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AGENDA

OSU-Related Plan Review Task Force
6:00 pm, Thursday, September 28, 2015
Madison Avenue Meeting Room, 500 SW Madison Avenue

I. Welcome and Introductions

II. Public Input Opportunity

III. Finalization of Task Force Recommended Findings and Policies - Attach. A

IV. Review of Issues to be Addressed Document – Attach. B

V. Discussion regarding the recommended process for Consideration of Comp Plan Amendments – Attach. C

VI. Review of Minutes - Attach. D
Sept. 17, 2015

VII. Public Input Opportunity

VIII. Adjournment

Attachments:

A. Recommended CP Findings and Policies – Version 6.1
B. List of Issues to be Addressed
C. Process Considerations Memorandum – Manager Young
D. Sept. 17, 2015, PRTF Minutes
E. Process used by the Task Force – Chair Gervais

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

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

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

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

Article 3. Land Use Guidelines

3.2 General Land Use

Findings

3.2.c Continued cooperation among Corvallis, Benton County, Linn County, and Oregon State University is important in the review of development. This should help to ensure compatibility between uses on private and public lands. In particular, cooperation is necessary to prevent simply shifting land-use conflicts from one entity to another.

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

Proposed New Policy

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

Article 5. Urban Amenities

5.2 Community Character

Findings

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

Proposed New Findings

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

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

5.4 Historic and Cultural Resources

Findings

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

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

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

Proposed New Findings

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

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

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

Policies

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

Proposed New Policies

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

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

5.6 Parks and Recreation

Proposed New Finding

5.6.w The University offers many recreational opportunities.

Policies

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

Proposed New Policy

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

Article 7. Environmental Quality

Proposed New Findings

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

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

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

Proposed New Policies

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

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

Article 8. Economy

8.2 Employment and Economic Development

Findings

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

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

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

Proposed New Finding

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

8.4 Education

Findings

8.4.a State and local education represents the most significant sector of Benton County's economy, with approximately one-fourth of all County jobs in this sector. This sector provides a stable economic and employment base for Corvallis and is three times the State average.

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

8.4.c Oregon State University will continue to develop new technology in both "high-tech," and "bio-tech" renewable resource based industries.

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

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

Proposed New Findings

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

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

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

Policies

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

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

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

8.6 Visitor and Conference Activities

Findings

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

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

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

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

8.6.e People attending Oregon State University athletic events make a significant contribution to the Corvallis economy.

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

8.6.h The Oregon State University LaSells Stewart Center has a theater-type auditorium seating 1,200, a 200-seat lecture room, and seven conference areas ranging in size from 375 to 1,800 square feet. The priorities of the center are to provide facilities for: 1) Oregon State University conferences; 2) the Oregon State University Office of Continuing Education; and 3) the general Corvallis community. The 40,000 square foot conference and performing arts facility accommodates more than 160,000 guests annually and hosts hundreds of conferences and events each year.

8.6.i The Oregon State University Alumni Center was completed in 1997 and has a 7,000 square foot ballroom which can accommodate 700 people, and eight conference rooms ranging in size from 254 to 1,600 square feet. The priorities of the center are to provide facilities for: 1) Oregon State University alumni to come home to and host events; 2) Oregon State University meetings and conferences; and 3) the local and regional community. ~~Oregon State University is currently interested in having a 150+ room hotel constructed near these conference facilities~~

Proposed New Finding

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

8.9 Industrial Land Development and Land Use

Findings

8.9.j Corvallis has a large existing research base and a comparative advantage in the research-technology field due to Oregon State University (OSU), the Forest Ecosystem Research Laboratory, Environmental Protection Agency, Hewlett-Packard, CH_2M HILL, regional medical facilities, and other major employers.

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

8.9.l The economic base of Corvallis would be strengthened by additional employment opportunities in the research-technology area which in turn would benefit from proximity to Oregon State University, a major research institution.

Proposed New Finding

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

Article 9. Housing

9.4 Housing Needs

Findings

9.4.a The need for new housing is influenced by job generation and in-migration, the availability and cost of transportation, and seasonal factors in such areas as employment and student enrollment at Oregon State University.

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

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

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

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

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

9.4.f Oregon Revised Statutes (ORS 197.296) requires that the City ensure that residential development occurs at the densities and mix needed to meet the community's housing needs over the next 20 years, and that there is enough buildable land to accommodate the 20-year housing need inside the Urban Growth Boundary.

9.4.g The housing stock of Corvallis is relatively new, with nearly 80% of the existing units having been built since 1950. Many of the approximately 12,350 residential units built prior to 1975 are of an age such that major structural elements (e.g., roofs, electrical / plumbing systems, foundations) are or will be in need of repair or replacement.

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

9.4.i In 1960, 54% of the Corvallis housing stock was owner-occupied and 46% was renter-occupied. In 1980, 45% was owner-occupied and 55% was renter-occupied. Data from the 2013 American Community Survey (ACS) ~~1990 U.S. Census~~ indicated that 44.7% ~~44%~~ of occupied Corvallis housing units were owner-occupied, and 55.3 ~~and 56~~% were renter-occupied. (9.6% of the total (occupied and unoccupied) Corvallis housing units

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

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

9.4.k Historically, the Corvallis owner- and renter-occupied housing markets have been characterized by low vacancy rates.

9.4.l Housing price is affected by a number of factors, including: the system of taxation, demand for land and housing, the availability of land, the size of available lots, the amenities and sizes of constructed homes, local policies for annexation, land speculation, inflation, the cost of material and labor, governmental regulations and charges, sale turnover rates, real estate transaction fees, mortgage interest rates, location, site conditions, costs of public facilities and streets, and the rate of population growth.

9.4.m Parks and open space that are in close proximity to residential areas provide opportunities for recreational and social activities that may not be available on residential development sites, particularly within multi-family developments occupied by families with children. The presence of parks and open space supports more dense development by fostering neighborhoods, by maintaining quality of life, and by improving community appearance.

9.4.n Additional mechanisms are needed to encourage the use of energy efficient building materials and construction techniques.

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

Policies

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

Proposed New Policy

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

9.5 Housing Affordability

Findings

9.5.a Between 1990 and 2015 ~~1996~~, real housing costs increased more rapidly than real incomes. In Benton County, over this same time period, median four-person household income rose 128 ~~35~~% from $34,500 to $78,600 ~~43,600~~ per year, while the median sales price of a Benton County home rose 268 ~~109~~% from $72,900 to $268,500 ~~152,600~~. ~~During the same period, the median sales price of a Corvallis home rose 114% from $71,000 to $152,000~~. Between 1990 and 2015 the ratio of median sales price to median family income in Corvallis increased from 211% to 342%.

9.5.b The price of new homes has increased steadily since the early 1900's; both average square footage and the number and quality of amenities that are "standard" in new homes have also increased significantly during this period.

9.5.c State and Federal guidelines define "affordable" housing as that which requires no more than 30% of the monthly income of a household that has income at or below 80% of the area median. Based on the ~~As of November 1997,~~ U.S. Department of Housing and Urban Development's (HUD) 2005-2009 Comprehensive Housing Affordability Study for Corvallis households with incomes equal to or less than 50% of the Area Median Income, 86% of renters, 63% of owners, and 83% overall spent more than 30% of their income on housing. Of those, 57% of renters, 35% of owners, and 54% overall spend more than 50% of their income on housing. A household that spends more than 30% of its income on housing is considered to be cost burdened; a household that spends more than 50% of housing is considered to be severely cost burdened. ~~data indicates that 87% of Benton County households earning 50% or less of the County's median income live in housing that is not affordable. (Source: Oregon Coalition to Fund Affordable Housing, based on data supplied by the Portland Area HUD Office.)~~

9.5.d Federal guidelines indicate that households earning 80% or less of the area's median income are considered to be low-, ~~and~~ very low-, or extremely low-income, and are likely to have housing assistance needs. According to the 1980 Census, approximately 3,285 households were determined to be low, ~~or~~ very low-, or extremely low-income. ~~In 1990, approximately 6,800 households were low- or very low-income.~~ HUD's 2005-2009 Comprehensive Housing Affordability Study for Corvallis found that 12,360 households, or approximately 59% of Corvallis households, had a median income less than 80% of the area's median income (AMI). Of those, 5,375 households made between 0% and 30% of the AMI, 3,600 made between 30% and 50% of AMI, and 3,385 made between 50% and 80% of AMI.

(At the May 14, 2015, meeting, Task Force members asked if this data includes students. The answer is "yes." Students may live in households with other unrelated persons, or individually. They would only be counted as part of a family if they have families of their own, or live with their family of origin. The student population helps to explain the discrepancy in Corvallis between median household income, which is low, and median family income, which is the highest in the state.)

9.5.e There is an increasing need for housing types which offer lower-cost ownership possibilities than the traditional single family home.

9.5.f According to the 2013 American Community Survey ~~1990 Census~~ for Corvallis, the average size of an owner-occupied~~ant~~ household was 2.42 persons per household ~~2.58~~, and the average size of a renter-occupied~~ant~~ household was 2.25 persons per household ~~2.09~~.

9.5.g ~~In 1997 the Corvallis Housing and Community Development Commission developed a benchmark to measure the affordability of owner- and renter-occupied housing in Corvallis.~~

~~9.5.h In 1997, 10% of all housing units sold in Corvallis were affordable to three-person households with incomes at or below $35,950 per year, or 80% of the Benton County median for a household of this size~~.

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

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

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

9.5.j Housing affordability may be enhanced through the implementation of legislative or programmatic tools focused on the development and continued availability of affordable units. Such tools include, but are not limited to: inclusionary housing programs; systems development charge offset programs; ~~Bancroft bonding for infrastructure development;~~

facilitation of, or incentives for, accessory dwelling unit development; minimum lot and/or building size restrictions; reduced development requirements (e.g., on-site parking reductions); density bonuses; a property tax exemption program; creation of a community land trust; loan or grant programs for the creation of new affordable housing; and other forms of direct assistance to developers of affordable housing. Additionally, the 2014 Policy Options Study prepared for the City Council by ECONorthwest identified the following measures as having the potential to enhance housing affordability: streamline zoning code and other ordinances, administrative and procedural reforms, preservation of the existing housing supply, reform of the annexation process, allowing small or "tiny" homes, limited equity housing (co-housing), employer-assisted housing, and urban renewal or tax increment financing.

9.5.k Through the administration of housing assistance and rehabilitation programs, the City has an impact on the retention and provision of housing opportunities that are affordable to low- and very low-income residents. A cooperative effort involving the public and private sectors, as well as the current and prospective occupants of such units, will be needed if such housing opportunities are to be expanded.

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

9.5.m Manufactured homes are a viable housing option for a wide range of income levels.

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

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

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

9.5.p The U.S. Department of Housing and Urban Development (HUD) has provided financing to a number of local housing projects in return for those projects' limiting rental charges to an affordable level. At the time that these loans are paid off, the restrictions on rental

charges expire. As of April 2015 ~~November 1997~~, such HUD-assisted "expiring use" projects provided 116 ~~207~~ units of affordable housing in Corvallis.

9.7 Oregon State University Housing

Findings

9.7.a Oregon State University enrolled 24,383 ~~14,127~~ students attending the OSU main campus in Corvallis for the 2014 ~~1997~~ fall term, including 20,312 undergraduates and 4,071 graduate students. ~~The number of students living within a 1/2 mile of the main campus area was approximately 7,000, while roughly 25% of the students live on campus.~~

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

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

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

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

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

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

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

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

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

New Findings

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

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

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

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

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

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

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

Policies

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

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

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

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

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

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

New Policies

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

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

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

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

Article 11. Transportation

Proposed New Findings

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

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

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

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

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

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

Proposed New Policies

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

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

11.4 Auto Parking

Proposed New Findings

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

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

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

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

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

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

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

Proposed New Policies

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

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

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

A. The streets of Corvallis belong to the community.

B. On-street parking is a public resource that should be managed for the public good.

C. The parking fee system should be self-supporting and can provide additional resources for transit and transportation improvements.

D. Parking fees can be considered as an effective mechanism for allocating scarce parking resources and improving livability.

11.6 Pedestrian

Findings

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

Proposed New Policy

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

11.7 Transit

Proposed New Findings

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

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

Proposed New Policy

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

11.12 Oregon State University Transportation Issues

Findings

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

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

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

Proposed New Findings

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

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

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

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

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

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

Policies

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

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

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

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

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

Proposed New Policies

11.12.6 OSU-related development shall take into account the associated transportation demand created (trip generation), transportation demand management measures, proximity to associated activities, convenience to existing transportation systems (transit, pedestrian, bike, parking), and measurable impacts to the transportation system.

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

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

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

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

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

Article 13. Special Areas of Concern

13.2 Oregon State University

Findings

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

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

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

community by attracting Federal, State, and corporate research funds which support its locally-based research faculty and facilities development.

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

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

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

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

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

Proposed New Findings

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

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

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

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

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

13.2.n According to 2013 American Community Survey (ACS) data, the population of residents within the City of Corvallis between the ages of 20 and 29 comprises 31.2% of the total

population, while this group comprises only 13.4% of the total population in Oregon. ACS estimates 17,064 Corvallis residents in this age cohort, from an estimated 2013 population of 54,691.

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

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

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

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

Policies

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

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

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

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

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

Proposed New Policies

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

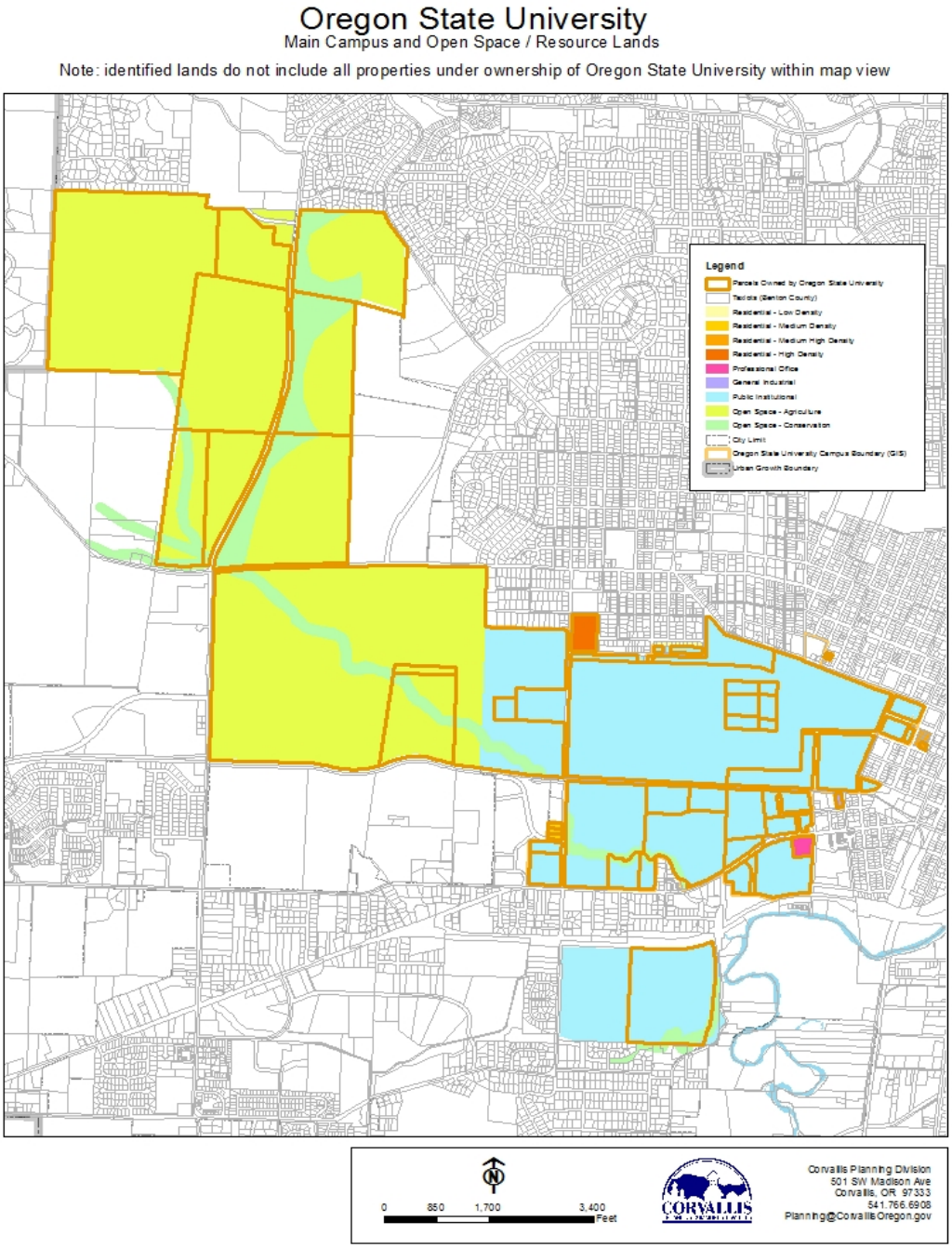
13.2.7 Permitted uses on the OSU Campus shall be primarily University-related. Where public-private partnerships are intended to serve the larger community, a public hearing review process by the City shall be required for development proposals.

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

13.4 Oregon State University Open Space and Resource Lands

Findings

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



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

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

13.4.d Oregon State University agricultural and forest open space provide important viewsheds.

13.4.e The University agricultural lands are necessary to the University and beneficial to the State and local community.

13.4.f Adequate buffers help prevent conflict between University agricultural / forest uses and urban uses.

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

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

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

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

Policies

13.4.1 If Oregon State University agricultural and conservation open space lands change to more intensive uses, provisions shall be made to ensure that a transitional zone separates university and community uses, as appropriate.

13.4.2 Designated open space in the OSU Physical Development Plan and Oregon State University agricultural, conservation, and forest resource lands make a significant contribution to community open space and their loss should be minimized.

13.4.3 The University should develop and maintain a plan for its open space, agricultural, conservation, and forest lands within the Urban Growth Boundary.

13.4.4 The City and the University shall work together to ensure plans for the University lands are consistent with the City's Comprehensive Plan.

13.4.5 The City shall adopt land use policies, such as maintaining adequate buffers, to protect University agricultural and forest land from the negative impacts of urban development and protect urban development from the negative impacts of agricultural practices and forest uses.

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

13.4.7 The City shall recognize the ability of resource land exchanges between OSU and public and private land owners to provide enhanced agricultural opportunities and urban development or demonstrated public benefit to the community by the exchange.

13.6 Madison Avenue

Findings

13.6.a Madison Avenue is a centrally located street which runs east and west through the downtown area. It also provides an important pedestrian connection between the University and the Willamette River through the heart of the downtown area.

13.6.b This street has a unique mixture of land uses abutting it and provides a street linkage, typified by low vehicular and high pedestrian traffic volumes, between Oregon State University and the Willamette River.

Policies

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

Article 14. Urbanization / Annexation

14.3 Urban Fringe Development

Findings

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

OSU-Related Comprehensive Plan Review Task Force

Issues to be addressed in a Future Comprehensive Plan Update

(in addition to the specific Comprehensive Plan Finding and Policy language proposed by the Task Force)

1. There is a need for clarity of meaning and expectations when master plans, district plans, and similar plans are considered for land use approval or adoption.

2. The Comprehensive Plan should contain a definition for Transportation Demand Management.

3. There is a need to resolve discrepancies between the OSU Campus Master Plan and the requirements of Land Development Code Chapter 3.36.

4. In order for associated parking or transportation demand management measures required to serve new development on the OSU Campus to be effective, the location of parking or TDM measures in relation to the new development should be carefully considered.

5. Review of permitted uses in the OSU District is warranted to identify uses that may need Conditional Development review, based on livability impacts.

6. Management of open space has affected neighborhood livability throughout the City.

7. Proposed Comprehensive Plan Policy 13.2.6 should be amended to stipulate that OSU monitoring reports should be reviewed annually by the Planning Commission and City Council. (also, references to only the "Campus Master Plan" should be corrected in Proposed Policy 13.2.6.)

8. Monitoring of enrollment data should be included in the annual reports, including those physically on campus, e-campus, etc.

9. There should be discussion of monitoring parking annually within the University Neighborhoods Overlay (UNO) area.

10. The current moral hazard of OSU parking management (incentive to not have higher on-campus parking utilization) should be eliminated.

11. Traffic and parking studies should all be conducted at the same peak time every year.

12. Clarify the intended meaning of the word "support" in Policies 8.4.1 and 8.4.2, and in other places where it might be used.

13. Determine tax status of private corporations operating on public property, such as a public-private partnership to provide on-campus housing.

14. Tracking level of service of public amenities is necessary as population increases in density.

MEMORANDUM

To: **OSU-Related Comprehensive Plan Review Task Force**

From: **Kevin Young, Planning Division Manager**

Date: **September 25, 2015**

Subject: **Process for Consideration of Comprehensive Plan Amendments, Amendments to LDC Chapter 3.36 (OSU Zone), and OSU Plan Update**

As the Task Force finalizes their recommendations to the City Council regarding potential Comprehensive Plan Amendments, it is time to think about next steps in the process. Presumably, at the September 28, 2015, meeting, the Task Force will be recommending that the City Council initiate the process for consideration of the proposed amendments to the Comprehensive Plan. It seems that there are three options for the City Council to consider, including: (1) do nothing, (2) initiate Comprehensive Plan Amendments, and (3) initiate Comprehensive Plan (CP) Amendments and concurrent Land Development Code (LDC) Amendments to implement the proposed Comprehensive Plan findings and policies. Considering the City Council's desire to initiate a legislative review of Comprehensive Plan Findings and Policies related to OSU, it does not seem likely that the Council will decide to take no action on the matter. This leaves the two options of a CPA-only process, or a CPA and LDC Amendment process, to be evaluated.

Another consideration is the following provision in the City's Interim Agreement with OSU:

> *This agreement shall terminate on the earlier of: (1) the date the City adopts a land use decision approving any amendments to the OSU Zone; (2) the date the City adopts a land use decision approving amendments to the Comprehensive Plan policies related to OSU if such amendments apply directly to development applications filed by OSU during the Interim Period; (3) the date the City adopts a land use decision approving any amendments to the OSU Master Plan; or (4) December 31, 2016 ("Termination Date").*

Because of this provision, there has been some discussion that the City should initiate amendments to the Comprehensive Plan and LDC concurrently, because if only Comprehensive Plan Amendments are approved, the Interim Agreement will expire, and

there would be no regulations in place to implement the new Comprehensive Plan policies. However, as explained in the following section, there are advantages and disadvantages to be considered with each approach. The following analysis evaluates these advantages and disadvantages, followed by staff's recommendation for a course of action. Staff request that the Task Force consider and discuss this analysis at their September 28, 2015, meeting in order to prepare a process recommendation to the City Council, along with the proposed revisions to Comprehensive Plan Findings and Policies.

Initiate Only a Comprehensive Plan Amendment Process

Advantages:

- Given the extensive work of the Task Force, City staff would be prepared to begin the process for consideration of CP amendments very quickly, with potential City Council adoption early in 2016.
- The process would allow for more logical and orderly review of LDC amendments following adoption of the CP amendments. This would avoid the "moving target" problem explained below.
- Would allow OSU to resume work on the development of the OSU Plan Update, as well as potential work on revisions to Chapter 3.36 (OSU Zone) that are expected to accompany the OSU Plan Update.
- If OSU's proposed revisions to Chapter 3.36 were not determined to adequately implement applicable Comprehensive Plan Policies, or did not comply with other decision criteria, City decision-makers would be under no obligation to approve the revisions, or the OSU Plan Update.

Disadvantages:

- Would not allow the City to prepare the initial draft LDC language for review. There may be a perception that allowing OSU to draft potential LDC language for consideration would be less likely to adequately address the community's concerns. However, as noted above, decision-makers would be under no obligation to approve proposed LDC amendments, or the OSU Plan Update, if they did not comply with applicable criteria.
- Depending upon the interpretation of the Interim Agreement provisions related to whether CP amendments alone would "apply directly to development applications," could result in termination of the Interim Agreement before LDC Chapter 3.36 is amended. Alternatively, the terms of the Interim Agreement could be renegotiated to resolve this issue, if it were determined that adoption of CP amendments would otherwise result in termination of the Interim Agreement.

- If OSU were not satisfied with the CP amendments, they could appeal the City's CP amendment decision to the Land Use Board of Appeals (LUBA), following the City's decision.

Initiate Concurrent Comprehensive Plan and Land Development Code Amendment Processes

Advantages:

- Would allow the City to draft the initial LDC amendments for review, which may have the salutary effect of making explicit the community's concerns regarding OSU development and development impacts. (Another perspective is that the proposed amendments to Comprehensive Plan Findings and Policies would serve the purpose of informing the university of the community's concerns.) It is unknown whether potential LDC amendments developed by the City would also align with the university's vision.

Disadvantages:

- It would be difficult to prepare LDC amendments concurrent with, and in response to, CP amendments because alterations that would occur to CP amendments through the process would also necessarily need to be reflected in the implementing language in the LDC amendments. To some degree, this would be like "shooting at a moving target."
- Concurrent Comprehensive Plan and Land Development Code amendment processes would require careful coordination in the timing of the development, consideration, and adoption of the Comprehensive Plan and LDC amendments. The Comprehensive Plan Amendments would need to be adopted prior to adoption of the LDC amendments that would implement the CP policies. If portions of the CP amendments were not adopted, or were altered during the adoption process, LDC amendments could not be adopted without being modified to reflect the change. At a minimum, it would be necessary to delay the adoption of the implementing LDC language until the end of the appeal period for the CP amendments.
- If OSU were not satisfied with the progress or direction of the LDC Amendment process, they would be able to submit the OSU Plan Update for the City's consideration at any point before adoption of the LDC amendments, and the City would be obligated to review the application based on the rules in place at time of application (current LDC), or OSU could appeal the City's LDC amendment decision to the Land Use Board of Appeals (LUBA), following that decision. This

would be more likely if OSU were to have a diminished role in the development and review of amendments to Chapter 3.36.

- OSU would not be in a position to resume work on the OSU Plan Update because they would have no certainty regarding development requirements that may apply to them until the LDC amendment process is complete.
- It would require a significant amount of staff time to develop implementing LDC language for consideration in conjunction with the CP amendments. A preliminary estimate is that developing code language in consultation with an advisory task force would require the involvement of approximately one FTE for a period of six months to one year.

Staff Recommendation

Given the considerations outlined above, Community Development staff recommend that the Task Force recommend that the City Council initiate only a Comprehensive Plan Amendment process at this time, and begin discussions with OSU representatives regarding the process and timeline for submittal of LDC amendments in conjunction with the OSU Plan Update. The advantages of this approach include more timely resolution of needed LDC amendments and the update of the OSU Plan, greater likelihood of arriving at a mutually satisfactory resolution, less likelihood of appeals or other process delays, less City staff time dedicated to OSU-related processes (and consequently more staff time to work on other City priorities), and an orderly process for consideration of LDC amendments following adoption of CP amendments. Staff note that, if this course of action is followed, it will be necessary to resolve the interpretative question described above regarding whether the expiration provisions in the Interim Agreement would be triggered by City Council adoption of the CP amendments.

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

DRAFT

CITY OF CORVALLIS
OSU-RELATED PLAN REVIEW TASK FORCE MINUTES
September 17, 2015

Present
Planning Commissioners:
Jennifer Gervais, *Chair*
Paul Woods
City Councilors:
Barbara Bull
Frank Hann

Excused Absence
Roen Hogg
Jasmin Woodside
Ron Sessions

Staff
Kevin Young, Planning Division Manager
Claire Pate, Recorder

Visitors:
Dave Dodson, OSU
Court Smith

I. WELCOME AND INTRODUCTIONS.

The OSU-Related Plan Review Task Force (TF) 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.

There was no public input offered at this time.

III. CONTINUED REVIEW OF TASK FORCE RECOMMENDED FINDINGS AND POLICIES

The TF continued its review of submitted written testimony relating to the proposed revisions to OSU-Related Comprehensive Plan Findings and Policies, using staff-prepared Version 6.0 of the document as reference. The following captures the highlights of the discussion and actions taken. Actions taken are italicized.

Marilyn Koenitzer – memo dated 2 July 2015:

- Suggestion to move Article 13 "Special Areas of Concern" to the top of the document – the TF had already addressed this by moving those items that were broad in scope.

- Chair Gervais said that the recommendations relating to taxing non-profits were beyond the scope of the TF and had legal implications.

Attachment D

- Other comments related to design of housing were duly noted, though not necessarily a part of the TF's work.

Gary Angelo – E-mail dated July 6, 2015:

- Many of his concerns have already been dealt with.
- His concern that 11.4.10.C and D deal with funding mechanisms and should not be put into the Comprehensive Plan was duly noted. Many of Mr. Angelo's comments appeared to be residual from the parking district conflict and consensus of the TF was to leave both 11.4.10.C and D in the draft.

Jeff Hess – E-mail dated June 20, 2015:

- Many of Mr. Hess's comments were not necessarily backed up by factual information.
- 5.2.g: The TF has already gone over this proposed new finding in detail.
- 9.7.b: As suggested by Mr. Hess, since Cauthorn Hall - with 267 rooms -was closed during the year 2004, the numbers cited need to be verified. *Action Item: verify accuracy and make adjustments to the numbers cited. Possibly, the 267 rooms need to be added back into the total cited for 2004.*
- 8.4.1: More than one piece of testimony questioned the use of the word "support," and the fact that it is not well defined. Manager Young pointed out that it was part of the City's economic development policy to "encourage and support" these endeavors. It does not really tie the City to any course of action. *Action Item: Add an Item 12 to the "Issues to be Addressed" list: What is meant by the word support in 8.4.1 and 8.4.2, and in other places where it might be used.*
- 7.2.10 (Mr. Hess's suggested new policy): Councilor Bull said that this is a major issue, in that there would be less of an impact to the City if OSU built more housing on campus. Somehow, the TF final product should reflect a policy that suggests the City would consider housing differently than other types of development on campus. On-campus housing would reduce the number of trips to/from campus, and the City should consider giving OSU some sort of tangible credit, such as less parking spaces required, in exchange. It would be more difficult to require that OSU build a certain quota of student housing, and a better approach is to incentivize having more on-campus housing. Councilor Hann agreed with the general principle, but pointed out that there were variables outside the City's ability to control. For instance, OSU could build lots of student housing but if they do not provide it at a market rate that appeals to students – or provide other amenities that students might want - students will continue to live off campus. Commissioner Woods and others added that there might be other creative solutions to limiting trips generated to/from campus, such as providing transit, etc.

  After additional discussion, it was agreed that proposed new Policies 11.2.17 and 11.12.6 largely covered these concerns, and there was no need to formulate another policy.

League of Women Voters – Memo dated July 7, 2015:

- Chair Gervais said that much of their concern related to parking, along with their recommendation that OSU work towards housing 50% of undergraduates on campus. The TF reviewed Section 9.7 relating to OSU Housing. Councilor Hann pointed out that concern should include trips generated by OSU employees, not just for students' vehicle use. The consensus was to not add a hard number or percentage for the number of students to be housed on campus, as it would be difficult to enforce.

- There was additional discussion about the property tax implications of on-campus OSU housing versus private sector housing. *Action Item*: *Add to the "Issues to be Addressed" list:" Item 13: Determine tax status of private corporations operating on public property."*
- Chair Gervais added for the record that the concern about students burdening city services when such a high proportion do not live on campus is ameliorated a bit by the fact that they are living in apartments and housing for which the owners are paying property taxes that support city services.

Rolland Baxter – Memo dated June 22, 2015

- Testimony item 13 - 11.2.17: Chair Gervais felt he had a valid point and the consensus was to revise the wording of the proposed new policy to give it some teeth. *Action Item: Revise 11.2.17 to read as follows: "The City shall consider allowing trade-offs in conjunction with student housing developments that provide quantifiable Transportation Demand Management (TDM) outcomes that are enforceable and effective in lieu of traditional transportation system improvements."* Councilor Hann pointed out that this would apply to both on and off campus student housing developments.
- Testimony item 14 – 11.4.i: The TF members discussed the desire for having some flexibility in applying reduced parking lot standards to lots which might be set up for temporary or experimental use. These lots could be graveled as opposed to paved. Councilor Hann pointed out possible unintended consequences such as DEQ might have some concerns related to storm water runoff and potential contamination from gasoline and/or oil leakage. It was agreed that this had been discussed already during previous meetings. The consensus was to leave proposed new finding 11.4.i and new policy 11.4.8 as drafted.
- Testimony item 15 – Pedestrians: Mr. Baxter pointed out that there were no policies relating to safety for pedestrians. The TF discussed the Campus Crest student housing project as well at the new Retreat at Oak Creek complex and the provision, or lack thereof, of safe routes for pedestrians. It was agreed to add a new policy. *Action Item: Add a new Policy under 11.6 Pedestrian: "OSU shall coordinate with the City to provide safe and effective pedestrian routes to and through campus."*
- Testimony item 16 – 11.12.i : Chair Gervais felt that the issue raised by Mr. Baxter was valid. Students who bring cars are bringing them to Corvallis not necessarily just to campus. *Action Item: Revise 11.12.i by replacing "campus" with "Corvallis."*
- Testimony item 17 – 11.12.2: A concern was raised about not having language requiring City review and approval of an OSU parking plan. After considerable discussion, the TF agreed to revise the policy. *Action Item: Revise proposed policy 11.12.2 by adding a sentence at the end: "Prior to implementation, the City shall review and approve any such plans."*
- Testimony item 11 – 9.7.j: Manager Young said that there is some factual basis for the statement made in this finding, corroborated by US Census data and comparison of Corvallis with other jurisdictions. It was agreed that no change be made at this time to 9.7.j.
- Testimony items 3 and 5: The gist of these items is the concern for the disproportionate strain that students place on city services, as well as to limit growth so as not to exceed the community's ability to pay taxes and fees to support services. It was agreed to add an item to the "Issues to be Addressed" list. *Action Item: Add Issue 14: "Tracking level of service of public amenities is necessary as population increases in density."*

  Manager Young said that the intent of Corvallis' Master Plans is to perform the function of matching future densities with a plan for providing needed public amenities and services.

- Testimony item 1 – 3.2.i: It was agreed that 13.4.7 allowed for some flexibility for OSU land exchanges. No changes were proposed.

Manager Young then proposed a change to correct a grammatical error, with which the TF agreed: *Action Item: Policy 9.7.3 - Add the words "to live" after "on campus."*

The next step will be to review the draft at the next meeting – Monday, September 28, 2015 - prior to going to City Council. The draft will be sent out prior to the meeting so TF members can have some time to look at it. Chair Gervais and Manager Young will provide cover sheets for the submittal which can also be reviewed.

Chair Gervais recommended that City Council give consideration to having someone review the final draft to ensure clarity of the wording and to correct any grammatical errors.

IV. REVIEW OF MINUTES

August 24, 2015 - **Motion** made by Commissioner Bull, seconded by Commissioner Woods, to approve the minutes as drafted. The motion passed.

V. PUBLIC INPUT OPPORTUNITY.

Dave Dodson provided some clarification about the trail connecting the Circle extension with Harrison and to Campus Way. OSU had worked closely with Parks Planner Jackie Rochefort to identify that as a needed trail connection. In all likelihood it will be located somewhere to the east of the Dairy Barn because of safety and impact concerns. Additionally, there was discussion about an additional multi-use trail connection from this location south to the trail along Philomath Boulevard. As part of that discussion, there was also another multi-use trail included to run along the west side of SW 35th Street.

When OSU entered into some negotiations with the Retreat at Oak Creek developers, they asked of them to do improvements along OSU frontage between Western Boulevard and the railroad tracks. For this reason there is a substantially wider multi-use path as opposed to a standard sidewalk. Closer to the railroad tracks there are private properties, with some making the path wider and others not. The improvements to be made to the railroad tracks are part of a CIP project which had been scheduled for 2015, but the work has been delayed due to inaction by ODOT-Rail. There is also an issue of lighting along the trail by the tracks and along Washington Way. For this reason, pedestrians using 35th Street to access campus will be encouraged to continue north to Jefferson Way.

In response to a question from Commissioner Woods, Mr. Dodson said that they would be looking at a campus-wide plan for lighting. Last year, they installed pedestrian lighting along Campus Way between 30th and 35th. Councilor Hann suggested that they might consider a demonstration project of special lighting which is installed at street level along a crosswalk and activated by pedestrians. This might provide greater safety at some of the crossings especially in the area of 15th Street and Monroe.

VII. ADJOURNMENT/NEXT MEETING.

The meeting was adjourned at 7:55p.m. The next meeting is scheduled for September 28, 2015, at 6pm, in the MAMR.

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

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

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

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

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

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

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

The City Council received an update from the Task Force on March 23, 2015. The public at large provided comments on the completed draft of the updated Comprehensive Plan findings and policies on June 22. The Task Force is currently reviewing the additional testimony and editing the draft changes as needed. We anticipate needing two or three additional three-hour sessions to finish this task.

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