

# CHAPTER 3: ECONOMIC DEVELOPMENT

## GOAL 9: ECONOMIC DEVELOPMENT

### BACKGROUND SUMMARY

#### INTRODUCTION

This chapter addresses Statewide Planning Goal 9: *"To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon citizens."* This section includes information about the City's vision for a healthy economy, economic trends, and outlook for growth in Albany, site needs of new and expanding industries, and an inventory of suitable sites in the Albany Urban Growth Boundary (UGB). The next section of this chapter contains policies to ensure adequate opportunities for a variety of economic activities in Albany.

#### VISION

In addition to the economic development policies found in this chapter, the City of Albany Strategic Plan (2019-2023) includes four primary themes that reflect the City's mission and vision statements: Great Neighborhoods, a Safe City, a Healthy Economy, and an Effective Government. Each theme is followed by the City's primary goals in that subject area in the foreseeable future.

The four stated goals for Healthy Economy are:

Goal 1: Business – *Enhance the value and diversity of Albany's economy by attracting, retaining, diversifying, and expanding local businesses.*

Goal 2: Partnerships – *Strengthen the area's role as a leading regional economic center through local and regional coordination and collaboration on economic development planning and projects.*

Goal 3: Prosperity – *Maintain and grow the income levels with a focus on living-wage jobs, training, and education opportunities of Albany residents consistent with Oregon and national trends. Work to improve the community's assessed value while working to achieve a healthy balance of housing and jobs.*

Goal 4: Central Albany – *Create a readily identifiable downtown core that is unique and vibrant with a mixture of entertainment, housing, specialty shops, offices, and other commercial uses.*

#### ALBANY ECONOMIC PROFILE

Albany area's diversified economy serves a large region of the mid-Willamette Valley between the Salem and Eugene metro areas. Although the traditional wood-products and agricultural industries continue to be important parts of the local economy, the area's business environment has become much more diverse to include the production of specialty metals, finished building products, advanced products such as robotics, and value-added processing of food and other agricultural products. In keeping with nationwide trends, the trade and services sectors have been a growing part of the local economy. As of 2020, the Albany economy was led by manufacturing, services sectors (including health care and education), government, and retail.

Many important area industries originated locally. The specialty metals industry developed in Albany as a spin-off of research conducted at the Albany Research Center of the U.S. Bureau of Mines. Because of this local research, Albany is one of the world's leading producers of specialty metals such as zirconium and titanium. Multiple specialty metals companies are located in Albany, paying excellent wages to a highly skilled workforce and supporting an ecosystem of local suppliers and contractors. The aerospace, defense, and nuclear industries, among others, depend on products manufactured by these local firms.

Other local manufacturing activities with national and international markets include the production of finished building products (notably manufactured housing and tiny homes), a large distribution center, and agricultural products and their processing. Manufacturing is expected to remain a growing part of Albany’s economic base and identity.

### ECONOMIC OPPORTUNITY ANALYSIS

A key tool in Goal 9 planning is the Economic Opportunities Analysis (EOA). The main purpose of the EOA is to determine if the City has an appropriate supply and range of employment sites to accommodate expected growth over the 20-year planning period. The EOA is intended to support the City’s infrastructure planning, community involvement, and coordination among local governments and the state. An update to the 2007 EOA was completed in 2020 to reflect changes in employment, land supply, and macro-economic trends since adoption of the previous EOA.

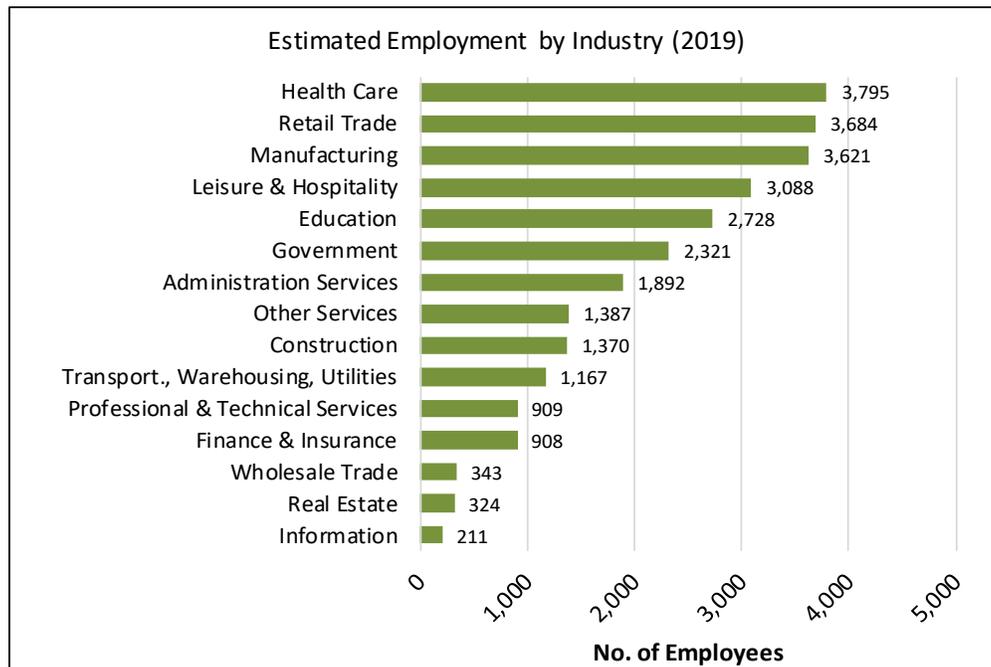
The 2020 EOA is adopted as a background document to the Comprehensive Plan. It includes information on the topics listed below. A summary of key findings from the EOA is provided in this section.

- Economic trends and outlook for growth in Albany
- Target industry analysis
- Demand for commercial and industrial land in Albany
- Site needs
- Inventory of suitable sites
- Comparison of employment land demand and supply

### CURRENT AND PROJECTED EMPLOYMENT

Albany was home to an estimated 27,750 jobs in 2019. The largest sectors by number of jobs are health care, retail, and manufacturing (see Figure 3.1).

**Figure 3.1: Local Employment by Industry, City of Albany (2019)**



Source: Johnson Economics, Oregon Employment Department, BEA

Employment was forecasted to 2040 using the “safe harbor” option of applying the most recently adopted PSU population forecast of 1.3 percent to the current employment as shown in Figure 3.2. Projected employment growth is then allocated to building typologies and commercial and industrial land needs.

**Figure 3.2: Projected Employment Allocated by Building Type, 2019-2040**

Industry Sector	20-year Job Forecast			NET CHANGE IN EMPLOYMENT BY BUILDING TYPE - 2019-2039					
	Total Jobs	Net change	AAGR	Office	Institutional	Flex/B.P	Gen. Ind'l	Warehouse	Retail
Construction	2,131	761	2.1%	107	0	137	305	137	76
Manufacturing	4,414	792	0.9%	63	0	190	475	63	0
Wholesale Trade	443	100	1.2%	8	0	22	20	40	10
Retail Trade	4,487	803	0.9%	40	8	48	0	96	610
T.W.U.	1,930	762	2.4%	114	0	91	99	419	38
Information	240	29	0.6%	7	0	7	12	0	3
Finance & Insurance	1,030	122	0.6%	88	1	6	1	1	24
Real Estate	368	44	0.6%	31	0	2	0	0	9
Professional & Technical Services	1,163	253	1.2%	182	3	13	3	3	51
Administration Services	2,384	492	1.1%	354	5	25	5	5	98
Education	3,476	748	1.2%	224	396	37	7	7	75
Health Care	5,903	2,107	2.1%	632	1,117	42	0	0	316
Leisure & Hospitality	4,165	1,077	1.4%	215	11	75	11	11	754
Other Services	1,737	350	1.1%	252	3	17	3	3	70
Government	2,709	388	0.7%	167	136	19	4	4	58
<b>TOTAL</b>	<b>36,580</b>	<b>8,828</b>	<b>1.3%</b>	<b>2,486</b>	<b>1,680</b>	<b>733</b>	<b>945</b>	<b>791</b>	<b>2,192</b>

Source: Johnson Economics, Oregon Employment Department, Portland State University

Based on a forecasted annual growth rate of 1.3 percent<sup>1</sup>, the city is expected to add nearly 8,800 jobs by 2040. The greatest growth in the number of jobs is projected to be in the health care, retail, manufacturing, and tourism-related (lodging and dining) sectors.

### TARGET INDUSTRIES

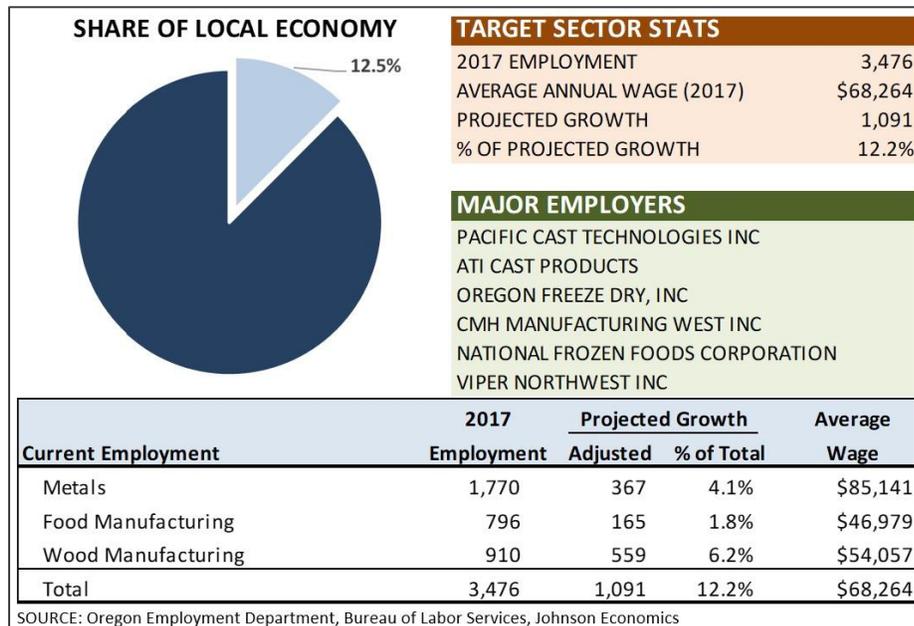
Albany has significant strength and potential for growth in several key industries. Analysis of the representation of industries in the city relative to the representation in the U.S. shows Albany is strong in multiple subsectors of manufacturing. Other industry sectors with high representation in Albany are education (including the school district), some categories of retail, and warehousing. Health care is the largest segment of local employment and is forecasted to add the most jobs over the next 20 years.

Manufacturing continues to be a priority for future economic development, while health care also plays an important role in the local economy.

- Manufacturing:** This sector was identified as a key area of focus for continued job growth and economic development. Albany currently has strength in metal manufacturing, wood products, and food processing. These industries are good candidates to expand and continue to attract suppliers and other related firms that grow along with the industry clusters. A key future candidate for growth is high-tech and advanced manufacturing, which includes robotics, drones, and automation tools used by other industries. There are currently over 3,600 manufacturing jobs in Albany, or 13 percent of the City’s total employment; almost 800 new manufacturing jobs are forecasted by 2040. On average, these jobs have wages that are well above the local median wage.

<sup>1</sup> OAR 660-009-0015 allows for an adjusted employment forecast based on the research and analysis conducted during the EOA process. This adjusted growth rate is based on identified trends, the growth outlook for targeted industries, and input from the project technical advisors and stakeholders.

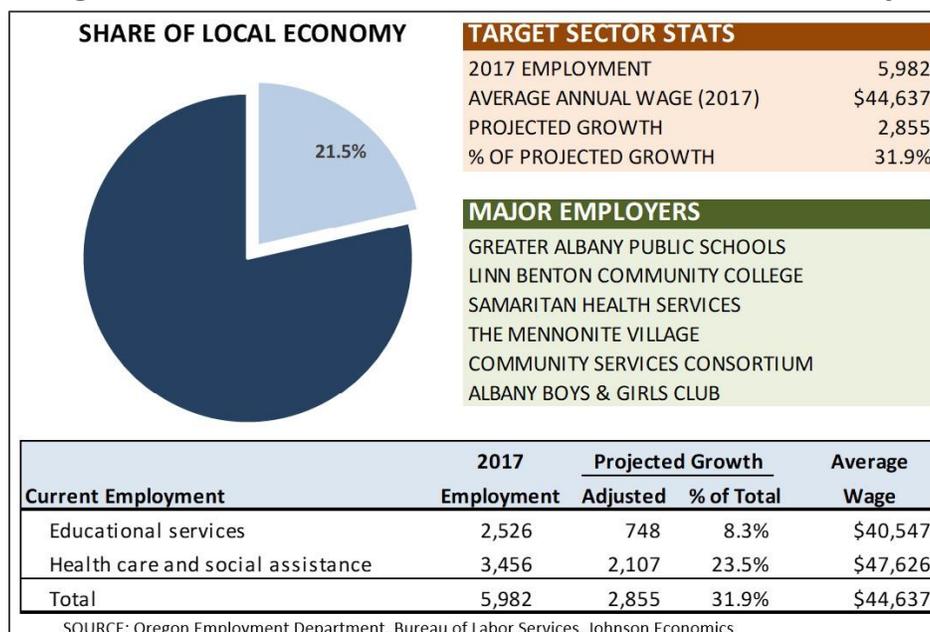
**Figure 3.2: Manufacturing Sector, Albany**



- Health Care:** This sector is the largest in Albany in terms of total employment and is forecasted to see the most overall growth over the 20-year planning period. This sector accounted for nearly 3,800 jobs in 2019, with above-average annual wages. Health care provides a wide range of wage levels due to the range of education and skill levels for different roles across the industry. The sector is expected to add over 2,100 new jobs by 2040, accounting for one quarter of projected job growth. The forecasted strength in health care in the coming decades is based on growth of Samaritan Health Services and related providers in the community, the long-term shift in the national economy from goods consumption to service consumption, and the aging of the population.

The Retail and Construction sectors are secondary growth sectors due to their share of employment and forecasted growth. However, the growth in these sectors will follow naturally from growth in the traded sector economy.

**Figure 3.3: Education, Health, and Social Services Sectors, Albany**



## EMPLOYMENT LAND NEED AND LAND SUPPLY

The EOA analysis finds that the forecasted 20-year job growth by industry will translate to a need for 562 total acres of land zoned for employment uses (see Figure 3.5) among roughly 400 sites. The distribution of land demand between commercial uses (Office, Institutional, Retail) and industrial uses (Industrial, Warehouse, Business Park) is fairly evenly distributed. The analysis is presented in aggregate and by major uses (e.g., warehousing, office, and retail) in the EOA.

**Figure 3.5: Estimated Number of Sites Needed by Size (Acres) and Supply, Albany Oregon**

DEVELOPMENT TYPE	0 TO .9 acres	1 to 4.9 acres	5 to 9.9 acres	10 to 19.9 acres	20 to 29.9 acres	30 to 49.9 acres	50 to 99.9 acres	100+ acres	TOTAL (sites)	TOTAL (acres)
Office	116	7	1	1	0	0	0	0	125	79
Institutional	33	12	1	1	0	0	0	0	47	83
Retail	80	23	1	1	0	0	0	0	105	140
<b>Commercial Need Total:</b>	<b>229</b>	<b>42</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>277</b>	<b>302</b>
Flex/Business Park	26	6	0	1	0	1	0	0	34	77
Gen. Ind.	39	7	2	1	0	1	1	1	52	57
Warehouse	21	16	1	1	1	1	1	0	42	126
<b>Industrial Total:</b>	<b>86</b>	<b>29</b>	<b>3</b>	<b>3</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>128</b>	<b>260</b>
<b>TOTAL SITES NEEDED:</b>	<b>315</b>	<b>71</b>	<b>6</b>	<b>6</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>405</b>	<b>562</b>
SITE SUPPLY	0 TO .9 acres	1 to 4.9 acres	5 to 9.9 acres	10 to 19.9 acres	20 to 29.9 acres	30 to 49.9 acres	50 to 99.9 acres	100+ acres	TOTAL (sites)	TOTAL (acres)
Commercial Supply Total	279	26	3	0	2	1	0	0	311	230
Industrial Supply Total	76	50	11	4	2	1	1	1	146	585
<b>TOTAL SITE SUPPLY:</b>	<b>355</b>	<b>76</b>	<b>14</b>	<b>4</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>457</b>	<b>815</b>

Source: Johnson Economics, Oregon Employment Department

Statewide Planning Goal 9 requires cities to provide an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and other employment uses. An adequate land supply provides sites suitable for the 20-year planning period, as well as for the short term to meet development opportunities as they occur. This is necessary to accommodate a varied range of small, medium, and large employers, for new and expanding businesses, and to ensure land is available for immediate development.

The EOA includes findings from a Buildable Lands Inventory (BLI) of employment lands and analysis of site suitability. It is based on recent development data, environmental constraints, verification with recent aerial photos, trends in residential development on employment lands, and land currently being developed.

The BLI found a total of 815 buildable acres designated for commercial, industrial, and mixed uses within the UGB. While the total supply exceeds the total forecasted need, a comparison of land demand to land supply in Figures 3.5 and 3.6 indicate the zoning designation and site characteristics of the available supply may not fully meet the forecasted demand for projected commercial land. While large sites will be needed for development by major industries, most industrial and commercial development will require smaller sites, most under one acre.

**Figure 3.6: Comparison of Employment Land Supply to Demand (2040),  
By Zone and Building Type**

WITHIN CITY LIMITS		SUPPLY		DEMAND		RECONCILIATION	
Zoning Category	Buildable Capacity (Acres)	Development Type	Buildable Capacity (Acres)	Development Type	Capacity (Acres)	Surplus or (Deficit)	
<b>COMMERCIAL ZONES</b>		<b>COMMERCIAL</b>		<b>COMMERCIAL*</b>			
CC -- Community Commercial	47.6	Office	79.3	Office		(54.4)	
NC -- Neighborhood Commercial	10.3	Institutional	82.7	Institutional		(62.5)	
OP -- Office Professional	14.8	Retail	139.8	Retail		(5.5)	
PB -- Pacific Boulevard	3.0	<b>Commercial Total:</b>	<b>301.8</b>	<b>Commercial Total:</b>		<b>(122.4)</b>	
RC -- Regional Commercial	52.7						
Mixed Use Zones (all)	51.0						
<b>Commercial Total:</b>	<b>179.3</b>						
<b>INDUSTRIAL ZONES</b>		<b>INDUSTRIAL</b>		<b>INDUSTRIAL</b>			
HI -- Heavy Industrial	70.0	Gen. Ind.	57.1	Gen. Ind.	12.9		
IP -- Industrial Park	303.1	Flex/Biz. Park	77.2	Flex/Biz. Park	226.0		
LI -- Light Industrial	139.7	Warehouse	126.2	Warehouse	13.5		
<b>Industrial Total:</b>	<b>512.8</b>	<b>Industrial Total:</b>	<b>260.5</b>	<b>Industrial Total:</b>	<b>252.3</b>		

OUTSIDE CITY, WITHIN UGB		LONG-TERM SUPPLY
Zoning Category	Buildable Capacity (Acres)	
Commercial (UGB)	22.9	
Mixed Use (Village Center)	28.0	
Industrial (UGB)	72.0	
	<b>123.0</b>	

Source: Angelo Planning Group, Johnson Economics LLC

\*Mapping of zones to development types: "Office": OP-50%, MU-25%, CC-10%. "Institutional": OP-50%, MU-25%; "Retail": MU-50%, CC-90%, NC, PB, RC. "General Industrial": HI. "Flex/Biz.Park": IP. "Warehouse": LI.

The following is a summary of findings on the adequacy of available employment sites compared to the forecasted need:

- For industrial uses, the total number of acres available exceeds the demand in the long term; *however*, there is a discrepancy between the size of sites needed and those available. Most notably there is a deficit of suitable large industrial sites (>30 acres) and a deficit of small industrial sites (<1 acre). Industrial sites between 1 and 10 acres can be used to address the projected deficit of smaller industrial sites.
- Many currently buildable industrial sites have wetland and/or transportation constraints that make them difficult or infeasible sites for short-term development, particularly the largest sites. Wetlands render much of some sites unusable, or expensive to mitigate, while leaving the useful portions isolated on the wrong part of the site. Multiple large employment sites in South Albany and near the Highway 20/I-5 interchange look available but must wait on costly new off-site street infrastructure to provide access. After factoring for these constraints (276 acres in the City and 38 acres in the UGB), the City lacks enough "shovel-ready" industrial land of all types and sizes in the short term. See Key Industrial Site Analysis and the EOA for more information.
- For commercial uses, the forecasted need for sites of different sizes does not match with the current supply. The demand for commercial sites (retail/office/institutional) exceeds the current supply. There is a projected deficit of commercial sites between one to five acres and 10 to 20 acres. Larger commercial sites could be used to support smaller site needs. Institutional uses tend to locate in residential districts and are permitted in industrial and mixed-use zones.

- Business Oregon states that the average potential business recruitment in the region is looking for at least 40 acres, with an average of 60 acres.
- Local stakeholders demonstrated there is a limited ready supply of land for new industrial businesses of any size, but particularly mid- to large-sized firms. Stakeholders indicated that smaller start-ups need smaller pre-built spaces. These may be one to five acres and include multi-tenanted buildings.
- Some high-tech businesses want to be centrally located in Albany due to the town center’s amenities. These businesses may not want an isolated industrial location or to be in a larger market. Central “flex space” or refurbished warehouse space may be appropriate for these users.
- Given limited resources, the City cannot serve all employment areas with new infrastructure at once. Any public efforts to help prepare employment lands must be prioritized and phased.

### KEY INDUSTRIAL SITES ANALYSIS

The findings of aggregate land supply in the BLI belie the fact that many of the larger industrial parcels that have been identified as “available” face major hurdles to development in the short- or even long-term. Of the seven key sites examined, five industrial sites have major hurdles to development that add up to more than 54 percent of the total “buildable” industrial land identified in the BLI.

- The greatest barrier is found on large industrial sites in South Albany. These show up as a majority share of “available” buildable industrial land within the City boundary. However, these 214 acres face major hurdles, including the need to plan and build a future street in order to provide access. Current access to these sites is via inadequate, under-improved roads, with an at-grade rail crossing that will prohibit a significant increase in traffic. A significant development on any of these sites will require right-of-way dedication and expensive new road improvements across parcels of land under differing ownership.
- These sites in South Albany are also constrained by a web of wetlands across all the acreage, which will require significant mitigation on- or off-site.
- A key site in East Albany (the Kempf site) that is included in the “available” inventory similarly will require expensive future road improvements off-site across parcels of land the site owner does not control. This makes the timing and feasibility of development of this site uncertain and removes it from the “short-term” supply.
- With these large sites removed from the “short-term” supply, Albany is left with a shortage of short-term supply of employment land, particularly among the largest prospective employers.

The EOA includes a set of recommended strategies intended to address Albany’s land needs identified in the analysis and to meet the City’s goals for target industries and business development.

[Ord. 5951, 12/2/2020]

# GOAL 9: ECONOMIC DEVELOPMENT

## GOALS, POLICIES & IMPLEMENTATION METHODS

### ALBANY'S ECONOMY

#### GOALS

1. Diversify the economic base in the Albany area and strengthen the area's role as a regional economic center.
2. Provide a supportive environment for the development and expansion of desired businesses.
3. Promote Albany's positive economic, social, and cultural image throughout the state and region and, where appropriate, at the national and international levels.
4. Maintain the income levels of Albany residents, consistent with Oregon and national trends.
5. Strive for a balance of growth in jobs and housing for Albany and the region.
6. Strengthen local and regional coordination of economic development planning.

#### POLICIES

1. Create and maintain a dialogue between business and civic leaders on what we can do as a community to improve our local economy.
2. Support the retention and expansion of existing businesses and industries, especially those that are locally owned.
3. Develop a focused investment strategy that considers the location, business or industry type and needs, and other criteria for the use of public funds such as utility oversizing, system development charges, utility rates, and gas taxes.
4. Effectively communicate City economic development and livability goals, policies, and regulations to Albany Millersburg Economic Development Corporation (AMEDC), Chamber of Commerce (Chamber), Albany Downtown Association (ADA), Albany Visitors Association (AVA), and other agencies providing economic development advocacy and assistance.
5. Prepare and maintain a written economic development strategy that outlines priorities and roles for the City, AMEDC, and other economic development entities.
6. Annually review the City's economic development strategy and priorities.
7. Take into account the following factors when considering financial and regulatory incentives to help attract, retain, and expand businesses and industries in Albany:
  - a. What percentage of the jobs pay wages above average for Albany?
  - b. Will the business diversify the economy?
  - c. Does the business want to locate or expand in areas where the City wants to encourage development or redevelopment?
  - d. Is this an existing industry Albany would like to retain?
  - e. Will the business place significant demands on utility or transportation systems?
  - f. Is the business environmentally responsible?
8. Support efforts by AMEDC and other economic development entities to assist businesses in identifying new products and export markets.

9. Support efforts to improve local and regional coordination of economic development.
10. Cooperate with business and industry to examine measures to reduce the cost of starting or expanding a business.
11. Support efforts by the Chamber, and the AVA to promote Albany through a variety of promotional and informational development activities.
12. Encourage business and industry to employ Albany's existing labor force using available job training and placement programs.
13. Support the area's educational resources as vital to the social and economic well-being of the community. Encourage opportunities for increasing skill levels of local workers.
14. Recognize and promote community events as:
  - a. Having potential positive economic impacts.
  - b. Important community promotion of activities that demonstrate the abilities, talents, and resources of the community and its residents.
  - c. Tools to develop local pride and community identity.
15. Recognize and support Albany's unique historic character as a major cultural and tourist-oriented economic resource.
16. Pursue state and federal resources for the assessment and remediation of brownfield sites to create economic opportunities and improve the environmental health of the surrounding areas.
 

[Ord. 5951 12/2/2020]

### IMPLEMENTATION STRATEGIES

1. Participate in periodic community roundtables to define issues relating to the local economy and to identify remedies.
2. Prepare a written economic development strategy and responsibility matrix for the city, AMEDC, and other economic development entities.
3. Assemble a community "solutions" team to assess how new, expanding, or relocating businesses fit with the community and how Albany can meet their needs.
4. Bring perceived financial and regulatory barriers to the attention of the community solutions team.
5. Encourage AMEDC and the Oregon Economic and Community Development Department (OECD) to support the retention and expansion of existing businesses, including efforts to identify new products and export markets.
6. Review and update contract with AMEDC to establish performance objectives and reporting requirements.
  - Urge AMEDC and OECD to target and focus on businesses that meet the focused investment strategy.
  - Urge AMEDC to investigate sources of venture capital to finance new and expanding business opportunities.
7. Use state and federal grant and loan programs, as appropriate, to encourage desired businesses to locate or expand in Albany.
8. Periodically review the Enterprise Zone boundaries and assess the impact of the Enterprise Zone on economic development and on the city's budget.

9. Support the activities of an economic development entity, such as AMEDC, to assist in implementing the economic goals and policies in the Comprehensive Plan. The entity would have the following responsibilities:
  - a. Develop a list of target businesses and industries and a marketing strategy for Albany-area industrial land.
  - b. Advise the Planning Commission and City Council on economic development activities.
  - c. Explore the development and use of private, local, state, and federal funding and programs directed at economic development activities.
10. Cooperate with and support AMEDC's effort to develop and maintain a current "economic profile" of Albany that can be made available to individuals and businesses considering locating in Albany.
11. Coordinate with AMEDC and the International Trade Division of the Oregon Economic and Community Development Department to supply appropriate market and other information to international trade groups.
12. Cooperate with area economic development entities to:
  - a. Maintain a current directory of ongoing economic activity.
  - b. Update the Albany-Millersburg Industrial Site Inventory at least every two years.
  - c. Cooperate with economic development interests to assist them with information regarding location or expansion in the Albany area.
  - d. Maintain and make available current industrial site survey information such as available and projected public services; surrounding land uses and potential incompatibility issues; transportation characteristics and capabilities; and other economic profile information describing Albany's social, economic, and political characteristics.
  - e. Pursue local, state, federal, and other funding, and technical assistance to attract business to the Albany area.
  - f. Provide funding for the administration of economic development activities.
  - g. When desirable, give existing and potential businesses the advantages offered by the Albany Enterprise Zone and other local business incentives.
13. Support the cooperative efforts of all educational institutions to maintain high standards in all areas of educational opportunity.
14. Support major community events that have the potential for significant positive economic and social impacts. [Ord. 5957, 12/2/2020]
15. Maintain an inventory of the City's brownfield sites, remediation needs, and opportunities for redevelopment. [Ord. 5951 12/2/2020]
16. Help property owners navigate resources for remediating brownfield sites. [Ord. 5951 12/2/2020]

## RECOMMENDATIONS

1. Encourage area economic development entities to assist existing Albany businesses in identifying new products and export markets.
2. Encourage area economic development entities to investigate sources of venture capital to finance new business opportunities.
3. Encourage investment in the area's local economy by local financial institutions.

4. Encourage area economic development entities to develop a marketing strategy for the area's industrial lands and to actively promote the development of all industrial properties.
5. Encourage AMEDC, regional, state, and federal agencies and Linn-Benton Community College to provide special programs directed toward:
  - a. Alleviating poverty in the City of Albany.
  - b. Job training and career counseling for the area's youth, unemployed, and dislocated workers.
  - c. Small-business counseling for new and existing businesses.
6. Encourage area economic development entities to maintain up-to-date information regarding the area's educational resources and the educational level of the local population to provide to businesses considering locating in Albany.
7. Encourage Linn-Benton Community College to actively market its facilities for cultural, conference, and community activities.
8. Encourage Linn-Benton Community College to continue to offer training programs to local businesses.
9. Encourage Millersburg, Tangent, Linn County, Benton County, and the Oregon Cascades West Council of Governments to work with Albany to coordinate economic development planning for areas inside respective urban growth boundaries.
10. Encourage the Albany Visitors Association, the Albany Area Chamber of Commerce, and AMEDC to develop and implement methods to promote Albany throughout the region. These methods may include:
  - a. Developing and distributing attractive and current promotional literature to promote the Albany area's advantages and positive features.
  - b. Developing and maintaining an attractive, visible, and accessible visitor's information center near Interstate 5.
  - c. Utilizing regional media resources to disseminate information about community activities and events.
  - d. Conducting tours of local industry and developing public exhibits to acquaint the community and visitors with the role the Albany area plays in the regional and national economy.
  - e. Encouraging community groups to host leading business, media, and community leaders from throughout Oregon and the region to present a positive view of all aspects of Albany.
  - f. Encouraging community civic and business leaders to be "community ambassadors" charged with promoting the business advantages of Albany-Millersburg and the surrounding region to prospective businesses.
  - g. Recognizing in the local media businesses and individuals that make special efforts to promote the community.
  - h. Encouraging and cooperating with AMEDC to develop and periodically update a guide to the business assistance and development programs available in the Albany-Millersburg area.
11. Encourage Linn County to promote the Linn County Fair and Expo Center for events that draw visitor dollars to Albany.
12. Encourage area economic development entities, the Albany Area Chamber of Commerce, the Albany Downtown Association, and the Albany Visitors Association to study and document the need for high quality shopping and dining opportunities in Albany.

## LAND USE

### GOALS

1. Ensure an adequate supply of appropriately zoned land to provide for the full range of economic development opportunities in Albany, including commercial, professional, and industrial development.
2. Achieve stable land-use growth that results in a desirable and efficient land-use pattern.
3. Create village centers that offer housing and employment choices.
4. Promote infill development and redevelopment throughout the city.
5. Improve community appearance and establish attractive gateways into Albany and visually appealing highway corridors.

### POLICIES

#### General

1. Provide opportunities to develop the full range of commercial, industrial, and professional services to meet the needs of Albany's residents and others.
2. Encourage land use patterns and development plans that take advantage of density and location to reduce the need for travel and dependency on the private automobile, facilitate energy-efficient public transit systems, and permit building configurations that increase energy efficiency.
3. Designate enough land in a variety of parcel sizes and locations to meet future employment and commercial needs.
4. Develop land use refinement plans for undeveloped and redeveloping parts of the city.
5. Provide development opportunities for large-scale industrial and commercial development and for people to live near activity centers, particularly their place of employment.
6. Encourage business and industry to locate within the Albany City limits to decrease the proportional share of city taxes paid by residential properties.
7. Consider infill and redevelopment of already serviced vacant and underdeveloped land before designating additional land for industrial and commercial use.

#### Industrial/Employment

1. Recognize the special needs of the area's existing industry and ensure the provision of adequate industrial land for expansion and future development of forest products, rare-metals, and agriculture-related industries.
2. Protect industrial and employment lands by restricting retail and service uses to those that cater primarily to nearby employees.
3. Disperse employment centers to parts of the City with access to adequate transportation routes and public utilities.

#### Commercial

1. The size and type of future commercial sites should be proportional to the area to be served and located to be easily accessible by the service area. Approvals of commercial sites may be based on studies requested by the City that assess public need and impacts on competing commercial areas, traffic, and other public services.

2. Discourage future strip commercial development and promote clustered commercial opportunities and the infilling of existing commercial areas that will foster:
  - a. Efficient and safe utilization of transportation facilities.
  - b. A variety of attractive and comfortable shopping opportunities that encourage shopping in a number of stores without auto use.
  - c. Compatibility between land uses, particularly adjacent residential neighborhoods.
  - d. Efficient extension of public facilities and services.
3. Designate new mixed use Village Centers that provide a mix of commercial, office, entertainment and medium- to high-density residential uses that are integrated into the desired character of the neighborhood.
4. Use land use controls and other tools to reserve Village Centers for intended uses.
5. Provide opportunities for small neighborhood commercial facilities to be located in neighborhoods and Village Centers to be located close to the areas they are intended to serve. Neighborhood convenience and Village Center commercial uses must:
  - a. Be located, designed, and operated to be compatible with surrounding residential uses.
  - b. Be oriented to provide for the common and frequently recurring shopping needs of the area they are intended to serve.
  - c. Be limited in number, size, and location. Generally, new Neighborhood Commercial sites will be less than an acre.
  - d. The commercial component of Village Center zoning districts should be sized to meet the neighborhood needs. Village Centers are generally located at least one mile in travel distance from any other commercial site that serves or is available to serve similar commercial needs.
  - e. Zone change applications for new neighborhood and Village Center commercial sites must demonstrate that the chosen site is superior or equal to viable alternative sites within the same market area based on exposure to traffic flows and other market indicators, accessibility and convenience to the market area, and compatibility with surrounding uses.
6. Allow home business occupations within residential districts to accommodate the needs of those engaged in small business ventures, subject to review procedures that ensure that compatibility with the surrounding residential neighborhood is maintained.
7. Within planned unit developments, commercial, recreation and retail uses may be allowed that are designed to be compatible with the development and which can be supported primarily by its residents.
8. Encourage mixed uses as buffers between intensive commercial uses and less intensive residential uses when compatibility can be demonstrated with the surrounding residential neighborhood.
9. Discourage regional shopping centers outside the Albany Urban Growth Boundary area that primarily target the Albany market area.

#### Community Image

1. Evaluate and revise existing commercial and industrial landscaping standards as needed to achieve a positive community image and a pleasant pedestrian environment.
2. Where necessary, adopt overlay design standards that ensure that development presents a positive image along Albany's major transportation corridors.

## IMPLEMENTATION METHODS

### General

1. Periodically review and update the Comprehensive Plan goals, policies, and map to ensure that enough land is designated in each land use classification to meet anticipated needs.
2. Prepare and adopt land use refinement plans for East I-5, North Albany and the Oak Creek area that result in efficient land use patterns. Modify development standards, Comprehensive Plan, and zoning designations as necessary to implement area plans.
3. Review and amend the Albany Comprehensive Plan map designations and Development Code regulations as needed to maintain adequate industrial and commercial designated lands in locations that will achieve balanced and sustainable development patterns.
4. Develop and maintain standards for home occupations that address the needs of those who wish to engage in small-scale enterprises from their homes and which also ensure compatibility with the surrounding residential neighborhood.

### Industrial/Employment

1. Periodically review the Albany Development Code to assess the uses and development standards allowed in the industrial and employment zones.
2. Remove regional retail uses as permitted uses in industrial zones and establish a maximum building square footage for commercial uses.
3. Work with property owners to prepare a redevelopment plan for the industrial designated lands east of Pacific Boulevard and between Queen Avenue and Oak Creek. Specifically, identify redevelopment options for the former Stone Forest Industries site.

### Commercial

1. Develop land use regulations and other tools to reserve village centers for intended uses.
2. Secure a commitment from a grocery store(s) to meet under-served areas.
3. Wherever possible, except for infilling, do not allow further expansion of existing strip commercial areas, and discourage new strip development, including isolated offices and professional facilities. Undertake measures to improve the appearance and safe utilization and operation of existing strip commercial areas by:
  - a. Providing development opportunities for compact and multi-purpose commercial facilities that encourage shopping in a number of stores without auto use.
  - b. Providing for combined access and otherwise limiting the number of access points to major arterial streets to maintain safety and the smooth flow of traffic.
  - c. Improving pedestrian access and on-site environmental amenities.
  - d. Providing for shared parking opportunities.
  - e. Implementing measures to improve the appearance and overall quality of strip commercial.

### Community Image

1. Require industrial and commercial developments along major transportation corridors to meet special development standards relating to setbacks, landscaping, architecture, signs, and outside storage to present a pleasing visual image.
2. Improve commercial and industrial standards to allow for additional landscaping and an increased variety of tree species.

## CENTRAL ALBANY

### GOAL

Revitalize the Central Albany area so that it will accommodate a significant portion of Albany's future employment and housing needs while retaining its unique historic character, vibrancy, and livability.

### POLICIES

1. Implement the Town Center Plan developed through the Central Albany Land Use and Transportation Study (CALUTS) using a citizen-based process.
2. Attract new private investment while retaining and enhancing the value of existing investments (both private and public).
3. Create a readily identifiable core that is unique and vibrant with a mixture of entertainment, culture, housing, specialty shops, offices, and other commercial uses by:
  - a. Promoting the downtown as the center of a variety of commercial, service, entertainment, and housing activities.
  - b. Discouraging the use of the downtown for non-intensive land uses that have a low floor-area to site-area ratio.
  - c. Encouraging businesses that provide daily convenience goods to downtown residents.
4. Establish Central Albany as a financial, business and government center of the Albany area by encouraging federal, state, and local governments to locate and/or maintain their offices and related facilities in downtown Albany.
5. Support the transition of industrial uses along the Willamette River to urban residential and supporting mixed uses.
6. Enhance and protect the community and environmental values of waterway corridors, including the canal system and the Willamette and Calapooia Rivers.
7. Provide a safe and convenient transportation network that encourages pedestrian and bicycle access to and within Central Albany.
8. Ensure compatibility of mixed-use developments with the surrounding area through access controls and design standards.

### IMPLEMENTATION METHODS

1. Undertake periodic review of the Central Albany Revitalization Area (CARA) Urban Renewal Plan to determine if resources could be more effectively used to assist the establishment of new business.
2. Support the efforts of the Central Albany Revitalization Area Agency to organize, promote and finance improvements, historic preservation, rehabilitation, and redevelopment in Central Albany.
3. Develop and implement the CARA Initial Implementation Strategy.
4. Encourage the CARA Agency and the Albany Downtown Association to cooperatively promote development and redevelopment that will establish the downtown as the cultural, financial, commercial, business and government center of Albany.
5. Improve Central Albany's image, livability, appearance, and design quality through aesthetically appealing enhancements such as:

- a. Gateways to Central Albany and to downtown.
  - b. Public gathering and resting spaces.
  - c. Pedestrian and bicycle corridors oriented to the Willamette and Calapooia Rivers and to Albany's unique water canal system along Vine, 8th Avenue and Thurston Street.
  - d. Pedestrian-oriented commercial areas that provide a sense of safety and street life.
  - e. Natural and other green spaces, especially along the river corridors.
6. Develop design standards and incentives that encourage redevelopment and new development to respect and protect the unique pedestrian and historic qualities of Central Albany.
  7. Use the Willamette River as a resource and focus to develop new community events and to establish an active public gathering space.
  8. Recognize and support the contribution of Albany's historic resources to the city's positive image and Central Albany's vibrancy by supporting:
    - a. The historic tours program as a focus for tourism and an expression of Albany's unique historic character and culture.
    - b. The efforts of the Albany Visitors Association and Willamette Valley Visitors Association to promote Albany's historic resources throughout the state and region as a tourist attraction.
    - c. The Albany Regional Museum and Monteith House in efforts to provide information concerning the area's rich history to Albany's residents, tourists and others who visit Albany.
    - d. Efforts to maintain and enhance the programs and services of the Albany Visitors Association as a focus of information about Albany's Historic Districts.
  9. Develop a plan and implement strategies to balance protection of the Willamette River with development of higher-density housing, mixed uses, and active public spaces along the riverfront.

### RECOMMENDATION

1. Encourage the Albany Downtown Association to develop programs and to recommend measures to protect and enhance the viability of the Downtown Business District.

### PUBLIC INFRASTRUCTURE

#### GOALS

1. Ensure that new industrial and commercial development is located in areas that can be adequately served by public infrastructure.
2. Provide a safe, diversified, economical and efficient transportation system (auto, transit, bicycles, pedestrian, rail, and air) that protects and enhances Albany's economy, environment, neighborhood quality, and cultural and scenic values.

#### POLICIES

1. Encourage the siting of new industrial and commercial development on land that is adequately served by existing infrastructure; where the infrastructure can be made adequate, require the "minimum necessary" improvement cost to be borne by the new business rather than by existing taxpayers or utility rate payers.

2. Develop a transportation system, encourage land use patterns, and design standards, and promote transportation projects, programs, and policies that reduce dependency on the automobile and encourage alternatives such as public transit, bicycling, walking, car, and van pools.
3. As part of the development review process, encourage commercial developments to provide the opportunity for shared public access and shared parking where feasible.
4. Design streets that are efficient and safe for the movement of products and materials as well as for commuters and customers.
5. Promote land use patterns, site design, and incentives that accommodate public transit, bicycling, walking, vans, and carpools as alternatives to single-occupancy vehicle commuting.
6. Review infrastructure master plans as part of the refinement planning and map amendment processes for consistency with proposed changes in land use and propose changes to the land use and/or the infrastructure plans to maintain consistency.

### IMPLEMENTATION METHODS

1. Develop a focused investment strategy that considers the location, business or industry type and needs, and other criteria for the use of public funds such as oversizing, system development charges, utility rates, and gas taxes.
2. Review the past practice of allocating some portion of water and sewer rate revenue to targeted economic development activities.
3. Investigate and use as appropriate state and federal grant and loan programs to help fund infrastructure and other costs associated with siting new desired industries or expansion of existing industries.
4. Update City water, sewer, stormwater, and transportation facility plans and adopt implementation strategies to ensure available capacity to accommodate targeted economic development.
5. Enhance Albany's ability to provide high-quality public facilities and services as a cornerstone of the city's economic development potential by:
  - a. Ensuring that the ability to process industrial wastes, utilizing both industrial pre-treatment and municipal treatment technology, is included in any future expansion of wastewater treatment facilities.
  - b. Maintaining a five-year Capital Improvement Program and long-range Public Facilities Plan that will schedule and provide appropriate public facilities and services to commercial and industrial land.
  - c. Protecting or acquiring water rights and maintaining the ability to provide water to meet all projected residential, commercial, and industrial needs of the city and the surrounding urbanizing area.

### RECOMMENDATIONS

1. Encourage the improvement and utilization of all favorable transportation methods for raw materials, supplies, and area products to and from key markets, in cooperation with the Oregon Department of Transportation (ODOT), Cascades West Council of Governments, and other jurisdictions and state agencies.
2. Encourage efforts to provide public transportation to Linn-Benton Community College, Oregon State University, and major employment centers.
3. Encourage efforts to develop services at the municipal airport for the business and recreational flyer.
4. Encourage AMEDC to locate businesses generating significant traffic near major transportation corridors to minimize impacts on residential neighborhoods.

5. Encourage shuttle service to and the continued improvement of Eugene’s Mahlon-Sweet Airport to meet Albany’s business needs and serve as a link to national and international trade.
6. Encourage AMEDC to take utility and transportation infrastructure into account when promoting properties to prospects.

## NATURAL RESOURCES AND ENVIRONMENT

### GOAL

Transition to a pattern of sustainable economic development that conserves natural resources and minimizes environmental impacts.

### POLICIES

1. Coordinate with the Oregon Department of Environmental Quality and other state and federal agencies to define any environmental considerations that may affect economic development opportunities in Albany.
2. Give special attention to proposals in areas identified as in need of special review (greenway, floodplains, floodways, open space, wetlands, airport, etc.), ensuring that developments in these areas are specially designed in recognition of the particular concern for that area.
3. Support efforts to attract and retain environmentally responsible industries. These are businesses that:
  - a. Reduce dependence on fossil fuels, extract underground metals and minerals.
  - b. Reduce dependence on chemicals and other manufactured substances that can accumulate in nature.
  - c. Reduce dependence on activities that harm life-sustaining ecosystems.
  - d. Balance the needs of present and future generations.

### IMPLEMENTATION METHODS

1. Develop and maintain clearly defined air shed and other environmental information regarding standards established by the Oregon Department of Environmental Quality for prospective industries considering location in Albany.
2. Develop a strategy for returning idle, underutilized, and/or contaminated lands (“brownfields”) to productive use.
3. Continue efforts to plant and maintain trees in the City as a strategy for reducing both carbon emissions and energy expenditures.
4. Develop a mechanism for transfer of development rights among property owners to protect open space (floodplains, wetlands, riparian corridors, woodlands, view corridors and meadows).
5. Develop parking and landscaping standards that improve the quality of storm water runoff.

### RECOMMENDATION

1. Encourage AMEDC to recruit and support businesses that practice and support sustainability measures. [Ord. 5543, 10/23/2002]

## SUPPORTING DOCUMENTS

The following documents prepared by Angelo Planning Group, Johnson Economics, and the City of Albany between July 2019 and August 2020 are hereby adopted in their entirety as supporting document to the Albany Comprehensive Plan:

- City of Albany Economic Opportunities Analysis; 20-year employment land need to 2040
- Albany Building Lands Inventory – Methodology and Results [Ord. 5951 12/2/2020]