section 3.36.90.a.2.a of the *LDC* requires an annual report on the creation of new parking spaces, however, the possible elimination of existing parking spaces is not mentioned. Both **Section 3.36.40.04.c** and **Section 3.36.60.08.c** incorporate Figure 7.3 from p.7-15 in the *Campus Master Plan* into the *LDC*. This map includes "Existing Parking," "Potential Parking Lots," and "Potential Parking Structures," but the map and discussion of the map never consider possible reductions in the number of existing parking places. To the contrary, the *CMP* sets a concrete expectation for the community about increased on-campus parking capacity on the next page, p.7-16:

As noted above, the campus will require approximately 1,212 to 1,536 additional parking spaces to accommodate OSU's projected population growth.

These words seem clear. One could conclude with regard to legislative intent, that when **Chapter 3.36** was approved by the City Council, there was reason for the Council to expect that OSU would increase the inventory of on-campus parking spaces during the ten year life of the *CMP*.

In contrast, the number of on-campus parking spaces has been systematically reduced by over **1,000** spaces. Precise numbers are difficult to pin down because of varying reports, but here are two for comparison. Table 7-3 on p.7-6 of the *CMP* shows **7,996** Total Campus Parking Spaces during Fall 2001. In contrast, p.12, of the *OSU PARKING UTILIZATION STUDY 2014-2015* reports that Total General Use and Residence Hall spaces is **6,840** now. It looks like the University has decreased on-campus parking by about **1,000** spaces despite the substantial increase in the number of commuters.

Parking capacity in the campus core has been cut back even more dramatically over the years, according to the same sources. The *CMP* states that the number of spaces in Sector C was **2,928** in Fall 2002, and the *OSU PARKING UTILIZATION STUDY 2014-2015* reports that the number has been reduced to **1,587** now. It would be easy to conclude that *Comprehensive Plan Policy 11.12.2* and **Policy 11.4.3** have not been satisfied -- and that remediation is required.

<p>Bottom Line: The City must establish its expectations concerning "adequate" on-campus parking, implement those expectations in Chapter 3.36, and provide a means for monitoring progress in order to ensure that those expectations are met.</p>
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APPENDIX II

In their discussions, people often seem to confuse Chapter 3.36 with the *CMP*. They are not the same thing. How they can be changed is very different.

Amending Chapter 3.36 is Simple

The *LDC* is the land use law in Corvallis. The City Council interprets the *LDC*; therefore, they have great control over Chapter 3.36 and its application. They can also amend Chapter 3.36 and have done so since the chapter was first written. The *LDC* provides a simple way to amend Chapter 3.36.

Section 1.2.80- TEXT AMENDMENTS.

1.2.80.01 - Background

*This Code [e.g. Chapter 3.36] may be amended **whenever** the public necessity, convenience, and general welfare require such amendment and where it conforms to the Corvallis Comprehensive Plan and any other applicable policies.*

1.2.80.02 - Initiation

An amendment may be initiated through one of the following methods:

- a. Majority vote of the City Council; or*
- b. Majority vote of the Planning Commission.*

1.2.80.03 - Review of Text Amendments

The Planning Commission and City Council shall review proposed amendments in accordance with the legislative provisions of Chapter 2.0 - Public Hearings

Updating the *CMP* is not so Simple

The *CMP* is a University planning document which is written by OSU. The *LDC* provides vague clues in **Section 3.36.40.05** about how it can be updated which have vexed all those who try to interpret this section. It seems to mix up Chapter 3.36 with the *CMP*. At some point the City Council may have to decide what it means.

Section 3.36.40.05 – Campus Master Plan Update

*The *CMP* covers a 10- to 12-year planning period. However, if conditions change significantly or other unanticipated events occur, it may be necessary to update the *CMP* before the end of the planning period. An update of the *CMP* shall be reviewed as described in Section 3.36.4 0.02.b “1”, through “3”. The review shall comprehensively evaluate the need to update or otherwise modify the Campus Master Plan, its policies and related traffic and parking studies, and this Chapter. A *CMP* update will be required under the following conditions:*

- a. A development proposal, when considered in combination with constructed improvements or improvements with approved Building Permits, will exceed the total development allocation for the campus for all Sectors;*
- b. New *CMP* policies are created that alter existing policy direction or require existing policies to be modified;*
- c. The parking plan has been implemented, and campus-wide parking occupancy is greater than 90 percent; and/or*
- d. The *CMP* planning period has expired*

APPENDIX I: Section 3.36.90 - Campus Master Plan Monitoring

a. As a means of monitoring the implementation of the Campus Master Plan, the University shall provide the following information to the City on a yearly basis.

1. Updated tabulations of development and open space for the planning area, including -
 - a) Gross square footage of development by type that occurred in each Sector over the previous 12 month period;
 - b) Remaining available Development Allocation for each Sector; and
 - c) Remaining open space areas and percentages for each Sector.
2. Updated parking utilization reports, including -
 - a) Identification of new parking space creation and the total number of spaces provided within the CMP boundary and a breakdown by Sector and parking lot type - student, staff, visitor, free, etc.
 - b) Percentage of parking space utilization campus-wide; and
 - c) Identification of available parking spaces using City standard parking configurations, and usage within each residential parking district bordering OSU and of the number of residential permits funded by the University. In addition, provide details of other efforts undertaken by the University to address neighborhood parking issues;
3. TDM Report - The TDM Report that identifies efforts and the effectiveness of those efforts undertaken by the University over the previous 12 months to reduce reliance on the single-occupant vehicle. Such efforts shall include, but not be limited to:
 - a) Shuttle routes and usage;
 - b) Other efforts in support of transit, car-pool, or van-pool usage;
 - c) Tabulation of the number of single-occupancy vehicles reduced;
 - d) Location and number of bicycle parking spaces, including the number of covered spaces and any additions to the inventory; and
 - e) Identification of campus pedestrian routes and system improvements.
4. Base Transportation Model (BTM) update that includes the following components over the previous 12 month period -
 - a) Traffic counts to be updated on a five-year cycle;
 - b) New development, and if known, future development square footage and Use Type, based on the existing model's categories, to be included in the model assumptions on a per Sector basis;
 - c) New parking areas or roadways that may have an effect on traffic volumes or patterns;
 - d) Within one year of adoption of the CMP, and on a recurrent two-year schedule, OSU shall complete in coordination with City Staff a baseline traffic count for Jackson Avenue between Arnold Way and 35th Street. City staff shall provide OSU and the neighborhood association with the most recent baseline traffic volume measurements made within the last five years.

b. Additional monitoring efforts include:

1. Within one year of adoption of the CMP, OSU should work with the City to perform a baseline traffic count of local streets identified by neighborhood associations as problems in the areas bordering Sectors A, B, and C, and south of Harrison Boulevard; and
2. OSU shall participate as a full partner in a task force initiated by the City with City, University, neighborhood association and neighborhood business representation, to review and evaluate existing baseline traffic measurements, parking studies, and other relevant information and develop strategies to mitigate problem areas.

Comprehensive Plan Policy 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.*



Community Development
Planning Division
501 SW Madison Avenue
Corvallis, OR 97333

DRAFT
CITY OF CORVALLIS
OSU-RELATED PLAN REVIEW TASK FORCE MINUTES
February 26, 2015

Present

Planning Commissioners:
Jennifer Gervais, *Chair*
Jasmin Woodside
Paul Woods

City Councilors:
Barbara Bull
Frank Hann
Roan Hogg

Excused Absence
Ronald Sessions

Staff

Ken Gibb, *Comm. Dev. Director*
Kevin Young, *Planning Division Manager*
Claire Pate, *Recorder*

Visitors

Charlyn Ellis
David Bella
David Dodson

Attachments to the February 26, 2015 minutes:

- A. *Think Systemically and Long Term: Two Paths to the Future*, submitted by Dave Bella.
- B. Results of Task Force's review.

I. WELCOME AND INTRODUCTIONS.

The OSU-Related Plan Review Task Force was called to order by Chair Jennifer Gervais at 6:05 p.m. in the Madison Avenue Meeting Room. Introductions were made.

II. PUBLIC INPUT OPPORTUNITY.

Charlyn Ellis, a resident at 519 NW 21st, said she had looked through the packet and commended Dan Brown for the excellent work he did on the analysis of parking issues. She wanted to get it into the record that parking was not the only way the university has impacted the neighborhoods around it. They have been hugely impacted by the lack of housing on campus. There has been a lot of demolition of small, affordable family houses, and squishing a lot of student housing on those lots. This has led to the destruction of the neighborhood fabric, with large deposits of trash, loud parties, etc. She hopes that the Task Force will look at these impacts. The cars actually go away in the evening, but the impacts she is more concerned about stay with them. She suggested some sort of metric for providing affordable housing on campus or mandates for sophomores living on campus.

David Bella said he was representing a team that has been studying global climate change since 2013. Other team members include Charlie Vars, an economist and former mayor; and Court Smith, anthropologist. He distributed copies of their proposal (**Attachment A**). They believe that the Task Force's work is really important because the OSU District Plan will be the beginning of a whole lot of planning efforts that will follow. They have found that the problem gets framed in the beginning. The

course gets set, and once it gets set the planning inertia itself makes it difficult to raise creative ideas. Their message is to keep discourse and options open. Their intent is to help do this: to keep the creative imagination open right from the start.

A key factor is infrastructure: the way the streets, roads and parking lots, etc. are laid down. Once they are in place, it is very hard to change them, and they have consequences. The planning has to deal with two different tasks: what to do with the existing infrastructure, which is car dependent; and how to implement a car-free alternative for future growth. This is where creative imagination is needed, because the future cannot be seen. To clarify matters, they have provided two scenarios for consideration: the Base-Line scenario and an Alternative scenario. He then described both scenarios as depicted in their handout. The Base-Line scenario depicts the expansion of car-dependent infrastructure for future growth. The Alternative scenario presents one take on a car-free alternative for future growth. They have provided both local and global outcomes for each scenario, emphasizing that OSU has students from all over the world and Corvallis could be an exemplar of how to reduce the negative impacts of car-dependent infrastructure. Their alternative scenario - which includes a clustered, car-free community, car-free OSU campus, and the existing downtown area linked with a new streetcar line - is only one example. They would welcome other suggestions for accomplishing the same thing: developmental growth with lower carbon emissions.

In response to a question from Hann, Bella said that the clustered community was inclusive of all, not just students. The intent is to cluster housing, stores and services together with the intent of being car free.

Woods thanked them for their work, and said that it was the right time to bring it up. He agreed that this could be an opportunity for students to learn how to design cities that are less car-dependent. Bella said there might be an opportunity to design a course and get students involved for credit, but the university would have to be pushed towards this effort to overcome institutional inertia. Existing zoning is also a barrier.

Bull suggested to Bella and his team that they also get involved with the efforts to revise the Corvallis Transportation System Plan, and that they continue to be involved with the Task Force's efforts.

Bella said that they usually meet weekly at Imagine Coffee house and would welcome any questions that people might have.

III. REVIEW AND DISCUSSION OF BACKGROUND INFORMATION.

Young reviewed the background materials that were available in the repository accessed by the link <http://archive.corvallisoregon.gov/Browse.aspx?dbid=0&startid=532258>. There are four folders containing materials: general, housing, parking and traffic. In addition, they had distributed information relating to the OSU monitoring reports, which included parking utilization, base transportation model analysis, TDM measures and some other items.

In response to a question from Hann, Gibb said that staff had finished their review of the parking utilization data and had sent it to the Council's Urban Services Committee. Young said that this was the first year that the university had used tier pricing and had incentivized, generally, parking on the lots around the south side of campus with the higher priced parking on the north side of campus. This pricing has had a significant impact in that the Reser Stadium lot is now used a lot more. The utilization rate has dropped slightly from last year. As explanation, under the current OSU Master Plan if the general use of spaces in the on-campus lots is less than 90%, then the University does not

have to construct more parking. Last year, the level of use was 73-74%, so they are below the 90% threshold. There has been a lot of discussion about whether this is an appropriate mechanism or metric to be using, but it reflects the rules in place at this time. In terms of the parking garage, he is not sure what the utilization rates are, or how they have changed.

Woods noted on page 2 in the Staff Report the statement: *“In 2013, City staff and OSU agreed that traffic count data for a number of identified intersections would be provided in lieu of an update to the BTM.”* He asked if the City Council had signed off on what amounted to a change to Land Development Code section 3.36 requirements. Young said that the decision to use traffic counts instead was made at the staff level, because the Base Transportation Model, which is a computer model that is designed to anticipate and predict traffic behaviors based on certain inputs, increasingly produced outputs that were out of sync with reality. The utility of continuing to go through that exercise seemed limited. In 2013, during the Collaboration process, they knew the OSU District Plan would be forthcoming. There was a lot of discussion about traffic and vehicular impacts around the university. The data needed to aid in those efforts were actual traffic counts, especially for certain designated intersections around the University. Gibb added that in their work which is to interpret and administer the Land Development Code, Public Works and Planning staff felt that this would be a better means of accomplishing that end.

Woods then asked about the monitoring reports, stating that he had had a hard time finding them. He found a few years of reports in the City archives, but in the end there were no reports for the Collaboration effort years. He expressed concern about this oversight and the fact that the City had not required that the reports be filed. Gibb said that they had focused their work on what was most important for regulating development on the OSU campus. It is fair to say that not all the reports were submitted, though there is a lot of information available. Staff is in the process of putting together a history of the monitoring that has occurred. Young said that the key thresholds that OSU is most accountable for are the building allocation square footage and parking utilization. The City has consistent data on those items. The former is tracked with each building permit application. There are other monitoring reports like TDM measures some of which have not been received.

Woodside suggested that a lot of the monitoring information had been imbedded in the applications submitted by OSU for the large amount of new development that took place during the Collaboration years. Gibb said that that was the case for open space and building square footage tracking.

Bull said she would be interested in getting something from staff about what the City had hoped to get from the Base Transportation Model data. She suggested that staff might want to put together an analysis of the strengths and weaknesses of the BTM versus traffic counts or other metrics that might be used. She would like to get a clearer picture around the issue of what measures other than parking utilization might be needed.

Gibb said that the process of updating the OSU District Plan would be an excellent time to get specific about metrics and a monitoring system that is useful, efficient and able to be adjusted over time without having to go through a Land Development Code text amendment which can take up to six months to happen. Woods stated that he had missed the first meeting and the City Attorney’s discussion around legislative and quasi-legislative processes. In response to Woods’ questions in this regard and comments about revising Land Development Code language, Gervais said that the Task Force’s intent was to start with a broad view and legislative process that looked at Comprehensive Plan policies and findings first, then make recommendation to City Council for a next step which might likely include the need for some Land Development Code revisions. Gibb reiterated that in

terms of the need to look at the monitoring requirements for OSU, the intent would be that the new District Plan would yield different and more appropriate metrics for evaluation. At that time, the City might want to consider building in some flexibility to adjust those standards when necessary without a full code change process. Woodside suggested that the Task Force might want to come up with a finding addressing the need to build in some flexibility around the OSU monitoring metrics and requirements. Hann suggested that they might want a change in the Comprehensive Plan to add a requirement for a periodic review of the efficacy of monitoring measures used to establish the various strains on the community.

IV. IDENTIFY TASK FORCE ISSUES OF CONCERN RELATED TO COMPREHENSIVE PLAN AND OSU GROWTH AND DEVELOPMENT.

After some discussion Task Force members agreed to go through the Comprehensive Plan Policies and Findings starting with Article 1 and make a list of those which the Task Force members wanted to look at for possible revision or addition. They would also look at the staff list included as Attachment E (*OSU-Related Comprehensive Plan Findings and Policies*) which was a part of the February 9 meeting packet, and include those which they felt appropriate. It was noted that not all of the members had looked at Attachment F (*Community-wide Comprehensive Plan Policies*), therefore the list being generated at this meeting would be supplemented after they had had a chance to review it and make brief comments at the beginning of the next meeting. Young suggested that as they look at the list of the City-wide policies they should keep in mind that staff was trying to frame the policy context for some of the issues that have surfaced with OSU growth. They are not all necessarily going to need to be revised; however, most will be brought to bear on the review of the OSU District Plan application, when it comes in.

The results of the Task Force's review to date are included in the attached table (**Attachment B**)

Bull brought up the issue of public utilities on campus and asked staff if they needed to look at any policy or findings related to the older water/wastewater infrastructure on campus in light of possible replacement. Staff will follow up on this, and add it to the laundry list if necessary.

Discussion ensued about Bella's testimony. It was agreed that the elements in his proposal would inform various policy considerations, such as in transportation and housing, etc. Woods opined that the most important part of the proposal is that it is a fusion of elements unique to Corvallis. It has the University and a lot of people who are concerned about climate change. There are specialists with creative ideas and Corvallis has available land, and even has a rail line, though it is unknown if it would be usable.

Hann suggested that Bella's concept might be able to go in Article 14 under other urbanization issues, as a separate item. Gervais thought it could be the base foundation for a number of findings they might come up with, given a vision statement of where they would like to go in the future.

Gibb said that the land west of 35th Street right now is contemplated for agricultural purposes, as noted in the policies just reviewed. Bella's proposal could be viewed as a proposal to use some of this land differently. Woods suggested that the proposal and discussion would hopefully inform OSU's work on its District Plan.

Gibb said that staff would be putting the list together and gathering information that has been requested where feasible. They would also give some thought to an incremental approach to getting the work done, if necessary. Gervais said that members should email staff with requests for any

additional information the group might need, and staff would provide what they could given resource and time limitations.

There was a discussion about how to proceed before and at the next meeting. It was agreed that it would be better to look at the list together as a group and prioritize the list of policies and findings needing to be addressed, instead of dividing up the work. Staff said that they would put together a master list based on the discussions, knowing that there may be additions to it when Attachment F and Dan Brown's suggestions are reviewed, and the discussions evolve. They would send a listing out prior to the next meeting so members could have an opportunity to review it and make notations.

Woodside suggested that there be a way of bookmarking suggestions for new policies and identifying where they might belong.

Gervais then invited additional public comment.

V. PUBLIC INPUT OPPORTUNITY.

David Bella said he did not want the alternative scenario they presented being reduced to a consideration of how to develop the property west of campus; in fact, they are trying to protect open space. His observation, after listening to the discussions, is that the alternative scenario would fit as least as well as the one the City seems to be heading towards. The question is: will the policies actually shift the course of direction? If the examination goes code by code, and decisions are made one at a time, the City will likely end up with the baseline scenario. If the world were linear, one could add up the pieces and get a good whole. If the world were linear, he could be a great musician because he can play great notes. But when he plays a lot of those notes together, it makes terrible music. The whole is different than the sum of its parts. Once the car-dependent infrastructure is laid, it is hard to reverse it. It is important to look at the whole to make a better viable option, and this approach would seem to meet the Task Force's intentions. Their suggestion is to think creatively about new infrastructure, but not necessarily to rip out the old.

David Dodson commended the Task Force members for taking on the task which will require a lot of their time. Sixteen years ago was the last time the Comprehensive Plan was updated. He was working with the City at that time and was the project manager. The intent of his comments is to give them some insight based on that process sixteen years ago.

He suggested that when they look at updating a policy they ensure that there is a corresponding finding as well. Sometimes there is a single finding that can result in multiple policies, but typically there is usually some sort of finding of fact that helps to provide guidance for whatever policy is developed. On another note, with today's technology staff should look into tracking changes and making edits while projecting onto a screen so everyone can view the changes being recommended. That way, it can be an ongoing working document.

Policies are typically reflective of the sign of the times, which should be kept in mind while reviewing policies for which there is no clear understanding. Also, do not look at the policies as just solving a particular problem. He encouraged them to stand back and look at what it is they are trying to achieve. What is the big picture? What are the long-term aspirations? This will provide broader guidance for an update of the Land Development Code when that takes place, in that it provides context.

Lastly, policies are aspirational – they typically deal with the “who” (who is responsible) and the “what” (what one is trying to achieve). They are not intended to deal with the “how” it is being done. That is the piece that ends up being codified in the Land Development Code, ordinances or somewhere else. The tendency is to want to be problem solvers to figure out how something will be done, but the Comprehensive Plan is not the place for that.

Bull asked Dodson if he had any comments on the content of the Task Force’s discussions related to OSU. Dodson said that one of OSU’s primary missions as a land-grant institution is land-based. Interestingly enough, if one looks at the programs where there has been the most substantial growth in the last few years, one of them is agricultural and land resources. For years, there had been a decline but now there is an increase. Also, they are looking more towards sustainability. He used the example of the OSU dairy barns. Historically, the cows could not be put out in the fields during the winter months because the fields were wet. They are now looking at different practices. The cows are smaller so they can be put out on the fields even when the ground is wet. Additionally, they are growing some of their own food and fodder on site, instead of having to bring it in from other sources.

There was a question about the trails going through public lands. Using MacDonald Forest as an example, it is his sense that there is a movement away from only forestry and tree production with the recognition that these resources can be used for multiple purposes. Campus Way is designated as a multi-use path that goes right through the agricultural lands. There has been some recent development west of 35th on Campus Way, with a planned road, streets and sidewalks, but the plan is to put in a multi-use path on the south side of that road when uses go in on the south side. There will likely be enough traffic to discourage people from using that roadway with the cars and trucks, etc. There is also a need to tie in the trail from Witham Hill with campus.

In response to a question from Bull, Gibb said that “Sector J” - located on the south side of Philomath Boulevard - was added to the OSU Master Plan in 2004 and was envisioned for future use as a research park. Dodson said that it never came to fruition, and that OSU was now looking at it for uses such as possible sports fields. There is now a graveled parking area for RV’s for the six home games only. About 1/3 of the property is within the flood plain or contains natural features. That area will need to remain fairly open without buildings.

Gervais said that if the members have additional questions of Dodson, they could write them down and channel them through staff.

VI. ADJOURNMENT.

The meeting was adjourned at 8:50 p.m.

Think Systemically and Long Term: Two Paths to the Future

Dave Bella, Engineer

Court Smith, Anthropologist

Charlie Vars, Economist and
Former Mayor of Corvallis

February 26, 2015

A walkable campus, open to all, is a worthy goal of the OSU District Plan. But, the future can be more car-free.

Keep Discourse and Options Open

BACKGROUND

This report arose within a continuing study of global climate change by the authors. Begun in the summer of 2013, this study examined how the US climate change strategy was framed and why this frame has not led to more effective actions. Over this time, we have followed an expanding body of evidence that the risks of irreversible and catastrophic outcomes are growing. The lack of more effective actions has been distressing.

The volume of reports on climate change is enormous, many thousand of pages with dire warnings. In contrast, this report is four pages long and it addresses what might actually be done.

At the time of this writing, a national debate is occurring on the proposed construction of the Keystone Pipeline. This project involves infrastructure: structures and facilities for the operation of society. Our report also addresses infrastructure but of a very different kind. The Keystone Pipeline is an example of "production infrastructure", facilities that promote the production of oil. Our report addresses "demand infrastructure", facilities that promote the demand for oil. We propose a shift away from car-dependent infrastructure that sustains demand for oil. This approach requires a different way of thinking. We encourage keeping your mind open to the possibilities presented herein.

The OSU District Plan is taking steps toward a car-free campus.

But, beyond the campus, OSU growth has caused negative consequences of community concern (e.g. neighborhood livability, traffic, parking).

These negative consequences will grow as if the established patterns of growth follow the usual (established, institutionalized, common) course.

In more general terms, the usual approaches to managing growth will lead to negative outcomes at both local and global levels.

But, OSU and the Corvallis Community have a unique opportunity to set a different course for future growth.

A key factor is **infrastructure**: the built environment that we all depend upon in our day-to-day lives. Infrastructure includes the streets, roads, and parking lots along with the buildings and services that depend upon them.

Corvallis now has a **car-dependent infrastructure**. This means that for most trips (for shopping, work, coffee, etc.) people find that driving a car is "normal" and alternatives, particularly walking, biking, and bus riding, are "unrealistic".

Without a clear **alternative for future growth**, car-dependent infrastructure will expand. This expansion will emerge as the cumulative outcome of many localized actions.

Once car-dependent infrastructure is established, it is extremely difficult to reverse.

To address the problems arising from car-dependent infrastructure, planning must face **two different tasks**:

1. **Make adjustments within the existing infrastructure**
(we cannot tear it up and start over).
2. **Implement a car-free alternative for future growth**
(we do not need to continue the same course).

Without an alternative for future growth (task 2 above) car-dependent infrastructure is likely to expand to accommodate future growth.

To clarify such matters, two scenarios are have been developed, each on a single page.

Base-Line Scenario describes a common path of development that emerges as the cumulative outcome of many localized decisions (widening an intersection. expanding a parking lot, etc.). The cumulative result is the expansion of car-dependent infrastructure.

Alternative Scenario describes how three different walkable areas in the Corvallis area could become mutually supportive to create a car-free alternative for future growth.

Single page scenarios can clarify different courses and outcomes early in the planning process. Without such clarity from the start, the busyness of the planning process and the inertia of institutionalized practices are likely to take over. Then, the base-line scenario in some form is likely to emerge.

The OSU District Plan could contribute to a walkable and more car-free campus while contributing to the expansion of car-dependent infrastructure in the Corvallis area
(**Base-line Scenario**).

The **Alternative Scenario** includes a walkable campus without expanding the car-dependent infrastructure beyond the campus.

These issues are important in the review of the OSU District Plan for the following reasons.

1. The OSU District Plan is occurring early in the larger planning process that includes OSU and the Corvallis Community. Thus, it could frame (set the course for) the planning that follows. The two scenarios serve to keep options open.
2. OSU will be central in the future of the Corvallis Community. This is shown in both scenarios.
3. As an international leader in Higher Education, OSU has a particular responsibility to provide an exemplar for addressing global problems such as climate change. The outcomes described in the attached scenarios clarify OSU's practical and educational responsibility.

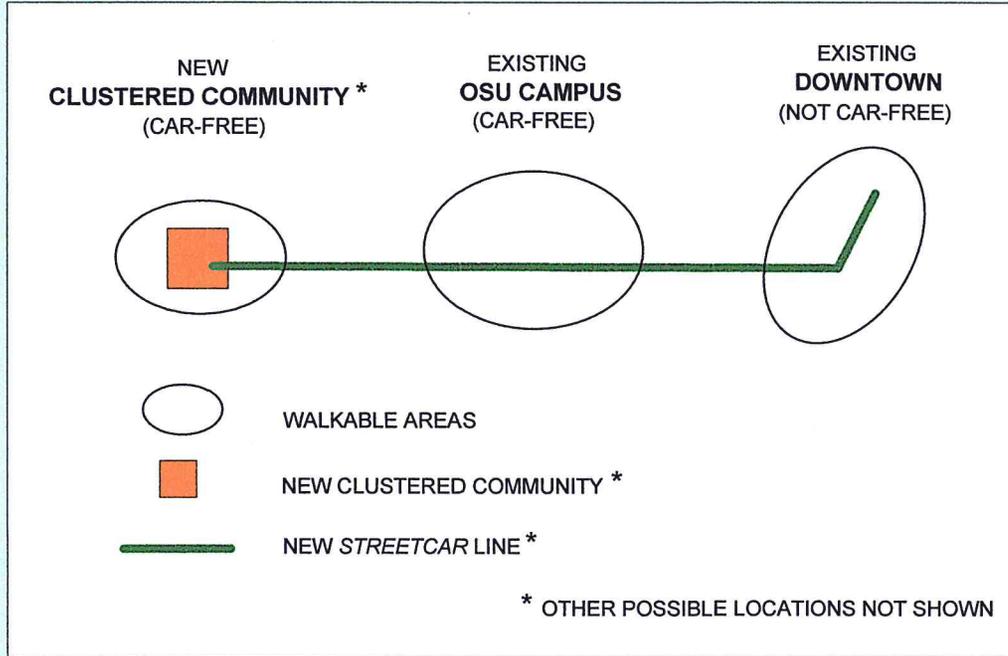
Alternative Scenario

Car-Free Alternative for Future Growth

Outcomes

Local

Global



Reduces Negative Outcomes of Car-Dependent Infrastructure (see Base-Line Scenario)

An **Alternative Exemplar** that OSU Graduates could Draw Upon Throughout the World

Opens Up Positive Opportunities Not Found through the Expansion of Car-Dependent Infrastructure Including:

This **Alternative Exemplar** Would Reduce Negative Impacts of Car-Dependent Infrastructure (see Base-Line Scenario)

Easy access for OSU Students and Staff to Downtown Services

This **Alternative Exemplar** Would Educate to:

Expanded Customer Base for Downtown Without Added Cars

Open Up Imagination to More Hopeful Actions

Viability of a Car-Free Living Alternative

Open Up more Positive Opportunities at Local Levels

Enhanced Campus Without More Impact on Adjacent Neighborhoods

Enable Positive Contributions to Reducing Global Risks of Catastrophic Outcomes

Creative, Collaborative, and Learning Experience between OSU and Community

Reduce Cumulative and Irreversible Emissions that Lead to Climate Change and Ocean Acidification

Develop a Community That is:

- Walkable, Car-Free, Human Scale
- Clustered with Open Space
- Viable (Walkable access to Daily Services)
- Interesting, Vibrant, Exciting (Public Plazas, Coffee Shops, Dining, etc.)
- Connected to Walkable Destinations (OSU Campus, Downtown)
- Accessible to All, Multigenerational
- An Educational **Exemplar**

Develop a *Streetcar* Line That:

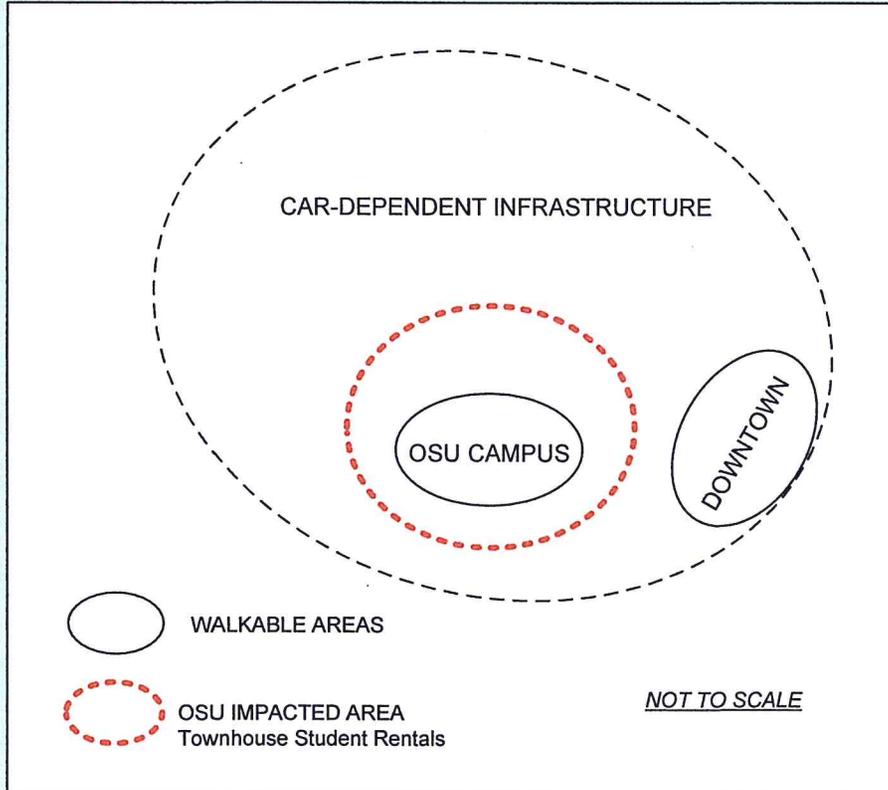
- Provides a Car-Free Connection between Three Different Walkable Areas:
 - OSU Campus: existing and car-free
 - Corvallis Downtown: existing but not car-free
 - New Cluster Community: proposed and car-free
- Enables All Three Walkable Areas (above) to Become More Viable
- Can be Expanded

Note: The three walkable areas (above) open up transportation options (such as *Streetcars*) with fewer emissions, more appeal, and greater use than possible within car-dominated sprawl.

Note: An **Alternative Exemplar** is an outstanding example that clearly demonstrates a departure from car-dependent infrastructure ("base-line scenario"). Because exemplars teach, OSU has a paramount responsibility to contribute to an alternative.

Base-Line Scenario

Expansion of Car-Dependent Infrastructure for Future Growth



Car-Dependent Infrastructure

- Emerges Over Time through Many Individual Actions
- Continues to Expand to Accommodate Growth
- Expands through Established Institutionalized Practices
- Follows a Common Path Despite Different Details

Adjustments are Made That

- Address Many Particular Problems Over Time
- Expand Parking, Widen Streets, Change Bus Routes, Add Bike Lanes
- Tweak Codes, Regulations, Procedures, Models, etc.

Note: Each new "resident car" requires three to nine new parking spaces in a community. Thus, the parking problem would not be solved even if OSU provided a space for each new student car. Strip-mall expansion is a "normal solution"

Outcomes

Local

Without an Alternative, We Should Expect Outcomes that Have Occurred in Nearly All Growing Communities in the US.

Once Car-Dependent Infrastructure is Established:

- Most People, find Alternatives to Driving Cars (Walking, Biking, Transit) to be "unrealistic"
- Poor Health Practices (Less Walking, Poor Air Quality) Continue
- Problems of Traffic and Parking Increase
- Strip-Malls Expand, Downtowns Loose Viability
- Human Scale Community Declines
- Open Space is Lost
- Demand for Fossil Fuels is "Built in"
- Higher Emissions are "Locked in"
- Maintenance Costs Continue to Rise
- Pressures to Expand the Infrastructure Continue
- All of the Above (and more) are Nearly Impossible to Reverse

Global

Car-Dependent Infrastructure: Has Become a Widespread **Exemplar** of Progress

Is Spreading with Common Adverse Outcomes Throughout the World

Becomes Self Generating

The Global Expansion of Car-Dependent Infrastructure:

- Will Increase Risks of Irreversible and Catastrophic Outcomes
- Continues Land Loss, Climate Change, Ocean Acidification, and Loss of Human Scale Communities
- Will Sustain Continuing Demand for Fossil Fuels
- Locks in Carbon Dioxide Emissions for Many Decades to Come
- Is Nearly impossible to Reverse Once Established

Note: An **Exemplar** is an outstanding example of what could and should be done. For better or worse, **an Exemplar Teaches**. Without an alternative, car-dependent infrastructure will continue as an **Exemplar of "Progress"**; The base-line scenario will continue to emerge.

OSU-RELATED PLAN REVIEW TASK FORCE
 WORKLIST OF COMPREHENSIVE PLAN POLICIES AND FINDINGS FOR ADDITIONAL EXAMINATION

(Last Updated 3/5/2015)

CP ARTICLE	CP POLICY/ <i>FINDING</i> TASK FORCE REVIEW	CP POLICY/ <i>FINDING</i> STAFF REVIEW ONLY	COMMENTS
3 – LAND USE	3.2. i		Woods would like to add/revise text to allow some general temporary use of these parcels
	3.2.2		Bull: need to look at compatibility of uses in the OSU district Gervais: look at compatibility issues
	3.2.3		As related to UNO area, OSU Zone, or broader.
	New policy		Possibly look at new policy to address the University Neighborhood Overlay District
5 – COMMUNITY CHARACTER	5.2. c		Woodside: might need some additional findings related to this for OSU. Gibb: Natural Features Inventory further defines what community believes is high priority. Gervais: give us link for NFI Bull: might need instruction for OSU as to how District Plan might address natural features
	5.4. a		Gervais: has OSU created this inventory?
		5.4. g	
	5.4.8		Gervais: wants to know if this has actually happened Staff has info out of Collaboration project; will put into folder marked 5.4.8 Hann: might need to tighten up intent of keeping OSU Historical review under City
	5.6.6		Woodside/Gervais want to look closer at this
8 – ECONOMY	8.2. d		Hann: need the discussion about relationship between EDAB and OSU, etc. and value placed on that relationship
	8.2.2		Peruse any new data, and might be some findings around this
	8.2.4		Gibb: we have some recent Housing Study findings that will be put into the repository. Staff will look at some findings for this.
	8.4. b		Needs updating, but may also need policies and findings associated with this.
	8.4. d		Hann: this might be a good place for a finding of impact – opportunity vs cost.
	8.6. a		Staff will look for quantifiable info for this to update
	8.6. d		
		8.6. h	Is data current?
		8.6. i	Update to reflect Hilton Garden
		8.9. k	Staff to look at economic development strategies

CP ARTICLE	CP POLICY/ <i>FINDING</i> TASK FORCE REVIEW	CP POLICY/ <i>FINDING</i> STAFF REVIEW ONLY	COMMENTS
			updates
9 – HOUSING	9.2.1		Gervais: would like to review whether this has actually been done adequately
	9.2.5		Gervais: examine this to see if we have gotten there.
	9.3.2		Gervais: student housing is changing the housing mix
	9.4.a		Gibb: staff can provide data/information about the different types of housing that have been developed in the last 5 years.
	9.4.b		Woods: buildable lands inventory might need updating?
	<i>9.4.in general</i>		Gervais: the findings need updating because of the major changes in neighborhoods around OSU. Gibb: OSU is such a big share of the housing market; makes sense to update these findings
	9.4.1		Gervais: she would like information on this. Woodside: maybe need findings on how the City could encourage OSU to meet housing needs Gibb: findings could reply to what was recommended by Collaboration project – a target percentage of housing on campus
	9.4.3		Revisit findings associated with this to reflect having Historic Districts and the latest changes in LDC re demolition permits, etc.
	9.5 findings		Gervais: info is out of date. Needs to look at impact of OSU growth on general housing stock in Corvallis, and availability of housing for other segments of population. Gibb: Planning will work with Housing staff on this.
	9.5.2		Gervais: there seems to have been an opposite trend. Need some findings to help evaluate whether policy has been successful or needs reconsideration.
	9.7.a-g		All need updating
	9.7.1		Hann: this might be expanded to reflect adaptive reuse.
	9.7.2		Woods: might need findings related to closing of the student Co-ops
	9.7.3		Woods: the huge influx of students and this policy seem to collide.
	9.7.4		Gervais: might need some refining of findings related to this

CP ARTICLE	CP POLICY/ <i>FINDING</i> TASK FORCE REVIEW	CP POLICY/ <i>FINDING</i> STAFF REVIEW ONLY	COMMENTS
	9.7.5		Hann: change policy to include statement about what happens if it is financially unreasonable
11 – TRANSPORTATION			
	11.6.d		Gervais: need a new finding with the new Census data
	11.6 findings & policies		Hann: would like to look at findings in terms of new pedestrian flow as impacted by The Retreat, other changes on or near campus, etc.
	11.12.a		Young: This finding could be supplemented with OSU’s choices about locating parking facilities, etc. ; i.e. might need a new finding.
	11.12.c		Woodside: need to look at this. Staff to provide any information they might have on bus line impact with student riders, university-oriented routes, etc.
	11.12.1		
	11.12.2		
	11.12.3		
	11.12.4		
	11.12.5		
13 – SPECIAL AREAS		13.2.f	Update references
	13.2.2		
	13.2.3		Woods: Need to work on processes for doing this.
	13.2.4		
	13.2.5		Bull: might be part of discussion of relationship between LDC and master plan; monitoring and enforcement
	13.4.a		Woodside: discussion of gateway status, etc. and Gervais: and community open space considerations
	13.4.b		Young: They do not have any Open-space – Conservation land Bull: treatment of open space on campus
	13.4.g		Gervais: might need updating
		13.4.h	Update name to Dunawi
	13.4.i		Woodside: Need statement/info from OSU about recreational use of lands and impact on mission Woods: any impact on siting new paths?
	13.4.j		
	13.4.2		Woods: would like to discuss this one
	13.4.3		Gervais: is there a plan?
	13.4.4		
		13.4.6	Update name to Dunawi

CP ARTICLE	CP POLICY/ <i>FINDING</i> TASK FORCE REVIEW	CP POLICY/ <i>FINDING</i> STAFF REVIEW ONLY	COMMENTS
	New Policy		Need policy for pedestrian and bicycle access through open space and resource lands.
	13.4.7		Hann: might need a stronger statement apropos to encouraging trails to OSU student population areas, such as Campus Crest.
	13.6.1		Gibb: Policy is likely okay, but findings might need to be updated.
	New Policy		Is combined sewer/stormwater system an issue on campus?
	New Policy		Desire to incorporate the carless community idea on west campus agricultural lands, with access to rail line?



Community Development
Planning Division
501 SW Madison Avenue
Corvallis, OR 97333

DRAFT
CITY OF CORVALLIS
OSU-RELATED PLAN REVIEW TASK FORCE MINUTES
March 12, 2015

Present

Planning Commissioners:

Jennifer Gervais, *Chair*

Jasmin Woodside

Paul Woods

Ronald Sessions

City Councilors:

Barbara Bull

Frank Hann

Roan Hogg

Staff

Ken Gibb, *Comm. Dev. Director*

Kevin Young, *Planning Division Manager*

Claire Pate, *Recorder*

Visitors

Court Smith

Dan Brown

David Bella

David Dodson

Excused Absence

Attachments to the March 12, 2015 minutes:

- A. *Think Systemically and Long Term: An Alternative Path to the Future*, submitted by Court Smith.
- B. Results of Task Force's review, submitted by Dan Brown.
- C. Task Force Issues of Concern, submitted by Planning Manager Kevin Young.

I. WELCOME AND INTRODUCTIONS.

The OSU-Related Plan Review Task Force was called to order by Chair Jennifer Gervais at 6:00 p.m. in the Madison Avenue Meeting Room. Introductions were made.

II. PUBLIC INPUT OPPORTUNITY.

Court Smith handed out a document entitled "Think Systemically and Long Term: An Alternative Path to the Future" (**Attachment A**), and reminded the Task Force members that he was one of a team of three – along with Charlie Vars and Dave Bella – who presented a proposal for a car free community at the last meeting. The new document proposed some possible findings and policies to consider for a "Future of Density." The purpose of the policy is to look at the vision for the bigger community and how the different pieces fit together. Their idea for the OSU District Plan is that the campus be walkable and car-free and primarily education-oriented. The downtown area would be another walkable community, though not car-free. Additionally, they suggest clustering new growth and development in car-free communities with housing, services and open space. The intent is to have a density that meets people's needs so they do not have to drive a car. The vision is that there would

be transit connectivity between the three sectors, thereby decreasing dependency on cars to get to campus and the downtown. Density is required to make transit work. They hope that this information might help with the Task Force's task.

In response to a question from Hogg, he agreed that the OSU campus has been organized to be a walkable campus and that there are services available to the students such as coffee shops and convenience stores. The downtown area would likely never be car-free, but can be made easier to access through the provision of a good transit system.

Dan Brown said he had been out of town during the last meeting, and was unclear whether a document listing possible findings had been handed out at the last meeting as he intended. He distributed that same document (**Attachment B**) to the members. He then reviewed the proposed findings under the various categories, stating that each finding could lead to possible policies that he would happily discuss at any point with the members.

The first is a general finding stating to the effect that transportation, parking, housing and employment problems are interrelated. There are other findings, such as Finding 9.7.8 relating to the number of OSU students on campus, that need to be updated. The last page of his document has a list of Municipal Code findings from 1982, adopted by the City Council, with some curious language. These should also be reviewed for relevancy.

With regard to having a walkable city, he referenced Finding 11.x, under Transportation, in his document. Over 60% of the people who work in Corvallis commute from origins outside of the city limits, and this is a dimension that needs to be taken into consideration in the discussion. He suggested a finding to the effect that "lowering expectations shall not be used to cover up Level of Service (LOS) problems." If there is a traffic problem with an intersection, simply changing the standards to make it a non-problem does not resolve the issue.

Woodside asked for an example to better describe what he meant by covering up LOS problems. Brown said that the Base Transportation Model (BTM) report from OSU suggests that to deal with an existing intersection problem one can change the standard so that it could then be viewed as a non-problem.

In response to a question from Woodside, Brown said that this document supplements the other materials he handed out earlier, incorporating some of the previously presented findings and adding more. However, it is identical to the one submitted under date of February 24, 2015.

Hogg referred to proposed finding 11.4.x on page 2, relating to the parking utilization rate of 90% on campus, and asked if the issue might be better addressed by measuring the utilization rate of parking in the neighborhoods. Brown opined that he would not say that 90% is the appropriate utilization rate for a neighborhood. However, there would be an opportunity to create a utilization rate for neighborhoods that would be less than 90%, which might be a useful measure in evaluating the problem of parking in areas surrounding campus. Utilization should be measured both on campus and in the neighborhoods.

David Bella gave another report on their group's activities. The volume of reports coming out on this topic nationwide is huge; one that has just come out is entitled "Beyond Traffic." Their intent is to try to boil all the information down. On the issue of parking, one thing to remember is that for every resident car communities have from three to nine parking spaces. The approach they are trying to take is to cut down on the day-to-day need for driving. Cars could then be stored out of town, if there is

adequate transit connectivity. Even if OSU were to provide one parking space for every car, there would still be the issue of needing parking in other areas of town.

Dave Dodson responded to Brown's remarks and offered a point of clarification. Brown had referred to the BTM report and the discussion about concessions relating to modifying the Level of Service requirements. In urban areas, and particularly in downtown areas where there is a lot of vehicular traffic as well as a lot of pedestrian congestion, the State of Oregon allows for making adjustments or modifications to the standards based on what the objectives are for that transportation network. He used the example of the core area of campus wherein an intersection might be deemed to be failing. An analysis of that intersection might show that it is failing during short periods of time when students are walking from one class to another. Vehicles cannot get through at those times because of the number of pedestrians in the crosswalks. One has to step back to look at the bigger picture and priorities. For OSU, the first priority is to ensure safe and efficient pedestrian travel on campus. Bicycles and transit are next, and vehicles are the last priority. Therefore, in evaluating an intersection with these priorities in mind, a low LOS rating might be acceptable. In Corvallis, the State has provisions to make modifications to the LOS standards. Oregon Department of Transportation (ODOT) has done this for the downtown area of Corvallis, because at certain times of the day, the downtown intersections fail due to the volumes of traffic. However, the reality is that there is no room for modifying those intersections. OSU will be analyzing the on-campus intersections that experience a LOS of D-F to see if that failure is of short duration or requiring some modifications.

In response to a question from Woodside relating to who makes the determination, Young stated that the process comes from the statewide Transportation Planning Rule which is typically applied to state highways and facilities. It is a mechanism for recognizing those multi-modal areas where it might be appropriate to accept a different mobility standard for vehicles in deference to enhancing pedestrian and bicycle mobility. Dodson added that when they evaluate intersections they work with the City. There are 26 intersections both on and around campus that are evaluated.

Bull asked for more clarification about the Base Transportation Model. Dodson said that when OSU came to the City in 2004 for approval of a new Campus Master Plan, there was a computerized model developed by the transportation consultant that essentially looked at buildings and anticipated increases of square footage across campus in the various sectors. The model was developed to do an evaluation of how the eventual build-out of the allowable additional square footage would impact various intersections. OSU then developed a Transportation Improvement Plan, which is part of the Master Plan, which lays out what improvements were projected to be needed based on the model. The City wanted to get updated information on a more frequent basis to plug into the model. It was determined that it was not the buildings that drove traffic, it was parking. This led to developing Transportation Analysis Zones across campus, and the model was updated to use this instead of building square footages. This worked for a while but then it was found that over the years, based on the initial model information, the data was getting more and more skewed the further out they got. Results were not consistent with what was really happening on campus. Therefore, OSU and City engineering staff discussed how the information was not really relevant and determined that it was better to evaluate the actual functionality and the LOS for the 26 intersections on an annual basis. This is the level of analysis that is done at this time.

Bull then asked whether SW Monroe Avenue was evaluated as part of the plan, or whether the Collaboration effort had dealt with an analysis of mobility issues relating to that street. Dodson said that there had been an effort in the past to do a corridor study for Monroe, which looks at specific treatments for elements of the street. In terms of the Transportation Network, OSU's past efforts

focused primarily on the automobile. Their current effort in looking at transportation is multi-modal. In addition to looking at the vehicles going through intersections, they did video surveillance of a number of the intersections where there is a lot of pedestrian traffic so that could weigh into the evaluation. The new transportation plan they are working on will look at linkages such as Monroe. The plans include a vehicle transportation network, along with transportation networks for bicycles and pedestrians, with maps showing each one of those various modes.

Woods asked staff whether the LOS calculations were based solely on vehicles. Young said that traditionally this was the case, though he is not a traffic engineer. There are two mobility standards they oversee: volume to capacity and LOS. Typically, these relate to automobiles. Gibb said that the mobility standards would be addressed as part of the Transportation System Plan update.

Bull asked for further explanation about the Transportation Planning Rule (TPR) as it relates to new development. Young said the TPR relates more to rule changes, such as when there is a Comprehensive Plan (CP) amendment. The TPR is triggered because once there is a Transportation System Plan in place that is based on the anticipated development under the current CP, any change to the CP needs to have potential trip impacts evaluated for that change in potential development. This then determines whether mitigation will be required to accommodate the increase in trips. It is not usually invoked with the typical land use application. The City does require a Traffic Impact Analysis for all developments. With respect to OSU campus, it is difficult to make a determination since the OSU zone allows for so many different uses. The model laid out in 2004 has not turned out to be a good predictor of actual traffic impacts. The City has required Traffic Impact Analyses with some of the projects on campus, along with appropriate mitigation where warranted. There would not likely be a TPR analysis required by a development application on campus.

III. REVIEW OF CURRENT COMPREHENSIVE PLAN FINDINGS AND POLICIES IDENTIFIED FOR FURTHER EXAMINATION.

There was discussion about whether to add to the agenda a review of the recommendations that came out of the Collaboration Corvallis effort. Woods stated his preference to have more time to review the documents before they discuss it. Woodside suggested they also needed to review “Attachment F” at some point. Bull said her preference would be to get an idea of where the gaps are that need to be filled as part of the big picture, and check in with City Council before working on drafting findings and new policies. Young said that a goal for the evening was to identify the universe of issues, and the Collaboration effort has already done some of that work. He felt it might be beneficial to work through them quickly, and he could highlight some of the key recommendations.

Using the “Collaboration Corvallis: OSU Priority Matrix,” he identified the following as potentially informing the Task Force’s work:

Page 5 – Item 2. Neighborhood Planning Recommendations.

- No. 3-1: Increase on-campus Housing percentage of undergraduates to 28-30% by 2019.
- No. 3-2: Expand housing content to University District Plan
- No. 3-3: Evaluate public-private partnerships for expanded Student housing

Pages 6-11 – Item 3. Parking and Traffic Recommendations.

- No. 3-1: Increase Transportation Demand Management programs and TDM marketing.
- No. 4-10: Marketing to promote alternate modes of travel.
- No. 3-2: Fund on-campus bike sharing program.
- No. 3-3: Expand way-finding signage to Oregon State campus from state highways, community.

- No. 3-4: On-Campus Variable parking permit System.
- No. 3-6: Bike and pedestrian Corridor Safety Assessment
- No. 3-7: Remote Parking Lot Assessment.
- No. 3-8: Expand OSU on-campus bike parking facilities.
- No. 3-9: Expand OSU car-pool programs.
- No. 3-11: Neighborhood traffic volume analysis on Jackson Avenue.
- No. 4-1: OSU funding for Corvallis Transit System (CTS).
- No. 4-8: Evaluate OSU commitment for CTS funding.
- No. 4-7: Funding for the Linn-Benton Loop.
- No. 4-2: OSU providing support to fund CTS marketing efforts.
- No. 4-3: Expand OSU shuttle service to campus.
- No. 4-4: Implement OSU shuttle information and mobile apps systems.
- No. 4-9: Evaluate on-campus transit hub.

From the “Collaboration Corvallis-Status of City Implementation Items,” Young identified the following items:

Page 4-8

- No. 1.1: Rezoning assessment – *(to consider changing zoning in neighborhoods near OSU)*
Staff said that there was consensus that this would be part of the upcoming Comprehensive Plan update process and a community-wide discussion. Hann added that the Task Force might consider a finding to the effect that there should be a more residential feel around campus, which could inform the larger discussion.
- No. 2-20: Craft proposal for historic preservation ‘lite’ program *(a concept for a less detailed review for certain projects in specific historic districts)*
- No. 2-22: Historic Preservation Plan *(HRC is undertaking this)*
- No. 3-1: Increased Transportation Demand Management marketing *(what can be done to get people out of their single-occupant vehicles)*
- No. 3-5: Neighborhood parking and management program
- No. 3-6: Bike/pedestrian corridor safety assessment
- No. 4-8: OSU commitment for CTS funding.

Young said these were some of the elements that might be considered by the Task Force as they continue their work identifying what findings and policies are needed.

Staff noted that a draft document listing the current Comprehensive Plan findings and policies identified for further examination had been attached to the meeting packet, and was available for the Task Force to continue their work. It was agreed that items from “Attachment F” relating to citywide policy items were not reflected in that list. Young said that they could be considered, but it was not staff’s intent that they should all go on the list. The Task Force could certainly make recommendations if they identified a need for any citywide policy to change.

IV. IDENTIFY TASK FORCE ISSUES OF CONCERN RELATED TO COMPREHENSIVE PLAN AND OSU GROWTH AND DEVELOPMENT.

Gervais noted that though they have zeroed in on the Comprehensive Plan (CP) items that they might want to fix, there still needed to be the larger discussion about how exactly OSU growth has impacted the community and whether all those impacts have been accounted for in the CP review. As the

discussion progressed, Young captured the issues of concern and developed a list (**Attachment C**). The following summarizes some of the comments/themes of the discussion:

- Is there a way to distinguish types of housing by leasing arrangements, to get at the issues that housing with multiple leases generate more vehicles/traffic? (*Bull*).
- This might be addressed through a finding to the effect that the growth of OSU has impacted the type of housing that is being built, which might not be as adaptable in the future (*Hann*)
- There needs to be a definition of “diversity” as it relates to housing. (*Hann*)
- These issues being identified will potentially help OSU as they finish their work on their District Plan. (*Hann*)
- The list of issues being generated can be viewed later for determining whether they apply to this effort or to a larger CP update effort. (*Gibb*)
- Explore the potential of offering OSU options as they bring on new buildings, i.e. maybe some of the parking spaces provided could be in a safe place off-campus, with students using a shuttle; or making improvement that facilitate other modes of transportation. (*Sessions*)
- There might be “temporariness” to the problem. Temporary solutions ought to be explored which would not necessitate the building of parking structures, etc. which might not be needed in the future. One idea is to use the South Farm area as temporary parking. (*Woods*)
- A finding might be that the situation is temporary in nature, and that this is a transition. (*Gervais*)
- This necessitates monitoring to ensure that solutions are appropriate and are updated when necessary. (*Woods*)
- Universities and colleges see increased enrolments during economic downturns, which could have played in to OSU’s growth, even though some of OSU’s growth is likely due to trying to meet state and nation-wide needs in certain fields. The growth will likely not continue at the same pace. (*Sessions*)
- This leads into the need for new forecasting. Will there be a small version of that for this effort or will this be done during the CP Update? (*Bull*)
- As pointed out by Dan Brown, in 1982, when the population was half of what it is today, there were still parking problems. It is not just the students, there is something else causing the parking problems. That issue needs to be identified. (*Hogg*)
- Some of the problem could be solved by providing student housing close to campus, though some might want to live outside this area to save on rent. (*Bull*)
- The pattern was set when the City established that the majority of students should live within ½ mile of campus and increased the density of zoning in those areas. (*Hann*)
- We never had the tools for periodic review to see if things were working, or provisions for amelioration or mitigation of the problems that have occurred. (*Hann*)
- There are good CP policies that have not been followed. If they had been followed, there might not have been certain problems. For instance, all traffic generators are supposed to supply adequate parking. That has not been implemented properly in the Land Development Code. (*Woods*)
- There are counter currents going on. For example, we are trying to make traffic generators provide for adequate parking while we are also trying to create walkability and neighborhoods that do not rely so much on cars. A bigger picture item might be how some of these things get reconciled. (*Gervais*)
- At the same time as we try to deal with the existing problems, we need to figure out how to support other modes of transit other than vehicles. (*Sessions*)
- With the Transportation System Plan update, the data needs to be updated so that the City can do good analyses of how well land use strategies are working. We should be dealing with all modes of transportation. (*Bull*)

- One of the trends in downtown areas is mixed use buildings. This is an important idea and our planning codes should address it. The Gazette-Times block would have been a good use for this. Anywhere there is a big development there should also be a mixed-use designation so that services are provided on the spot cutting down on the need for a vehicle. (*Sessions*)
- Encourage mixed development for smaller scale projects. (*Gervais*)
- There needs to be a way of capturing all of the student housing developments, determine the number of students housed and what additional services might be needed, such as a shuttle or car-share arrangement. (*Woodside*)
- It takes a certain level of population density to support commercial areas, and caution should be used in trying to codify this for smaller scale developments. This can lead to failed commercial ventures. It might be more appropriate to talk about providing access/transit to commercial areas which might be more centrally located. (*Hann*)
- An example of this is Willamette Landing. They still have a three-acre commercial area that needs to be developed. (*Young*)
- We should identify this need to ensure that all modes of transportation are connecting large nodes of population centers with established commercial centers. However, it still might make sense to have a small commercial spot for a coffee shop or a convenience store with certain sizes of developments. (*Gervais*)
- Concerns have been expressed about parking management on campus and how it is done. It would be good to identify how this should be managed in the future. (*Young*)
- There will always be pressure with the parking situation around campus, because there will always be students/faculty who do not want to pay the parking fees. Perhaps a new policy needs to be explored about incentivizing fewer cars, rather than just requiring traffic generators to provide adequate parking. (*Woodside*)
- We need to open the door for new ideas on how to deal with this issue, and have some flexibility to accept a development that might offer alternatives. (*Sessions*)
- Dan Brown brought up a good point about the 90% rule which basically requires OSU to monitor utilization and when it gets to 90% infrastructure dollars would have to be spent to rectify it. This inadvertently set up a moral hazard for OSU, because obviously they can control utilization through a parking price structure and availability. When we set up policies in code we need to make sure we do not set up situations where the intention will never be met because the thing we are measuring or the controls we have given someone are wrong. Perhaps 90% utilization should be the goal as opposed to the level at which more parking infrastructure has to be added. (*Woods*)
- One way to eliminate the moral hazard is to ensure that OSU and the City have to work together on the parking issue, with no more unilateral decisions. (*Gervais*)
- As pointed out earlier by Roen Hogg, it would be important to measure campus utilization as a whole both on campus and the areas in the University Neighborhood overlay. (*Woods*)
- There are two problems. One is that available parking on campus is underutilized which is impacting the neighborhoods. Incentivizing for more parking utilization on campus still does not eliminate the issue of cars everywhere else, such as in the downtown area. Again, we have to balance this out. (*Sessions*)
- In the long run, transit scheduling needs to be coordinated and increased so that it is timelier for students to get to classes or employees to get to work. (*Bull*)
- We need the monitoring and a measurement to ensure whatever is being done is doing the job. Perhaps surveying students and faculty about how they get to work/campus and how often would be helpful (*Bull*)

- The results of an OSU student and employee survey from last year indicated that something like 46% of OSU employees commute, which is less than the citywide average; and 26% of students commute. (*Gibb*)
- We are not tracking enough about other activities that attract trips to campus such as conferences and meetings, the hotel and the new sports medicine facility. These kinds of activities might need to be treated differently to meet parking needs. (*Bull*)
- All of these activities are desirable, but they need to be part of the planning process equation. (*Hann*)
- In terms of the Buildable Lands Inventory, there might need to be a more distinct categorization to capture the type of housing needed in the community. Distinctions could be made for units with multiple leases versus a single lease. (*Bull*)
- It would be very difficult to track the number of leases as often this will happen under the radar without the City knowing. (*Sessions*)
- How do we know when we no longer need more student housing? (*Woodside*)
- It can also be viewed as a benefit to have students living in the community neighborhoods, as opposed to having huge student complexes which encourage a different type of living. (*Woodside*)
- One of the ways of doing this is to set a policy standard for x percent of students to live on campus, as recommended by the Collaboration Corvallis (Recommendation No. 3-1). (*Gibb*)
- Developers have an awareness that the neighborhood characteristics change with the number of rentals in the mix. There should be an awareness of this as findings and policies are developed. (*Bull*)
- Look into how to balance the need for mixes of housing types available for people of different circumstances with our understanding that certain ratios of students/renters has an influence on cohesiveness and livability of a neighborhood. (*Gervais*)
- Can there be some findings that would encourage communication within these neighborhoods? (*Woodside*)
- The Collaboration Corvallis Livability workgroup has made some recommendations to this effect, as well as recommendations out of the Public Participation Task Force. (*Young*)
- Student housing places a demand on parks and recreation facilities. (*Bull*)
- Community park and open space considerations will be addressed by the Parks and Recreation Master Plan update which has just gone to City Council. (*Gibb*)

V. DISCUSSION AND IDENTIFICATION OF THE NEED FOR NEW FINDINGS AND POLICIES & UPCOMING PROCESS

It was agreed that the list generated by Young that will become an attachment to the minutes would help with the identification of the need for new findings and policies.

A discussion ensued assessing the amount of effort that would still be required to fine-tune the issues and recommendations. There was additional discussion about the purpose of holding a meeting specifically for public comment, and where the public meeting should be inserted into the process. Due to the need to have time to publicize the meeting and have a draft document available for the public to review, it was agreed to have the public meeting on April 27, 2015. The public should be asked for specific input on the direction the Task Force is taking and the issues that have been identified. This timeline would then require an additional Task Force meeting after the public meeting to address the comments and finalize recommendations for City Council.

Hann pointed out that OSU has had two public meetings related to the OSU District Plan update and might be able to share with the Task Force whatever testimony they might have received during those meetings.

VI. DISCUSSION OF HOMEWORK ASSIGNMENT.

Task Force members agreed to take the two work lists and decide which policies/findings/issues they would like to take on, either by themselves or teamed up with another member. Young will send out the list of concerns generated at the meeting, which can be reviewed along with the Worklist of CP policies and findings needing additional examination which was part of this meeting packet. Members were asked to email Young with their preferences for assignments within the next few days, and Young would generate a list of those assignments. The leftovers could be divvied up.

VII. PUBLIC INPUT OPPORTUNITY.

Dave Bella asked that they include the term “street car” when they discuss alternative modes of transportation. He liked the discussion on synergy. Walkable communities by themselves are not viable. A streetcar by itself is not viable. But synergistically, together, the various modes of transit can complement each other. Data collection and monitoring, adaptable management and strategies only work when you still have options. Once a community is built to be car dependent it is hard to undo.

He presented these concepts to his group of honor students and they were very excited about the presentation. The one objection students had was that it would become so popular the students would get priced out. When he sketched out possible streetcar lines and drew a boundary line around the walkable area, the number of services that would be available were outstanding including sporting activities, movie theaters, grocery stores, bookstores, etc. The notion of synergy between walkability and a streetcar line is an exciting option that should be kept open. Newer streetcar technologies are worthy of exploration, and the public would likely get excited about it.

In response to a comment by Hann that the issues with the concept are money and scale, Bella said that in his opinion the main issue is the institutionalized structure that already exists. He suggested that OSU might be able to help since they were very good at fund raising. It just needs to become a priority.

Dave Dodson said that when the Campus Master Plan was adopted, the plan had allowance for over three million gross square feet of additional development on campus. To date, they have only built one million, which is at one-third of the anticipated development. Part of this is that at the time the plan was adopted the trend was to have a square footage to student ratio potentially increasing to a possible 500 to 1. In fact, it has actually gone the opposite direction down to 300 to 1. The other factor to bear in mind is that though there has been a lot of growth in enrolment on campus, they are only 8% over what the estimate was in the plan.

There was mention about the assumptions that get plugged into the Master Plans. In 2004, no one anticipated there would be a recession. As they update to the District Plan, instead of projecting out assumptions they will be looking at establishing threshold triggers that will initiate requirements to mitigate or do improvements.

From a planning perspective, one of the best ways to reduce vehicle trips is to provide housing either on campus or adjacent to campus. We have seen development of housing adjacent to campus, but we have not seen the same amount on campus. At OSU, they have a much higher percentage of the faculty that drive than students. This is worthy of taking into consideration as policies and findings are drafted. OSU is in discussion with the City on looking at conducting additional neighborhood parking utilization studies. The last time it was done was 2012 for the Collaboration Corvallis work. New studies will be done this spring as well as in the fall to capture some additional data for informed decision-making. The problem is not so much parking on campus as it is commuter parking in the neighborhoods

Lastly, there was discussion about integrating uses. On campus, a lot of the newer buildings have services. INTO, for example, has a convenience store and café. They can do that because they have the density of population. Developments such as Willamette Landing do not have the density.

In response to a question from Hann, Dodson agreed to see if there was any information of value that might have come out of the public meetings relating to the District Plan.

In response to a question from Sessions relating to “Park and Ride” facilities, Dodson said that one of the Collaboration recommendations was to explore the viability of a satellite parking location. Gibb said that this opportunity might also extend to students who live in the neighborhoods who do not use their cars very often.

In response to a question from Woods about the potential for using game day parking at the South farm parking area, Dodson said that this lot was not designated as a permanent parking area. Gibb added that there are neighbors who may have concerns about its use for more than game days, though it might be an option.

VIII.ADJOURNMENT.

The meeting was adjourned 8:55 p.m.

RECEIVED

MAR 12 2015

Community Development
Planning Division

Think Systemically and Long Term:
An Alternative Path to
the Future

Court Smith, Anthropologist

Charlie Vars, Economist and
Former Mayor of Corvallis

Dave Bella, Engineer

March 12, 2015

Findings and Policies

Future of Density

Continuing the Discourse and Options

Community Growth and Development Policy

Findings:

Examples of communities that have solved problems of **car-dependence** by modification and expansion of infrastructure do not exist. The long-term result of infrastructure modification and expansion is more congestion, slower travel times, greater pollution, and increasing and unsustainable long-term expense.

The construction of infrastructure is an **irreversible** change. Once infrastructure in the form of roads and parking for car-dependence is completed, it is very expensive and difficult to remove.

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

Oregon has a greenhouse gas **goal** of a 75% reduction from 1990 levels by 2050.

Car-dependence takes **land** for Infrastructure. On average 20% of the land in cities is in streets. This does not include land in parking lots, driveways, and garages. Use of these areas could be for activities that are more valuable to individuals and society.

Policy

For all future development, emphasize the clustering new growth and development in car-free communities with services, business, open space, and the elements of a complete community. Car-free communities need connectivity and design in a holistic manner to create synergies with other concentrations of activity. Each car-free community should have functions that more completely meet resident needs both within the community and between communities.

Current Opportunity for Corvallis

Corvallis is facing growth from the expansion of educational institutions, medical facilities, businesses, retirees, and potentially, refugees from global climate change. Corvallis currently has one car-free, walkable, educational community on the historic campus of Oregon State University. While downtown Corvallis is not car-free, it is walkable, but it is limited by increasing car-dependence that leaves some of its assets underutilized and others unable to expand.

To accommodate future growth a multigenerational, car-free community with housing, services, businesses, open and public space, and streetcar linkage with the OSU historic campus and downtown district would provide the kind of development that could slow the growth of car-dependency in Corvallis.

References

Think Systemically and Long Term: Two Paths to the Future, presented to the OSU-Related Plan Review Task Force, February 26, 2015

Framing the Future of Density, March 9, 2015 (attached)

Framing the future of density

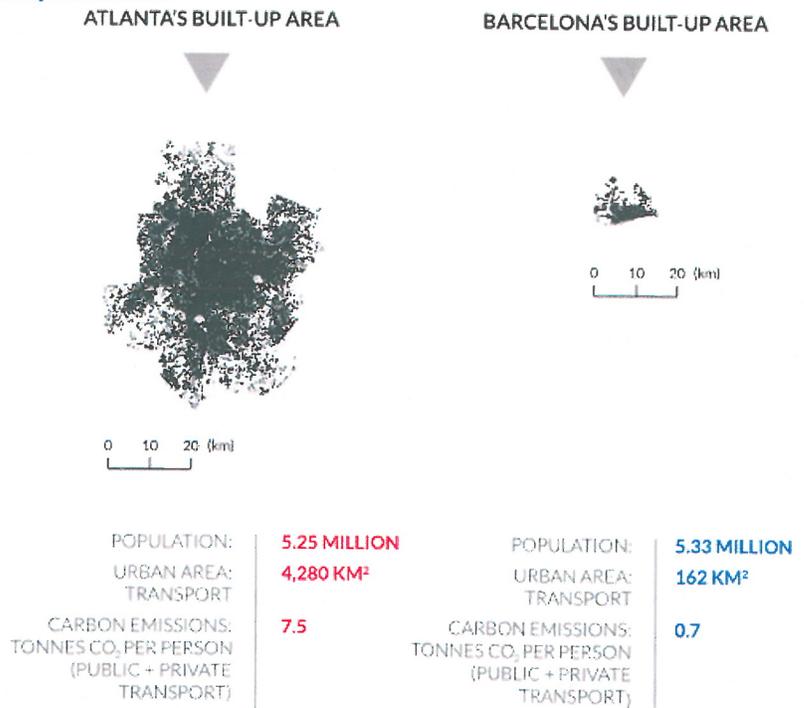
Density measures compactness. In community design, many people in a small space create a very dense settlement. Density choices affect livability, health and safety, air and water quality, greenhouse gas emissions, and transportation options. Thus, the kind of density created becomes very important. Oregon land use planning encourages concentrating people within urban growth boundaries, but as Oregon land use planning enters its second half-century, density pressures will test our ability to manage future growth and livability.

Growth, livability, and environmental concerns affect the options for community design. Concern shifts to the kind density in communities. Density can be taller buildings that mainly serve specific functions—offices, apartments, hotels. Or density can *combine more functions*—residences, employment, shopping, services, open space, and transportation in communities that create synergies to better meet people’s needs and desires within their own community and in connections with other communities.

Suburbs, like those around Atlanta, Georgia, spread people out, connect them with roads to work places, shopping, services, and recreation. Car-dependent transit between these nodes of activity has become and will increasingly become slower, less safe, more polluting, and extend the drive alone, car-dependent culture in which people live at the beginning of the 21st century. Transportation systems research shows that to achieve desirable transit frequency and routing denser communities with more work, shopping, service, and recreation opportunities are required.

Figure 1

Atlanta and Barcelona have similar populations and wealth levels but very different carbon productivities



Source: Bertraud and Richardson, 2004.²²

Policy Recommendations

I. **Density issues:** If Oregon is to meet its greenhouse gas goal of a 75% reduction from 1990 levels by 2050, it will need to reframe the discussion of density (ODOT 2013 ([http://www.oregon.gov/ODOT/TD/OSTI/docs/STS/Oregon Statewide Transportation Strategy.pdf](http://www.oregon.gov/ODOT/TD/OSTI/docs/STS/Oregon_Statewide_Transportation_Strategy.pdf))).

Future density has to be different from the old density that figures residential units per unit of land area.

- ✓ The future density frame includes
 - residences,
 - employment,
 - services,
 - businesses, and
 - open space as part of the *same* community.
- ✓ Future density needs to:
 - compete for residents who want to abandon a car-dependent lifestyle,
 - expand transportation choices that build synergies between areas,
 - promote environmental quality and reduce greenhouse gas emissions,
 - be more efficient, convenient, and less costly, and
 - improve health, safety, and security.

II. Transit/community synergy actions:

Opportunities for collaboration between new, car-free communities and surrounding communities abound. These opportunities can serve as a practical and educational example of the future density suggested here. In Corvallis

- Oregon State University is being encouraged by community members to build more housing. In particular, some community members have pointed to other universities building multigenerational housing on or near their campuses. Cooperation between OSU and Corvallis could provide multigenerational housing on or near campus—showing the world OSU’s leadership in green building and educational innovation.
- Such a community and related transit connections would help identify potential transportation and transit synergies between the OSU campus, downtown, and in the mid-Willamette Valley region.

Case Example: Orenco Station

Oregon’s Orenco Station show cases a new kind of density in the form of “... a new transit-oriented community of 1,800 homes, a town center, office, retail and nearby employment on 209 acres in the town of Hillsboro, west of Portland ... Extending out from the light rail and town center is a grid of walkable, tree-lined streets and parks, featuring cottages, condominiums and rowhomes in a broad range of sizes and prices”

(<http://www.terrain.org/unsprawl/10/>).



Yet, this experiment in framing density to be more inclusive is still very car-dependent. Connectivity is needed to other communities and major destinations like shopping, services, industrial sites, airports, sports and recreation venues, and outdoor recreation that does not continue a car-dependent lifestyle.

MAR 12 2015

To: OSU-Related Plan Review Task Force
From: Dan Brown

Community Development
Planning Division

March 12, 2015

SUBJECT: SUGGESTED COMPREHENSIVE PLAN "FINDINGS"

The *Comprehensive Plan* consists mostly of lists of "policies" and lists of "findings." The findings are little factoids which express assumptions or justifications for the policies. For years, the public has expressed concerns about the inadequacy of the existing findings, e.g. they are obsolete or incomplete. Based on a decade of observation, a number of possible findings and changes are suggested below. Each finding suggests corresponding policies.

GENERAL

Finding X: Transportation, parking, housing, and employment problems are interrelated.

Finding X: Most OSU employees commute to campus. In 2003 OSU employed 4,159 persons, and by 2014 this increased to 5,934. This is a net gain of 1,775 employees and a 43% increase.

Finding X: OSU enrollment increased from 14,127 in 1997 to 24,383 in 2014. This is an increase of 10,256 students and a 72.5% increase.

Finding X: As Chapter 3.36 of the *LDC* reaches the end of its planning period, it is clear that it did not achieve all the purposes of the *Comprehensive Plan*.

Finding X: Over the last ten years, livability problems (parking and traffic) caused by OSU commuter parking have expanded much farther to the north (to Grant and Buchanan), to the east, to the south, and to the west. These problems led to the creation of the University Neighborhood Overlay District.

Finding X: Development processes (minor adjustments) for the OSU Zone are more lax than in other areas of the City of Corvallis and do not require as much transparent public process.

Section 11.4: AUTO PARKING

Finding X: Land Development Code regulations do not adequately address livability problems (parking and traffic) in residential areas surrounding the OSU campus.

Finding 11.4.x: In spite of the unexpected growth in employee and student populations, from 2001 to 2014, the number of parking spaces in the OSU Zone decreased from 7,996 to 6,840 [19% decrease]. In Sector C (the campus core) the count was reduced from 2,928 in 2002 to 1,587 [46% decrease] in 2014.

Finding 11.4.x: Lack of desirable (affordable and convenient), on-campus parking does not eliminate demand for commuter parking; instead, it externalizes OSU commuter parking to residential neighborhoods surrounding campus.

Finding 11.4.x: University bound commuters and visitors park in surrounding neighborhoods. During weekdays there is insufficient on-street parking for residents.

Finding 11.4.x: OSU neighborhood parking studies show that Residential Parking Districts have "red zones" where parking utilization actually exceeds capacity.

Finding 11.4.x: Since 2004, the University's Transportation Demand Management (TDM) efforts have not reduced the number of commuters and visitors driving cars and trucks to the University.

Finding 11.4.x: Parking facilities can be converted easily into other uses after demand for parking is reduced by TDM measures.

Finding 11.4.x: The utilization rate (90%) in campus parking lots are 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.

Finding 11.4.x: Parking utilization measurements (on-campus and off-campus) are greatly affected by the time of year. OSU enrollment is highest Fall term and lowest Spring term, and demand for parking reaches seasonal peaks and troughs accordingly. Studies should be conducted in the Fall.

Finding 11.x: In 2014, Corvallis voters soundly rejected the planned expansion of residential parking districts through the referendum process. Many voters believe that the University should mitigate the parking problems in neighborhoods surrounding campus.

Finding 11.x: Property owners in the areas surrounding campus do not want to have to pay for on-street parking in front of their homes.

Finding 11.x: OSU has not complied with all the provisions in the LDC, especially with regard to monitoring.

Finding 11.x: There is little evidence of progress on *Comprehensive Plan* policies 11.12.1 to 11.12.5.

Article 11: TRANSPORTATION

Finding 11.x: Over 60 percent of people who work in Corvallis commute from origins outside the city limits. For the majority of commuters, walking, biking, and transit are not satisfactory alternatives to automobile transportation.

Finding 11.x: Most OSU commuter traffic originates from the north and the parking lots are located on the south side of campus. The University has eliminated a substantial portion of total parking spaces in the north side of campus.

Finding 11.x: Currently, several intersections around campus fail to meet Level-of Service (LOS) standards.

Policy 11.x: Lowering expectations shall not be used to cover up LOS problems.

Finding 11.x: University-related, cut-through drivers cause excessive trips on local streets. This improves LOS performance but decreases livability.

Finding 11.x: Transportation Demand Management (TDM) measures are effective only if they actually decrease the use of single-occupancy vehicles. Effectiveness must be demonstrated rather than assumed.

Finding 11.x: Impacts on neighborhood streets surrounding campus are not considered in the OSU Base Transportation Model (BTM) .

Finding 11.x: Corvallis Transportation studies are out-of-date. The MPO is based on the 1996 Transportation Study, and the OSU BTM is based on the MPO study.

Finding 11.x: There is no perimeter arterial between 30th Street and Arnold Way. Excessive cut through traffic uses local streets and decreases livability.

Finding 11.x: Unregulated pedestrian traffic crossing Monroe Avenue is not safe at class break times.

Finding 11.x: Traffic is interrupted on the Harrison Avenue arterial by intense pedestrian and bicycle crossings.

Finding 9.7.f [OLD] *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.* [REVISED] *A 2003 OSU survey found that 56% of those interviewed commute to campus in single occupancy vehicles.*

Article 9: HOUSING

Finding 9.x: Federal Censuses report a decrease of non-student residents in Corvallis.

Finding 9.x: Many single family homes surrounding campus have been redeveloped into student rentals. This means a reduction in housing for workers.

Finding 9.x: OSU enrollment increased well beyond what was predicted in the 2004 CMP, and more rapidly than OSU and private housing developers could accommodate, leading to inflated rental rates, single-family homes being converted to student rentals, families moving out of town for lack of affordable housing, and an increase in commuter traffic.

Finding 9.x: Coop housing was a popular, low-cost alternative to dormitories. By eliminating coops, the University reduced the supply of as well as options for on-campus living.

Finding 9.x: New development in residential neighborhoods surrounding the OSU Zone lacks sufficient off-street parking for residents.

Finding 9.7.a *Oregon State University enrolled 14,127 students for the 1997 fall term. 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. **Ridiculous number!***

Finding 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. **Ha, ha!***

Article 13: SPECIAL AREAS OF CONCERN

Finding 13.2.x Almost all types of development (residential, commercial, industrial, agriculture, etc.) are permitted outright anywhere on campus. This is inconsistent with existing **Section 2.13.10** tells us that "*Each zone is intended for a predominant type of land use.*"

Finding 13.2.x Since 2000, we have seen an increasing number of independent operators who lease land from OSU, build their buildings, and provide goods and services to their customers, many of whom are not OSU students or faculty. These businesses avoid the usual land use process for development because they are on campus.

MUNICIPAL CODE "FINDINGS" FROM 1982

The following language is "on the books" and is quoted from the *Corvallis Municipal Code*. These findings have already been approved by the City Council.

Section 6.15.010 - Legislative Findings.

- 1) There exists within the areas described in Section 6.15.030, heavy concentration of vehicles which are parked all day by nonresidents.
- 2) The presence of these vehicles causes vehicular congestion, impedes the movement of traffic, and unduly restricts entry of residents to their homes.
- 3) Such vehicular congestion creates polluted air, excessive noise, and litter.
- 4) The conditions and evils mentioned above in subsections 1), 2), and 3) create blighted or deteriorated residential areas.

Task Force Issues of Concern

- 1. Non-adaptable housing types.**
- 2. Housing stock is not meeting diverse needs.**
- 3. Monoculture of housing types.**
- 4. Allow alternatives to on-site parking (satellite lots,etc.), promote alternatives to Single Occupant Vehicles (SOVs).**
- 5. Consider temporary parking measures (allow gravel parking at South Farm, etc.). Current growth rate may be temporary, so may not require permanent improvements.**
- 6. Mechanisms to test the efficacy of measures and to allow adjustments would be good.**
- 7. Recognize that there has been a parking problem in some areas of the City for decades. What factors are driving that?**
- 8. Campus housing can impact parking and transportation.**
- 9. Other modes of transportation should be given more weight/priority.**
- 10.Mixed use development should be promoted to reduce the need for vehicle trips. Reduce scale for commercial nodes.**
- 11.Scale services appropriately for large student housing developments.**
- 12.Make sure that alternative modes connect commercial centers.**
- 13.Future on-campus parking management should be structured to maximize utilization of existing parking.**
- 14.Flexibility needed for meeting parking requirements.**
- 15.OSU and the City need to coordinate parking measures to work in tandem.**
- 16.Parking utilization should be measured on campus and near campus.**
- 17.Public transit scheduling should factor in class schedules.**
- 18.Adaptive management and flexible strategies are needed for next District Plan.**
- 19.Parking needs on campus vary greatly by use. A good plan will factor that in.**

- 20. Explore regulating/classifying housing by lease arrangement.**
- 21. How will we know when we have enough student housing? (And what should we do when we do?)**
- 22. Integrating students into fabric of community maybe shouldn't be a bad thing? Policy 9.7.3 – move to 28-30% on campus?**
- 23. Need to balance multiple housing needs in neighborhoods to enhance livability.**
- 24. Student housing places a demand on parks and open space areas.**

Young, Kevin

From: Rollie Baxter [rolliebaxter@gmail.com]
Sent: Tuesday, March 24, 2015 3:34 PM
To: Young, Kevin
Cc: Ward 1
Subject: OSU-RELATED COMPREHENSIVE PLAN REVIEW TASK FORCE
Attachments: SUGGESTED FINDINGS OSU CP TASK FORCE.docx

Kevin,

I understand from the council packet and your emails to members of the task force that there is a meeting coming up on Tuesday March 31. You set a submission deadline of Friday the 27th for material to be submitted for a packet.

I note in your March 20 email that you advised Task Force members that their findings and policies should provide a "view from 10,000 feet" and that they would be expected to **identify issues of concern to the community, identify changed circumstances, and may provide guidance.** You also suggested that they should not be written as specific regulations or requirements.

Attached you will find some "findings" that I would like to submit for the task forces's consideration. I tried to follow your guidance in preparing this material, although I may have strayed a bit here or there. And I am not sure of what the view from 10,000 feet might be, except that you probably mean don't try to pick out the small stuff, look for major trends or patterns. I focused mainly on findings and mainly on the issues that I, as a citizen in the community, see and hear about. I suppose from my perspective the "changed circumstances" that is most significant is the fact that the Campus Master Plan turned out to be inaccurate and inadequate in critical and important aspects of the plan. Thus 15 years of growth occurred under a false premise without effective review and adjustment.

I did not try to separate out my findings into the various LDC articles you suggested (Land Use, Housing, etc). Some cross categories. Maybe some do not fit in a current category.

Thank you for the opportunity to submit material. You and the task force have a difficult and complex topic to deal with.

Rollie Baxter

RECEIVED

MAR 24 2015

SUGGESTED FINDINGS

RELATED TO OSU CAMPUS AND CAMPUS DEVELOPMENT

March 24, 2015

Community Development
Planning Division

Submitted to OSU-Related Comprehensive Plan Review Task Force

Submitted by R. Baxter

- 1) OSU growth has been extraordinary over the last 10 years. OSU growth in both student and staff populations has vastly exceeded projections (see 2004-2015 CMP). As a result, the City has experienced problems in student housing, off-campus parking, and traffic congestion, among other issues. The 2004-2015 Campus Master Plan has not been an effective blue print for campus development and associated impacts on the Corvallis community.
- 2) LDC Chapter 3.36 is the implementing zone for the CMP. This zone has not proven to be an effective tool for regulating and setting standards for OSU development. Parking standards have proven to be ineffective, traffic congestion has gone unmitigated, monitoring has been ineffectual in identifying problems, neighborhoods have been overwhelmed with campus-related parking, and other issues have arisen.
- 3) OSU's rapid enrollment increases have been accompanied by the development of new buildings on campus, many of which have been constructed in existing parking lots. As a result, valuable parking has been lost.
- 4) OSU development Zone C has been particularly impacted by development. This is the campus core and is intended to contain the bulk of campus instructional buildings. This zone has seen the most building construction and the largest decrease in parking.
- 5) Campus-related parking off campus has intensified. As parking has become less convenient or less available on campus, the use of parking spaces in residential neighborhoods has intensified. This has resulted in a noticeable diminishment of livability in neighborhoods within ½ mile of campus.
- 6) Because of the rapid (and un-predicted) increase in student enrollment and university staffing, demand for housing has increased faster than available housing. As a result, many persons that might have resided or formerly resided in Corvallis have located elsewhere, thus increasing the number of vehicle trips into the City.
- 7) Chapter 3.36 contained no limitations on the rate of growth on campus. As a result, the university was free to add buildings at their discretion without consideration of the impacts on

the community. Chapter 3.36 should contain criteria that establish appropriate growth rates and should assure review if rates exceed adopted standards.

- 8) Although annual monitoring and reporting of OSU development was required by the Campus Master Plan, there was no requirement that City staff critically review data submitted or report on developing issues. No public input was required or sought.
- 9) Many of the problems experienced by the City are directly or indirectly linked to growth (and/or the rate of growth) on the OSU campus. Housing has been a particular problem for the community with unusually low vacancy rates, high rents, and lack of suitable housing for lower income families.
- 10) The City has had a difficult time balancing the need for appropriately zoned land. With rapid student enrollment, demand went up for property zoned for high density student housing. Consequently, land that had been zoned for family housing was converted to student housing.
- 11) Within existing neighborhoods, because of high rents, older family housing has been sacrificed in favor of high density student housing. This has created conflicts in neighborhoods and has changed the character of neighborhoods.
- 12) OSU has introduced private uses onto campus including a hotel, a medical clinic, a private pre-university education structure and other uses. These were not anticipated in the Campus Master Plan and received no conventional review by the city.
- 13) Chapter 3.36 permits many uses on campus property without review. Some consider the range of permitted uses overly broad.
- 14) None of the developmental requirements or standards in Chapter 3.36 are linked to a growth rate in either populations or square footage. This means that the university can expand at whatever rate they find desirable without considering the consequences on the community. Chapter 3.36 needs to have better (tighter) standards for development going forward.
- 15) A parking issue exists concerning campus-related parking. This current parking issue is related to the ineffectiveness of standards in Chapter 3.36. This problem has grown and intensified over the last 10 years. OSU must be required to correct this parking problem by a variety of means, including the construction of new parking facilities.

- 16) OSU development zone C lacks sufficient parking in or adjacent to the zone. OSU must be required to add student and staff parking within ¼ mile of the boundary of zone C.
- 17) Citizen involvement (State Goal 1) has been inadequate in regards to development on the OSU campus. Chapter 3.36 is overly broad in what it allows OSU to construct on campus without review or public involvement. For all intents and purposes, there has been little or no citizen participation in campus planning or implementing adopted plans.
- 18) Land use planning for the campus has been inaccurate and information that formed the base for Chapter 3.36 has proven to be inaccurate. The implementing ordinance (Chapter 3.36) is not suitable. Further, adequate review and amendment was never undertaken even when information forming the basis of the zone was found to factually inaccurate. (see State Goal 2)
- 19) The City has not been able to maintain a satisfactory inventory of lands to meet future needs. (see state goal 10)
- 20) The City has had difficulty funding local fire protection services. The City has relied on short term operating measures (tax levies) to fund adequate fire protection for the community and the campus. Since OSU is a publicly owned corporation, they pay no property taxes which are the primary source of funding for fire protection services.
- 21) The City has had difficulty providing sufficient land zoned appropriately to meet the rapid influx of OSU students and staff. (see state goal 14)