



COMMUNITY DEVELOPMENT

333 Broadalbin Street SW, PO Box 490, Albany, Oregon 97321-0144 | BUILDING 541-917-7553 | PLANNING 541-917-7550

Staff Report Findings & Conclusions

Comprehensive Plan Text Amendments

Planning File: CP-03-24

January 23, 2024

HEARING BODIES:	Planning Commission	City Council
HEARING DATES:	Monday, February 3, 2025	Wednesday, February 26, 2025
HEARING TIMES:	5:15 p.m.	6:00 p.m.
HEARING LOCATION:	Council Chambers, Albany City Hall, 333 Broadalbin Street SW	
VIRTUAL OPTIONS:	Instructions to attend the hearings and provide comments will be provided on the applicable agenda.	
STAFF REPORT PREPARED BY:	Liz Olmstead, Planner II	

Application Information

Proposal:	The proposed legislative amendments would amend the Albany Comprehensive Plan to refresh content from adopted city facility and master plans and adopt additional facility and master plans as supporting documents to the Comprehensive Plan.
Applicant:	Albany Community Development Department, 333 Broadalbin Street SW, Albany, OR 97321
Location:	Legislative amendments; not site specific

Overview

The Comprehensive Plan, adopted by the City of Albany in December of 1980 guides and coordinates decision making for development, transportation, housing, economic development, parks, natural resources, city utilities and facilities, and placemaking. To be an effective plan, the Comprehensive Plan must be updated periodically to remove outdated information, update information to reflect current goals and policies, and adopt new facility and master plans.

Summary of Proposed Changes

The City of Albany is proposing to amend the Albany Comprehensive Plan to refresh content from adopted master and facility plans, streamline, update, and remove outdated information, and adopt additional master plans that have not yet been included as supporting documents in the Comprehensive Plan.

The specific proposed amendments are attached as Exhibit A and areas of amendments are listed below. In the exhibits, proposed new text is shown in red underline print and proposed deleted text is in ~~black strike-out font~~.

Commentary boxes in the attached exhibits provide context for the proposed amendments. Should the proposed amendments be approved, the text boxes with the explanations will be removed and the approved amendments made part of the ADC.



Ordinance Exhibit A: Albany Comprehensive Plan Text Amendments

- Plan Introduction
- Chapter 2, Special Areas
- Chapter 3, Economic Development
- Chapter 5, Transportation
- Chapter 6, Public Facilities
- Chapter 7, Social Amenities
- Chapter 8, Urbanization
- Chapter 9, Land Use Planning Goals
- Appendix VI

Notice Information

Public notice was issued in accordance with legislative amendment requirements in the ADC Section 1.260. Specifically,

- Notice was provided to the Oregon Department of Land Conservation and Development (DLCD) on December 30, 2024, at least 35 days before the first evidentiary hearing, in accordance with Oregon Administrative Rule (OAR) 660-018-0020 and the ADC.
- Notice of the proposed amendments was mailed on January 17, 2025, to Linn County and Benton County.
- Notice of the public hearings was published in the *Albany Democrat-Herald* on January 16, 2025, more than two weeks before the first public hearing on February 3, 2025.

As of the date of this report, the Community Development Department has not received any written testimony.

Comprehensive Plan Amendment Review Criteria (ADC 2.220)

Criterion 1: A legislative amendment is consistent with the goals and policies of the Comprehensive Plan, the statewide planning goals, and any relevant area plans adopted by the City Council.

FINDINGS OF FACT

- 1.1 The Comprehensive Plan defines a goal as, “a general statement indicating a desired end, or the direction the city will follow to achieve that end.”
- 1.2 The Comprehensive Plan defines a policy as, “a statement identifying a course of action or City position.”
- 1.3 The Comprehensive Plan describes the City’s obligation regarding policies as follows: “The City must follow relevant policy statements in making a land use decision or show cause why the Comprehensive Plan should be amended consistent with statewide goals”.
- 1.4 The applicable Statewide Planning goals are identified below with underlines followed by the associated Albany Comprehensive Plan goals and policies are provided below in **bold** print and are followed by findings of fact and conclusions.
- 1.5 The proposed legislative amendments would amend the Albany Comprehensive Plan (Plan) text to refresh content in the Plan from adopted city facilities plans, then adopt newer facility plans as supporting documents to the Comprehensive Plan.
- 1.6 These amendments are needed to ensure the Plan, and its policies remain current and consistent with statewide planning goals and community needs.

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

Albany Comprehensive Plan Chapter 9: Land Use Planning

Goal: Ensure that local citizens and other affected groups, neighborhoods, agencies, and jurisdictions are involved in every phase of the planning process.

Applicable Policies:

2. **When making land use and other planning decisions:**
 - a. **Actively seek input from all points of view from citizens and agencies and assure that interested parties from all areas of the Urban Growth Boundary have the opportunity to participate.**
 - b. **Utilize all criteria relevant to the issue.**
 - c. **Ensure the long-range interests of the general public are considered.**
 - d. **Give particular attention to input provided by the public.**
 - e. **Where opposing viewpoints are expressed, attempt to reach consensus where possible.**
 3. **Involve the public in the use, evaluation, and periodic review and update of the Albany Comprehensive Plan.**
 4. **Ensure information is made available to the public concerning development regulations, land use, and other planning matters including ways they can effectively participate in the planning process.**
- 1.7 Community engagement was integrated into the planning process for all facility and master plans prior to their adoption.
- 1.8 Updating the Plan with more current city facility and master plans will incorporate the policies, long range interests, and needs into the Plan to ensure current policies guide planning decisions.
- 1.9 The background summary, goals, policies, and implementation methods in Chapter 9, Land Use Planning, are proposed to be updated to include current information and practices for public engagement.
- 1.10 Notice was sent to the Department of Land Conservation and Development on December 30, 2024, at least 35 days before the first evidentiary hearing, in accordance with OAR 660-018-0020.
- 1.11 Notice of public hearings was mailed on January 17, 2025, to Benton County and Linn County, and notice was published in the Albany Democrat Herald on January 16, 2025. The notice indicated that two public hearings are scheduled on February 3, 2025 (planning commission), and February 26, 2025 (city council).
- 1.12 A staff report concerning the proposed amendments was posted on the City's website on January 27, 2025, at least seven days before the first public hearing.
- 1.13 The proposed Comprehensive Plan amendments are consistent with the goal and policies noted above.

Statewide Planning Goal 2: Land Use Planning. To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual basis for such decisions.

Albany Comprehensive Plan Chapter 9: Land Use Planning

Goal: Undertake Periodic Review and Update of the Albany Comprehensive Plan to ensure the Plan:

1. **Remains current and responsive to community needs.**
2. **Retains long-range reliability.**
3. **Incorporates the most recent and reliable information.**

4. Remains consistent with state laws and administrative rules.

Policy 2: Base approval of Comprehensive Plan amendments upon consideration of the following:

- a. Conformance with goals and policies of the Plan,
 - b. Citizen review and comment,
 - c. Applicable Statewide Planning Goals,
 - d. Input from affected governmental units and other agencies,
 - e. Short - and long-term impacts of the proposed change,
 - f. Public need for the change, and
 - g. **The amendments will best meet the identified public need versus other available alternatives.**
- 1.14 The proposed amendments incorporate the most recent and reliable information from adopted facility and master plans and adopt additional facility plans, master plans, and an urban renewal plan that have not yet been adopted as supporting documents, to ensure the Comprehensive Plan retains long-range reliability.
 - 1.15 The amendments propose to update and remove outdated content in the background summary, goals, policies, and implementation methods in Chapter 9, Land Use Planning, as well as Plates 9 and 11. The amendments also propose to remove Site 1 in the list of sites of special interest as the relevant information is included in the Albany Development Code.
 - 1.16 Input from the public and affected governmental units and other agencies was solicited as described in Finding 1.7 and 1.9, which are incorporated herein by reference.
 - 1.17 The proposed Comprehensive Plan amendments are consistent with the goal and policies noted above.

Statewide Planning Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces: To protect natural resources and conserve scenic and historic areas and open spaces.

Albany Comprehensive Plan Chapter 2: Special Areas

Historic and Archaeological Resources Goal: Protect Albany's historic resources and utilize and enhance those resources for Albany residents and visitors.

Albany Comprehensive Plan Chapter 7: Social Amenities

Aesthetics and Urban Design Goal: Improve Albany's image, livability, appearance, and design quality through aesthetic enhancement.

- 1.18 Amendments are proposed to the Historic and Archeological Resources background summary, policies, and implementation methods to update content with relevant information.
- 1.19 The Park Development section in the Aesthetics and Urban Design section of Chapter 7 is proposed to be removed and updates are proposed to the Miscellaneous Projects section to reflect ongoing enhancement projects throughout the city to be consistent with the city's 2021 Parks Master Plan.
- 1.20 The proposed Comprehensive Plan amendments are consistent with the goals noted above.

Statewide Planning Goal 7, Areas Subject to Natural Hazards: To protect people and property from natural hazards.

Albany Comprehensive Plan Chapter 2: Special Areas

Flood Hazards and Hillside Goal: Protect life and property from natural disasters and hazards.

- 1.21 Minor clarifying amendments are proposed to the Flood Hazards & Hillside section of Chapter 2.
- 1.22 The proposed Comprehensive Plan amendments are consistent with the goal noted above.

Statewide Planning Goal 9, Economic Development: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Albany Comprehensive Plan Chapter 3: Economic Development

- 1.23 The proposed amendments will update information to align with the current economic opportunities analysis and best practices, update implementation strategies and recommendations, and relocate the Land Use section of the chapter to Chapter 9.
- 1.24 The proposed Comprehensive Plan amendments are consistent with the Chapter 3.

Statewide Planning Goal 11, Public Facilities and Services: To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Albany Comprehensive Plan: Chapter 6: Public Facilities and Services

- 1.25 The proposed amendments will update the water sections of the chapter and adopt the City of Albany June 2024 Water Master Plan as a supporting document.
- 1.26 The proposed amendments will update the storm drainage sections of the chapter and adopt the City of Albany May 2021 Stormwater Master Plan as a supporting document.
- 1.27 The proposed amendments will update the wastewater system section of the chapter and add text indicating the City of Albany 1998 Wastewater Facility Plan was adopted as a supporting document and adopting the 2015 Wastewater Collection System Facility Plan as a supporting document.
- 1.28 The proposed amendments will update the solid waste, other utilities, police and fire protection services, and city support services sections of the chapter.
- 1.29 The proposed Comprehensive Plan amendments are consistent with Chapter 6.

Statewide Planning Goal 12, Transportation: To provide and encourage a safe, convenient, and economic transportation system.

Albany Comprehensive Plan –Chapter 5: Transportation

- 1.30 The proposed amendments will update outdated content in Chapter 5 to include the Albany Area Metropolitan Planning Organization (MPO) and outdated airport and transit plans.
- 1.31 The proposed Comprehensive Plan amendments are consistent with Chapter 7.

Statewide Planning Goal 13, Energy Conservation: Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

Albany Comprehensive Plan – Chapter 8: Urbanization

Energy Conservation Goal: Achieve efficient utilization of all types of energy and maximize the conservation of non-renewable resources.

- 1.32 The proposed amendments add a new goal and policies, implementation methods to the chapter providing updated information to align with current city practices.
- 1.33 The proposed Comprehensive Plan amendments are consistent with Chapter 8.

Statewide Planning Goal 14, Urbanization: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Albany Comprehensive Plan –Chapter 8: Urbanization

Goal 1: Achieve stable land use growth which results in a desirable and efficient land use pattern.

Policy 2. Discourage low-density sprawl development within the unincorporated portion of the Urban Growth Boundary that cannot be converted to urban uses when urban services become available.

Policy 15. Encourage land use patterns and development plans which 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 which increase the efficiency of energy use.

- 1.34 The proposed amendments add Central Albany Area content from Chapter 4 and the Urban Renewal Plan for the Central Albany Revitalization Area as a supporting document and removes the 'S' from the residential zone titles to be consistent with recently proposed amendments.
- 1.35 The proposed Comprehensive Plan amendments are consistent with Chapter 8.

Statewide Planning Goal 15, Willamette River Greenway: To Protect, conserve, enhance and maintain the natural, scenic, historic, economic, and recreational qualities of the Willamette River, its banks, and adjacent lands.

- 1.36 Outdated information is proposed to be removed from the Special Areas background summary.
- 1.37 The proposed Comprehensive Plan amendments are consistent with the chapters and goals noted above.

CONCLUSIONS

- 1.1 The proposed Comprehensive Plan text amendments are consistent with the Comprehensive Plan policies and the Statewide Planning Goals. The proposed amendments provide updated content and adoption of facility and master plans that have not yet been adopted as a supporting document to the comprehensive plan.
- 1.2 Based on the above analysis, this review criterion is met.

Criterion 2: A legislative amendment is needed to meet changing conditions or new laws.

FINDINGS OF FACT

- 2.1 The proposed Comprehensive Plan text amendments are needed to ensure the Plan and its policies are current and consistent with statewide planning goals and community needs.
- 2.2 Updating the Plan to include all adopted city facility and master plans will incorporate current policies to guide planning decisions.

CONCLUSIONS

- 2.1 The proposed Comprehensive Plan text amendments are needed to ensure policies in the Plan are current and consistent with changing conditions and new laws.
- 2.2 Based on the above analysis, this criterion is satisfied.

Overall Conclusions

Based on the analysis in this report, the proposed Comprehensive Plan amendments meet the applicable review criteria as outlined in this report.

The Planning Commission has two options with respect to the proposed Comprehensive Plan amendments:

Option 1: Recommend that the City Council approve the amendment request as presented; or

Option 2: Recommend the City Council approve the proposed amendments as modified by the Planning Commission.

Staff Recommendation

Based on the staff recommendation, the following motion is suggested:

I move that the Planning Commission recommend that the City Council approve the proposed Comprehensive Plan amendments detailed in planning file CP-03-24.

This motion is based on the findings and conclusions in the January 23, 2025, staff report, and the findings in support of the application made by the Planning Commission during deliberations on this matter.

Attachments

Exhibit A: Albany Comprehensive Plan Amendments

Acronyms

DLCD	Oregon Department of Land Conservation and Development
LUBA	Oregon Land Use Board of Appeals
OAR	Oregon Administrative Rule
ORS	Oregon Revised Statutes

PLAN INTRODUCTION

Albany is located in the approximate geographic center of the Willamette Valley and straddles the Willamette River, with portions of the city in Benton and Linn Counties. Its ideal location between the Cascade and Coast mountain ranges, location on Interstate 5 and between the state's major metropolitan areas and also on U.S. Route 20 has brought many changes to the community over time. ~~Periods of rapid growth, such as that experienced between 1960 and 1980 and in the mid-1990s, and the annexation of North Albany in 1991, have brought about the need to rapidly and efficiently provide necessary services. Periods of slowed economic growth have added a new challenge: finding ways to continue to provide high quality services as well as pay for these needed services and plan for future growth.~~

~~Albany's population is expected to grow from 54,935 in 2020 to around 72,000. By the year 2020 2040, it is projected that Albany will be home to 53,000 people according to Portland State University's 2017 population projections.~~ These ~~people-residents~~ will need housing choices and will earn their livelihood, shop and enjoy the city's amenities. What will Albany be like in twenty years? Or even five years? What will be the needs and concerns of the city and its residents? The Albany Comprehensive Plan is an effort to shape and guide the development of the city in a positive and productive manner. The success of this effort depends on the ability of Albany's citizens and leaders to envision the future and prepare for its challenges.

PURPOSE

The Albany Comprehensive Plan is the City of Albany's most significant expression of the community's values, image, and goals for the future. It helps manage expected population and employment growth through a set of goals, policies and implementation measures that align with the community's vision. The Plan directs all activities related to land use and the future of natural and man-made systems and services in the city and it provides a framework for making better decisions about the uses of land and its resources. It is a guideline for both short- and long- term development. The Plan identifies existing assets, problems, and needs in the community; it projects future conditions; and it sets forth City policy for dealing with these elements. Also adopted are implementation methods that suggest the means to implement policy statements.

The Plan is intended for use by local officials, people with development interests, neighborhood community groups, state and federal agencies, and citizens of all interests. ~~The Plan provides interesting and factual information about community under numerous topics ranging from wildlife to economic development. But it~~ is essential to recognize that the Plan is comprehensive and has no parts that can be viewed without consideration of interrelationships with other areas of the Plan.

Change is an inherent part of any community. To keep the Plan responsive to changing conditions, it needs to be periodically updated. State law also recognizes this fact and requires jurisdictions to periodically review and update their Comprehensive Plans. The City of Albany first initiated review and update of the Plan in August 1987. The City began the second required review of the background data in 1998, and completed the state required Plan updates by 2012. Certain chapters of the plan have been updated to reflect housing and employment projections and needs and associated city facility needs. with Plan updates in 2002. This Plan complies with this state mandated review and has been updated and modified to address changes in circumstances, Oregon

~~Administrative Rules (OAR), state and federal regulations, citizen concerns, intergovernmental agency review, and City Council direction.~~

~~It can be anticipated that this Revised Comprehensive Plan will also need to be updated periodically (every 5-7 years).~~ New values, concerns and opportunities will need to be incorporated into the plan over time. This continuing cycle of review and update will assist in making the Comprehensive Plan and the planning process more reflective of the needs, desires, and goals of Albany's citizens.

PLAN FORMAT IMPLEMENTATION

The Plan occupies the center stage for directing Albany's future, but other planning documents are equally important. The foundation of the Albany Comprehensive Plan are the supporting documents, such as the Housing and Residential Land Needs Assessment and the Economic Opportunities Analysis, and city facility plans. is the Background Reports. These documents provide specific and detailed information on each of the statewide Land Use Planning Goals applicable to Albany. The Background Reports provide the factual basis from which all the Plan statements are derived. The Background Reports will be updated periodically and will be used as the basis again for updating and revising the Plan.

Of course, the Background Reports and the Comprehensive Plan have little value unless the ideas expressed in them are put in a format that accomplishes these ideas. The most important document affecting the future quality of the city is the Development Code. The Development Code outlines procedures and standards used in the review of new development and modifications to existing development. By adopting specific development standards, all development efforts will continue to enhance the viability and aesthetic quality of the community.

~~The Comprehensive Plan document is divided into four parts. Chapter One addresses the environmental setting of the community, including its natural resources and special features, aesthetic qualities, limitations on development and special areas (historic resources, Willamette River Greenway, and wetlands).~~

~~Chapter Two deals with community needs; both now and in the future. The chapter addresses population projections, economic development, housing, transportation, public services, and social amenities.~~

~~Chapter Three discusses the growth management process and sets forth City direction to effectively deal with growth and redevelopment. Chapter Three also considers such areas as siting characteristics, energy conservation, and citizen involvement.~~

~~Chapter Four discusses the Urban Growth Boundary, land use and zoning designations and other community design features. The Plan narration constitutes findings that are adopted in support of Plan goals, policies, implementation methods, and recommendations.~~

DEFINITIONS AND OBLIGATIONS OF PLAN STATEMENTS

Plan statements (goals, policies, implementation methods, and recommendations) identify the intent of the City to accomplish certain results. The different types of statements vary in specificity, with goals being the most general and implementation methods being the most specific. The City's obligation under these statements also varies according to the type of statement.

All of the Plan statements relate to each other. The Goals are tied to supportive policies. The policies, in turn, are supported by implementation methods. It is not necessary for an implementation method to be based on a specific policy as long as it supports a goal statement.

The Comprehensive Plan is the general guide for the City for all activities relating to land use. Several other facts must also be recognized:

1. It is not the only document establishing City policies and planning activities.
2. If a project or process is not discussed in the Plan, the City may still take appropriate action to address it. However, the Plan should be amended where applicable in this circumstance.
3. Although the Plan does not specifically address disaster situations (floods, fire, broken utility lines, etc.), City responsibility for safety and public health may occasionally require emergency actions that would otherwise require adherence to specific permit requirements and findings of Plan compliance.

GOAL

Definition - A general statement indicating a desired end or the direction the City will follow to achieve that end.

Obligation - The City cannot take action that opposes a goal statement unless:

1. It is taking action that clearly supports another goal.
2. Findings indicate that the goal being supported takes precedence (in the particular case) over the goal being opposed.

POLICY

Definition - A statement identifying a course of action or City position. Although more specific than goals, policies usually do not explain the exact method of implementing a goal.

Obligation - The City must follow relevant policy statements in making a land use decision or show cause why the Comprehensive Plan should be amended consistent with statewide goals. Such an amendment must take place following prescribed procedures prior to taking a land use action that would otherwise violate a Plan policy. However, in the instance where specific Plan policies appear to be conflicting, then the City must seek solutions that maximize each applicable policy objective within the overall content of the Comprehensive Plan and in a manner consistent with the statewide goals. In balancing and weighing those statements, the City can refer to general categories of policies and does not have to respond to each applicable policy. Also, in this weighing process, the City must consider whether the policy contains mandatory language (e.g., shall, require) or more discretionary language (e.g., may, encourage).

IMPLEMENTATION METHOD

Definition - A statement that outlines a specific City project or standard to implement a goal or policy. Projects are statements that would require expenditure of funds and/or staff time, are specific as to what is to be done, and have a starting and ending point. Standards are statements indicating a proposed regulation or guideline.

Obligation - Completion of any project will depend on a number of factors such as specific City priorities, City financing, grant availability, etc. The City must periodically review project statements as part of a process to determine a priority list of projects to be completed. The list can be any length, and inclusion of an item on the list does not obligate the City to complete that project within the time period allocated.

Since implementation methods are suggestions to future City decision-makers to implement the goals and policies set forth in the Plan, the listing of any particular implementation method in this Plan does not, by virtue of the listing alone, obligate the City to undertake any particular implementation method.

Standards will be incorporated into City regulations and policies by separate action, given the constraints of staff time and City priorities, and will not be put into effect by virtue of this Plan alone.

It may not be necessary for the City to incorporate a specific implementation method where it can be demonstrated that an alternative action or no action at all will better or equally accomplish the intent of the related goals or policies.

The list of implementation methods is not exclusive, and the City will always have the power to adopt alternate methods for implementing the Plan's goals and policies.

RECOMMENDATION

Definition - A statement that identifies a recommended course of action, position, or implementation method for a non-city organization.

Obligation - The recommendation section of the Plan allows the City an opportunity to express courses of action, ideas, and programs that the City would like to see implemented or to better facilitate existing programs. These statements are not binding upon other agencies but provide a forum for stating City direction and action. [Ord. 5543, 10/23/2002]

CHAPTER 2: SPECIAL AREAS

GOAL 7: FLOOD HAZARDS & HILLSIDES

HAZARDS BACKGROUND SUMMARY

FLOOD HAZARDS

Flooding is a serious natural hazard in the Albany area with its effects ranging from simple annoyance to loss of life and property. The annual flood season extends from October to April with the majority of floods occurring during December and January when saturated soils and rivers can no longer handle the overland runoff from the heavy winter rains.

Each of the three major waterways, the Willamette and Calapooia Rivers and Oak Creek, have experienced major floods and many smaller floods within the past century. Since 1878, there have been 13 major floods on the Willamette as high or higher than the 1964 flood elevation. Upstream flood control dams regulate the peak flood crest elevation but do not reduce the chances of major flooding, although the chances of smaller floods have been reduced.

Approximately 24 percent of the land within the Albany Urban Growth Boundary is within the 100-year floodplain. Floodplains within the Albany Urban Growth Boundary are mapped on Plate 5 in Chapter 4. A 100-year flood has a one percent chance of occurring in any one year and its floodplain is used to determine the base flood levels and flood prone area. The Federal Emergency Management Agency provides the City with mapped floodplain data which is periodically updated as circumstances change.

For floodplain management purposes, the floodplain is divided into the floodway and the flood fringe. The floodway is defined as the minimum area needed for the passage of flood waters in order that flood heights upstream are not increased beyond an acceptable amount. In Albany, the floodway is the channel and adjacent land areas which must be reserved in order to discharge the 100-year flood without cumulatively increasing the water surface elevation more than one foot. The flood fringe is that area bordering the floodway subject to flooding but not contributing appreciably to the passage of flood flows.

The City of Albany joined the National Flood Insurance Program (NFIP) of the Federal Emergency Management Agency in 1985. NFIP requires participating communities to adopt land use controls that meet the minimum requirements of the program. Participation in the program by local jurisdictions enables property owners to obtain federally subsidized flood insurance and makes the area eligible for federal disaster relief if extensive damages ever occur.
[Ord. 5746, 9/29/2010]

The City also participates in the Community Rating System (CRS) program of NFIP. CRS is an optional program that rewards communities that implement programs that exceed the minimum standards of NFIP by providing discounts to residents in participating communities. The City of Albany joined the CRS program in 1991. The more the City does to protect the community from flooding, the higher the discount residents and businesses are able to get on their flood insurance (up to 45%).
[Ord. 5746, 9/29/2010]

Historically, there have been three major flood hazard areas within the Urban Growth Boundary, each with different problems and characteristics. The east Albany area was subject to ponding because of flow restrictions occurring on Cox, Burkhart, and Truax Creeks. The Soil and Water Conservation District implemented flood control improvements on these drainageways which removed the flooding problem. The remaining problem areas are the floodplains along the Willamette River, particularly within North Albany and the floodplains along the Calapooia River and Oak Creek in South Albany. Improvement of the Oak Creek drainageway is being evaluated by the Soil and Water Conservation District but no project has been scheduled.

A large proportion (27 percent) of North Albany is within the floodplain, much of which was already developed

when it was annexed into the City in 1991. During flood times, emergency and service vehicles cannot reach areas in North Albany because access roads are flooded and inaccessible.

There is little development on the floodplains along the Calapooia River and Oak Creek in South Albany. Increased development costs and flooding have served as a sufficient deterrent; but as the community develops, these floodplains will see increased development pressure. (Note: no projects have been identified within the floodway, ~~floodplain~~, or channel.)

Encroaching on the floodplain by filling, ~~or~~ with buildings, or with other structures decreases the area available for the conveyance of excess water. Such filling may increase both upstream and downstream flooding or displace floodwaters onto land which is not within the floodplain. Buildings and bridges within the floodway may dam floodwaters and cause higher flood stages and create upstream inundation. The removal of vegetation along riverbanks and in the floodplain increases the likelihood of erosion damage.

Future floodplain levels can never be exactly predicted, and the Army Corps of Engineers periodically updates flood level information as new studies and information becomes available. As this information is provided, it will be incorporated into the City's information base and appropriate land use regulations will be applied.

HIGH WATER AND PONDING

The clay-rich soils and generally flat topography found within the Albany Urban Growth Boundary combine with the alternating wet/dry weather cycle to produce poor drainage conditions throughout the area. These soil conditions result in ponding, a high-water table, and some localized flooding during the winter which poses limits to construction methods and septic tank use. Disturbance of the natural drainage patterns and the removal of protective vegetative ground cover by urban development and upstream agricultural and forest practices have aggravated these soil conditions and have increased surface runoff.

Generally, soils within the Albany area are of low permeability. The infiltration rate of rainwater is slow and flat surfaces provide no natural gradient for the resulting overland runoff. Ponding occurs when soaked soils can no longer absorb heavy amounts of rainwater or when the rising groundwater table has actually surfaced. Buoyancy associated with a high groundwater table can crack basements, lift swimming pools, and cause underground storage tanks to surface.

Nearly all of the area's soils are subject to severe shrink-swell limitations. These clay soils dry out and crack in summer months and then with the first winter rains swell shut and become impermeable, thus increasing surface runoff. These shrinking and expanding soils provide poor foundations for large structures and promote caving-in of deep excavations. Building foundations must be designed to resist swell pressures.

There are fourteen drainage basins within the urban growth boundary area. Four of these basins are within the North Albany portion of the Urban Growth Boundary while the remaining ten encompass the remainder of the Urban Growth Boundary. The Oak Creek drainage area, containing four basins, extends into the foothills beyond the cities of Lebanon and Sodaville. Periwinkle Creek is one of the largest and most developed drainage areas within the Urban Growth Boundary area. This area is divided into four basins. The Truax, Burkhart and Cox Creek basins are currently largely undeveloped, with the majority of the basins outside the Urban Growth Boundary. The Calapooia River Basin is located in the western area of the Urban Growth Boundary.

GOAL 7: FLOOD HAZARDS & HILLSIDES

GOALS, POLICIES, & IMPLEMENTATION METHODS

GOAL

Protect life and property from natural disasters and hazards.

POLICIES

1. Continue to participate in the National Flood Insurance Program and comply with applicable standards.
2. Review any development that could potentially affect the floodway or increase the area subject to the Special Flood Hazard Area (100-year floodplain), ~~unless otherwise exempted.~~

[Ord. 5746,

9/29/2010]

3. Restrict new development (including fencing, grading, fill, excavation, and paving) from locating within floodways that would result in an increase in base-year flood levels. If it can be determined that there will be no increase in base-year flood levels, then the following uses may be considered: [Ord. 5746, 9/29/2010]
 - a. Public and private parks and recreational uses.
 - b. Other uses, which would not involve the construction of permanent or habitable structures.
 - c. Water-dependent structures such as docks, piers, bridges, and floating marinas.
4. Concurrent with new development, and when appropriate, secure dedications and easements adequate for channel maintenance and conveyance of storm water along natural drainageways and where identified on adopted master plans, secure easements for public open space, and future recreation use along all floodways and natural permanent drainageways.
5. Recognize that development within areas subject to flooding is subject to regulations to protect life and property and that certain types of development may not be allowed.
6. Ensure that development proposals in the flood fringe and adjacent to drainageways are consistent with Federal Emergency Management Agency (FEMA) and other applicable local regulations in order to minimize potential flood damage. Development proposals in areas subject to flooding may be reviewed according to the following criteria:
 - a. Proposed development activities shall not change the flow of surface water during flooding so as to endanger property in the area. Special engineering reports on the changes in water flow and potential damage which may be caused as a result of proposed activities may be required. If necessary, local drainage shall be improved to control increased runoff that might increase the danger of flooding to other property.
 - b. Impacts on significant fish and wildlife habitat have been considered and appropriate protection measures included in project design.
 - c. Problems of ponding, poor drainage, high water table, soil instability, or exposure to other flood hazards have been identified and mitigated. Evaluations and mitigating measures shall be based on a base year flood and wet season characteristics.
 - d. If adjacent to a designated floodway, the development shall be designed to use the natural amenities of the floodway including open space, scenic views, and vegetation in accordance with an approved site plan.

7. Locate and construct all public utilities and facilities such as sewer, gas, electrical, and water systems to minimize or eliminate flood damage. Require that new or replacement water supply systems and/or sanitary sewer systems be designed to minimize or eliminate infiltration of flood waters into the systems and discharges from the systems into flood waters and require on-site waste disposal systems to be located to avoid impairment of them or contamination from them during flooding.
8. Locate and construct critical facilities to minimize or eliminate flood damage and to facilitate emergency operations. Critical facilities include, but are not limited to schools, nursing homes, hospitals, police, fire and other emergency responders, and installations that produce, use or store hazardous materials. Construction of new critical facilities shall be permissible within the SFHA if no feasible alternative site is available. New critical facilities must be floodproofed to ensure that toxic substances will not be displaced by or released into floodwaters. Access routes elevated to or above the level of the base flood elevation shall be provided to all critical facilities to the extent possible. [Ord. 5746, 9/29/2010]
9. Ensure that any filling or construction within the floodplain meets the following criteria:
 - a. Require that a floodplain development permit is issued prior to any grading, fill, excavation, or paving activity, ~~unless otherwise exempted,~~ and that all grading, fill, excavation, or paving is engineered and compacted to applicable standards. Grading, fill, excavation, or paving areas for dwellings shall have engineering certification that loading rates are adequate for dwellings. [Ord. 5042, 4/14/1993; Ord. 5746, 9/29/2010]
 - b. The lowest finished floor elevation shall be built at least one (1) foot above the base-year flood level. Special engineering reports or structural work may be required.
 - c. Require property owners or developers to file an elevation certification approved by the local community permit official, registered professional engineer, architect, or surveyor indicating elevation of the surrounding grade ~~and the~~ ~~or~~ lowest habitable floor (including basement) of all new residential structures. This information shall be maintained to indicate compliance with Federal Emergency Management Agency (FEMA) regulations.
10. For construction, remodeling, or major repairs to structures (including prefabricated and mobile homes) within the floodplain, review building permits to ensure that:
 - a. Building location and grading are designed to protect the structure during a base year flood.
 - b. Construction materials and utility equipment are resistant to flood damage.
 - c. Construction methods and practices will minimize flood damage.
 - d. Where appropriate, structures are designed or modified to prevent flotation, collapse, or lateral movement of the structure.
11. Development approval within the flood fringe shall be reviewed to protect property and public safety and significant natural values.
12. The City may provide density bonuses which encourage the protection and preservation of flood fringe areas.
13. Prior to annexation of hillside areas, adopt hillside development regulations for slope areas in excess of 12% in order to protect against geologic mass movement, excessive erosion and storm water runoff, and protection of important natural vegetation.
14. Require land divisions and planned developments in slope areas to: [Ord 5042, 4/14/1993]
 - a. Minimize cut and fill requirements.

- b. Ensure that the location and design of streets, structures, and other development give full consideration to natural contours, drainage patterns, and vegetation features of the site.
 - c. Protect against temporary and long-term erosion.
 - d. Control storm drainage to minimize the amount and rate of storm water flowing onto adjacent property and city streets.
15. The City may reduce standard densities (increases in minimum lot sizes and lot area per unit) and alternatively encourage cluster development through the PUD process, with greater slopes receiving the greater density reduction and cluster development incentive.
 16. Encourage open space alternatives to urban level development in areas subject to flooding such as park and recreation areas, agriculture, natural areas, and wildlife habitat.
 17. Within the city limits portion of the Urban Growth Boundary, maintain regulations pertaining to excavation and grading.
 18. When approving development in the flood fringe follow FEMA guideline that states: "In mapping a floodway it is assumed that all floodplain areas outside the floodway will eventually be filled in or otherwise obstructed. Consequently, there is no need for a case-by-case hydraulic analysis of each proposed development in the fringe areas." (Source: FEMA, The Floodway: A Guide for Community Permit Officials). [Ord. 5042, 4/14/1993]

IMPLEMENTATION METHODS

1. Define floodway, floodplain, and open space zoning boundaries on 1" to 100' topographical maps and adopt them as the official floodplain maps.
2. A floodplain development permit shall be obtained before construction or development begins in the Special Flood Hazard Area (100-year floodplain) that could result in an increase in base-year flood levels, ~~unless otherwise exempted~~. [Ord. 5746, 9/29/2010]
3. Periodically hold workshops involving local realtors, developers, government officials, and property owners to provide information about city and federal flood management regulations.
4. Adopt Chapter 70 of the Uniform Building Code, modifying the Code, if necessary, in minimal slope areas. Ensure structures and site development comply with relevant building and grading requirements.
5. Require contractors to identify approved fill sites for disposing of material used for public works projects.
6. Require proposed hillside development to provide for the preservation and, if possible, enhancement of the site's natural features during all phases of the design and development process. This includes consideration of soils, vegetation, hydrology, wildlife habitat, views, and visual orientation, both from the site and to the site, and unusual or unique natural features.
7. Revegetate any exposed soil not under continuous construction and on slopes which are greater than 20% slope with temporary or permanent vegetation such that it is not left exposed for more than 60 days in the period between October 1 and April 1.
8. Revegetate any exposed soil which is greater than 20% slope in a manner to re-establish vegetation within a 6-month period from issuance of a Certificate of Occupancy. If irrigation is not provided, then the exposed soil must be planted with species which can survive without irrigation. Vegetative cover or any alternative cover (rock, masonry, etc.) must be maintained in perpetuity.

9. In all slope areas, collect, control, and direct all impervious surface drainage from roofs, driveways, and parking areas to a City storm drain or other City-approved drainage system.
10. Require that all excavation and fill work and structural foundation work be approved by a registered engineer whenever the slope is greater than 30% or where there exists probability of geologic hazards such as perched water tables and/or landslide areas. Where appropriate, such approval shall include information from a soils engineer and engineering geologist.
11. Increase minimum lot sizes (or minimum lot area per unit) on hillside areas, allowing higher densities for cluster developments approved through Planned Development as outlined in the following table:

<u>Slope %</u>	<u>Standard Dev.</u>	<u>(RS 6.5 Lot)</u>	<u>PUD Devel.</u>	<u>(RS 6.5 Avg)</u>
13 to 20	1.25	8125	1.00	6500
21 to 25	1.50	9750	1.15	7475
26 to 30	2.00	13000	1.40	9100
31 & above	3.00	19500	2.00	13000

12. Review development proposals in areas subject to flooding on the basis of adopted flood regulations. [Ord 5042, 4/14/1993]
13. If applicable, apply conditions of approval for development within the flood fringe such as:
 - a. Regulations of site grading, including measures to balance cut and fill.
 - b. Protection of significant open space areas, wildlife habitat, and existing vegetation.
 - c. Dedication of public access, rights of way, or easements.
 - d. Channel improvements and stabilization.
 - e. Special construction or construction measures such as flood proofing.
14. As a part of a Storm Water Drainage Master Plan for North Albany, identify, as needing protection, key swales and drainages that serve a vital role in the overall storm water drainage and flood water management system in North Albany. [Ord 5042, 4/14/1993]

GOAL 15: WILLAMETTE RIVER GREENWAY

SPECIAL AREAS BACKGROUND SUMMARY

In the 1800s, Albany was a major steamboat landing on the Willamette River. The river was a vital link to the rest of Oregon and the world. Through Albany, the region marketed its products. It was access to the river which first made Albany a successful regional trade center. Many of Albany's early homes and downtown commercial buildings are elegant reminders of the city's prosperous river trade era. With the coming of the railroads, development of the automobile, and an extensive system of roads, the commercial importance of the river declined. This decline also resulted in the city's attention turning away from the river. For many years Albany's riverfront was neglected. ~~Fires and neglect destroyed the abandoned warehousing and commercial buildings along the river. The river front and it~~ became an unattractive and inhospitable place.

Today, Albany has focused once again on the Willamette River as a significant community asset. Recent Park development, land acquisition, and downtown planning and development utilize the Willamette River and the Greenway as primary design and aesthetic elements. The City is the largest landowner within Albany's Greenway Boundary. About 75% of the land along Albany's riverfront is in public ownership. Most of this land has been designated as public park land including Monteith Riverpark, Bryant Park, and Bowman Park. Together, these facilities comprise a total of 120 acres of which 70 acres are developed for park purposes. During 1982-84, Albany acquired 70 acres of undeveloped State park land and entered into a long-term lease with the Oregon Department of Transportation for an additional 30 acres of State Highway right-of-way. Together, these properties comprise a continuous one and one-half miles of the Willamette River's north bank, directly across from Albany's downtown. ~~Future plans for this property call for river access and boat launching opportunities, picnicking and other day use activities, nature trails, bank landings, and primitive campsites for boaters.~~ These parks are near residential areas and provide Albany residents with the opportunity for easy river access.

Albany and the surrounding area's opportunities for access and utilization of the river are enhanced even more by the presence of Bowers Rock State Park (455 acres of undeveloped property) one-half mile upriver from Bryant Park. This property was acquired by the Oregon State Parks Division in 1972 and was intended to be developed as a regional park. Bowers Rock presents the opportunity for Albany to expand the potential of its river front park system by linking it to a regional park facility. Current plans propose hiking, bicycle, and equestrian trail linkages between Albany's Greenway parks and Bowers Rock State Park. Besides parks and open space, other land uses within the Greenway include residential, industrial, and downtown commercial uses, parking lots, warehousing, and outside storage.

The City has also pursued a patient policy of public easement acquisition for other properties along the river. Today, Albany only needs to acquire easements along six city blocks to either have easements or own all the property along Albany's riverfront. Plans propose a river front pedestrian bicycle trail linking Bowers Rock State Park and Bryant Park to the west with Bowman Park to the east. This river front trail would connect to other bicycle paths running through Albany's residential areas. Currently, the unbridged Calapooia River is the only gap between Bryant Park and Albany's downtown Monteith Riverpark.

Most of Albany's parkland, including that on the north bank, is within either the floodway or 100-year floodplain of the Willamette River and is subject to seasonal flooding. There are no identified ecologically fragile areas, aggregate resource sites, or timber resources within the Albany Greenway Boundary. However, it is possible that some of these sites may exist, because to date no inventory of these resources has been done. All the area within the floodway boundary and a good portion of the 100-year floodplain has been identified by the U.S. Fish and Wildlife Service as having wetland values and characteristics. Most of the natural vegetation along the river is riparian in character and consists of a band of cottonwood, willow, alder, and

other water-tolerant tree species with an associated understory of riparian grasses and shrubs. This vegetation is essential for wildlife habitat and the scenic quality of the Willamette River.

Man-induced changes along the Willamette River; including vegetation removal, aggregate extraction, and filling of lowlands; can threaten the character and quality of the Greenway. Particularly dangerous is the prospect of erosion resulting from bank and channel alteration and vegetation removal. Along the Willamette and Calapooia Rivers, there is evidence of significant erosion that was caused by the past application of these practices.

Albany has adopted a Willamette Greenway Boundary in coordination with the Oregon Parks Division. Land use activity within the Greenway is managed through the application of a Greenway Conditional Use Permit. This process ensures that development takes place in a manner that is compatible with Greenway values and goals. The Albany Greenway Boundary is mapped on the Albany Comprehensive Plan Map.

GOAL 15: WILLAMETTE RIVER GREENWAY

GOALS, POLICIES, AND IMPLEMENTATION METHODS GOAL

Protect, conserve, enhance and maintain the natural, scenic, historic, economic, and recreational qualities of the Willamette River, its banks, and adjacent lands.

POLICIES

1. Maintain and enhance the natural vegetative fringe along the banks and terraces of the river through establishment of special setbacks and other available means in order to protect wildlife habitat, provide food and shelter for fish, mitigate erosion and flood damage, and provide scenic character.
2. Encourage the use of vegetation, for bank stabilization as a preferable alternative to rock riprap or concrete revetments except in those cases where water velocities, bank steepness, etc. make the use of vegetation for this purpose impractical.
3. Encourage the protection, rehabilitation, and restoration of historic sites and structures within the Greenway boundary.
4. Continue to acquire land and public access easements in order to protect the natural resources qualities of the Greenway and provide continuous public access along Albany's riverfront through the development of recreation trails and park sites in accordance with adopted recreation plans. Easements shall be acquired in a location with ample area to allow the development of bike and pedestrian trails along the river. Easements shall, when possible, extend to the low water line.
5. Utilize the potential of the Willamette River Greenway to promote events and activities that attract tourism and to enhance Albany's livability.
6. Protect and preserve the natural and scenic qualities of the publicly owned properties along both banks of the Willamette to provide for future recreation opportunities and other uses compatible with Greenway values.
7. Allow water-dependent uses (those that can be carried out only on or adjacent to water areas), and water-related uses (those uses which are directly associated with water-dependent uses or waterway uses) that provide a needed public service, to locate within the Willamette River Greenway setback areas when other Greenway standards have been met.
8. Provide development incentives and otherwise encourage water-oriented, water-dependent, and water-related uses such as public parks, boat launches and landings, restaurants, and other community-related activities whose use is enhanced by views and access to the river, subject to applicable setbacks and other standards that preserve Greenway values.
9. Where private property is adjacent to public use areas, establish measures to minimize trespass, vandalism, and other adverse effects.
10. Coordinate review of Greenway or Willamette River development projects with other appropriate state and federal agencies including the Oregon Division of State Lands and the Army Corps of Engineers.

IMPLEMENTATION METHODS

1. Develop a Willamette Riverfront-Greenway Master Plan for the Albany area that outlines a range of recreation development alternatives that can be developed in a manner consistent with Willamette River Greenway values.
2. Support public and private efforts to develop a pedestrian-bicycle bridge access between Monteith Riverpark and Bryant Park to enhance recreational use and enjoyment of the Greenway.
3. Develop an acquisition program that includes required easement dedication for all new developments with Willamette River frontage, gifts and donations, purchase, land trades, etc., to obtain land and easements to:
 - a. Preserve and enhance the character of the Willamette River and Greenway.
 - b. Provide public access and recreational enjoyment of the river.
 - c. Develop a continuous and connected system of riverfront parks and bike paths.
4. Utilize the Greenway Conditional Use process to review all new developments within the Greenway boundary to assure that the Greenway goals and policies are achieved.
5. For new development, changes, or intensification of use; develop special regulations concerning landscaped area, open space, or vegetation between the activity and the river to mitigate the impacts of new development on the Greenway.
6. Develop a system of density bonuses and other incentives for those developments that dedicate lands within the Greenway Boundary for public use and enjoyment.
7. During each Plan periodic review and update, review the Willamette River Greenway Boundary and related provisions of the Development Code with the Oregon State Parks Division, to determine their effectiveness in protecting and enhancing Greenway values.

RECOMMENDATIONS

1. Encourage the Oregon Parks Division, State Marine Board, and Benton County to participate with the City of Albany in the development of the State Highway Division right-of-way and Tadena Landing properties as a river-oriented recreation site. Development options include, but are not limited to:
 - a. River access and boat launch opportunities.
 - b. Nature trails and associated interpretive facilities.
 - c. Landings and primitive campsites for Willamette River boaters.
 - d. Picnicking, day use areas.
2. Encourage public development of Bowers Rock State Park as a regional recreation facility.
3. Encourage the State of Oregon and surrounding jurisdictions to work with the City of Albany to plan for and implement a system of interconnected recreation trails along the Willamette Greenway.

GOAL 5: OPEN SPACES, SCENIC & HISTORIC AREAS, & NATURAL RESOURCES

HISTORIC AND ARCHAEOLOGICAL RESOURCES BACKGROUND SUMMARY

No less intangible but far less renewable than most natural resources, Albany's historic resources are an important asset to the citizens of Albany and Oregon. The historic cityscape, which Albany's citizens encounter every day, is valuable because it gives people a sense of permanence and continuity - a sense of place.

A community's image of itself is important in sustaining both its economic health and the well-being of its citizens. A poor image will not attract new industries or commercial businesses nor stimulate civic pride. By emphasizing its historic landscape, Albany can enhance its image and offer an attractive tourist setting.

Albany's historic landscape represents a vital, irreplaceable heritage of traditions. It is a unique collection of structures representing every stage of Albany's growth and mirroring Oregon's distinctive cultural history. ~~There are Some 379 primary approximately 273~~ historic ~~contributing~~ buildings built prior to 1900, ~~plus with a total of 360-774 secondary buildings built after 1900 but before 1915~~ historic buildings built before 1946 ~~located in one of the four historic districts or listed on the local historic inventory, exist within one commercial and two residential historic districts in a 190-block core area along the waterfront. An additional 100 historic structures of equal quality are scattered throughout the city. The majority of historic structures are concentrated in the Hackleman, Monteith, and Downtown Commercial Historic Districts, with the rest of the historic structures scattered throughout the City.~~

The Monteith, Hackleman, Airport, and Downtown Commercial Historic Districts have achieved national recognition by being placed on the National Register of Historic Places, the nation's official list of cultural resources worthy of preservation. A number of individual buildings within the city are also on the Historic Register. Together, these historic districts provide a visual span of Albany's history from 1848 to ~~1915~~1945; from the time of its first settlement through its years of growth as a river port and commercial trade center, to World War II. More significant than the number of buildings, however, is the architectural quality of the structures in Albany representing virtually every style and type of house ever built in the Northwest. The commercial district contains every major commercial style of the Victorian era and claims one of the finest cast-iron facades (Blain Building). The Historic Albany Municipal Airport is also the longest operating airport in Oregon and was the site of the initial flight of the first aircraft built in the state (1910).

Albany's citizens have shown an interest and commitment to historic preservation. The City recognizes that a preservation program can recycle older structures to preserve their quality craftsmanship, make residential and commercial property more valuable, create an attractive tourist setting, and reduce energy needs. ~~Because of their lack of insulation, historic structures offer the greatest potential for reducing energy use within the city. It has been estimated that by weatherizing these homes to the 1980 Building Code standards, 70 percent of their annual heating costs can be saved.~~

~~The City funded and completed an historic building survey and compiled material for nomination of the three districts to the National Historic Register. Altogether, the combined data of architectural and historic descriptions, mapping, and photography, create the only complete street-by-street house inventory in Oregon.~~

Citizen groups have been energetically involved in the process of establishing the historic districts, and they have developed a number of support projects including historic home tours, fund raising for restoration of the Monteith House (the original home of Albany's founders), and the ~~establishment of a Preservation Resource Center~~ purchase and restoration of the Cumberland Church. In addition, a Landmarks Commission (previously known as the Historic Advisory and Museum Commission and Landmarks Advisory Commission) was created, whose functions include the development of educational and funding programs to protect the city's historic resources.

There has been no intensive archaeological site survey within the Albany Urban Growth Boundary, although the potential exists for an abundant concentration of prehistoric sites. Archaeologists believe the Albany area was a central camp site for a band of Kalapuyan Indians because of its easy access to major waterways for transportation and fishing and to the prairie land for small game and camas roots.

State and federal laws prohibit tampering with native Indian cairns and graves and require re-internment of discovered Indian remains, while permitting archaeological study of sites. In addition, State law "authorizes state, county, city, or park and recreation districts to acquire conservation or scenic easements to preserve or maintain all or part of natural or existing state historic sites..." An archaeological site can be registered with the National Historic Register, giving it some degree of protection from destruction just by acknowledging its existence.

More detailed information on historic and archaeological resources can be found in the Background Report under Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources; and under Goal 13: Energy Conservation.

GOAL 5: OPEN SPACES, SCENIC & HISTORIC AREAS, & NATURAL RESOURCES

HISTORIC & ARCHAEOLOGICAL RESOURCES GOALS, POLICIES, & IMPLEMENTATION METHODS

GOAL

Protect Albany's historic resources and utilize and enhance those resources for Albany residents and visitors.

POLICIES

1. Support the identification, recognition, development, and promotion of Albany's historic buildings and districts through City programs or other organizations.
2. Maintain survey information which accurately reflects the historic characteristics and quality of each of Albany's historic structures.
3. Within the city limits, maintain historic review ordinances for historic structures and districts which incorporate the following:
 - a. Except where public safety is jeopardized, allow the demolition of historic structures only when the existing structure cannot be economically rehabilitated or moved, or there is a demonstrated public need for the new use; and the proposed development is compatible with the adjacent properties.
 - b. Ensure that exterior alterations of historic structures maintain the historic value of the structure and conform with the Secretary of the Interior's Standards for Historic Preservation.
 - c. Ensure that the design of new construction within historic districts does not detract from the architectural qualities of the district.
 - d. Where the original or intended use of a structure is not feasible, encourage compatible adaptive uses of historic structures (i.e., establishment of bed and breakfast operations, specialty shops, restaurants, and professional offices) provided the historic integrity of the structure is maintained.
- ~~4. Work with Linn and Benton Counties to inventory historic resources within the urban fringe and to develop appropriate management measures by December 1989.~~
- 5.4. In cooperation with state agencies, determine the location of any known archaeological sites as information becomes available and protect available information to minimize vandalism of the site.
- ~~6.5.~~ Ensure that development proposed within the floodplain of the Willamette and Calapooia Rivers or on sites that have been specifically inventoried does not destroy archaeological resources. Require an archaeological survey and commensurate mitigation measures if development is proposed within the vicinity of a known site or if a significant archaeological resource(s) is discovered. (The physical extent of a "significant" resource shall be 1,000 square feet or larger and/or with a depth of one foot or more.)
- 7.6. Ensure that state and federal laws on the protection of archaeological resources are followed in private and public construction projects.
- ~~8.7.~~ Notify the State Historic Preservation Office and the Native American Legislative Commission on Indian Services any time Native American burial remains are discovered.

IMPLEMENTATION METHODS

1. Encourage the Albany Regional Museum to:
 - a. House and display artifacts related to the Albany area's history.
 - b. Sponsor city, county, and Mid-Willamette Valley history tours.

- c. Conduct historical seminars and workshops.
 - d. Serve as a local archive depository and conduct research.
 - e. Provide information and assistance to individuals and community groups interested in the enhancement and preservation of Albany's historic resources.
2. Develop an education program (including public workshops, printed matter, tours, and exhibits) for Albany residents which would:
 - a. Demonstrate the economic and energy assets of preserving Albany's older structures.
 - b. Advise property owners on proper restoration techniques.
 - c. Emphasize the relationship of the Willamette River to Albany's historic character.
 - d. Work with the Greater Albany Public School District and other learning institutions in developing education programs which utilize Albany's historic areas as learning resources.
 3. Include in the Capital Improvement Program specific projects for the improvement of historic areas. Possible projects include:

Beautification of the Santiam Canal and its branches.

~~a. Historic-themed street lighting in the downtown.~~

4. Within historic districts, encourage the development of landscapes and the planting and retention of trees associated with the applicable historic periods.
5. Maintain information and directional signage for Albany's Historic Districts.

~~6. Support the efforts of the Albany Historic Tours Committee and other community groups to maintain the Historic Information Gazebo and Victorian Garden as a focus of visitor information about Albany's Historic Districts.~~

~~7.6.~~ Stabilize and improve property values in existing and proposed historic districts. Methods might include:

- a. Emphasizing the importance of owner-occupied housing through methods such as encouraging loan programs for the acquisition and renovation of historic structures.
- b. Discouraging heavy truck route traffic on streets which run through or adjacent to residential neighborhood districts.
- c. Ensuring that Development Code regulations enhance the preservation and renovation of historic structures.

~~8.7.~~ Develop review criteria which would discourage those zone changes resulting in increased pressure to replace historic structures with more intense land uses.

~~9.8.~~ Encourage property owners within the ~~three-four~~ National Register Districts or with recognized historic property to discuss proposed exterior changes to their property with the City staff and/or Landmarks Commission (LC) prior to applying for a historic review permit. [Ord. 5945, 9/25/2020]

~~10.9.~~ For significant primary structures, create a "landmark district" overlay zone designation which would provide for the protection of significant historic sites and buildings from incompatible development of surrounding properties.

~~11.10.~~ Periodically review and update the City historic ordinance concerning demolition, historic alteration, and new construction within historic districts.

~~12.11.~~ Continue research into the origin and importance of Albany's historic resources and have that research printed. Research projects should include:

- a. An inventory of post-Victorian, architecturally important structures (1915-1950).
- b. An inventory of historic trees.

~~13.12.~~ Establish a photo archive of Albany in conjunction with the Albany Regional Museum and the Albany Convention and Visitors Commission.

~~14.13.~~ Require a preliminary archaeological survey prior to any development which would disturb the soil to a depth greater than 18 inches and is within the floodplain of the Willamette River, Calapooia River, Oak Creek, or any other area suspected to contain archaeological material.

~~15.14.~~ Develop a notification procedure for contacting Indian representatives and other appropriate groups when archaeological material is discovered.

~~16.15.~~ Encourage adaptive reuses of second-floor space within the Downtown Historic District provided the historic character of structures is maintained such as:

- a. A range of residential opportunities compatible with the commercial operation of the downtown.
- b. Professional offices and research facilities including medical labs and software development companies.
- c. Artist studios.
- d. Small scale assembling and manufacturing operations such as computer assembly and precision instruments.

~~17.16.~~ Periodically review the categories of historic structure designations (~~Primary, Secondary, etc.~~) to ensure that they reflect the desired historic value and that they result in appropriate benefits to property owners.

~~18.17.~~ Expand the list of conditional uses permitted within the historic districts to increase the adaptive reuse of historic structures.

~~19.18.~~ Notify the State Historic Preservation Office (SHPO) if significant archaeological resources are discovered.

~~20.19.~~ Work with the State Historic Preservation Office, area universities and colleges and other involved groups to develop a more complete inventory of the archaeological potential of the Albany area.

RECOMMENDATIONS

1. Encourage the Albany Downtown Association to emphasize the historic character of buildings within the Downtown Historic District when providing design assistance to owners and tenants.
2. Encourage Linn and Benton County to work with the City and the State Historic Preservation office in developing and maintaining historic review ordinances meeting Goal 5 requirements.

[The Wetland Section was moved to Chapter 1 per Ordinance 5764, effective December 1, 2011.]

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 as of the latest economic opportunities analysis, and outlook for growth in key industries within 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 and strategies to guide a variety of ensure adequate opportunities for a variety of economic activities aligned with the stated visions and goals in Albany.

VISION

In addition to the economic development policies found in this chapter, the City of Albany Strategic Plan (~~2019-2023~~ 2022-2026) 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 f~~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 chemicals-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 OPPORTUNITIES 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.

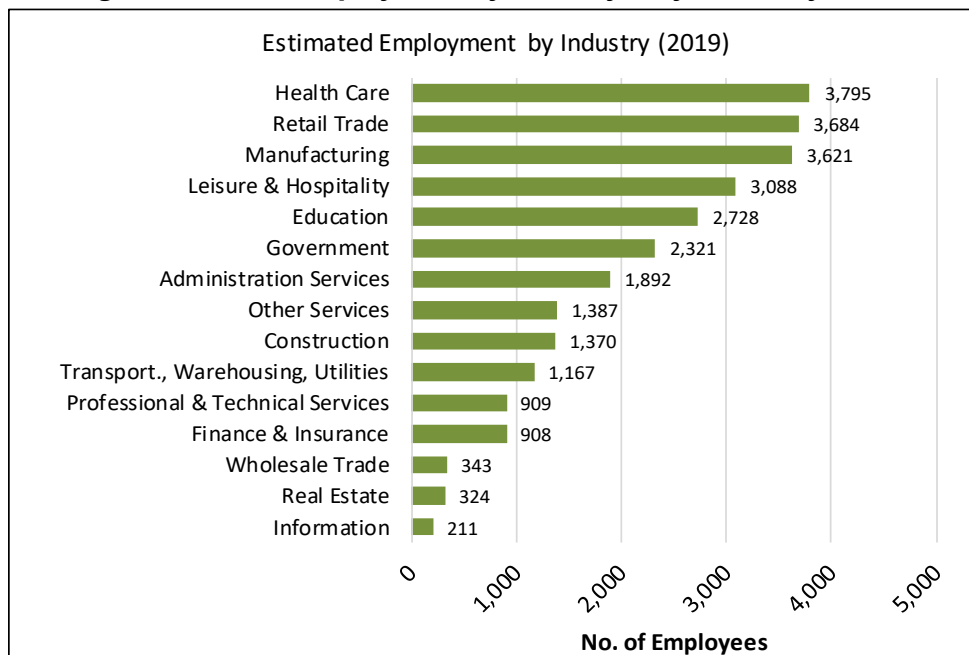
The 2020 EOA is adopted as a background document to the Comprehensive Plan. It includes information on the topics listed below. A summary of key findings from the EOA is provided in this section.

- 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
TOTAL	36,580	8,828	1.3%	2,486	1,680	733	945	791	2,192

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

Based on a forecasted annual growth rate of 1.3 percent¹, 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

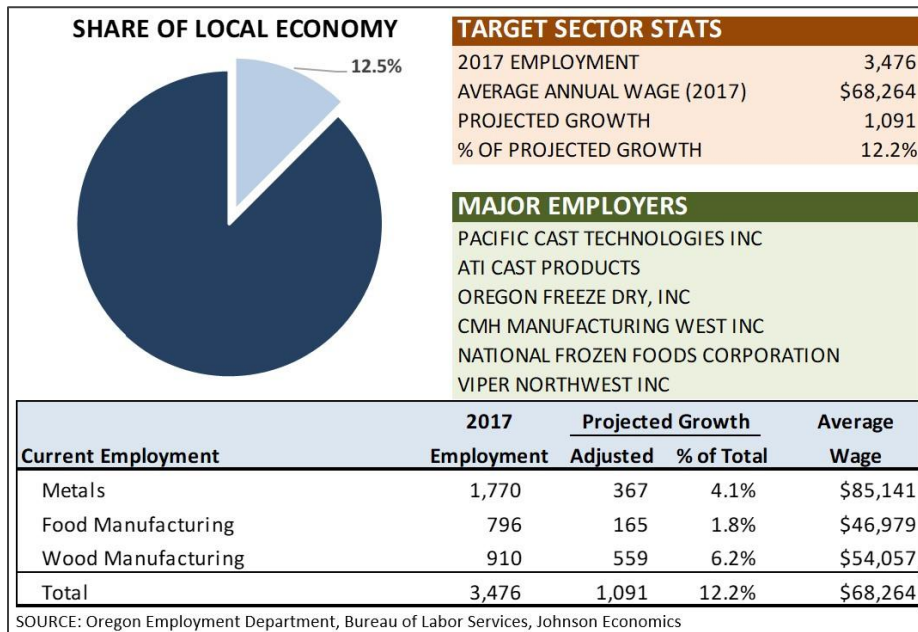
Albany has significant strength and potential for growth in several key industries. Analysis of the representation of industries in the city relative to the representation in the U.S. shows Albany is strong in multiple subsectors of manufacturing. Other industry sectors with high representation in Albany 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~~ As of 2020, there were 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.

¹ 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.

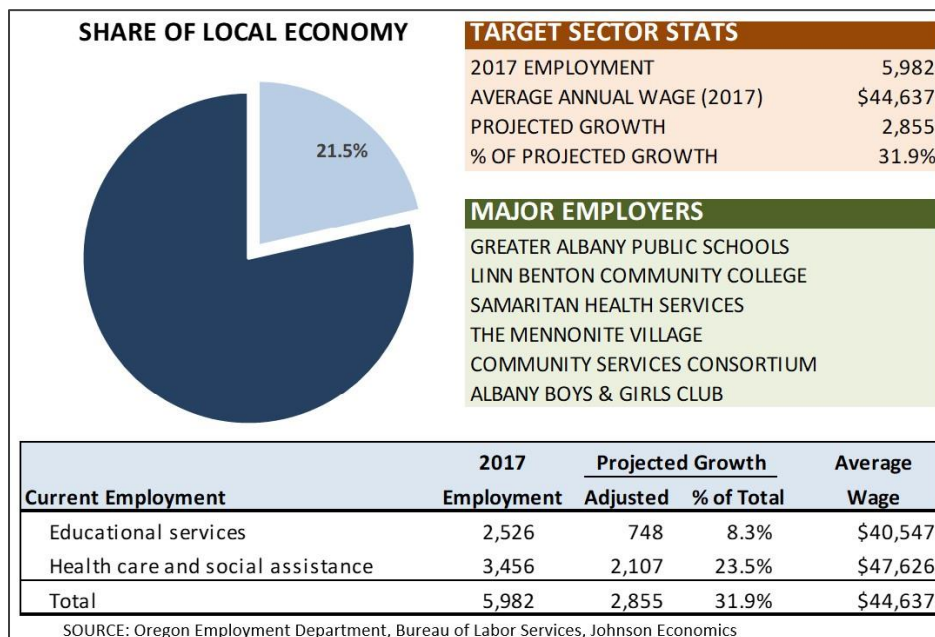
Figure 3.2: Manufacturing Sector, Albany



- 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
Commercial Need Total:	229	42	3	3	0	0	0	0	277	302
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
Industrial Total:	86	29	3	3	1	3	2	1	128	260
TOTAL SITES NEEDED:	315	71	6	6	1	3	2	1	405	562
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
TOTAL SITE SUPPLY:	355	76	14	4	4	2	1	1	457	815

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)	
COMMERCIAL ZONES		COMMERCIAL		COMMERCIAL*			
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	Commercial Total:	301.8	Commercial Total:		(122.4)	
RC -- Regional Commercial	52.7						
Mixed Use Zones (all)	51.0						
Commercial Total:	179.3						
INDUSTRIAL ZONES		INDUSTRIAL		INDUSTRIAL			
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		
Industrial Total:	512.8	Industrial Total:	260.5	Industrial Total:	252.3		

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		
	123.0		

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 sites at least 40-25 acres, with an average of 60 and up to 100-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 believe may misrepresent 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. Enhance the value and diversity of Albany's economy by attracting, retaining, diversifying, and expanding local businesses.
2. Strengthen the area's role as a leading regional economic center through local and regional coordination and collaboration on economic development planning and projects.
3. Focus on living-wage jobs, training, and education opportunities for Albany residents. Work to achieve a healthy balance of housing and jobs.
4. Create a readily identifiable downtown core that is unique and vibrant with a mixture of entertainment, housing, specialty shops, offices, and other commercial uses.

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. Investment strategies will consider the location, business or industry type and needs, and other criteria for the use of public funds.
4. Effectively communicate City economic development and livability goals, policies, and regulations to Linn Economic Development Group (LEDG), Albany Area 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 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?
 - g. Will the business fill a need in the local supply chain or industry cluster?
8. 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. Encourage business and industry to employ Albany's existing labor force using available job training and placement programs.
 12. 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.
 13. 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.
 14. Recognize and support Albany's unique historic character as a major cultural and tourist-oriented economic resource.
 15. 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, Chamber of Commerce, Albany Downtown Association, Linn Economic Development Group, AMEDC, and other economic development entities.
3. Assemble and maintain an advisory team to assess a community "solutions" team to assess how new, expanding, or relocating businesses fit with the community and how Albany can meet their needs. Bring perceived financial and regulatory barriers to attention of the community solutions team.
4. Bring perceived financial and regulatory barriers to the attention of the community solutions team. Use input from the advisory group to periodically assess the economic development strategy and develop and evolve tools and programs.
5. Work with partners such as LEDG and Business Oregon to support the retention and expansion of existing businesses, including efforts to identify new products and export markets.
6. Use state and federal grant and loan programs, as appropriate, to encourage desired businesses to locate or expand in Albany.
7. Encourage investment in the area's local economy by local financial institutions.
- 6.8. Attract new private investment while retaining and enhancing the value of existing investments (both private and public).
- 7.9. Periodically review the Enterprise Zone boundaries and assess the impact of the Enterprise Zone on economic development and on the city's budget.
10. Cooperate with and support AMEDC's effort to develop Develop and maintain a current "economic profile" of Albany that can be made available to individuals and businesses considering locating in Albany.

- ~~8-11.~~ Maintain a marketing strategy for the area's industrial lands and to actively promote the development of all industrial properties.
- ~~9-12.~~ Coordinate with ~~AMEDC and the International Trade Division of the Oregon Economic and Community Development Department~~ Business Oregon to supply appropriate market and other information to international trade groups.
- ~~10-13.~~ Lead and cCooperate 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.
 - ~~e-b.~~ Cooperate with economic development interests to assist them with information regarding location or expansion in the Albany area.
 - ~~d-c.~~ 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-d.~~ Pursue local, state, federal, and other funding, and technical assistance to attract business to the Albany area.
 - ~~f-e.~~ Provide funding for the administration of economic development activities.
 - ~~f.~~ When desirable, give existing and potential businesses the advantages offered by the Albany Enterprise Zone and other local business incentives.
 - g. Maintain up-to-date information regarding the area's educational resources and the educational level of the local population to provide businesses considering locating in Albany.
- ~~14.~~ Support the cooperative efforts of all educational institutions to maintain high standards in all areas of educational opportunity.
- ~~14-15.~~ Encourage Linn-Benton Community College to continue to offer training programs to local businesses and support and partner with them when appropriate.
- ~~16.~~ Support major community events that have the potential for significant positive economic and social impacts. [Ord. 5951, 12/2/2020]
- ~~17.~~ Encourage the Albany Visitors Association, the Albany Chamber of Commerce, Albany Downtown Association, and Linn Economic Development Group to develop and implement methods to promote Albany throughout the region.
- ~~18.~~ Support the transition of industrial uses along the Willamette River to urban residential and supporting mixed uses.
- ~~12-19.~~ Encourage Linn County and the Albany Visitors Association to promote the Linn County Fair and Expo Center for events that draw visitor dollars to Albany.
- ~~13-20.~~ Maintain an inventory of the City's brownfield sites, remediation needs, and opportunities for redevelopment, and help property owners navigate resources for remediating sites with barriers to development. [Ord. 5951 12/2/2020]
- ~~14.~~ 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~~ Maintain 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. 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 continue to offer training programs to local businesses.
8. 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.
9. Encourage the Albany Visitors Association, the Albany Area Chamber of Commerce, Albany Downtown Association, and Linn Economic Development Group to develop and implement methods to promote Albany throughout the region.
10. Encourage Linn County to promote the Linn County Fair and Expo Center for events that draw visitor dollars to Albany.

Staff Comments: Most of the following goals, policies and implementation measures and recommendations are in other chapters of the Comprehensive Plan and are being removed from this chapter or relocated to other more applicable chapters.

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.~~
- ~~1. 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.~~
- ~~1. Secure a commitment from a grocery store(s) to meet under-served areas.~~
- ~~2. 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.~~
- ~~1. 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.~~
- ~~1. Attract new private investment while retaining and enhancing the value of existing investments (both private and public).~~
- ~~2. 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:

- a. ~~Discouraging the use of the downtown for non-intensive land uses that have a low floor area to site-area ratio.~~
- b. ~~Encouraging businesses that provide daily convenience goods to downtown residents.~~
3. ~~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.~~
4. ~~Support the transition of industrial uses along the Willamette River to urban residential and supporting mixed uses.~~
5. ~~Enhance and protect the community and environmental values of waterway corridors, including the canal system and the Willamette and Calapooia Rivers.~~
6. ~~Provide a safe and convenient transportation network that encourages pedestrian and bicycle access to and within Central Albany.~~
7. ~~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.~~
1. ~~Support the efforts of the Central Albany Revitalization Area Agency to organize, promote and finance improvements, historic preservation, rehabilitation, and redevelopment in Central Albany.~~
2. ~~Develop and implement the CARA Initial Implementation Strategy.~~
3. ~~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.~~
4. ~~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.~~
5. ~~Develop design standards and incentives that encourage redevelopment and new development to respect and protect the unique pedestrian and historic qualities of Central Albany.~~
6. ~~Use the Willamette River as a resource and focus to develop new community events and to establish an active public gathering space.~~
7. ~~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.~~

- a. ~~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.~~
 - b. ~~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.~~
 - c. ~~Efforts to maintain and enhance the programs and services of the Albany Visitors Association as a focus of information about Albany's Historic Districts.~~
8. ~~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.~~
1. ~~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.~~
1. ~~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.~~
3. ~~Design streets that are efficient and safe for the movement of products and materials as well as for commuters and customers.~~
4. ~~Promote land use patterns, site design, and incentives that accommodate public transit, bicycling, walking, vans, and carpools as alternatives to single-occupancy vehicle commuting.~~
5. ~~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.~~

- ~~1. Review the past practice of allocating some portion of water and sewer rate revenue to targeted economic development activities.~~
- ~~2. 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.~~
- ~~3. Update City water, sewer, stormwater, and transportation facility plans and adopt implementation strategies to ensure available capacity to accommodate targeted economic development.~~
- ~~4. 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.~~
- ~~1. Encourage efforts to provide public transportation to Linn-Benton Community College, Oregon State University, and major employment centers.~~
- ~~2. Encourage efforts to develop services at the municipal airport for the business and recreational flyer.~~
- ~~3. Encourage AMEDC to locate businesses generating significant traffic near major transportation corridors to minimize impacts on residential neighborhoods.~~
- ~~4. 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.~~
- ~~5. 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.~~
- ~~1. 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.~~

- 2. ~~Support efforts to attract and retain environmentally responsible industries. These are businesses that:~~
 - a. ~~Reduce dependence on fossil fuels, extract underground metals and minerals.~~
 - a. ~~Reduce dependence on chemicals and other manufactured substances that can accumulate in nature.~~
 - b. ~~Reduce dependence on activities that harm life-sustaining ecosystems.~~
 - c. ~~Balance the needs of present and future generations.~~

IMPLEMENTATION METHODS

~~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.~~

~~Develop a strategy for returning idle, underutilized, and/or contaminated lands (“brownfields”) to productive use.~~

~~Continue efforts to plant and maintain trees in the City as a strategy for reducing both carbon emissions and energy expenditures.~~

~~Develop a mechanism for transfer of development rights among property owners to protect open space (floodplains, wetlands, riparian corridors, woodlands, view corridors and meadows).~~

- 1. ~~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]

CHAPTER 5: TRANSPORTATION

GOAL 12: TRANSPORTATION

BACKGROUND SUMMARY

INTRODUCTION

Albany's location and transportation facilities provide excellent advantages for commerce and economic development. Albany's central location on Interstate 5, Oregon's major north-south freeway, places it ~~in the midst of amid~~ a large market area in western Oregon. ~~There is a population of 2.2 million people within a 100-mile drive.~~ Very few communities in the Northwest have the potential to provide goods and services to this large of a market. US Highway 20 and State Route 99E also run through Albany. These highway facilities provide Albany with direct connections to the Oregon Coast, the Cascade Mountains, and to other parts of the Willamette Valley.

There are also excellent commercial transportation facilities providing service to and from Albany. The city is located along major railroad lines that link the city with east/west and north/south freight destinations. Passenger rail service operates through Albany along the north/south corridor. ~~Eight Established~~ truck freight lines provide regular service to the Albany area. Eastbound freight connects to Interstate 84 at Portland where expanded rail service allows linkage with national markets.

The ports of Portland and Newport and the Portland International Airport are within a two-hour drive. The Eugene airport, which handles national air traffic, also provides additional passenger service opportunities. These additional transportation resources give the Albany area an opportunity to sell goods and services to the international market.

In 2010, the City of Albany and consultants Kittelson and Associates, Inc. completed a Transportation System Plan (TSP) that addresses Albany's anticipated transportation needs through 2030. ~~Field data collection for the TSP and conversations with the community began in 2006.~~ The TSP describes Albany's existing transportation system and identifies projects needed now and, in the future, to improve the system.

~~In 1997, the City of Albany and consultants Kimley-Horn and Associates, Inc. completed a North Albany Local Street Plan that addresses North Albany's anticipated local street needs through buildout. The Plan describes a street alignment plan to provide access to local neighborhood residential, shopping, schools, and other activity centers.~~

The 2010 Transportation System Plan (TSP), ~~and subsequent updates, plans, and studies incorporated into the TSP and the 1997 North Albany Local Street Plan have~~ has been adopted as a supporting documents to the Comprehensive Plan. The TSP should be used in planning all future transportation facilities within Albany's Urban Growth Boundary and within adjacent areas included in the TSP study area. ~~The North Albany Local Street System Plan should be used in planning local streets in North Albany.~~ The 2010 TSP should be updated, as necessary, to remain consistent with other Albany, regional, and statewide plans.

When Albany reached 50,000 in population, the Albany Metropolitan Planning Organization (AAMPO) was formed, and became eligible to receive federal funding for regional multi-modal transportation needs. Oregon Cascades West Council of Governments oversees the AAMO, which has city representation.

TRANSPORTATION ELEMENTS

The Albany transportation system includes city streets, state highways, transit systems, bikeways, pedestrian ways, a municipal airport, and railroads. The following summarizes some of the information found in the TSP and other supporting documents.

STREETS

The 2010 Transportation System Plan describes the anticipated arterial and collector street system through 2030. Background information includes data collection, public involvement, forecast modeling, alternative analysis, and recommendations for roadway link and intersection improvements. The Transportation System Plan also includes a functional class map and a project list for planned auto improvements. Refinement studies are recommended for the Highway 20/Downtown corridor and the Interstate-5 corridor.

An updated Transportation System Plan (TSP) is scheduled to begin in 2024 which will evaluate updated state transportation and development policies. These updated polices will be used to develop projects needed to meet transportation goals through a 20-year planning horizon.

On February 6, 2013, the Governor of Oregon formally designated the Albany Area Metropolitan Planning Organization (AAMPO) consisting of the following cities: Albany, Millersburg, Tangent and Jefferson, and parts of Linn, Benton and Marion Counties, when the area surpassed 50,000 in population in the 2010 Census. Federal law requires MPOs to prepare a long-range transportation plan to address multi-modal needs of the system over 20 years. The AAMPO adopted a new 2043 Regional Transportation Plan at the end of 2023 that outlines regional priorities. The Transportation Improvement Program (TIP) identifies federally funded surface transportation projects to achieve regional priorities. Albany is the largest city in the AAMPO and has numerous highways running through the City – Interstate 5, Oregon Highways 99 East and 34, and U.S. Route 20.

~~The 1997 North Albany Local Street Plan describes the anticipated local street system in North Albany. Background information includes data collection, public involvement, growth projections, analysis and recommendations for a new street alignment plan designed to provide access to local neighborhood residential, shopping, schools, and other activity centers. The North Albany Local Street Plan also includes local street design standards and street connectivity policies intended to guide new development. Street connectivity policies are included in the Comprehensive Plan under the North Albany Site of Special Interest in the Comprehensive Plan.~~

TRANSIT

Several transit services operate within the City of Albany, however only the Albany Transit System, the Linn-Benton Loop, and Call-A-Ride are operated by the City. The other transit services have routes that pass through the Albany area but are operated by other jurisdictions and operators. The Albany ~~Public Transit Plan was adopted in 2014~~Transit Development Plan was adopted in 2018 and represents the first major improvement to Albany's transit system in decades. The Albany Transit Implementation Strategy was adopted in 2022.

[Ord. 5753, 05/11/11]

BIKEWAYS

The City of Albany has developed and maintained several miles of bicycle facilities within the city limits since the early 1970's. Most of Albany's existing bikeways are on-street, either through the use of striped lanes on streets with curb and gutters or through wide shoulders on streets without curb and gutters. The multi-use path system in Albany is generally located along the Willamette River and local creeks and is not yet fully interconnected with the rest of the transportation system and bicycle network. The 2010 Transportation System Plan describes the anticipated bikeway system for 2030 and includes a project list for planned bicycle and multi-use trail improvements.

PEDESTRIAN WAYS

There are sidewalks along most major arterial streets in the central areas of Albany, with a few exceptions. The 2010 Transportation System Plan describes the anticipated sidewalk system for 2030 and includes a project list for planned sidewalks and multi-use trail improvements.

MUNICIPAL AIRPORT

The Albany Municipal Airport has been in its present location in the northeast part of the city between Knox Butte Road and Santiam Highway, directly east of Interstate 5 since ~~1930~~ the early 1920's. The airport provides aircraft parking aprons and limited hangar and terminal facilities. The ~~201602~~ Airport Master Plan (Century West Engineering, Inc.) describes the anticipated airport layout plan through ~~2030~~ a the 20-year planning horizon. Background information includes aviation forecasts, facility requirements, and recommendations for airport improvements. ~~The Airport Master Plan also includes a discussion of noise compatibility and a project list for planned airport improvements.~~

RAILROADS

The City of Albany is located along major railroad lines that link the city with east/west and north/south freight destinations. Passenger service also operates through Albany along the north/south corridor. Albany is served by four rail freight carriers: Union Pacific/Southern Pacific (UPSP), Burlington Northern Santa Fe (BNSF), Willamette and Pacific (W&P), and Willamette Valley. Amtrak passenger service also serves the Albany area.

Currently, there are deficiencies at several railroad-road crossings that create safety and delay hazards for autos and pedestrians. The city of Albany continues to work with the rail companies to improve the system within the urban growth boundary.

WATER AND PIPELINE TRANSPORTATION

Public Water and Wastewater Systems

The City's current water system and wastewater system master plans include information about these public systems and include recommendations for system improvements. These public services are covered under Goal 11 in Comprehensive Plan, Chapter 6.

Other Piped Systems

~~Kinder Morgan Energy Partners LP owns and operates an~~ A privately owned 8-inch pressurized pipeline ~~that~~ runs north/south on the east side of Interstate 5. This pipeline carries petroleum products such as gasoline, diesel, and aviation fuel. The design, construction, operation, and maintenance of interstate liquid petroleum transmission pipelines is regulated by the U.S. Department of Transportation, Office of Pipeline Safety (OPS) under the Pipeline Safety Act (49 USC Chapter 601).

GOAL 12: TRANSPORTATION

GOALS, POLICIES, AND IMPLEMENTATION METHODS

VISION

A safe, diversified, and efficient transportation system that serves the needs of anticipated growth while protecting and enhancing Albany's economy, neighborhood quality, and natural and built environments.

GOALS

1. Provide an efficient transportation system that provides for the local and regional movement of people and goods.
2. Provide a safe transportation system.
3. Provide a diversified transportation system that ensures mobility for all members of the community and provides alternatives to automobile travel.
4. Provide a transportation system that balances financial resources with community livability and economic vitality.

POLICIES

1. Develop a transportation system with improved connectivity where "barriers" such as I-5, railroad, waterways, or neighborhoods reduce transportation system efficiency in terms of travel time and travel distance.
2. Maintain acceptable roadway and intersection operations where feasible considering environmental, land use, and topographical factors.
3. Identify and remedy unsafe intersection and roadway locations with ~~known~~-safety issues and ensure the multi-modal transportation system is structurally and operationally safe.
4. Minimize conflicts along high volume and/or high-speed corridors.
5. Encourage development design that emphasizes safety and does not create unnecessary conflicts.
6. Improve the quality of available transit service as measured by coverage, hours of service and frequency.
7. Develop bicycle and pedestrian facilities that encourage non-vehicular travel to/from home, school, work, and other activity centers.
8. Provide direct off-roadway pedestrian and bicycle routes and connections.
9. Maintain and support the Albany airport as a regional facility.
10. Maintain and support the Albany Station (Albany Amtrak train station) as a regional facility.
11. Preserve and protect corridors of local and regional significance that are identified for vehicular and non-vehicular routes.
12. Establish priorities and define the incremental steps needed for investment of ODOT and Federal revenues to address safety and major capacity problems on the State and Interstate transportation system.
13. Eliminate the required minimum number of parking spaces for development ~~minimums~~ to encourage alternative modes of travel. [Ord. 6018, 6/30/23]

14. Encourage redevelopment of existing parking facilities to foster more efficient use of land within the city.
[Ord. 6018, 6/30/23]
15. Require electric vehicle charging capacity and installation of conduit in new developments.
[Ord. 6018, 6/30/23]

SUPPORTING DOCUMENTS

1. The City of Albany Transportation System Plan prepared by the City of Albany and consultants Kittelson and Associates, Inc., dated February 2010, is adopted in its entirety as a supporting document to the Comprehensive Plan (Ordinance 5729 and as amended by Ordinance 5753).
- ~~2. The North Albany Local Street System Plan prepared by the City of Albany and consultants Kimley-Horn and Associates, dated June 30, 1995, was adopted in its entirety as a supporting document to the Comprehensive Plan August 13, 1997 (Ordinance 5307).~~

[The entire Goal 12, Chapter 5, was replaced with the current language per Ordinance 5729, effective February 24, 2010.]

CHAPTER 6: PUBLIC FACILITIES & SERVICES

GOAL 11: PUBLIC FACILITIES AND SERVICES

BACKGROUND SUMMARY

This element of the Plan considers the present and future needs of facilities and services such as water, sewer, fire and police protection, health, and education. The City of Albany, like many other local governments, ~~has been faced with severe~~ financial constraints while the number of people requiring services and the land area of the city have continued to increase. As the City continues to develop, the demand for services will increase, requiring careful and coordinated management to provide services in an orderly fashion while attempting to minimize cost to the public ~~cost~~.

The fundamental goal of the Public Facilities element is to establish and maintain a general and timely view of where, when, and how public services will be provided to support planned growth within the Albany ~~urbanizable area~~ urban growth boundary. Within the Comprehensive Plan, the policies and criteria underlying these decisions are established and integrated in the overall land use planning process. However, the actual public facilities plans remain a separate but interlocking network of technical information documents. Within each of the technical public facility plans, there is a complete inventory and condition assessment, listing of anticipated short-range and long-range projects, project descriptions, project timing, cost estimates, and funding mechanisms, ~~and identification of the service providers. Within Appendix VI of the Comprehensive Plan is a composite list of projects and their timing for each of the required public facilities planning elements (water, sanitary sewer, storm sewer and transportation).~~

The timely siting and adequate sizing of public facilities can have ~~has~~ a significant impact on land use patterns and future growth, ~~in an area. Inadequate provision of services and facilities tends to discourage development and may have a long-range impact on the economic stability of the area. On the other hand, providing unneeded or untimely services may result in higher taxes, user fees and inflated development costs.~~ The location of other public facilities such as schools, fire stations, sewer lines, water mains, streets, and recreational areas can help facilitate ~~determines~~ the type and location of ~~other private~~ urban development.

GOAL 11: PUBLIC FACILITIES AND SERVICES

WATER BACKGROUND SUMMARY

The City of Albany purchased the municipal water system from Pacific Power and Light Company (PP&L) in 1984. At the time of purchase, PP&L provided water service for the City of Albany, the City of Millersburg, and the North Albany County Service District (NACSD) through the operation of the Vine Street Water Treatment Plant. Since purchasing the system, the City has accepted ~~maintenance responsibilities and eventual ownership of the NACSD assets in July 1991), and is currently working with the City of Millersburg to develop a Joint Water Project (JWP) that will help meet both communities water needs through build-out of their urban growth boundaries. When this project is completed, Millersburg will no longer rely on the City of Albany for its water supply and will be responsible for operating its own water system. in 2005, the cities of Albany and Millersburg completed construction of the Albany-Millersburg Water Treatment Plant (AM WTP), providing a jointly owned additional water supply source and treatment plant for the cities of Albany and Millersburg. Through intergovernmental agreements between the two cities, Albany operates and maintains the AM WTP and provides maintenance and support for Millersburg's distribution system.~~

~~Albany pursued the JWP with Millersburg to provide greater reliability and redundancy in water supply and to meet future needs for additional capacity. With the completion of the JWP, both cities will have a state-of-the-art treatment facility that is well positioned to meet future regulatory and capacity requirements.~~

~~The Vine Street water treatment plant was constructed in 1912. Capacity and water quality improvements were made in the late 1940s, mid 1960s, the late 1970s, and early 1990s. The plant's current maximum capacity is approximately 16 million gallons per day (mgd). The Albany water system The plant includes a dam and intake on the South Santiam River near the City of Lebanon, an eighteen-mile supply canal from the intake and a to the City of Albany, a water treatment plant, and a network of pipelines with associated reservoirs and pumping stations. The City also owns a hydro-electric power plant associated with the Vine Street water treatment plant.~~

The canal, which transports water from the South Santiam River to the Vine Street water treatment plant ~~in Albany~~, receives runoff from adjacent residential, commercial, industrial, and agricultural lands. To protect the Canal as one of Albany's drinking water sources, the City has participated in the review of proposed land uses adjacent to the canal and has coordinated with the City of Lebanon and Linn County.

~~The Vine Street water treatment plant was constructed in 1912. Capacity and water quality improvements were made in the late 1940s, mid 1960s, the late 1970s, and early 1990s. The plant's current maximum capacity is approximately 16 million gallons per day (mgd). Demand occasionally exceeds the plant's capacity and reservoir storage must be used to meet the water demands. Historically, treated water quality is maintained well above that required by state and federal requirements. The AM water treatment plant was constructed in 2005, with minor improvements completed in 2012-15 and early 2020's. It utilizes membrane technology for a capacity of approximately 12 mgd. The plant includes a submerged raw water intake screen where raw water is pumped approximately 1.7 miles to the AM WTP. Potable water is then delivered to both Albany and Millersburg through a nearly 2.8 mile dedicated 42-inch water transmission main to the remainder of the water distribution system.~~

~~The distribution system facilities include 272 miles of both distribution and transmission piping, 4 pressure zones, 6 pumping stations, 9 storage reservoirs, and other appurtenances such as system valves and flushing stations. The condition of the the system's distribution pipeline network system varies from poor to generally~~

good. Many portions of the older areas of the City are served by deteriorated steel and iron pipes. These older lines ~~are in need of~~ need replacement due to corrosion that reduces capacity, and structural failure that results in increased frequency of leakage and interruption of service. Additionally, some locations within the water service area experience low pressures during periods of high demand or fire flow conditions. Improvements are required in these locations to improve the level of service and reliability.

GOAL 11: PUBLIC FACILITIES AND SERVICES

WATER

GOAL, POLICIES AND IMPLEMENTATION METHODS

GOAL

Provide and maintain water facilities and services in an orderly and efficient manner that meets state and federal regulatory requirements and provides capacity to serve growth.

POLICIES

1. Provide an adequate supply of water to meet projected demands based on the Comprehensive Plan land use designations and adopted population projections.
2. Maintain high standards of water quality and service levels for the community water system. Consideration shall be given to:
 - a. Long-range public facility planning as well as implementation of a five-year capital improvement program.
 - b. The adequacy and reliability of the water supply.
 - c. Maintenance of water quality in conformance with state and federal requirements.
 - d. The adequacy of the distribution system.
 - e. Construction and operational standards.
 - f. Ensuring protection of and accessibility to water lines, water supply, and other facilities.
3. Prohibit the construction of structures over public water lines and easements.
4. Review and regulate development proposals, in accordance with the Development Code, to ensure that adequate water service improvements shall be provided for the proposed development as well as to serve future land uses as identified in the Comprehensive Plan.
5. The availability of an alternate water supply does not relieve a property owner from the responsibility of participating in a local improvement district or other financing method for public water distribution regardless of whether the property connects to the system.
6. Develop and periodically review and adjust funding mechanisms and rate structures to ensure adequate revenues for operation, maintenance, and expansion of the system.
7. Developments requiring the extension or expansion of water facilities will be required to pay an equitable share of the costs.
8. Rely on the Water Facility Plan and Capital Improvement Plan to assist in prioritizing extension of water service lines and correction of system deficiencies to ensure that the provision of water services is occurring in an equitable and logical fashion.
9. For those properties located outside the City limits but within the Urban Growth Boundary; require annexation or consent to annex agreements prior to receiving water service.
10. For those properties located outside the Urban Growth Boundary, prohibit extension of water service except as provided by Albany City Council policy or resolution, or specific contracts.

11. Regularly update the Water Facility Plan as part of the Public Facilities Plan. The Water Facility Plan shall be used as the primary guide for setting priorities for the expansion, improvement, or modification of the water system.
12. Coordinate with other local jurisdictions and state and federal agencies to ensure a safe water supply.
13. Encourage the use of techniques and devices that promote water conservation.
14. Provide service to former customers of the North Albany County Service District in accordance with applicable agreements.

IMPLEMENTATION METHODS

1. Ensure protection of Albany's water resources by the following actions:
 - a. Continue routine inspections of activities along the Santiam-Albany Canal.
 - b. Develop regulations for areas near the Santiam-Albany Canal and within the City to protect the water from activities that could potentially contribute to degradation of water quality.
 - c. For those areas outside the City, coordinate and collaborate with Linn County and the City of Lebanon to review land use actions along the Santiam-Albany Canal.
2. Ensure that an adequate supply of water is available for fire protection and emergency needs within the urban growth boundary by planning for and providing adequate storage facilities.
3. Periodically review water quality and consumption data to ensure that existing and projected needs can be met by available sources.
- ~~4. Actively pursue additional water rights and options for alternative sources to ensure that the City's water needs continue to be met over time.~~
- 4.5. Utilize the Capital Improvement Program to identify short-term water system improvements and commensurate funding sources.

RECOMMENDATION

- ~~1. Encourage Linn County to prohibit the development of private water systems within the urban growth boundary.~~
- ~~1. Develop an intergovernmental agreement with the City of Lebanon to protect water quality by reducing stormwater runoff discharged to the Santiam-Albany Canal from adjacent properties and Lebanon's stormwater system.~~

SUPPORTING DOCUMENTS

The City of Albany June 2024 Water Master Plan is adopted in its entirety as a supporting document to the Comprehensive Plan.

GOAL 11: PUBLIC FACILITIES AND SERVICES

STORM DRAINAGE

BACKGROUND SUMMARY

The Urban Growth Boundary contains the downstream end of 14 different drainage basins with only the Thurston Ditch Basin entirely within the city limits. Periwinkle, Burkhart, Truax, Cox, and Oak Creek basins extend beyond the UGB with Oak Creek being the largest basin extending into the foothills beyond the city of Lebanon.

Urban development can have an effect on the area's drainage characteristics by reducing the amount of pervious land and inhibiting the recharge characteristics of the soil. Albany has a number of storm drainage problems which are directly related to urban development, inadequate pipe capacity, discharge into open drainage ditches which are inadequately sized or poorly maintained, and a combined sanitary/storm sewer in the older neighborhoods. Existing storm drainage conveyance systems are a combination of pipe drains, roadside ditches, and natural drainage courses.

The City has done an inventory of the problem in the older areas and is completing a separation of the combined system. In developing areas, additional concern for drainage issues are part of the review process and improvements are being required which will help alleviate drainage related problems.

Problems related to inadequate storm drainage include flooding, erosion, and siltation. Manmade conveyances in many cases do not have the capacity to handle peak storm flows. Obstructions also sometimes occur in the drainage canals and maintenance difficulties exacerbate the conveyance of water through these canals. In several areas, storm drainage systems discharge into open drainage ditches along roadsides and on undeveloped land. As soil becomes saturated, during periods of extended heavy rainfall, runoff often drains back onto roadways and some property flooding may occur. These problems are even more pronounced in those areas where the streets do not have curb and gutters.

In some of the older neighborhoods where sewer separation has not been completed, the hydraulic capacity of the system is exceeded by minor storms. As a result, the sanitary sewer system is frequently surcharged. In addition, floodwaters from the Willamette River backup into these combined sewer systems, further reducing the system's ability to convey storm water or sewage. Separation of this combined system into conventional systems is being accomplished in phases as money becomes available.

The Willamette River serves as the final receiving waterway for all stormwater runoff from the City. South of the Willamette River, five large creeks convey runoff from the City and Urban Growth Boundary. These include Truax, Burkhart, Cox, Periwinkle, and Oak Creeks. These creeks originate in farmlands south and east of Albany and flow generally northwest through the city, emptying into the Willamette River. North of the Willamette River in North Albany, there are seven smaller waterways that drain southeast to the Willamette River. The City's stormwater system is primarily dedicated to stormwater collection and conveyance and is separate from the sanitary sewer system.

The City of Albany currently has over 139 miles of pipes, 4,447 catch basins and inlets, 70 miles of ditches, 2,495 manholes dedicated for the sole purpose of collecting and conveying stormwater from a 21 square mile urban drainage basin. Without these facilities, streets would be potentially impassable during rain events due to local flooding which could cause widespread property damage. Proactive management and

long-term planning of this complex and growing system is critical to assure that development in the urban growth boundary is guided and supported by types and levels of urban facilities and services appropriate for the needs and requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly and efficient manner.

The City completed its latest Stormwater Master Plan in 2021 (Plan). The Plan provides an updated assessment of Albany's stormwater conveyance infrastructure and a list of capital improvement projects addressing the needs of Albany's future land use condition, referred to as the build-out condition. The primary focus of the Plan is on the conveyance capacity of the existing and built-out stormwater system. The location of existing and build-out deficiencies, recommended capital improvement projects, and associated project costs are included as part of the plan. These projects are prioritized to assist in future project selection.

GOAL 11: PUBLIC FACILITIES AND SERVICES

STORM DRAINAGE GOALS, POLICIES & IMPLEMENTATION METHODS

GOAL

Work ~~to reduce or toward the elimination~~ eliminate of existing drainage problems and minimize future drainage problems within the Albany Urban Growth Boundary ~~area~~.

POLICIES

1. Protect existing drainage systems and easements, allowing modification to existing open drainageways upon approval and in conformance with other Comprehensive Plan policies.
- ~~62.~~ Prohibit the construction of buildings over drainage improvements and easements.
- ~~23.~~ Cooperate with the Department of Environmental Quality and the Environmental Protection Agency to restrict discharge of polluted storm water into any waters of the state."
- ~~34.~~ Encourage drainage systems which utilize natural drainageways or systems unless it can be shown that a conventional piped drainage system is a more suitable alternative.
- ~~4.~~ ~~Continue to review and analyze the effects of storm water runoff on the operation of the wastewater treatment system.~~
5. When reviewing development applications, work towards the reduction-elimination of direct storm water disposal into the ~~Albany-Lebanon-Santiam~~ Albany Canal. ~~as long as it continues to be the source of Albany's water supply.~~
- ~~76.~~ Develop and implement equitable funding mechanisms for the provision of storm drainage improvements.
- ~~87.~~ ~~New storm drainage improvements must be designed to adhere to the current City of Albany Stormwater Management Engineering Standards. Storm drain facilities in developing areas should be designed with the capacity to accommodate the projected storm drainage flows to at least the end of the planning period based on the land use designations.~~
- ~~98.~~ ~~As new development occurs, ensure the required storm drainage improvements adhere to the current Storm Drainage Master Plan and Capital Improvement Program plan. Ensure that needed storm drainage improvements are scheduled for implementation as part of the Albany Capital Improvements and Public Facility Plan.~~

IMPLEMENTATION METHODS

1. ~~Establish~~ Adhere to the Stormwater Management Engineering Standards ~~erosion control standards~~ which minimize erosion and runoff from developing areas where the soil and/or natural vegetative ground cover has been disturbed.
2. Where detention basins are used, they should be integrated into the development with landscaping and open space features.
3. ~~When reviewing new development proposals, d~~Discourage the pumping of storm water (including the use of sump pumps) as a solution for proper storm drainage.

4. Developments, ~~including parking lots, will be is~~ required to prepare drainage plans and provide drainage improvements that are compatible with the current Storm Drainage Master Plan master storm drainage plan, Capital Improvement Program plan and the Stormwater Management Engineering Standards. These plans shall be reviewed for all drainageway improvements and new developments.
5. Develop Development Code standards and administrative policies for the review of drainage which include the following criteria:
 - a. Emphasize the use and improvement of natural drainageways.
 - b. Investigate the desirability of detention ponds or conventional systems.
 - c. Indicate how any drainage facility will be maintained.
 - d. Minimize the amount of impervious surfaces.
 - e. Where possible, provide storm water easement conforming substantially to natural drainageways.
 - f. Maintain unrestricted flow from runoff originating elsewhere.
 - g. Make provisions for planned increases in drainage flow resulting from upstream development.
 - h. Where useful, consider a present or future mechanism to control the rate of runoff discharge so that excess capacity of drainageways does not occur.
 - i. Protect structures and lots from damage caused by ponding and runoff.
 - j. Ensure that downstream properties and/or structures will not be harmed by runoff originating from the development.
 - k. Ensure that the drainage system connects to an approved drainageway.
- ~~6. Establish an accumulating fund for making capital storm drain improvements.~~
- ~~76. Establish Maintain funding mechanisms Stormwater Utility fund which provides funding for planned capital improvement projects and storm drainage operation and maintenance. for storm drainage improvements that:~~
 - ~~a. Are based on the City's master area drainage plans.~~
 - ~~b. Allocate costs equitably, such as on an acreage basis or a per-unit basis.~~
 - ~~c. Consider both developed and undeveloped lands.~~
87. Establish ordinances to define the City's authority to direct the orderly development and management of the drainage system.

RECOMMENDATION

1. Encourage Linn and Benton Counties and applicable districts to review all development proposals along drainage basins which pass through the Urban Growth Boundary area for potential adverse effects on the downstream portions of such drainage basins.

SUPPORTING DOCUMENTS

The City of Albany May 2021 Stormwater Master Plan is adopted in its entirety as a supporting document to the Comprehensive Plan.

GOAL 11: PUBLIC FACILITIES AND SERVICES

WASTEWATER SYSTEM

BACKGROUND SUMMARY

The existing Albany Wastewater Treatment Plant was originally constructed in 1952.

~~Throughout the years, improvements have been made to the treatment plant to both comply with state and federal regulation and meet the demands of growth in the community. The most current improvements include a new influent pump station, new secondary clarifiers, improved aeration and a new biosolids compost system.~~

~~In 1969, the plant was expanded and upgraded to an 8.7 million gallon per day (mgd) secondary treatment (activated sludge) facility designed to treat both municipal wastewater and seasonal high-strength industrial wastewater from local food processors. The influent lift station was expanded, a diffuser added and solids handling improvements were completed in the early 1990's. Although these improvements met regulatory requirements and improved solids treatment at the plant, they did not increase the plant's capacity.~~

The Albany Wastewater Treatment Plant operates under a waste discharge permit issued by the Oregon Department of Environmental Quality. Treated effluent from the plant is discharged to the Willamette River. ~~Composted class A Stabilized~~ biosolids from the treatment process are ~~applied to local farmland for beneficial uses safe for beneficial use and are available for purchase.~~

The plant presently provides treatment for domestic, commercial, and industrial wastewater from the city of Albany and domestic wastes from the city of Millersburg. The rest of the developed property within the Albany Urban Growth Boundary is served by individual on-site systems.

Flows treated at the plant vary considerably throughout the year due to varying rates of infiltration/inflow (I/I) entering the collection system from groundwater and surface runoff sources. During the dry weather period of June through October, the plant treats an approximate average volume of 6.19 mgd (1998 2017); ~~which is less than the current 8.7 mgd dry weather design capacity.~~ However, during the wet weather periods of the year (November through May), waste flow treated at the plant has averaged approximately 12.713.9 mgd (1998 2017). The plant has frequently treated a maximum of approximately 20-50-55 mgd (~~maximum wet peak wet weather capacity/flow~~) ~~due to I/I entering the wastewater collection system.~~

~~The hydraulic capacity of the existing treatment plant is not sufficient to treat the total collection system flows during the high groundwater, high rainfall periods of the year due to the I/I problem. The current peak design wet weather flow is approximately 40 mgd and consequently peak flows overload the wastewater system and result in overflows of wastewater to the Willamette and Calapooia Rivers.~~

In 1991 sanitary sewers were extended to serve approximately 565 properties in North Albany that had been declared a health hazard by the Oregon State Health Division. The health hazard area represented only a portion of the developed area in North Albany. The Health Division concluded a health risk existed due to failing septic tank drain field systems that contaminated drainageways and groundwater.

~~Other significant collection system improvements completed recently include replacement of portions of the Calapooia Interceptor, addition of the Columbus Street Sewage Lift Station and extensions of trunk and collector sewers to serve new development. [Ord. 5465, 9/27/00]~~

GOAL 11: PUBLIC FACILITIES AND SERVICES

WASTEWATER SYSTEM POLICIES AND IMPLEMENTATION METHODS

GOAL

Provide and maintain wastewater facilities and services in an orderly and efficient manner that meets state and federal regulatory requirements and provides capacity to serve growth~~reflects the community's environmental stewardship responsibilities and meets regulatory requirements.~~

POLICIES

It shall be the policy of the City of Albany that:

1. The ~~2000-current adopted~~ *Wastewater Facility Plan Summary (Summary)* shall be the primary document for planning the community's wastewater system improvements. [Ord. 5946, 9/25/2020]
2. The basic concept of the wastewater system is a gravity system. Pump stations and force mains will be minimized and will not be allowed unless approved by the Public Works Director (PWD).
3. Review and regulate development proposals to ensure adequate wastewater service improvements will be provided to the development and to future developments and ensure that adequate assurances have been secured for participation in the public system when these services become available.
4. Capital improvements to the wastewater systems will be prioritized based on the following criteria (not necessarily ranked in order of priority):
 - a. Projects needed to meet regulatory requirements for improving water quality,
 - b. Projects needed to maintain capacity and reliability of critical system components, such as pump stations and structural integrity of sewer lines.
 - c. Projects related to street improvements.
 - d. Projects needed to eliminate or reduce basement flooding.
 - e. Projects needed to reduce inflow and infiltration; and
 - f. Projects related to other issues such as alleviating health hazards.

~~These criteria are not necessarily ranked in order of priority.~~
5. ~~Service Extensions of service~~ shall be based on findings that provision of service to low priority areas will not impair the City's ability to accommodate higher priority wastewater system needs including recognition of the City's contractual service obligations.
6. Annexation is required to receive sewer service in unincorporated areas within the Urban Growth Boundary. Consequently, sewer service shall not be provided outside Albany's city limits, except as provided by specific contracts ~~with the City of Millersburg, Oak Grove elementary school, Spring Hill Country Club~~ or as authorized by the Albany City Council.
7. Development or expansion of "stand alone" wastewater treatment plant systems shall not be allowed within the Urban Growth Boundary that are not planned as part of the City's facility.
8. Developments extending wastewater collection facilities pay an equitable share of the costs. This may include:

- a. A systems development charge (SDC) based on the current wastewater systems development charge (SDC) methodology, number of residential units constructed or some other equivalent for commercial or industrial developments,
 - b. Payment for extension costs with the provision that the developer may be partially reimbursed in accordance with City Council Policy, and
 - c. Payment for oversizing with the provision that the developer may be partially reimbursed in accordance with City Council Policy.
9. Sewer revenues will be periodically reviewed to maintain rate and fee schedules that ensure adequate revenue is generated to meet operating and maintenance costs, debt service requirements and capital improvement needs.
 10. The City will continue to develop specific plans and funding mechanisms for the expansion of the wastewater treatment plant.
 11. Construction of structures over public wastewater lines and easements is prohibited.
 12. The City shall encourage the use of conservation techniques and devices that reduce the amount of wastewater discharged into the City sanitary sewer system.
 13. The City shall continue to update, improve, and expand participation in the City's industrial wastewater pretreatment program for industrial wastewater generators. The City shall continue to develop pollution prevention programs and ensure compliance with Oregon Department of Environmental Quality, Environmental Protection Agency, and the City of Albany industrial wastewater pretreatment standards.
 14. The City shall continue a program for eliminating discharge and infiltration of storm and groundwater into the sanitary sewer system.
 15. The City shall continue to develop beneficial uses for the application of biosolids that:
 - a. Are cost effective and environmentally sound,
 - b. Provide viable long-term beneficial use opportunities, and
 - c. Make productive use of biosolids.

IMPLEMENTATION METHODS

1. Continue the policy of charging property owners outside the city limits a higher monthly rate.
2. Develop procedures for working with Millersburg and other jurisdictions to coordinate effective and efficient service delivery options that equitably distribute improvement costs to add capacity and meet regulatory requirements.
3. Ensure that new developments pay an equitable portion of the costs associated with expanding the wastewater treatment plant and extending sanitary sewer service.

RECOMMENDATIONS

1. Encourage Linn and Benton Counties to advise property owners within the Urban Growth Boundary who propose to install new or replacement septic systems that ~~they~~ may be required to hook up to sanitary sewer when their property is annexed to the city even if there are no documented problems with the existing system.
2. Encourage Linn and Benton Counties to stop issuing new septic tank permits in the urban growth boundary area where there have been recorded septic system failures or documented aquifer pollution. [Ord. 5465, 9/27/00]

SUPPORTING DOCUMENTS

The City of Albany 1998 Wastewater Facility Plan and the 2015 Wastewater Collection System Facility Plan are adopted as supporting documents to the Comprehensive Plan.

GOAL 11: PUBLIC FACILITIES AND SERVICES

SOLID WASTE BACKGROUND SUMMARY

The collection and regulation of solid waste is a regional concern. Albany is included in the Linn and Benton Counties' waste shed for the purpose of coordinating solid waste and recycling activities. ~~An advisory committee has been established which oversees the coordination of waste disposal and recycling activities and includes representation from Linn County, the City of Albany, the City of Lebanon, the City of Sweet Home, three representatives at-large, and rotating representation from the smaller jurisdictions within the area.~~

All solid waste from the Albany Urban Growth Boundary is ~~being~~ disposed ~~of~~ 13 miles away at the Coffin Butte site in Benton County. ~~This disposal site is projected to have a life span through the year 2025.~~ Solid waste collection in Albany is accomplished by a private operation, Republic Services, which is regulated by a City solid waste franchise.

The recycling of solid waste and resource recovery of certain materials after the waste has been collected is becoming more economically feasible ~~as the price of energy and raw materials increases. On a national level, it is estimated that the amount of waste could be cut in half and that 50% of the total waste, which is paper products, could be suitable to produce energy in the form of steam.~~ Advantages of recycling and resource recovery include the decreasing demand for landfill sites, the availability of recycled materials such as paper which decreases demand on timber resources, and the reuse of metals such as aluminum and tin which require large amounts of energy to produce.

In Albany, recycling is being accomplished on a medium, if not large scale. Albany's curbside recycling ~~accepts paper products, plastic jugs and tubs, cardboard, glass, tin and aluminum. The local recycling center recycles also accepts newspapers, cardboard, glass, tin, aluminum, and motor oil and hosts an annual event to accept household hazardous waste. Republic Services also collects yard debris and food scraps weekly which is turned into nutrient-rich compost. The center is open at all times and depends upon people to drop off recyclable materials. Curbside residential pick-up of sorted recyclable materials (cardboard, newspaper, glass, aluminum, tin, and motor oil) is also available free of charge to all city residents. This program has been operational for the last five years. A commercial source separation program is also in place, and it is anticipated that an industrial recycling program will be available within the next three to five years.~~

In addition to providing waste disposal service, ~~Albany Lebanon Sanitation~~Republic Services has been involved in an education program for effective waste resource management. This program focuses on a five-step process which includes: 1) reducing the amount of waste, 2) resource reuse, 3) resource recycling, 4) resource recovery, and 5) appropriate use of landfill.

Oregon also provides collection sites for electronics recycling free of charge and charges deposits on beverage "bottles" to incentivize their return to local "Bottle Drop" recycling facilities.

~~In recent years there has been an increased interest in identification and clean-up of potential toxic waste disposal sites within the Albany Urban Growth Boundary. The former Albany city dump site, located on 53rd Avenue in south Albany, was closed in 1975 by the Department of Environmental Quality because it was located within the 100-year floodplain. There is concern that toxic waste may be in the dump site. Since little~~

~~is known about what kinds of waste may have been disposed here, further research should be completed prior to any additional development of areas suspected of containing toxic waste.~~

GOAL 11: PUBLIC FACILITIES AND SERVICES

SOLID WASTE POLICIES AND IMPLEMENTATION METHODS

POLICIES

1. Ensure that the solid waste franchise continues to provide a full range of solid waste disposal services including a recycling program that:
 - a. Increases awareness for the need to recycle.
 - b. Considers the needs of the residential, commercial, and industrial waste generators.
 - c. Promotes utilization of recycling efforts.
2. Ensure that there is land available and zoning regulations which would accommodate firms specializing in resource reuse, recycling, or resource recovery.
3. Work with Linn and Benton Counties and other nearby jurisdictions to assure continuous provision of regional, cost-effective solid waste disposal.
4. Identify known hazardous waste disposal sites on the Albany Comprehensive Plan map and zoning map.
5. Prohibit development on the fill portion of the former Albany dump site on 53rd Avenue or any other site where hazardous waste disposal or residue is probable unless studies show the intended development would include a strategy for mitigation of the potential hazard to an acceptable level.
6. Work with local, state, and federal agencies for the identification, clean-up, and/or protection of sites containing toxic waste material within the Albany Urban Growth Boundary area. Also work with these agencies to develop safe practices for the disposal of these materials.

IMPLEMENTATION METHODS

1. Review solid waste collection franchise agreements prior to renewal to determine if recycling and other aspects of collection can be improved upon and at what cost to the public.
2. Support educational programs which encourage resource re-use, resource recycling and resource recovery.

RECOMMENDATION

1. Coordinate with Linn and Benton Counties and other nearby jurisdictions to develop an energy efficient comprehensive solid waste management plan which considers both separation for recycling purposes and treatment of mixed waste for alternative uses.

GOAL 11: PUBLIC FACILITIES AND SERVICES

OTHER UTILITIES BACKGROUND SUMMARY

Energy (electric power and gas) and other utility services in Albany are provided by privately-owned utilities all of which are members of the Albany Utilities Coordinating Council. The Coordinating Council works with the City in the placement of service lines, etc. during street projects or housing development and in long-range utility planning.

Electricity is supplied to Albany mainly by Pacific Power ~~& Light, although~~ and Consumers Power provides electricity to a small portion of the Urban Growth Boundary. Northwest Natural Gas is the other major energy supplier within the Urban Growth Boundary. ~~US West Communications supplies local telephone service, while a number of other companies provide long distance service. TCI Cable TV Company has the Albany franchise for TV cable service and is expanding to all areas of the community.~~

Albany's Energy Conservation Program is dealt with in more detail in the Plan under Chapter ~~3-8~~ - Growth Management, and in the Background Report under Goal 13: Energy Conservation.

GOAL 11: PUBLIC FACILITIES AND SERVICES

OTHER UTILITIES POLICIES AND IMPLEMENTATION METHODS

POLICIES

1. Facilitate the continued provision of high-quality utility services that are coordinated with the City.
2. Easements necessary for the provision of utility services shall be protected.
3. Encourage local utility companies to underground utility services whenever possible, coordinate utility installation with each other, and conform with the City's standard construction specifications.

IMPLEMENTATION METHODS

1. Provide all local utility companies with growth projections, capital improvement plans, public facility plans, and other information that will be of assistance to them in the provision of utilities in an orderly and efficient manner.
2. Coordinate all public facility planning and construction projects with other area utilities to increase efficiency in service provision and avoid conflicts and service disruptions.

GOAL 11: PUBLIC FACILITIES AND SERVICES

POLICE AND FIRE PROTECTION SERVICES BACKGROUND SUMMARY

Police services within the Albany Urban Growth Boundary are provided by the City of Albany Police Department, the Linn and Benton County Sheriffs' Departments, and the Oregon State Police. The City also has Code Compliance Officers and Police Volunteers, ~~a volunteer police force~~ whose activities include public service at such events as the ~~Timber Carnival~~, Veteran's Day Parade, Northwest Art & Air Festival, Shop with a Cop, and the Downtown Block Party and the River Rhythms summer concert series.

The City Police Department provides service to all areas inside within the city limits and ~~will cover~~ areas of limited distance outside the city in cases of emergency until the County Sheriff or State Police arrive. The County Sheriff and State Police can respond to calls inside the city limits. Their enforcement power is limited to state laws within the city limits. They do not enforce City ordinances.

Services provided by the Albany Police Department include traffic enforcement, ~~regulatory services~~ code compliance, community service, crime prevention, detection and prosecution of crimes, parking enforcement, and animal control.

Over the last few ~~years~~decades, Albany's ratio of police personnel to population and police cost per capita have been low when compared with other Oregon cities. Fluctuating finances have been the major problem which ~~has limited~~kept the City from increasing the ~~quantity of numbers of sworn~~ police ~~officers~~services. In 2023, the City Council implemented a City Services Fee to help maintain police and fire positions.

~~While a new jail facility has been built to meet current needs,~~ There remains continues to be a need for long-range justice and law enforcement planning for ~~Albany and Benton and Linn Counties~~ to address criminal justice needs for their District Attorney's Office, jail, and mental health resources ~~current and future issues and problems.~~

The City of Albany Fire Department provides fire protection for all areas within the city limits and contracts to furnish fire protection within the Albany Rural, North Albany Rural, and Palestine Rural Fire Protection Districts, as well as the City of Millersburg. Mutual aid and automatic response agreements are maintained with all neighboring fire districts.

Fire protection services are funded through City tax assessments and rural fire protection district contracts. These services include fire suppression, inspection and investigation, public education, fire code information and enforcement, and community service. Ambulance service covers 80 square miles including the city, rural districts, and areas along the I-5 corridor. Over 85 percent of calls are medical in nature and ambulance revenue is a significant portion of the fire department's budget. In addition, the Albany Fire Department participates in a subscription ambulance program, FireMed. ~~This program which~~ provides affordable ambulance service for all members of the community while reducing tax support for ambulance services.

As the urban area expands, the demand for fire protection will continue to increase. Since 1998, when two new fire stations were added, the population has increased 40 percent and call volume has increased 158 percent and continues to grow. The Albany Fire Department also staffs a station in Millersburg. Department staffing is below national standards, and the need for future stations in east Albany and south Albany is becoming apparent. During the 1970's there was an increasing frequency of alarms. This trend continued throughout the 1980's as well. The two existing Albany fire stations have been able to meet this demand;

~~however, there may be a future need for one or possibly two new fire stations in the eastern portion of the district and in the North Albany area if development in these areas continues.~~

GOAL 11: PUBLIC FACILITIES AND SERVICES

POLICE AND FIRE PROTECTION SERVICES POLICIES AND IMPLEMENTATION METHODS

POLICIES

1. Provide for the public protection needs of all of Albany's citizens by maintaining high standards of police and fire protection.
2. Ensure that all development can be provided with adequate police and fire protection. Particular consideration shall be given to:
 - a. Fire hydrant distribution and sufficient water flow capabilities for adequate fire protection to promote a high level of public safety.
 - b. Street layout and site design features that promote easy emergency vehicle access and building identification.
 - c. Exterior site lighting.
 - d. Building layout and site landscaping.
 - e. Building proximity and relationship to other buildings on and off the site.
3. Work with county, state, and federal agencies to coordinate improvement of city and county law enforcement and justice services.

IMPLEMENTATION METHODS

1. Periodically review the quantity and quality of fire and police protection services to ensure a high level of service within the city.
2. Emphasize primary prevention techniques within the city as a means for preventing losses due to fire and crime. Such methods may include school education programs, neighborhood watch and block programs, voluntary alarm hook ups, building, fire, and municipal code enforcement, etc.
3. Ensure adequate fire protection resources are provided commensurate with the special needs of commercial and industrial development. Especially continue to coordinate with local industries to provide for their special fire protection needs.
4. Provide timely information to help proponents of new developments meet fire code requirements and conduct thorough fire inspection services for all new developments and changes of use and periodically inspect existing developments to maximize public safety.
5. Recognize the special protection needs of Albany's elderly, young, and socially disadvantaged. Promote the provision of education and primary prevention services to these groups, such as drug education, home fire and crime proofing, neighborhood watch and block programs.
6. Consider the long-range needs for fire and police protection services such as:
 - a. Determining facility needs and future locations.
 - b. Establishing strategies for implementation and maintenance.

7. Review the distribution of fire hydrants and water flow capabilities as part of the public facilities planning effort. As appropriate, make modifications to the existing system to ensure that new development will be provided with an acceptable level of service.
8. Review home occupations to determine their compliance with the Uniform Fire Code.
9. When reviewing new development proposals identify measures such as building orientation, design, and street visibility that will discourage losses from crime and fire and facilitate the effective provision of services.

GOAL 11: PUBLIC FACILITIES AND SERVICES

CITY SUPPORT SERVICES BACKGROUND SUMMARY

There are various City departments that provide essential and valuable support services to the community. These departments include Planning and Building, Community Development, Public Works Engineering and Operations, Public Works Human Resources, Parks and Recreation, City Manager/Administration, Employee Relations, Library, Finance, and Municipal Court. These departments provide a range of services that enhance the opportunities and quality of life for all of Albany's residents. While many of these departments primarily do not get directly involved in the land use process, they are impacted by growth and development pressures. To ensure that these services maintain their current level of quality, they must also be considered during the planning process.

Albany Public Libraries. The City of Albany currently operates two public libraries – the Main Library located in the center of the city near Heritage Mall, and the historic Carnegie Library located in downtown. Between the two locations the libraries have between 250,000 and 300,000 visitors annually. In addition to books, computers and online resources, the library provides meeting space, study rooms, notary services, printing, and story times. As the city continues to grow, library services and programming will be needed to accommodate that growth. Currently, both libraries are centrally located, but as Albany grows, more residents will be further away from the library.

GOAL 11: PUBLIC FACILITIES AND SERVICES

CITY SUPPORT SERVICES POLICY

Ensure that the City continues to provide the full range of support services that contribute to the quality of life in Albany by providing adequate financial support through controlled growth of the tax base and in other revenue sources.

IMPLEMENTATION METHODS

1. To provide library services on the outer edges of the communities:
 - a. The library will explore more robust mobile library services.
 - b. Continue to work with community partners to offer library programming in their facilities.
 - c. Continue to work with the Parks & Recreation department to use their facilities for programs and services.
 - d. If in the future the above options don't meet the demands of the growth, the library could look at smaller satellite locations.

GOAL 11: PUBLIC FACILITIES AND SERVICES

EDUCATION BACKGROUND SUMMARY

Public education needs within the Albany Urban Growth Boundary area are primarily provided by the Greater Albany Public School District (GAPS). The District operates twenty-~~four~~one schools which provide education from kindergarten through twelfth grade. Twenty of these schools are in the Urban Growth Boundary. This includes ~~14~~5 elementary schools, ~~3-4~~3 middle schools, ~~junior~~ and ~~2-3~~2 senior-high schools. To maximize the use of present facilities, the District ~~has been periodically~~analyzes needs ~~and periodically makes adjustments in attendance boundaries.~~

~~The current trend in school enrollment is significantly different than experienced throughout the 1970's. In the 1970's there was a significant increase in student enrollment, especially in the primary level. During the period from 1979-87, there has been an overall decrease in student population from a high of approximately 8,300 in 1979 to a current enrollment of 7,469 in 1987. This decrease has been felt more in the primary grades, while enrollment at the middle and high school level has remained fairly constant in the last few years.~~

In addition to the developed school sites, GAPS owns ~~five~~one undeveloped sites within the Urban Growth Boundary that are being considered for future school sites. ~~Four are within the city limits and one is in North Albany. However, a recent Facility Usage Study prepared by Greater Albany Public Schools has projected that there will not be significant growth in the student enrollment for the foreseeable future; therefore, there is no need for additional acquisition at this time.~~ In addition to the public school system, Albany has two private schools, the Albany Private School, and St. Mary's Elementary School.

Linn-Benton Community College is a two-year public community college located in South Albany with the educational objectives of providing career training based on locally determined occupational and education needs. A lower division college curriculum is provided for those who wish to transfer to a four-year college or university. Applied technical training includes such programs as business, nursing, mechanics, metallurgical technology, wastewater technology, and culinary arts. The nearest four-year institution of higher learning is Oregon State University in Corvallis. Other major universities and colleges within commuting distances include Willamette University in Salem, University of Oregon in Eugene, Western Oregon ~~State College~~University in Monmouth, and Linfield College in McMinnville.

It is recognized that educational quality contributes to the stability of an area and that it is an investment that pays dividends to the entire community. Land use actions that can help maintain this quality should therefore be considered.

GOAL 11: PUBLIC FACILITIES AND SERVICES

EDUCATION POLICIES AND IMPLEMENTATION METHODS

POLICIES

1. Encourage the siting of future elementary schools in locations which are separated from arterial streets and minimize the need for children to cross arterial streets.
2. Review all major residential proposals for:
 - a. Safe and efficient access to school and park sites.
 - b. Potential impacts on the school system.
 - c. The adequacy of existing facilities and the need for new facilities.
3. Coordinate with the School District the planning and design of safe pedestrian and bicycle routes to all schools including consideration of crosswalk placement, traffic signals, handicapped access, footbridges, and dedicated pedestrian easements through residential areas.
4. Recognize the importance of schools to neighborhood identity.
5. Support Linn Benton Community College as a community resource in its role as a provider of higher education, vocational training, and professional services.

IMPLEMENTATION METHODS

1. Provide the School District with updated population projections, proposed residential densities, master street plans, and other related documents for the school district's use in capital facilities planning.
2. Work with neighborhood groups to encourage sidewalk construction, bike paths and signalization where these improvements are lacking.
3. Streets that provide access to school sites should be designed and constructed with sidewalks and bike paths.
4. Development proposals determined to have a significant impact on the school system should be transmitted to the school district for review and comment.

RECOMMENDATION

1. Encourage the School District to coordinate capital facility planning and school site selection with the City.

CHAPTER 7: SOCIAL AMENITIES

GOAL 8: RECREATIONAL NEEDS

PARKS AND RECREATION BACKGROUND SUMMARY

The mission of Parks & Recreation is to promote healthy living through recreational experiences and serve as stewards of Albany's public parks and facilities. The department manages and maintains 878 acres including 33 parks, five trail systems, 22 sport courts, 12 sport fields, 25 playgrounds, and a splash pad. The department provides on average over 500 programs and major community events annually for community members of all ages. Programs are offered at the Riverfront Community Center, Albany Community Pool, COOL! Pool and Swanson Recreation Room, Maple Lawn building and various parks. Additionally, the Parks and Recreation Department manages Building Maintenance (funded through Central Services), Urban Forestry, and general reception services for the City of Albany as a whole.

Due to City finances and COVID-19, the Parks and Recreation department made major cuts to save core programs and realign resources to fund infrastructure and deferred maintenance. Since 2008, the department has been reduced by 25% FTE with increased program requests, community expectations, and facility needs. Because of program and staffing reductions, funds were diverted to fund much needed facility and park improvements. In 2021, the Albany Senior Center was rebranded and reopened as the Riverfront Community Center. This change was challenging but critical for sustainability of the Center as multi-general facilities are far more popular these days due to their increased financial stability. With limited finances, the department is proud to use resources as efficiently as possible while providing a more inclusive environment to all community members.

TRENDS

The Master Plan identifies community needs and opportunities to enhance the park and recreation system while addressing 11 key trends:

- Active, Aging Populations
- Community Cohesiveness
- Universal Design
- Cultural Relevancy, Equity, and Inclusion
- Park Activities
- Connections to Nature and the Outdoors
- Unique Play Opportunities
- Technology in Parks & Recreation
- People Experiencing Homelessness
- Partnerships
- Divestment of Age-Based Facilities

In the last three years, the department made major strides towards accomplishing the five-year goals outlined in the 2021 Master Plan. Notable projects and improvements include:

Pickleball Courts at Linn Benton Community College: The Albany Parks and Recreation Department through SDC funds, transformed the existing outdated campus tennis courts to 12 pickleball courts (four can be converted back to tennis. The non-residential location is a better fit due to the sound generated by the sport and where the ongoing operations and maintenance are done by the college as part of the mutually beneficial partnership.

Henderson Park: Aging playground equipment was replaced in 2023 and tennis court resurfaced to reenergize the city's smallest park.

Burkhart Park: Utilizing grant funds, an outdoor fitness court was added to Burkhart Park in 2022. A first or Albany, the outdoor fitness court provides seven exercises that can be done in seven minutes in an outdoor, free location.

Divesting to Save Resources: As identified in the 2021 Master Plan, APRD divested the 2.8-acre Hazelwood Park and an undeveloped 7.13--acre North Albany Property to save on maintenance and operation costs and provide needed revenue for future deferred maintenance projects across other parks.

Meadow Ridge Park: In 2024, the department opened the first new park in Albany since 2009. Meadow Ridge Park, a 1.8 acre located on the east side of town between Meadow Ridge Elementary and Timber Ridge Middle, is the first nature play space in Albany and a much-needed recreational amenity to a quickly growing part of town.

Lehigh Park Playground: The park playground was identified in the 2021 Master Plan for replacement. The well-aged play equipment will be replaced with Albany's first sensory playground that features an accessible play structure, high backed, support spinner that is easily transferred into, friendship swing, communication board, sensory panels, cozy dome, and non-electrostatic artificial grass instead of bark mulch. The playground will be surrounded by a fence to assist those who try to elope.

Deerfield Park: the 10.98-acre Deerfield Park was purchased from the Greater Albany School District in 2018. The 70-year-old park has minimal amenities, none of which are ADA compliant. Using Oregon Department of Park and Recreation grant funds, along with Capital Improvement Funds, \$1.2 million dollars will rehabilitate the park to include a fully accessible play structure, basketball court, accessible seating options, hard path that extends the length of the park, a nine-hole disc golf course, and a soft surface walking loop.

ADA Improvements: Over \$10 million dollars in improvements to parks and facilities were identified in the 2024 ADA Transition Plan. Using ARPA Funds, staff completed \$200,000 in sidewalk and ramp improvements at various parks. This is in addition to other access, signage, and amenity placement improvements currently taking place across parks and facilities. While the improvement list is long and there are no real dedicated funds to resolve issues, the department is doing everything it can to consistently complete tasks little by little to improve access to everyone.

Monteith Riverpark: A Central Albany Revitalization Area project 20 years in the making finally came to fruition in 2024. Monteith Riverpark reopened to the public with a new \$2.5 million dollar stage, soft surface playground, splash pad, accessible piers, and significant waterfront restoration. The Parks and Recreation Department allocated additional funds to repaint the power poles, gazebo and transform a multi-stall, two gender restroom into four gender neutral family changing areas with restrooms (two of which are ADA accessible). These improvements have revitalized the park and will ensure it remains an actively programmed space for many years to come.

Other Projects: Since the City's creation of a City Services Fee, additional smaller projects have been completed that were identified as deferred maintenance. Projects include painting the outside of COOL! Pool and replacing the original deck furniture, replacing the Swanson Recreation Room flooring, and resurfacing the tennis courts at Burkhart Park and Henderson Park.

Albany, like many cities in Oregon, has been challenged to meet increased community demand for parks and recreation facilities and services with static or shrinking resources. There is a high level of demand in Albany for parks and recreation services. This demand level is partially the result of Albany's role as a regional center. Available data does not accurately reflect actual population service levels, but it is estimated that the Albany

Parks and Recreation Department may serve almost double the city's current population. This is evidenced in the high participation and attendance rates in Senior Center programs. Also, Albany's relatively large number of active, young residents contribute to high participation rates. About sixty percent of the city's population is younger than 34 years.

Other reasons for increased demand include factors which have influenced recreation activity throughout the United States. These factors include increasing per capita amounts of leisure time, growing participation in recreation activities, greater usage of close to home recreation facilities, etc.

Since adoption of the Comprehensive Plan in 1980 and through innovation and resourcefulness, Albany has made additional progress in providing for the recreation and leisure needs of its citizens. Park lands have been acquired through donation, purchase, and the subdivider's reserve fund as provided for by the Albany Subdivision Ordinance. Within recent years, several parks have been developed using a variety of state and federal grants in combination with local funds. Parks Department operations are supported through a 2-mill continuing tax levy.

As of 1986, Albany has a total of 410 acres of public park land and open space, of which 262.64 acres are developed. This is an increase of 140 acres from the 1980 total of 270 acres. There have been several significant park development projects since adoption of the 1980 Comprehensive Plan which have improved the extent and quality of park lands in Albany. These are:

Monteith Riverpark: Monteith Riverpark is a "dream come true" for Albany. This park was completed in 1983. It spans twelve blocks along Albany's Willamette River waterfront. Monteith Riverpark won the Oregon Parks Design Award by the Oregon Parks and Recreation Society. The park features picnicking, boat moorage, a shelter pavilion, bicycling and pedestrian paths, river viewpoints, and a concert stage. The Monteith Riverpark summer concerts have become one of the region's favorite summer activities. The concerts draw thousands of enthusiastic spectators every year.

Neighborhood Park Development: To meet the need for close to home recreation opportunities, Albany has developed three new neighborhood parks: Teloh-Calapooia in South Albany (11 acres completed in 1985), Pineway in the Oak neighborhood (.87 acres completed in 1983), and Deerfield in the Periwinkle neighborhood (6.6 acres completed in 1984).

Takena Landing Acquisition & Development: The City of Albany acquired approximately 70 acres of land bordering the Willamette River from the Oregon State Highway Division in 1983. Adjacent to this property, the City also has a lease agreement with the Oregon Department of Transportation for use of an additional 30 acres. The Takena Landing property runs for approximately one and one-half miles along the river directly across from downtown Albany. The property was developed in 1988. An access road, parking lot, boat ramp, and day use areas were constructed. Also, a hiking/nature trail was developed along the length of the property.

Other Projects: The Albany Parks and Recreation Department has continued to enhance the range of park facilities offered to Albany residents. Since the Comprehensive Plan was adopted, improvement projects have been ongoing in all existing parks. These projects have included new restrooms, playgrounds, hard court areas, picnicking areas, shelters, trails and bikeways, irrigation and lighting systems, improvements to the community swimming pool, and extensive landscaping and tree planting. The Parks Department has completed development plans for most of the existing park lands, including Timber Linn Park, Albany's largest facility. The Parks Department also maintains a structured Parks Capital Improvement Program.

In 1985, the National Recreation and Park Association conducted a nationwide survey of the types and quantities of park and recreation facilities possessed by municipal and county park and recreation agencies. From this information, nationwide facilities data was acquired for cities between 25,000-50,000 in population. Albany compares favorably with other cities in this population range in most facilities categories except total

~~acres of community park land and in the area of community recreation centers. The average number of park acres for the 142 cities surveyed was 968.45, compared to 410 acres for Albany. The surveyed cities also had an average of 1.67 community recreation centers compared to none for Albany. However, the Albany area compared favorably in the total number of park sites, 23 compared to the national average of 22.5.~~

~~Albany has close to the amount of park land recommended for neighborhood and community parks; 410 existing acres compared to a recommended acreage of 490 when national per capita acreage standards are applied to Albany's current population of 27,911. By the year 2005, these standards call for 688.42 acres of neighborhood and community parks to meet the needs of the City's projected population. However, the above does not include the need for regional or natural parks. National standards call for an additional 15 acres of regional park land per 1,000 persons. To meet the standards for regional or natural parks, an additional 493 acres is required for 1986 and 688 acres for the year 2005. Currently, Albany residents do not have easy access to large regional park lands. Citizens must travel considerable distances to the larger county, state, or federal parks.~~

~~Currently, Albany is in good standing in relationship to basic park facilities except tennis courts. National standards call for 10 public courts to be available in a city of Albany's size. Albany has four. In addition, Albany appears to be short in relationship to the recommended miles of walking and bicycle trails.~~

~~The Parks and Recreation Department partners with the Greater Albany School District (GAPS) on several programs and projects. Since 2006, Parks and Recreation has managed the Albany Community Pool, GAPS property. Long term needs for the 45-year-old facility have been documents and both parties are working together to remedy and extend the life of the facility. In areas where parks are located adjacent to schools, the City relies upon the school/park concept to provide recreation opportunities. The Department Parks and Recreation rents space in has year-round use of the schools within the city limits when they are not needed for school uses to accommodate programs such as Camp Albany. The school/park program provides for year-round education and activity centers, eliminates duplication of facilities, and provides larger and more attractive school and park sites.~~

There are several other organizations which help meet Albany's recreational needs. These include the Albany Boys and Girls Club, Albany Tennis Club, Mid-Willamette Valley YMCA, ~~Albany Athletic Club, Lake Shore Lanes,~~ the Golf Club of Oregon, and Spring Hill Golf Club. Both golf courses are located in just outside the city limits ~~in~~ the North Albany area.

The Albany Parks and Recreation Department operates a year-round recreation program. The program offers 500+ programs with a variety of indoor and outdoor recreation activities for all age groups. ~~During the last five years, recreation programs have shown a continued increase in attendance.~~ Program fees and charges partially pay for operational costs. Citizens outside the city limits pay a slightly 20% higher fee than Albany residents. ~~In 1986, Albany voters approved an \$800,000 bond to remodel and substantially expand the Albany Senior Center. Recreation, information and referral programs, nutrition, and health clinics are offered at this facility. Attendance rates indicate that a large percentage of Albany's seniors use the Senior Center, as do a significant number of seniors from the adjacent Linn and Benton County areas.~~

The Albany Parks and Recreation system has become a more important part of the community's positive self-image during the past few years. Albany's park system plays a positive economic and promotional role for the city and attracts and provides recreation facilities for many visitors to Albany. ~~Several annual community and regional programs and events rely on Albany's parks, including the annual Timber Carnival, Monteith Riverpark Summer Concert Series, Summer Fling Jazz Festival, Spring Arts Festival, and several softball tournaments. The department produces many award winning events every year including: River Rhythms (free concert with national artists), Summer Sounds (free concert featuring Northwest artists), Fun in the Park (free weekly program that operates over seven weeks in the summer at various neighborhood parks), and Northwest Art &~~

Air Festival (free, two day event that includes a 35+ hot air balloons, national performer, 70 juried artists, Family Fun Zone, car show, food court and more). These programs are well tied to the identity of Albany and are funded substantially through sponsorship donations.

NEEDS

Sustain Park Assets: The Albany Parks and Recreation Department maintains and sustains its assets through two different types of services:

1. Routine maintenance, including but not limited to tree pruning, sports field management, trash collection, and facility cleaning.
2. Long term asset management, including replacement and renovation of park amenities, facilities and landscaping as features age and wear.

Proactively plan for and address facility replacement to avoid:

- Aged facilities that are more expensive to maintain.
- Safety issues or hazards due to failing parts of equipment.
- Dying landscaping (from irrigation equipment failures or lack of maintenance).
- Removal of features, such as an old play area, without replacement.

The City's current repair and replacement maintenance backlog exceeds \$10,000 and is estimated to grow by at least \$100,000 annually. Increased demand for park use from growth, popular events, and more people taking advantage of outdoor opportunities will contribute to park assets aging and wearing more quickly.

Reinvestment creates an opportunity to assess if the facility is still located in the most appropriate areas and if it is the right type of facility to provide for future use and meeting future needs. Deficiencies in the system should be weighed against the lifecycle of the facility, the frequency of use, and community identified priorities when planning for upcoming budget cycles. By having a comprehensive list guiding the budgetary decisions for the department, a reinvestment program would be beneficial for the continual repair and replacement of worn and aging features.

Enhance Existing Parks and Facilities: Several areas were identified in the 2021 Master Plan where parks, facilities, and program could be enhanced to better support recreation. These include:

- Enhanced play opportunities;
- Convenient access to opportunities that support health and wellness;
- ADA and universal access;
- Year-round recreation opportunities;
- Flexible programming; and
- Multigenerational programming.

Meet the Needs for New Growth: Due to the City's projected growth, additional park properties need to be identified and developed in East and South Albany. Development has occurred in these areas far quicker than anticipated in the 2021 Master Plan.

With an expected additional 9,000 residents in the next ten years, Albany will need additional park sites, facilities, and services for new residents to enjoy the quality of life and park system that currently supports residents. A common way to establish additional parks land needs is to calculate the level of service based on the population. Level of Service (LOS) is the ratio of the number of park acres in the City compared to the number of people served, expressed in terms of acres for each thousand residents. The existing level of service provides an easy way to measure how much new parks acreage will be needed to serve each additional thousand new residents. Consequently, it is an important metric for securing the necessary resources to acquire

and develop new parks.

Since a portion of the City’s parkland is held in undeveloped natural areas, or undeveloped park properties, the table below breaks down LOS into six categories that correspond to the City’s current park inventory.

Park Category	United	2024 Quantity	2023 Units per 1,000 Residents
<u>Neighborhood Parks</u>	<u>Acres</u>	<u>84.86</u>	<u>1.49</u>
<u>Community Parks</u>	<u>Acres</u>	<u>21.57</u>	<u>0.38</u>
<u>Citywide Parks</u>	<u>Acres</u>	<u>335.35</u>	<u>5.88</u>
<u>Special Use Sites</u>	<u>Number</u>	<u>9.88</u>	<u>0.17</u>
<u>Natural Areas</u>	<u>Acres</u>	<u>413.28</u>	<u>7.24</u>
<u>Undeveloped Parks</u>	<u>Acres</u>	<u>26.61</u>	<u>0.47</u>
Total		869.98	15.63

The total level of service reported in 2006 (previous Master Plan) was 12.8 acres/1,000 people, lower than the current level of service. For the 2030 population, park distribution and access are a more important driver for park needs than a deficiency in the total amount of park land. The City should primarily focus on using existing sites to meet the needs in underserved areas all while selectively using new sites as well.

Meeting the needs of a growing population will require the City to implement multiple strategies in addition to buying and developing park land. Strategies include:

- Adding features or expanding existing facilities at park sites in the City’s inventory to allow more people to use the parks, specifically looking at Citywide parks and facilities that serve a larger population.
- Relocating existing amenities or facilities to locations that can better support the use. Examples include relocating existing sport fields to other sites that can sustain year-round use or relocating existing facilities as the Riverfront Community Center to a location that could support future expansion.
- Expanding the existing trail network to include new connections to existing parks when acquiring additional parkland is not feasible.
- Thinking flexibly about locations for new types of facilities and consider partner site where developed facilities would be publicly accessible.

Collaborate Strategically: Albany Parks & Recreation Department has a long history of collaboration with other public agencies, non-profits, businesses, and volunteers to help imagine, build, and maintain recreation features. Potential partnerships the City could pursue to help meet community needs include:

- Linn-Benton Community College
- Greater Albany Public School District
- Boys and Girls Club of Albany
- Mid-Willamette Family YMCA

GOAL 8: RECREATIONAL NEEDS

PARKS AND RECREATION GOALS, POLICIES, AND IMPLEMENTATION METHODS

GOALS

Promote healthy living through recreational experience and serve as stewards of Albany's public parks and facilities.

The 2021 Parks Master Plan goals include:

- Maintenance: Address the City's aging park infrastructure and improve maintenance of developed parks and natural areas.
- River Connections: Prioritize the Willamette River corridor as a tremendous downtown asset and part of Albany's unique identity.
- Activity: Meet the needs of all ages and variety of interests, including families.
- Equity and Access: Provide inclusive parks, interconnected trails, and recreation services for all residents to address the unique needs of lower income-residents, an aging population, Hispanic and Latino residents, and other historically underrepresented groups.
- Stability: Prioritize the City's investment in parks, facilities, and programs while it responds to economic challenges.
- Sustainability: Develop a funding and partnership strategy for implementation of a short and long-term Capital Improvement Program needs.

~~Provide a high quality and diversified system of safe and attractive parks, open space, recreation programs, and facilities to:~~

- ~~1. Facilitate community access to leisure, recreation, open space, and cultural opportunities.~~
- ~~2. Meet the varied recreation and leisure needs of Albany's citizens for self-expression, creativity, achievement, imagination, relaxation, and enjoyment.~~
- ~~3. Enhance the beauty, livability, and positive image of Albany.~~

POLICIES

1. Continue to provide and develop a system of multi-purpose parks and facilities that consider:
 - a. Opportunities for both passive and active recreation.
 - b. Recreation and leisure needs of Albany's underserved populations ~~special populations (i.e. the handicapped, elderly, low-income, and others whose activity capabilities or geographic mobility are limited).~~
 - c. Protection and enhancement of natural environmental qualities and values.
 - d. Albany's existing natural resources such as drainageways, rivers, woodland areas, and other scenic and open space features.
2. Where possible, locate schools and parks on the same or adjacent sites and encourage the maximum use of public-school facilities for community recreation and other purposes.
3. Promote a variety of public and private recreation and leisure opportunities for Albany's citizens including:

- a. The use of park and recreation facilities by community service organizations to provide special human services such as health maintenance and information programs, nutrition and meal services, outreach, and transportation programs, etc.
- b. The transfer of lands to the City of Albany that are desirable for park and open space uses that are owned by individuals, corporations, or other agencies.
- c. Public recreation on lands and facilities committed to private and public purposes including federal properties, utility easements, and corporate and institutional properties.
- d. The development of private facilities and programs (such as golf courses and racquetball, health, and sports clubs).
- e. Where feasible and appropriate, the lease of public lands to private recreation providers for recreation services that serve the public interest.

4. Promote the development of linear parks that incorporate hiking, jogging, and bicycle trails and/or provide buffers between incompatible uses.

5. Link parks and community destinations with multi-use trails and paths. Prioritize extensions to existing trails, access to the riverfront, and connections between different parts of the city.

~~56. Develop and enhance Albany's Willamette River waterfront parklands to support riverfront recreation, events, and large group gatherings, connection to and enhancing the vitality of Albany's downtown and encourage development of those parklands within proximity to the Albany area as a major recreational focus.~~ In particular, promote the following:

- a. Continued use of Monteith Riverpark for a variety of cultural and social events.
- b. ~~The development of Tadena Landing Park as a "river-user" resource by developing boat launching, nature trails, and camping opportunities.~~
- c. The development of pedestrian and bicycle paths along the Willamette River linking major recreation facilities and nearby communities.

~~67.~~ Maintain and enhance the role of the cultural arts ~~for all ages~~ in Albany's recreation programs.

~~78.~~ Provide an appropriate level of neighborhood park and recreation facilities to both developed and developing neighborhoods which lack readily accessible neighborhood recreation facilities.

~~89.~~ Use the following minimum standards as guidelines to public policy and action in facilitating communitywide provision of parks and open space:

Neighborhood parks, school parks, playfields	=	5 acres/1,000 population
Community parks	=	10 acres/1,000 population
Regional parks	=	15 acres/1,000 population

AREA FOR SERVICE

<u>CLASSIFICATION</u>	<u>SIZE</u>	<u>1,000 POP.</u>	<u>AREA</u>	<u>USUAL FACILITIES & REMARKS</u>
Neighborhood Park	Up to 5 acres	1.0 acre	Up to 1/2 mi. radius	Softball & other games, equipment, multiple use areas, turf, and planted area connect with open space links as desirable. Playground equipment, playfields, and picnic facilities.
<u>Special Use</u>	10 acres	1.5 acres	1/2 mi.	Adjoining the elementary school near

<u>Site</u>	<u>School Park</u>		radius	<u>the center of neighborhood. Sites designed for a specific purpose, such as aquatic facility or skatepark.</u>
<u>Playfield</u>	<u>10-15 acres</u>	<u>2.5 acres</u>	<u>1 mi. radius</u>	<u>Baseball, softball, tennis, football, & other activities; athletic areas connected with open space links as desirable; community center & swimming pool. Lighting for night off street parking is required.</u>
Total Neighborhood Parks		5.0 acres		
<u>Community Parks</u>	<u>20 acres min. others as apply</u>	<u>10 acres</u>	<u>2 mi. radius</u>	<u>Active areas similar to playfield, but should provide picnicking, hiking, archery, shelters, swimming pool, space links, & conservation. All improvements found in a neighborhood park, plus playfields ready for more formal athletic activities, off-street parking, shelter and restrooms.</u>
<u>Regional Parks</u>	<u>100-300 acres min. up to 300 acres</u>	<u>15 acres</u>	<u>25 mi.</u>	<u>Nature study, open space links, conservation areas, golf course, hiking trails, fishing & boating, play areas, active athletic area. All improvements found in a community park with more significant amenities with broad community appeal.</u>

Based on the above general formula, except where superseded by special circumstances, the provision of park lands shall be provided as follows:

- a. Through development regulations which provide for dedication of park lands or fees in lieu thereof and which ensure provision of neighborhood parks, school parks, and play fields commensurate with the needs of new growth.
 - b. Allocation of fees paid in lieu of park land dedication shall go toward park land acquisition or improvements in the same neighborhood area as the development.
 - c. All other public recreation facilities intended to meet the communitywide needs of Albany, including the development of community and regional parks, shall be the responsibility of the community-at-large.
9. Promote major recreation and cultural activities ~~(such as the Monteith Riverpark concert series, summer softball program, historic tours, etc.)~~ such as tourist attractions and coordinate these activities with the ~~Albany Convention and Visitors Commission~~ Albany Visitors Association when possible.
 10. Maintain an active park and recreation planning effort to:
 - a. Identify existing and future recreation needs of Albany's citizens.
 - b. Acquire program funds and other resources to meet identified needs.

- c. Promote citizen involvement in the planning for and delivery of public recreation services.
 - d. Coordinate the development, promotion, and provision of recreation services, facilities, and programs with the efforts of other public, quasi-public, and private interests.
 - e. When possible, identify and acquire park sites in advance of urban development to avoid future acquisition costs.
11. Promote the park system as a cornerstone of Albany's attractiveness as a place to visit, live, and conduct business and thereby provide the budget to ensure a high level of park maintenance, landscape enhancement activities, and ongoing capital improvements.

IMPLEMENTATION METHODS

1. Ensure that energy considerations are addressed when planning for and providing recreation facilities by:
 - a. Providing for maximum pedestrian and bicycle access to recreation activities, parks, and other open space areas.
 - b. Developing "close-to-home" recreation facilities.
 - c. Coordinating park and transportation planning to ensure parks and other recreational facilities are accessible by a variety of transportation modes including public transit.
2. Encourage the development of neighborhood park facilities on undeveloped or under-utilized school sites.
3. Provide for a system of fees and charges to support recreation services which includes:
 - a. ~~Reduced fees and charges based on the ability to pay for senior adults, disabled, and low-income persons~~ Cost recovery that corresponds to hierarchy determined by staff and Council.
 - b. A schedule of higher fees for out-of-city residents to pay the actual costs of recreation activities and programs in which they participate in lieu of taxes which city residents are required to pay. Fee payments for out-of-city residents shall be limited to no greater than twice that which city residents pay.
4. Maximize user-hour benefits, relative to each activity and participant, for each public dollar expended for the provision of recreation service opportunities.
5. Identify and pursue various means of funding special recreation programs ~~for disabled persons for~~ underserved populations.
6. Link parks and community destinations with multi-use trails and paths:
 - a. Coordinate with the City's transportation planning and funding to develop trails or paths that support park access and recreation, particularly in underserved areas.
 - b. Adopt trail and sidewalk design guidelines to provide wider walking corridors and bike routes along streets when identified in site recommendations.
 - a.c. Explore opportunities to connect to a regional trail system, if coordinated at the County and State Parks levels.
- ~~6. Provide an appropriate level of cost subsidization to the following recreation and leisure categories:~~
 - a. ~~Services and activities not furnished by the private sector and used by a significant segment of the community including citywide competitive sports activities, senior adult programs, community cultural and performing arts programs and events, municipal pool program, non-profit youth organizations.~~
 - b. ~~Recreation and leisure services used by special groups (i.e., the disabled, senior adult, and low-~~

~~income persons) that provide a direct social benefit to the community, and which cannot be self-supporting through user fees.~~

7. When possible, negotiate with the private sector to encourage the granting of public easements and donations or bargain sales of land desirable for parks and open space.
8. Maintain a commitment to stable funding sources for the Albany Parks and Recreation Department, ~~such as the 2 mill levy and user fee charges.~~
9. Continue to utilize state and federal grant programs to help support park development and recreation programs.
10. Augment recreation staff capabilities by:
 - a. Utilizing student internship programs.
 - b. Utilizing community service workers when possible.
 - c. Utilizing federal and state employee programs when feasible.
 - d. Encouraging and utilizing voluntary labor when possible, to assist in promoting and providing park and recreation services. Volunteer organizations may include neighborhood, senior citizen and youth groups, garden clubs, National Guard, and other service organizations.
11. Maintain, regularly update, and post regulations governing park use to increase the use and enjoyment of city parks.
12. Coordinate with private, quasi-public, and other public agencies to provide balanced, cost efficient, citywide recreation programs and services.
13. Coordinate Planning Over the Long-Term
 - a. Coordinate Parks Master Plan implementation with Waterfront Plan, ADA Transition Plan, and Transportation System Plan.
 - b. Update the short-term capital improvement plan every five years. Update the entire Park Master Plan and System Development Charge methodology every ten years to prioritize investment and respond to changing trends, growth, and community priorities.~~In cooperation with quasi-public, private, and other public interests, concentrate on meeting the following current unmet recreation needs:~~
 - ~~a. Social and special events for teenagers.~~
 - ~~b. Cultural enrichment programs/events for children.~~
 - ~~c. Activities and organized events that focus on involving the senior population in community life.~~
 - ~~d. Nature-related activities for all ages.~~
 - ~~e. Self-supporting, after-school programs for children of working parents.~~
14. Coordinate with the following agencies and jurisdictions to acquire future park sites within the Albany Urban Growth Boundary:
 - a. Linn and Benton Counties.
 - b. Greater Albany Public Schools.
 - c. Parks Division of the Oregon Department of Transportation and other state and federal agencies.
15. Utilize a variety of methods to determine community needs and preferences for recreation facilities and programs including:
 - a. Needs assessments and other statistically valid surveys.
 - b. Neighborhood meetings.
 - c. Goal setting workshops.

16. Develop and periodically update a comprehensive Park and Recreation Master Plan to provide long-term direction for provision of park and recreation services.

17. Implement Albany's Waterfront Plan and focus investments on key projects association with the Dave Clark Trail and Monteith Riverpark.

RECOMMENDATIONS

~~1. Encourage Benton County to acquire park lands in North Albany through gifts, donations, or establishment of a special purpose subdividers' park fund to generate funds for park land acquisition and development within the North Albany Urban Growth Boundary.~~

1. Increase coordination with sports leagues, user groups, and volunteers to steward parks and maintain sports fields.

~~2. Encourage the development of a regional park in close proximity to the Albany urban area.~~

~~3. Encourage the private sector to provide recreation services where there exists a sufficient market to provide a profit while keeping user costs affordable to the population as a whole.~~

SITE RECOMMENDATIONS

Each existing or proposed site in the system has a role to play in the overall system and a set of recommendations to enhance the experience at the park. The details of these recommendations are provided on a site-by-site basis and are detailed in the 2021 Parks Master Plan.

SUPPORTING DOCUMENT

The 2021 Albany Parks Master Plan is adopted in its entirety as a supporting document to the Comprehensive Plan.

GOAL 5: OPEN SPACES, SCENIC & HISTORIC AREAS, & NATURAL RESOURCES

AESTHETICS AND URBAN DESIGN BACKGROUND SUMMARY

Community aesthetics and appearance are important elements of a community's well-being. This is apparent in many ways. In residential areas, neighborhood appearance directly affects property values. Appearance and aesthetic quality also reflect community pride and may further affect neighborhood stability and environmental health. Commercial areas have a vital stake in their own aesthetic quality. Not only can a pleasant shopping area attract customers, but good aesthetics also attract them to stay. An attractive community also aids industrial development. A positive image can help in the recruitment effort since a growing number of firms perceive quality of life as a major benefit. Also, with good design, the overall business climate may be enhanced by reducing residential and industrial conflicts.

The most important areas in which to emphasize good aesthetics are those which are seen the most. Such areas include commercial strips along major arterials (i.e., Pacific and Santiam Highways) and other commercial districts (i.e., the Central Business District). Because of minimal landscaping, congestion, and competing signage; the Pacific Boulevard-Santiam commercial strips present an image of Albany which does not reflect the community's true character. This is also true of the image many people have of Albany when traveling Interstate-5. That part of the community viewed from the freeway is almost entirely dominated by heavy industry.

Albany has significant visual and aesthetic resources. The most important are those of the Willamette River Greenway and the community's unique historic architecture. It is important to protect and enhance these resources. An important part of urban design is the type and location of vegetation. The need for vegetation in the urban environment and related policies are discussed in Chapter I of the Comprehensive Plan.

Albany's older neighborhoods contain a large number of mature trees and shrubs which provide shade and lend substantial beauty and charm to the older portions of Albany. Street trees are required in new developments, but there is a lack of vegetation in many of Albany's newer neighborhoods. Vegetation is also scarce along the Santiam Highway and the southern strip of Pacific Boulevard. These highway commercial strips represent Albany's highest visibility areas. Some visual improvement was made at the north Pacific Boulevard/I-5 interchange with the completion of Waverly Park and the highway couplet. A street tree planting program has improved several areas downtown. The City's urban forestry program includes a free street tree planting program and recommendations for street trees, planting, and maintenance. [Ord. 5764, 12/01/11]

The planning approval process is also an important part of providing for urban landscape and vegetation. The use of vegetation for aesthetic purposes, such as the creation of buffer zones between incompatible development or street tree planting, can help improve the livability of the Albany area. [Ord. 5764, 12/01/11]

Since the Comprehensive Plan was adopted, there have been several projects and programs that have enhanced Albany's aesthetic image. One of the most recent positive occurrences is the growing public awareness that appearance and aesthetic quality is important to community image. The following are the most significant accomplishments during the last twenty-five years.

PARK DEVELOPMENT

~~Albany has pursued an aggressive park development program. Monteith Riverpark along the Central Business District waterfront and Waverly Park along the Pacific Boulevard entrance to the city each received the Oregon~~

~~Park and Recreation Association Design Award in 1984 and 1985 respectively. Albany has also developed and improved several neighborhood parks during this period. These improvements have contributed significantly to the quality and aesthetic character of Albany's neighborhoods.~~

SIGN CODE ADOPTION

Albany adopted its first comprehensive Sign Code in October 1984. The Sign Code provides equitable methods of accomplishing business identification, reduction of signage conflicts, increased traffic and pedestrian safety, and enhancement of the aesthetic value and economic viability of the community.

The Sign Code also has a "take down" provision that takes effect within seven years of its adoption for those existing, non-conforming signs which are not in conformance with its provisions.

HISTORIC ALTERATION AND DEMOLITION ORDINANCE

In 1985, the City adopted an Historic Alteration and Demolition Ordinance that provides for review of exterior alterations to historic structures within the historic districts. This ordinance provides for maintenance of the historic districts' architectural and aesthetic integrity.

ALBANY DEVELOPMENT CODE

The Development Code provides for appropriate landscaping and/or screening and buffering for all new commercial, industrial, and multiple dwelling unit developments. These provisions have resulted in substantial aesthetic improvements in Albany's commercial and industrial districts. Many developers realize the importance of good aesthetics to overall project character and have provided site design features and landscaping in excess of the City's requirements. The Albany Development Code also provides for underground utilities in all new residential subdivisions.

MISCELLANEOUS PROJECTS

There have been several programs and projects in addition to the above that have resulted in a marked difference in Albany's appearance. The most significant of these are:

- 1. City of Albany Downtown Street Tree Planting:** In 1983, Albany received a federal grant to plant 150 street trees in the Central Business District. Many of these trees have since been replaced.
- ~~**2. 8th Avenue Historic Information Gazebo and Victorian Garden:** Through cooperation between the Albany Historic Tours Committee, adjacent businesses and residents, St. Mary's Catholic Church, and the City of Albany; a two-block section of unpaved city street was developed into an attractive parking lot and Historic Information Center. Volunteers developed and maintained a Victorian Theme Garden on this site that has drawn attention from throughout the region. This project has additional significance because of its location at the Highway 20 entrance into downtown Albany.~~
- 32. Albany/Millersburg I-5 Enhancement Project:** This project, developed through the Albany/Millersburg Chamber of Commerce, proposes to create an attractive landscape along the Interstate 5 interface of Albany and Millersburg. The purpose of the concept is to mitigate the negative views presented to passing motorists by the two cities' industrial districts and to minimize the negative environmental impacts the freeway has on adjacent land uses. Implementation of the program has begun. In 1986, 300 trees were planted on the site of Willamette Industries' paper mill.
- 43. Other Projects:** Several other projects and programs have been undertaken that have had a substantial impact. The City of Albany has implemented several public improvement projects in downtown that were identified the Central Albany Revitalization Area urban renewal plan including improvements to First and

~~Second Avenues, and Broadalbin Street, and new wayfinding signs in downtown. The Albany Downtown Association Streetscape Committee regularly meets to investigate also identifies~~ ways to improve the appearance of the Downtown District. Results of their efforts have included ~~annual summer flower baskets,~~ building façade improvements, street furniture placement, and ~~attractive—new signaged~~ downtown clean ups. ~~The City of Albany has developed a planning document entitled, City of Albany Beautification Opportunities. It is an analysis of beautification opportunities and constraints within each of Albany's separate neighborhood districts. During the last five years, the City has also funded several landscape/beautification projects intended to improve the appearance of public property. General city appearance has also been improved through utilizing community service workers for litter cleanup, landscape maintenance, and other tasks. Additional projects include the installation of the "Welcome to Albany" signs at the east and north entrance to the City, installation of the fountain at Waverly Lake, and robust plantings at more highly visible parks.~~

Much has been done to improve Albany's aesthetic quality and image. However, enhancement of community image is an ongoing process that needs the daily attention of Albany's residents and leaders. A positive image and a high quality of life are some of the major benefits a community can offer its citizens.

GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, & NATURAL RESOURCES

AESTHETICS AND URBAN DESIGN GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOAL

Improve Albany's image, livability, appearance, and design quality through aesthetic enhancement.

POLICIES

1. Expansion and new development projects shall be designed and landscaped to complement and enhance the appearance of the development site and surrounding area.
2. Develop and maintain a sign code to:
 - a. Provide equitable and economic methods of business identification.
 - b. Reduce signage conflicts.
 - c. Promote traffic and pedestrian safety.
 - d. Increase the aesthetic appearance of the city.
3. Develop enforcement procedures to abate dangerous and nuisance-creating situations to promote compatibility and reduce conflict within neighborhoods and between different land uses.
4. Continue to develop and implement aesthetic enhancement programs that will improve Albany's image.
5. Recognize and protect the unique aesthetic contribution that the Willamette and Calapooia Rivers lend to the Albany area.
6. Preserve and enhance desirable and distinctive neighborhood features which satisfy the following criteria:
 - a. Are commonly recognized features by neighborhood residents as desirable and distinctive?
 - b. Are features which can be preserved and enhanced without significantly impairing development or redevelopment opportunities in conformance with other Comprehensive Plan and Development Code provisions?
 - c. Are features which can be preserved and enhanced through consideration of design alternatives in development and redevelopment projects?
7. Develop and implement a landscape enhancement program for Albany that:
 - a. Enhances Albany's appearance and image.
 - b. Creates an attractive and comfortable environment for Albany's residents and visitors.
 - c. Maintains and manages existing vegetation resources. [Ord. 5764, 12/01/11]
8. Utilize landscaping around public buildings and spaces, including parking lots to improve Albany's appearance and image. [Ord. 5764, 12/01/11]
9. Encourage the upgrading of existing developments to meet current Development Code landscape requirements. Emphasis shall be placed on landscaping. [Ord. 5764, 12/01/11]

IMPLEMENTATION METHODS

1. Provide site design review assistance for new developments (industrial, commercial, multi-dwelling unit, and planned residential developments) and those that constitute a major change or expansion of use in order to:
 - a. Ensure compliance with the Albany Development Code.
 - b. Determine the most efficient means to provide public facilities and services.
 - c. Suggest methods to enhance the project's aesthetic quality, protect and enhance on-site natural features, and to mitigate adverse impacts on adjacent or surrounding property.
2. Periodically review past development proposals that required planning approval to determine compliance with development conditions and the standards of the Albany Development Code.
3. Maintain development standards that assure compatibility of commercial and industrial areas with surrounding land uses, including residential neighborhoods. Pay particular attention to areas adjacent to residential streets, Pacific Boulevard, Santiam Highway, and those adjacent to or visible from Interstate 5. These standards may include:
 - a. Setback, buffering and landscape provisions, and other site amenities including screened refuse disposal.
 - b. Traffic safety considerations including provisions for safe pedestrian movement.
4. Periodically review and, if necessary, update Development Code requirements and other policies and ordinances that address issues of public nuisance and community appearance.
5. Develop programs and regulations which will result in the underground placement of existing overhead utilities.
6. Continue to develop area improvement plans which show what aesthetic improvements could be made and at what cost. Existing strip commercial areas should be considered a priority.
7. Increase the aesthetic and design quality of the downtown commercial core through:
 - a. The use of vegetation and maintenance of the existing street trees.
 - b. Regulation of signs and other forms of on-street advertising.
 - c. Increased design orientation towards the Willamette River.
 - d. Alleyway improvements.
 - e. Encouraging the use of well-designed and functional streetscape improvements such as street furniture (drinking fountains, benches, trash containers, bicycle racks, information centers, etc.), decorative pedestrian scale streetlights, planting and maintenance of street trees and other forms of landscaping, sidewalk improvements, bus shelters.
 - f. Utilization of the Historic Alteration and Demolition Ordinance to promote design consistency within the Downtown Historic District.
 - g. Improvements of Parking Assessment District properties, particularly those parking lots adjacent to the waterfront.

~~[The following implementation methods were relocated from Chapter 1, per Ordinance 5764, effective December 1, 2011.]~~

8. Encourage and, when appropriate, offer assistance to utility companies to improve line clearing practices to avoid public safety hazards associated with improper pruning and improve the health and aesthetic contribution of Albany's street trees.

9. Undertake the following as part of the City of Albany's aesthetic and landscape enhancement programs:
 - a. Develop and implement comprehensive street tree programs that includes planning for, planting, and maintenance of trees in all areas of the community including all street rights of ways, public open space areas, and on the grounds of all institutions.
 - b. Encourage neighborhood organizations, schools, and service clubs to participate in tree planting programs and other landscape enhancement efforts.
 - c. Adopt city street tree regulations and standards.
 - d. Implement an ongoing and professional maintenance program for Albany's street trees and other vegetation within public rights of way and on other public properties.
 - e. Ensure that trees are part of the landscape design for all developments except where they are determined to be inappropriate or present hazards.
 - f. Encourage local industry to use appropriate vegetation to visually enhance development sites and provide buffering from incompatible uses.
 - g. Develop landscapes around public buildings and spaces, including parking lots to improve community appearance and image.
 - h. Encourage property owners to improve and maintain their landscapes, including provision of replacement vegetation when older, deteriorated vegetation is removed.
 - i. When necessary, provide an appropriate level of site design and landscape planning assistance.
 - j. Develop, maintain, and distribute public information pertaining to site planning, landscape design, appropriate use of plant materials, and other technical information.
 - k. Improve Albany's appearance along Interstate 5.
 - l. Where possible, promote the energy saving benefits of appropriately planted vegetation.
10. Utilize the report "City of Albany Beautification Opportunities - Phase I" as a guide to implement specific landscape development and community beautification programs for:
 - a. Albany's residential neighborhoods.
 - b. Major city entryways.
 - c. The downtown commercial core.
 - d. The Willamette River waterfront.
 - e. The Pacific Boulevard and Santiam commercial strips.
 - f. Industrial areas.
11. Except for single-dwelling unit and two dwelling unit residential development, require developers to utilize the skills of landscape architects, landscape designers, or otherwise receive City approval of landscape designs, and guarantee the completion of landscape requirements (i.e., through performance bonding or by setting aside funds for landscaping).
12. Require the continued maintenance of landscaped areas in accordance with Development Code requirements and conditions of planning approval.
13. Require the establishment and maintenance of landscaped areas in all parking lots to provide shade and visual amenities, except where site conditions are inappropriate or where hazards would result. Landscape development in parking lots should emphasize the following:
 - a. The planting of broad spreading trees to provide shade and mitigate the negative visual and environmental impacts of parking lots.

- b. Installation of other plant materials in a manner to provide effective screens between parking lots and adjacent uses.
14. Develop specific urban design and beautification measures for the Pacific Boulevard and Santiam commercial strips whereby:
 - a. Specific site design, landscape, and street tree design improvements are developed for each establishment.
 - b. Funding alternatives are developed that utilize a combination of private, city, state, or federal funds.
 - c. For projects which funding sources become available, completion shall be accomplished within five years of the acquisition of funds.
 15. Where appropriate, street design and construction standards shall provide for a planter area between the curb and sidewalk in all areas used by pedestrians, including residential and commercial areas and areas in close proximity to schools to provide:
 - a. Pedestrian safety by separating the sidewalk from the street.
 - b. Beautification and visual amenity.
 - c. Shade and buffering from streets.
 16. Pursue redesignation for Albany as a "Tree City USA" sponsored by the National Arbor Day Association. Designation requires the following:
 - a. Expenditure of at least one dollar per capita for maintenance, preservation, and planting of street and other publicly owned trees.
 - b. Adoption of an ordinance providing for the protection and planting of street trees and other trees on public properties.
 - c. Formation of a Shade Tree Advisory Committee to guide the City's tree program and to formulate policy.
 - d. Holding an annual Arbor Day celebration and tree planting event.

RECOMMENDATIONS

1. Encourage Pacific Power and Light Company to develop a long-range plan to reduce visual clutter within the Albany downtown and elsewhere through relocation and undergrounding of utilities.
2. Encourage the Albany Downtown Association to provide building and facade design assistance to downtown merchants and property owners.
3. Encourage the Albany/Millersburg Chamber of Commerce to provide leadership and coordination to implement the "Albany/Millersburg Interstate 5 Enhancement Project."
4. Encourage the Historic Tours Committee and other organized historic groups to maintain the historic information center as an entry focal point to the downtown.
5. Encourage Albany/Millersburg industries to develop buffering and landscaping programs to enhance the appearance of their sites.
6. Encourage Albany area schools to make an ongoing commitment involving students and school district resources to plant and maintain shade trees on school grounds and other public places.
[Ord. 5764, 12/01/11]
7. Encourage the Oregon Department of Transportation to improve and maintain the Interstate 5 landscaping along Albany's interface with the freeway. [Ord. 5764, 12/01/11]

8. When private property is unavailable, encourage the Oregon Department of Transportation to allow Albany businesses to utilize the undeveloped portion of right-of-way along Pacific Boulevard and Santiam Highway to meet landscape requirements. [Ord. 5764, 12/01/11]

CHAPTER 8: URBANIZATION

GOAL 14: URBANIZATION

DIRECTING GROWTH BACKGROUND SUMMARY

~~In many communities, the words “Growth Management” have stirred emotional and lengthy debates, court battles and appeals, and general division over the question of how much control should local government exercise over development and growth. This chapter of the Comprehensive Plan seeks to clarify Albany’s role in growth management, and thereby avoid some of the confusion and misunderstanding which has prevailed in other communities.~~ The City of Albany seeks neither to unduly restrict growth nor promote growth for its own sake. However, through the adoption of this Plan, the City has taken an affirmative position on the well-planned direction and management of growth.

The City has ~~many~~ opportunities to influence and thereby direct growth through establishment of City policies and actions. The City has an interest in maintaining a relatively compact urban form in that urban services can be more efficiently provided. Longer police patrols, lengthy sewer and water extensions, and so on all result in increased service costs. A compact urban form also promotes energy conservation through decreased reliance on the automobile and allowing more land to be utilized for agricultural production.

Albany has established an Urban Growth Boundary in accordance with the statewide Planning Goal 14, ~~which identifies. One state required method to help maintain a compact growth form is the establishment of an Urban Growth Boundary, which shows~~ where future growth will be located ~~within the next twenty years.~~ The UGB is intended to accommodate at least 20 years of residential and employment growth Albany’s Urban Growth to the end of the planning period. The UGB alone has little initial effect on achieving a compact growth form. However, the Urban Growth Boundary does identify areas which require city-county coordination before, during, and after development. It is usually preferable to have land outside of the city limits remain undeveloped until urban services are available thereby allowing increased flexibility in the urbanization process.

~~The Comprehensive Plan, the Comprehensive Plan Map and supporting area plans determine what types of development can occur within the city and UGB and serves as the basis for managing and planning for growth. Other methods can also have a great impact on urban form. For example, requiring While new development to essentially pay for the full cost of to extend extending services, means that already serviced lots will have a comparative advantage and would likely develop sooner. Perhaps the most efficient method is to have certain areas planned for community expansion within a five-year period in accordance with the City’s facility plans and capital improvement programs determine the city’s priority needs and investments in public infrastructure and facilities. Service expansions are then targeted for these areas well in advance of actual construction and lending some certainty as to how, when, and where the community will grow.~~

~~It is also possible for communities to alter the rate of growth. For example, some communities allow only a certain number of building permits annually and may select only those plans meeting the communities’ criteria. Other communities encourage increased growth, actually subsidizing new development to strengthen the local economy. Albany has taken a road that promotes certain types of growth that are perceived as benefiting the local economy. Past experience in Albany has found that a steady rate of growth has been beneficial to the local economy and government’s ability to provide adequate services.~~

GOAL 14: URBANIZATION

DIRECTING GROWTH GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOALS

Staff Comments: Relocated land use goals, policies and implementation methods from Chapter 3 Goal 9: Economic Development to this chapter.

1. Achieve stable land use growth ~~which that~~ results in a desirable and efficient land use pattern.
2. Provide climate friendly areas that provide compact, walkable neighborhoods with a mix of residential and commercial uses with access to transit to provide opportunities to meet daily needs within the neighborhood and reduce the reliance on vehicle travel.
[Ord. 6018, 6/30/23]
3. 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.
4. Create village centers that offer housing and employment choices.
5. Promote infill development and redevelopment throughout the city.
6. Improve community appearance and establish attractive gateways into Albany and visually appealing highway corridors.

POLICIES

1. Encourage industry and employment centers, regional shopping centers, and urban level development to locate within the Albany city limits ~~of the Albany Urban Growth Boundary, unless such development can occur under annexation procedures (such as consent, delayed, and contract annexations).~~
2. ~~Discourage low density sprawl development within the unincorporated portion of the Urban Growth Boundary that cannot be converted to urban uses when urban services become available.~~
3. Since the undeveloped portions of the urban fringe are in transition from rural to urban uses, development in these areas shall occur in a manner consistent with the City of Albany's and Linn and Benton Counties' Comprehensive Plans and implementing ordinances.
4. Allow the development of existing lots designated for residential use on the Albany Comprehensive Plan within the unincorporated portion of the Urban Growth Boundary, subject to the following criteria:
 - a. Prior to development of a new residence on a lot that does not meet the designated minimum parcel size for that zone, an annexation agreement is recorded for the property that provides for non-remonstrance to annexation.
 - b. Prior to development of a new residence, which requires an urban level of services (such as sanitary sewer or city/service district water), an annexation agreement is recorded for the property that provides for non-remonstrance to annexation.
 - c. All applicable county development standards are met including on-site sewage disposal system approval and legal access to a public street.
 - d. An urban conversion plan is submitted for City ~~and County~~ review. The urban conversion plan shall demonstrate the potential division of the property to urban densities and the desired location of streets and points of access.

- e. The property was not created illegally.
- 5. Allow expansion or modification of commercial and industrial uses within the unincorporated portion of the Urban Growth Boundary provided that:
 - a. The use is consistent with the City’s Comprehensive Plan designation, or the modification complies with the more restrictive of the County or City’s non-conforming use provisions.
 - b. A site plan is approved by the City of Albany and County, whereby all development requirements of the City and County are met to the maximum extent possible which include:
 - 1) Access, parking, and loading requirements.
 - 2) Setback and yard requirements.
 - 3) Landscaping, buffering, and screening.
 - 4) Adequate public facilities and services.
 - 5) All other applicable planning and building requirements.
 - c. An Annexation Agreement and Petition for Improvement/Waiver of Remonstrance are filed for the property that require non-remonstrance to annexation and construction of city services and streets to urban standards.

Staff Comments: This policy is an implementation method and is in that section already.

- 6. ~~Maintain and periodically update Urban Growth Boundary Management Agreements with Linn and Benton Counties to facilitate the orderly transition of the Urban Growth Boundary fringe area to urban densities~~Develop land use refinement plans for undeveloped and redeveloping parts of the city to address community needs and ensure an efficient and sustainable land use patterns and transportation networks.
- 7. ~~Provide delayed annexation procedures for new and existing residential development within the unincorporated portion of the Urban Growth Boundary to facilitate provision of urban services and an orderly and efficient urbanization.~~
- 8. Require annexations to be logical and efficient extensions of city limit boundaries to facilitate the economic provision of services.
- 9. Encourage the use of already serviced vacant, ~~and~~ underdeveloped, ~~and~~/or underutilized land through adaptive reuse and development. [Ord. 6018, 6/30/23]
- 10. Designate enough land in a variety of parcel sizes and locations to meet future housing, employment and commercial needs, and designate new mixed use Village Centers near transit.
- ~~1011.~~ The size and type of future ~~regional and community~~ commercial ~~sites development~~ shall be commensurate with the area to be served and located to be easily accessible by those in the service area and designed to be compatible with surrounding residential uses when applicable.
 - a. Approvals of additional regional and community commercial sites may be predicated upon studies requested by the City which assess public need, impacts upon competing commercial areas, traffic impacts, and impacts upon other public services.
- ~~11. Provide opportunities for neighborhood commercial facilities to be located within an accessible distance of the area they are intended to serve. Neighborhood commercial uses shall:~~
 - ~~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 sites shall be less than five acres in total area and shall be located at least one-half mile travel distance from any other commercial site which provides or is available to provide for similar commercial needs.~~
 - b. Zone change applications for new neighborhood commercial and mixed-use mixed-use Village Center 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.
 - c. 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.
12. Discourage future strip commercial development and promote clustered commercial opportunities and the infilling of existing commercial areas which 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.
 13. Encourage ~~residential~~ professional uses and mixed uses as buffers between intensive commercial uses and less intensive residential uses where compatibility can be demonstrated with the surrounding residential neighborhood.
 14. Protect industrial and employment lands by restricting retail and service uses to those that cater primarily to nearby employees and disperse employment centers to areas of the City with access to transportation routes and public utilities. Within planned unit developments, commercial recreation and retail uses may be allowed which are designed to be compatible with the development and which can be supported primarily by its residents.
 15. Encourage land use patterns and development plans which 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 which increase energy, land and infrastructure ~~the~~ efficiency ~~of energy use~~.
 16. Provide development opportunities for large-scale industrial and commercial development and for people to live in proximity to activity centers, particularly their place of employment.
 17. Improve commercial and industrial standards to allow for additional landscaping and an increased variety of tree species ~~Periodically review and update the Comprehensive Plan to ensure that there is adequate area designated in each land use classification to meet anticipated needs.~~
 18. Discourage regional shopping centers outside of the Albany Urban Growth Boundary area which are primarily targeted for the Albany market area.
 19. Encourage compact, mixed use, and multi-story development that supports walkability, transit, reduced auto-dependency for access to goods and services and promotes the efficient use of land and public infrastructure. [Ord. 6018, 6/30/23]
 20. Support the conversion of surplus parking into other uses compatible with the area. [Ord. 6018, 6/30/23]

21. 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.

IMPLEMENTATION METHODS

1. Maintain and update joint management agreements between the City of Albany and Linn and Benton Counties to ensure continued protection and orderly development of the urbanizing area in conformance with the Comprehensive Plan. ~~Such agreements should include:~~
 - ~~a. A mutual notification procedure for City or County actions which affect the other jurisdiction.~~
 - ~~b. Concurrence between the City and County before any Plan or zoning changes affecting the UGB or urbanizable area can occur.~~
 - ~~c. Establishment of county zoning districts and regulations which ensure that any development which occurs is compatible with or can be easily converted to urban development.~~
 - ~~d. Methods to arrive at consensus between the City and County regarding planning and development actions of mutual concern.~~
2. Develop a mechanism to facilitate the coordinated exchange of information between the City and other governmental units and agencies regarding actions within the Urban Growth Boundary, including:
 - ~~a. Planning and zoning actions.~~
 - ~~b. Long range public facility and economic development planning.~~
 - ~~c. Capital improvement programs and construction projects.~~
3. Ensure that Linn and Benton Counties' development regulations discourage premature urban level development within the unincorporated portion of the Urban Growth Boundary and encourage development which occurs to meet the following criteria:
 - a. When land partitioning or subdivision occurs that will result in parcels of less than five acres, an urban conversion plan shall be submitted for City ~~and County~~ review. The urban conversion plan shall demonstrate the potential division of the property to urban densities and the desired location of streets and points of access.
 - b. When applicable, development shall meet City site development standards pertaining to lot size, density, setbacks, lot coverage, and height limitations.
 - c. When parcel divisions or subdivisions occur that result in parcels of less than five acres, an annexation agreement is recorded for the property that provides for non-remonstrance to annexation.
- ~~4. Develop procedures for delayed annexations which satisfy both City and County needs and which allow for logical development opportunities in conformance with the Comprehensive Plan.~~
5. Develop a phasing program associated with the City of Albany Public Facility Plan that considers the following as part of the anticipated extension of services:
 - a. Identification of those areas that are the most logical and cost effective to provide with urban services in the short-range.
 - b. Overall cost to provide services and long-term energy and maintenance costs.
 - c. Provision of adequate facilities to accommodate projected population and economic growth and subsequent intensification of land uses.
 - d. Overall desired urban form, character, and density.
 - e. Conformance with the goals and policies of the Albany Comprehensive Plan.

- 6. Periodically review and update the Comprehensive Plan to ensure that there is adequate area designated in each land use classification to meet anticipated needs.
- 7. Adopt or update land use refinement plans for different areas of the city to ensure areas with development potential meet community needs using efficient land use patterns. Modify development standards, Comprehensive Plan, and zoning designations as necessary to implement area plans.
- 8. 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.
- 9. Periodically review and update the Albany Development Code to ensure developments are accessible and meet desired qualities and character of any area plan and underlying zoning district purposes.
- 10. Use land use controls and other tools to reserve Village Centers for intended uses.
- 11. Work with owners of key Village Center and industrial properties to prepare development plans that meet the objectives of applicable area refinement plans.
- ~~6~~12. Within the developed and redeveloping areas of Albany, identify neighborhood and livability qualities that ~~are the community determined by area residents to be~~ are desirable and distinctive and that should be encouraged, enhanced, or protected.
- 713. Wherever possible, except for infilling, do not allow for 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 which 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 arterials 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 areas.
- 814. Provide for medium- or high-density development adjacent to streets designated and designed as arterials and collectors or, if compatible, adjacent to major employment centers and ensure that traffic does not negatively impact the surrounding area.
- 915. Provide residential density bonuses for developments that propose to:
 - a. Provide well-designed and attractive cluster development.
 - b. Promote energy conservation through site design and architectural measures.
 - c. Utilize alternative energy sources.
- 160. Adopt maximum parking standards for commercial, office, and industrial districts, and require spaces above the maximum standard be in underground or in structured parking facilities in developments. [Ord. 6018, 6/30/23]
- 174. Consider mechanisms for new development to contribute to shared parking in lieu of on-site parking and consider a provision for multi-level parking structures. [Ord. 6018, 6/30/23]
- 18. Evaluate and revise existing commercial and industrial landscaping standards as needed to achieve a positive community image and a pleasant pedestrian environment.

19. Where necessary, adopt overlay design standards that ensure that development presents a positive image along Albany's major transportation corridors.

GOAL 14: URBANIZATION

DEVELOPMENT REVIEW BACKGROUND SUMMARY

To a great extent, Albany's future quality of life will depend upon the quality of new development, the success of efforts to upgrade existing development, and the City's ability to provide high quality services. The Comprehensive Plan is intended to serve as the catalyst to ensure that new growth and redevelopment will enhance community livability. Whereas other parts of the Plan deal with specific development requirements, this element discusses the development review process and how the review process can improve **both** development accessibility, quality and community livability.

~~Ideally, all new development would result in high quality living, working, and shopping environments without the need for government intervention. In many instances, this situation automatically occurs, particularly when market conditions allow a favorable return on developments which benefit both private and community interest. However, the need for local development control is evident in the existence of community problems (such as access and egress problems, signage, lack of/poor maintenance of landscaped areas, poor transportation facilities, etc.). The past lack of development controls has been costly to the community when it has become necessary to annex and provide services to adjacent health hazard areas and other under-served properties. Therefore, a forum for review is needed to ensure that new development includes consideration of relevant factors and complies with minimum standards. Yet a complicated review process or standards which are too stringent can excessively hinder new development and increase costs to unacceptable levels. In some instances, the City can offer bonus incentives to developers as compensation for exceeding development standards to better serve community interest.~~

~~Most development standards are prescriptive in nature; that is, they are written in specific language and are generally inflexible. Although they are easy to use (because a strict method of compliance is prescribed), they often result in monotonous development. Another approach is to utilize performance standards, where any development is acceptable as long as it performs up to certain standards. As an example, a prescriptive standard might specify the exact minimum setback in a residential zone and a performance standard might specify only the percentage of coverage allowed on the lot. Performance standards might also specify the amount of emissions allowed, architectural compatibility standards, amount of traffic generated, and type of signage allowed in specific zoning districts as opposed to standards which only specify uses allowed and standards for their siting.~~

~~Unfortunately, performance standards are often more difficult to administer than prescriptive standards. In addition, they require increased thought and planning by a developer. The most useful approach may be a combination of performance and prescriptive standards to build flexibility into traditional zoning and development regulation approaches.~~

There are five factors which should be considered in every development plan review. The specifics of these factors are discussed in other parts of the Comprehensive Plan in greater detail. However, they are described briefly here in order to provide a better understanding of the development review process.

The first factor is to consider the general needs and service capabilities of different areas of the city. In grouping similar types of land use or establishing areas for certain use intensities, the City makes service commitments to those areas. If a development proposal generates a great deal of traffic, it obviously makes sense to favor locations close to existing or planned arterials. The impact on other urban services must also be considered. These might include a study of sewer and water service capacities, impact on schools, police and fire protection,

and energy use. The economic and energy use impacts on a community might even be considered when reviewing development proposals.

The second factor requires consideration of any special locational characteristics or concerns. These special areas need attention due to their unique characteristics in the development design and construction process. The following special areas have been identified in the Comprehensive Plan:

1. Slopes exceeding 12%.
2. Areas subject to flooding, riparian corridors, and areas with significant wetlands.
3. The Willamette Greenway.
4. Historic areas.
5. The Central ~~Business District~~ Albany Area.
6. Properties along Pacific Boulevard and Santiam Highway.
7. Properties impacted by the Albany Municipal Airport.
8. Properties adjacent to the Interstate 5 Freeway.

The criteria for review of development in these special areas are discussed in other elements of the Comprehensive Plan.

The third factor is to consider the characteristics of the site itself. Any particular feature such as slope, existing vegetation, drainage patterns, sun exposure, and access to transportation facilities should be considered. Too often, development plans proceed too far before a site is located. When the site is finally chosen, special features are often ignored. Consequently, in many cases, the City is asked to grant variances to setback standards, coverage requirements, access restrictions, etc. Also, trees and other natural features of the property which could have been assets to the development are removed, damaged, or simply ignored in the design.

The fourth factor in the review process is analysis of the potential impact of the development on the surrounding area. At a minimum, this requires knowledge of two things: the characteristics of the proposed development and the characteristics of the neighborhood. Something that is low impact in a low-density industrial area, may have a high impact in a high-density residential zone. The types of emissions (air, water, or sound) are also important considerations. Sounds and smells often determine how compatible an industrial development will be with an adjacent residential area. Increased traffic caused by a project may have a significant impact on a residential neighborhood. Often minor changes in design can greatly increase neighborhood compatibility.

The fifth review factor is to consider the future occupants and users of a facility. No development should cause sanitary or safety problems for future occupants. There should also be consideration of how well proposed developments provide convenient, efficient, and functional living, working, and/or shopping environments.

If five factors (community needs, special areas, site characteristics, neighborhood compatibility, and user needs) were adequately considered in all development proposals, there would not be a need for City involvement. Although education and incentive programs may bring us closer to this ideal situation, it is still necessary for the City to be involved in the development process. The City must ensure, for the benefit of the public, that the prescriptive and performance standards of the various ordinances and codes are complied with and that the intent of the Comprehensive Plan is met. When specific requirements place an undue hardship on a proposed development, variances to the standard(s) can be considered or the standard(s) may be reviewed for possible amendment.

Time is an important factor in any development review process. From the developer's viewpoint, time is often a cost factor. Delays in development approval may substantially increase project costs or even make a project

unfeasible. From the viewpoint of the reviewing agencies, time is also important to ensure all factors have been considered and conflicts have been researched and solutions identified. Any proposals requiring citizen review can result in further delays because of the need for negotiation and resolution of potential problems. A good understanding of the review process by all involved parties can result in more expedient approvals and substantial benefits to the developer, neighborhood, and community.

The applicants for a development permit should have an understanding of how the Comprehensive Plan applies to their request. Where City ordinances require demonstration of Plan compliance for approval, the burden of proof is on the applicant. The City's obligation is to thoroughly evaluate each proposal and present additional or alternative means to arrive at a decision on the request. The degree of proof depends upon the size and complexity of the request. Thus, minor requests such as variances will require a cursory review of the Plan. However, major requests such as large subdivisions, shopping center proposals, zone changes, and Comprehensive Plan Map amendments require a complete analysis of Plan compliance.

In establishing priorities or in using the Plan, a number of conflicting or apparently repetitious statements may be discovered. When this occurs, the goals and policies relating to each Plan element must be examined for their relative importance. Ultimately, the Planning Commission and City Council must determine which goals and policies are of greater importance in making the final decision.

GOAL 14: URBANIZATION

DEVELOPMENT REVIEW GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOALS

Ensure that all new developments are reviewed expeditiously and thoroughly and result in compliance with Comprehensive Plan goals and policies and ordinance standards.

POLICIES

1. Encourage practices, programs, and incentives which will result in voluntary actions which support Plan goals and policies.
2. Encourage design innovation but ensure that site design considers site characteristics, potential impacts on surrounding areas, and applicable Comprehensive Plan policies (i.e. access, vegetation, soils, slopes, public facilities and services, energy conservation, recreation, natural and other hazards, etc.).
3. Give special attention to proposals in areas identified as in need of special review (greenway, floodplains, floodways, riparian corridors, wetlands, historic districts, open space, airport, etc.), ensuring that developments in these areas are specially designed in recognition of the particular concern for that area.
4. Encourage flexibility in design review and interpretation of policies and regulations by ensuring that functional design and community benefit remain as the principal review criteria. Consider variance, conditional use, and special request procedures where strict interpretation of regulations would impede fulfillment of these criteria.
5. Ensure that the City's land use planning process and its policy framework is workable and understandable for local officials, staff, and the public. Ensure that the degree of application and review is commensurate with the size and complexity of various development requests.
6. Use the following criteria to balance the relative importance of conflicting Comprehensive Plan statements when applied to a particular use or development request:
 - a. Which goal or policy better serves both the existing and future public need?
 - b. With the exception of the conflicting statement(s), does the proposal conform to the overall purpose and objectives of the Comprehensive Plan?
 - c. How will deviation from a particular Plan statement affect the surrounding area?
 - d. What precedent would be established by choosing one statement over another?
7. Periodically review and update all City and County implementing ordinances to ensure continued coordination, consistency in procedure, and efficient processing of development applications within the Urban Growth Management Area.

IMPLEMENTATION METHODS

1. Develop permit application standards and forms which clearly specify the information needed to accompany applications and which specify the degree of proof needed to demonstrate compliance with the Plan.
2. Develop a range of incentives which would encourage voluntary compliance with Comprehensive Plan and Development Code requirements.
3. Develop ordinance standards which encourage the use of performance standards as an option or alternative to prescriptive standards.

4. Periodically review discretionary permit review criteria.
5. Periodically evaluate development review standards to determine cost benefit ratios and need for amending procedures and standards to either reduce development costs or improve public benefit.
6. Alter the permit process such that subdivisions and Planned Unit Development sections are relatively equal in terms of required information and time required to obtain approval.
7. Develop brochures and application forms which explain the requirements within the Development Code.

GOAL 13: ENERGY CONSERVATION

BACKGROUND SUMMARY

Certainly, no other subject in this Plan affects as many areas of urban activities and growth as does energy conservation. Although most energy policy statements and implementation methods pertaining to transportation and directing growth are contained in those respective parts of the Plan, the remaining aspects of energy conservation impact virtually all types of land use action. For this reason and because energy use is of such great importance in determining future growth patterns and specific land use activities, energy conservation is addressed as a specific element of the Plan.

~~As the costs of energy, land, and infrastructure supplies increases, and the availability of new energy sources decreases, we will continue to experience there is~~ a greater need for conserving and efficiently using existing supplies and resources. Many energy supplies are nonrenewable in that they are only produced once, as in the case of metals, or take hundreds of thousands of years to be produced, as in the case of petroleum and other fossil fuels. It is especially important to efficiently use and conserve energy sources so that future generations will not unnecessarily suffer by their shortage or absence. Conservation makes possible the use of energy sources to serve greater numbers of people and also reduces the immediate need for the development of new centralized facilities, such as those required for the large-scale generation of electricity.

There are, ~~of course,~~ a variety of mechanisms policies and actions the City can utilize implement to reduce energy consumption by the City and of development. The implementation methods which follow the policies suggest a number of specific measures which the City should explore for more efficient use of existing energy supplies. Many of the programs suggested will be controversial since they place new restrictions on developers and property owners. However, there are no easy solutions to the energy issue and the evaluation of programs and alternatives will continue as needs, technology, and priorities change over time.

~~The last decade has put an interesting twist on the energy issue as well. Throughout the 1970's, the need for energy conservation was frequently in the public's view. The 1980's has led to complacency about the adequacy, availability, and cost of our energy supplies. Despite this complacency, our energy future is even less secure than it was during the past decade. Now we rely on foreign energy sources for a greater portion of our national energy supply. Additionally, our overall usage of energy has not decreased and thus far, technological gains have not resulted in an overall energy use reduction. It will take careful evaluation and planning to ensure that Albany's energy conservation and planning efforts remain relevant and ready for the challenges of the future.~~

GOAL 13: ENERGY CONSERVATION

GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOALS

Achieve efficient utilization of all types of energy and maximize the conservation of non-renewable resources.

Transition to a compact land use pattern along transit lines that conserves natural resources and minimizes environmental impacts.

POLICIES

1. Promote development and use of comprehensive energy conservation and management programs that provide opportunities for efficient energy use and subsequent cost savings associated with:
 - a. Existing and future residential, commercial, and industrial uses.
 - b. Transportation management and planning programs that are directed at transportation efficiency such as reducing dependence on the private automobile.
 - c. Other efforts such as conservation incentive and recycling programs.
2. Promote land use development patterns and projects that are energy efficient and cost effective.
3. Provide incentives such as density bonuses and encourage the use of other incentives such as financial and tax programs to promote energy efficient building and project design and development.
4. Coordinate with state, federal, and local agencies and private utilities concerning energy issues and conservation efforts.
5. 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.
6. 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.
7. 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. Promote energy conservation and cost savings within all City operations by:
 - a. Periodically evaluating operational procedures and implementing changes that will result in energy cost savings.
 - b. Investing in cost-efficient energy conservation opportunities and technology.
 - c. Considering energy costs and conservation factors when planning for building improvements and equipment acquisition.

- d. Auditing energy use in all existing City buildings to provide the basis for future conservation measures.
 - e. Periodically reviewing vehicle and equipment specifications to ensure purchase of the most energy-efficient and cost-effective equipment.
2. Promote energy efficiency and conservation by encouraging businesses, residential property owners, and developers to design buildings and facilities and conduct operations in a manner that will conserve energy through methods such as:
 - a. Life cycle costing procedures relative to energy consuming equipment and buildings.
 - b. Centralization of heating and cooling facilities and avoidance of electric resistant heat for space heating needs.
 - c. Utilization of alternative and renewable resources including cogeneration and solar energy.
 3. Promote energy conservation objectives in the planning, development, design, and utilization of the transportation system by:
 - a. Establishing street construction standards (types of materials, widths, design speeds etc.) which encourage the conservation of land and materials.
 - b. Reducing off-street parking assessments for downtown employers who pay bus fares for their employees.
 - c. Providing efficient transportation connections between major employment and activity centers and residential neighborhoods.
 4. Require an adequate number and the appropriate type of trees to be planted in parking lots of over three spaces to provide a certain percentage of shading within the first ten years after planting.
 5. Promote solar retrofitting of existing structures by:
 - a. Identifying solar opportunities through the energy audit process.
 - b. Public workshops on methods of remodeling for utilization of solar energy.
 - c. Seeking state and federal funds for solar retrofitting projects.
 6. Require energy conservation to be a criterion applied to all land use decisions and ensure the efficient processing of planning and building permits related to energy conservation efforts
 7. Require new street and outside area lighting to utilize the most practical energy-efficient fixtures and, where economically feasible, have PP&L convert old mercury vapor and incandescent street lighting to more efficient methods.
 8. Encourage research and analysis of local energy usage to identify:
 - a. Consumptive trends, opportunities for cost-effective conservation, and the results of energy conservation efforts.
 - b. The social, environmental, and economic consequences of energy related activities.
 - c. Opportunities to utilize alternative sources for local consumption which may include:
 - 1) Solar energy for municipal pool heating.
 - 2) Electrical energy generation from the water treatment plant outfall.
 - 3) The reuse of waste heat from industrial operations.
 9. Encourage the development of a comprehensive energy ordinance that would promote cost effective energy conservation measures.

10. Develop methods and regulations to promote the use of solar energy such as:
 - a. Requiring subdivision and building site designs to show maximum solar orientation.
 - b. Regulations which include standards for providing solar access in new developments through street design, building shadow patterns, and solar envelopes.
 - c. Covenants that address solar access protection within new developments.
 - d. Model procedures to assist property owners in obtaining solar access rights.
11. Explore the development of funding opportunities for energy conservation projects and programs such as:
 - a. Housing rehabilitation programs that include energy retrofitting of homes occupied by low-income persons.
 - b. Recycling efforts and alternative energy projects.
 - c. Industrial, commercial, and institutional building energy audits and retrofits.
12. Participate in regional energy conservation projects and programs involving state, federal, and local agencies and the private sector including:
 - a. Support for the model conservation standards developed by the Northwest Power Planning Council.
 - b. A comprehensive regional energy conservation program.
 - c. Utility sponsored voluntary programs that promote energy conservation, incentive programs, and projects.
 - d. Maintenance of an energy emergency preparedness plan consistent with the State of Oregon Emergency Preparedness Plan to minimize the adverse effects of an energy emergency.
13. Participate with area utilities, businesses, and applicable agencies to develop and implement the following programs:
 - a. A standard method of evaluating conservation measures to determine their cost effectiveness and to illustrate what conservation measures beyond the requirements of Uniform Building Code standards are cost effective.
 - b. Public information and assistance regarding investment decisions relating to energy consumption which include:
 - 1) Projected energy costs.
 - 2) Tax advantages of energy conservation related investments.
 - 3) Various energy inputs required for manufacturing processes.
 - 4) Utilization of life-cycle costing methods for energy-consuming products and equipment.
 - c. Public education/information programs concerning actual costs of providing and using energy.
 - d. Cooperation with homebuilders and local contractors to promote the use of the State of Oregon's Structural Energy Efficiency program.
 - e. Reduction of peak load energy conditions by encouraging employers to set up staggered work hours.
14. Through various media, develop and implement energy education and information sharing programs in conjunction with private, public, and non-profit organizations to provide information on:
 - a. Energy auditing and financing programs that are part of area utilities' conservation programs.
 - b. Climatic conditions applicable to the use of solar energy including micro-climatic conditions such as wind patterns, sun angles, shading patterns, etc. which are applicable to the siting of structures.
 - c. The use of landscaping for energy conservation.

- d. Retrofitting techniques and devices (such as thermostat setbacks, furnace modifications, shower flow restrictors), typical savings and tax advantages of conservation measures.
- e. Establishing integrated energy systems using renewable energy.

15. 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.

16. Develop a strategy for returning idle, underutilized, and/or contaminated lands ("brownfields") to productive use.

17. Continue efforts to plant and maintain trees in the City as a strategy for reducing both carbon emissions and energy expenditures.

18. Develop a mechanism for transfer of development rights among property owners to protect open space (floodplains, wetlands, riparian corridors, woodlands, view corridors and meadows).

19. Develop parking and landscaping standards that improve the quality of storm water runoff.

RECOMMENDATIONS

1. Encourage the State of Oregon to adopt building code regulations which encourage the use of energy-efficient heating and cooling building practices. Code requirements should include formulas for calculating solar gain and heat loss for new structures.
2. Encourage the Oregon Department of Energy to inform the City of any programs that provide energy conservation assistance or any other special energy-related programs directed toward local governments.

Staff Comments: The Central Albany Area content is being relocated from Chapter 3, Goal 9: Economic Development to Goal 14: Urbanization.

GOAL 14: URBANIZATION

CENTRAL ALBANY AREA

BACKGROUND SUMMARY

The City of Albany completed a Town Center Plan in 1995 based on the recommendations of the community-based Central Albany Land Use and Transportation Study (CALUTS). This award-winning strategy identified how to reenergize the Central Albany area by respecting existing historic fabric, taking advantage of the several unique water features found in Central Albany, improving the pedestrian environment along key connections to and within commercial areas, and providing a mix of housing opportunities. In 2001, the City of Albany formed an urban renewal district, the Central Albany Area, and adopted the Central Albany Revitalization Area Plan as a tool to implement the Town Center Plan and other key objectives of the city in revitalizing Albany's downtown core.

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 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 support 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 protection and promotion of Albany's historic resources.
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.
- a. Encourage the efforts of the Albany Visitors Association, the Albany Regional Museum, the Monteith House, and the Willamette Valley Visitors Association to promote Albany's historic resources throughout the state and region as a tourist attraction.

SUPPORTING DOCUMENT

- Urban Renewal Plan for the Central Albany Revitalization Area

GOAL 14: URBANIZATION

NORTH ALBANY PLANNING AREA BACKGROUND SUMMARY

LEGISLATIVE HISTORY

North Albany has been in Albany's Urban Growth Boundary since the UGB was first adopted in 1981.

In January 1990, the State's Environmental Quality Commission declared a public health hazard in the North Albany area due to inadequate provision for collection and treatment of sanitary waste. In a spirit of cooperation, Benton County and the City of Albany adopted an alternative plan to forced health-hazard annexation. Policies recognizing North Albany as an Area of Special Interest were developed and adopted into the Albany Comprehensive Plan. [Ord. 4915, 7/27/90]

In June 1991, a majority of North Albany residents voted to annex the remaining land (2,437 acres) in the Benton County portion of the Albany Urban Growth area to the City of Albany. This election set the stage for extension of sanitary sewers to alleviate the health hazard from failing septic systems.

In 1992 the City adopted area-specific Comprehensive Plan policies and rezoned property in North Albany. [Ord. 5018, 12/16/92]

NORTH ALBANY BACKGROUND

Settlement of North Albany began as soon as the young town of Albany took hold in the 1860s. A rural pattern of farmhouses on large acreages prevailed until the post-Depression era in the early 20th century. The Ellsworth Street Bridge across the Willamette River replaced the old Steel Bridge in 1926, greatly improving access to goods and services. At the same time, the first water system was built for widespread distribution of household water in a groundwater-poor area. Small-lot subdivisions soon followed.

Subdivisions dotted the landscape and water systems stretched to reach them. A private sewage treatment plant was constructed to serve several subdivisions. Septic systems for individual homes in the upper elevations of North Albany did not function well in denser clay soils. By the late 1960s, the inadequacy of these sewage disposal systems became a neighborhood concern for North Albany residents.

North Albany residents talked of incorporating their own city and calling it Springhill. Annexation to Albany was also considered. Whatever the solution to the sewage problem is, North Albany residents wanted to keep the tranquil rural ambience that drew them to the area in the first place. These ideas are reflected in the first land-use planning document, the *1974 North Albany Comprehensive Plan*, prepared by the Benton County Planning Department.

Many of the issues identified by residents during the 1974 planning process have persisted to this day: how to accommodate growth without compromising rural character; how to deal with infrastructure issues, including a constrained transportation network; the need for a sanitary sewer system; how to ensure preservation of unique natural features including Thornton Lakes, forested ridgelines, the Willamette River, and surrounding farmland; how to deal with the flood hazard presented by the 100-year flood plain; and how to provide needed goods and services to a growing population.

The City led a series of neighborhood meetings in 1990, surveying residents about their desired future for the North Albany area. This led to a 2,437-acre annexation in 1991, expanding the city limits to the urban growth boundary and setting the stage for extension of sanitary sewers to alleviate the health hazard from failing septic systems. In 1992, the City adopted area-specific Comprehensive Plan amendments and rezoned property in North Albany.

In 2002, the City began work on the *North Albany Refinement Plan*, a periodic review project to update the land-use plan for this area. The Plan looks ahead to the community's needs over the next 20 years. The North Albany population is estimated to increase from 5,385 in 2002 to 6,250 in 2020. North Albany is projected to accommodate 19,000 people at complete build-out (date unknown). The Plan proposes ways to balance growth with protection of natural resources, livability, and public and private services.

North Albany is characterized by two distinct geographic areas. The Willamette River forms the south, east, and northeast boundaries of the area, although the study boundary does not extend to the river's edge. Near the river, the land is relatively flat, containing several historic river channels, including Thornton Lakes and Horseshoe Lake, and a broad floodplain. Much of this land was under water during the 1964 and 1996 floods.

Farther north and west, the topography changes to rolling hills, valleys, and wooded ridges, with elevation changes of up to 400 feet. Much of this land is still in farm use, while hillsides are wooded or partially developed with large rural residential lots. Vegetation in the valleys includes various prairie grasses, pasture, cultivated croplands, and riparian vegetation, while the hillsides and ridges include Douglas fir, grand fir, noble fir, western red cedar, western hemlock, Oregon white oak, ash, red alder, and big leaf maple.

GOAL 14: URBANIZATION

NORTH ALBANY PLANNING AREA GOALS, POLICIES, AND IMPLEMENTATION METHODS

The North Albany Planning Area goals, policies and implementation measures are organized under the following headings:

- Land Use
- Natural and Cultural Resources
- Transportation
- Public Utilities

In addition to the following North Albany policies, city-wide goals and policies throughout the Comprehensive Plan also apply in North Albany. Where there is inconsistency, the North Albany policies take precedence over the application of other Comprehensive Plan Policies.

LAND USE

GOALS

1. Support growth that protects North Albany's rural character and natural and cultural resources while encouraging quality developments at appropriate densities.
2. Create great neighborhoods that offer diversity in housing choices.
3. Create village and neighborhood centers that offer daily goods, services, and employment convenient to North Albany residents.
4. Preserve the carrying capacity function of Highway 20 in North Albany.

POLICIES

1. Preserve North Albany's rural character and natural features by allowing and encouraging cluster development.
2. Encourage development patterns that promote the efficient use of land and infrastructure and conservation of significant natural resources. [Ord. 5764, 12/01/11]
3. Open Space designations on the Comprehensive Plan Map are intended to maintain open space in areas generally unsuitable for development and to identify linear linkages between undevelopable, open space areas.
4. Development that is not at its ultimate urban density shall be approved only when it can be shown that such development will not preclude or inhibit further development in the surrounding area from occurring in a logical and efficient manner. All development on, or resulting in, parcels larger than the minimum lot size for the zoning district shall be designed so as not to interfere nor conflict with the subsequent orderly transition to efficient, higher density planned urban uses. This also applies to construction of all single dwelling units on existing lots of record which are outside platted subdivisions. Urban conversion plans are required for all such development demonstrating that the proposed lot and/or development can accommodate future development at the density range allowed by the Albany Comprehensive Plan and/or Zoning Map will allow the logical and efficient extension of streets and city services.

5. Encourage new residential development bordering designated and zoned farmland outside the UGB to be adequately set back, screened, and buffered to minimize potential conflicts between residential and farm activities.

IMPLEMENTATION MEASURES

1. Continue to refine planning policies and appropriate map designation to promote desirable housing opportunities in North Albany.
2. Within North Albany, evaluate the need for neighborhood commercial opportunities as part of the on-going evaluation of the Albany Comprehensive Plan. In particular, consider the future intersection of Crocker Lane and North Albany Road as a neighborhood node.
3. Provide the opportunity to cluster development within areas subject to environmental constraints to achieve allowed densities and protect public safety and environmental values.
4. Develop standards that would consider the protection of views in North Albany as part of the land development review process.
5. Urban conversion plans are required to be submitted with development proposals which result in development of parcels which can be further divided. This also applies to construction of all single dwelling units on all lots which are outside of platted subdivisions. The urban conversion plan shall demonstrate that the lot can accommodate future development at the density range allowed by the Albany Comprehensive Plan and/or Zoning Map and will allow the logical and efficient extension of streets and city services. The urban conversion plan shall show street and road rights-of-way, utility easements, drainage ways, natural or man-made lot development constraints (steep slopes, wetlands, access easements, etc.), future lot divisions at urban densities, and other proposed improvements including dwellings and accessory structures. All dwellings shall be placed within the boundaries of the future lots shown on the conversion plan and shall meet the setback and lot development requirements of the Albany Development Code.
6. Encourage the Greater Albany Public School District (GAPS) to recognize the importance of North Albany neighborhood schools and to examine all alternatives before proposing closure.

NATURAL AND CULTURAL RESOURCES

POLICIES

1. Minimize potential impacts to riparian vegetation, stream hydrology and adjacent land uses.
2. Protect wetlands, floodplains, riparian corridors, and other critical natural resources through the use of stormwater management measures and through appropriate practices (cluster development, setbacks from significant resources, corridor protection and reduction of impervious surfaces).
3. Provide neighborhood parks and a connecting off-street multi-use trail system.
4. Protect and enhance cultural and historic resources.

IMPLEMENTATION MEASURES

1. Within North Albany, maintain open space in areas that are unsuitable for development including steep slopes, floodway, wetlands, and drainageways.
2. Where possible in North Albany, develop linkages between steep slopes, drainageways, wetlands and publicly owned lands to develop a linear network of open spaces and/or parks.

3. Implement adopted City provisions which would provide for the protection of identified North Albany wetlands consistent with state and federal law.
4. Consider recommendations in the North Albany Refinement Plan for inclusion in the Parks, Recreation, and Open Space Plan when it is updated.
5. Identify resources in North Albany which are appropriate for addition to the City's historic inventory.
6. Utilize historic review procedures to protect North Albany's historic resources.
7. Develop site planning review procedures for forest management practices that would assist in maintaining the special character of the North Albany area.
8. Provide educational opportunities for the public through the internet and workshops on North Albany's natural resources. [Ord. 5764, 12/1/11]
9. Develop linkages with programs at Oregon State University, Benton County, watershed councils, and other organizations or volunteers that may be interested in assisting with activities such as education and outreach, or natural resource management. [Ord. 5764, 12/01/11]

TRANSPORTATION

POLICIES

1. Connect every street stub to another street, existing or proposed. An exception will be made where there are existing hazardous conditions for pedestrians, such as no sidewalks, or for vehicles, such as poor sight distance or accident history. An exception is also warranted where it is not practical to extend the street due to on-site physical constraints, such as existing development, steep slopes, wetlands, or drainageways, in which case the new development shall provide for a cul-de-sac to end the street.
2. Extend all streets in new subdivisions and partitions to the boundary of the property where a continuous of the street will intersect a property line. Right-of-way should be dedicated, and the street should also be constructed. An exception will be made where there are physical limitations on adjoining property due to existing development, steep slopes, wetlands, or drainageways. Street extensions should generally extend the overall block pattern of the neighborhood, or the interval should follow the block design pattern established in the Development Code.
3. Allow cul-de-sacs only where physical circumstances (e.g., existing development, natural features) impair internal or perimeter street connections. Make street connections whenever possible, especially to attractors such as parks, schools, transit routes, and other neighborhoods. Cul-de-sac design should allow for a sidewalk to the adjacent attractor so that a pedestrian corridor is preserved even though the vehicle corridor is closed. Design pavement for pedestrian ways to support maintenance or emergency vehicles.
4. The North Albany Local Street Plan, prepared by Kimley-Horn and Associates, Inc., dated June 30, 1995, is adopted in its entirety as a supporting document to the Comprehensive Plan.
5. Support the development of alternate street standards that may be considered on a site-specific basis if unusual environmental conditions exist, and long-term operational and maintenance costs are acceptable to the Director of Public Works.

IMPLEMENTATION MEASURES

1. Develop and adopt alternate street designs that allow consideration of unusual site conditions while addressing the following: availability of adequate right-of-way, slope restrictive issues, surface water impacts, natural drainage features, transportation needs, pedestrian and bicycle needs, drainage requirements, and impacts to significant trees.
2. Amend the North Albany Local Street System Plan and the Albany Transportation System Plan to realign the North Albany Road extension and incorporate the off-street trail network proposed in the *North Albany Refinement Plan*.
3. Consider the transfer of Benton County roads and streets to the City of Albany.

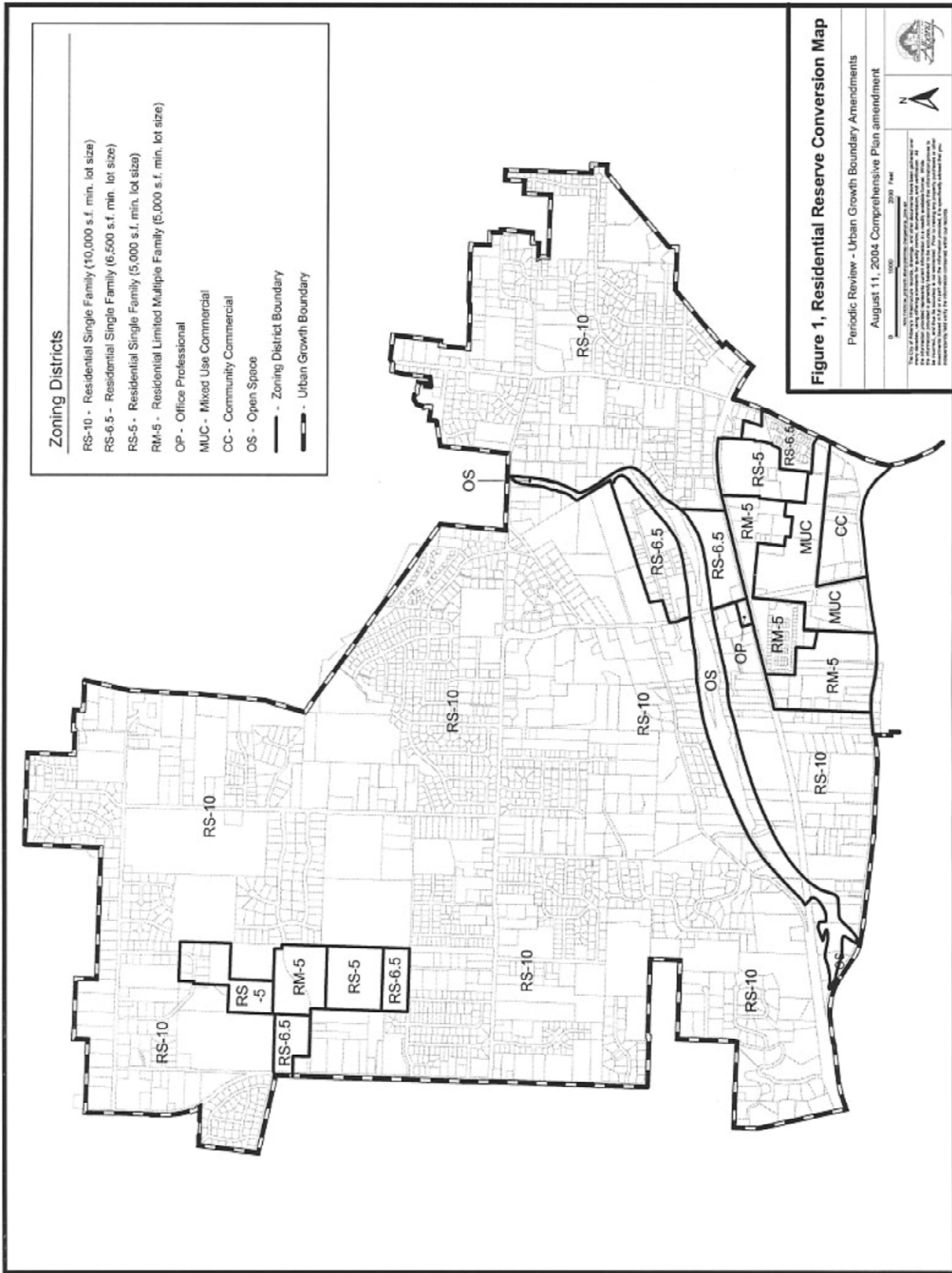
PUBLIC UTILITIES

POLICIES

1. Sanitary sewer facilities necessary to serve new development in North Albany shall be:
 - a. Constructed to City of Albany standards.
 - b. Adequately sized to accommodate development densities based on ultimate build-out of either the project or the area to be served.
 - c. Located and developed in accordance with an approved North Albany Sanitary Sewer Facility Plan.
2. Water rates for properties outside the city limits will be established so that generated revenues are sufficient to compensate the City for extra costs of providing the services and to ensure funds necessary to maintain and upgrade the facilities as needed.
3. Water service will continue to be provided, consistent with the capacity of the current system, to existing North Albany County Service District (NACSD) customers outside the UGB. The area of water service outside the UGB will not be expanded except as authorized in Resolution 3363.
4. A new single dwelling unit development on an individual parcel must extend and connect to the public water system when service is available within 150 feet and to the public sewer system when service is available within 300 feet of the property. All other development must connect to the public water and sewer systems.
5. Upon approval of a submitted development plan where water and sewer service is provided and public improvement requirements are met, property zoned Residential Reserve (RR) shall be assigned an ~~RS~~-10, ~~RS~~-6.5 or ~~RS~~-5 zone designation without a zone change, based on the zoning map in Figure 1. Likewise, properties designated Village Center on the Comprehensive Plan Map shall be assigned an RM-5 zone designation without a zone change. For higher or lower densities, a zone change is required.
6. For areas of North Albany where sewer service is not available property shall not be divided into parcels that create an average density more intense than one dwelling unit per five acres.
7. New storm drainage facilities in North Albany shall be:
 - a. Constructed to City of Albany standards.
 - b. Adequately sized to accommodate development densities based on ultimate build-out of either the project or the area to be served.
 - c. Developed in accordance with the Storm Drainage provisions of the Albany Development Code, Public Improvements Section.

IMPLEMENTATION MEASURES

1. Develop, adopt, and periodically update a North Albany Storm Drainage Master Plan.
2. As part of a Storm Water Drainage Master Plan for North Albany, identify as needing protection key swales and drainages that serve a vital role in the overall storm water drainage and flood water management system in North Albany.



GOAL 14: URBANIZATION

SOUTH ALBANY AREA PLAN GOALS, POLICIES, AND IMPLEMENTATION METHODS

Development of the South Albany Area Plan (SAAP) was supported by a grant from the State of Oregon's Transportation and Growth Management program. The City of Albany, and a consultant team lead by Otak, completed the plan in 2012. The SAAP, which includes a series of maps and technical memos, is adopted as a supporting document to the Comprehensive Plan. It should be used to guide all future development in the South Albany Area.

The SAAP goals, policies and implementation measures are organized under the following headings:

- Vision for South Albany
- Land Use
- Transportation
- Natural and Cultural Resources
- Parks, Schools, and Community Facilities

In addition to the following South Albany policies, city-wide goals and policies throughout the Comprehensive Plan also apply in South Albany. Where there is inconsistency, the South Albany policies take precedence over the application of other Comprehensive Plan policies.

VISION FOR SOUTH ALBANY

GOALS

The Vision Statement for the South Albany Area Plan establishes the Goals for the area, cited below.

South Albany will be:

1. A complete, walkable, and welcoming community,
2. The home of new "neighborhoods of choice" in Albany,
3. Known for having Oak Creek as its "front yard",
4. A thriving employment center and gateway to Albany,
5. Integrated with greater Albany and the region,
6. Developed with a commitment to resource stewardship, and
7. A community with village centers that provide local services.

LAND USE

POLICIES

1. South Albany will be further planned and developed as a complete and livable community. It will include livable neighborhoods, varied housing, mixed use centers, schools, employment sites (commercial and industrial), parks, and natural resource areas – all tied together by a connected pattern of streets, pathways, and open space.
2. Development in South Albany will be a showcase of implementation for Albany's Great Neighborhoods concepts and guidelines. Each neighborhood will be connected to a community focal point.
3. South Albany's overall land use pattern of residential, employment, and open space areas shall be generally consistent with the Organizational Framework (see Figure 1).

4. Development patterns in South Albany should promote the efficient use of land and infrastructure and conservation of significant natural resources.
5. Development on individual properties within each of five neighborhoods as shown on the Organizational Framework (Figure 1) shall contribute to the creation of a cohesive total neighborhood with: variety of housing, local community services, connected and walkable streets and paths, physical and visual access to open spaces, parks, and other community facilities.
6. Development shall be approved only when it can be shown that such development will not preclude or inhibit further development in the surrounding area from occurring in a logical and efficient manner. All development on, or resulting in, parcels larger than the minimum lot size for the zoning district shall be designed so as not to interfere nor conflict with the subsequent orderly transition to efficient, higher density planned urban uses. This also applies to construction of all single dwelling units on existing lots of record which are outside platted subdivisions. Urban conversion plans are required for all such development demonstrating that the proposed lot and/or development can accommodate future development at the density range allowed by the Albany Comprehensive Plan and/or Zoning Map will allow the logical and efficient extension of streets and city services.
7. Transitions between land uses will be carefully planned to promote compatibility. This policy applies particularly to the transitions between industrial and residential areas, and between developed areas and natural features.
8. The City supports preservation of South Albany's natural and cultural features by allowing and encouraging cluster development. As used here, natural features include wetlands (with an emphasis on significant wetlands), Oak Creek and its tributaries, the unnamed tributary near the PepsiCo property, and the Oak groves. Key cultural facilities to preserve include archeological resources and historic properties including the Gerig Farm.
9. Views of the Coast Range, oak groves, and Oak Creek shall be preserved when reasonably feasible.
10. New residential development bordering designated and zoned farmland outside the UGB should be adequately set back, screened, and buffered to minimize potential conflicts between residential and farm activities.
11. Neighborhood Centers will be located at the intersection of Lochner and Ellingson, west of the intersection of Columbus and Seven Mile Lane, and in the Mennonite Village generally as shown on the Land Use Plan (Figure 5).
12. Within Neighborhood Centers, up to 50% of the gross area of land zoned Mixed-Use Commercial (MUC) may be developed for residential use. The remaining 50% of the MUC zone shall be developed with non-residential uses, allowing residential units above the ground level. The purpose of this policy is to ensure that local-serving retail and services are developed within the Neighborhood Centers.
13. The City shall allow flexibility in the size and exact location of lands zoned MUC. The South Albany Land Use Concept indicates the general size and location of Neighborhood Centers and future MUC zones. Flexibility is permitted consistent with the following:
 - a. Location – An applicant may request a “shifting” of the Neighborhood Center boundaries (MUC zoning) from those shown on the Land Use Concept for the purpose of accommodating site-specific design factors (wetlands, trees, road locations), provided, the design of a pedestrian-oriented center is not compromised.
 - b. Size – An applicant may request an increase in the land area up to a maximum of 10 acres for Neighborhood Centers, for developments that include food stores and vertical mixed use.

14. Commercial and Industrial lands in South Albany will help fulfill the City’s Economic Opportunities Analysis, take advantage of South Albany’s location in the region, and fulfill the economic role of the area defined by the plan. Zoning regulations for employment lands will incorporate flexibility in order to respond to changes in business and industry trends.
15. Within areas designated as Residential, densities and building types shall generally follow a pattern where higher densities will be closer to Medium Density and Village Center areas, and lower densities closer to Open Space areas. This pattern does not preclude usage of cluster developments. Where clustered housing will be beneficial to preserving natural or cultural features, and/or providing housing variety, it is encouraged.
16. Open Space designations on the Comprehensive Plan Map are intended to maintain open space in areas generally unsuitable for development and to identify linear linkages between undevelopable, open space areas.
17. Comprehensive Plan and Zoning Map designations shall implement the Land Use Plan (see Figure 5), and be consistent with the following table:

SAAP Land Use Concept	Comprehensive Plan Map Designation	Zone Map Designation*
Low Density Residential	Low Density Residential	RS-5, RS-6.5, RS-10
Medium Density Residential	Village Center <i>at the Lochner and Columbus centers</i>	RM
	Medium Density Residential <i>elsewhere</i>	RM, RS-5
Neighborhood Center	Village Center <i>at the Lochner and Columbus centers</i>	MUC
	Medium Density Residential <i>at Mennonite Village</i>	NC
Regional Commercial	General Residential	RC
Neighborhood Commercial	Light Commercial	NC
Industrial Park	Light Commercial	IP
Light Industrial	Light Industrial	LI
Heavy Industrial	Heavy Industrial	HI
Community Park	Low Density Residential	RS-5
Open Space	Open Space	OS

*Note: Overlay districts apply as applicable.

IMPLEMENTATION MEASURES

1. Annexation agreements are a tool to implement the vision, goals, and policies in South Albany. Annexation Agreements are required for all lands proposing to be annexed in South Albany to ensure all annexations are in the public interest. The terms of annexation agreements may include, but are not limited to, dedication of land for future public facilities, construction of public improvements, waiver of compensation claims, or other commitments and public benefits deemed valuable to the City of Albany.

Annexation agreements are typically recorded as a covenant running with the land.

2. The City may require the submittal of a conceptual master plan as part of the review of proposed annexation agreements. Such master plans are intended to show how a property will be consistent with the South Albany Area Plan.
3. Provide the opportunity to cluster development within areas subject to environmental constraints to achieve allowed densities and protect public safety and environmental values.
4. The City will prepare design and development standards for Industrial Parks that are consistent with the Comprehensive Plan goals and policies, and of the South Albany Area Plan.

TRANSPORTATION

POLICIES

1. South Albany will be a walkable community, with pedestrian-friendly streets, a clearly defined network of blocks and pedestrian ways, and an excellent trail system.
2. Multiple options for local, intra-city, and regional travel will be provided through a connected street and pathway network, and land uses which support walking, biking and future public transit.
3. Highway 99E and Columbus Street/Waverly Road will be planned as safe, aesthetically pleasing, multi-modal gateways into Albany.
4. Streets, transportation facilities and development shall be consistent with the Street Framework (Figure 2), the street cross-sections in the South Albany Area Plan (SAAP), and the Transportation System Plan (TSP). The Street Framework shows the type and general location of transportation facilities planned for South Albany. It is intended to guide the alignment and connectivity of streets and intersections and support the land uses planned for South Albany. The actual type and location of transportation facilities may vary in response to site-specific conditions and land uses, but they must still be consistent with the goals and policies established for the SAAP.
5. Connector streets and additional local streets will be required by the City to form the full walkable block pattern for the area. The Street Framework (Figure 2) includes a network of "connector" streets. The connector streets supplement the streets designated as arterials and collectors in the TSP, providing a partial local street plan for South Albany. They are not the full network of local streets. It is recognized that site specific conditions, such as wetlands, will need to be considered in the actual development of both connectors and additional local streets.
6. In all cases, Oak Creek Parkway shall provide visual and physical access to the undeveloped areas of the Oak Creek Transition Area.
7. Where feasible, Oak Creek Parkway, a connector street that parallels Oak Creek on the creek's south side, should serve as the southern physical edge between developed areas and undeveloped areas in the Oak Creek Transition Area (OCTA). This two-lane street will connect three neighborhood parks, two trailheads, and a potential elementary school. This is intended as recommended and guiding, not mandatory. Preferred, permitted, and prohibited development patterns adjacent to Oak Creek Parkway are illustrated in the SAAP.
8. The City will share in the cost of the Oak Creek Parkway for Parkway frontages in the OCTA that are undeveloped due to additional development restrictions imposed by the City.

9. The City supports access and sufficient rail crossings in the industrial areas of South Albany in order to provide:
 - a. Access for emergency vehicles,
 - b. Freight access for industrial developments,
 - c. Connectivity between the Study Area and Linn-Benton Community College (LBCC), and
 - d. Capacity to support development of the study area at full build-out.
10. All trails, trailheads and related development shall be consistent with the Trails Framework (Figure 3). The Trails Framework is intended to provide a series of trail loops and connections that link designations within South Albany and connect South Albany with the rest of the City. The Trails Framework provides general alignment for trails in the Albany TSP, and additional trails that were identified during the SAAP process.
11. Connect every street stub to another street, existing or proposed. An exception will be made where there are existing hazardous conditions for pedestrians, such as no sidewalks, or for vehicles, such as poor sight distance or accident history. An exception is also warranted where it is not practical to extend the street due to on-site physical constraints, such as existing development, steep slopes, wetlands, or drainageways, in which case the new development shall provide for a cul-de-sac to end the street.
12. Extend all streets in new subdivisions and partitions to the boundary of the property where a continuation of the street will intersect a property line. Right-of-way should be dedicated, and the street should also be constructed. Exceptions will be considered where there are physical limitations on adjoining property due to existing development, steep slopes, wetlands, or drainageways. Street extensions should generally extend the overall block pattern of the neighborhood, or the interval should follow the block design pattern established in the Development Code.
13. Allow cul-de-sacs only where physical circumstances (e.g., existing development, natural features) impair internal or perimeter street connections. Make street connections whenever possible, especially to attractors such as parks, schools, transit routes, and other neighborhoods. Cul-de-sac design should allow for a sidewalk to the adjacent attractor so that a pedestrian corridor is preserved even though the vehicle corridor is closed. Design pavement for pedestrian ways to support maintenance or emergency vehicles.
14. Support the development of alternate street designs that may be considered on a site-specific basis if unusual environmental conditions exist, and long-term operational and maintenance costs are acceptable to the Director of Public Works.

IMPLEMENTATION MEASURES

1. Work with property owners and developers to coordinate street and transportation facility improvements that will serve multiple properties and co-located public facilities.
2. Develop a funding strategy for all trails on the Trails Framework.
3. Conduct more detailed planning for all trails. For the Oak Creek crossings, the surface types, feasibility of bridges and boardwalks, seasonal usage, interpretive signage, and minimization of environmental impacts will be considered.
4. Coordinate with Oregon Department of Transportation Rail (ODOT Rail) on all rail crossings in South Albany.
5. Seek funding for property acquisition or development rights within the Oak Creek Transition Area.

NATURAL AND CULTURAL RESOURCES

POLICIES

1. Future planning and development within and adjacent to designated open space, significant wetlands, and areas mapped as the Oak Creek Transition area shall be consistent with the following objectives for Oak Creek and the transition area:
 - a. Integrate open space areas, both public and private, near Oak Creek,
 - b. Be the centerpiece of the South Albany open space system and provide multiple benefits including wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education, and visual identity for the area,
 - c. Be South Albany's "front yard" - physically and visually accessible to adjacent development,
 - d. Create a multitude of public connections (parks, trails, trailheads, visual, etc.) between Oak Creek Parkway (an east-west street) and the public edge of undeveloped areas, and
 - e. Include a continuous east-west pathway, and other pathways that connect north and south to community destinations.
2. Wetlands, tree groves, flood storage, and other key resources will be preserved when feasible so they may serve as amenities or functional elements of development in South Albany.
3. The City supports planning and programs needed to mitigate development challenges posed by wetlands and other constraints, so that: (1) cohesive areas of developable land are created as envisioned in the South Albany Area Plan; (2) mitigation is coordinated and encompasses larger, ecologically sustainable areas; and (3) high value resources (e.g., Oak Creek and connected wetlands) are preserved and integrated into the area as amenities.
4. Public and private development should avoid impacts to archaeological resources and historic sites to the fullest extent feasible.
5. The City will be proactive in recording, avoiding and minimizing impact to archeological resources. It is recognized that even the creation or modification of recreation areas, wetland mitigation areas, and other recreational and habitat enhancements can result in the disturbance or destruction of an archaeological site through earth-moving activities. Archaeological sites should be identified through field survey early in the planning process; they can likely be avoided and protected to a great extent through design adjustments.
6. Historic properties should be preserved and enhanced, where feasible. Three potentially significant historic properties were identified in the project area: (1) 6732 Seven Mile Way, (2) 6061 Columbia Street, and (3) 3795 Lochner Road. Properties from the 1800s are becoming increasingly rare in Oregon as structures become more fragile through weathering and difficulties with maintenance. For those historic structures that can survive and even be rehabilitated, they can become anchor points in the community.
7. The City supports the preservation and enhancement of the historic Gerig Farm as a historic farm and heritage site. The Dorris Ranch Living History Filbert Farm in Lane County is a good example where a historic property provides broad-reaching opportunities to the community for education, recreation, and historic interpretation. The trailhead on the Gerig property is an opportunity for interpretive information about the area's history, archeological resources, and environment.

IMPLEMENTATION MEASURES

1. The City will create a program, and/or support efforts by others, to develop wetland mitigation bank(s) and other ecologically suitable mitigation options to offset unavoidable wetland impacts in South Albany. This action may occur in a phased manner over time (e.g., on a neighborhood-by-neighborhood basis).
2. Where creek or tributary crossings are necessary, the City will require designs that minimize impacts (e.g., boardwalks and other permeable surfaces for trails, open bottom culverts).
3. Where appropriate and available, the City will use nationwide permits (under Section 404 of the Clean Water Act) and general permits (under Oregon's Fill and Removal Law) for public trails and similar improvements. These federal and state regulations authorize limited wetland fill actions when legal and programmatic criteria are met. They are a tool for streamlining permitting, while achieving best practices.
4. During the South Albany Area Plan process, a review of past archeological surveys indicated a zone of archaeological potential that overlaps to a great extent with wetlands and with the Oak Creek Transition Area, generally in areas below the 230 MSL contour. These are priority areas for careful planning and impact avoidance.
5. Seek funding for an archaeological management plan that would outline efficient means of surveying unsurveyed areas in South Albany and include specific options for the treatment of identified archaeological sites. Prior to the SAAP, approximately one-third of South Albany had been surveyed for cultural resources.
6. The City will encourage the following conservation measures to reduce impacts to sensitive wildlife, plant, and fish species in South Albany:
 - a. Clearly identify sensitive wildlife, plant, and fish habitats in the field prior to development,
 - b. Improve degraded wildlife habitat or abandoned agricultural areas within the proposed project areas with new plantings of native species. Introduce native shrub and tree species that provide cover and food sources for wildlife during landscaping. Mitigation plantings would include a diverse assemblage of species native to the proposed project areas,
 - c. Monitor all new mitigation and restoration areas until they meet compliance criteria established by applicable environmental permits,
 - d. Incorporate noxious weed removal and management into any future proposed actions, and
 - e. Work with property owners to limit tree removal activities to between September 30 and March 1 to avoid conflicts with nesting migratory birds in compliance with the Migratory Bird Treaty Act (MBTA).
7. The significant oak tree groves in South Albany provide a specialized niche for sensitive species. Existing significant oak tree groves outside the Oak Creek corridor should be considered for protection through incentives built into the development review process.

PARKS, SCHOOLS, AND COMMUNITY FACILITIES

POLICIES

1. Parks in South Albany shall be located consistent with the Park and School Framework (Figure 4), and the Albany Park and Recreation Master Plan.
2. The school sites shown on the Park and School Framework (Figure 4) are suggested locations that were supported during the development of the South Albany Area Plan. They are guiding, not binding, on the Greater Albany Public School district.
3. The City supports the co-location of parks, schools and other community facilities.

IMPLEMENTATION MEASURES

1. The Community Park is the site to be included in the SAAP. The site labeled “Alternative Community Park Site” on the Park and School Framework was an alternative option identified during the process but not favored by a majority of participants. It could be considered in the future by the City if a specific proposal is brought forward.
2. The City will encourage the co-location of several public facilities, such as a fire station, reservoir, and elementary school, within or near the Community Park site on Lochner Road.
3. “Active” community facilities, such as community centers and branch libraries, should be located within Village Centers or co-located with the Community Park.

SUPPORTING DOCUMENTS AND PLANS

The South Albany Area Plan prepared by the City of Albany, and a consultant team lead by Otak, February 13, 2013, is adopted in its entirety as a supporting document to the Comprehensive Plan (Ordinance 5801).

Maps and Graphics following this section:

Figure 1. Organizational Framework

Figure 2. Street Framework

Figure 3. Trails Framework

Figure 4. Park and School Framework

Figure 5. Land Use Plan

Figure 1. Organizational Framework

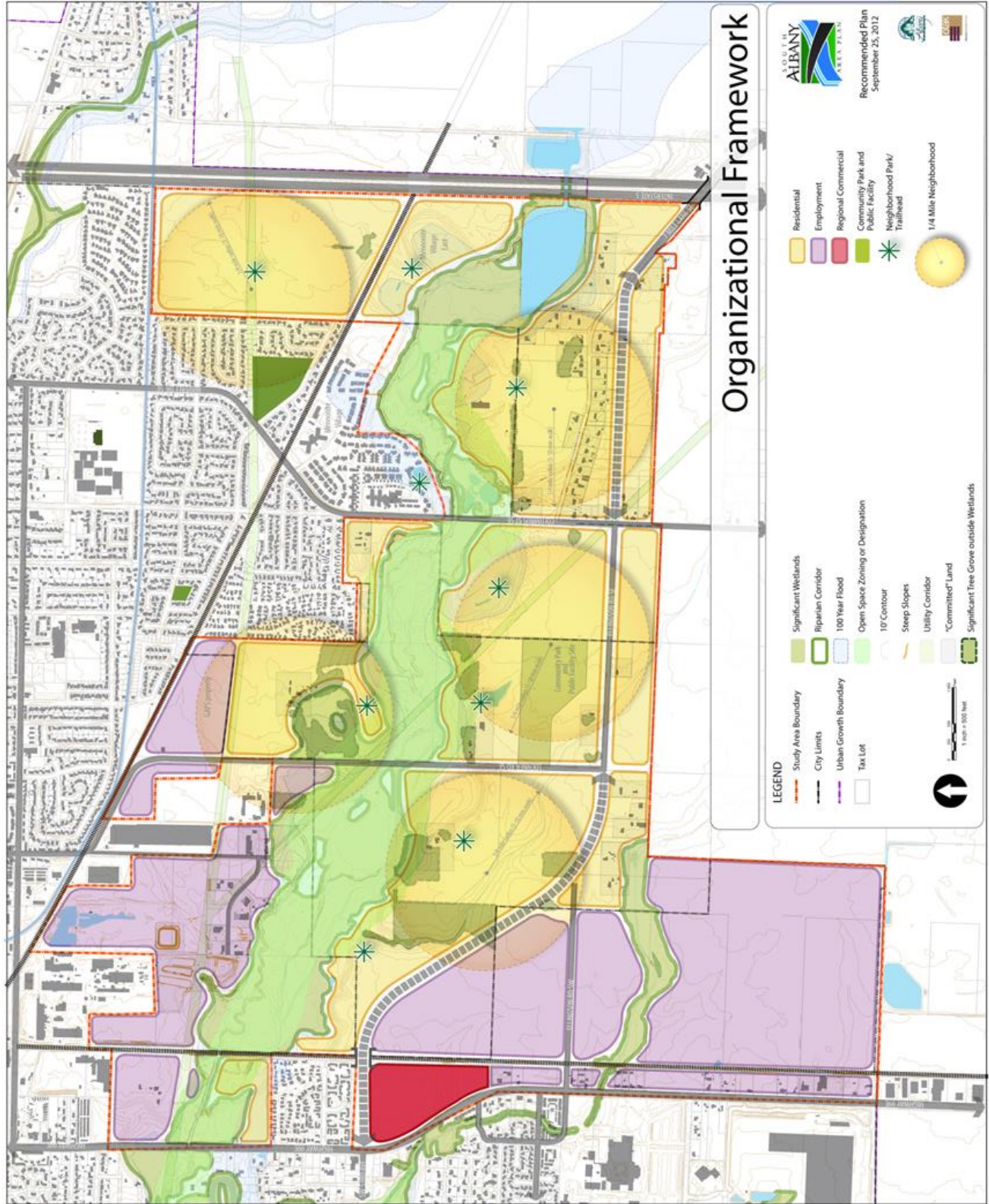


Figure 2. Street Framework

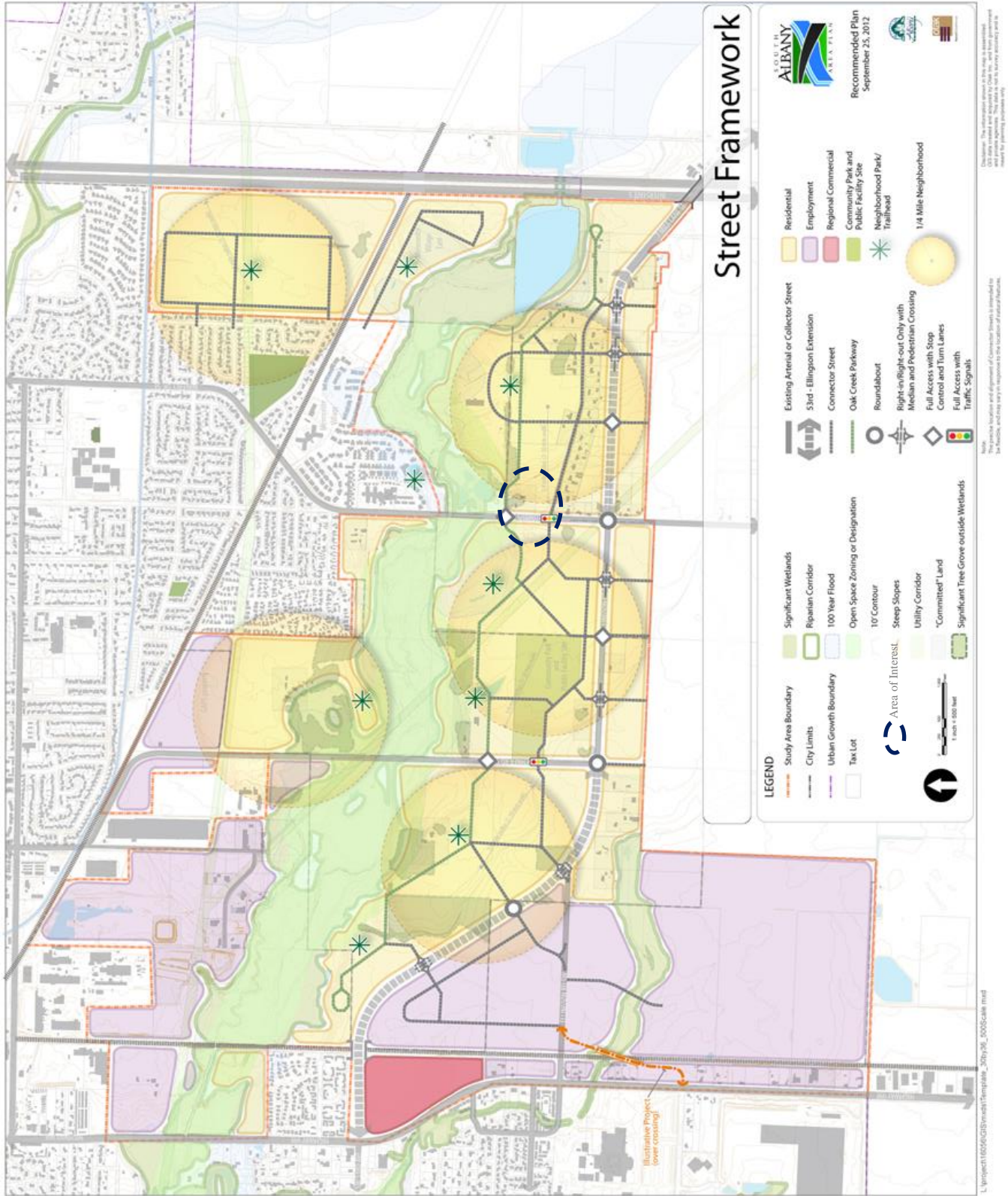


Figure 3. Trails Framework

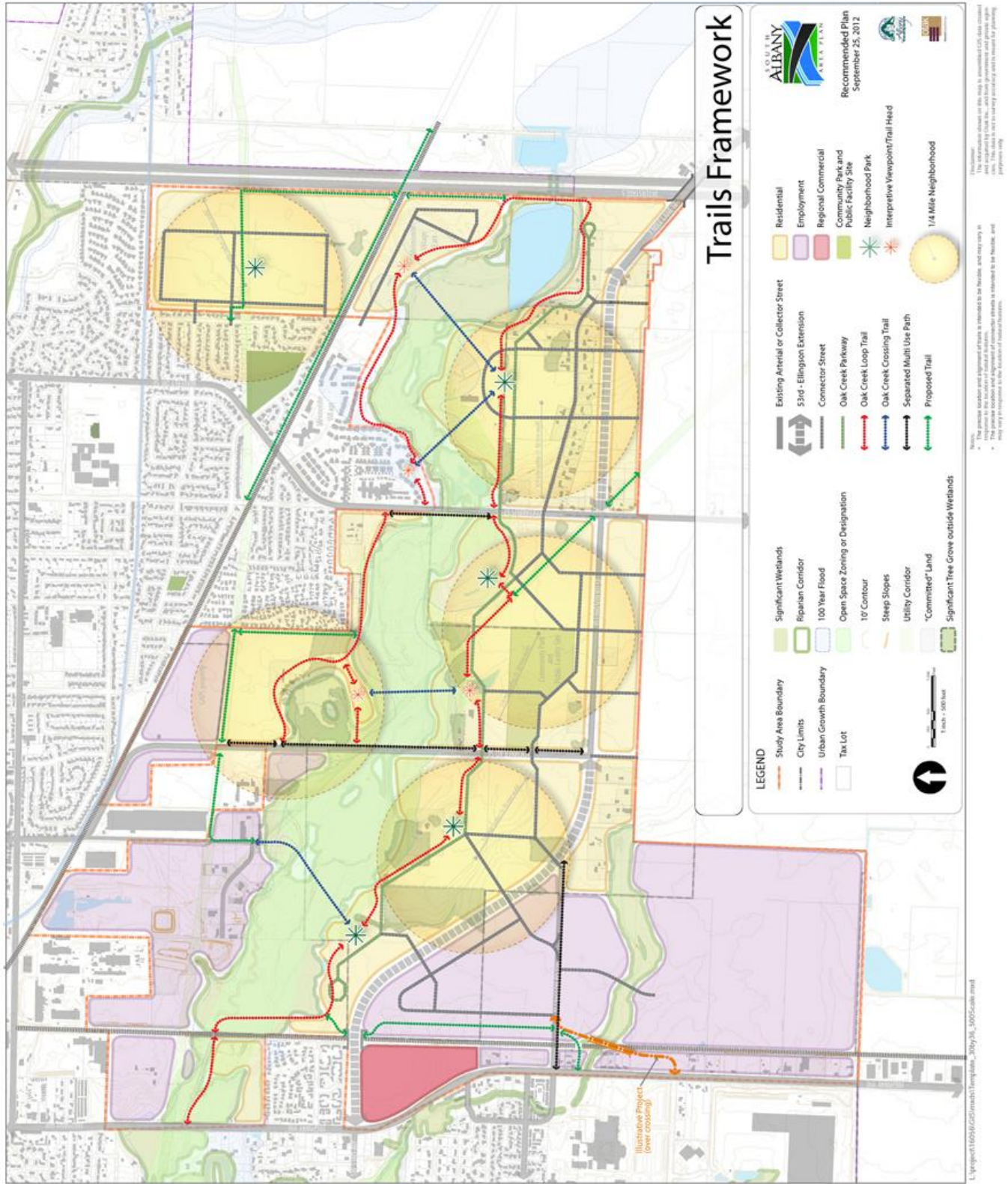


Figure 4. Park and School Framework

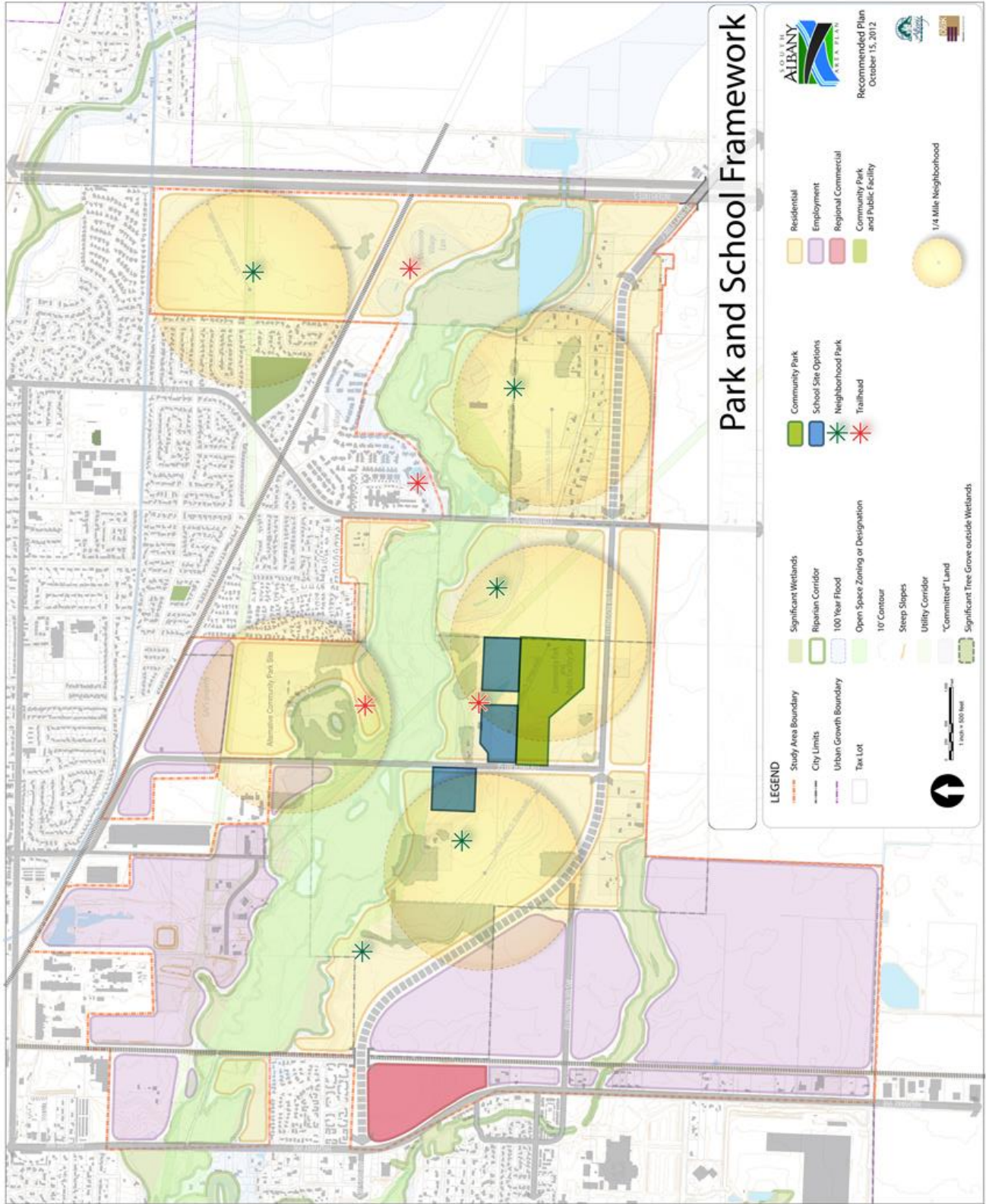
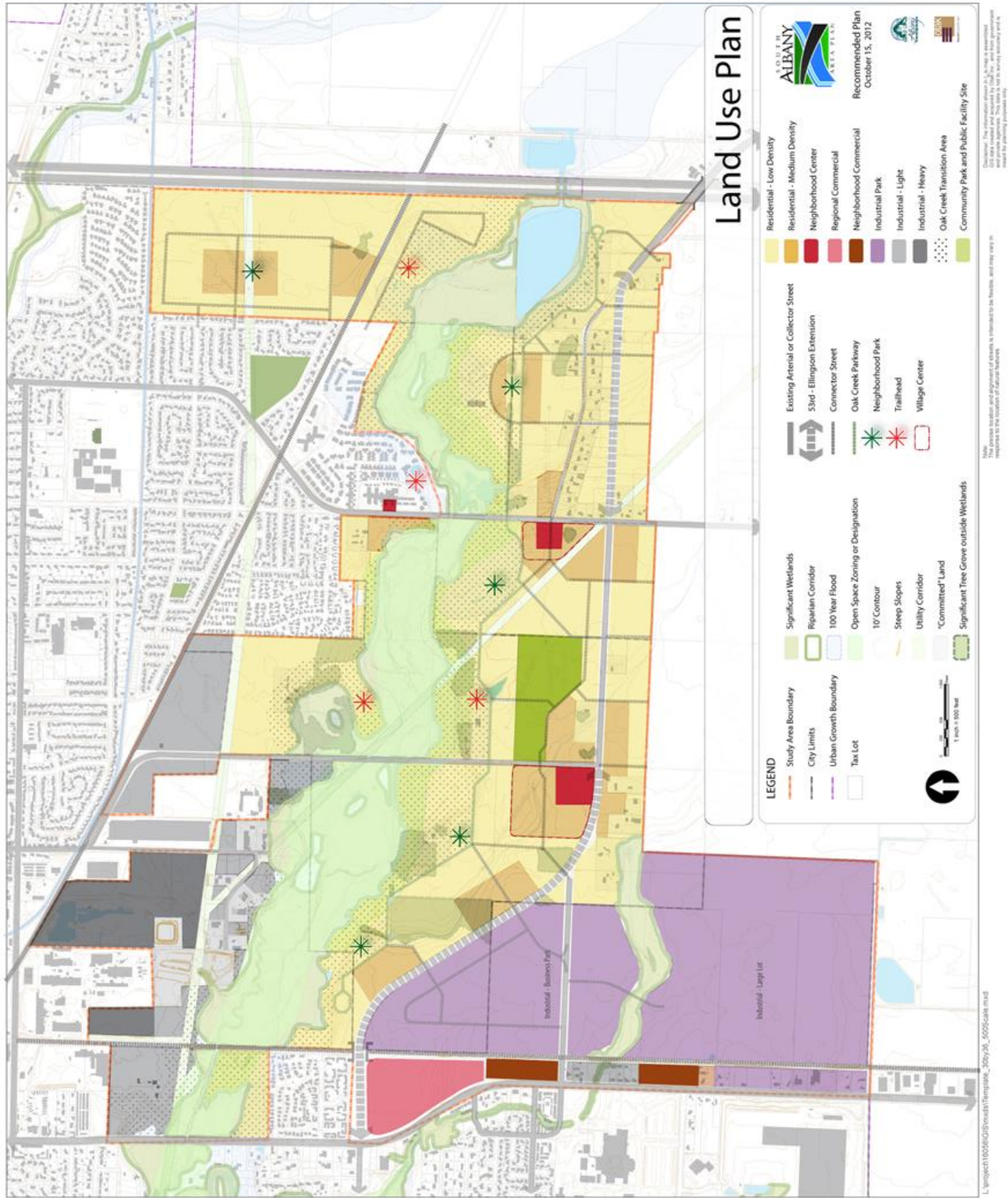


Figure 5. Land Use Plan



GOAL 14: URBANIZATION

EAST ALBANY PLAN AREA BACKGROUND SUMMARY

East Albany represents a key growth area for the City, with a large land base that includes much of Albany's future growth and expansion capacity. Since the 2001 "East I-5 Plan" was prepared, the area has seen housing growth, as well as development of larger commercial businesses and light industrial facilities. However, development of neighborhood commercial services and creation of an integrated transportation, parks and trails system has lagged. The East Albany Plan is a fresh look at this key growth area for the City to create a new plan focused on connectivity, transportation choices, housing variety, and vibrant mixed-use and employment centers around the area's natural resources and viewsheds. The project was funded through a grant from the State of Oregon's Transportation and Growth Management (TGM) program, a partnership between ODOT and the Department of Land Conservation and Development (DLCD).

In addition to the following East Albany policies, city-wide goals and policies throughout the Comprehensive Plan also apply in East Albany. Where there is inconsistency, the East Albany policies take precedence over the application of other Comprehensive Plan policies.

GOALS FOR EAST ALBANY

The goals for East Albany are embodied in the Vision Statement:

- East Albany is a vibrant part of the City that contains residential neighborhoods with a wide variety of housing types, significant employers, regional facilities and destinations, medical and other services, and locally-serving commercial areas where residents can meet daily shopping, dining and other needs.
- East Albany provides a network of trails and pathways providing recreation opportunities and transportation connections for residents, visitors, and employees in the area.
- Multi-modal roadways help connect East Albany to the rest of the city and help bring Albany to East Albany, safely connecting transit users, pedestrians, bicyclists, and automobile drivers across the area and to and from the rest of the City.
- East Albany's creeks, wetlands, and other natural areas are protected and enhanced through development; they serve as an open space amenity for the public and help manage stormwater and maintain water quality.

POLICIES FOR EAST ALBANY

Land Use

1. Establish a development pattern of diverse, connected neighborhoods through an appropriate mix of zoning designations.
2. Provide mixed use village centers and neighborhood nodes that provide a mix of retail, services, employment, and residential uses.
3. Designate a mixed-use neighborhood commercial zone along the future extension of Timber Ridge Road to Highway 20 with higher density residential uses in buildings with commercial uses on ground floors of multi-story structures, providing a significant amount of housing and services within walking distance of apartment or condominium homes.

4. Retain existing low density residential designations in the vicinity of Century Drive while providing opportunities for new commercial and employment uses as well as higher density housing in the vicinity of I-5 and Knox Butte Road.
5. Comprehensive Plan and Zoning Map amendments shall be consistent with the East Albany Land Use Plan provided in Figure 1 and the table below.

East Albany Plan Designation	Comprehensive Plan Map Designations	Compatible Zoning Districts
Employment	Employment	Employment (EMP), Industrial Park (IP), Office Professional (OP)
	Light Industrial*	Light Industrial (LI)*, Industrial Park (IP)
Commercial	General Commercial	Neighborhood Commercial (NC), Office Professional (OP), Community Commercial (CC), Regional Commercial (RC)
Mixed Use Village	Village Center - East	Mixed Use Commercial (MUC), Mixed Use Residential (MUR)
	Neighborhood Village	Neighborhood Commercial (NC), Office Professional (OP), Mixed Use Residential (MUR)
High Density Residential	High Density Residential	High Density Residential (HDR), Medium Density Attached (RMA), Mixed Use Residential (MUR)
Medium Density Residential	Medium Density Residential	Residential Single Dwelling Unit (RS-5), Residential Medium Density (RM), Residential Medium Density Attached (RMA), Mixed Use Residential (MUR)
Low Density Residential	Low Density Residential	Residential Single Dwelling Unit (RS-6.5, RS-5)
<p><i>* Light Industrial - This Comprehensive Plan designation and zoning district may not be applied to properties in East Albany after July 1, 2023. Properties zoned Light Industrial on June 30, 2023, may remain zoned Light Industrial, including those with designated Employment on the Comprehensive Plan map.</i></p>		

Transportation

6. Provide a transportation system that provides access, mobility, and safety for all modes of travel and supports anticipated residential and employment growth.
7. Connect residential, employment, commercial, and recreational uses with a functional, safe, and equitable multi-modal transportation system that promotes walking, biking, and transit and supports public health and climate change goals.
8. Focus on improvement of the Knox Butte interchange and the surrounding transportation connections.
9. Explore a variety of strategies, including “people-mover” and public transit facilities, for supporting travel to regional destinations and events in the area such as activities and events at Timber Linn Park, the Expo Center and similar locations, while reducing traffic congestion.

Economic Development

10. Support the City's economic development and employment goals and address barriers to achieve those objectives.
11. Create more opportunities for employment by designating employment land that includes a variety of light industrial and office use types of environments.
12. Designate an amount of employment area to attract larger employment uses.

Housing

13. Increase the variety of housing types, densities, and mixed-use developments to accommodate the needs of current and future residents, including housing that is affordable and accessible to all Albany residents at all income levels.
14. Create high density village residential areas to provide an opportunity for high density housing adjacent to new mixed use and employment centers.

Natural Resources and Greenways

15. Protect and improve the area's watersheds, riparian and wildlife corridors, wetlands, and drainage ways for stormwater functions and to help mitigate and adapt to climate change.
16. Use interconnected natural resource corridors and greenway trail systems to provide pedestrian, open space, and wildlife connectivity between neighborhoods and help protect scenic vistas and rural character.
17. Create an identity for East Albany as a community with generous, healthy open spaces, integrated neighborhoods, and connections to nature by prioritizing public corridors through greenways.

Aesthetic and Recreational Amenities

18. Identify opportunities to provide and enhance aesthetic, recreational, and open-space and amenities, including existing and new parks in the area. Multi-modal access to Timber Linn Park is a key opportunity for this plan.
19. Create attractive gateways into East Albany from I-5 and US Highway 20.
20. Pocket parks and urban gathering spaces shall be located within mixed-use village centers as a public amenity.
21. Community facilities, such as community centers and branch libraries, should be located within village centers.

Infrastructure

22. Work with local and regional government partnering agencies to implement a coordinated approach to future annexation and development within the area and ensure that public facilities and infrastructure are sized and designed to serve planned levels of development.

IMPLEMENTATION MEASURES

Land Use

1. Annexation agreements are a tool to implement the vision, goals, and policies in East Albany. Annexation Agreements are required for all lands proposing to be annexed in the East Albany Plan area to ensure all annexations are in the public interest. The terms of annexation agreements may include, but are not limited to, dedication of land for future public facilities, construction of public improvements, waiver of compensation claims, or other commitments and public benefits deemed valuable to the City of Albany. Annexation agreements are typically recorded as a covenant running with the land.
2. The City may require the submittal of a conceptual master plan as part of the review of proposed annexation agreements. Such master plans are intended to show how a property will be consistent with the East Albany Plan.

Transportation

1. Work with property owners and developers to coordinate street and transportation facility improvements that will serve multiple properties and co-located public facilities.
2. Conduct more detailed planning for all trails along riparian corridors and other off-street trails and opportunities for recreational amenities.
3. Develop a funding strategy for all trails and paths on the Trails Framework.
4. For riparian corridor and wetland crossings, the surface types, feasibility of bridges and boardwalks, seasonal usage, interpretive signage, and minimization of environmental impacts will be considered.
5. Coordinate with Oregon Department of Transportation (ODOT) on US Highway 20 design and improvements and pedestrian crossings over Interstate 5.
6. Coordinate inclusion of trails, paths, and enhanced bike lanes into transportation systems plan and in climate friendly areas.
7. Develop trail designs for application in East Albany.

Natural Resources and Greenways

1. Where creek or tributary crossings are necessary, the City will require designs that minimize impacts (e.g., boardwalks and other permeable surfaces for trails, open bottom culverts).
2. Where appropriate and available, the City will use nationwide permits (under Section 404 of the Clean Water Act) and general permits (under Oregon's Fill and Removal Law) for public trails and similar improvements. These federal and state regulations authorize limited wetland fill actions when legal and programmatic criteria are met. They are a tool for streamlining permitting, while achieving best practices.

SUPPORTING DOCUMENTS AND PLANS

The East Albany Plan prepared by the City of Albany, and a consultant team lead by MIG, is adopted in its entirety as a supporting document to the Comprehensive Plan (Ordinance 6010).

Map figures follow this section:

Figure 1. Land Use Plan

Figure 2. Street Framework

Figure 3. Trails, Paths & Bike Lane Framework

Figure 1: Land Use Framework

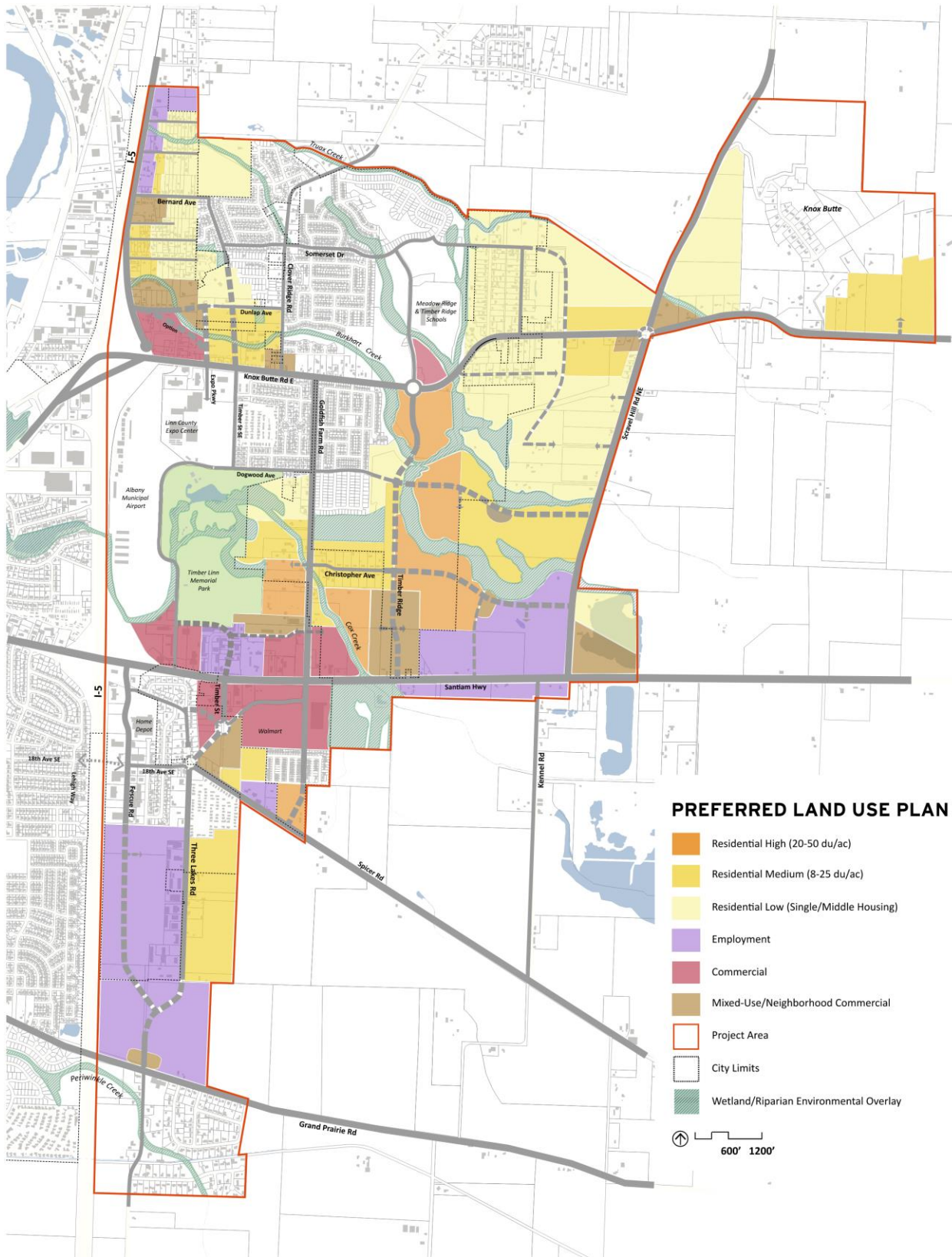


Figure 2: Streets Framework

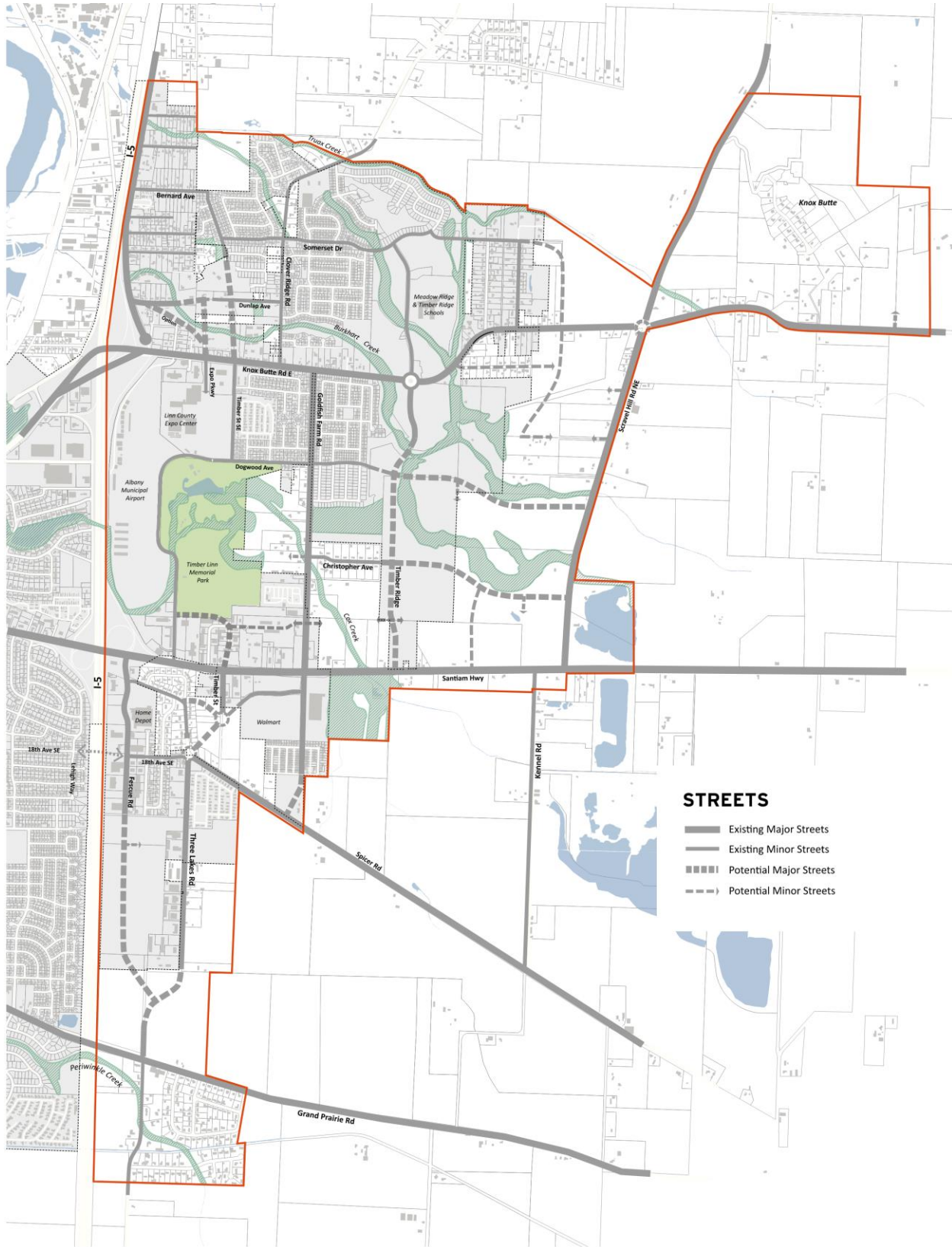
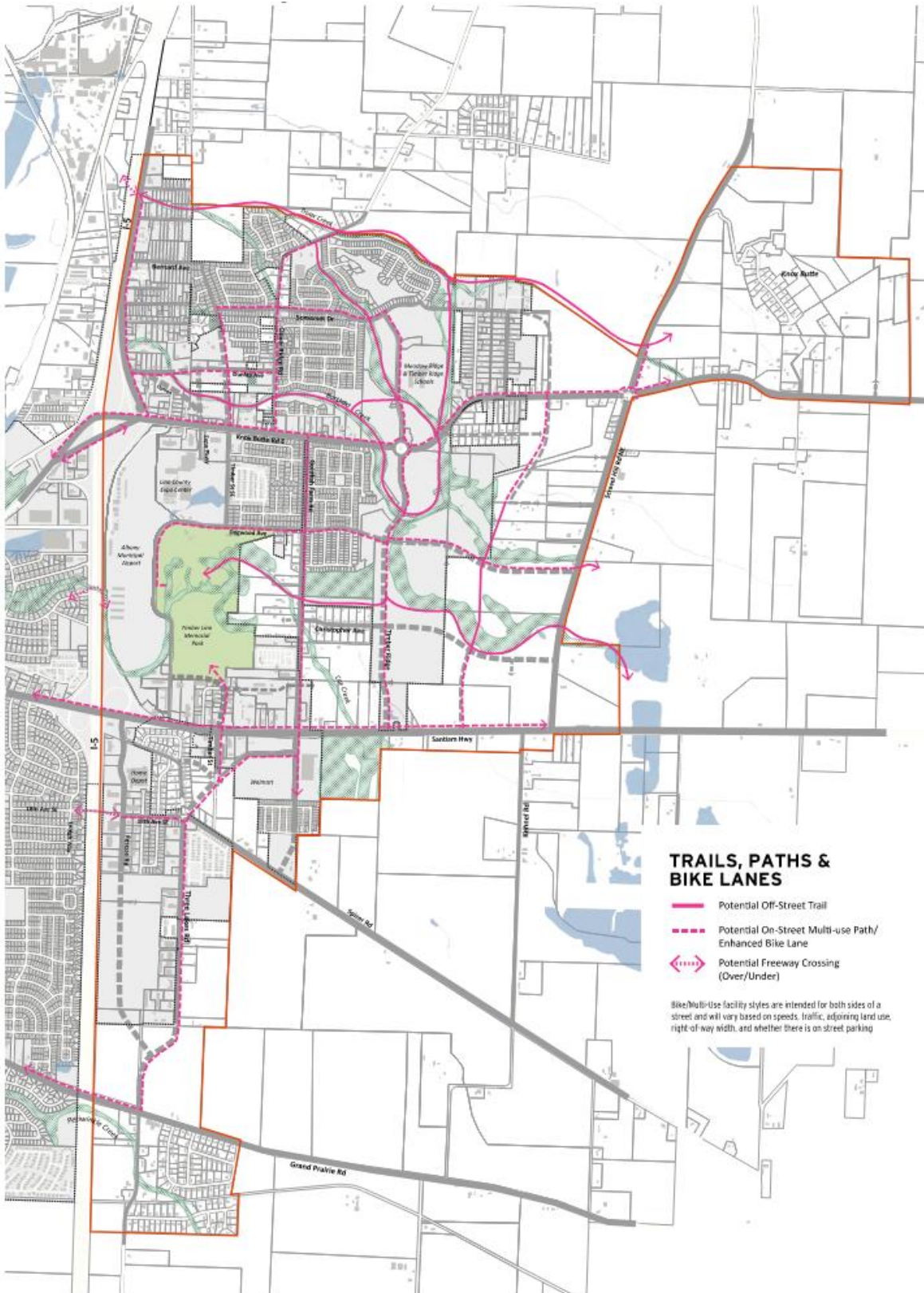


Figure 3: Trails, Paths, and Bike Lanes Framework



[Ord. 6010, 7/1/2023]

CHAPTER 9: LAND USE PLANNING

GOAL 1: CITIZEN INVOLVEMENT

BACKGROUND SUMMARY

~~The Comprehensive Plan and the planning process represent the interest of all community residents. Albany has a long history of engaging the community in planning for our future. The Comprehensive Plan and the land use planning processes is dependent on active citizen participation to assure the Plan, and supporting area and facility plans, adequately address community needs of the community are adequately addressed. The city actively engages residents, businesses, and property owners in planning projects using multiple methods to provide numerous opportunities and ways to provide input and to ensure planning considers all perspectives and needs. Citizen participation is also necessary for the meaningful implementation of the Comprehensive Plan and, when necessary, its review and update.~~

~~Land use planning in Albany has had a history of active citizen involvement. The current Comprehensive Plan Review Committee (CPRC) continues a history of formal citizen involvement which began in the late 1960's. The first group, called the Project 80 Committee, developed Albany's first General Land Use Plan which was adopted in 1971. In 1974, the Albany Neighborhood Planning Program was initiated. This group's purpose was to open a channel of communication between Albany's citizens and City government. This effort focused on issues related to general city services and identification of specific neighborhood needs. In 1975, representatives were elected from each neighborhood and subsequently appointed to the City created the Albany Committee for Citizen Involvement (CCI). This committee was Albany's first effort to comply with the requirements of Statewide Planning Goal 1: Citizen Involvement, "to develop a Citizen Involvement Program that ensures the opportunity for citizens to be involved in all phases of the planning process." From this committee, the first Comprehensive Plan Review Committee (CPRC) was developed in 1978 to provide organized citizen input for Albany's comprehensive land use planning program. The efforts of the first CPRC resulted in the City Council's adoption of Albany's current Comprehensive Plan in 1980. After review and some changes, Albany's current Comprehensive Plan was acknowledged by the Land Conservation and Development Commission in 1982 as being in compliance with the state land use planning goals.~~

~~Since adoption of the Comprehensive Plan, the CRPC Albany neighborhood organizations ceased to be active. Generally, except on major City policy or land use issues, very little organized citizen participation has occurred at the neighborhood level. The major exception to neighborhood non-involvement has been the active participation of the Albany Historic Districts. The Friends of Historic Albany, the Albany Historic Tours Committee, and others have been actively involved for a number of years, effectively promoting the interests and well-being of the Historic Districts.~~

~~A Comprehensive Plan Review Committee was formed to meet the Comprehensive Plan review and update requirements of Oregon Senate Bill 2295 was passed in 1983 which required periodic review and update of comprehensive land use plans. In addition, the Albany Comprehensive Plan also requires that the City, "Facilitate a Plan update, review, and amendment process which keeps the Plan current, but does not reduce the general long-range reliability of the Plan."~~

~~The CPRC was composed of 27 members, including the Albany Planning Commission, eight citizens appointed by the Planning Commission, seven citizens appointed by the City Council, two members from the North Albany Citizen's Advisory Committee, one member from the Linn County Urban Growth Boundary area, and one City Council liaison member.~~

~~An important part of the Comprehensive Plan Review Committee is the three-member Citizen Involvement Sub-Committee (CIC) it served an important role. During the periodic review and updates of the Comprehensive Plan update process, this three-member sub-committee developed and reviewed the citizen~~

~~involvement portion of the Plan. The purpose of the CIC was to assure the continued effective involvement of Albany's citizens in land use matters during and after the update of the Comprehensive Plan review and update process. Unlike the CPRC, the CIC is intended to function after the review and update of the Albany Comprehensive Plan is complete. The CIC will become a five-member City Council appointed committee. One of the CIC's major responsibilities is to report periodically to the Planning Commission and CPRC concerning:~~

- ~~1. The overall effectiveness of the City's Citizen's Involvement Program in providing effective and meaningful opportunities for citizen participation.~~
- ~~2. Any specific procedural problems involving Albany's Citizen Involvement Program.~~
- ~~3. Methods to improve the opportunities for citizen involvement in Albany.~~

~~Other Various local groups and commissions also assist the City in the review and update of the Albany Comprehensive Plan and other long-range planning matters, such as. These advisory groups consist of the Friends of Historic Albany, Albany Area Chamber of Commerce, Albany Downtown Association, and Albany city committees and commissions such as the Planning, Landmarks, Community Development, Economic Development, Parks and Recreation, Transportation commissions Parks and Recreation Commission, Historic Advisory and Museum Commission, and other commissions, civic committees, and organizations (see Background Report: Appendix II A: Citizen Committees). City staff have worked to strengthen partnerships with the community and broaden engagement efforts and methods. In addition to the required public notices for land use activities, public engagement is solicited through focus groups, surveys, one-on-one meetings, open houses, social media, and through the City's website. Citizen involvement is assured in the City's planning administration responsibilities through notification and public hearing procedures.~~

~~The need for agency involvement and coordination has increased in the last few years, partly as a result of state planning guidelines. Some state agencies have a responsibility to review local community plans and become involved in applicable planning issues. Albany provides local planning information and reports to interested local and state agencies (see Background Report: Appendix I: Agency Involvement Program).~~

Albany must provide notice of public hearings to eligible parties and coordinate certain land use activities with other governmental agencies including Linn and Benton Counties and with private utilities to ensure planning consistency and the efficient provision of public facilities and services. Citizen and agency involvement will also be is important in determining the need and timing of future Comprehensive Plan amendments. As new information becomes available and/or property owners make specific requests to suit unanticipated needs, revisions to the Plan are possible. The Comprehensive Plan is meant to reflect existing and projected situations and attitudes. However, the Plan becomes weakened and difficult to rely upon if changes are made capriciously or inconsistently with general goals and policies.

More detailed information on citizen and agency involvement and interagency coordination can be found in the Background Report under Goal 1: Citizen and Agency Involvement and Goal 2: Land Use Planning.

GOAL 1: CITIZEN INVOLVEMENT

GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOAL

Ensure that local ~~citizens~~ residents and ~~other~~ affected groups, neighborhoods, agencies, and jurisdictions are involved in every phase of the planning process.

POLICIES

1. ~~1. Establish-Maintain~~ a Citizen Involvement Committee (CIC) to assist the city with the development of a program that promotes and enhances resident involvement in land-use planning and provides effective opportunities for involvement and communication between residents and elected and appointed officials. The CIC will also assist Albany's citizens residents with land use issues and periodically review citizen involvement procedures and practices.
2. When making land use and other planning decisions:
 - a. Actively seek input from all points of view from citizens and agencies and assure that interested parties from all areas of the Urban Growth Boundary have the opportunity to participate, including notification to affected jurisdictions and agencies.
 - b. Utilize all criteria relevant to the issue.
 - c. Ensure the long-range interests of the general public are considered.
 - d. Give particular attention to input provided by the public.
 - e. Where opposing viewpoints are expressed, attempt to reach consensus where possible.
3. Involve the general public in the use, evaluation, and periodic review and update of the Albany Comprehensive Plan.
4. Ensure information is made available to the public concerning development regulations, land use, and other planning matters including ways they can effectively participate in the planning process.
5. ~~Continue an active~~ Engage and ~~coordinate~~ ion program with agencies and other governmental units. ~~The program should include: on areas of mutual interest and participate and support planning efforts of mutual and regional interest or concern.~~
 - a. ~~Defining areas of mutual interest (e.g., development of land outside the Urban Growth Boundary and other areas where development may affect the city).~~
 - b. ~~Information sharing on issues of mutual interest.~~
 - c. ~~Scheduling of regular meetings.~~
 - d. ~~A process of notification and review of new development projects among affected jurisdictions and agencies.~~
 - e. ~~Participation and support of planning efforts dealing with issues of regional concern.~~
6. Review the creation of, expansion, and/or development plans of any special district that has the purpose of providing public facilities and services within the Urban Growth Boundary. The City's review shall determine if the proposed special district, development, or expansion plans:
 - a. Meet the goals and policies of Albany's Comprehensive Plan.
 - b. Recognize the City as the ultimate provider of urban services.
 - c. Incorporate adequate safeguards so that public services provided by the district can be phased into the City's public facility system.

IMPLEMENTATION METHODS

1. ~~Appoint a five-member~~ Citizen Involvement Committee (CIC) that is representative of the city's geographic areas, community demographics, and interests related to land use. Members will be selected by an open and well-publicized public process and membership will be publicized on the city's website. The CIC shall advise the City on citizen involvement programs that promote and enhance effective community participation in land use planning, practices, and processes to be familiar with land use review and development regulations and practices. Duties and responsibilities of the CIC may include:
 - a. ~~Providing advice and information to the public concerning ways to effectively participate in land use issues.~~
 - b. ~~Conducting periodic review of Comprehensive Plan policies, ordinances, appeal procedures, and notification processes related to citizen involvement. The CIC's review of these matters shall determine if adequate opportunity is provided for citizen involvement.~~
 - c. ~~Providing additional means of communication between city residents, elected and appointed officials, and City staff concerning land use issues.~~
2. Engage city advisory groups and community and civic organizations and agencies in the periodic review and update of ~~Maintain a Citizen Involvement Program that provides for the periodic formation of a Comprehensive Plan Review Committee to review and update~~ the Albany Comprehensive Plan at least once every four to seven years.
3. Utilize emerging technologies and methods to enhance public involvement and periodically evaluate the success and effectiveness of public engagement activities. Observe the following procedure when organizing the CIC:
- 9.4. Identify those areas where there is significant pressure for land use change and develop special citizen involvement programs such as education workshops for citizens in the identified areas.
 - a. ~~A CIC member shall be appointed by the City Council from each of Albany's three wards. Two other members shall be appointed, one to represent the community at large and one from the North Albany portion of the Urban Growth Boundary.~~
 - b. ~~CIC members shall serve a term of four years.~~
 - c. ~~Appointees shall receive official recognition and their selection shall be well publicized in the local media.~~
4. ~~Encourage the formation of non-profit citizen organizations which represent neighborhood interests.~~
5. Provide adequate human, financial, and informational resources to maintain the Albany Citizen Involvement Program.
6. Ensure the following information concerning participation in land use issues is available to the public:
 - a. The sequence of the development permit process from initial application to the point of approval or denial.
 - b. The public hearing process and the rights of those who desire to participate.
 - c. The role of the Albany Development Code and Comprehensive Plan in the land use decision-making process and the proper way to prepare findings.
 - d. Appeal rights and procedures.
7. Utilize the public notice and hearing requirements as provided ~~for by~~ in the Albany Development Code ~~and Citizen Involvement Program~~ to guide the procedural requirements for public participation in land use issues.
8. ~~Identify those areas where there is significant pressure for land use change and develop special citizen involvement programs such as education workshops for citizens in the identified areas.~~

- 98. Provide information and education services to interested parties who are involved in dealing with Albany’s development regulations.
- 109. Utilize a variety of methods to provide citizens and decision makers information about land use and planning issues. These methods could include:
 - a. Ward and neighborhood meetings or focus groups conducted by elected and appointed officials.
 - b. Statistically valid surveys.
 - c. Informational flyers in sewer and water billings.
 - d. Yearly citywide goal setting efforts involving community residents.
 - e. Information and issue-oriented seminars and open houses.
- 104. Conduct informational meetings in advance of public hearings to enable affected persons to understand land use proposals and to prepare for testimony before the Planning Commission and City Council.
- 112. Participate and support the following planning efforts that address issues of regional concern:
 - a. Fair share housing.
 - b. Regional availability of commercial and industrial lands.
 - c. Regional population and employment projections and other demographic information.
 - d. Public facility planning and development.
 - e. Coordination of economic development planning.
- 123. Notify the North Albany ~~Citizen Advisory Committee~~ Neighborhood Association and any other recognized neighborhood association of proposed City planning actions that may impact ~~the Benton County portion of the Urban Growth Boundary~~ their respective areas.

RECOMMENDATION

- 1. Encourage federal, state, regional agencies, and special purpose districts to coordinate planning efforts with all affected groups.

GOAL 2: LAND USE PLANNING

UPDATING AND AMENDING THE COMPREHENSIVE PLAN BACKGROUND SUMMARY

The Comprehensive Plan is the City of Albany's most significant expression of the community's values, image, and goals for the future. Because we live in a complex and ever-changing world, the Comprehensive Plan must not become outdated and inflexible. The Plan's usefulness over time is dependent upon its ability to keep pace with changing circumstances and needs. The goals and policies within the Comprehensive Plan are based upon known community characteristics and data and on assumptions and predictions that utilize known information. For example, assumptions concerning economic activity and population growth were used to project future urban land needs. As time passes, some projections and predictions within the Plan may prove accurate, but others will certainly show need for revision.

The Comprehensive Plan also reflects current community attitudes and priorities. These change over time ~~as well~~. Changes often occur in financial and funding situations, new laws, and political conditions. Factors outside the community also affect the character of the ~~Comprehensive Plan city~~. The Plan must have the ability to respond to a dynamic state and national political environment. ~~Since Albany's Comprehensive Plan was first adopted in 1980, there have been a number of judicial, legislative, and administrative revisions undertaken that affect the statewide land use planning process.~~

~~One of the most significant legislative changes that affected Albany's Comprehensive Plan was ORS 197.640.649 passed in 1983, which resulted in the Periodic Review Rule (OAR 660-Division 19). It was the intent of the Oregon Legislature to protect the State's investment in the planning process by avoiding Comprehensive Plan obsolescence. Jurisdictions are now required to review and update their Comprehensive Plans on a periodic basis. Senate Bill 2295 also included other substantive issues that must be addressed during the Comprehensive Plan Periodic Review process.~~

Cities and counties must undertake planning to provide adequate opportunities for industrial and commercial development and adopt ~~a public facilities plan~~ that demonstrates how key public facilities will be provided to meet anticipated development and growth. Planning for housing is addressed in statewide planning Goal 10. Planning for industrial and commercial development and public facilities are addressed as part of Goal 9: Economic Development, Goal 11: Public Facilities and Services, and Goal 12: Transportation.

Any effort to change the Comprehensive Plan must be based on meeting a particular public need and compliance with statewide planning goals and administrative rules. Albany's Comprehensive Plan should not be subject to capricious or arbitrary changes. The Plan is used as the policy basis for many day-to-day decisions and as a long-range planning tool. Its success on both a current and long-range basis depends on the City's ability to achieve the goals and policies identified as being important to the community. The Comprehensive Plan must achieve the balance between maintaining flexibility with changing circumstances and observing a degree of permanence and reliability over time.

Because the Comprehensive Plan was written to cover a 20-year planning period and includes many subjects, it is obvious that all desired actions cannot take place in any one year. Thus, statements within the Plan must be prioritized according to Albany's needs and available funds. Decisions must be made as to what specific projects to accomplish and allocation of staff time. These decisions are made on a frequent basis, and do not require amendment to the Comprehensive Plan. However, at the time of Plan Periodic Review and Update, a more thorough evaluation priorities can be made. At this time, goals, policies, and implementation methods can be reviewed and updated to reflect new conditions and priorities.

GOAL 2: LAND USE PLANNING

UPDATING AND AMENDING THE PLAN GOALS, POLICIES, AND IMPLEMENTATION METHODS

GOAL

Undertake Periodic Review and Update of the Albany Comprehensive Plan to ensure the Plan:

1. Remains current and responsive to community needs.
2. Retains long-range reliability.
3. Incorporates the most recent and reliable information.
4. Remains consistent with state laws and administrative rules.

POLICIES

1. Applications for Comprehensive Plan Amendments submitted by property owners shall be reviewed semi-annually by the Planning Commission. The City Council or Planning Commission may also initiate Plan amendments at any time they determine that the public interest would be best served by so doing.
2. Base approval of Comprehensive Plan amendments upon consideration of the following:
 - a. Conformance with goals and policies of the Plan.
 - b. Citizen review and comment.
 - c. Applicable Statewide Planning Goals.
 - d. Input from affected governmental units and other agencies.
 - e. Short- and long-term impacts of the proposed change.
 - f. Demonstration of public need for the change.
 - g. Demonstration that the proposed amendment will best meet the identified public need versus other available alternatives.
 - h. Any additional information as required by the Planning Commission or City Council.
3. Consider periodic review as the most appropriate time to receive requests to amend the Urban Growth Boundary. Amendment requests shall be based on:
 - a. Criteria required for amendment of the affected jurisdictions' comprehensive plans.
 - b. Demonstration that the amendment request will not impair the City's ability to implement the public facility plan to provide services.
 - c. The facility plan can be concurrently amended to provide services to the affected area.
4. Undertake periodic review and/or update of the Albany Comprehensive Plan at least every four to seven years.

IMPLEMENTATION METHODS

1. Concurrent with each Periodic Review or major revision, the City should undertake the following:
 - a. Evaluate the Comprehensive Plan and implementing ordinances to assure plan and ordinance consistency.
 - b. Evaluate past and ongoing City actions (Council decisions, improvement projects, planning approvals, completed developments etc.) to determine if they have achieved the intent of the Plan.
 - c. Utilize up-to-date data and other information to evaluate the applicability of Plan goal and policy

statements and implementing ordinances.

- d. Review the effectiveness of the City's Citizen Involvement Program in providing for citizen involvement in the planning process.
2. Provide adequate staff resources to monitor changing community conditions and to maintain the information and data-base needed to update the Comprehensive Plan.
3. Prioritize implementation methods and improvement projects intended to implement Plan goals and policies and prepare a periodic schedule for updating the Comprehensive Plan background reports. Monitor and record new information that documents changing circumstances, including development activity to assure adequate land is available for commercial, industrial, and housing development activities.
4. Monitor land prices and housing costs to determine any artificial non-market price impacts or other trends that result from implementation of Plan goals and policies or other City actions.
5. Annually review the Capital Improvement Program (CIP) and city facility and area plans element of the Public Facility Plan (PFP) to determine progress in achieving the objectives of the PFP.

RECOMMENDATIONS

1. Encourage the State to provide funds commensurate with the costs of maintaining the Comprehensive Plan and conducting periodic review.
2. Encourage state agencies such as the Department of Environmental Quality (DEQ), Economic Development Department (EDD), Oregon Department of Transportation (ODOT), and the Oregon Housing Division to provide the City with new information and data relevant to the City's land use planning program as it becomes available.

GOAL 2: LAND USE PLANNING

LAND USE DESIGNATIONS BACKGROUND SUMMARY

COMPREHENSIVE PLAN MAP DESIGNATIONS

The land use designations on the Comprehensive Plan Map (Plate 14) indicate the type, location, and density of land development and redevelopment that will be permitted in the future. The map shows where various kinds of land use activities are appropriate for all areas within the Urban Growth Boundary. Although future development in Albany may never correspond exactly to the Plan Map, the map does show where different kinds of activities are appropriate and directs growth to these areas. The map also identifies potential development opportunities for meeting Albany's housing, commercial, and employment needs.

The Comprehensive Plan Map has five general categories of designations (residential, mixed-use, commercial, industrial, and special uses). Each general category is broken down into more specific categories as described below. [Ord. 5543, 10/23/02]

RESIDENTIAL: GENERAL REQUIREMENTS

The two residential plan designations have the following common elements: 1) they provide for the establishment of dwelling units; 2) home occupations are permitted subject to Development Code requirements; 3) Office Professional and Neighborhood Commercial zoning are permitted within all residential Plan designations without a Plan change, but will be subject to rezoning requirements and conformance to special standards; 4) development increase bonuses may be permitted subject to Development Code regulations; and 5) schools, parks, cemeteries, churches, and certain public facilities may also be compatible in the residential Plan designations. [Ord. 5667, 4/25/07; Ord. TBD, 2/20/25]

LOW DENSITY RESIDENTIAL (LDR): Identifies areas predominantly suited or used for detached single dwelling units, middle housing (duplex, triplex, fourplex, townhouses, cottage clusters), and small single room occupancy development. Manufactured home parks may be permitted by Site Plan Review. Cluster housing and Planned Unit Developments are permitted with density ranging by zone.

[Ord. 5667, 4/25/07; Ord. 5968, 1/14/22; Ord. TBD, 2/20/25]

MEDIUM DENSITY RESIDENTIAL (MDR): Identifies areas suitable for multiple-family and middle housing development of three to five stories densities. Manufactured home parks are permitted with Site Plan Review. MDR lands are located on collector or arterial streets. [Ord. 5667, 4/25/07; Ord. 5968, 1/14/22; Ord. TBD, 2/20/25]

HIGH DENSITY RESIDENTIAL (HDR): Identifies areas suitable for high-density urban residential development up to 7 stories. HDR lands located adjacent to land designated Village Center or for commercial or employment uses, and on collector and arterial streets. A variety of housing types and other compatible uses may be permitted. [Ord. 5667, 4/25/07; Ord. 6010, 7/1/23; Ord. TBD, 2/20/25]

URBAN RESIDENTIAL RESERVE (URR): Identifies areas between the developed urban area and the Urban Growth Boundary within which a variety of residential zones may be permitted to accommodate all needed housing types without a Plan change. All zoning decisions will be based upon criteria as specified in the Development Code. However, the three following policies which will be utilized in converting Urban Residential Reserve (URR) land to a particular residential zoning classification:

1. The average developed density within the URR designation will be up to 35 units per acre.

[Ord. 5667, 4/25/07]

2. The City will at all times maintain at least a 5-year supply of land designated for low-, medium-, and high-density residential uses.
3. Land within the URR designation will be changed to low- and medium-density Plan designations if such changes are needed to develop accurate 5-year capital improvement plans involving any such area or, in some cases, upon annexation to the City.

In addition to residential uses, it is anticipated that approximately 20 to 50 acres of the Urban Residential Reserve land will be utilized for ~~neighborhood~~-commercial and ~~office-professional employment~~ uses to ~~2025 2040. Approximately 100 acres will be needed for new school and park sites to 2025.~~

[Ord. 5667, 4/25/07]

MIXED USE: GENERAL REQUIREMENTS

VILLAGE CENTER: Provides for a mixture of uses to serve nearby neighborhoods. These uses must include retail and residential uses and may include offices, community and personal services, and live-work units. Development within a Village Center will be pedestrian friendly, fit the desired scale and character of nearby neighborhoods and prevent the appearance of strip commercial development. Within the Village Center Plan designation there will be at least two zones. One is a mixed-use commercial zone, the other is a medium- to high-density residential zone that provides a mix of housing choices. Sub-categories of this designation may further specify the compatible zoning districts and intended purpose and character of village centers located in particular areas of the city, such as in East Albany. [Ord. 5543, 10/23/02; Ord. 6010, 7/1/23]

In order for additional land to be designated Village Center, applicants must demonstrate the need for the Village Center in a particular location and what residential populations it is intended to serve.

- **Village Center - East:** This designation is specific to the East Albany Plan Area. The Village East designation is considered a sub-category of the Village Center designation; its compatible zoning districts are limited to those identified for the East Albany Plan area. This designation provides for a mixture of uses to serve nearby neighborhoods, including residential uses, retail, office, community and personal services, live-work units, and similar uses. Development within the Village East designation will be pedestrian friendly, fit the desired scale and character of nearby neighborhoods, and prevent the appearance of strip commercial development. [Ord. 6010, 7/1/23]

COMMERCIAL: GENERAL REQUIREMENTS

NEIGHBORHOOD VILLAGE: Provides for a mix of residential and limited commercial activities that include smaller scale office professional and neighborhood commercial uses that meet the frequent needs of area residents. This designation is used to provide a buffer between residential and more intensive uses, (such as between the Community Commercial District and the surrounding residential areas) and also to provide neighborhood commercial areas in close proximity to residential areas that fit the character of nearby neighborhoods are easily accessible and pedestrian friendly. [Ord. 6010, 7/1/23]

GENERAL COMMERCIAL: Identifies areas from community services to regional commercial establishments, suitable for a wide range of retail sales and service establishments. Aside from recognition of existing commercial corridors, new commercial areas will develop under design guidelines to avoid the continuance of "strip commercial" development in order to more efficiently serve the shopping needs of the community and region.

[Ord. 5543, 10/23/02]

INDUSTRIAL: GENERAL REQUIREMENTS

EMPLOYMENT: Identifies land that allows for a variety of employment opportunities, including larger employers in light industrial, office, and flex-space developments typically designed for multiple use types. Employment uses may include corporate offices, research and development, creative services, medical campuses, manufacturing, wholesaling, and other accessory, and compatible uses that have minimal environmental effects. Retail uses are allowed but are limited in intensity so as to maintain adequate employment development opportunities. [Ord. 6010, 7/1/23]

LIGHT INDUSTRIAL: Identifies areas suitable for a wide range of light industrial uses including corporate offices, research and development, high technology, manufacturing, warehousing, wholesaling, and other accessory and compatible uses that have minimal environmental effects and can conform to the Development Code performance standards for the Industrial Park and Light Industrial Zones.

HEAVY INDUSTRIAL: Provides for most types of manufacturing and processing, storage and distribution, and other types of industrial uses that require large amounts of land in proportion to the number of employees and are potentially incompatible with most other uses but comply with the development and environmental standards of the Development Code. [Ord. 5543, 10/23/02]

SPECIAL USE DESIGNATIONS

OPEN SPACE: Identifies and protects areas where development is infeasible or undesirable and where it is in the public interest to protect lands for the maintenance of natural drainageways and flood channels, to protect fish and wildlife habitats, to enhance scenic and historic areas, to protect natural resources, and to protect potential recreation trails and park sites. The principal private uses of these areas will include one single-family dwelling per property, grazing and crop production, and recreation and open space uses.

PUBLIC AND SEMI-PUBLIC: Identifies existing public and semi-public uses including public parks, schools, the community college, cemeteries, and other public buildings as well as major utility facilities. Planned locations for such facilities are also included within this designation; however, future sites and public facility developments may take place within other Plan designations subject to special regulations.

WATER BODY: Identifies those areas which are more or less permanently inundated by major natural or man-made water features. Development within a water body is limited to water-dependent uses. Developments which occur adjacent to these features must be sensitive to the resource and comply with all other applicable Comprehensive Plan and Development Code provisions. [Ord. 5543, 10/23/02]

SITES OF SPECIAL INTEREST: Identifies areas where additional, unique policies apply due to conditions or circumstances associated with the site. Because of the limited applicability of these policies, they are site specific. Each special interest site has been assigned a number and identified on a map which can be found on Plate 15, page 146. For each site with a map number, there are corresponding policies. These policies can be found on pages 147 and 148 of this chapter.

OVERLAY DESIGNATIONS

The following overlay designations are used to designate areas within the City where additional regulations apply to the standards of the base zoning district. The overlay designations will be applied at the time of annexation in accordance with the Comprehensive Plan Plate maps.

FLOOD PLAIN (/FP): Identifies lands located within the 100-year flood plain as determined by the Federal Emergency Management Agency on the Federal Insurance Rate Maps, as augmented by best available local knowledge.

HABITAT ASSESSMENT (/HA): Identifies lands where significant habitat for species listed as threatened, endangered, or sensitive by the state or federal governments have been documented as shown on Plate 3.

HILLSIDE DEVELOPMENT (/HD): Identifies lands that have hillsides with slopes of 12 percent or greater as shown on Plate 7.

RIPARIAN CORRIDOR (/RC): Identifies significant riparian corridors adjacent to Albany's rivers, creeks, streams and drainageways as shown on Plate 4.

WETLANDS (/SW): Identifies lands located in the City's Local Wetland Inventory that are classified as significant wetlands, and which are subject to local, state, and/or federal land use regulations. Significant and non-significant wetlands are identified on Plate 6.

WILLAMETTE RIVER GREENWAY (/GW): Identifies lands located within the Willamette River Greenway boundary which are subject to special regulations intended to "protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River."
[Ord. 5764, 12/1/11]

ZONING DISTRICTS

Zoning is a major "tool" for implementing the Comprehensive Plan. By law, zoning must be "consistent" with the Comprehensive Plan. However, this does not mean that zoning designations simply duplicate Comprehensive Plan designations. The zoning cannot permit uses or intensities that are not allowed under the particular Plan category. It is possible to have zoning that is more restrictive than the Plan designation (e.g., if the land is not needed for such uses in the short run, or a particular area is not currently suitable for such development). In those instances, the zoning intensity would be increased when the land was needed and/or the suitability of the land for a particular use was assured.

Zone changes will occur since minor adjustments to the Comprehensive Plan undoubtedly will occur. Zone changes may also occur concurrently with annexations, although the particular zone(s) attached to each annexation depends on the Plan classification, the need for the intended uses, and the suitability of the land for a particular use.

Zoning regulations within the Urban Growth Boundary will be administered by the City of Albany for areas inside the city limits and by Linn County for land outside the city limits. Zone changes in the urbanizing area will be reviewed by the City of Albany subject to the requirements of the joint Urban Growth Management Agreements with Linn County.

The Albany Development Code describes the zoning districts that apply within the city limits. For information on zones that apply in the urbanizing area, refer to the Linn County zoning code. [Ord. 5543, 10/23/02]

PLAN MATRIX

The relationship of the Plan designations to the zoning districts is summarized graphically in the "Plan Designation Zoning Matrix." This matrix is for determining the compatibility of a particular zoning district with any given Plan designation. The matrix shows what zoning districts are compatible with each Plan designation.

It should be noted that the listing of a zoning district as compatible does not mean that the referenced zone can automatically occur anywhere in the specified Plan designation. For example, a number of commercial zones (Neighborhood Commercial, Community Commercial, etc.) are compatible with the General Commercial Plan designation, but which zone should be used in a particular area depends on the location and characteristics of the site and the need for the uses allowed in that zone.

Districts not listed in the table as compatible zoning districts for a particular Comprehensive Plan designation require both a zone change and a Comprehensive Plan change. [Ord. 5543, 10/23/02]

PLAN DESIGNATION ZONING MATRIX

Plan Designation	Compatible Zoning Districts
Employment*	Employment (EMP), Industrial Park (IP), Office Professional (OP), and land zoned Light Industrial (LI)* in East Albany Plan area prior to June 30, 2023
Light Industrial	Industrial Park (IP), Light Industrial (LI), Transit District (TD)
Heavy Industrial	Light Industrial (LI), Heavy Industrial (HI)
General Commercial	Neighborhood Commercial (NC), Office Professional (OP), Community Commercial (CC), Regional Commercial (RC)
Neighborhood Village	Neighborhood Commercial (NC), Office Professional (OP), Mixed Use Residential (MUR)
Village Center	Historic Downtown (HD), Downtown Mixed Use (DMU), Central Business (CB), Lyon-Ellsworth (LE), Elm Street (ES), Main Street (MS), Pacific Boulevard (PB), Waterfront (WF), Mixed-Use Commercial (MUC), Mixed-Use Residential (MUR), Residential Medium Density (RM), Office Professional (OP), Community Commercial (CC)
	Village Center - East (East Albany Plan Area only): Mixed Use Commercial (MUC), Mixed Use Residential (MUR)
High Density Residential**	High Density Residential (HDR), Residential Medium Density Attached (RMA), Mixed Use Residential (MUR); and land zoned Residential Medium Density (RM) in East Albany Plan area prior to June 30, 2023
Medium Density Residential	R-5 Residential (R-5), Residential Medium Density (RM), Residential Medium Density Attached (RMA), Mixed Use Residential (MUR), Office Professional (OP), Neighborhood Commercial (NC)
Low Density Residential	R-10, R-6.5 and R-5 Residential (R-10, R-6.5, R-5); Hackleman Monteith (HM), Residential Reserve (RR), Office Professional (OP), Neighborhood Commercial (NC)
Urban Residential Reserve	R-10, R-6.5 and R-5 Residential (R-10, R-6.5, R-5); Residential Reserve (RR), Residential Medium Density (RM), Residential Medium Density Attached (RMA), Mixed Use Residential (MUR), Office Professional (OP), Neighborhood Commercial (NC)
Public & Semi-Public	All zones
Open Space	Open Space (OS)

*Light Industrial – Properties in the East Albany Plan area that were zoned Light Industrial on June 30, 2023, may remain zoned Light Industrial, including those designated Employment on the Comprehensive Plan map.

**Residential Medium Density (RM) – Properties in the East Albany Plan area that were zoned RM on June 30, 2023, may remain zoned RM, including those designated High Density Residential on the Comprehensive Plan Map.

[Ord. 5443, 10/23/2002; Ord. 5667, 4/25,2007; Ord. 5895, 10/14/2017; Ord. 6010, 7/1/2023]

PLAN MAPS

The purpose of this section of the Plan is to graphically summarize the basic inventories which were used to develop the Plan, and to present the Comprehensive Plan Map which expresses the Plan goals and policies that will direct growth in the Albany area for the next twenty years.

Because of the reduced scale, all of these maps are generalized rather than accurate representations of actual sizes and shapes. Inventories are mapped on more detailed scales, are filed in the Planning Department, and are regularly updated when information becomes available.

Plate 1 shows the existing Urban Growth Boundary. This planning area was acknowledged by the State of Oregon in 1982 as part of the Comprehensive Plan acknowledgement process. No changes were made to the Urban Growth Boundary as a result of periodic review.

Plate 2 illustrates the neighborhood boundaries. These boundaries provide the geographical basis of the U.S. Census Bureau's Neighborhood Statistics program, public facility planning, and have been used in the past to facilitate citizen involvement programs.

Plates 3-11 are part of the City's resource inventory and consist of the following exhibits:

Plate 3 - Natural Vegetation and Wildlife Habitat

Plate 4 - Streams, Rivers, and Lakes

Plate 5 - 100-Year Floodplains (as mapped by the U.S. Army Corps of Engineers)

Plate 6 - Wetland Sites: Local Wetland Inventory and Locally Significant Wetlands

Plate 7 - Slopes

Plate 8 - Existing Agricultural Lands

Plate 9 - Historic Districts ~~was removed. Albany's historic district boundaries are located in Article 7 of the Albany Development Code.~~

Plate 10 - Park and School Sites

Plate 11 - Buildable Lands Inventory ~~within the Albany Urban Growth Boundary was removed. See the maps in the 2020 Buildable Lands Inventory Methodology and Results supporting document.~~

Plates 12, the Master Street Plan was deleted and replaced with the Roadway Functional Classification Map regarding the road system can be found in the 2010 Transportation Systems Plan.

[Ord. 5307, 8/13/1997; Ord. 5729, 2/24/10]

Plate 13, Master Bikeways Plan was removed by Ordinance 5729. A new Bicycle and Pedestrian Improvements map is included in the 2010 Transportation Systems Plan.

[Ord. 5729, 2/24/10]

Plate 14 is the Comprehensive Plan Map which identifies projected land uses. These uses have been allocated based on projected needs and the various elements and principles embodied in the Plan.

~~Plate 15 shows the identified Sites of Special Interest. These are sites where additional, unique policies apply due to site specific conditions or circumstances. Each special interest site has been assigned a number with corresponding policies.~~

SITES OF SPECIAL INTEREST

~~There are currently three~~From time to time, there are sites of special interest within the Albany Urban Growth boundary. ~~These sites that may be identified as~~ having specific conditions or circumstances that limit the types of development opportunities. ~~Numbers correspond to numbered areas on the Sites of Special Interest Map, Plate 15.~~

SITE 1

~~"In September 1988, the Albany City Council, upon review of an application submitted by Linn County, agreed to amend the Comprehensive Plan map designation of the existing Linn County Fairgrounds site from Public Facilities to General Commercial (Planning Department Case No. CP-02-88). However, due to the unique circumstances of the case and evidence presented at the public hearings, it was determined that the rezoning of the property would be premature. Specifically, the City Council found that the public need criteria could only be satisfied upon a future demonstration by the County that a new fairgrounds facility could be built within the Albany Urban Growth Boundary upon the rezoning of the existing site. Secondly, the Council found that the immediate rezoning availability of the site for development could cause substantial confusion in the local retail market due to leasing efforts of two large shopping centers, Heritage Mall, and Heritage Plaza, which the Council wished to give a limited opportunity to substantially complete initial leasing programs before opening a major new site to the market. Finally, the Council determined that the future development and rezoning of the existing fairgrounds property should be subject to certain restrictions in order to protect the surrounding neighborhood area from negative impacts. Therefore, the following policies shall apply to the future rezoning and development of the Linn County Fairgrounds site located at Pacific Boulevard and Bain Street:~~

- ~~1. Although the Comprehensive Plan map designates this site as General Commercial, subsequent rezoning of the property for commercial use shall not occur until such time as Linn County has committed, in a manner satisfactory to the City, to locate the new Linn County Fairgrounds facility within the Albany Urban Growth Boundary and to utilize all proceeds from the sale or trade of the existing fairgrounds property for the construction of the new facility. In addition, development of the site, for any approved commercial use, shall not commence prior to January 1, 1991.~~
- ~~2. The rezoning and development of the fairgrounds property shall be conditioned upon the mitigation of negative impacts on the South Shore neighborhood (bounded by Santiam Highway, Airport Road, Pacific Boulevard, and Waverly Drive). Specifically, the following conditions previously recommended by the Albany Planning Commission and neighborhood residents shall be considered for adoption as part of the zone change ordinance:

 - ~~a. State traffic engineers, neighborhood residents, and the Albany Planning Commission have previously recommended closure of through traffic on Bain Street and Oakwood Avenue if the rezoning of the fairgrounds property occurs. Thus, the street closure issue shall be addressed and resolved as a specific condition of the rezoning action.~~
 - ~~b. Construct a 10-foot wall as a noise buffer along the south side of the property as far east as the apartments on Oakwood Avenue. The wall would also extend to the north along Bain Street for a short distance.~~
 - ~~c. Placement of buildings will be determined at the time of Site Plan Review. Buildings shall be set back at least 30 feet from all residential property lines. Location of buildings will be determined in part to reduce impacts of noise, lighting, and traffic on residential areas to the south.~~
 - ~~d. Property uses will be limited to establishments such as department stores, shopping centers, drug or variety stores, similar retail stores, banks, and offices which are primarily conducted within enclosed buildings.~~~~

SITE 2

This site contains a former landfill operation, and any development will have to comply with the following policies:

1. Prohibit development on the fill portion of the former Albany dump site on 53rd Avenue or any other site where hazardous waste disposal or residue is probable unless studies show the intended

development would include a strategy for mitigation of the potential hazard to an acceptable level.

2. Work with local, state, and federal agencies for the identification and/or clean-up and protection of sites containing toxic waste material within the Albany Urban Growth Boundary. Also work with these agencies to develop safe practices for the disposal of these materials.

~~SITE 3 – Removed. [Ord. 5543, 10/23/2002]~~

~~SITE 4 – Removed. [Ord. 5562, 10/10/2003]~~

SITE 52

This site is the area included in the Central Albany Revitalization Area Urban Renewal Plan, adopted by the Albany City Council in August of 2001, which provides a variety of activities and projects to implement the 1995 Town Center Plan and designated in the Albany Development Code as for Albany’s downtown area, “Central Albany.” In June 1995, the City of Albany, with consultants Fletcher Farr Ayotte, completed the Central Albany Land Use/Transportation Study. The study was funded by the State of Oregon’s Transportation/Growth Management (TGM) program and guided by a Steering Committee made up of study area business and residential property owners, Planning Commission and City Council representatives, and other interested citizens. The committee was assisted by Planning Division staff and representatives of the Albany Downtown Association.

CALUTS produced a “Town Center Plan” for Central Albany. The Town Center Plan is-was intended to promote development and transportation systems that allow more people to live, work, and shop in Central Albany without expanding the existing transportation system. This can be accomplished by allowing a mix of land uses, and by providing pedestrian/bicycle connections between uses so that people can access them without driving automobiles. Traditional zoning has generally provided separate districts for commercial and residential uses, with no mixing of the two. The plan proposes mixed use zoning districts to restore historic development patterns and promote ~~More recently, however, it has been recognized that~~ mixing uses in order to can minimize the need for automobile travel, reducing traffic congestion, air pollution, and the need to expand existing transportation systems.

~~The Town Center Plan proposes several new types of land use districts and identifies pedestrian/bicycle connections between them.~~ The Town Center Plan is adopted by reference here as the conceptual guide to land use and transportation within the plan area.

~~[Refer to Plate 15 Attached]~~

APPENDIX VI
CITY OF ALBANY PUBLIC FACILITY PLANS

ALBANY & MILLERSBURG WATER SYSTEM FACILITY PLAN	Tables VI-1 to VI-10
DRAINAGE MASTER PLAN	Tables VI-7 to VI-10
WASTEWATER FACILITY PLAN	Tables VI-11 to VI-16
<u>WASTEWATER COLLECTION SYSTEM FACILITY PLAN</u>	
<u>STORMWATER MASTER PLAN</u>	
<u>WATER MASTER PLAN</u>	
TRANSPORTATION FACILITY SYSTEM PLAN	Table VI-17
<u>PARKS MASTER PLAN</u>	
<u>URBAN RENEWAL PLAN</u>	

**ALBANY AND MILLERSBURG
WATER SYSTEM FACILITY PLAN**

TABLES VI-1 to VI-6 removed. [Ord. 5579, 8/11/04]

The 2004 Water Facility Plan is adopted by reference as a supporting document to the Comprehensive Plan. [Ord. 5579, 8/11/04]

DRAINAGE MASTER PLAN LIST OF PROJECTS

**TABLE VI-7 STORM DRAINAGE SYSTEM
HIGH PRIORITY PROJECTS**

TITLE	ESTIMATED COST
14th Avenue	\$ 320,700
Shortridge Street, Center Street	239,900
Cathy Ditch	45,300
Carroll Place	58,300
Channel Improvements, Basin C	69,500
Channel Improvements, Basin D	65,800
East Fork Culverts	175,400
Bain Street, Lansing Avenue	291,900
Washington Street	<u>50,000</u>
 TOTAL	 \$1,316,800

**TABLE VI-8 STORM DRAINAGE SYSTEM
INTERMEDIATE PRIORITY PROJECTS**

TITLE	ESTIMATED COST
Riverside Drive	\$ 5,600
16th Avenue and 17th Avenue	16,100
Looney Lane	27,400
12th Avenue and 14th Avenue	134,500
Takena Street	84,600
Elm Street	173,700
Ramona Main	111,800
Columbus Street	351,900
Geary Main and 23rd Avenue	258,600
Airport Road	4,900
Columbus Street	<u>54,700</u>
 TOTAL	 \$1,223,800

TABLE VI-9 **STORM DRAINAGE SYSTEM**
LOW PRIORITY PROJECTS

TITLE	ESTIMATED COST
Broadway Street	\$ 8,400
14th Avenue	85,100
Pine Street	858,300
19th Avenue	170,100
Madison, Oak Street & 28th Avenue	1,059,600
34th Avenue, Ferry Street & Southern Pacific	1,003,000
South Fork	502,500
Middle Fork	<u>102,900</u>
TOTAL	\$3,789,900

TABLE VI-10 **STORM DRAINAGE SYSTEM**
DEVELOPMENT RELATED PROJECTS

TITLE	ESTIMATED COST
No. 12 Lateral	\$ 54,700
Marion Main	370,600
Tudor Main	505,500
No. 35 Main	180,500
Del Rio Lateral	39,500
Waverly Main	200,000
No. 40 Main	38,300
No. 64 Main	155,500
Oak Main	426,500
College Park Main	196,900
No. 13 Creek	20,000
Columbus Creek	21,200
No. 51 Creek	11,000
Ellingson Creek	154,800
No. 12 Creek	30,800
West Fork	120,200
Geary Street, approximately 11th Avenue	145,800
I-5 Main at Santiam Canal	347,500
Grand Prairie Main	66,800
23rd Avenue Main	552,900
Three Lakes Road, 19th Avenue to 21st Avenue	82,200
East Periwinkle Channel	151,700
Channel Improvements	98,100
Channel Improvements	21,500
Columbus Street	<u>97,200</u>
TOTAL	\$4,090,200

Drainage project prioritizations and locations are provided in the "Albany Drainage Master Plan," prepared by Kramer, Chin, Mayo Inc. - February, 1988. This report is available from the Albany Public Works Department at 250 Broadalbin SW.

WASTEWATER FACILITY PLAN

TABLES VI-11 to VI-16 removed. [Ord. 5465, 9/27/00]

The Albany Wastewater Facility Plan Summary is adopted as a supporting document to the Albany Comprehensive Plan. [Ord. 5465, 9/27/00]

WASTERWATER COLLECTION SYSTEM FACILITY PLAN

The Albany Wastewater Collection Facility Plan is adopted as a supporting document to the Albany Comprehensive Plan.

STORMWATER MASTER PLAN

The Albany Stormwater Master Plan is adopted as a supporting document to the Albany Comprehensive Plan.

WATER MASTER PLAN

The Albany Water Master Plan is adopted as a supporting document to the Albany Comprehensive Plan.

ALBANY TRANSPORTATION ~~FACILITY~~ SYSTEM PLAN

Tables VI-17 removed. [Ord 5729; 2/24/2010]

~~The North Albany Local Street System Plan prepared by the city of Albany and consultants Kimley-Horn and Associates, dated June 30, 1995, was adopted in its entirety as a supporting document to the Comprehensive Plan. [Ord. 5307; 8/13/1997]~~

The 1997 Albany Transportation System Plan was updated by the city of Albany and consultants Kittleson & Associates, Inc. to reflect the horizon year of 2030. This new TSP dated February 2010 was adopted as a supporting document to the Albany Comprehensive Plan. [Ord. 5729; 2/24/2010]

PARKS MASTER PLAN

The Albany Parks Master is adopted as a supporting document to the Albany Comprehensive Plan.

URBAN RENEWAL PLAN

The Urban Renewal Plan is adopted as a supporting document to the Albany Comprehensive Plan.