

ORDINANCE NO. 4830

TITLE: COMPREHENSIVE PLAN AMENDMENT NO.14 UNDER ORDINANCE NO. 4447, WHICH ADOPTED THE CITY OF ALBANY COMPREHENSIVE PLAN, TO PROVIDE FOR A PLAN MAP AMENDMENT FROM PUBLIC FACILITIES TO GENERAL COMMERCIAL WITH SPECIAL CONDITIONS TO BE NOTED IN THE COMPREHENSIVE PLAN TEXT FOR THE LINN COUNTY FAIRGROUNDS PROPERTY DESCRIBED IN MORE DETAIL BELOW.

WHEREAS, the Planning Commission of the City of Albany has held such hearings as are required by law and the ordinances of this city and has made findings concerning the appropriate Comprehensive Plan Amendment for the property being considered, said findings being based upon evidence produced at hearings; and

WHEREAS, the Council of the City of Albany has duly advertised and caused notices to be given as required by law and has had a public hearing concerning the reclassification and rezoning of the property described below; and

WHEREAS, the City Council has determined that the Comprehensive Plan should be amended, but the rezoning should be postponed until certain conditions have been satisfied.

NOW, THEREFORE, THE PEOPLE OF THE CITY OF ALBANY DO ORDAIN AS FOLLOWS:

Section 1. EXHIBIT "A"

Exhibit "A" known as "Findings" is hereby adopted as the Albany City Council's findings in support of this decision.

Section 2. PLANNING DEPARTMENT CASE NO. CP-02-88

The official Albany Comprehensive Plan Map is hereby amended from Public Facilities to General Commercial for property located north of Oakwood Avenue SE; east of Bain Street SE; south of Pacific Boulevard SE; and west of Airport Road SE (11-3W-04CB, Tax Lot 100) (14.12 acres) and will be known as Comprehensive Plan Amendment No. 14.

Section 3. COMPREHENSIVE PLAN TEXT AMENDMENT

In supporting this Comprehensive Plan amendment, the City Council has relied upon several facts and conclusions (see attached Exhibit A) which are speculative in regard to the future of the Linn County Fairgrounds. Because these facts and conclusions are essential to the approval of this application, the Council finds it necessary to amend the text of the Comprehensive Plan to assure that certain conditions are satisfied before a subsequent decision is made to rezone the subject property for commercial use. In summary, the specific facts and conclusions which necessitate such action are as follow:

1. The need for a new Fairgrounds facility on a larger site within the Albany Urban Growth Boundary has been demonstrated to meet the public need criteria for amending the Comprehensive Plan. Furthermore, the relocation of the Fairgrounds is only made possible by the rezoning and subsequent sale or exchange of the existing site for a new site and new facilities. However, the County is unable at the present time to make the necessary guarantees that a new Fairgrounds facility will in fact be located in the Albany Urban Growth Boundary if the zone change is approved.

2. The immediate availability of the subject property for commercial use would be premature due to the substantial investments in regional scale commercial development being made by the owners of the Heritage Mall and Heritage Plaza shopping centers. The addition of over fourteen acres of Community Commercial land in a prime location could cause confusion in the local retail market by altering investment decisions in a manner that has a negative impact on these and other commercial developments.
3. The commercial development of the subject site would be detrimental to the surrounding neighborhood without adequate buffering and screening, traffic controls, and limitations on future commercial uses. Thus, it is necessary to condition the future development and rezoning of the site on the basis that these issues will be addressed.

Due to the Council's reliance upon the above findings, it is hereby declared that the Albany Comprehensive Plan text shall be amended to include the following language:

"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:

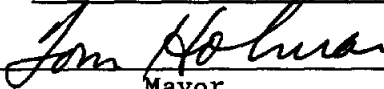
1. Although the Comprehensive Plan map designates this site as General Commercial, subsequent rezoning of the property for commercial use shall not occur until such time as Linn County has committed, in a manner satisfactory to the City, to locate the new County Fairgrounds facility within the Albany 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.
- d. 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.
- e. 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.

Section 4. COPY FILED

A copy of this Comprehensive Plan amendment shall be filed in the Office of the City Recorder of the City of Albany.

Passed by the Council: October 12, 1988
 Approved by the Mayor: October 13, 1988
 Effective Date: November 11, 1988



 Mayor

ATTEST:



 City Recorder

PROPOSED AMENDMENTS TO FINDINGS OF FACT
LINN COUNTY FAIRGROUNDS

In an effort to relocate the Linn County fairgrounds the Board of County Commissioners has considered many different methods to develop an adequate financial program. In the spring of 1988 the county submitted an application for an Oregon Community Development Grant for part of the costs of fairgrounds relocation. This proposal was not funded by the state.

The county has also considered ideas such as bond levies, other grant programs, and solicitations from private parties. These ideas have been discarded as a primary means of financial support. However, some will be used as a way of supplementing other revenue sources.

In 1987 the county received a proposal from a developer to construct a new fairgrounds facility in Albany. The developer would have constructed a number of buildings which would have been equal or larger in size and equal or better in condition to the existing buildings. The offer also included site improvements (fencing, parking, landscaping, etc.) and upgrading of utilities and streets to serve the area. The county, in time, would have transferred title to the present fairgrounds and allowed the developer to construct a commercial facility on the property. The offer was not accepted by the county, at least in part due to the existing comprehensive plan policies and zoning regulations as they apply to the property.

Linn County has concluded that the only realistic option available to finance the replacement of the fairgrounds is to make the existing property available for commercial use, enter into an exchange of the property for a new fairgrounds, and to use this exchange as the basis for the majority of the improvements. However, the county has found that it is not feasible to enter into property exchange negotiations as long as the fairgrounds property is designated as Public Facilities on the plan. Hence the reason for this request. Attributes of the site for commercial use has been discussed elsewhere in the findings document.

Neighborhood Compatibility:

A major concern as outlined in the proposal is compatibility of commercial development on the site with the high quality South Shore residential neighborhood immediately to the south. This has been discussed in the applicant's findings document. It has also involved considerable discussion with neighborhood residents.

On two occasions during the summer county officials met with residents of the South Shore neighborhood to determine citizen concerns and to arrive at an agreement regarding how these concerns could be met. The meetings were very productive.

At the second neighborhood meeting the county and neighbors agreed to a series of proposals regarding conditions of approval for redesignation of the fairgrounds property to commercial (see Exhibit F--Albany Planning Commission hearing on the fairgrounds redesignation). The conditions addressed concerns related to control of traffic in the neighborhood, construction of a noise buffer to separate residential and commercial

development, placement of buildings on the property to reduce negative impacts of noise, lighting and traffic, and placement of a limitation on uses to be established on the property so that they would be compatible with the residential area.

At the Albany Planning Commission hearing on the fairgrounds rezoning on August 1, 1988, residents of the neighborhood testified on the matter and the commission carefully considered the agreed upon conditions, made some minor modifications, and adopted a list as part of their action recommending approval of the fairgrounds redesignation to the city council.

The county concurs with the planning commission's recommendation regarding buffering, screening, traffic controls, limitation of uses, and action to condition future development and rezoning of the site on the basis that these issues will be addressed to the satisfaction of the neighborhood.

July 22, 1988

APPLICATION FOR COMPREHENSIVE PLAN AMENDMENT
AND ZONING MAP AMENDMENT
LINN COUNTY FAIRGROUNDS

I. INTRODUCTION

Linn County is requesting a comprehensive plan and zoning map amendment for the Linn County Fairgrounds, situated at 3051 Oakwood Avenue, S.E. (Township 11S, Range 3W, Section 4CB, Tax Lot 100). The fairgrounds property extends from Bain Street on the west to within 290 feet of Airport Road on the east; and from Oakwood Avenue on the south to the K-Mart, Mervyn's, and Burger King property lines on the north. The property is approximately 1,297 feet long and 475 feet deep. It contains 14.12 acres.

The county proposes a comprehensive plan map amendment from Public Facilities to General Commercial and a zoning map amendment from Single-Family Residential (R-1) to Community Commercial (C-2).

The request is intended to make the present fairgrounds site available for commercial development. When the property is sold for commercial purposes, the county could then acquire a new and larger fairgrounds site, so that a larger and more modern facility with room for future growth could be developed. The present fairgrounds site possesses many attributes which make it valuable for commercial use. The existing fairgrounds facilities are in need of major improvements which cannot be accomplished at the present site. Sale of the property for commercial use would provide an excellent financial base for the acquisition of a new site and the construction of improved facilities. An improved fairgrounds, in turn, would provide improved social and economic benefits to the community.

II. DESCRIPTION OF PROPERTY

A. Present Property Use. The fairgrounds site contains four buildings and some smaller related structures. The buildings are largely intended as arenas, stables, or exhibit areas. Virtually all of the open part of the property is used either for vehicle access or for parking. Most parking areas are semi-improved. The site has street access at two points, on Bain Street in the northwest corner, and Oakwood Avenue on the south side. A full range of public facilities (water, sewer, storm sewer, telephone, electricity, natural gas) are available on the site.

The site is flat and has no serious drainage problems. There are no significant natural features on the property.

B. Surrounding Land Use. Property to the north of the fairgrounds contains large scale commercial activity. There are two large department stores and a fast-food restaurant on these properties. The two department stores occupy well over 100,000 square feet of floor area. K-Mart has been operating since 1974 while Mervyn's opened in 1985.

The property to the east of the fairgrounds is vacant and contains 2.83 acres. It is zoned for commercial purposes and is available.

It is very likely that future development of that property could be combined with the fairgrounds site.

A bowling alley is situated across Oakwood Avenue to the southeast of the fairgrounds.

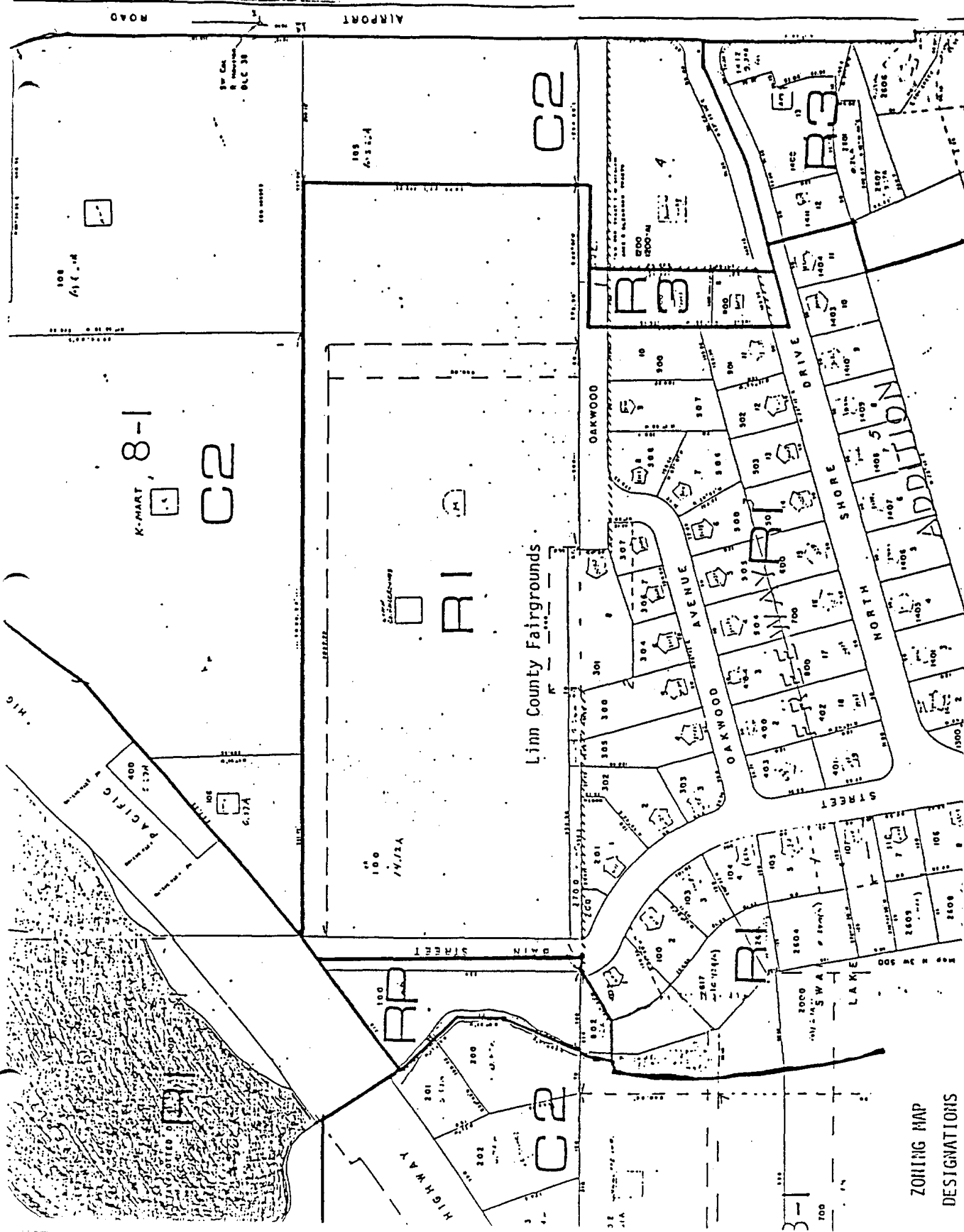
Most of the property south of the fairgrounds is residential in character. There are 45 residences and three apartment complexes on the three residential streets south of the fairgrounds--Bain Street, Oakwood Avenue, and North Shore Drive. Most of these homes are in excellent condition and are well cared for. This is one of the most attractive neighborhoods in the city. There have been some conflicts between the fairgrounds and this neighborhood particularly with regard to traffic and spillover parking from the fairgrounds occurring in the neighborhood. There also have been noise and dust complaints regarding fairgrounds use. Problems which result from use of the fairgrounds site as a commercial development will have to be resolved as part of the approval process for this application.

The property to the west (across Bain Street) of the fairgrounds is vacant, but zoned for commercial office use. This site contains 1.02 acres.

The fairgrounds property is immediately southeast of Highway 99E, (Pacific Boulevard). This street carries an average daily traffic of 18,900 vehicles. Airport Road, east of the site has a daily traffic load of about 4,800 vehicles. This road is a freeway frontage road. The property is visible from Interstate-5, which had a daily traffic load of almost 25,000 vehicles in 1985. Extensive improvements are proposed to the freeway interchange north of the property which should improve access to this general area. Bain Street on the west side of the fairgrounds has average daily traffic of about 1,500 vehicles. This street serves the nearby residential and also collects some traffic passing through the area to avoid Waverly Drive, an arterial immediately to the west.

- C. Comprehensive Plan and Zoning Map Designations. The fairgrounds property is designated Public Facilities on the Comprehensive Plan Map. This classification is intended to reflect its current use and to provide for city control of the use of the land in the event of a proposal to redevelop the property. Properties to the north, east, southeast and west are all designated commercial (all general commercial, except for the land to the west, which is light commercial). Property to the south is almost entirely designated Residential Low Density, which reflects the current use. Apartment development in the area has a Residential High Density designation.

The fairgrounds property is zoned R-1. The property was rezoned from commercial in 1976 as a result of neighborhood concerns about future commercial development on the site. These concerns still exist and must be considered in approving this rezoning proposal.



K-MART, 8-1
C2

Linn County Fairgrounds

ZONING MAP
DESIGNATIONS

As is the case with the plan designation, there is commercial to the west, north, east and southeast of the fairgrounds and residential zoning (R-1) to the south. Thus, the fairgrounds property is bounded on three of its four sides by commercial zoning.

III. NEED FOR FAIRGROUNDS RELOCATION

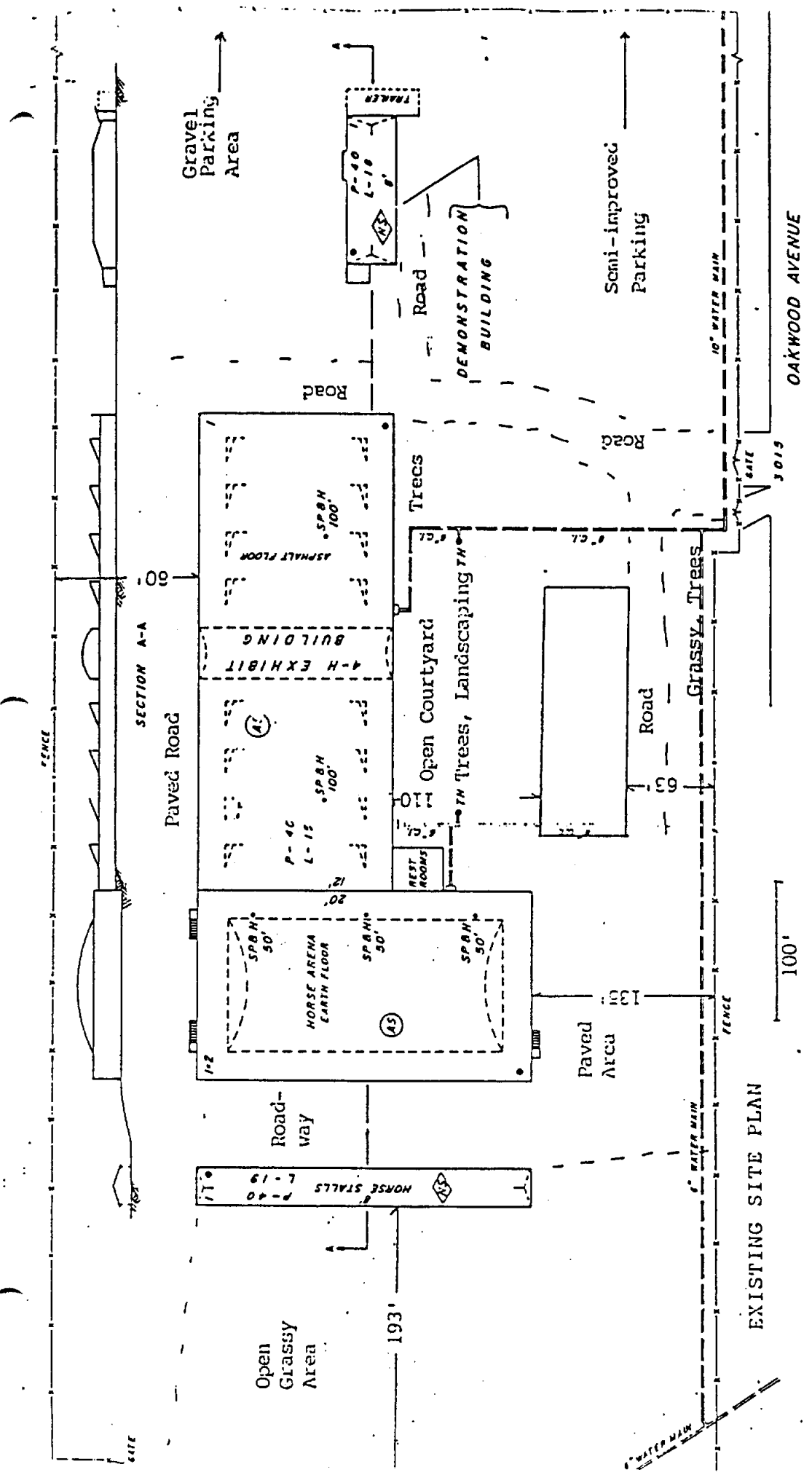
In April 1988, Linn County submitted an application for an Oregon Community Development Grant for the relocation of the Linn County Fairgrounds. The grant application provides documented information regarding the problems with the present facility and the need for a larger site, and is quoted below:

"The existing fairgrounds is located on 14 acres of land in the City of Albany. Further expansion of the grounds is precluded by adjoining streets on two sides and a commercial development along the north side of the property. Along the east side of the site there is some vacant land, but its cost would prohibit expansion. Constructing more buildings at the site would reduce space for parking and outdoor activities, such as carnivals. Present users have stated that parking space is a particular problem, especially if more than one event is in progress. Often participants must park in nearby residential areas and this creates congestion. Also, some areas of the grounds are poorly drained and cannot be used during wet weather."

"The existing buildings have inadequacies that make them poor or unusable for many events. The inadequacies include poor heating, poor ventilation, lack of adequate security features, dim lighting, leaking roofs and pillars that limit space use."

"The existing fairgrounds have no room for expansion and the existing buildings are inadequate for many events. On-site parking is limited. When participants park outside the grounds it creates traffic congestion and hardships for nearby residents. The parking situation and the structures make it difficult to schedule two large events at the same time. The overall quality of the buildings make them undesirable for many events. Also, drainage problems make the horse barn unusable during wet weather. Because the site is small, the County Fair and the local 4-H Fair cannot be held at the same time. The County Fair must be held after the Oregon State Fair. The late date of the County Fair has an adverse effect on the quality and quantity of entries and exhibits."

"These problems at the existing site are limiting factors to greater use. Limiting use of the facilities directly affects fairground revenues and the ability of the County to finance improvements. Beyond the fairgrounds itself, businesses that attract participants at the fairgrounds are affected by conditions that limit usage. Local motels, restaurants, and retail stores all lose money when events cannot be held at the fairgrounds. Anything that impedes the activities at the fairgrounds also reduces business for local merchants."



EXISTING SITE PLAN

OAKWOOD AVENUE

"Local businesses already benefit a great deal from fairground events. The results of a 1984 survey by the Oregon Quarter Horse Association showed that \$92,000 was spent in Albany during just one, five day horse show alone. Throughout the 86-87 FY there were 55 days on which horse shows were held at the grounds. Most of the shows ran two or three days and drew exhibitors from throughout Oregon and neighboring states. Based upon the survey findings it seems reasonable to assume that the horse shows alone are contributing a significant amount to the local economy. In addition, there were many other events which drew people to the area for overnight stays. The proposed project will increase benefits to the local businesses by providing a more useful and attractive facility that will draw more participants to the area."

"Several sponsors of recent events were contacted for comments concerning the facilities. Many of the users indicated that improvements at the fairgrounds were necessary for future expansion of their events. A representative of the Kennel Club stated that within two or three years the club will be holding sanctioned shows that will be eight or nine times larger than the present shows. The shows will have as many as 2,000 exhibitors. The Oregon Pinto Breeders hold two shows per year at the fairgrounds. The club is now considering adding an extra show day for a total of six show days per year. Also, the sponsor of a gun show felt that if proper facilities were provided, he could double the number of exhibitor tables for a total of 300 tables. Finally, the promoter of two large events for a local radio station feels that a new facility would allow those events to grow and provide space for additional trade shows."

"Recent experience indicates that even the existing facilities are drawing new events. This spring the OSU Rodeo Club moved its annual 3-day event to the Linn Fairgrounds. In May, C&B Promotions is holding a 3-day custom car show, its first in Albany, at the facility. In addition to new users, it is expected that present users will continue to use the new facilities. During the 86-87 FY there were 188,423 individuals attending fairground events. That is an average of 516 people for every day of the year. The monthly average number of groups that used the facility was 37."

"Relocation of the fairgrounds will serve the public interest in the following ways:

- A. The citizens of Linn County will receive a new and improved facility.
- B. The new fairgrounds will have ample space for future expansion.
- C. Local businesses will benefit from larger and more numerous events at the facility."

"A new facility will be advantageous for the County. The advantages include lower maintenance costs and an overall

improvement of facilities. The reduced maintenance will allow more funds to be spent on capital improvements to facilities."

"The proposed fairgrounds will be ideally sited for future expansion. The site is located less than one mile from an I-5 interchange and approximately one-half mile from the Albany airport."

"These attributes make the site highly accessible for present and future users. Not only will the size of the site allow the facilities on the fairgrounds to be expanded, but there is potential for the facilities to promote complimentary growth of related businesses, such as restaurants and motels. There is ample vacant land near the site for other businesses to locate."

Clearly there is a public need for fairgrounds relocation to a larger site where more modern and expanded facilities can be provided, where a substantial increase in activities can be accommodated, where there is a significant opportunity for growth of related activities, and where there is space for expansion. The fairgrounds can be moved only through redesignation of the present site to commercial so that the financial resources will be available to make the move possible.

IV. ATTRIBUTES OF THE FAIRGROUNDS SITES FOR COMMERCIAL DEVELOPMENT

The fairgrounds property possesses many characteristics which make it ideal for commercial development. Among these locational and site advantages are:

- A. The property is adjacent to major commercial development. Two large department stores with over 100,000 square feet of retail floor area are situated immediately to the north. It is likely that reciprocal access and parking agreements could be made between the various establishments. There is an opportunity for a concentrated retail center with excellent access to major arterials and to the freeway. The comparison shopping opportunities at the location should result in a minimizing vehicular traffic between stores with a resultant loss in energy consumption and delays resulting from traffic congestion.
- B. The property is bounded by commercial zoning on three of its four sides. In addition there is commercial zoning and use to the southeast. Only directly to the south is the zoning other than commercial.
- C. The ECO Northwest* retail market analysis for Albany stated that, "we agree with the petitioner for rezoning that there is not properly zoned, vacant land to accommodate the types of retail uses they envision (large discount stores, with side shops) around either the K-Mart/Mervyn's complex..." The comparative site analysis included later in this report will indicate that there are no competitive sites within the city.

* Retail Market Analysis and Evaluation of Proposed Commercial Rezoning, ECO Northwest, May, 1988.

- D. The site itself is suitable for commercial use. It is flat and has no major developmental limitations.
- E. All urban utilities are presently available at the property. No doubt, improvements to some of the utilities will be needed, but the basic infrastructure is available.
- F. The property is visible from the freeway and close to the location of expected improvements to freeway access.
- G. The property is very close to two major arterials, Pacific Highway 99E with almost 19,000 cars per day, and Airport Road with almost 5,000 vehicles per day. Yet the sites use for commercial would not result in any increase in arterial frontage within the city.
- H. Current use of the site already possesses many of the attributes of commercial development. If the fairgrounds operation were privately owned rather than public its use characteristics would no doubt mean that it would be permitted only in a commercially zoned area.

V. TRAFFIC ANALYSIS

The traffic study is being prepared by the Highway Division, Oregon Department of Transportation, and is not yet available.

VI. COMPATIBILITY WITH NEARBY RESIDENTIAL DEVELOPMENT

Commercial development on the fairgrounds site likely will create new problems for the residential area to the south. There is the likelihood of increased traffic and of problems of noise and lighting. Any development proposal for the property must substantially reduce the potential problems which might be experienced in this neighborhood. The following improvements are proposed to lessen the impact on this area.

- A. Placement of a cul-de-sac on Bain Street near the south boundary of the fairgrounds. This is proposed so that Bain Street will not function to carry traffic between the shopping center and most areas to the west and south.
- B. No direct road access into the commercial area would be provided from Oakwood Avenue across from any residentially zoned area.
- C. Access into the commercial area would occur off Bain Street at its intersection with the Pacific Highway 99E; at the east end of the property from Airport Road; and through the K-Mart/Mervyn's parking area.
- D. No on-street parking related to the commercial area would be available in the residential area. All parking would be on-site.
- E. Outdoor lighting on the site would be directed away from the residential area.

- F. A landscaping buffer would separate the residential area from the proposed commercial site. This needs to be deep enough to minimize any impacts of noise and lighting which might come from the commercial area.

VII. NATURE OF REQUEST AND SITE PLAN

It is anticipated that the fairgrounds site plus the vacant commercially zoned property to the east would provide about 16.95 acres or 738,340 square feet of property for commercial development. This would result in about 150,000 square feet of floor space with the remainder of the site to be used for parking, access, landscaping, and buffers separating the property from the residential area to the south.

With 150,000 square feet of floor area there could be space for two major stores of about 55,000 and 40,000 square feet. This would leave about 55,000 square feet for smaller retail shops. Although there are no specific proposals on the table at this time, it is anticipated that development could be similar to and complementary with the development immediately to the north. Other aspects of development could include:

- A. Access into the center (1) at the north end of Bain Street (at right angle with the Pacific Highway); (2) from Airport Road at the north end of the property; (3) through the Mervyn's and K-Mart parking lots.
- B. A landscaped noise barrier along the south end of the property of sufficient width to minimize any problems for the residential area.
- C. Service vehicle access to the property near the east end of Oakwood Avenue.
- D. Outdoor lighting directed away from the residential area.
- E. No vehicular access from the residential area. However, pedestrian access could be provided for if desired.
- F. Upgrading of utilities serving the site to city standards.
- G. Parking entirely located on-site with no spillover permitted into the residential area.
- H. Site improvements including paved parking and access as well as landscaping as required by the city.

VIII. FINDINGS OF FACT

- A. Comprehensive Plan Amendments - Conformance with Goals and Policies of the Albany Comprehensive Plan.
 - 1. Natural Resources Policy 7

Criteria: Require new developments to utilize landscaping to:

- a. Reduce water runoff and maintain soil stability.
- b. Buffer incompatible land uses.
- c. Reduce energy uses by altering the microclimate using vegetation for windbreaks, for shading, for insulation, etc.
- d. Visually enhance developments.

Facts:

- a. Landscaping for various purposes is required by the Albany Comprehensive Plan and Albany Development Code.
- b. The site possess no natural amenity or natural separation from residential land uses to the south.
- c. Buffering is needed to separate proposed commercial development from the residential area.

Conclusion: Buffering of the site from the residential area to the south is proposed and would be required by the city. This should be done for shading, to minimize noise and lighting impacts, to visually enhance the development and to separate potentially incompatible land uses.

2. Sound Quality Policy 2

Criteria: Maximize the separation of noise sensitive uses and noise generating uses.

Facts:

- a. The proposed use of the fairgrounds site is expected to generate noise which could negatively impact the residential area to the south.
- b. The residential area to the south, which is characterized by single-family homes of well above average quality, is a noise sensitive area.
- c. The Albany plan and development code require separation of noise sensitive and noise generating areas.

Conclusion: The proposed development will involve the use of buffers near the south property line to minimize the noise impact of the proposed development on the residential area.

3. Economic Development Goal and Policies 2, 12, and 19

Criteria:

Goal: Diversify the economic base in the City of Albany and strengthen Albany's role as a regional economic center.

2. Provide trade and service establishments for the residents of Albany which include a variety of levels of service ranging from neighborhood to regional needs.
12. Encourage the provision of regional shopping facilities in the City of Albany.
19. Encourage business and industry to locate within the Albany city limits to decrease the proportional share of city taxes paid by residential properties.

Facts:

- a. The proposed property development, while specifically undetermined, is intended to provide for comparison goods shopping for a regional market.
- b. The site is contiguous to retail department store uses which serve a regional market. The site provides for an expansion of this regional center.
- c. The site would provide space for approximately 150,000 square feet of commercial floor area.
- d. The site is close to the freeway and is visible from the freeway. It is also close to the location of the freeway access where substantial improvements are being scheduled.
- e. The freeway location indicates that the site can serve to expand the local economy by attracting new customers to the area.
- f. The site is adjacent to two major local arterials.
- g. The site is within the Albany city limits.
- h. The present property use does not directly pay any taxes to the city.
- i. The proposed use would be added to the city tax base.
- j. Relocation of the fairgrounds to a new and larger site will mean that the facility will be expanded, thereby bringing additional economic value to the city.

Conclusion: The proposed use of the property will strengthen Albany's role as a regional economic center by providing additional regional shopping facilities and by permitting the relocation of the fairgrounds to a larger site where more facilities can be developed to attract more events with a greater diversity to the community.

4. Housing Goal

Criteria: Provide for the housing needs of all Albany's citizens.

Facts:

- a. The property is designated as "Public Facility" on the Albany comprehensive plan.
- b. The property is zoned R-1 Single-family Residential.
- c. The plan designation overrides the zoning designation on the property.
- d. The property is not included in the city's inventory of property available for housing.

Conclusion: The housing goal does not apply to the fairgrounds property.

5. Transportation Policies 1, 3, and 15-20

Criteria:

1. When reviewing development proposals or transportation plans, determine the relationships between land uses and transportation systems, i.e. how will proposed developments affect existing or proposed transportation and how will transportation plans affect future land use patterns.
3. As part of any development review process, evaluate the adequacy of transportation to, from, and within the site.
15. Maintain the carrying capacity and viability of major arterials and other major streets.
16. Limit access onto major arterials (reducing curb cuts and other street intersections); ensure adequate right-of-way and setback lines, and discourage on-street parking.
17. Design or modify streets to help preserve the character of neighborhoods.
18. Minimize the need for on-street parking by ensuring adequate off-street parking facilities.
19. Discourage non-residential vehicular parking in residential neighborhoods.
20. Ensure that parking requirements reflect parking needs.

Facts:

- a. The property is served by two arterials, Pacific Highway 99E and Airport Road.

- b. Pacific Highway 99E has average daily traffic of about 19,000 vehicles. Airport Road carries about 5,000 vehicles per day.
- c. Bain Street, on the west side of the fairgrounds, is classified as a minor street but presently carries about 1,500 vehicles per day. It functions as a supplement to Waverly Drive in carrying traffic between Highways 20 and 99E.
- d. The land use along Bain Street is largely low density residential with direct access to all properties. There is also an elementary school on Bain Street.
- e. Use of Bain Street in carrying traffic could increase substantially if the fairgrounds use is changed to commercial.
- f. Oakwood Avenue currently provides direct access to the fairgrounds. It is classified as a minor residential street.
- g. Spillover parking related to fairgrounds use occurs on both Oakwood Avenue and Bain Street.
- h. There is a need to reduce traffic and parking impacts on both Oakwood Avenue and Bain Street as part of the fairgrounds approval process.
- i. There will be increased traffic on Highway 99E resulting from the use of the fairgrounds site for commercial. Handling of increased traffic at the intersection of Bain Street and Highway 99E will require added traffic control devices.
- j. A traffic impact study is being prepared in conjunction with this application. This study will more specifically measure impacts of the commercial development proposal.
- k. The general parking requirement for retail trade facilities with 150,000 square feet of floor area is 750 spaces. This will require approximately 300,000 square feet (6.9 acres) for parking and access. There is room on the site to meet this standard.

Conclusions:

The overall development proposal approval must include provision for:

- a. Traffic control devices at the intersection of Bain Street and Pacific Highway 99E to assure the safe movement of major arterial traffic.
- b. Design of access points of the proposed development with Airport Road and Highway 99E.

- c. Substantial modification to both Bain Street and Oakwood Avenue to lessen through traffic impact and to preserve the high quality residential neighborhood.
 - d. Assure that all parking needs will be met on the site.
6. Storm Drainage Policies 4 and 5

Criteria:

- 4. Ensure that all developments include a drainage system which protects the development and adjoining property from runoff related damage.
- 5. The city shall review the drainage facility plans for all drainageway improvements and new developments excluding one and two family dwellings. Designers of such drainage facilities should include the following criteria (not listed herein) and show on their drainage plans how the criteria have been considered.

Facts:

- a. The site is flat and has some drainage problems.
- b. A storm drainage system is in place on the property.
- c. The more intensive use of the site with large structures and paved parking will likely result in the need to upgrade the storm drainage system.

Conclusion: As part of any final development proposal, the storm drainage system will be improved to city standards.

7. Aesthetic Policy 1

Criteria: Encourage all new projects to be designed and landscaped to complement the development site and the surrounding area.

Facts:

- a. The fairgrounds site has little or no redeeming aesthetic quality.
- b. Commercial development on the fairgrounds property would be incompatible with the adjacent residential area without buffering placed along the south side.

Conclusion: It is proposed that the site be landscaped to city standards and that particular attention be paid to adequate buffering near the south property line to minimize negative impacts.

8. Directing Growth Policies 7, 8, and 10-13

Criteria:

7. Encourage land use patterns which take advantage of density and location to reduce the need for travel, facilitate energy efficient public transit systems, and permit building configurations which increase the efficiency of energy use.
8. Locate traffic generating public facilities in clusters near high density areas and along transportation lines.
10. As much as possible locate commercial activity centers in the center of the population area they serve.
11. Discourage regional shopping centers in locations which would require extensive travel for Albany residents outside the Albany Urban Growth Boundary.
12. Require the type and size of commercial service areas to be commensurate with the size and area to be served.
13. Discourage the establishment of commercial development in a strip or strung out pattern along major arterials preferring instead clustered development and infilling in areas surrounding existing commercial development.

Facts:

- a. The property is adjacent to land which is used for regional commercial purposes and would represent an expansion of that area.
- b. The proposed property use is for comparison goods regional shopping.
- c. Mutual parking and access arrangements between the proposal and existing commercial enterprises will be encouraged.
- d. The site is a part of the regional commercial core being developed in Albany (bounded by I-5 on the east, Highway 99E on the northwest, and 16th Avenue SE on the southwest & south).
- e. Although the property would have arterial access, no additional property with arterial frontage would be redesignated commercial.
- f. As part of a regional center, the site is in the general center of the extended region (from Corvallis to Scio and Sweet Home; and from Jefferson to Halsey and Brownsville). Nearby freeway access contributes to the centrality of this location.

g. The property is within the Albany city limits.

Conclusions:

- a. Redesignation of the property would contribute to the creation of a regional commercial cluster in the vicinity of Pacific Highway 99E and Airport Road. It is a logical extension of the existing commercial development.
- b. The property is well located for serving the Albany regional area.
- c. The property use for commercial cannot encourage strip development along arterials as no arterial frontage is involved in the request.
- d. The property is well located to serve the needs of Albany residents.

9. Citizen Involvement Policies 5, 6, and 7

Criteria:

- 5. Actively seek input from all points of view from citizens, groups, and agencies affected by various land use issues.
- 6. Base land use decisions on all relevant criteria, but give particular attention to input provided by the public.
- 7. In making land use decisions where opposing viewpoints have been expressed, attempt to reach consensus where possible.

Facts:

- a. It is acknowledged that development of the fairgrounds site for commercial must result in assuring that the development will be compatible with the residential neighborhood to the south.
- b. The applicant has made an effort to meet with the residents of the neighborhood and accommodate their concerns.

Conclusion: The applicant has made an effort to build the concerns of the residential area to the south into the overall proposal and has provided an opportunity for citizen input.

B. Comprehensive Plan Amendments - Applicable Statewide Goals.

- 1. Goals 3, 4, 5, 6, 7, 10, and 15 do not apply to this request.
- 2. Goal 1. Citizen Involvement.

Facts: See findings under citizen involvement policies of the city. The city has provided notice to affected property

owners as part of the comprehensive plan and development code provisions.

Conclusion: Ample opportunity for citizen involvement has been provided.

3. Goal 2. Land Use Planning.

Facts: The application must consider applicable statewide goals, city comprehensive plan policies, and city development code standards and requirements in the preparation and review of this request.

Conclusion: All applicable state and local goals, policies and requirements have been addressed.

4. Goal 8. Parks and Recreation.

Facts: The present fairgrounds as a public facility meets some specialized recreation needs of the community. Approval of this proposal will enable the county to move the fairgrounds to a larger site with larger, more diverse and more modern facilities.

Conclusion: The proposal will enable the city to meet more local and regional recreation needs than it is able to do at this time. This would be done with minimal expenditure of city resources.

5. Goal 9. The Economy.

Facts and Conclusion: See Albany comprehensive plan economic development policy findings in prior section.

6. Goal 11. Public Facilities and Services

Facts:

- a. The proposal involves redesignation of a current public facility, the Linn County Fairgrounds, to commercial.
- b. Redesignation of the property to commercial will enable Linn County to relocate the fairgrounds to a larger site.
- c. A larger fairgrounds site will provide a location for newer, more modern, more diverse, and larger facilities.
- d. A full range of urban services is available at the property. Some services would require upgrading.

Conclusion: A major public facility need of the city, enabling the move of the fairgrounds to a larger site, will be substantially facilitated by this proposal.

7. Goal 12. Transportation.

See comments covered under Albany transportation policy findings in prior section.

8. Goal 13. Energy Conservation.

Facts:

- a. The area proposed for redesignation to commercial is adjacent to two large retail department stores.
- b. The property will be used in a manner consistent with and complementary to the existing commercial use. The two developments can be integrated with each other.
- c. Joint use of parking and access can result in savings in energy costs to customers who will be able to walk from store to store rather than drive.

Conclusion: A concentrated regional retail center in the Highway 99E - Airport Road area can result in energy savings for potential users of the stores.

9. Goal 14. Urbanization.

Facts:

- a. The proposed commercial site is within the Albany city limits.
- b. The site is contiguous to major retail development.
- c. Site development as proposed will enhance a regional retail commercial concentration within the city.
- d. A full range of urban services are available to the site.

Conclusion: Creation of a larger regional retail area within the city will reduce pressure for similar development in locations further away and without the needed urban services.

C. Comprehensive Plan Amendments - Short and Long Term Impacts

Impacts of redesignation of the Linn County Fairgrounds from Public Facilities to General Commercial include:

1. An opportunity for a more concentrated regional retail center in an area close to I-5 where customers can be attracted.
2. An opportunity to relocate the Linn County Fairgrounds to a larger site where larger and more diverse facilities can be developed and where a greater range of activities can be accommodated.

3. An opportunity to reduce traffic and parking on residential streets in the area close to the fairgrounds.
4. The negative impact on other commercial areas will likely be minimal. First, the city has already permitted substantial new commercial development in the past two years. Any impacts on other locations will already have been established. The impact on downtown Albany is not likely to be significant. The ECO Commercial Study indicated that other rezoning proposals will not substantially impact downtown as "the downtown will never be the retail center it once was, no matter what policies the city adopts".

D. Comprehensive Plan Amendments - Public Need

Clearly, the key public need in this proposal relates to the possibility of fairgrounds relocation.

The present fairgrounds site is inadequate for its current use. The buildings on the fairgrounds have many problems - poor heating, poor ventilation, inadequate security, leaking roofs, and pillars that limit space use. While the buildings do not occupy a lot of space, the overall site is relatively small and is needed for parking related to the fair as well as outdoor events such as carnivals. Funds are also not available to replace the buildings.

Recent trends show an increasing use of the fairgrounds as well as a great variety in their use. The grounds are used all through the year and at any time during the typical week. In the 1986-87 fiscal year, overall use was close to 200,000 people or an average of over 500 per day.

The 1987-88 fiscal year attendance shows a marked increase in fairgrounds use. During the year 226,944 attended events at the fairgrounds for an increase of over 20 percent from 1986-87. The fairground use takes place year round with monthly use totals varying from 9,051 to 35,325.

During the 1987-88 fiscal year there were 19 horse shows covering 46 days and attracting 41,850 people. The horse shows in particular bring money into the community and the attraction of the fairgrounds for these events is becoming very well known and increasing rapidly. Similar events such as car shows, flower shows, gun shows and home shows attracted 35,400 people for 14 events during the year. Detailed attendance information is shown on the table on the following page.

ATTENDANCE AT LINN COUNTY FAIRGROUNDS
1987/88 FISCAL YEAR

<u>Month</u>	<u>Group Use Days</u>	<u>Total Attendance</u>
July	29	9,700
August	25	14,680
September	26	25,226
October	31	9,051
November	62	24,223
December	60	17,353
January	37	17,605
February	48	15,175
March	46	28,738
April	47	35,325
May	40	10,069
June	<u>37</u>	<u>19,799</u>
TOTAL	488	226,944

	<u>Horse Shows</u>			<u>Other Similar Shows</u>		
	<u>Number</u>	<u>Days</u>	<u>Attendance</u>	<u>Number</u>	<u>Days</u>	<u>Attendance</u>
July	2	3	850	0	0	0
August	3	8	5,000	1	2	2,000
September	0	0	0	0	0	0
October	1	2	1,500	1	2	1,500
November	0	0	0	1	1	300
December	0	0	0	0	0	0
January	0	0	0	2	3	5,000
February	3	7	4,700	3	7	8,850
March	2	5	4,000	0	0	0
April	3	7	7,100	4	9	14,350
May	2	4	5,000	2	6	3,400
June	<u>3</u>	<u>10</u>	<u>13,700</u>	<u>0</u>	<u>0</u>	<u>0</u>
TOTAL	19	46	41,850	14	30	35,400

The economic benefits to the community of activities at the fairgrounds is becoming more apparent. A 1984 study showed that the five day Albany Summer Quarter Horse Circuit result in \$57,996 going directly in the city (motels, restaurants, gasoline, and etc.) and \$34,005 paid directly to the city by exhibitors. This resulted in about \$92,000 of direct new dollars into Albany for one horse show in June 1984. This type of economic benefit could be substantially augmented by a better fairgrounds facility. Some of the activities using the fairgrounds during 1986-87 were the Western Directors Rally of the National Camping Travelers', Northwest Buckskin Club horse show; Community Services Consortium cheese distribution; Albany Rifle and Pistol gun show; Willamette Valley Appaloosa horse show; Homier Distribution Company tool show; MCC fall festival craft and food festival; Kennel club dog show; annual stroped land show at Christmas; Out West Horse Show horse auction; Western art and wildlife art show; Oregon Quarterhorse Association horse show; Daffodil Show flower show; and KRKT home show.

Moving of the fairgrounds would accomplish the following:

1. Larger and more modern facilities could be provided.
2. Space could be made available for future expansion.
3. A substantial increase in the number and type of activities could be accommodated.
4. There would be a resulting economic benefit to the Albany community.

In a letter to the Linn County Fair Board dated April 27, 1988, Kim Sass, Chairman of the Albany Convention and Visitors Commission, stated:

"Though the fairgrounds currently provide a tremendous service, this relocation will greatly increase the market-ability and versatility of the grounds as a conference location, trade show site, and an events center."

The letter also described the possibility of the fairgrounds as a critical first step in development of a convention center, motel complex, and a theme park. Other letters of support for a grant application for fairgrounds improvement, pointed to deteriorating conditions and of the possibility that a larger and more modern facility could result in more and a greater variety of events such as trade shows.

Presumably, improvements could be made at the existing site. However, there are a number of major problems with this conclusions (1) the financial resources are not available and will not be unless the site is sold for a value far in excess of its use for single-family homes, (2) the site is relatively small and narrow and cannot be expanded, (3) the location of the

property makes it more usable for a more intensive use, and (4) factors 2 and 3 indicate it would be a bad investment to make such major improvements at the existing location.

Only through a trade of existing property for a larger site and with the trade involving construction of a larger and more modern facility, can this overall project be completed.

Therefore, the clear public need in this case is the relocation of the fairgrounds to a larger site. And the only way this can be accomplished is through the exchange of property with the commercial value of the existing fairgrounds providing the capital for project investment. Rezoning to commercial will provide the financial base to accomplish this proposal.

E. Comprehensive Plan Amendments - Public Need vs. Available Alternatives.

To meet this test it must be demonstrated that the proposed amendment will best meet the identified public need versus other available alternatives.

In the first place, as the identified public need stresses fairgrounds relocation, there are no alternatives available which would accomplish this. However, it was felt appropriate to test all other available alternatives for regional commercial development against the fairgrounds site. The test of alternative locations was based on the following:

1. The site must be either within the city of Albany or its urban growth boundary.
2. If within the city, the site needs to be within the C2 zone.
3. If outside the city, the site needs to have a General Commercial plan designation and be located in an area where retail commercial activities would likely locate (as opposed to highway-oriented activities, and "heavy" commercial activities which are almost industrial in nature).
4. The site needs to be at least five acres in size and preferably much larger.

As a basis for this study, the 1987 City of Albany vacant commercial and industrial lands survey was analyzed. This study indicated that although 205.3 acres in the city were zoned commercial and available for development, only 94.6 acres of this total were zoned C-2. Of the C-2 zoned lands, only 39.3 acres were in parcels in excess of five acres. Since the time of the survey some adjustments have been made in the overall supply, but the basic premise of limited availability of larger C-2 zoned sites was still apparent.

All sites in the area meeting the above criteria were then evaluated and compared with the fairgrounds site. Following is the site-by-site evaluation of this list.

1. Proposed Site:

Location: Just south of Mervyn's and K-Mart; east of Bain Street; north of Oakwood Avenue; and west of Airport Road and I-5. Adjacent to freeway in northeast Albany.

Size: 14.12 acres, but can be combined with 2.83 acre parcel to the east.

Present Land Use: Linn County Fairgrounds.

Site Characteristics: Flat, can be developed.

Access: From Bain Street on the west side and Oakwood Avenue on the south side. Access improvements are necessary.

Utilities: All available at the site, some will require improvements.

Surrounding Land Uses: High quality residential to the south, bowling alley to the southeast, vacant commercial to the east, two large department stores and a fast food restaurant to the north, vacant commercial to the west.

Summary: Well suited as commercial expansion of regional commercial enterprises to the north; site size adequate when added to existing development; need to improve access and to assure compatibility with residential area to the south.

2. Alternative Site #1:

Location: Southeast corner of 34th and Hill.

Size: 7.25 acres; almost rectangular in shape.

Present Land Use: Vacant.

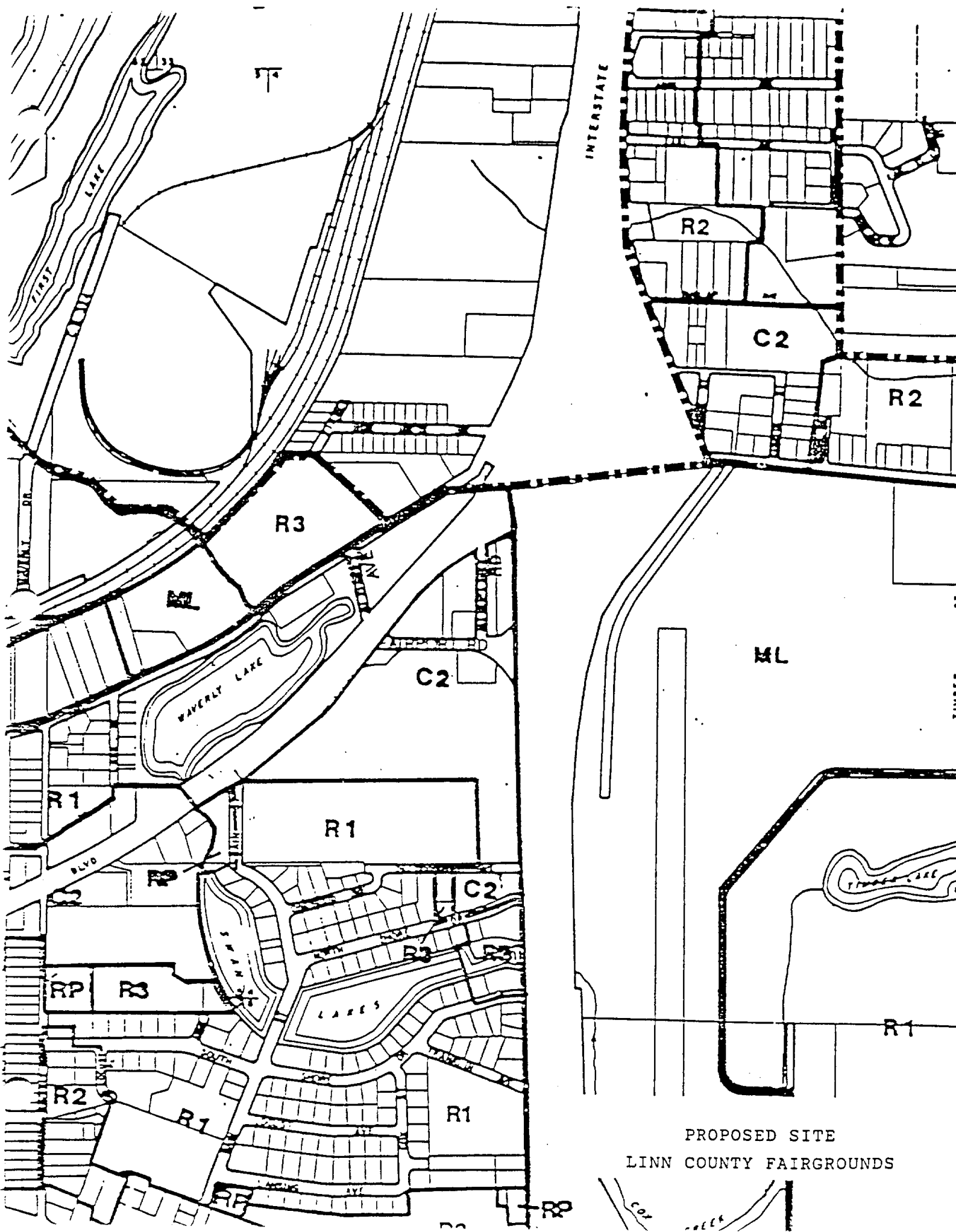
Site Characteristics: Flat, developable.

Access: From either Hill Street, a collector street, or 34th, a designated arterial.

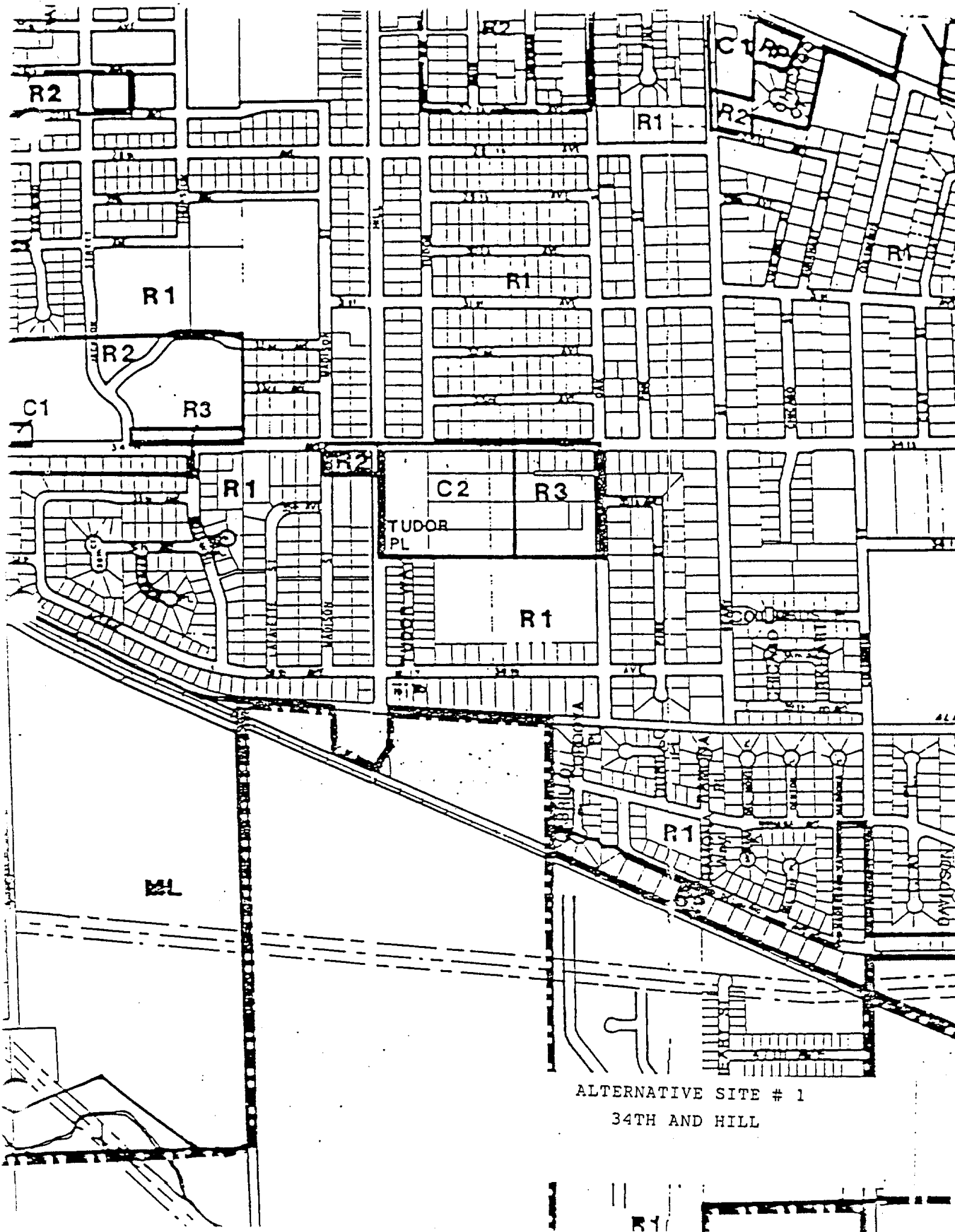
Utilities: Available to site.

Surrounding Land Use: Elementary school immediately to the east; bank on northwest corner of property; other nearby uses largely residential.

Summary: Site is too small for regional development and is more appropriate for neighborhood commercial; location too far from highways; arterial traffic counts at 9,000 vehicles per day are too low for major commercial; school location too close; good site for neighborhood commercial.



PROPOSED SITE
LINN COUNTY FAIRGROUNDS



ALTERNATIVE SITE # 1
34TH AND HILL

3. Alternative Site #2:

Location: South side of 9th Street between Oak Street and Periwinkle Creek.

Size: 5.26 acres; property depth about 300 feet.

Present Land Use: Vacant.

Site Characteristics: Flat, developable.

Access: Along 9th Avenue, designated as an arterial and possibly future part of one-way couplet with Pacific Boulevard.

Utilities: Available.

Surrounding Land Uses: Mostly commercial, with some mixed residential, long-term use as commercial.

Summary: Site too small for major retail commercial; property has significant commercial potential, but likely for smaller uses.

4. Alternative Site #3:

Location: East side of South Pacific Boulevard, south of 51st Avenue.

Size: 35-40 acres; property is deep at the north end but tapers off rapidly toward the south.

Present Land Use: Open, grassy field.

Site Characteristics: Flat, developable.

Access: From Pacific Boulevard (Highway 99E) with traffic counts now below 10,000 vehicles per day. Highway being substantially improved.

Utilities: Water and sewer service available.

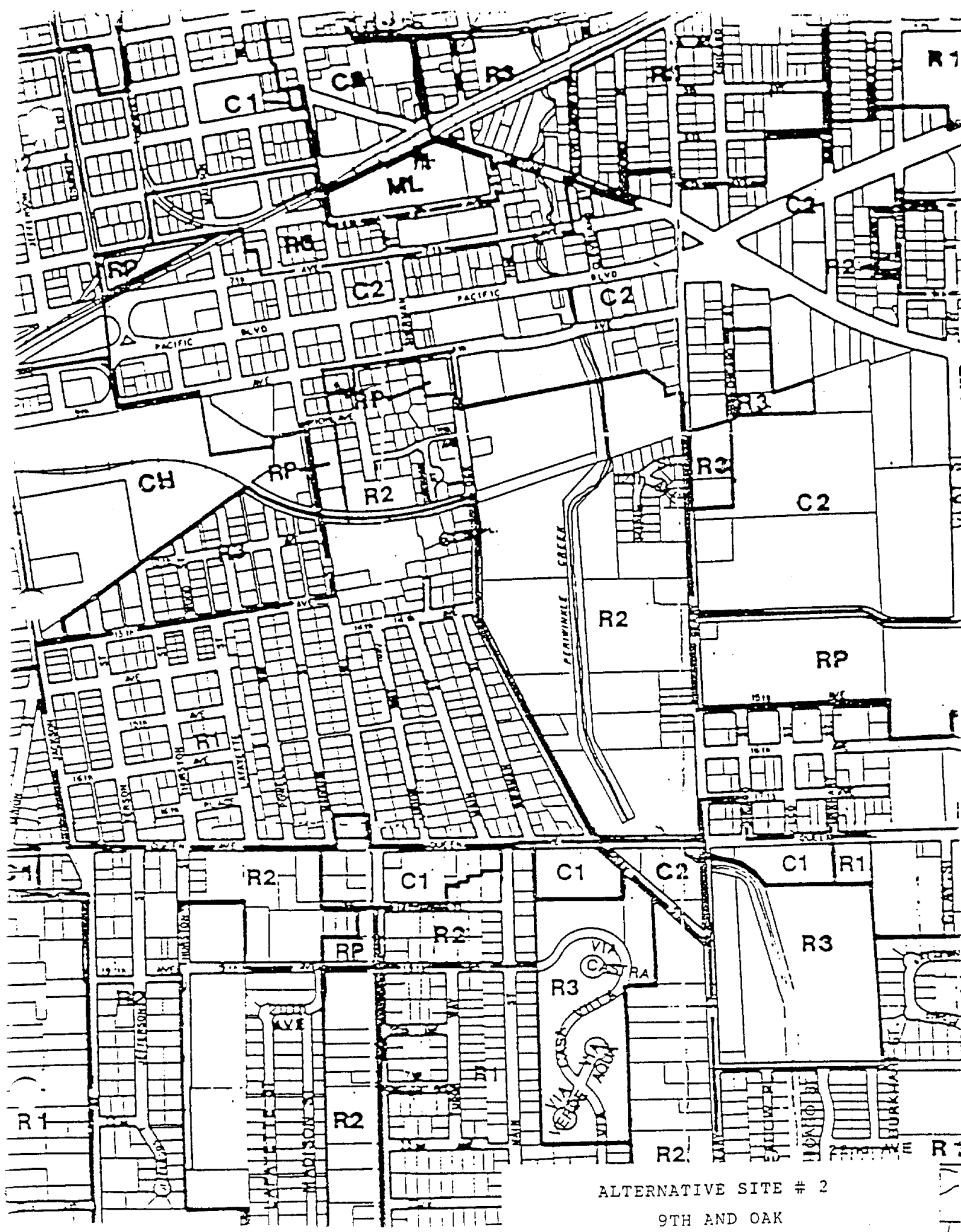
Surrounding Land Uses: Railroad tracks to east; semi-developed mixed commercial and residential in other directions.

Summary: Site is adequate in size and shape; has good access; traffic counts and surrounding development indicate regional retail use is premature; site has excellent long-term potential.

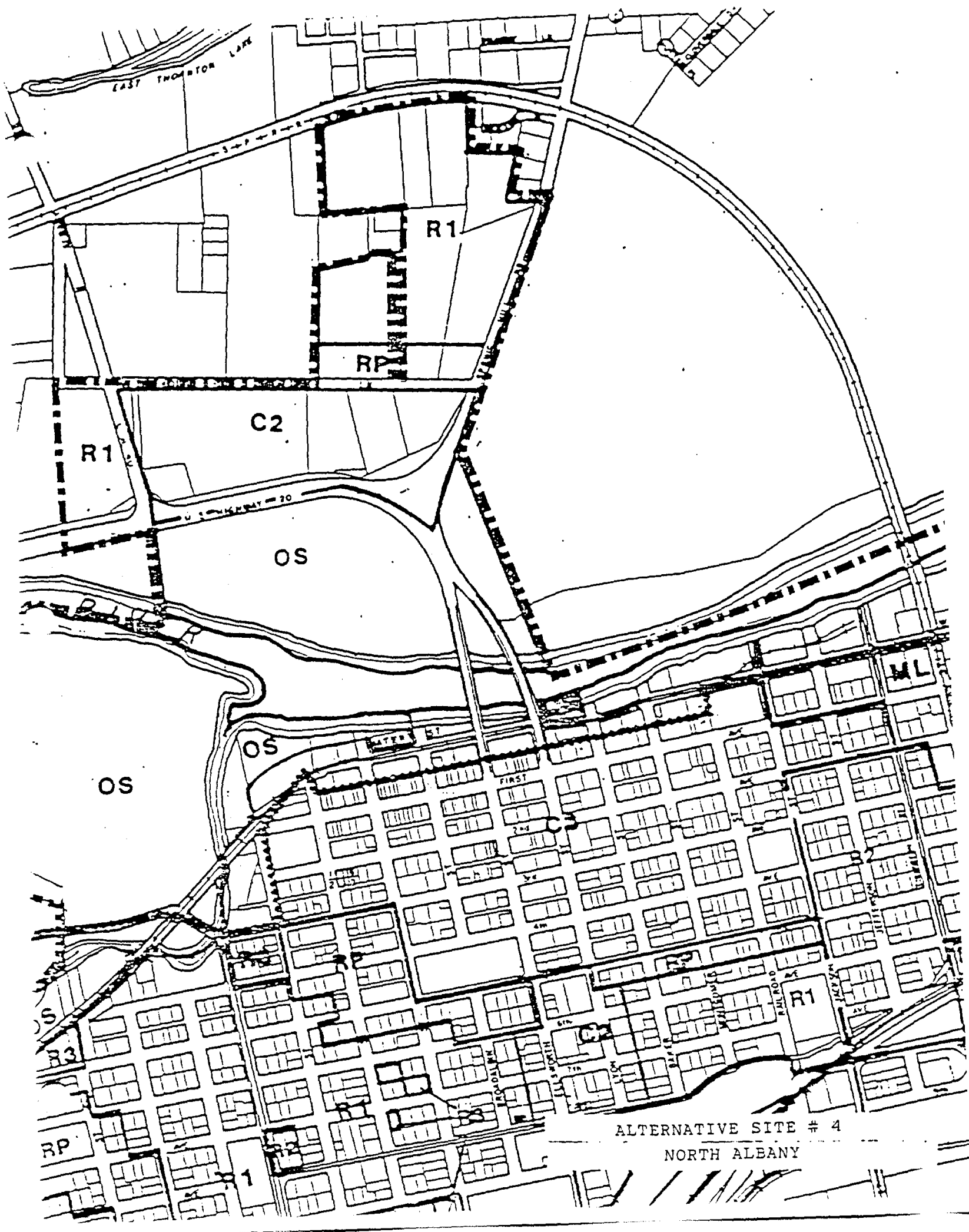
5. Alternative Site #4:

Location: Hickory Lane and North Albany Road in North Albany.

Size: 12.5 acres with sufficient depth.



ALTERNATIVE SITE # 2
9TH AND OAK



ALTERNATIVE SITE # 4
NORTH ALBANY

Present Land Use: Vacant.

Site Characteristics: Flat, could be developed.

Access: Via U.S. Highway 20 to North Albany Road; Highway 20 traffic about 15,000 vehicles per day; North Albany Road count at 6,000 and Hickory Lane at 1,000. Access would be off North Albany Road and Hickory Lane, not the highway.

Utilities: Water and sewer available.

Surrounding Land Uses: Racquet ball court to the east, service station at westerly edge, largely residential to the north.

Summary: Site more appropriate for smaller scale development of neighborhood or community variety.

F. Comprehensive Plan Amendments - Plan Adopted in Error.

Not applicable.

G. Zone Amendments - Transportation Facilities.

To be completed as part of traffic study.

H. Zone Amendments - Public Services.

All basic public utilities are available on the property. This includes gas, telephone, water, storm sewer, and sanitary sewer. No doubt some services will require upgrading. This would be accomplished at the developers expense at the time of site plan review and in accordance with city standards and requirements.

Sanitary sewer. There is an 8-inch sanitary sewer line to the north and west of the property and 15-inch line to the southwest. An 8-inch sanitary sewer lateral extends onto the property from the northwest corner. Additional sanitary sewer laterals may be required when the property develops.

Storm drainage. There is a 24-inch storm drain along Pacific Boulevard that flows toward Waverly Lake. County records show a 6-inch storm drain line along the south end of the existing buildings and a 10-inch line along the north side of the building which connects with the Pacific Boulevard line. The city indicates that "plans and calculations submitted during Site Plan Review will be analyzed to determine if an additional storm drainage system will need to be constructed at the applicants' expense".

Water. There is a 6-inch and a 10-inch water line on Oakwood Avenue, a 6-inch line on Bain Street, a 10-inch line on Pacific Boulevard, and a 12-inch line on Airport Road. According to the city, "water service is currently being supplied to tax lot 100 through a 2-inch meter on Bain Street and a 2-inch unauthorized

tap on Oakwood Avenue. A 2-inch water meter must be installed on Oakwood Avenue to any development. County records show an 8-inch water line serving the property from Oakwood Avenue.

City records show that there is also a 10-inch fire protection line on Oakwood Avenue. Hydrant flows adjacent to the property can currently deliver more than 2,500 gpm each. "It is unclear at this time if adequate fire flows can be delivered following the construction of large interior looped main lines. Additional exterior large main lines may also be needed to be constructed in order to provide adequate fire flows."

The city indicates that development would need to include construction of a large water main and associated hydrants through the development that connects the 10-inch water main on Pacific Boulevard to the 12-inch main on Airport Road. Specific improvements would be determined during site plan review.

I. Zone Amendment - Natural Features

There are no significant natural features on the site. This criteria is not applicable.

J. Zone Amendment - Special Districts

There are no special areas such as floodplains, slopes, historic districts, or the greenway which apply to the property. This criteria is not applicable.

K. Zone Amendment - Neighborhood Compatibility.

The compatibility with the residential neighborhood to the south is a primary concern related to this proposal and has been dealt with repeatedly throughout this report. In order to assure compatibility it is proposed that, at the time of development, the following be assured:

1. Closure of Bain Street at or near the south end of the fairgrounds to prevent that street from use as a major traffic carrier to and from the proposed commercial development. This could be accomplished with the placement of a cul-de-sac immediately north of the residential development along Bain Street.
2. Limitation of access to the proposed development from Oakwood Avenue. If any direct access is provided, it should be to the east of present residential development and could be limited to service delivery vehicles.
3. Assurance that all parking needs are met on the site so that there will be no spillover parking into the residential area.
4. Placement of a berm or other sound barrier together with suitable landscaping along the south property line. This should be of sufficient width to function effectively to limit impacts of noise and lighting upon the residential area.

5. Placement of lighting in such a way so that it will not create a problem in the residential area.

L. Zone Amendment - Community Location

1. The proposal is seen as an expansion of the regional commercial area situated immediately to the north of the property.
2. The property is ideally located as a part of a regional center due to its contiguity to existing regional facilities, its proximity to I-5 and to two major arterials, Pacific Boulevard and Airport Road. Scheduled interchange improvements in close proximity to the site will improve its accessibility to the freeway.
3. Extension of the regional commercial area immediately to the north provides an opportunity for retail comparison goods sales which will supplement and complement the two department stores already there. Development of a fuller scale center at this site should result in a reduced need for travel and therefore increase energy efficiency.

M. Zone Amendment - Alternative Lands

Section E above, public need vs. available alternatives, describes the already zoned alternative locations. In summary, the site when coupled with existing development, is the only vacant C-2 zoned land in the Albany area which is suitable for regional commercial development.

N. Zone Amendment - Energy Efficiency

1. The property is presently used as the Linn County Fairgrounds. The proposed redesignation would facilitate two major changes related to energy efficiency: the movement of the fairgrounds to a new site and the development of the property as part of a regional commercial area.
2. Present fairgrounds facilities are inadequate and have many limitations. In the 1987-88 fiscal year, county financing of utility and maintenance and repair costs for the fairgrounds amounted to \$42,668. Movement of the fairgrounds to a new site should result in a substantial reduction in these costs through energy efficient buildings.
3. Development of the fairgrounds site as part of a regional commercial center would result in more energy efficient use by customers at the various stores. People would be able to shop without driving from store to store.

b O. Zone Amendment - Low Income Housing Opportunity

1. The property is zoned R-1 but the current plan designation is Public Facilities. The plan designation overrides the zoning designation.
2. The city has not included the fairgrounds site in its inventory for potential housing development.
3. This is not considered as a potential housing area and this criteria is not applicable to the property.