RESOLUTION NO. 4615

A RESOLUTION PROPOSING THE ANNEXATION OF PROPERTY AT 4212 SANTIAM HIGHWAY SE (AN-02-01), AND FORWARDING THE QUESTION OF ANNEXATION TO THE VOTERS ON THE MAY 21, 2002 BALLOT.

THE CITY COUNCIL OF THE CITY OF ALBANY resolves that the findings and conclusions contained in Resolution Exhibit B (which consists of the complete staff report to the Albany City Council, including attachments, and dated February 27, 2002; File AN-02-01), and by this reference incorporated herein, are hereby adopted.

THE CITY COUNCIL OF THE CITY OF ALBANY FURTHER RESOLVES that the 4212 Santiam Highway SE annexation, which would annex approximately 16.8 acres of property generally located south of Santiam Highway (Highway 20), and west of Goldfish Farm Road, all within Linn County, Oregon, approximately 4.7 acres to be zoned CC (Community Commercial), and approximately 12.1 acres to be zoned RS-6.5 (Residential Single Family), is to be submitted to the legal voters of Albany, Oregon, for their approval or rejection pursuant to Albany City Charter Chapter 54 at an election to be held on May 21, 2002. This election will be conducted by mail-in ballots.

The ballot title of this measure and the form in which it shall be printed on the official ballot is as follows.

- <u>CAPTION:</u> MEASURE PROPOSING ANNEXATION OF PROPERTY AT 4212 SANTIAM HIGHWAY SE
- <u>QUESTION</u>: Shall the 16.8-acre parcel adjacent to Santiam Highway (Highway 20), west of Goldfish Farm Road, be annexed?
- <u>SUMMARY</u>: Approval of this measure would annex approximately 16.8 acres to the City of Albany. The property to be annexed is located at 4212 Santiam Highway SE. Upon annexation, the property would be zoned CC (Community Commercial) and RS-6.5 (Residential Single Family).

The text of the measure is as follows:

The following described real property, all located in Linn County, Oregon, shall be annexed to the City of Albany upon obtaining a favorable majority vote of the people.

The property at 4212 Santiam Highway SE, shown on Linn County Assessor Map 11S-04W-09D, Tax Lot 200, as further described in the attached legal description labeled Resolution Exhibit A. The subject property containing 16.8 acres, more or less.

The City Clerk is authorized and directed to give notice of the submission of this question to the voters, including a true copy of the complete text and the ballot title for the measure in the form in which it shall be printed on the official ballot and any other information required by law to be published. That notice shall be published in not less than two successive and consecutive weekly issues of the *Albany Democrat-Herald*.

DATED THIS 27TH DAY OF FEBRUARY, 2002.

Jourgaul ATTEST City Clerk

harlen · Car Mayor

Page 2 of 2 Ropp Annexation U:\Planning\Annexations\2001\01an02RES.doc

RESOLUTION EXHIBIT A LEGAL DESCRIPTION FILE AN-02-01

A parcel of land lying in the Edward White DLC No. 48 and situated in Section 9. Township 11 South, Range 3 West, of the Willamette Meridian, Linn County, Oregon, and being that tract of land described in that certain deed to C. C. Cameron, recorded in Book 178, page 851, Deed Records, the said parcel being described as follows: Beginning on the North boundary line of and West 29.23 chains from the Northeast corner of the E. N. White DLC, Not. No. 694, Claim No. 48 in Township 11 South, Range 3 West of the Willamette Meridian; thence South 18.75 chains; thence West 10.77 chains to the West line of the West half of said DLC in said Township and Range; thence North 18.75 chains to the North boundary line of said Claim; thence East 10.77 chains to the place of beginning. EXCEPT that parcel conveyed to E. B. Hagedorn and June C. Hagedorn by deed recorded September 27, 1963, in Book 297, page 308, Deed Records, and more particularly described as follows: Beginning on the North line of and Westerly40.00 chains from the Northeast corner of the E. N. White DLC No. 48 in Township 11 South, Range 3 West of the Willamette Meridian, in Linn County, Oregon; said point being the Northwest corner of that certain tract conveyed to D. F. Ropp and Barbara Ropp by deed recorded March 14, 1958 in Deed Book 258, page 518; and running thence Easterly along the North boundary line of said DLC a distance of 175 feet; thence Southerly parallel to the West line of said Ropp tract, 280 feet; thence Westerly parallel to the North line of said DLC a distance of 175 feet to the West line of said Ropp tract; thence Northerly along said West line, 280 feet to the point of beginning.

Containing 16.8 acres, more or less.

RESOLUTION EXHIBIT B



Community Development Department333 Broadalbin Street SW, PO Box 490, Albany OR 97321Phone: (541) 917-7550Facsimile: (541) 917-7598

STAFF REPORT Annexation

REVIEW BODY MEETING DATE MEETING TIME MEETING LOCATION

ALBANY CITY COUNCIL Wednesday, February 27, 2002 7:15 p.m. Albany City Hall Council Chambers, 333 Broadalbin Street SW

GENERAL INFORMATION

DATE OF REPORT:	February 20, 2002
FILE:	AN-02-01 (AN-02-88)
TYPE OF REQUEST:	Annexation of a 16.8-acre parcel at 4212 Santiam Highway SE.
REVIEW BODY:	Albany City Council
OWNER/APPLICANT:	The V. Ropp Investment Ltd. Partnership; c/o Dennis Ropp
ADDRESS/LOCATION:	4212 Santiam Highway SE; south of Highway 20 west of Goldfish Farm Road.
MAP/TAX LOT:	Linn County Assessor's Map No. 11S-03W-9D, Tax Lot 200
CURRENT ZONING:	Linn County: Urban Growth Management (UGM)-20/Commercial, and UGM-Residential
PROPOSED ZONING:	City of Albany: CC (Community Commercial) and RS-6.5 (Residential Single Family)
TOTAL LAND AREA:	Approximately 16.8 acres
EXISTING LAND USE:	Former mill site; manufactured home storage
EXISTING COMP PLAN DESIGNATION:	Commercial (General) and Urban Residential Reserve
NEIGHBORHOOD:	East Albany
SURROUNDING ZONING:	Approximately 1.4 acres in the northeast corner of Tax Lot 200 are currently within the city limits and zoned Community Commercial. The north portion of the parcel east of the subject property is zoned Heavy Commercial, and its southern portion is zoned RM-3 (High Density Residential). Property adjacent to the northwest corner of Tax Lot 200 is zoned Community Commercial. Property across Highway 20 is zoned Heavy Commercial.

The property east of Tax Lot 200 is a commercial subdivision where Coastal Farm and Home Supply is constructing its new store. Across Highway 20 are a variety of mostly auto-oriented uses, such as car lots and a fueling station. To the west of the subject property are a fuel station and an auto sales dealership and the VFW hall. South of the subject property is a 9-acre parcel on the southern portion of which a plumbing business is run.

FINDINGS AND CONCLUSIONS FILE AN-02-01

INTRODUCTION

On May 27, 1998, the City Council adopted policies and procedures for voter-approved annexation. The ordinance spells out the eligibility and timeliness criteria that the City Council must deem met before they refer an annexation request to the voters.

Listed below are findings and conclusions that address the review criteria. Review criteria are listed in bold italics.

REVIEW CRITERIA

ELIGIBILITY CRITERIA:

A. The property is contiguous to the existing city limits.

Finding of Fact:

1. The property is contiguous to the current city limits on the north, northwest and east (See attached map labeled Attachment B).

Conclusion: This criterion is met.

B. The property is located within the Albany Urban Growth Boundary as established by the Albany Comprehensive Plan.

Finding of Fact:

2. Plate 1 of the City's Comprehensive Plan shows the Urban Growth Boundary (UGB). This property is within the Urban Growth Boundary (See attached map labeled Attachment B).

Conclusion: This criterion is met.

TIMELINESS CRITERIA:

- A. An adequate level of urban services and infrastructure is available, or will be made available in a timely manner.
 - a. "Urban services" means police, fire, and other city-provided services.
 - b. "Infrastructure" means sanitary sewer, water, storm drainage, and streets.
 - c. "Adequate level" means conforms to adopted plans and ordinances.

"Be made available in a timely manner" means that improvements needed for an adequate level of urban services and infrastructure will be provided in a logical, economical, and efficient manner. Improvements for needed infrastructure may be secured by a development agreement or other funding mechanism that will place the primary economic burden on the territory proposed for annexation and not on the City of Albany generally.

Findings of Fact:

d.

3. In 1995 the engineering firm of CH2M Hill prepared the East I-5 Infrastructure Study report for the area east of Interstate 5 and south of Highway 20. The report was intended as a detailed study of the potential infrastructure needs for this entire area.

<u>Water</u>

- 4. Utility maps indicate that public water in the vicinity of the subject parcel consists of a 12-inch main in Highway 20 along the frontage of the lot. Water service is provided to this area through a 16-inch transmission line crossing under I-5 near 16th Avenue. In the summer of 2001, a 24-inch water main was constructed in Goldfish Farm Road to complete the loop between Dogwood Avenue and Highway 20. The completion of this loop has provided the area east of Interstate 5 with a second feed at Knox Butte Road. Development on the property to the east (Coastal Farm) is currently under way and will extend a 24-inch water main south of Santiam Highway (Highway 20) in Goldfish Farm Road.
- 5. The East I-5 Infrastructure Study recommends the construction of a 24-inch east-west water main from Goldfish Farm Road (south of Highway 20) to Timber Street, and a 24-inch main in Timber Street to Spicer Road. The east-west water line would run through the parcel being considered for annexation. The exact alignment of this water main will be determined by the location of the east-west street to be constructed through the area. Other public water system improvements may be required within the boundaries of the subject property, depending upon the specific development proposals that may be submitted in the future.

Sanitary Sewer

- 6. Utility maps indicate that public sanitary sewer in the vicinity of the subject parcel consists of an 8-inch main in Highway 20. A project is currently underway that will extend the 8-inch main in Highway 20 eastward and across the frontage of the subject property. This project is expected to be completed early in 2002.
- 7. The East I-5 Infrastructure Study recommends the construction of an 8-inch main in the required eastwest street between Goldfish Farm Road and Timber Street. Other public sanitary sewer system improvements may be required within the boundaries of the subject properties, depending upon the specific development proposals that may be submitted in the future.
- 8. The subject property is shown within Sewer Basin 11 in the Wastewater Facility Plan. The Wastewater Facility Plan indicates that the downstream piping in Basin 11 does not have the capacity to accommodate ultimate development within this basin. While there is capacity in the system to accommodate a commercial development with typical wastewater discharge, the existing sanitary sewer system within this basin may not be capable of serving a heavy wastewater-producing development without the downstream deficiencies being improved.

<u>Storm Drainage</u>

9. Storm drainage in the area of the proposed annexation is currently contained in the Cox Creek basin. This basin gradually drains to the north and west and eventually discharges into the Willamette River. The existing drainage is generally conveyed in shallow, open ditches with culverts at road and driveway crossings. Observations made during the month of January 1995 indicated that the drainage systems in

this area were functioning satisfactorily, even after a 3-inch rainfall event following an extended period of wet weather. The only current needs appear to be routine ditch grading, cleaning and maintenance.

- 10. The East I-5 Infrastructure Study states that the demands of future storm drainage on the existing drainage system are dependent on the methods employed to control runoff from new developments. For the East I-5 area, it is recommended that runoff from individual properties be limited to peak volumes that are no greater than existing conditions based on 25-year storm criteria. Onsite detention facilities should be incorporated into site developments as they occur to limit the flow rate and to assist in reducing discharge of water-borne pollutants. This would permit the existing drainage system to operate with only minor improvements that can be incorporated into the road projects as they are built.
- 11. The anticipated storm drainage system improvements required for development in this area would be installed along with road construction. The system would consist of a pipe network with roadway inlets at strategic locations. The system would convey roadway runoff to drainage channels and would provide a system for the collection of discharge from the onsite detention facilities in those locations where it is not possible to connect them directly to nearby drainage channels. Each individual development proposal would be required to provide calculations indicating the projected runoff from the site, and what storm drainage improvements would be needed to accommodate that runoff, as well as potential discharge from upstream properties.

Transportation

- 12. The Albany Transportation System Plan (TSP) indicates that Santiam Highway (US 20) between Pacific Boulevard and Goldfish Farm Road is expected to be deficient for growth within the next 20 years. Traffic volumes will be high along this segment and business access and side streets will disrupt the traffic flow and increase the potential for accidents. Individual driveway accesses and some public streets are likely to be a significant problem. The street of greatest conflict with the operation of the interchange (Interstate 5) is Spicer Drive/Fescue Street because of the heavy truck traffic accessing the commercial and industrial uses south of Santiam Highway. The Santiam interchange will need to be upgraded to provide additional lanes on Santiam Highway and correct existing safety deficiencies. Access to Spicer Drive/Fescue Street to entering traffic only would necessitate the construction of an alternative street connection to Santiam Highway. The TSP shows a new street being needed at Timber Street connecting Santiam Highway to Three Lakes Road. This new Timber Street connection will be required when development occurs south of Santiam Highway and traffic volumes warrant. The TSP also shows an east-west collector street (15th Avenue) connecting Goldfish Farm Road and Timber Street in the vicinity of the subject parcel. The exact alignment of this east-west street has not yet been finalized.
- 13. The City of Albany TSP identifies several needed arterial and collector street and intersection improvements in the immediate vicinity of the proposed annexation. The needed improvement shown within the annexation area is right-of-way dedication and construction of 15th Avenue to City standards as a 3-lane collector street. The needed off-site improvements that may be required include right-of-way dedication, construction, and extension of 15th Avenue to City standards as a 3-lane collector street east to Goldfish Farm Road and/or west to Timber Street, and improvement of Timber Street from 15th Avenue to Highway 20. Attachment C shows general alignments of these roads.
- 14. Street improvements will be needed in order to provide the capacity required to accommodate development on the subject property. Needed improvements include all of the improvements shown in the TSP within the annexation area, and very likely some of the adjacent offsite improvements as well. The precise extent of the needed offsite improvements can best be determined by a traffic study when there is an actual development proposal for the site.

- 15. The TSP shows that the potential street improvements associated with development of this property are listed under the category of *developer funded*. This can be accomplished by individual developers/property owners as development warrants, or through the formation of a Local Improvement District, which assesses property owners based on their benefit from the proposed improvements.
- 16. The parcel proposed for annexation lies within the Albany Airport Approach and Clear Zone. Certain restrictions exist for development within this zone. The restrictions include issues such as building height, lighting, navigational interference, and noise sensitivity.

Conclusions:

The act of annexing property does not create the need for infrastructure improvements, but development of the annexed property does. Subsequent development proposals will be reviewed to determine their impact on the various infrastructure systems, and the developers' requirements for mitigating those impacts.

The East I-5 Infrastructure Study provides a detailed look at the street and utility needs for most of the area within the UGB east of I-5 between Highway 20 and Grand Prairie Road. The Study is an overall view of the ultimate improvements needed to serve the area when it is completely developed.

In general, the infrastructure improvements required for development on the subject property will follow the recommendations of the City's facility plans and/or the East I-5 Infrastructure Study, unless the impacts of a specific development require improvements beyond the recommendations of these plans and studies.

Water/Sewer

The City of Albany has recently constructed a 24-inch water main in Goldfish Farm Road that completed a loop in the water system between Knox Butte Road and Highway 20. This improvement has provided the area east of Interstate 5 with a second water feed, and has improved flow to the area, as well as provided insurance in the event of a shut-down of the 16-inch main under I-5 near 16th Avenue. Other than a development that requires large quantities of water, it is anticipated that the existing water system can accommodate typical commercial development on the subject property.

Water system improvements that will likely be required of a development on the subject property include a 24-inch main in 15th Avenue, which would follow the alignment of the street when it is constructed. Other water system improvement requirements would be determined when specific development proposals are submitted.

According to the Wastewater Facility Plan, the subject property lies within Sewer Basin 11. Basin 11 is known to have deficiencies downstream of this site that make it currently unable to accommodate ultimate development of the basin. Although the current system is capable of serving a typical commercial development on the site, it is anticipated that a development in this basin that produces large quantities of wastewater will not be allowed without significant system improvements downstream. Any such development would be required to provide the City with calculations regarding wastewater discharge and system capacity.

Sanitary sewer system improvements that will likely be required of a development on the subject property include an 8-inch main in 15th Avenue. This main would follow the alignment of the street when it is constructed. Other sanitary sewer system improvement requirements would be determined when specific development proposals are submitted.

This criterion is met.

Transportation

The street system is not currently adequate to accommodate development of the proposed annexation area. Making the street system adequate to accommodate development on the subject property will require right-ofway dedication and construction of the east-west collector street identified in the Albany Transportation System Plan. Some of the needed street improvements are within the proposed annexation area boundaries, and some are immediately adjacent to it.

Precise alignment of the collector street (15th Avenue) through the area has not been determined. The final location of this street must be determined before right-of-way dedication can be made. The extent of offsite street improvements needed to develop the subject property will not be clearly known until traffic studies are performed for specific future development proposals. The possible need for local streets within the boundaries of the subject properties will also depend upon the specific development proposals.

This criterion is met. The transportation infrastructure can be provided in a logical, economical, and efficient manner. In approving the annexation proposed for the ballot, the City is requiring the developers to enter into an Annexation Agreement to address the east-west collector street across their property. This agreement is Attachment A.

Police & Fire Protection

- 17. As the property is developed, incremental water system and public street network improvements will be required to ensure that adequate fire protection facilities are in place. Fire Station #13 is located near the intersection of Three Lakes Road and Spicer Road, so fire protection services are readily available to serve this property.
- 18. Because the subject property is contiguous to the city limits, and because nearby properties on all sides of this site are already served, police service to this property would be a logical extension of the current patrol boundaries.

Conclusion: This criterion is met.

B. Sufficient planning and engineering data has been provided and all necessary studies and reviews have been completed such that there are no unresolved issues regarding appropriate Comprehensive Plan and implementing ordinances.

Findings of Fact

19. This annexation request is for approximately 17 acres. The Comprehensive Plan Map designation is General Commercial (Santiam Highway frontage) and Urban Residential Reserve. The Comprehensive Plan states that, absent a zone change request, property with a Comp Plan Designation of General Commercial is compatible with any existing commercial zoning designation or with the Office Professional designation. The Comprehensive Plan states that, absent a zone change request, property with a Comp Plan Designation of Urban Residential Reserve is compatible with any existing residential zoning designation. City staff and the property owner agree that Community Commercial is currently the most appropriate zoning for the commercially designated portion with highway frontage and that RS-6.5 is currently the appropriate designation for the remainder. The zoning is addressed in the Annexation Agreement, which is Attachment A.

- 20. The East I-5 Plan covers about 2,800 acres located on the east side of Interstate 5. This area is generally bounded by Truax Creek on the north, Periwinkle Creek to the south, and Scravel Hill Road on the east, and includes Knox Butte. This represents about 20% of Albany's Urban Growth Area. Work began in 1995 with the East I-5 Vision for commercial and industrial development south of the Santiam Highway corridor. The East I-5 Infrastructure Study identified service deficiencies. In 2001, the Periodic Review project Balanced Development Patterns focused on desired long-range development for the East I-5 area. In particular, the Light Industrial area along Fescue Street has been expanded to include areas for general employment. These are intended to address the need for service-sector jobs over the planning period. Keeping these jobs in the East I-5 area moves the area toward a jobs-housing balance.
- 21. The East I-5 Infrastructure Study was completed in 1995 and listed the major infrastructure improvements needed in the area to provide adequate public services when the area is developed. Development on the subject property may require off-site infrastructure construction (as outlined in the preceding sections of this Staff Report).
- 22. The East I-5 Local Wetlands Inventory, completed in 1997, indicates that a small amount of wetland may exist within the drainage ditches that run along the south and west boundaries of the subject property. The wetlands report also classifies the pond on the property as "waters of the state." Before any development occurs, the property owner would need to contact the Oregon Division of State Lands and the Oregon Department of Geology and Minerals.

Conclusion: This criterion is met.

C. The City shall attempt to discourage islands or enclaves of unincorporated territory surrounded on all sides by the City.

Findings of Fact

- 23. Annexation of the subject property will create an island of unincorporated territory (see attached map labeled Attachment B). The island would consist of four parcels, totaling approximately 3 acres.
- 24. City staff recommends that the City Council direct staff to discuss annexation with the affected property owners.

Conclusion: This criterion is met.

D. The City Council may consider, at its discretion, any other factor which affects the timeliness or wisdom of any particular annexation petition.

Finding of Fact

25. The Council has not identified any other factor which affects the timeliness or wisdom of this annexation request.

<u>Conclusion</u>: This criterion is not applicable.

Annexation Agreement

<u>RECITALS:</u>

WHEREAS, the V. Ropp Investments, an Oregon Limited Partnership, hereinafter ("Property Owner"), wishes to annex land that it owns into the City of Albany, hereinafter ("City"); and

WHEREAS, the City has a charter amendment which prohibits annexation without a vote of the electorate; and

WHEREAS, the City has the policy of not placing annexation proposals on the ballot unless the Council first determines that the annexation is timely; and

WHEREAS, among the factors considered by the Council in its timeliness determination is the adequacy of public infrastructure to serve the proposed annexation site;

AGREEMENT:

NOW, THEREFORE, IN CONSIDERATION of the mutual promises hereinafter set forth, the parties mutually agree as follows:

(1) The above recitals are true and are incorporated herein, as if fully set forth.

(2) The property is adjacent to the City Limits of the City of Albany and within the Urban Growth Boundary for the City of Albany, and the property is described on Exhibit "A", attached hereto and by this reference incorporated herein.

(3) The parties mutually agree that this Annexation Agreement is not a land use document and is not a development agreement pursuant to *ORS 94.504 to 94.528*.

(4) At the time of any development on the property, the Property Owner agrees to dedicate and build, or financially guarantee, the construction of a collector street, which will run generally east to west on the property described in Exhibit "A", to the standards set by the City of Albany. These standards shall include but not be limited to, standards for the construction of the street, curbs, sidewalk, gutters, storm drains, sanitary drains, water supply and such other utilities. The City may designate the alignment at a specific location to be determined by the City, in the exercise of reasonable discretion, with input from the Property Owner

(5) In addition to 4 above, Property Owner agrees that no development shall occur until such time as sufficient offsite transportation improvements have been assured to meet City and ODOT's requirements for access to Highway 20 via Goldfish Farm Road, Timber Street or both. This assurance may be provided through a site improvement agreement or through participation in a local improvement district formed by the City Council, either of which must provide for the construction of offsite transportation improvements connecting the east-west street to Goldfish Farm Road or Timber Street or both, or through other forms of assurance satisfactory to the City Attorney. The scope of any off-site transportation improvements shall be determined by a traffic study funded by the property owner (or prospective developer) and approved by the City and ODOT.

(6) The northern portion of the Property is currently designated on the City Comprehensive Plan Map as General Commercial, and would be brought into the City with a Community Commercial zoning designation. The southerly portion of the Property is currently designated Urban Residential Reserve on the City's Comprehensive Plan Map, and would be brought into the City with a zoning designation of RS 6.5 (Low Density Residential). It is anticipated that the Property Owner may request a change in the Comprehensive Plan and zoning designations at some time in the future.

(7) The Property Owner and its successors and assigns agree to indemnify and hold harmless the City of Albany, its agents, officers, and employees, from any of the following claims including, but not limited to, the attorneys' fees and other expenses incurred by the City in resisting said claims:

(a) Any claim challenging the enforceability or binding nature of this Agreement;

(b) Any judicial or administrative proceeding challenging the correctness of any action taken by the City which is authorized under the terms of this Agreement;

(c) Any other proceeding of any kind or nature including, but not limited to, judicial or administrative proceedings wherein Property Owner or its successors or assigns seeks damages or injunctive relief as a result of any City decision to deny, condition, or limit development activities on the subject property in the event the collector street referred to in paragraph

4(a) above has not then been fully constructed in accordance with all applicable City standards.

(8) The Property Owner agrees that the terms, promises and conditions of this Annexation Agreement shall be binding upon its successors, assigns and transferees, and that upon approval of the voters of the City of Albany, the terms of this Agreement shall be recorded in a form approved by the City so as to provide a record of this Agreement to run with the land described in the attached Exhibit "A".

Dated this _____ day of ______, 2002.

PARTIES:

CITY OF ALBANY, a municipal corporation,

V. P. ROPP INVESTMENTS, an Oregon Limited Partnership

By:__

Steve Bryant, City Manager

By:___

Dennis Ropp, General Partner

G:\Annexations\2001\Ropp Annexation Agreement Feb 27.doc



