

PLANNING COMMISSION AGENDA

Monday, July 20, 2026

5:15 p.m.

This meeting includes in-person and virtual participation.

Council Chambers

333 Broadalbin Street SW

Or join the meeting here:

<https://council.albanyoregon.gov/groups/plc/zoom>

Phone In: 1-253-215-8782 (long distance charges may apply); Meeting ID: 837-8633-4863;

Passcode: 464432

Please help us get Albany's work done.

Be respectful and refer to the rules of conduct posted by the main door to the Chambers and on the website.

1. Call to order and pledge of allegiance
2. Roll call
3. Approval of Minutes
 - June 15, 2026 [Pages 3-4]
4. Public Comment
5. Scheduled Business

Public Hearing: CP-01-26 & ZC-01-26, Type IV Quasi-Judicial Process [Pages 5-79]

Summary: Comprehensive Plan Map Amendment to change the designation of seven separate properties; one property (Tax Lot 6600) from Medium Density Residential to Public and Semi-Public; six properties to be amended from Low Density Residential to Public and Semi-Public. The application package included a concurrent Zoning Map amendment for eight separate properties, the property identified as Tax Lot 6600 would be amended from Residential Medium Density to Light Industrial; Properties addressed at 2205, 2211, 2217, 2229, 2263, and 2265 Willamette Avenue NE would be amended from Residential to Light Industrial; and a portion of the property identified as Tax Lot 5600 will be amended from Residential Medium Density to Heavy Industrial.

Persons wanting to provide comments may:

- 1- Email written comments to cdaa@albanyoregon.gov, including your name, before **noon on the day of the meeting**.
- 2- To comment virtually during the meeting, register by emailing cdaa@albanyoregon.gov before **noon on the day of the meeting**, with your name.
- 3- Appear in person at the meeting and register to speak

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6. Business from the commission
7. Staff updates
8. Next Regular Scheduled Meeting Date: August 17, 2026
9. Adjournment

This meeting is accessible to the public via video connection. The location for in-person attendance is accessible to people with disabilities. If you have a disability that requires accommodation, please notify city staff at least 48 hours in advance of the meeting at: cdaa@albanyoregon.gov or call 541-917-7550.

Testimony provided at the meeting is part of the public record. Meetings are recorded, capturing both in-person and virtual participation, and are posted on the City website.



MINUTES

Monday, June 15, 2026
Council Chambers – 5:15 p.m.
Approved: DRAFT

Call to Order

Chair Miller called the meeting to order at 5:15 p.m.

Pledge of Allegiance

Roll Call

Commissioners Present: JoAnn Miller, Skylar Bailey, Kenny Larson, Remi Hill, Ted Bunch Jr.
Remote Attendees - Ron Green, Stacey Bartholomew, Paul Spilsbury

Commissioners Absent: Tami Cockeram

Approval of Minutes

Motion: Commissioner Bailey moved to approve the meeting minutes from May 18, 2026. Commissioner Hill seconded the motion. The motion passed 8-0.

Motion: Commissioner Bailey moved to approve the Planning Commission/City Council Joint Session meeting minutes from April 13, 2026. Commissioner Larson seconded the motion. The motion passed 8-0.

Public Comment - none

Scheduled Business

Commissioner Miller opened the Quasi-Judicial Public Hearing on CU-01-26 at 5:19 pm

Conditional Use approval to use an existing residence located at 506 Ferry Street SW as a non-profit outpatient drug and alcohol treatment center.

Commission Declarations

No members declared a conflict of interest.

No members declared an ex-parte contact.

No members declared a site visit.

No members abstained from participating in the proceedings.

No one challenged the Planning Commissioners' right to determine this matter.

Staff Report - David Martineau, Current Planning Manager, explained the proposal and shared slides* with the group. The property is located at 506 Ferry Street SW

Questions to Staff – Commissioner Hill asked a couple questions regarding intensity in the zone. Bailey asked questions about the goal of the City's comprehensive code and clarification on the wording in the Staff Report and application.

Applicant Testimony – The applicant, Silia Sequeira, provided details on the application and how they met the requirements for approval.

Questions from Commissioners – Commissioner Hill asked questions about how the building would be used, the potential number of people utilizing the building at one time as well their non-profit status.

Public Testimony – Dr. Bill Origer spoke on the criteria of Albany's Historic zoning laws, intended use of a single family dwelling and the limited parking in the area. Kim Sass spoke on the zoning of the area and disagreed with allowing a business to operate a business in a residential area.

Applicant Rebuttal Testimony – The applicant reiterated that the hearing is about the review criteria for the application. They spoke on why the client received the non-profit status as well as the other feedback from previous applications and how they tailored a program to integrate into the community.

Procedural Questions to Staff – Commissioner Bailey asked what had changed from the previous applications, besides their non-profit status. Larson asked for clarification on the conditional use and what allowed the home to be used in this way. Green commented that traffic issues tend to be the focus area that arises in these situations.

Public Hearing was closed at 6:00 pm

Commission Discussion – Larson felt that the location does not affect the character in the neighborhood. Bailey had issues that simply changing to non-profit status allowed the application to meet the requirements. Hill noted that they weren't sure what changes could be made for the community to accept a request such as this. Miller reminded the group that the applicant had satisfied the previous requests to attain non-profit status and changes to the operational plan.

Motion: Commissioner Larson motioned to approve the file CU-01-26. Commissioner Bunch seconded the motion. A Roll Call vote was called for. Yes vote: Green, Bunch, Miller, Bartholomew, Larson and Hill. No vote: Bailey

Commissioner Miller opened the Type IV Legislative Public Hearing on DC-02-26 at 6:09 pm

Legislative amendments to amend the Albany Development Code to comply with land use legislation

Staff Report - Anne Catlin, Comprehensive Planning Manager, explained the proposed legislative amendments that were shared at the Planning Commission/City Council Joint Session in April and shared slides* with the group.

Commission Questions – Bailey appreciated that staff had made the adjustments to the building spacing based on feedback from the joint session.

Public Testimony – none

Public Hearing was closed at 6:18pm

Commission Comments – Hill made mention that some of the amendments that were being proposed were similar to the conditional use case from earlier in the meeting. Catlin spoke in more detail on what instances the amendments could impact cases.

Motion: Commissioner Bailey motioned to approve the proposed amendments under planning file DC-02-26. Commissioner Green seconded the motion. All were in favor.

Next meeting date

July 20, 2026, 5:15 p.m.

Adjournment – 6:28 p.m.

Respectfully submitted,

Reviewed by,

Talley Richardson
Administrative Assistant I

David Martineau
Current Planning Manager

**Documents discussed at the meeting that are not in the agenda packet are archived in the record. The documents are available by emailing cdaa@albanyoregon.gov.*



COMMUNITY DEVELOPMENT

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

Staff Report

Comprehensive Plan and Zoning Map Amendment

CP-01-26 and ZC-01-26

July 13, 2026

Hearing Information

Review Body: **Planning Commission**

Hearing Date and Time: **Monday, July 20, 2026, at 5:15 p.m.**

Hearing Locations: This hearing will be conducted in person and virtually:

In Person: Albany City Hall, Council Chambers, 333 Broadalbin Street SW

Virtual: At 5:15 p.m., join the meeting using the link below:

<https://council.albanyoregon.gov/groups/plc/zoom>

Phone: 1-253-215-8782 (long distance charges may apply);

Meeting ID: 837-8633-4863; Passcode: 464432

Review Body: **City Council**

Hearing Date and Time: **Wednesday, August 26, 2026, at 6:00 p.m.**

Hearing Locations: This hearing will be conducted in person and virtually:

In Person: Albany City Hall, Council Chambers, 333 Broadalbin Street SW

Virtual: To comment/testify, please email cdaa@albanyoregon.gov with your name, address, phone number, and if you are speaking for, against, or neutral on the topic.

Watch on YouTube: <http://www.youtube.com/user/cityofalbany>

This request is a Comprehensive Plan Map Amendment to change the designation of seven separate properties; one property (Tax Lot 6600) from Medium Density Residential to Public and Semi-Public; six properties to be amended from Low Density Residential to Public and Semi-Public. The application package included a concurrent Zoning Map amendment for eight separate properties, the property identified as Tax Lot 6600 would be amended from Residential Medium Density to Light Industrial; Properties addressed at 2205, 2211, 2217, 2229, 2263, and 2265 Willamette Avenue NE would be amended from Residential to Light Industrial; and a portion of the property identified as Tax Lot 5600 will be amended from Residential Medium Density to Heavy Industrial.

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The subject properties are located at 554 Columbus Street NE; 2205, 2211, 2217, 2229, 2263, and 2265 Willamette Avenue; and an unassigned property directly west of 554 Columbus Street NE.

Application Information

Review Body:	Planning Commission and City Council (Type IV-Q Review)
Staff Report Prepared By:	Jennifer Cepello, project planner
Type of Applications:	Quasi-Judicial Comprehensive Plan Map Amendment consisting of seven (7) properties. One property (Tax Lot 6600) is to be amended from Medium Density Residential to Public and Semi-Public; six of the properties are to be amended from Low Density Residential to Public and Semi-Public. A concurrent zone amendment of eight (8) properties. Six (6) properties are to be amended from Residential (R-5) to Light Industrial (LI); one (1) property from Residential Medium Density Residential (RM) to Light Industrial (LI) and portions of one (1) property from Residential Medium Density (RM) to Heavy Industrial (HI).
Property Owners:	City of Albany; 333 Broadalbin SW, Albany, OR 97321
Applicant Representative:	Pathfinder Land Use Consulting, LLC; C/O Laura LaRoque; P.O. Box 484, Lebanon, OR 97355
Applicant's Engineer:	Kennedy Jenks; C/O Charles Wright; 3200 Oakmont Way, Suite 102 Eugene, OR 97401
Address/Location:	2205, 2211, 2217, 2229, 2263, and 2265 Willamette Ave NE; Unassigned Linn Ave NE (directly west of 554 Columbus Street NE); and 554 Columbus Street NE
Map/Tax Lot:	Linn County Tax Assessor's Map No. Linn County Assessor's Map No.: 11S-03W-05CA; Tax Lot 06600; 11S-03W-05DB Tax Lots 200, 203, 204, 205, 900, 901, and 5600
Comprehensive Plan Map:	Low Density Residential / Medium Density Residential / Public and Semi-Public / Open Space (OS)
Zoning:	Residential (R-5); Residential Medium Density (RM); Heavy Industrial (HI); Light Industrial (LI) and Open Space (OS)
Overlay Districts:	Riparian Corridor Overlay (/RC); Significant Wetlands (/SW); Willamette River Greenway Overlay District (/WG); Floodplain Overlay District (/FP)
Total Land Area:	47.17 acres
Existing Land Use:	Basic Utilities (Albany-Millersburg Water Reclamation Facility)
Neighborhood:	Willamette
Surrounding Zoning:	North: Open Space (OS) South: Residential (R-5) East: Heavy Industrial (HI) West: Residential (R-5) and Residential Medium Density (RM)
Surrounding Uses:	North: Natural Areas / Willamette River

South: Single dwelling development

East: Natural Areas / City of Millersburg

West: Single dwelling development / multi-dwelling development

Notice Information

Public notice was issued in accordance with development code requirements. A notice was issued to the Oregon Department of Land, Conservation, and Development (DLCD) on April 16, 2026, prior to the first public hearing. A notice of public hearing was mailed to property owners located within 300 feet of the subject properties on June 29, 2026, at least 20 days prior to the first public hearing. The notice of public hearing was posted on the subject property on July 9, 2026. The staff report was posted on the City's website July 13, 2026. At the time this staff report was completed, no comments had been received.

Appeals

The City's decision may be appealed to the Oregon Land Use Board of Appeals (LUBA). Per Oregon Revised Statute (ORS) 197.830, a notice of intent to appeal the plan and/or zoning map amendments shall be filed with LUBA no later than 21 days after notice of the decision is mailed or otherwise submitted to parties entitled to notice.

Analysis of Development Code Criteria

Comprehensive Plan Map Amendment (CP-01-24)

Section 2.220(3) of the ADC includes the following review criteria that must be met for this quasi-judicial map amendment to be approved. Code criteria are written in ***bold italics*** and are followed by findings and conclusions.

Criterion (a)

The requested designation for the site has been evaluated against relevant Comprehensive Plan policies and on balance has been found to be more supportive of the Comprehensive Plan as a whole than the old designation.

Findings of Fact

- a.1 Current Plan Designation: The proposed Comprehensive Plan Map Amendments consist of eight separate units of land. The property identified on Linn County Tax Assessment Map as 11S03W05CA006600 has a Comprehensive Plan Map designation of Medium Density Residential. The Medium Density Residential designation "Identifies areas suitable for multiple-family and middle housing development of three to five stories densities. Manufactured home parks as permitted with Site Plan Review (MDR lands are located on collector or arterial streets)," (Albany Comprehensive Plan, page 9-7).

The remaining seven lots identified as 2205, 2211, 2217, 2229, 2263, and 2265 Willamette Avenue have a Comprehensive Plan Map designation of Low Density Residential. The Low-Density Residential designation "Identifies areas predominately 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," (Albany Comprehensive Plan, page 9-7).

- a.2 Requested Designation: The request is to amend the Comprehensive Plan Map designation of all eight properties to Public and Sem-Public. The Public and Semi-Public plan designation "Identifies existing public and semi-public uses including public parks, schools, and community college, cemeteries, and other public buildings as well as major utility facilities. Planned locations for such facilities are also include within this designation; however, future sites and public facility developments may take place within

other plan designations subject to special regulations,” (Albany Comprehensive Plan, page 9-9).

- a.3 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.”

The Comprehensive Plan describes the City’s obligation regarding goals as follows: “The City cannot take action which opposes a goal statement unless: 1) It is taking action which clearly supports another goal; 2) There are findings indicating the goal being supported takes precedence (in the particular case) over the goal being opposed,” (Comprehensive Plan, page ii).

- a.4 The Comprehensive Plan (page ii) defines a policy as, “a statement identifying a course of action or City position.”

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 . . . [I]n the instance where specific Plan policies appear to be conflicting, then the City shall seek solutions which 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 shall consider whether the policy contains mandatory language (e.g., shall, require) or more discretionary language (e.g., may, encourage),” (Comprehensive Plan, pages ii- iii).

Relevant Plan Goals and Policies

- a.5 The proposed Plan map amendment to change one property (Tax Lot 6600) from Medium Density Residential to Public and Semi-Public, and seven properties from Low Density Residential to Public and Semi-Public must satisfy long-range interests of the general public as outlined in the Comprehensive Plan’s goals and policies.

The following Comprehensive Plan goals and policies are relevant in considering whether the proposed Public and Semi-Public designation is more supportive of the Comprehensive Plan, on balance, than the current Medium Density Residential and Low-Density Residential designations.

- a.6 The relevant goals and policies are listed under the relevant Statewide Planning Goals and are shown in **bold** print followed by findings of fact and conclusions.

GOAL 1: CITIZEN INVOLVEMENT (Chapter 9 – Land Use Planning)

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

Policy 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.

Policy 5. Engage and coordinate with agencies and other governmental units on areas of mutual interest and participate and support planning efforts of mutual and regional interest or concern.

GOAL 2: LAND USE PLANNING (Chapter 9 – Land Use Planning)

Goal 1: Undertake Periodic Review and Update 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 for 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 and City Council**
- a.7 How this application conforms to the goals and policies of the Comprehensive Plan and with the Statewide Planning Goals is the subject of the discussion under the review criterion.
 - a.8 Comprehensive Plan Map and Zoning Map Amendment applications are processed as a Type IV quasi-judicial land use decision. The City's Development Code requires notification to surrounding property owners that Comprehensive Plan Map Amendment and Zone Map Amendment applications have been received and there will be public hearings on the applications. Signs advertising the public hearing must also be posted on the property [ADC 1.250(5)]. Mailing of the required notice of public hearing, and signage posted on-site was performed by City staff in accordance with these standards. On June 29, 2026, a notice of public hearing was mailed to property owners within 300 feet of the subject properties. On July 9, 2026, notice of a public hearing was also posted along the subject properties right-of-way frontages. At the time of writing this staff report no comments have been received by surrounding property owners.
 - a.9 ORS 197.610 requires the city to notify the Oregon Department of Land Conservation and Development (DLCD) of any proposed changes to the Comprehensive Plan Map and/or Zoning Map. Notice to DLCD was provided by City staff on April 16, 2026. Oregon Department of Transportation (ODOT), Linn County, Oregon Department of State Lands (DSL), are affected agencies within the subject area. City staff has notified these entities of the proposed amendments. At the time of writing this staff report no comments have been received.
 - a.10 The Comprehensive Plan requires that land use decision utilize all relevant criteria and consider the long-range interests of the community. The application package of a Comprehensive Plan Map and Zoning Map amendments aligns with the operational reality of the subject properties long-term public interests by supporting continued environmental regulatory compliance, protecting public health and water quality, ensures adequate infrastructure capacity to serve future housing and economic growth and provides regulatory clarity and internal consistency between the Comprehensive Plan and Zoning Maps.

- a.11 The application package as a whole reflects coordinated long-range planning consistent with Goal 2, including appropriate differentiation between core facility operations and transitional areas adjacent to less intensive uses.
- a.12 The short-term and long-term impacts of the proposed change, the public need for the change, and other available alternatives are discussed in the findings below.

GOAL 5: OPEN SPACES, SCENIC & HISTORIC AREAS & NATURAL RESOURCES (Chapter 1 – Natural Resources)

Goal 1: Ensure native vegetation remains an integral part of Albany’s environment.

Goal 2: Protect and enhance significant wildlife habitat in the urban growth boundary.

Goal 3: Balance compact development patterns with natural resource protection.

Policy 1: Protect existing vegetation that possesses significant environmental, wildlife and fish habitat, aesthetic qualities, or educational and recreational values, particularly along the Willamette and Calapooia Rivers, their tributaries, and associated floodplains, wetlands, and drainageways.

Policy 3: Where possible, retain the environmental and aesthetic qualities of existing wooded areas by incorporating them into public park and open space plans, and ensure the maximum preservation of vegetation during the development review and construction process.

Policy 4: Require new development to utilize existing mature and native landscaping-and incorporated native trees and vegetation into landscape plans. Landscaping shall address the need to:

- a. Maintain existing wildlife habitat.
- b. Provide buffering and foster compatibility between different land uses.
- c. Reduce water runoff and maintain soil stability.
- d. Reduce energy use by using vegetation for shading, windbreaks, and insulation.

Policy 5: Limit removal of native vegetation and wildlife habitat and introduction of non-native or invasive species in areas identified on Plate 3: Natural Vegetation and Wildlife Habitat. Mitigation for losses may be requirement of development approval.

Policy 6: Provide flexibility in development regulations to locate development away from and/or limit adverse impacts to significant vegetation and wildlife habitat areas.

Policy 8: Development within significant natural resource overlay districts shall be consistent with the relevant regulations or guidelines of the National Marine fisheries Service, U.S. Fish and Wildlife Service, Federal Emergency Management Agency, Oregon Department of Fish and Wildlife, U.S. Army Corps of Engineers, Oregon Division of State Lands, and the Oregon Department of Environmental Quality.

Policy 9: Use a combination of programs that involve development regulations, purchase of land and conservation easements, educational efforts, and mitigation of impacts on resource sites in order to conserve, protect and enhance natural resource sites and values.

- a.13 Two of the subject properties, Tax Lots 6600 and 5600, contain Goal 5 protected areas consisting of Significant Wetlands, Riparian Corridors, and designated Open Space zoning district. The applicant is not proposing any development with the submitted applications, instead at this time the applicant seeks to get a unified Comprehensive Plan Map designation and zoning district.
- a.14 The applicant notes the proposed amendments will not remove or modify any natural resource overlay districts and that all natural resource overlay district overlays (Riparian (/RC), Significant Wetland (/SW), and Willamette River Greenway (/WG)), will remain in effect upon the subject properties. The applicant further notes that any future development will remain subject to adopted overlay regulations and applicable federal and state environmental standards, therefore; the amendments are consistent with Goal 5 policies. The Commission has the discretion to determine if the proposed amendments are consistent with Goal 5: Open Spaces, Scenic & Historic Areas & Natural Resources.

GOAL 7: FLOOD HAZARDS AND HILLSIDES (Chapter 2 – Special Areas)

Goal: Protect life and property from natural disasters and hazards.

Policy 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.

Policy 3: Restrict new development (including fencings, grading, fill excavation, and paving) from located 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:

- 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.**
- a.15 Two of the eight subject properties, Tax Lots 6600 and 5600, are located partially within the Special Flood Hazard Area consisting of the regulatory floodway and the floodway fringe. The applicant is not proposing any development with the submitted applications, instead the applicant seeks to get a unified Comprehensive Plan Map designation and zoning district.
- a.16 The applicant states the re-designation aligns the Comprehensive Plan Map with intended municipal facility use and does not increase flood risk beyond what is regulated under the existing overlay provisions. The applicant notes the proposed amendment will not alter the floodplain boundaries; will not modify floodplain regulatory standards and will not reduce applicable flood hazard protections.
- a.17 The submitted applications did not include development plans. Any future development within the floodway and/or flood fringe remains subject to the city's floodplain ordinance. The decision body has the discretion to determine if the proposed amendments are consistent with Goal 7: Flood Hazards and Hillsides.

GOAL 10: HOUSING (Chapter 4 – Housing)

Goal 1: Provide a variety of development and program opportunities that meet the housing needs of all Albany’s citizens.

Policy 1: Ensure that there is an adequate supply of residentially zoned land in areas accessible to employment and public services.

Policy 6: Encourage residential development on already serviced vacant residential lots or in areas where services are available or can be economically provided.

Policy 7: Require residential densities to be commensurate with the availability and adequacy of public facilities and services.

Policy 15: Encourage the removal of barriers to safe neighborhoods, such as vacant lots and buildings and overgrown vegetation.

- a.18 Seven of the eight properties are located within a residential Comprehensive Plan Map designation. The applicant proposes to amend the seven properties with a residential Comprehensive Plan Map designation to a Public and Semi-Public Comprehensive Plan Map designation.
- a.19 The applicant’s representative provided the following findings addressing impacts upon Goal 10 – Housing.
- a.20 Stateside Planning Goal 10 requires cities to ensure an adequate supply of land within the Urban Growth Boundary to meet forecasted population growth. The Albany Comprehensive Plan emphasizes that the City must maintain sufficient residential land capacity across a range of housing types and income levels.
- a.21 (1) The proposed Comprehensive Plan Map Amendment affects: Approximately 2.61 acres of land currently designated Residential Medium Density (RM), including a portion of the split-zoned property at 554 Columbus Street NE; Approximately 2.24 acres of the same property currently zoned Light Industrial (LI); and Approximately 0.76 acres of City-owned R-5 parcels contiguous to the existing wastewater treatment plant. Albany’s Housing chapter identifies substantial acreage designated for residential development. The limited acreage proposed for redesignation (2.28 acres) does not materially affect the City’s buildable lands inventory or its ability to meet projected housing demand.
- a.22 (2) Suitability for Residential Development. Although currently designated residential, the subject properties: are City-owned; are contiguous to an operating wastewater treatment facility; are adjacent to Heavy Industrial Zoning; are partially constrained by floodplain and overlay districts; and include portions of land subject to Section 6(f) protections associated with the Land and Water Conservation Fund Program.

The parcels are situated within the established wastewater treatment facility area and are held for long-term municipal infrastructure purposes. Their physical location within the broader facility context, combined with environmental constraints, Section 6(f) protections affecting Tax Lot 6600, and adjacent industrial zoning, substantially limits their practical development potential for standalone residential use.

The proposed redesignation does not reflect a policy determination that residential uses are inappropriate in the surrounding area. Rather, it recognizes that these specific parcels are uniquely positioned to serve essential public facility functions and are better suited to accommodate planned wastewater infrastructure improvements than to provide meaningful residential development opportunities. Accordingly, the subject properties are

unlikely to materially contribute to Albany's long term housing capacity relative to other residentially designated lands within the Urban Growth Boundary that are not functionally associated with essential municipal infrastructure.

- a.23 (3) No Reduction in Needed Housing Capacity. The amendment does not: convert developed housing into non-residential use; reduce existing housing units; or eliminate a significant amount of buildable residential land. The redesignation affects the undeveloped land that is functionally integrated with an existing municipal utility facility. The City retains sufficient residentially designated land elsewhere within the Urban Growth Boundary to meet identified housing projections.
- a.24 (4) Balance of Public Interest. Goal 10 must be balanced with other statewide goals, including: Goal 11 – Public Facilities and Services; and Goal 14. The City cannot meet housing needs without adequate wastewater treatment capacity. Expansion of essential sanitary sewer infrastructure is a prerequisite to supporting residential growth elsewhere in Albany. Ensuring adequate wastewater infrastructure capacity directly supports long-term housing development in more appropriate residential areas.
- a.25 Tax Lot 6600 which has a Comprehensive Plan Map designation of Medium Density Residential, was purchased with federal funds and is under Section 6(f) protection with the Land and Water Conservation Fund Program. The Code of Federal Regulations, Title 36 Chapter 1 Part 56 Section 6(f)(3) states: *No property acquired or developed with assistance under this section shall, without the approval of the secretary, be converted to other than public outdoor recreation uses. The Secretary shall approve such conversion as he deems necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location.* The proposed amendments upon Tax Lot 6600 will provide a more appropriate Comprehensive Plan Map designation and zoning designation that allows for the future development of outdoor recreation.
- a.26 The six other properties under review consist of 0.78 acres of residential lands abutting the existing municipal wastewater treatment facility. The proposed Comprehensive Plan Map amendments would remove these lands from the Low-Density Residential designation and add them to the Public and Semi-Public designation. While the amendment does remove lands available for the development of housing, the necessity to expand the wastewater treatment facility will provide the required infrastructure for the city to serve the future annexation of lands within the Urban Growth Boundary.
- a.27 The decision body has the discretion to determine if the proposed amendments are more supportive of the Comprehensive Plan as a whole than the old designation.

GOAL 11: PUBLIC FACILITIES AND SERVICES (Chapter 6 – Wastewater System)

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.

Policy 1: The current adopted Wastewater Facility Plan is the primary document for planning the community's wastewater system improvements.

Policy 10: The City will continue to develop specific plans and funding mechanisms for the expansion of the wastewater treatment plant.

Policy 15: The City will continue to development 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.**

GOAL 11: PUBLIC FACILITIES AND SERVICES (CHAPTER 6- Solid Waste)

Policy 1: Ensure that the solid waste franchise continues to provide a full range of solid waste disposal services including a recycling program that:

- a. **Increase awareness for the need to recycle.**
- b. **Considers the needs of the residential, commercial, and industrial waste generators.**
- c. **Promotes utilization of recycling efforts.**

Policy 2. Ensure that there is land available and zoning regulations which would accommodate firms specializing in resource reuse, recycling, or resource recovery.

- a.28 Planning Goal 11 requires that the City provide and maintain public facilities and services in an orderly and efficient manner sufficient to serve planned development and comply with regulatory requirements.
- a.29 The applicant proposes to amend the Comprehensive Plan Map designation of seven properties owned by the City from a residential designation to the Public and Semi-Public designation.
- a.30 The proposed Comprehensive Plan Map Amendment is necessary to respond to evolving infrastructure demands, regulatory requirements, and long-range municipal service obligations affecting the Albany-Millersburg Water Reclamation Facility. Expansion of essential sanitary sewer infrastructure is a pre-requisite to support residential growth throughout Albany. The City cannot meet housing and economic needs without adequate wastewater treatment capacity. Ensuring adequate wastewater infrastructure capacity directly supports long-term housing development throughout the city.
- a.31 The Albany-Millersburg Reclamation Facility is a critical municipal utility facility necessary to protect public health, maintain compliance with Oregon Department of Environmental Quality and federal environmental regulations, and provide adequate sanitary sewer treatment capacity for existing and projected population within the Urban Growth Boundary.
- a.32 Changing Population and Service Demands.

Albany's comprehensive Plan anticipates continued population and employment growth within the Urban Growth Boundary. As population and economic activity increases, wastewater flows and biosolid production correspondingly increases. The Albany-Millersburg Water Reclamation Facility must maintain sufficient treatment capacity to: serve existing development; accommodate projected growth; and maintain compliance with applicable environmental discharge standards.
- a.33 The proposed Comprehensive Plan Map amendment will ensure adequate land area for the expansion of essential wastewater infrastructure, supports long-term system capacity consistent with projected population growth; maintains regulatory compliance under state and federal environmental standards; and aligns land use designation with the City's public facility planning objectives.
- a.34 Regulatory Compliance Requirements

Wastewater treatment facilities operate under state and federal environmental regulations, including discharge permit requirements and biosolids management standards administered by the Oregon Department of Environmental Quality (DEQ) and the U.S. Environmental Protection Agency (EPA). Compliance with these regulatory standards requires: adequate treatment capacity, property biosolids handling and storage; facility upgrades as standards evolve, and sufficient land area to accommodate required improvements. Environmental Standards and permit requirements are subject to change over time. Ensuring adequate land area for facility modification and expansion is necessary to maintain compliance and protect public health and water quality. The proposed amendment provides the land use framework necessary to support these regulatory obligations.

a.35 Alignment of Plan Designation with Long-Term Municipal Use

The subject properties are City-owned parcels contiguous to an established municipal wastewater treatment facility. Over time, the operational footprint and long-range planned needs of the facility have evolved. The existing Residential Comprehensive Plan Designations are inconsistent with: the long-standing public utility context of the site; and the City's planned infrastructure expansion necessary to serve future growth. The amendment responds to these changed conditions by aligning the Comprehensive Plan Map with the current and planned municipal utility function of the property. This alignment promotes internal consistency between the Comprehensive Plan, zoning framework, and public facility planning documents.

a.36 The Wastewater Facility Plan identifies biosolids as a deficiency at the wastewater reclamation facility. The proposed expansion of the composting facility will expand the existing capacity of biosolid management by the City. The city currently takes the processed biosolids and manages roughly 25% through composting. The remaining biosolids are hauled off as solid waste to the regional landfill at Coffin Butte. Expanding the composting capacity reduces the amount of biosolids hauled to the regional landfill.

a.37 The wastewater reclamation facility's composting of biosolids has provided a beneficial Class "A", Exceptional Quality biosolid compost as classified by the State of Oregon, that is available to the community as a residentially safe product. Increasing the composting production capacity would create more productive use of the biosolids than sending to the landfill and taking up crucial capacity at Coffin Butte.

a.38 Planned wastewater treatment facility expansion activities are anticipated to occur primarily on Tax Lot 5600 and other existing utility properties functionally integrated with the Albany-Millersburg Water Reclamation Facility. Although Tax Lot 6600 is included within the proposed comprehensive Plan and Zone Map Amendments to maintain long-term planning consistency and full development flexibility of adjacent utility lands, Tax Lot 6600 is subject to Section 6(f) protections associated with the Land and Water Conservation Fund program, and no facility expansion activities are currently anticipated on that parcel.

a.39 The applicant finds that by facilitating the orderly expansion of essential sanitary sewer infrastructure necessary to serve planned urban growth, the amendment directly implements Goal 11 policies.

a.40 The Wastewater Treatment Plan is essential infrastructure necessary to serve residential, commercial, and industrial growth within the Urban Growth Boundary. Application of the Public and Semi-Public designation provides the regulatory framework necessary to

accommodate expansion and modernization of the wastewater treatment and biosolids processing facilities consistent with long-range infrastructure planning.

- a.41 Residential Comprehensive Plan Map designations do not provide the necessary zoning framework aligned with the operational scale, intensity, and long-term expansion needs of the wastewater treatment facility. In contrast, the Public and Semi-Public designations implement Goal 11 policies by ensuring appropriate land use regulation for essential municipal infrastructure.
- a.42 The decision body has the discretion to determine if the proposed amendments are consistent with Goal 11: Public Utilities.

GOAL 12: TRANSPORTATION (Chapter 5 – Transportation)

Goal 1: Provide an efficient transportation system that provides for the local and regional movement of people and goods.

Goal 2: Provide a safe transportation system.

- a.43 There is an existing access off Waverly Drive at the east side of Tax Lot 5600 and access off the terminus of Davidson Street in the center of the property to access the Albany-Millersburg Water Reclamation Facility. Both streets are classified local streets. Waverly Drive is unimproved with a travel lane in both directions. Davidson Street is improved with curb & gutter with a travel lane in both directions.
- a.44 The Transportation Planning Rule (OAR 660-012-0060) requires that plan and zone amendments do not significantly affect existing or planned transportation facilities. A significant effect occurs only if the amendment would: (1) change the functional classification of a transportation facility; (2) Change standards implementing a functional classification system; or (3) Allow types or levels of land use that would result in levels of travel or access inconsistent with the Transportation System Plan (TSP).
- a.45 Transportation findings are fully addressed in findings under Criterion 2 of the Zoning Map amendment, later in this report. In summary, the trip generation analysis completed by Ferguson & Associates, Inc, concluded that the proposed zone change would meet the requirement of the Transportation Planning Rule (TPR).
- a.46 The decision body has the discretion to determine if the proposed amendments are consistent with Goal 12: Transportation.

GOAL 14: URBANIZATION (Chapter 8)

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

Goal 3: Maintain 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.

- a.47 The applicant proposes a Comprehensive Plan Map Amendment and concurrent Zone Amendment for multiple properties. The Comprehensive Plan Map Amendment would change one property, Tax Lot 6600, from a Comprehensive Plan Map designation of Medium Density Residential to the Public and Semi-Public designation; and the amendment of six lots from Low Density Residential to the Public and Semi-Public designation. The concurrent Zone Amendment would amend these properties from a residential zone to

- Light Industrial and will amend portions of Tax Lot 5600 from Residential Medium Density to Heavy Industrial.
- a.48 Tax Lot 5600 is partially zoned Heavy Industrial and is developed with the municipal wastewater treatment facility and the public works operations facility. The proposed Comprehensive Plan Map and Zoning Map Amendments will provide appropriately zoned land to allow the necessary expansions to the wastewater treatment facility and the public works operations facility.
 - a.49 The subject properties are contiguous to existing Light Industrial (LI) and Heavy Industrial (HI) zoning, as well as the operating wastewater treatment facility. The zone amendment from residential lands to Light Industrial will serve as a buffer around the existing and proposed Heavy Industrial district and has been determined to be compatible with nearby residential zones and uses.
 - a.50 Application of the Public and Semi-Public designation with the associated amended zoning of LI and HI eliminates spot zoning within the established facility areas, consolidates industrial-scaled public facility lands under a consistent and complementary regulatory framework, reduces internal land use fragmentation, and aligns with the operational function and intensity of different portions of the site, including providing an appropriate transition to adjacent residentially zoned properties.
 - a.51 The applicant proposes to apply the HI designation to areas most closely associated with the core operations of the wastewater treatment facility, while the LI designation provides a transition and buffering functions at the edges of the site. Together, the proposed Comprehensive Plan Map and Zoning Map amendments promote a coherent and orderly land use pattern and is consistent with Goal 14 Goals and Policies.
 - a.52 The decision body has the discretion to determine if the proposed amendments are consistent with Goal 14: Urbanization.

GOAL 15: WILLAMETTE RIVER GREENWAY (Chapter 2 – Special Areas)

Goal 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.

Policy 1: Maintain and enhance the natural vegetation 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.

Policy 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.

Policy 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.

- a.53 Statewide Planning Goal 15 is intended to protect, conserve, enhance, and maintain the natural, scenic, historic, agricultural, economic, and recreational qualities of lands along the Willamette River. In Albany, Goal 15 is implemented through the Albany Development Code Article 6, which applies to development, changes of use, and intensification of use within the mapped Willamette River Greenway District.

- a.54 Portions of the Tax Lot 6600 and the entirety of Tax Lot 5600 are located within the Willamette River Greenway District. The portions of Tax Lot 6600 that is located within the Willamette Greenway Overlay is partially zoned Residential Medium Density and Open Space, while Tax Lot 5600 is currently zoned Residential Medium Density. The properties are currently owned by the City and are undeveloped areas, with a public trail that runs parallel to the Willamette River.
- a.55 The applicant finds the amendments do not change the Greenway boundary, remove any property from the Greenway District, or modify the applicability of the Albany Development Code Article 6. In addition, the Open Space-zoned portion of Tax Lot 5600 is not proposed to be rezoned and will remain subject to the applicable Open Space, Willamette Greenway, floodplain, riparian corridor, wetland, and other resource protection standards.
- a.56 The RM- zoned portion of Tax Lot 5600 that is to be rezoned to Heavy Industrial is located south of the Open Space zoning boundary and is more than 376 feet from the Willamette River, providing separation from the river corridor. Goal 15 does not prohibit public facility improvements within the Willamette River Greenway. However, future development must be reviewed for compatibility with Greenway resources and must comply with ADC Article 6.
- a.57 Tax Lot 6600 is identified as a Section 6(f) protected property associated with the Land and Water Conservation Fund program. Although TL 6600 is included in the proposed map amendments for long-term planning consistency, no wastewater treatment facility expansion or physical development is proposed or authorized on this property through this application. Any future change in use, development, or conversion of Section 6(f) protected land would remain subject to applicable federal and state review requirements.
- a.58 The current application package is limited to Comprehensive Plan Map and Zone Map amendments. No building construction, grading, vegetation removal, utility expansion, riverbank alteration, or other physical development is proposed.
- a.59 The applicant finds the proposed amendments comply with Goal 15 because they do not authorize development within the Willamette Greenway, do not reduce applicable Greenway protections, preserves the Open Space zoned area, recognizes the continued applicability of Section 6(f) protections to Tax Lot 6600, and maintains the City's ability to require full Greenway review for any future development.
- a.60 The decision body has the discretion to determine if the proposed amendments are consistent with Goal 15: Willamette Greenway.

Conclusions

Findings and conclusions of the evaluation of the Plan goals and policies relevant to this request are summarized below.

- a.1 Goal 1, Citizen Involvement and Goal 2, Land Use Planning. Notification has been sent to all affected agencies and surrounding property owners. Two public hearings are scheduled to consider the proposed Comprehensive Plan and zoning map amendments.
- a.2 Goal 5, Natural Resources. The proposed map amendments contain properties located within Natural Resource areas. The proposed amendments do not include any development applications. All future development located within a Natural Resource will be reviewed against the Comprehensive Plan and the Albany Development Code for compliance.

- a.3 Goal 7, Flood Hazards. The proposed map amendments contain properties within a Special Flood Hazard Area (SFHA). The proposed amendments do not include any development applications. All future development within the SFHA will be reviewed against the Comprehensive Plan, the current Flood Ordinance within the Albany Development Code, and federal regulations for compliance.
- a.4 Goal 10, Housing. If the proposed map amendments are approved, approximately 3.37 acres of land currently within a residential Comprehensive Plan designation, Low Density Residential and Medium Density Residential, will be removed, and an equivalent amount of Public and Semi-Public land will be added to the inventory.
- a.5 Goal 11, Public Facilities. The proposed amendments will apply a Comprehensive Plan Map designation of Public and Semi-Public to the subject properties. The Public and Semi-Public designation are intended specifically for public facilities. The proposed amendments ensures adequate land area for the future expansion of essential wastewater infrastructure.
- a.6 Goal 12, Transportation. The TPR requires zoned changes to be evaluated to determine if the vehicle trip generation that could occur under the new zone designation is more than could have occurred under current designation, and if so, the additional trips would result in a “significant affect.” The proposed land use would not significantly impact transportation facilities.
- a.7 Goal 14, Urbanization. The proposed amendments will provide for the future expansion of essential public infrastructure planning for the entire municipality including future expansion within the existing Urban Growth Boundary.
- a.8 Goal 15, Willamette River Greenway. The proposed amendments will not alter the location of the Willamette River Greenway boundary. Any future development within the Willamette River Greenway overlay will be reviewed against the Comprehensive Plan and the Albany Development Code for compliance.
- a.9 On balance, the evidence supports changing the Comprehensive Plan designation of one subject property from Medium Density Residential to Public and Semi-Public, and six properties from Low Density Residential to Public and Semi-Public.

Criterion (b)

The requested designation is consistent with any relevant area plans adopted by the City Council.

Findings of Fact

- b.1 “Relevant area plans”, as used here, means land use plans. For example, the city has relevant area plans for areas such as North Albany, South Albany, and East Albany. There are no relevant area plans for the area where the subject property is located.

Conclusion

- b.1 This review criterion is not applicable because there are no relevant area plans for the area where the property is located.

Criterion (c)

The requested designation is consistent with the Comprehensive Plan Map pattern.

Findings of Fact

- c.1 The Comprehensive Plan does not, in broad terms, describe ideal land use or map patterns. Typically, it is good practice to locate uses with negative off-site impacts away from

- residential areas, avoid “spot zoning,” provide a transition from higher intensity land uses to less intense residential uses, encourage compatible infill, and discourage low-density sprawl.
- c.2 Particular Comprehensive Plan goals and/or policies provide guidance about what kind of uses and land patterns are desirable.
 - c.3 Currently, the Comprehensive Plan Map designation in the vicinity of the subject properties is as follows:
 - North: Public and Semi-Public
 - East: Public and Semi-Public
 - South: Low Density Residential (LDR)
 - West: Low Density Residential (LDR) and Medium Density Residential (MDR)
 - c.4 The proposed Plan amendment would change the designation of seven properties consisting of approximately 2.84 acres to Public and Semi-Public. One property consisting of 1.15 acres will be amendment from Medium Density Residential to Public and Semi-Public, and six properties totaling 0.78 acres will be amended from Low Density Residential to Public and Semi-Public.
 - c.5 Throughout Albany, the Public and Semi-Public designation is typically applied to existing public and semi-public uses including public parks, schools, community colleges, cemeteries, and major utility facilities. The Comprehensive Plan notes that planned locations for such facilities may also be included within this designation [Page 9-9]. The applicant, the City of Albany, seeks the Public and Semi-Public designation for the expansion of the existing wastewater treatment facility established surrounding the subject property. The amendment from Low Density Residential and Medium Density Residential to Public and Semi-Public consolidates municipal utility lands under a single Public and Semi-Public designation and removes the split or isolated residential designations.
 - c.6 The applicant finds the redesignation creates a more coherent and logical land use pattern by: grouping public utility uses together; reducing internal fragmentation of municipal utility lands; and maintaining residential designations in areas better suited for housing development. The requested amendment is consistent with and improves the overall Comprehensive Plan Map pattern.

Conclusions

- c.1 The Albany Comprehensive Plan does not describe a specific pattern for evaluating comprehensive plan map amendments. The predominant map pattern for this location is Public and Semi-Public, Low Density Residential (LDR), and Medium Density Residential (MDR).
- c.2 The proposal to change the Plan designation to Public and Semi-Public with the concurrent zone changes are expected to result in a cohesive and unified Comprehensive Plan Map designation for municipal utility lands.
- c.3 The required Plan designation is consistent with the Comprehensive Plan map patterns reflecting a transition between public facilities and residential development.
- c.4 This review criterion is met.

Criterion (d)

The requested designation is consistent with the statewide planning goals.

Findings of Fact

- d.1 Oregon's 19 Statewide Planning Goals constitute the framework for a statewide program of land use planning. The Statewide Goals are achieved through local comprehensive planning. The Albany Comprehensive Plan was acknowledged by the Land Conservation and Development Commission in 1982 as being in compliance with the Statewide Planning Goals. The Statewide Planning Goals were evaluated under the Comprehensive Goals and Policies in Review Criterion (a) above. The Findings of Fact and Conclusions are hereby included by reference.

Conclusions

- d.1 The requested Public and Semi-Public designation for this site is consistent with the Statewide Planning Goals.

Quasi-Judicial Zoning Map Amendment File (ZC-01-26)

Section 2.740 of the ADC includes the following review criteria, which must be met for this application to be approved. Code criteria are followed by findings, conclusions, and conditions of approval where conditions are necessary to meet the review criteria.

Criterion 1

The proposed base zone is consistent with the Comprehensive Plan map designation for the entire subject area unless a Plan map amendment has also been applied for.

Findings of Fact

- 1.1 The applicant has applied for a concurrent review of a Comprehensive Plan Map Amendment and a Zoning Map Amendment. The applicant proposes to amend the zoning of eight properties (see below).

Subject Property	Current Zoning	Proposed Zoning
11S03W05CA06600	Residential Medium Density	Light Industrial
554 Columbus Street	Residential Medium Density, Open Space, Heavy Industrial, and Light Industrial	*Open Space and Heavy Industrial
2205 Willamette Avenue	Residential (R-5)	Light Industrial
2211 Willamette Avenue	Residential (R-5)	Light Industrial
2217 Willamette Avenue	Residential (R-5)	Light Industrial
2229 Willamette Avenue	Residential (R-5)	Light Industrial
2263 Willamette Avenue	Residential (R-5)	Light Industrial
2265 Willamette Avenue	Residential (R-5)	Light Industrial

*The location of the Open Space zoning is not proposed to change.

- 1.2 The current Comprehensive Plan Map designation for the property identified as 11S03W05CA06600 is Medium Density Residential, the remaining six properties identified as 2205, 2211, 2217, 2229, 2263, and 2265 Willamette Avenue are located within the Low-Density Residential designation. The proposed Light Industrial district is not consistent with the existing residential Comprehensive Plan Map designations; therefore, a concurrent request to change the Comprehensive Plan Map designation from their current residential designations to Public and Semi-Public has been submitted.

- 1.3 As shown on the Plan Designation Zoning Matrix (ADC 2.760, Table 2-1), the OS, LI, and HI zoning designation is consistent with the proposed Public and Semi-Public Comprehensive Plan Map designation.

Conclusions

- 1.1 A concurrent application for a Comprehensive Plan Map amendment to Public and Semi-Public has been submitted with this application. The proposed LI and HI zones are consistent with the Public and Semi-Public designation.
- 1.2 This criterion is satisfied, provided the amendment to the Comprehensive Plan Map is approved.

Criterion 2

Existing or anticipated transportation facilities are adequate for uses that are permitted under the proposed zone designation.

Findings of Fact

- 2.1 The subject properties are located at the northern terminus of Coumbus Street, along Willamette and Linn Avenue and the northern terminus of Davidson Street. Willamette Avenue, Columbus Street NE, Linn Avenue NE, Davidson Street NE, and Waverly Avenue NE are classified as local streets and are not improved to city standards. Willamette Avenue NE, Columbus Street NE, and Linn Avenue NE, have approximately 24 feet of asphalt and lack curb and gutter and sidewalks. Davidson Street is improved with a travel lane in each direction, curb & gutter but lacks sidewalk.
- 2.2 Albany's Transportation System Plan (TSP) includes improvements necessary to accommodate anticipated development through the year 2030. The TSP does not include any projects along the frontage of these properties.
- 2.3 Comprehensive Plan and Zone Amendments are required to comply with the Transportation Planning Rule (TPR) under Oregon Administrative Rule (OAR) 660-012-0060. The rule holds that a "significant affect" occurs and must be mitigated if the proposed zone change would result in an existing or planned transportation facility either failing to meet an adopted performance standard or degrading the performance of an already failing facility.
- 2.4 Chapter 3.2 of the Oregon Department of Transportation (ODOT) Development Review Guidelines (p. 33) excludes amendments generating less than 400 ADT from a TPR impact analysis.

"If an amendment subject to TPR Section 0060 increases the volume to capacity ratio further, or degrades the performance of a facility so that it does not meet an adopted mobility target at the planning horizon, it will significantly affect the facility unless the change in trips falls below the thresholds listed:

The threshold for a small increase in traffic between the existing plan and the proposed amendment is defined in terms of the increase in total average daily trip volumes as follows:

- *Any proposed amendment that does not increase the average daily trips by more than 400."*

- 2.5 The application package included a Transportation Planning Rule Analysis by Ferguson and Associates, LLC. The analysis compares the low-density residential and medium density residential to Public and Semi-Public with corresponding zone change to Light and Heavy Industrial. The applicant proposes light industrial adjacent to existing residential R-6.5

- zoned land along Willamette Avenue and Linn Avenue adjacent to Eades Park. Tax Lot 6600 which is adjacent to Eades Park is restricted to development to outdoor recreational use with the land being acquired with Oregon Land and Water Conservation 6(f) funds. Due to the restriction of uses upon this property there will be no change in trip generation associated with the proposed Comprehensive Plan Map and Zone Map amendments.
- 2.6 The current low and medium density residential comprehensive plan map designation allows the following zoning districts: Residential (R-10, R-6.5, R-5), Residential Medium Density (RM), and Residential Medium Density Attached (RMA). The proposed Comprehensive Plan Map designation is Public and Semi-Public with corresponding zone amendment for Light and Heavy Industrial zoning districts. The traffic study compared the highest trip generating categories between the existing zone designations and the proposed zone designation.
 - 2.7 This study compared current allowed residential uses including multi-dwelling development and daycares to proposed allowed light and heavy industrial uses including contractor's services, warehousing, vehicle repair, recreational vehicle park, brewpubs. The reasonable worst-case scenario under the current designation, medium density residential zones, are multi-dwelling development with daycares mix which would generate 469 daily trips. The reasonable worst-case scenario under the proposed designations, heavy and light industrial, is a conditional use daycare which would generate 324 daily trips.
 - 2.8 The comparison shows that the uses allowed in the Light and Heavy Industrial uses would create a slight reduction in trip-generation potential than the low and medium density residential uses, which would not affect current or planned transportation facilities.
 - 2.9 At the time of development of the subject properties, the proposed development would need to provide traffic studies for any development that creates over 50 AM or PM peak trips meeting the City's standards.

Conclusions

- 2.1 The proposal is a Comprehensive Plan Map amendment from Low Density Residential and Medium Density Residential to Public and Semi-Public with corresponding zone change to Light and Heavy Industrial. The adjacent property also owned by the City of Albany is the Albany-Millersburg Water Reclamation Facility. The proposed amendments are to provide a cohesive path for the future expansion of the existing Wastewater Treatment Facility.
- 2.2 The TPR requires that zone amendments evaluate vehicle trip generation between the existing zoning designation and the proposed zoning designation. The provided TPR demonstrated the allowed uses within the Light and Heavy Industrial zones would create a reduction in trip-generation potential over the existing low and medium density residential zoning districts.
- 2.3 Based on the ODOT Development Review Guidelines, the zone change would not result in a potential increase of more than 400 average daily trips (ADT) to the subject properties, therefore this review is not subject to the TPR Section 0060. The ODOT Review Development Guidelines are based on and mirror the TPR review standards contained in Oregon Highway Plan Action 1F.5.
- 2.4 The proposed Comprehensive Plan Map and Zone Map amendments would not negatively impact the subject property from being compliant with the TSP.
- 2.5 At the time of development of the subject properties, the proposed development would need to provide traffic studies for development that creates over 50 AM or PM peak trips

meeting City of Albany Standards.

Criterion 3

Existing or anticipated services (water, sanitary sewers, storm sewers, schools, police and fire protection) can accommodate potential development within the subject area without adverse impact on the affected service area.

Findings of Fact

Sanitary Sewer

- 3.1 The subject properties are owned and operated as the Albany-Millersburg Water Reclamation Facility. City utility maps show the following sanitary sewer mains.

Public Right-Of-Way	Sanitary Sewer
Linn Avenue	8-inch
Davidson Street	54-inch
Willamette Avenue	6-inch
Willamette Avenue	8-inch

- 3.2 The City's Wastewater Collection System Facility Plan does not show any system deficiencies in this area that would indicate that development allowed as a result of the proposed zone amendment would adversely impact the public sanitary sewer system. The public sanitary sewer system is available and has capacity to serve the uses associated with proposed zoned amendment.

Water

- 3.3 City utility maps show the following public water mains.

Public Right-Of-Way	Public Water
Davidson Street	12-inch
Willamette Avenue	6-inch
Willamette Avenue	8-inch

- 3.4 The City's Water Facility Plan does not show any system deficiencies in this area that would indicate that future development within an industrial zone would adversely impact the public water system. The existing public water facilities should be adequate to serve any potential development allowed under the proposed zoning designation.

Storm Drainage

- 3.5 City utility maps show no piped public storm drainage facilities in Linn Avenue, Columbus Street, or Willamette Avenue along the subject properties' frontages. The property at Tax Lot 5600 has an on-site storm system that collects and conveys runoff towards Cox Creek.
- 3.6 Future development on the subject properties, regardless of the zoning designation, is likely to require the construction of on-site stormwater detention facilities as well as stormwater quality facilities. The detention facilities are typically designed to restrict

stormwater discharge from the site to pre-development rates, which should mitigate potential impacts to the public storm drainage systems.

Schools

- 3.7 The property is currently zoned as Medium Residential (RM) and low density Residential (R-5) development. The proposed amendments will change the comprehensive plan map to Public and Semi-Public; and zoning map designations to Light Industrial and Heavy Industrial. The Greater Albany Public Schools (GAPS) has been notified of the proposed application and has not submitted comments expressing concern.

Police and Fire Protection

- 3.8 The Albany Police Department and Fire Department provide services to all development in Albany. No deficiencies in providing police and fire protection for this property have been identified.

Conclusions

- 3.1 Public sanitary sewer, water systems, and storm drainage facilities are adequate to accommodate future development under the proposed amended industrial zoning designations.
- 3.2 The existing public utilities in this area are capable of serving the proposed development that would be allowed under the proposed LI and HI zoning designations.
- 3.3 This criterion is satisfied without conditions.

Criterion 4

The intent and purpose of the proposed zoning district best satisfies the goals and policies of the Comprehensive Plan.

Findings of Fact

- 4.1 The application package proposes to amend six sperate properties. The property identified as Tax Lot 6600 is currently zoned Residential Medium Density (RM), after the amendment Tax Lot 6600 will become Light Industrial (LI). The property identified as Tax Lot 5600 is currently split zoned Heavy Industrial (HI), Light Industrial (LI), Residential Medium Density (RM), and Open Space (OS), after the amendment the portion of Tax Lot 5600 zoned RM would become HI. Six properties identified as 2205, 2211, 2217 2229, 2263, and 2265 Willamette Avenue are currently zoned Residential (R-5), after the amendment the properties would be zoned LI.

Zoning District Purposes

- 4.2 According to Section 4.020(8) of the ADC, the LI district is “Intended primarily for a wide range of manufacturing, warehousing, processing, assembling, wholesaling, specialty contractors and related establishments. Uses will have limited impacts on surrounding properties. This district is particularly suited to areas having good access to highways and perhaps to rail. LI may serve as a buffer around the HI district and may be compatible with nearby residential zones or uses.”
- 4.3 According to Section 4.020(9) of the ADC, the HI district “is intended primarily for industrial uses and support activities that are potentially incompatible with most other uses and which are characterized by large amounts of traffic, extensive shipping of goods, outside storage or stockpiling of raw materials, by-products, or finished goods, and a controlled but higher level of noise and/or pollution. This district is located away from residential areas and has easy access to highways and perhaps to rail.

- 4.4 The application of the HI zoning district to portions of the subject properties that are functionally integrated with the wastewater treatment facility is consistent with these purposes, as the facility operates at an industrial scale and includes treatment processes, biosolid management, storage, and related infrastructure.
- 4.5 The application of the LI zoning district along the interface with adjacent privately owned residentially zoned (R-5) properties provides an appropriate transition and buffering functions, consistent with the intent of the LI district to reduce potential conflicts between intensive industrial activities and nearby residential uses.
- 4.6 The LI designation applied to Tax Lot 6600 also maintains long-term zoning consistency and development flexibility for adjacent municipal utility lands while recognizing that TL 6600 remains subject to Land and Water Conservation Fund Section 6(f) protections. To the west of this property is Eades Park, a developed City park. The existing public use further supports the proposed zoning pattern, as the park use is compatible and a buffer to the developed residential properties to the west of the proposed expansion areas.
- 4.7 When evaluated against the Comprehensive Plan as a whole, application of the LI and HI districts best implement: infrastructure and public facility planning policies (Goal 11); orderly urbanization policies (Goal 14), and long-term land use planning principals (Goal 2); while not materially undermining housing policies under Goal 10 due to: the limited acreage affected; the municipal ownership and functional integration of the parcels with an existing utility facility; and the continued availability of residentially designated lands.
- 4.8 The Findings and Conclusions under Review Criterion (a) of the concurrent Comprehensive Plan Map amendment are included here by reference. In summary, those findings found that the proposed map amendments on the subject properties were, on balance, more supportive of listed Plan policies.

Conclusions

- 4.1 The HI and LI zoning districts best satisfy the applicable goals and policies of the Albany Comprehensive Plan.
- 4.2 This criterion has been met.

Criterion 5

The land use and transportation pattern recommended in any applicable City-contracted or funded land use or transportation plan, or study has been followed, unless the applicant demonstrates good cause for the departure from the plan or study.

Findings of Fact

- 5.1 There are no other applicable City-contracted or funded land use, transportation plan, or study that applies to the subject area.

Conclusions

- 5.1 The subject property is not situated in a study area of a city-contracted or funded land use or transportation study or plan.
- 5.2 This criterion is met.

Criterion 6

The proposed zoning map amendment is consistent with the adopted functions, capacities, and performance standards identified in the City of Albany Transportation System Plan or any other City-contracted or funded transportation plan or study. If the proposal is not consistent

with City Plans or studies, the applicant must provide sufficient data to demonstrate good cause for the departure from the specific plan or study, as approved by the City Engineer.

Findings of Fact

- 6.1 Albany's Transportation System Plan (TSP) includes improvements necessary to accommodate anticipated development through the year 2030. The TSP does not include any projects along the frontage of the subject properties. The TSP does not identify any other capacity or level of service problems associated with the proposed Zoning Map amendment.
- 6.2 The proposed zone change will not result in any changes to the road system and will not alter the transportation pattern in the TSP.
- 6.3 The TSP does not identify any capacity or level of service problems associated with the proposed Zone Map amendment.
- 6.4 There are no other applicable City-contracted or funded land use, transportation plan, or study that applies to the subject area.

Conclusions

- 6.1 The proposal will not conflict with the transportation system as shown in the TSP.
- 6.2 The proposal is in accordance with the transportation pattern as envisioned in the TSP
- 6.3 The subject property is not situated in a study area of a City-contracted or funded land use or transportation study or plan.
- 6.4 This criterion is met.

Overall Conclusion

Based on the analysis in this report, the proposed Comprehensive Plan Map Amendment of one property, Tax Lot 6600, from Medium Density Residential to Public and Semi-Public and the amendment of six lots, 2205, 2211, 2217, 2229, 2263, 2265 Willamette Avenue NE, from Low-Density Residential to Public and Semi-Public; and concurrent Zoning Map Amendment of Tax Lot 6600 from Residential Medium Density to Light Industrial; the amendment of six properties, 2205, 2211, 2217, 2229, 2263, 2265 Willamette Avenue NE, from Residential (R-5) to Light Industrial, and the amendment of a portion of Tax Lot 5600 from Residential Medium Density to Heavy Industrial meets all the applicable review criteria as outlined in this report.

Staff Recommendation

With respect to the proposed **Comprehensive Plan Map amendment**, the Planning Commission has two options:

Option 1: Recommend that the City Council approve the Comprehensive Plan Map amendment request; or

Option 2: Deny the Comprehensive Plan map amendment request. The City Council will only consider the proposal on appeal by the applicants.

Similarly, the Planning Commission has two options with respect to the proposed **Zoning Map amendment** request:

Option 1: Recommend that the City Council approve the Zoning Map amendment request; or

Option 2: Deny the Zoning Map amendment request. The City Council will only consider the proposal on appeal by the applicants.

Motions

Approval: I move that the Planning Commission recommend that the City Council approve the proposed Comprehensive Plan Map and Zoning Map amendments under planning files CP-01-26 and ZC-01-26. This motion is based on the findings and conclusions in the July 13, 2026, Staff Report and the findings in support of the application made by the Planning Commission during deliberations on this matter.

Approval with new conditions of approval: I move that the Planning Commission recommend that the City of Council approve the proposed Comprehensive Plan Map and Zoning Map amendments including conditions of approval as **drafted during this meeting** for application planning files CP-01-26 and ZC-01-26. This motion is based on the findings and conclusions in the July 13, 2026, staff report and findings in support of the application made by the Planning Commission during deliberations on this matter.

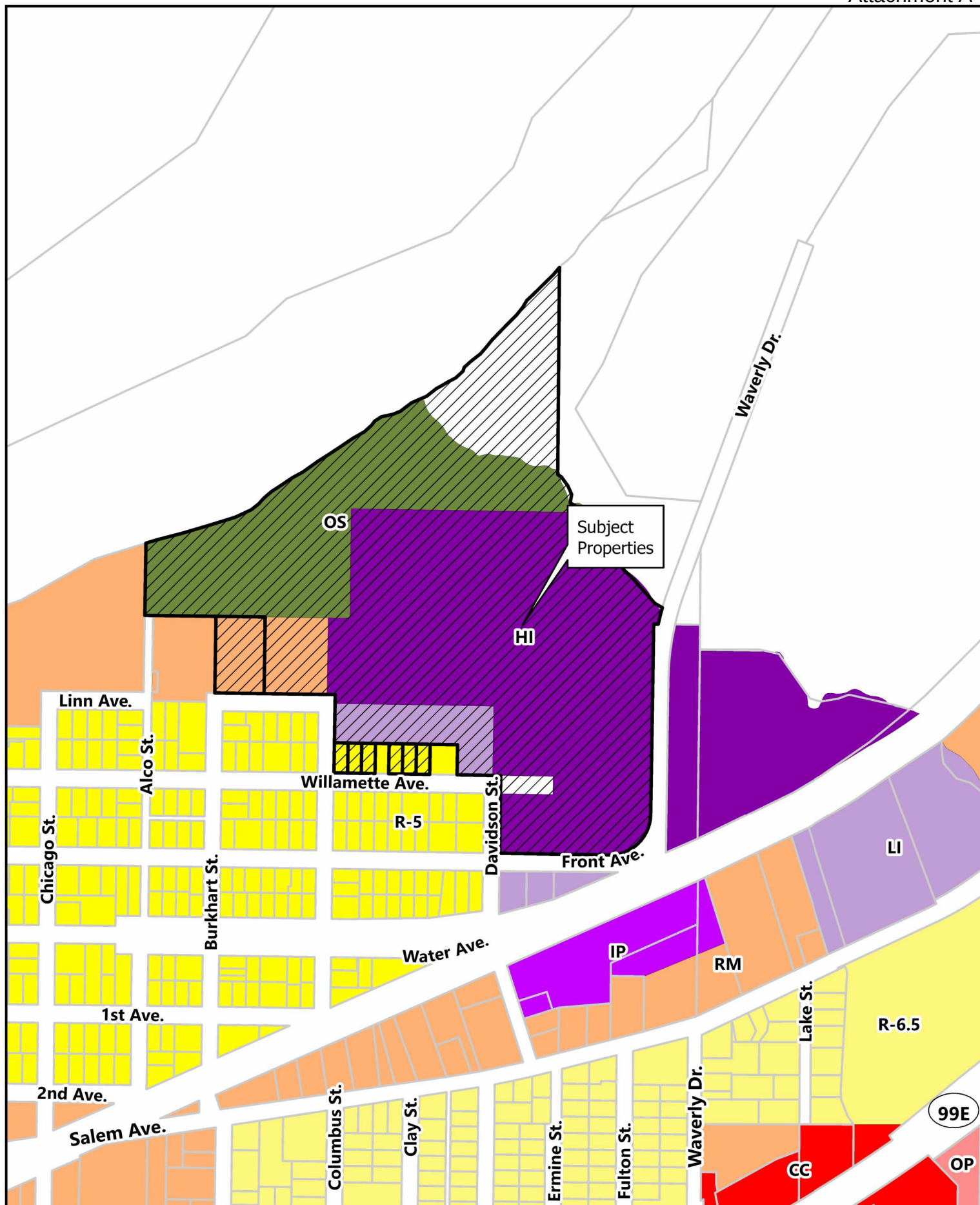
Denial: I move to deny the proposed Comprehensive Plan Map and Zoning Map amendments as detailed in planning files CP-01-26 and ZC-01-26. This motion is based on the findings and conclusions made by the Planning Commission during deliberations on this matter.

Attachments

- A. Location Map
- B. Applicant's Narrative
- C. Site Map
- D. Trip Generation Letter

Acronyms

AASHTO	American Association of State Highway and Transportation Officials
ADC	Albany Development Code
ADT	Average Daily Traffic
AMC	Albany Municipal Code
DLCD	Oregon Department of Land Conservation and Development
FEMA	Federal Emergency Management Agency
FIRM	Federal Insurance Rate Map
HI	Heavy Industrial Zoning District
ITE	Institute of Transportation Engineers
LDR	Low Density Residential Comprehensive Plan Designation
LI	Light Industrial Zoning District
LOS	Level of Service
LUBA	Oregon Land Use Board of Appeals
MDR	Medium Density Residential Comprehensive Plan Designation
ODOT	Oregon Department of Transportation
RM	Residential Medium Density Zoning District
R-5	Residential Zoning District
TPR	Transportation Planning Rule
TSP	Transportation Systems Plan



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Feet

Date: 7/10/2026

554 Columbus Street NE

Location Map

COMPREHENSIVE PLAN AND ZONE MAP APPLICATIONS NARRATIVE (ALBANY DEVELOPMENT CODE (ADC) 2.220 AND 2.740)

APPLICATION SUMMARY

SUBMITTED TO:	City of Albany Planning Division P.O. Box 490, Albany, Oregon 97321-0144 541-917-7550 / cd.customerservice@cityofalbany.net
OWNER/APPLICANT:	City of Albany P.O. Box 490, Albany, Oregon 97321-0144 Nolan Nelson, Project Manager (541) 791-0130 / Nolan.Nelson@albanyoregon.gov
APPLICANT’S REPRESENTATIVE:	Pathfinder Land Use Consulting, LLC P.O. Box 484, Lebanon, OR 97355 Laura LaRoque, Land Use Consultant (503) 501-7197 / laura@pathfinderlanduse.com
CIVIL ENGINEERING:	Kennedy Jenks 2300 Oakmont Way, Suite 102, Eugene, OR 97401 Charles Wright, Civil Engineer (541) 844-7811 / CharlesWright@KennedyJenks.com

PROJECT INFORMATION

SITE LOCATION:	City of Albany Wastewater Treatment Plant 554 Columbus St. NE, Albany, Oregon
LINN COUNTY ASSESSOR’S MAP NO.:	11S-03W-05CA Tax Lot 6600 11S-03W-05DB Tax Lot 200, 203, 204, 205, 900, 901, and 5600
EXISTING LAND USE:	Municipal Wastewater Treatment Plant and adjacent unimproved property.
ZONE DESIGNATIONS:	HI – Heavy Industrial LI – Light Industrial RM – Residential Medium Density R-5 – Residential District

	OS – Open Space
OVERLAY DESIGNATIONS:	/RC – Riparian Corridor Overlay /SW – Significant Wetland Overlay /WG – Willamette River Greenway Overlay District /FP – Floodplain Overlay District
COMPREHENSIVE PLAN DESIGNATIONS:	Public and Semi-Public Residential – Medium Density Residential – Low Density
Surrounding Zoning/Uses:	North: EFU – Exclusive Farm Use (Benton County jurisdiction) and Willamette River Greenway Overlay; Public Facility uses within the City of Millersburg. East: HI – Heavy Industrial (City of Albany); Public Facility uses within the City of Millersburg. South: R-5 – Residential District (City of Albany). West: RM – Residential Medium Density and Willamette River Greenway Overlay (/WG); Floodplain Overlay District (/FP).

APPLICATION SUMMARY

1. Owner/Applicant. The subject properties are owned by the City of Albany, which is the applicant for the requested Comprehensive Plan Map Amendment and Zone Map Amendment.
2. Representative. Pathfinder Land Use Consulting, LLC is serving as the City's land use representative. Kennedy Jenks is providing civil engineering services for the planned facility improvements.
3. Site History. The subject properties are part of, or immediately adjacent to, the long-established City of Albany Wastewater Treatment Plant. The facility has operated at this location for decades and serves as critical public infrastructure for the community.

Portions of the overall site are currently zoned Heavy Industrial (HI) and Light Industrial (LI). However, several City-owned parcels adjacent to the existing facility retain Residential zoning designations (R-5 and RM), despite being contiguous to established industrial and public facility uses.

4. Location & Context. The site is located at 554 Columbus Street NE within the Albany city limits and Urban Growth Boundary. The Willamette River lies to the north. Heavy Industrial and public facility uses are located to the east. Residential zoning districts (R-5 and RM) are located to the south and west.
5. Concurrent Review Path: This application includes a Comprehensive Plan Map Amendment (ADC 2.220) and a Zone Map Amendment (ADC 2.740), processed concurrently under a Type IV quasi-judicial procedure.

PROJECT OVERVIEW

The City of Albany proposes to expand the existing Wastewater Treatment Plant (Water Reclamation Facility) located at 554 Columbus Street NE to increase biosolids composting capacity and implement associated site

improvements necessary to maintain regulatory compliance and accommodate projected long-term wastewater treatment demands.

The proposed expansion area includes multiple City-owned parcels contiguous to the existing facility. Portions of the overall site are currently zoned Heavy Industrial (HI) and Light Industrial (LI). However, several adjacent parcels retain Comprehensive Plan designations of Residential – Medium Density and Residential – Low Density and are zoned Residential Medium (RM) or R-5.

These residential plan and zoning designations are inconsistent with the long-established public utility function of the property and do not reflect the operational characteristics of the existing wastewater treatment facility.

TL 6600 is a Section 6(f) protected property associated with the Land and Water Conservation Fund program. While the parcel is included within the proposed Comprehensive Plan and Zone Map amendments to ensure consistent long-term planning and full development potential of adjacent TL 5600, no public facility improvements or wastewater treatment facility expansion activities are currently anticipated on TL 6600. Any future change in use of the property would remain subject to applicable Section 6(f) requirements and any required approvals from the National Park Service and Oregon Parks and Recreation Department.

To provide adequate land area for planned facility improvements, the City proposes the following amendments:

- Comprehensive Plan Map Amendments pursuant to ADC 2.220 to redesignate affected parcels from Residential – Medium Density and Residential – Low Density to Public and Semi-Public; and
- Zone Map Amendments pursuant to ADC 2.740 to rezone affected parcels as follows: RM (TL 6600) to Light Industrial (LI), RM (TL 5600) to Heavy Industrial (HI), R-5 to Light Industrial (LI), and apply Heavy Industrial (HI) zoning designation to vacated roadway area (ORD. 5714).

The proposed amendments will:

- Align zoning with the existing and planned public facility use; and
- Ensure that future wastewater treatment and biosolids processing facilities are regulated under the appropriate industrial development standards

All applicable overlay districts including the Floodplain (/FP), Riparian Corridor (/RC), Significant Wetland (/SW), and Willamette River Greenway (/WG) overlays will remain in effect. Future development will be subject to these overlay regulations in addition to applicable Development Code regulations and Public Works Design Standards.

REVIEW CRITERIA

Pursuant to Albany Development Code (ADC) Article 2, approval of a Comprehensive Plan Map Amendment and/or Zone Map Amendment requires demonstration that the proposal complies with all applicable approval criteria.

This application is subject to the following provisions:

- ADC 2.220 – Comprehensive Plan Amendments
- ADC 2.740 – Zoning Map Amendments

- Applicable Statewide Planning Goals
- Any relevant adopted area plans and public facility plans

Because the proposal involves amendments to the Comprehensive Plan Map and Zoning Map, the City must also demonstrate consistency with the Statewide Planning Goals, including but not limited to:

- Goal 1 – Citizen Involvement
- Goal 2 – Land Use Planning
- Goal 5 – Natural Resources
- Goal 9 – Economic Development
- Goal 10 – Housing
- Goal 11 – Public Facilities and Services
- Goal 12 – Transportation, including compliance with the Transportation Planning Rule (OAR 660-012)
- Goal 13 – Energy Conservation
- Goal 14 – Urbanization
- Goal 15- Willamette River Greenway

Findings addressing each applicable approval standard are provided in the sections that follow.

COMPREHENSIVE PLAN AMENDMENT 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.

CONSISTENCY WITH THE ALBANY COMPREHENSIVE PLAN GOALS AND POLICIES

The proposed amendment redesignates City-owned properties adjacent to the existing Wastewater Treatment Plant from *Residential – Medium Density* and *Residential – Low Density* to *Public and Semi-Public* to accommodate expansion of essential municipal infrastructure.

CITIZEN INVOLVEMENT & LAND USE PLANNING – GOALS 1 & 2 (CHAPTER 9)

Chapter 9 emphasizes coordinated land use decision-making and long-range planning in the public interest.

This amendment:

- Aligns land use designations with actual and planned municipal utility use;
- Eliminates isolated residential designations incompatible with adjacent public facility operations; and
- Promotes long-term consistency between infrastructure planning and land use mapping.

The Type IV quasi-judicial process ensures full compliance with procedural requirements for citizen involvement and coordinated decision-making.

NATURAL RESOURCES – GOAL 5 (CHAPTER 1 & CHAPTER 2)

Chapter 1 establishes the following natural resource objectives:

1. Ensure native vegetation remains an integral part of Albany’s environment.
2. Protect and enhance significant wildlife habitat in the urban growth boundary.
3. Balance compact development patterns with natural resource protection.

Chapter 2 further recognizes flooding as a significant natural hazard and establishes policies regulating development within flood-prone areas.

The proposed amendment does not remove or modify any natural resource overlay districts. Floodplain (/FP), Riparian Corridor (/RC), Significant Wetland (/SW), and Willamette River Greenway (/WG) overlays remain in effect.

Future development will remain subject to adopted overlay regulations and applicable federal and state environmental standards. The redesignation aligns the Comprehensive Plan Map with intended municipal facility use and does not increase flood risk beyond what is regulated under existing overlay provisions.

Accordingly, the amendment is consistent with Goal 5 policies.

ECONOMIC DEVELOPMENT – GOAL 9 (CHAPTER 3)

Chapter 3 of the Albany Comprehensive Plan (Economic Development) supports the provision of adequate opportunities for a range of economic activities and emphasizes maintaining an appropriate supply of land designated for employment uses.

The proposed amendment does not reduce the City’s supply of designated industrial or commercial employment land. The subject properties are City-owned, adjacent to an existing wastewater treatment facility, and are not part of the City’s inventory of sites intended for private employment development.

The amendment facilitates expansion of essential municipal infrastructure necessary to support industrial, commercial, and residential growth throughout the Urban Growth Boundary. Adequate wastewater treatment capacity is a prerequisite to economic development and continued employment growth.

Accordingly, the amendment is consistent with Goal 9 policies and supports the City’s long-term economic development objectives.

HOUSING – GOAL 10 (CHAPTER 4)

Statewide Planning Goal 10 requires cities to ensure an adequate supply of land within the Urban Growth Boundary to meet forecasted population growth.

Chapter 4 of the Albany Comprehensive Plan emphasizes that the City must maintain sufficient residential land capacity across a range of housing types and income levels.

LIMITED ACREAGE IMPACT

The proposed Comprehensive Plan Map Amendment affects approximately:

- Approximately 2.61 acres of land currently designated Residential Multiple (RM), including a portion of the split-zoned property at 554 Columbus Street NE;
- Approximately 2.24 acres of the same property currently zoned Light Industrial (LI); and
- Approximately 0.76 acres of City-owned R-5 parcels contiguous to the existing Wastewater Treatment Plant.
- The total residentially designated acreage affected represents a very small fraction of Albany's overall residential land inventory within the Urban Growth Boundary.

Albany's Housing chapter identifies substantial acreage designated for residential development. The limited acreage proposed for redesignation does not materially affect the City's buildable lands inventory or its ability to meet projected housing demand.

SUITABILITY FOR RESIDENTIAL DEVELOPMENT

Although currently designated residential, the subject properties:

- Are City-owned;
- Are contiguous to an operating wastewater treatment facility;
- Are adjacent to Heavy Industrial zoning; and
- Are partially constrained by floodplain and overlay districts; and
- Include portions of land subject to Section 6(f) protections associated with the Land and Water Conservation Fund program.

The parcels are situated within the established wastewater treatment facility area and are held for long-term municipal infrastructure purposes. Their physical location within the broader facility context, combined with environmental constraints, Section 6(f) protections affecting TL 6600, and adjacent industrial zoning, substantially limit their practical development potential for standalone residential use.

The proposed redesignation does not reflect a policy determination that residential uses are inappropriate in the surrounding area. Rather, it recognizes that these specific parcels are uniquely positioned to serve essential public facility functions and are better suited to accommodate planned wastewater infrastructure improvements than to provide meaningful residential development opportunities.

Accordingly, the subject properties are unlikely to materially contribute to Albany's long-term housing capacity relative to other residentially designated lands within the Urban Growth Boundary that are not functionally associated with essential municipal infrastructure.

NO REDUCTION IN NEEDED HOUSING CAPACITY

The amendment does not:

- Convert developed housing to non-residential use;
- Reduce existing housing units; or

- Eliminate a significant amount of buildable residential land.

The redesignation affects undeveloped land that is functionally integrated with an existing municipal utility facility. The City retains sufficient residentially designated land elsewhere within the Urban Growth Boundary to meet identified housing projections.

BALANCE OF PUBLIC INTEREST

Goal 10 must be balanced with other statewide goals, including:

- Goal 11 – Public Facilities and Services; and
- Goal 14 – Urbanization.

The City cannot meet housing needs without adequate wastewater treatment capacity. Expansion of essential sanitary sewer infrastructure is a prerequisite to supporting residential growth elsewhere in Albany.

Ensuring adequate wastewater infrastructure capacity directly supports long-term housing development in more appropriate residential areas.

PUBLIC FACILITIES – GOAL 11 (CHAPTER 6)

Goal 11 – Public Facilities and Services requires that the City provide and maintain public facilities and services in an orderly and efficient manner sufficient to serve planned development and comply with regulatory requirements.

The Wastewater Treatment Plant is a critical municipal utility facility necessary to:

- Protect public health;
- Maintain compliance with Oregon DEQ and federal environmental regulations; and
- Provide adequate sanitary sewer treatment capacity for existing and projected population within the Urban Growth Boundary.

The proposed amendment:

- Ensures adequate land area for expansion of essential wastewater infrastructure;
- Supports long-term system capacity consistent with projected population growth;
- Maintains regulatory compliance under state and federal environmental standards; and
- Aligns land use designations with the City’s public facility planning objectives.

Planned wastewater treatment facility expansion activities are anticipated to occur primarily on TL 5600 and other existing utility properties functionally integrated with the Wastewater Treatment Plant. Although TL 6600 is included within the proposed Comprehensive Plan and Zone Map amendments to maintain long-term planning consistency and full development flexibility of adjacent utility lands, TL 6600 is subject to Section 6(f) protections associated with the Land and Water Conservation Fund program, and no facility expansion activities are currently anticipated on that parcel.

By facilitating the orderly expansion of essential sanitary sewer infrastructure necessary to serve planned urban growth, the amendment directly implements Goal 11 policies.

CONSISTENCY WITH STATEWIDE PLANNING GOALS

Compliance is demonstrated with the Statewide Planning Goals and Oregon Administrative Rules. No Goal Exceptions under OAR 660-004 are required.

GOAL 1 – CITIZEN INVOLVEMENT

The Type IV quasi-judicial procedure provides mailed notice, newspaper publication, and public hearings before both the Planning Commission and City Council, ensuring full public participation.

GOAL 2 – LAND USE PLANNING

These findings provide the required factual base and policy analysis required to support the amendment. The proposal is consistent with the Comprehensive Plan and does not require a Goal Exception.

GOAL 9 – ECONOMIC DEVELOPMENT

Goal 9 requires cities to maintain adequate opportunities for economic activities and sufficient employment land supply.

The amendment does not reduce industrial land supply or remove designated employment lands. Adequate wastewater treatment capacity is a prerequisite to industrial, commercial, and residential development. Expansion of the facility supports continued economic development within the Urban Growth Boundary.

GOAL 10 – HOUSING:

As discussed above, the amendment affects a small amount of residentially designated land that is poorly suited for housing and does not materially reduce Albany's ability to meet projected housing needs. Expansion of wastewater infrastructure supports residential growth elsewhere.

GOAL 11 – PUBLIC FACILITIES & SERVICES:

The amendment facilitates orderly expansion of essential municipal wastewater infrastructure necessary to serve planned development and maintain regulatory compliance. Urban services are available, and future improvements will comply with Public Works Design Standards and adopted facility plans.

GOAL 12 – TRANSPORTATION / TPR (OAR 660-012):

The Transportation Planning Rule (OAR 660-012-0060) requires that plan and zone amendments not significantly affect existing or planned transportation facilities.

A significant effect occurs only if the amendment would:

- Change the functional classification of a transportation facility;
- Change standards implementing a functional classification system; or
- Allow types or levels of land use that would result in levels of travel or access inconsistent with the Transportation System Plan (TSP).

The proposed amendment:

- Does not change roadway classifications;
- Does not modify adopted transportation standards; and
- Does not authorize land uses generating traffic beyond what is reasonably anticipated for public facility and industrial areas in the TSP.

Accordingly, the amendment does not significantly affect any transportation facility and no TSP amendment or mitigation under OAR 660-012-0060(2) is required.

The proposal is therefore consistent with Goal 12 and the Transportation Planning Rule.

GOAL 13 – ENERGY CONSERVATION:

Consolidation of municipal utility operations within an existing serviced site promotes efficient use of infrastructure and reduces the need for expansion into undeveloped areas, supporting energy conservation principles.

GOAL 14 – URBANIZATION:

The site lies entirely within city limits and the Urban Growth Boundary. The amendment promotes efficient use of urban land designated for municipal services and supports orderly urban development.

GOAL 15 – WILLAMETTE RIVER GREENWAY:

Statewide Planning Goal 15 is intended to protect, conserve, enhance, and maintain the natural, scenic, historic, agricultural, economic, and recreational qualities of lands along the Willamette River. In Albany, Goal 15 is implemented through ADC Article 6, which applies to development, changes of use, and intensification of use within the mapped Willamette River Greenway District.

Portions of the subject properties are located within the Willamette River Greenway District, including all of the Tax Lot 5600 area zoned Open Space, a portion of Tax Lot 5600 currently zoned Residential Medium Density (RM), and all of Tax Lot 6600. These areas will remain within the Greenway District following approval of the proposed amendments. The amendments do not change the Greenway boundary, remove any property from the Greenway District, or modify the applicability of ADC Article 6.

The Open Space-zoned portion of Tax Lot 5600 is not proposed to be rezoned and will remain subject to applicable Open Space, Greenway, floodplain, riparian corridor, wetland, and other resource protection standards. The RM-zoned portion of Tax Lot 5600 proposed for rezoning is located south of the Open Space-zoned area and is more than 376 feet from the northern property line along the Willamette River, providing separation from the river corridor.

Tax Lot 6600 is identified as a Section 6(f) protected property associated with the Land and Water Conservation Fund program. Although TL 6600 is included in the proposed map amendments for long-term planning consistency, no wastewater treatment facility expansion or physical development is proposed or authorized on TL 6600 through this application. Any future change in use, development, or conversion of Section 6(f) protected land would remain subject to applicable federal and state review requirements.

Goal 15 does not prohibit public facility improvements within the Willamette River Greenway. However, future development must be reviewed for compatibility with Greenway resources and must comply with ADC Article 6.

The current application is limited to Comprehensive Plan Map and Zone Map amendments. No building construction, grading, vegetation removal, utility expansion, riverbank alteration, or other physical development is proposed. Therefore, the proposed amendments comply with Goal 15 because they do not authorize development within the Greenway, do not reduce applicable Greenway protections, preserve the Open Space-zoned area, recognize the continued applicability of Section 6(f) protections to TL 6600, and maintain the City's ability to require full Greenway review for any future development.

CONSISTENCY WITH RELEVANT ADOPTED AREA PLANS

The subject properties are within the Urban Growth Boundary but are not located within any adopted neighborhood refinement plan, special planning district, or subarea plan establishing a distinct land use framework.

The properties are contiguous to and functionally integrated with the existing Wastewater Treatment Plant. Redesignation to Public and Semi-Public reflects the established public facility context of the site.

Accordingly, the proposed amendment is consistent with all relevant adopted area plans and supporting planning documents applicable to the subject properties.

CONCLUSION – ADC 2.220(1)

Based on the foregoing analysis, the proposed Comprehensive Plan Map Amendment is consistent with the goals and policies of the Albany Comprehensive Plan, the applicable Statewide Planning Goals, and all relevant adopted area plans and public facility plans. The amendment aligns land use designations with the existing and planned use of the site for essential municipal infrastructure, does not adversely affect the City's housing or employment land supply, and supports the orderly and efficient provision of public facilities and services.

Accordingly, the approval criterion of ADC 2.220(1) is satisfied.

CRITERION (2): A LEGISLATIVE AMENDMENT IS NEEDED TO MEET CHANGING CONDITIONS OR NEW LAWS.

FINDINGS

The proposed Comprehensive Plan Map Amendment and Zone Map Amendment are necessary to respond to evolving infrastructure demands, regulatory requirements, and long-range municipal service obligations affecting the City of Albany's Wastewater Treatment Plant.

CHANGING POPULATION AND SERVICE DEMANDS

Albany's Comprehensive Plan anticipates continued population and employment growth within the Urban Growth Boundary. As population and economic activity increase, wastewater flows and biosolids production correspondingly increase.

The Wastewater Treatment Plant must maintain sufficient treatment capacity to:

- Serve existing development;

- Accommodate projected growth; and
- Maintain compliance with applicable environmental discharge standards.

Facility expansion and modernization are necessary to ensure long-term operational reliability and system capacity. The subject properties are contiguous to the existing facility and provide the most logical and efficient location for expansion of treatment and biosolids processing functions.

The current Residential Comprehensive Plan designations do not reflect the operational and spatial requirements of the facility under these changing service demands. Redesignation to Public and Semi-Public is necessary to accommodate anticipated infrastructure expansion.

IMPLEMENTATION THROUGH ZONING

The proposed Zone Map Amendment is necessary to implement the Comprehensive Plan Map Amendment and ensure that the subject properties are regulated under zoning districts consistent with their planned public facility use.

The existing zoning designations do not adequately accommodate wastewater treatment and biosolids processing facilities or the associated operational characteristics of such uses. Application of Heavy Industrial (HI) and Light Industrial (LI) zoning districts ensures that future development is subject to appropriate siting, performance, and compatibility standards consistent with the scale and function of the facility.

The Zone Map Amendment also eliminates inconsistencies between the Comprehensive Plan Map and Zoning Map, ensuring that land use designations and development regulations are aligned.

REGULATORY COMPLIANCE REQUIREMENTS

Wastewater treatment facilities operate under state and federal environmental regulations, including discharge permit requirements and biosolids management standards administered by the Oregon Department of Environmental Quality (DEQ) and the U.S. Environmental Protection Agency (EPA).

Compliance with these regulatory standards requires:

- Adequate treatment capacity,
- Proper biosolids handling and storage,
- Facility upgrades as standards evolve, and
- Sufficient land area to accommodate required improvements.

Environmental standards and permit requirements are subject to change over time. Ensuring adequate land area for facility modification and expansion is necessary to maintain compliance and protect public health and water quality.

The proposed Comprehensive Plan Map Amendment and Zone Map Amendment provide the land use and regulatory framework necessary to support these ongoing obligations.

ALIGNMENT OF PLAN DESIGNATION WITH LONG-TERM MUNICIPAL USE

The subject properties are City-owned parcels contiguous to an established municipal wastewater treatment facility. Over time, the operational footprint and long-range planning needs of the facility have evolved.

The existing Residential Comprehensive Plan designations are inconsistent with:

- The long-standing public utility context of the site; and
- The City's planned infrastructure expansion necessary to serve future growth.

The amendments respond to these changed conditions by:

- Aligning the Comprehensive Plan Map with the current and planned municipal utility function of the property; and
- Applying zoning districts that allow and appropriately regulate wastewater treatment and biosolids processing facilities.

This alignment promotes internal consistency between the Comprehensive Plan, zoning framework, and public facility planning documents.

CONCLUSION

Continued population growth within the Urban Growth Boundary, evolving state and federal environmental regulations, and the need to expand and modernize essential wastewater infrastructure constitute changed conditions under ADC 2.220(2).

The proposed Comprehensive Plan Map Amendment and Zone Map Amendment are necessary to address these conditions, ensure adequate municipal service capacity, maintain regulatory compliance, and implement consistent land use and zoning designations for the subject properties.

Accordingly, the amendment satisfies Criterion (2) and is consistent with ADC 2.220 and ADC 2.740.

CRITERION (3): THE REQUESTED DESIGNATION FOR A QUASI-JUDICIAL MAP AMENDMENT MEETS ALL OF THE FOLLOWING TESTS:

-
- A) THE REQUESTED DESIGNATION FOR THE SITE HAS BEEN EVALUATED AGAINST RELEVANT COMPREHENSIVE PLAN POLICIES AND ON BALANCE IS MORE SUPPORTIVE OF THE COMPREHENSIVE PLAN AS A WHOLE THAN THE OLD DESIGNATION.

The subject properties are currently designated Residential – Medium Density or Residential – Low Density but are City-owned, undeveloped, and functionally integrated with the existing Wastewater Treatment Plant and adjacent Light and Heavy Industrial zoning.

The proposed designation of Public and Semi-Public has been evaluated against relevant Comprehensive Plan policies, including:

- Goal 5 – Natural Resources, which protects environmentally sensitive areas through overlay regulation;

- Goal 9 – Economic Development, which supports adequate land and infrastructure necessary for economic activity;
- Goal 10 – Housing, which requires adequate residential land supply;
- Goal 11 – Public Facilities and Services, which requires orderly and efficient provision of infrastructure sufficient to serve planned growth; and
- Goal 14 – Urbanization, which supports coordinated land use and infrastructure planning within the Urban Growth Boundary.
- Goal 15 – Willamette River Greenway, which protects, conserves, enhances, and maintains the natural, scenic, historic, agricultural, economic, and recreational qualities of lands along the Willamette River through local Greenway review and resource protection standards.

On balance, the Public and Semi-Public designation is more supportive of the Comprehensive Plan as a whole because it:

- Facilitates expansion and modernization of essential municipal wastewater infrastructure necessary to serve existing and projected development;
- Aligns the Comprehensive Plan Map with the long-established public utility function of the site;
- Promotes coordinated infrastructure and land use planning within the Urban Growth Boundary; and
- Maintains the City’s ability to meet housing needs on other residentially designated lands that are more suitable for long-term residential development.

While the existing residential designation advances housing objectives in a general sense, the specific location, municipal ownership, and functional integration of these parcels within the wastewater treatment facility area limit their relative contribution to residential capacity. The proposed designation more effectively advances the Comprehensive Plan’s integrated objectives related to infrastructure planning, public health, environmental compliance, and orderly urban development.

Accordingly, the requested designation is, on balance, more supportive of the Comprehensive Plan as a whole.

B) THE REQUESTED DESIGNATION IS CONSISTENT WITH ANY RELEVANT AREA PLANS ADOPTED BY THE CITY COUNCIL.

The subject properties are not located within an adopted neighborhood refinement plan, corridor plan, or subarea plan that establishes a land use pattern separate from the Comprehensive Plan Map.

No adopted area plan identifies these parcels as a priority residential or mixed-use development area. The properties are contiguous to an existing municipal utility facility and are planned for long-term public infrastructure purposes.

Accordingly, the proposed designation is consistent with all relevant adopted area plans.

C) THE REQUESTED DESIGNATION IS CONSISTENT WITH THE COMPREHENSIVE PLAN MAP PATTERN.

The Comprehensive Plan Map pattern in the vicinity includes:

- Heavy Industrial and public facilities use to the east;
- The existing Wastewater Treatment Plant on adjacent parcels;
- Residential zones to the south and west; and
- Floodplain and Greenway overlays are associated with the Willamette River.

The proposed amendment consolidates City-owned utility properties under a single Public and Semi-Public designation and residential designations within the established facility area.

The redesignation creates a more coherent and logical land use pattern by:

- Grouping public utility uses together;
- Reducing internal fragmentation of municipal utility lands; and
- Maintaining residential designations in areas better suited for housing development.

Accordingly, the requested designation is consistent with and improves the overall Comprehensive Plan Map pattern by reinforcing the established industrial and public facility land use framework in the surrounding area.

D) THE REQUESTED DESIGNATION IS CONSISTENT WITH THE STATEWIDE PLANNING GOALS.

As demonstrated under Criterion One of the Comprehensive Plan Amendment sections, the proposal is consistent with the applicable Statewide Planning Goals, including:

- Goal 1 – Citizen Involvement, through the Type IV quasi-judicial process;
- Goal 2 – Land Use Planning, through adoption of findings supported by a factual base;
- Goal 5 – Natural Resources, as existing overlay protections remain in effect;
- Goal 9 – Economic Development, as the amendment supports infrastructure necessary for continued economic activity;
- Goal 10 – Housing, because the limited acreage affected does not materially impair residential land supply;
- Goal 11 – Public Facilities and Services, by ensuring adequate wastewater infrastructure capacity to serve planned growth;
- Goal 12 – Transportation, as the amendment does not significantly affect transportation facilities under OAR 660-012-0060; and
- Goal 14 – Urbanization, as the properties are within the Urban Growth Boundary and support orderly urban service provision.

- Goal 15 – Willamette River Greenway, as the proposed amendments do not alter the Greenway boundary, remove applicable Greenway protections, or authorize physical development within the Greenway District will remain subject to ADC Article 6.

No Statewide Planning Goal exception under OAR 660-004 is required.

Accordingly, the proposed designation satisfies all applicable criteria and represents a more appropriate and logical designation for the subject properties given their location, ownership, and long-term municipal function.

ZONE MAP PLAN AMENDMENT CRITERIA (ADC 2.740)

CRITERION (1): THE PROPOSED BASE ZONE IS CONSISTENT WITH THE COMPREHENSIVE PLAN MAP DESIGNATION FOR THE ENTIRE SUBJECT AREA UNLESS A PLAN MAP AMENDMENT HAS ALSO BEEN APPLIED FOR.

FINDINGS

The City has applied concurrently for a Comprehensive Plan Map Amendment redesignating the subject properties from Residential – Medium Density and Residential – Low Density to Public and Semi-Public.

The proposed Zone Map Amendment would change the base zoning from:

- Residential Medium (RM) to Heavy Industrial (HI); and
- R-5 Residential District to Light Industrial (LI)

Under the Albany Development Code, zoning districts must be implemented and be consistent with the Comprehensive Plan Map designation. The proposed Light Industrial (LI) and Heavy Industrial (HI) zoning is consistent with the requested Public and Semi-Public Comprehensive Plan designation for the following reasons:

- The subject properties are contiguous to the existing Wastewater Treatment Plant and Light Industrial (LI) and Heavy Industrial zoning;
- The primary and long-term use of the site is a municipal wastewater treatment facility, which operates at an industrial scale and includes treatment processes, biosolids management, storage, and related utility infrastructure;
- The LI and HI zoning districts provide the regulatory framework necessary to accommodate and appropriately regulate industrial-scale public utility infrastructure and associated operational activities; and
- The concurrent Comprehensive Plan Map Amendment aligns the Plan designation with the proposed zoning, ensuring internal consistency between the Comprehensive Plan and Zoning Map.

The Heavy Industrial district is the most appropriate base zone to regulate the operational characteristics of a regional wastewater treatment facility, while the Light Industrial district provides an appropriate transition and buffering function in areas adjacent to existing or planned non-industrial uses. Together, the LI and HI designations reflect the operational needs of the facility and the surrounding land use context.

Because the Comprehensive Plan Map Amendment is being processed concurrently, and because the proposed LI and HI zoning implements the requested Public and Semi-Public designation in a manner consistent with the established land use pattern in the area, the proposed base zoning is consistent with the Comprehensive Plan Map designation for the subject properties.

Accordingly, Criterion (1) is satisfied.

CRITERION (2): EXISTING OR ANTICIPATED TRANSPORTATION FACILITIES ARE ADEQUATE FOR USES PERMITTED UNDER THE PROPOSED ZONE DESIGNATION.

FINDINGS

The proposed Zone Map Amendment would rezone the subject properties to Light Industrial (LI) and Heavy Industrial (HI) to accommodate expansion and continued operation of the existing Wastewater Treatment Plant.

EXISTING TRANSPORTATION FACILITIES

The site is accessed from established public rights-of-way that currently serve the existing Wastewater Treatment Plant. The facility presently accommodates:

- Operational staff traffic,
- Service and maintenance vehicles; and
- Periodic hauling and delivery vehicles associated with treatment and biosolids operations.

The surrounding roadway network currently supports industrial, public facilities, and residential traffic consistent with the Light Industrial (LI), Heavy Industrial (HI), and residential zoning in the vicinity. No changes to roadway functional classifications are proposed as part of this amendment.

ANTICIPATED TRAFFIC IMPACTS

The amendment facilitates expansion of an existing public wastewater treatment facility rather than introducing a new speculative industrial use. Wastewater treatment facilities generally generate.

- Modest employee trip volumes relative to manufacturing or high-employment industrial uses;
- Limited peak-hour traffic concentrations; and
- Periodic truck trips associated with biosolids transport and operational needs.

The amendment does not authorize high-traffic commercial, retail, or intensive employment or industrial uses that would generate peak-hour traffic patterns inconsistent with the area's industrial and public facility context.

Future site development associated with facility expansion will be subject to Site Plan Review and Transportation System Plan (TSP) consistency analysis at the time of development.

TRANSPORTATION PLANNING RULE COMPLIANCE

Under the Transportation Planning Rule (TPR), a plan or zone amendment must not significantly affect a transportation facility unless mitigation measures or a TSP amendment is adopted.

A “significant effect” occurs only if the amendment would:

- Change the functional classification of a roadway;
- Modify standards implementing roadway classification; or
- Allow land uses that would generate traffic levels inconsistent with the Transportation System Plan.

The proposed amendment:

- Does not change roadway classifications;
- Does not modify adopted transportation performance standards; and
- Does not authorize uses that would exceed traffic levels reasonably anticipated for public facilities and industrial areas in the City’s TSP.

As demonstrated in the TPR analysis prepared for this application, the proposed amendment will not result in a significant effect on transportation facilities. If future development proposals identify transportation impacts requiring mitigation, such improvements will be addressed through applicable development review processes in compliance with City standards and the TPR.

CONCLUSION

The existing transportation network is adequate to accommodate the Light Industrial and Heavy Industrial zoning designation and planned expansion of the Wastewater Treatment Plant. The amendment does not significantly affect transportation facilities under OAR 660-012-0060.

Accordingly, Criterion (2) is satisfied.

CRITERION (3): EXISTING OR ANTICIPATED SERVICES (WATER, SANITARY SEWERS, STORM SEWERS, SCHOOLS, POLICE AND FIRE PROTECTION) CAN ACCOMMODATE POTENTIAL DEVELOPMENT IN THE SUBJECT AREA WITHOUT ADVERSE IMPACT ON THE AFFECTED SERVICE AREA.

FINDINGS

The proposed Zone Map Amendment would rezone City-owned properties to Light Industrial (LI) and Heavy Industrial (HI) to accommodate continued operation and planned expansion of the existing Wastewater Treatment Plant. The site is located within Albany city limits and the Urban Growth Boundary and is already served by urban services.

SANITARY SEWER

The subject property is contiguous to and functionally integrated with the City’s existing Wastewater Treatment Plant. The proposed expansion is intended to increase treatment and biosolids processing capacity to serve existing and projected wastewater flows within the Urban Growth Boundary.

Because the amendment facilitates expansion of treatment capacity rather than generating new sanitary sewer demand beyond planned growth projections, it will not adversely impact the sanitary sewer service area. Instead,

the project enhances system capacity, operational reliability, and regulatory compliance for the benefit of the broader community.

WATER SERVICE

Municipal water service is available within adjacent public rights-of-way and currently serves the existing facility, including domestic use and fire suppression systems.

Any additional water demand associated with facility expansion will be evaluated through site-specific engineering review and must comply with the City's Public Works Design Standards. Any required infrastructure upgrades or extensions will be constructed concurrent with development and at the time of Site Plan Review.

Accordingly, water service is available and can accommodate the proposed zoning without adverse impact to the surrounding service area.

STORM DRAINAGE

The site is partially constrained by floodplain and environmental overlay districts. Future development will be required to comply with all applicable stormwater management standards, including detention, water quality treatment, and floodplain development regulations.

Any new impervious surface or site modification will be subject to engineering review to ensure that post-development runoff does not adversely affect adjacent properties or public drainage systems.

Compliance with adopted stormwater and floodplain regulations ensures that anticipated development under the Heavy Industrial designation will not adversely impact the surrounding drainage system.

POLICE AND FIRE PROTECTION

The site is located within the City's established police and fire service areas. Emergency access is currently provided to the existing Wastewater Treatment Plant.

Expansion of a municipal utility facility is not anticipated to generate significant increases in demand for police or fire services relative to typical industrial or commercial development. All future structures will be required to comply with the Oregon Fire Code, including provisions for fire access, hydrant spacing, and fire flow.

Police and fire services are adequate to serve the proposed zoning and anticipated facility expansion.

SCHOOLS

The proposed Heavy Industrial zoning and Public and Semi-Public Comprehensive Plan designation do not permit residential development. As a municipal utility expansion, the project will not generate additional school-aged population.

Therefore, the amendment will not adversely affect school district capacity.

CONCLUSION

Existing and anticipated urban services including water, sanitary sewer, storm drainage, police, fire, and schools are available or can be extended in accordance with City standards to accommodate development permitted under the proposed Light Industrial and Heavy Industrial zoning.

The amendment will not adversely impact the affected service areas and, in the case of sanitary sewer, will enhance long-term system capacity.

Criterion (3) is therefore satisfied.

CRITERION (4): THE INTENT AND PURPOSE OF THE PROPOSED ZONING DISTRICT BEST SATISFIES THE GOALS AND POLICIES OF THE COMPREHENSIVE PLAN.

FINDINGS

Albany Development Code Section 4.020(8)–(9) establishes that the Light Industrial (LI) district is intended to accommodate a range of industrial and employment uses with limited off-site impacts and to serve as a transition or buffer to less intensive uses, while the Heavy Industrial (HI) district is intended to accommodate industrial uses characterized by higher levels of operational activity, outdoor storage, and service-related traffic, and to provide an appropriate regulatory framework for such uses.

Application of the HI zoning district to portions of the subject properties that are functionally integrated with the wastewater treatment facility is consistent with these purposes, as the facility operates at an industrial scale and includes treatment processes, biosolids management, storage, and related infrastructure.

Application of the LI zoning district along the interface with adjacent privately owned R-5 residentially zoned properties provides an appropriate transition and buffering function, consistent with the intent of the LI district to reduce potential conflicts between intensive industrial activities and nearby residential uses.

The LI designation applied to TL 6600 also maintains long-term zoning consistency and development flexibility for adjacent municipal utility lands while recognizing that TL 6600 remains subject to Section 6(f) protections associated with the Land and Water Conservation Fund program.

To the west, the adjacent RM-zoned property is developed as a publicly used City park. This existing public use further supports the proposed zoning pattern, as the park use is compatible with the surrounding public facility and industrial context and does not introduce sensitive residential density at that interface.

Together, the LI and HI zoning designations implement the requested Public and Semi-Public Comprehensive Plan designation and are consistent with and supportive of applicable Comprehensive Plan goals and policies, including those related to economic development, public facilities and services, environmental protection, and orderly urban development.

GOAL 11 – PUBLIC FACILITIES AND SERVICES (CHAPTER 6)

The Comprehensive Plan includes policies requiring the City to:

- Provide public facilities in an orderly and efficient manner;
- Ensure infrastructure capacity is sufficient to serve planned development; and

- Coordinate land use decisions with adopted facility planning.

The Wastewater Treatment Plant is essential infrastructure necessary to serve residential, commercial, and industrial growth within the Urban Growth Boundary. Application of the Light Industrial (LI) and Heavy Industrial (HI) districts provides the regulatory framework necessary to accommodate expansion and modernization of wastewater treatment and biosolids processing facilities consistent with long-range infrastructure planning.

Residential zoning would not provide a zoning framework aligned with the operational scale, intensity, and long-term expansion needs of the wastewater treatment facility. In contrast, the LI and HI directly implements Goal 11 policies by ensuring appropriate land use regulation for essential municipal infrastructure.

GOAL 14 – URBANIZATION (CHAPTER 8)

Urbanization policies emphasize:

- Logical and orderly development patterns;
- Efficient use and extension of public services; and
- Coordination of land use designations with infrastructure capacity.

The subject properties are contiguous to existing Light Industrial (LI) and Heavy Industrial (HI) zoning, as well as the operating wastewater treatment facility. Application of both the LI and HI zoning districts:

- Eliminates split zoning within the established facility area;
- Consolidates industrial-scale public facility lands under a consistent and complementary regulatory framework;
- Reduces internal land use fragmentation; and
- Aligns zoning with the operational function and intensity of different portions of the site, including providing an appropriate transition to adjacent residentially zoned properties.

The HI designation is applied to areas most closely associated with the core operations of the wastewater treatment facility, while the LI designation provides a transition and buffering function at the edges of the site.

Together, these zoning designations promote a coherent and orderly land use pattern within the Urban Growth Boundary, consistent with Goal 14 policies. policies.

GOAL 2 – LAND USE PLANNING (CHAPTER 9)

The Comprehensive Plan requires that land use decisions:

- Utilize all relevant criteria; and
- Consider the long-range interests of the community.

Aligning zoning with the operational reality of the site advances long-term public interests by:

- Supporting continued environmental regulatory compliance;
- Protecting public health and water quality;

- Ensuring adequate infrastructure capacity to serve future housing and economic growth; and
- Providing regulatory clarity and internal consistency between the Comprehensive Plan and Zoning Map.

Application of the Light Industrial (LI) and Heavy Industrial (HI) districts reflect coordinated, long-range planning consistent with Goal 2, including appropriate differentiation between core facility operations and transitional areas adjacent to less intensive uses.

GOAL 5 – NATURAL RESOURCES (CHAPTER 1)

Goal 5 policies require protection of significant natural resource areas and continued application of overlay regulations.

The proposed zoning amendment does not remove or modify Floodplain, Riparian Corridor, Significant Wetland, or Willamette River Greenway overlay protections. Future development under the LI and HI designations will remain subject to all adopted environmental standards and overlay regulations.

Accordingly, the amendment remains consistent with Goal 5 policies.

OVERALL, POLICY BALANCE

When evaluated against the Comprehensive Plan as a whole, application of the Light Industrial (LI) and Heavy Industrial (HI) districts best implement:

- Infrastructure and public facility planning policies (Goal 11);
- Orderly urbanization policies (Goal 14), and
- Long-term land use planning principles (Goal 2);

while not materially undermining housing policies under Goal 10 due to:

- The limited acreage affected;
- The municipal ownership and functional integration of the parcels with an existing utility facility; and
- The continued availability of residentially designated lands elsewhere within the Urban Growth Boundary.

CONCLUSION

The Light Industrial (LI) and Heavy Industrial (HI) zoning districts together provide the most appropriate regulatory framework for the operational characteristics and long-term expansion needs of the Wastewater Treatment Plant. The HI district accommodates the intensity of core facility operations, while the LI district provides an appropriate transition and buffering function adjacent to less intensive uses.

Together, these zoning designations best implement the goals and policies of the Albany Comprehensive Plan.

Accordingly, Criterion (4) is satisfied.

CRITERION (5): THE LAND USE AND TRANSPORTATION PATTERN RECOMMENDED IN ANY APPLICABLE CITY-CONTRACTED OR FUNDED LAND USE OR TRANSPORTATION PLAN OR STUDY HAS BEEN

FOLLOWED, UNLESS THE APPLICANT DEMONSTRATES GOOD CAUSE FOR THE DEPARTURE FROM THE PLAN OR STUDY.

FINDINGS

The subject properties are located within the Albany Urban Growth Boundary and are not within the boundaries of a city-adopted neighborhood refinement plan, corridor study, or subarea land use plan that establishes a land use pattern separate from the Comprehensive Plan Map. or subarea land use plan that establishes a land use pattern separate from the Comprehensive Plan Map.

No City-contracted or funded land use study identifies the subject properties as:

- A designated residential growth focus area;
- A mixed-use center;
- A neighborhood refinement district; or
- A special planning area with land use recommendations inconsistent with continued public wastewater treatment facility use.

Likewise, no adopted transportation corridor study, refinement plan, or capital facilities plan prescribes a land use pattern incompatible with the continued operation and planned expansion of the wastewater treatment facility.

The City's adopted Transportation System Plan (TSP) establishes roadway functional classifications and performance standards for the surrounding street network. The proposed Zone Map Amendment:

- Does not alter roadway functional classifications;
- Does not modify transportation performance standards; and
- Does not amend any adopted transportation facility designation; and
- Does not conflict with planned transportation improvements identified in the TSP.

The amendment applies both Light Industrial (LI) and Heavy Industrial (HI) zoning to City-owned public facility properties in a manner consistent with the established industrial and public facility land use pattern in the area. The HI designation is applied to areas most closely associated with core facility operations, while the LI designation provides a transition and buffering function adjacent to nearby residentially zoned properties.

The City has not identified any applicable City-contracted or funded land use or transportation plan or study that establishes a land use pattern for the subject properties that would conflict with the proposed zoning designations.

Accordingly, the proposal may be found consistent with applicable plans, and no departure from an adopted plan or study is required.

CONCLUSION

The proposed Comprehensive Plan and Zone Map Amendments follow and remain consistent with applicable City-adopted and City-funded land use and transportation plans and studies. No departure from an adopted plan is necessary. Accordingly, Criterion (5) is satisfied.

CRITERION (6): THE PROPOSED ZONING MAP AMENDMENT IS CONSISTENT WITH THE ADOPTED FUNCTIONS, CAPACITIES, AND PERFORMANCE STANDARDS IDENTIFIED IN THE CITY OF ALBANY TRANSPORTATION SYSTEM PLAN OR ANY OTHER CITY-CONTRACTED OR FUNDED TRANSPORTATION PLAN OR STUDY. IF THE PROPOSAL IS NOT CONSISTENT WITH CITY PLANS OR STUDIES, THE APPLICANT MUST PROVIDE SUFFICIENT DATA TO DEMONSTRATE GOOD CAUSE FOR THE DEPARTURE FROM THE SPECIFIC PLAN OR STUDY, AS APPROVED BY THE CITY ENGINEER.

FINDINGS

The subject properties are served by an established public street network identified in the City of Albany Transportation System Plan (TSP). The TSP establishes roadway functional classifications, capacity expectations, performance standards, and planned improvements for the surrounding transportation network.

The proposed Zone Map Amendment to Light Industrial (LI) and Heavy Industrial (HI):

- Does not alter any roadway functional classification identified in the TSP;
- Does not amend adopted level-of-service or performance standards;
- Does not eliminate, relocate, or modify any planned transportation facility; and
- Does not conflict with any adopted transportation improvement project.

The amendment facilitates expansion of an existing municipal wastewater treatment facility rather than introducing a new, unrelated heavy industrial use. The operational characteristics of wastewater treatment facilities generally include modest employee trip generation, limited peak-hour concentration, and periodic truck movements associated with biosolids handling and maintenance activities.

TRANSPORTATION PLANNING RULE (OAR 660-012-0060)

Under the Transportation Planning Rule (TPR), a plan or zone amendment must not “significantly affect” a transportation facility unless mitigation measures or a TSP amendment are adopted.

A “significant effect” occurs only if the amendment would:

1. Change the functional classification of a roadway;
2. Change an adopted performance standard implementing a classification system; or
3. Allow types or levels of land use that would result in traffic exceeding the assumptions of the TSP.

As demonstrated in the Transportation Planning Rule (TPR) analysis prepared for this application, the proposed amendment does not trigger any of these thresholds. It does not modify transportation classifications or standards and does not authorize land uses that would exceed the functional expectations for industrial and public facility areas reflected in the TSP, including both Light Industrial (LI) and Heavy Industrial (HI) designations.

If future development proposals associated with facility expansion require traffic analysis, such analysis will occur at the Site Plan Review stage. Any necessary improvements or mitigation measures will be required in accordance with the TSP and the City’s Public Works Design Standards.

Because the amendment remains consistent with the adopted functions, capacities, and performance standards of the TSP, no departure from the Plan is proposed or required. Therefore, no “good cause” justification is necessary.

CONCLUSION

As demonstrated in the TPR analysis, the proposed zoning map amendment is consistent with the adopted functions, capacities, and performance standards of the City of Albany Transportation System Plan and any applicable City-contracted transportation study.

Accordingly, Criterion (6) is satisfied.

OVERALL CONCLUSION

The proposed Comprehensive Plan Map Amendment and Zone Map Amendment have been evaluated against all applicable approval criteria set forth in Albany Development Code Article 2.

The requested redesignation of City-owned properties from Residential to Public and Semi-Public, and the corresponding rezoning to Light Industrial (LI) and Heavy Industrial (HI), are necessary to accommodate continued operation and expansion of the existing Wastewater Treatment Plant and associated biosolids processing facilities. The amendments align the Comprehensive Plan Map and Zoning Map with the established municipal utility function of the site and ensure adequate land area for essential public infrastructure serving the Urban Growth Boundary.

The record demonstrates that:

- The proposed Comprehensive Plan amendment is consistent with the goals and policies of the Albany Comprehensive Plan, including Goals related to Public Facilities (Goal 11), Urbanization (Goal 14), Housing (Goal 10), Natural Resources (Goal 5), and Land Use Planning (Goals 1 and 2);
- The amendment is needed to address changing conditions, including increased wastewater treatment demands, long-range infrastructure planning needs, and evolving regulatory compliance requirements;
- The requested designation is, on balance, more supportive of the Comprehensive Plan as a whole than the existing residential designation;
- The proposed Light Industrial (LI) and Heavy Industrial zoning is consistent with and properly implements the amended Comprehensive Plan Map designation;
- Existing and anticipated transportation facilities and urban services are adequate to accommodate development permitted under the proposed zoning without adverse impacts to the affected service areas;
- As demonstrated in the Transportation Planning Rule (TPR) analysis, the proposal is consistent with the City of Albany Transportation System Plan and does not significantly affect transportation facilities under OAR 660-012; and
- The amendments are consistent with all applicable Statewide Planning Goals and do not require a Goal exception.

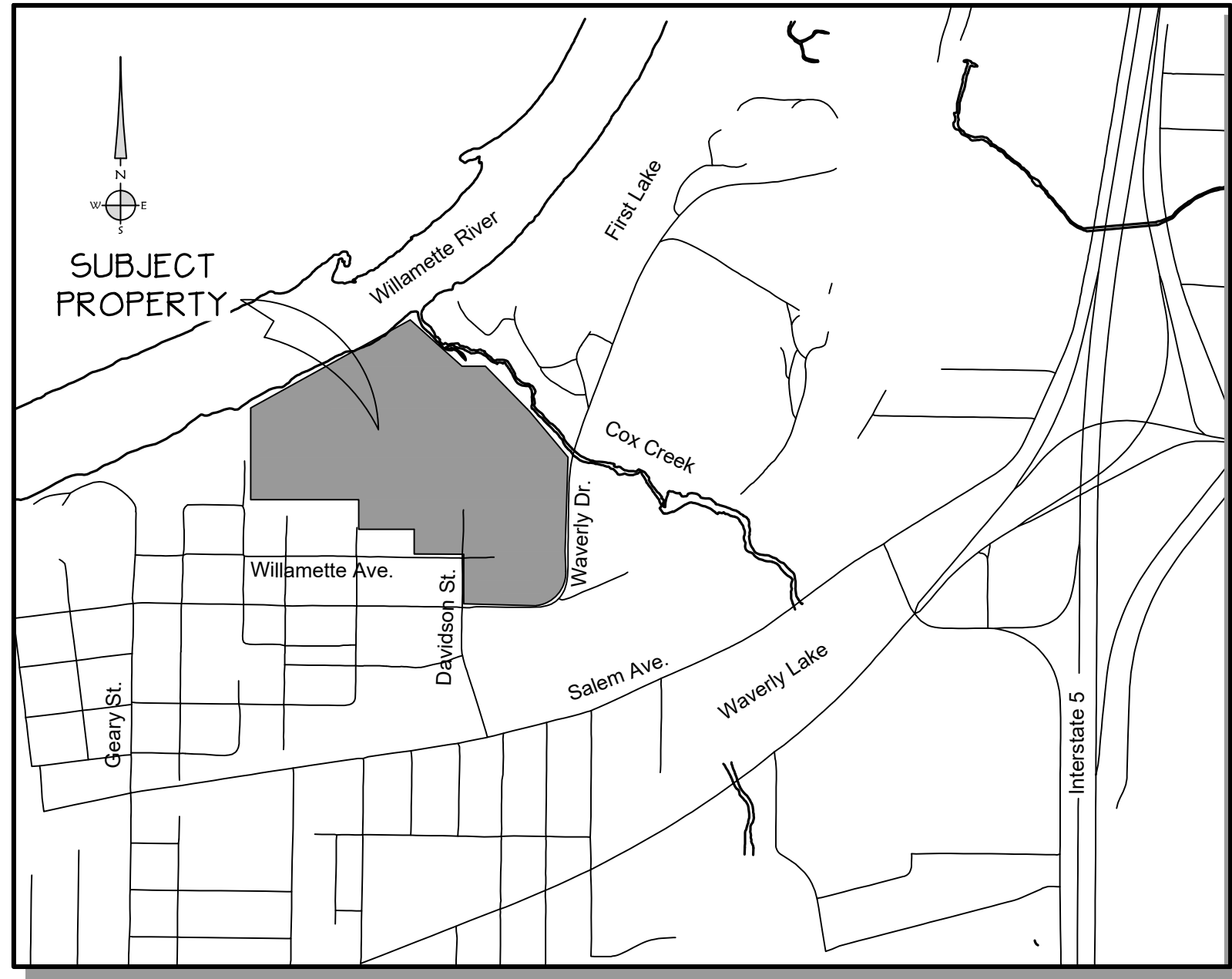
Application of the Light Industrial and Heavy Industrial zoning district provides the appropriate regulatory framework for the operational characteristics and long-term expansion needs of the wastewater treatment facility.

The HI district accommodates core facility operations, while the LI district provides an appropriate transition and buffering function adjacent to nearby residentially zoned properties. Together, the designations create a coherent and internally consistent land use pattern, reduce fragmentation within the facility area, and support the orderly and efficient provision of essential public services necessary to accommodate future residential, commercial, and industrial growth.

Based on the foregoing findings and analysis, the proposed Comprehensive Plan Map Amendment and Zone Map Amendment satisfy all applicable criteria of the Albany Development Code and are appropriate for approval.

EXHIBITS

- Exhibit A – Existing Comprehensive Plan Map Excerpt
- Exhibit B – Proposed Comprehensive Plan Map Excerpt
- Exhibit C – Existing Zoning Map Excerpt
- Exhibit D – Proposed Zoning Map Excerpt
- Exhibit E – TPR Analysis

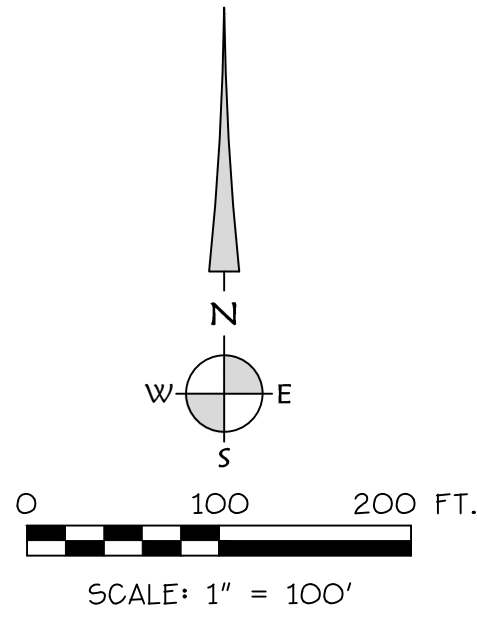


VICINITY MAP
N.T.S.

EXISTING COMPREHENSIVE PLAN EXHIBIT MAP
FOR
KENNEDY / JENKS CONSULTANTS, INC.
A PORTION OF THE CITY OF ALBANY
WASTEWATER TREATMENT PLANT

LOCATED IN
IN THE NE 1/4 AND NW 1/4 AND SE 1/4 AND SW 1/4
SEC. 5, T. 11 S., R. 3 W., W.M.
CITY OF ALBANY, LINN COUNTY, OREGON

MARCH 5, 2026

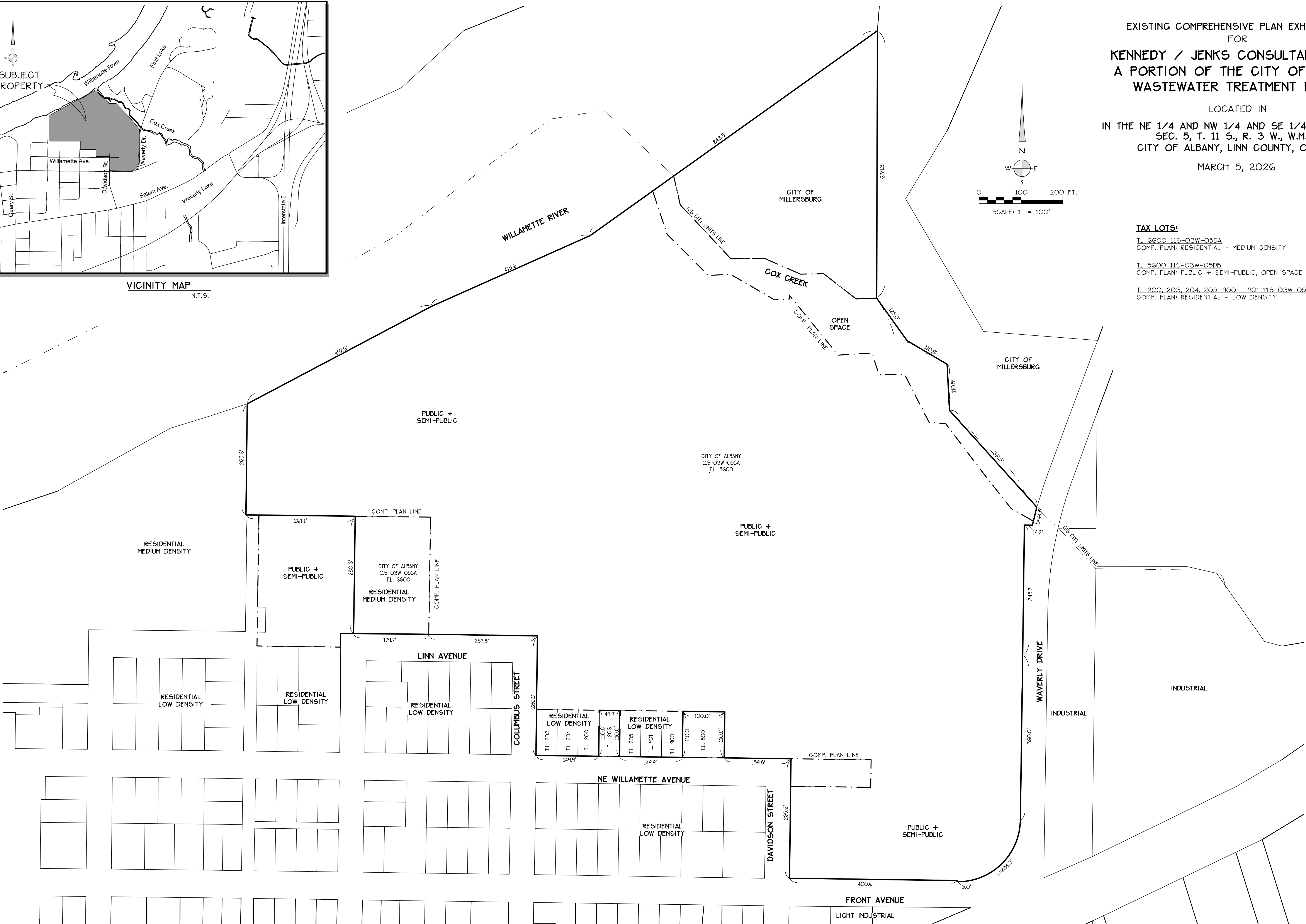


TAX LOTS:

TL 6600 115-03W-05CA
COMP. PLAN: RESIDENTIAL - MEDIUM DENSITY

TL 5600 115-03W-05DB
COMP. PLAN: PUBLIC + SEMI-PUBLIC, OPEN SPACE

TL 200, 203, 204, 205, 900 + 901 115-03W-05DB
COMP. PLAN: RESIDENTIAL - LOW DENSITY





VICINITY MAP
N.T.S.

PROPOSED COMPREHENSIVE PLAN EXHIBIT MAP
FOR
KENNEDY / JENKS CONSULTANTS, INC.
A PORTION OF THE CITY OF ALBANY
WASTEWATER TREATMENT PLANT

LOCATED IN
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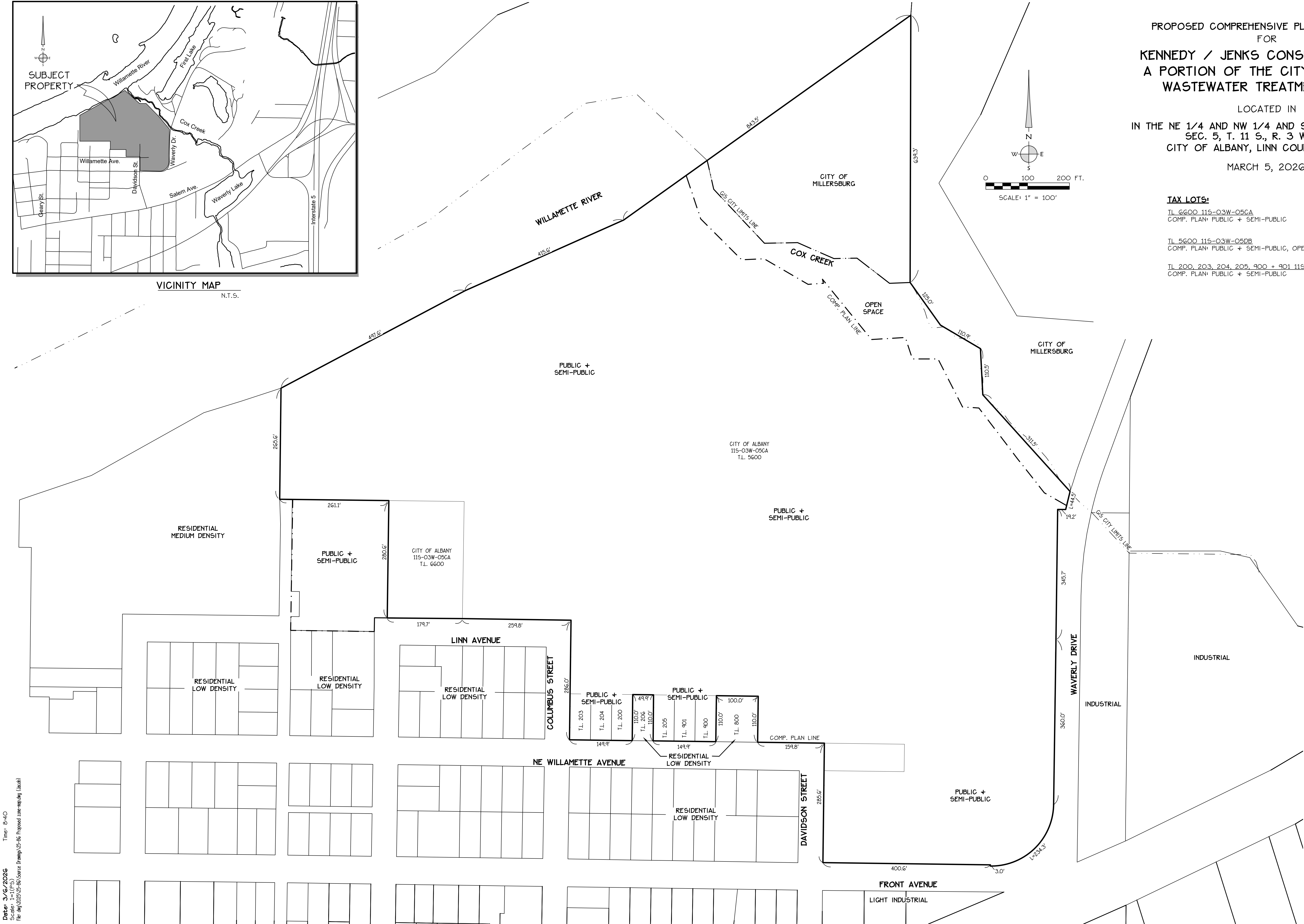
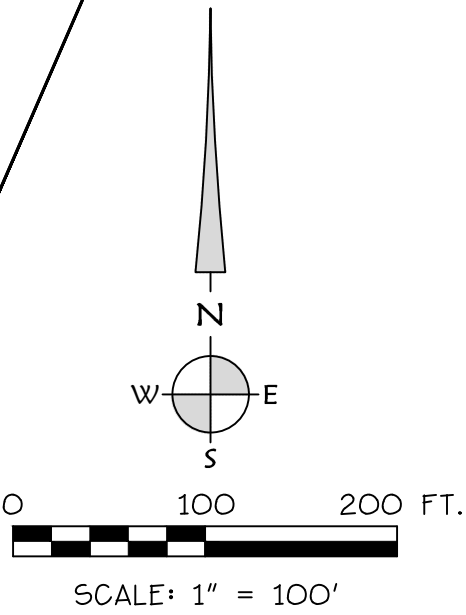
MARCH 5, 2026

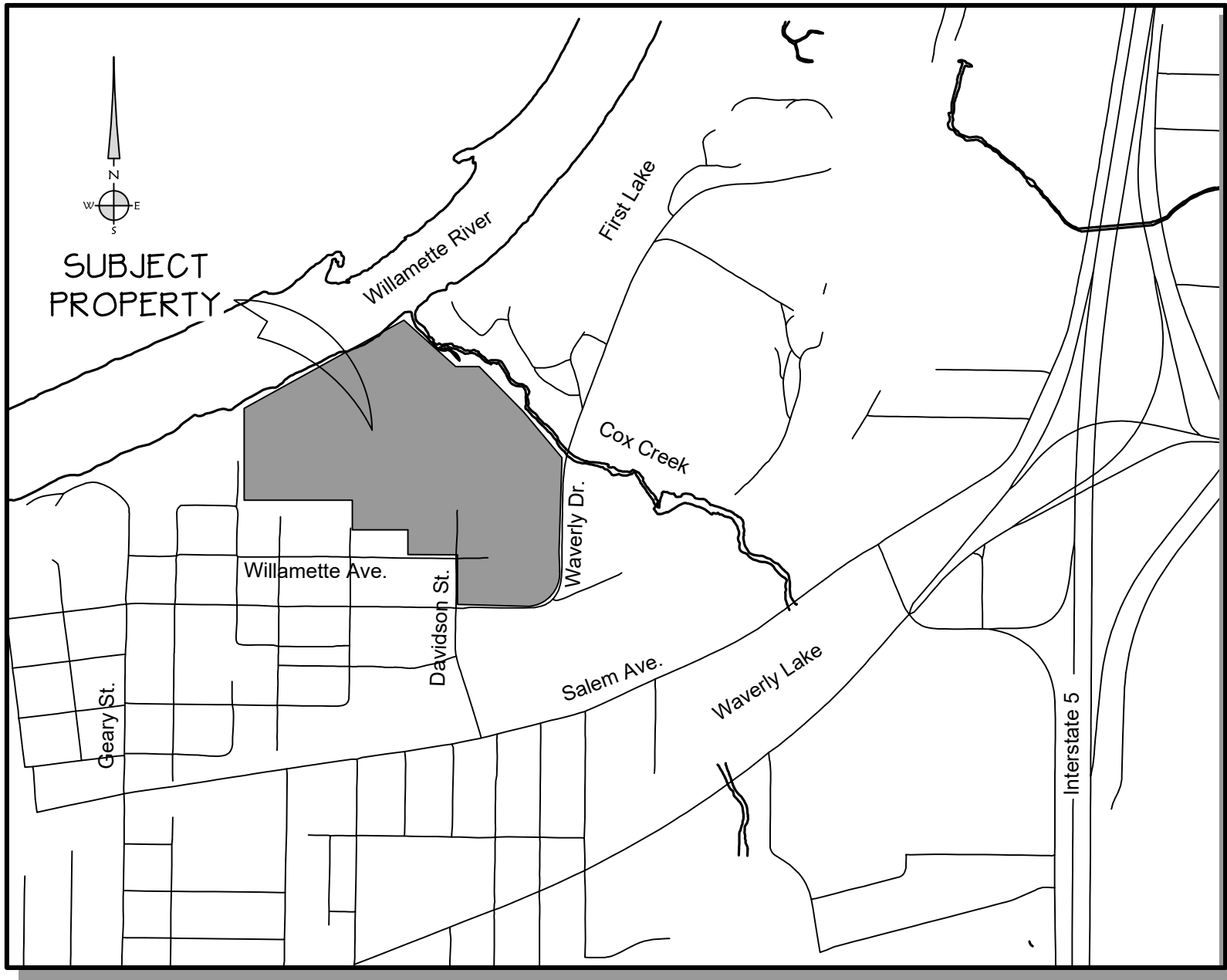
TAX LOTS:

TL 6600 11S-03W-05CA
COMP. PLAN: PUBLIC + SEMI-PUBLIC

TL 5600 11S-03W-05DB
COMP. PLAN: PUBLIC + SEMI-PUBLIC, OPEN SPACE

TL 200, 203, 204, 205, 900 + 901 11S-03W-05DB
COMP. PLAN: PUBLIC + SEMI-PUBLIC



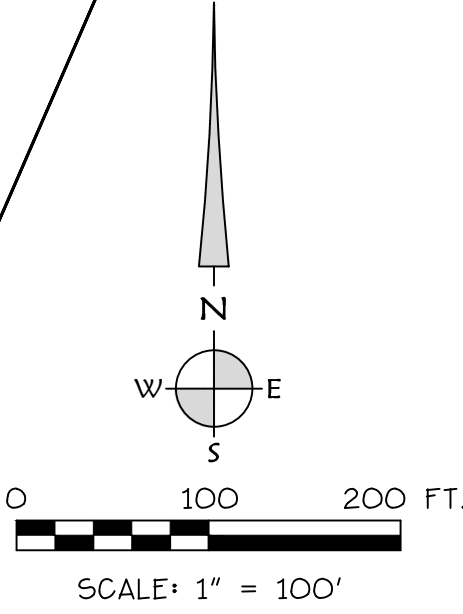


VICINITY MAP
N.T.S.

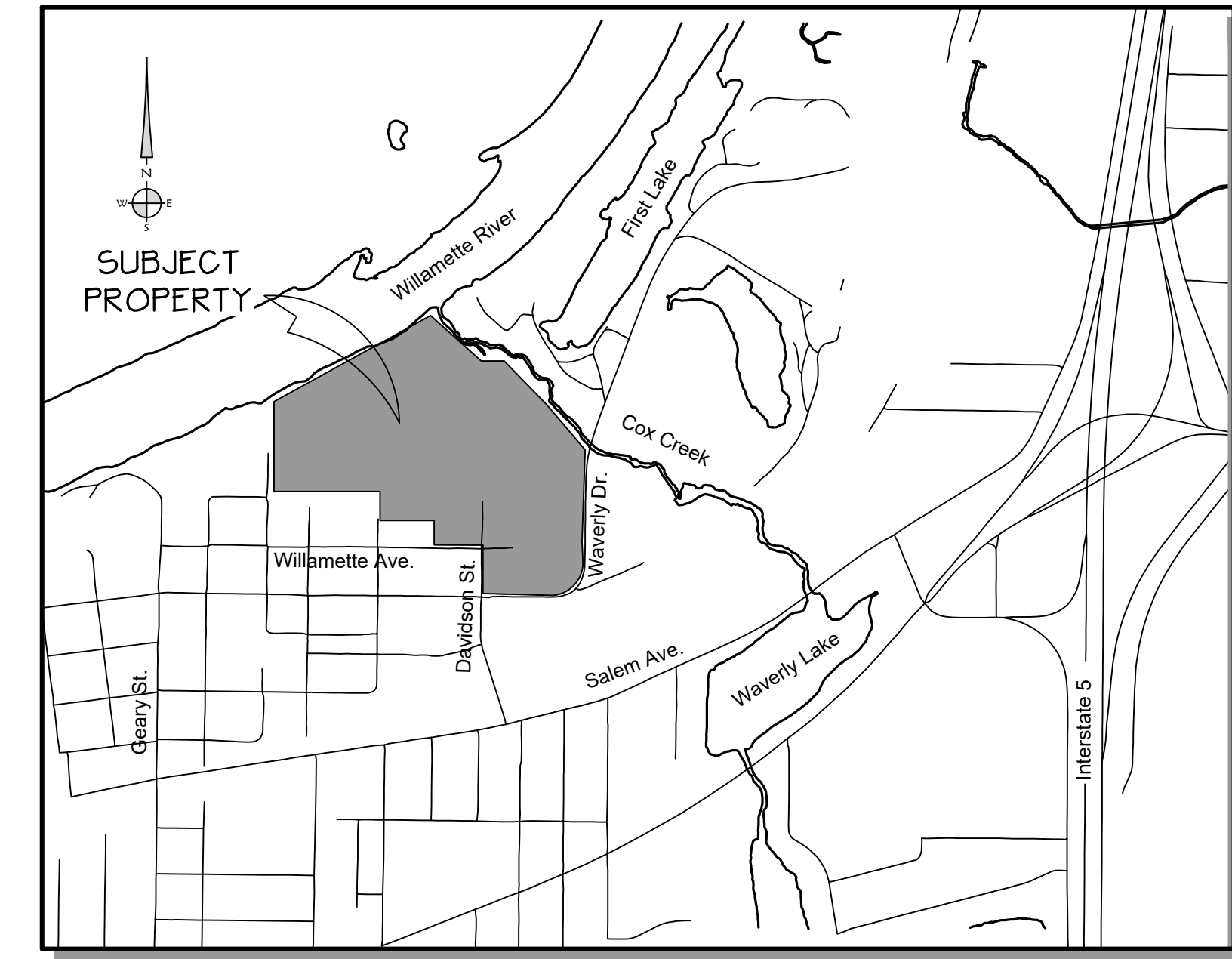
EXISTING ZONING EXHIBIT MAP
FOR
KENNEDY / JENKS CONSULTANTS, INC.
A PORTION OF THE CITY OF ALBANY
WASTEWATER TREATMENT PLANT

LOCATED IN
IN THE NE 1/4 AND NW 1/4 AND SE 1/4 AND SW 1/4
SEC. 5, T. 11 S., R. 3 W., W.M.
CITY OF ALBANY, LINN COUNTY, OREGON

MARCH 5, 2026



TAX LOTS:
TL 6600 115-03W-05CA
ZONE MAP: RM - RESIDENTIAL MEDIUM DENSITY
TL 5600 115-03W-05DB
ZONE MAP: RM - RESIDENTIAL MEDIUM DENSITY, OS - OPEN SPACE
HI - HEAVY INDUSTRIAL, LI - LIGHT INDUSTRIAL
TL 200, 203, 204, 205, 900 + 901 115-03W-05DB
ZONE MAP: R-5 - RESIDENTIAL DISTRICT



VICINITY MAP
N.T.S.

PROPOSED ZONING EXHIBIT MAP
FOR
KENNEDY / JENKS CONSULTANTS, INC.
A PORTION OF THE CITY OF ALBANY
WASTEWATER TREATMENT PLANT

LOCATED IN
IN THE NE 1/4 AND NW 1/4 AND SE 1/4 AND SW 1/4
SEC. 5, T. 11 S., R. 3 W., W.M.
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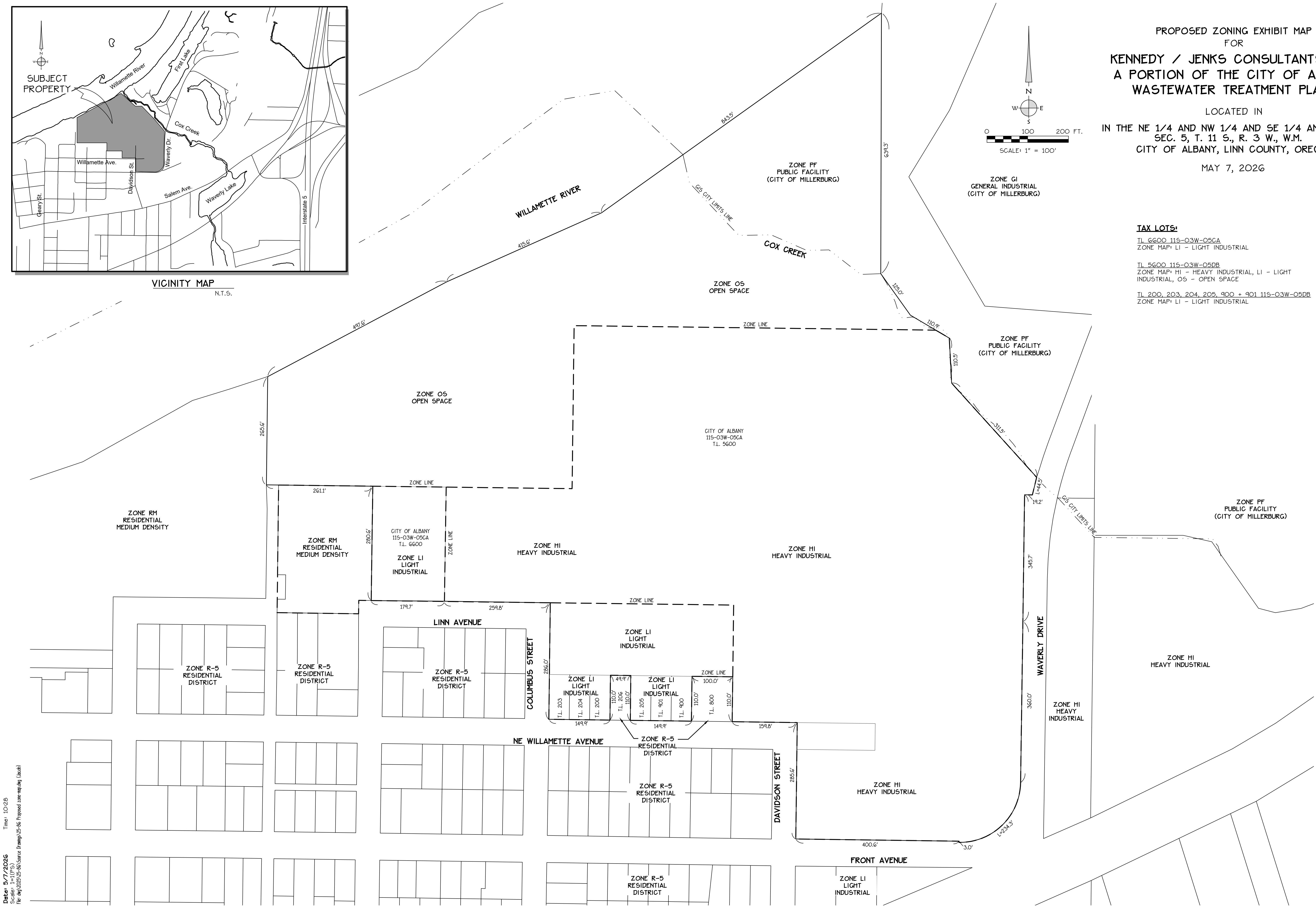
MAY 7, 2026

TAX LOTS:

TL 6600 11S-03W-05CA
ZONE MAP: LI - LIGHT INDUSTRIAL

TL 5600 11S-03W-05DB
ZONE MAP: HI - HEAVY INDUSTRIAL, LI - LIGHT
INDUSTRIAL, OS - OPEN SPACE

TL 200, 203, 204, 205, 900 + 901 11S-03W-05DB
ZONE MAP: LI - LIGHT INDUSTRIAL



Date: 5/7/2026
Scale: 1" = 100'
File: May2026\25-46\Source Drawings\25-46_Proposed_Zone-Mapping_(Jacob)

Time: 10:28

March 20, 2026
#01828

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laura@pathfinderlanduse.com
503-501-7197

**re: TPR ASSESSMENT FOR PROPOSED COMPREHENSIVE PLAN MAP AMENDMENT AND
ZONING MAP AMENDMENT – ALBANY, OR**

INTRODUCTION – PROJECT DESCRIPTION AND METHODOLOGY

As requested, we have prepared this Transportation Planning Rule TPR assessment for a proposed Comprehensive Plan Map Amendment and Zoning Map Amendment. While the purpose of the change is to allow for a future composting facility, no building or use permits are sought concurrently with the application. As such, this report follows the standard guidelines for conducting a Transportation Planning Rule (TPR) assessment for a Comprehensive Plan Map Amendment and Zoning Map Amendment: this report establishes the impact of a reasonable worst-case trip-generation scenario for the existing zone designation compared to the proposed zone designation.

The guiding principles of a TPR assessment include:

1. The study horizon is the TSP horizon year, or at least a 15-year horizon;
2. The impact of the change is determined by a comparison between before-conditions and after-conditions (net change) using a reasonable worst-case scenario, typically using only outright permitted uses. In this assessment;
3. However, the City suggested that some conditional uses might be reasonable. As such, conditional uses were also considered. This does not mean that these uses will avoid going through the more rigorous process for a conditional use permit. All regular permitting processes and reviews will be required for any conditional use. The City suggested this process, believing it is more conservative, as trip generation will be higher if conditional uses are included in the assessment.

In this report, the following abbreviations are used:

HI = Heavy Industrial
LI = Light Industrial
RM = Medium Density Residential
R-5 = Single Family Residential

Methodology

The methodology followed in this report involves these steps:

1. A list of outright permitted uses in each zone of potentially high generating land uses was developed.
2. A list of conditional uses was added to the list, as per city direction.
3. A reasonable density of potential development was developed for the high generating land use categories.
4. Trips were forecast for each of the above and the highest before and after scenarios were selected to determine the impact of the change.
5. Finally, specific and relevant requirements of the TPR are addressed based on the forecast impact, as found in OAR 660-012-0060.

Proposed Project

The application is a Comprehensive Plan Map Amendment and Zoning Map Amendment which would result in changes to the parcels shown in Exhibit 1.

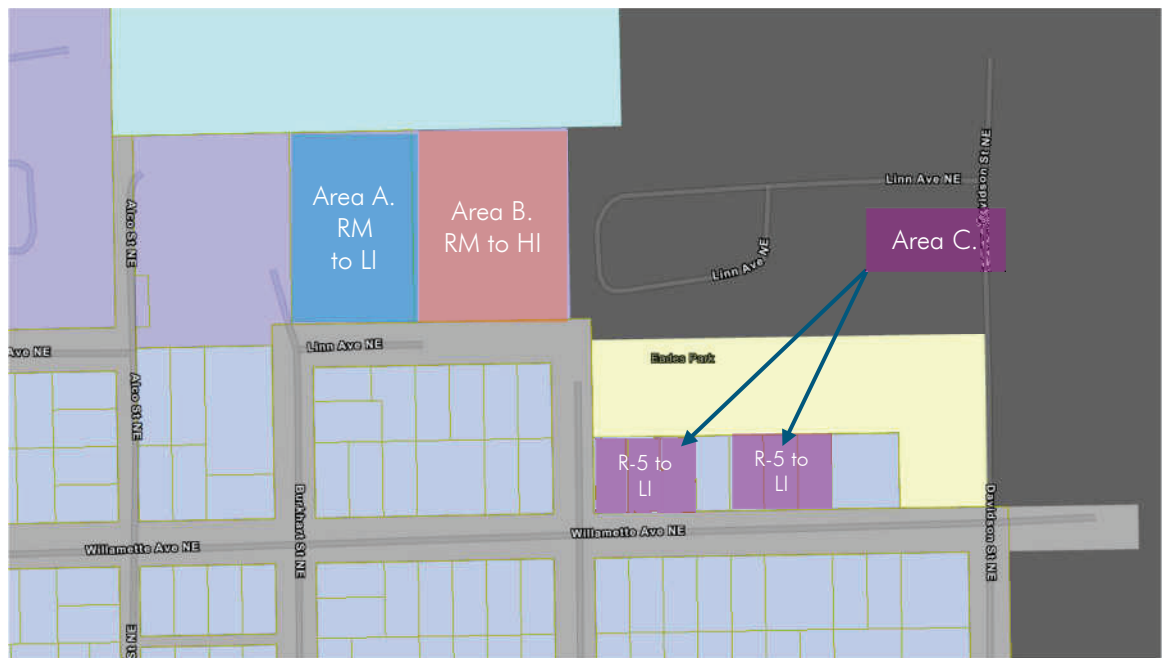


Exhibit 1-- Location of Parcels Subject to Zone Change

Table 1 shows information about each plot: its address, tax lot number, the size of the lot and existing buildings. It was noted that 11S03W05DB05600 is split zoned. This parcel is now mostly in an HI, zone, with portions of the site being in an RM zone and portions in a LI zone. Only the RM-zone portion of Tax Lot 11S03W05DB05600 is to be rezoned to HI.

TABLE 1 – PROPERTY INFORMATION – EXISTING CONDITIONS

Property	Change	Map No & Tax Lot	Acres	Square Feet of Land	Buildings
Existing RM-Zone					
Area A. Linn Ave NE	Rezone RM to LI	11S03W05CA06600	1.15	50,220	None
Area B. 554 Columbus St. RM portion of the lot only	Rezone RM to HI	11S03W05DB05600	1.46	63,600	None
Subtotal Existing RM Zone			2.61	113,820	
Existing R-5 Zone (Area A.)					
2217 Willamette Ave NE	Rezone R-5 to LI	11S03W05DB00200	0.13	5,500	None
2205 Willamette Ave NE	Rezone R-5 to LI	11S03W05DB00203	0.13	5,500	None
2211 Willamette Ave NE	Rezone R-5 to LI	11S03W05DB00204	0.13	5,500	None
2229 Willamette Ave NE	Rezone R-5 to LI	11S03W05DB00205	0.13	5,500	None
2263 Willamette Ave NE	Rezone R-5 to LI	11S03W05DB00901	0.13	5,500	None
2265 Willamette Ave NE	Rezone R-5 to LI	11S03W05DB00900	0.13	5,500	None
Subtotal Existing R-5			0.76	33,000	
TOTAL			3.37	146,820	

Conclusions

With the proposed Comprehensive Plan Map Amendment and Zoning Map Amendment, there would be a reduction in trips generated by the reasonable maximum trip generation scenarios, and as such, no additional action would be required. The TPR requirements, specifically OAR 660-012-0060, relate to Plan and Land Use Regulation Amendments, were reviewed and it was found that the proposed change would not significantly affect the transportation system and as such, the requirements of the TPR would be met.

SURROUNDING USES

The properties in consideration are bordered by open space to the north, which provides a buffer for the Willamette River. To the south of the open space, lands are either HI zone or residential zones.

TRIP GENERATION RATES AND LAND USE CATEGORY SELECTION

The land uses allowed in each zone were paired with appropriate ITE trip generation categories and the ITE trip generation rates were used to identify the land uses with the greatest trip generation potential. This analysis is presented below. The trip forecasts developed in this report are based on the 12th edition of ITE's Trip Generation Manual (ITE 2025) unless otherwise stated.

Corresponding ITE Land Use Categories

For the residential uses, the densest configurations of dwellings will have the highest trip generation. For the R-5 uses, this would be townhouse development. For the RM development, this would be apartments. In addition, daycare facilities in the mix would bring the overall trip generation up. In this report, all three of these uses were considered in developing the reasonable worst case trip generation scenario. The ITE trip generation rates for the residential zones are shown for these categories in Table 2.

TABLE 2 – RESIDENTIAL TRIP GENERATION RATES

ITE Land Use & Code	Ind. Variable (unit of measure)	Trip Ends Rate (trips per unit)		In/Out Split (percent)	
		PM Peak Hour	Daily	PM Peak Hour	Daily
Multifamily Housing Low Rise 220 (Apartments)	DU	0.52	6.21	62/38	50/50
Single Family Attached Housing 215 (Townhouses)	DU	0.51	6.57	57/43	50/50
Daycare Center 565	t.s.f.	10.75	39.30	47/53	50/50

For industrial uses, Table 3 shows the land uses identified in the Albany Development Code (ADC) and the corresponding ITE Land Use Category that was selected. In general, when there was a choice, the highest generating ITE category was selected. The ADC land use categories shown in Table 3 reflect categories with the highest trip generation potential taken from ADC Table 4.050-1, Schedule of Permitted Uses. This includes only uses that are permitted outright (S, special conditions, is considered by LUBA to be outright permitted) for either HI or LI zoning. Staff requested that these conditional uses also be included in the assessment:

- HI Zone – Indoor/Outdoor recreation, and taverns/bars/brewpubs/nightclubs.
- LI Zone – daycare, educational institutes, taverns/nightclubs, and retail sales and service.

Low generating land uses, such as railroad yards, were excluded. Table 3 also shows the ITE Land Use Category that was used to forecast trips for each ADC Use Category. While Table 3 shows ITE land use category 090, Park & Ride with Bus Service as an option, this potential category was dropped from

consideration as the location would not attract park & ride users; it is not a logical location for a park and ride; and it would not integrate well into the bus system. It's not a reasonable land use assumption.

Likewise, Retail Sales and Service was not considered, as special condition 4.060(11)(b)(i) requires that:

"The street system has adequate capacity to accommodate the use through the horizon year of the current Transportation Systems Plan"

This requirement is more stringent than the TPR assessment conducted herein because the current analysis evaluates only the incremental difference between the existing and proposed zoning. In contrast, the code requirement for Retail Sales and Service use calls for an assessment of the full traffic impact of the proposed development looking at the TSP horizon year. Accordingly, if such a use were proposed in the future, the applicable code provisions would require a more rigorous TPR-style assessment at that time. Nothing in this study exempts future development from those requirements.

In addition, this section of the code appears intended to facilitate the reuse of existing buildings for Sales and Service uses. Because there are no existing buildings on the site, there are no structures available for reuse or repurposing.

TABLE 3 – INDUSTRIAL USES FOR HI AND LI WITH CORRESPONDING ITE CATEGORY

ADC Use Category	LI	HI	ITE Use Category
Outright Permitted Uses in Industrial Zones			
A. Contractors and Industrial Services	S-1	S	Specialty Trade Contractor (180)
B. Manufacturing and Production	S/CU	S	Manufacturing (140)
C. Warehousing and Distribution	S	S	High-Cube Parcel Warehouse (156)
D. Recreational Vehicle Park	S	N	Campground/RV Park (416)
E. Vehicle Repair	S	N	Automobile Care Center 942
F. Community Services	S	N	Rates based on a Trip Generation Survey for Linn County Services Building in Albany*
G. Parking	S	S	Park & Ride with Bus Service 090 or Truck and Trailer Parking (035)
Conditional Uses Permitted in Industrial Zones			
H. Indoor/Outdoor Recreation	CU	CU	Drinking Place (975)***
I. Brewpubs, etc.	CU	CU	Brewery Tap Room (971)
J. Day Care	CU	N	Day Care Center (565)
K Educational Institutions	CU	N	Private School (K-8) (530)
L. Retail Sales and Service	CU**	N	Na**

* See attached survey data

** Requires an analysis of traffic looking at TSP horizon, which is in effect a TPR assessment. If such uses were proposed, the impacts would be addressed in the future.

*** Closest ITE rate to Pool hall (selected as has higher trip generation than fitness club)

Moving from the ADC land use categories to ITE categories, Table 4 was prepared which shows the trip generation rates for industrial (HI and LI) zoned lands.

TABLE 4 – TRIP GENERATION RATES FOR INDUSTRIAL USES (LI AND HI)

ITE Land Use & Code	Ind. variable	Trip Ends Rate (trips per unit)		In/Out Split (percent)	
		PM Peak		PM Peak	
		Hour	Daily	Hour	Daily
Specialty Trade Contractor 180	t.s.f.	1.93	9.82	32/68	50/50
Manufacturing 140	Acres	2.65	27.74	22/78	50/50
High-Cube Parcel Warehouse 156	t.s.f.	0.36	4.85	51/49	50/50
Campground/RV Park 416	Acres	0.98	9.80	69/31	50/50
Automobile Care Center 942	t.s.f.	4.90	33.89	46/54	50/50
Community Services*	t.s.f.	1.47	7.83	25/75	50/50
Truck and Trailer Parking 035	Acres	1.88	24.91	47/53	50/50
Drinking Place 975	t.s.f.	6.44	NA	66/34	50/50
Brewery Tap Room 971	t.s.f.	9.83	61.69	59/41	50/50
Daycare Center 565	t.s.f.	10.75	39.30	47/53	50/50
Private School (K-8) 530	t.s.f.	2.68	NA	50/50	50/50

* Trip generation rates are based on surveys of Linn County Services buildings located in Albany, Oregon

Selection of Land Use Categories for Reasonable Worst-Case Scenarios

Table 5 summarizes the highest generating land uses for each scenario:

- For Area A, there would be no meaningful change in trip generation, as the site is restricted in perpetuity to outdoor recreational use.
- For Area B under existing RM Zoning, an apartment complex would result in the highest density of housing, and thus, the most trips of any of the residential uses. Coupling this with a day care center, which has a very high p.m. peak hour trip rate, the result would be the highest overall trip generation with an RM Zone.
- For Area B under the proposed HI zoning, the land use category shown in Table 4 with the highest reasonable trip generation potential would be a large drinking establishment or brewery/tap room use. Although day care centers have higher trip generation rates, such uses are not permitted in the HI zone.
- For Area C under the existing R-5 zone, the highest trip generation potential would be either the densest residential possible (townhouses) or since the overall site is small, it is conceivable that a large day care center be constructed. This is explored in greater detail in the following sections.
- For Area C with the future LI zone, the land use with the highest trip generation in Table 4 would be a day care center.

TABLE 5 – ITE CATEGORIES SELECTED FOR ANALYSIS

Area	Zone	Highest Trip Generation Land Use -- to be Considered in Forecast
A	Existing RM	Restricted to Outdoor Recreational Use
	Proposed LI	Restricted to Outdoor Recreational Use (no change)
B	Existing RM	Mix of Apartments (ITE Code 220) and Day Care (ITE Code 565)
	Proposed HI	A Brewery/Tap Room has significantly higher trip generation than other uses allowed in the HI zone. (ITE Code 971)
C	Existing R-5	Town houses (ITE Code 215) or Day Care (ITE Code 565)
	Proposed LI	A day care center has the highest potential trip generation, and would fit on the smaller lots in Area C (ITE Code 565)

DEVELOPMENT POTENTIAL WITH EXISTING ZONES

The following section presents the development of a land use scenario and trip forecast reflecting the reasonable highest trip generation scenario in the RM Zone and the R-5 Zone.

Area A – Existing RM Zone

Area A, as shown in Exhibit 1, tax map and lot number 11S03W05CA06600, was acquired with the use of funds which require that the land be held for outdoor recreational purposes in perpetuity. Accordingly, this property could not be developed for residential uses, regardless of zone designation. As such, the trip generation would be the same with or without the Comprehensive Plan Map Amendment and Zoning Map Amendment.

Area B – Existing RM Zone

Area B, also shown in Exhibit 1, and in Table 1 as a portion of tax map lot number 11S03W05DB05600, would be rezoned from RM to HI. This 63,600 square foot lot would likely be developed for residential use; however, other high generating land uses, such as daycare, are also allowed and are considered herein.

Of the residential uses, it was determined that the use with the highest trip generation potential would be an apartment complex. As per 3.020(5):

“RM - RESIDENTIAL MEDIUM DENSITY DISTRICT. The RM District is primarily intended for medium-density residential urban development that includes single-dwelling units, townhouses, duplexes, triplexes, fourplexes, cottage clusters, and apartments up to 45 feet tall.”

To develop a reasonable worst-case scenario, four scenarios were considered:

1. Urban Center Development Scenario—A 45-foot structure (4 stories) with 70 percent lot coverage with relatively small units (750 square feet each).

2. Minimal Parking Scenario – A 45-foot structure (4 stories) with coverage reduced to allow for one parking space per unit (surface parking) also with relatively small units (750 square feet each).
3. Under Building Parking Scenario -- A 45-foot structure (3 stories apartments with lower level for parking) with 70 percent lot coverage with relatively small units (750 square feet).
4. Scenario 3 plus Daycare Center -- A 45-foot structure (3 stories apartments with lower level for parking) with 70 percent lot coverage with relatively small units (750 square feet) and a 10,000 square foot day care center.

Table 6 shows the calculation used to develop the number of apartments and number of parking spaces for each RM zone (Area B) scenario.

TABLE 6 – CALCULATIONS FOR POTENTIAL RM SCENARIOS

Item	Scenario 1 Urban Center Style	Scenario 2 Reduced footprint for Suburban Setting	Scenario 3 Under- Building Parking	Scenario 4 - With Day Care
Lot Coverage	0.7	0.34	0.7	0.7
Apartment Stories	4	4	3	3
Lot Size (sq. ft.)	63,600	63,600	63,600	63,600
Building Footprint (sq. ft.)	44,520	21,624	44,520	44,520
Total Building Area (sq. ft.)	178,080	86,496	133,560	133,560
Daycare Center (sq. ft.)	0	0	0	10,000
Remaining for Apartments	178,080	86,496	133,560	123,560
Efficiency Factor	0.80	0.80	0.80	0.80
Net Area for Apartments (sq. ft.)	142,464	69,197	106,848	98,848
Average Apartment Size (sq. ft.)	750	750	750	750
No. of Apartments (rounded down)	189	92	142	131
Remaining Land (sq. ft.)	19,080	41,976	19,080	19,080
Open Space at 15 percent (sq. ft.)	9,540	9,540	9,540	9,540
Land Available for Parking (sq. ft.)	9,540	32,436	54,060	54,060
Space per Parking Space (sq. ft.)	350	350	400	400
No. of Parking Spaces (rounded down)	27	92	135	135
Parking Spaces per Unit	0.14	1.00	0.95	1.03

Discussion

The development potential of the site is constrained by applicable development standards as well as practical site design considerations. Accordingly, multiple development scenarios were evaluated to identify a reasonable worst-case vehicle trip generation scenario for the existing RM zoning. More detailed discussion and conclusions are presented below.

Scenario 1 – At the City’s request, this scenario was evaluated assuming no minimum on-site parking requirement as a limiting factor, with development instead constrained primarily by the 70 percent maximum lot coverage standard. Under this scenario, approximately 189 dwelling units could be constructed in Area B, with space remaining for approximately 27 parking spaces.

While this level of development density may be theoretically achievable, the resulting parking ratio (less than one space for every six units) would be substantially below typical suburban apartment development patterns and below observed parking demand documented in the ITE Parking Generation Manual. As a result, vehicle ownership and corresponding vehicle trip generation would be substantially lower than what would be forecast using standard ITE trip generation rates (with sufficient parking). ITE trip generation rates inherently reflect observed vehicle ownership and parking availability characteristics associated with the sampled developments.

Additionally, development with very low parking ratios would require substantial transit availability and a more urbanized surrounding development pattern than currently exists in the area. Without supporting transit and supporting adjacent built environment, it would be difficult to find a developer willing to build such a facility. For these reasons, Scenario 1 would not be the reasonably worst-case scenario.

Scenario 2 – To achieve ITE levels of trip generation, parking ratios would need to be at least one parking space per unit. One parking space per unit is consistent with the ITE Parking Generation Manual, which shows an average parking rate of 0.93 spaces per unit for one-bedroom apartments and 1.27 spaces per unit for 2+ bedroom apartment buildings. (This is not a parking standard, but a reflection of use. Parking is typically designed to be higher than the average demand. This low level of parking could be problematic and is not recommended in most suburban settings; however, it is a means of identifying a reasonably worst-case scenario.)

Under this scenario, approximately 92 dwelling units and 92 parking spaces could be accommodated on the site. It was determined that this

development pattern would generate more vehicle trips than Scenario 1 because the increased parking supply would support substantially greater vehicle ownership and utilization.

Scenario 3 – This scenario assumed that parking could be provided on the ground level with 3 levels of apartments above. For this scenario, it was found that 142 units could be built with space available for 135 parking spaces. This could be a viable scenario.

Underground parking was not considered as a reasonable alternative, as it becomes very expensive and it is unlikely a high-end apartment or condominium would pencil next to an industrial area near the sewage treatment plant. Parking ratios are approaching 1.0.

Scenario 4 – This scenario is the same scenario as Scenario 3, but with some of the units replaced with a daycare center. This case allowed 131 dwelling units, a 10,000 square foot day care center, and 135 parking spaces. This scenario would have the highest trip generation and was used as the reasonable worst-case scenario.

Trip Generation Forecast Area B (Existing RM)

The trip forecast for the Area B RM zone is based on the ITE trip generation rates shown in Table 2, and the above density assessment (Scenario 4 was selected as the reasonable worst-case scenario) resulting in a forecast of 176 p.m. peak hour trips and 1207 daily trips, as shown in Table 7.

TABLE 7 – TRIP GENERATION FORECAST AREA B (EXISTING RM ZONE)

ITE Land Use	Size (units)	PM Peak Hour Trip Ends			Daily
		In	Out	Total	
Multifamily Housing Low Rise 220	131 DU	42	26	68	814
Daycare Center 565	10 t.s.f.	51	57	108	393
Total		93	83	176	1,207

Area C – Existing R-5 Zone

The following section presents the development of a land use scenario reflecting the reasonable highest trip generation for the R-5 Zone (Area C).

Since the R-5 parcels are owned by a single owner, they could be reasonably reconfigured into two sets of continuous parcels, totaling 16,500 square feet each. This would allow for a greater number of units than compared to keeping the lots as individual 5,500 square-foot lots. As shown in Table 8, the reasonable maximum trip would be to develop 22 townhomes on the R-5 property.

TABLE 8 – MAXIMUM DEVELOPMENT ON R-5 LOTS

Building Type	Minimum Parcel Size (Sq Ft)	Number of Parcels Allowed on 16,500 square feet	No of Parcels Rounded Down	Total Units per 16.5k Assembled Site	Total Number of Units (2x)
Small Duplex	2500	6.6	6	6	12
Triplex	5000	3.3	3	9	18
Fourplex	7000	2.4	2	8	16
Townhouse	1500	11.0	11	11	22

A day care center is also an allowed use in R-5 Zones. Assuming a FAR of 0.25, each of the combined parcels could contain a 4,125 square foot day care center for a total of 8,250 square feet of day care. The maximum square footage of a day care center in an R-5 zone is 60 percent; however, for a day care on a residential lot would reasonably have outdoor space for children to play.

Trip Generation Forecast Area C (Existing R-5)

A forecast for a day care center and for a townhouse development is shown in Table 9. These forecasts are based on the ITE trip generation rates found in Table 2. The selected trip forecast for the R-5 Zone would be 89 p.m. peak hour trips and 324 daily trips, which is the highest of the two forecasts.

TABLE 9 – TRIP GENERATION FORECAST FOR AREA C (EXISTING R-5)

ITE Land Use	Size (units)	PM Peak Hour Trip Ends			
		In	Out	Total	Daily
Single Family Attached Housing	22 DU	6	5	11	145
Daycare Center	8.25 t.s.f.	42	47	89	324

DEVELOPMENT POTENTIAL WITH PROPOSED ZONES

The following section presents a land use scenario and trip forecast reflecting the reasonable highest trip generation scenario in the LI Zone and the HI Zone.

Area A – Proposed LI Zone

The RM zone that will be converted to LI in Area A is reserved for perpetuity for outdoor recreational uses. As such, the future land use permitted will be the same regardless of the zone. No further analysis is needed for the property shown below in Exhibit 2.



Exhibit 2 -- Parcel Reserved for Outdoor Recreation

Area C – Proposed LI Zone

The R-5 zone (which is to be converted to LI, as shown in Exhibit 3) included six lots which could be consolidated into two separate 16,500 square foot parcels. As shown in Table 4, the use with the highest trip generation rate would be for a Day Care Center. Assuming a FAR of 0.25, each of the combined parcels could contain a 4,125 square foot day care center. As shown in Table 10, the resulting forecast was for 89 p.m. peak hour trips and 324 daily trips. This is the same size of daycare facility that was assumed in the existing conditions scenario, which allows for some open space for an outdoor play area.

TABLE 10 –TRIP GENERATION FORECAST FOR AREA C WITH PROPOSED LI ZONE

ITE Land Use	Size (units)	PM Peak Hour Trip Ends			Daily
		In	Out	Total	
Daycare Center 565	8.25 t.s.f.	42	47	89	324



Exhibit 3 -- R-5 to LI Parcels

Area B – Proposed HI Zone

The plot of land being rezoned from RM to HI is shown illustrated in Exhibit 4. As shown in Table 4, the highest generating land use for the HI Zone would be some sort of drinking establishment. Assuming an FAR of 0.25, a 15,900 square foot building could be built on the site. As shown in Table 11, the resulting forecast was for 156 p.m. peak hour trips and 981 daily trips.

TABLE 11 –TRIP GENERATION FORECAST FOR AREA B WITH PROPOSED HI ZONE

ITE Land Use	Size (units)	PM Peak Hour Trip Ends			Daily
		In	Out	Total	
Brewery Tap Room 971	15.9 t.s.f.	92	64	156	981

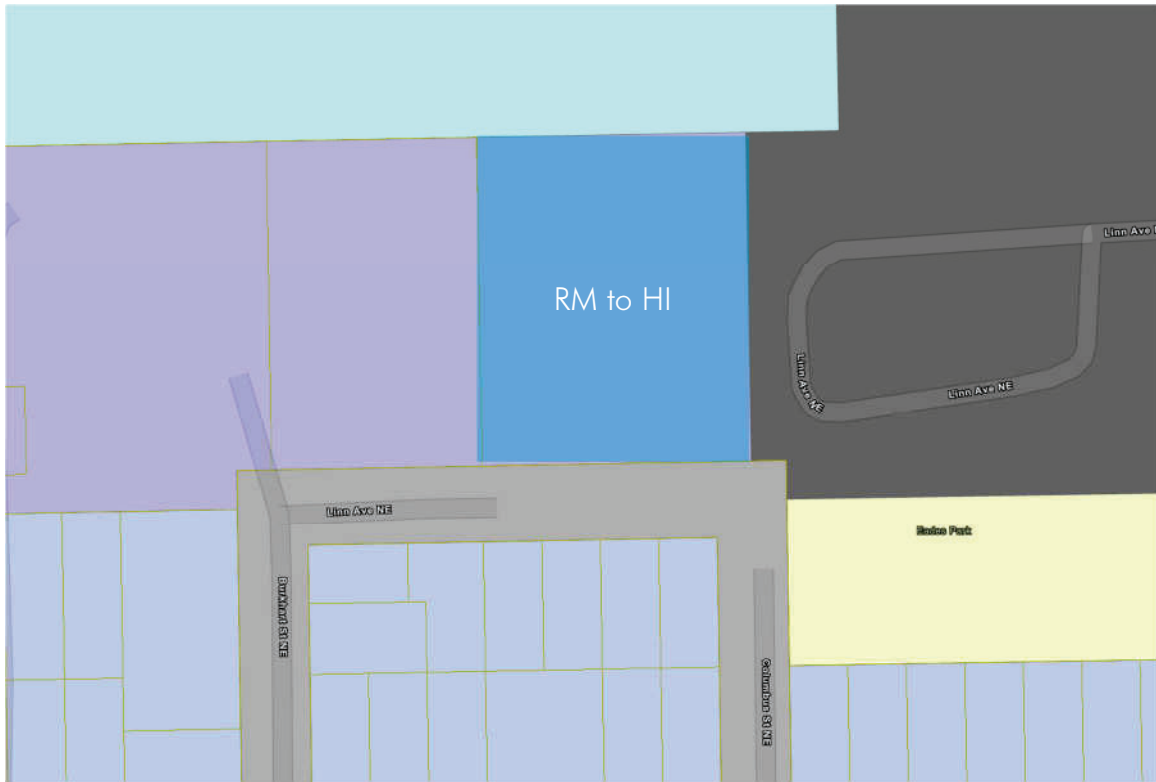


Exhibit 4 - RM to HI Rezone Area

INCREMENTAL TRIP GENERATION CHANGE WITH PROPOSED ZONE CHANGES

The net change in trip generation with the proposed change to the HI Zone would be a net reduction of 20 p.m. peak hour trips and a net reduction of 226 daily trips, as shown in Table 12.

TABLE 12 – NET CHANGE IN TRIP GENERATION

Zone		PM Peak Hour Trip Generation				Daily Trip Generation		
Location	Existing	Proposed	Existing	Proposed	Change	Existing	Proposed	Change
Area A	RM	LI	low	low	no change	low	low	no change
Area B	RM	HI	176	156	-20	1,207	981	-226
Area C	R-5	LI	89	89	0	324	324	0
TOTAL			265	245	-20	1,531	1,305	-226

TRANSPORTATION PLANNING RULE (TPR) ASSESSMENT

The first section of Rule 660-012-0060, Plan and Land Use Regulation Amendments defines the criteria which determine if a land use action would “significantly affect an existing or planned transportation facility.” The text from this section reads:

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) Change standards implementing a functional classification system; or*
- (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

To address these criteria regarding the question of whether the amendment significantly affects a transportation facility, it was noted that:

- a. The proposal does not include any changes to the functional classification of any transportation facility, existing or planned.
- b. The proposed action does not include any changes to the implementation of a functional classification system.
- c. For the capacity-related criteria, the proposed change would result in a potential decrease in trip generation. As such, the change would:
 - i. Not introduce levels of travel that are inconsistent with the functional classification of facilities, existing or planned; and,
 - ii. Not degrade the performance of existing or planned transportation facilities.

For these reasons, it was found that the proposed change would not significantly affect an existing or planned transportation facility and as such, it was determined that the relevant criteria of the TPR would be met.

SUMMARY AND FINDINGS

This Transportation Planning Rule (TPR) assessment evaluates a proposed Comprehensive Plan Map Amendment and Zoning Map Amendment affecting approximately 3.37 acres in Albany, Oregon. The proposal would rezone portions of the subject properties from RM and R-5 residential zoning to a combination of Light Industrial (LI) and Heavy Industrial (HI) zoning. No development permits are proposed concurrently with this application. Accordingly, this assessment evaluates the proposal using a reasonable worst-case trip generation comparison between existing and proposed zoning designations, consistent with OAR 660-012-0060.

The analysis considered the highest reasonable trip-generating land uses permitted under both the existing and proposed zoning designations, including certain conditional uses identified by City staff as appropriate for consideration. Based on this analysis, the proposed zoning changes would result in an overall net reduction in forecast trip generation of approximately 20 p.m. peak hour trips and 226 daily trips under reasonable worst-case development scenarios.

Because the proposal would reduce, rather than increase, potential traffic generation, the amendment would not:

- change the functional classification of any existing or planned transportation facility;
- alter standards implementing the transportation functional classification system;
- introduce travel demand inconsistent with the planned function of transportation facilities; or
- degrade the performance of existing or planned transportation facilities relative to applicable Transportation System Plan (TSP) performance standards.

Accordingly, the proposed Comprehensive Plan Map Amendment and Zoning Map Amendment would not significantly affect an existing or planned transportation facility under OAR 660-012-0060. Based on the analysis presented herein, the proposal complies with the applicable requirements of the Transportation Planning Rule (TPR).

* * * * *

It is trusted that this analysis adequately addresses the City requirements and otherwise meets the transportation-related requirements for the proposed change, including the relevant sections of the Transportation Planning Rule (TPR). Please feel free to call at your convenience if you would like to discuss any elements of this letter-report.

Very truly yours,
FERGUSON & ASSOCIATES, INC.

Scott Ferguson, PE

Attachments:
Trip Generation Study



December 29, 2023
P#01769

Laura LaRoque
Udell Engineering and Land Surveying, LLC.
63 East Ash Street
Lebanon, OR 97355

Office: (541) 451-5125
Direct: (541) 990-8661

re: Trip Generation Letter Linn County Office Buildings – Albany, OR

INTRODUCTION

As requested, we have performed a trip generation survey for an existing office county building complex located at 2730 SE Pacific Boulevard, Albany Oregon. (Tax Map 11S03W05-DD-00602). The purpose of this letter is to provide a trip rate for the existing county office space for use by the City of Albany in accessing Transportation System Development Charges for new county office space.

TRIP GENERATION SURVEY

Surveys were collected on Tuesday, December 19, 2023, at the existing office buildings in Albany. Data was collected in 15-minute increments from 4:00 p.m. until 6:00 p.m.. There are two driveways serving the site. Both driveways were counted. It was observed that some drivers would drive through the lot but would be going to or from Anytime Fitness or the Auto Parts store. Vehicles which did not park in the County's parking lot were not counted as trips to the county office building. No persons were observed walking to and from the county buildings who parked elsewhere.

The results are illustrated in Table 1. The highest one-hour during the peak period was between 4:14 p.m. and 5:15 p.m. when a total of 56 vehicles were observed entering or exiting the facility, resulting in a p.m. peak hour trip rate of 1.47 p.m. peak hour trips per thousand square feet. The total square footage of the two buildings was taken as 38,074 square feet, as per the Linn County Real Property Assessment Report (attached).

TABLE 1 – TRIP SURVEY RESULTS

Time Interval		Inbound Vehicles	Outbound Vehicles	Total Vehicles
Start	End			
4:00 PM	4:15 PM	3	9	12
4:15 PM	4:30 PM	6	10	16
4:30 PM	4:45 PM	4	3	7
4:45 PM	5:00 PM	2	4	6
5:00 PM	5:15 PM	2	25	27
5:15 PM	5:30 PM	0	6	6
5:30 PM	5:45 PM	1	2	3
5:45 PM	6:00 PM	0	7	7
PEAK (4:15-5:15)		14	42	56
Split and Rate		25 %	75%	1.47

SUMMARY AND CONCLUSIONS

The existing county office complex was observed to generate 56 p.m. peak hour trips during the highest one-hour period during the p.m. peak period. This resulted in a trip generation rate of 1.47 p.m. peak hour trips during the p.m. peak hour.

* * * * *

It is trusted that the above analysis adequately addresses the question of trip generation for the proposed project. Please feel free to call at your convenience if you would like to discuss any elements of this letter-report.

Very truly yours,
FERGUSON & ASSOCIATES, INC.

Scott Ferguson, PE
Attachments: County Assessment Report



Linn County
2023 Real Property Assessment Report
 Account 80388

Map 11S03W05-DD-00602
Code - Tax ID 00801 - 80388

Tax Status Non-Assessable
Account Status Active
Subtype NORMAL

Legal Descr Metes & Bounds - See legal report for full description

Mailing LINN COUNTY
 PO BOX 100
 ALBANY OR 97321

Deed Reference # 2014-14248
Sales Date/Price 11-03-2014 / \$0
Appraiser SANDERS, JANNA

Property Class 951 **MA** **SA** **NH**
RMV Class 201 01 01 014

Site	Situs Address	City
	2730 PACIFIC BLVD SE A	ALBANY
	2730 PACIFIC BLVD SE B	ALBANY

Value Summary					
Code Area		RMV	MAV	AV	RMV Exception CPR %
00801	Land	1,301,980		Land	0
	Impr	2,589,930		Impr	0
Code Area Total		3,891,910	0	0	0
Grand Total		3,891,910	0	0	0

Land Breakdown								
Code Area	ID #	RFPD	Ex	Plan Zone	Value Source	Trend %	Size	Land Class Trended RMV
00801	1	☒			Commercial Site	103	2.00 AC	0
	1	☒			Commercial Site	103	5.34 AC	1,301,980
Code Area Total							7.34 AC	1,301,980

Improvement Breakdown								
Code Area	ID #	Year Built	Stat Class	Description	Trend %	Total Sqft	Ex% MS Acct	Trended RMV
00801	101	1967	520	Office -general	121	38,074	100	2,589,930
Code Area Total						38,074		2,589,930

Exemptions / Special Assessments / Notations								
Exemptions (RMV)								
■ ORS 307.090 - County Government								
Notations								
■ COUNTY GOVERNMENT ORS 307.090 ADDED 2018 STATE								

Linn County
2023 Real Property Assessment Report
Account 80388

Comments 2013MX: ACTIVE TO EXEMPT TAX STATUS - ACQUIRED BY LINN CO. 3/1/13 JLS
2014MX: VALUE REVIEW. REMODEL. 10/1/14 JLS
2015mx: Seg'd .12 ac to tl 607 which was cons into 203.
2015mx: Recompute ac to 7.34 per cs 25866. 1/28/15 jls

***** CAP NOTE - Type C *****
Note from JV: .59ac in lake 6.62 acres of usable ground 2/96 kr.
06MX:Plans to remove and rebuild non structural walls n/c to value 1-06kr.

***** CAP NOTE - Type J *****
EV 1966-12: Consolidated with TL 700 2/9/96 kr.

***** CAP NOTE - Type X *****
MAV adjusted to balance accts for consolidation, also new imps.