

ORDINANCE NO. 5801

AN ORDINANCE AMENDING ORDINANCE NO. 4447, WHICH ADOPTED THE CITY OF ALBANY COMPREHENSIVE PLAN AND MAP, AND AMENDING ORDINANCE NO. 4441, WHICH ADOPTED THE CITY OF ALBANY DEVELOPMENT CODE AND ZONING MAP, BY AMENDING THE COMPREHENSIVE PLAN TEXT AND MAP AND THE DEVELOPMENT CODE TEXT AND ZONING MAP RELATING TO THE SOUTH ALBANY AREA PLAN AND ADOPTING FINDINGS AND DECLARING AN EMERGENCY. (FILES CP-04-12, DC-06-12 AND ZC-07-12)

WHEREAS, from time to time it is appropriate to amend the Comprehensive Plan text and map and the Albany Development Code and Zoning Map to plan for future needs or changing conditions; and

WHEREAS, the South Albany area contains the largest remaining undeveloped industrial and residential lands inside the City's Urban Growth Boundary; and

WHEREAS, the City received a Transportation and Growth Management grant from the Oregon Department of Transportation to develop an integrated plan for the South Albany area that refines the vision of past planning efforts for the area to create a vibrant new neighborhood that it is an appealing place for residents and businesses; and

WHEREAS, the proposed South Albany Area Plan (SAAP) is the culmination of a 1.5-year comprehensive planning effort that integrated planning for land uses, transportation, parks and recreation, schools, infrastructure, economic development, natural and cultural resources, and place making; and

WHEREAS, the SAAP planning project included technical analyses of existing and future conditions, buildable land, natural resources, transportation system plans, infrastructure needs and costs, population and employment projections, market analysis, and potential funding sources; and

WHEREAS, public involvement was integrated into the planning process through public events, and a Project Advisory Committee and a Technical Advisory Committee were appointed to build consensus throughout the development of the plan to ensure the community's ideas were accurately reflected in the plan; and

WHEREAS, the Project Advisory Committee consisted of property owners and community members representing the Albany City Council, Planning Commission, Tree Commission, Bicycle and Pedestrian Advisory Committee, City of Tangent, Greater Albany Public School District Board, Mennonite Village, Confederated Tribes of Grand Ronde, Democrat Herald, United Way, Linn Benton Community College, Sno Temp Cold Storage, ATI Wah Chang, Tom's Garden Center, and Target Distribution; and

WHEREAS, the Technical Advisory Committee consisted of local, county and state agency representatives and utilities including City staff from the Community Development, Public Works, and Parks and Recreation departments and the City Manager's office; Linn County Planning and Building Department; Albany Millersburg Economic Development Corporation; Greater Albany Public Schools; Calapooia Watershed; Bonneville Power; Pacific Power; Northwest Natural; Albany & Eastern Railroad; and the following state agencies - Oregon Department of Transportation, Oregon Department of Land Conservation and Development, and Oregon Department of Fish and Wildlife; and

WHEREAS, Public events included public workshops on December 6, 2011 and March 13, 2012 and one open house on August 28, 2012; and

WHEREAS, both the Project Advisory Committee and the Technical Advisory Committee met separately four times and there were three joint meetings of the two committees; and both committees reviewed project deliverables and technical memoranda and provided guidance throughout the project; and

WHEREAS, the Albany Planning Commission and Albany City Council held three joint work sessions on December 11, 2011, August 20, 2012 and October 8, 2012 to review plan elements; and

WHEREAS, the SAAP represents the vision for South Albany as determined by the community and provides the specific direction, tools and best management practices necessary to implement this vision; and

WHEREAS, the SAAP will update the City of Albany's Comprehensive Plan, 2010 Transportation System Plan (TSP), Development Code, and facility standards to ensure that urbanization of the Project Study Area occurs in an integrated, connected manner; and

WHEREAS, the Oak Creek Transition Area (OCTA) is an important plan element in implementing the Oak Creek Greenway Vision; and design standards developed with input from property owners in the OCTA will help balance development with protection of open spaces, and natural and cultural resources, in and around Oak Creek; and

WHEREAS, on October 30, 2012, the City mailed a "Measure 56" notice of the Planning Commission and City Council public hearings on the proposed Comprehensive Plan, Development Code and Zoning Map amendments to relevant property owners in the South Albany Area Plan boundary; and

WHEREAS, on November 9, 2012, the City mailed a notice of public hearing to property owners within 300 feet of the six areas originally proposed for either a Comprehensive Plan Map amendments or a Zoning Map amendment; and

WHEREAS, a notice of the Planning Commission and City Council public hearings was published in the Albany Democrat Herald on November 12, 2012; and

WHEREAS, on November 19, 2012 and November 27, 2012 the Planning Commission held public hearings on the proposed amendments, deliberated and made a recommendation to the City Council, based on public testimony and findings of fact; and

WHEREAS, the Albany City Council held a public hearing on December 12, 2012, concerning the proposed amendments recommended by the Planning Commission, reviewed the testimony presented at the public hearing, findings in the staff report and continued the hearing to January 9, 2013; and

WHEREAS, the Albany City Council met on January 9, 2013, and continued the hearing to February 13, 2013; and

WHEREAS, the Albany City Council held a public hearing on February 13, 2013, concerning the proposed amendments recommended by the Planning Commission, reviewed the testimony presented at the public hearing, findings in the staff report and deliberated.

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

Section 1: The Albany Comprehensive Plan text is hereby amended as shown in the attached Exhibits A & B (Planning File CP-04-12).

Exhibit A: Include a new South Albany section in the Comprehensive Plan that includes goals and policies specific to South Albany regarding open space, natural resources, floodplain, neighborhood commercial nodes, village centers, public utilities and transportation.

Exhibit B: The South Albany Area Plan will be adopted in its entirety as a supporting document to the Comprehensive Plan.

Section 2: The Albany Comprehensive Plan Map is hereby amended as shown on the attached Comprehensive Plan Maps Exhibits C & D as described below. These exhibits, upon the effective date of this Ordinance, shall supersede the previous Comprehensive Plan Map designations of the properties whose designation has changed (File CP-04-12).

Exhibit C – Industrial Land Amendments: Change designation from Urban Residential Reserve (URR) to Industrial - Light (IL) for a site of approximately 9 acres (Site #2, a portion of Linn County Assessor's Map #11S03W30, tax lot 1301) and for a site of approximately 5 acres (Site #3, a portion of Linn County Assessor's Map #11S03W30, tax lot 1305); and change the designation from IL to URR for a site of approximately 0.6 acres that will be separated from the parent parcel when the new 53<sup>rd</sup> Ave.-Ellingson Rd. alignment is constructed (Site #1, a portion of Linn County Assessor's map #11S03W30, tax lot 200).



Exhibit D – Village Center Amendments: Change designation from URR to Village Center for a site of approximately 30 acres at the southwest corner of Lochner Road and Ellingson Road (Site #4, a portion of Linn County Assessor's map #11S03W19, tax lot 304) and for a site of approximately 10 acres on Columbus St. across from Seven Mile Lane (Site #5, a portion of Linn County Assessor's map #11S03W29, tax lot 300).

Section 3: The Albany Zoning Map is hereby amended as shown on the attached Exhibit E. This exhibit, upon the effective date of this Ordinance, shall supersede the previous zoning of the subject property (File ZC-07-12).

Exhibit E – Zoning Map Amendments: Change zoning from Industrial Park to Residential Medium Density for a site of approximately 0.6 acres that will be divided from the parent parcel when the new 53<sup>rd</sup> Ave.-Ellingson Rd. alignment is constructed (Site #1, a portion of Linn County Assessor's map #11S03W19, tax lot 304); and change zoning from Residential Single-family (RS-5) to Mixed Use Commercial for a 3-acre site on Columbus St. across from Seven Mile Lane and change the zoning from RS-5 to Residential Medium Density (RM) for approximately 27 acres (Site #5, a portion of Linn County Assessor's map #11S03W29, tax lot 300).

Section 4: The Albany Development Code text is hereby amended as shown in the attached Exhibit F for the sections listed below (Planning File DC-06-12):

Exhibit F – Articles 3, 8, 11, and 22: Development Code amendments are proposed in Article 3 Residential Zoning Districts, Article 8 Design Standards and Article 11 Land Divisions to ensure Oak Creek remains a central feature in the South Albany area, and to encourage natural resource protection in exchange for the transfer of allowable density. Amendments are proposed to Article 22 to clarify the definitions for various housing types.

Language shown in the exhibits as having been struck is removed from the Development Code, and language shown in bold is added to the existing text.

Section 5: Transportation Improvement Project Prospectus Sheets found in Appendix E in the adopted Transportation System Plan are hereby amended as reflected in Exhibit H.

Exhibit H - Proposed TSP Amendments to Transportation Improvement Project Prospectus Sheets: This table is the same as Table 2 in Technical Memo 6–TSP Amendments found in Exhibit B, with the addition of the last column 'SDC Growth Allocation'.

Section 6: The Findings and Conclusions contained in the staff report and attached as Exhibit G are hereby adopted in support of this decision.

IT IS HEREBY adjudged and declared that this ordinance is necessary for the immediate preservation of the public peace, health, and safety of the City of Albany, an emergency is hereby declared to exist, and this ordinance will be in full force and effect immediately upon passage by the City Council and approval by the Mayor.

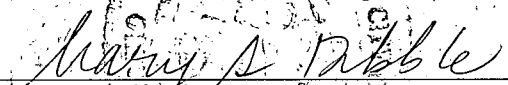
Passed by the Council: Feb 13, 2013

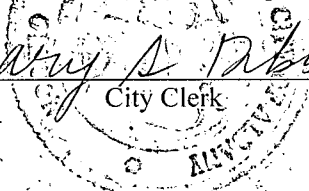
Approved by the Mayor: Feb 13, 2013

Effective Date: Feb 13, 2013

  
Mayor

ATTEST:

  
City Clerk



## **CHAPTER 8: URBANIZATION (GOAL 14)**

### **SOUTH ALBANY AREA PLAN GOALS, POLICIES, AND IMPLEMENTATION METHODS**

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

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

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

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

#### **VISION FOR SOUTH ALBANY**

##### **GOALS**

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

South Albany will be:

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

##### **LAND USE**

##### **POLICIES**

1. South Albany will be further planned and developed as a complete and livable community. It will include livable neighborhoods, varied housing, mixed use centers, schools, employment sites (commercial and industrial), parks, and natural resource areas – all tied together by a connected pattern of streets, pathways and open space.

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

- a. Location – An applicant may request a “shifting” of the Neighborhood Center boundaries (MUC zoning) from those shown on the Land Use Concept for the purpose of accommodating site specific design factors (wetlands, trees, road locations), provided, the design of a pedestrian-oriented center is not compromised.
  - b. Size – An applicant may request an increase in the land area up to a maximum of 10 acres for Neighborhood Centers, for developments that include food stores and vertical mixed use.
14. Commercial and Industrial lands in South Albany will help fulfill the City’s Economic Opportunities Analysis, take advantage of South Albany’s location in the region, and fulfill the economic role of the area defined by the plan. Zoning regulations for employment lands will incorporate flexibility in order to respond to changes in business and industry trends.
  15. Within areas designated as Residential, densities and building types shall generally follow a pattern where higher densities will be closer to Medium Density and Village Center areas, and lower densities closer to Open Space areas. This pattern does not preclude usage of cluster developments. Where clustered housing will be beneficial to preserving natural or cultural features, and/or providing housing variety, it is encouraged.
  16. Open Space designations on the Comprehensive Plan Map are intended to maintain open space in areas generally unsuitable for development and to identify linear linkages between undevelopable, open space areas.
  17. Comprehensive Plan and Zoning Map designations shall implement the Land Use Plan (see Figure 5), and be consistent with the following table.

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

\*Note: Overlay districts apply as applicable.

### IMPLEMENTATION MEASURES

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

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

## TRANSPORTATION

### POLICIES

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

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

## **IMPLEMENTATION MEASURES**

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

5. Seek funding for property acquisition or development rights within the Oak Creek Transition Area.

## NATURAL AND CULTURAL RESOURCES

### POLICIES

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

## **IMPLEMENTATION MEASURES**

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

## **PARKS, SCHOOLS, AND COMMUNITY FACILITIES**

### **POLICIES**

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



3. The City supports the co-location of parks, schools and other community facilities.

### **IMPLEMENTATION MEASURES**

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

### **BACKGROUND INFORMATION**

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

Maps and Graphics following this section:

Figure 1. Organizational Framework

Figure 2. Street Framework

Figure 3. Trails Framework

Figure 4. Park and School Framework

Figure 5. Land Use Plan

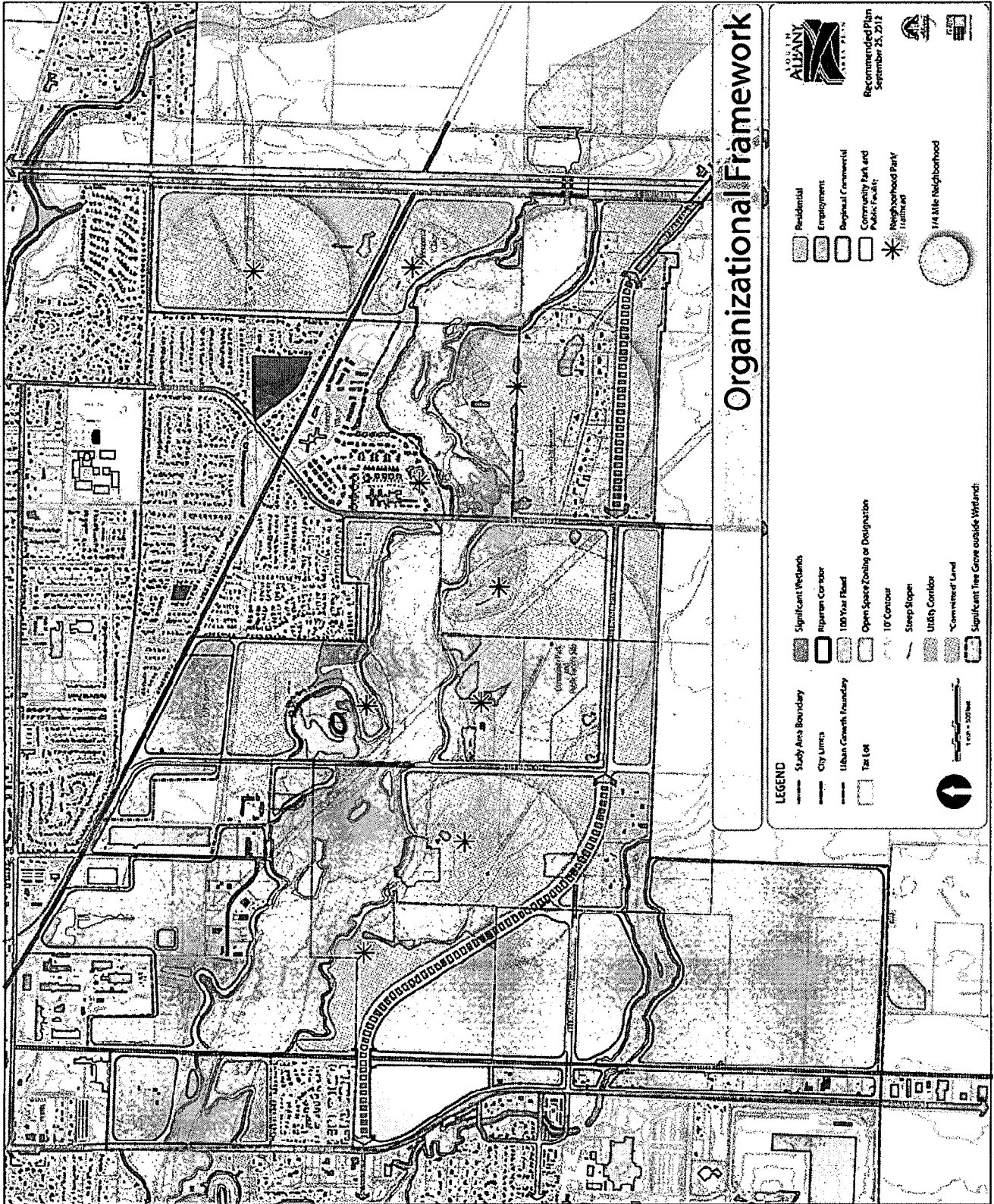


Figure 1. Organizational Framework

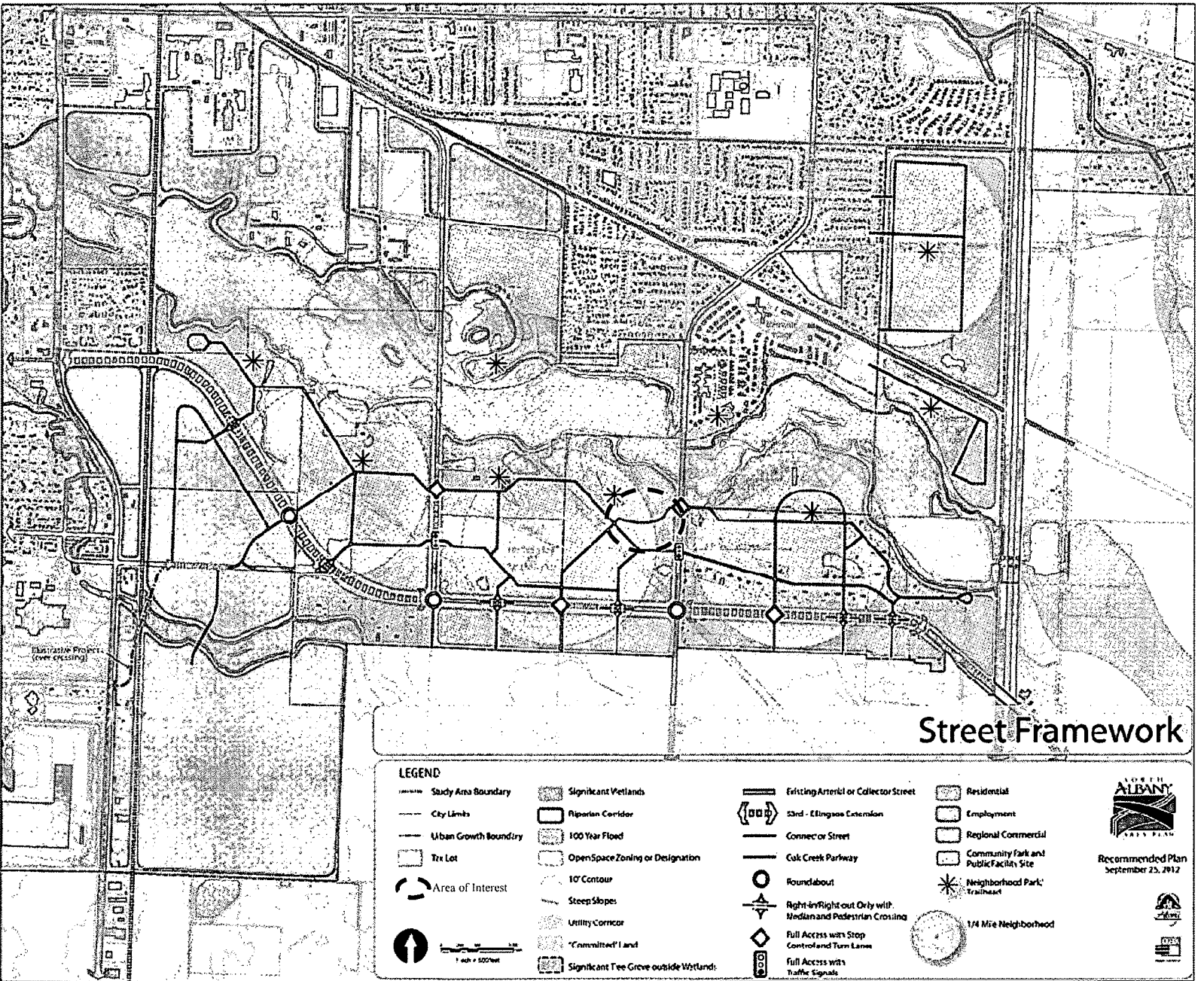


Figure 2. Street Framework

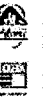
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Note: The graphic location and alignment of Commerce Roads is intended to be illustrative and not a guarantee of location or alignment.

Disclaimer: The planning process of this map is intended to be illustrative and not a guarantee of location or alignment. This map is for informational purposes only and is not intended to be used for any other purpose.



Recommended Plan  
September 25, 2012



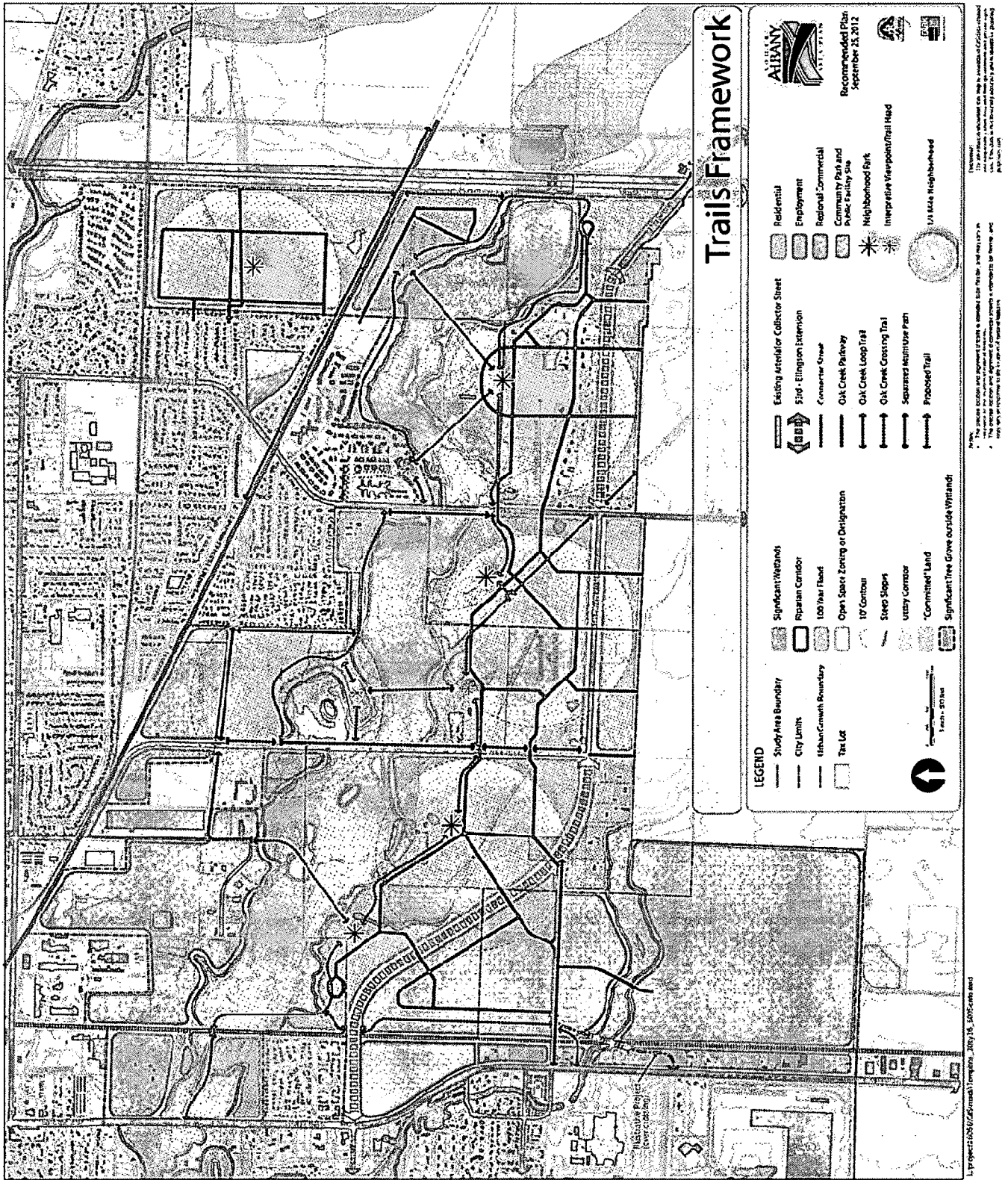


Figure 3. Trails Framework



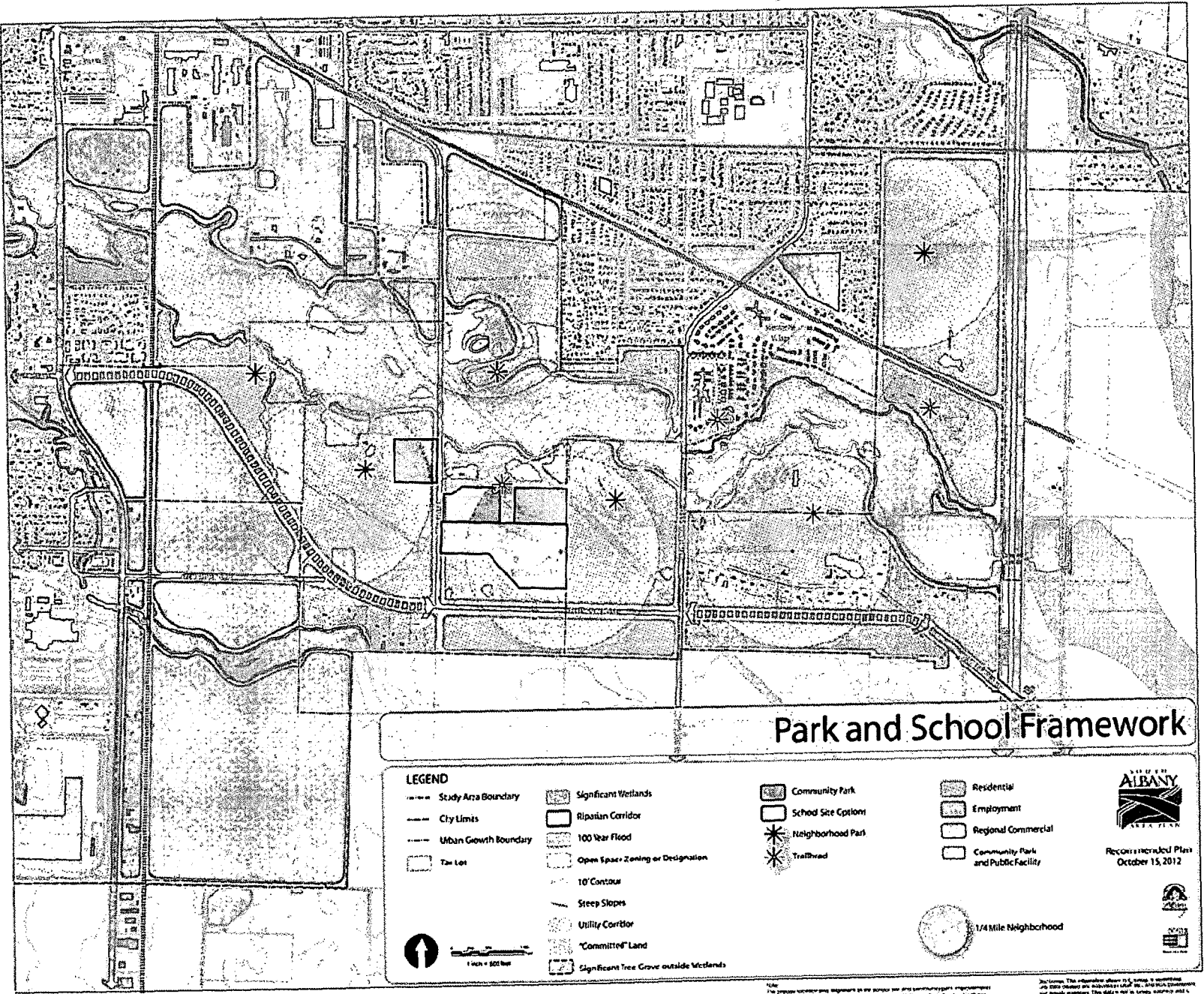


Figure 4. Park and School Framework

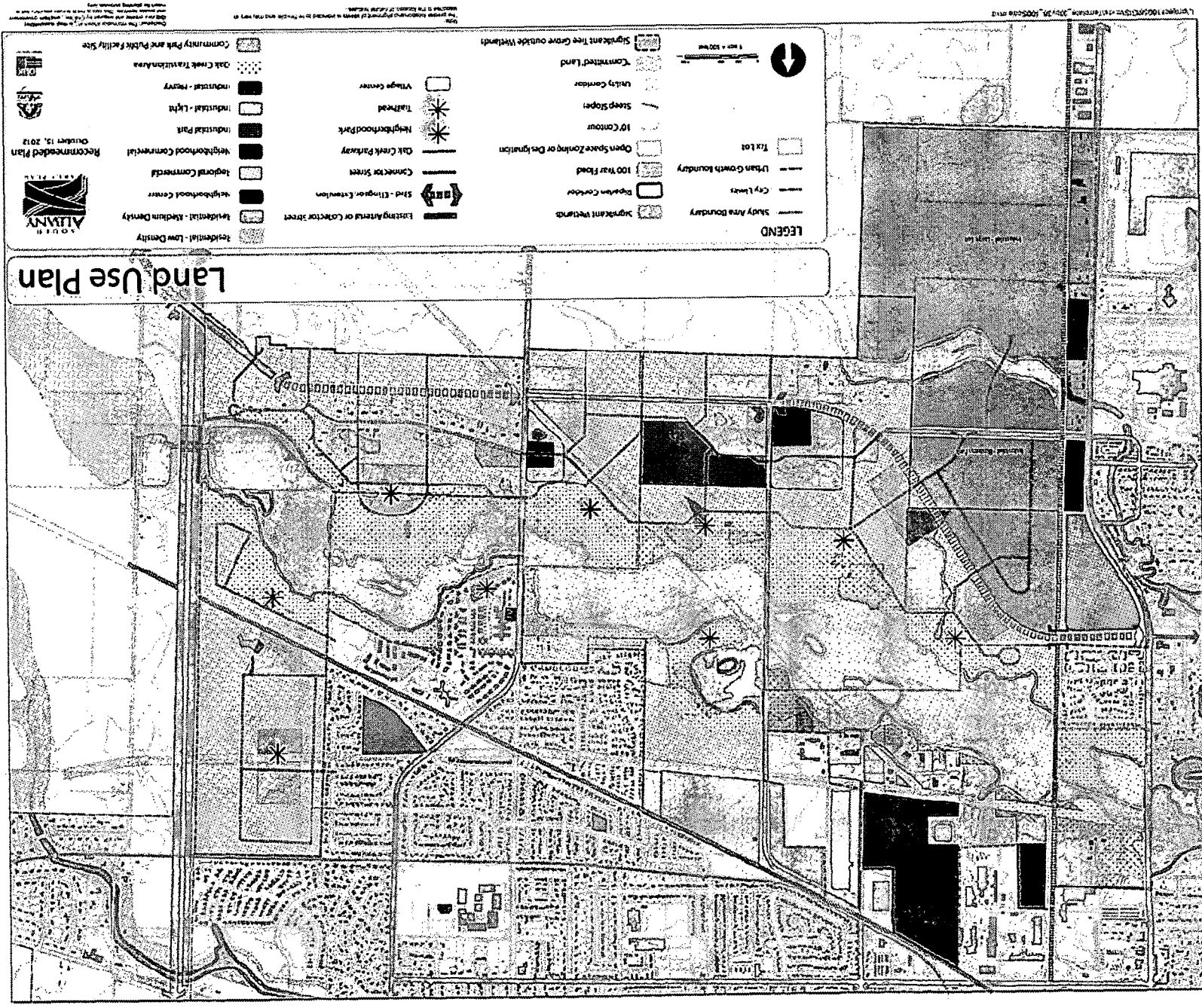
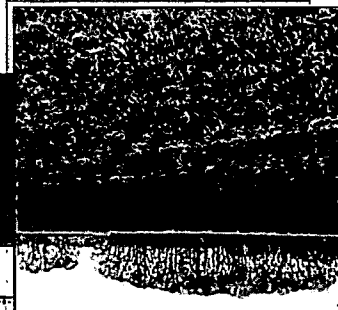
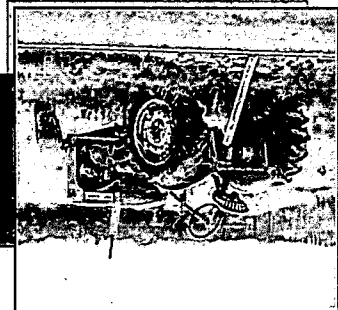


Figure 5. Land Use Plan

Draft, December 3, 2012



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# Contents

<i>Executive Summary</i>	1
<i>Introduction</i>	5
Purpose of Project	
Study Area	
Document Contents	
Planning Process	
<i>Existing and Future Conditions</i>	7
Planning Area Context	
Past Planning in South Albany	
Existing Land Use Conditions	
Existing Natural Resources Conditions	
Existing Transportation Conditions	
Buildable Lands Analysis	
Market Analysis Summary	
<i>South Albany Area Plan</i>	19
Overview	
Vision and Plan Objectives	
Organizational Framework	
Streets Framework	
Trails Framework	
Park and School Concept	
Land Use Plan	
<i>Implementation</i>	33
Comprehensive Plan and Zoning	
Transportation System Plan	
Funding Strategy	
<i>Appendix</i>	45

This Project is partially funded by a grant from the Transportation and Growth Management (“TGM”) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A legacy for Users (“SAFETEA-LU”), local government, and the State of Oregon funds.



# Executive Summary

## *Purpose*

The South Albany Area Plan (SAAP) refines the vision for the area to create a vibrant new neighborhood that will be appealing to residents and businesses. As a holistic planning effort, the SAAP is to integrate planning for land uses, transportation, parks and recreation, schools, infrastructure, economic development, natural and cultural resources, and place-making. This Plan presents the vision for South Albany as determined by the community and provides the specific direction, tools, and best management practices necessary to implement this vision.

## *Planning Area*

The SAAP study area is bounded by the City's urban growth boundary on the south, Interstate 5 ("I-5") on the east, land developed to urban densities on the north and Oregon Route 99E on the west ("99E"). Transportation analysis for proposed facilities and land uses considers impacts on transportation facilities outside the study area.

## *Vision*

South Albany will be:

- A complete, walkable and welcoming community
- The home of new "neighborhoods of choice" in Albany
- Known for having Oak Creek as its "front yard"
- A thriving employment center and gateway to Albany
- Integrated with greater Albany and the region
- Developed with a commitment to resource stewardship

## *Plan Objectives*

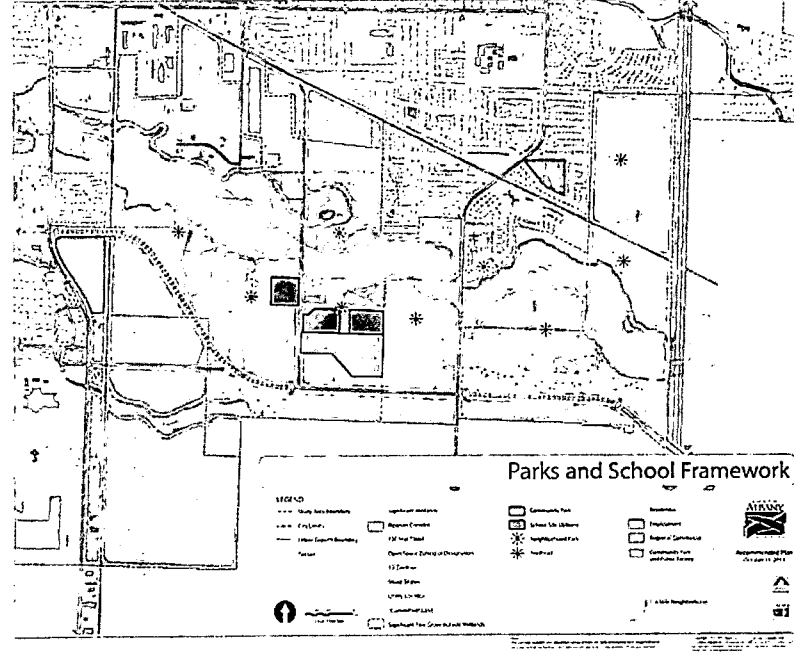
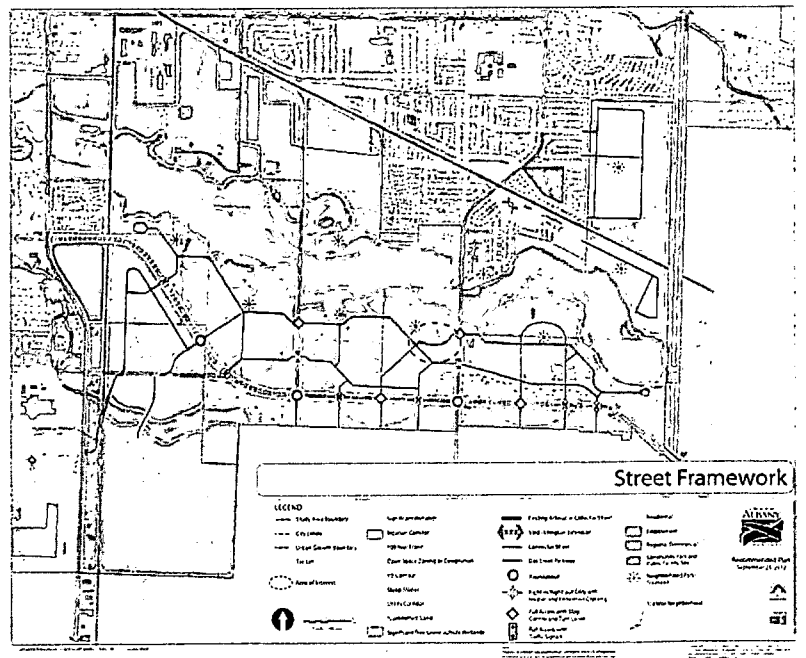
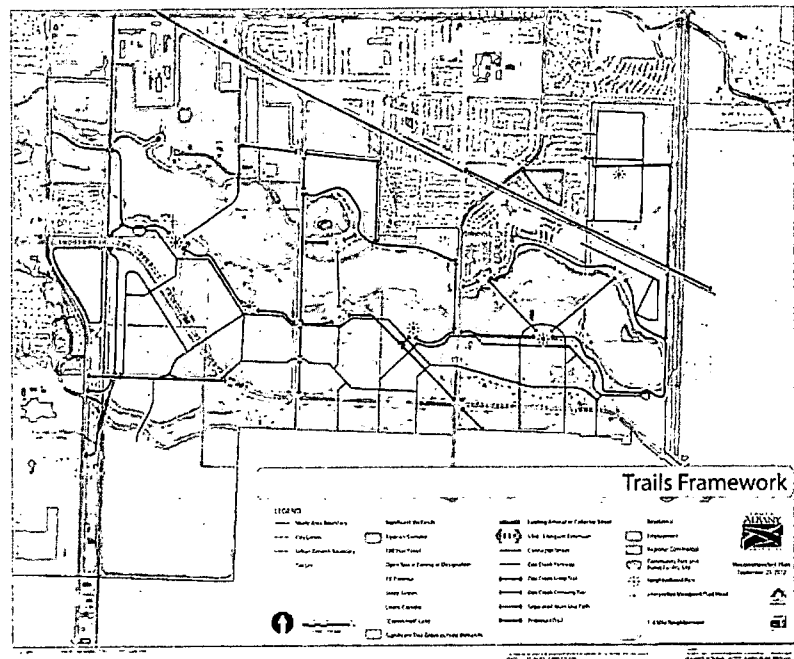
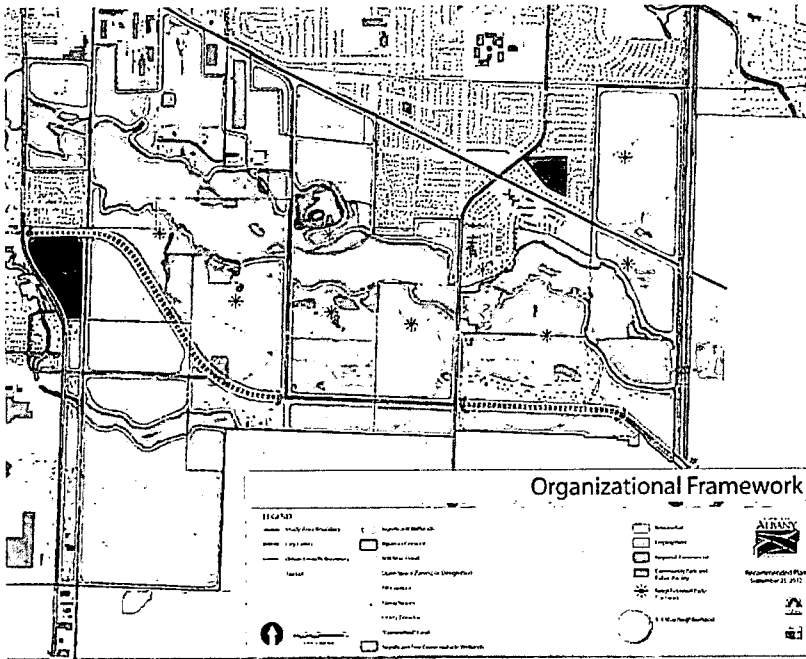
The SAAP will fulfill the vision through the following objectives:

- A Complete and Livable Community
- A Walkable Community
- Great Neighborhoods
- Village Centers
- Prosperous Economy
- Focus on the Oak Creek Greenway

- Resource Stewardship
- A City Gateway
- Compatible Transitions
- Financial Feasibility
- Phased Implementation
- Effective Mitigation of Development Constraints

## *Planning Framework*

- The Organizational Framework establishes the broad pattern for great neighborhoods, employment growth, and open space in South Albany.
- The Street Framework illustrates how the neighborhoods and employment areas of South Albany will be connected by future streets.
- The Trails Framework supports the community's goal for a walkable community. It builds upon the Organizational Framework and the Streets Framework to create a network of trails.
- The Park and School Framework illustrate the recommended locations for a new community park and, when needed, a new elementary school.



## Land Use Plan

The Land Use Plan shows the recommended patterns of neighborhood centers, medium-density residential, low-density residential, industrial park (large-lot and business park), light industrial, heavy industrial, regional commercial, and neighborhood commercial. It also describes an “Oak Creek Transition Area” overlay.

## Implementation

Implementation of the SAAP will happen incrementally over time as the area develops. Certain policy and code amendments are needed to set the stage and ensure the implementation

occurs according to plan. Specifically, a new, South Albany-specific section in Chapter 8 of the Comprehensive Plan containing goals, policies, implementation measures, and reference maps will be created.

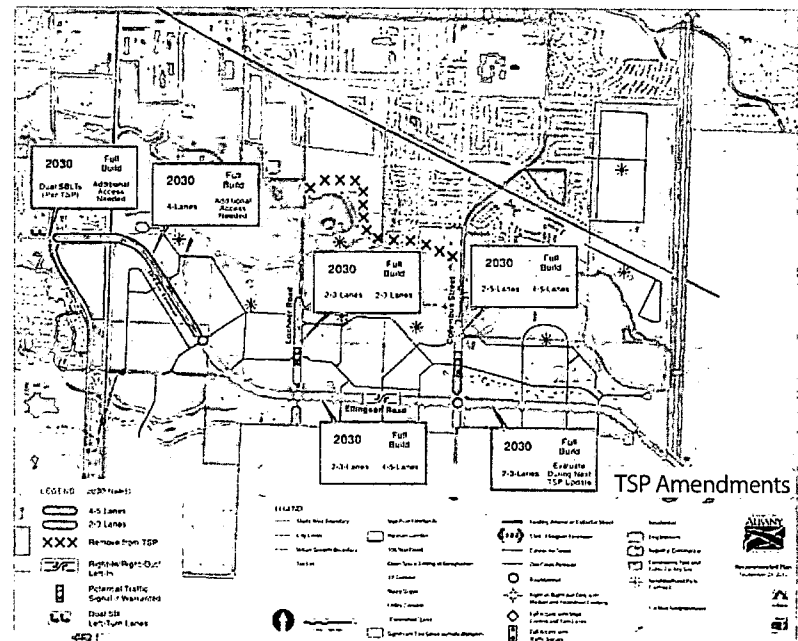
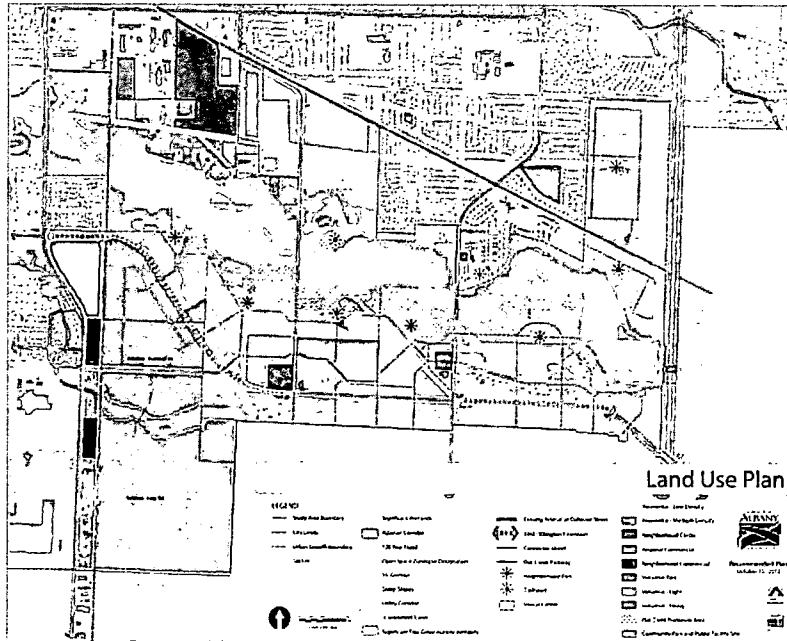
Development Code Amendments include:

- Supplemental Design Standards in the Development Code for Oak Creek Transition Area (OCTA) that regulate the amount, location, and design of development in the OCTA.
- Amendments to Article 3-Residential Zoning Districts and Article 11-Land Divisions to add specific references to South Albany for the protection of its unique natural areas

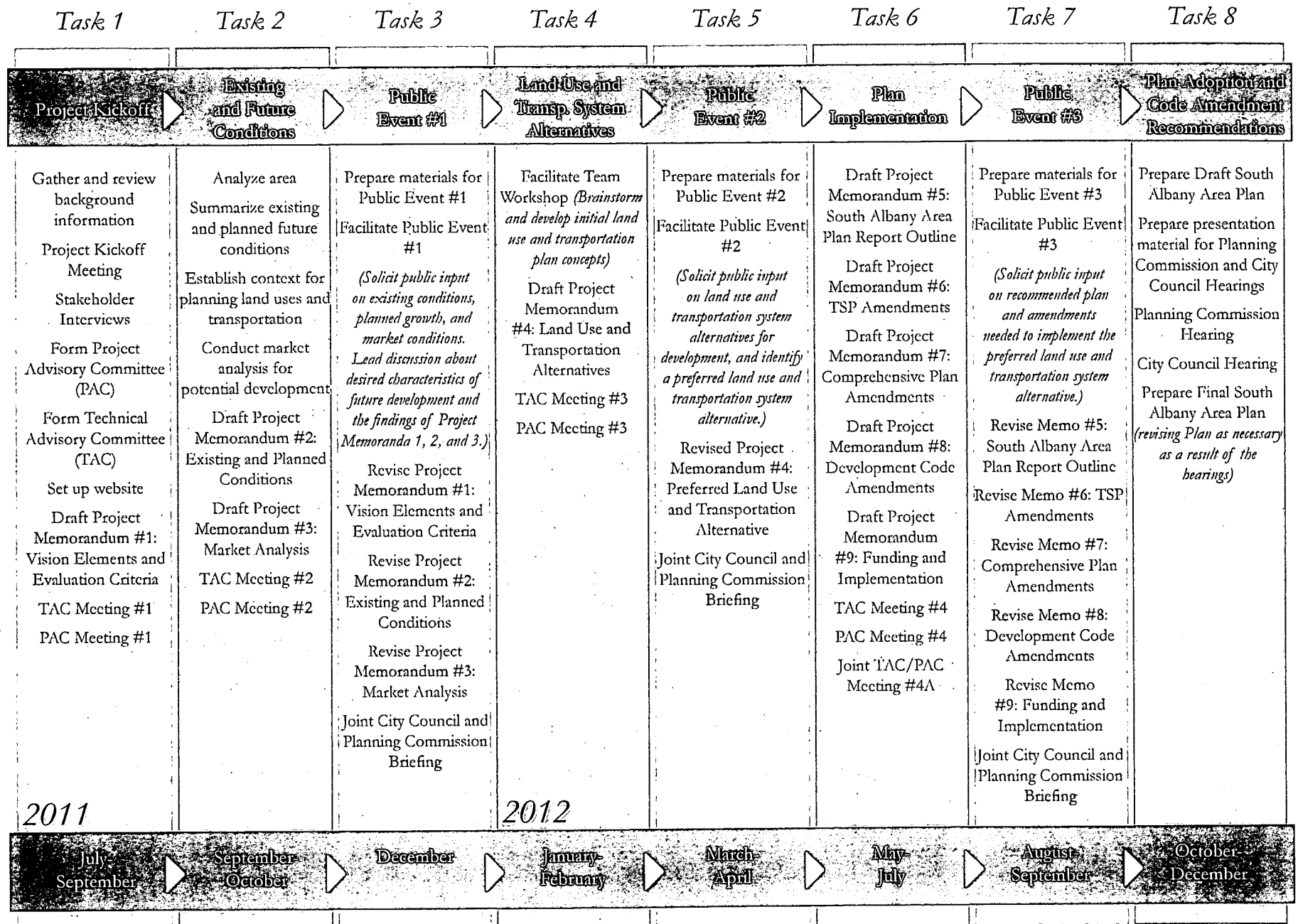
Transportation System Plan Amendments include:

- Six modifications to new roads or urban upgrade projects
- Addition of a new road—the Oak Creek Parkway
- An intersection control change from signal to roundabout
- Expanding Oak Creek Trail multiuse path and splitting it into three separate projects
- Identification of two new roundabout intersection treatments

The Funding Strategy identifies potential funding sources for and phasing of the proposed public investments.



South Albany Area Planning Process





# Introduction

## *Purpose of Project*

The South Albany area contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City of Albany's Urban Growth Boundary (UGB). As the subject of previous planning efforts, South Albany has been envisioned as developing into a new, vibrant, mixed-use area with village centers, a greenway along Oak Creek, public open spaces, a mix of housing and transportation choices, and commercial and industrial development.

The purpose of the South Albany Area Plan (SAAP) is to refine the vision for the area to create a vibrant, new neighborhood that will be appealing to residents and businesses. As a holistic planning effort, the SAAP is to integrate planning for land uses, transportation, parks and recreation, schools, infrastructure, economic development, natural and cultural resources, and place-making. This plan presents the vision for South Albany as determined by the community and provides the specific direction, tools, and best management practices necessary to implement this vision.

## *Study Area*

The SAAP study area is bounded by the City's UGB on the south, Interstate 5 (I-5) on the east, land developed to urban densities on the north, and Oregon Route 99E (99E) on the west. Transportation analysis for the proposed facilities and land uses also considers impacts on transportation facilities outside the study area.

## *Document Contents*

The key sections of this document are the Existing and Future Conditions, the Plan, and Implementation. Existing and Future Conditions describes the planning context, existing land uses, natural resources, and current transportation, buildable land, and market conditions. The plan section describes the vision, plan objectives, and the framework plans that implement the vision and plan objectives. The Implementation section contains a funding strategy and specific amendments to the Albany Comprehensive Plan, Development Code, and Transportation System Plan (TSP).

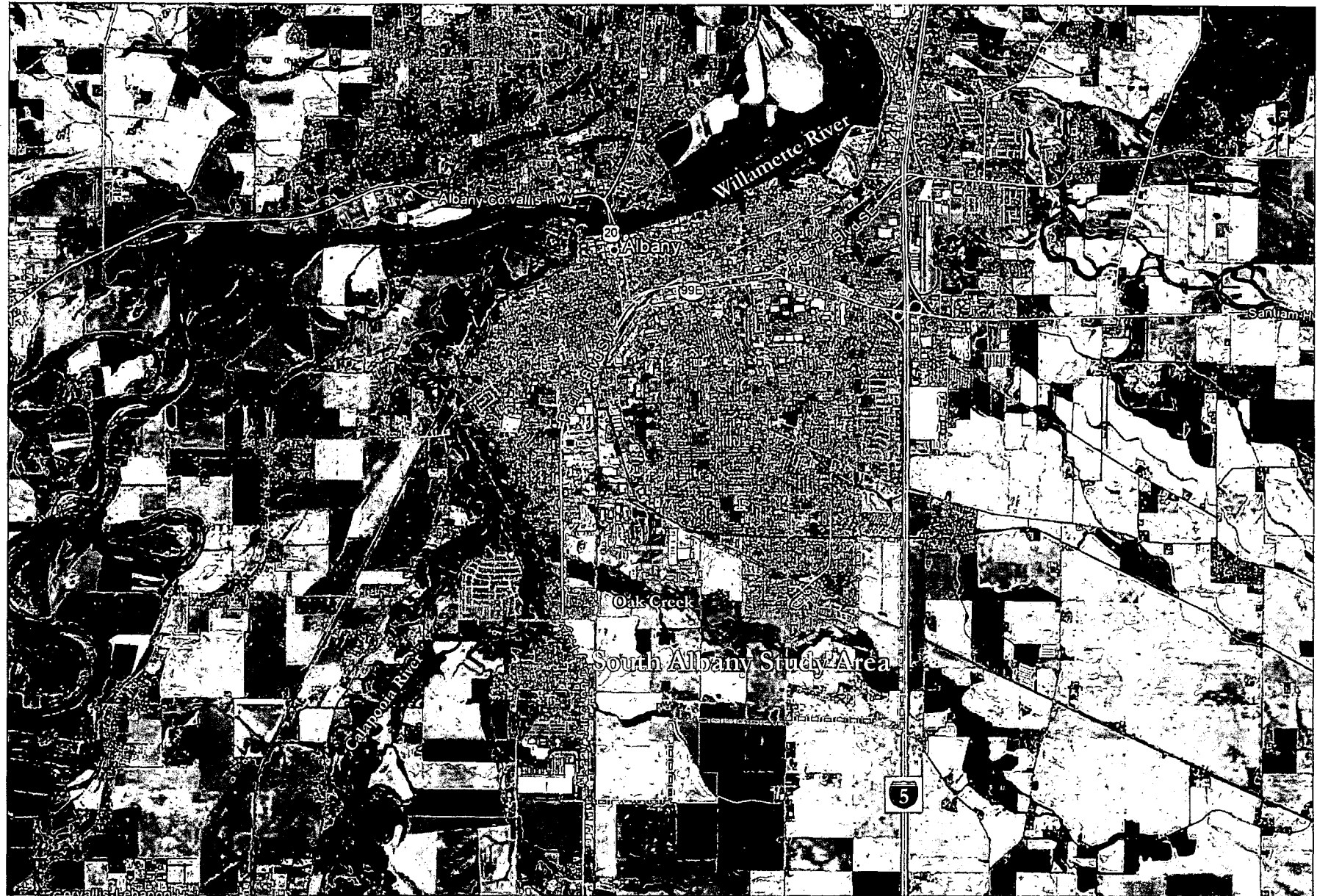
## *Planning Process*

The planning process was divided into major tasks elements:

- Project Kickoff
- Existing and Future Conditions
- Land Use and Transportation System Alternatives
- Plan Implementation
- Plan Adoption and Code Amendment Recommendations

Public involvement and technical guidance was integrated throughout the project through public events, a Project Advisory Committee (PAC), and a Technical Advisory Committee (TAC). The PAC was composed of community members and property owners identified during the stakeholder interview process. The TAC was composed of local, county, and state governmental agency representatives. The goal of both groups was to build consensus throughout the development of the plan to ensure that the community's ideas are accurately reflected.

Vicinity Map





# Existing Conditions

## *Planning Area Context*

The City of Albany was founded in 1848 near the confluence of the Calapooia and Willamette Rivers, home to the Kalapuya Native American Tribe. As the City grew over time, it became a regional economic center due to its proximity to the Willamette River and, later, its access to the railroad, highway, and interstate systems.

The City's geographic setting is characterized by the well-defined edges of the Willamette River to the north, the Calapooia River and I-5 to the east, and Oak Creek (a significant tributary of the Calapooia River) to the south. Although these edges aren't hard boundaries, they do frame, in broad terms, Albany's place in the landscape.

The South Albany planning area continues the southward expansion of the City and straddles Oak Creek. North of the creek, the planning area continues the urban character of the City. The land included in the planning area south of Oak Creek establishes a new edge for urbanization outside the geographic frame of reference that is Oak Creek. The SAAP addresses how this area can become an integral part of the City while preserving the natural resources of the Oak Creek corridor.

## *Past Planning in South Albany*

A significant amount of planning has been done to date to lay the foundation for this plan. The SAAP has brought this past work together and has refined and updated it through an open community process. Prior planning efforts include:

- Albany Comprehensive Plan (updated April 2008)
- Great Neighborhoods Project (2000)
- Balanced Development Patterns (2001)
- South Albany Area Plan, Draft Concept Diagram (2007)
- Albany Strategic Plan, FY 2010 through 2014 (2009)
- Albany Transportation System Plan (February 2010)

Other special area studies that informed the plan include the Economic Opportunities Analysis Update (2008), Oak Creek Open Space Boundary Review, and Albany Goal 5 Analysis.

## *Existing Land Use Conditions*

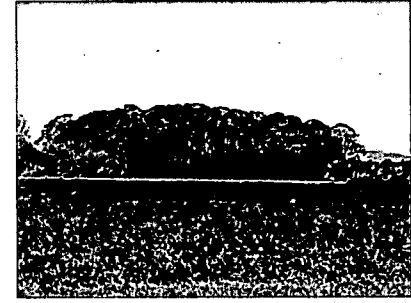
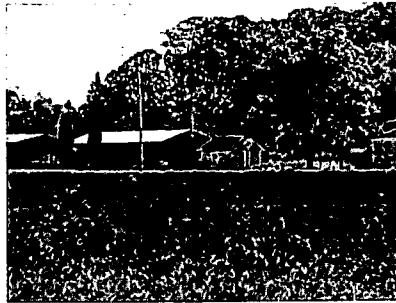
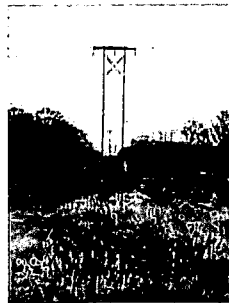
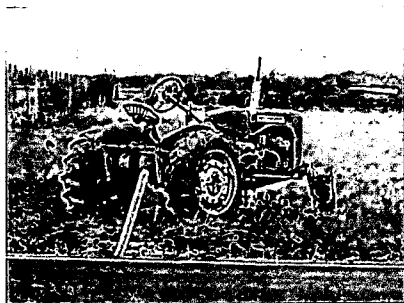
The study area is 1,957 acres and contains Albany's largest supply of undeveloped land within the UGB. Approximately 48 percent (943 acres) of this area is inside the city limits and approximately 52 percent (1,014 acres) is outside the city limits.

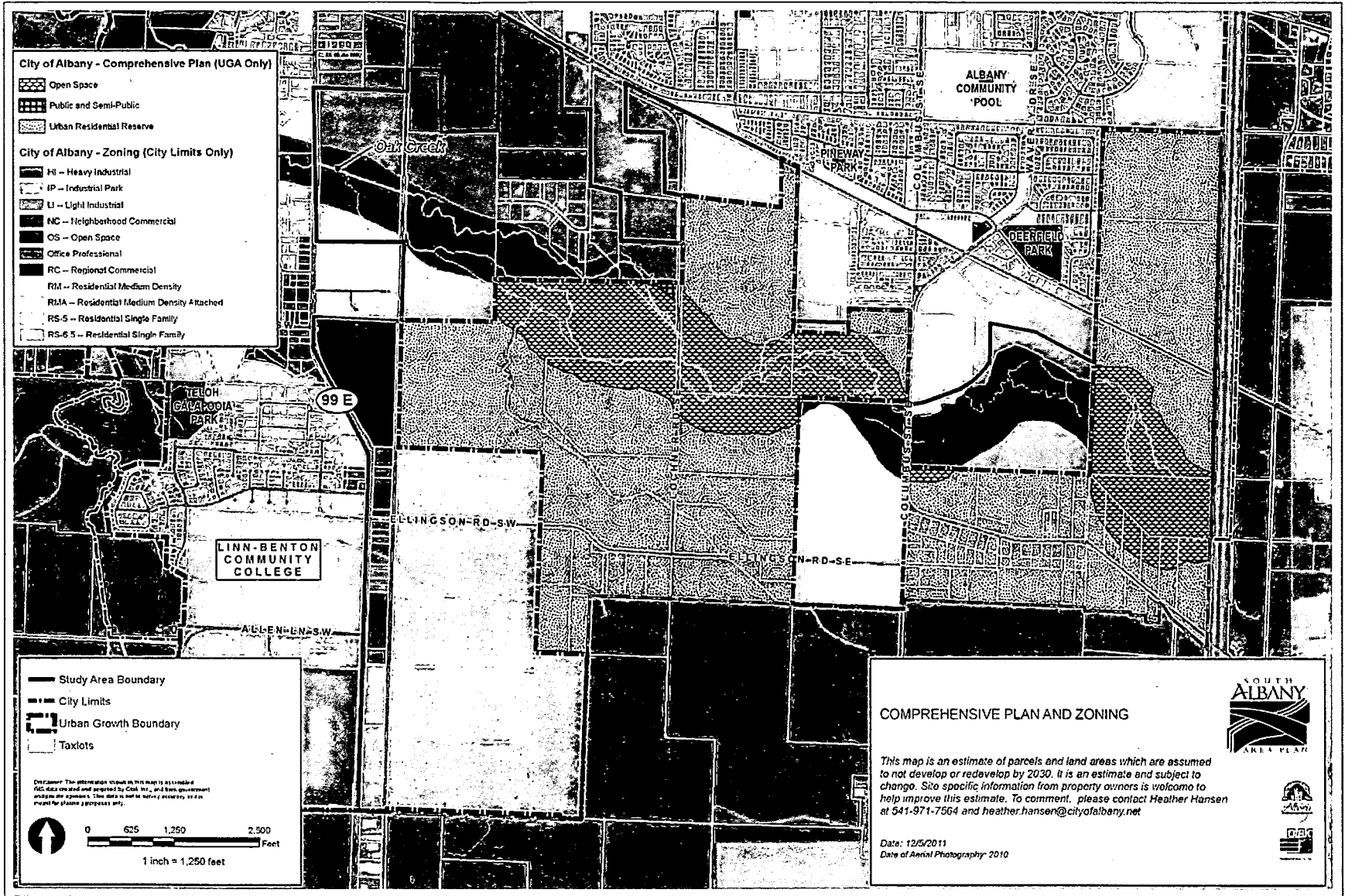
Within the study area, current land uses along the 99E corridor are mixed: small businesses, Target Distribution Center, Linn-Benton Community College, and residential areas ranging from low to medium-density housing. To the east of the 99E corridor the primary land uses are rural residential homes, farms, and open space.

North of the study area there are industrial users and residential areas including low density

neighborhoods and the Mennonite Village community (retirement living). I-5 and farms exist to the east outside the UGB. Farms are also the predominant land use south of the study area. The wooded areas of Oak Creek and the oak groves north of Ellingson Road are key landscape features. The study area is characterized by large parcel sizes as compared to the more urbanized areas of Albany. There are 198 total tax lots in the study area.

All properties in the study area are within the Albany UGB and have a Comprehensive Plan designation. Inside the city limits, City zoning applies; outside the city limits, county zoning applies, and the City and County coordinate on land use planning and development review.





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## *Existing Natural Resources Conditions*

In general, South Albany has experienced significant historic alterations to the natural landscape resulting from rail road, canal, highway and road construction, agricultural practices, and industrial development. However, South Albany also includes the Oak Creek riparian corridor, which has the potential to support a wide variety of sensitive wildlife, botanical, and fisheries species and allows for educational and recreational opportunities to the residents of South Albany.

Sensitive wildlife species have the potential to occur within the area and include:

- Northern Pacific pond turtle (*Actinemys marmorata marmorata*)
- Painted turtle (*Chrysemys picta*)

Five sensitive botanical species have the potential to occur within the study area and include:

- Nelson's checkermallow (*Sidalcea nelsoniana*)
- Kincaid's lupine (*Lupinus sulphureus* ssp. *kincaidii*)
- Thin-leaved peavine (*Lathyrus holochlorus*)
- Howell's montia (*Montia howellii*)
- Meadow checkermallow (*Sidalcea campestris*)

Four sensitive fish species were identified as potentially occurring within streams near the study area:

- Bull trout (*Salvelinus confluentus*)
- Oregon chub (*Oregonichthys crameri*)
- Steelhead (*Oncorhynchus mykiss*)
- Chinook salmon (*Oncorhynchus tshawytscha*)

Based upon field observations and background research, the South Albany study area contains eight habitat communities, based on Johnson and O'Neil (2001) habitat conditions. Three of the largest habitat communities include:

- Agriculture, Pastures, and Mixed Environs
- Agricultural Lands with herbaceous wetland inclusions
- Westside Riparian Wetlands

The study area contains three Cowardin wetland classifications including:

- Palustrine Forested (PFO) wetlands
- Palustrine Emergent (PEM) wetlands
- Palustrine Unconsolidated Bottom (PUB) wetlands (e.g., a wetland type that is often associated with streams, lakes, or ponds)

Oak Creek is considered a Waters of the U. S. and State and is subject to wetland fill regulations administered by the U. S. Army Corps of Engineers (ACOE) or the Department of State Lands (DSL). Other regulated waters within South Albany include an unnamed tributary to Oak Creek, commercial and residential ponds, and portions of the Freeway Lakes. Additional coordination with ACOE and DSL will likely be necessary to determine the jurisdictional status of the roadside ditches identified within the study area. This determination will be based upon their flow, use, and storm water function. The majority of these ditches occur along existing roadways.

*References: Johnson, David H. and Thomas A. O'Neil (Johnson and O'Neil). 2001. Wildlife-Habitat Relationships in Oregon and Washington. Oregon State University Press, Corvallis, Oregon, USA.*

# Existing Transportation Conditions

The existing transportation system within the SAAP study area consists primarily of two-lane roadways that are not currently developed to urban standards. The roads largely lack bike lanes and sidewalks and have ditches. The primary roadways that access the study area include Ellingson Road, which provides access to the study area from Oregon 99E to the west, Lochner Road and Columbus Street, which provide access to/from the north. Columbus Street also provides access to/from the south and provides a connection to Oregon 34. Seven Mile Lane provides access to/from the east and crosses over I-5 providing access to Three Lakes Road as well as Oregon 34.

The existing roadway classifications and planned future conditions are defined in the Albany 2030 Transportation System Plan (TSP), adopted by the City of Albany in February 2010. TSP Figure 7-4 shows the existing functional classifications of roadways and general locations and alignments of future roadways. Within the SAAP study area, the TSP includes the planned extension of 53rd Avenue east from Oregon 99E (which includes a railroad overpass). The TSP also calls for the existing Ellingson Road alignment from OR 99E to the east to be downgraded to a “local roadway” in the functional classification plan.

When updated in 2010, the TSP included an analysis of land use alternatives for the entire City of Albany that tested the system’s sensitivity to large increases or reductions in population or employment projections in various areas of the City. The analysis used the Comprehensive

Plan population and employment projections as a base, and augmented them based on current developments in the community. Several alternatives were evaluated and ultimately the alternative that became referred to as the Most Likely Land Use Scenario served as the base against which transportation solutions were then tested. The 2030 households, population, and employment forecast for the Most Likely Land Use Scenario used to develop the TSP are shown in Table 1.

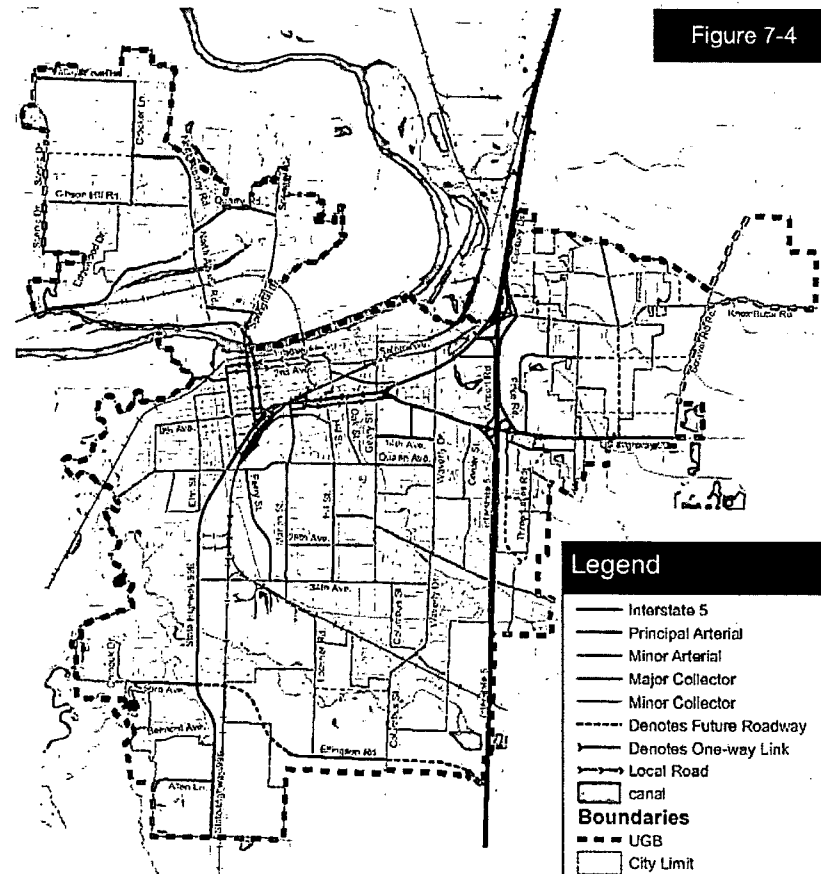


Figure 7-4

**Table 1. Most Likely Land use Alternative Forecasts**

	Households			Population			Employment		
	2006	2030	Annual Growth	2006	2030	Annual Growth	2006	2030	Annual Growth
<b>Within UGB</b>	18,875	24,875	1.3%	47,630	60,495	1.1%	19,060	25,975	1.5%
<b>Outside UGB</b>	2,050	2,820	1.6%	5,350	7,105	1.4%	3,645	4,670	1.2%
<b>Total</b>	20,925	27,695	1.3%	52,980	67,600	1.1%	22,700	30,645	1.5%

The growth assumptions of the Most Likely Land Use Scenario in the SAAP study area used in the TSP are summarized in Table 2. This is based on an approximation prepared by the City of Albany using TAZs that approximate the study area boundary. The forecasts in Table 2 show the SAAP study area is expected to have a significantly higher growth rate than the City's average growth rate and includes a substantial portion of the City's overall projected growth.

**Table 2. South Albany Project Study Area Forecasts in TSP**

	Households			Population			Employment		
	2006	2030	Annual Growth	2006	2030	Annual Growth	2006	2030	Annual Growth
<b>South Albany</b>	115	1,576	11.5%	338	3,741	10.5%	431	2,058	6.7%

Source: City of Albany

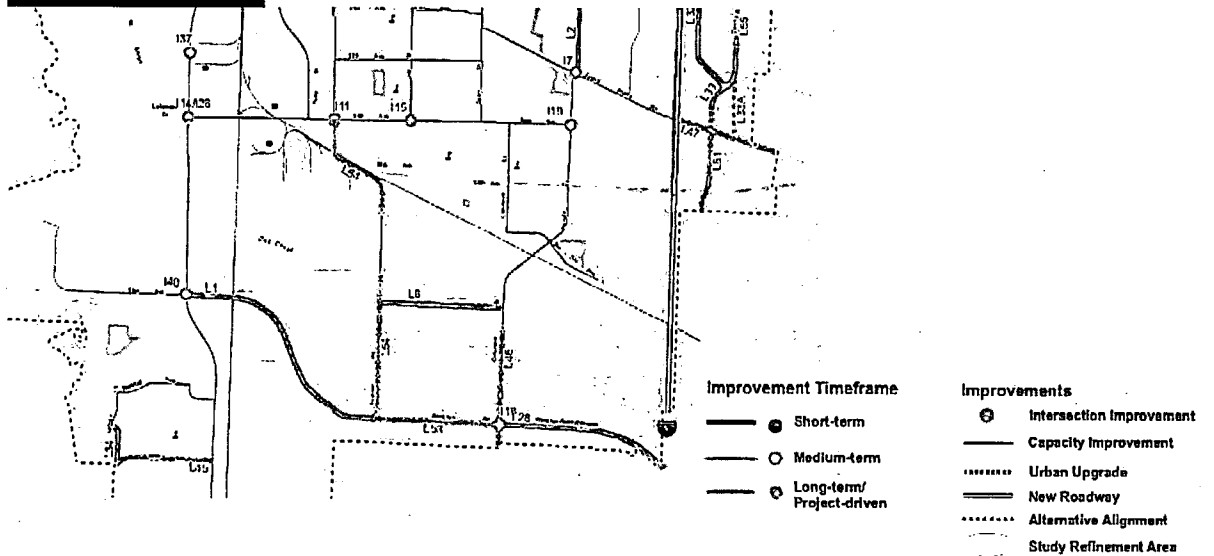
## Transportation System Plan

Several improvement projects identified in the TSP are located in South Albany. The majority of these projects fall under the long-term timeline. They are necessary to accommodate anticipated growth in the South Albany region. A map of the roadway plan, including both roadway link projects as well as intersection projects, is provided in TSP Figure 7-1. The roadway alignments in TSP Figure 7-1 are conceptual in nature and subject to modification when designed and implemented.

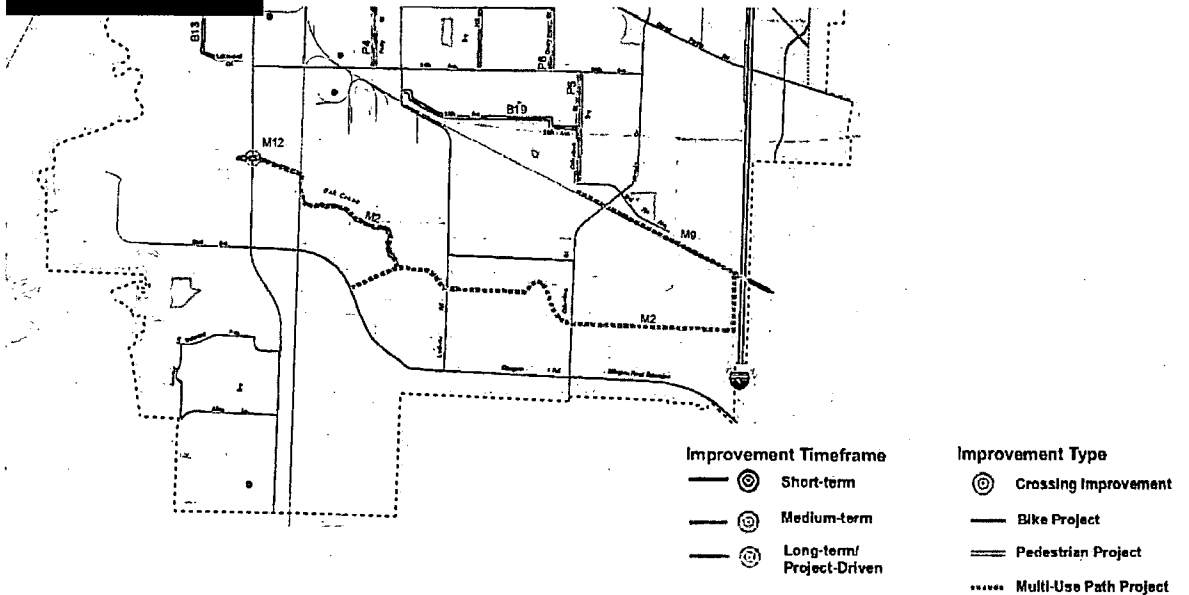
Several pedestrian, bicycle, and multi-use trail system improvement projects are also located in South Albany. A map of the pedestrian, bicycle, and multi-use trail system plan is provided in TSP Figure 7-5. The multi-use trail alignments in TSP Figure 7-5 are conceptual in nature. A table including all the project names and types in the TSP is provided in Table 3.

The table shows nearly \$45,000,000 of project needs the SAAP study area was identified in the TSP. The majority of the costs are to address long-term needs—meaning that the projects are needed to accommodate future growth, not existing deficiencies.

TSP Figure 7-1



TSP Figure 7-5



**Table 3. Transportation improvement Projects Located in South Albany**

ID	Project Name	Project Type	Timeline	Project Cost	MAX SDC Growth Allocation	TSDC Funded
B19	38th Avenue and 39th Avenue	Bike Boulevard	Medium-term	\$ 106,000	100%	\$106,000
I11	34th Avenue/ Marion Street	Intersection Control Change	Medium-term	\$345,000	100%	\$345,000
I14	OR 99E/34th Avenue	Intersection Add Lane(s)	Long-term	\$192,000	32%	\$61,440
I16	Ellingson Road/ Columbus Street	Intersection Control Change	Long-term	\$345,000	100%	\$172,500
I28	OR 99E/34th Avenue	Intersection Add Lane(s)	Long-term	\$456,000	32%	None
I40	OR 99E/53rd Avenue	Intersection Add Lane(s)	Long-term	\$550,000	38%	\$209,000
L1	53rd Avenue Extension	New Road or Alignment	Long-term	\$17,986,000	54%	None
L8	Lochner-Columbus Connector	New Road or Alignment	Long-term	\$2,742,000	100%	\$548,400
L28	Ellingson Road Extension	New Road or Alignment	Long-term	\$4,430,000	61%	None
L46	Columbus Street	Urban Upgrade	Long-term	\$2,727,000	49%	None
L53	Ellingson Road	Urban Upgrade	Long-term	\$5,847,000	49%	None
L54	Lochner Road	Urban Upgrade	Long-term	\$5,756,000	44%	None
M2	Oak Creek Trail	Multiuse Path	Long-Term	\$2,645,000	70%	\$200,000
M9	Lebanon Trail	Multiuse Path	Long-term	\$581,000	70%	None
M12	99E/Oak Creek	Crossing Improvement	Long-term	\$129,000	70%	\$90,300
Short-term Costs				\$0		
Medium-term Costs				\$451,000		
Long-term Costs				\$44,386,000		
Total Costs				\$44,837,000		

As shown above, nearly \$45,000,000 of project needs were identified in the TSP within the SAAP study area. The majority of the costs are to address long-term needs meaning that the projects are needed to accommodate future growth, not existing deficiencies.



For the purpose of creating the SAAP, a Buildable Land Inventory and Analysis (BLI) was prepared to determine how much developable land is located in South Albany. This determination was necessary to calculate the area's capacity for future homes, jobs, and businesses. Buildable land equals the total land in the study area minus committed and constrained lands and future land uses.

Committed lands are parcels where the current improvements make it unlikely to redevelop by 2030. The level of improvements is determined through City assessment records and field verification. Residentially developed parcels that are zoned for Commercial or Industrial uses were assumed to redevelop within 20 years. Committed land also includes existing and planned rights-of-way, including railroad right-of-way, and the South Albany Community Park site owned by the City.

Constrained land includes property within the city limits that is zoned Open Space and property outside the City within the UGB that is designated Open Space on the Comprehensive Plan. It also includes land with natural features such as lakes, slopes greater than 25 percent, and the 100-year floodplain. Significant wetlands, non-significant wetlands, and riparian corridors as designated by the City of Albany as well as utility easements are also considered constrained land.

Future land uses account for new village centers and community facilities that will be part of the SAAP. This includes neighborhood parks, public services, schools, and water reservoirs.

## Non-Significant Wetlands – A Key Factor

One of the key factors in estimating the buildable land supply in South Albany is the presence of “non-significant wetlands.” These lands are potential wetlands that have been mapped by the City of Albany, using generalized wetland mapping from a Local Wetlands Inventory. The City does not regulate non-significant wetlands, but these lands are subject to state and federal wetland regulations. The non-significant wetlands extend throughout the area and pose a significant challenge to creating a cohesive framework of neighborhoods and employment areas.

The analysis evaluated four scenarios to estimate the buildable lands in South Albany, using non-significant wetlands as a variable. To be considered “buildable,” wetland areas would either have to be mitigated or would be determined to not be regulated wetlands through more detailed mapping and surveys.

It is reasonable to assume that some percentage of the non-significant wetlands will not be able to be mitigated. However, consolidation and

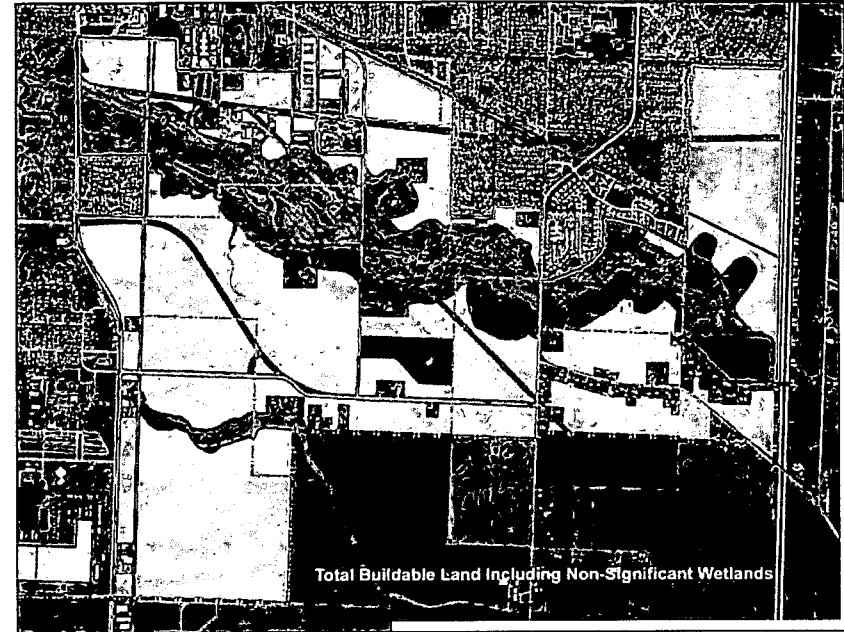
mitigation of a majority of the non-significant wetlands is necessary for the development of efficient, well designed neighborhoods and employment areas.

Therefore, the assumption made for the purposes of the SAAP is that 75 percent of non-significant wetlands are buildable (not regulated/will be mitigated). The policy basis for this scenario is consistent with the City's vision and urban strategy for South Albany, including:

- The land within Albany's UGB should be efficiently used for urban uses, while still protecting key resources such as the Oak Creek corridor.
- Paying for infrastructure in South Albany will be made more feasible if more buildable land is served.
- A cohesive pattern of neighborhoods and developable employment lands fundamental to reaching the vision for a complete and walkable community in South Albany.



This diagram shows buildable land (in green) assuming non-significant wetlands cannot be mitigated and cannot be built upon



This diagram shows buildable land (in green) assuming 100% of the non-significant wetlands can be mitigation and would be built upon.

A market analysis was developed to identify a range of potential development opportunities in the study area that may be supported by market conditions in South Albany and the mid-Willamette Valley. The range of potential uses considered in this analysis includes residential, mixed-use, retail and non-retail commercial, industrial, and open space.

A market profile, which describes potential demand for land for employment and residential uses, was conducted based on existing forecasts for regional and local growth. Population growth in Albany will create demand for residential and retail development, both within the City and South Albany. About 1,200 new dwellings are forecast to locate in South Albany over the 20-year period, requiring about 190 gross acres of land, including 166 acres of land for lower-density detached housing and 54 acres for medium-density and attached housing. New employment will create demand for land, with demand for about 95 acres for commercial and industrial uses. Employment land demand is divided between industrial (53 acres), non-retail commercial (26 acres), and retail (16 acres).

To accommodate this demand, the Area has about 700 to 1,100 acres of buildable land. The Study Area is about 1,900 acres in size, with about

900 acres within the city limits and 1,000 acres outside the city limits but inside the urban growth boundary. The Area is largely vacant, undeveloped land; fewer than twenty entities own land within it. The most common zoning designations in the study area are: Urban Residential Reserve (nearly 730 acres), Open Space (about 410 acres, both inside and outside the city limits), Industrial Park (nearly 310 acres), and Light Industrial (about 120 acres). At build-out, The Conceptual Plan will assume that the study area has 685 buildable residential acres, with a build-out capacity of about 3,700 dwelling units, and 408 buildable commercial acres, with a build-out capacity of about 6,700 employees. This capacity more than satisfied the estimated level of demand.

The study area has characteristics that present opportunities for development and characteristics that present challenges. The study area's location, large parcels of undeveloped land, topography, proximity to Highway 99E, access to rail lines, and existing infrastructure are all assets. Challenges for the study area include wetlands, floodway, Oak Creek, needed improvements to roads (e.g., the Ellingson realignment or the Lochner bridge over Oak Creek), needed storm water infrastructure, archeological sites, oak groves, and soil conditions.

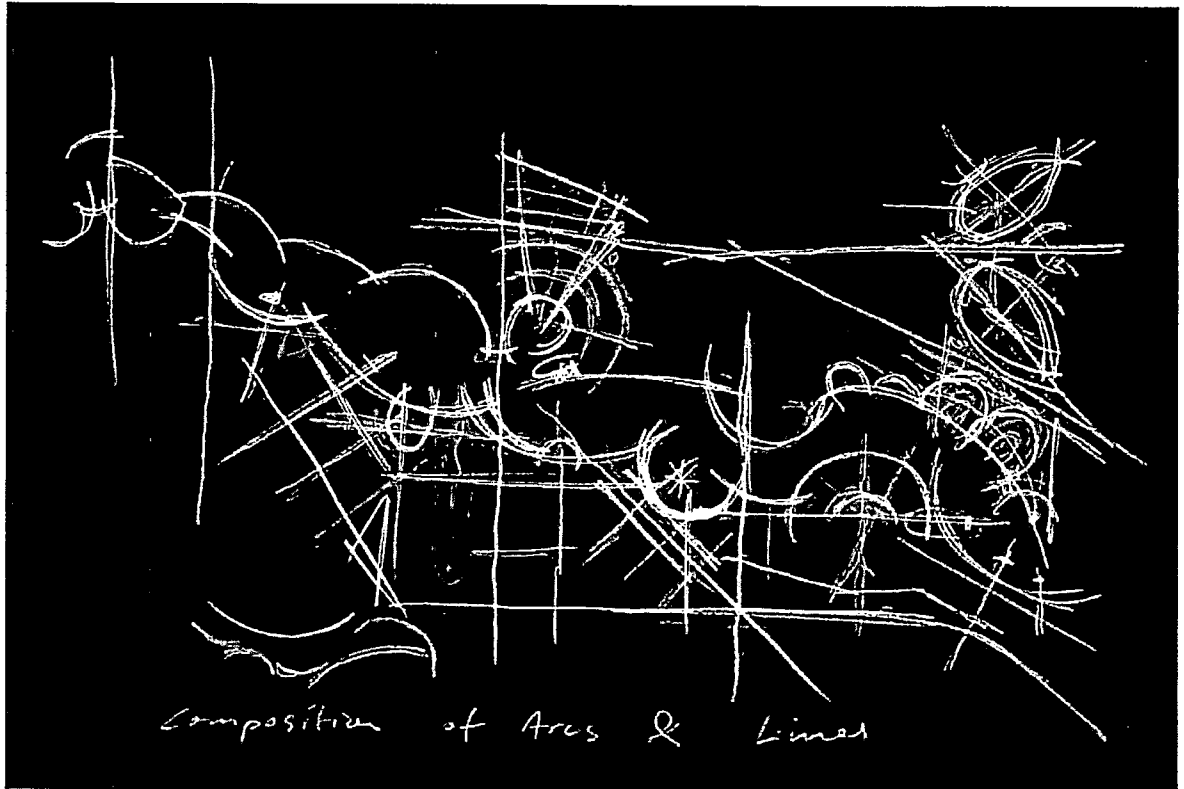


# The Plan

## *Vision*

South Albany will be:

- A complete, walkable and welcoming community
- The home of new “neighborhoods of choice” in Albany
- Known for having Oak Creek as its “front yard”
- A thriving employment center and gateway to Albany
- Integrated with greater Albany and the region
- Developed with a commitment to resource stewardship



## Plan Objectives

*A Complete and Livable Community* – South Albany will include livable neighborhoods – varied housing, mixed-use centers, schools, employment sites (commercial and industrial), parks, natural resource areas – all knit together by a connected pattern of streets, pathways, and open space.

*A Walkable Community* – South Albany will be a walkable community, with pedestrian-friendly streets, good network of blocks and pedestrian ways, and a functional trail system

*Great Neighborhoods* – South Albany will be a showcase of implementation for Albany’s Great Neighborhoods principles, policies, and guidelines. Each neighborhood will be connected to a community focal point.

*Village Centers* – South Albany will include one or more village centers to provide local services.

*Connectivity and Transportation Options* – Multiple options for local, intra-city, and regional travel will be provided through a connected street and pathway network, and land uses which support walking, biking, and future public transit.

*Prosperous Economy* – Commercial and industrial lands will fulfill the City’s Economic Opportunities Analysis, take advantage of the South Albany’s location in the region, and fulfill

the economic role of the area defined by the plan. Zoning regulations for employment lands will incorporate flexibility in order to respond to changes in business and industry trends.

*Oak Creek Greenway* – The Oak Creek Greenway will integrate open space areas, both public and private, near Oak Creek. The Greenway will:

- be the centerpiece of the South Albany open space system, providing multiple benefits: wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education, and visual identity for the area;
- be South Albany’s “front yard” - physically and visually accessible to adjacent development;
- create a multitude of public connections (parks, trails, trailheads, visual, etc.) between “Oak creek Parkway” (an east-west street) and the public edge of the Greenway area; and
- include a continuous east-west pathway, and other pathways that connect north and south to community destinations.

*Resource Stewardship* – Wetlands, tree groves, flood storage, and other key resources will be incorporated as amenities and functional elements of the plan.

*City Gateway* – 99E and Columbus Street/Waverly Road will be planned as safe, aesthetically pleasing, multi-modal gateways into Albany.

*Compatible Transitions* – Transitions between land uses will be carefully planned to promote compatibility. This objective applies particularly to the transitions between industrial and residential areas, and between developed areas and open space.

*Financial Feasibility* – The plan will evaluate what types of financial strategies will support feasible public and private investment to make the area development-ready.

*Phased Implementation* – The plan will evaluate phasing to support orderly and efficient development.

*Effective Mitigation of Development Constraints* – The plan will identify future policies and planning needed to mitigate the development challenges posed by wetlands and other constraints.

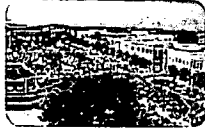
## Village Center



A place for events



Vibrant Mixed-Use



Natural features integration

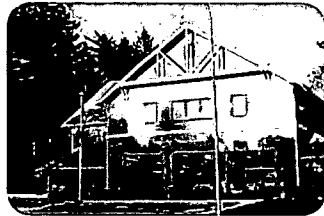


Appropriately scaled

## Park and Institutional/Civic Uses



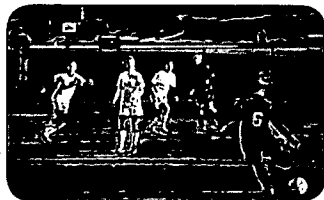
Centrally located school



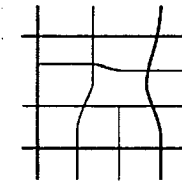
A fire station makes a good neighbor



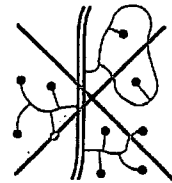
Parks for passive...



...and active recreation



Connected streets promote integrated neighborhoods...



...while disconnected streets isolate neighborhoods.

## Street Connectivity



Neighborhoods with connected, walkable streets



Mixed Use Center



A variety of housing types



## Complete Neighborhoods



Parks and Trails

## Transition Area



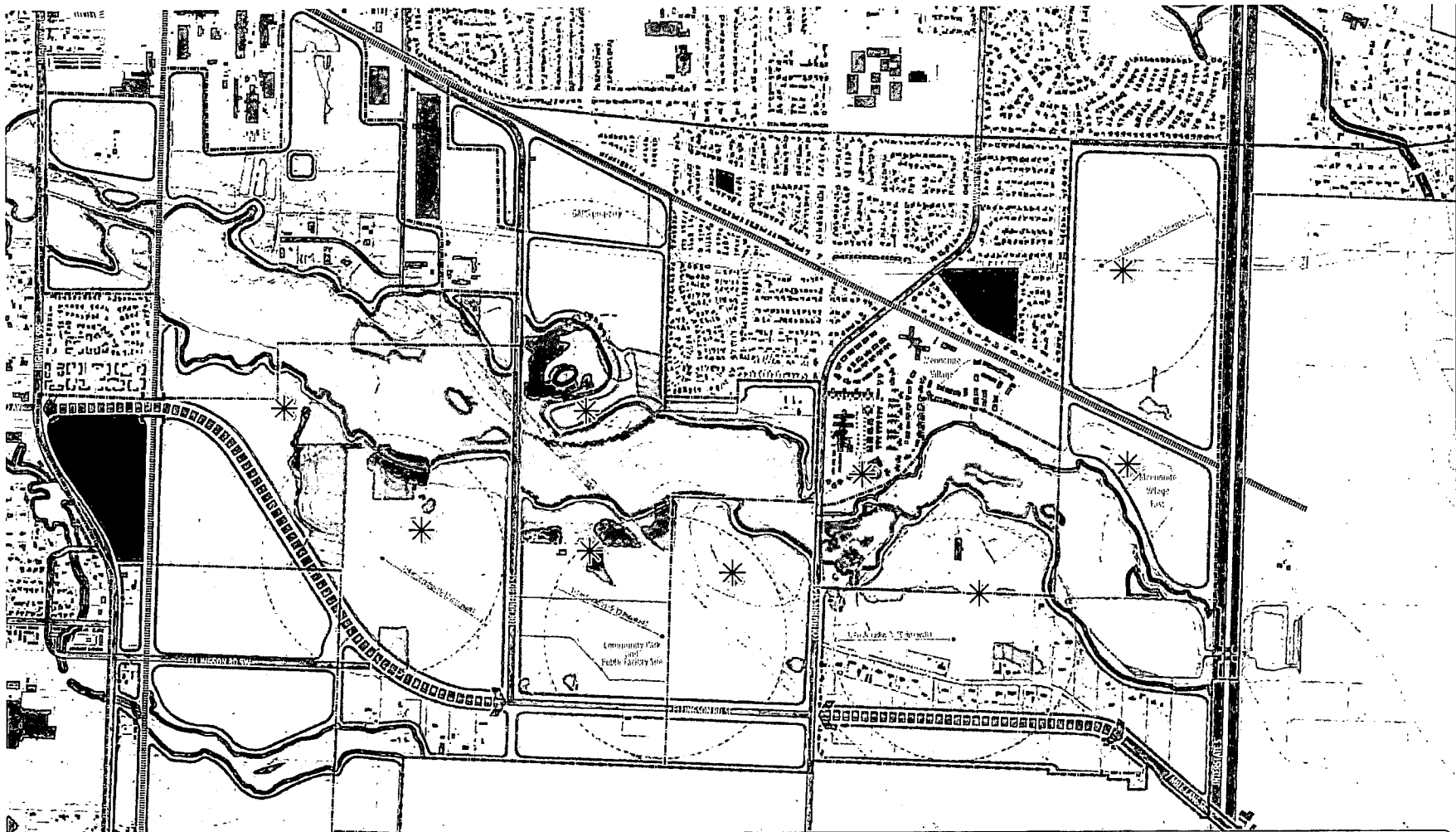
Homes facing a park and wetland area



Homes face the open space



Homes face the park



# Organizational Framework

**LEGEND**

Study Area Boundary	Significant Wetlands	Residential
City Limits	Riparian Corridor	Employment
Urban Growth Boundary	100 Year Flood	Regional Commercial
Tax Lot	Open Space Zoning or Designation	Community Park and Public Facility
	10' Contour	Neighborhood Park/Trailhead
	Steep Slopes	
	Utility Corridor	
	"Committed" Land	1/4 Mile Neighborhood
	Significant Tree Grove outside Wetlands	



Recommended Plan  
September 25, 2012



Disclaimer: The information shown on this map is derived from the data provided to the City of South Albany.



# Organizational Framework

The Organizational Framework establishes the broad pattern for great neighborhoods, employment growth, and open space in South Albany. With 40-60 years of residential growth capacity in the study area, the clear delineation of this framework is essential to fulfilling the project’s vision. This Organizational Framework shows the location and integration of the key components of neighborhoods, commercial and employment areas, and open space.

## Neighborhoods

Residential land use is organized into a series of neighborhoods that are approximately a quarter mile from center to edge, which represents a 5-10 minute walk. The neighborhoods are intended to implement Albany’s Great Neighborhoods principles, policies, and standards as tailored to South Albany. Walkable neighborhood design, a variety of housing, local parks and open spaces, and community uses are all part of the vision for the neighborhoods.

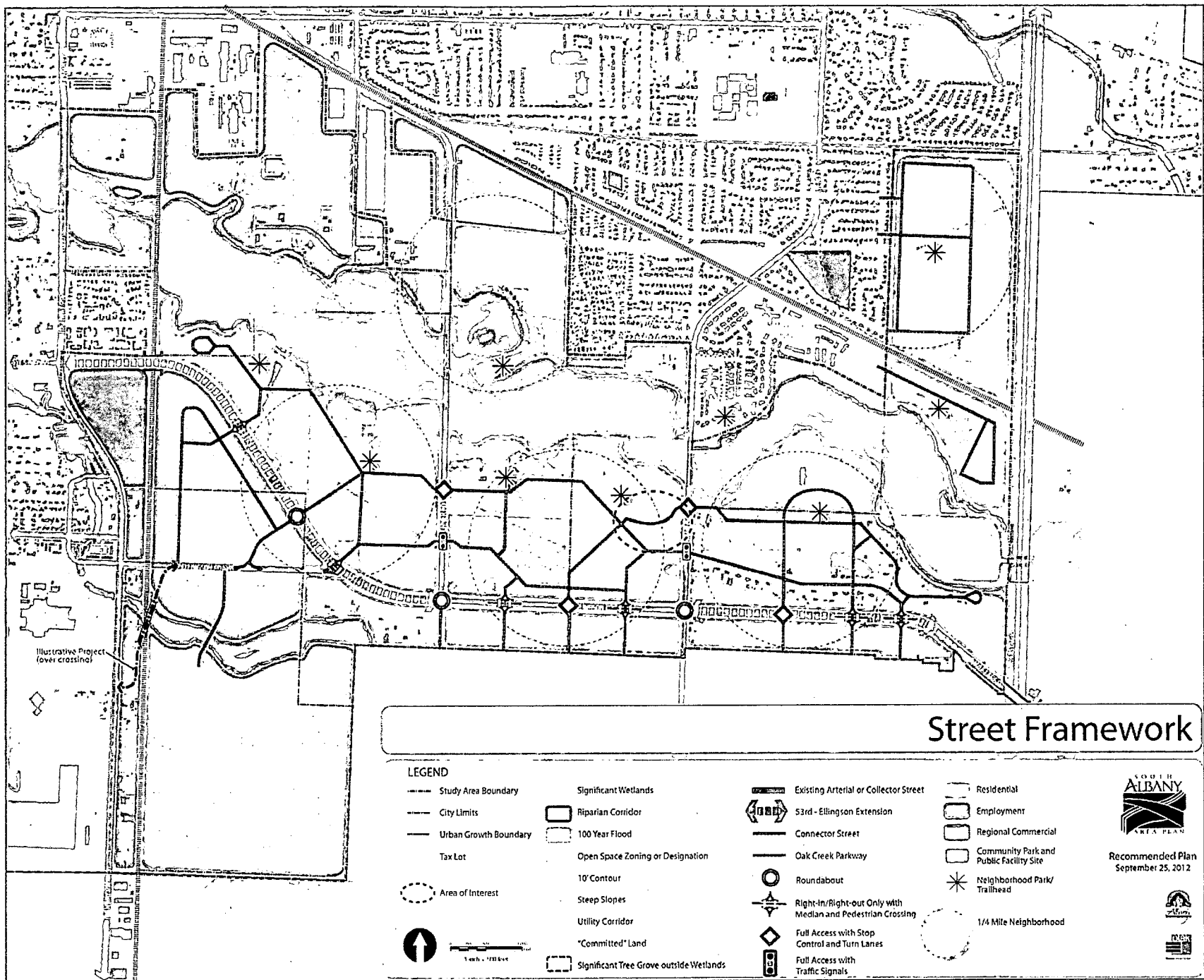
## Regional Commercial and Employment Areas

Commercial and employment areas were identified based on recommendations in the market analysis and broad community support. These job-supporting sites are important to the City as a whole and they provide local job opportunities that help make South Albany a complete community.

## Open Spaces

Oak Creek is a central feature of the framework, both geographically and from a community design perspective. It is envisioned as the “front door” of South Albany – integrated with, and accessible to, the community. The framework shows the various types of open space and resources that have been identified in the process: significant wetlands, riparian corridors, 100-year floodplain, Open Space zoning, utility corridors, and oak groves.



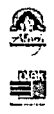


# Street Framework

<b>LEGEND</b>			
	Study Area Boundary		Significant Wetlands
	City Limits		Riparian Corridor
	Urban Growth Boundary		100 Year Flood
	Tax Lot		Open Space Zoning or Designation
	Area of Interest		10' Contour
			Steep Slopes
	1 inch = 100 feet		Utility Corridor
	'Committed' Land		Significant Tree Grove outside Wetlands
	Existing Arterial or Collector Street		S3rd - Ellingson Extension
	Connector Street		Oak Creek Parkway
	Roundabout		Right-in/Right-out Only with Median and Pedestrian Crossing
	Full Access with Stop Control and Turn Lanes		Full Access with Traffic Signals
	Residential		Employment
	Regional Commercial		Community Park and Public Facility Site
	Neighborhood Park/Trailhead		1/4 Mile Neighborhood



Recommended Plan  
September 25, 2012



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Note: The proposed location and alignment of Connector Streets is intended to be illustrative only and is subject to change based on final site plan features.

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The Street Framework illustrates how the neighborhoods and employment areas of South Albany will be connected by future streets. The framework includes arterial and collector level streets, as well as “connector” streets, which are two-lane streets with on-street parking that internally connect neighborhood destinations. Additional local streets are not shown at the framework level, but will be included in future development proposals.

## Arterials and Collectors

Arterial and collector streets include 99E, 53rd/Ellingson Road, Lochner Road, and Columbus Street, and are planned per the recommendations in Albany’s TSP.

## Oak Creek Parkway

Oak Creek Parkway will be a new local street with a multi-use path provided on the north side of the roadway. The Oak Creek Parkway will connect neighborhood parks, provide access to a future elementary school, and help provide visual and physical access to the open spaces of the Oak Creek Greenway.

## Industrial Access

In the Employment areas south of Ellingson Road and north of the drainage open space, a series of loop connections indicate a street pattern supportive of a business park. From this street system, the location of an access point to

the PepsiCo property across the drainage open space to the south has been indicated. This drainage crossing is envisioned to be constructed with an open bottom culvert to minimize impacts on the natural resource. No other roads are shown for the PepsiCo property to allow for flexibility for future industrial users.

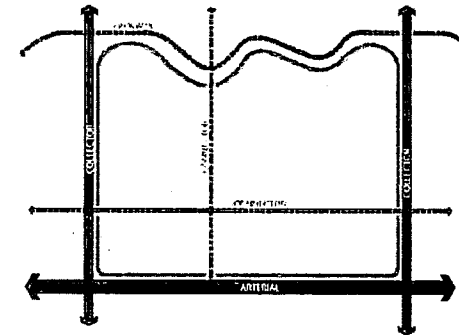
## Intersections

Four different intersection types are shown including: roundabouts, full access intersections with traffic signals, full access intersections with stop control and turn lanes, right-in/right-out only intersections with median and pedestrian crossings. The intersection treatments represent a balance of mobility, accessibility, connectivity, and multi-modal issues.

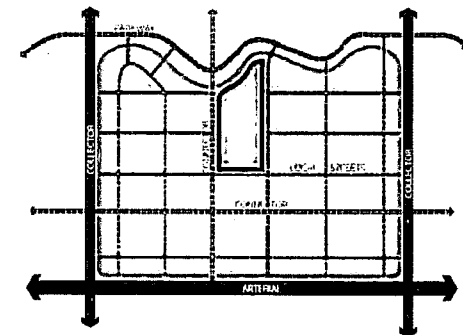
## Connector Streets

All connector streets and intersections on the framework are conceptual and represent the recommended corridors and connections for the plan. While the connector streets have been drawn to implement the vision and plan objectives for South Albany—linking land use, transportation, and open space—site-specific location and design of these streets will be determined in future planning and development review.

Street Framework Plan



Complete Street and Block Plan





The Trails Framework supports the community's goal for a walkable community. It builds upon the Organizational Framework and the Streets Framework to create a network of trails. The Trails Framework has been organized into four categories:

- Oak Creek Loop Trails
- Oak Creek Crossing Trails
- Separated Multi-use Paths
- Trails previously proposed in 2010 TSP

## Connectivity

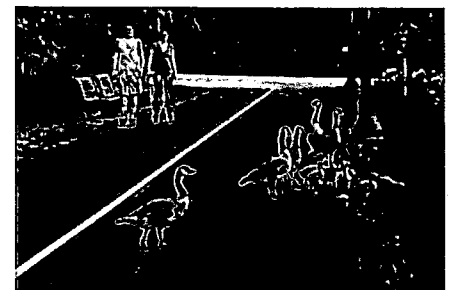
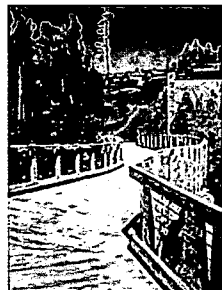
The trails provide connections between all key destinations and neighborhood centers within the study area, forming a network of direct and convenient walking routes. Trails lead to neighborhood parks, a future elementary school site, the Community Park, Oak Creek, the Gerig historic property, oak groves, village centers, Freeway Lakes, Mennonite Village (present and future phases), and employment lands.

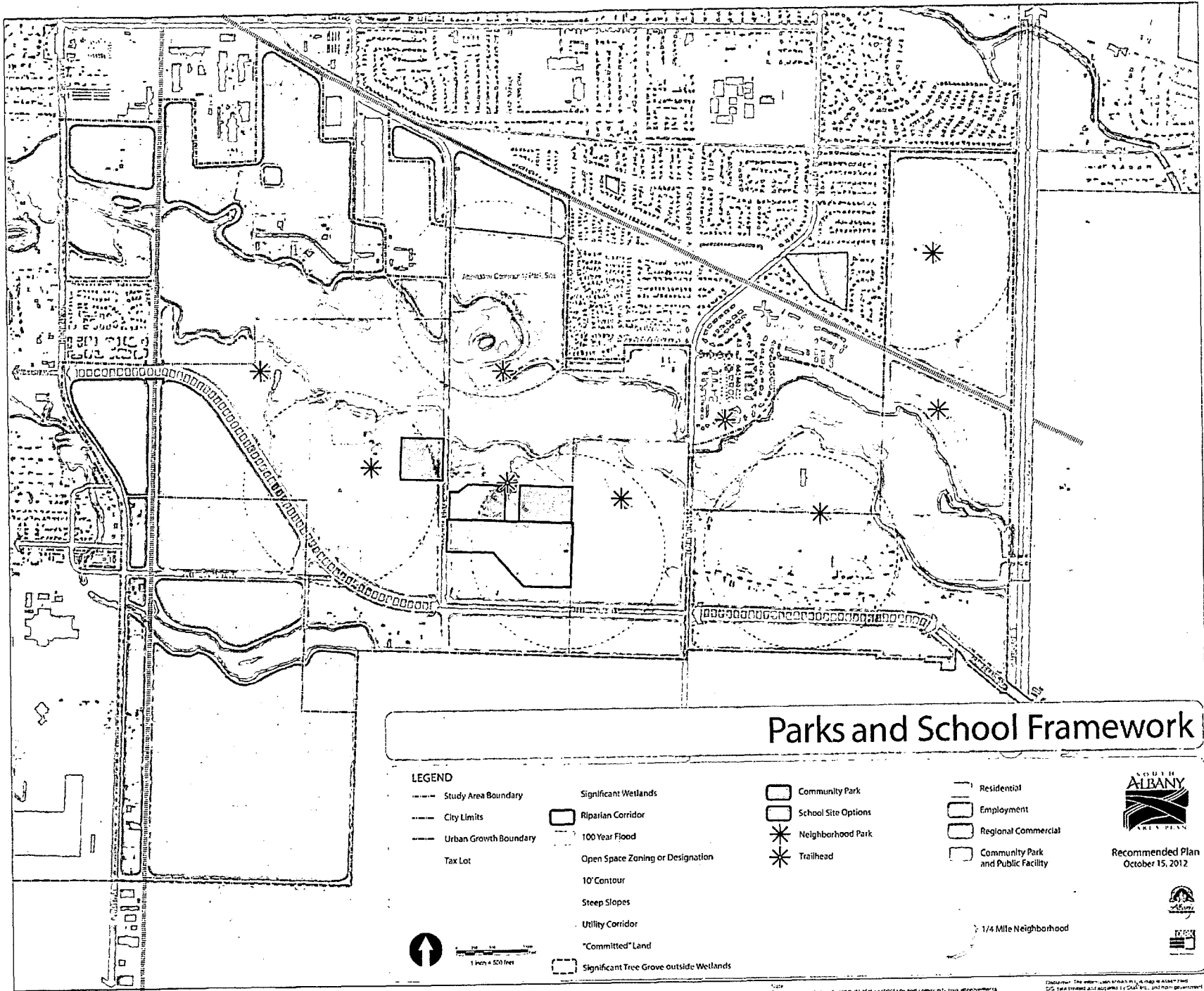
## Variety

The trail network provides opportunities for varying loops ranging from a 10-minute stroll within a neighborhood to a four-mile hike encircling Oak Creek. All trails from the TSP are included, including the Oak Creek Trail. The TSP routes are supplemented by many other trails, both on-street and off-street.

## Location

Trails are planned within the power line rights-of-way. The trails shown paralleling the railroad rights-of-way are assumed to be outside of the right-of-way, fenced from the railroad, and buffered from adjacent land uses. The trail connection at 99E near Oak Creek (northwest corner of study area) is an opportunity for an undercrossing of the bridge at the Oak Creek. Oak Creek Crossing trails will be low-impact design, soft surface, boardwalks, and bridges where necessary. All other trails will be hard-surface trails.





## Parks and School Framework

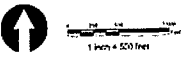
### LEGEND

- Study Area Boundary
- City Limits
- Urban Growth Boundary
- Tax Lot

- Significant Wetlands
- Riparian Corridor
- 100 Year Flood
- Open Space Zoning or Designation
- 10' Contour
- Steep Slopes
- Utility Corridor
- "Committed" Land
- Significant Tree Grove outside Wetlands

- Community Park
- School Site Options
- Neighborhood Park
- Trailhead

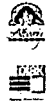
- Residential
- Employment
- Regional Commercial
- Community Park and Public Facility



1/4 Mile Neighborhood



Recommended Plan  
October 15, 2012



1022  
The precise location and alignment of the school site and community park improvements are intended to be flexible and may vary in response to the local community's requirements and other projects. The City will review these recommendations and make any necessary adjustments.

## Community Park

The City of Albany owns 27 acres east of Lochner Road for the purpose of a future community park. The property is flat and has good access from Lochner Road. Adjacent lands are currently undeveloped, but are planned to include a village center. Future community facilities such as an elementary school, fire station, or water reservoir could be co-located on the property. At 27 acres, the site is slightly large for a neighborhood setting, but would provide a signature open space for South Albany.

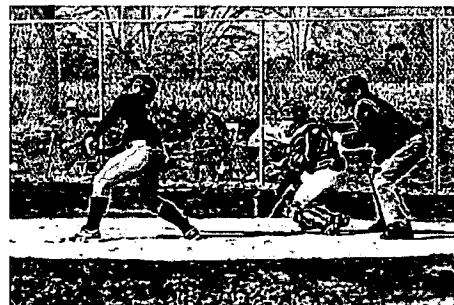
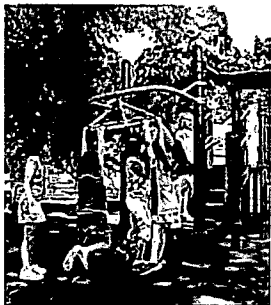
## Neighborhood Parks

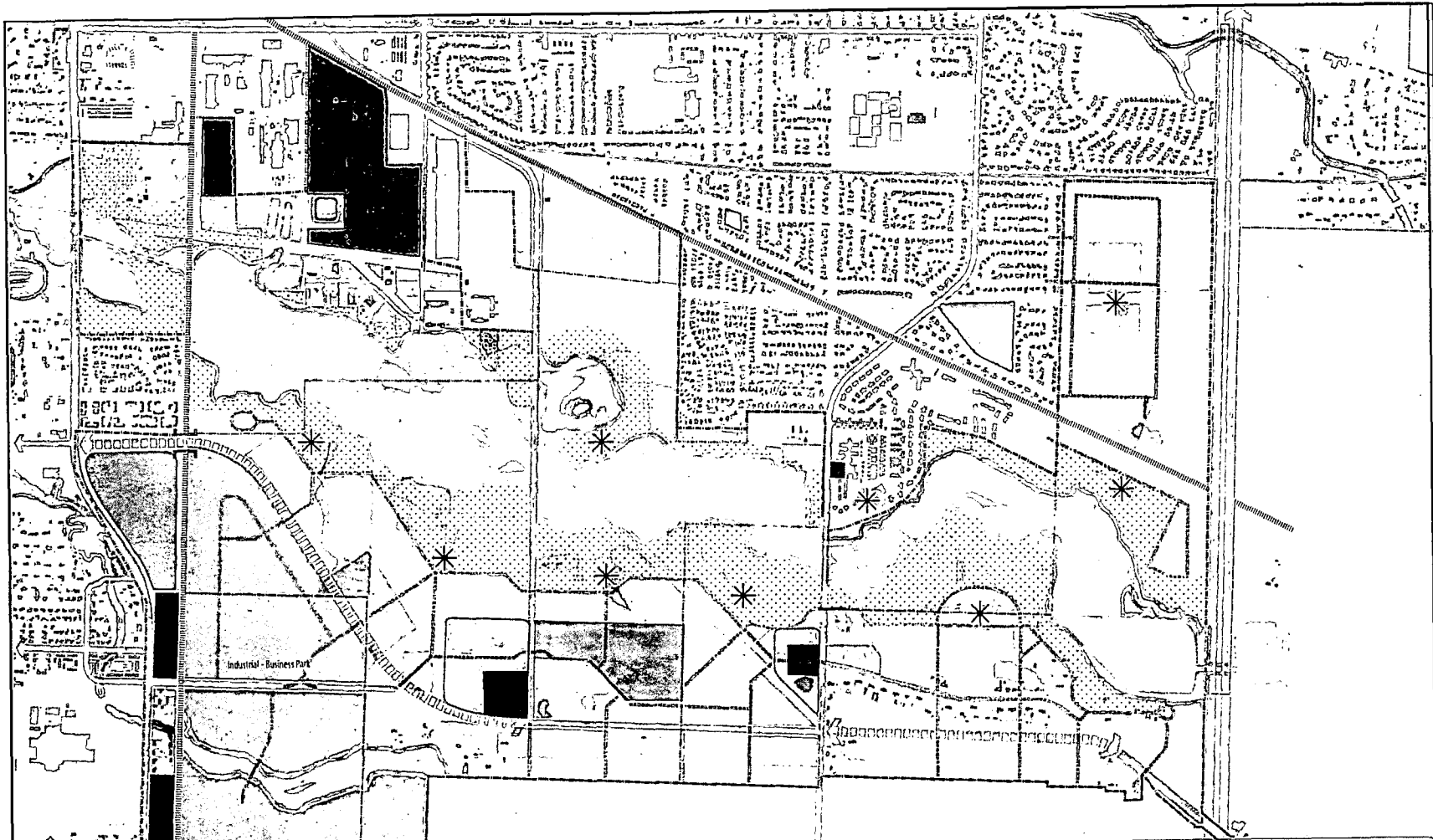
An essential aspect of great, well-defined, and walkable neighborhoods is a neighborhood park. It provides each neighborhood a common open space for gatherings and passive or active recreation. The SAAP envisions the neighborhood parks to be centrally located to offer all residents quick and easy access to its amenities. As such, they are important pedestrian destinations within South Albany's proposed trails network.

The neighborhood parks should respond to, and take advantage of, the unique context of each specific neighborhood, such as existing tree groves or Oak Creek views. They can vary in size, but are typically between two to five acres. Depending on size, the following amenities could be considered: a multi-purpose play field, playground, seating areas, landscaping, natural open space, gazebo or picnic shelter, community garden, or sports courts.

## Elementary School Sites

South Albany will likely need a new elementary school within the 20-year planning horizon, and a second may be needed for growth beyond the 20-year timeframe. Eight potential alternative sites were evaluated in the planning process, and the sites shown on the Park and School Framework were the three most favored by participants of the public workshop. Future schools should be located in the Oak Creek Transition Area if possible, but the identification of these sites is provided as guidance and is not binding. Good access to the transportation system and adjacent neighborhoods are important considerations for school sites as well.





# Land Use Plan

**LEGEND**

Study Area Boundary	Significant Wetlands	Existing Arterial or Collector Street	Residential - Low Density
City Limits	Riparian Corridor	S3rd - Ellingson Extension	Residential - Medium Density
Urban Growth Boundary	100 Year Flood	Connector Street	Neighborhood Center
Tax Lot	Open Space Zoning or Designation	Oak Creek Parkway	Regional Commercial
	10' Contour	Neighborhood Park	Neighborhood Commercial
	Steep Slopes	Trailhead	Industrial Park
	Utility Corridor	Village Center	Industrial - Light
	"Committed" Land		Industrial - Heavy
	Significant Tree Grove outside Wetlands		Oak Creek Transition Area
			Community Park and Public Facility Site

1 inch = 500 feet

Recommended Plan  
 October 15, 2012

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Note: This plan or section and all other maps or sheets as provided to be provided, and shall vary in response to the location of natural features.  
 Disclaimer: The information shown on this map is based on GIS data provided and is accurate as of the date shown. The user of this map is responsible for the accuracy of the information shown on this map.



The Land Use Plan shows patterns of land use integrated with transportation. It describes the concept for neighborhood centers, medium-density residential, low-density residential, industrial park (large-lot and business park), light industrial, heavy industrial, regional commercial, and neighborhood commercial. In addition, an overlay called the “Oak Creek Transition Area” is included.

## **Residential – Low Density**

The Low Density Residential designation provides a variety of low density detached and attached housing types, including single-family homes, cottage homes, and duplexes, at approximately five dwellings per acre. Approximately 65 percent of all South Albany dwelling units would be low density, occupying approximately 78 percent of buildable residential land.

## **Residential – Medium Density**

The Medium Density Residential designation provides a variety of detached and attached housing types such as cottage homes, tri-plexes, townhomes, apartments, condominiums, live-work units. The average density across all housing types would be 12.7 dwelling units per acre. The maximum density for apartment sites within this land use type would be set at 20 dwelling units per acre, per the market analysis. Approximately 35 percent of all dwelling units

in South Albany would be medium density, occupying approximately 22 percent of buildable residential land.

## **Neighborhood Centers**

The Neighborhood Center designation reflects the heart of South Albany’s village centers. Neighborhood Centers are intended for neighborhood-serving retail, personal services, and community uses. Examples include a grocery store, coffee shop, day care, civic center, and library. Medium density residential is located adjacent to the centers to activate them with people, organize the housing choices, meet housing needs identified in the market study, and support future transit. The neighborhood centers comprise a total of 10 acres in three locations.

## **Regional Commercial**

The Regional Commercial designation provides an area for regional shopping center and large-format retail. The area could include residential attached or above business uses.

## **Neighborhood Commercial**

The Neighborhood Commercial designation is applied to properties currently zoned neighborhood commercial along 99E. Retail in these areas should serve the nearby businesses, Linn-Benton Community College, and neighborhoods west of 99E.

## **Industrial Park**

The Industrial Park designation includes two areas: Industrial-Business Park north of Ellingson Road and Industrial-Large Lot south of Ellingson Road. The Business Park industrial designation provides additional area for light industrial uses on medium-sized sites consistent with the market analysis findings. Located south of the 53rd Extension, the designated area is a logical addition to the employment-oriented land on the west side of the study area. Development would have a more campus-like setting than and would be a more compatible neighbor to the adjacent neighborhoods than other industrial uses. Examples of light industrial uses include assembly and light manufacturing within enclosed buildings, flex space, and offices. The area should be designed to create flexibility for parcels to be combined or divided to accommodate a diversity of users.

The Large Lot industrial designation reflects the market analysis recommendation to provide large lot sites for industrial uses. Examples of uses that require large lot industrial sites include manufacturing and regional warehousing. The area would retain the same or similar zoning as the current Industrial Park designation and provide a location for a range of employment uses.

## **Industrial-Light and Industrial-Heavy**

The Light Industrial and Heavy Industrial designations reflect the City's current zoning. The intent is to limit additional heavy industrial uses, without down-zoning properties, given the industrial area's proximity to residential neighborhoods and the Oak Creek corridor.

## **Oak Creek Transition Area**

The key to long term success for the Oak Creek vision is to not rely solely on regulation. There should be a continued, combined, and collaborative effort of public investments, land owner initiatives, pilot projects, wetland banking/coordinated permitting, and community involvement to collectively help implement the vision.

The Oak Creek Transition Area is an important plan element to implementing the Oak Creek Greenway Vision. Its purpose is to guide development review and more detailed planning for the transitional edge of the Oak Creek Greenway. The Greenway is intended to integrate open space areas, both public and private, near Oak Creek.

The Transition Area is the preferred location for neighborhood parks, community facilities, the elementary school, wetland mitigation areas, storm-water facilities, community gardens, and other community-oriented and open space uses. These uses are guiding in nature, and not binding.

In addition to the preferred uses, the transition area may be developed for uses permitted by the base zoning, where development is allowed by the comprehensive plan, development code, and state/federal permitting. All development would be required to meet the City's standards and design guidelines.

It is preferred, but not mandatory, that the Parkway be located at the interface of the developed and open areas. This will place residential and other neighborhood uses to the south of the Parkway and the preferred open space and community uses listed above to the north. Limited development between the Parkway and Oak Creek is allowed. The alignment for the Parkway is conceptual – the specific alignment will be established in future planning or development review.

Historic resources, such as the Gerig home site, are included in the transition area to assist with their preservation as an honored part of the area's heritage and an integrated part of its future. The Transition Area also encompasses much of the area with potential for archeological resources.

Annexation Agreements may be used to help achieve the vision for Oak Creek. Annexation agreements are a tool used by the City to ensure that the proposed annexation is in the public interest. The terms of annexation agreements may include, but are not limited to, dedication of land for future public facilities, construction of public improvements, waiver of compensation

claims, or other commitments and public benefits deemed valuable to the City of Albany. The agreement is recorded as a covenant running with the land.

## **Community Park and Public Facility Site**

The Community Park and Public Facility Site designation is applied to the City-owned parcel intended for this use. Per the Albany Park and Recreation Master Plan, this site is planned "...to provide space for other facilities (soccer/football fields, skate park) and to make certain facilities (picnic pavilion, community scale play area) more geographically accessible to residents living in this part of the City." Public facilities such as a fire station or water reservoir could be co-located with the community park on this site.

## *Introduction*

Implementation of the SAAP will happen incrementally over time as the area develops. Certain policy and code amendments are needed to set the stage and ensure the implementation occurs according to plan. These include amendments to the Albany Comprehensive Plan, Development Code, and TSP. The recommended amendments are summarized below and the complete adoption-ready text for these documents is included in the appendix. In addition to policy and code changes, a funding strategy is provided to identify potential funding sources for and phasing of the proposed public investments.

## *Comprehensive Plan Amendments*

A new, South Albany-specific section will be created in Chapter 8 of the Comprehensive Plan. This section contains goals, policies, and implementation measures as well as reference maps. The text of the policies will capture the vision statement and plan objectives approved by the TAC and PAC. The policies will reference the SAAP maps and state that future planning and development shall be consistent with the maps.

The policies capture the ideas generated during the SAAP process and provide the foundation for zoning and long-term implementation by all parties. The land use policies include a conversion table for determining the Comprehensive Plan and Zoning Map designations for each land use type on the SAAP Land Use Concept. In some cases, there are multiple zones that could implement a particular land use type and Comprehensive Plan designation.

## *Development Code Amendments*

With the exception of the few amendments proposed below, the City's existing base zones, overlay zones, standards, procedures, and other Development Code requirements would apply in South Albany. The proposed amendments to the Albany Development Code are as follows:

### **New Section 8.600 – Supplemental Design Standards for Oak Creek Transition Area.**

The purpose of this amendment is to implement the Oak Creek Transition Area (OCTA) concept. This amendment adds standards that regulate the amount, location, and design of development in the OCTA.

### **Amendment to Article 11 – Land Divisions.**

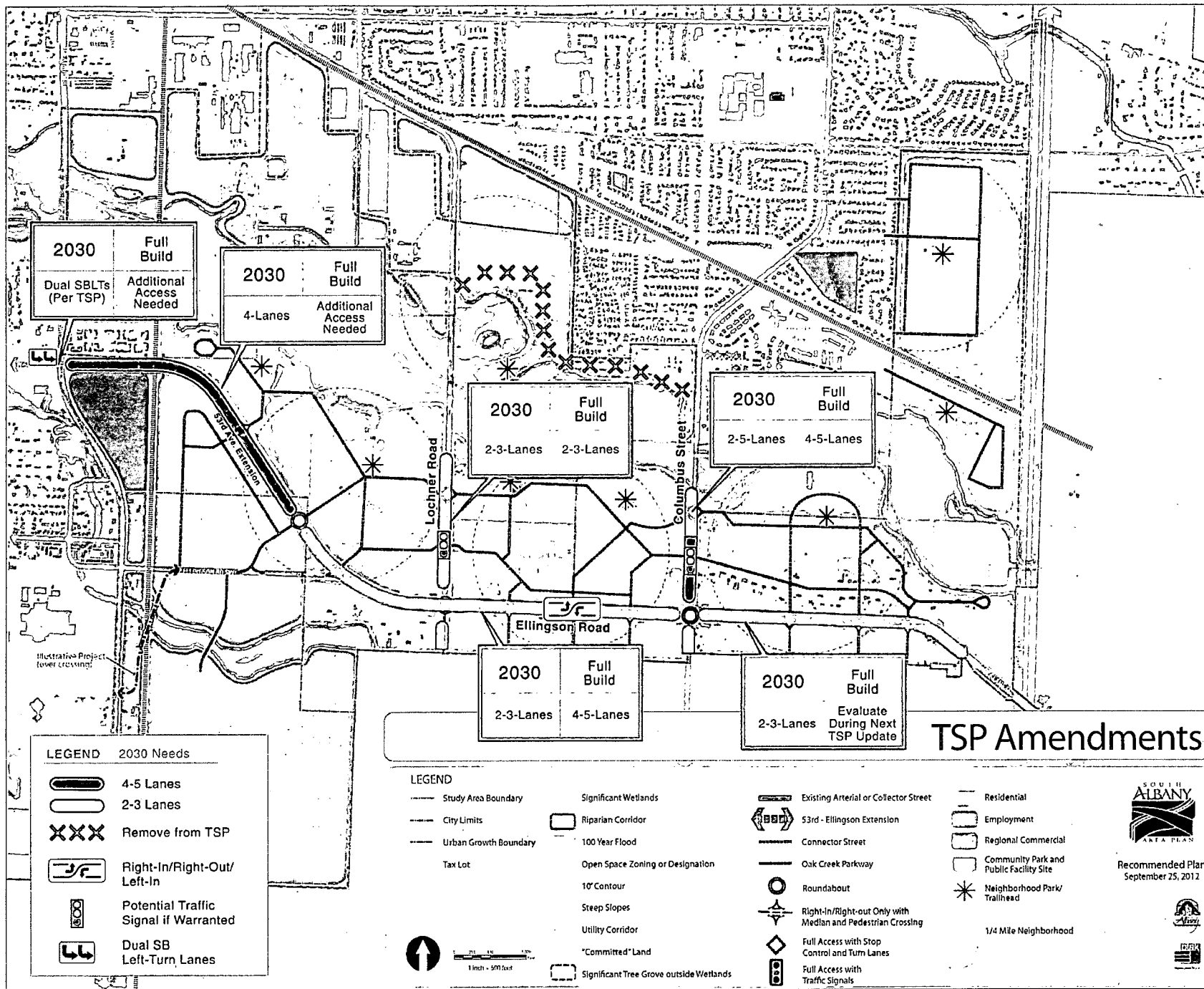
Amendments in this article are to provide specific references to the SAAP with respect to the designation of permanent natural areas, development standards to reflect the plan area's maximum gross densities and exception to the Perimeter Lot Compatibility standard for cluster development.

### **Amendment to Article 3 – Residential Zoning Districts.**

The Schedule of Permitted Uses has been refined in order to encourage protection of South Albany's natural features, allow for the transfer of development density, and support a variety of housing types and developments within the boundaries of the SAAP. The revisions allow for a variety of housing types as long as density limits are not exceeded by zone.

## *Transportation System Plan Amendments*

The following figure summarizes the future roadway and intersection needs for 2030 and full buildout of the area. Table 4 summarizes the TSP amendments recommended to implement the SAAP.



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Note: The graphic text on this page is for informational purposes only and is not intended to be used as a legal document.

This is not the official record of the project. The official record is the project file in the project folder.

Table 4. Recommended TSP Amendments

ID	Project Name	Project Type	TSP Amendment	2030 Need	Build-out Need	TSP Project Cost	Amended Cost
L1	53rd Avenue Extension	New Road or Alignment	Extend 4-lane section to 1st roundabout	2-4 Lanes	4 Lanes	\$17,986,000	\$18,600,000
L8	Lochner-Columbus Connector	New Road or Alignment	Remove from TSP	NA	NA	\$2,742,000	\$0
L28	Ellingson Road Extension	New Road or Alignment	Widen from 2 to 3 lanes	2-3 Lanes	4-5 Lanes	\$4,430,000	\$5,740,000
L46	Columbus Street	Urban Upgrade	5-lane ROW preservation near Ellingson Road	3-5 Lanes (near Ellingson only)	5 Lanes (north to Oak Creek Parkway only)	\$2,727,000	\$4,549,000
L53	Ellingson Road	Urban Upgrade	Update cross-section for high quality bike facility	3 Lanes	5 Lanes	\$5,847,000	\$5,847,000
L54	Lochner Road	Urban Upgrade	Update cross-section for high quality bike facility	2-3 Lanes	2-3 Lanes	\$5,756,000	\$8,270,000
NEW 1	Oak Creek Parkway	New Road	Add new local roadway	2 lanes	2 lanes	NA	\$16,456,000
M6	Ellingson Road/ Columbus Street	Intersection Control Change (Roundabout)	Change from signal to roundabout	Partial multi-lane roundabout	Multi-lane roundabout	\$345,000	\$500,000
M2	Oak Creek Trail	Multiuse Path	Expanded and split into 3 projects (see below)	NA	NA	\$2,645,000	see segment cost estimates
M2-a	Oak Creek Loop Trail (south of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$2,680,000
M2-b	Oak Creek Loop Trail (north of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$1,787,000
M2-c	Oak Creek Crossing Trails	Multiuse Path	Create trail	NA	NA	NA	\$838,000
NEW 2	Ellingson Road/ Lochner Road	Roundabout	Identify roundabout as treatment	Single Lane roundabout	Multi-Lane roundabout	NA	\$500,000
NEW 3	53rd Avenue Extension/Industrial Property Access	Roundabout	Identify roundabout as treatment	Partial multi-lane roundabout	Multi-lane roundabout	NA	\$500,000

The following provides additional recommendations related to transportation for implementation of the SAAP:

- All new roads in the SAAP street framework, not currently identified in the TSP, are envisioned as local streets, some with enhanced amenities, but are recommended for inclusion in the SAAP to guide the basic development of the local street system.
- “Connector” roadways were not identified as minor collectors because of the desire for driveways and on-street parking; however, some of the connector roadways may require some restriction of driveways near the intersections of Ellingson Road, Lochner Road, and Columbus Street. The connector street cross-section is recommended to have the attributes of an Albany “Network Local Street” but with parking provided on both sides.
- Oak Creek Parkway will be a new local street with a multi-use path provided on the north side of the roadway. The Oak Creek Parkway will connect neighborhood parks, provide access to a future elementary school, and help provide visual and physical access to the open spaces of the Oak Creek Greenway. The proposed alignment of the roadway is conceptual, as the specific alignment will be established in future planning or development review.

- Modifications to the cross-sections in the TSP for Ellingson Road, Lochner Road, and a section of Columbus Street are recommended to provide high quality bicycle facilities such as a two-way mixed-use path or cycle track on one side of the roadway.
- The connector roadway access on Ellingson Road between Lochner Road and Columbus Street should be a right-in/right-out/left-in only intersection so that this segment may operate as 2- to 3-lane roadway, without traffic signals, in the 2030 horizon.
- Preservation for a 5-lane section on Ellingson Road near I-5 should continue to be reviewed during the next TSP update as it may be needed to accommodate travel demand from Albany to OR 34 and Lebanon using Seven Mile Lane under full build-out conditions of the SAAP depending upon the number of railroad crossings and accesses to 99E and regional travel patterns beyond 2030.
- Columbus Street should be constructed as a 3-lane facility allowing for turn lanes at the connector roadway and Oak Creek Parkway and full urban facilities should be provided on both sides of the roadway as opposed to one side as indicated in the TSP. Right-of-way preservation for a 5-lane section is recommended from south of Ellingson Road to north of the connector roadway to allow for future dual entry and exit lanes from the roundabout and potentially extended through

the connector roadway intersection north of Ellingson Road to provide for queue storage if this intersection requires signalization in the future.

- The 53rd Avenue Extension should be constructed as a 4-lane facility from 99E to the industrial property access at the proposed roundabout. This intersection is recommended to serve as the transition point from the 4-lane section to a 2- to 3-lane section to the east.
- Full build-out of the South Albany area beyond 2030 may cause traffic demand to exceed the capacity of 53rd Avenue intersection at 99E. A second grade-separated railroad crossing should be considered beyond the 2030 horizon (illustratively identified in the previous figures in the vicinity of the business park) connecting 99E to the SAAP study area to provide the roadway capacity necessary for the SAAP to develop beyond the 2030 forecast and support full build-out. Additional analysis is necessary to determine the feasibility of the illustrative diagonal crossing and other potential options.
- The Beta Drive crossing may need to be maintained as a secondary emergency vehicle access to the industrial area. A decision regarding the crossing should be deferred to development of the industrial area south of Ellingson Avenue.

This funding strategy (1) describes funding sources available to the City of Albany, (2) identifies key public infrastructure projects necessary for implementation of the SAAP, and (3) locates these projects in the context of development strategies for three sites in the area.

There are a variety of funding sources available to the City of Albany to fund the share of project costs that are beyond the responsibility of an individual developer. A variety of funding options may be used, such as specific taxes, grants, bonds, and fees. Some key sources of revenue for development in the area include:

- **Local Improvement District (LID):** A geographic area in which real property is assessed to defray all or part of the costs of specified public improvements benefitting each property. All projects identified in the SAAP could be eligible for LID funding. Funding is limited by the amount that benefiting property owners contribute to the improvement.
- **Tax Increment Financing (TIF):** Diverts property tax revenues from growth in assessed value inside an urban renewal area (URA) for investment in capital projects within the URA to alleviate blight. All projects identified in the SAAP could be eligible for TIF funding. Preliminary estimates of urban renewal TIF capacity, suggests that a new urban renewal area could fund up to \$60 million of projects in South Albany over the next three decades.

- **General Obligation (GO) Bonds:** Voter-approved temporary property tax increase to support the sale of tax-exempt bonds for infrastructure projects. All projects identified in the SAAP could be eligible for GO bond funding. Funding is limited by the amount of property tax increase that can be approved by voters citywide. For example, a \$10M bond would result in a citywide tax increase of about \$0.30 per \$1,000 of assessed value for 20 years.
- **System Development Charges (SDCs):** Charges on new development for capital projects to accommodate new development. Many transportation, water, wastewater, and parks projects identified in the SAAP are eligible for SDC funding. The 2012-13 City budget includes \$848,000 in SDCs, but much of this projected revenue is required for debt service payments for previous infrastructure projects. SDC revenues are variable based on the level of development within the community.

The following list summarizes how these tools may be used to fund each type of infrastructure project:

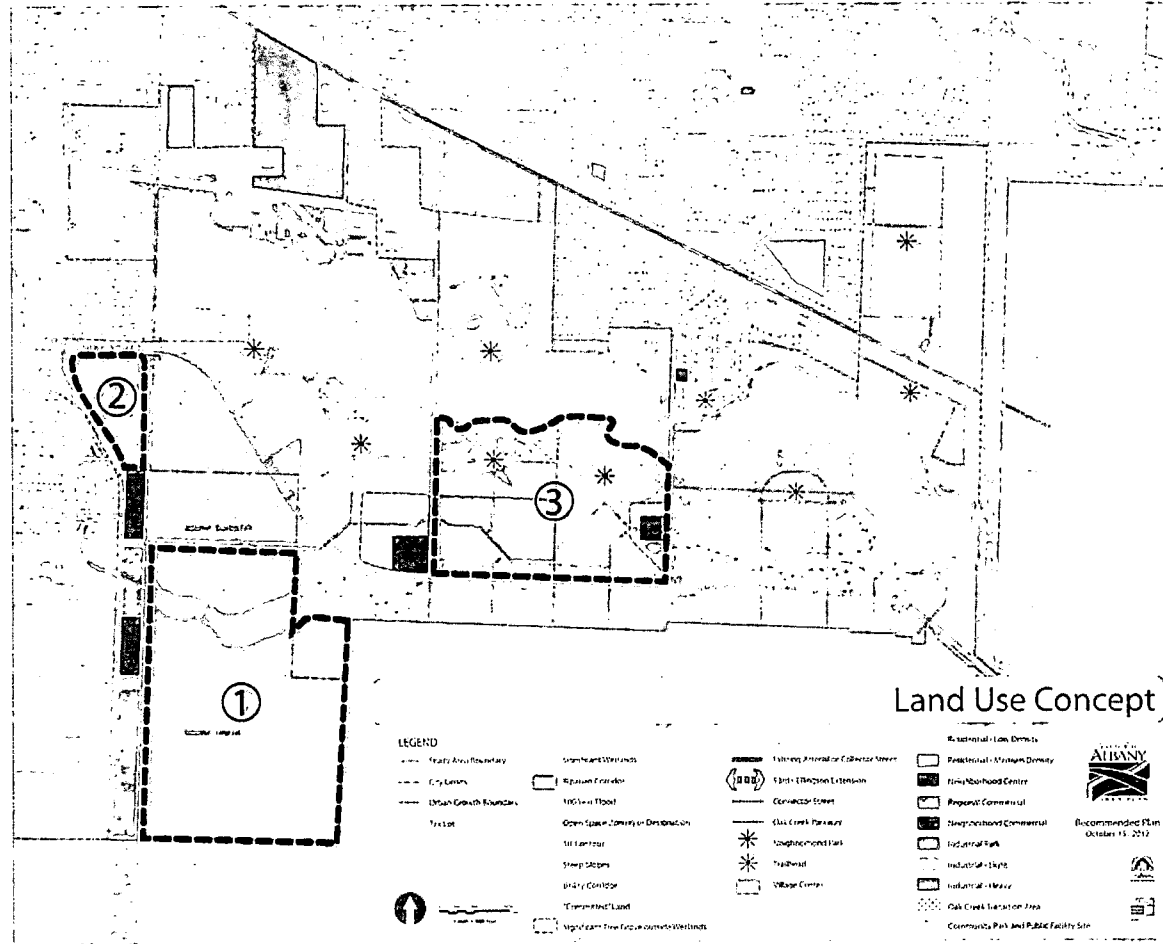
- Transportation infrastructure will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs. The 53rd Ave. extension project is likely to require additional funding sources, and urban renewal may be a logical funding source.

- Water infrastructure will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs.
- Wastewater infrastructure will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs.
- Storm water infrastructure needs within the Area are not yet known. A citywide storm water master plan is being developed and the applicable results should be incorporated into this study when available. However, at this time, there are no dedicated funding sources for storm water improvements.
- Parks infrastructure consists of a community park to serve residents of the entire City, and neighborhood parks to serve the population in South Albany. The neighborhood parks would likely be funded through SDCs and grants. The community park would require additional funding sources. Logical funding sources may include urban renewal or a general obligation bond.
- Emergency Services infrastructure consists of one fire station to serve South Albany and the adjacent areas. There are no SDCs for fire infrastructure, so additional funding sources would be needed. Potential funding sources may include urban renewal, a general obligation bond, or an annexation agreement.

Overall, the emphasis is on flexibility, public-private co-investment in infrastructure, and an opportunity-driven approach to infrastructure funding. Rather than making significant public investments in infrastructure in the area and hoping to attract appropriate adjacent development, this strategy calls for investments in public infrastructure to be made concurrently with private development, and in response to market conditions.

Three subareas deemed most likely to develop in the near future include: (1) South Albany Industrial Park site, (2) Piano Site, and (3) Central Area.

- The South Albany Industrial Park site is zoned for employment use, and is located South of Ellingson Road, and east of the Union Pacific
- The “Piano Site” is the property zoned for regional commercial development, located between Hwy 99E and the Union Pacific railroad tracks, south of 53rd Ave
- The “Central Area” is roughly defined as property bordered by Lochner Road to the west, Ellingson Road to the south, Columbus Street to the east, and Oak Creek to the north. The area is planned for residential development as well as co-location of multiple public facilities.





An analysis of the South Albany Area Plan Infrastructure Funding Strategy leads to the following implications:

Public-private partnerships will be crucial. The City does not have sufficient resources to fund 100% of each project identified in the SAAP. While many projects are eligible for partial funding from SDCs, it is uncertain how much SDC funding any project will receive, given the limited pool of funds, and competing priorities citywide. Thus, most infrastructure projects in the Area will only be possible through collaboration between the City and private developers. The City will have to work with developers to come up with plans for funding specific projects, in a fair, equitable and strategic fashion.

The 53rd Ave. extension will be the most difficult project to fund. With an estimated cost of \$19 million, the 53rd Ave. extension is the most expensive project in the SAAP. The funding strategy relies heavily on partnerships with private developers, but the cost of the 53rd Ave. extension project is so high, that it will be difficult for a small number of developers to make significant financial contributions to the project, while maintaining the Area as a profitable and attractive place for development. Thus, new funding sources are especially important for the 53rd Ave. extension, and urban renewal is a logical source for the City to explore.

Urban renewal has great potential to help, if used strategically. Preliminary estimates of urban renewal tax increment financing (TIF) capacity, suggests that a new urban renewal area could fund up to \$60 million of projects in South Albany over the next three decades. However, State statutes limit the amount of acreage and assessed value within urban renewal areas citywide, and only a fraction of the total area (not more than 708 acres) could be included in a new urban renewal area (URA). For a URA to reach its full TIF-generating potential, it needs a strategically drawn boundary that includes land that is expected to experience a significant increase in assessed value (e.g., new development), and land where infrastructure investments, like the 53rd Ave. extension, will occur. Accomplishing this with less than 708 acres could be challenging. Additionally, for urban renewal to be most effective, a URA needs to be formed up front, prior to any new development occurring.

Public investment principles should be adopted to help guide the broad strategy for opportunity and market driven partnerships in South Albany. Public investments in South Albany will: (1) Be consistent with and help implement the long-term vision expressed in the SAAP; (2) Emphasize co-investment with private development and project partners; (3) Support catalytic projects that set the stage for additional investment; (4) Support orderly and efficient development and infill.

**Table 5. Options for Funding Infrastructure for SAAP**

	Definition/Source	Eligible Projects	Preemptions/limitations	Notes on Capacity
<b>Local Improvement District (LID)</b>	A geographic area in which real property is assessed a fee to defray all or part of the costs of a public improvement. Costs are apportioned according to the estimated benefit that will accrue to each property.	Must be capital projects. Typically, with benefits tied to a small geographic area. Examples include paving streets, building sidewalks, installing storm water management, and improving streetscapes.	May have relatively high administrative costs. Usually requires extensive political outreach, as it is desirable to have property owners agree to the tax increase. In Albany, the City Council may require an LID to fund improvements that are considered essential to the welfare of the City.	Local improvement districts can vary in their financial capacity. Capacity may be constrained by the willingness of local property owners to increase their financial burden to fund the project, which means LIDs are usually limited to smaller infrastructure improvements.
<b>Tax Increment Financing</b>	Captures property tax revenues from growth in assessed value inside an Urban Renewal Area for reinvestment in capital projects that reduce blight.	Any capital projects that alleviate blight and are included in URA plan. Property acquisition, storefront and streetscape improvements, public infrastructure – such as streets, parks, affordable housing, and civic buildings.	Requires urban renewal plan and report. Must meet the State definition of blight. Limits on maximum acreage and assessed value – 15% of jurisdiction’s total acreage or 15% of jurisdiction’s total assessed property value. Currently, about 9% of the City’s acreage is within an urban renewal area, which means the maximum size of a new URA would be about 700 acres.	The old Oak Creek urban renewal area plan that was previously adopted by the City estimated that a URA with \$3.3M in assessed value could generate \$25M in TIF by 2020, which would service the debt on \$16M of projects. Ultimately, the urban renewal potential for the area depends on the specific boundaries of the URA, the timeline of projects, the duration of the URA, and the pace of new development and RMV growth within the URA.
<b>Grants</b>	Grants are available from Federal, State, and private/non-profit sources for a variety of projects. Some common sources of grants include the State of Oregon (e.g. ODOT) and Federal agencies such as the EPA, FAA, FHWA, and FTA.	Grants may be available for all types of infrastructure projects, especially parks and transportation projects.	Typically grants require an application process, a process that can be time consuming and competitive. For projects to receive grant funding, they may require local matching funds. Each specific grant will have specific limitations.	In recent years the City Grant Fund has been between \$2 and \$3 million annually. However the proposed 2012-13 budget shows only \$1.1M in the Grant Fund, and most of these grants are unrelated to capital investment in infrastructure.

	Definition/Source	Eligible Projects	Preemptions/limitations	Notes on Capacity
General Obligation Bonds	Voter-approved temporary property tax increase to support the sale of tax-exempt bonds for infrastructure projects. The City borrows against its future stream of tax revenues to generate capital to cover costs. Projects typically benefit the community as a whole, and loans are backed by full faith and credit of the City.	No restrictions. Projects typically benefit the community as a whole. Major capital projects such as schools, water and sewage treatment facilities, bridges, and major road improvements.	Must be authorized by a vote of the public.	Bonding capacity depends on the term of the bond, interest rate, and other factors. Given the City's current assessed value of \$2.5 billion, and reasonable bonding assumptions, a \$10M bond would result in a tax increase of about \$0.30 per \$1,000 of AV for 20 years.
SDCs	Charges on new development to pay for capital projects that increase growth capacity. Charges are formula-based and tied to the cost of infrastructure needed to serve the planned development. Jurisdictions may also establish <i>Sole Source SDCs</i> . <i>Sole Source SDCs</i> make the fees collected by an area available for use within that area only, rather than available for use citywide.	Parks, transportation, water, or sewer-related projects (depending on SDC source).	Must be capital projects to expand capacity to accommodate new growth. Must be a type of project permitted in ORS 223.297. Furthermore, it must be included in the adopted SDC methodology. Rising SDCs could be a disincentive to development.	Citywide SDCs budgeted for 2012-13 are: - Parks: \$75,000 - Transportation: \$217,000 - Sewer: \$300,000 - Water: \$256,000 However, SDC collections have been much higher in past years, when development activity was more robust. Development within the SAAP through 2030, could be expected to generate \$6M or more for transportation SDCs.
Annexation Agreements	An agreement to use a portion or all of the property tax revenue collected by the City from the annexed area for projects related to the annexed area. Annexation agreements can also be used to require private developers to agree to provide specific public infrastructure projects associated with their proposed development, prior to the City putting the question of annexation on the ballot.	No restrictions.	This revenue source is technically property tax revenue from the City's permanent tax rate. As such, these revenues would be part of the General Fund, and would be subject to annual appropriation by City Council and cannot legally be committed to long-term debt service for infrastructure projects.	Capacity is limited to whatever amount the City is able to negotiate with interested property owners.

	Definition/Source	Eligible Projects	Preemptions/limitations	Notes on Capacity
Street Utility Fee	A monthly fee collected from residents and businesses citywide, typically based on land use (and underlying assumptions on the number of trips generated by each land use).	Limited to transportation projects.	No significant preemptions or limitations.	Capacity is constrained by the political acceptability of whatever fee may be proposed.
Local Gas Tax	A tax on the sale of gasoline and other fuels, levied as a fixed dollar amount per gallon.	Local ordinances have typically limited use of revenues to road and highway uses – including construction, improvement, reconstruction, repair, maintenance, preservation, and operations. Exceptions are sidewalks, street planning and design, streetlights and storm water, parks and public buildings.	Currently, only 14 cities and 2 counties in Oregon collect a local gas tax. High gas prices could make a gas tax an unpopular option, politically. Voters must approve local gas taxes, but no limit is stated in the statute.	Based on OR S319.950 local gas taxes cannot be enacted until after 2014.
Franchise Fees	The cost utility and cable providers incur for being allowed to place their facilities and equipment in the public's right-of-way. Fees are levied as a percent of gross revenue	No restrictions.	The City already collects franchise fees from utility providers. These funds are collected in the General Fund and used at the discretion of the jurisdiction. Fees are limited to 7% for telecommunications and 5% for other utilities.	Total franchise fees in Albany are budgeted at \$3.9M for FY 2012-13, which is inline with prior year collections.

**Table 6. Summary of SAAP Projects and Costs**

<b>Transportation</b>		
Project Name (ID from Kittelson Memo)	Project Type	Estimated Cost
53rd Avenue Extension (L1)	New Road or Alignment	\$ 18,600,000
Ellingson Road Extension (L28)	New Road or Alignment	\$ 5,740,000
Columbus Street (L46)	Urban Upgrade	\$ 4,549,000
Ellingson Road (L53)	Urban Upgrade	\$ 5,847,000
Lochner Road (L54)	Urban Upgrade	\$ 8,270,000
Oak Creek Parkway (NEW 1)	New Road	\$ 16,456,000
Ellingson Road/Columbus Street (I16)	Intersection Control Change (Roundabout)	\$ 500,000
OR 99E/53 <sup>rd</sup> Avenue (I40)	Intersection Add Lane(s)	\$ 550,000
Oak Creek Loop Trail - south of Oak Creek (M2-a)	Multiuse Path	\$ 2,680,000
Oak Creek Loop Trail -north of Oak Creek (M2-b)	Multiuse Path	\$ 1,787,000
Oak Creek Crossing Trails (M2-c)	Multiuse Path	\$ 838,000
Lebanon Trail (M9)	Multiuse Path	\$ 581,000
99E/Oak Creek (M12)	Crossing Improvement	\$ 129,000
Ellingson Road/Lochner Road (NEW 2)	Roundabout	\$ 500,000
53rd Avenue Extension/Industrial Property Access (NEW 3)	Roundabout	\$ 500,000
		<b>\$ 67,527,000</b>
<b>Water</b>		
Project Name	Project Description	Estimated Cost
Ellingson Road Reservoir-Phase I	5 million gallon reservoir and 7.5 MGD pumping station (CIP#1639)(WFP PS13, S6)	\$ 5,150,000
Ellingson Road Reservoir-Phase II	5 million gallon reservoir and increase pumping station to 12.5 MGD (CIP#1639)(WFP PS14, S9)	\$ 3,912,000
16-inch diameter main; 5,100 lineal feet	Remaining portion of pipeline from 34th Ave. along Hill Street alignment to Lochner Rd., along Lochner Rd. to Ellingson Rd. (WFP P28)	\$ 1,359,000
16-inch transmission main, 800 lineal feet	Remaining portion of pipeline from the east end of 47th Ave. southeast parallel to the railroad tracks and then north crossing the railroad tracks. (WFP P29)	\$ 213,000
12-inch transmission main; 7,640 lineal feet	Pipeline from SAP-W4, parallel to Shortridge Street, to 40th Ave., east to Three Lakes Road, north to Grand Prairie Road (WFP P30)	\$ 1,617,000
24-inch diameter main; 2,000 lineal feet	Remaining portion of pipeline along Ellingson Road from reservoir site identified in water facility plan to Lochner Rd. (WFP P37)	\$ 625,000
16-inch diameter main; 4,766 lineal feet	Pipeline along Ellingson Road from Lochner Rd. to Columbus Street, Columbus Street to existing 16-inch pipeline (WFP P38)	\$ 1,270,000
	<b>Total</b>	<b>\$ 14,146,000</b>

### Wastewater

Project Name	Project Description	Estimated Cost
Oak Creek Lift Station and force main improvements	From the Oak Creek lift station east to the Columbus Street interceptor, with a connection for the Marion Street lift station. (CIP#1630)	\$ 4,900,000
Ellingson Road – 24" diameter gravity main	Extend 24-inch gravity main east from existing end of pipe to Lochner Road, approximately 2100 LF	\$ 700,000
Ellingson Road – 8" diameter gravity main	From SAP-S2 east, approximately 1,800 LF	\$ 400,000
Hwy 99E/Morse Rd Intersection - 12" diameter gravity main	From stubout under Highway 99E east approximately 4,300 LF	\$ 1,100,000
Columbus Street – 15" gravity main	From Columbus Street Interceptor south approximately 750 LF	\$ 200,000
Columbus Street – 10" gravity main	From SAP-5, south approximately 600 LF to Seven Mile Lane	\$ 140,000
Columbus Street & Seven Mile Lane – 8" gravity main	From SAP-S6 south to Ellingson Road approximately 800 LF, and extension to east in Seven Mile Lane approximately 2,700 LF	\$ 770,000
Mennonite Village - 8" gravity mains	Extension of Mennonite Village sewer line east and south, paralleling Oak Creek to near Freeway Lakes (approximately 2,200 LF)	\$ 490,000
Northeast - 8" gravity mains	NE corner of study area, extension of 8" gravity main east from Shortridge Street and Moraga Avenue approximately 1,000 LF	\$ 150,000
<b>Total</b>		<b>\$ 8,850,000</b>

### Parks

Project Name	Project Description	Estimated Cost
Community Park, Phase 1	Based on 11 soccer fields, 400 parking spaces with entry road, utilities, 2 restroom buildings, engineering and planning, wetland delineation and mitigation (Assuming it would impact 15 acres of wetland out of 26 acres total)	\$ 3,000,000
Community Park, Phase 2		\$ 2,700,000
Neighborhood park 1		\$ 680,000
Neighborhood park 2	Passive recreation space with modest amenities such as play structure, sport court, trails, irrigation.	\$ 680,000
Neighborhood park 3	Includes site clearing, grading, topsoil, planting, some soft costs. Does not include significant earth work, parking or infrastructure upgrades beyond irrigation. Does not include land.	\$ 680,000
Neighborhood park 4		\$ 680,000
Neighborhood park 5		\$ 680,000
<b>Total</b>		<b>\$ 9,100,000</b>

### Emergency Services

Project Name	Project Description	Estimated Cost
SAAP Fire Station	Smaller station (approximately 8,000 square feet) on 2 acres. Will include structure, land, and wetland mitigation. Approximately \$200 to \$240 per square foot.	\$ 2,850,000
<b>Total</b>		<b>\$ 2,850,000</b>



# Technical Appendix

The Technical Appendix is a compilation of the technical memorandums and workshop summaries created during the SAAP processes and is bound under a separate cover.

## **Appendix A – Task 1: Project Kick-off**

Project Description and Planning Process – based on project scope of work

Project Kick-off Meeting Summary – July 12, 2011

Stakeholder Interview Summary – August 9, 2011

Project Web Site: <http://www.southalbanyplan.com>

Project Memo 1: Vision Elements and Evaluation Criteria – September 7, 2011

Revised Project Memo 1: Vision and Plan Objectives – May 28, 2012

## **Appendix B – Task 2: Existing and Future Conditions**

Project Memo 2: Existing and Future Conditions – January 9, 2012

- Technical Memo: Existing and Future Transportation Conditions – September 19, 2012
- Technical Memo: South Albany Public Facilities – October 6, 2011
- Revised Technical Memo: Assessment of Environmental Conditions – January 10, 2012 (original draft dated September 16, 2011)
- Technical Memo: South Albany Area Plan Archeological Research – September 20, 2011

Revised Project Memo 3: Market Analysis – January 20, 2012 (original draft dated September 22, 2011)

## **Appendix C - Public Event #1**

Workshop 1 Summary Report – January 2012 (meeting date December 6, 2011)

**Appendix D - Land Use and Transportation Alternatives**

Team Meeting Summary -November 16, 2011

Team Workshop Summary- December 20, 2011

Buildable Lands Memorandum - January 11, 2012

Project Memo 4: Land Use and Transportation Alternatives - February 9, 2012

- Technical Memo: Summary Analysis of Alternatives Consideration of Environmental Constraints – January 19, 2012

Summary of Comments from TAC and PAC – February 23, 2012

**Appendix E - Public Event #2 and Preferred Alternative**

Workshop 2 Summary Report – March 2012 (meeting date March 13, 2012)

Revised Project Memo 4: Preferred Alternative - May 18, 2012

**Appendix F - Plan Implementation**

Revised Project Memo 5: South Albany Area Plan Outline – October 2, 2012

(original draft dated June 26, 2012)

Revised Project Memo 6: 2010 TSP Amendments – October 16, 2012

(original draft dated June 11, 2012)

Revised Project Memo 7: Comprehensive Plan Amendments – October 26, 2012

(original draft dated June 11, 2012)

Revised Project Memo 8: Development Code Amendments – October 26, 2012

(original draft dated July 3, 2012)

Revised Project Memo 9: Funding and Implementation – October 24, 2012

(original draft dated June 15, 2012)

**Appendix G - Public Event 3**

Workshop 3 Summary Report – September 2012 (meeting date August 28, 2012)

**Appendix H - Plan Adoption and Code Amendment Recommendations**

Presentation for Planning Commission hearing (to be inserted after the hearings in November)

Presentation for City Council hearing (to be inserted after the hearings December)





South Albany Area Plan | Draft | October 30, 2012



# Appendix A

## *Task 1: Project Kick-off*

Project Description and Planning Process – based on project scope of work

Project Kick-off Meeting Summary – July 12, 2011

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Project Memo 1: Vision Elements and Evaluation Criteria – September 7, 2011

Revised Project Memo 1: Vision and Plan Objectives – May 28, 2012





### **Project Purpose and Transportation Relationship and Benefit**

The Project involves the update of the Comprehensive Plan, Transportation System Plan ("TSP") adopted by the City of Albany (the "City") in 2010, the development code, and the facility standards to ensure that urbanization of the Project "study area" (defined below) occurs in an integrated, connected manner that facilitates use of alternative modes, reduces reliance on the automobile, reduces use of state highways for local travel, provides certainty about planned transportation investments to encourage economic development, and lowers future emissions thereby helping to reduce the effects of climate change. The Project will assure consistency of recommended plan and code amendments with local and state policies, plans, and rules, including the Transportation Planning Rule (as amended July 14, 2006). The planning period for the South Albany Area Plan is generally 2010 to 2030.

### **Project Study Area**

The Project "study area" is bounded by the City's urban growth boundary on the south, Interstate 5 ("I-5") on the east, land developed to urban densities on the north and Oregon Route 99E on the west (the "Project Study Area").

The Consultant's transportation analysis for proposed facilities and land uses within the Project Study Area may need to consider impacts on transportation facilities outside the Project Study Area. The Project will plan for integration of development in South Albany with existing and planned urban development adjacent to the Project Study Area.

### **Background**

The Project Study Area contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City's urban growth boundary--approximately 1,400 acres. Preliminary visioning and conceptual work was done for the Project Study Area as part of the "Balanced Development Patterns" project (1999-2001). The Balanced Development Patterns vision for the Project Study Area is a new vibrant mixed-use area with a village center, a greenway along Oak Creek, public open spaces, a mix of housing and transportation choices and commercial and industrial development.

In 2006, PepsiCo signed a development agreement with the City to develop a manufacturing and bottling plant in the western portion of the Project Study Area, adjacent to the Union Pacific Railroad. According to the "Oregon Rail Study", PepsiCo desired to obtain rail service at this site and found that this would require construction of a siding along the mainline Union Pacific Railroad track. Consideration was given to connecting a rail segment to connect the Pepsi site with the Albany and Eastern Railroad which operates a rail line in the northern portion of the Project Study Area. (Oregon Rail Study, p. 145) Ultimately, PepsiCo chose not to pursue development at this

location. In addition, the State of Oregon recently awarded two "Connect Oregon III" grants totaling over \$5 million to the Albany and Eastern Railroad to upgrade 26 miles of track between Albany, Lebanon, and Sweet Home.

The Project will also refine the vision of the Balanced Development Patterns project by identifying an efficient, environmentally sensitive mix and density of land uses that are both financially and politically feasible. The South Albany Area Plan will refine the 2010 TSP to include transportation facilities to support the land use vision in the South Albany Area Plan.

While the planning period for the South Albany Area Plan is generally 2010 to 2030, the planning period used in currently adopted plans such as Balanced Development Patterns may have planning periods short of or beyond 2030. The Project must include assessment of the implications of planned growth for the Project Study Area over the 2010 to 2030 period, to the extent possible given the format and content of existing plans.

### **Project Objectives**

The City seeks to create a vibrant new neighborhood that will be appealing to residents and businesses seeking new sites. The South Albany Area Plan will seek to create this neighborhood by integrating planning for land uses, transportation, parks and recreation, schools, infrastructure, economic development, natural and cultural resources, and place making. The South Albany Area Plan will:

- Identify feasible patterns of land uses that are consistent with the City's goals for urbanization and environmental protection.
- Consider the capacity of existing, planned, and needed infrastructure facilities to serve the new development in a logical and orderly manner.
- Identify transportation facilities needed for circulation of motor vehicles and people walking and cycling.
- Provide rail service to industrial properties by protecting existing and future right-of-way for service to industrial properties.
- Reduce reliance on automobiles for short trips within the Project Study Area, and between the Project Study Area and surrounding development.
- Prepare recommendations for Planning Commission and City Council consideration, including Comprehensive Plan and Zoning designations, plan and development code amendments, and facility standards to implement the Preferred Alternative for land use and transportation.
- Establish alignment and design standards for the Oak Creek Parkway to create a street that defines the southern edge of open space along Oak Creek, provides accessibility to parks and recreation facilities and that is integrated with surrounding development and other transportation facilities; prepare recommendations for low-impact development for environmentally-sensitive areas within the vicinity of Oak Creek.

South Albany Area Planning Process

Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	Task 7	Task 8
Project Kickoff	Existing and Future Conditions	Public Event #1	Land Use and Transp. System Alternatives	Public Event #2	Plan Implementation	Public Event #3	Plan Adoption and Code Amendment Recommendations
Gather and review background information Project Kickoff Meeting Stakeholder Interviews Form Project Advisory Committee (PAC) Form Technical Advisory Committee (TAC) Set up website Draft Project Memorandum #1: Vision Elements and Evaluation Criteria TAC Meeting #1 PAC Meeting #1 2011	Analyze area Summarize existing and planned future conditions Establish context for planning land uses and transportation Conduct market analysis for potential development Draft Project Memorandum #2: Existing and Planned Conditions Draft Project Memorandum #3: Market Analysis TAC Meeting #2 PAC Meeting #2	Prepare materials for Public Event #1 Facilitate Public Event #1 <i>(Solicit public input on existing conditions, planned growth, and market conditions. Lead discussion about desired characteristics of future development and the findings of Project Memoranda 1, 2, and 3.)</i> Revise Project Memorandum #1: Vision Elements and Evaluation Criteria Revise Project Memorandum #2: Existing and Planned Conditions Revise Project Memorandum #3: Market Analysis Joint City Council and Planning Commission Briefing	Facilitate Team Workshop (Brainstorm and develop initial land use and transportation plan concepts) Draft Project Memorandum #4: Land Use and Transportation Alternatives TAC Meeting #3 PAC Meeting #3 2012	Prepare materials for Public Event #2 Facilitate Public Event #2 <i>(Solicit public input on land use and transportation system alternatives for development, and identify a preferred land use and transportation system alternative.)</i> Revised Project Memorandum #4: Preferred Land Use and Transportation Alternative Joint City Council and Planning Commission Briefing	Draft Project Memorandum #5: South Albany Area Plan Report Outline Draft Project Memorandum #6: TSP Amendments Draft Project Memorandum #7: Comprehensive Plan Amendments Draft Project Memorandum #8: Development Code Amendments Draft Project Memorandum #9: Funding and Implementation TAC Meeting #4 PAC Meeting #4 Joint TAC/PAC Meeting #4A	Prepare materials for Public Event #3 Facilitate Public Event #3 <i>(Solicit public input on recommended plan and amendments needed to implement the preferred land use and transportation system alternative.)</i> Revise Memo #5: South Albany Area Plan Report Outline Revise Memo #6: TSP Amendments Revise Memo #7: Comprehensive Plan Amendments Revise Memo #8: Development Code Amendments Revise Memo #9: Funding and Implementation Joint City Council and Planning Commission Briefing	Prepare Draft South Albany Area Plan Prepare presentation material for Planning Commission and City Council Hearings Planning Commission Hearing City Council Hearing Prepare Final South Albany Area Plan (revising Plan as necessary as a result of the hearing)
July-September	September-October	December	January-February	March-April	May-July	August-September	October-December

# Meeting Minutes



17355 SW Boones Ferry Rd.  
Lake Oswego, OR 97035  
Phone (503) 635-3618  
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**Meeting:** South Albany Area Plan, Kick-off Meeting  
**Project No.:** 16056  
**Meeting Date:** July 12, 2011  
**Meeting Time:** 2:00 to 4:00 PM  
**Location:** Albany City Hall, Santiam Room  
**Attendees:** See attached sign-in list  
**Minutes By:** Dave Siegel /Joe Dills

## AGENDA

1. WHERE  
Background/briefing on the South Albany area
2. WHY  
Project objectives
3. WHAT, WHEN, HOW
  - a. Walk through Scope and Schedule
  - b. One-page project plan
4. WHO
  - a. Key stakeholders and participants in process
  - b. Public information tools – web, press releases, mailers, visits to groups
  - c. Approach to "public events"

Field Trip – 4-5 p.m.

## 1. Where

### Background/Briefing

- Introductions
- Heather Hansen provided overview of project's background and history.
- The South Albany Area Plan (SAAP) will identify how much development can be approved before the realignment of Ellingson Road is required.

## 2. Why

Participating department representatives provided an overview of their objectives for this project.

### Parks

- Oak Creek's area influences. Parks master plan sees Oak Creek corridor serving resource, transportation (bike-ped) and recreation purposes.
- Envisions smaller parks or mini-parks to be located within various future developments as they occur.
- Envisions a large, eventual connection of an Oak Creek trail to the Calapooia River (where the City has holdings), as well as to the Linn County ponds and lands near I-5 (Freeway Lakes area).
- Neighborhood park standards exists (one per square mile) – park mapping is typically generalized.
- Community Park can be on the 26 acre parcel owned by the City and on 6 acres adjacent to it (total ⇒ 32 acres). Potential for school co-location at this site.
- Oak Creek corridor should have public access. Private ownership with easements is likely implementation model.

### Public Works

#### Roads

- Realignment of Ellingsen Road connection to 53<sup>rd</sup> is a key link. Engineering is about 90 percent complete.
- At Ellingsen and Columbus, there is a desire to extend it to 7-Mile Lane (long-term).
- Lochner Road has flooding issues. Columbus and 99W is only protected way in and out of area during floods.

#### Rail

- New access will likely have to be north of Oak Creek.
- Access by rail to Pepsico site is difficult because it is on the Union Pacific main line. The short-line railroad to the north is a more likely alternative.



## Meeting Minutes

July 12, 2011

Page 3

### Sewer

- Capacity okay. Lift station to come in off of 99W (CIP). Just need conveyance system.

### Water

- 8 mg water reservoir is proposed to the east of Pepsico site. Could move this site if needed.

### Storm

- Water quality treatment an issue. Could be site for low impact development practices. Now working on green street standards and other LID practices within code revision work being done by Greenworks.

### Power

- Provided by Consumer Power and Pacific Power: there may be some concerns over amount of power supply and may be some service-area jurisdictional issues.

### Urban Renewal

- Used to have an urban renewal district in the area; was put aside when Pepsico deal died. There is a possibility to re-establish it (Oak Creek Urban Renewal Plan).
- There is an older Oak Creek Urban Renewal Plan to review.

### Planning

- Area can represent a "neighborhoods of choice" for future development.
- This is an opportunity for truly integrated planning among City departments and multiple disciplines.
- Desire for integrated "team effort" among departments.
- Need to clearly identify land uses, patterns, densities.
- Clear implementation strategy that can be carried out is desired.
- Look at resilience (urban agriculture, district energy, energy production).
- Need an "implementation mindset".
- Need meaningful stakeholder involvement so people understand the basis for and implementation of decisions. Property owners need to be fully informed all through the process.

### Fire Department

- Possible need for a station and/or training facility.
- Will need to include Fire Department in discussions.

### ODOT

- This is the City's project, and ODOT wants what the City wants. ODOT wants smart growth and choices in transportation modal use.
- Very interested in projects that can get adopted.

## Meeting Minutes

July 12, 2011

Page 4

- TGM program promotes compact and connected planning for multiple benefits, promoting orderly growth, and making good use of land within the UGB.
- Project cannot consider a new interchange at I-5.

### Miscellaneous

- Larry Epping, a developer of low-moderate and mid-range housing is a substantial property owner. Probably will want to “stay the course” regarding traditional suburban development.
- Pepsico is for sale to industrial users.
- Mennonite Village is a big player, but more community-minded regarding future uses.
- Big need for a grocery store to serve the area.
- Location of grocery store – on Hwy 99 or more central in SAAP project area) will be an issue.
- Transitions between Industrial and other uses in west part of study area is a concern.
- Public Involvement: don't make it an abstract exercise. Be specific about proposed density and character of development and strategies for livability.

## 3. What, When, How

### General Issues and Observations

- **Wetlands:** Have been identified by the City. New delineations (e.g., Mennonite Village) have been made. City will make this information available. Most significant wetlands are protected by open space zoning. The City's Goal 5 mapping will be the base to be used by the project. It may be supplemented by information gathering in Task 2.
- **Tree Cover:** City would like significant stands identified for protection/conservation and tools to do so. “What do we do with this asset”? Guidelines needed.
- **Industrial Uses on Pepsico Site:** Being marketed actively. Industrial users are concerned about complaints stemming from incompatible uses abutting it.

### Work Plan

- TAC/PAC meetings are set for being held on same day to save on costs and travel. City would like to change this to have separated TAC/PAC meetings. Follow-up: Joe to contact City with alternatives and implications of separating TAC/PAC meetings and who staffs them.
- **Number of Alternatives:** “Four” are stated in the scope. It was clarified this is not intended to be four different plans. Given the existence of much previous planning that will be the starting point, it was agreed that the Task 4 work can prepare a single framework level plan, and the “alternatives” can be choices/questions/options for elements within that framework.
- **Transportation System Plan:** South of Oak Creek, the arterial street network is pretty well set. TSP has 20-year horizon. This planning effort should fall within the parameters/forecasts with the TSP. This plan may end up with a need to amend the TSP in the area of policy, projects, etc.
- **Preferred Alternative:** It was agreed that there will need to be an iteration of the plan prior to Task 5.3. The work through Task 5.2 will provide good opportunity for participants to comment on the framework and alternative issues. A step needs to be added to the scope to actually draw up the preferred alternative

## Meeting Minutes

July 12, 2011

Page 5

and review it with the TAC/PAC (and get their support) before Task 6. Follow-up: Talk with City and David Helton about how to accommodate additional TAC and PAC meeting, and project resources for creating the preferred plan ( May be able to use either one or both contingent meetings).

- Look at having Event #2 after new PAC/TAC meeting.
- **Illustrations:** Means “illustrative”, not line drawings or renderings. Photo libraries and image libraries are a great source of imagery to illustrate concepts and proposals to the public stakeholders and decision makers.

### 4. Who

#### Stakeholders

- Involve neighborhoods to the north; environmental groups; hunting and fishing groups; historic preservation interests; Linn-Benton Hispanic Advisory Council; bike communities; properties along 3-Mile Lane; Tangent; agricultural users.

#### Public Information Tools and Events

- To be Determined

# Memorandum



17355 SW Boones Ferry Rd.  
Lake Oswego, OR 97035  
Phone (503) 635-3618  
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**To:** Heather Hansen and Greg Byrne  
**From:** Joe Dills and David Siegel, Otak  
**Date:** August 9, 2011  
**Subject:** South Albany – Summary of Stakeholder Interviews  
**Project No.:** 16056

## Overview

*Purpose* – This memorandum summarizes the responses received from stakeholder interviews conducted by members of the Otak Team in conjunction with the South Albany Area Plan. The purpose of the stakeholder interview process is to obtain initial information regarding issues, problems, opportunities, and aspirations related to the initiation of the conceptual master planning process for South Albany Area Plan. The interviews are part of a larger information gathering process that includes field work, review of related plans, studies and policies, and discussions with the City of Albany staff and representatives of other agencies.

*Process* – Twelve interviews were conducted. Eight of them were conducted in person, and four were conducted by telephone. The interviewees included representatives from the following interests:

- Property owners
- Property developers
- Business owners/operators
- Albany Tree Commission
- Bike/Pedestrian Advisory Committee
- City Council
- Oregon Department of Transportation
- Native American tribes

Each of the stakeholders had experience and/or familiarity with planning, development, business, and transportation issues associated with South Albany. The interviews were conducted by Joe Dills and David Siegel of Otak, Beth Goodman of ECONorthwest, and Susie Wright of Kittelson & Associates. Participants were advised that comments would be shared in a generalized summary, without specific attribution regarding who said what. Prior to the interview, the interviewees were provided with a brief background regarding the project and a description of the interview process.

*Questions* – A number of questions were used to prompt discussion with the South Albany Area Plan stakeholders interviewed by members of the Otak team. There were a couple of specific questions focused toward business-related stakeholders and a couple aimed at stakeholders representing transportation interests. The questions are listed below. These questions were used to prompt discussion and participants shared perspectives on multiple topics.

1. Please describe your background and connection to the project area. How long have you been *[living–working–involved]* in South Albany?
2. When we look at the existing conditions within the project area and the area's location itself, what are the area's strong points and opportunities that this Plan needs to address?
  - For businesses in the Area: Are there characteristics of the South Albany Area (or Albany as a whole) that makes it a good place for your firm? Put another way, why is your firm located where it is?
3. Now, on the negative side....what are the weaknesses and challenges facing this project area that need to be overcome? What are your ideas for solving these problems?
4. What mix of uses is best for this 1400-acre area? In the future, do you see this area as being a place to work? A place to live? A place where daily needs (shopping, schools, etc.) can easily be met? A place incorporating natural features as a community resource?
5. What opportunities does the 1,400 acre South Albany Area offer for businesses?
  - What types of businesses do you see locating in the Area?
  - What characteristics of the Area make it attractive to these businesses? (e.g., transportation access, site size, etc.)
  - Are there parts of the South Albany Area that are more (or less) attractive as a place to locate a business? If so, where and why?
  - What are the barriers that may make locating in South Albany difficult for these businesses?
6. Is there any particular land use that should be emphasized or specific uses you think are important to include?
7. What are the opportunities for integrating housing into the South Albany Area?
  - What types of housing should be developed in the area?
  - Are there opportunities for mixed use development? If so, describe how you think that might best work.
  - Are there barriers that may make developing housing in South Albany difficult?

8. For real estate professionals: A few questions about vacancy rates and the cost of built space.
  - What are the vacancy rates in Albany? Is there any difference in the South Albany Area (for the developed parcels)?  
For commercial, retail, and industrial.
  - How much does built space cost per square foot in Albany? Is there any difference in the South Albany Area? (for the developed parcels)  
For commercial space (e.g., class A office space, class B/C office space, other commercial), retail, and industrial space (e.g., manufacturing, warehouse, or flex space)
9. Along those lines, do you see this as a place where pedestrian and bicycle trips could be significant within the study area? How about as key ways people get to and from the area?
10. What do you see as the key barriers to making pedestrian and bicycle trips within or to/from this area in the future?
11. Is there a comparable area within Albany or elsewhere that represents a success story that the South Albany Plan can learn from? Is there a similar plan, that you're aware of, that is relevant to this effort that we can learn from? What is it and what aspects are relevant?
12. What should be the City's role in carrying out the Plan? Is there any aspect that the City should definitely not be involved in? Who, beside the City, are key implementers of the Plan?
13. Finally, a question about your vision for the area. Suppose you had to leave Albany to live on a South Sea Island, and you come back in 15 to 20 years. The South Albany Plan has been successfully carried out and you really like what you see. What do you see?

## Themes

The following themes were mentioned by multiple participants and/or emphasized as the major issues that needed to be addressed by the South Albany Concept Plan. Individual responses are summarized under each question in the "Stakeholder Interview" attachment to this memorandum.

1. *A solid aspirational plan is key.* A high quality of life was mentioned frequently. The "series of neighborhoods" was seen as appealing, with access to schools, neighborhood-scale commercial services, and a grocery store being desirable. Make it a special place, and more sustainable and long-lasting.
2. *The area offers opportunities for industrial development, as an extension of Albany's industrial core.* Manufacturing firms may find the study area's characteristics attractive, including: its location at the edge of Albany's urban growth boundary, the access to Highway 99, the access to rail via a short-line rail road, the configuration and large size of parcels in the site, and the area's relatively

flat topography. The types of industrial uses indicated as suitable for the site include: food processing, metals manufacturing, warehouse and distribution, and other light industrial uses.

3. *The area could accommodate residential development.* Stakeholders thought that the eastern part of the site, along Columbus Street and around Mennonite Village would be most appropriate for residential development. Some existing businesses are concerned about the potential for residential development on the west side of the site, near existing manufacturers, which could create incompatibilities between industrial and residential development. Others focused more on the desired qualities of future residential development within the area. Access to schools, park facilities, Oak Creek, and neighborhood-scale commercial services was a common theme. Other stakeholders thought the area south of Oak Creek and north of the Pepsi site should be developed for residential uses.
4. *Preserving and managing Oak Creek is important.* Oak Creek should be preserved, both as green space, a public amenity and as a natural feature. Oak Creek should be developed as parkland or a greenway, with most of the area remaining a natural area, possibly with bicycle and walking paths. Public access was seen as very important. Oak Creek's greenspace can buffer residential and industrial uses. Development in the vicinity of Oak Creek should be located across the Oak Creek Parkway, across from the creek—facing it and not hiding it from view as a fenced, "backyard resource".
5. *Wetland and stormwater issues will be challenging.* The study area has a lot of wetlands and stormwater management is going to be challenging. Businesses, especially medium- and small-scale businesses, may not be able to afford the costs of wetlands mitigation. The City should consider working with private interests to develop mitigation plans that are agreeable to landowners and State agencies. The area's wetlands and needs for innovative stormwater management solutions were also regarded as a resource, perhaps providing synergies for shared uses or for wetland banking to free up developable land resources elsewhere within the project area.
6. *Improving the transportation network is critical to development of the area.* Several respondent's mentioned the need for a new interchange with I-5 (*note: a new interchange will not be part of the S Albany Plan, per ODOT funding requirements for the project*). In addition, there are minimal roads within the study area. Improving the transportation network will be critical to developing the area. The amount and types of improvements that are made will affect the type of development that locates in the study area. In addition, pedestrian and bicycle routes and connections within the area, and linking South Albany with the greater community were also frequently mentioned as important.
7. *Rail access is important to existing manufacturing businesses.* Rail spurs off the short-line rail are very important for the existing businesses and allow them to ship materials into and out of the study area.
8. *The Concept Plan must present realistic ways to mitigate constraints.* The Concept Plan should clearly present plans to overcome development barriers and build necessary infrastructure to allow the area to develop over the next 20 years. The Plan should be realistic and implementable. The City

should work with stakeholders to develop strategies to overcome the constraints in the study area.



## South Albany Concept Plan Stakeholder Interviews

### Summary of All Responses and Comments

*The following summary comments are generally grouped by the question that was posed to the interviewee. Comments that covered other issues have been grouped below under Other Comments. This is a summary from the interviews of ten individuals.*

- 1. Please describe your background and connection to the project area. How long have you been *[living-working-involved]* in South Albany?**

To preserve anonymity of respondents, this information is not provided in this summary.

- 2. When we look at the existing conditions within the project area and the area's location itself, what are the area's strong points and opportunities that this Plan needs to address?**

- a. The site is located at the edge of the UGB, which is a better area for industrial uses because of potential conflicts between industrial, residential, and some types of commercial uses.
- b. The area is on the edge of the UGB and doesn't have much existing residential development (which often conflicts with heavy industrial).
- c. The site is good for firms that need good transportation access because it is located on the edge of the UGB and trucks don't have to travel on Albany's roads.
- d. The area is good for industrial uses, without the encroachment of residential uses.
- e. The area provides opportunities for industrial, with large parcels and good transportation access.
- f. This area provides opportunity to extend Albany's industrial core.
- g. The area provides a buffer between existing and new industrial uses with incompatible residential uses. It is hard to quantify how big this buffer should be because attitudes change about how much buffer is needed.
- h. Existing manufacturers are very concerned about compatibility with surrounding development, as they have gotten complaints about noise and other concerns from residences in nearby neighborhoods.
- i. The city should consider how much industrial land it needs and whether it has adequate industrial land. The study area has good industrial land. If not this area, where should industry be located?
- j. The area offers industrial land opportunities. It is a connection with the main corridor of industrial land in Albany.

- k. The access to transportation at the site is very good, with direct access to Highway 99 and potential access to Highway 20 and I-5.
- l. The presence of the short-line railroad, and abilities to have a spur on the short-line, is critical.
- m. Rail transportation access is very important.
- n. There are other food processors in the City, which is an advantage for similar businesses in South Albany.
- o. Commercial retail development should go along Highway 99, where there is good visibility and traffic access.
- p. This is an obvious area for residential growth.
- q. The study area is the only significant land base for residential development in Albany. It could be mostly developed for residential uses.
- r. Oak Creek provides an opportunity for green space and natural resource land. It could be connected to the green space at the Calipoia River (which includes an old municipal dump), possibly along 53rd Avenue.
- s. The greenspace around Oak Creek could provide a buffer between residential and industrial uses.
- t. Oak Creek could be an undeveloped green space, with natural habitat areas and bike paths. It shouldn't be a developed, urban park.
- u. Land prices are relatively low in Albany.
- v. The Lochner Road crossing of Oak Creek is very scenic and would be a nice feature for the area to maintain.
- w. Lochner Road is also a very nice back way into Albany and it serves more traffic than an aerial photo may indicate.
- x. Environment and natural resources: walking and biking connections needed.
- y. Need to have public access along Oak Creek and then situate other uses across from it (not have creek as back yard), front it.
- z. Need to address balance of affordability and types of residential uses.
- aa. Put yourself in the picture: Would you want to live there?
- bb. Good: Large amounts of undeveloped property to work with. The natural resource constraints are an asset. Ellingson Extension will provide "quieter" traffic for the Village. Pepsico site; is an asset for future industry.
- cc. Oak Creek is an oak savannah that drains to Calapoia River. A floodplain during flood events. South area of Calapoia and Oak Creek area likely has Native American artifacts. Can talk to Grand Ronde for background. Area is a wet prairie with populations of migratory birds, turtles... but area hasn't had detailed field work done. Opportunity for Oak Creek corridor as an amenity for public use. Important to allow urbanization, but also retain the function of Oak Creek drainage system. Will be pressures for maximum development. Nature trail opportunity/education/access. Vision should include natural resources being seen as an asset.

- dd. Raw land, greenfield. Cheaper. Convenient for reaching Corvallis, I-5.
- ee. Significant planning efforts went in to the 53rd Avenue Extension railroad crossing plans and this plan needs to be consistent with the legal document RX1421.
- ff. Topography is flat and easy to build
- gg. Existing connectivity and transportation is good.
- hh. Large number of archeological, burial sites, and areas with natural resource constraints provide great opportunities for green spaces. Conversely, they also limit land appropriate for development. Great synergies possible between protection and open space at the urban interface.
- ii. Area has a unique history; provides equally unique educational and recreational opportunities.

**3. Now, on the negative side....what are the weaknesses and challenges facing this project area that need to be overcome? What are your ideas for solving these problems?**

- a. Connecting Ellington to I-5 would vastly improve access to I-5.
- b. Automotive connectivity within the site is poor.
- c. It is difficult to get over Oak Creek and there should be better north-south connectivity.
- d. There are potentials for conflicting uses between industrial and residential uses, depending on how the site is built.
- e. Use the west side of the site (west of Lochner Rd) for industrial and some types of commercial uses (those that would be compatible with industrial uses).
- f. Put residential development on the east side of the site, around Columbus Street.
- g. The amount of wetlands is a barrier. It is difficult for a company to make use of their parcel if they have to pay several times the value of the land for wetlands mitigation.
- h. The wetlands are a big constraint on this area.
- i. The floodway and wetlands is a big barrier for small businesses.
- j. The floodway and wetlands is a barrier.
- k. The prevalence of wetlands will make higher densities hard to achieve.
- l. There should be an area-wide policy for addressing nonsignificant wetlands, which should be the product of agreement between the City and State agencies (e.g., DSL or DLCD). Wetlands should be mitigated along the Oak Creek floodway and adjacent area. This would mean that wetland mitigation did not have to be done on a parcel-by-parcel basis.
- m. The wetlands should be connected into some system to manage stormwater, possibly through intermittent ponding. The stormwater should not be piped and taken off-site.
- n. Wetlands probably can't be mitigated onsite but there may be a way to allow stormwater to be accommodated somewhat on the site.
- o. There are significant constraints on the site, including: wetlands, Oak Creek, oak tree groves, potential for finding protected wildlife and insects, soil stability (an issue in the development previously planned on the Metro Land property), native artifacts and

- archeological artifacts (e.g., Calipoolia mounds), BPA power easements, other easements, rail road noise, transportation limitations (e.g., improving the bridge on Lochner over Oak Creek), and compatibility with industrial uses (e.g., odors produced by industrial processes).
- p. This area may already be too close to the City for much heavy industrial uses because of need to be compatible with other urban uses.
  - q. Albany's regulatory framework discourages business development.
  - r. The rail crossing and how to incorporate it into the new roads will be a challenge.
  - s. There are some transportation issues that will need to be addressed, such as realigning Lochner.
  - t. Connecting the Mennonite Village to the rest of the City and providing services and amenities there will be a problem and challenge.
  - u. The availability of transportation access (especially to I-5 and on-site transportation) and the lack of existing water and wastewater services are a barrier to development. The city has plans to address some of these issues (e.g., wastewater and water service).
  - v. One challenge will be maintaining and providing bike/pedestrian connectivity. Albany lacks a north-south bike/pedestrian corridor. Highway 99E is the only through street and it is not a very pleasant environment for pedestrians and bicycles. The plan should provide some north-south routes for pedestrians and bicycles.
  - w. It would also be nice if the plan could improve connectivity with subdivision on the west side of Highway 99E.
  - x. Currently not stringent enough on emissions/pollution regulations area industrial properties. There hasn't been a solid plan since 1996. You are limited to north, south, east, west by roads.
  - y. Developer attitude of "how much can we cram in".
  - z. Crossing Highway 99W.
  - aa. High levels of employment can exhaust vehicle capacity of road system.
  - bb. East to west transmission lines are a hindrance to desirability.
  - cc. Challenges: Wetlands... a challenge to development. (Note: Village conducted a wetland delineation). Public transit has been discontinued... limits public access; have to drive.
  - dd. Nearest grocery is three to five miles away.
  - ee. Large swaths of property are wetlands and people regard regulations to preclude development on these areas as onerous. Balancing development with natural resource protection will be difficult public issue. Protect resources.
  - ff. Government isn't trusted in this area. People are conservative.
  - gg. Plans don't allow thoughtful integration of a variety of land uses.
  - hh. Zoning prevents uses other than primary use.
  - ii. City is "Corvallis-lite".
  - jj. Area heavily impacted by wetlands... look at creating a wetland bank to make more certainty for valuation and assessment.

- kk. Zoning designation boundaries don't reflect what's on the ground.
- ll. This area should not be looking at using Beta Drive for access. This crossing has poor topography and is a safety concern as they move towards high speed rail. ODOT Rail will be working aggressively to maintain the railroad crossing at Beta Drive as a private access only.
- mm. Farmed wetlands are a constraint – complex pattern. They create uncertainty for how many units can be built on each property.
- nn. Flat topography might be a problem for some utilities
- oo. Transitions from Industrial to Residential and Industrial to Ag is a concern
- pp. City has a buffer requirement adjacent to farmed areas – this constrains development
- qq. Does not agree with idea to put a road along the entire length of Oak Creek open space. The concern is a single loaded road. Creative design can balance development and visibility of the natural edge – e.g. parks placed there.
- rr. Okay with continuous ped-bike path that parallels Oak Creek.
- ss. Amount of environmentally constrained land presents a cost burden to planning and development, and resents a host of difficult issues to address. Suggests MOUs, partnering agreements and plenty of discussion to help align expectations and prevent problems down the line.

**4. What mix of uses is best for this 1400-acre area? In the future, do you see this area as being a place to work? A place to live? A place where daily needs (shopping, schools, etc.) can easily be met? A place incorporating natural features as a community resource?**

- a. The area west of the railroad is envisioned as a potential industrial area and the area east of the railroad as residential.
- b. Some mix of commercial would be good so that residents do not have to go all the way to Fred Meyer to access a store. The residential areas by LBCC also need access to a moderate sized grocery store.
- c. Need pedestrian connections: southern access across Highway 99W, need more than one. May need to revisit TSP.
- d. May result in more limited housing opportunities and more recreational use.
- e. Need elementary school.
- f. Need grocery store and services for people living in the neighborhoods
- g. Graphics and examples are key—need success stories and examples (drawings, photos).
- h. Neighborhood commercial needs guidelines on what can/cannot be provided.
- i. Look at long-term, viable, sustainable uses, not short-term again.
- j. Need more convenient services (grocery store, gas station, restaurant) abutting or nearby. Might even put a convenience store on-site.
- k. A place to work? Yes, but not within large industrial uses.
- l. A place to live? Yes.

- m. A place incorporating natural features as a community resource? Yes.
- n. Worst: Large shopping centers with great impervious areas.
- o. Best: Smaller commercial with low impact development practices.
- p. Amenable to small businesses (like north Albany).
- q. Housing types: Benton Woods (N. Albany) not a good example because it created a wetland and used higher density cluster development. East Thornton Lake development is a good example. If done thoughtfully, with low impact development practices, it could work. Need to raise the bar.
- r. Careful design that recognizes and values natural resources and landscapes.
- s. Economy isn't conducive to new industry.
- t. Yes, wetland bank.
- u. Market is too uncertain. Safe bet is to "do nothing".
- v. Residential – multi-level structure with more open space.
- w. The basic pattern of Industrial, Neighborhoods, and Mixed Use nodes that has been discussed to date is appropriate.
- x. Agree that grocery store is needed. Plan should evaluate whether piano property or a more central location is the best choice.
- y. Supportive of variety of housing types that form neighborhoods
- z. What is target demographic? It is housing choices that are more affordable than what is available in Corvallis, but higher quality than most of the inventory in East Albany.

**5. What opportunities does the 1,400 acre South Albany Area offer for businesses?**

- **What types of businesses do you see locating in the Area?**
  - **What characteristics of the Area make it attractive to these businesses? (e.g., transportation access, site size, etc.)**
  - **Are there parts of the South Albany Area that are more (or less) attractive as a place to locate a business? If so, where and why?**
  - **What are the barriers that may make locating in South Albany difficult for these businesses?**
- a. There are opportunities for a food processing cluster, building around the existing businesses in the City. This could provide for economic stability.
  - b. There are distributions opportunities, for developing distribution hubs like Target.
  - c. The site offers opportunities for light industrial, such as food processing or distribution.
  - d. Food processing is a big opportunity in Albany. The site could accommodate a very large food processor (e.g., Dole).
  - e. This area may be good for development of more specialty metals manufacturing because of the Department of Energy, proximity to OSU, and existing metals manufacturing.
  - f. Growth in metals manufacturing could be in titanium (casting for aerospace uses), forging and fabrication shops, and niobium (for aerospace or medical uses).

- g. In general, Oregon's location on the Pacific Rim is an advantage for metals manufacturing because of access to international markets.
- h. There are small manufacturers who might be interested in locating in the study area, such as secondary manufacturing of timber or small chemical manufacturers. These firms would need sites of 5 to 10 acres.
- i. The area has an existing pool of skilled manufacturing laboring, which could be attractive for secondary manufacturing businesses. These jobs would fit with the culture in Albany.
- j. Albany has a skilled workforce, with good workers who have experience in manufacturing.
- k. Albany has a pro-business attitude that can help attract businesses.
- l. The City has been good to work with and has forged a partnership with ATI-WAH Change on waste water issues.
- m. It takes businesses a lot of time to work through the Albany regulatory process. The perception is that Albany is anti-business.
- n. There are opportunities for commercial development, in village centers, that would serve the existing and new residential areas. The village centers would have neighborhood commercial uses and should not compete the the community commercial along Highway 99.
- o. Industrial uses should be confined to the areas in the south of the site, such as those owned by Pepsi, and the north side of Oak Creek. Industrial uses will be constrained by the lack of Interstate access and poor connectivity with Highways 99 and 34.

**6. Is there any particular land use that should be emphasized or specific uses you think are important to include?**

- a. Places for neighborhood gatherings (coffee shop, deli, bakery).
- b. Village Center designation for Piano property. Other services needed.
- c. GAPS property can be park/ball fields.
- d. Public access along Oak Creek. Put parks on the south.
- e. Provide variety of housing site opportunities/sizes on each block - healthy, balanced income neighborhoods foundation for quality neighborhood.
- f. Grocery in area, if supportable (perhaps on Piano property).
- g. Put overlay zone on Piano property.
- h. Understands need/likelihood of industrial development on Pepsico site.
- i. More housing coming. Would help to have more services for community shopping nearby.
- j. Need to assess what natural resources exist within the area.
- k. Design infrastructure in a less intrusive, urban/suburban manner (e.g., 4-lane roads). Celebrate natural areas.
- l. Greenstreets, low impact development. City taking baby steps in this area, but City may be ready for some big moves.
- m. Realigned Ellingson Road provides opportunities for commercial or recreational access.

- n. Bike/pedestrian path along Oak Creek. Use Oak Creek as an amenity.
- o. This is dependent upon what fits given the location of the railroad lines. The area is likely to have some mixed use with more residential close to Lochner but much depends upon the economy.
- p. Based on other locations, the construction of the railroad overpass at 53<sup>rd</sup> Avenue is likely to be a catalyst to development. Development likes knowing they have free flow access at all times, regardless of the railroad activity, and once constructed will be key to the area developing.
- q. Use of accessible open spaces as protective buffers.

**7. What are the opportunities for integrating housing into the South Albany Area?**

- **What types of housing should be developed in the area?**
  - **Are there opportunities for mixed use development? If so, describe how you think that might best work.**
  - **Are there barriers that may make developing housing in South Albany difficult?**
- a. Consider housing that is economically feasible.
  - b. The eastern part of the study area is near existing housing and far from the industrial area.
  - c. Bringing more jobs to Albany is important because without the jobs, how can people support themselves.
  - d. There is some concern about conflicts between new housing and the short-line rail road (e.g., noise) because of the importance of the rail road for existing businesses.
  - e. This is an intensive industrial area, which doesn't have much opportunity for residential development.
  - f. The area could be developed with a combination of low and moderate density single-family (4.5 to 5 du/gross acre) and higher density housing (around 16 du/gross acre) along 53rd and near village centers.
  - g. Columbus may be the best area for residential development.
  - h. Office and residential can be better developed elsewhere in the City. Developing this area for office and residential may lessen demand for infill and redevelopment elsewhere in the city.

**8. For real estate professionals: Questions about vacancy rates and the cost of built space.**

- **What are the vacancy rates in Albany? Is there any difference in the South Albany Area (for the developed parcels)?**  
For commercial, retail, and industrial.
- **How much does built space cost per square foot in Albany? Is there any difference in the South Albany Area? (for the developed parcels)**  
For commercial space (e.g., class A office space, class B/C office space, other



commercial), retail, and industrial space (e.g., manufacturing, warehouse, or flex space)

- a. Only one interview answered this question. Additional input on land prices will be sought, as needed.
- b. Vacancy is pretty high right now.
- c. There hasn't been much construction in industrial spaces over the last 20 years.
- d. Tangent Industrial Park is a direct competition

	Vacancy	Price
Industrial	Warehouse – low vacancy 10-20,000 sq ft – 20% vacancy Larger than 20,000 sq ft – 30% vacancy Historical rates are 10%-15% vacancy	Very little selling Bare ground with services: \$2 per sq ft. Historical: 1998: \$1.25 sq/ft 1995/2005: \$2.5 to \$3 sq ft
Commercial	Older: as high as 90% vacancy Newer: as high as 10%-15% vacancy	Older, downtown: \$0.60 sq ft per month Newer: \$1.5 to \$1.75 sq ft per month

**9. Along those lines, do you see this as a place where pedestrian and bicycle trips could be significant within the study area? How about as key ways people get to and from the area?**

- a. With the presence of LBCC to the east, the study area could serve as a key bicycle and pedestrian route for through trips as well as local trips.
- b. Oak Creek will be difficult to get multiple crossings of and the plan should consider a bike/ped only crossing if road crossings will be limited.

**10. What do you see as the key barriers to making pedestrian and bicycle trips within or to/from this area in the future?**

- a. As long as bicycle lanes are provided, there don't appear to be any barriers to bicycle trips; the key to attracting pedestrian trips is to make the atmosphere as pleasant as possible.
- b. Out of direction travel is a barrier for pedestrians and bicycles so access to the study area from the south on Highway 99W and LBCC should be addressed with the future closure of the Ellingson Road railroad crossing.

**11. Is there a comparable area within Albany or elsewhere that represents a success story that the South Albany Plan can learn from? Is there a similar plan, that you're aware of,**

**that is relevant to this effort that we can learn from? What is it and what aspects are relevant?**

- a. Could not think of any success stories anywhere in Albany. The city is divided into so many separate “chunks” as a result of the river, Highway 99W and the train yard and that it will take a real commitment to make this area a success.
- b. “Great neighborhoods” was a good process, but was more code focused.
- c. Get involvement of people who know planning... objective point of view. “panel of experts” might be useful (Don Donovan, Pam Silbernagel, Steve Bryant, Rich Catlin, Helen Burns Sharp).
- d. Oscar Holt (Chamber of Commerce) could help with ideas on business mix.
- e. North Albany: Large area with restaurants, commercial uses, etc. Hospice/health center in area likely helps attract people.
- f. Note: Have talked to Good Sam about potential clinic in area. Hospice and pharmacy going in at Columbus Street by railroad tracks north of Village.
- g. Doesn’t see big box retail as appropriate for this area.
- h. North Albany. Great neighborhoods effort. A uniqueness to that part of community. Smaller area related commercial. Family pleasant environment.
- i. On guard for anything that reduces utility and value of property.
- j. Processes for the concept plans in the Portland area are a good model (N. Bethany and West Bull Mt.).
- k. Process needs to be responsive to PAC’s input.
- l. Four meetings of the PAC may be too few—check-in’s between meetings should be done to supplement.
- m. Plan should provide flexibility.
- n. Engagement of property owners: Give them something to react to. “Here’s a neighborhood you could build”. Show good/bad examples. Give them the visuals. Great neighborhoods can result in higher value. Photo examples.

**12. What should be the City’s role in carrying out the Plan? Is there any aspect that the City should definitely not be involved in? Who, beside the City, are key implementers of the Plan?**

- a. Urban renewal for infrastructure (Lochner needs to be raised).
- b. Getting properties “shovel-ready”.
- c. PPL and Consumer Power serve the area. Power is limited.
- d. Not sure of City’s role, except for zoning to encourage implementation of plans.
- e. Need to be cooperation between public and private sector regarding wetlands (protection and development).
- f. Civic agencies include Corps of Engineers, Division of State Lands.

- g. Note: Some areas noted as wetlands really are not. He'll get it to us.
- h. Help shepherd a quality, balanced process. Avoid having a few folks make the decisions.
- i. Involve Calapooia Watershed Council, Parks Department (Ed Hodney).
- j. Need cross-department communication to ensure awareness of efforts and build synergies.
- k. Involve the tribal governments.
- l. Involve Department of Public Works.
- m. City, County, State could partner in establishment of a wetland bank in the area to enable more development in certain areas.
- n. Current City staff is from larger communities and have different mind-set for land uses allowed in the area.
- o. City needs to ensure all stakeholders are well-informed and not caught unaware of issues.

**13. Are you familiar with the 53rd Avenue Extension project and associated closure of the Ellingson Road rail road crossing that is currently in the TSP? Do you have any comments about this project?**

- a. The team should review the legal document RX1421 related to the 53<sup>rd</sup> Avenue railroad overpass.
- b. Make sure the project TAC and project team avoid looking at adding traffic to the Beta Drive Railroad crossing.

**14. Finally, a question about your vision for the area. Suppose you had to leave Albany to live on a South Sea Island, and you come back in 15 to 20 years. The South Albany Plan has been successfully carried out and you really like what you see. What do you see?**

- a. There would be an interchange with Ellingson Rd and I-5. *Note: the scope for the S Albany Area Plan requires that a new interchange will not be included as part of the plan. This is a condition of the project funding by ODOT.*
- b. The area west of Lochner would be developed with industrial firms and compatible commercial uses.
- c. The center of the site could be used for heavy industry.
- d. East of Lochner would have some commercial uses and residential uses.
- e. The east side of the site could be mostly residential, close to the Mennonite Village.
- f. Oak Creek would be preserved and would be a key feature in the area. There would be green space along Oak Creek, with a park that focuses on the local ecosystems.
- g. Oak Creek needs to be maintained and enhanced. The area plan should work around Oak Creek.
- h. There would be a truck crossing of Oak Creek.
- i. The development adjacent to Oak Creek would be commercial and mixed-use projects, rather than low-quality apartments.

- j. The Pepsi site would be a manufacturing park, with leasable space for smaller manufacturing and research and development.
- k. The area would have lots of basic industry jobs. Oak Creek would be protected. The land would be efficiently used but there would be a balance of uses. The industrial sites would be efficiently used but there would be areas for businesses to expand at their sites, as they needed to expand.
- l. The ideal outcome would be for mainly residential development, with higher densities developed around village centers. Oak Creek would be preserved and provide a buffer with industrial uses to the north. New industrial uses would locate in the south part of the study area (e.g., on the lands owned by Pepsi). The necessary transportation and other infrastructure projects would be completed.
- m. The ideal outcome would be a realistic Concept Plan, which would result in the agreed development in the area (e.g., implementation of the Plan). The South Albany Plan should be realistic and should be implementable. Over the last 10 years, it has gotten harder to build in most places, as there have been more constraints. The study area could be difficult to develop because of the costs of transportation improvement, wetland issues, and other constraints described previously. Developers and landowners need the City's help to overcome these constraints, the cost of which cannot be entirely born by the developer. If the Plan does not help mitigate these constraints, it will not be implemented.
- n. Great neighborhoods and quality development.
- o. Sustainable and long-lasting.
- p. Good connections between farm and home. Community character and connection to the land.
- q. Smart growth, walkable neighborhoods.
- r. High quality of life.
- s. Neighborhood commercial.
- t. High-quality industrial – beautiful frontage.
- u. Code can require quality of design for commercial/land use.
- v. Consideration of natural resources. Thriving residential and commercial uses. Low impact development. Community buy-in.
- w. Integrated community—live and work
  - Safe community
  - Parks
  - Neighborhoods
  - Ability to flexibly implement over time
- x. Envisions an area that provides the following:
  - a mix of residential, commercial, and public parks
  - streets with bicycle lanes
  - paths across Oak Creek
  - easy access to other areas of town

- bus service
- Oak Creek natural area maintained

#### 15. Other Comments

- a. The railroad crossing at Ellingson Road is heavily used by LBCC, and there are some concerns about the impact of the closure. Southbound traffic backs up to turn right into LBCC and a right-turn lane would be helpful.
- b. The nicer segments of Oak Creek would be nice to preserve and use as a community resource.
- c. The role of the site in the context of the rest of Albany is as a continuation of the industrial core of Albany, with connection to residential areas via Columbus Street.
- d. The City has to decide whether it wants more industrial development and where it will be. This area provides opportunities for industrial.
- e. The regulatory process in Albany is very difficult to navigate and takes years to get through the process. Three things that would need to change to improve the regulatory process:
- f. The city would need to actively work with businesses more to help them through the development process.
- g. The city would need to reduce regulations for retrofitting existing buildings (e.g., parking requirements, fencing requirements, landscaping, etc.).
- h. The SDCs are too high for businesses that are reusing existing buildings.
- i. Pepsico site: City views it as industrial economic development site. City has an agreement where City benefits from development of these projects. Looking at large-format commercial and industrial development. City Council a big player. Hasso Hering (Albany Democrat newspaper) can be very vocal... meet with newspaper up front and privately.
- j. Property owners will be important.
- k. This is a discussion of what's important for the community in the future, not what's important to property owners at this time.

## South Albany Area Plan

### Project Advisory Committee Membership

Name	Business/Interest	Title
Bill Coburn	Albany City Council	City Councilor, Ward II
Bill Draper	Albany Democrat Herald	Director of Operations
Dave Faller	Albany Planning Commission	Chair, Albany Planning Commission
Eirik Thorsgard	Confederated Tribes of Grand Ronde	Cultural Relations Coordinator
Gail Langellotto	Resident	OSU Department of Horticulture
Glenda Fleming	Albany Planning Commission	Albany Planning Commissioner
Greg Roe	United Way of Linn County	Executive Director
Jason Lafferty	Sno Temp Cold Storage	General Manager
Jim Huckestein	LBCC	Vice- President Finance & Operations
Joe Dills - Otak	OTAK	Principal
Julie Jones	GAPS Board	*
Kelly Albers	Bike-Ped Commission	USDA, Upper Willamette Basin Engineer
Mark Azevedo	Albany Tree Commission	USDA Ag Research Service, Microbiologist
Mark Grenz	Representing Larry Epping	Multi-tech Engineering
Ron Litwiller	Mennonite Village	President/CEO
Matt Wellner	Metropolitan Land Group	Director of Planning
Seaton McLennan	City of Tangent	Mayor, City of Tangent
Tom Krupicka	Tom's Garden Center	Owner
Sharon Konopa	City of Albany	Mayor, City of Albany
Greg Byrne	City Of Albany - Community Development	Director, Albany Community Development
Heather Hansen	City of Albany, Community Development	Planning Manager - City of Albany
Hayes, Tari	City of Albany, Community Development	Administrative Support

<b>South Albany Area Plan</b>		
<b>Technical Advisory Committee Membership</b>		
Name	Company	Title
Doris Johnston	Pacific Power	Regional Community Manager
Dustin Smith	Bonneville Power Administration	Realty Specialist
Ed Moore	Oregon Dept. Land Conservation & Development	Regional Representative, Community Services Division
James Ramseyer	Consumer Power. Inc.	Director of Customer & Energy Services
Jim Noyes	ODFW	
John Detar	ODOT - Region 2	Senior Regional Planner
John Pascone	AMEDEC	President
Kip Much	NW Natural	Community & Government Affairs Mgr.
Mark Russell	Albany & Eastern Railroad	General Manager
Robert Wheeldon	Linn County Planning & Building Dept	Director
Russ Allen	Greater Albany Public Schools	Director, Business and Operations
Robert I Melbo	ODOT - Rail Division	State Rail Planner
Tara Davis	Calapooia Watershed Council	Coordinator
Wes Hare	City of Albany - City Manager	Albany City Manager
Greg Byrne	City Of Albany - Community Development	Director, Albany Community Development
Ed Hodney	City of Albany - Parks & Recreation	Director, Albany Parks & Recreation
Mark Shepard	City of Albany - Public	Director, Albany Public Works
Kate Porsche	City of Albany - Urban Renewal	Urban Renewal Manager, City of Albany
Ron Irish	City of Albany - Public Works Engineering	Transportation System Analyst, City of Albany
Heather Hansen	City of Albany, Community Development	Planning Manager - City of Albany
David Martineau	City Of Albany - Community Development	Planner III, City of Albany
Tari Hayes	City of Albany, Community Development	Administrative Support



- Home
- Project Schedule
- Documents & Maps
- Stakeholders
- Project Advisory Committee
- Technical Advisory Committee
- Get Involved
- Project Team
- Contact Us

### Project Overview

South Albany contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City's urban growth boundary--approximately 1,900 acres. The Project study area is bounded by the City's urban growth boundary on the south, Interstate 5 on the east, land developed to urban densities on the north and Oregon Route 99E on the west.

The South Albany Area Plan (SAAP) will create an integrated land use and transportation plan for the area. Preliminary visioning and conceptual work was done for the Project Study Area as part of the "Balanced Development Patterns" project (1999-2001). Further work was done in 2007 in the 2007 South Albany Area Plan/Oak Creek Refinement Plan. Each of these studies envisioned a new vibrant mixed-use area with a village center, a greenway along Oak Creek, public open spaces, a mix of housing and transportation choices and commercial and industrial development. The SAAP will be implemented through amendments to the Comprehensive Plan, Transportation System Plan, and Development Code.

### Project Objectives

The City seeks to create a vibrant new community that will be appealing to residents and businesses seeking new sites. The project objectives stated in the grant funding for the project are listed below.

- Identify feasible patterns of land uses that are consistent with the City's goals for urbanization and environmental protection.
- Consider the capacity of existing, planned, and needed infrastructure facilities to serve the new development in a logical and orderly manner.
- Identify transportation facilities needed for circulation of motor vehicles and people walking and cycling.
- Provide rail service to industrial properties by protecting existing and future right-of-way for service to industrial properties.
- Reduce reliance on automobiles for short trips within the area, and between the area and surrounding development.
- Prepare recommendations for Planning Commission and City Council consideration, including Comprehensive Plan and Zoning designations, plan and development code amendments, and facility standards to implement the Preferred Alternative for land use and transportation.
- Establish alignment and design standards for the Oak Creek Parkway to create a street that defines the southern edge of open space along Oak Creek, provides accessibility to parks and recreation facilities and that is integrated with surrounding development and other transportation facilities; prepare recommendations for low-impact development for environmentally-sensitive areas within the vicinity of Oak Creek.

### Upcoming Meetings:

- 8/13/12 - Joint TAC / PAC Meeting
- 8/20/12 - Joint City Council / Planning Commission Meeting
- 8/28/12 - Open House

### Envisioning South Albany!

What is your vision for a livable and prosperous South Albany Community? We want your ideas! Please click the "Get Involved" link for ways to participate.

Have a Comment? Click the Contact Us link now.

If you would like to be added to our Interested Parties e-mail list, please click [here](#). You may unsubscribe at any time.

### New!

[Direction to Preferred Alternative](#)

### Stay Involved

Following the Joint TAC-PAC meeting on March 12, 2012, the project team will begin work on Task 6: Plan Implementation. Work on transportation analysis, land use regulations, and funding will continue from April to June. To stay involved, please utilize the Get Involved and Contact Us pages on this website.

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# Memorandum



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**To:** Heather Hansen and Greg Byrne  
**From:** Joe Dills, AICP  
**Copies:** David Helton  
**Date:** September 7, 2011  
**Subject:** South Albany Area Plan – Project Memorandum  
#1: Vision Elements and Evaluation Criteria  
**Project No.:** 16056

## Introduction

The purpose of this memorandum is to:

1. Summarize prior planning efforts that are applicable to the South Albany Area Plan (SAAP)
2. Assess what these prior efforts recommend or imply for future land use and transportation facilities in the SAAP study area (shown in Figure 1).

There has been a significant amount of planning done to date to lay the foundation for the SAAP. The SAAP will bring the past work together, refine it, and shape a recommended plan through an open community process. This memorandum concludes with a Preliminary Plan Objectives, which will be discussed and refined over the next two months of the project. It is recommended that a Vision Statement be during this community dialogue, capturing and coalescing an overall vision for the plan. This project scope (Task 1.7) calls for project “evaluation criteria” (for the plan alternatives) to be included as part of this memo. It is recommended that the Plan Objectives be utilized as the evaluation criteria.

## Summary and Timeline of Prior Planning Efforts

- Albany Comprehensive Plan – (last update: April 2008)
- Great Neighborhoods Project – 2000
- Balanced Development Patterns – 2001
- South Albany Area Plan, Draft Concept Diagram – 2007
- Albany Strategic Plan, FY 2010 through 2014 - 2009
- Albany Transportation System Plan – February 2010

The above projects are summarized and assessed below. There have been, of course, many other special area studies in Albany. Examples include the Economic Opportunities Analysis Update

(2008), Oak Creek Open Space Boundary Review (date), and Albany Goal 5 Analysis (in progress) – these will be reviewed in subsequent tasks of the project.

## **Albany Comprehensive Plan**

*Overview* – From the Plan’s introductory section:

“The Albany Comprehensive Plan provides a framework for making better decisions about the uses of land and its resources. It is a guideline for both short- and long- term development. The Plan identifies existing assets, problems, and needs in the community; it projects future conditions; and it sets forth City policy for dealing with these elements. Also adopted are implementation methods that suggest the means to implement policy statements.

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

For more information: <http://www.cityofalbany.net/comdev/compplan/>

*Assessment* – The Albany Comprehensive Plan is, by definition, comprehensive. It serves as the City’s blueprint for future growth, expression of core values, compliance document with Oregon’s Statewide Planning Program, and integration point for special planning efforts such as the North Albany Plan and Transportation System Plan. Like most well-crafted comprehensive plans, it covers a lot of ground.

The following themes are stated in the Comprehensive Plan’s goals and policies. They are summarized here as key elements which address land uses and transportation facilities for the SAAP. For the sake of brevity, these are selected themes. Of the 45 goals and 267 policies in the Comprehensive Plan, there are many which are applicable to the SAAP to varying degrees.

- Create attractive gateways into Albany
- Encourage the protection of trees of significant size that represent a visual and aesthetic resource to the community
- Encourage development within the UGB to be compatible with adjacent agriculture
- Retain open space lands which provide aesthetic, environmental, recreational, buffer, hazard protection, habitat and/or historic benefits
- Where possible, use utility easements (and similar corridors) for pedestrian and bicycle pathways

- Consider density bonuses, clustered development, and open space uses as ways to address flood fringe areas
- Determine the location of known archeological sites, utilize it in planning, and protect available information to minimize vandalism of sites
- Protect wetland resources and guide development per the City's Goal 5 program
- Strive for a balance of growth in jobs and housing for Albany and the region
- Create village centers that offer housing and employment choices
- Encourage land use patterns and development plans that take advantage of density and location to reduce the need for travel and dependency on the private automobile
- Discourage future strip commercial development
- Provide opportunities for small neighborhood commercial facilities
- Encourage innovation in housing types, densities and lot sizes and design
- Encourage the development of great neighborhoods
- Provide an efficient transportation system that: provides for the local and regional movement of people and goods; is safe; provides a diversified system that provides mobility for all; and, balances financial resources with livability and economic vitality
- Provide a high quality and diversified system of safe and attractive parks, open space, recreation, and facilities
- Utilize the City's park planning minimum standards
- Actively seek input from all points of view from citizens and agencies and assure that interested parties from all areas of the UGB have an opportunity to participate

The Comprehensive Plan establishes Land Use Designations for land in the SAAP study area. A key issue that will be addressed by the SAAP study is whether existing Land Use Designations are adequate to guide growth and development in the area, or if changes to Land Use Designations are needed in response to conditions or to better meet the City's goals.

### **Great Neighborhoods Project – 2000**

*Overview* – From the City's web page:

“On April 12, 2000, the Albany City Council adopted changes to the Development Code relating to the "Great Neighborhoods" project. The adoption was the culmination of a major community planning effort that began in November 1998 and engaged several hundred Albany residents. As a result of the code changes, developers will pay more attention to making their projects compatible with existing neighborhoods, and new development will be designed with greater thought given to the safety and convenience of pedestrians.

The Great Neighborhoods project started as a forum for citizens to voice their hopes and concerns about living in Albany. More than 400 people attended a series of five community meetings in

November 1998. A volunteer steering committee met in early 1999 to help create a set of ideas for proposed changes to the Albany Development Code, based on comments from those community meetings. Last summer and fall, City staff worked with the Planning Commission to write the actual code changes. The Planning Commission and City Council reviewed and discussed possible changes at more than 20 meetings last winter and this spring, holding five public hearings. Throughout the process, citizens raised enough issues to fill 85 pages of Development Code changes.

The design of single-family homes prompted a lot of comment. People said that some designs detracted from how comfortable and functional their neighborhoods are. When the front door is not visible from the street, it is inconvenient for visitors, and slows the response time for paramedics. A front door that faces the street is more secure from break-in. Likewise, having enough windows on the front of the home makes it less likely that crime will occur on the street. The new regulations require that the front door face the street or open onto a porch that faces the street, and prescribes a minimum amount of front wall that must be windows.”

For more information:

<http://www.cityofalbany.net/comdev/projects/greatneighborhoods/index.php>

*Assessment* – The Great Neighborhoods project was an important community dialogue about neighborhood livability and development form. It set the foundation for the subsequent Balanced Development Patterns project. Overall, many key development standards were adopted, including: mandatory neighborhood meetings, front doors facing streets, allowance of alleys and narrow streets, multi-family and commercial buildings oriented to streets, etc. These important code standards are the base-line for implementation of the SAAP.

## **Balanced Development Patterns – 2001**

*Overview* – From the City’s web page:

“The Balanced Development Patterns project (BDP) looked at past trends and projected needs, and assessed how they relate to our available land and transportation system capacity and managing growth over the next 20 years. Projections indicate that there may be 13,000 more residents living in Albany by the year 2020. They would live in almost 6,000 new homes and work at more than 6,000 new jobs. With a fixed amount of land, how will we accommodate this much growth while continuing to build better neighborhoods and a livable city center? As Albany continues to grow, the demands of a larger population create potential threats to our quality of life: threats such as eroding livability, declining mobility, and rising transportation costs. Without careful planning designed to manage this new growth, these threats could become reality.

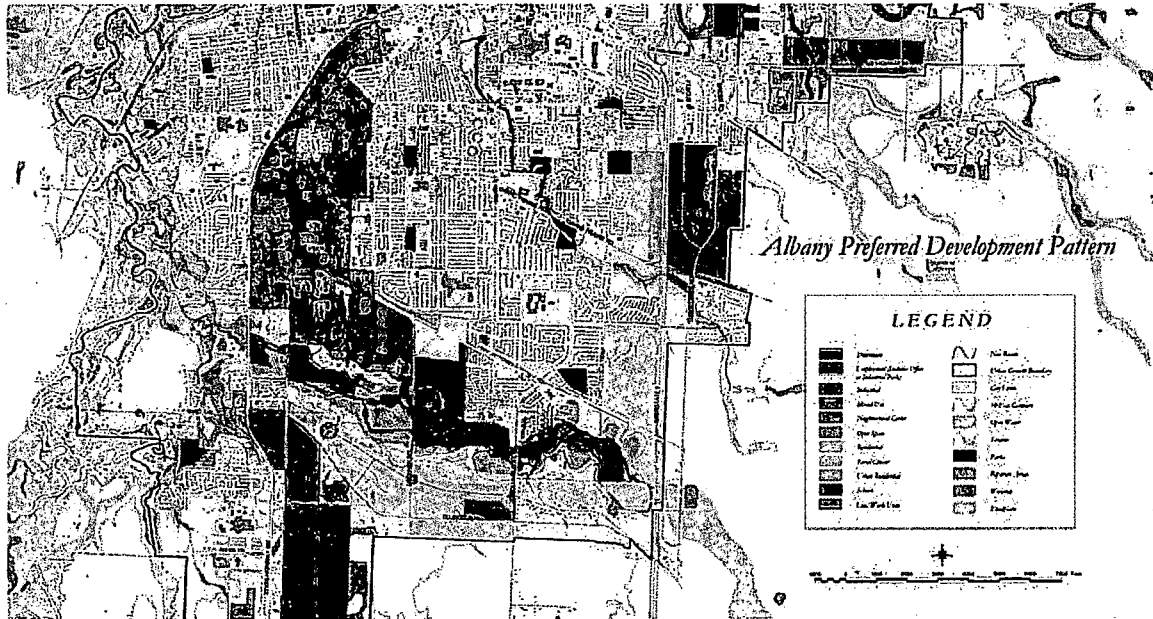
In the first phase of this project, in a series of community workshops in the spring of 2001, participants identified what types of residential, commercial and mixed-use developments they want in Albany and where these developments should be located, based on jobs and housing projections. The result is a city-wide map showing a new “development pattern” that uses small village centers with mixed use and urban residential surrounding the centers and employment centers close to major transportation routes (Interstate-5, US Highway 20, and State Route 99E).”

For more information: <http://www.cityofalbany.net/comdev/projects/balanceddev/index.php>.

*Assessment* – The BDP project proposed that a “Village Center” concept be applied in South Albany (and other areas). The Village Center description and concept map are shown below. The Village Center concept was ultimately adopted into the Comprehensive Plan along with a new village center zoning district, Mixed Use Commercial (MUC), which was applied in North Albany and East Albany.

The concept for the South Albany area was:

“South – A parkway with three centers, surrounded by single-family housing and higher density residential housing, runs through the south end of Albany. There are more overall households than the enhanced redevelopment concept, but fewer single-family households. There are more retail jobs, but fewer overall jobs, than the enhanced redevelopment concept. 38 percent of the housing and 43 percent of the jobs are located in the south.”  
(BDP Report, page 4)



For more information: <http://www.cityofalbany.net/comdev/projects/balanceddev/index.php>

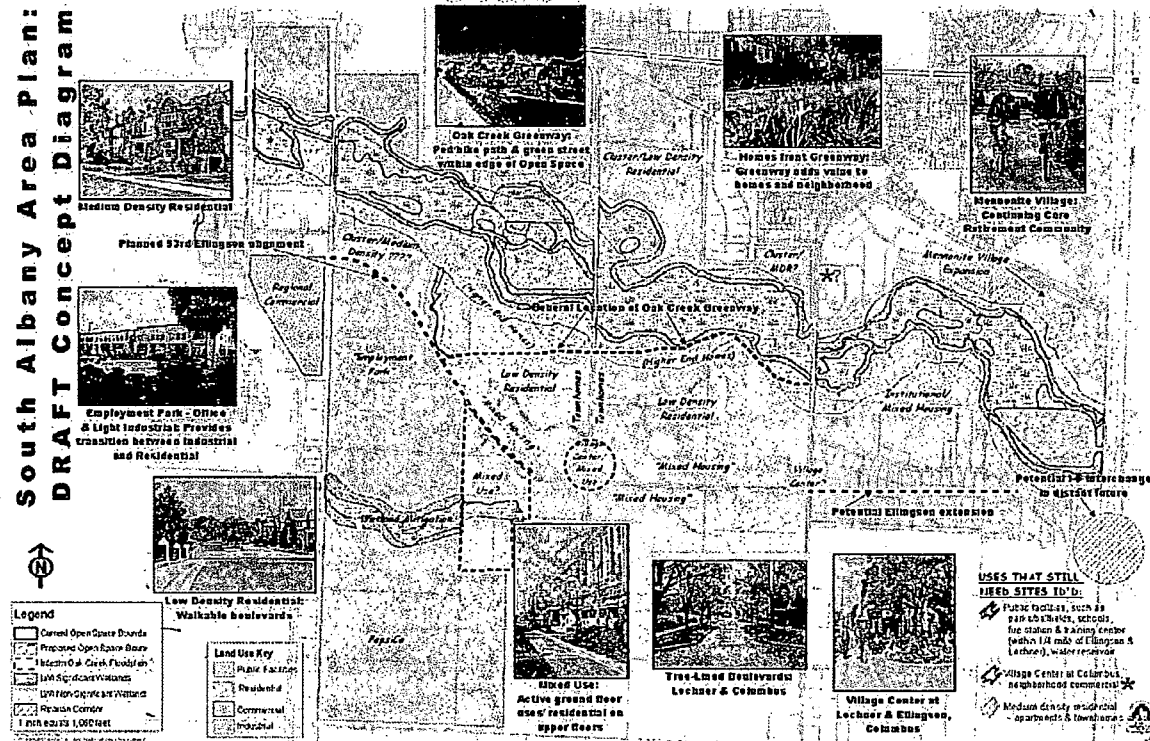
The BDP South Albany concept provides a starting point for the development of alternatives for assessment as part of the SAAP project. SAAP will also evaluate whether the Village Center concept and Mixed-Use zoning adopted as part of the BDP project are adequate for implementation of the SAAP preferred alternative, or if additional policies and codes are needed.

### South Albany Area Plan, Draft Concept Diagram – 2007

*Overview* – The Concept Diagram represents initial efforts in 2006 and 2007 to master plan the South Albany Area. From the City’s web page:

“Work began on this project in early 2006. Planning staff met with property owners in the area to explain the purpose of the plan and to gather their ideas. In October of 2006 about 75 citizens attended an open house in the Council Chambers. Staff, and landscape architect John Stewart, presented a draft concept plan for how the area might develop... Since The October 2006 meeting, staff have been in touch with a number of property owners. The draft concept diagram was updated to address public input, including discussions with property owners.”

For more information: <http://www.cityofalbany.net/comdev/projects/oakcreek/>



*Assessment* – The Concept Diagram captured key themes from the discussions in 2006–2007, with a specific intent to generalize them into a “diagram” rather than a plan. It includes elements which are already adopted into Albany’s Comprehensive Plan and Code (e.g., Regional Commercial zoning on the “piano” property), and, proposed many new ideas and possibilities to consider. These include:

- Oak Creek Greenway (a road), with a conceptual alignment shown, and intent for homes to front the adjacent open spaces
- Mennonite Village and their expansion area
- Two potential Village Centers: one at Lochner and one at Ellingson/Columbus
- Tree lined boulevards: Lochner and Columbus
- Mixed use east of PepsiCo
- Low-density residential with walkable boulevards
- Employment park north of the PepsiCo property
- Medium-density residential, with potential clustering north of the Ellingson realignment
- Realignment of Ellingson Road
- The “piano” property as Regional Commercial

The South Albany Draft Concept Diagram provides a starting point for the development of alternatives for assessment as part of the SAAP project.

## **Albany Strategic Plan**

*Overview* – The Albany Strategic Plan is an overarching statement of the City’s mission, vision, values, and key themes. The four themes are: Great Neighborhoods, a Safe City, a Healthy Economy, and an Effective Government. For each theme, the plan defines goals and measureable objectives, and actions for each objective. A five-year planning horizon is used.

*Assessment* – The themes and objectives that have some relevance to the SAAP include:

- Great Neighborhoods Objective 10.8: Establish effective measures to protect and restore key natural resources within and around the Albany Urban Growth Boundary. (Community Development) Actions: complete Goal 5 review and DLCD approval; complete upland, wetland, and riparian areas inventory; and amend Development Code to improve natural resource protections.
- Healthy Economy Objective 10.32: Provide the supply of commercial and industrial land identified in the Economic Opportunities Analysis. (Community Development, Public Works) Actions: increase the number of state-certified industrial properties; assess the infrastructure needs of available employment lands; and reorder CIP priorities to assure a full range of urban services to key properties.

## **Transportation System Plan**

*Overview* – From the Introduction of the TSP:

“The City of Albany initiated an update of the city’s Transportation System Plan in 2006. This Transportation System Plan (TSP) will guide the management and development of appropriate transportation facilities within Albany, incorporating the community’s vision, while remaining consistent with state and other local plans. This plan will be adopted as a supporting document to the Comprehensive Plan providing the majority of the required transportation elements of a comprehensive plan.

The Oregon Revised Statutes require that the TSP be based on the current Comprehensive Plan land uses and must also provide a transportation system that accommodates the expected 20-year growth in population and employment that will result from implementation of the land use plan. The contents of this TSP are guided by Oregon Revised Statute (ORS) 197.712 and the Department of Land Conservation and Development (DLCD) administrative rule known as the Transportation



Planning Rule (TPR, OAR 660-012). These laws and rules require that jurisdictions develop the following:

- a road plan for a network of arterial and collector streets;
- a bicycle, pedestrian, and transit plan;
- an air, rail, water, and pipeline plan;
- a transportation financing plan; and
- policies and ordinances for implementing the Transportation System Plan.”

For more information:

[http://www.cityofalbany.net/publicworks/streets/management\\_plan/index.php](http://www.cityofalbany.net/publicworks/streets/management_plan/index.php)

*Assessment –*

Overall, the TSP provides an excellent foundation for the SAAP. The TSP is recently updated, integrates land use planning with transportation, and provides recommendations covering all modes: automobile, freight, transit, pedestrian, and bicycle. It is not the purpose of this memorandum to cite all of the applicable provisions—that will be covered in subsequent tasks. The following are selected elements, in summary form, of the TSP that are particularly relevant to the SAAP.

- Land use assumptions for the “Oak Creek Area” were made in the TSP (Table 5-3). The SAAP market analysis and growth assumptions for the alternatives will coordinate with the TSP numbers.
- The TSP identifies “Link and Intersection Improvement Projects” which are the key auto-related projects (Table 7-1 and Figure 7.1). There are seven projects in the SAAP area.
- The 53<sup>rd</sup> Extension /realignment of Ellingson Road is a significant project that will not only address transportation and safety needs – it will also have a strong influence on the land use pattern of the areas on the north and south of it.
- The Lochner-Columbus connector (Project L-8) is a planned new facility (Minor Collector) that will be an important part of neighborhood design and the relationship of the neighborhood to the Oak Creek Open Space.
- The TSP modeled traffic volumes for the project area, which influences the functional classifications street cross sections. Hwy 99E and Ellingson Road are Principal Arterials. Columbus and Lochner are Minor Arterials.
- The projected traffic volumes on the arterial streets are significant. They are high because these facilities serve important roles in citywide and regional mobility. They will be the most challenging to plan for pedestrian crossings and accessibility.
- The TSP identifies an important pedestrian/bicycle improvement: the Oak Creek Trail. It is planned as a multi-use path.

## Plan Objectives and Evaluation Criteria

As described above, the South Albany area has benefitted from multiple planning efforts in the last 10+ years. The current process, the South Albany Area Plan, is charged with bringing these efforts together, refining them, and enhancing the final plan with the help of the community. As a first step toward this goal, the SAAP should have two foundational elements: A Vision Statement and Plan Objectives. The Vision Statement will be a short paragraph capturing the long term concept and intent for the area. The Plan Objectives will briefly state how the plan will fulfill the vision, listing the descriptive parts of the plan. It is recommended that the Plan Objectives serve as evaluation criteria for the creation and refinement of alternatives and implementation recommendations.

Based on our review of past planning efforts, the stakeholder interviews conducted for the SAAP and the objectives stated in the scope of work (Appendix A), the following is recommended as a Preliminary Plan Objectives. It is vital that the next steps in the process be used to inform, refine, and finalize these statements, and craft the Vision Statement that captures the overall concept.

### *Preliminary Vision Statement –*

We recommend that a Vision Statement be written based on input from participants in the SAAP process. The proposed steps are: (1) Discuss the Plan Objectives at TAC and PAC meeting(s) No. 1; (2) The project team will draft a Vision Statement; (3) The Vision Statement will be discussed at TAC and PAC meeting(s) No. 2 and placed on the project web site for public review; (4) Discuss the draft Vision Statement with the community at the first public meeting in November; (5) Finalize the Vision Statement and Plan Objectives.

### *Preliminary Plan Objectives –*

The following preliminary Plan Objectives do not have a priority order.

**A Complete and Livable Community** – South Albany will include a livable and cohesive mix of neighborhoods, mixed use centers, schools, employment sites, parks, natural resource areas – all knit together by a connected pattern of streets, pathways and open space.

**Great Neighborhoods** – South Albany will be a showcase of implementation for Albany's Great Neighborhoods principles, policies and guidelines.

**Connectivity and Transportation Options** – Multiple options for local travel will be provided through a connected street and pathway network, and land uses which supports walking, biking and transit opportunities.

**Prosperous Economy** – Commercial and industrial lands will implement the City's Economic Opportunities Analysis, take advantage of the South Albany's location in the region, and fulfill the economic role of the area defined by the plan.

**Oak Creek Open Space** – The Oak Creek Open Space will be key natural area within South Albany, providing multiple open space benefits: wetland protection, habitat, flood storage, pathways, and visual identity for the area.

**Resource Stewardship** – Wetlands, tree groves and other key resources will be incorporated as amenities and functional elements of the plan.

**City Gateway** – Highway 99E and Columbus Street/Waverly Road will be planned as aesthetically pleasing gateways into Albany.

**Compatible Transitions** – Transitions between land uses will be carefully planned to promote compatibility. This objective applies particularly to the transitions between industrial and residential areas, and between developed areas and open space.

**Financial Feasibility** – The plan will evaluate what types of financial strategies will support feasible public and private investment to make the area development-ready.

**Phased Implementation** – The plan will evaluate phasing to support orderly and efficient development.

**Effective Mitigation of Development Constraints** – The plan will address creative ways to mitigate the development challenges posed by wetlands and other constraints.

## **Next steps**

As noted above, it is vital that the next steps in the process be used to inform, refine, and finalize the Vision and Project Objectives. Those steps will include (a) initial review by the Technical Advisory Committee and Project Advisory Committee; (b) second review by the TAC and PAC to incorporate Existing and Planned Conditions information; (c) input from the community in Community Forum 1; (d) feedback from the Planning Commission and City Council. These may seem like a lot of steps, but it is important that the Vision and Project Objectives are well-vetted and well-informed prior to commencing the design of the physical plan. The SAAP project is committed to an inclusive process that builds long-term consensus support for the plan.

## Appendix A

### Excerpt from South Albany Area Plan Statement of Work (Approved May 25, 2011)

#### **Project Purpose and Transportation Relationship and Benefit**

The Project involves the update of the Comprehensive Plan, Transportation System Plan (“TSP”) adopted by the City of Albany (the “City”) in 2010, the development code, and the facility standards to ensure that urbanization of the Project “study area” (defined below) occurs in an integrated, connected manner that facilitates use of alternative modes, reduces reliance on the automobile, reduces use of state highways for local travel, provides certainty about planned transportation investments to encourage economic development, and lowers future emissions thereby helping to reduce the effects of climate change. The Project will assure consistency of recommended plan and code amendments with local and state policies, plans, and rules, including the Transportation Planning Rule (as amended July 14, 2006). The planning period for the South Albany Area Plan is generally 2010 to 2030.

#### **Project Study Area**

The Project “study area” is bounded by the City’s urban growth boundary on the south, Interstate 5 (“I-5”) on the east, land developed to urban densities on the north and Oregon Route 99E on the west (the “Project Study Area.”)

The Consultant’s transportation analysis for proposed facilities and land uses within the Project Study Area may need to consider impacts on transportation facilities outside the Project Study Area. The Project will plan for integration of development in South Albany with existing and planned urban development adjacent to the Project Study Area.

#### **Background**

The Project Study Area contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City’s urban growth boundary—approximately 1,400 acres. Preliminary visioning and conceptual work was done for the Project Study Area as part of the “Balanced Development Patterns” project (1999-2001). The Balanced Development Patterns vision for the Project Study Area is a new vibrant mixed-use area with a village center, a greenway along Oak Creek, public open spaces, a mix of housing and transportation choices and commercial and industrial development.

In 2006, PepsiCo signed a development agreement with the City to develop a manufacturing and bottling plant in the western portion of the Project Study Area, adjacent to the Union Pacific Railroad. According to the “Oregon Rail Study”, PepsiCo desired to obtain rail service at this site and found that this would require construction of a siding along the mainline Union Pacific Railroad track. Consideration was given to connecting a rail segment to connect the Pepsi site with the

Albany and Eastern Railroad which operates a rail line in the northern portion of the Project Study Area. (Oregon Rail Study, p. 145) Ultimately, PepsiCo chose not to pursue development at this location. In addition, the State of Oregon recently awarded two “Connect Oregon III” grants totaling over \$5 million to the Albany and Eastern Railroad to upgrade 26 miles of track between Albany, Lebanon, and Sweet Home.

The Project will also refine the vision of the Balanced Development Patterns project by identifying an efficient, environmentally sensitive mix and density of land uses that are both financially and politically feasible. The South Albany Area Plan will refine the 2010 TSP to include transportation facilities to support the land use vision in the South Albany Area Plan.

While the planning period for the South Albany Area Plan is generally 2010 to 2030, the planning period used in currently adopted plans such as Balanced Development Patterns may have planning periods short of or beyond 2030. The Project must include assessment of the implications of planned growth for the Project Study Area over the 2010 to 2030 period, to the extent possible given the format and content of existing plans.

### **Project Objectives**

The City seeks to create a vibrant new neighborhood that will be appealing to residents and businesses seeking new sites. The South Albany Area Plan will seek to create this neighborhood by integrating planning for land uses, transportation, parks and recreation, schools, infrastructure, economic development, natural and cultural resources, and place making. The South Albany Area Plan will:

- Identify feasible patterns of land uses that are consistent with the City’s goals for urbanization and environmental protection.
- Consider the capacity of existing, planned, and needed infrastructure facilities to serve the new development in a logical and orderly manner.
- Identify transportation facilities needed for circulation of motor vehicles and people walking and cycling.
- Provide rail service to industrial properties by protecting existing and future right-of-way for service to industrial properties.
- Reduce reliance on automobiles for short trips within the Project Study Area, and between the Project Study Area and surrounding development.
- Prepare recommendations for Planning Commission and City Council consideration, including Comprehensive Plan and Zoning designations, plan and development code amendments, and facility standards to implement the Preferred Alternative for land use and transportation.

- Establish alignment and design standards for the Oak Creek Parkway to create a street that defines the southern edge of open space along Oak Creek, provides accessibility to parks and recreation facilities and that is integrated with surrounding development and other transportation facilities; prepare recommendations for low-impact development for environmentally-sensitive areas within the vicinity of Oak Creek.

# FINAL Memorandum



**To:** Heather Hansen and Greg Byrne  
**From:** Joe Dills, AICP  
**Copies:** David Helton, SAAP Project Team  
**Date:** May 28, 2012  
**Subject:** South Albany Area Plan – Vision and Plan Objectives

**Project No.:** 16056

The following vision statement and plan objectives are based on stakeholder interviews, discussions by the Technical and Project Advisory Committees, existing and planned conditions inventories, community input received at the December 6<sup>th</sup> Public Workshop and other outreach, input from the joint TAC/PAC meeting on January 24<sup>th</sup>, and conceptual design work prepared to date.

The vision statement captures the long term concept and intent for the area. The plan objectives state how the plan will fulfill the vision, listing descriptive parts of the plan. They will also serve as evaluation criteria for the refinement of alternatives and implementation recommendations.

The document is the Final Vision and Plan Objectives for the South Albany Area Plan – notes regarding revisions have been removed from the version dated February 2, 2012.

## Vision Statement

South Albany will be:

- A complete, walkable and welcoming community
- The home of new “neighborhoods of choice” in Albany
- Known for having Oak Creek as its “front yard”
- A thriving employment center and gateway to Albany
- Integrated with greater Albany and the region
- Developed with a commitment to resource stewardship

*Heather Hansen*

*South Albany Area Plan – Vision and Project Objectives*

*May 28, 2012*

## **Project Objectives**

**A Complete and Livable Community** – South Albany will include livable neighborhoods --varied housing, mixed use centers, schools, employment sites (commercial and industrial), parks, natural resource areas – all knit together by a connected pattern of streets, pathways and open space.

**A Walkable Community** – South Albany will be a walkable community, with pedestrian-friendly streets, good network of blocks and pedestrian ways, and a functional trail system

**Great Neighborhoods** – South Albany will be a showcase of implementation for Albany's Great Neighborhoods principles, policies and guidelines. Each neighborhood will be connected to a community focal point.

**Village Centers** – South Albany will include one or more village centers to provide local services.

**Connectivity and Transportation Options** – Multiple options for local, intra-city, and regional travel will be provided through a connected street and pathway network, and land uses which support walking, biking and future public transit.

**Prosperous Economy** – Commercial and industrial lands will fulfill the City's Economic Opportunities Analysis, take advantage of the South Albany's location in the region, and fulfill the economic role of the area defined by the plan. Zoning regulations for employment lands will incorporate flexibility in order to respond to changes in business and industry trends.

**Oak Creek Greenway** – The Oak Creek Greenway will integrate open space areas, both public and private, near Oak Creek. The Greenway will:

- Be the centerpiece of the South Albany open space system, providing multiple benefits: wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education and visual identity for the area.
- Be South Albany's "front yard" - physically and visually accessible to adjacent development.
- Create a multitude of public connections (parks, trails, trailheads, visual, etc.) between "Oak Creek Parkway" (an east-west street) and the public edge of the Greenway area.
- Include a continuous east-west pathway, and other pathways that connect north and south to community destinations.

**Resource Stewardship** – Wetlands, tree groves, flood storage, and other key resources will be incorporated as amenities and functional elements of the plan.



**Heather Hansen**

*South Albany Area Plan – Vision and Project Objectives*

*May 28, 2012*

**City Gateway** – Highway 99E and Columbus Street/Waverly Road will be planned as safe, aesthetically pleasing, multi-modal gateways into Albany.

**Compatible Transitions** – Transitions between land uses will be carefully planned to promote compatibility. This objective applies particularly to the transitions between industrial and residential areas, and between developed areas and open space.

**Financial Feasibility** – The plan will evaluate what types of financial strategies will support feasible public and private investment to make the area development-ready.

**Phased Implementation** – The plan will evaluate phasing to support orderly and efficient development.

**Effective Mitigation of Development Constraints** – The plan will identify future policies and planning needed to mitigate the development challenges posed by wetlands and other constraints.

# Appendix B

## *Task 2: Existing and Future Conditions*

Project Memo 2: Existing and Future Conditions – January 9, 2012

- Technical Memo: Existing and Future Transportation Conditions – September 19, 2012
- Technical Memo: South Albany Public Facilities – October 6, 2011
- Revised Technical Memo: Assessment of Environmental Conditions – January 10, 2012 (original draft dated September 16, 2011)
- Technical Memo: South Albany Area Plan Archeological Research – September 20, 2011

Revised Project Memo 3: Market Analysis – January 20, 2012  
(original draft dated September 22, 2011)



# Memorandum



**To:** Heather Hansen and Greg Bryne  
**From:** Joe Dills, AICP  
**Copies:** David Helton, SAAP Project Team  
**Date:** January 9, 2012  
**Subject:** South Albany Area Plan - Existing and Planned Conditions

**Project No.:** 16056

## Introduction

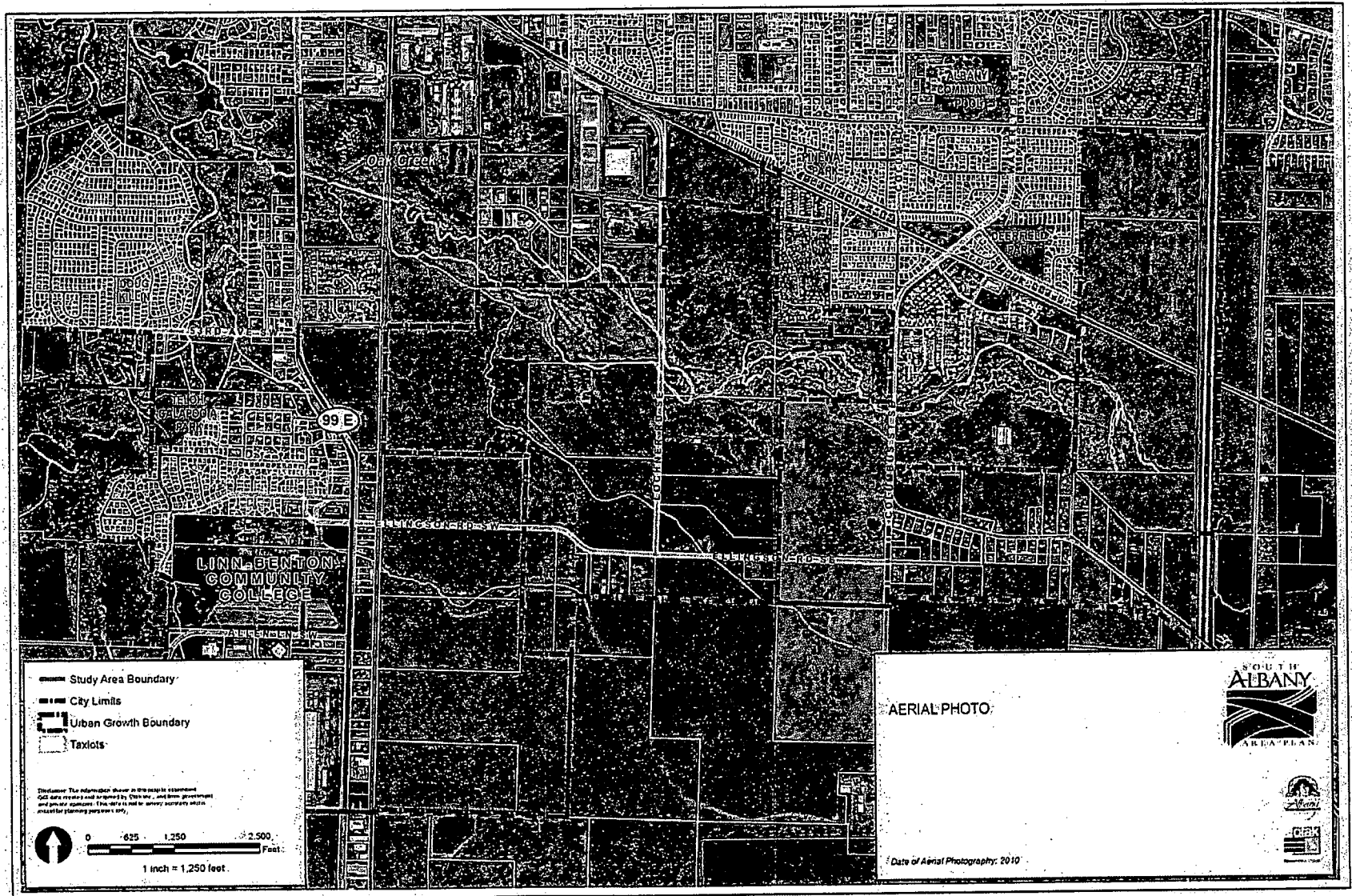
The purpose of this memorandum is to summarize existing and planned conditions in the South Albany Area Plan project study area. It fulfills Task 2.1 of the project scope of work.

This memorandum addresses land use, transportation, public facilities, environmental conditions, parks and open space, archeological resources, and planned growth. Buildable lands are addressed in a separate memorandum. Four of the topics (transportation, public facilities, environmental conditions, archeological resources) have more extensive technical memoranda, listed in Appendix A and published separately. A market analysis has also been prepared (see Appendix A).

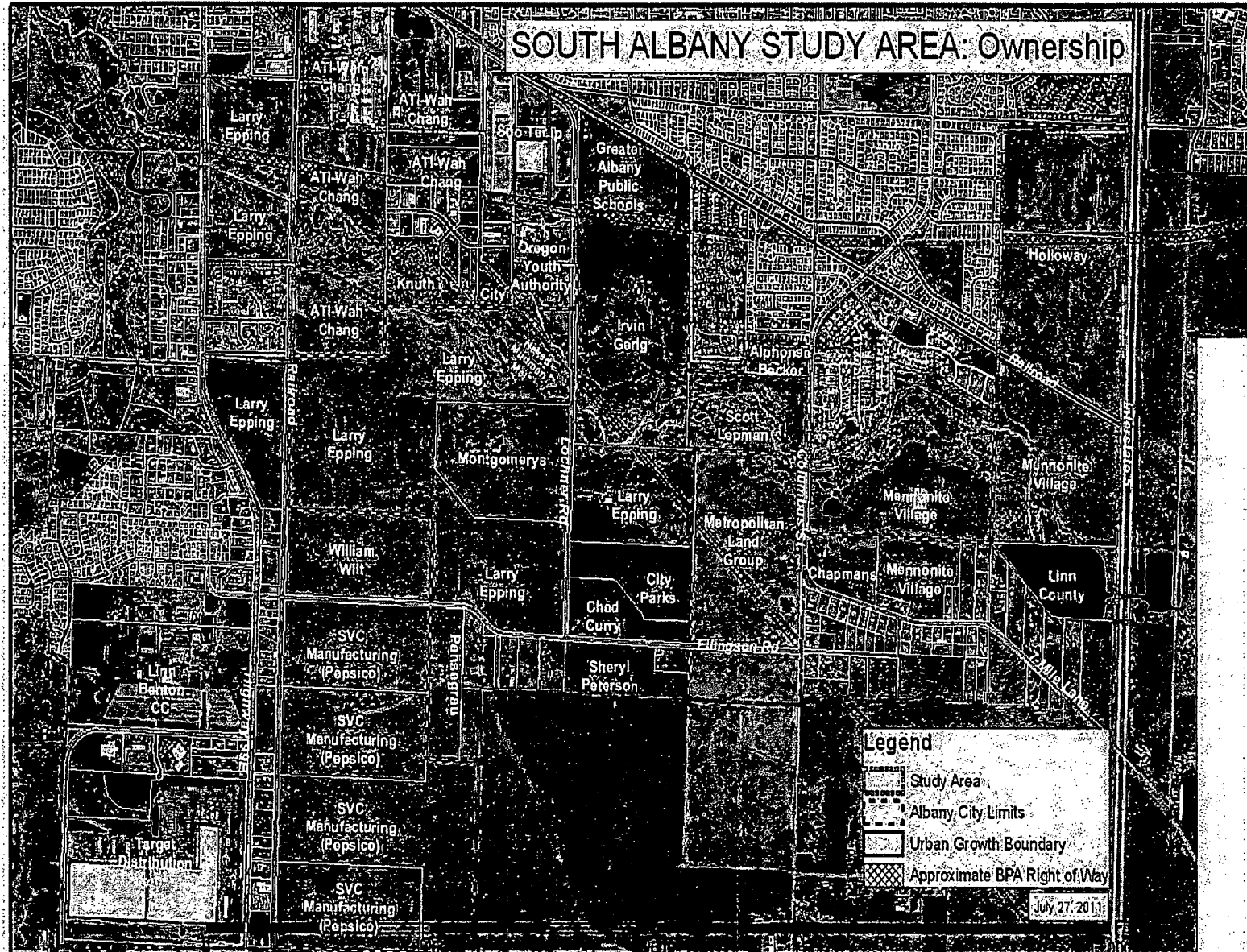
## Land Use

The study area is 1,957 acres and contains Albany's largest supply of undeveloped land, as shown on the aerial photo on page 2. This area is approximately 48 percent (943 acres) inside the City Limits and 52 percent (1,014 acres) outside the City Limits. Ownerships are shown on the map on page 3.

Land use along the Highway 99E corridor is a mix of small businesses, the Target Distribution Center, Linn-Benton Community College, and residential areas ranging from low to medium-density. To the east of the Highway 99E corridor, rural residential homes, farms and open space are the primary land uses within the study area. North of the study area there are industrial users and residential areas ranging from low-density neighborhoods to the Mennonite Village community (retirement living). Interstate-5 and farms exist to the east, outside the Urban Growth Boundary (UGB). Farms are also the predominant land use south of the study area. The wooded areas of Oak Creek and the oak groves north of Ellingson Road are key landscape features.



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All properties in the study area are within the UGB. Inside the City, City zoning applies. Outside the City (and within the UGB), each parcel has a City Comprehensive Plan designation and County zoning designation. Prior to annexation, the City and County coordinate on land use planning and development review. When lands are annexed, City zoning is applied.

The map on page 5 illustrates the City's zoning inside the City Limits and the City Comprehensive Plan designations outside the City within the UGB. Three Comprehensive Plan designations are applicable outside the City Limits: Urban Residential Reserve (URR), Open Space (OS), and a 1 acre area of Public and Semi-Public Land. The purpose statements for URR and OS are described below (*Source: Albany Comprehensive Plan, pages 9-9 to 9-11*).

#### **URBAN RESIDENTIAL RESERVE:**

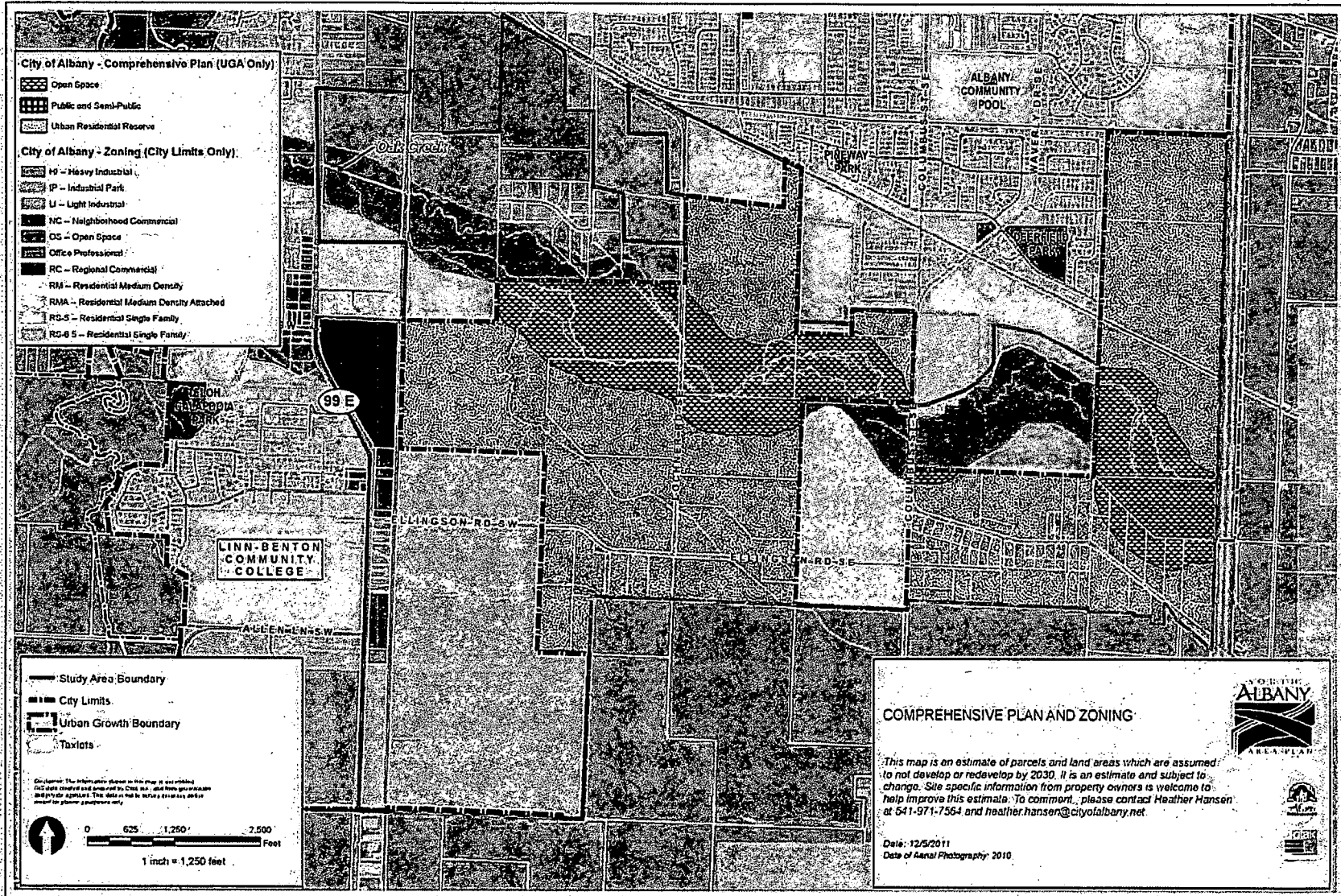
Identifies areas between the developed urban area and the Urban Growth Boundary within which a variety of residential zones may be permitted to accommodate all needed housing types without a Plan change. All zoning decisions will be based upon criteria as specified in the Development Code. However, the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

1. The average developed density within the URR designation will be up to 35 units per acre.
2. The City will at all times maintain at least a 5-year supply of land designated for low-, medium-, and high-density residential uses.
3. Land within the URR designation will be changed to low- and medium-density Plan designations if such changes are needed to develop accurate 5-year capital improvement plans involving any such area or, in some cases, upon annexation to the City.

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

#### **OPEN SPACE:**

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



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Albany also has a Comprehensive Plan designation titled Village Center which may be designated as part of the South Albany Area Plan. It is not currently designated within the study area, but has been discussed for the area. The Comprehensive Plan describes Village Center as follows:

**VILLAGE CENTER:**

Provides for a mixture of uses to serve nearby neighborhoods. These uses must include retail and residential uses and may include offices, community and personal services, and live-work units. Development within a Village Center will be pedestrian friendly, fit the desired scale and character of nearby neighborhoods and prevent the appearance of strip commercial development. Within the Village Center Plan designation there will be at least two zones. One is a mixed-use commercial zone; the other is a medium- to high-density residential zone that provides a mix of housing choices. In order for additional land to be designated Village Center, applicants must demonstrate the need for the Village Center in a particular location and what residential populations it is intended to serve.

The following are the applicable zoning districts within the study area.

**RS-5—RESIDENTIAL SINGLE-FAMILY DISTRICT.** The RS-5 District is intended primarily for low- to moderate-density, single-family development. The average minimum detached single-family lot size is 5,000 square feet.

**RS-6.5—RESIDENTIAL SINGLE-FAMILY DISTRICT.** The RS-6.5 District is intended primarily for low-density, urban single-family residential development. The average minimum lot size is 6,500 square feet.

**RM—RESIDENTIAL MEDIUM-DENSITY DISTRICT.** The RM District is primarily intended for medium-density, residential urban development. New RM districts should be located on a collector or arterial street, or in Village Centers. Development may not exceed 25 units per gross acre.

**RMA—RESIDENTIAL MEDIUM-DENSITY ATTACHED DISTRICT.** The RMA District is intended primarily for medium- to high-density, urban residential development. All units, whether single- or multiple-family, shall be attached. New RMA districts should be located on a collector or arterial street, or in Village Centers. Development may not exceed 35 units per gross acre.

**OS – OPEN SPACE DISTRICT.** The OS District is intended for the establishment, continuation, and preservation of agricultural uses, park and recreation areas, wildlife habitats, wetlands, natural areas, and other uses that do not involve the construction of structures other than minor facilities that might be required to conduct the principal use. Uses that are allowed in the OS district are listed following the Schedule of Permitted Uses, and do not appear in the Schedule.

NC – NEIGHBORHOOD COMMERCIAL DISTRICT. The NC district is intended primarily for small areas of retail establishments serving nearby residents' frequent needs in convenient locations. The NC District is typically appropriate for small clusters or service centers located at intersections within residential neighborhoods. Businesses should fit into the residential pattern of development and not create land use, architectural, or traffic conflicts. Generally, uses located within NC districts should have as their primary market area the population within a one-half mile radius.

RC – REGIONAL COMMERCIAL DISTRICT. The RC district is intended primarily for developments that serve the wider Albany region. RC allows a wide range of retail sales and service uses, and is typically appropriate for developments that require large sites near Interstate 5. Design guidelines, building location, and front-yard landscaping will provide an enhanced community image along major transportation corridors. These uses often have significant impacts on the transportation system. Sound and visual buffers may be required to protect nearby residential areas. RC districts may not be appropriate in all locations.

OP – OFFICE PROFESSIONAL DISTRICT. The OP district is intended to provide a vertical or horizontal mix of professional offices, personal services, live-work, residential, and limited related commercial uses in close proximity to residential and commercial districts. The limited uses allowed in this district are selected for their compatibility with residential uses and the desired character of the neighborhood. OP is typically appropriate along arterial or collector streets as a transitional or buffer zone between residential and more intense commercial or industrial districts.

IP – INDUSTRIAL PARK DISTRICT. The IP district is intended primarily for light manufacturing, high-tech, research and development, institutions, and offices in a quality environment. Uses are characterized by attractive building architecture and landscaped yards and streetscapes, and the absence of objectionable external effects. The district is designed for industrial and business parks containing offices together with clean, non-polluting industries. IP is located along or near highly visible corridors to provide a positive image and a transition to residential or natural areas from heavier industrial uses.

LI – LIGHT INDUSTRIAL DISTRICT. 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.

HI – HEAVY INDUSTRIAL DISTRICT. 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.

The following table summarizes the land areas within each Plan designation and zoning district:

<b>Table I: Comprehensive Plan and Zoning**Comprehensive Plan Designation (Outside City)</b>	<b>Acres*</b>	<b>Percent*</b>	<b>Subtotals*</b>
Open Space	255	14%	
Public and Semi-Public	1	0%	
Urban Residential Reserve	729	40%	
			985
<b>Zone District (In City)</b>			
HI -- Heavy Industrial	28	2%	
IP -- Industrial Park	309	17%	
LI -- Light Industrial	122	7%	
NC -- Neighborhood Commercial	12	1%	
OP -- Office Professional	1	0%	
OS -- Open Space	157	9%	
RC -- Regional Commercial	36	2%	
RM -- Residential Medium-Density	3	0.2%	
RMA -- Residential Medium-Density Attached	0.2	0.0%	
RS-5 -- Residential Single-Family	89	5%	
RS-6.5 -- Residential Single-Family	99	5%	856
<b>Total</b>	<b>1,841</b>		<b>1,841</b>

\*Does not include right-of-way

\*\* Acreages are based on the initial study area of 1,919 acres

The study area is characterized by large parcel sizes as compared to the urbanized areas of Albany. There are 198 total tax lots in the study area. Key parcel metrics are summarized as follows:

- East Sub-area - East of Lochner Road. There are 110 parcels, six of which are greater than 50 acres. Along Seven Mile Lane, small parcels average 1-2 acres.
- West Sub-area - West of Lochner Road and north of the planned Ellingson Road realignment. There are 45 parcels, three of which are greater than 50 acres. There are 35 parcels that are five acres or less.
- Southwest Sub-area - Southwest of the planned realignment of Ellingson Road. There are 43 parcels, six of which are greater than 50 acres. In this sub-area, 35 parcels are less than five acres.

## Transportation

The City of Albany has a very recently updated Transportation System Plan, which is a key base of planning information for the South Albany Area Plan.

The Transportation System Plan (TSP) transportation improvement project list was based on the *Most Likely Land Use Scenario* developed in the TSP update process. This land use scenario included increased intensity in the SAAP Study Area, as compared to the Comprehensive Plan, to make this scenario consistent with the Oak Creek Refinement Plan.

The *Most Likely Land Use Scenario* assumed an additional 233 households above the 2030 base case model in the South Albany area (TAZs 332, 333, 334, 335, 337, and 339). The households were assumed to be developed as a mix of medium-density residential along Ellingson Road and Lochner Road, and low-density residential elsewhere. Comprehensive Plan amendments consistent with these assumptions were completed by the City during the TSP update. A table documenting the assumptions of the Comprehensive Plan Amendment is provided below along with a map of the Oak Creek Refinement Plan Area.

The 2030 households, population and employment forecast for the *Most Likely Land Use Alternative* used to develop the TSP are shown below.

**Table 2: Most Likely Land Use Alternative Forecasts**

	Households			Population			Employment		
	2006	2030	Annual Growth	2006	2030	Annual Growth	2006	2030	Annual Growth
<b>Within UGB</b>	18,875	24,875	1.3 percent	47,630	60,495	1.1 percent	19,060	25,975	1.5 percent
<b>Outside UGB</b>	2,050	2,820	1.6 percent	5,350	7,105	1.4 percent	3,645	4,670	1.2 percent
<b>Total</b>	20,925	27,695	1.3 percent	52,980	67,600	1.1 percent	22,700	30,645	1.5 percent

Source: City of Albany

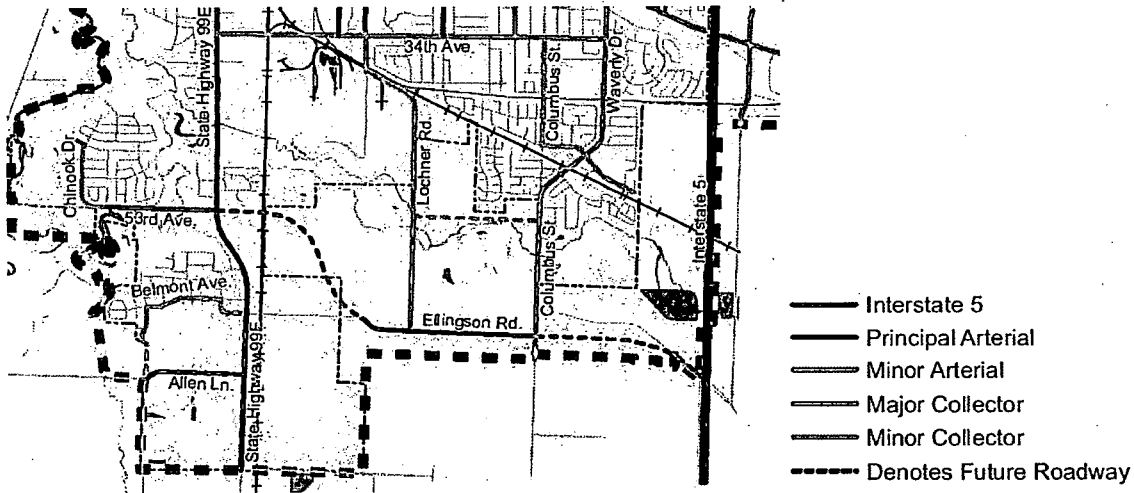
The growth assumptions of the *Most Likely Land Use Scenario* in the South Albany Project Study Area are summarized in the table below. This is based on an estimate prepared by the City of Albany, selecting TAZs that approximate the study area boundary. As shown in the table below, the SAAP study area is forecast to have a significantly higher growth rate than the City's average growth rate, and includes a substantial portion of the City's overall projected growth.

**Table 3: South Albany Project Study Area Forecasts**

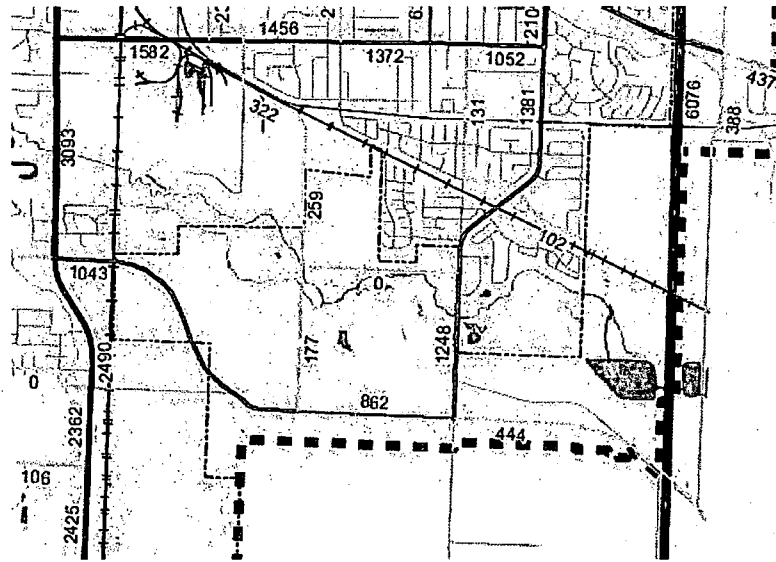
	Households			Population			Employment		
	2006	2030	Annual Growth	2006	2030	Annual Growth	2006	2030	Annual Growth
<b>South Albany</b>	115	1,576	11.5 percent	338	3,741	10.5 percent	431	2,058	6.7 percent

Source: City of Albany

The future roadway functional classifications and general locations and alignments of future roadways are shown below. Currently, Ellingson Road extends to the west and connects with OR 99E. With the construction of the 53<sup>rd</sup> Avenue Extension (which includes a railroad overpass), the existing railroad crossing at Ellingson Road will be closed to vehicles, pedestrians, and bicycles. Ellingson Road from OR 99E to the railroad will serve local access only and Ellingson Road from the railroad east to the new alignment will also be downgraded to a "local roadway" in the functional classification plan. Closure of the Ellingson Road railroad crossing to pedestrians and bicycles will result in out of direction travel that is significant for pedestrians and bicycles to use the 53<sup>rd</sup> Avenue Extension from Linn-Benton Community College, neighborhoods west of the SAAP study area, or from the south on Highway 99E. Source: Figure 7-4 of TSP

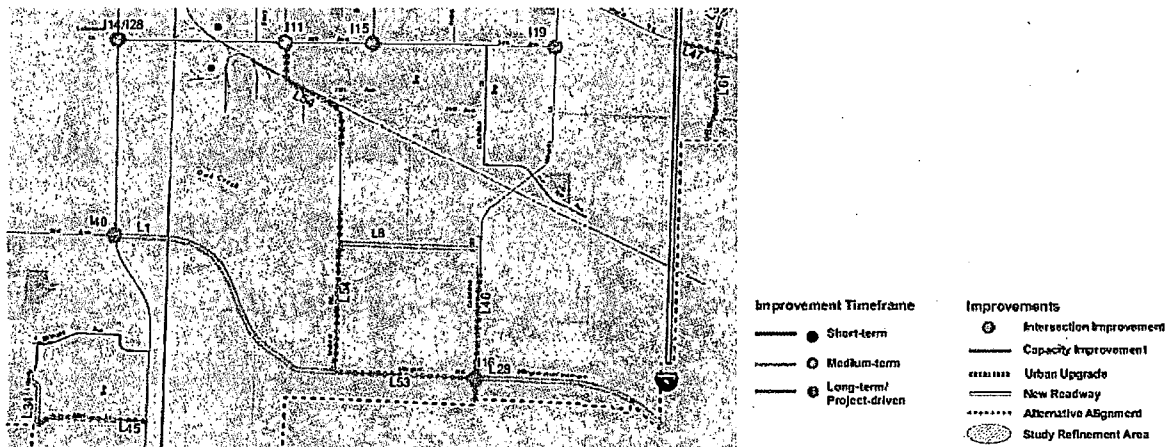


Year 2030 two-way, weekday PM peak hour traffic volumes on the roadways in the Preferred Plan roadway network (and based on the *Most Likely Land Use Scenario*) in the study area are shown below. The 53<sup>rd</sup> Avenue Extension/Ellingson Road and Columbus Street/Waverly Drive will be the primary access points to the SAAP area. Source: Figure 7-2 of TSP.



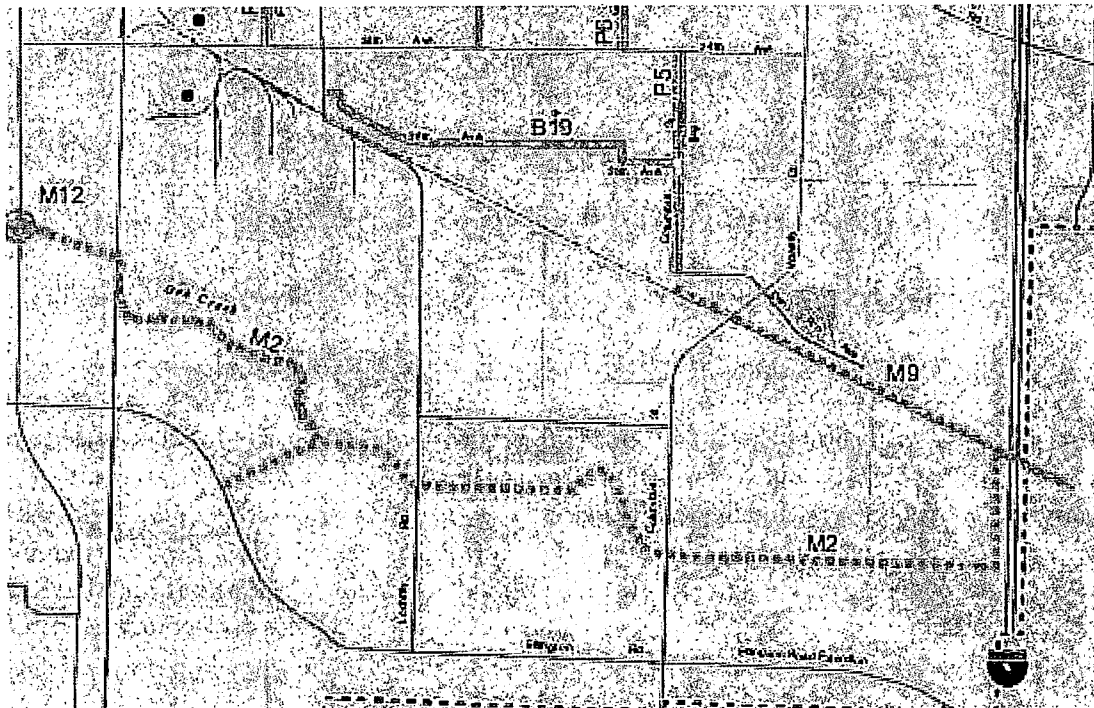
As part of improvements to Highway 34 south of the study area, Columbus Street is planned to be converted to a right-in/right-out access only at Highway 34. This may change the travel pattern to/from the SAAP study area and increase reliance on the 53<sup>rd</sup> Avenue Extension and Highway 99E. The travel demand model used in the development of the TSP needs to be reviewed to determine if this network modification was assumed at the time the TSP was being developed. If not, the traffic volumes in the TSP intersection analysis to be used in a future phase of this project may need modification.

The roadway projects included in the TSP within the study area to meet the future needs are shown below and in Table 4. *Source: Figure 7-1 of TSP*



The multi-modal projects included in the TSP within the study area are shown below and in Table 4.

Source: Figure 7-5 of TSP



**Improvement Timeframe**

- ⊙ — Short-term
- ⊙ — Medium-term
- ⊙ — Long-term/  
Project-Driven

**Improvement Type**

- ⊙ Crossing Improvement
- ⊙ — Bike Project
- ⊙ — Pedestrian Project
- ⊙ Multi-Use Path Project

**Table 4: TSP Projects Located in South Albany Area Plan**

ID	Project Name	Project Type	Timeline	Project Cost	Max SDC Growth Allocation	TSDC Funded
B19	38 <sup>th</sup> Avenue and 39 <sup>th</sup> Avenue	Bike Boulevard	Medium-term	\$ 106,000	100 percent	\$106,000
I11	34 <sup>th</sup> Avenue/ Marion Street	Intersection Control Change	Medium-term	\$345,000	100 percent	\$345,000
I14	OR 99E/34 <sup>th</sup> Avenue	Intersection Add Lane(s)	Long-term	\$192,000	32 percent	\$61,440
I16	Ellingson Road/ Columbus Street	Intersection Control Change	Long-term	\$345,000	100 percent	\$172,500
I28	OR 99E/34 <sup>th</sup> Avenue	Intersection Add Lane(s)	Long-term	\$456,000	32 percent	None
I40	OR 99E/53 <sup>rd</sup> Avenue	Intersection Add Lane(s)	Long-term	\$550,000	38 percent	\$209,000
L1	53 <sup>rd</sup> Avenue Extension	New Road or Alignment	Long-term	\$17,986,000	54 percent	None
L8	Lochner-Columbus Connector	New Road or Alignment	Long-term	\$2,742,000	100 percent	\$548,400
L28	Ellingson Road Extension	New Road or Alignment	Long-term	\$4,430,000	61 percent	None
L46	Columbus Street	Urban Upgrade	Long-term	\$2,727,000	49 percent	None
L53	Ellingson Road	Urban Upgrade	Long-term	\$5,847,000	49 percent	None
L54	Lochner Road	Urban Upgrade	Long-term	\$5,756,000	44 percent	None
M2	Oak Creek Trail	Multiuse Path	Long-term	\$2,645,000	70 percent	\$200,000
M9	Lebanon Trail	Multiuse Path	Long-term	\$581,000	70 percent	None
M12	99E/Oak Creek	Crossing Improvement	Long-term	\$129,000	70 percent	\$90,300
Short-term Costs				\$0		
Medium-term Costs				\$451,000		
Long-term Costs				\$44,386,000		
Total Costs				\$44,837,000		

As shown above, nearly \$45,000,000 of project needs were identified in the TSP within the SAAP study area. The majority of the costs are to address long-term needs meaning that the projects are needed to accommodate future growth, not existing deficiencies.

### Public Facilities

The City of Albany has three master plan documents in place related to public facilities: Water Facility Plan (2004); Wastewater Facility Plan (1998); and Stormwater Master Plan (1988). Of these plans, only the Water System Master Plan is up to date. The Wastewater and Stormwater Master



plans are in the process of updating over the next two years. The Water Facility Plan has also had periodic updates through technical memoranda over the last seven years. City staff was interviewed for current information related to each of the facilities.

#### **Water Facility Plan**

Water supply for the City of Albany is adequate to serve new development within the urban growth boundary. New development in the South Albany area will be possible with the extension of transmission lines, including a 24- to 16-inch diameter main in Ellingson Road, and 12-inch mains in Lochner Road and Columbus Street. Additional storage and pumping capacity will be required to serve the study area. The current plan is to construct a two phase reservoir and pumping station on Ellingson Road. According to a memo from CH2M Hill (2007), the first phase of the Ellingson Road reservoir and pump station will be 5 million gallons (MG) of storage with a 7.5 million gallon per day (MGD) pumping capacity. Construction of this reservoir and pump station will allow the 34<sup>th</sup> Avenue Station, which is currently in need of significant upgrade to remain in service, to be abandoned. The remainder of development in the South Albany area will be served by 8-inch diameter distribution mains.

#### **Wastewater**

The majority of the South Albany study area lies within the Columbus interceptor basin. Future development will be served by a series of gravity mains, force mains and lift stations that would convey sanitary sewer flows to the Columbus Street interceptor and then to the Albany Wastewater Treatment Plant (WWTP). This interceptor has available capacity to convey additional flows from the development of the South Albany Area. Flows at the WWTP vary greatly throughout the year due to infiltration and inflow (I/I) entering the collection system from groundwater and surface runoff sources. The plant occasionally operates above hydraulic capacity during wet weather periods. Processing of bio-solids at the plant is at capacity and may restrict large new industrial development, unless alternate methods of disposal are found. The City is working to gradually reduce I/I through a lateral replacement program and improvements to its collection system.

The Wastewater Facility Plan (1998) is very dated, and believed to be obsolete in regards to the South Albany area. A new Wastewater Facility Plan is under development. Discussions with City staff indicated that additional local lift stations will be required to convey wastewater to the Columbus Street interceptor. Currently, the Oak Creek lift station (within the study area) pumps to the 34<sup>th</sup> Avenue lift station. The Marion Street lift station (northern portion of the study area) operates at capacity, and the 4-inch force main to Columbus is under-sized. With development of the South Albany area, a new force main from the Oak Creek lift station east to the Columbus Street interceptor would be constructed, with a connection for the Marion Street lift station. These projects are not currently identified in the CIP. Other local lift stations will be identified in the Wastewater Facility plan update.

### **Stormwater**

Albany falls into two subbasins as defined by Oregon Department of Environmental Quality, the Upper Willamette and the Calapooia. The Calapooia River flows through the southwestern portion of the city, and enters the Willamette River within the Albany city limits. Other waterbodies within the City's jurisdiction include the lower portions of Oak, Periwinkle, Cox, Burkhart, and Truax Creeks, as well as Thornton Lake in North Albany. All of these smaller waterbodies are considered part of the Upper Willamette subbasin for the purposes of this Plan. The streams and rivers within the city limits are receiving waters for stormwater runoff, with the exception of the Albany-Santiam Canal.

The Stormwater Master Plan dates to 1988 and does not reflect the current thinking for management of stormwater for the City. Over the course of the next two years, a new stormwater model and master plan will be developed for the City. This plan will include an assessment of the existing stormwater facilities and identification of short- and long-range improvement projects. The new plan will include more stringent detention and water quality standards, including an emphasis on the use of Low Impact Development (LID) practices. New development will be required to address hydromodification as opposed to the more traditional method of managing peak stormwater discharges. Lastly, the plan will facilitate development of System Development Charges (SDCs) for stormwater that will help fund future projects.

The urban growth boundary includes at least 14 different drainage basins, the majority of which extend beyond the boundary and into the surrounding County. Albany has a number of storm drainage problems related to urbanization and inadequate conveyance (both piped and channel) system capacities. The major waterway flowing through the South Albany project study area, Oak Creek, is part of the largest drainage basin in the City.

The South Albany area is currently a patchwork of agricultural, low-density residential, wetlands, riparian zones, and a few small ponds and lakes. As urban development is added, proper planning for the management of stormwater runoff will be critical to minimize flooding, erosion, and siltation of existing waterways. The Stormwater Master Plan will provide specific guidance related to management of stormwater runoff as the South Albany Area is developed.

### **Environmental Conditions**

Based upon field observations and background research, the study area contains eight habitat communities. These habitats are listed below in order of dominance within the study area.

1. Agriculture, Pastures, and Mixed Environs (36.0 percent)
2. Agricultural Lands with herbaceous wetland inclusions (34.3 percent)
3. Westside Riparian Wetlands (11.0 percent)
4. Urban and Mixed Environments (10.7 percent)
5. Westside Oak Woodlands (3.9 percent)

6. Lakes, Rivers, Ponds, and Reservoirs (2.5 percent)
7. Herbaceous Wetlands (1.3 percent)
8. Westside Grasslands (0.3 percent)

The Agriculture, Pastures and Mixed Environments habitat community is the dominant habitat type within the study area and includes a broad range of agricultural uses including mowed, hayed and grazed fields, and associated structures including fences, roadsides, field borders, barns, outbuildings, and silos. This habitat type is not considered high quality habitat for sensitive wildlife or botanical species due to the amount of extensive ground disturbance associated with agricultural activities and frequent human presence. Agricultural lands with herbaceous wetland inclusions are the second most common habitat type in the PSA and do not support sensitive species within the PSA. They are also considered to be low quality habitat due to on-going agricultural activities and frequent human disturbances common to this habitat. However, if these areas are managed as herbaceous wetland (abandoned from agriculture), they have the potential to support such sensitive species as the Northern Pacific Pond Turtle, the painted turtle and Nelson's checkermallow.

The Westside Riparian Wetlands habitat community is associated with the Oak Creek riparian corridor that extends across the northern portion of the PSA. This habitat community may provide high quality habitat for sensitive species due to its connectivity and structure. Species such as the Northern Pacific Pond Turtle, the Painted Turtle, and Howell's montia; along with sensitive fish species have the potential to be present within this habitat type within the PSA.

The Urban and Mixed Environments, Low-Density Zone habitat community occurs at the "outer zone of the urban-rural continuum," (Johnson and O'Neil 2001). Within this community, there is typically 10 percent to 20 percent impervious surface and low-density, single-residence housing. This community also includes roads, fences, houses, and outbuildings. Low-density urban areas are not considered high quality habitat for sensitive wildlife species due to fragmented vegetation communities and the amount of human disturbance. It is unlikely that sensitive species with the potential to occur within the PSA would be present in this habitat type.

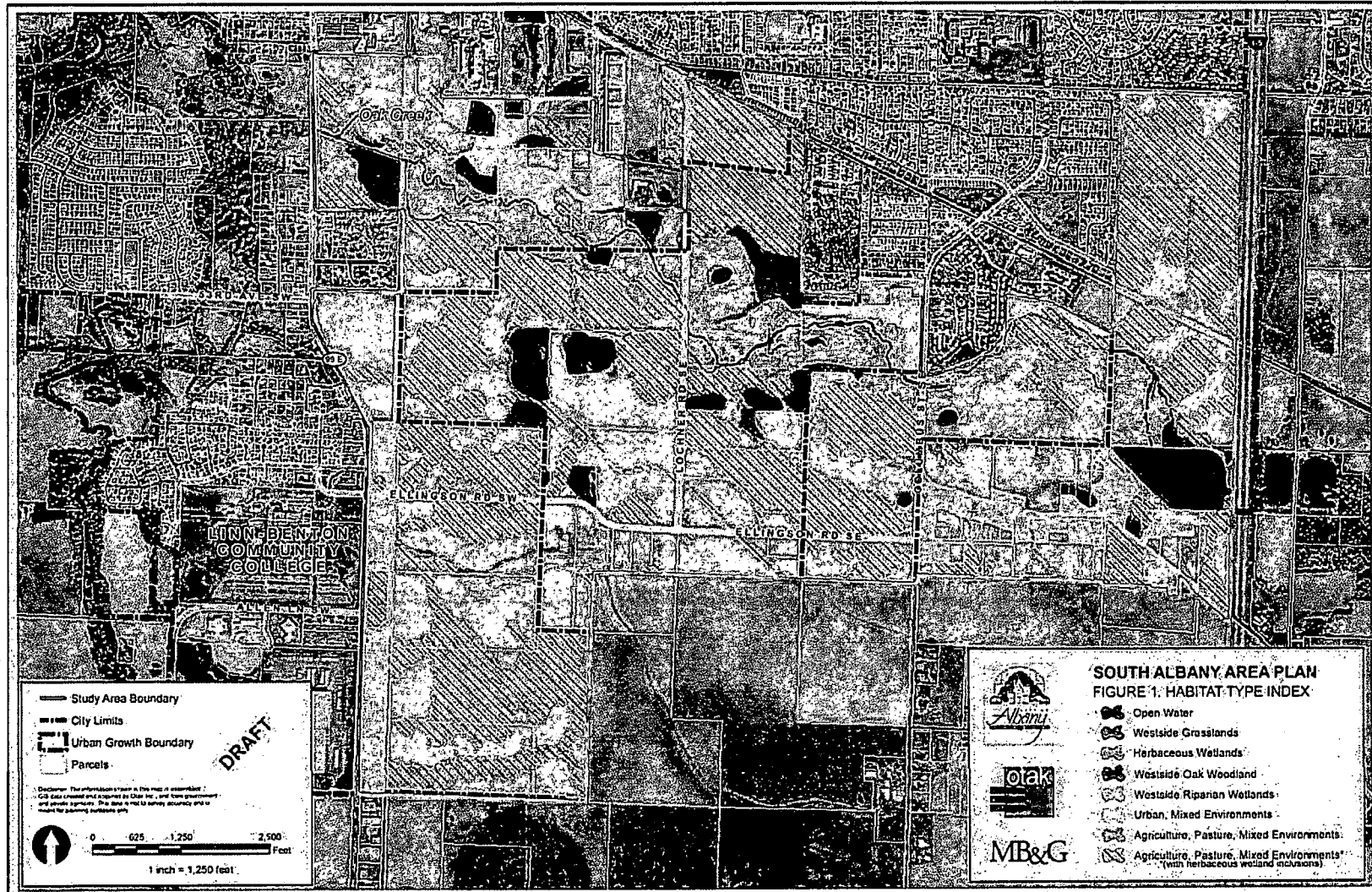
The Westside Oak Woodlands habitat community is located in small discontinuous pockets within the PSA and is dominated by deciduous broadleaf trees or a mixture of deciduous and coniferous species with moderately drained soils and water availability. Although oak woodlands demonstrate valuable habitat due to their rarity within the PSA, segmentation of this habitat type has diminished its overall ecological value. These habitats have the potential to support sensitive plant species such as Nelson's checkermallow, Kincaid's lupine, and thin-leaved peavine within the PSA.

The Lakes, Rivers, Ponds, and Reservoirs habitat community within the PSA include stream channels and areas of open water. The commercial retention ponds within the PSA are not considered to be high quality habitat. However, Oak Creek and Freeway Lakes are considered to be of higher ecological value and may support such species as the Northern Pacific Pond Turtle, the painted turtle, and Howell's montia, along with sensitive fish species.

The Herbaceous Wetlands habitat community encompasses approximately 1.3 percent of the PSA and includes emergent herbaceous plants that can be found in poorly-drained flats or depressions, often adjacent to stream channels or open water. This habitat community is considered to be of high quality habitat for sensitive species. Within the PSA, species such as the Northern Pacific Pond Turtle and Howell's montia have the potential to occur within this habitat type.

The Westside Grasslands habitat community occupies only a very small portion of the PSA (0.3 percent) and is generally grassland with less than 30 percent shrub canopy cover. This wildlife-habitat community is considered to be of moderate quality habitat for sensitive wildlife or botanical species due to the amount of fragmentation associated with agricultural activities and frequent human presence. However, these fragmented landscapes have the potential to support Kincaid's lupine, Meadow checkermallow, and thin-leaved peavine within the PSA.

In general, the City of Albany's Goal 5 significance designations for riparian and wetland areas corresponded to two habitat types developed in accordance to the Johnson and O'Neil (2001) wildlife habitat types: the Westside Riparian-Wetland (PFO) type and the Herbaceous Wetlands (PEM) type. Based upon office review of existing natural resources information and field observations, minor wetland additions were made to the original LWI (Pacific Source 1999), but these additions were in areas with low significance value such as agriculture or urban lands. In some developed areas, wetlands were removed from the LWI because the hydrology could no longer be supported.



## **Parks and Open Space**

The Albany Parks and Recreation Master Plan (May, 2006) is a comprehensive plan for Albany's park and recreation system. Selected components are summarized below:

- The plan assumed Albany would grow to 53,493 people by 2015.
- The plan includes a standard of 6.3 acres per 1,000 population (2.3 for neighborhood parks; 2.0 for community parks; 2.0 for Citywide parks).
- South Albany is noted as an underserved area for parks.
- The proposed park system recommendations included a Community Park and a Neighborhood Park within the study area. A proposed multi-use trail follows the Oak Creek corridor.

The project descriptions applicable to South Albany are:

### **Proposed Neighborhood Park (NP-5)**

A neighborhood park is proposed to serve Area #22 in southern Albany, which has been identified as a potential growth area. The recent annexation of the Henshaw property will likely contribute to development in this zone. The current population of Area #22 is 149 people, but it is expected to grow to 1,189 in the year 2015. The City should use dedicated land in this area to develop a neighborhood park in accordance to the guidelines presented in Chapter 4.

Recommendations for this site include:

- Develop a 3-acre site as a neighborhood park.

### **Proposed Community Park (CP-1)**

The Community Needs Assessment identifies a need for the following types of facilities commonly located in community parks:

- Sport fields (baseball, softball, soccer, football)
- Outdoor basketball court
- Skate park
- Picnic pavilion/large group picnic area
- Play area
- Open space for children's and family activities
- Dog park

- Community garden
- Internal pathways and trails

Some, but not all, of these facility needs (baseball/softball fields, dog park) will be met through the redevelopment of Timber Linn Park. For this reason, a new community park is proposed in south Albany (Area #22) to provide space for other facilities (soccer/football fields, skate park) and to make certain facilities (picnic pavilion, community-scale play area) more geographically accessible to residents living in this part of the City. The City should develop the community park in accordance to the guidelines presented in Chapter 4. In selecting a site, the City should consider opportunities to link the park to the proposed Oak Creek Greenway and evaluate the natural resource value of wetlands in this area for possible preservation.

Recommendations for this site include:

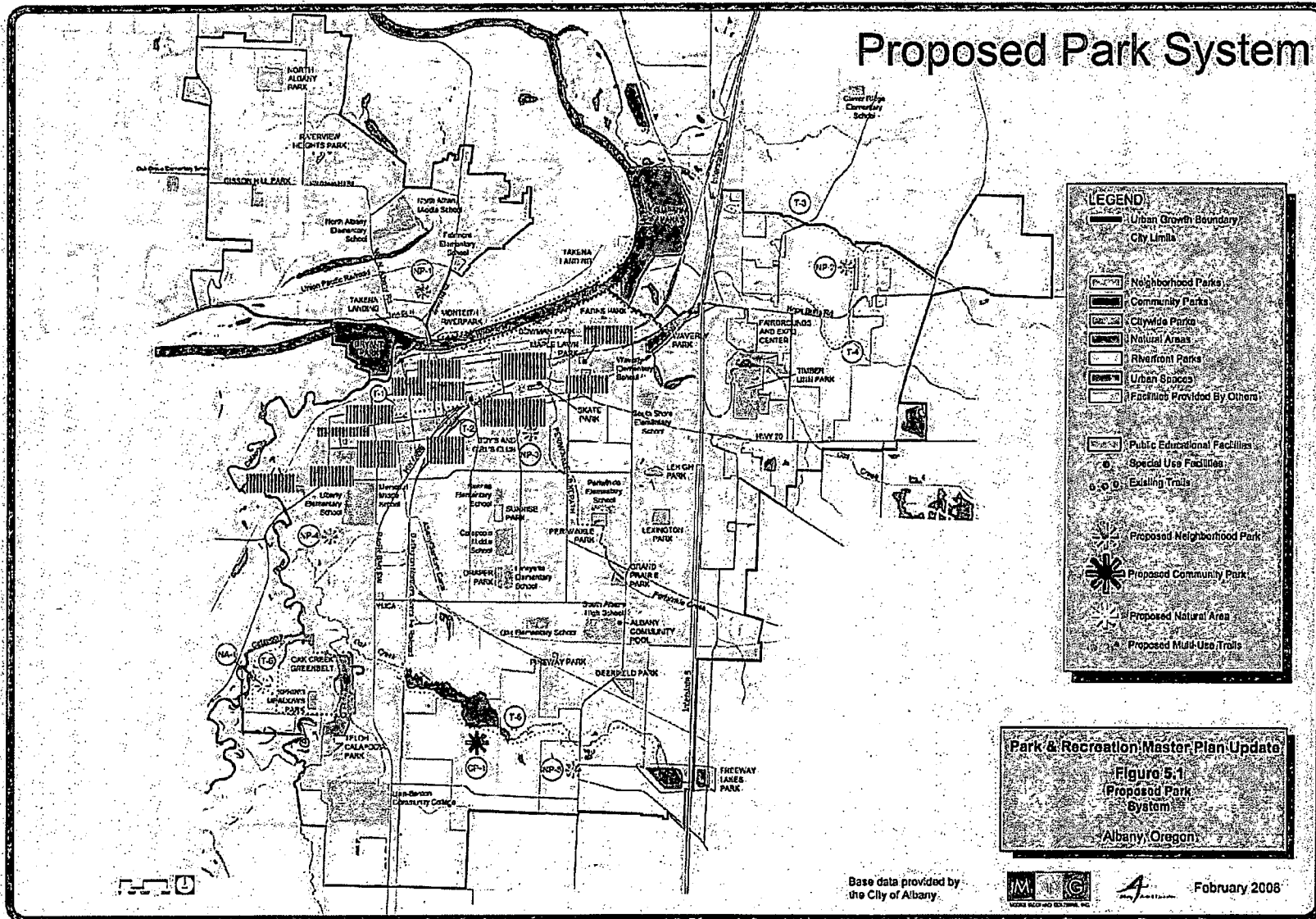
- Acquire a 40-acre site for a community park in south Albany.
- Develop a soccer field complex.
- Develop additional community park facilities as indicated by needs identified in the needs assessment.

#### **Oak Creek Greenway / Trail (T-5)**

Oak Creek crosses southern Albany, from Linn County's Freeway Lakes Park near Interstate 5 to the Calapooia River. The creek runs through many undeveloped areas and wetlands, and thus, may offer one of the best opportunities for a new greenway and extended trail within the city. A trail is proposed along the creek from Highway 99 on the west side to Freeway Lakes Park on the east side. The trail may have opportunities to connect the newly proposed neighborhood park (NP-5) to the proposed community park (CP-1). Also, a linkage may eventually be made to the existing Oak Creek Greenbelt, Teloh Calapooia Park, Spring Meadows Park, and the proposed natural area along the Calapooia River.

Recommendations for this site include:

- Acquire corridor and develop a 3.0 mile trail along Oak Creek connecting NP-5 and CP-1.





## Archeological and Cultural Resources

Overall, more than one-third of the proposed planning area has been previously surveyed for cultural resources. The location of archaeological sites in those areas that have already been surveyed revealed a strong correlation between past human occupation and the floodplain and terraces along Oak Creek and its tributaries. Aside from a few single isolated flakes, all of the other sites and isolated finds have been found on these floodplain and terraces. This pattern of site distribution is also repeated east of Highway 99, where a number of sites have been recorded on the terraces and floodplain along Oak Creek and the Calapooia River (Lebow et al. 1996; Thomas 1992). The available archaeological data suggests that the site distribution pattern observed within the areas surveyed will most likely extend into the areas of the proposed project that have not been surveyed. However, dense vegetation and the lack of erosion in some areas means sites may be difficult to locate during a surface survey, and in order to find these sites, it may be necessary to use subsurface discovery techniques.

Archaeological sites already recorded within the project area appear to be clustered at the 230-foot contour level and below. This elevation in the western portion of the project follows the terrace edge along Oak Creek, which is at approximately the 225-foot contour, with sites clustered upslope within 25- to 50-meters of that edge. Projections of likely site locations in the eastern portion of the project are more speculative, where no intensive surveys has been conducted, and where elevations are rising. It remains likely, however, that sites will most likely be found within 50 meters of creeks and wetlands.

An additional consideration is the discovery of a mound site (35LIN711) on the floodplain of Oak Creek indicates that the presence of prehistoric mound sites extends up the Oak Creek drainage. The presence of mound sites in the Willamette Valley has been reported by various interested parties since the arrival of Euro-Americans to the valley in the mid-nineteenth century. It has been estimated that over 450 mounds were situated along the Willamette River and its tributaries between Eugene and Albany (Roulette 1993). The location of mound sites along the Calapooia River, Oak Creek, and Muddy Creek was first documented in 1928 on a "Chart of Calapooia Prehistoric Mounds" compiled by W.P. Anthony. This map of 125 mound locations was based on information from a "survey" conducted by A. Blevins, Porter Slate, and Stewart Brock (Collins 1951:58, Plate I). Much speculation on the origins of these mounds, some of it quite fanciful, has been presented over the years. However, many of these speculations were based on the discoveries of relic collectors and it was not until the 1920s that the first professional investigations were conducted on mounds in the Albany-Tangent area (Strong et al. 1930). Based on their limited excavations, Strong, Shenk, and Steward concluded that the mounds were possibly artificial in construction and consisted of refuse material, along with artifacts and burials, placed on natural rises.

In the 1940s the Fuller and Fanning mounds were excavated along the Yamhill River by a private artifact collector and reported by William Laughlin. A large assemblage of artifacts, and around 60 human burials were removed from the excavation at those sites (Laughlin 1943). Laughlin also

conducted excavations at other mounds in the Harrisburg, Halsey, and Shedd areas in the 1940s (Laughlin 1941), and under the direction of Luther Cressman, researchers from the University of Oregon excavated two mound sites along the Long Tom River in the 1930s and 40s (Collins 1951; White 1975). In the 1960s through the 1980s, archaeologists from the University of Oregon again conducted excavations at mound sites in the Long Tom River drainage (Cheatham 1988; Cordell 1975; Miller 1970), and more recently excavations were conducted at a mound site along the Calapooia River in the early 1990s (Roulette 1993).

In Roulette's (1993) discussion of mound sites in the Willamette Valley, he suggests that mounds were focal seasonal resource production localities from which foodstuffs were processed for storage. Roulette (1993:18) proposes that the accumulation of this "form of secondary refuse aggregates" began around 2,000 years ago and that the continued reoccupation of these focal points on the landscape resulted in the recognizable appearance of mounded midden deposits that are commonly referred to as the Calapooia mounds.

Based on the archaeological evidence available for the planning area, there is a high likelihood for archaeological sites to be present within those areas of the project area that have not been surveyed for cultural resources. This is especially true for the floodplain and adjacent terraces along Oak Creek. Given the high probability of cultural resources in the project area, a comprehensive management plan should be implemented for locating and managing cultural resources prior to development.

## **Planned Growth**

As part of the City's TSP update in 2007, the City developed forecasts of population and employment growth for the City of Albany and allocated that growth to sub-areas within the City, including the South Albany area.<sup>1</sup> The TSP presented four alternatives for growth in Albany. For the SAAP, the team is using Alternative 4, the "most likely land use alternative." The City is using the forecasts from this alternative in other planning efforts and directed the team to use it as part of the SAAP project. It is consistent with the Balanced Development Patterns document.

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<sup>1</sup> This analysis used the forecasts from the City's TSP, rather than Linn County's adopted coordinated population forecast, which forecasts population for Albany through 2020, which is ten years short of the planning period used in this study.

Table 5 presents the forecasts for population and employment growth in the South Albany Area<sup>2</sup> and the City.<sup>3</sup> Table 5 shows growth of nearly 6,300 households in Albany over the 24-year period between 2006 and 2030, an increase of about one-third. Nearly one-quarter of these households (about 1,460 households) are projected to locate in the South Albany Area. Table 5 shows growth of more than 7,700 employees in Albany, an increase of about one-third. About 21 percent of these employees (1,600 employees) are projected to locate in the South Albany Area.

**Table 5: Population and Employment Forecast, South Albany and City of Albany, 2006 to 2030**

	South Albany Area	Within Albany City Limits	Outside City Limits; Inside UGB	UGB Total
<b>Households</b>				
2006	115	18,536	340	18,876
2030	1,576	24,900	250	25,150
Change 2006-2030				
Number	1,461	6,364	(90)	6,274
Percent	1270%	34%	-26%	33%
AAGR	11.5%	1.2%	-1.3%	1.2%
<b>Population</b>				
2006	338	46,610	1,020	47,630
2030	3,741	61,700	625	62,325
Change 2006-2030				
Number	3,403	15,090	(395)	14,695
Percent	1007%	32%	-39%	31%
AAGR	10.5%	1.2%	-2.0%	1.1%
<b>Employment</b>				
2006	431	22,903		
2030	2,058	30,643		
Change 2006-2030				
Number	1,627	7,740		
Percent	377%	34%		
AAGR	6.7%	1.2%		

Source: City of Albany, Transportation System Plan

Note: The South Albany Area includes the following TAZ: 324, 325, 326, 327, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 347, 348, 512, and 514.

<sup>2</sup> The forecast for the South Albany Area in Table 5 is based on a forecast of households and employment at for the Traffic Analysis Zones (TAZs) that approximate the South Albany Area. The South Albany Area includes the following TAZ: 324, 325, 326, 327, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 347, 348, 512, and 514.

<sup>3</sup> Table 5 shows households and population in Albany for: (1) the area within the Albany city limits and (1) the area between the city limits and the UGB (also called the "urbanizing" area. The number of households and populations in these two areas are added together in Table 5 to show households and population in the total UGB.

The employment forecast from the TSP only forecast employment growth within Albany's city limits. As a result, Table 5 does not show an employment forecast for the UGB Total. It was reasonable for the TSP to forecast employment growth for the city limits, assuming that most growth in the area between the city limits and UGB will be used to accommodate residential growth.

Table 6 shows the population and employment forecast for the 20-year forecast period used in the project: 2010 to 2030. The forecast in Table 3 uses the forecast in Table 5 to estimate average annual growth and to extrapolate growth for the 20-year period based on the annual growth.<sup>4</sup> The forecast in Table 6 is pro-rated based on average annual growth and assumes linear growth. However, actual growth will happen unevenly, with a lot of growth some years and little growth other years.

**Table 6: Population and Employment Growth, South Albany and City of Albany, 2010 to 2030**

	<b>South Albany Area</b>	<b>City of Albany</b>
New households		
Per year	60	265
2010-2030	1,200	5,300
New People		
Per year	141	628
2010-2030	2,820	12,560
Employment		
Per year	67	322
2010-2030	1,340	6,440

Source: City of Albany, Transportation System Plan; extrapolations by ECONorthwest

<sup>4</sup> For example, Table 5 shows that South Albany will add 1,461 households over the 24-year forecast period. On an annual basis, that is 60 new households. Over the 2010 to 2030 period, South Albany will add 1,200 households (60 households' times 20 years).

## Appendix A

### List of Technical Memoranda for Task 2 of the South Albany Area Plan

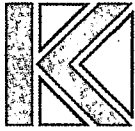
Technical Memorandum #2: Existing and Planned Conditions. Kittleson & Associates, September 19, 2011.

South Albany Public Facilities. Memorandum by Otak, Inc., October 6, 2011

Assessment of Environmental Conditions, South Albany Area Plan. Mason, Bruce and Girard, Inc., September 16, 2011.

South Albany Area Plan Archeological Research. Heritage Research Associates, September 20, 2011.

South Albany Area Plan – Draft Project Memorandum #3: Market Analysis. EcoNorthwest, September 22, 2011.



**KITTELSON & ASSOCIATES, INC.**  
TRANSPORTATION ENGINEERING / PLANNING  
610 SW Alder Street, Suite 700, Portland, OR 97205 P 503.228.5230 F 503.273.8169

## TECHNICAL MEMORANDUM

### Draft Project Memorandum #2: Existing and Planned Conditions

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Date: September 19, 2011

Project #: 11500

To: Joe Dills, OTAK

From: Susan Wright, P.E.

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### Overview

This memorandum is prepared as a summary of existing and future transportation conditions in the South Albany Area Plan (SAAP) study area. The project study area is roughly defined as the area of South Albany bounded by the City's Urban Growth Boundary on the south, Interstate 5 (I-5) on the east, land developed to urban densities on the north, and Oregon Route 99E on the west. This memorandum uses data and analysis from the Albany 2030 Transportation System Plan (TSP), adopted by the City of Albany in February 2010 and prepared by Kittelson & Associates, Inc. The following includes a summary of the land use assumptions made in the TSP as well as descriptions of the TSP projects located in the SAAP study area in order to provide context for land use and transportation planning in the SAAP study area.

### Land Use Forecast Assumptions

The Albany TSP update included an analysis of land use alternatives for the entire city of Albany that tested the system's sensitivity to large increases or reductions in population or employment projections in various areas of the city. The analysis considered the impact to the transportation system for four land use alternatives. The alternatives and modeling were based on year 2030 population and employment projections using a travel demand model calibrated to 2006 conditions and, therefore, represented the impact of 24 years of growth on the performance of the current transportation system. The analysis used the Comprehensive Plan population and employment projections as a base, augmented them based on current developments in the community to arrive at two additional land use alternates and ultimately resulted in a fourth alternative which became

referred to as the "most likely" 2030 land use scenario. The *Most Likely Scenario* served as a the base map against which transportation solutions were then tested.

## METHODOLOGY

The land use alternatives were developed through a collaborative process that included Department of Land Conservation and Development (DLCD) representatives as well as City of Albany and KAI staff. The future transportation deficiencies for the adopted Comprehensive Plan land use scenario formed the basis for all alternatives development. The consultant team and city staff identified areas where land use alternatives might lessen future transportation deficiencies. Areas with planned Comprehensive Plan updates were also identified and incorporated into the alternatives planning.

For each alternative, the household and population forecasts by TAZ were updated and provided to the ODOT Transportation Planning and Analysis Unit (TPAU) for modeling. Future transportation demand for each land use alternative was estimated based on a traffic forecasting model developed by TPAU.

KAI and City staff reviewed the results (primarily roadway demand to capacity ratios, network performance measures, 2030 deficiency lists, and transit coverage percentages) of each Land Use Alternative. The results of each Land Use Alternative led to the fourth and final alternative, the *Most Likely Land Use Alternative*. This Alternative combined the lessons learned from previous Alternatives and balanced them with the practical consideration of what Comprehensive Plan changes were reasonable.

## FORECAST GROWTH

The travel demand model for Albany was constructed using 2006 household and employment data and 2006 traffic counts as its base. Future year analysis used year 2030 household and employment forecasts approved by the state and counties for each TAZ within the model area, based on the Comprehensive Plan.

To develop the 2030 Forecast Transportation Conditions, a series of four land use alternatives were tested within the regional transportation model to test the impacts of a variety of potential growth scenarios that could occur. The goal of this sensitivity testing of land use was to determine if there was a desired growth pattern that would facilitate shorter trips, reducing vehicle miles traveled, as well as avoid existing or projected congestion problems on the transportation system. The land use alternative testing considered pre-existing regional plans such as the East I-5 Plan and the Oak Creek Refinement Plan.

None of the land use alternatives resolved future problems on the existing street system. On the state system in particular, this is primarily due to the influence of trips that pass through Albany without an origin or destination in Albany (such as traffic traveling on Highway 20 from the Corvallis area to I-5). Generalized summaries of the four land use alternatives tested are presented below:

**Land Use Alternative #1:** Analyzed the possibility that Millersburg will grow at a rate faster than reflected in their comprehensive plan, given the number of recent proposed developments which would significantly increase Millersburg's size. Although the City of Albany does not have control over land use policies or growth rates in Millersburg, its close proximity means increased growth will impact both Cities' transportation systems.

**Land Use Alternatives #2 and 3:** Assumed higher growth in East I-5 and Oak Creek areas because they had less capacity constraints, particularly in the Oak Creek area, than other areas of the City. Growth in East I-5 will place additional demand at the two I-5 interchanges at Santiam Highway and Knox Butte. Replacing growth in North Albany with growth in the East I-5 and Oak Creek Areas would reduce congestion on critical roadways in North Albany, especially Willamette River bridges.

**Most Likely Land Use Concept (Alternative #4):** Alternative #4 was deemed the "Most Likely Land Use Alternative." It is based on the combined lessons learned from Land Use Alternative #1, 2, and 3, as well as practical consideration of likely Comprehensive Plan amendments in order to comply with DLCDC standards. The requirement to be consistent with the population forecast agreed upon by the counties and the state also contributed to the assumptions and selection of Alternative #4.

Overall, the *Most Likely Land Use Alternative* is similar to Alternative #3 in that it shifts additional growth to the East I-5 and Oak Creek Areas, while recognizing that some of the projected growth in North Albany may shift to less congested areas of the City.

Most of the scenarios including the *Most Likely Land Use Scenario* shift the location of where growth will occur by 2030. There are three of these locations in the *Most Likely Land Use Scenario*. Some of the employment related assumptions for these three areas required Comprehensive Plan and Zoning map amendments which were completed prior to adoption of the TSP. They are described in Table 1.



**TABLE 1 COMPREHENSIVE PLAN AND ZONING MAP CHANGE ASSUMPTIONS**

Area	Type	General Location	TAZ	Site Info	Inside City?	Existing Zoning	Future Zoning
1	Expansion of Regional Commercial Site	North of Knox Butte Road & West of Expo Parkway	165	Approximately 4 acres	Yes	Residential Medium Density	Regional Commercial
2	Hospital Property	East of I-5 & North of US 20	457 458	Map 11S-3W-10 Tax lot 200	Yes	Residential Single Family	Office Professional
Area	Type	General Location	TAZ	Site Info	Inside City?	Existing Plan Designation	Future Plan Designation/ Zoning
3	Oak Creek Refinement Plan Area	South Albany	326	Approx. 50 acres south of planned 53 <sup>rd</sup> /Ellingson alignment	No	Urban Residential Reserve	Light Industrial Designation/ Industrial Park Zoning.
			322 333 325	30-40 acres at Ellingson and Lochner	No		Village Center Designation/ Mixed Use Commercial Zoning

The *Most Likely Land Use Scenario* made several assumptions relevant to the Project Study Area, listed as Area 3 in Table 2 above. The *Most Likely Land Use Scenario* included increased intensity in the SAAP Project Study Area, in part, to make this scenario consistent with the Oak Creek Refinement Plan. The *Most Likely Land Use Scenario* assumed an additional 233 households above the 2030 base case model in the South Albany area (TAZs 332, 333, 334, 335, 337, 339). The households were assumed to be developed as a mix of medium density residential along Ellingson Road and Lochner Road, and low density residential elsewhere. Comprehensive Plan Amendments to be consistent with these assumptions were completed by the City during the TSP Update. A map of the Oak Creek Refinement Plan Area is provided in Attachment 1. The 2030 households, population and employment forecast for the *Most Likely Land Use Alternative* used to develop the TSP are shown in Table 2.

**TABLE 2 MOST LIKELY LAND USE ALTERNATIVE FORECASTS**

	Households			Population			Employment		
	2006	2030	Annual Growth	2006	2030	Annual Growth	2006	2030	Annual Growth
Within UGB	18,875	24,875	1.3%	47,630	60,495	1.1%	19,060	25,975	1.5%
Outside UGB	2,050	2,820	1.6%	5,350	7,105	1.4%	3,645	4,670	1.2%
<b>Total</b>	<b>20,925</b>	<b>27,695</b>	<b>1.3%</b>	<b>52,980</b>	<b>67,600</b>	<b>1.1%</b>	<b>22,700</b>	<b>30,645</b>	<b>1.5%</b>

## SOUTH ALBANY PLAN AREA ASSUMPTIONS

The growth assumptions of the *Most Likely Land Use Scenario* in the South Albany Project Study Area are summarized in Table 3. This is based on an approximation prepared by the City of Albany based on the TAZs that approximate the study area boundary. As shown in Table 3, the SAAP study area is forecast to have a significantly higher growth rate than the city's average growth rate and includes a substantial portion of the city's overall projected growth.

**TABLE 3 SOUTH ALBANY PROJECT STUDY AREA FORECASTS**

	Households			Population			Employment		
	2006	2030	Annual Growth	2006	2030	Annual Growth	2006	2030	Annual Growth
South Albany	115	1,576	11.5%	338	3,741	10.5%	431	2,058	6.7%

Source: city of Albany

## Transportation System Plan

This section presents the individual elements of the City of Albany Transportation System Plan, specifically those relevant to the SAAP study area. The TSP addresses those components necessary for the development of the future transportation network including:

- Roadway System Plan
  - Functional Classification Plan
  - Intersection Operations Standards
  - Street Design Standards
  - Access Management Standards
- Pedestrian Plan
- Bicycle Plan
- Transit Plan
- Air
- Water and Wastewater Transmission Line Plan
- Implementation Plan

## TIMELINE FOR RECOMMENDED PROJECTS

For each modal system, the evaluation of transportation improvements resulted in a preferred set of transportation improvement projects. The timeline for implementation of the projects is color-coded on the project maps and described according to the following terms:

- **Near-term:** These improvements are warranted under existing conditions or are expected to be warranted with a relatively short (i.e., approximately five-year) time frame. These improvements should be constructed as opportunities and resources allow.
- **Mid-term:** These improvements are planned for implementation in the six-to-ten-year time frame.
- **Long-term or Development Driven:** These projects will be needed to accommodate anticipated growth. They should be planned for likely implementation within the 20-year planning horizon. The timeline for development driven projects is unknown and the improvements will not be necessary prior to development within the area surrounding the project. Projects may move up in priority order if development occurs in the near or mid-term and may not be needed once Albany becomes part of a Metropolitan Planning Organization (MPO).

## IMPROVEMENT PROJECTS IN SOUTH ALBANY AREA PLAN STUDY AREA

Several improvement projects in the Albany 2030 TSP are located in South Albany. The majority of these projects fall under the long-term timeline described above. They are necessary to accommodate anticipated growth in the South Albany region. A map of the roadway plan including both roadway link projects as well as intersection projects is provided in TSP Figure 7-1. The roadway alignments in TSP Figure 7-1 are conceptual in nature and subject to modification during design.

TSP Figure 7-2 and Figure 7-3 provide the 2030 weekday p.m. peak hour two-way roadway link volumes and demand-to-capacity ratios for the TSP Preferred Plan, respectively. The travel demand forecast in TSP Figure 7-2 was based on the *Most Likely Land Use Scenario* summarized previously using year 2030 population and employment projections approved by the state and the counties, and a modeling methodology approved by ODOT and also includes the projects from the TSP Preferred Plan. A comparison of the traffic demand versus the capacity of a roadway to serve the demand is a frequent tool used to evaluate future roadway needs. This comparison is the demand-to-capacity ratio (D/C). TSP Figure 7-3 shows the 2030 D/C ratio for each segment with the planned improvements. *Demand* indicates a motorist's desire to travel along a particular roadway, rather than actual *volumes*. This is an important distinction, because a roadway can only serve a traffic volume

corresponding to its capacity. As shown in TSP Figure 7-3, all roadways in South Albany have a demand to capacity ratio less than 0.90.

The future roadway functional classifications and general locations and alignments of future roadways are shown in TSP Figure 7-4. Currently, Ellingson Road extends to the west and connects with OR 99E. With the construction of the 53<sup>rd</sup> Avenue Extension (which includes a railroad overpass), the existing railroad crossing at Ellingson Road will be closed to both vehicles and pedestrians and bicycles. Ellingson Road from OR 99E to the railroad will serve local access only and Ellingson Road from the railroad east to the new alignment will also be downgraded to a "local roadway" in the functional classification plan. The closure of the Ellingson Road railroad crossing to pedestrians and bicycles will result in out of direction travel that is significant to use the 53<sup>rd</sup> Avenue Extension for pedestrians and bicycles from Linn-Benton Community College, neighborhoods west of the SAAP study area, or from the south on Highway 99E.

As part of improvements to Highway 34 south of the study area, Columbus Street is planned to be converted to a right-in/right-out access only at Highway 34. This may change the travel pattern to/from the SAAP study area and increase reliance on the 53<sup>rd</sup> Avenue Extension and Highway 99E above what is reflected in TSP Figure 7-2. *The travel demand model used in the development of the TSP needs to be reviewed to determine if this network modification was assumed at the time the TSP was being developed. If not, the traffic volumes in the TSP intersection analysis to be used in a future phase of this project may need modification.*

Several improvement projects included in the City of Albany's pedestrian, bicycle, and multi-use trail system plan are also located in South Albany. This plan seeks to provide guidance on how to best facilitate pedestrian and bicycle travel over the next 20 years. A map of the pedestrian, bicycle, and multi-use trail system plan is provided in TSP Figure 7-5. The multi-use trail alignments in TSP Figure 7-5 are conceptual in nature and subject to modification during design. A table including all the project names and types is provided in Table 4. Additional information on these projects can be found on the project prospectus sheets in Attachment B.

**TABLE 4 TRANSPORTATION IMPROVEMENT PROJECTS LOCATED IN SOUTH ALBANY**

ID	Project Name	Project Type	Timeline	Project Cost	MAX SDC Growth Allocation	TSDC Funded
B19	38th Avenue and 39th Avenue	Bike Boulevard	Medium-term	\$ 106,000	100%	\$106,000
I11	34th Avenue/ Merion Street	Intersection Control Change	Medium-term	\$345,000	100%	\$345,000
I14	OR 99E/34th Avenue	Intersection Add Lane(s)	Long-term	\$192,000	32%	\$61,440
I16	Ellingson Road/ Columbus Street	Intersection Control Change	Long-term	\$345,000	100%	\$172,500
I28	OR 99E/34th Avenue	Intersection Add Lane(s)	Long-term	\$456,000	32%	None
I40	OR 99E/53rd Avenue	Intersection Add Lane(s)	Long-term	\$550,000	38%	\$209,000
L1	53rd Avenue Extension	New Road or Alignment	Long-term	\$17,986,000	54%	None
L8	Lochner-Columbus Connector	New Road or Alignment	Long-term	\$2,742,000	100%	\$548,400
L28	Ellingson Road Extension	New Road or Alignment	Long-term	\$4,430,000	61%	None
L46	Columbus Street	Urban Upgrade	Long-term	\$2,727,000	49%	None
L53	Ellingson Road	Urban Upgrade	Long-term	\$5,847,000	49%	None
L54	Lochner Road	Urban Upgrade	Long-term	\$5,756,000	44%	None
M2	Oak Creek Trail	Multiluse Path	Long-Term	\$2,645,000	70%	\$200,000
M9	Lebanon Trail	Multiluse Path	Long-term	\$581,000	70%	None
M12	99E/Oak Creek	Crossing Improvement	Long-term	\$129,000	70%	\$90,300
Short-term Costs				\$0		
Medium-term Costs				\$451,000		
Long-term Costs				\$44,386,000		
Total Costs				\$44,837,000		

As shown above, nearly \$45,000,000 of project needs were identified in the TSP within the SAAP study area. The majority of the costs are to address long-term needs meaning that the projects are needed to accommodate future growth, not existing deficiencies.

Figure 7-1



**Improvement Timeframe**

- Short-term
- Medium-term
- ⊙ Long-term/  
Project-driven

**Improvements**

- ⊕ Intersection Improvement
- Capacity Improvement
- ..... Urban Upgrade
- ==== New Roadway
- ..... Alternative Alignment
- ▨ Study Refinement Area

**Destinations**

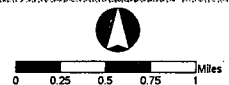
- ⌘ School
- ⬤ Major Employer
- ▲ Other
- ⊠ Albany General Hospital
- ⊠ Amtrak Station
- ⊠ Public Library
- ⊠ Public Building

**Boundaries**

- Parks
- ⊠ Urban Growth Boundary
- ⊠ City Limits

**Other Roads**

- Study Roads
- Local Roads



City of Albany, Oregon  
**Albany Transportation System Plan**  
**Planned Auto Improvements**

Figure 7-2

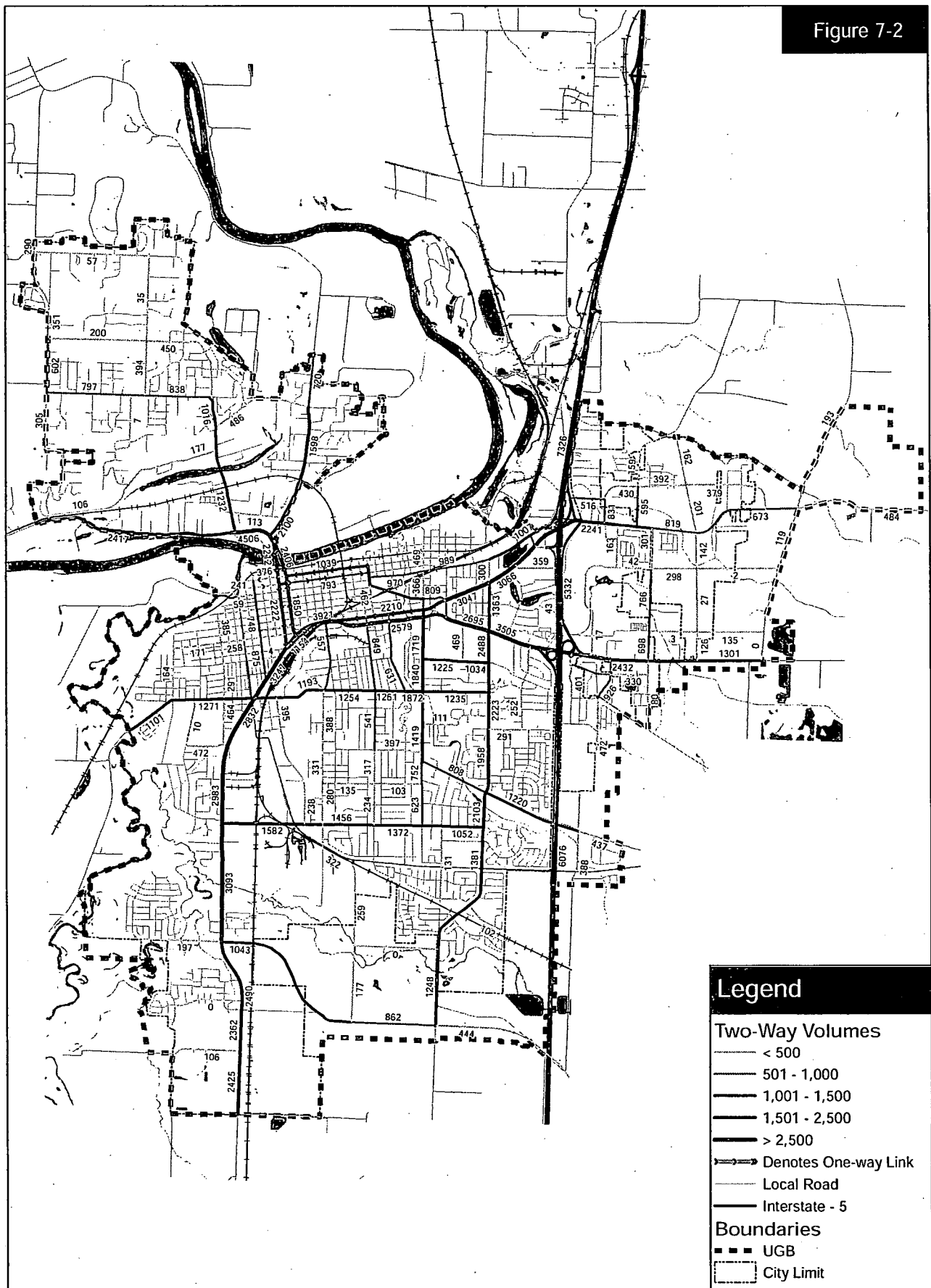
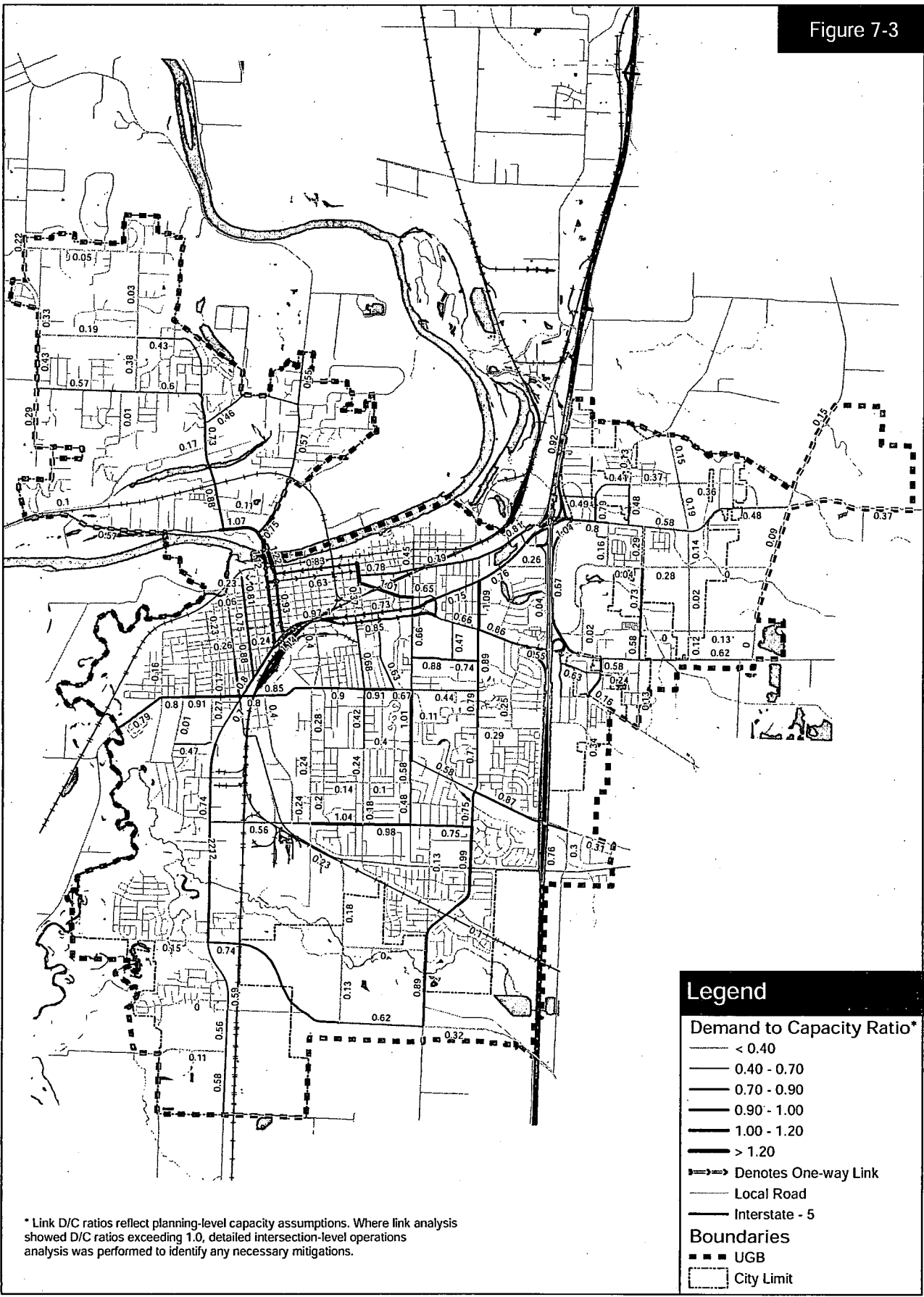


Figure 7-3



\* Link D/C ratios reflect planning-level capacity assumptions. Where link analysis showed D/C ratios exceeding 1.0, detailed intersection-level operations analysis was performed to identify any necessary mitigations.

**Legend**

**Demand to Capacity Ratio\***

- < 0.40
- 0.40 - 0.70
- 0.70 - 0.90
- 0.90 - 1.00
- 1.00 - 1.20
- > 1.20

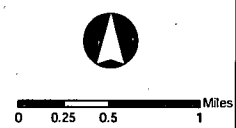
Denotes One-way Link  
 Local Road  
 Interstate - 5

**Boundaries**

- - - UGB
- ..... City Limit



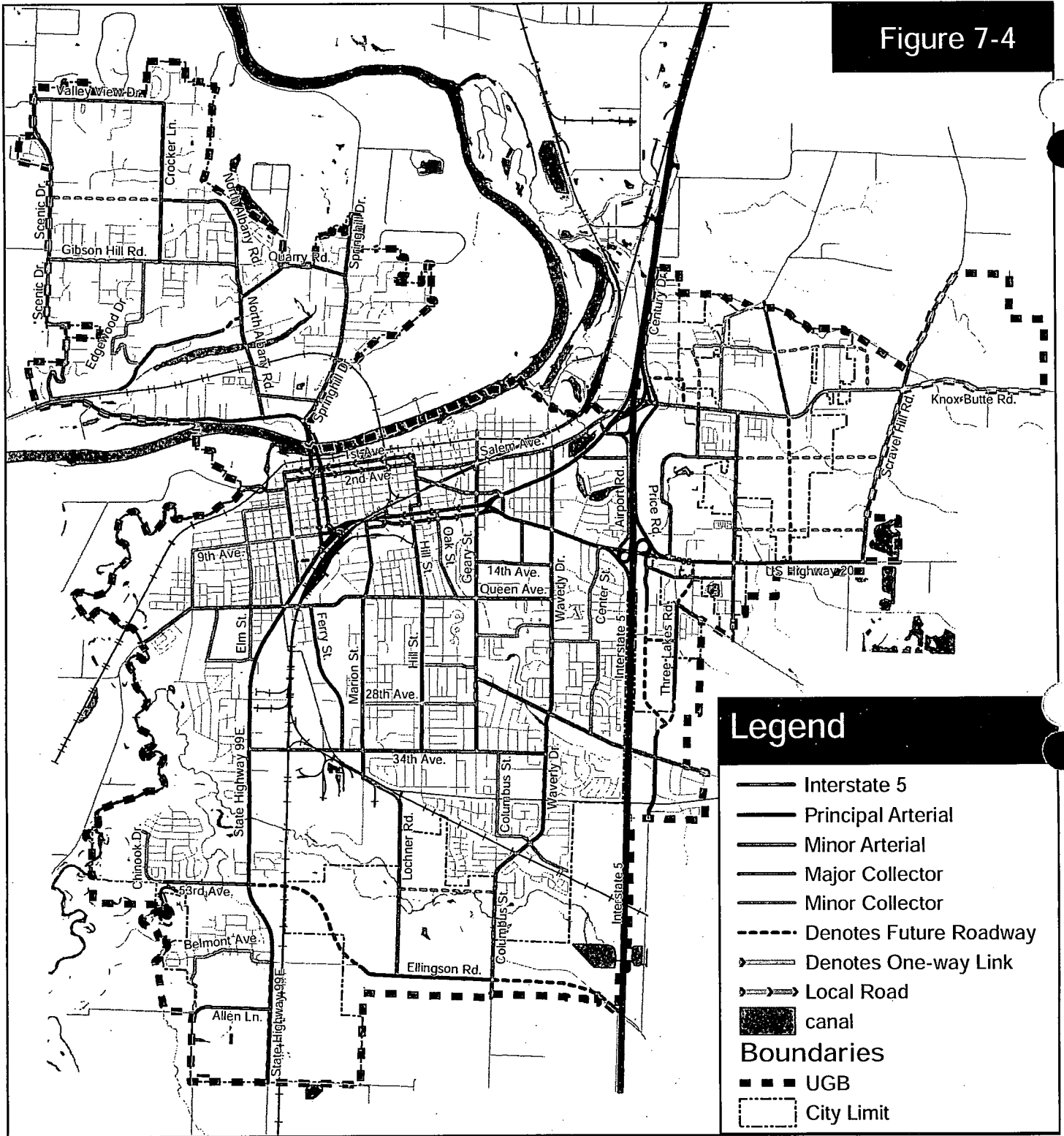
KITTELSON & ASSOCIATES, INC.  
TRANSPORTATION ENGINEERS-PLANNERS



City of Albany, Oregon  
 Albany Transportation System Plan  
 PM Peak Hour  
 2030 Demand to Capacity Ratios  
 (Preferred Transportation Network)



Figure 7-4

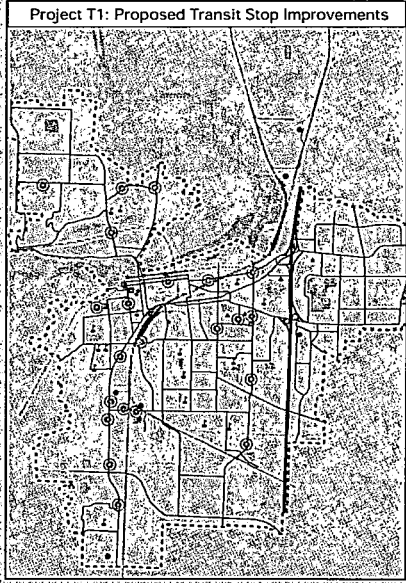
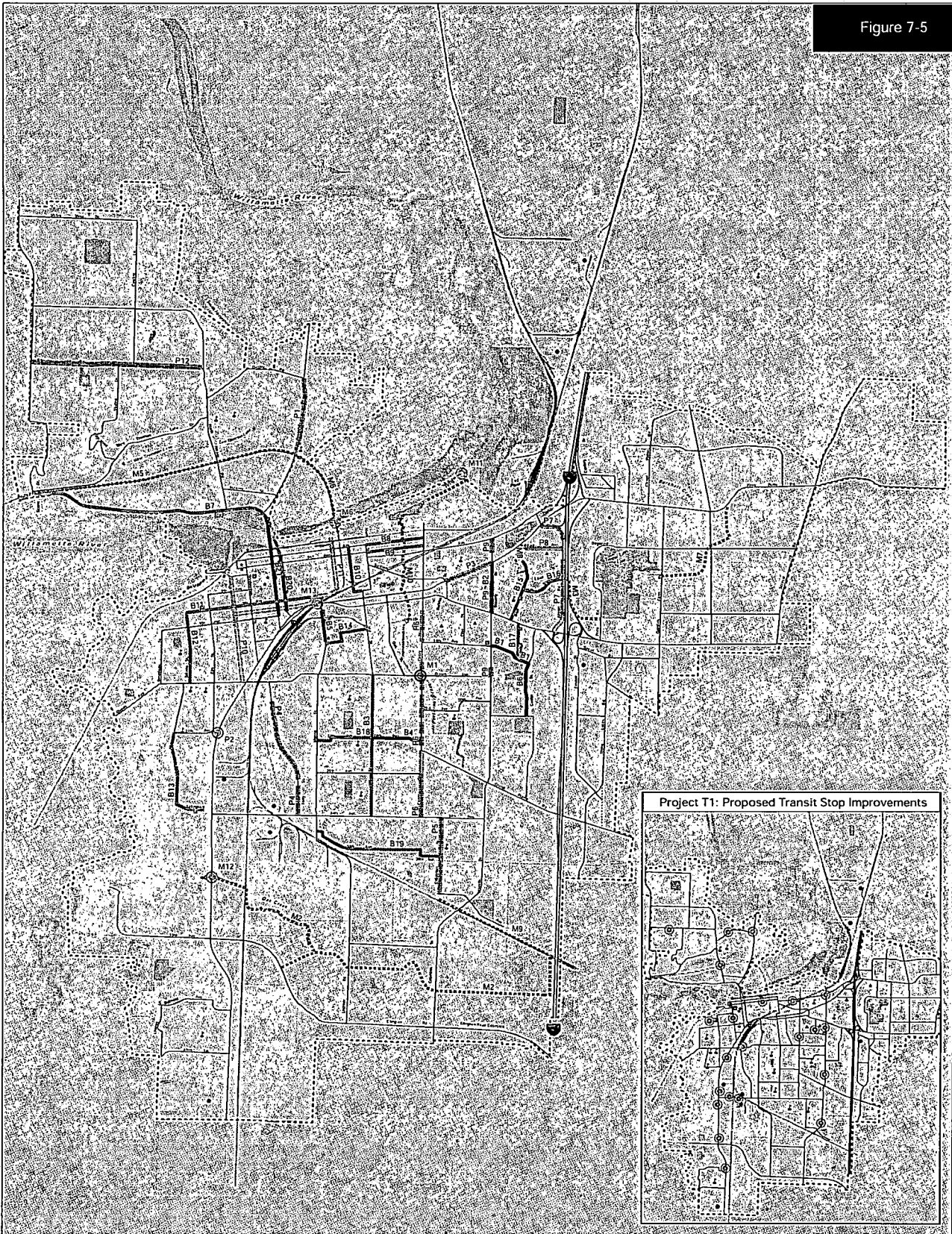


**Legend**

- Interstate 5
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- - - Denotes Future Roadway
- ↔ Denotes One-way Link
- ↔ Local Road
- canal
- Boundaries**
- UGB
- City Limit



Figure 7-5



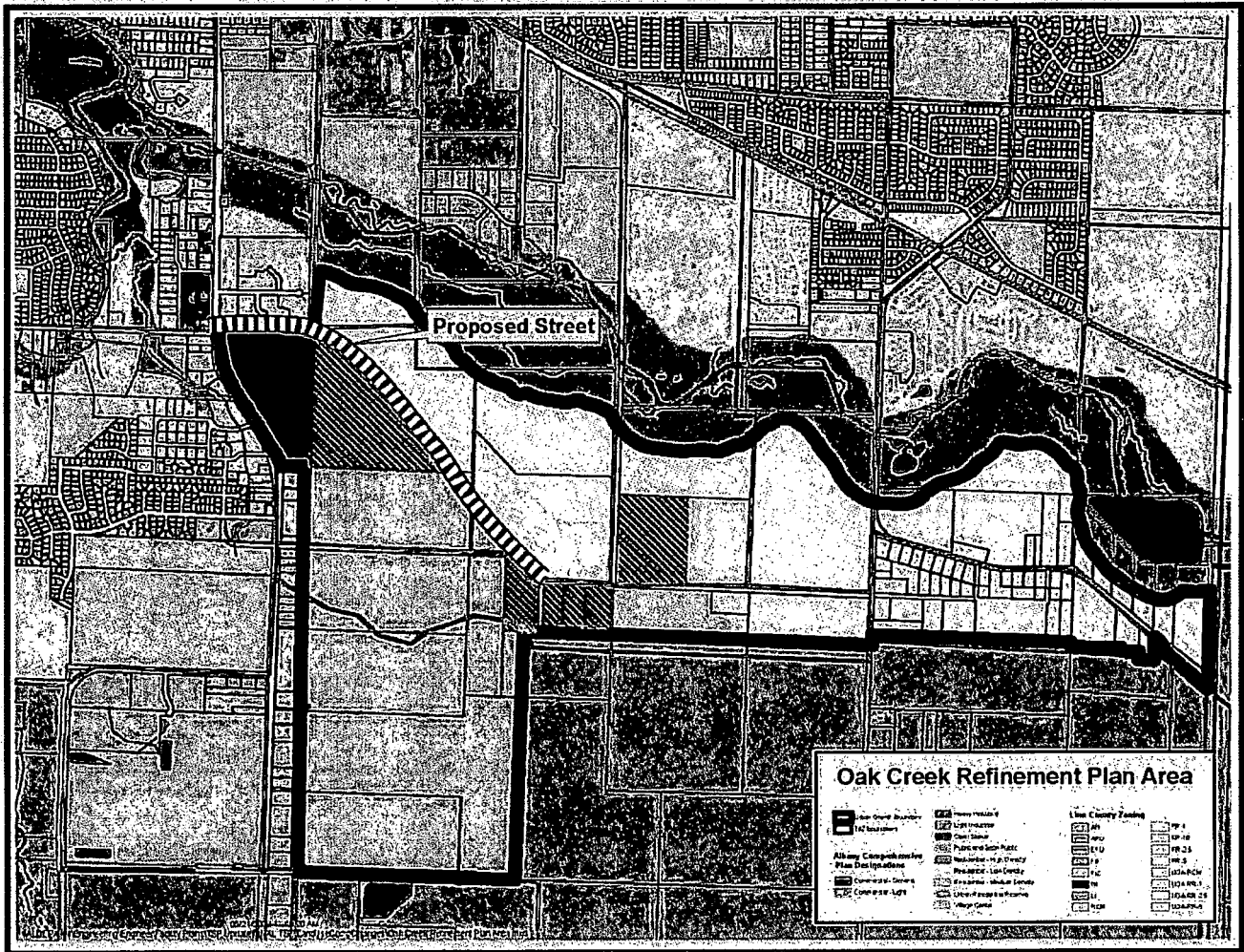
<p><b>Improvement Timeframe</b></p> <p>— (○) Short-term</p> <p>— (○) Medium-term</p> <p>— (○) Long-term/ Project-Driven</p>	<p><b>Improvement Type</b></p> <p>(○) Crossing Improvement</p> <p>— Bike Project</p> <p>— Pedestrian Project</p> <p>..... Multi-Use Path Project</p>	<p><b>Destinations</b></p> <ul style="list-style-type: none"> <li>• School</li> <li>• Major Employer</li> <li>• Other</li> <li>■ Albany General Hospital</li> <li>■ Amtrak Station</li> <li>■ Public Library</li> <li>• Public Building</li> </ul>	<p><b>Boundaries</b></p> <ul style="list-style-type: none"> <li>■ Parks</li> <li>--- Urban Growth Boundary</li> <li>--- City Limits</li> </ul> <p><b>Other Roads</b></p> <ul style="list-style-type: none"> <li>— Study Roads</li> <li>— Local Roads</li> </ul>	<p>0 0.25 0.5 0.75 1 Miles</p> <p>City of Albany, Oregon Albany Transportation System Plan</p> <p><b>Planned Bicycle and Pedestrian Improvements</b></p>
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Note: This map shows stand-alone projects only. All new roadway and urban upgrade projects will include bike and ped facilities

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## Attachment A – Oak Creek Area Comprehensive Plan Changes



## AREA 3 – OAK CREEK REFINEMENT PLAN AREA

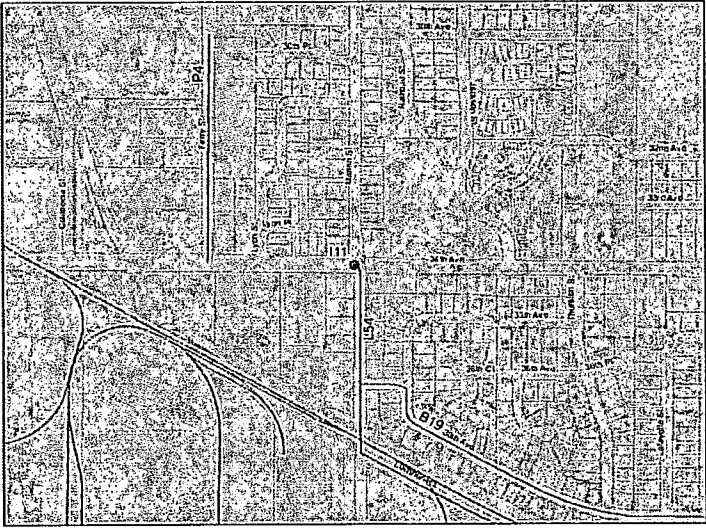
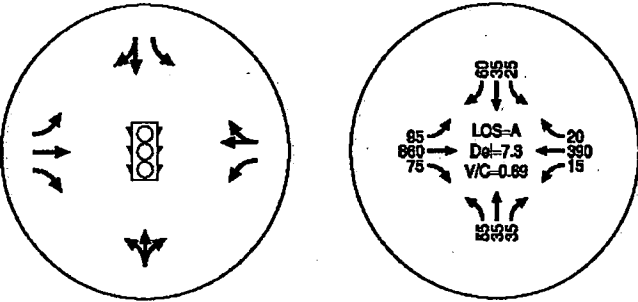


### COMPREHENSIVE PLAN AND ZONING MAP CHANGE ASSUMPTIONS

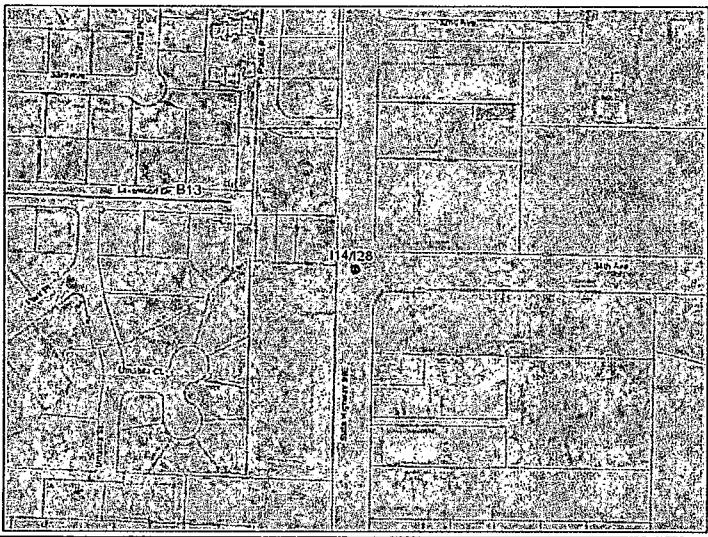
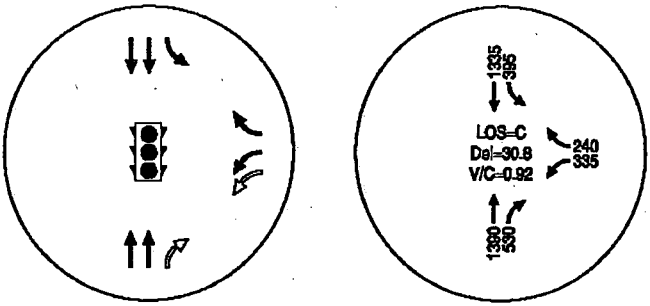
Area	Type	General Location	TAZ	Site Info	Inside City?	Existing Plan Designation	Future Plan Designation/ Zoning
3	Oak Creek Refinement Plan Area	South Albany	326	Approx. 50 acres south of planned 53 <sup>rd</sup> /Ellingson alignment	No	Urban Residential Reserve	Light Industrial Designation/ Industrial Park Zoning
			322 333 325	30-40 acres at Ellingson and Lochner	No		Village Center Designation/ Mixed Use Commercial Zoning

## Attachment B – TSP Project Prospectus sheets

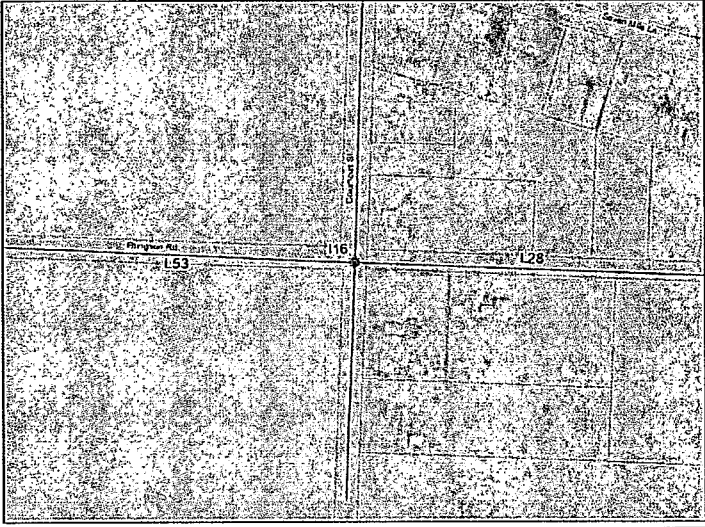
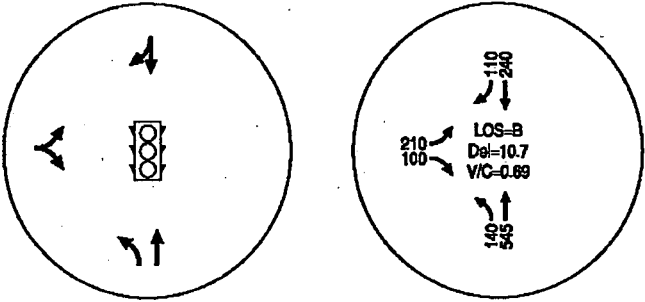
<b>Project #:</b> B19		<b>38th Avenue and 39th Avenue</b>			
<b>Description:</b> Install bike boulevard treatments including wayfinding, traffic calming, and intersections treatments as deemed necessary on 38th Avenue from Marion Street to Geary Street and 39th Avenue from Geary Street to Columbus Street..					
<b>Category:</b> Bike Boulevard		<b>Classification:</b> Local		<b>Agency Coordination:</b>	<b>Time Frame:</b> Medium-Term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<i>SDC Eligible:</i>
	\$106,000	\$0	\$0	\$106,000	100%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> P5, M9		
					
<b>Illustrative Section:</b>					
					

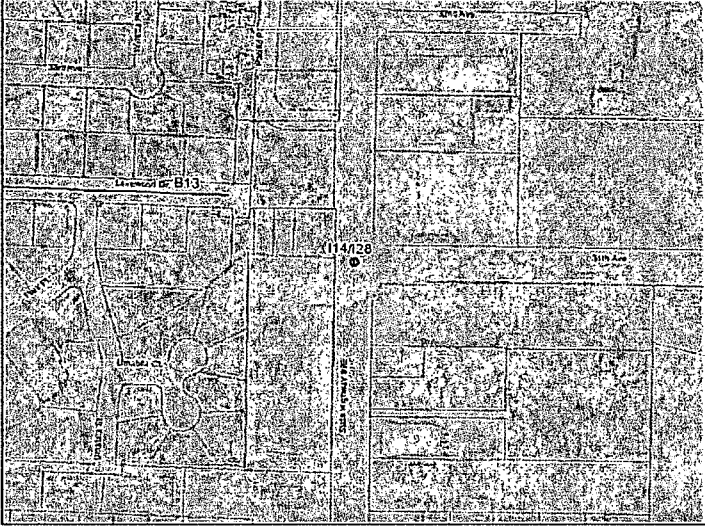
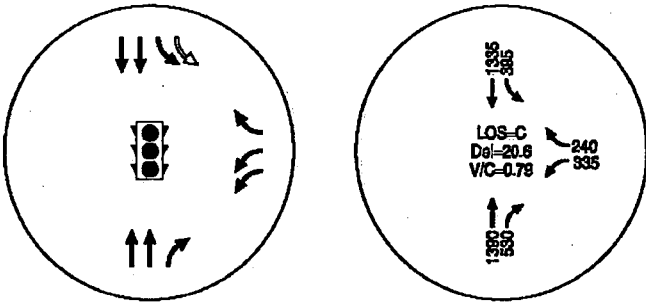
<b>Project #:</b> I11	<b>34th Avenue/Marion Street</b>				
<b>Description:</b> Install a new traffic signal					
<b>Category:</b> Intersection Control Change		<b>Classification:</b> Minor Arterial / Major Collector		<b>Agency Coordination:</b>	<b>Time Frame:</b> Medium-Term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	Total Cost	SDC Eligible:
	\$345,000	\$0	\$0	\$345,000	100%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input checked="" type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>
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			L54		
<b>Illustrative Section:</b>					
					

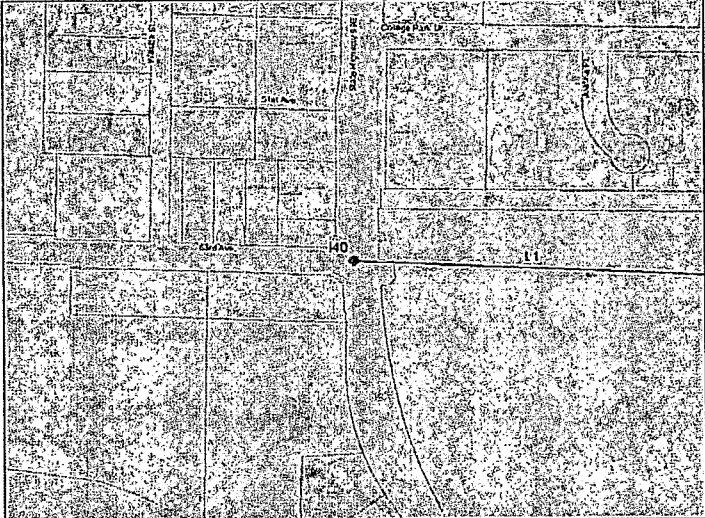
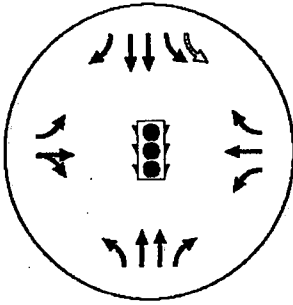
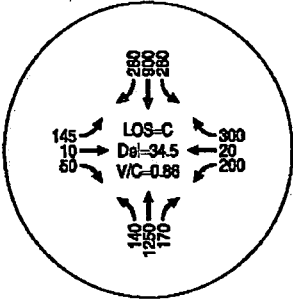


<b>Project #:</b> I14		<b>OR 99E/34th Avenue</b>			
<b>Description:</b> Switch southbound left-turn to protected phasing and install a 125-foot northbound right-turn lane and northbound right-turn overlap phasing. Right-turn lane length adjusted from 200 feet to 125 based on ROW considerations. Install second westbound 125-foot left-turn lane on 34th Avenue. Assumes current YMCA access is relocated east along 34th Avenue to edge of property. Other option is to convert YMCA access on 34th to right-in, right-out and develop full 200 foot WB left-turn lanes on 34th.					
<b>Category:</b> Intersection Add Lane(s)		<b>Classification:</b> Principal Arterial/ Minor Arterial		<b>Agency Coordination:</b> ODOT	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>		Const./Eng.	ROW	Other	<b>Total Cost</b> <i>SDC Eligible:</i>
		\$175,000	\$12,000	\$6,000	<b>\$192,000</b> 32%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input checked="" type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> I28, B13		
					
<b>Illustrative Section:</b>					
					


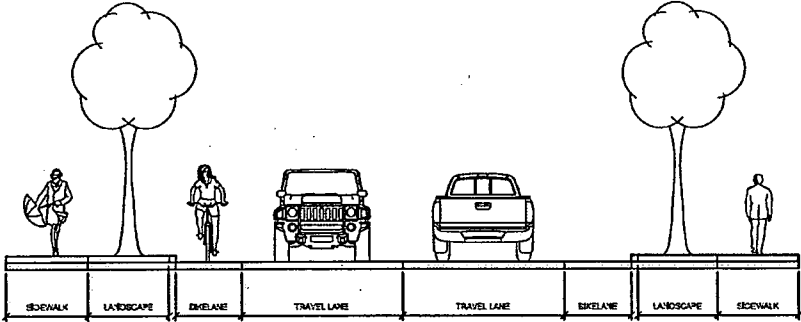


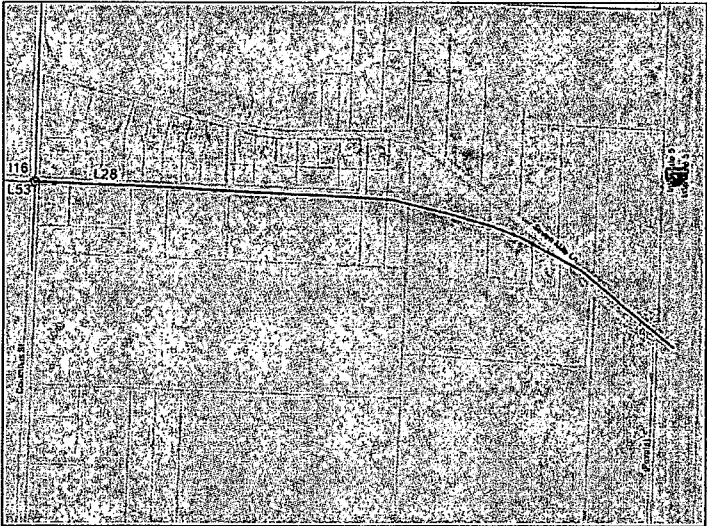
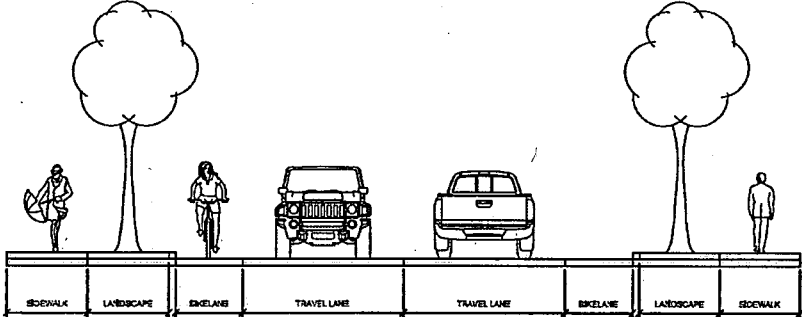
<b>Project #:</b> I16	<b>Ellingson Road/Columbus Street</b>				
<b>Description:</b> Install a new traffic signal					
<b>Category:</b> Intersection Control Change		<b>Classification:</b> Principal Arterial / Minor Arterial		<b>Agency Coordination:</b> Linn County	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$345,000	\$0	\$0	\$345,000	100%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input checked="" type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L28, L46, L53		
					
<b>Illustrative Section:</b>					
					

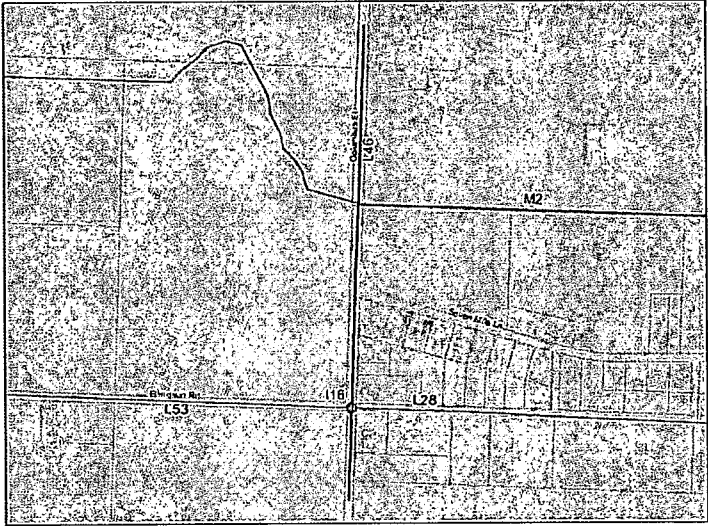
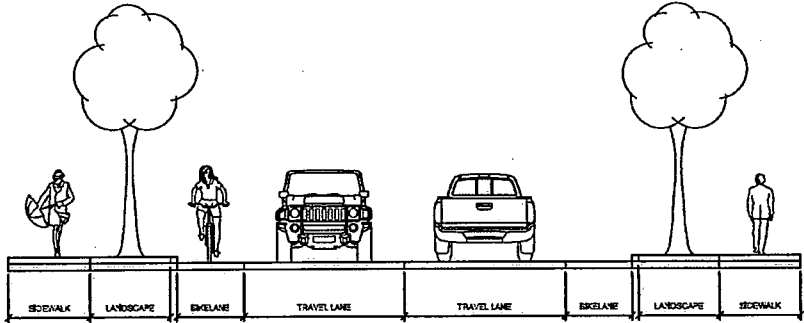
<b>Project #:</b> I28		<b>OR 99E/34th Avenue</b>			
<b>Description:</b> Install a second southbound left-turn lane.					
<b>Category:</b> Intersection Add Lane(s)		<b>Classification:</b> Principal Arterial/ Minor Arterial		<b>Agency Coordination:</b> ODOT	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$359,000	\$96,000	\$0	\$456,000	32%
<b>Project Goals Met:</b>					
Efficiency <input checked="" type="checkbox"/>	Capacity <input checked="" type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> I14, B13		
					
<b>Illustrative Section:</b>					
					

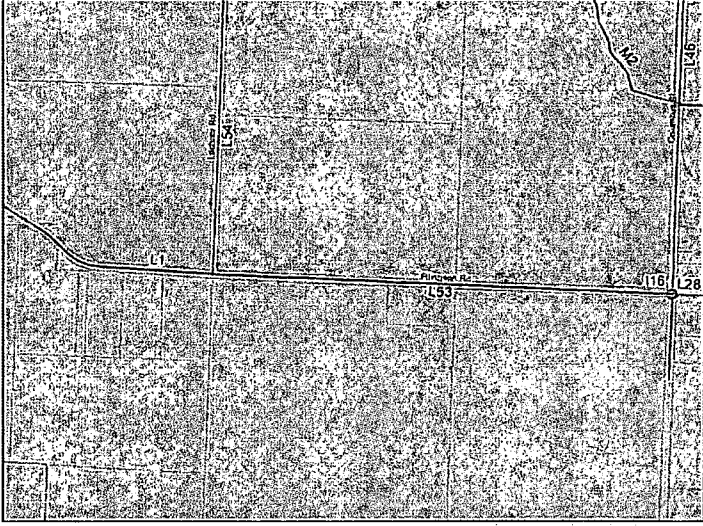
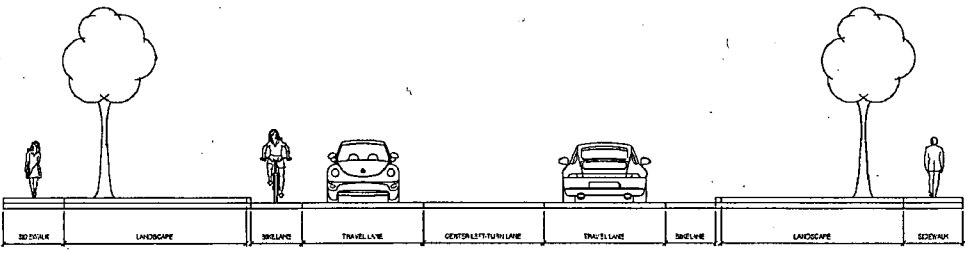
<b>Project #:</b> I40		<b>OR 99E/53rd Avenue</b>			
<b>Description:</b> Install second southbound left-turn lane on 99E (the need for this project should be reviewed after development of the parcel in the southeast corner of the intersection, otherwise known as the "Piano" shaped parcel, as dual southbound lefts may not be required if a southbound left-turn lane in to the "piano" parcel is provided).					
<b>Category:</b> Intersection Add Lane(s)		<b>Classification:</b> Principal Arterial/Principal Arterial		<b>Agency Coordination:</b> ODOT	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	Total Cost	SDC Eligible:
	\$421,000	\$54,000	\$75,000	\$550,000	38%
<b>Project Goals Met:</b>					
Efficiency <input checked="" type="checkbox"/>	Capacity <input checked="" type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b>		
			L1		
<b>Illustrative Section:</b>					
					

<b>Project #:</b> L1		<b>53rd Avenue Extension</b>			
<b>Description:</b> A 1.4 mile extension of 53rd Avenue east from OR 99E to Ellingson Road, including a four-lane grade-separated rail-crossing. The road will have a three-lane cross-section with 110-foot right-of-way for a future five-lane cross-section from the rail-crossing to the Lochner Road/Ellingson Road intersection. It is assumed that ROW for the three-lane section will be dedicated and the additional ROW for a five-lane section will be purchased. The cross-section shown assumes 110-feet of right-of-way with three travel lanes. The extra wide landscape strips are where future lanes would be added.					
<b>Category:</b> New Road or Alignment		<b>Classification:</b> Principal Arterial		<b>Agency Coordination:</b> ODOT, Linn County, Railroad & ODOT Rail	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	Total Cost	SDC Eligible:
	\$17,000,000	\$986,000	\$0	\$17,986,000	54%
<b>Project Goals Met:</b>					
Efficiency <input checked="" type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L53, L54, M2		
<b>Illustrative Section:</b>					
<p style="text-align: center;">99E/53RD AVE</p>					

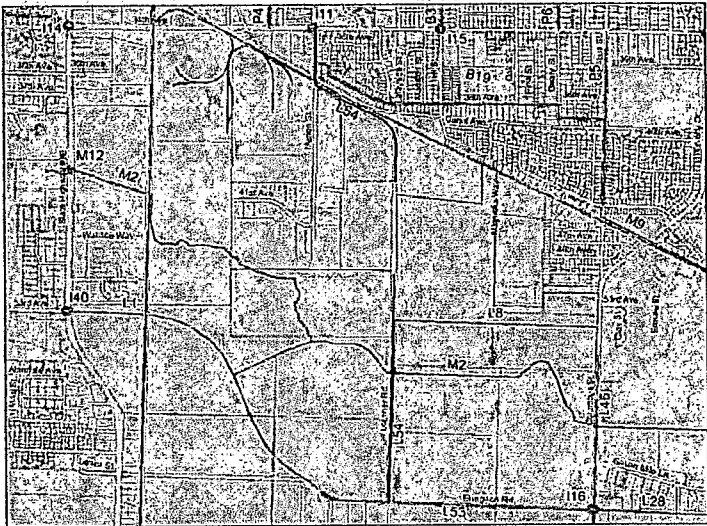
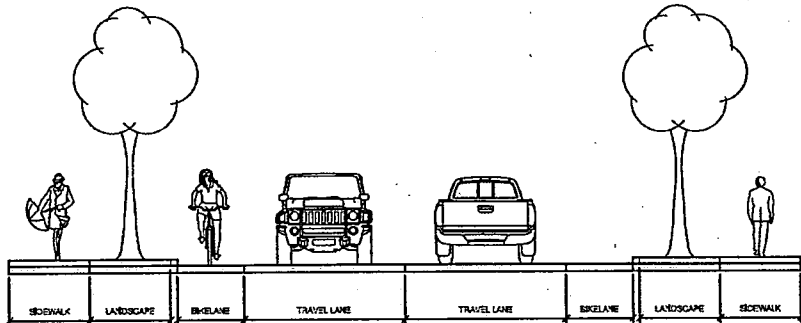
<b>Project #:</b> L8	<b>Lochner-Columbus Connector</b>				
<b>Description:</b> Develop a new collector street that provides connectivity to Oak Creek residential area between Lochner Road and Columbus Street. Project cost assumes ROW will be dedicated.					
<b>Category:</b> New Road or Alignment		<b>Classification:</b> Minor Collector		<b>Agency Coordination:</b>	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$2,742,000	\$0	\$0	\$2,742,000	100%
<b>Project Goals Met:</b>					
Efficiency <input checked="" type="checkbox"/>	Capacity <input checked="" type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L46, L54		
					
<b>Illustrative Section:</b>					
					


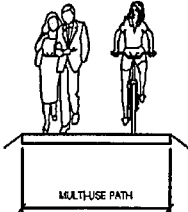
<b>Project #:</b> L28		<b>Ellingson Road Extension</b>			
<b>Description:</b> Extends Ellingson Road from Columbus Avenue to Interstate 5 overcrossing at Seven Mile Lane. Realign Seven Mile Lane on the west side of I-5 to align with current Ellingson Road, forming a four-leg intersection at Columbus Street. This section of Ellingson Road should be evaluated for the need to preserve right-of-way for a future five-lane section at the next TSP Update. Project cost assumes ROW will be dedicated.					
<b>Category:</b> New Road or Alignment		<b>Classification:</b> Principal Arterial		<b>Agency Coordination:</b>	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<i>SDC Eligible:</i>
	\$3,930,000	\$0	\$500,000	\$4,430,000	61%
<b>Project Goals Met:</b>					
<b>Efficiency</b> <input checked="" type="checkbox"/>	<b>Capacity</b> <input checked="" type="checkbox"/>	<b>Safety</b> <input type="checkbox"/>	<b>Transit</b> <input type="checkbox"/>	<b>Ped/Bike</b> <input type="checkbox"/>	<b>Livability</b> <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L46, L53, I16		
					
<b>Illustrative Section:</b>					
					

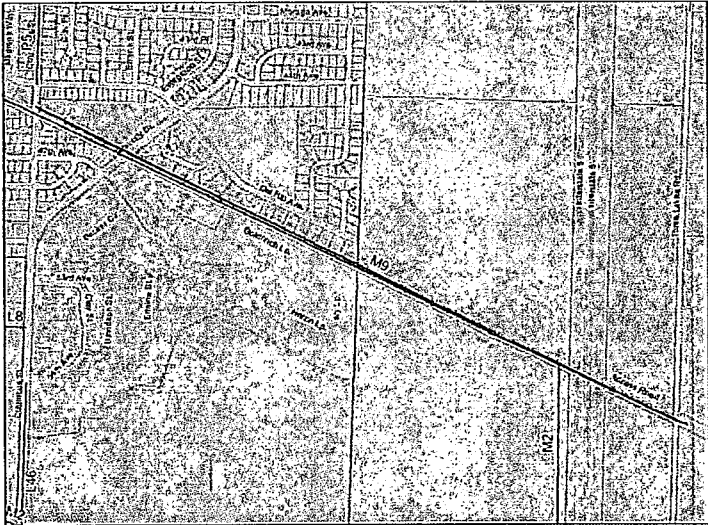
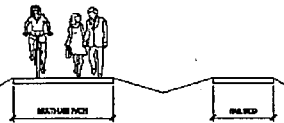
<b>Project #:</b> L46		<b>Columbus Street</b>			
<b>Description:</b> Add sidewalk, curb, and gutter from Waverly Drive to urban growth boundary, west side of roadway only.					
<b>Category:</b> Urban Upgrade		<b>Classification:</b> Minor Arterial		<b>Agency Coordination:</b> Linn County	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	<b>Const./Eng.</b>	<b>ROW</b>	<b>Other</b>	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$2,687,000	\$40,000	\$0	\$2,727,000	49%
<b>Project Goals Met:</b>					
<b>Efficiency</b> <input type="checkbox"/>	<b>Capacity</b> <input type="checkbox"/>	<b>Safety</b> <input checked="" type="checkbox"/>	<b>Transit</b> <input type="checkbox"/>	<b>Ped/Bike</b> <input checked="" type="checkbox"/>	<b>Livability</b> <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L28, L53, I16, M2		
					
<b>Illustrative Section:</b>					
					

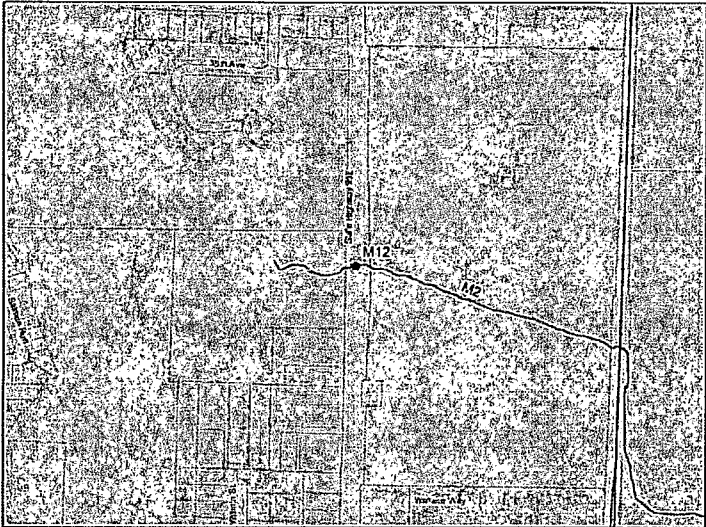
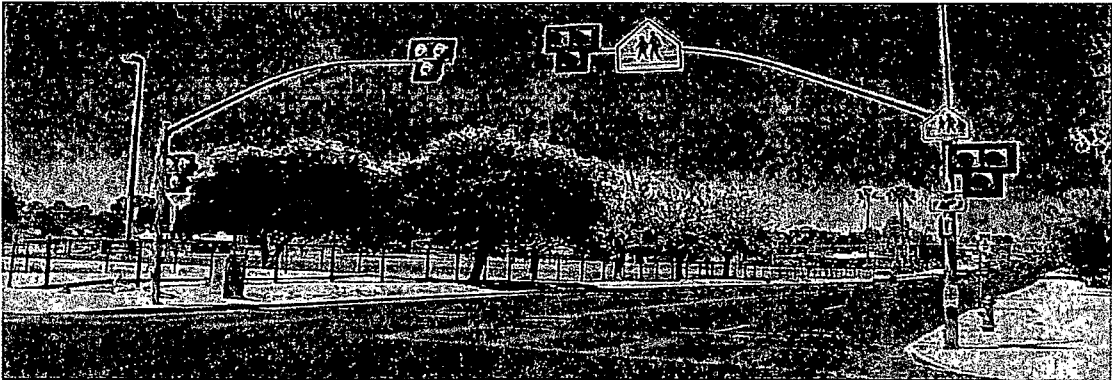
<b>Project #:</b> L53		<b>Ellingson Road</b>			
<b>Description:</b> Add sidewalk, curb, gutter, and bike lanes from 53rd Avenue Extension to Columbus Street. Construct with three travel lanes but future right-of-way for five-lanes. The cost estimate assumes ROW is available for the three-lane section but purchased for the five-lane section.					
<b>Category:</b> Urban Upgrade		<b>Classification:</b> Principal Arterial		<b>Agency Coordination:</b> Linn County	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$5,157,000	\$690,000	\$0	\$5,847,000	49%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L1, L28, L46, L54, I16		
					
<b>Illustrative Section:</b>					
					



<b>Project #:</b> L54	<b>Lochner Road</b>				
<b>Description:</b> Add sidewalk, curb, gutter, and bike lanes to Lochner Road and Marion Road, from 34th Avenue to Ellingson Road, excluding the portion already constructed.					
<b>Category:</b> Urban Upgrade		<b>Classification:</b> Minor Arterial		<b>Agency Coordination:</b> Linn County	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<i>SDC Eligible:</i>
	\$5,756,000	\$0	\$0	\$5,756,000	44%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L1, L8, L53, I11, M2		
					
<b>Illustrative Section:</b>					
					

<b>Project #:</b> M2		<b>Oak Creek Trail</b>			
<b>Description:</b> Construct multi-use path along Oak Creek corridor from Three Lakes Road to west of Oregon 99E.					
<b>Category:</b> Multiuse Path		<b>Classification:</b> NA		<b>Agency Coordination:</b> ODOT, Railroad & ODOT Rail	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	Total Cost	SDC Eligible:
	\$940,000	\$1,705,000	\$0	\$2,645,000	70%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L1, L46, L54, M12		
					
<b>Illustrative Section:</b>					
					

<b>Project #:</b> M9		<b>Lebanon Trail</b>			
<b>Description:</b> Construct a multi-use path parallel to the railroad tracks south of Del Rio Avenue from Columbus Street to the Urban Growth Boundary to provide for a future connection to Lebanon.					
<b>Category:</b> Multiuse Path		<b>Classification:</b> NA		<b>Agency Coordination:</b> ODOT	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<i>SDC Eligible:</i>
	\$206,000	\$374,000	\$0	\$581,000	70%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> B19, M2, P5		
					
<b>Illustrative Section:</b>					
					

<b>Project #:</b> M12		<b>99E/Oak Creek</b>			
<b>Description:</b> Construct hybrid pedestrian signalized crossing improvement at Oregon 99E/Oak Creek Trail					
<b>Category:</b> Crossing Improvement		<b>Classification:</b> Principal Arterial		<b>Agency Coordination:</b> ODOT	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	<b>Const./Eng.</b>	<b>ROW</b>	<b>Other</b>	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$129,000	\$0	\$0	\$129,000	70%
<b>Project Goals Met:</b>					
<b>Efficiency</b> <input type="checkbox"/>	<b>Capacity</b> <input type="checkbox"/>	<b>Safety</b> <input type="checkbox"/>	<b>Transit</b> <input type="checkbox"/>	<b>Ped/Bike</b> <input checked="" type="checkbox"/>	<b>Livability</b> <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> M2		
					
<b>Illustrative Section:</b>					
					

# Technical Memorandum



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Phone (503)635-3618  
Fax (503) 635-5395

**To:** Joe Dills  
**From:** Darrin Stairs, PE  
**Copies:** Project File  
**Date:** October 6, 2011  
**Subject:** South Albany Area Plan – Public Facilities (Water, Wastewater and Stormwater)  
**Project No.:** 16056

This purpose of this memorandum is to summarize the capacity of existing, planned and needed infrastructure facilities to serve the South Albany area in a logical and orderly manner. The project study area is generally described as that area bounded by the urban growth boundary (UGB) on the south, Interstate 5 (I-5) on the east, land developed to urban densities on the north and Oregon Route 99E on the west. This memo specifically investigates municipal water, wastewater and stormwater facilities. Other public facilities (transportation, parks, etc) will be summarized elsewhere. Research of existing facility plans, coupled with interviews with City staff, were used to prepare this memorandum.

## **Water**

The supply for the City of Albany (COA) water system includes the 18-mile Santiam-Albany Canal with its intake on the South Santiam River. The system can supply up to 20 million gallons of treated water per day. Demand occasionally exceeds production capacity and is addressed with reservoir storage. The distribution system, purchased from Pacific Power & Light in 1984, varies from poor to generally good. There are 190 miles of water mains, of which thirty miles were installed before 1955. Many of the older lines are corroded and leak severely, with an estimated loss of 25%. Some locations in the City experience low pressure during fire flows and high demand. There are half a dozen at-grade reservoirs that provide storage capacity throughout the City.

The current Water System Master Plan was prepared in 2004 by CH2MHill. Additional modeling and subsequent memoranda have provided periodic updates to the plan. Of particular note is the memo titled "Albany Water System Modeling: South Albany Transmission and Ellingson Reservoir", dated December 5, 2007. The memo was timed when a large industrial user (Pepsico) was planning to develop in the south Albany Area. The City desired to provide additional water distribution and storage capacity with two projects: the Ellingson Road Reservoir and the South Albany Transmission line (SAT). Although the Pepsico project did not come to fruition, "Phase 1" of the SAT project was completed, including a 24-inch transmission line across Highway 99E into

the Pepsico property. With future development of the South Albany Area, the 24-inch main will continue along Ellingson Road to the intersection with Lochner Road. From Lochner Road east to Columbus Street the transmission main will be 16" diameter. Twelve inch diameter mains will continue north on Lochner and Columbus Roads from the Ellingson transmission main, and will complete the water system looping for the area. Other water distribution lines within the study area, added with future developments, will be constructed to city standards and will likely be 8" diameter.

The first phase of the abandoned Pepsico project would have been served without the construction of the Ellingson Road Reservoir and pump station. Additional development of the south Albany area will require the reservoir and pump station improvements to be completed. The 2007 CH2MHill memorandum recommended a first phase reservoir of 5 million gallons, and a pumping capacity of 7.5 MGD. With these improvements, the 34<sup>th</sup> Avenue reservoir and pump station, which currently requires significant upgrades to remain in service, could be abandoned. The Ellingson Road Phase 1 and 2 reservoir projects, estimated at \$5.5M and \$3.872M respectively, are currently identified as "unfunded" in the Capital Improvement Plan (Project 1639).

### **Wastewater**

The majority of the South Albany study area lies within the Columbus interceptor basin. Future development will be served by a series of gravity mains, force mains and lift stations that would convey sanitary sewer flows to the Columbus Street interceptor and then to the Albany Wastewater Treatment Plant (WWTP). This interceptor has available capacity to convey additional flows from the development of the South Albany Area. Flows at the WWTP vary greatly throughout the year due to infiltration and inflow (I/I) entering the collection system from groundwater and surface runoff sources. The plant occasionally operates above hydraulic capacity during wet weather periods. Processing of biosolids at the plant is at capacity and may restrict large new industrial development. The City is working to gradually reduce I/I through a lateral replacement program and improvements to its collection system.

The Wastewater Facility Plan (1998) is very dated, and believed to be obsolete in regards to the South Albany area. A new Wastewater Facility Plan is under development. Discussions with City staff indicated that additional lift stations will likely be required to convey wastewater to the Columbus Street interceptor. Currently the Oak Creek lift station (within the study area) pumps to the 34<sup>th</sup> Avenue lift station. The Marion Street lift station (northern portion of the study area) operates at capacity, and the 4" force main to Columbus is under-sized. The future plan, with development of the South Albany area would include a new force main from the Oak Creek lift station east to the Columbus Street interceptor, with a connection for the Marion Street lift station. These projects are not currently identified in the CIP.

### **Stormwater**

Albany falls into two sub-basins as defined by DEQ, the Upper Willamette and the Calapooia. The Calapooia River flows through the southwestern portion of the city and enters the Willamette River within the Albany city limits. Other waterbodies within the City's jurisdiction include the lower portions of Oak, Periwinkle, Cox, Burkhart, and Truax Creeks as well as Thornton Lake in North Albany. All of these smaller waterbodies are considered part of the Upper Willamette sub-basin for the purposes of this Plan. The streams and rivers within the city limits are receiving waters for stormwater runoff, with the exception of the Albany-Santiam Canal.

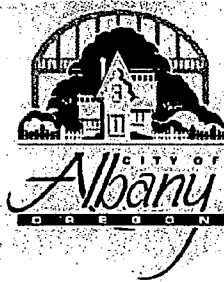
The City of Albany (COA) Stormwater Master Plan dates to 1988 and does not reflect the current planning and management of stormwater for the City. Over the course of the next two years a new stormwater model and master plan for the COA will be developed. The plan will include an assessment of the existing stormwater facilities and identification of short- and long-range improvement projects. The new plan will include more stringent detention and water quality standards, including an emphasis on the use of Low Impact Development (LID) practices. New development will be required to address hydromodification as opposed to the more traditional method of managing peak stormwater discharges. Lastly, the plan will facilitate development of System Development Charges (SDCs) for stormwater that will help fund future projects.

The urban growth boundary includes at least 14 different drainage basins, the majority of which extend beyond the boundary and into the surrounding County. Albany has a number of storm drainage problems related to urbanization and inadequate conveyance (both piped and channel) system capacities. The major waterway flowing through the project study area, Oak Creek, is part of the largest drainage basin in the City. The Oak Creek basin extends from the foothills of the city of Lebanon.

The project study area is currently a patchwork of agricultural, low density residential, wetlands, riparian zones, and a few small ponds and lakes. As urban development is added to the South Albany area, proper planning for the management of stormwater runoff will be critical to minimize flooding, erosion and siltation of existing waterways. As the Stormwater Master Plan for the COA is developed, it should provide specific guidance for the development of the South Albany Area. Albany does not currently have a funding source for regional stormwater facilities; funding mechanisms for those facilities should be identified and the timing of the improvements coordinated with development of the South Albany area.

**Assessment of Environmental Conditions  
South Albany Area Plan  
City of Albany, Oregon**

*Prepared for:*



City of Albany  
333 Broadalbin Street SW  
Albany, Oregon 97321

*Prepared by:*

**MB&G**

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(503) 224-3445

January 10, 2012

MB&G Project No. 0010644



## TABLE OF CONTENTS

<b>1.0 INTRODUCTION.....</b>	<b>1</b>
<b>1.1 INTRODUCTION AND PURPOSE OF REPORT .....</b>	<b>1</b>
<b>1.2 PROJECT DESCRIPTION.....</b>	<b>1</b>
<b>2.0 METHODOLOGY .....</b>	<b>2</b>
<b>2.1 REVIEW OF EXISTING INFORMATION .....</b>	<b>2</b>
<b>2.2 FIELD INVENTORY.....</b>	<b>3</b>
<b>2.3 MAPPING.....</b>	<b>3</b>
<b>3.0 FINDINGS.....</b>	<b>4</b>
<b>3.1 TERRESTRIAL WILDLIFE .....</b>	<b>4</b>
<b>3.2 BOTANICAL RESOURCES .....</b>	<b>5</b>
<b>3.3 AQUATIC/FISHERIES RESOURCES.....</b>	<b>7</b>
<b>3.4 HABITAT TYPES.....</b>	<b>8</b>
<b>3.4.1 Agriculture, Pastures and Mixed Environments.....</b>	<b>9</b>
<b>3.4.2 Agricultural Lands with Herbaceous Wetland Inclusions .....</b>	<b>9</b>
<b>3.4.3 Westside Riparian-Wetlands.....</b>	<b>10</b>
<b>3.4.4 Urban and Mixed Environments, Low Density Zone .....</b>	<b>10</b>
<b>3.4.5 Westside Oak Woodlands.....</b>	<b>11</b>
<b>3.4.6 Lakes, Rivers, Ponds, and Reservoirs.....</b>	<b>11</b>
<b>3.4.7 Herbaceous Wetlands.....</b>	<b>12</b>
<b>3.4.8 Westside Grasslands.....</b>	<b>12</b>
<b>3.5 EXISTING WETLAND AND WATERS RESOURCES.....</b>	<b>13</b>
<b>3.5.1 Wetlands .....</b>	<b>13</b>
<b>3.5.2 Waters .....</b>	<b>14</b>
<b>4.0 SUMMARY AND CONCLUSIONS .....</b>	<b>15</b>
<b>4.1 SUMMARY AND CONCLUSIONS .....</b>	<b>15</b>
<b>5.0 REFERENCES.....</b>	<b>17</b>

## TABLES

Table 3.1	Sensitive Wildlife Species Identified During Records Review of the South Albany Area Plan PSA.....	5
Table 3.2	Sensitive Botanical Species Identified During Records Review of the Project PSA.....	6
Table 3.3	Sensitive Fish Species and Habitat Identified During Records Review of the PSA.....	7
Table 3.4	Wetland Types and Acreages Identified within the PSA.....	14
Table 3.5	Existing Wetland Delineations within the PSA (from Most Recent to Oldest Reports)...	14

## APPENDICES

Appendix A.	Figures – Habitat Type Mapping
Appendix B.	Representative Ground Level Photographs

## 1.0 INTRODUCTION

### 1.1 INTRODUCTION AND PURPOSE OF REPORT

The purpose of the South Albany Area Plan project is to effectively address population growth in South Albany and to serve the growing demand for regional travel and development. While addressing this impending growth, the project also serves to conserve essential biological and wetland resources and minimize potential impacts to natural areas. This Assessment of Environmental Conditions Report documents the biological and wetland resources within the project study area (PSA) for the project. Biological and wetland resources were identified using a combination of office-based records reviews, analysis of available Geographic Information Systems (GIS) information, and observations from field reconnaissance. While additional data collection may be necessary, existing baseline data has been reviewed and summarized in this report to thoroughly characterize environmental features within the PSA. This report will help to develop project alternatives that avoid and/or minimize environmental impacts.

### 1.2 PROJECT DESCRIPTION

The PSA is located within the City of Albany, Linn County, Oregon and encompasses approximately 1,916 acres. The PSA is located along the Oak Creek riparian corridor between Highway 99East (99E) and Interstate 5 (I-5), and extends north to the Santiam-Albany Canal and south to the City of Albany's Urban Growth Boundary (UGB) (Figure 1). The current City limits cover nearly half of the PSA, with the remaining study area extending to the UGB.

The PSA is located within the Oak Creek watershed basin (Hydrologic Unit Code [HUC] 5<sup>th</sup> Field #1709000306). A section of Oak Creek and its associated riparian corridor are located in the northern portion of the PSA. Oak Creek flows northwest through the PSA into the Calapooia River, which discharges into the Willamette River northwest of downtown Albany. The topography of the PSA is generally flat with a gentle slope to the northwest. Elevation ranges from 200 feet to 270 feet above mean sea level (MSL).

The PSA has experienced significant alterations to the natural landscape resulting from the construction of I-5, Highway 99E, as well as on-going agricultural practices and some industrial development. Several roadway and utility rights-of-way (ROWs) traverse the PSA. Agricultural practices dominate the landscape within the PSA, but land use also includes residential, commercial and industrial development. Activities within the Oak Creek riparian corridor include wildlife viewing as well as educational and recreational opportunities. Extensive tilling and irrigation practices have been in use for decades on agricultural lands, disrupting natural hydrology. The primary agricultural product for the area within and surrounding the PSA is perennial ryegrass (*Lolium perenne*), which is used for grass seed distribution. A small percentage of agricultural lands in this area are planted for the production of common wheat (*Triticum aestivum*). Due to these and other land practices, the majority of native vegetation has been removed within the PSA, although areas of native scrub-shrub and forested habitat are present within the Oak Creek riparian corridor.

## 2.0 METHODOLOGY

For this assessment of environmental conditions, Mason, Bruce & Girard, Inc. (MB&G) biologists utilized information from secondary sources along with reconnaissance field visits to the PSA. An evaluation of recent natural resource studies, maps, photos, GIS data, and other background materials was conducted prior to visiting the study area in order to facilitate detection of baseline biological and wetland features. Some natural features were observed from a distance, utilizing public lands and road rights-of-ways. However, when access was granted, private lands were surveyed by foot in order to characterize the existing vegetative conditions and determine the presence or absence of sensitive wildlife species habitats and wetland features.

### 2.1 REVIEW OF EXISTING INFORMATION

During the office-based review, the best available published resources were used to determine the potential presence of sensitive fish, wildlife, and plant species as well as the presence of wetland habitat within the PSA. These resources include:

- The United States Fish and Wildlife Service (USFWS) list of species that are federally-listed as proposed, candidate, or a species of concern that may occur in Linn County (USFWS 2011);
- A project-specific Oregon Biodiversity Information Center (ORBIC) database search (ORBIC 2011);
- A StreamNet database search (StreamNet 2011);
- The Oregon Department of Agriculture (ODA) list (Currin pers. comm. 2011) of state-listed threatened or endangered plant species that may occur in Linn County;
- Johnson and O'Neil Wildlife-Habitat types (Johnson and O'Neil 2001);
- City of Albany Local Wetland Inventory (LWI) for the Willamette River, Calapooia River, and Oak Creek (Pacific Habitat Services 1999);
- City of Albany Riparian Inventory for the Willamette Calapooia, and Oak Creek (Pacific Habitat Services 1999);
- USFWS National Wetland Inventory (NWI) mapping (USFWS 2011);
- United States Geological Survey (USGS) topographic maps (USGS 1984);
- The Soil Survey of Linn County, Oregon (Langridge, 1987);
- Aerial photographs (NAIP 2009; City of Albany, 2007);
- South Albany Area Plan (Winterbrook Planning 2007);
- City of Albany - Goal 5 (LCDC 1996).

Potential presence of sensitive species was researched prior to the site reconnaissance using a query of the ORBIC database (ORBIC 2011), the USFWS list of Federally Listed, Proposed, Candidate Species and Species of Concern which may occur within Linn County, Oregon (USFWS 2011), and a query of the StreamNet database (StreamNet 2011). In addition to compiling a list of sensitive wildlife and plant species, MB&G categorized vegetation communities within the PSA following Johnson and O'Neil's Wildlife-Habitat Relationships in Oregon and Washington classification system (Johnson and O'Neil 2001).

Wetland and waters were identified prior to the site investigation using aerial photographs (NAIP 2009; City of Albany 2007), the LWI (Pacific Habitat Services 1999), and the Soil Survey of Linn County, Oregon (Langridge 2007). Previous wetland delineation reports addressing areas

within the PSA were requested from the Department of State Lands (Downing 2011). The LWI layer was determined to be the most accurate source of existing wetland and waters data as it was field-verified and digital LWI data was available. Field maps were created using the LWI along with property access records to assist MB&G biologists in prioritizing areas that required special attention during the on-site field reconnaissance. Where the LWI was unavailable, the NWI layer was used in its place (USFWS 2010).

## 2.2 FIELD INVENTORY

MB&G biologists conducted field reconnaissance of the PSA on August 3, 4 and 5, 2011. The main goals of the field reconnaissance were to assess general habitat conditions for sensitive fish, wildlife and botanical species; to assess dominant vegetation assemblages and habitat types; to record casual observations of wildlife and vegetation; to determine any modifications to the existing LWI; and to observe activities that may affect land use and natural resources. Vegetation community and habitat boundaries originally digitized during the office-based review were refined during the field reconnaissance based on observations of specific vegetative structure, strata, and habitat quality. The major vegetation and land use communities were identified in reference to Johnson and O'Neil (2001) habitat types. The limits of these habitat types were delineated on field maps and later translated into GIS data. During field observations, MB&G biologists were careful to note the presence of any species of concern with the potential to occur in the PSA. However, no species-specific surveys were conducted. Instead, MB&G relied on a general field assessment and the resources listed in Section 2.1 to determine the historical presence of listed wildlife species within and surrounding the PSA.

Site investigations were conducted from public roadways and from private property for which MB&G biologists were granted access. For those accessible parcels, the field reconnaissance was conducted by foot. Some areas within the PSA were inaccessible to MB&G due to lack of right-of-entry from private landowners. However, the number and configuration of public roads made it possible to identify most habitat types and wetland boundaries, regardless of accessibility. For lands within the PSA that were not accessible, could not be reviewed from public ROW, or were not adjacent to an accessible parcel; MB&G relied on aerial photographic interpretation, existing environmental data, and mapping resources for habitat and wetland analysis.

During the field reconnaissance, any additions to wetlands not noted on the original LWI were hand-drawn on field maps and subsequently digitized in the office. The presence and location of wetlands and waters were determined based on presence of hydrophytic vegetation and above-ground, visible hydrology indicators. Only those features (including roadside ditches) that may be considered jurisdictional by the Army Corps of Engineers (ACOE) or Oregon Department of State Lands (DSL) were mapped during the field reconnaissance. Wetlands were not removed from the LWI unless the area was significantly altered or developed and could no longer support wetland hydrology. Particular attention was paid to wetlands determined to be significant (by the LWI under the City of Albany's Goal 5 Inventory) and their associated riparian areas within the PSA, as sensitive plant and wildlife species are often associated with these areas.

## 2.3 MAPPING

Using map templates provided by Otak, Inc., the LWI information and MB&G observations were compiled as a base layer and used for the creation of habitat-type and land use boundaries

maps. MB&G used available GIS information from the City of Albany and from an internal geospatial library to refine the habitat and land use margins. The following GIS data were used to create the final mapping product:

- LWI (Pacific Habitat Services 1999);
- City Limits and Urban Growth Boundary (City of Albany 2007);
- City of Albany Goal 5 Significant Wetlands (Pacific Habitat Services 1999);
- Aerial photographs (City of Albany 2006);
- Streams and rivers (City of Albany 2007);
- Roadway and parcel boundaries (City of Albany 2007);
- Johnson and O'Neil layer (2001, 1:100,000);
- Field maps and notes.

Habitat community boundaries were mapped at a scale of 1:6,000 with a minimum mapping unit of two acres. These boundaries were determined based on vegetation structure, potential for supporting plants and wildlife, and human-related disturbance within the community. These boundaries were digitally traced from field maps into GIS data and were combined with the LWI layer. Consolidated data was subsequently attributed with secondary characteristics pertaining to data gathered at the ground level, such as agricultural usage and predominant tree cover. The Johnson and O'Neil Wildlife – Habitat Relationships in Oregon and Washington (Johnson and O'Neil 2001) GIS layer provided a coarse dataset from which to assemble the more detailed habitat-type product. Roadway and parcel boundaries, along with stream features, were used to further define habitat and land use polygons. High resolution aerial photographs provided by the City of Albany were useful in confirming canopy cover type, as well as determining urban development.

### 3.0 FINDINGS

A biological resources review was undertaken to determine the segmentation of habitat within the PSA. MB&G conducted a review of existing information on biological resources and conducted a subsequent field reconnaissance within the PSA.

#### 3.1 TERRESTRIAL WILDLIFE

Three sensitive wildlife species with the potential to occur within Linn County were identified during a records review of data sources discussed in Section 2.1. Two of these sensitive species have the potential to occur within the PSA. These species are listed in Table 3.1 along with the presence of mapped critical habitat in the vicinity of the PSA, a summary of their preferred wildlife-habitat associations (Figure 1, Appendix A) (Johnson and O'Neil 2001), and federal and state listing status.

**Table 3.1 Sensitive Wildlife Species Identified During Records Review of the South Albany Area Plan PSA**

Common Name	Scientific Name	Mapped Critical Habitat	Preferred Wildlife Habitat Relationships Occurring within PSA (Section 3.4)	Habitat Observed within PSA	Federal Listing Status	State Listing Status	Source
Northern spotted owl	<i>Strix occidentalis caurina</i>	Yes (>25 miles outside of PSA)	None	No	T	T	USFWS
Northern Pacific pond turtle	<i>Actinemys marmorata marmorata</i>	No	<ul style="list-style-type: none"> <li>• Open Water – Lakes, Rivers, and Streams</li> <li>• Herbaceous Wetlands</li> <li>• Westside Riparian – Wetlands</li> </ul>	Yes	SOC	SC	USFWS; ORBIC
Painted turtle	<i>Chrysemys picta</i>	No	<ul style="list-style-type: none"> <li>• Open Water – Lakes, Rivers, and Streams</li> <li>• Herbaceous Wetlands</li> <li>• Westside Riparian – Wetlands</li> </ul>	Yes	N/A	SC	ORBIC

E= Listed Endangered; T= Listed Threatened; SOC= Species of Concern; SC= Sensitive critical

During the field reconnaissance, no sensitive wildlife species were observed. In addition, there are no wildlife-habitat communities (Section 3.4) within the PSA appropriate to support the nesting or foraging activities of the northern spotted owl. As such, it is unlikely these owls are present within the PSA. They are more commonly associated with old growth forests and more contiguous habitat types; neither of which is available within the PSA.

Potential habitat for the Northern Pacific pond turtle and the painted turtle is present within the PSA. The three preferred habitat communities for these sensitive turtle species include Open Water, Herbaceous Wetlands, and Westside Riparian-Wetlands (refer to Section 3.4 for descriptions). The Oak Creek riparian area, along with several small ponds and Freeway Lakes, may provide nesting, feeding, and basking areas appropriate for these species. A records review found observations of the Northern Pacific pond turtle along eight sites along the Calapooia River and one sighting at Freeway Lakes between 1994 and 2002, within a mile of the PSA (ORBIC 2011). In addition, three painted turtle specimens were collected approximately 2.5 miles north of the PSA in 1941 (ORBIC 2011).

The Oak Creek riparian area appears to serve as a valuable wildlife corridor because of its connectivity in an otherwise fragmented environment. This corridor is most likely utilized by wildlife for travel between undeveloped areas located east and west of the PSA.

### 3.2 BOTANICAL RESOURCES

Nine sensitive botanical species with the potential to occur within Linn County were identified during a records review of the data sources. Six of these sensitive botanical species have the potential to occur within the PSA (Currin pers. comm. 2011, USFWS, 2011); however, only five of the species have habitat within the PSA. These species are listed in Table 3.2 along with their preferred habitat and presence of mapped critical habitat, if applicable.

**Table 3.2 Sensitive Botanical Species Identified During Records Review of the Project PSA.**

Common Name	Scientific Name	Mapped Critical Habitat (Yes or No)	Preferred Habitat	Potential Habitat Present within PSA	Flowering Period	Federal Listing Status	State Listing Status	Source
Whitetop aster	<i>Sericocarpus rigidus</i>	No	Low elevation, moist native prairies, on well-drained upland soils in oak savannas. <sup>1</sup>	No. No native prairies or oak savannas present within PSA.	July—early September <sup>1</sup>	SOC	T	USFWS, ODA
Wayside aster	<i>Eucephalis vialis</i>	No	Often found in dry, open Douglas fir forests and clearcuts. <sup>1</sup>	No. No Douglas fir stands present within PSA.	July—early September <sup>1</sup>	SOC	T	USFWS, ODA
Willamette daisy	<i>Erigeron decumbens</i> var. <i>decumbens</i>	Yes (> 10 miles from PSA)	Native wetland and upland prairie, oak savanna, heavier soils, restricted to native prairie grassland. <sup>1</sup>	No. No native prairies or oak savannas present within PSA.	May—early August <sup>1</sup>	E	E	USFWS, ODA
Bradshaw's lomatium	<i>Lomatium bradshawii</i>	No	Flat, moist, native prairies with heavy clay soils. <sup>1</sup>	No. No native prairies present within PSA.	March-June <sup>1</sup>	E	E	USFWS, ODA
Nelson's checkermallow	<i>Sidaicea nelsoniana</i>	No	Relatively open areas on damp soil, in meadows, wet prairie remnants, fencerows, roadsides, deciduous forest edges, occasionally Oregon ash wetlands. <sup>1</sup>	Yes. Multiple locations within PSA, especially along the Oak Creek riparian corridor.	May—September <sup>1</sup>	T	T	USFWS, ODA
Kincaid's lupine	<i>Lupinus sulphureus</i> ssp. <i>kincaidii</i>	Yes (> 10 miles from PSA)	Upland prairie grasslands, oak savanna, woodland edges. <sup>1</sup>	Yes. Small patches of segmented grasslands in the center of PSA; woodland edge habitat throughout PSA.	Late April-July <sup>1</sup>	T	T	USFWS, ODA
Thin-leaved peavine	<i>Lathyrus holochlorus</i>	No	Low elevation roadsides, fencerows, creek banks, forest edges, oak savannas, shrublands, and grasslands. <sup>1</sup>	Yes. Multiple locations within PSA.	May—July <sup>1</sup>	SOC	N/A	USFWS, ORBIC
Howell's montia	<i>Montia howellii</i>	No	Meadows, vernal pools, usually occur in wetlands.	Yes. Oak Creek corridor—herbaceous wetlands and areas surrounding open water.	Late fall-early spring <sup>2</sup>	N/A	C	ORBIC
Meadow checker-mallow	<i>Sidaicea campestris</i>	No	Native to grassland but limited to fence-rows, roadsides and ditch-banks.	Yes. Multiple locations within PSA.	April-early July <sup>3</sup>	N/A	C	ORBIC

E= Listed Endangered; T= Listed Threatened; SOC= Species of Concern; C= Candidate

<sup>1</sup> Oregon Flora Project 2011

<sup>2</sup> ORO90-95-27 <http://www.blm.gov/or/districts/eugene/plans/files/95-27-EA.pdf>

<sup>3</sup> Eastman 1990



Most areas within the PSA have undergone disturbances to habitat that likely limit the ability for sensitive plants to be present (e.g., agricultural cultivation, suburban development). However, the riparian corridor surrounding Oak Creek provides potentially suitable habitat for these sensitive species due to its continuity and structure. MB&G biologists based the potential presence of listed botanical species on the Johnson and O'Neil habitat types listed in Section 3.4 along with field reconnaissance observations.

Nelson's checkermallow is often associated with deciduous forest edges and Oregon ash wetlands, both of which are present within the PSA. To a lesser extent, grasslands and woodland edges are also habitat present within the PSA that supports Kincaid's lupine; however, these habitats are fairly segmented and isolated. A population of Howell's montia is located outside of the PSA on the east side of I-5 next to the central pool of Freeway Lake.PSA (ORBIC 2011). In addition, historic observations of both meadow checker-mallow and thin-leaved peavine have occurred within the PSA along roadsides (ORBIC 2011). Due to the potential presences of these species, additional botanical surveys are recommended within the limits of any proposed development alternatives associated with the South Area Albany Plan. These surveys will need to be conducted during the appropriate flowering window for the species discussed above.

### 3.3 AQUATIC/FISHERIES RESOURCES

Four sensitive fish species with the potential to occur within the PSA were identified during a records review of existing data sources discussed in Section 2.1. These species are listed in Table 3.3 along with their respective Evolutionary Significant Unit (ESU) and mapped critical habitat, if applicable. Four sensitive fish species were identified as potentially occurring within 2 miles of the PSA (USFWS 2011, StreamNet 2011, ORBIC 2011).

**Table 3.3 Sensitive Fish Species and Habitat Identified During Records Review of the PSA**

Scientific Name	Common Name	Mapped Critical Habitat (Yes or No)	Essential Fish Habitat Within PSA <sup>1</sup>	Essential Salmonid Habitat Within PSA <sup>2</sup>	Known to occur within Oak Creek <sup>3</sup>	Federal Listing Status	State Listing Status
<i>Salvelinus confluentus</i>	Bull trout	No	NA	NA	No <sup>3</sup> Occur >25 miles southeast in the South Santiam River	T	SV
<i>Oregonichthys crameri</i>	Oregon Chub	Yes (> 10 miles downstream of PSA in Santiam 1-5 side channels)	NA	NA	No <sup>3</sup> (> 10 miles downstream of PSA in Santiam 1-5 side channels)	T	SC
<i>Oncorhynchus mykiss</i>	Steelhead (Upper Willamette River ESU, winter run)	Yes (1.5 miles downstream - Calapooia River)	N/A	No	No Occur downstream (Calapooia River)	T	SC

**Table 3.3 Sensitive Fish Species and Habitat Identified During Records Review of the PSA (continued).**

Scientific Name	Common Name	Mapped Critical Habitat (Yes or No)	Essential Fish Habitat Within PSA <sup>1</sup>	Essential Salmonid Habitat Within PSA <sup>2</sup>	Known to occur within Oak Creek <sup>3</sup>	Federal Listing Status	State Listing Status
<i>Oncorhynchus tshawytscha</i>	Chinook salmon (Upper Willamette River ESU, spring run)	Yes (1.5 miles downstream - Calapooia River)	Yes	No	No. Occur downstream (Calapooia River)	T	SV

E= Listed Endangered; T= Listed Threatened SOC= Species of Concern SC= Sensitive critical; SV= Sensitive vulnerable  
<sup>1</sup>NOAA 2011, <sup>2</sup>DSL 2011, <sup>3</sup>StreamNet 2011

Oak Creek has one unnamed tributary which discharges at the western terminus of 39<sup>th</sup> Avenue, less than one half mile from the northwestern boundary of the PSA. Oak Creek flows into the Calapooia River approximately 1.5 miles northwest of the PSA. Oak Creek is designated as a fish-bearing stream by the Oregon Department of Fish and Wildlife (ODFW).

The Calapooia River has been mapped as critical habitat for steelhead and Chinook salmon. In addition, occurrences of these sensitive species have been documented downstream of where Oak Creek flows into the Calapooia. The Calapooia River and the Oak Creek riparian corridor appear to serve as important habitat and connectivity functions for sensitive fish species. Prior to initiating any development alternatives associated with the South Albany Area Plan that may impact sections of Oak Creek, it is recommended that additional fish surveys be conducted to determine detailed fish distribution within the PSA.

### 3.4 HABITAT TYPES

Based upon field observations and background research, the PSA contains eight habitat communities based on Johnson and O'Neil (2001) habitat conditions. These habitats are listed below in order of abundance within the PSA:

1. Agriculture, Pastures, and Mixed Environs (36.0%)
2. Agricultural Lands with herbaceous wetland inclusions (34.3%)
3. Westside Riparian Wetlands (11.0%)
4. Urban and Mixed Environments (10.7%)
5. Westside Oak Woodlands (3.9%)
6. Lakes, Rivers, Ponds, and Reservoirs (2.5%)
7. Herbaceous Wetlands (1.3%)
8. Westside Grasslands (0.3%)

The following paragraphs provide a description of each habitat community shown on project mapping (Appendix A), as well as the dominant vegetation present and wildlife species observed either directly or indirectly (e.g., tracks, scat, landowner anecdotal evidence, etc.) within the PSA. These descriptions do not provide a complete inventory of plant or wildlife species within each habitat community, but are presented to convey the differences between the communities identified during the field reconnaissance.

#### 3.4.1 Agriculture, Pastures and Mixed Environments

The Agriculture, Pastures and Mixed Environments habitat community encompasses approximately 36.0% of the PSA (690 acres) and includes a broad range of agricultural uses including mowed, hayed and grazed fields, and associated structures including fences, roadsides, field borders, barns, outbuildings, and silos. Although barns and other outbuildings potentially provide some roosting habitat for sensitive bat species, most native vegetation has been removed and little to no cover is available for other migrating, foraging or nesting wildlife species. In addition, there is potential for direct wildlife-human conflict (e.g., coyotes preying upon chickens) and competition for food resources with livestock.

The dominant vegetation within this habitat community includes perennial ryegrass, common wheat, bulbous bluegrass (*Poa bulbosa*), Canada thistle (*Cirsium arvense*), common dandelion (*Toraxacum officinale*), common velvetgrass (*Holcus lanatus*), dovefoot geranium (*Geranium molle*), English hawthorn (*Crataegus monogyna*), hairy cat's ear (*Hypochaeris radicata*), Himalayan blackberry (*Rubus armeniacus*), meadow foxtail (*Alopecurus pratensis*), meadow knapweed (*Centaurea pratensis*), purple deadnettle (*Lamium purpureum*), tall fescue (*Schedonorus phoenix*) and tall tumble-mustard (*Sisymbrium altissimum*).

Wildlife species directly observed or that presented signs of use (e.g., scat and tracks) in this habitat community during the field reconnaissance include American crow (*Corvus brachyrhynchos*), American robin (*Turdus migratorius*), Anna's hummingbird (*Calypte anna*), European starling (*Sturnus vulgaris*), killdeer (*Charadrius vociferous*), red-tailed hawk (*Buteo jamaicensis*), turkey vulture (*Cathartes aura*), and nutria (*Myocastor coypus*) (scat in a farm field located in the northwestern corner of the PSA). No other direct or indirect observations of mammals, reptiles or amphibians were made within this habitat community during the field reconnaissance.

This habitat community is not considered high quality habitat for sensitive wildlife or botanical species due to the amount of extensive ground disturbance associated with agricultural activities and frequent human presence. The sensitive species listed in Tables 3.1 and 3.2 with the potential to occur within the PSA would not be supported by this habitat-type.

#### 3.4.2 Agricultural Lands with Herbaceous Wetland Inclusions

The Agriculture Lands with Herbaceous Wetland Inclusions habitat community is not listed as a habitat type under the definitions of Johnson and O'Neil (2001). However, MB&G biologists determined that these areas have the potential to be managed as **Herbaceous Wetlands** (see description below) in the absence of agricultural activities. Hence, it is important to distinguish between the two; considering agricultural lands support different wildlife and botanical species than do herbaceous wetlands (see description below). In addition, agricultural areas, regardless of the inclusion of wetlands, are considered to be low quality habitat while herbaceous wetlands are thought to be the more valued habitat type. The agricultural areas with herbaceous wetland inclusions were identified by the LWI and field observations and encompass approximately 34.3% of the PSA (657 acres). MB&G biologists used a combination of mapped hydric soils, wetland hydrology and remnant hydric vegetation to approximate where these wetland inclusions exist. Although wetland conditions are present, agriculture remains the dominant land use of this modified habitat type. The limits of actual wetlands in this habitat type are subject to a detailed delineation and approval of the delineation by the DSL.

Under existing conditions with active agricultural practices, this habitat type does not support sensitive species within the PSA and is considered low quality habitat. However, if these areas are managed as herbaceous wetland, they have the potential to support such sensitive species as the Northern Pacific pond turtle, the painted turtle and Nelson's checkermallow.

#### 3.4.3 Westside Riparian-Wetlands

The Westside Riparian-Wetlands habitat community encompasses less than 11.0% of the PSA (211 acres) and can be characterized by tall, wet woodland or forest. For the purposes of this report, this habitat type is synonymous with Palustrine Forested Wetlands (PFO) identified on the NWI and is closely associated with Oak Creek and its tributaries. Westside riparian wetlands provide important protection, foraging and nesting habitat for wildlife species. The occurrence of this wildlife-habitat community is considered valuable due to its rarity within the PSA and its overall ecological value.

Dominant vegetation within this habitat community includes Oregon ash (*Fraxinus latifolia*), black cottonwood (*Populus trichocarpa*), creeping buttercup, elderberry species (*Sambucus* sp.), Himalayan blackberry, western redcedar (*Thuja plicata*), reed canarygrass (*Phalaris arundinacea*), sword fern (*Polystichum munitum*), yellow-flag iris (*Iris pseudacorus*), and youth-on-age (*Tolmiea menziesii*).

Wildlife species directly observed or that presented signs of use (e.g., scat and tracks) in this habitat community during the field reconnaissance include Canada goose (*Branta canadensis*), dark-eyed junco, northern red-legged frog (*Rana aurora aurora*), Pacific chorus frog (*Pseudacris regilla*), red-winged blackbird (*Agelaius phoeniceus*), and song sparrow. No direct or indirect observations of mammals or reptiles were made within this habitat community during the field reconnaissance.

The Oak Creek riparian corridor within the PSA may provide high quality habitat for sensitive species due to its connectivity and structure. Species such as the Northern Pacific Pond Turtle, the Painted Turtle, and Howell's montia, along with sensitive fish species have the potential to be present within this habitat type within the PSA.

#### 3.4.4 Urban and Mixed Environments, Low Density Zone

The Urban and Mixed Environments, Low Density Zone habitat community encompasses approximately 10.7% of the PSA (206 acres). It is located throughout the PSA; however, it is mainly concentrated adjacent to major roadways, including Highway 99E SW. This habitat community occurs at the "outer zone of the urban-rural continuum" (Johnson and O'Neil 2001). Within this community, there is typically 10% to 20% impervious surface and low-density, single-residence housing. This community also includes roads, fences, houses, and outbuildings. Within the PSA, most of the native vegetation has been removed and little to no vegetative cover is available for migrating, foraging or nesting wildlife species.

Dominant vegetation observed within this habitat community consists of residential ornamental grass and shrub species. Common plants observed throughout this habitat type include common dandelion, creeping buttercup (*Ranunculus repens*), meadow foxtail and tall fescue. No sensitive plant species were observed within this community.

Wildlife species directly observed or that presented signs of use (e.g., scat and tracks) in this habitat community during the field reconnaissance include American crow, American robin, black-capped chickadee (*Poecile atricapillus*), European starling, dark-eyed junco (*Junco*

*hyemalis*), song sparrow (*Melospiza melodia*), and western scrub jay (*Aphelocoma californica*). No direct or indirect observations of mammals, reptiles or amphibians were made within this wildlife-habitat community during the field reconnaissance.

Low density urban areas are not considered high quality habitat for sensitive wildlife species due to the amount of human disturbance. It is unlikely that sensitive species with the potential to occur within the PSA (as listed on Tables 3.1 and 3.2) would be present in this habitat type.

#### 3.4.5 Westside Oak Woodlands

The Westside Oak Woodlands habitat community encompasses approximately 3.9% of the PSA (75 acres) and is dominated by deciduous broadleaf trees or a mixture of deciduous and coniferous species with moderately drained soils and water availability. Due to surrounding development, these woodlands provide important habitat for wildlife species. This habitat type provides nesting sites for birds as well as food for insects. Oaks are thought to be one of the most important tree species for providing wildlife food, i.e. acorns.

Dominant vegetation within this wildlife-habitat community includes Oregon white oak (*Quercus garryana*), Pacific madrone (*Arbutus menziesii*), shore pine (*Pinus contorta* var. *contorta*), or California black oak (*Q. kelloggii*). In riparian oak stands, Oregon ash is occasionally co-dominant with white oak. The understory commonly includes oceanspray (*Holodiscus discolor*), baldhip rose (*Rosa gymnocarpa*), poison-oak (*Toxicodendron diversiloba*), serviceberry (*Amelanchier alnifolia*), beaked hazel (*Corylus cornuta*), trailing blackberry (*Rubus ursinus*), and Indian plum (*Oemleria cerasiformis*).

Wildlife species common in this habitat community include black-tailed deer (*Odocoileus hemionus*), wild turkey (*Meleagris gallopavo*), acorn woodpecker (*Melanerpes formicivorus*), Western gray squirrel (*Sciurus griseus*), common bushtit (*Psaltriparus minimus*), scrub jay (*Aphelocoma caerulescens*), white-breasted nuthatch (*Sitta carolinensis*) and mourning dove (*Zenaida macroura*). No direct or indirect observations of birds, mammals, reptiles or amphibians were made within this wildlife-habitat community during the field reconnaissance.

Although oak woodlands demonstrate valuable habitat due to their rarity within the PSA, segmentation of this habitat type has diminished its overall ecological value. These habitats have the potential to support sensitive plant species such as Nelson's checkermallow, Kincaid's lupine, and thin-leaved peavine within the PSA.

#### 3.4.6 Lakes, Rivers, Ponds, and Reservoirs

The Lakes, Rivers, Ponds, and Reservoirs habitat community encompasses approximately 2.5% of the PSA (47 acres) and includes stream channels and open water. This wildlife-habitat community is synonymous with the Palustrine Unconsolidated Bottom (PUB) Cowardin wetland class and includes Oak Creek and its tributaries, Freeway Lakes (Linn County Parks and Recreation), in addition to commercial, urban and agricultural ponds. Oak Creek extends across the northern portion of the PSA and provides important habitat for fish and wildlife species. Freeway Lakes is bisected by Interstate 5 and was created in 1957 as a source of fill material for roadway construction. It consists of three lakes of which the largest (21 acres) is included in the PSA. The remaining open water areas may be water quality limited, decreasing the ecological value for these wetlands.

Wildlife species directly observed or that presented signs of use (e.g., scat and tracks) in this habitat community during the field reconnaissance include mallard (*Anas platyrhynchos*), Canada goose, great blue heron (*Ardea herodias*), red-winged blackbird, wood duck (*Aix sponsa*), and various gull species. No direct or indirect observations of mammals, reptiles or amphibians were made within this wildlife-habitat community during the field reconnaissance.

The commercial retention ponds within the PSA are not considered to be high quality habitat. However, Oak Creek and Freeway Lakes are considered to be of higher ecological value and may support such species as the Northern Pacific Pond Turtle, the Painted Turtle, and Howell's montia, along with sensitive fish species.

#### 3.4.7 Herbaceous Wetlands

The Herbaceous Wetlands habitat community encompasses approximately 1.3% of the PSA (24 acres) and includes emergent herbaceous plants that can be found in poorly-drained flats or depressions, often adjacent to stream channels or open water. This wildlife-habitat community is synonymous with Palustrine Emergent (PEM) wetlands and includes road side ditches used for drainage. Herbaceous wetlands are the second least common wildlife-habitat community within the PSA. Roadside ditches within the PSA are disturbed and contain weedy species; however, the herbaceous wetland patches within the Oak Creek corridor are considered valuable due to their rarity within the PSA and overall ecological value. Many sensitive bird species use herbaceous wetlands for migratory resting places, breeding or feeding ground. This community also provides essential nesting and foraging habitat for amphibian and reptile species dependent on wetlands.

Dominant vegetation within this wildlife-habitat community includes colonial bentgrass, common rush (*Juncus effusus*), creeping buttercup, curly dock (*Rumex crispus*), meadow foxtail, reed canarygrass and water knotweed (*Polygonum amphibium*).

Wildlife species common in this habitat community (limited to the Oak Creek riparian corridor) include beaver (*Castor canadensis*), Canada goose, mallard, Pacific chorus frog, red-winged blackbird and wood duck (*Aix sponsa*). No direct or indirect observations of birds, mammals, reptiles or amphibians were made within this wildlife-habitat community during the field reconnaissance.

This habitat community is considered to be high quality habitat for sensitive species. Within the PSA, species such as the Northern Pacific Pond Turtle and Howell's montia have the potential to occur within this habitat type.

#### 3.4.8 Westside Grasslands

The Westside Grasslands habitat community encompasses approximately 0.3% of the PSA (5 acres) and is generally grassland with less than 30% shrub canopy cover. Westside Grasslands are the least common wildlife-habitat community within the PSA along with Herbaceous Wetlands (see below).

Dominant native vegetation within this wildlife-habitat community is red fescue (*Festuca rubra*) and California oatgrass (*Danthonia californica*), while the exotic grasses include colonial bentgrass (*Agrostis tenuis*), sweet vernalgrass (*Anthoxanthum odoratum*), Kentucky bluegrass (*Poa pratensis*), tall oatgrass (*Arrhenatherum elatius*), medusahead (*Taeniatherum caput-medusae*), tall fescue, and soft brome (*Bromus mollis*).

Wildlife species common to this habitat community include song sparrow, savannah sparrow (*Passerculus sandwichensis*), European starling, Brewer's blackbird (*Euphagus cyanocephalus*), black-tailed deer, American robin, and killdeer. No direct or indirect observations of mammals, reptiles or amphibians were made within this wildlife-habitat community during the field reconnaissance.

This wildlife-habitat community is not considered high quality habitat for sensitive wildlife or botanical species due to the amount fragmentation associated with agricultural activities and frequent human presence. However, these fragmented landscapes have the potential to support Kincaid's lupine, meadow checkermallow, and thin-leaved peavine within the PSA.

### 3.5 EXISTING WETLAND AND WATERS RESOURCES

A wetlands and waters resources review was undertaken to record any broad-scale changes to the original LWI. MB&G conducted a review of existing information on wetland and water resources and subsequent field reconnaissance within the PSA.

#### 3.5.1 Wetlands

The following is a description of each Cowardin (1979) wetland classification and includes the dominant vegetation present within each wetland type in the PSA. These descriptions do not provide a complete inventory of plant species within each wetland type but are presented to convey the general vegetation communities identified during the field reconnaissance. These wetland classifications are associated with several of the wildlife-habitat communities listed in Section 3.4.

**Palustrine Forested (PFO)** wetlands are characterized by wetlands or portions of wetlands that are dominated by woody species over 30 feet in height with over 50% canopy cover (Cowardin 1979). Dominant vegetation observed for PFO wetlands within the PSA include Oregon ash, white oak, Himalayan blackberry, red alder, reed canarygrass, sword fern, and western redcedar. PFO wetlands are commonly associated with the Westside Riparian-Wetland habitat type identified within the PSA, as described in Section 3.4.

**Palustrine Emergent (PEM)** wetlands are characterized by poorly-drained flats or depressions, marshes and shallow ponds that are dominated by grasses and other herbaceous plants (Cowardin 1979). Dominant vegetation observed for PEM wetlands within the PSA includes colonial bentgrass, common rush, creeping buttercup, curly dock, meadow foxtail, reed canarygrass, and water knotweed. PEM wetlands are commonly associated with the Herbaceous Wetland and Agricultural Lands with Herbaceous Wetland Inclusions habitat types identified within the PSA, as described in Section 3.4.

**Palustrine Unconsolidated Bottom (PUB)** wetlands have less than 30% vegetation cover with a mix of silt, clay, and organic matter substrate (Cowardin 1979). Submerged vegetation can include species of waterweed (*Elodea* spp.), water milfoil (*Myriophyllum* spp.), bladderworts (*Utricularia* spp.), pondweeds (*Potamogeton* spp.) and Mare's tail (*Hippuris vulgaris*). PUB wetlands are associated with the Lakes, Rivers, Ponds, and Reservoirs (Open Water) habitat type identified within the PSA, as described in Section 3.4.

The Cowardin wetland types, their Johnson and O'Neil wildlife habitat associations and acreages identified within the PSA are presented in Table 3.4.

**Table 3.4 Wetland Types and Acreages Identified within the PSA**

Wetland Type	Wildlife Habitat Associations	Acreage of Wetlands
Palustrine Forested (PFO)	Westside Riparian	240
Palustrine Emergent (PEM)	Herbaceous Wetlands	5
	Agriculture Lands with Wetland Inclusions	722
Palustrine Unconsolidated Bottom (PUB)	Open Water	39

A review of previous wetland delineation reports is listed in Table 3.5 below. A total of 29 wetland delineations referring to lands within the PSA have been concurred (approved) by the DSL since 1991.

**Table 3.5 Existing Wetland Delineations within the PSA (from Most Recent to Oldest Reports)**

Wetland Delineation Report #	Tax Lot	Wetland Delineation Report #	Tax Lot
WD2010-0207	11S03W21 (502)	WD2005-0727	11S03W29 (300)
WD2010-0129	11S03W20 (603)	WD2008-0538	11S03W30
		WD2003-0393	(500,700,1100,1200)
WD2009-0121	11S03W19A (501)	WD2005-0407	
WD2009-0253		WD1998-0223	11S03W30 (400)
WD2009-0061	11S03W19A (100)	WD1997-0258	11S03W20 (1500)
WD2008-0506	11S03W19	WD1997-0067	11S03W30 (311)
	(400,402,404,414)		
WD2007-0547	11S03W30 (304,500)	WD1995-0042	11S03W20 (N/A <sup>1</sup> )
WD2007-0290	11S03W19 (500)	WD1994-0290	11S03W20 (1300)
WD2007-0291			
WD2007-0287	11S03W29 (400)	WD1994-0288	11S03W20 (1 BLOCK 1)
WD2007-0258	11S03W19 (304)	WD1994-0126	11S03W20 (N/A <sup>1</sup> )
WD2007-0142	11S03W19 (N/A <sup>1</sup> )	WD1994-0107	11S03W20 (N/A <sup>1</sup> )
WD2006-0604	11S03W19A (500)	WD1993-0195	11S03W19 (N/A <sup>1</sup> )
WD2007-0693			
WD2006-0575	11S03W19A (2200)	WD1991-0006	11S03W19 (N/A <sup>1</sup> )

<sup>1</sup>Tax lot information not available

### 3.5.2 Waters

Waters that are most likely jurisdictional to wetland fill regulations administered by the U. S. Army Corps of Engineers (ACOE) or DSL include Oak Creek, its unnamed tributary, commercial and residential ponds, and the portion of Freeway Lakes within the PSA. Additional coordination with DSL and ACOE will likely be necessary to determine the jurisdictional status of the roadside ditches identified within the PSA. This determination will be based upon their flow, use, and storm water function. The majority of these ditches occur along existing roadways. Common vegetation associated with these ditches includes colonial bentgrass, common rush, creeping buttercup, curly dock, meadow foxtail, reed canarygrass, and water knotweed.



MB&G biologists mapped roadside ditches during the field reconnaissance; however, the mapping was not exhaustive due to the scale of the analysis. Depending on the proposed locations of proposed development alternatives associated with the South Area Albany Plan, additional inventories of roadside ditches may need to be conducted within the limits of proposed disturbance of selected alternatives to assess the jurisdiction of the roadside ditches.

#### 4.0 SUMMARY AND CONCLUSIONS

##### 4.1 SUMMARY AND CONCLUSIONS

The purpose of the proposed South Albany Area Plan is to address increasing population growth in South Albany and to serve the growing demand for regional travel and development. While addressing this impending growth, the project also serves to conserve essential biological and wetland resources and minimize potential impacts to natural areas. This Assessment of Environmental Conditions Report documents the biological and wetland resources within the PSA of the project. Using the results of office research of existing natural resource documentation, map templates provided by Otak, Inc., the LWI (Pacific Source 1999) information and MB&G field observations, base mapping was prepared to approximate the location of vegetation and wildlife habitat types and land use boundaries. These boundaries were determined based on vegetation structure, potential for supporting plants and wildlife, and human-related disturbance within the community.

Based upon field observations and background research, the PSA contains eight habitat communities, based on Johnson and O'Neil (2001) habitat conditions. These habitats are listed below in order of dominance within the PSA.

1. Agriculture, Pastures, and Mixed Environs (36.0%)
2. Agricultural Lands with herbaceous wetland inclusions (34.3%)
3. Westside Riparian Wetlands (11.0%)
4. Urban and Mixed Environments (10.7%)
5. Westside Oak Woodlands (3.9%)
6. Lakes, Rivers, Ponds, and Reservoirs (2.5%)
7. Herbaceous Wetlands (1.3%)
8. Westside Grasslands (0.3%)

The Agriculture, Pastures and Mixed Environments habitat community is the dominant habitat type within the PSA and includes a broad range of agricultural uses including mowed, hayed and grazed fields, and associated structures including fences, roadsides, field borders, barns, outbuildings, and silos. This habitat type is not considered high quality habitat for sensitive wildlife or botanical species due to the amount of extensive ground disturbance associated with agricultural activities and frequent human presence. Agricultural lands with herbaceous wetland inclusions are the second most common habitat type in the PSA and do not support sensitive species within the PSA. They are also considered to be low quality habitat due to on-going agricultural activities and frequent human disturbances common to this habitat. However, if these areas are managed as herbaceous wetland (abandoned from agriculture), they have the potential to support such sensitive species as the Northern Pacific pond turtle, the painted turtle and Nelson's checkermallow.

The Westside Riparian Wetlands habitat community is associated with the Oak Creek riparian corridor that extends across the northern portion of the PSA. This habitat community may provide high quality habitat for sensitive species due to its connectivity and structure. Species such as the Northern Pacific pond turtle, the painted turtle, and Howell's montia; along with sensitive fish species have the potential to be present within this habitat type within the PSA.

The Urban and Mixed Environments, Low Density Zone habitat community occurs at the "outer zone of the urban-rural continuum," (Johnson and O'Neil 2001). Within this community, there is typically 10% to 20% impervious surface and low-density, single-residence housing. This community also includes roads, fences, houses, and outbuildings. Low density urban areas are not considered high quality habitat for sensitive wildlife species due to fragmented vegetation communities and the amount of human disturbance. It is unlikely that sensitive species with the potential to occur within the PSA would be present in this habitat type.

The Westside Oak Woodlands habitat community is located in small discontinuous pockets within the PSA and is dominated by deciduous broadleaf trees or a mixture of deciduous and coniferous species with moderately drained soils and water availability. Although oak woodlands demonstrate valuable habitat due to their rarity within the PSA, segmentation of this habitat type has diminished its overall ecological value. These habitats have the potential to support sensitive plant species such as Nelson's checkermallow, Kincaid's lupine, and thin-leaved peavine within the PSA.

The Lakes, Rivers, Ponds, and Reservoirs habitat community within the PSA include stream channels and areas of open water. The commercial retention ponds within the PSA are not considered to be high quality habitat. However, Oak Creek and Freeway Lakes are considered to be of higher ecological value and may support such species as the Northern Pacific pond turtle, the painted turtle, and Howell's montia, along with sensitive fish species.

The Herbaceous Wetlands habitat community encompasses approximately 1.3% of the PSA and includes emergent herbaceous plants that can be found in poorly-drained flats or depressions, often adjacent to stream channels or open water. This habitat community is considered to be of high quality habitat for sensitive species. Within the PSA, species such as the Northern Pacific pond turtle and Howell's montia have the potential to occur within this habitat type.

The Westside Grasslands habitat community occupies only a very small portion of the PSA (0.3%) and is generally grassland with less than 30% shrub canopy cover. This wildlife-habitat community is considered to be of moderate quality habitat for sensitive wildlife or botanical species due to the amount fragmentation associated with agricultural activities and frequent human presence. However, these fragmented landscapes have the potential to support Kincaid's lupine, meadow checkermallow, and thin-leaved peavine within the PSA.

In general, the City of Albany's Goal 5 significance designations for riparian and wetland areas corresponded to two habitat types developed in accordance to the Johnson and O'Neil (2001) wildlife habitat types: the Westside Riparian-Wetland (PFO) type and the Herbaceous Wetlands (PEM) type. Based upon office review of existing natural resources information and field observations, minor wetland additions were made to the original LWI (Pacific Source 1999) but these additions were in areas with low significance value such as agriculture or urban lands. In some developed areas, wetlands were removed from the LWI because the hydrology could no longer be supported.

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**Appendix A**

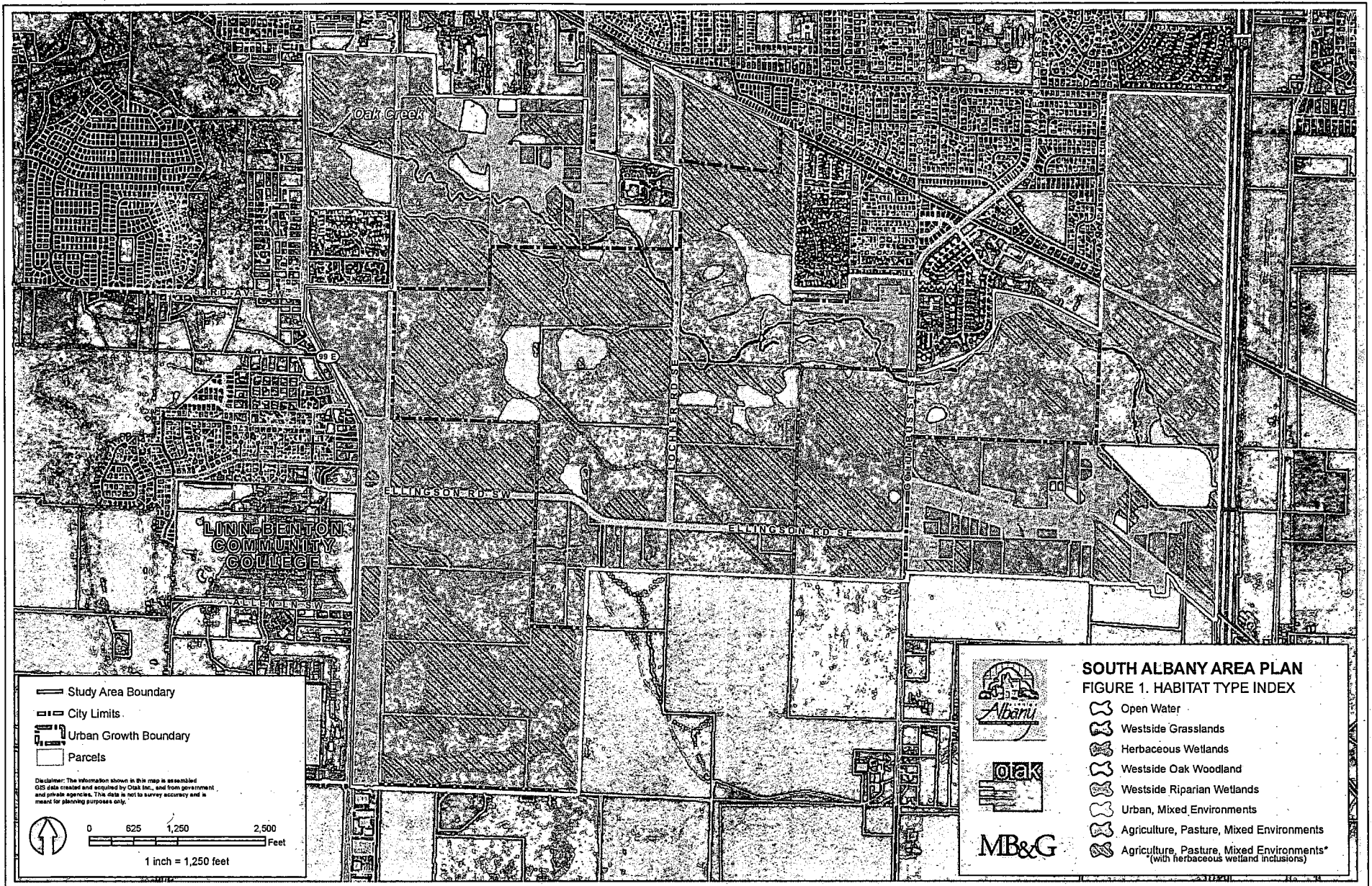
**Figures – Habitat Type Mapping**




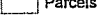
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Assessment of Environmental Conditions


South Albany Area Plan

Linn County, Oregon






 Study Area Boundary  
 City Limits  
 Urban Growth Boundary  
 Parcels









Disclaimer: The information shown in this map is assembled GIS data created and acquired by Clark Inc., and from government and private agencies. This data is not to survey accuracy and is meant for planning purposes only.



0      625      1,250      2,500  
 Feet  
 1 inch = 1,250 feet

**SOUTH ALBANY AREA PLAN**  
**FIGURE 1. HABITAT TYPE INDEX**

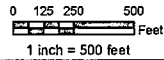
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-  Westside Grasslands
-  Herbaceous Wetlands
-  Westside Oak Woodland
-  Westside Riparian Wetlands
-  Urban, Mixed Environments
-  Agriculture, Pasture, Mixed Environments
-  Agriculture, Pasture, Mixed Environments\*  
(with herbaceous wetland inclusions)













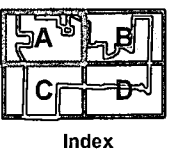
**SOUTH ALBANY AREA PLAN  
FIGURE 2A. HABITAT TYPE INDEX**













Disclaimer: The information shown in this map is assembled GIS data created and accepted by OIA, Inc., and their government and private agencies. The data is not to be used for planning purposes only.



-  Parcels
-  Project Study Area
-  Open Water
-  Westside Grasslands
-  Herbaceous Wetlands
-  Westside Oak Woodland
-  Westside Riparian Wetlands
-  Urban, Mixed Environments
-  Agriculture, Pasture, Mixed Environments
-  Agriculture, Pasture, Mixed Environments\*  
\*(with herbaceous wetland inclusions)

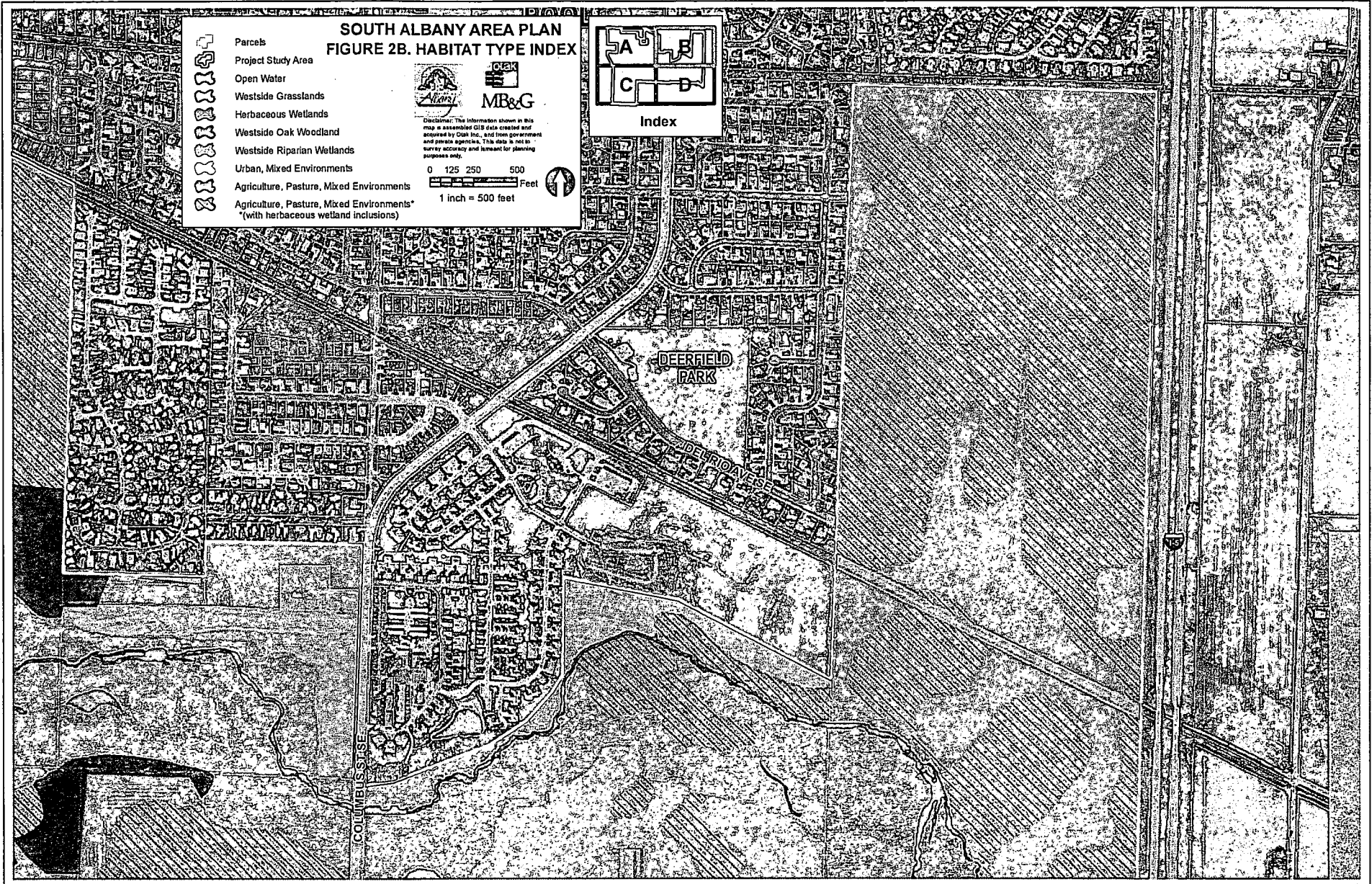
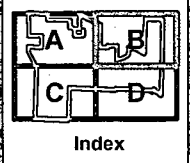
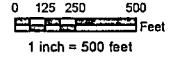


**SOUTH ALBANY AREA PLAN  
FIGURE 2B. HABITAT TYPE INDEX**

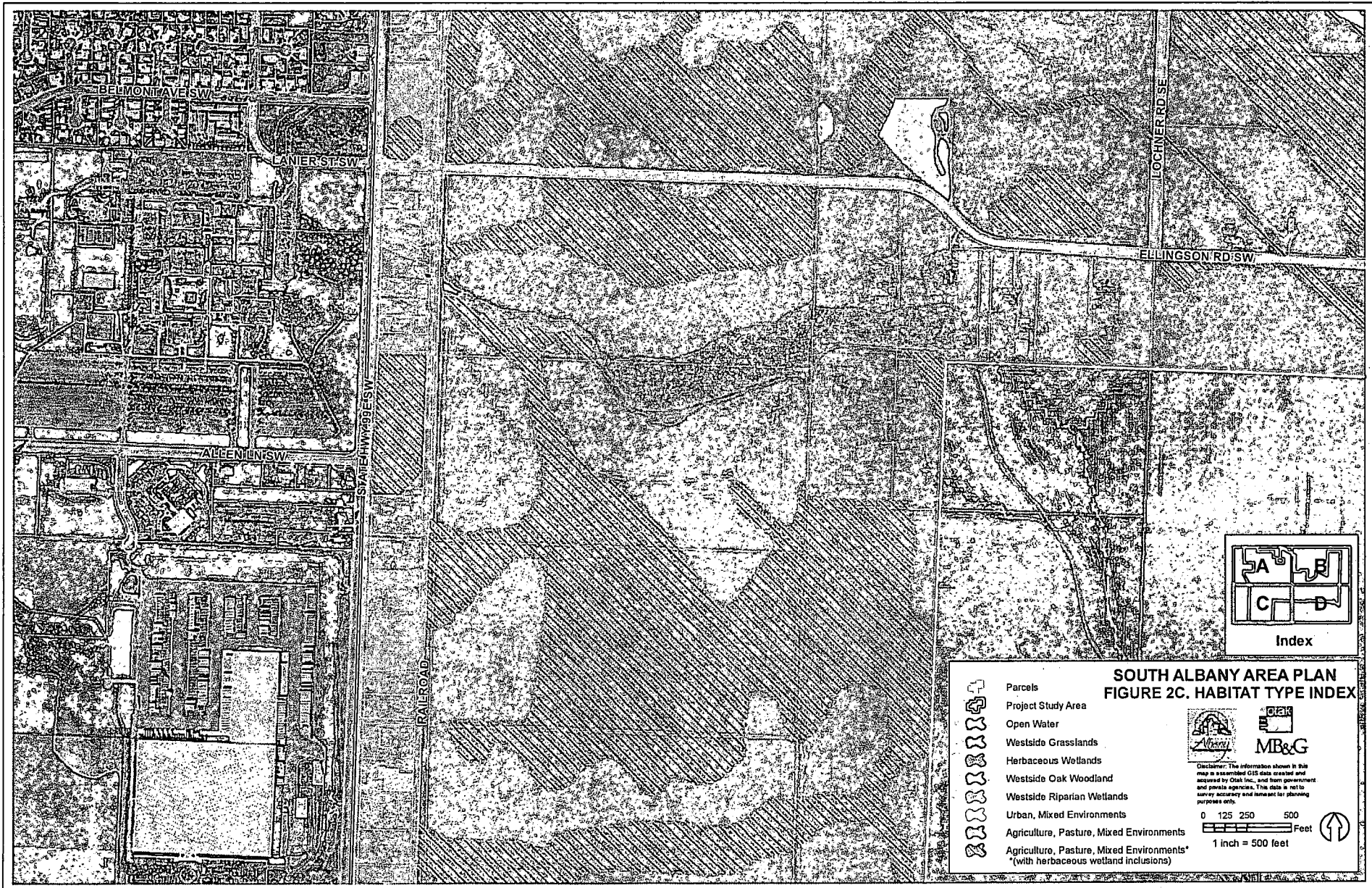
-  Parcels
-  Project Study Area
-  Open Water
-  Westside Grasslands
-  Herbaceous Wetlands
-  Westside Oak Woodland
-  Westside Riparian Wetlands
-  Urban, Mixed Environments
-  Agriculture, Pasture, Mixed Environments
-  Agriculture, Pasture, Mixed Environments\*  
(with herbaceous wetland inclusions)













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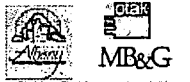




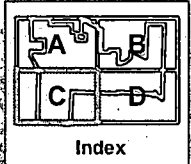
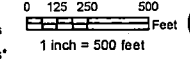


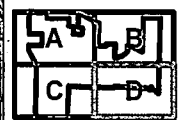
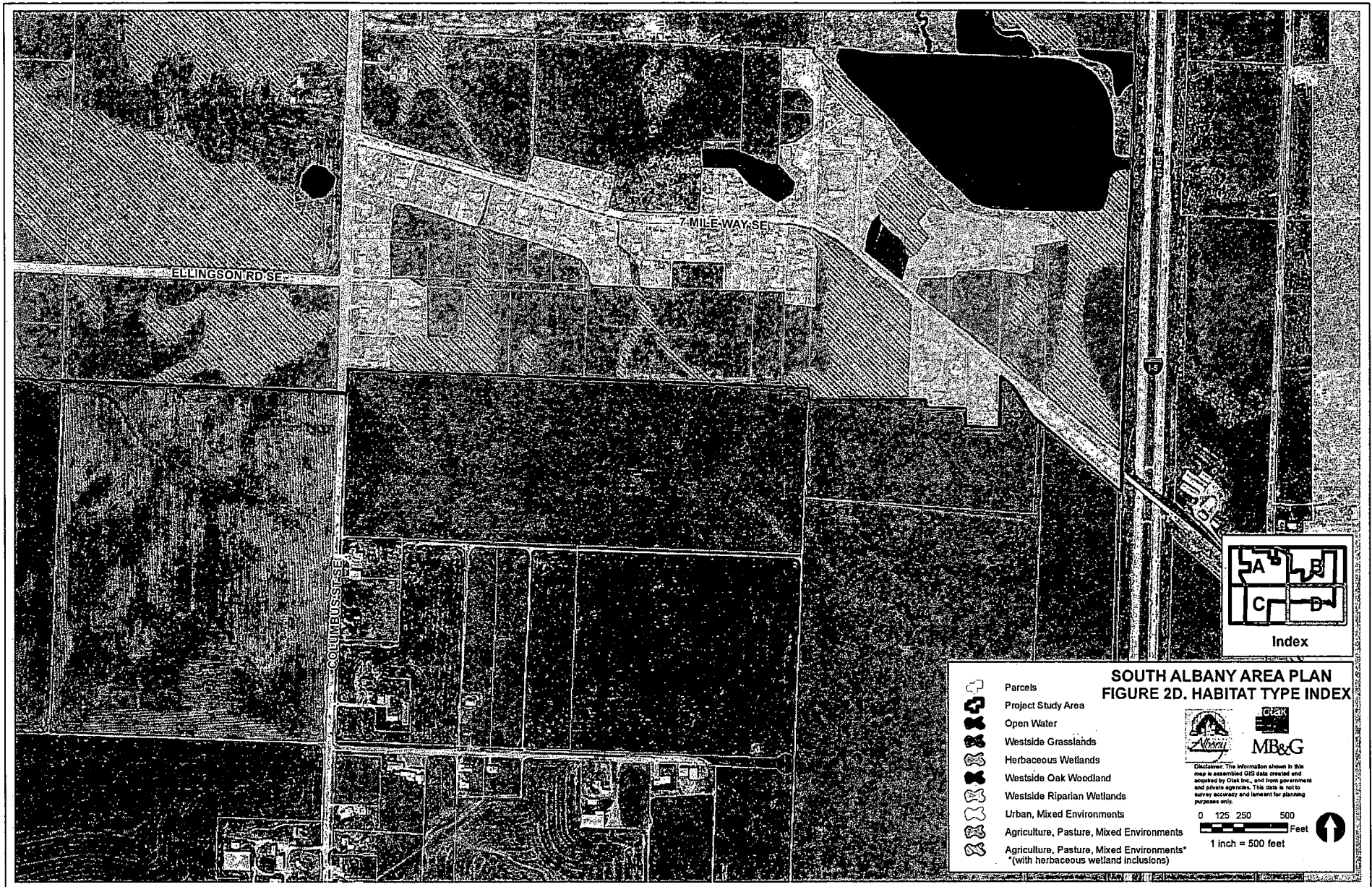
**SOUTH ALBANY AREA PLAN  
FIGURE 2C. HABITAT TYPE INDEX**

-  Parcels
-  Project Study Area
-  Open Water
-  Westside Grasslands
-  Herbaceous Wetlands
-  Westside Oak Woodland
-  Westside Riparian Wetlands
-  Urban, Mixed Environments
-  Agriculture, Pasture, Mixed Environments
-  Agriculture, Pasture, Mixed Environments\*  
\*(with herbaceous wetland inclusions)



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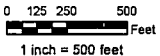
Index

**SOUTH ALBANY AREA PLAN  
FIGURE 2D. HABITAT TYPE INDEX**

- Parcels
- Project Study Area
- Open Water
- Westside Grasslands
- Herbaceous Wetlands
- Westside Oak Woodland
- Westside Riparian Wetlands
- Urban, Mixed Environments
- Agriculture, Pasture, Mixed Environments
- Agriculture, Pasture, Mixed Environments\*  
(with herbaceous wetland inclusions)



Disclaimer: The information shown in this map is assembled GIS data created and acquired by Clark Inc., and from government and private agencies. This data is not to survey accuracy and is meant for planning purposes only.



**Appendix B**  
**Representative Ground Level Photographs**

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Assessment of Environmental Conditions

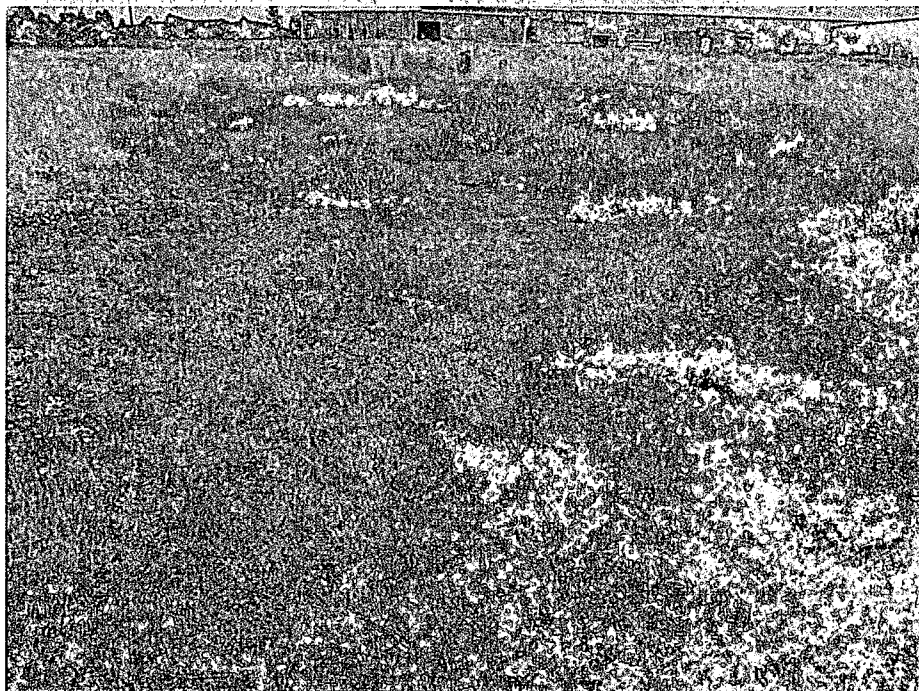
South Albany Area Plan

Linn County, Oregon

1



2



**MB&G**

Mason, Bruce &  
Girard, Inc.  
August 3, 2011  
August 5, 2011

1. View to the east from Columbia Street SE of Oak Creek displaying the Westside Riparian-Wetland habitat community. Oregon ash dominates this habitat type.
2. View to the north of the Herbaceous Wetland habitat type located in the north central portion of the PSA. Signature patterns from aerial photos correspond to hydric vegetation shown here at this location.



3



4



<b>MB&amp;G</b>	3. View to the northwest showing an isolated stand of Westside Oak Woodland habitat with an Herbaceous Wetland roadside ditch in the foreground. The oak stand is a good example of the distinct segmentation of oak habitat within the PSA.
Mason, Bruce & Girard, Inc. August 3, 2011	4. View to the northwest of the Agriculture, Pasture, and Mixed Environments habitat community. An area of agricultural land exhibiting wetland inclusions is evident in the photo background, closer to the Oak Creek riparian corridor.

5



6



**MB&G**

Mason, Bruce &  
Girard, Inc.

August 3, 2011

5. View of the Agriculture, Pasture, and Mixed Environments habitat community with a Westside Oak Woodland community in the photo background. Agricultural lands are not considered to provide high quality habitat for sensitive species.
6. View to the south of the Westside Riparian-Wetland habitat type in photo background. Oregon ash dominates the area to the left, while white oak dominates the on the right. This habitat type is considered to be of high quality and may support sensitive species within the PSA.

7



8



<p><b>MB&amp;G</b></p>	<p>7. View to the south of Freeway Lakes (within the PSA) which is indicative of the Lakes, Rivers, Ponds, and Reservoirs wildlife-habitat community. This habitat type may provide suitable habitat for sensitive turtle species within the PSA.</p>
<p>Mason, Bruce &amp; Girard, Inc. August 3, 2011 August 4, 2011</p>	<p>8. View from within the Oak Creek riparian corridor indicative of the Westside Riparian-Wetland habitat community. Tree species include a mix of Oregon ash and white oak tree species and ground cover is dominated by snowberry, salmonberry and mixed grasses.</p>

## **D R A F T**

### **South Albany Area Plan Previous Archaeological Research**

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Heritage Research Associates, Inc.

The archaeological site records maintained by the State Historic Preservation Office (SHPO) in Salem, Oregon were reviewed to locate previously reported archaeological sites in or near the project area, as well as previous cultural resources surveys and other archaeological investigations that have been conducted in the area. The review of the SHPO site and project files indicate that 15 cultural resources investigations have been conducted within the proposed planning area boundaries.

Approximately 675 acres have already been surveyed within the western portion of the 1400-acre project area. These investigations have resulted in the identification of five prehistoric archaeological sites and 14 isolated finds within the proposed planning area.

#### **Reported Sites and Isolated Finds**

Archaeological site 35LIN706 is a diffuse scatter of lithic debris situated on a sloping terrace on the north side of the intermittent stream that drains into Oak Creek. Fifty-one pieces of flaking debris, a chert endscraper, and a chert core were observed on the ground surface within a 110 x 50 m area on this terrace. A maximum density of three artifacts per square meter was observed on the surface of the site. The flaking debris includes 27 obsidian, 20 chert, and four basalt flakes. One of the obsidian flakes is a small interior bifacial thinning flake and the rest are small flake fragments. Seven of the obsidian flakes exhibit cortex. The basalt flakes are all interior flake fragments. The chert flaking debris is represented by five flake fragments, 10 pieces of angular debris, three early stage core reduction flakes, and two late stage core reduction flakes. The three core reduction flakes exhibit secondary cortex (Musil 2007a).

Test excavations conducted in 2007 at 35LIN706 entailed the excavation of eighteen 50 x 50 cm test probes within the boundaries of the surface artifact scatter at the site. Two broad-necked projectile points, a used flake, a small chert core, a unifacially flaked cobble, and 127 pieces of debitage were collected from the site during the testing (Musil 2007b).

Site 35LIN709 is a large diffuse scatter of lithic debris located on the slope and edge of the higher terrace above the Oak Creek floodplain just east of an intermittent drainage. Twenty-seven pieces of flaking debris, two flaked basalt cobbles, and a piece of groundstone were observed within a 125 x 80 m area between the drainage and the west edge of the property. A maximum density of two flakes per square meter was noted at this site. The flaked cobbles are both split cobbles that exhibit flake scars on the edges of the fracture face. The groundstone implement is a large rounded basalt cobble that exhibits a flattened grinding surface on one face



and a small pecked depression on the opposite face. The chert debitage observed at this site is represented by eight flake fragments, two pieces of angular debris, and eight late stage core reduction flakes. Five of the chert flakes exhibit secondary cortex. The basalt flakes include two flake fragments, two late stage core reduction flakes, and an early stage core reduction flake. The early stage core reduction flake is the only basalt flake that displays cortex. A single split obsidian pebble was also observed (Musil 2007c).

Site 35LIN710 is located about 200 m east of site 35LIN709 on the edge and slope of the same higher terrace above Oak Creek. The site consists of a large diffuse scatter of lithic debris on top of and on the slope of the terrace. The scatter covers roughly a 100 x 60 m area. The site is situated about 50 m west of an intermittent drainage. A maximum density of two flakes per square meter was observed on top of the slope. A total of 33 pieces of flaking debris, a basalt biface fragment, a chert core, a cobble chopper, a chert flake uniface, and a battered basalt cobble were observed on the ground surface at this site. The basalt biface is a mid-stage biface that is missing the tip and base. The chert debitage includes 10 flake fragments, 12 pieces of angular debris, and eight late stage core reduction flakes. Four of the chert flakes exhibited secondary cortex. The three basalt flakes include an interior flake fragment and two early stage core reduction flakes that display secondary cortex (Musil 2007c).

Site 35LIN711 is a large oval-shaped earthen mound located on the lower floodplain of Oak Creek just south of an abandoned drainage that once connected to Oak Creek. The mound is aligned northwest to southeast, is 115 m x 95 m in size, and roughly 1.5 m (5 feet) high. The mound is covered by a diffuse scatter of flaking debris and broken rock. Some of the rocks appear to be fire-cracked. A total of 22 pieces of flaking debris, over 100 pieces of rock, and a small basalt biface fragment were observed on the slopes and top of the mound. In contrast to the plentiful rock observed on the mound, very little rock was observed in the grass field that surrounds the mound. A number of cigarette butts were also noted lying on the ground across the mound, and nine flakes were found lying in a small pile on top of the mound. Both of these observations suggest that artifact collectors had recently examined the mound for artifacts immediately after the field was cultivated, and most likely removed any stone tools from the surface of the mound (Musil 2007c).

Site 35LIN759 is located on the edge of a terrace just north of Oak Creek. The site was discovered during discovery probing prior to the installation of a sewer line. A total of 12 flakes were recovered from five separate shovel probes (Lebow 2001a).

The 14 isolated finds represent 11 locations where individual flakes were observed on the ground surface (Lebow 2011b; Musil 2007a, 2007c; Winterhoff and Dahlstrom 2004). The three remaining isolated finds represent localities where multiple artifacts were noted, but were not found in large enough numbers to meet the SHPO's criteria for designation as an archaeological site (2007c).

### **Project Reports**

A total of 15 cultural resources reports are on file at SHPO that report the results of archaeological investigations that have been conducted within the proposed planning area. One

of the surveys was conducted along Highway 99 (Pettigrew 1982) and four projects have been undertaken along Interstate 5 (Buchanan and Chapman 2008a, 2008b; Winterhoff and Dahlstrom 2004; Winterhoff and Montana 2005). Five additional projects have reported on surveys conducted along transmission line (Thomas 1992), sewer line (Musil 2007d), water line (Solimano and Ellis 2009), fiber optic line (Fagan et al. 1998a, 1998b), and street (Musil 2007e) corridors. The remaining five projects have reported on investigations related to proposed commercial and housing developments south of Oak Creek (Lebow 2011; Musil 2007a, 2007b, 2007c; Rosenson 1982).

### Summary

Overall, more than one-third of the proposed planning area has been previously surveyed for cultural resources. The location of archaeological sites in those areas that have already surveyed reveals a strong correlation between past human occupation and the floodplain and terraces along Oak Creek and its tributaries. Aside from a few single isolated flakes, all of the other sites and isolated finds have been found on these floodplain and terraces. This pattern of site distribution is also repeated east of Highway 99 where a number of sites have been recorded on the terraces and floodplain along Oak Creek and the Calapooia River (Lebow et al. 1996; Thomas 1992). The available archaeological data suggest that the site distribution pattern observed within the areas surveyed will most likely extend into the areas of the proposed project that have not been surveyed. However, dense vegetation and the lack of erosion in some areas means sites may be difficult to locate during a surface survey, and in order to find these sites it may be necessary to use subsurface discovery techniques.

Archaeological sites already recorded within the project area appear to be clustered at the 230-foot contour level and below. This elevation in the western portion of the project follows the terrace edge along Oak Creek, which is at approximately the 225-foot contour, with sites clustered upslope within 25-50 meters of that edge. Projections of likely site locations in the eastern portion of the project are more speculative where no intensive surveys have been conducted and where elevations are rising. It remains likely, however, that sites will most likely be found within 50 meters of creeks and wetlands.

An additional consideration is the discovery of a mound site (35LIN711) on the floodplain of Oak Creek indicates that the presence of prehistoric mound sites extends up the Oak Creek drainage. The presence of mound sites in the Willamette Valley has been reported by various interested parties since the arrival of Euro-Americans to the valley in the mid-nineteenth century. It has been estimated that over 450 mounds were situated along the Willamette River and its tributaries between Eugene and Albany (Roulette 1993). The location of mound sites along the Calapooia River, Oak Creek, and Muddy Creek was first documented in 1928 on a "Chart of Calapooia Prehistoric Mounds" compiled by W.P. Anthony. This map of 125 mound locations was based on information from a "survey" conducted by A. Blevins, Porter Slate, and Stewart Brock (Collins 1951:58, Plate I). Much speculation on the origins of these mounds, some of it quite fanciful, has been presented over the years. However, many of these speculations were based on the discoveries of relic collectors and it wasn't until the 1920s that the first professional investigations were conducted on mounds in the Albany-Tangent area (Strong et al. 1930).

Based on their limited excavations, Strong, Shenk, and Steward concluded that the mounds were possibly artificial in construction and consisted of refuse material, along with artifacts and burials, placed on natural rises.

In the 1940s the Fuller and Fanning mounds were excavated along the Yamhill River by a private artifact collector and reported by William Laughlin. A large assemblage of artifacts and around 60 human burials were removed from the excavation at those sites (Laughlin 1943). Laughlin also conducted excavations at other mounds in the Harrisburg, Halsey, and Shedd areas in the 1940s (Laughlin 1941), and under the direction of Luther Cressman, researchers from the University of Oregon excavated two mound sites along the Long Tom River in the 1930s and 40s (Collins 1951; White 1975). In the 1960s through the 1980s, archaeologists from the University of Oregon again conducted excavations at mound sites in the Long Tom River drainage (Cheatham 1988; Cordell 1975; Miller 1970), and more recently excavations were conducted at a mound site along the Calapooia River in the early 1990s (Roulette 1993).

In Roulette's (1993) discussion of mound sites in the Willamette Valley, he suggests that mounds were focal seasonal resource production localities from which foodstuffs were processed for storage. Roulette (1993:18) proposes that the accumulation of this "form of secondary refuse aggregates" began around 2000 years ago and that the continued reoccupation of these focal points on the landscape resulted in the recognizable appearance of mounded midden deposits that are commonly referred to as the Calapooia mounds.

Based on the archaeological evidence available for the planning area, there is a high likelihood for archaeological sites to be present within those areas of the project area that have not been surveyed for cultural resources. This is especially true for the floodplain and adjacent terraces along Oak Creek. Given the high probability of cultural resources in the project area, a comprehensive management plan should be implemented for locating and managing cultural resources prior to development.

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January 20, 2012

**TO: GREG BRYNE AND HEATHER HANSEN**  
**CC: JOE DILLS (OTAK) AND DAVID HELTON (ODOT)**  
**FROM: BETH GOODMAN AND BOB PARKER**  
**SUBJECT: SOUTH ALBANY AREA PLAN -PROJECT MEMORANDUM #3:  
MARKET ANALYSIS**

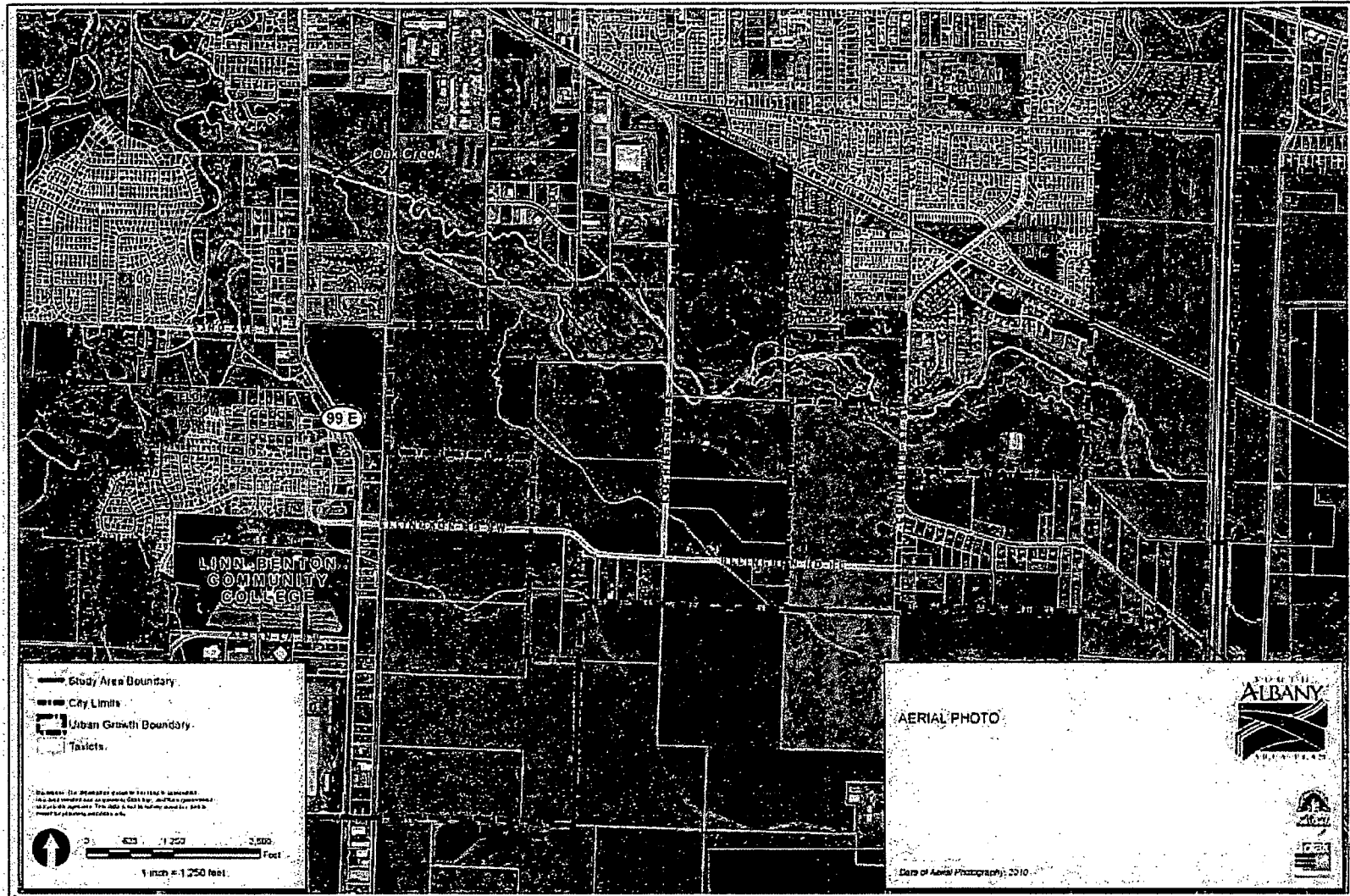
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## **1 BACKGROUND**

The memorandum is part of the South Albany Area Plan (SAAP), a project funded by a Transportation and Growth Management (TGM) grant from the state of Oregon. The purpose of the project is to develop a concept plan to guide growth in South Albany by building on previous planning projects and incorporating a range of ideas into the planning process.

This memorandum presents the draft deliverable for Task 2.2 of the work program—a market analysis for the South Albany area. The purpose of the market analysis is to identify a range of potential development opportunities on the site that may be supported by market conditions in South Albany and the mid-Willamette Valley. The range of potential uses considered in this analysis include: residential, mixed-use, retail and non-retail commercial, industrial, and open space. Map 1 shows the SAAP.

Map 1. South Albany Study Area



Source: OTAK, Albany GIS



## 1.1 METHODS

Development in the South Albany area will be driven by a combination of local demand for housing, retail, and services and regional demand for industrial land. This memorandum provides an assessment of the opportunities for development in the South Albany area. The conclusions are based on a combination of interviews with stakeholders,<sup>1</sup> input from participants at a public workshop about the SAAP,<sup>2</sup> the vision for the South Albany Area,<sup>3</sup> previous planning projects in Albany,<sup>4</sup> forecasts for growth in Albany, a qualitative assessment of market conditions and development patterns in Albany, and ECONorthwest's accumulated knowledge from other market analyses it has conducted and project work in Albany. The main sources of information used in this analysis are:

- South Albany Area Plan, Draft Concept Diagram, 2007
- Albany Transportation System Plan, 2010
- Albany Economic Opportunities Analysis Update, 2007
- Albany Housing Needs Analysis, 2006

This market study evaluates *long-term* demand (20-years) for land in the South Albany Area. Thus, many of the nuances that would be evaluated in an analysis for a specific development product are not appropriate or necessary. Long-term demand for land is typically analyzed as a function of population and employment growth in the study area. The studies listed above include population and employment growth forecasts, as well as allocations of those forecasts to subareas in Albany (including the study area). This market analysis uses those studies as a foundation and then explores factors that may affect demand for land over the 20-year planning horizon. The study also evaluates potential build-out of the South Albany Area, based on the estimate of buildable land in the study area and estimates of development density. Build-out of the study area is estimated to occur beyond the 20-year planning horizon.

Consistent with the project work program, this memorandum identifies a range for the type, level, density, and mix of development that can be supported in the project planning area over the 20-year planning period. It considers likely market conditions and evaluates development in the absence of additional City policies or incentives to encourage desired development. In short, the market analysis is intended to inform the

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<sup>1</sup> Summarized in the OTAK memorandum "South Albany - Summary of Stakeholder Interviews," August 9, 2011.

<sup>2</sup> Summarized in the OTAK memorandum "South Albany Area Plan - Public Workshop #1 Summary," January 2012.

<sup>3</sup> Summarized in the OTAK memorandum "South Albany Area Plan - Vision and Plan Objectives," January 16, 2012.

<sup>4</sup> Summarized in the OTAK memorandum "South Albany Area Plan- Project Memorandum #1: Vision Elements and Evaluation Criteria," August 26, 2011.

evaluation of policy changes that the City might consider to support the desired development patterns.

## 1.2 ORGANIZATION OF THIS MEMORANDUM

This memorandum is organized as follows:

- **Market Profile.** This section describes potential demand for land for employment uses and residential uses, based on existing forecasts for regional and local growth. It also includes a summary of buildable lands in Albany and the South Albany Area.
- **Area Characteristics: Opportunities and Constraints.** This section describes the existing conditions in the South Albany Area (e.g., transportation access, surrounding uses and environmental constraints). It identifies potential development districts within the study area and describes potential opportunities and constraints.
- **Development Opportunities.** This section describes the development opportunities in the South Albany Area supported by the market, based on the market profile, the area characteristics, and interviews with knowledgeable stakeholders.

## 2 MARKET PROFILE

Demand for new development, and for land in Albany and in the South Albany Area must be evaluated in the context of local and regional expectations about growth, and of Albany's current and possible future place in the land market of the mid-Willamette Valley. This section summarizes previous adopted forecasts of population and employment growth, and an assessment of demand for residential and commercial land in Albany.

### 2.1 ALBANY RESIDENTIAL AND COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Forecasts for growth are foundational assumptions needed to project future land demand. The scope of work requires that this memorandum identify a range for the type, level, density, and mix of development that can be supported in South Albany over the planning period. This section describes potential future development in South Albany based on existing forecasts, policies, and other planning work that affects development in the study area. Where appropriate, we have commented on potential variations for future development in South Albany.

As part of the City's Transportation System Plan (TSP) update in 2007, the City developed forecasts of population and employment growth for the City of Albany and

allocated that growth to sub-areas within the City, including the South Albany area.<sup>5</sup> The TSP presented four alternatives for growth in Albany. For this analysis, we use Alternative 4, the most likely land use alternative. The City is using the forecasts from this alternative in other planning efforts and directed us to use this forecast as part of the SAAP project and is consistent with the Balanced Development Patterns document.

Table 1 presents the forecasts for population and employment growth in the South Albany Area<sup>6</sup> and the City.<sup>7</sup> Table 1 shows growth of nearly 6,300 households in Albany over the 24-year period between 2006 and 2030, an increase of about one-third. Nearly one-quarter of these households (about 1,460 households) are projected to locate in the South Albany Area. Table 1 shows growth of more than 7,700 employees in Albany, an increase of about one-third. About 21% of these employees (1,600 employees) are projected to locate in the South Albany Area.

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<sup>5</sup> This analysis used the forecasts from the City's TSP, rather than Linn County's adopted coordinated population forecast, which forecasts population for Albany through 2020, which is ten years short of the planning period used in this study.

<sup>6</sup> The forecast for the South Albany Area in Table 1 is based on a forecast of households and employment at for the Traffic Analysis Zones (TAZs) that approximate the South Albany Area. The South Albany Area includes the following TAZ: 324, 325, 326, 327, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 347, 348, 512, and 514.

<sup>7</sup> Table 1 shows households and population in Albany for: (1) the area within the Albany city limits and (1) the area between the city limits and the UGB (also called the "urbanizing" area. The number of households and populations in these two areas are added together in Table 1 to show households and population in the total UGB.

The employment forecast from the TSP only forecast employment growth within Albany's city limits. As a result, Table 1 does not show an employment forecast for the UGB Total. It was reasonable for the TSP to forecast employment growth for the city limits, assuming that most growth in the area between the city limits and UGB will be used to accommodate residential growth.

**Table 1. Population and employment forecast, South Albany and City of Albany, 2006 to 2030**

	South Albany Area	Within Albany City Limits	Outside City Limits; Inside UGB	UGB Total
<b>Households</b>				
2006	115	18,536	340	18,876
2030	1,576	24,900	250	25,150
Change 2006-2030				
Number	1,461	6,364	(90)	6,274
Percent	1270%	34%	-26%	33%
AAGR	11.5%	1.2%	-1.3%	1.2%
<b>Population</b>				
2006	338	46,610	1,020	47,630
2030	3,741	61,700	625	62,325
Change 2006-2030				
Number	3,403	15,090	(395)	14,695
Percent	1007%	32%	-39%	31%
AAGR	10.5%	1.2%	-2.0%	1.1%
<b>Employment</b>				
2006	431	22,903		
2030	2,058	30,643		
Change 2006-2030				
Number	1,627	7,740		
Percent	377%	34%		
AAGR	6.7%	1.2%		

Source: City of Albany, Transportation System Plan

Note: The South Albany Area includes the following TAZ: 324, 325, 326, 327, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 347, 348, 512, and 514.

Table 2 shows the population and employment forecast for the 20-year forecast period used in the project: 2010 to 2030. The forecast in Table 2 uses the forecast in Table 1 to estimate average annual growth and to extrapolate growth for the 20-year period based on the annual growth.<sup>8</sup> The forecast in Table 2 is pro-rated based on average annual growth and assumes linear growth. However, actual growth will happen unevenly, with a lot of growth some years and little growth other years. The forecast shown in Table 2 is used throughout the remainder of this market analysis.

<sup>8</sup> For example, Table 1 shows that South Albany will add 1,461 households over the 24-year forecast period. On an annual basis, that is 60 new households. Over the 2010 to 2030 period, South Albany will add 1,200 households (60 households times 20 years).

**Table 2. Population and employment growth, South Albany and City of Albany, 2010 to 2030**

	South Albany Area	City of Albany
New households		
Per year	60	265
2010-2030	1,200	5,300
New People		
Per year	141	628
2010-2030	2,820	12,560
Employment		
Per year	67	322
2010-2030	1,340	6,440

Source: City of Albany, Transportation System Plan; extrapolations by ECONorthwest

### 2.1.1 Residential land demand

The *Albany Housing Needs Analysis 2005 to 2025* summarizes the City's projected demand for housing and the factors that will affect housing demand in Albany. The analysis found that Albany had a deficit of about 50 acres of land for medium density (e.g., 12 to 15 dwellings per gross acre) residential development (e.g., in zoning designations RMA or RM) and a 14-acre deficit for mixed-uses land (e.g., in the HM/MUR and WF zones). The analysis showed a surplus of land designated for lower residential densities (e.g., 3 to 5 dwellings per gross acre). The analysis concluded that the deficits of land for medium density development could be accommodated through rezoning lands designated for lower density housing.

The *Albany Housing Needs Analysis* presented key assumptions necessary to project residential land demand in the South Albany Area: (1) the future mix of housing and (2) future housing density. Table 3 presents an estimate of residential land demand in the South Albany Area, based on these assumptions in the. Table 3 assumes:

- The mix of housing in South Albany will be the same as the housing mix projected for all of Albany (Table 5-17 in the *Housing Needs Analysis*). Table 3 shows that about 64% of new housing will be single-family (detached and attached) or manufactured homes in parks. The remaining 36% of new housing will be attached housing, predominantly multifamily housing in structures with five or more units.
- Housing densities will be approximately the same as projected for all of Albany.<sup>9</sup> Table 3 shows an average housing density of 6.3 dwelling units per gross acre,

<sup>9</sup> The *Albany Housing Needs Analysis* presents housing density by zoning district, rather than housing type. The density estimates in Table 3 are based on the average density by plan designation (Table 5-9 in the *Albany Housing Needs Analysis*) and the number of dwelling units allocated to each zoning district (Table 4-17 in the *Albany Housing Needs Analysis*).

with single-family and manufactured homes in parks averaging about 5 dwelling units per gross acre. Attached housing will vary from 6.6 to 12.7 dwelling units per gross acre on average.

Table 3 shows demand for about 192 gross acres of residential land in South Albany for the 2010-2030 period. The majority of residential land (137 gross acres) will be for single-family housing.

**Table 3. Forecast for demand for new dwellings and land for housing, South Albany, 2010 to 2030**

	New Dwelling Units		Land Demand	
	Percent	Units	Density	Gross Acres
<b>New Households</b>	<b>100.0%</b>	<b>1,200</b>	<b>6.3</b>	<b>191.6</b>
Single-family	59.2%	710	5.2	136.5
Manufactured Homes in Parks	4.8%	58	4.9	11.8
Duplex	9.1%	109	6.6	16.5
Tri- and Quad-Plex	3.3%	40	8.8	4.5
Multifamily with 5+	23.6%	283	12.7	22.3

Source: ECONorthwest, based on the forecast for new dwelling units in Table 2 and assumptions in the *Albany Housing Needs Analysis 2005 to 2025*.

The key assumptions in Table 3, about housing mix and housing density, for South Albany are based on the assumptions for Albany from the City's Housing Needs Analysis. It is possible, perhaps even probable, that the mix and density of housing development in South Albany will differ from what is shown in Table 3.

For example, Table 3 essentially shows a mix of 65% single-family housing types (including manufactured homes in parks) and 35% multifamily housing. The amount of multifamily housing that may be built in South Albany will depend, on large part on the zoning districts used in South Albany. If the City zones more land for multifamily housing, beyond the nearly 45 acres needed for attached housing types in Table 3, then South Albany could accommodate a larger share of multifamily housing than the amount shown in Table 3.

There are limits, however, to the amount of multifamily housing likely to be built in South Albany (or that would be desirable from a planning perspective), especially over the next 20-years, given that the area is located at the edge of the City's UGB, it is adjacent to existing single-family neighborhoods, and the need to build infrastructure throughout the area. It might be reasonable to assume that 45% of South Albany's new housing would be multifamily housing (540 units) and 55% would be single-family

For example, Table 5-9 shows an average density of 15 dwelling units per gross acre in RM-3/RMA and Table 5-17 shows demand for 65 single-family dwellings in that zoning district, resulting in demand for 4.3 acres in RM-3/RMA. Based on the same calculations for all zoning districts, Albany will have 2,029 single-family units on 387.7 gross acres, at an average density of 5.2 dwellings per gross acre. The densities in Table 3 are based on the same types of calculations for each housing type.

housing types (660 units). Some reasons for this increase in share in multifamily housing could include the proximity to Linn-Benton Community College or to employment that may locate in South Albany, which could create more local demand for multifamily housing. On the other hand, it might be reasonable to assume that developers would perceive more demand for single-family housing, which would account for more than 60% of new housing built in South Albany.

The housing densities assumptions used in Table 3 (ranging from 5 to 12.7 dwelling units per gross acre) are reasonable. South Albany's location at the edge of the UGB and proximity to existing neighborhoods make it an unlikely place to support much higher average densities, although South Albany could accommodate some amount of higher density housing, up to 20 dwelling units per gross acre, in areas near commercial or other employment centers where there is direct access to major roads.

### 2.1.2 Employment land demand

Forecasting employment land demand for South Albany requires two key assumptions: future employment growth and future employment densities. The forecast for employment growth in Albany from the TSP projects that about 1,340 new employees will locate in the South Albany Area between 2010 and 2030. The TSP also projects the type of employment by sector (e.g., retail or industrial). Albany updated and adopted an economic opportunities analysis (*Update of Economic Opportunities Analysis for the City of Albany*, dated September 16, 2007) provides assumptions about future employment densities for the City of Albany.

Table 4 presents an estimate of employment land demand in the South Albany Area, based on the assumptions in the employment forecast in the TSP and density assumptions in the *Update of Economic Opportunities Analysis*. Table 4 assumes:

The mix of employment in South Albany will be the mix forecast in the TSP in 2030. About 20% of employment will be retail, 33% will be non-retail commercial (e.g., offices or services), 41% will be industrial, and 6% will be government and education.

Employment densities will range from 20 employees per net acre for retail and non-retail commercial to 12 employees per acre for industrial, based on assumptions in the *Update of Economic Opportunities Analysis*. Table 4 converts from the estimate of net acres to gross acres<sup>10</sup> based on an assumption that 15% of land will be needed for rights-of-way or other public infrastructure.<sup>11</sup>

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<sup>10</sup> Net acres include land that is needed for employment use. Converting from net to gross acres accounts for land needed for public uses, such as street rights-of-way or land needed for other infrastructure. This conversion does not account for other public uses, such as parks.

<sup>11</sup> The *Update of Economic Opportunities Analysis* assumed a 10% net-to-gross conversion based on development patterns in Albany. The reason we recommend using a 15% net-to-gross conversion is that South Albany is largely

Table 4 does not project land demand for government and education because densities for these uses could vary greatly, from 30 or more employees per acre in government offices to fewer than 7 employees per acre for schools with athletic fields to no employment on parkland. Land demand for government and education, such as parks or schools, should be addressed based on specific plans for public uses in South Albany or citywide (e.g., the Albany Parks Master Plan)

Table 4 shows demand for about 95 gross acres of employment land in South Albany. Employment land demand is divided between industrial (53 acres), non-retail commercial (26 acres), and retail (16 acres).

**Table 4. Forecast of employment and demand for employment land, South Albany, 2010 to 2030**

Sector	New Employment		Land Need		
	Employees	Percent of Total	Density (emp. per net acre)	Net Acres	Gross Acres
Retail	273	20%	20	14	16
Non-retail commercial	445	33%	20	22	26
Industrial	544	41%	12	45	53
Government and Education	78	6%	NA	NA	NA
<b>Total</b>	<b>1,340</b>	<b>100%</b>		<b>81</b>	<b>95</b>

Source: ECONorthwest, based on the forecast for new dwelling units in Table 3 and assumptions in the *Update of Economic Opportunities Analysis for the City of Albany*.

The employment forecast in Table 4 assumes that some, if not most, retail and some commercial employment will locate on the approximately 36 acre "piano" property, which is located on the east side of Highway 99 E and is zoned for regional commercial (RC) uses. The businesses that locate on this property are expected serve the wider Albany region, not just households in the study area or nearby neighborhoods.

One way to estimate the retail land needed to serve new households in South Albany is based on the number of households locating in South Albany, average annual household expenditures of households in Albany, average sales per square foot of retail space (from the Urban Land Institute), and average retail development densities. Based on growth of about 1,200 households, South Albany will generate demand for about 90,000 new square feet of retail space, which is would require 6 to 12 gross acres of land for retail uses.

The City's 2007 economic opportunities analysis concluded that Albany did not have sufficient land designated for employment uses within the existing UGB, assuming that Pepsi would develop their site in the South Albany Area. The analysis recommended

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undeveloped, compared to the entire City. More land will be needed for public infrastructure in South Albany than in other parts of Albany, which have an existing transportation system.



that the City of Albany redesignate land to provide the following opportunity sites for employment growth:

- An additional very large industrial site in the 120-150 acre range;
- 1-2 large industrial sites in the 20-50 acre range, including a business park site;
- 1-2 large commercial sites in the 20-50 acre range for community shopping centers or large format retail;
- 1-2 medium industrial sites in the 5-20 acre range for smaller manufacturing uses; and
- 1 medium commercial site in the 5-20 acre range for health services and larger neighborhood retail.

It is reasonable to expect that some, but not all, of these sites could be accommodated in the South Albany Area. For example, the "piano" property probably accounts for one of the large commercial sites for community shopping or large format retail. The South Albany Area could accommodate other employment, which may or may not be accounted for in Table 4, such as one or more industrial sites of 20-50 acres or 120-150 acres. In addition, the need for a very large industrial site (120 to 150 acres) was probably eliminated when Pepsico did not develop their site in South Albany, leaving that site available for development currently.

The analysis in Table 4 implies that future employment will grow in South Albany in a linear fashion, adding a stable number of jobs each year. In reality, economic development occurs unevenly, with few jobs added some years and many jobs added in some years, when a new business locates in the area. Retail and service-based businesses are likely to locate in South Albany after residential development starts.

If the City chooses to locate industrial opportunity sites in South Albany, it is possible that the area could account for a much larger share of overall employment growth. For example, if the City designates 250 acres of large site industrial and attracts employers that average 12 employees per acre, 3,000 employees could work in South Albany. Given the nature of traded-sector industry recruitment it is difficult to forecast when, or even if, employers will choose to locate on the sites. One thing is clear: no employment growth can occur if the city does not locate opportunity sites in the area.

## **2.2 KEY FINDINGS FOR THE SOUTH ALBANY AREA**

ECO's review of regional and local market factors provides insight into development options in for the South Albany Area. The following is a summary of the key findings for South Albany:

- Population growth in Albany will create demand for residential and retail development, both within the City in general and in South Albany in specific.

- About 1,200 new dwellings are forecast to locate in South Albany over the 20-year period, requiring about 190 gross acres of land. The forecast for residential land demand, which builds from the TSP's allocation of households to South Albany, shows demand for about 166 acres of land for lower-density detached housing and about 54 acres for medium-density and attached housing.
- The employment forecast shows that South Albany will add 1,340 new employees over the 20-year period. Employment will be divided between retail (270 employees), non-retail commercial (445 employees), industrial (544 employees), and government and education (75 employees).
- New employment will create demand for land, with demand for about 95 acres for commercial and industrial uses. Employment land demand is divided between industrial (53 acres), non-retail commercial (26 acres), and retail (16 acres). Government and education employment will be located on publically owned land.

### **3 SOUTH ALBANY AREA LAND SUPPLY AND OPPORTUNITIES**

#### **3.1 LOCAL SUPPLY OF BUILDABLE LAND AND BUILD-OUT CAPACITY**

The South Albany Area has about 1,957 acres of land, with 273 acres committed to current uses.<sup>12</sup> The study area has 925 acres of unbuildable land that is constrained by floodway, floodplains, riparian corridor, and significant wetlands. The study area has 514 acres of non-significant wetlands, some amount of which is buildable, depending on the level of wetland mitigation.

Table 5 shows four estimates of buildable land in the South Albany Area at full-build-out:

- The study area has between approximately 700 to 1,100 acres of buildable land, depending on the amount of non-significant wetlands assumed to develop and mitigated.
- At build-out, the study area has capacity to accommodate between 2,600 to 4,100 dwelling units. This is about 1,400 to 2,900 more dwelling units more than the 20-year forecast for growth of 1,200 dwelling units in the study area (Table 3).
- At build-out, the study area has capacity to accommodate between 5,000 to 7,300 employees. This is about 3,600 to 6,000 more employees than the 20-year forecast of 1,340 employees in the study area (Table 4).

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<sup>12</sup> Committed uses include lands with existing development (i.e., houses or businesses), land in existing or planned rights-of-way, and other land committed to a specific use.

**Table 5. Estimate of build-out capacity for buildable land for residential and employment development, South Albany Area**

	Residential Land and Capacity			Employment Land and Capacity			
	Total Area (acres) (A)	Area in Residential Reserve and Other Designations (acres)	Buildout Estimate (households) (B)	Number of Households Beyond 20 Year Forecast (C)	Area In Existing Commercial and Industrial Designations (acres)	Buildout Estimate (employees) (D)	Number of Employees Beyond 20 Year Forecast (E)
<b>Scenario A</b> All non-significant wetlands retained	708	406	2,558	1,358	302	4,983	3,643
<b>Scenario B</b> 50% of non-significant wetlands buildable/mitigated	899	527	3,317	2,117	373	6,146	4,806
<b>Scenario C</b> 75% of non-significant wetlands buildable/mitigated	993	585	3,684	2,484	408	6,728	5,388
<b>Scenario D</b> 100% of non-significant wetlands buildable/mitigated	1,088	645	4,064	2,864	443	7,310	5,970

Source: OTAK "South Albany Area Plan – Buildable Lands Inventory and Analysis," January 12, 2012

Notes:

(A) Total area adjusted by 1% to account for rounding.

(B) Density of 6.3 du/acre.

(C) 20 year forecast is 1200 households.

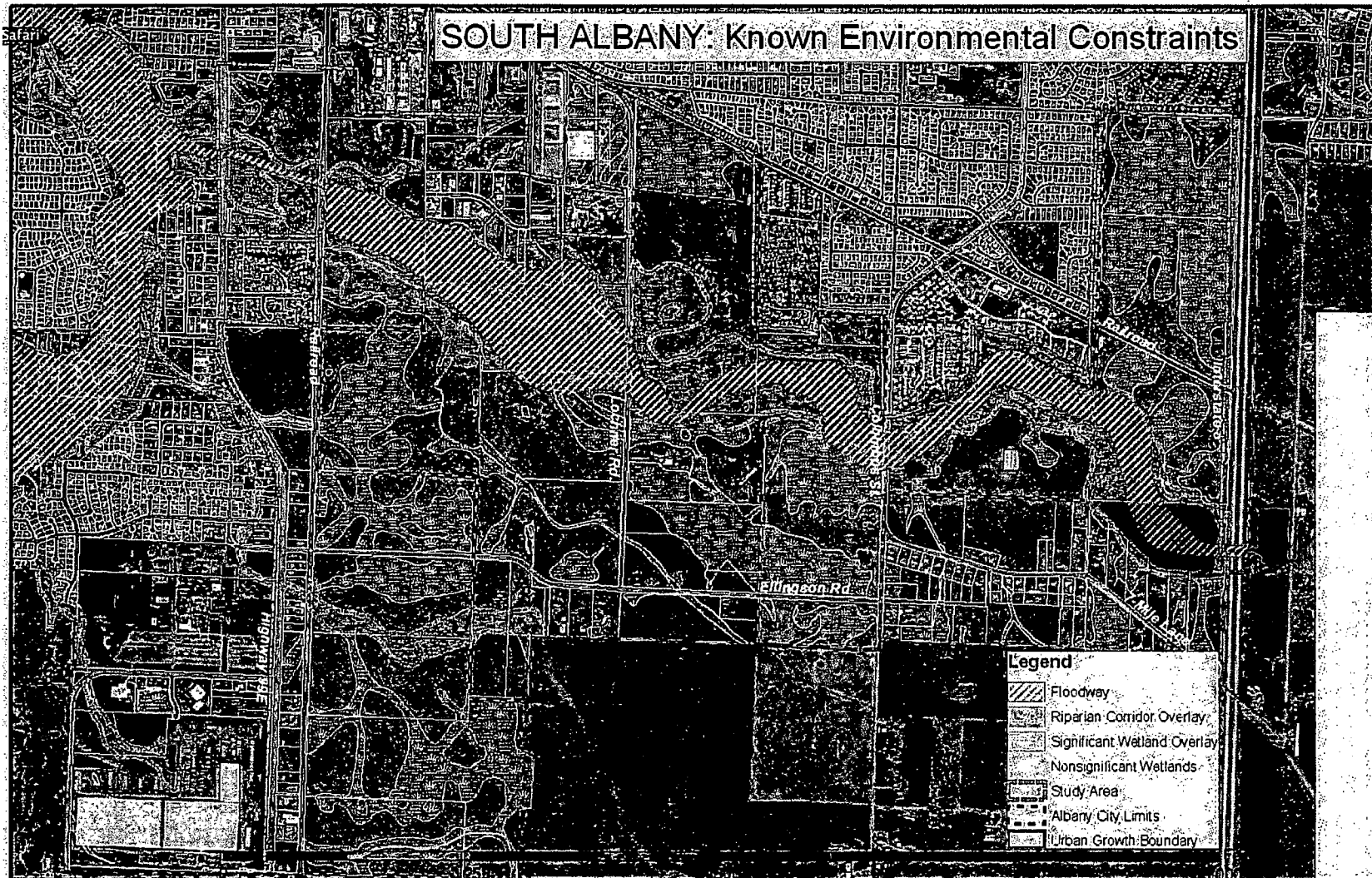
(D) Employment density of 16.5 employees per acre, which is the overall average number of employees per acre in Table 4

(E) 20 year forecast is 1,340 employees

Map 2 shows environmental constraints in South Albany. Unbuildable environmental constraints are located predominantly within the Oak Creek Corridor. Non-significant wetlands, however, are found throughout the study area and affect most large parcels of land. Assuming that few or none of the non-significant wetlands will develop and be mitigated (i.e., Scenario A or B) would lead to a highly inefficient development pattern in the study area, with few areas available for contiguous development.

The preliminary Conceptual Plan for the project will use the estimates of capacity consistent with Scenario C, assuming that 75% of the non-significant wetlands will be built and mitigated. This assumption is consistent with the project objectives of: (1) using land within the Albany UGB efficiently, while protecting key resources such as the Oak Creek Corridor, and (2) developing key infrastructure in areas where substantial amounts of buildable land can be served, and (3) creating a cohesive development pattern in South Albany, which results in a complete and walkable community in the study area.

### Map 2. Environmental constraints in the South Albany Area



Source: City of Albany, GIS

### 3.2 SOUTH ALBANY AREA OPPORTUNITIES AND CONSTRAINTS

This section describes the opportunities and constraints of the existing conditions of the South Albany Area and potential development districts for the SAAP from a real estate market perspective.

- **Study area location.** The study area is bordered by Highway 99E to the east and I-5 to the west. The northern border of the study area is Albany and Eastern Railroad short-haul rail line and the southern border of the study area is the Albany UGB. The study area is located directly south of residential development and about three miles from Albany's downtown.
- **Existing development.** The Study Area is largely vacant, undeveloped land. Existing development in the study area includes industrial uses, such as ATI-Wah Chang (a metals manufacturer) and Sno-Temp (a food processor and shipping firm), residential development at Mennonite Village, and farm uses and farm houses.
- **Study area land characteristics.** The Study Area is about 1,900 acres in size, with about 900 acres within the City limits and 1,000 acres outside the city limits but inside the UGB. Most parcels are relatively large, 50 acres or more, and there are fewer than 20 landowners in the study area. The study area is relatively flat. The most common zoning designations in the study area are: Urban Residential Reserve (nearly 730 acres), Open Space (about 410 acres, both inside and outside the city limits), Industrial Park (nearly 310 acres), and Light Industrial (about 120 acres).
- **Potential conflicts with existing development.** One of the concerns that existing landowners and business managers have is the potential for conflicts of use between industrial uses and residential uses. The existing industrial uses are located where they are, in part, because of potential incompatibilities between industrial and residential uses, such as complaints about odors, noise, or transportation. Nearby residents have complained about odors associated with the industrial uses. In addition, some of the existing industrial users are dependent on moving their products by truck or the short-haul railroad, both of which can cause conflicts with nearby residential development.
- **Major constraints.** The predominant constraints in the study area are Oak Creek and wetlands. The City's recent Goal 5 work documents Oak Creek's Open Space zoning, floodway, floodplain, riparian corridor, a lake, and slopes greater than 25% (958 acres), significant wetlands (285 acres), and nonsignificant wetlands (514 acres). Other constraints include: archeological sites, oak groves, BPA power line right-of-ways, and soil conditions in varying areas throughout the Study Area that may not be suitable for higher density development.

While the Oak Creek corridor is a development constraint, it presents opportunities as well. The Oak Creek area could be preserved as a natural area, possibly with bicycle or walking paths that would serve as an alternative transportation route to downtown or commercial areas north of the study area. Oak Creek could serve as a buffer between industrial uses to the north of the Creek and commercial or residential uses to the south.

- **Access to transportation.** One of the study area's biggest advantages is access to Highway 99E and rail lines. Once the Ellingson Road realignment project has been completed, access from the study area to Highway 99E will be improved, making the study area more appealing to automobile dependent uses, such as businesses and residents. Access to the Union Pacific long-haul line that runs to the west of the study area and the Albany and Eastern Railroad short-haul rail line is attractive to rail-dependent businesses. Businesses that need to transport large amounts of goods by rail may choose to locate along the Albany and Eastern Railroad, where they can access the short-haul rail lines.<sup>13</sup>
- **Local transportation.** Existing access to the study area from the rest of Albany is limited to a few streets: Ellingson Road at Highway 99E, Lochner Road at Marion Street, and Columbus Street and Waverly Drive. The City has plans for realignment of Ellingson Road to connect to Highway 99E at 53rd Avenue, which will provide an above grade crossing of the Union Pacific Railroad. The City also plans to improve Lochner's bridge crossing of Oak Creek (which is prone to flooding) and the Lochner and Marion Street interchange. Development of the study area would require these changes to access the area. It would also require developing an internal street grid, which would be based around the existing major streets (Ellingson Rd, Lochner Rd, and Columbus St.).
- **Existing infrastructure.** There is urban-level infrastructure available in the study area. The City has sufficient sewer capacity to service the area for most uses. The City's Capital Improvement Plan (CIP) includes building a lift station off of Highway 99E to service the study area for sewer. The City had plans to service the Pepsico site with eight million gallons of water, which can be provided to other parts of the Study Area. The Study Area does not have stormwater infrastructure and water quality of stormwater runoff could be an issue.

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<sup>13</sup> According to City staff, when Pepsico investigated accessing the Union Pacific rail line, via a spur off the main rail line, they found connecting to the UP rail line would be very costly.

### 3.3 KEY FINDINGS FOR THE SOUTH ALBANY

ECO's review of the characteristics of the study area provides insight into development options in for the South Albany Area. The following is a summary of the key findings for South Albany:

- South Albany has between 400 and 650 buildable acres designated for residential uses. The Conceptual Plan will assume that the study area has 685 buildable residential acres, with a build-out capacity of about 3,700 dwelling units (Scenario C).
- South Albany has between 300 and 445 buildable acres designated for employment uses. The Conceptual Plan will assume that the study area has 408 buildable employment acres, with a build-out capacity of about 6,700 employees (Scenario C).
- The study area has characteristics that present opportunities for development and characteristics that present challenges. The study area's location, large parcels of undeveloped land, topography, proximity to Highway 99E, access to rail lines, and existing infrastructure are all assets. Challenges for the study area include wetlands, floodway, Oak Creek, needed improvements to roads (e.g., the Ellingson realignment or the Lochner bridge over Oak Creek), needed stormwater infrastructure, archeological sites, oak groves, and soil conditions.

## 4 DEVELOPMENT OPPORTUNITIES

Development opportunities in the South Albany Area include a broad range of possibilities, from residential development, employment uses, and mixed-use development. This section presents stakeholders' ideas for development of the study area and our assessment of the types of development options for the study area.

### 4.1 WHAT DO REALTORS, DEVELOPERS, AND PROPERTY OWNERS THINK WILL HAPPEN?

Members of the consulting team conducted interviews with twelve stakeholders, representing a range of interests: property owners, business owners and operators, developers, City Council, Native American tribes, and other stakeholders involved in planning in Albany. These interviews are summarized in the OTAK memorandum "South Albany Area Plan- Project Memorandum #1: Vision Elements and Evaluation Criteria," dated August 26, 2011. This section summarizes the key points for the SAAP.

- **Residential opportunities.** Stakeholders generally agreed that the study area offers opportunity for some residential development. In general, stakeholders agreed that the eastern part of the study area, along Columbus Street and around Mennonite Village, would be appropriate for residential development. Some stakeholders thought that the area south of Oak Creek and north of the Pepsi site should be developed for residential uses.
  - **Single-family housing.** Stakeholders thought that the study area could accommodate some low density single-family housing (e.g., 4.5 to 5 dwelling units per gross acre).
  - **Multi-family housing.** Stakeholders identified opportunities for higher density housing (e.g., housing at 20 dwelling units per gross acre) along transportation corridors, such as Ellingson Road, and around village centers.
- **Commercial opportunities.** Stakeholders described potential for a range of commercial opportunities, from small-scale neighborhood retail to large-scale community retail to mixed-use.
  - **Regional commercial.** The "piano" site, which is located along Highway 99, has been identified by the City as a regional commercial center. Assuming this site develops with a combination of larger-scale retail (e.g., large-format retailers) and smaller-scale retail and services (e.g., specialty retail, a hair salon, or a bank), then demand for retail and services in southern Albany may be largely accommodated on the "piano" site.

This site is about 36 acres. If the site is entirely buildable, it could accommodate between 700 and 1,000 employees, assuming an average



employment density of 20 to 30 employees per acre<sup>14</sup>. The capacity for build space on this site is in excess of the forecast for residential growth in South Albany, which makes sense because this site is intended to serve multiple neighborhoods in southern Albany.

The "piano" site is the place where a big-box retail and other large-format retailers might be most likely to locate, with the ready access to the site from Highway 99 E. Depending on development form and parking requirements, the site could accommodate between 300,000 and 700,000 square feet of built space, which could serve between 4,000 to 9,000 households.

- **Village center.** Stakeholders identified opportunities for development in one or more commercial village centers that would serve the existing and new residents. The village center(s) could have neighborhood commercial uses (e.g., a coffee shop, a convenience store, a hair salon, or a small medical clinic), a medium-sized grocery store (i.e., a Trader Joe's or a small Market of Choice), and other locally-serving retail or services. The village center(s) should not compete with the community commercial located along Highway 99E for large-format retail, such as big-box stores.

The study area could support one or more village centers, with a total of about 100,000 to 120,000 square feet of built space on about 10 acres of land. This development could take place in one 10-acre village center or it could be several smaller village centers, of one to five acres a piece. Demand for this full amount of retail may not materialize until later in the 20-year period or near build-out of the study area.

The Concept Plan should specify the approximate location of the village center(s) near the center of the study area, such as at the intersection of Ellingson Road with Lochner Road or Columbus Road. Stakeholders identified the potential for mixed-use in or around the village center(s). In addition, public uses (i.e., parks, schools, library branch, etc.) could be built near the village center(s), creating an additional draw of people to the village center(s).

Having one or more village centers within the study area will provide goods and services to nearby neighborhoods. This will decrease the need for residents to travel outside by the study area to address everyday needs, decreasing demand on the automotive transportation system. In addition, having one or more village centers within the

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<sup>14</sup> We commonly see between 20 and 30 employees per acre in retail developments in Oregon, with up to 40 employees per acre in denser retail that is mixed with office development.

study area is important to creating a walkable community, with places that people would naturally gather.

- **Regional market for commercial sites.** The vacancy rates for commercial and retail in Albany is about 10% to 15%, according to several real estate brokers we spoke with. Commercial and retail vacancies are a little lower in Albany than in Lebanon but higher than Corvallis. The rental costs of commercial and retail space ranges from \$0.60 to \$3.00 per square foot per month in Albany, depending on the age and condition of the space. These prices are generally similar to the cost in other nearby cities, with commercial and retail space being more expensive in Corvallis.

The implications of this information are: (1) the study area will not support regional retail (e.g., a mall), and (2) commercial uses will support local needs, both for the South Albany Area and for the broader southern Albany area.

- **Industrial opportunities.** Several stakeholders discussed the industrial opportunities of the study area, as an extension of Albany's industrial core. Stakeholders thought that manufacturing firms might find the study area's characteristics attractive, such as: its location at the edge of Albany's urban growth boundary, the access to Highway 99, the access to rail via a short-line rail road, the configuration and large size of parcels in the study area, and the relatively flat topography.
  - **Light industrial uses.** Stakeholders generally identified the area south of Oak Creek and the realigned Ellingson Road as an appropriate area for larger-scale light industrial or other employment uses. Some stakeholders identified this entire area as appropriate for employment uses and some identified the southern part of it, currently owned by Pepsico, as appropriate for employment uses.

Stakeholders generally, but not universally, suggested that the study area would provide good opportunities for light industrial uses, such as food processing. Some stakeholders identified metals manufacturing and warehouse and distribution as good uses for the study area. ECO's previous work on industrial lands in the mid-Willamette Valley suggest that most new development will be built-to-suit; developers perceive speculative industrial space as too risky. Moreover, ECO's 2007 analysis of the potential impact on wetlands on development of industrial sites suggests that (1) the impacts are less of an issue for large industrial users, and (2) any steps the city can take to minimize uncertainties related to wetlands permitting will make the sites more attractive. The fact the city has done an extensive inventory is a good start.

The Oregon Cascades West Council of Governments has led a partnership with the State, Linn and Benton Counties, and cities in the region (including Albany) to develop a balanced approach for protecting wetlands and providing an adequate inventory of developable industrial sites. The partners identified two strategies to meet this goal: (1) off-site mitigation through wetland mitigation bank(s) and (2) using Regional General Permits for selected industrial sites to increase the certainty about allowable development by identifying wetland mitigation requirements and setting drainage and other improvement standards.<sup>15</sup>

- **Regional market for industrial sites.** The vacancy rates for industrial space in Albany and nearby cities is about 20% to 30%, according to several real estate brokers we spoke with. The leasing costs of industrial space ranges from \$0.30 to \$0.60 per square foot per month in Albany. The cost of vacant serviced industrial land is \$1 to \$3 per square foot, depending on the size of the site and the available infrastructure. These prices are generally similar to the cost in other nearby cities.

The implications of these findings are that (1) Albany is competing in a regional site market, and (2) the inventory of vacant industrial space will potentially substitute for new development—particularly for smaller employers. We don't think this is a significant issue for large site employers—as stated above, most of those businesses would require a built-to-suit facility.

- **Natural resource protection opportunities.** Stakeholders recognized the opportunities for natural resource protection along Oak Creek as important. They suggested that Oak Creek should be preserved, both as green space and as a natural feature. Oak Creek's greenspace can buffer residential and industrial uses. Some stakeholders identified the oak groves and archeological sites as other opportunities for natural resource projection.

In addition to protecting the study area's natural resources, stakeholders identified the importance of mitigating constraints, such as wetlands, in a way that allows the area to develop over the next 20 years. Some stakeholders suggested that some mitigation could be done on-site, through low impact development techniques or cluster development.

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<sup>15</sup> For additional information, see the *Regional Industrial Wetlands/Wetlands Mitigation Project* May 2011 Status report at <http://www.ocwcog.org/Files/Status%20Report%20-%20Wetlands%20Effort.pdf>

## 4.2 POTENTIAL DEVELOPMENT OPPORTUNITIES

The purpose of this memorandum is to identify a range of potential development and redevelopment opportunities in the South Albany Area. The analysis has considered a range of potential residential, retail, commercial, industrial, and mixed uses based on information from stakeholders, knowledgeable professionals, study area characteristics, and ECO's experience with development patterns in similar settings.

The actual pattern and level of development in the study area will depend on a number of factors, including landowner preferences, public and private investment, and public policies. The ideas put forth by developers, landowners, and other stakeholders represent some ideas for what could (or what should) happen in the South Albany Area. It is important to note, however, that the expectations of these stakeholders do not represent all of the views of how the study area should be developed. This project is an extension of previous planning projects, including the Great Neighborhoods project.

The type, amount, and character of development in the study area is subject, in part, to the City's policy decisions. The City can affect development in South Albany through policy choices, strategic investments, and forming partnerships that foster development that is consistent with the City's vision for creating a "neighborhood of choice." This vision should result in a walkable, welcoming community with neighborhoods of choice and a thriving employment center.

That said, private property owners and developers will choose to invest in development when they perceive that the development will generate sufficient rate of return, which depends on market conditions, development costs, site and regulatory constraints, and other factors. Thus, the actual type and level of development is always uncertain.

Our task is to identify a range of potential development opportunities for the South Albany Area. Our assessment of potential development opportunities in the study area leads us to the following conclusions:

- Improving the street network that connects the study area to the rest of Albany and the major streets within the South Albany Area will be critical to any development of the study area. The study area will require an internal circulation pattern that makes exiting the study area and accessing Highway 99E and other parts of Albany easy. Connector streets, such as 53rd Street or Columbus Street, will need to be able to accommodate the increased traffic.
- Creating a well-connected network of pedestrian and bicycle paths and trails will be essential to creating a neighborhood where people choose to walk to bicycle. These paths and trails should create connections within the study areas between major streets within the study area, natural areas (such as the Oak Creek Corridor), commercial and employment centers, and residential neighborhoods. The paths and trails should also create connections with areas outside the study area, such as the Linn-Benton Community College campus.

- Development of the study area is made easier by availability of City sewer and water and the fact that there are relatively few owners of land in the study area.
- Addressing the constraints in the study area will be critical to development of South Albany. The study area has multiple constraints, with Oak Creek and wetlands being the largest constraints. Mitigating the constraints or incorporating them into the Concept Plan will be important for future development of the study area. The Plan must take the market into consideration when proposing mitigation measures. If mitigation is too difficult, time-consuming, or costly, landowners may choose not to or be unable to develop their land.
- The Oak Creek corridor (including the floodway, floodplain, wetlands, and riparian corridor) provide opportunities for preserving a natural resource and creating a unique open space area. Oak Creek can provide amenities to the area that make South Albany more appealing to developers, such as walking and biking trails, an attractive natural view, and a buffer between industrial and other uses. The Concept Plan should treat Oak Creek as both a natural area to preserve but as an amenity for adjacent development.
- The amount of land in the South Albany Area, 1,000 vacant buildable acres (under development Scenario C), exceeds the amount of land needed to accommodate the forecast residential and commercial and employment growth.
- At full buildout, South Albany could accommodate about 3,700 dwelling units, depending on the type and density of new housing. The excess capacity could be used to help the City address the deficit of medium density housing identified in Albany's Housing Needs Analysis. Developing more multifamily housing in South Albany would require balancing the preferences of existing residents, potential infrastructure capacity, and ensuring that there are appropriate sites for multifamily residential development available. Medium-density housing should be located near transportation corridors, in a village center, near commercial development, or as a part of mixed-use development. Medium-density housing could be developed at densities as high as 20 dwelling units per acre. Medium- and low-density housing could be mixed in some areas, such as along major streets or near a village center. The City can influence the type and amount of multifamily development through strategic investments, incentives to build multifamily housing, and working in partnership with private or nonprofit developers to build more multifamily housing in the study area.
- The study area's attributes, including a large amount of flat, vacant land with few ownerships, make it ideal for some types of employment uses. Land in the South Albany Study Area could be used to meet some of the City's

expected commercial and industrial employment growth. South Albany could accommodate about 6,700 jobs, depending on the type and density of new employment.

- The "piano" property has been identified a site for regional commercial development. Demand for large-scale retail and services is likely to be limited to the amount that can be accommodated on this site. Other retail or services locating in the study area are likely to be smaller-scale and locate in the village center(s). The "piano" property could accommodate 700 to 1,000 employees and serve between 4,000 and 9,000 households.
- The *Economic Opportunities Analysis* identified demand for a very large industrial site (120 to 150 acres),<sup>16</sup> several large industrial or commercial sites in the (20 to 50 acres), and several medium-sized industrial or commercial sites (5 to 20 acres). While not all of these sites should (or perhaps could) locate in South Albany, the study area could accommodate some employment uses. South Albany has some of the City's largest parcels, with good access to Highway 99E, making these sites unique within the City. The sites located along Highway 99E present the greatest opportunities for employment use, given that there are no plans to build an Interstate 5 interchange with Ellingson Road.
- Stakeholders generally agreed that the sites owned by Pepsico are good sites for employment uses. Stakeholders did not agree on employment uses in other parts of the site, such as areas north of Oak Creek. Several stakeholders, including one landowner, suggest that the sites north of Pepsico should be developed for residential uses. In addition, some stakeholders suggested that sites north of Oak Creek and east of Columbus are good opportunities for light industrial uses.
- Although the study area's attributes may make it attractive to light industrial uses, the land in South Albany will compete with industrial land in other parts of the mid-Willamette Valley. In a recent project we completed for the cities of Salem and Keizer, we found that serviced industrial land in Mill Creek is selling for about \$2.50 per square foot. This price is comparable to the cost of land in South Albany and neighboring cities. There are about 600 acres of vacant land in Mill Creek, which has better access to I-5, as well as having most urban

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<sup>16</sup> When the EOA was completed in 2007, it assumed that Pepsico would develop their parcels in the South Albany Area, creating potential demand for another very large industrial site. However, Pepsico did not develop the site, leaving the site available to accommodate additional employment growth in South Albany.

services. In addition, the Tangent Business Park, which also has good access to I-5, has about 70 acres of vacant industrial land.<sup>17</sup>

- Development of some types of commercial uses in the study area could compete with some types commercial uses in Albany. For example, development of a large-scale office park could compete with redevelopment of commercial office uses in Downtown or other employment centers. If the City wants to locate a business park in South Albany, the most appropriate types of business parks would be an industrial park (for light industrial uses) or a business park that combines light industrial, flex space, and some types of commercial uses.
- The City's vision for development of the South Albany Area includes developing one or more village center(s). The village center(s) should be developed as activity centers at key intersections. The village center(s) should be special, unique environments that are connected with the surrounding neighborhoods by multiple modes of transportation, including pedestrian and bicycle paths. The village center(s) could be anchored with public uses (i.e., near a park or library branch) and may offer opportunities for a mixed-use center.

The size of the center(s) and the types of businesses locating in the centers is related to the timing of development and the retail uses allowed on the "piano" property.

- Some types of businesses are likely to locate in the village center(s) relatively early in the development of the study area, such as a coffee shop or a convenience store. Other uses would be likely to locate in the village center(s) as the study area develops and has developed neighborhoods. These types of businesses are those who depend on locating near a concentration of existing households, such as a grocery store, fitness facility, or medical offices.
- One of the types of uses that the City wants to encourage in the village center(s) is a grocery store. At build-out, the study area will have about 3,700 new households. Combined with the existing households in the study area and in nearby neighborhoods, this is enough households to support a grocery store.<sup>18</sup>

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<sup>17</sup> The Tangent Business Park's website states that the Business Park has about 100 acres of shovel ready sites, at 30% buildout. The estimate of 70 acres of land undeveloped in the Business Park is based on this information.  
<http://www.tangentbusinesspark.com/shovelreadysites.html>

<sup>18</sup> Typically 4,000 to 5,000 households are required to support a grocery store.

It is difficult to predict when a grocery store may be built in the study area. A grocery store is unlikely to be built at the very beginning of development of the study area, before there are many new households in the study area. It is equally unlikely to expect that a grocery store would not be built before build-out is completed in the study area. A reasonable estimate is that a grocer would choose to locate in the study area once major roads are built and when there is one or more neighborhood in the study area.

- The broader southern Albany area will attract a grocery store, especially as the study area and other parts of southern Albany develop. The logical place to expect a grocery store to locate is on the "piano" property, which has direct access to and visibility from Highway 99 E.

Part of the City's strategy for creating a walkable, complete community and managing traffic flow out of the South Albany Area is to encourage the siting of a grocery store in the village center in the study area. The key to locating a grocery store in the village center is through placing use restrictions on the "piano" property that restrict the types of retail uses allowed on the property to disallow the siting of a grocery store. These restrictions would need to be developed carefully, so that other desired retail uses are allowed on the "piano" property.

- The City has expressed interested in mixed-use development, as part of building a neighborhood of choice, as identified in the Great Neighborhoods project. The South Albany Area may be appropriate for mixed-use development, either horizontal mixed-use (e.g., commercial/retail or residential buildings adjacent to each other) or vertical mixed-use (e.g., a multistory building with retail on the ground floor and housing on the top floors). Our research on other projects suggests that medium-sized cities are struggling to make mixed-use development work well. The most common problem is that there is demand for the housing but the commercial space has high vacancies.

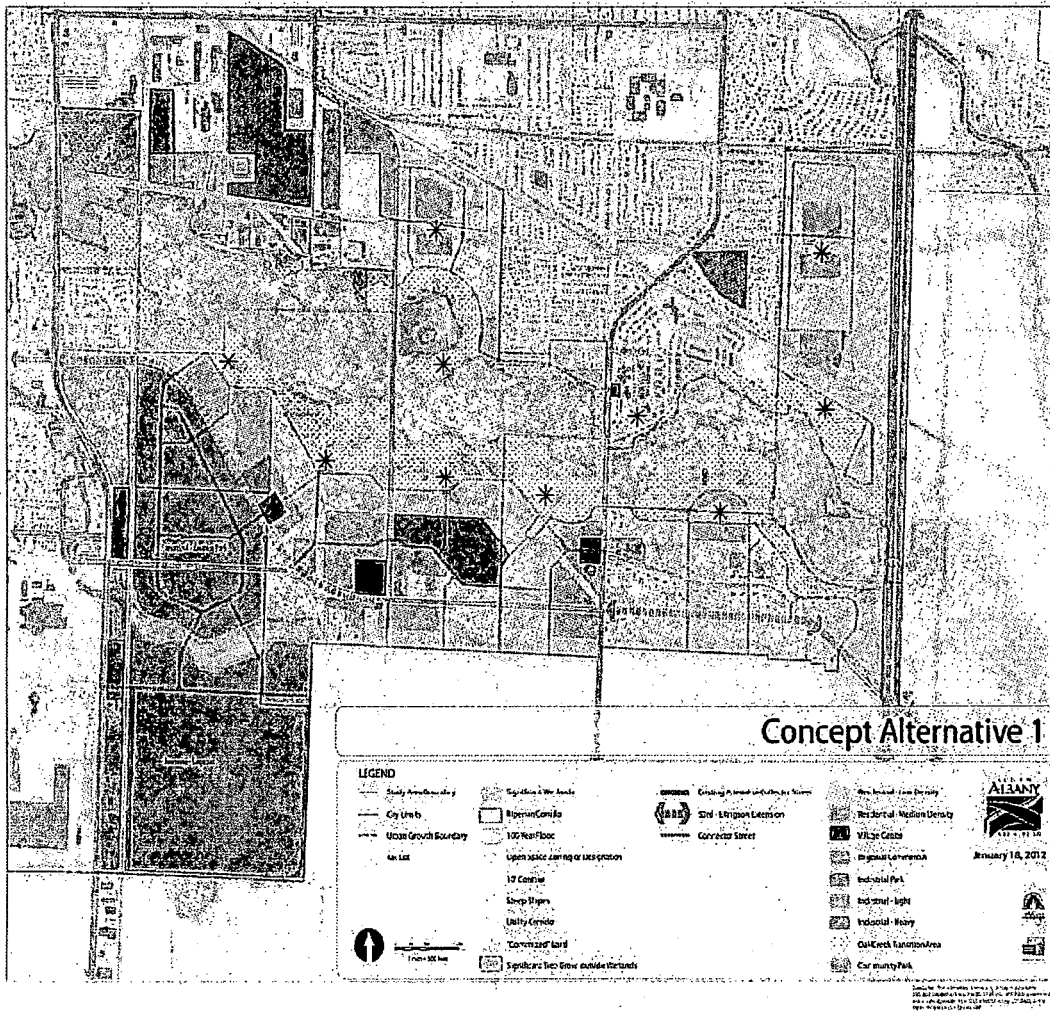
Developing a mixed-use center in South Albany is, in part, a policy choice. The challenges in developing a mixed-use center can be off-set through support from the City for developing the center. The City may need to use creative approaches for a mixed-use center, especially one with vertically integrated mixed-use, in the South Albany Area. For example, the City may need to work with private or nonprofit organizations to develop the mixed use center, using incentives such as public investment and working closely with developers to mitigate problems that arise through the development process.



- The economic downturn will continue to depress demand for development of all types (and land) in the short term (3-5 years). Demand for land over the next 3 to 7 years is likely to be predominantly for residential and commercial uses. Demand for industrial land is harder to forecast, particularly in light of other industrial land in the region, such as Mill Creek in Salem. Albany could see a major employer locate on a study area in the near term future, or find that little development has occurred over the 20-year planning period.
- Some uses are likely to develop sooner than others. In the next five to 10 years after the Concept Plan is complete, residential development is likely to start sooner than retail development (except for on the "piano" property). Our research from other projects suggests that retail development often comes to a new area slower than housing. The Concept Plan should consider that the study area may not be ripe for retail or mixed-use development until more housing has been developed in the study area. The Concept Plan can show development opportunities in phases, with long-term plan of the study area at build-out.

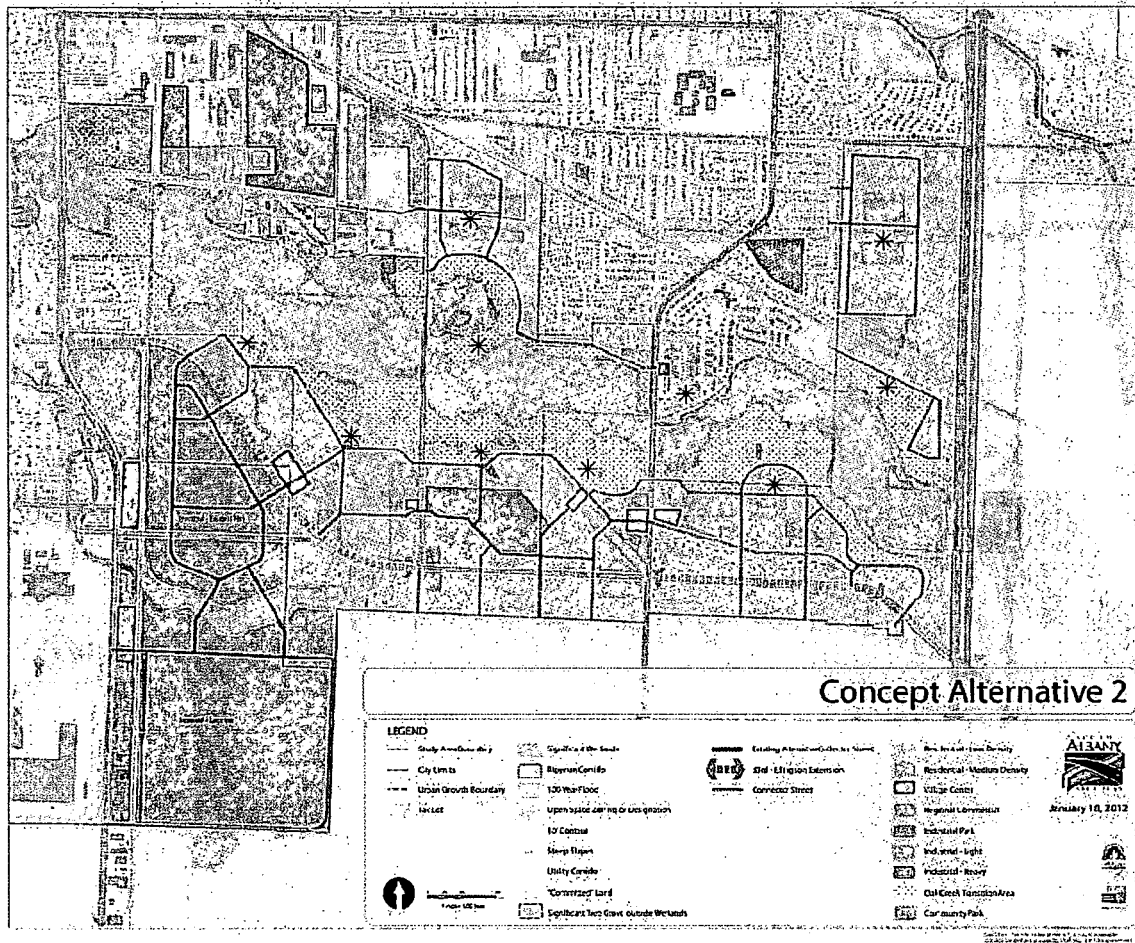
Maps 3 and 4 show drafts of the Concept Plan Alternatives for the South Albany Areas. The yellow areas are designated for low-density housing and the brown areas are for medium-density housing. The purple area shows the employment center, which is zoned for industrial uses. The red areas show the commercial center. Both alternatives show four commercial center, with one larger center, two medium-sized centers, and one small center.

### Map 3. Draft Concept Alternative 1, South Albany Area



Source: OTAK Draft Concept Plan, January 2012

### Map 4. Draft Concept Alternative 2, South Albany Area



Source: OTAK Draft Concept Plan, January 2012



# Appendix C

## *Task 3: Public Event #1*

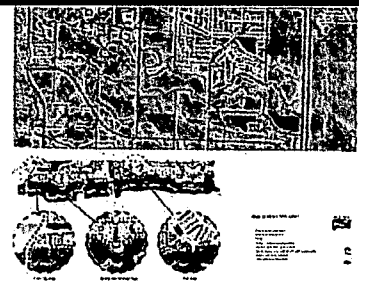
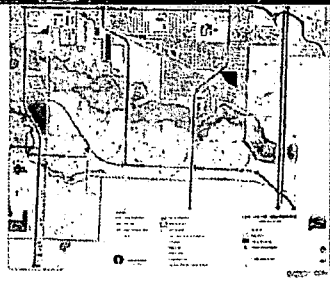
Workshop 1 Summary Report – January 2012 (meeting date December 6, 2011)





# SOUTH ALBANY AREA PLAN Public Workshop #1 - Summary

January 2012





South Albany Area Plan  
Public Workshop #1 - Summary

**Table of Contents**

Meeting Agenda.....	Section 1
Meeting Plan.....	Section 2
Discussion Group Questions.....	Section 3
Presentation.....	Section 4
Discussion Group Notes.....	Section 5
End of Meeting Report.....	Section 6
Discussion Group Maps.....	Section 7

Section I—Meeting Agenda





South Albany Area Plan  
Public Workshop #1 – Meeting Plan  
*Envisioning South Albany*

7 – 9:15 PM, Tuesday, December 6, 2011  
Albany City Hall – Council Chambers  
333 Broadalbin Street, Albany

**Meeting purpose**

- Provide information regarding existing conditions, planned growth, and market conditions in South Albany.
- Share examples of great neighborhoods, village centers, open spaces, streets, pathways, and employment areas.
- Foster a community discussion to envision a positive future for South Albany

**Agenda**

7:00-7:20 – Sign-In/Walk Around

7:20-7:50 - Welcome and presentation

7:50-8:50 - Discussion group time

8:50-9:15 – Report from groups, summary and what's next

### **Project Overview**

South Albany contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City's urban growth boundary--approximately 1,900 acres. The Project study area is bounded by the City's urban growth boundary on the south, Interstate 5 on the east, land developed to urban densities on the north and Oregon Route 99E on the west.

### **Project Objectives**

The City seeks to create a vibrant new community that will be appealing to residents and businesses seeking new sites. The project objectives stated in the grant funding for the project are listed below.

- Identify feasible patterns of land uses that are consistent with the City's goals for urbanization and environmental protection.
- Consider the capacity of existing, planned, and needed infrastructure facilities to serve the new development in a logical and orderly manner.
- Identify transportation facilities needed for circulation of motor vehicles and people walking and cycling.
- Provide rail service to industrial properties by protecting existing and future right-of-way for service to industrial properties.
- Reduce reliance on automobiles for short trips within the area, and between the area and surrounding development.
- Prepare recommendations for Planning Commission and City Council consideration, including Comprehensive Plan and Zoning designations, plan and development code amendments, and facility standards to implement the Preferred Alternative for land use and transportation.
- Establish alignment and design standards for the Oak Creek Parkway to create a street that defines the southern edge of open space along Oak Creek, provides accessibility to parks and recreation facilities and that is integrated with surrounding development and other transportation facilities; prepare recommendations for low-impact development for environmentally-sensitive areas within the vicinity of Oak Creek.

Section 2—Meeting Plan



South Albany Area Plan  
Public Workshop #1 – Meeting Plan V3  
*Envisioning South Albany*

**Meeting date and time**

7 – 9:15 PM, Tuesday, December 6, 2011  
Albany City Hall – Council Chambers  
333 Broadalbin Street, Albany

**Meeting purpose**

- Provide information regarding existing conditions, planned growth, and market conditions in South Albany.
- Share examples of great neighborhoods, village centers, open spaces, streets, pathways, and employment areas.
- Foster a community discussion to envision a positive future for South Albany

**Meeting format**

The workshop will begin with 30 minutes of “walk around” time for participants to look at display boards and talk with staff. The group will then hear a presentation that is preparatory for the discussion groups, including: existing conditions, comments to date on “how do you envision South Albany?”, and imagery about elements of the emerging vision. Next, participants will work in discussion groups (6-8 people) to work through a series of discussion questions with a volunteer facilitator. Finally, the groups will report back about their discussions.

Comment opportunities will also be available on-line.

**Agenda 7:00-7:20 – Sign-In/Walk Around**

7:20-7:50 - Welcome and presentation – Mayor-5 mins, Greg-5 mins, Joe-20 mins

7:50-8:50 - Discussion group time

8:50-9:15 – Report from groups, summary and what's next

**Format for Discussion Groups**

The purpose of the groups is to provide time for discussion of key elements of the vision for South Albany. The discussion questions and table-top materials will utilize past work (e.g. Concept Plan) and address vision elements and project questions that have emerged to date. In this way, the workshop is both envisioning South Albany and helping create a bridge to subsequent design work.

Discussion questions will provide images, diagrams or statements for people to respond to, so the discussion questions are clear and easily facilitated. A few working examples: (1) "Here is a diagram and images showing opportunities for trails. Let's go around the table and note what opportunities you see or questions you have." (2) "Here are principles and pictures that are ideas for making the Oak Creek Greenway a great edge and amenity to South Albany's neighborhoods." What is your response to these ideas? Any other ideas?" The facilitator will pose the question then record responses, encouraging dialogue. This is brainstorming, so there are no wrong answers.

The following topics will be discussed (each with a worksheet, fifteen minutes per topic, up to 3 questions per topic):

- Great Neighborhoods
- A Connected Community
- Great Open Spaces
- Prosperous Economy

We recommend that all the groups discuss the same set of topics and questions. This helps identify areas of consensus, and eases facilitation. It also helps ease the issue of some participants (actually most) wanting to weigh in on multiple topics.

#### **Follow-up After the Meeting**

What will be done with the input after the meeting?

1. A briefing will be given to the joint PC/CC meeting on December 12<sup>th</sup>.
2. The discussion group feedback will be put on the web and available for public input on-line. An on-line continuance of the workshop will occur until December 20.
3. A vision statement will be written and the plan objectives finalized (Otak). Approval of these will occur at the January meetings of the TAC and PAC (City).
4. The design team will use the input in crafting alternatives. A mechanism will be created to catalogue "what we heard and what we did with the ideas" (Otak-City collaboration).

#### **Room Set-up**

A basic set-up plan needs to be roughly sketched so we know in advance what goes where (City to provide floor plan if possible). Also, the ability to see the presentation needs to be worked out – everyone at tables needs to be able to see the screen.

The room will already be set up with tables-chairs accommodating up to 8 people (need to confirm table type and size). All tables materials will be set up and ready to go by 6:15 PM – need to confirm table type and size. City in lead for set up.

**Facilitators/Staffing**

Facilitator	Confirmed
Joe Dills	Yes
Dave Siegel	Yes
Martin Glastra van Loon	Yes
Shaun Quayle	Yes
Heather Hansen	
City	
City	
City	
City	
City	

Greg – floater, resource person

Tari – welcome table and floater

TAC – participates at tables (split up)

PAC – participates at tables (split up)

**Stations and information**

Station	Supplies/information (Who brings and sets up)
Welcome table (Tari)	Sign-in sheets Project fact sheet Draft plan objectives handout Big project logo sign, with web address <i>(All above – Tari)</i>
Existing Conditions (Joe, Martin)	Aerial Habitats map from Task 2 Buildable lands diagrams Collage of site photos Ownerships Zoning <i>(All above – Otak)</i>
Market and Population Projections (City)	Boards from Beth’s Task 3 presentation <i>(Otak)</i>
Transportation (Susie)	Boards from Susie’s Task 2 presentation <i>(Susie)</i> Trails Framework <i>(Otak)</i>
Concept Plan and Great Neighborhoods (Heather)	Concept plan board Board or two from Great Neighborhoods and Balanced Devel Patterns <i>(City)</i>

**Other supplies:**

- Easels (need to do count. Otak can bring \_\_\_\_)
- Refreshments (City)
- Name tags (City)
- Special name tags or buttons for project staff? Use project logo
- Door prizes: three simple door prizes should be given out. They are fun and a welcome break in the flow of the meeting. Donations should be solicited from local businesses, who can be given recognition in the meeting and on the web site. Value can be in the \$10-20 range. (City in lead for door prizes and how to give them out).

**Discussion tables:**

- Work sheets (Otak)
- Tablet for recording notes (City)
- Dots (City)
- Pens (City)

**Plan Update – V2**

- Discussion group accommodations will be ready for 14 tables.
- City to decide use of main floor and other rooms. One idea is to have the Council Chambers ready for 10 discussion groups, and have 4 additional spaces elsewhere for if we get a big participation.
- Welcome table should have two staff people so sign-in goes quickly. There should be a third “greeter” nearby to steer folks to the sign-in, say hello, and keep a general count of attendees.
- Heather to serve as over-all Meeting Manager, so decisions on logistics can be made quickly and communicated to folks. Joe can help as “announcer” of things if needed.
- Discussion groups will have facilitator and recorder, so the City is pre-arranging 28 folks for these roles. With 8 participants per groups, that’s 10 chairs max per table. **A smaller group is better**, so we should set up 8 chairs per table and have two extra nearby for larger participation.
- City to pre-arrange the PPT display. Option 1 is just go with normal display on flat screen. Option 2 is have projector (be careful – quality of display goes down). Option 3 is to have two displays going. It’s the City’s call on what is doable.

Section 3—Discussion Group  
Questions





**South Albany Area Plan**  
**Workshop #1 - Envisioning South Albany**  
**Questions and Materials for Discussion Groups – V2**

**Agenda for the discussion groups:**

1. The facilitator will convene the group without delay – “Hi, let’s get started.” The facilitator and recorder will themselves and their role. Then go around table and do self-introductions of folks’ name and affiliation (neighbor, business owner, etc.)
2. For each question, the facilitator will read the short introduction, then state the question, then give folks a moment to consider the question. Then open it up to input.
3. Notes will be taken by the recorder right on the maps and worksheets so there is a sense of “group-notes” that folks can see. We will scan these sheets later.
4. The facilitator will listen for comments that are “geographic;” meaning the “where” of the idea or comment can be described and noted. Anyone can annotate the map to help make their point.
5. For the “Report-Out” session at the end: the groups will select three ideas/comments they had that they were really excited about and report those.

A printout of the PPT presentation will be at each table so people can reference back to images.

Topic	Questions	Table-Top Materials/Notes
<b>Great Neighborhoods</b> (20 minutes)	Here is a map that shows the potential location of neighborhoods. Each neighborhood will have a variety of housing types, a focal point (example: a park), and walkable streets.  A. Question 1 - Imagine you come back in 20 years and the plan for these neighborhoods is completed. Its been done well and you really like what you see. What do you see in South Albany’s neighborhoods?  B. Question 2 - Are there any specific site conditions that are important to note to help the design?	Land Use and Neighborhoods Framework Map  There will also be an 11 x 17 aerial photo at the table.


Topic	Questions	Table-Top Materials/Notes
	<p>Let's create ideas for a Village Center. The Village Center has neighborhood services (e.g. small grocery, coffee shop) and perhaps a public use (e.g. Boys and Girls Club). It is 1-3 stories tall, has small plaza, and is a neighborhood gathering place.</p> <p>A. Question 3 - Using the dots provided, place up to 5 dots where you think a Village Center or centers should be located. Try different configurations. Each dot is approximately 2 acres. You may "spend" your dots any way you like - all in one Village Center or placed into multiple centers.</p> <p>Summarize why you placed your dot where you did and any issues that need to be addressed.</p>	<p>Use same map as above.</p> <p>Start with distributing 5 dots. Ask the group – "Do we all support this plan?" Stick them down.</p> <p>If someone would like to propose another option, that's fine. Place those dots and note it as VC option B.</p>
<p><b>Great Open Spaces</b> (15 minutes)</p>	<p>Oak Creek is a defining feature for the South Albany Plan. When asked about their vision for the area, many people say they want visual, physical and trail connections and integration with the Oak Creek Open Space area. How can we reach that vision?</p> <p>The worksheet shows three types of "edge-connection" treatments for where the neighborhood meets the open space area. The approach is to:</p> <ul style="list-style-type: none"> <li>• Define the design principles and preferred uses for these areas.</li> <li>• Provide options to guide development so that there are multiple tools to achieve the vision on different properties, by different people, at different times over the long term.</li> </ul>	<p>Worksheet with examples of edge treatments and an aerial photo of the study area.</p>

*South Albany Area Plan  
Workshop #1- Discussion Group Questions and Materials*

Topic	Questions	Table-Top Materials/Notes
	<p>A. Question 4 - What comments and questions to you have on these edge-connection treatments and ideas? Which of them are appropriate for South Albany?</p> <p>B. Question 5 - What additional ideas or concerns do you have on this issue?</p>	<p>Facilitator will open it up to comments and questions.</p> <p>Facilitator will open it up to comments and questions.</p>
<p><b>A Connected Community – Trails</b> (10 minutes)</p>	<p>Here is a diagram and images showing opportunities for trails. It has trails currently listed in the Albany Transportation System Plan, and some new ideas.</p> <p>A. Question 6 - What comments and questions do you have on these trails?</p> <p>B. Question 7 - What revisions or additions should be noted?</p>	<p>Trail Framework Map</p>
<p><b>A Prosperous Economy</b> (15 minutes)</p>	<p>Imagine you come back in 20 years and you like the development you see in the western part of the study area.</p> <p>A. Question 8a-b-c: What do you see (and what comments do you have) for:</p> <p>a. The employment areas north of Oak Creek?</p> <p>b. The Regional Commercial site?</p> <p>c. The employment areas south of the 53<sup>rd</sup> Extension?</p>	<p>Use the second Land Use and Neighborhoods Framework Map. The facilitator will record people's comments on the map.</p> <p>An 11 x 17 zoning map is available on the table.</p>

Section 4—Presentation

Envisioning South Albany



The logo for the South Albany Area Plan features the words "SOUTH ALBANY" in a serif font above a stylized graphic of three overlapping, curved lines that suggest a landscape or infrastructure. Below the graphic, the words "AREA PLAN" are written in a smaller, sans-serif font.

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Presentation Overview



- South Albany Background
- Information to Help Us Envision:
  - *Great Neighborhoods*
  - *A Connected Community*
  - *Great Open Spaces*
  - *A Prosperous Economy*



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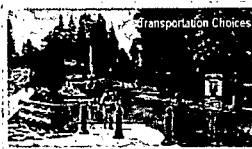




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It's About Livability



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### Where we are in the process



Project Kick-off	September
Existing/Future Conditions	Oct – November
Workshop #1	December 6
January PAC-TAC Meeting	January 24
Plan Alternatives	February 23
Workshop #2	March 13
Preferred Alternative	April 23
Plan Implementation	June 28
Workshop #3	July 19
Plan Adoption	Oct- November



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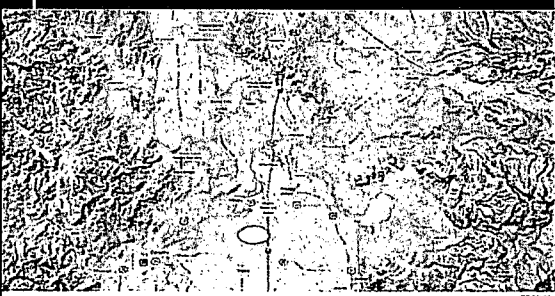

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### Landscape Context



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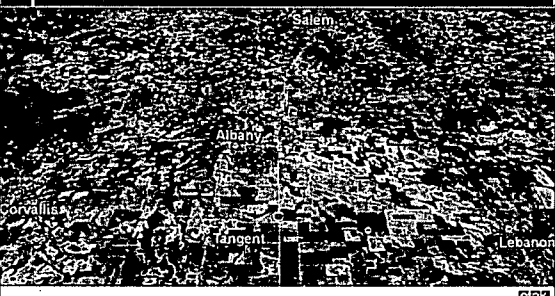

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### Willamette Valley Context



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Looking South



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South Albany in City Context



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Big Study Area!



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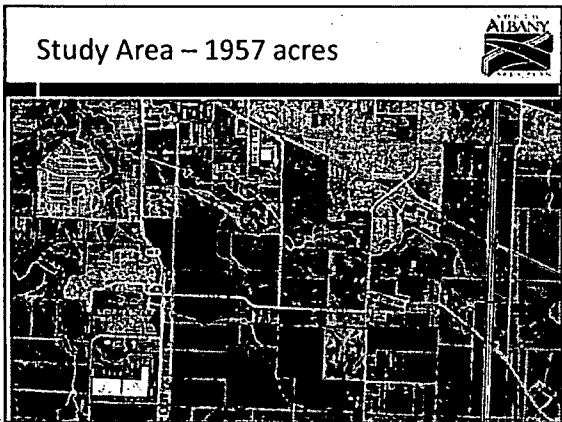
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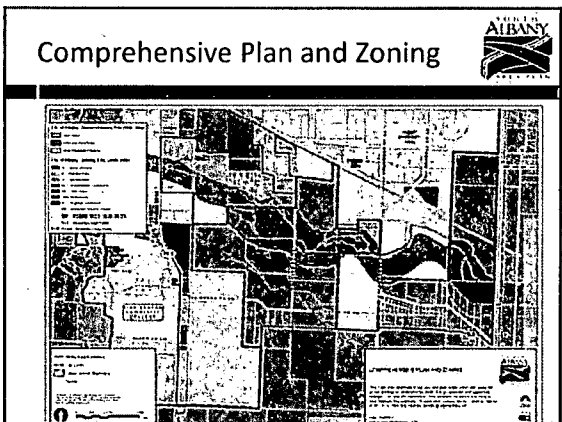
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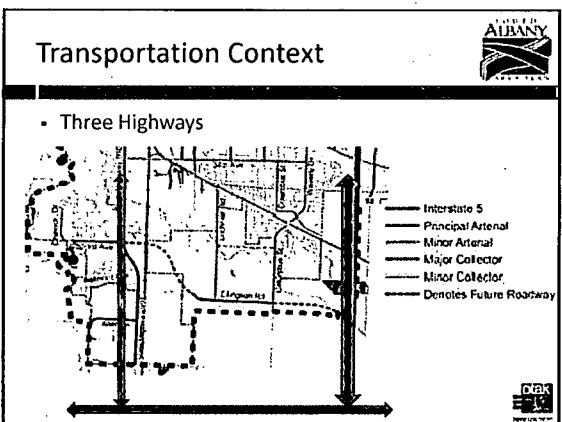
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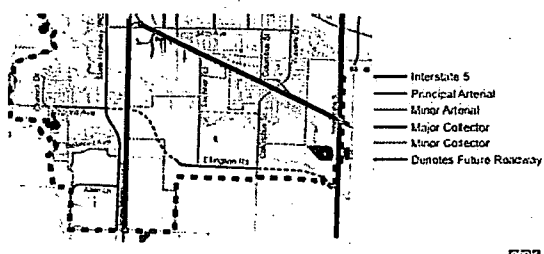
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### Transportation Issues



- Two Railroads



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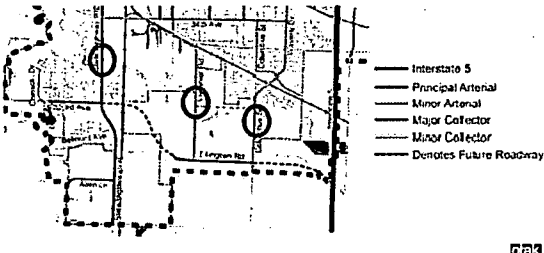
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### Transportation Issues



- Three creek crossings



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### How Many People Are We Planning For?




Growth Forecast – Next 20 years

- 1200 new households
- 2820 people
- 1370 jobs

Capacity of the Study Area

- 2-3 times as much, depending on how many wetlands are mitigated



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What Makes a Great Neighborhood?



Variety of Housing



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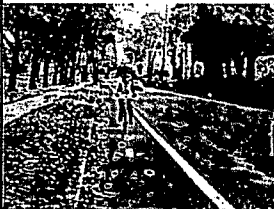
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What makes a great neighborhood?



Walkable streets



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What makes a great neighborhood?



Local Services



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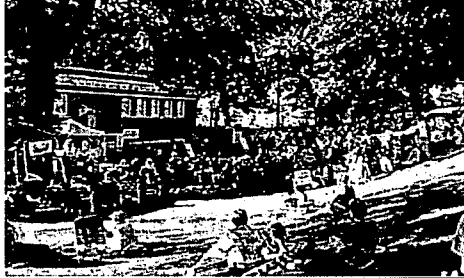
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### What makes a great neighborhood?



#### Community Gathering Places



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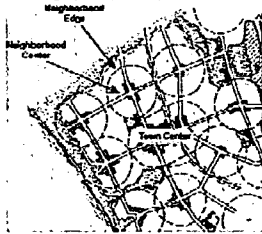
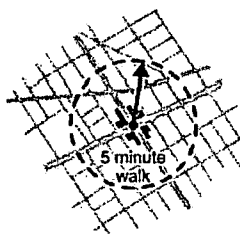
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### Size matters – 5 minutes to a quart of milk



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Takena Park and Adjacent Neighborhood

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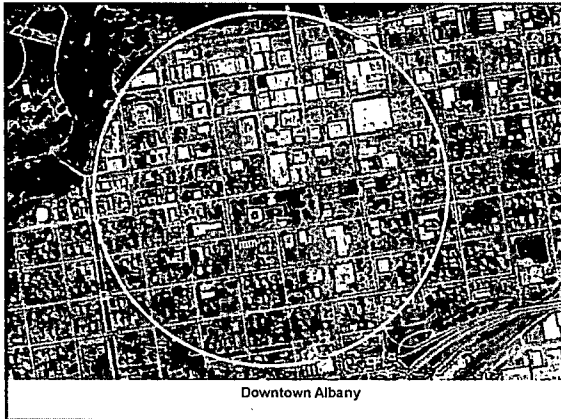
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Downtown Albany

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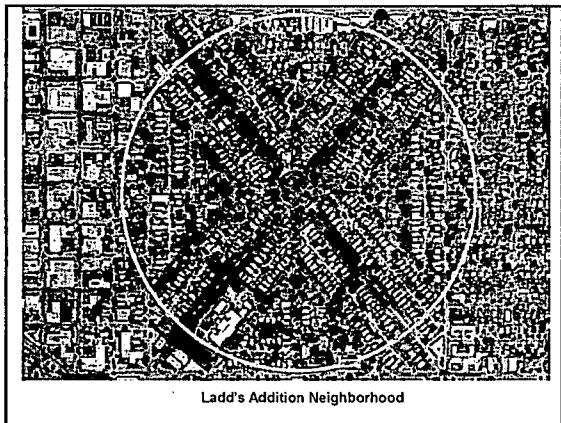
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Ladd's Addition Neighborhood

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Sellwood Neighborhood

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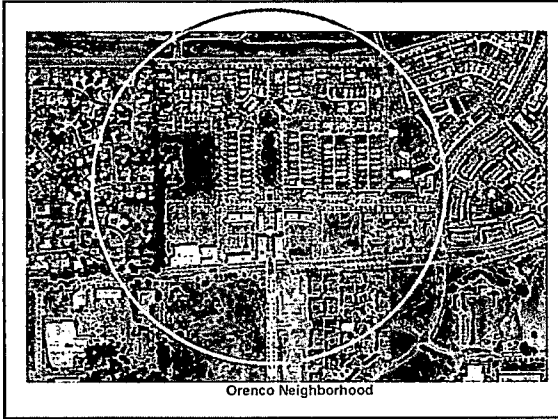
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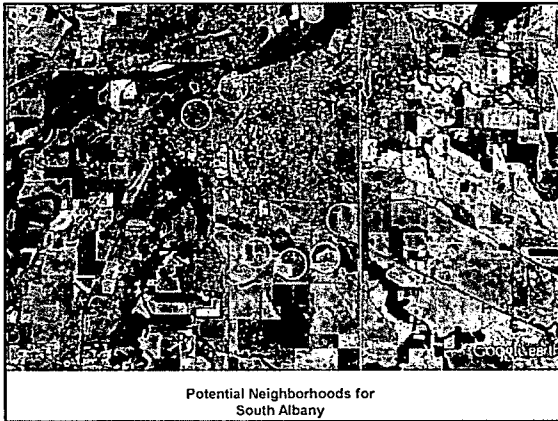
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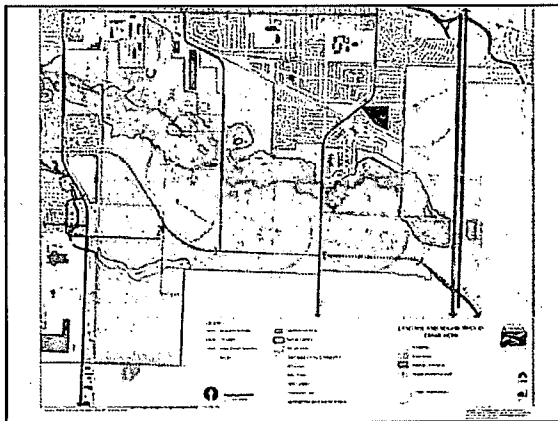
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### What is a Village Center?



- Local shops and services
- A community gathering place
- Example uses: small grocery store, coffee shop
- Provides a "walk-to" option for local goods and services
- Design is highly pedestrian-oriented
- Size and shape: Options need to be explored




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### What makes a great Village Center?




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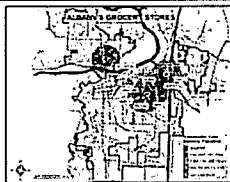
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### Why include a Village Center in South Albany?



- Support to date by community – part of the emerging vision
- Big need for grocery store
- Without a Village Center, people will have to drive for local services




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### Grocery Stores are Changing



The "new" full service grocery-anchored center (New Seasons, Whole Foods)

New kids on the block (Market of Choice)



Local kids on the block (Sundance)



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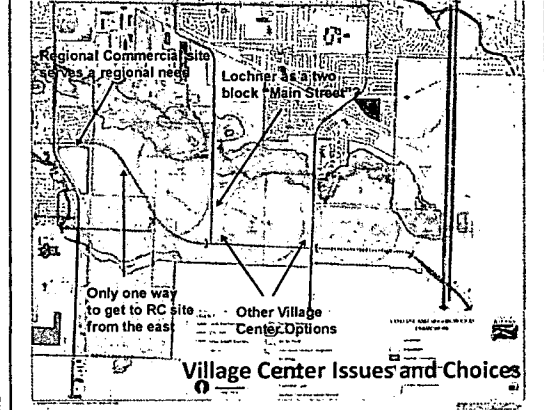
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Regional Commercial Site  
Serves a regional need

Lochner as a two block Main Street

Only one way to get to RC site from the east

Other Village Center Options

### Village Center Issues and Choices

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Map showing detailed street grid and site locations.

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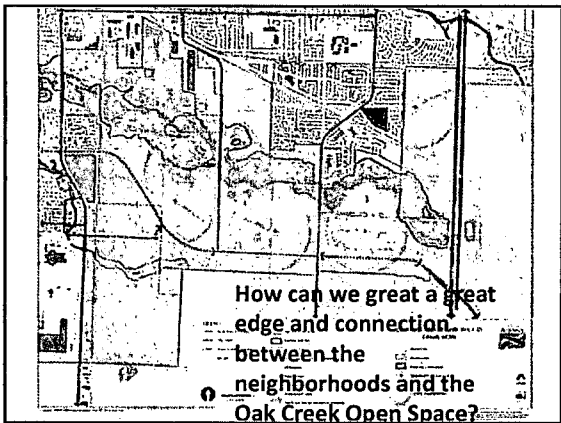
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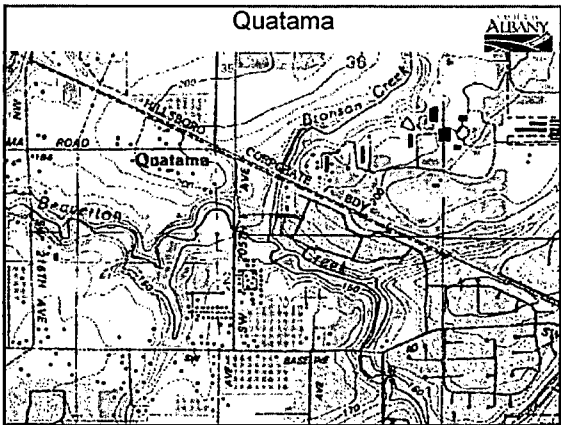
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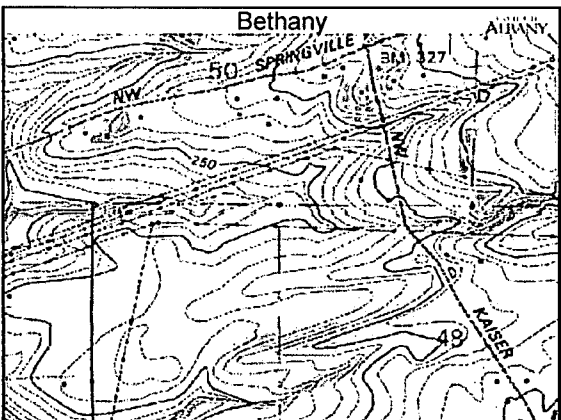
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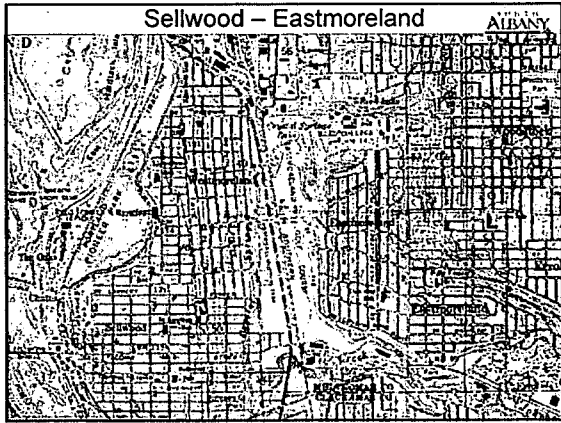
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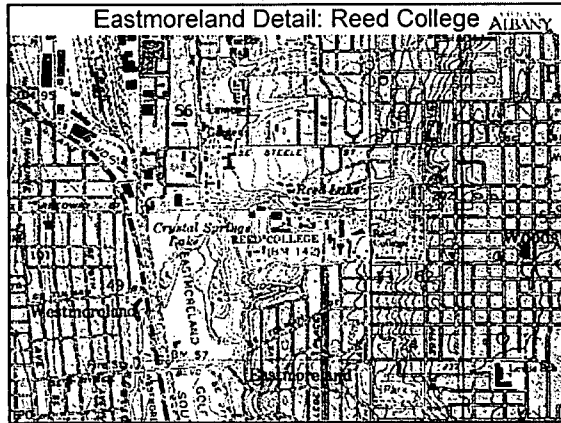
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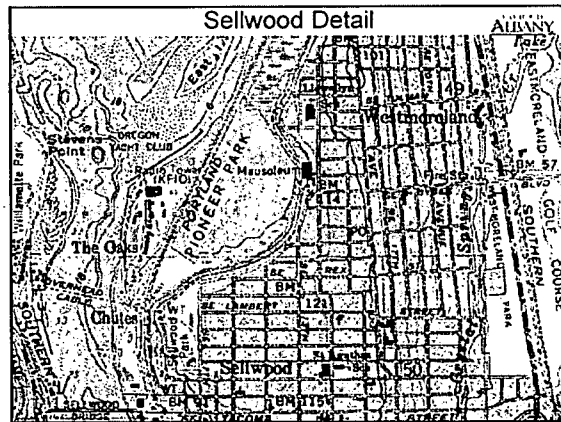
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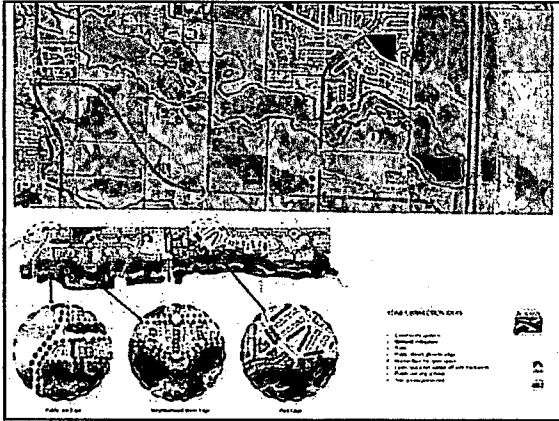
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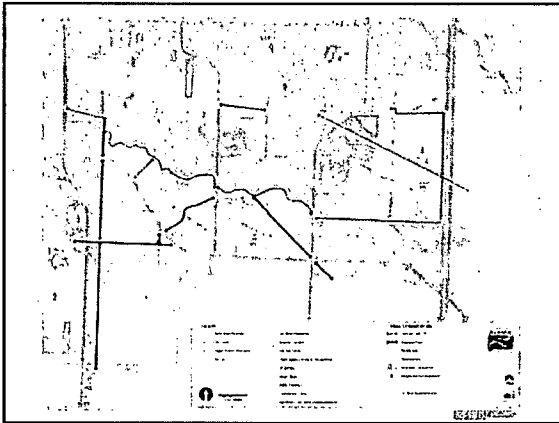
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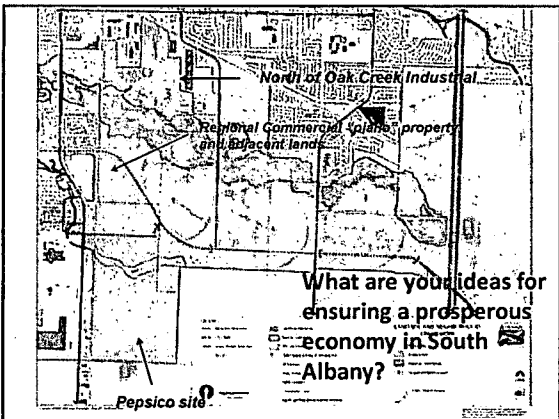
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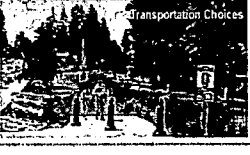
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**It's About Livability – Thank You!** 

 <p>Green Spaces</p>	 <p>Walkable Neighborhoods</p>
 <p>Local Services</p>	 <p>Transportation Choices</p>



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Section 5—Discussion Group Notes



**South Albany Area Plan**  
**Workshop #1 - Envisioning South Albany**  
**Comments from Discussion Groups**

Table/ Facilitator T1 /D. Siegel	Map	Question	Comments
T1 /D. Siegel	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Low density housing</li> <li>• Walk/bike along Oak Creek Greenway</li> <li>• Services: Bank, grocery store, coffee shop</li> <li>• Four separate developments similar to Orenco Station</li> <li>• Backyards open to Greenway – no fence</li> <li>• School in a central location</li> <li>• Linked open spaces</li> <li>• Variety of housing types</li> <li>• Each neighborhood would be like an Orenco Station – mixed use and walkable</li> <li>• Oak Creek is accessible and not a “private” resource (fenced in)</li> </ul>
		Q 2 Are there any specific site conditions that are important to note to help the design?	<ul style="list-style-type: none"> <li>• Combination neighborhood street/park “edge”</li> <li>• Wetlands an issue for location of possible school sites</li> </ul>
		Q3- Locate a Village Center or centers using dots provided. Do you support this plan?	For placement of dots, refer to the Land Use and Neighborhoods Framework Map.

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T1 /D. Siegel	Map	Question	Comments
		General Comments	<ul style="list-style-type: none"> <li>• Lack of services; create a draw</li> <li>• Addition of school in central neighborhood circle</li> <li>• Need neighborhood centers</li> <li>• No large shopping malls in neighborhood centers</li> <li>• Design studies need to be in place to keep neighborhood commercial feel</li> </ul>
	Edge Connections Map	Q 4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	<ul style="list-style-type: none"> <li>• Good examples include: Monteith Park, Bryant Park, and Portland Waterfront Park</li> <li>• Prefer combination of Park Edge and Neighborhood Street Edge connections</li> </ul>
		Q5 Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Open to public use, not “owned” as a backyard resource</li> <li>• Easy access is needed</li> <li>• Need pedestrian bridges at locations to cross Oak Creek</li> </ul>
		General Comments	
	Trails Framework Map	Q6 What comments and question do you have on these trails?	Refer to map for additional discussion group notations to trails framework map.
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Linkages across the Oak Creek Greenway</li> <li>• Trail along north side of Oak Creek</li> <li>• Pedestrian only bridges at several locations across Oak Creek</li> </ul>
		General Comments	
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	<ul style="list-style-type: none"> <li>• Status quo, smaller lots and subdivisions</li> </ul>

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T1 /D. Siegel	Map	Question	Comments
		Q8b What do you see for the Regional Commercial site?	<ul style="list-style-type: none"> <li>• Grocery store</li> </ul>
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	<ul style="list-style-type: none"> <li>• Large, single-owner facilities/employers</li> </ul>
		General Comments	



**South Albany Area Plan**  
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Table/ Facilitator T2 /M. GVL	Map	Question	Comments
T2 /M. GVL	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Nice place for people 55+ to live and stay in Albany. Nice single-family homes with green design, walking paths, waterways, shared landscape maintenance, nice "flow", shops and stores nearby, RV storage.</li> <li>• Attractive sidewalks and walkways</li> <li>• Neighborhoods for young families</li> <li>• Smaller building footprints</li> <li>• Green/sustainable demonstration projects ("The Oregon Way")</li> <li>• Low-impact development techniques to reduce impact on Oak Creek Corridor</li> <li>• Interpretive center – use Greenway as an educational opportunity for natural environment</li> <li>• Learning or observation center in cooperation with educational facilities and science and volunteering from (senior) residents: a different kind of "connectivity"</li> <li>• Attractive sidewalks and walkways.</li> <li>• Connection by bike from neighborhoods, shops, and parks to the Greenway trail</li> <li>• Golf course: provides rural character and has a more interesting landscape than the current flat character. Also provides open space.</li> <li>• Off-street pathway to downtown</li> </ul>



*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T2 /M. GVL	Map	Question	Comments
			<ul style="list-style-type: none"> <li>• Bike path between Community College and neighborhoods and Albany</li> <li>• Move the City's ball field park to be along the greenbelt (Oak Creek Corridor)</li> <li>• School along greenbelt</li> <li>• School located on bike paths so kids can safely bike to school</li> <li>• Healthcare center within neighborhoods</li> </ul>
		<p>Q2 Are there any specific site conditions that are important to note to help the design?</p>	<ul style="list-style-type: none"> <li>• Don't back up homes to railroad. Allow for future rails to trails conversion.</li> <li>• Invasive species will threaten the drainage area. Need to educate community and anticipate active maintenance.</li> </ul>
		<p>Q3 Locate a Village Center or centers using dots provided. Do you support this plan?</p>	<p>For placement of dots, refer to the Land Use and Neighborhoods Framework Map.</p> <p>Facilitator Remarks:</p> <ul style="list-style-type: none"> <li>• Mennonite Village participant indicated plans to provide a small village center at the Village on Columbus, open to the general public. 2 acre size.</li> <li>• 4 acre center located on Lochner and Ellingson, looking for synergy with Employment Area users and the City Park.</li> <li>• 4 acre center located on Columbus and Ellingson, to capture traffic going in and out of Albany and Lebanon.</li> <li>• Result: relatively even distribution of 3 individual village centers serving 3 of the 4 envisioned neighborhoods.</li> <li>• Unanimous support for this.</li> </ul>

Table/ Facilitator T2 /M. GVL	Map	Question	Comments
		General Comments	<ul style="list-style-type: none"> <li>• Hydrology is very important and extends beyond Oak Creek corridor into the entire planning area; need holistic vision and hydrology strategy. More than just passive protection; need for active and ongoing preservation.</li> <li>• Need education and activate participation , not just “protect and forget”</li> <li>• School fencing is negative for relationship with Greenway. Why are all school grounds in Albany fenced off? Lost opportunity for after-school hours community benefit.</li> <li>• A park may be better</li> <li>• Will railroad go to trail?</li> <li>• Need more than one large community park: also smaller park(s) in each new neighborhood.</li> <li>• You currently can’t get to Oak Creek. Would be nice to experience it.</li> <li>• Would be nice to be able to kayak on it.</li> <li>• Be aware of (negative) impact of actively farmed neighboring areas: dust, rodents, chemicals etc. – need to buffer between this and neighborhoods:</li> </ul>
	Edge Connections Map	Q 4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	<ul style="list-style-type: none"> <li>• Group supports all of the suggested edge connection ideas</li> </ul>
		Q5 Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Rest areas and snack shops along trail</li> <li>• Keep Trails outside of riparian buffer</li> <li>• Keep the edge public because City government provides the best opportunity for an overall consistent maintenance plan and can handle it better, as opposed to individual private land</li> </ul>

Table/ Facilitator T2 /M. GVL	Map	Question	Comments
			<p>owners with differing ideas about maintenance degrading the overall quality of the Oak Creek open space corridor.</p> <ul style="list-style-type: none"> <li>• Better for Creek preservation and protection</li> <li>• Keep parks that attract a lot of cars (parks with ball fields) away from homes to avoid parking pressure on residential streets</li> <li>• Locate Parks along trail system</li> <li>• Locate School along trail system</li> <li>• Make edge Continuous</li> <li>• Good examples of trails and interface between city and natural open space : Willamette Landing – Corvallis, Boise Greenbelt, Cherry Creek Trail – Denver.</li> <li>• Grade separate crossings between trails and busy streets (expensive but important)</li> <li>• Good example of collocating parks and shops: Downtown Lake Oswego – parking serves shops and parks. Integrated. Seamless.</li> </ul>
		General Comments	
	Trails Framework Map	Q6 What comments and question do you have on these trails?	<ul style="list-style-type: none"> <li>• How to get downtown? Need to be able to get there both on-street and off-street. Provide complete system of convenient connections between planning area and existing destinations such as downtown, Community College and employment areas.</li> </ul>
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Include the proposed village Centers into the trails system</li> <li>• Trail along canal to get to Lebanon</li> </ul>

Table/ Facilitator T2 /M. GVL	Map	Question	Comments
			<ul style="list-style-type: none"> <li>• Keep the continuous trails along the Oak Creek Open Space out of the areas where Archeology artifacts are most likely to be found! Put this constraint on the map. Or does the trail constriction provide an opportunity for excavation, discovery and education?</li> <li>• Need a way to safely cross the freeway to connect trails to Freeway lakes.</li> </ul>
		General Comments	
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	<ul style="list-style-type: none"> <li>• More of the same kind of industrial development that is currently there. Good Resource.</li> </ul>
		Q8b What do you see for the Regional Commercial site?	(not discussed)
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	<ul style="list-style-type: none"> <li>• Buffer light industrial and industrial from the residential uses with perhaps business park.</li> </ul>
		General Comments	



**South Albany Area Plan**  
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**Comments from Discussion Groups**

Table/ Facilitator T3 / D. Martineau	Map	Question	Comments
T3 / D. Martineau	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Housing diversity – market support, mostly single-family residential</li> <li>• Walkable</li> <li>• Aging</li> <li>• Better public transportation</li> <li>• Aging population needs to get around</li> <li>• Do not want to see empty commercial development</li> <li>• Should reflect actual populations</li> <li>• Need grocery store</li> <li>• Plan responsibly</li> <li>• Cognizant of land use</li> <li>• Let market drive the direction of development</li> <li>• Retain flexibility and protect property rights</li> <li>• Public transportation (bus) into neighborhoods</li> </ul>
		Q 2 Are there any specific site conditions that are important to note to help the design?	<ul style="list-style-type: none"> <li>• Nothing much</li> <li>• Grass rescue – Ryegrass</li> <li>• Existence of city park property</li> <li>• Is the neighborhood focal point in the city park property oriented towards park or community/commercial?</li> </ul>
		Q3 Locate a Village Center or centers using dots provided. Do you support this plan?	<p>For placement of dots, refer to the Land Use and Neighborhoods Framework Map.</p> <ul style="list-style-type: none"> <li>• Flexibility to allow market conditions to control</li> </ul>

Table/ Facilitator T3 / D. Martineau	Map	Question	Comments
			<ul style="list-style-type: none"> <li>• Village Center is desirable around piano property</li> <li>• Putting “dots” might make map more difficult with development later (predetermines what future land uses will be and where there’ll be); takes away freedom and the market</li> <li>• Nobody knows what the future will bring, i.e. fuel-based or electric cars; charging stations today may not be necessary in the future</li> <li>• Plans lock in uses</li> <li>• Having residential property around Piano property</li> <li>• Direction, not mandates</li> <li>• Village Center should not be like 7-11; need better quality</li> </ul>
		General Comments	
	Edge Connections Map	Q 4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	
		Q5 Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Let market determine</li> <li>• Combination between building houses and public uses – opposed to seeing all value along creek be taken away</li> <li>• Could still have flexibility for trails</li> <li>• Roads should be thoughtful – could detract from the creek area</li> <li>• Flexibility is important; difficult to project into the future</li> </ul>

Table/ Facilitator T3 / D. Martineau	Map	Question	Comments
		General Comments	
	Trails Framework Map	Q6 What comments and question do you have on these trails?	
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Suggest interior trails, access to creek, spur</li> <li>• Hard surface to meet ADA requirements with spurs for walking – natural, unpaved areas</li> </ul>
		General Comments	
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	
		Q8b What do you see for the Regional Commercial site?	
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	
		General Comments	



**South Albany Area Plan**  
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**Comments from Discussion Groups**

Table/ Facilitator T4 / J. Dills	Map	Question	Comments
T4 / J. Dills	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years. ....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Corridor preserved natural area</li> <li>• Safe neighborhoods</li> <li>• Mature trees</li> <li>• Mix of housing – shouldn't all look the same</li> <li>• Everyone walks</li> <li>• Walk to school</li> <li>• Curve the streets – network</li> <li>• Parks</li> <li>• "Connectedness" along Oak Creek</li> <li>• Safe for kids to go outside</li> <li>• "Explorable" along Oak Creek</li> <li>• Orenco Station is a good example for walking</li> <li>• Boardwalk to get out of the water</li> <li>• Boardwalks across the creek (several crossings were drawn and the idea of connecting across the creek to key destination was discussed).</li> </ul>
		Q 2 Are there any specific site conditions that are important to note to help the design?	<ul style="list-style-type: none"> <li>• Oak Creek only spring fed in the summer</li> <li>• Spring fed pool</li> <li>• Preserve near Oak groves</li> <li>• Wildlife continue living in the area</li> <li>• Preserve nature and native trees</li> <li>• 1856 home in Cluster Development could be turned into a museum and park</li> <li>• Where to put school?</li> </ul>



*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T4 / J. Dills	Map	Question	Comments
		Q3 Locate a Village Center or centers using dots provided. Do you support this plan?	<p>For placement of dots, refer to the Land Use and Neighborhoods Framework Map.</p> <p>Facilitator Remarks:</p> <ul style="list-style-type: none"> <li>• The group supported the idea of the Village Center being in the center of neighborhoods or along Oak Creek. This idea was related to those locations as special places.</li> <li>• There was not discussion or guidance of what location that small Village Center businesses would find most feasible.</li> </ul>
		General Comments	
	Edge Connections Map	Q 4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	<ul style="list-style-type: none"> <li>• Be cautious about overuse next to wildlife (park edge connections)</li> <li>• Yes to street along meandering the edge</li> <li>• Yes to trails</li> <li>• Agree wetlands mitigation needs to be maintained</li> </ul>
		Q5 Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Use permeable pavements</li> <li>• Trails are good, but safety is <u>very</u> important; provide lighting</li> <li>• Options – can some areas have backyard at Creek?</li> <li>• How does dedication of land to the public work into this issue?</li> <li>• Conditions of approval are often the vehicle by which the City can achieve public objectives when it is reviewing a land use application.</li> </ul>
		General Comments	

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T4 / J. Dills	Map	Question	Comments
	Trails Framework Map	Q6 What comments and question do you have on these trails?	<ul style="list-style-type: none"> <li>• Where does the proposed trail crossing the intersections of Columbus St. and Ellington Rd. go as it heads southeast?</li> <li>• Why is the planned trail TSP running east-west between Columbus St and I5 straight?</li> </ul>
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Create looped trail(s)</li> <li>• Interpretive center at wetlands</li> <li>• Boardwalk through wetlands</li> <li>• Boardwalks across the creek. (several crossings were drawn and the idea of connecting across the creek to key destination was discussed).</li> </ul>
		General Comments	
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	<ul style="list-style-type: none"> <li>• Buffer the GAPS property</li> <li>• Not much buildable land in this area</li> <li>• Industrial is okay</li> </ul>
		Q8b What do you see for the Regional Commercial site?	<ul style="list-style-type: none"> <li>• Community commercial preferred</li> </ul>
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	
		General Comments	



**South Albany Area Plan**  
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**Comments from Discussion Groups**

Table/ Facilitator T5 / S. Quayle	Map	Question	Comments
T5 / S. Quayle	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Small children</li> <li>• Family focus</li> <li>• Transit accessible and convenient</li> <li>• Walkable grid – small blocks</li> <li>• Human dimensions</li> <li>• Walk to schools</li> <li>• Know your neighbors</li> </ul>
		Q 2 Are there any specific site conditions that are important to note to help the design?	<ul style="list-style-type: none"> <li>• Concerns over lack of connectivity (north/south and east/west). Need redundancy in routes, point loading 53<sup>rd</sup> extension at 99E.</li> <li>• Avenue close to walking trails and access to transit</li> <li>• Open space draws people</li> <li>• Emergency access, services such as a fire station?</li> <li>• Point load redundancy</li> </ul>
		Q3 Locate a Village Center or centers using dots provided. Do you support this plan?	<p>For placement of dots, refer to the Land Use and Neighborhoods Framework Map.</p> <ul style="list-style-type: none"> <li>• Specialization of various Village Centers</li> <li>• Connect Village Centers by both roads and trails</li> </ul>

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T5 / S. Quayle	Map	Question	Comments
			Facilitator Remarks: <ul style="list-style-type: none"> <li>• Want a grocery store, not too expensive, liked Trader Joes.</li> <li>• Want parks and open spaces.</li> </ul>
		General Comments	<ul style="list-style-type: none"> <li>• Group recognized that the market will respond to the size/type of development.</li> <li>• Village centers should be close to or connected by trails. Consider floodplain with type and locations of transportation (roads/trails) and development.</li> </ul>
	Edge Connections Map	Q 4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	<ul style="list-style-type: none"> <li>• Use a mix of all three edge-connection treatments.</li> <li>• Use grid system – residential should be more like old Albany; square blocks</li> </ul>
		Q5 . Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Boardwalk</li> <li>• Could be a trail and road</li> <li>• Use topography to create views for public spaces (Uphill views)</li> <li>• No houses - back up property sharing</li> <li>• Particular area of concern interfacing with the creek</li> <li>• Envision something like Corvallis waterfront</li> </ul>
		General Comments	
	Trails Framework Map	Q6 What comments and question do you have on these trails?	<ul style="list-style-type: none"> <li>• Trail crossing creek, connectivity</li> </ul>

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T5 / S. Quayle	Map	Question	Comments
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• More trails would be better</li> <li>• Use road/trail combinations</li> <li>• Utilize power line ROW as a trail</li> </ul>
		General Comments	<ul style="list-style-type: none"> <li>• May not want to connect trail system to industrial land use area.</li> </ul>
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	<ul style="list-style-type: none"> <li>• Access</li> <li>• Find marshy constraints</li> <li>• No garbage dump or other “smelly” uses</li> <li>• School and emergency services</li> </ul>
		Q8b What do you see for the Regional Commercial site?	<ul style="list-style-type: none"> <li>• Commuter rail station</li> </ul>
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	<ul style="list-style-type: none"> <li>• Western access to 53<sup>rd</sup>, not just Highway 99</li> <li>• Apartments and traffic congestion create chokepoint at 53<sup>rd</sup> &amp; Hwy 99</li> <li>• Small, inexpensive grocery store; Trader Joe’s</li> <li>• Restaurants</li> <li>• Mix retail and industrial</li> <li>• Buffer industrial and commercial development</li> </ul>
		General Comments	<ul style="list-style-type: none"> <li>• Fire station</li> <li>• Size-economics of services</li> <li>• Schools within walking distance</li> <li>• Good access to all housing</li> <li>• Transit ROWs</li> </ul>



**South Albany Area Plan**  
**Workshop #1 - Envisioning South Albany**  
**Comments from Discussion Groups**

Table/ Facilitator	Map	Question	Comments
T6 / R. Irish	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	
		Q2 Are there any specific site conditions that are important to note to help the design?	
		Q3 Locate a Village Center or centers using dots provided. Do you support this plan?	For placement of dots, refer to the Land Use and Neighborhoods Framework Map.  Facilitator Remarks:
		General Comments	<ul style="list-style-type: none"> <li>• Need more industrial/employment opportunities</li> </ul>
	Edge Connections Map	Q 4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	
		Q5 Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Should roads run along wetlands or lots on both sides? Concern about control of overgrowth of brush, land values, and possible wildlife habitat</li> </ul>

Table/ Facilitator T6 / R. Irish	Map	Question	Comments
		General Comments	
	Trails Framework Map	Q6 What comments and question do you have on these trails?	<ul style="list-style-type: none"> <li>• The proposed trail running north-south adjacent to Highway 99 would be a good bike path</li> </ul>
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Incorporate bike path on east side of Pacific, maybe along railroad tracks to allow better biking for LBCC riders</li> <li>• Road connections between neighborhoods across Columbus Street an Lochner Road</li> <li>• The straight, planned trail TSP, between Columbus St and I5 could be curved and follow the line of the riparian corridor</li> <li>• Homes on one side, road/bike path along wetlands</li> </ul>
		General Comments	
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	
		Q8b What do you see for the Regional Commercial site?	
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T6 / R. Irish	Map	Question	Comments
		General Comments	<ul style="list-style-type: none"> <li>• More mixed use incorporated into the plan</li> <li>• Freeway interchange at 7 Mile Lane and I5</li> <li>• Seems like an exercise in futility until we get enough industry to support more growth, and until the uncertainty about the wetlands are resolved</li> </ul>





**South Albany Area Plan**  
**Workshop #1 - Envisioning South Albany**  
**Comments from Discussion Groups**

Table/ Facilitator T7/D. Helton	Map	Question	Comments
T7/D. Helton	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Welcoming and inviting a variety of people (i.e. various income levels all on one street)</li> <li>• Including various levels of residential zoning</li> <li>• Mixed use buildings with commercial on lower levels and apartments upstairs</li> </ul>
		Q2 Are there any specific site conditions that are important to note to help the design?	<ul style="list-style-type: none"> <li>• Safety concerns due to isolated area (police and fire stations)</li> <li>• Transportation connections (bus service, walking paths)</li> <li>• Keeping the south parts of the proposed neighborhood areas "connected" to the rest of the neighborhood when there is a 5 lane road going through it (Ellingson Rd)</li> </ul>
		Q3 Locate a Village Center or centers using dots provided. Do you support this plan?	<p>For placement of dots, refer to the Land Use and Neighborhoods Framework Map.</p> <p>Facilitator Remarks:</p>
		General Comments	<ul style="list-style-type: none"> <li>• Add fire</li> <li>• Add additional connection from Lochner Rd west across the southern employment zone (refer to map)</li> </ul>

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T7/D. Helton	Map	Question	Comments
	Edge Connections Map	Q4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	<ul style="list-style-type: none"> <li>• Centers not all on collectors – married crossings, overpasses</li> <li>• Streets – not barriers</li> <li>• Oak Creek street/trail set back from flood plain</li> </ul>
		Q5 Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Parking needed for parks</li> <li>• Pedestrian trail needed along open space; bark dust trails for runners</li> <li>• Parks can use flood plain (use flood plain to mitigate wetlands)</li> <li>• Set street back from flood plain</li> </ul>
		General Comments	
	Trails Framework Map	Q6 What comments and question do you have on these trails?	
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Refer to map for trail mirrored along northern edge of riparian corridor with smaller connector trails through the center to connect to the proposed trails to the south</li> <li>• Curve the straight, planned trail TSP, to follow the riparian corridor</li> </ul>
		General Comments	<ul style="list-style-type: none"> <li>• Add school</li> </ul>
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T7/D. Helton	Map	Question	Comments
		Q8b What do you see for the Regional Commercial site?	
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	
		General Comments	<ul style="list-style-type: none"> <li>• MFR needed somewhere near LBCC/reg comm.</li> <li>• Commercial center</li> <li>• Relocate signal at Ellingson Rd and Highway 99 to intersections further north</li> <li>• Connect Allen Lane with Lochner Rd</li> </ul>



**South Albany Area Plan**  
**Workshop #1 - Envisioning South Albany**  
**Comments from Discussion Groups**

Table/ Facilitator T8 / E. Moore	Map	Question	Comments
T8 / E. Moore	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Trails connecting neighborhoods that are safe for biking and walking</li> <li>• Good public transportation</li> <li>• Neighborhood Parks in each neighborhood</li> <li>• Albany Canal as a OS resource</li> <li>• Preserved Oregon White Oak Groves; significant local feature to area</li> <li>• Tree-lined streets</li> <li>• All houses have porches and few shout houses</li> <li>• Street spaces have human scale and don't feel crowded (not like development south of Knox Butte.</li> <li>• One large village center designed like Oakway Mall in Eugene. Smaller neighborhood center located near Mennonite Village to service that area.</li> <li>• Professional business park east of Regional Commercial Center. Large employment center in SW along 99E</li> </ul>

Table/ Facilitator T8 / E. Moore	Map	Question	Comments
		Q2 Are there any specific site conditions that are important to note to help the design?	<ul style="list-style-type: none"> <li>• Oak Creek and its flood plain as a significant natural OS area</li> <li>• Preserve existing Oak groves</li> <li>• Incorporate locally significant wetlands into development design</li> </ul>
		Q3 Locate a Village Center or centers using dots provided. Do you support this plan?	<p>For placement of dots, refer to the Land Use and Neighborhoods Framework Map.</p> <ul style="list-style-type: none"> <li>• One large village center designed like Oakway Mall in Eugene. Smaller neighborhood center located near Mennonite Village to service that area.</li> </ul>
	Edge Connections Map	Q4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	<ul style="list-style-type: none"> <li>• All three may work at different areas</li> <li>• Don't want trail system where you walk past people's backyards; abutment to trail is not attractive</li> <li>• Minnehaha Parkway in Minneapolis as example</li> </ul>
		Q5 Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Privacy is an issue with backyard on park/path</li> </ul>
	Trails Framework Map	Q6 What comments and question do you have on these trails?	<p>Refer to map for additional discussion group notations to trails framework map.</p> <ul style="list-style-type: none"> <li>• Trail along Oak Creek should be outside the flood plain on top of the bench to keep from flooding</li> <li>• Construction of trail will need to consider flooding and soil conditions.</li> </ul>

Table/ Facilitator T8 / E. Moore	Map	Question	Comments
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Have trail on both side of the creek - connected circle</li> <li>• Plan for trail supervision and maintenance</li> <li>• Have trail connect all villages and commercial centers</li> <li>• Emergency access to trail along the river</li> <li>• Trails should connect to neighborhood parks</li> </ul>
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	<ul style="list-style-type: none"> <li>• No heavy industrial; warehouse/distribution</li> <li>• Office/business park and professional services</li> <li>• Landscape buffering important along streets and between conflicting uses.</li> <li>• leave rail industrial area north of Oak Creek alone</li> <li>• Minimum outdoor storage</li> </ul>
		Q8b What do you see for the Regional Commercial site?	<ul style="list-style-type: none"> <li>• Regional commercial</li> </ul>
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	<ul style="list-style-type: none"> <li>• Warehouse/distribution with traffic focused out to 99E</li> </ul>



South Albany Area Plan  
 Workshop #1 - Envisioning South Albany  
 Comments from Discussion Groups

Table/ Facilitator T9 / H. Hansen	Map	Question	Comments
T9 / H. Hansen	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Walk to shopping</li> <li>• Safety of walking and biking</li> <li>• Reduce time to grocery and other stores, services, and restaurants</li> <li>• Good public transportation</li> <li>• Street spaces opened up like development at Goldfish and south of Knox Battle north of.....</li> </ul>
		Q2 Are there any specific site conditions that are important to note to help the design?	<ul style="list-style-type: none"> <li>• Need better crossings at Columbus Street; safety is a concern</li> <li>• Preservation of Oak Groves in commercial and other areas - example: Oakway Mall</li> <li>• Tree-lined streets</li> <li>• Keeps stands of trees</li> <li>• Oak Creek a significant feature</li> <li>• Albany - canal - resources</li> </ul>

Table/ Facilitator T9 / H. Hansen	Map	Question	Comments
		Q3 Locate a Village Center or centers using dots provided. Do you support this plan?	<p>For placement of dots, refer to the Land Use and Neighborhoods Framework Map and attached photos/comments.</p> <ul style="list-style-type: none"> <li>• Similar to North Albany Village: supermarket and shops</li> </ul> <p>Facilitator Remarks:</p>
		General Comments	<ul style="list-style-type: none"> <li>• Include neighborhood parks in each of the 1/4 mile neighborhood circles</li> <li>• Regional/community shopping is good in the area notes</li> <li>• Encourage porches</li> </ul>
	Edge Connections Map	Q4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	<ul style="list-style-type: none"> <li>• A balance between private at public at Neighborhood Street Edge and Park Edge</li> <li>• Park Edge offers great access to park</li> <li>• Park Edge similar to Minnehaha Parkway in Minneapolis</li> </ul>
		Q5 Additional ideas or concerns on this issue?	
		General Comments	



Table/ Facilitator T9 / H. Hansen	Map	Question	Comments
	Trails Framework Map	Q6 What comments and question do you have on these trails?	<ul style="list-style-type: none"> <li>• Seasonal flooding and soil conditions (?)</li> </ul>
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Offer opportunities for wildlife viewing</li> <li>• Trail should be on bench to avoid high water</li> <li>• Trails should connect neighborhood parks</li> <li>• Include off-shoot trail from proposed Trail TSP near northern edge of Mennonite Village to nearby green space (refer to map for discussion group notation)</li> </ul>
		General Comments	
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	<ul style="list-style-type: none"> <li>• Do not replicate</li> </ul>
		Q8b What do you see for the Regional Commercial site?	<ul style="list-style-type: none"> <li>• Office/business park</li> <li>• Professional services</li> </ul>
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	<ul style="list-style-type: none"> <li>• Use buffers and good landscaping to screen industrial materials</li> <li>• No heavy industrial</li> <li>• Minimize outdoor storage</li> <li>• Warehouse distribution</li> </ul>

Table/ Facilitator T9 / H. Hansen	Map	Question	Comments
		General Comments	<ul style="list-style-type: none"><li>• Easy access for emergency services</li><li>• Elementary school in center neighborhood circle</li></ul>



**South Albany Area Plan**  
**Workshop #1 - Envisioning South Albany**  
**Comments from Discussion Groups**

Table/ Facilitator T10 / M. Smith	Map	Question	Comments
T10 / M. Smith	Land Use and Neighborhoods Framework Map	Q1 Imagine you come back in 20 years.....What do you see in South Albany's neighborhoods?	<ul style="list-style-type: none"> <li>• Will be doing more walking, cycling, scooters</li> <li>• Coffee shops</li> <li>• Gas station</li> <li>• Amenities that people can use on a daily basis</li> <li>• Non-polluting manufacturing, electrical, plumbing</li> <li>• Christmas tree farm</li> <li>• Technology</li> </ul>
		Q2 Are there any specific site conditions that are important to note to help the design?	<ul style="list-style-type: none"> <li>• Need to draw people, and include parks and trails</li> <li>• Not too densely populated like NAVC</li> <li>• Oak Creek is dry part of the year and then spreads out</li> </ul>
		Q3 Locate a Village Center or centers using dots provided. Do you support this plan?	<p>For placement of dots, refer to the Land Use and Neighborhoods Framework Map.</p> <ul style="list-style-type: none"> <li>• Village Centers should be between neighborhoods and share on 2-lane roads vs. arterials</li> </ul>

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table / Facilitator T10 / M. Smith	Map	Question	Comments
		General Comments	<ul style="list-style-type: none"> <li>• How many homes in each neighborhood</li> <li>• Can't see commercial development</li> <li>• See more apartments near Mennonite Village</li> <li>• No one wants to live between Walmart &amp; Correctional facilities</li> <li>• North Albany has done a good job - get something like Rays, NAVC on piano property</li> <li>• OSU Credit Union in grocery store</li> <li>• Hate driving through Albany due to traffic</li> <li>• Could use a school</li> <li>• Need grocery store in employment zone above Ellingson Rd SW</li> <li>• Population above 53rd Ave adjacent to creek is waiting for retail</li> </ul>
	Edge Connections Map	Q4 What comments and questions do you have on the edge-connection treatments and ideas? Which of them are appropriate for South Albany?	
		Q5 Additional ideas or concerns on this issue?	<ul style="list-style-type: none"> <li>• Pedestrian connections</li> <li>• Use wetlands as focal point, edges face the water/green space</li> <li>• Higher densities at public use edge</li> <li>• Wooden walkways with overlooks</li> <li>• Similar to Hilton Head green spaces</li> </ul>
		General Comments	

*South Albany Area Plan  
Workshop #1- Comments from Discussion Groups*

Table/ Facilitator T10 / M. Smith	Map	Question	Comments
	Trails Framework Map	Q6 What comments and question do you have on these trails?	
		Q7 What revisions or additions should be noted?	<ul style="list-style-type: none"> <li>• Refer to trails framework map for discussion group notation regarding placement of trail along I5.</li> </ul>
		General Comments	<ul style="list-style-type: none"> <li>• Connection of Oak Creek Trail in animal s/d barrier</li> </ul>
	Land Use and Neighborhoods Framework Map 2	Q8a What do you see for the employment areas north of Oak Creek?	<ul style="list-style-type: none"> <li>• Retail/commercial deficit - grocery</li> </ul>
		Q8b What do you see for the Regional Commercial site?	
		Q8c What do you see for the employment areas south of the 53 <sup>rd</sup> Extension?	
		General Comments	

Section 6—End of Meeting Report

## SAAP Public Workshop #1 - Wrap Up

### 3 ideas on your maps

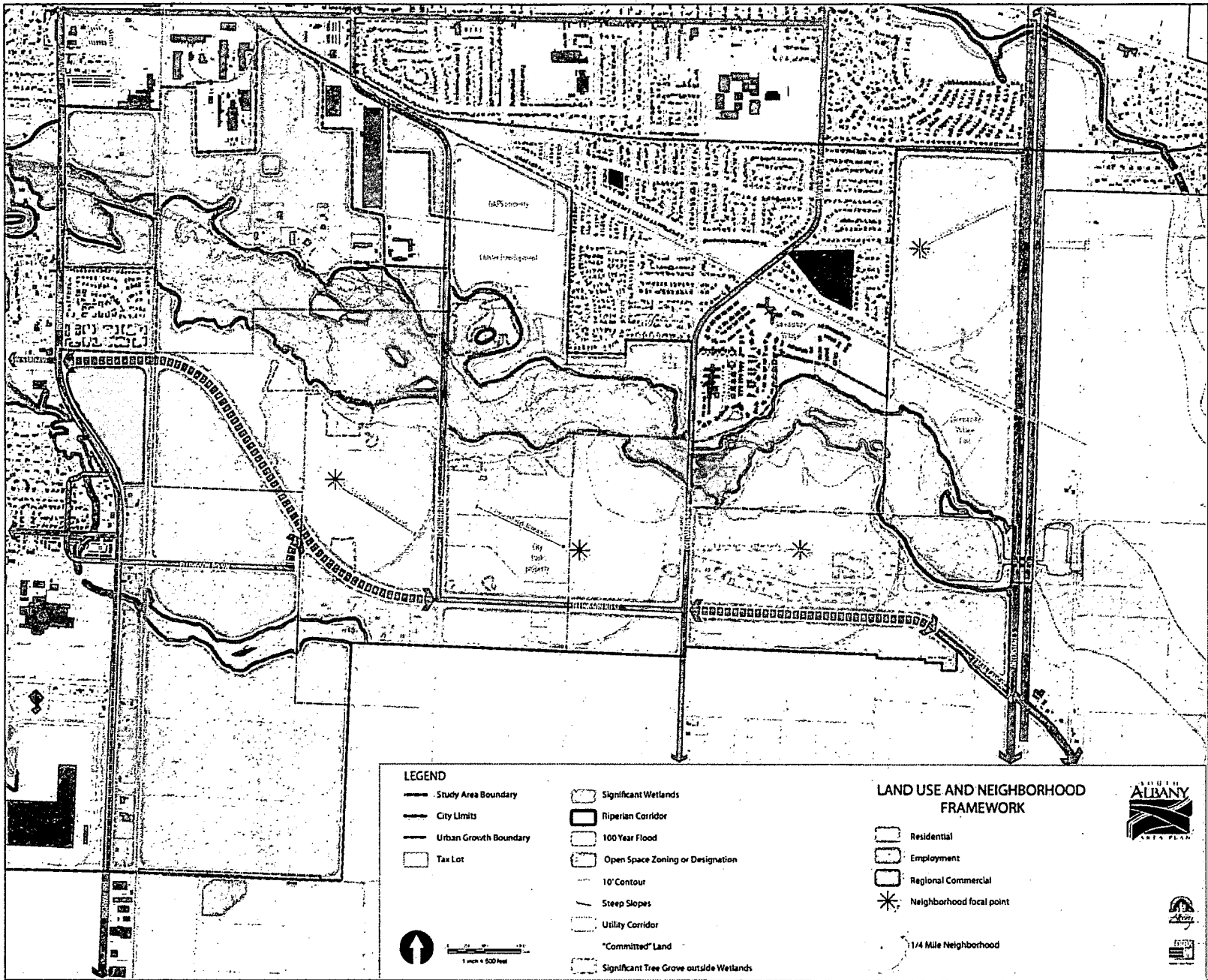
- Can we make streets like spokes of a wheel, towards the center
- European model, villages are connected by paths, paths along both sides of Oak Creek
- Residential zone down by LBCC instead of industrial
- Neighborhood orientated uses within the 4 circles
- Oak Creek treated as an amenity for all to use, rather than just a house backing up to it
- Commercial and employment uses, large format or single employer at the bottom, and maybe the piano property as a industrial park buffer
- Zone the western areas, three levels of industry from south to north, with a buffer to the east of the industrial zone
- Road (w/paths) on the south side of the Creek. Connected system
- Let the planning occur through market demand
- Transit from the City down through the neighborhoods
- Non surface paths off the pathway by Oak Creek to let the public get closer to the water
- Ditto market to drive development, industrial important to support housing
- Mixed use, paths along creek, homes along one side
- Bike path along 99 to LBCC
- Hospice house plans include medical offices and pharmacy
- Safe walking and biking, especially in Mennonite Village area, services in that area
- Trees are a high priority, especially the Oak Grove (Oak Way Center Mall is good example)
- Three centers, one @ Mennonite, Columbus & Ellison, Ellison & Lochner
- Trails connect all the way through, integrated and takes you through the project area and also Lebanon, City downtown
- Opportunities for education and stewardship, active management plan along the public access of the creek
- Livability – 55 and older and walkable and active

## SAAP Public Workshop #1 - Wrap Up

- Intersections of roadways and also at Ellingson & 53<sup>rd</sup> extension, school or other public facility on or around the park land
- Collector streets not become a barrier for walkability, (parking, biking, travel, green space, etc) marked crossings w/beacons and pedestrian overpasses
- Oak Creek trail along the northside as well. Set the street back from the 100 year flood plain as well.
- Need additional connections to Hwy 99, extend Allen
- Retail center in that area
- School in the area
- Pedestrian connections across waterways
- Oak Creek the front yard for everyone
- Protecting wild nature of corridor, farmstead with 1850's buildings, some sort of museum or interpretive center, connected to trail system
- Village center adjacent to the open space
- Larger commercial in the area
- Trail loops and walkways through the corridor as well as parallel
-



Section 7—Discussion Group Maps



**LEGEND**

- Study Area Boundary
- City Limits
- Urban Growth Boundary
- Tax Lot
- Significant Wetlands
- Riparian Corridor
- 100 Year Flood
- Open Space Zoning or Designation
- 10' Contour
- Steep Slopes
- Utility Corridor
- "Committed" Land
- Significant Tree Grove outside Wetlands

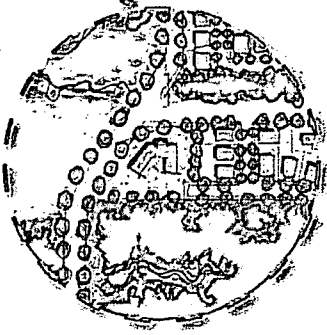
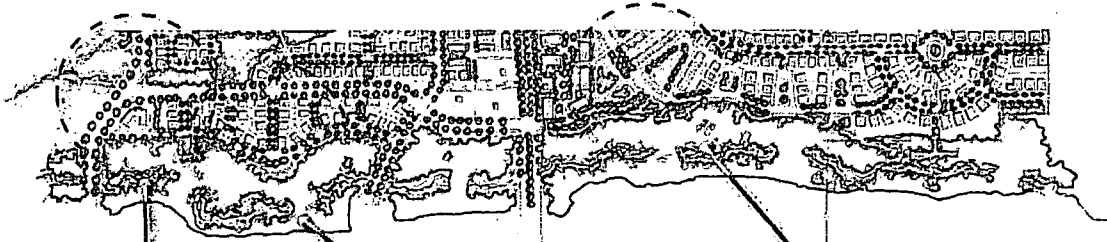
**LAND USE AND NEIGHBORHOOD FRAMEWORK**

- Residential
- Employment
- Regional Commercial
- \* Neighborhood focal point
- 1/4 Mile Neighborhood

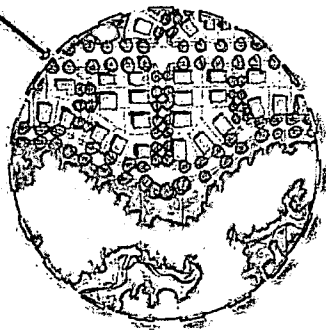


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Disclaimer: The information shown in this map is unclassified GIS data provided and prepared by City Inc., and from government and private agencies. This data is not to be relied on for any and all planning purposes only.



Public Use Edge



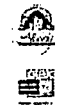
Neighborhood Street Edge

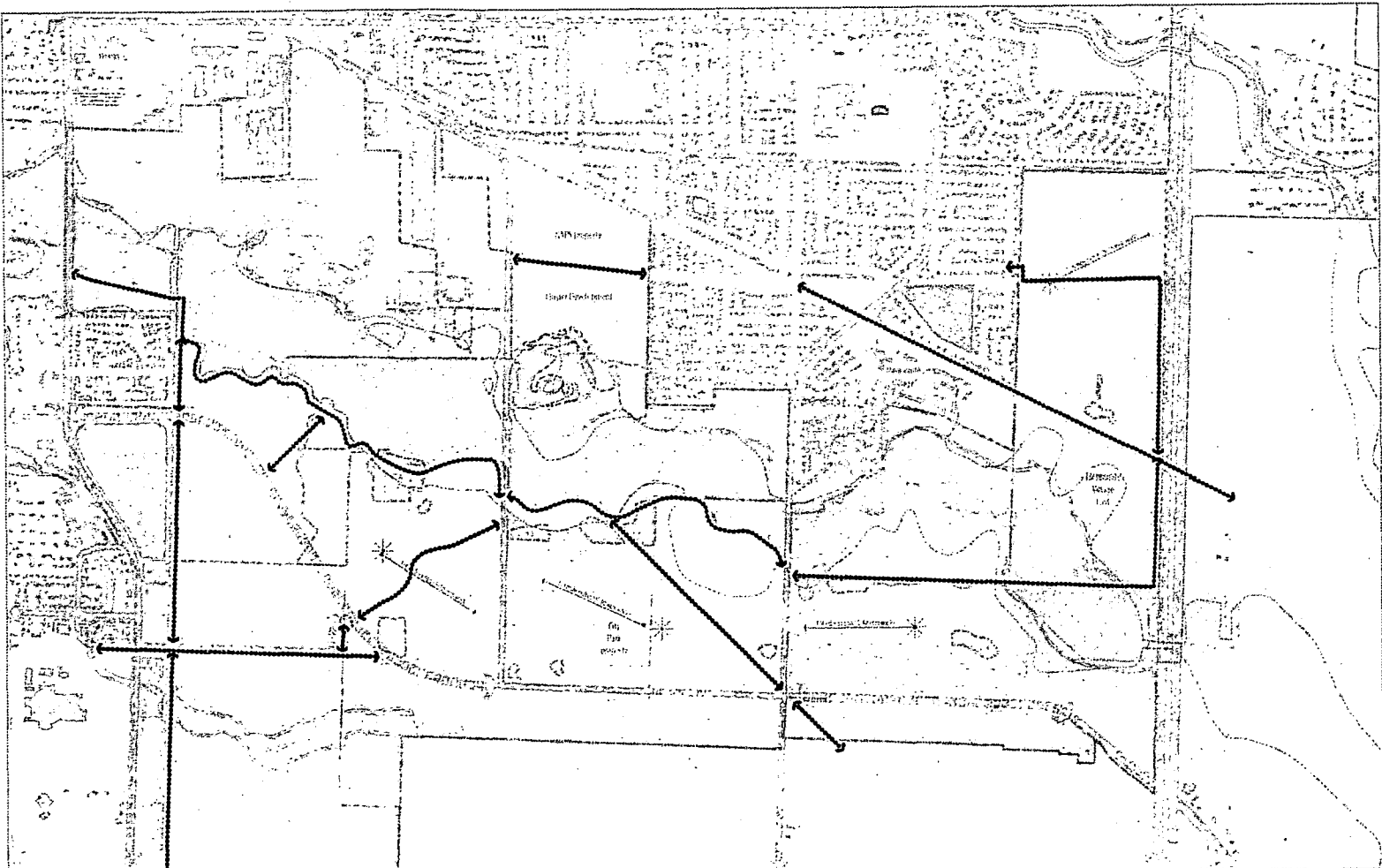


Park Edge

#### EDGE-CONNECTION IDEAS

- Community gardens
- Wetland mitigation
- Trails
- Public streets provide edge
- Homes face the open space
- Open Space not walled off with backyards
- Public use (e.g. school)
- Tree groves preserved





**LEGEND**

- Study Area Boundary
- City Limits
- Urban Growth Boundary
- Tax Lot

- Significant Wetlands
- Riparian Corridor
- 100 Year Flood
- Open Space Zoning or Designation
- 10' Contour
- Steep Slopes
- Utility Corridor
- "Committed" Land
- Significant Tree Grove outside Wetlands

**TRAILS FRAMEWORK**

- ↔ Planned Trail TSP
- ↔ Proposed Trail
- Residential
- Employment
- Regional Commercial
- \* Neighborhood focal point
- 1/4 Mile Neighborhood





# Appendix D

## *Task 4: Land Use and Transportation Alternatives*

Team Meeting Summary -November 16, 2011

Team Workshop Summary- December 20, 2011

Buildable Lands Memorandum - January 11, 2012

Project Memo 4: Land Use and Transportation Alternatives - February 9, 2012

- Technical Memo: Alternatives Consideration of Environmental Constraints – January 19, 2012

Summary of Comments from TAC and PAC – February 23, 2012



## South Albany Area Plan

### Team Meeting

November 16, 2011

### Agenda

Where we are in the process

List major issues for the plan (brief)

Review concept sketches by Otak, mark up

Conclude with "approach to the alternatives"

### Key Issues

1. Overarching issue: amount and location of buildable lands
2. Potential for future adjustments to Open Space designation
3. Objectives and alternatives for "Oak Creek Greenway"
4. South Albany neighborhood framework
5. Mitigation strategy: on-site, off-site, roles for public and private parties
6. Transportation analysis: 20 year and build out
7. Number and acreage for neighborhood parks
8. Potential for an elementary school
9. Pedestrian connections east to west, and railroad crossings
10. Reservoir

### Summary Notes

The following is a summary of key directional items discussed at the meeting.

- a. City Community Park Site. Can alternatives for the park location be explored? Yes.
- b. Mitigation. Potential mitigation sites north of Oak Creek were identified. Additionally, there is potential for enhancement or restoration of wetlands that have been modified by agriculture.
- c. Where can we find information on mitigation banks applicable to this part of the valley? DSL web site.
- d. Open space zone. Yes, it can be revised to “snap back” to the resource boundary. This is an administrative action, treated like a map correction. OS area cannot be made bigger. Otak may make adjustments in base mapping to approximate this, so that full developable area may be studied.
- e. Oak Creek Parkway (note, not Greenway). Overall concept is for multiple objectives to be achieved by the location and design of the street-path-trail facilities:
  - Continuous trail/path corridor.
  - Transition and strong connection (physical, visual) between open areas and neighborhood areas.
  - East-west street connectivity.
  - Enhanced value to the neighborhood.
- f. Oak Creek Parkway. Options for Oak Creek Parkway to will continue to be carried into the Alternatives phase of the project.
- g. Regional Commercial and Village Center. City’s policy interest is to provide a pedestrian oriented village center (or multiple centers) within the project area east of the 53<sup>rd</sup> extension. The policy goal is to support complete, walkable neighborhoods and avoid reliance on Regional Commercial site for a grocery store and related local services, as this would promote reliance on auto-oriented development. A 2-acre scale is not enough for the Village Center. The Village Center should be a grocery-anchored, mixed use, pedestrian-oriented center for the community.
- h. Otak, ECO and the City will follow-up with discussion on the above-noted policy direction, market analysis findings, and way forward.

- i. As with other elements of the plan, recommendations and options for mixed use and commercial will be checked against the assumptions in the TSP.
- j. Mennonite Village is interested in small scale neighborhood services (e.g. convenience store, hair salon).
- k. Wetland mitigation strategies will emphasize opportunities, guidance, and community benefits, as opposed to mapped boundaries. The project objective is to establish a direction for mitigation, not site-specific requirements. A “policy approach” will be taken to mitigation.
- l. Workshop. Otak to describe the concept of complete neighborhoods, with walkable scale (1/4 mile from center to edge). Workshop will include sketch concepts for neighborhood framework, Oak Creek Greenway options, “least mitigation” and “most mitigation” concepts.
- m. Transportation analysis. 20 year growth will be modeled. Build-out growth will be evaluated as well, using estimation methods given the lack of regional information on growth beyond 20 years.





South Albany Area Plan  
Team Meeting – December 20, 2011  
*Land Use and Transportation System Alternatives*

1 – 4:00 PM, Tuesday, December 20, 2011  
Otak Media Great Room  
17355 SW Boones Ferry Road, Lake Oswego

**Meeting purpose**

Establish direction for the land use and transportation system alternatives to be evaluated for the South Albany Area Plan

**Agenda**

1. Overview of key input from the public workshop
2. Summary of assumptions for the alternatives
3. Review of working alternatives
4. Break (2:45 PM)
5. Continued review of working alternatives
6. Summary of direction for the land use and transportation system alternatives to be evaluated for the South Albany Area Plan



### **Project Overview**

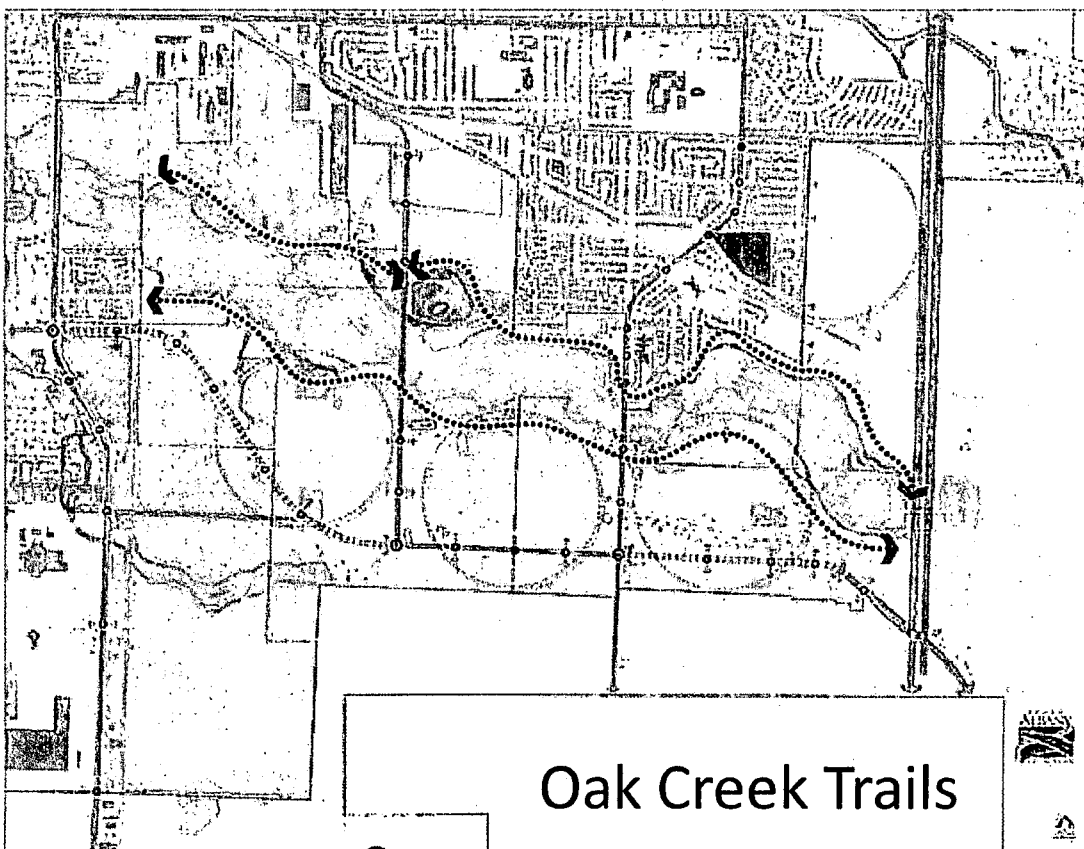
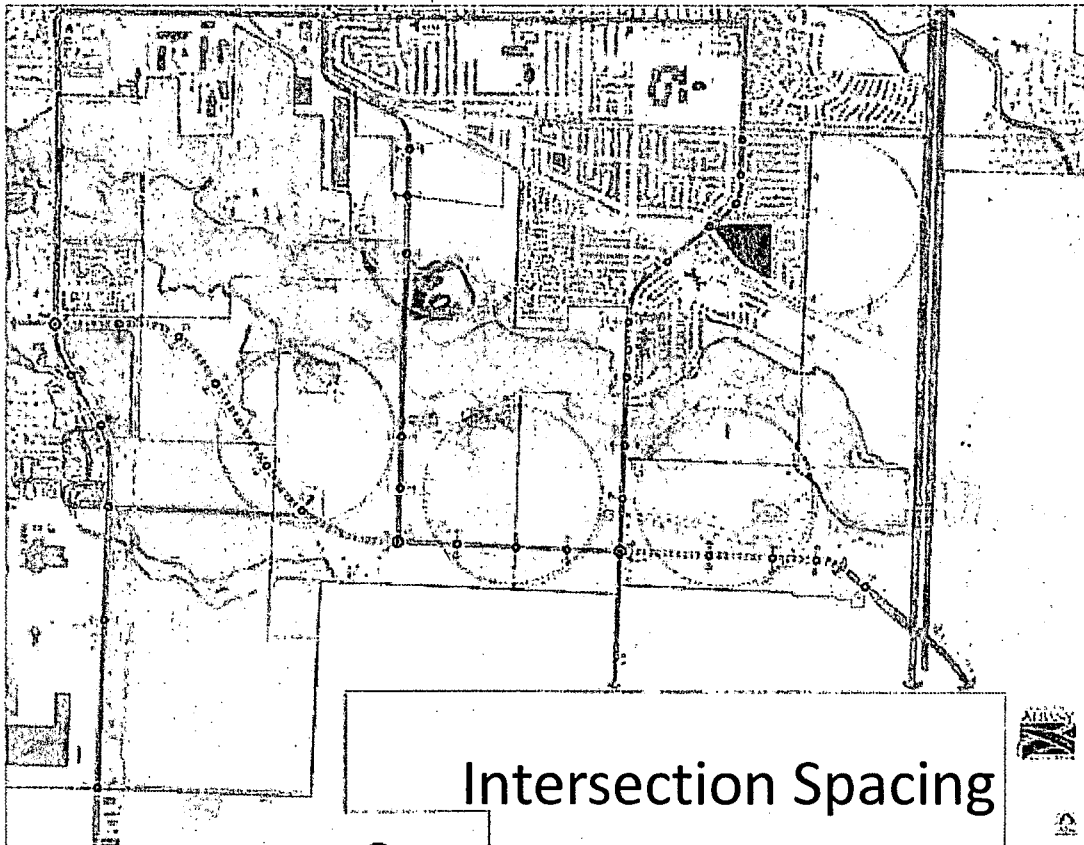
South Albany contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City's urban growth boundary--approximately 1,900 acres. The Project study area is bounded by the City's urban growth boundary on the south, Interstate 5 on the east, land developed to urban densities on the north and Oregon Route 99E on the west.

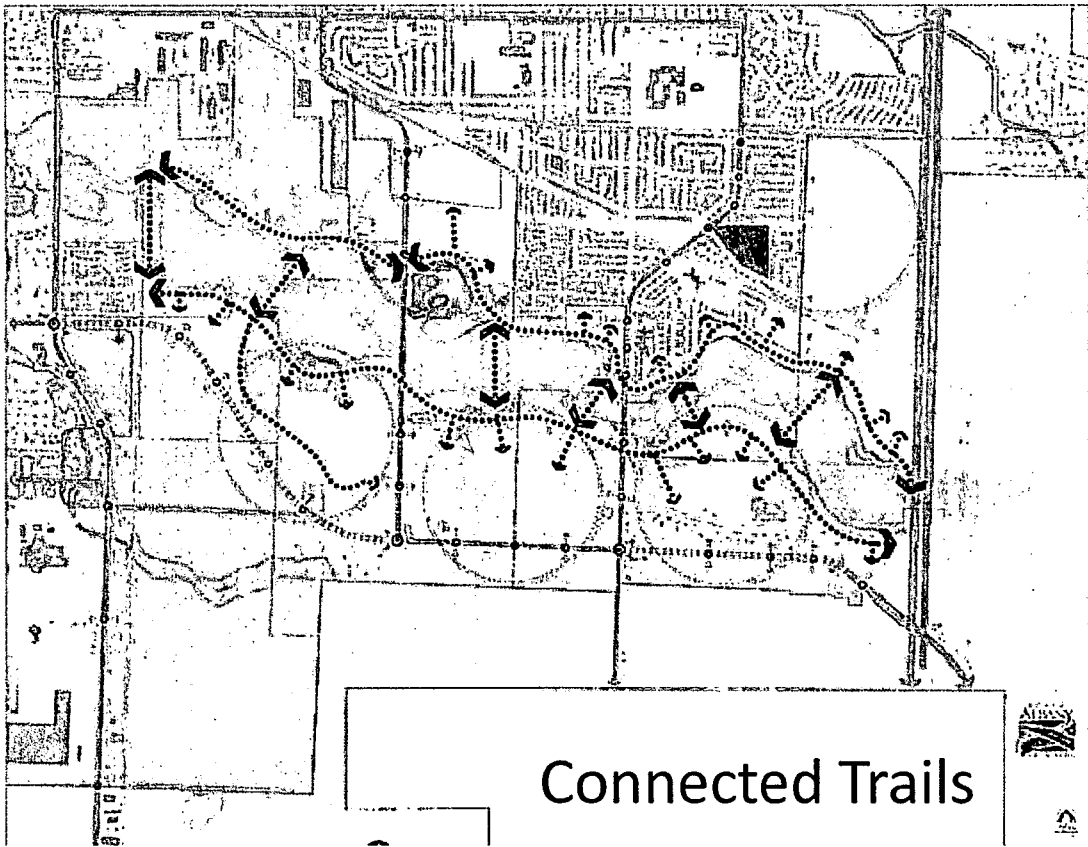
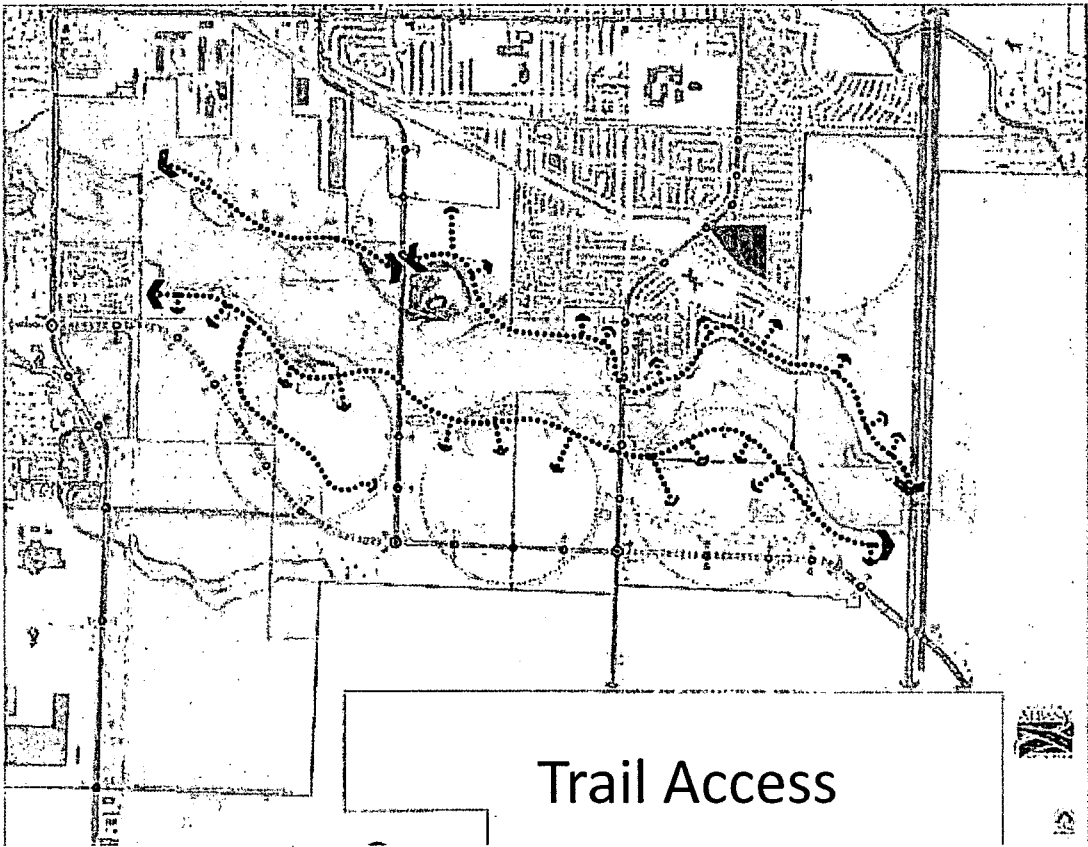
### **Project Objectives**

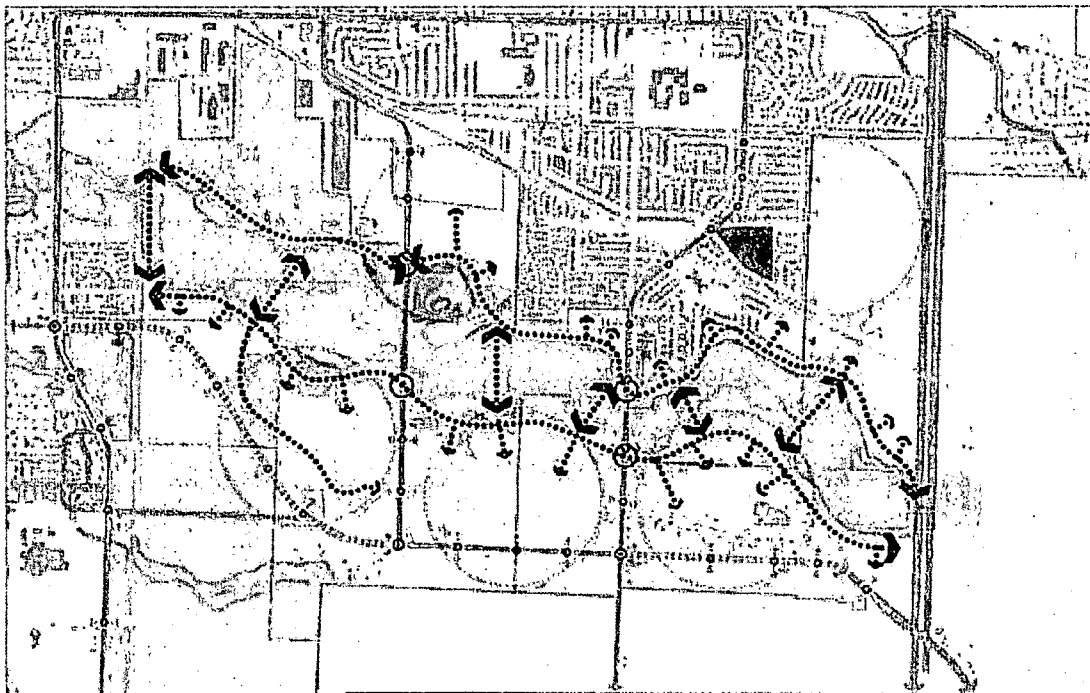
The City seeks to create a vibrant new community that will be appealing to residents and businesses seeking new sites. The project objectives stated in the grant funding for the project are listed below.

- Identify feasible patterns of land uses that are consistent with the City's goals for urbanization and environmental protection.
- Consider the capacity of existing, planned, and needed infrastructure facilities to serve the new development in a logical and orderly manner.
- Identify transportation facilities needed for circulation of motor vehicles and people walking and cycling.
- Provide rail service to industrial properties by protecting existing and future right-of-way for service to industrial properties.
- Reduce reliance on automobiles for short trips within the area, and between the area and surrounding development.
- Prepare recommendations for Planning Commission and City Council consideration, including Comprehensive Plan and Zoning designations, plan and development code amendments, and facility standards to implement the Preferred Alternative for land use and transportation.
- Establish alignment and design standards for the Oak Creek Parkway to create a street that defines the southern edge of open space along Oak Creek, provides accessibility to parks and recreation facilities and that is integrated with surrounding development and other transportation facilities; prepare recommendations for low-impact development for environmentally-sensitive areas within the vicinity of Oak Creek.

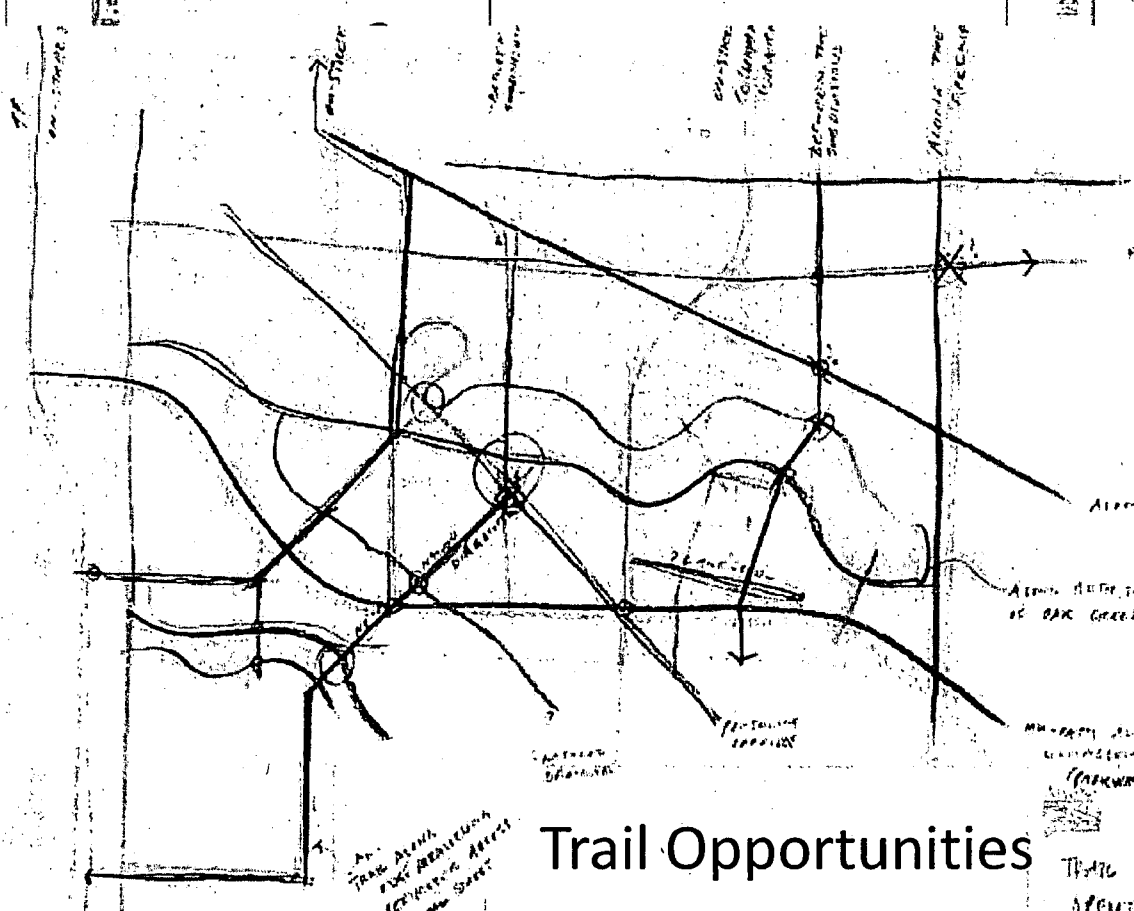




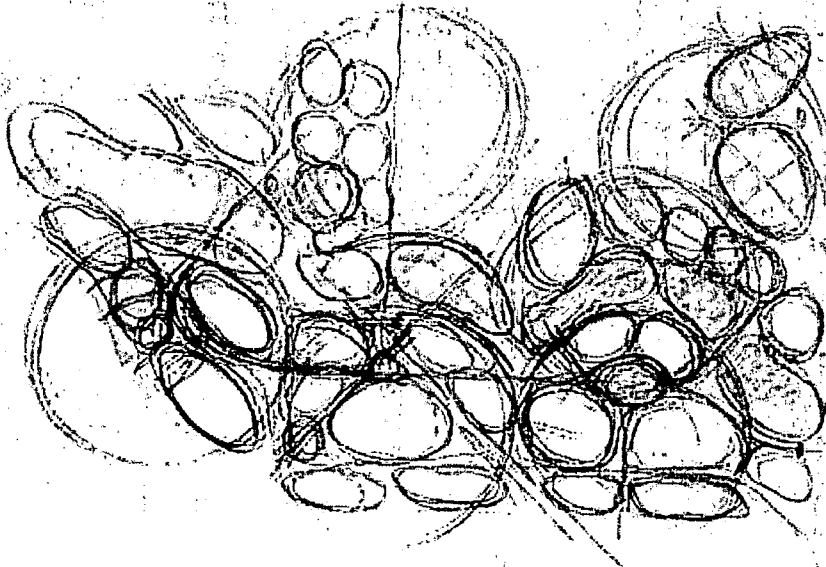




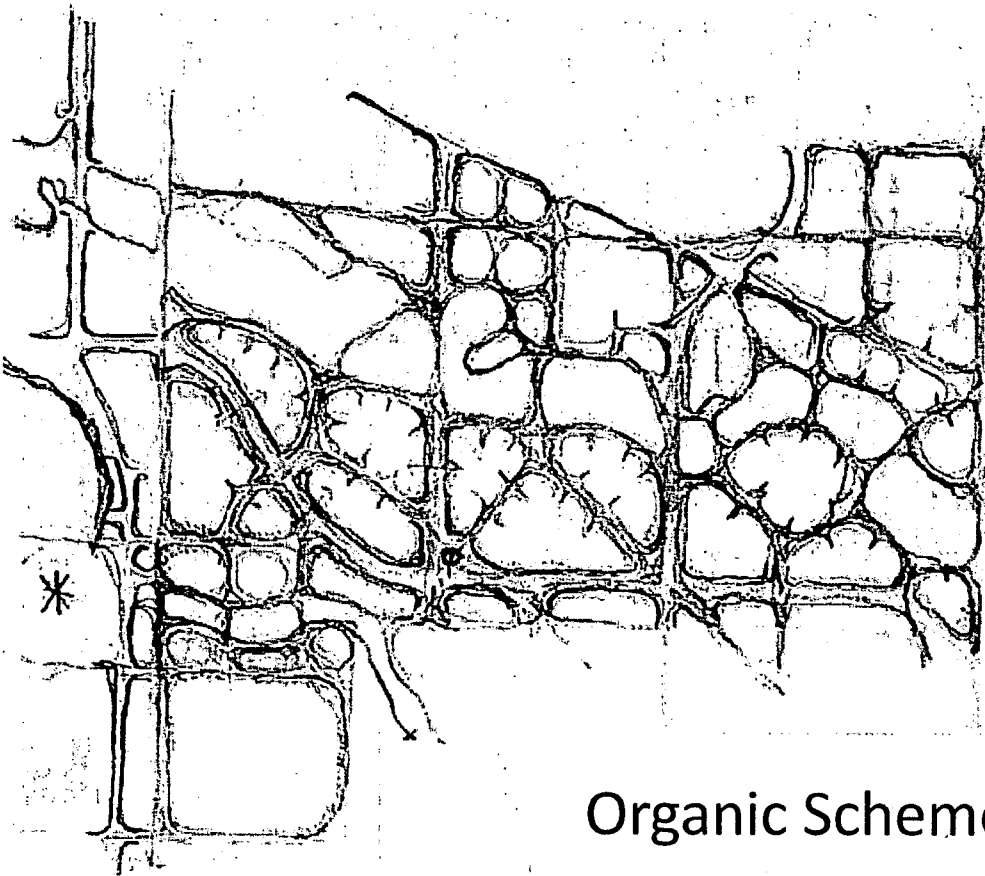
## Arterial Crossings



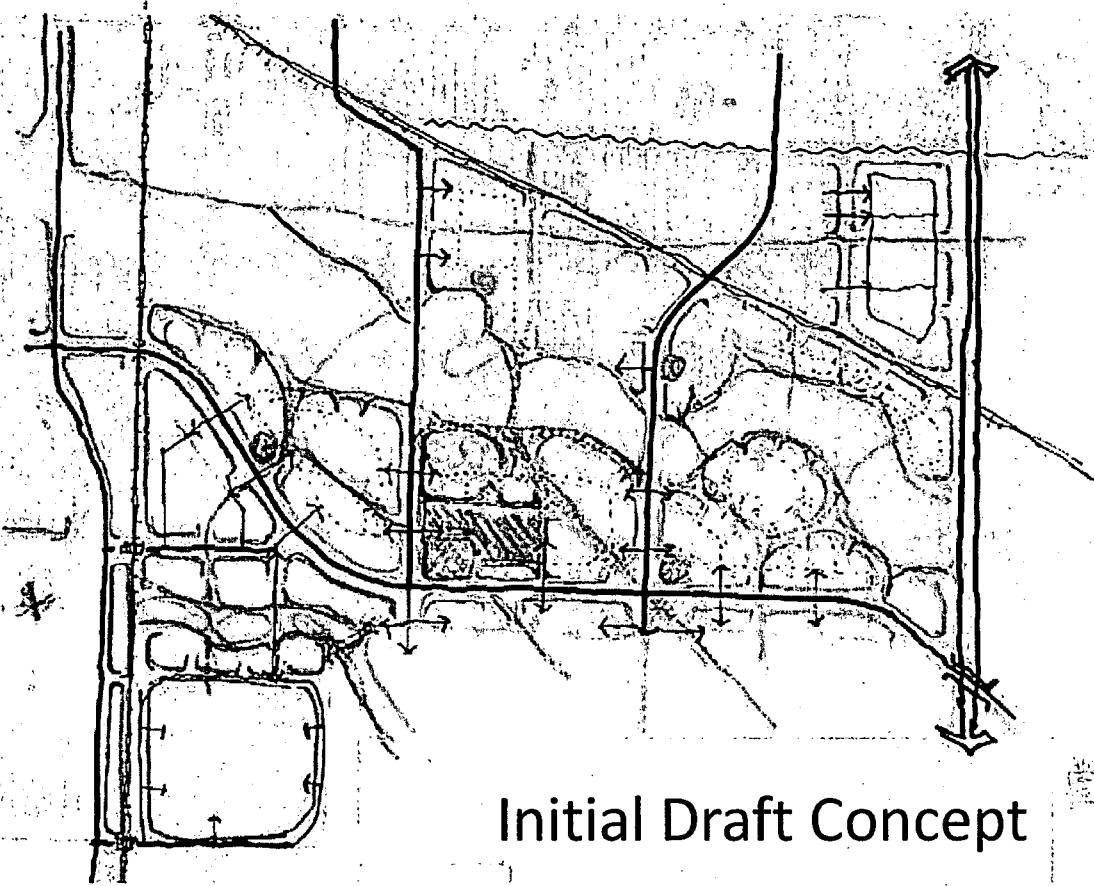
## Trail Opportunities



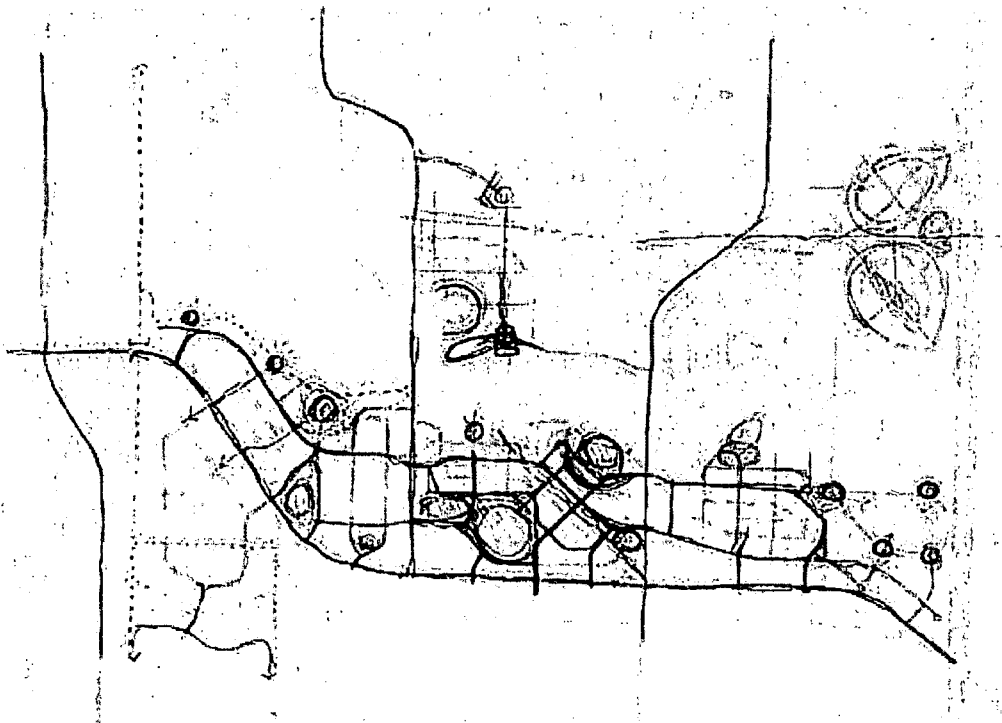
Initial Sketch



Organic Scheme

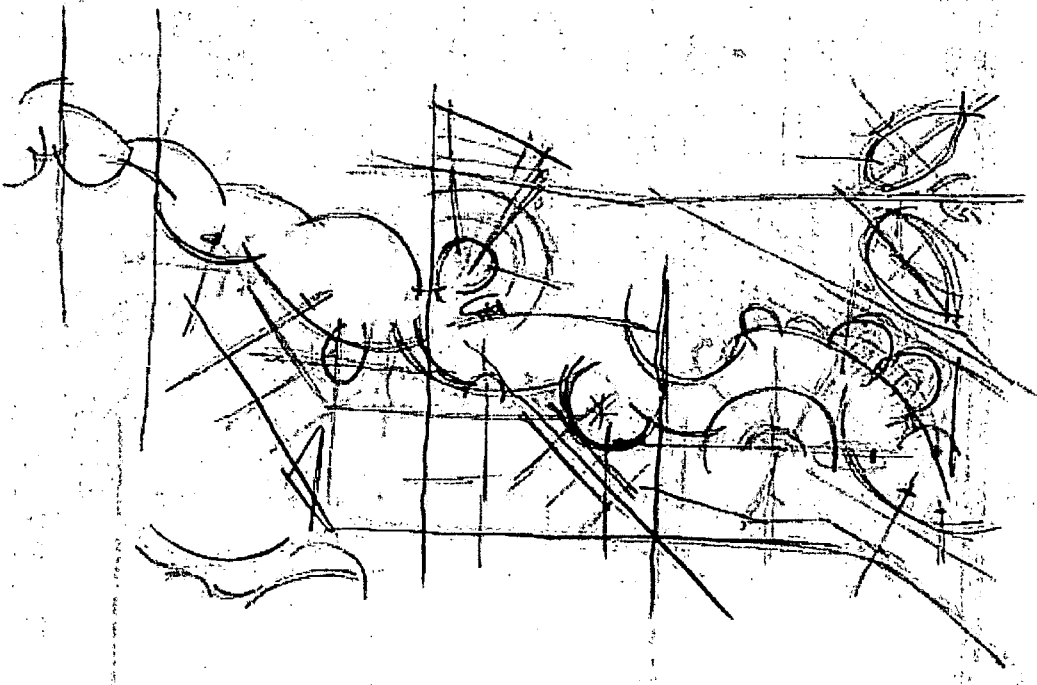
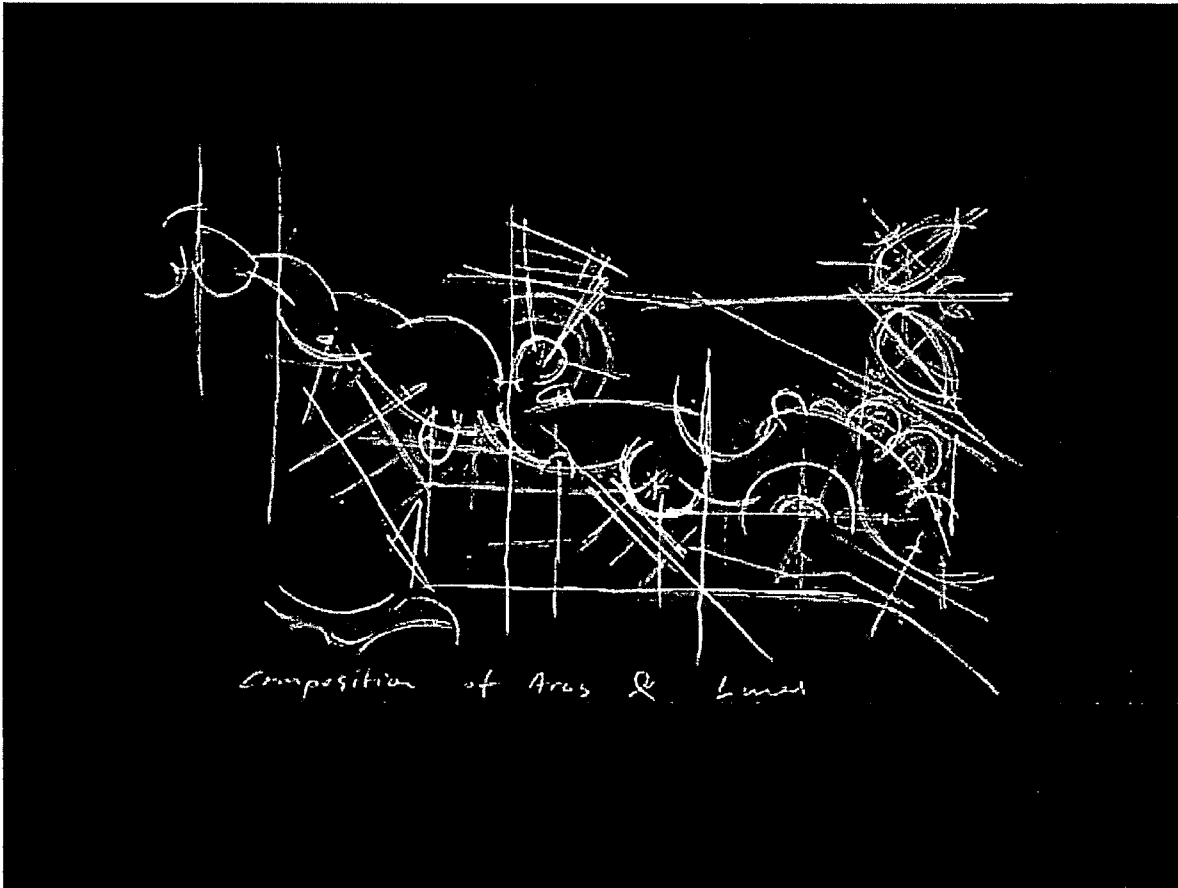


Initial Draft Concept

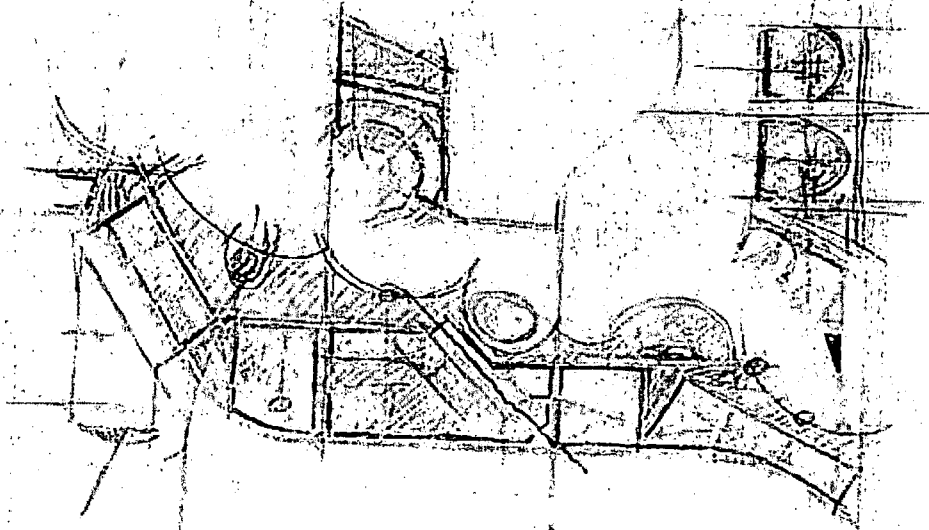


Concept Development

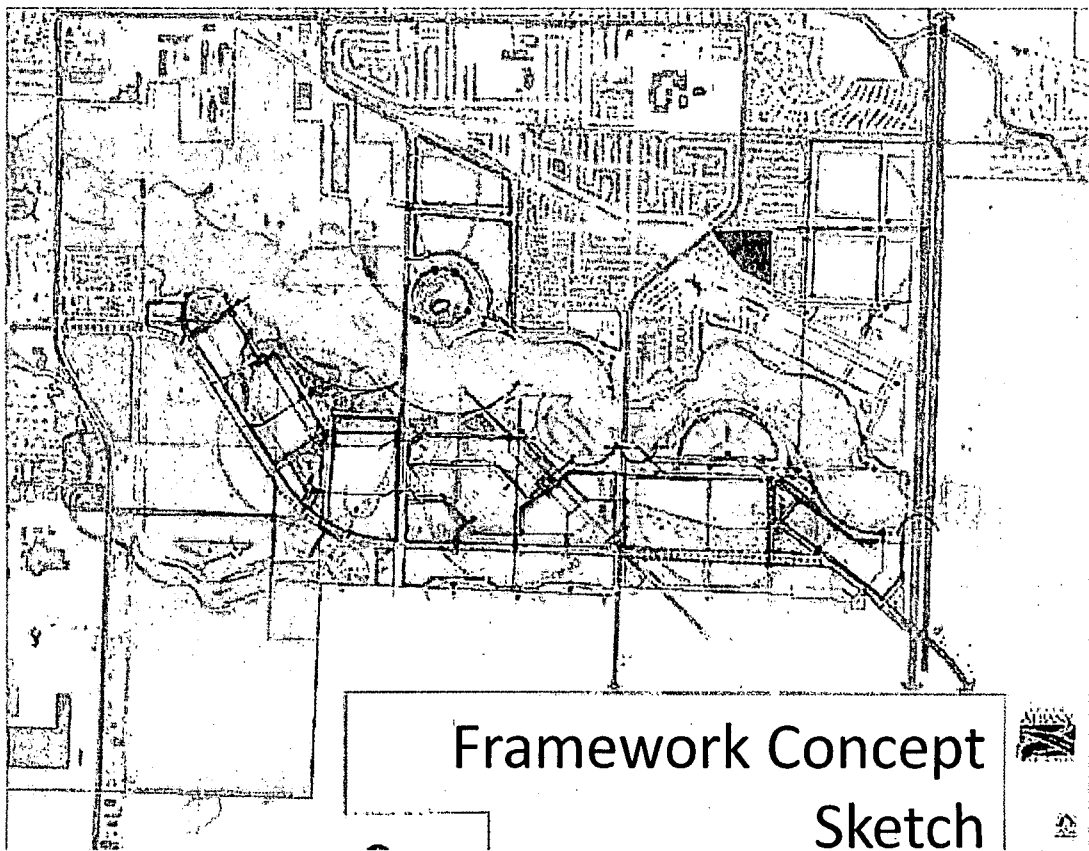




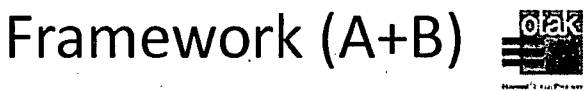
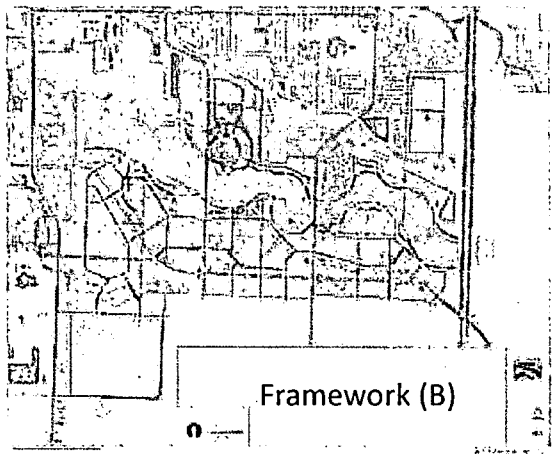
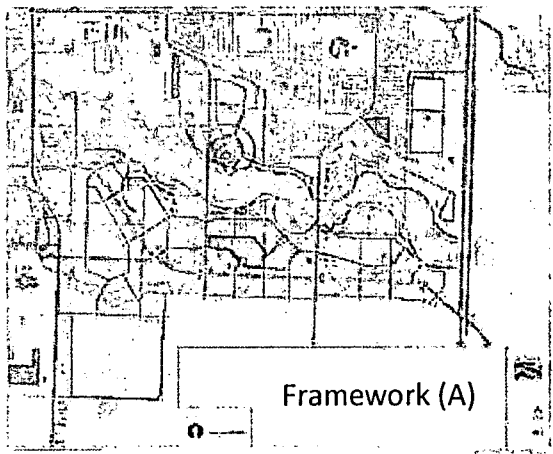
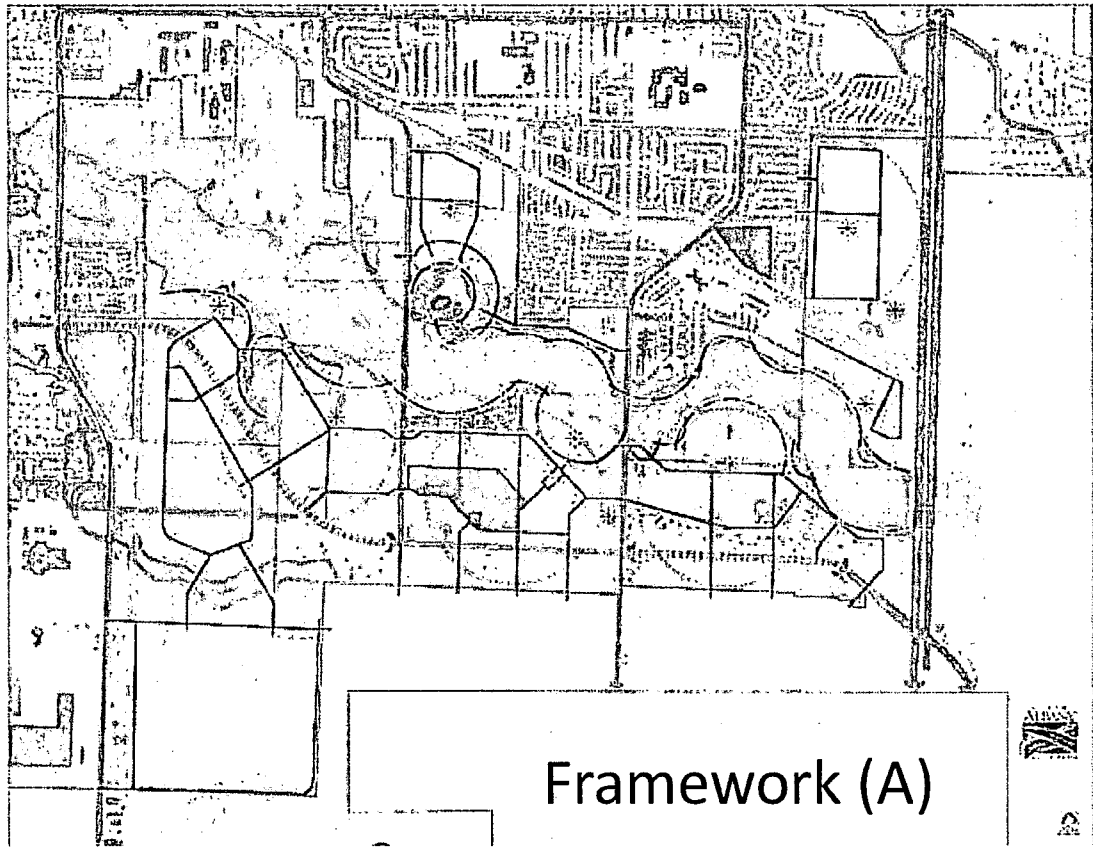
Concept Sketch

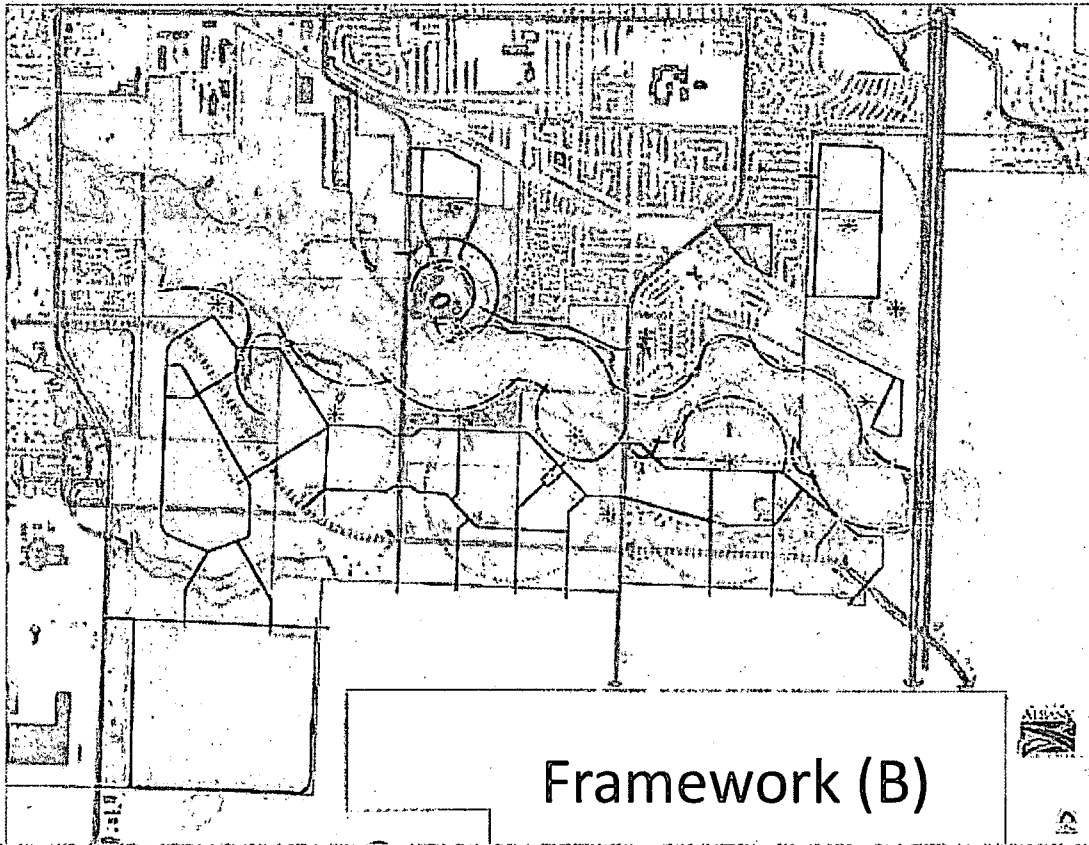


## The Interface

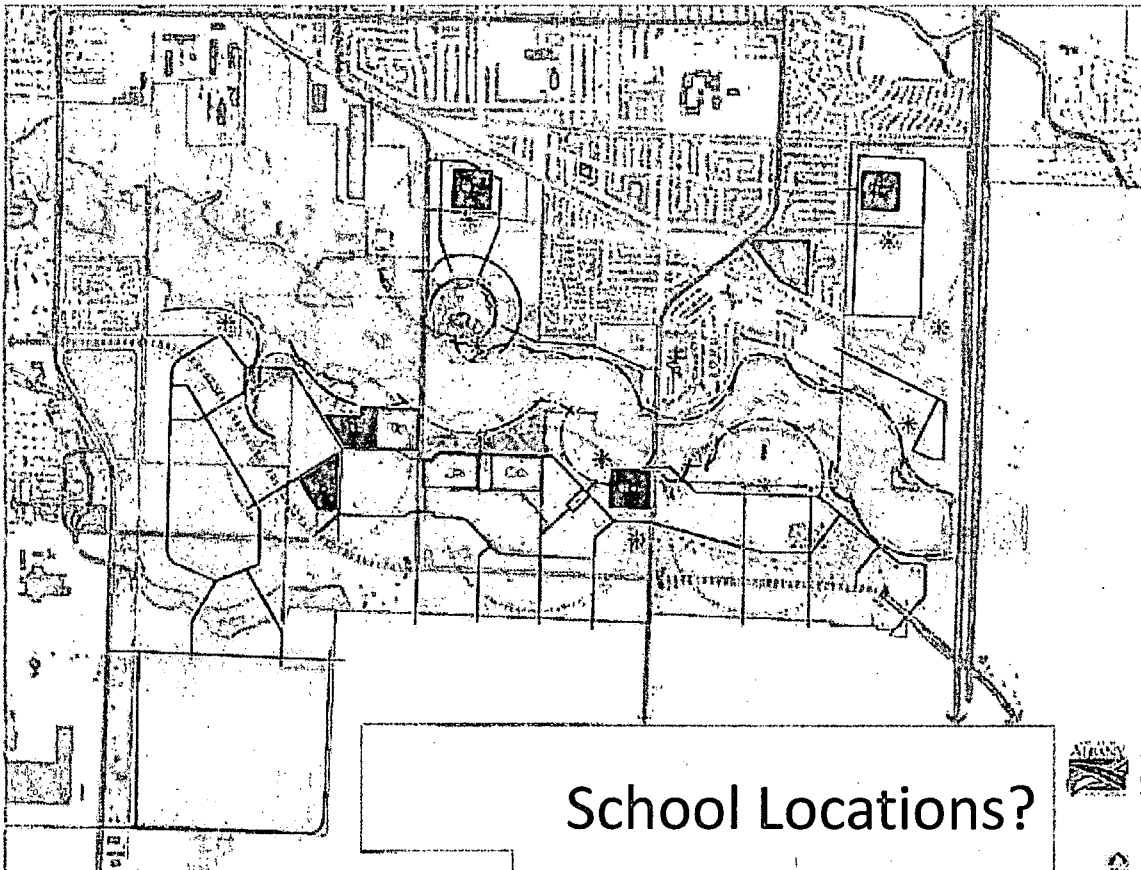


## Framework Concept Sketch

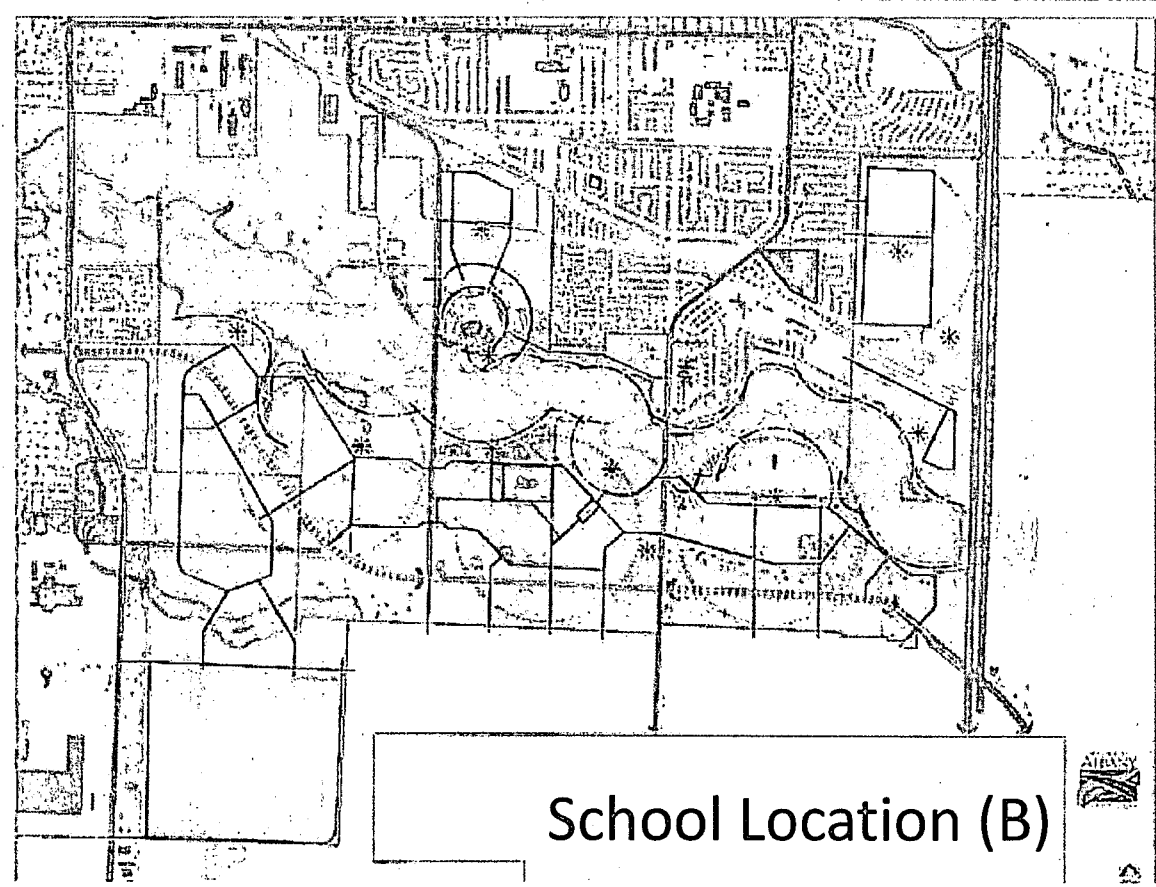
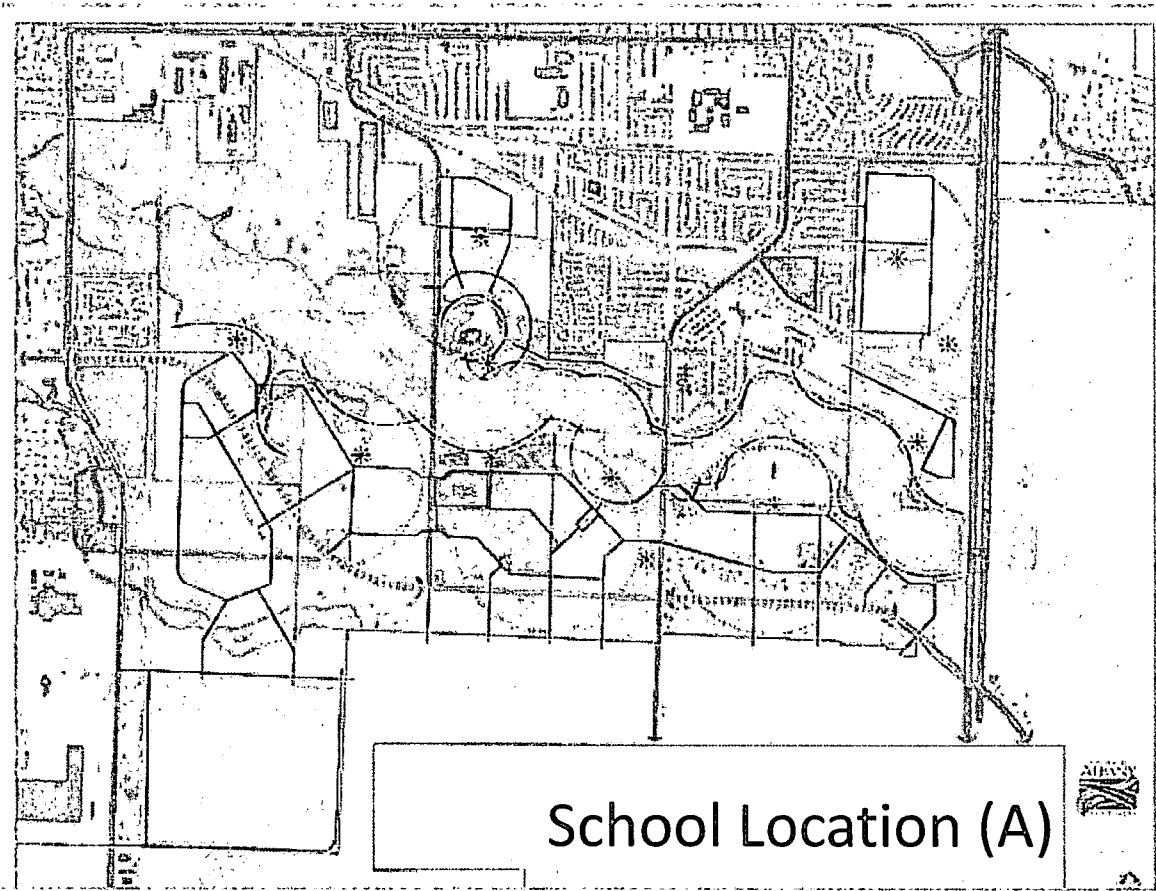


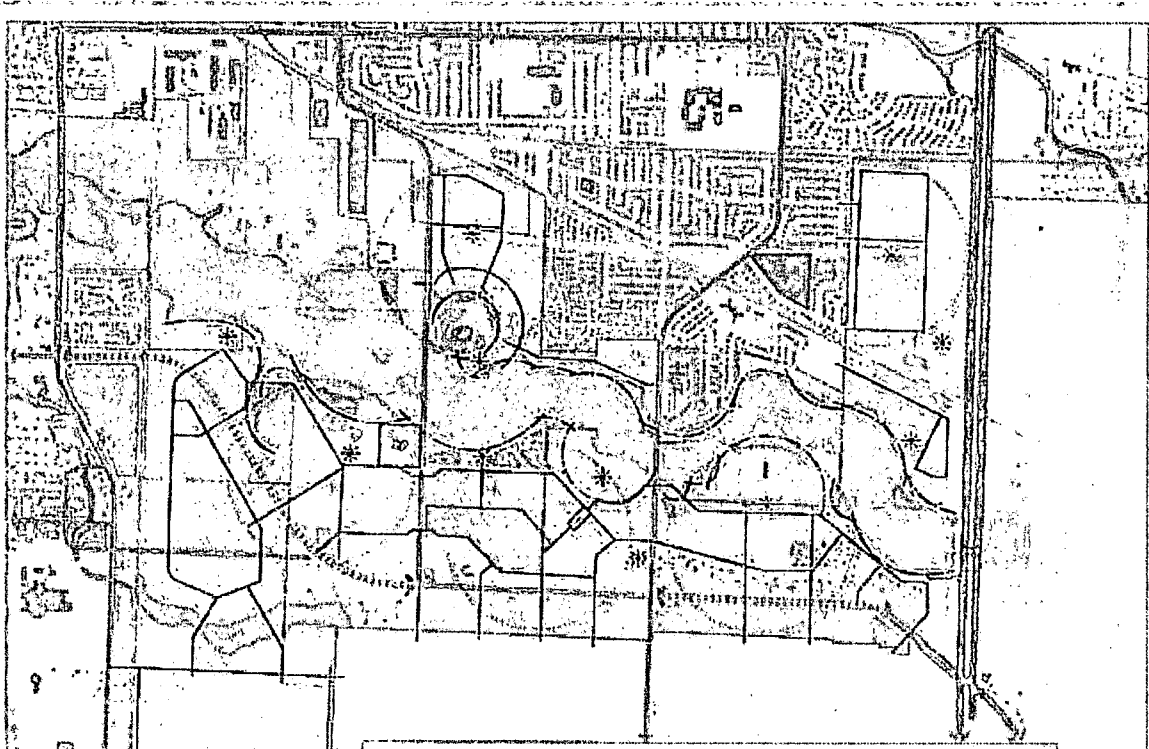


Framework (B)

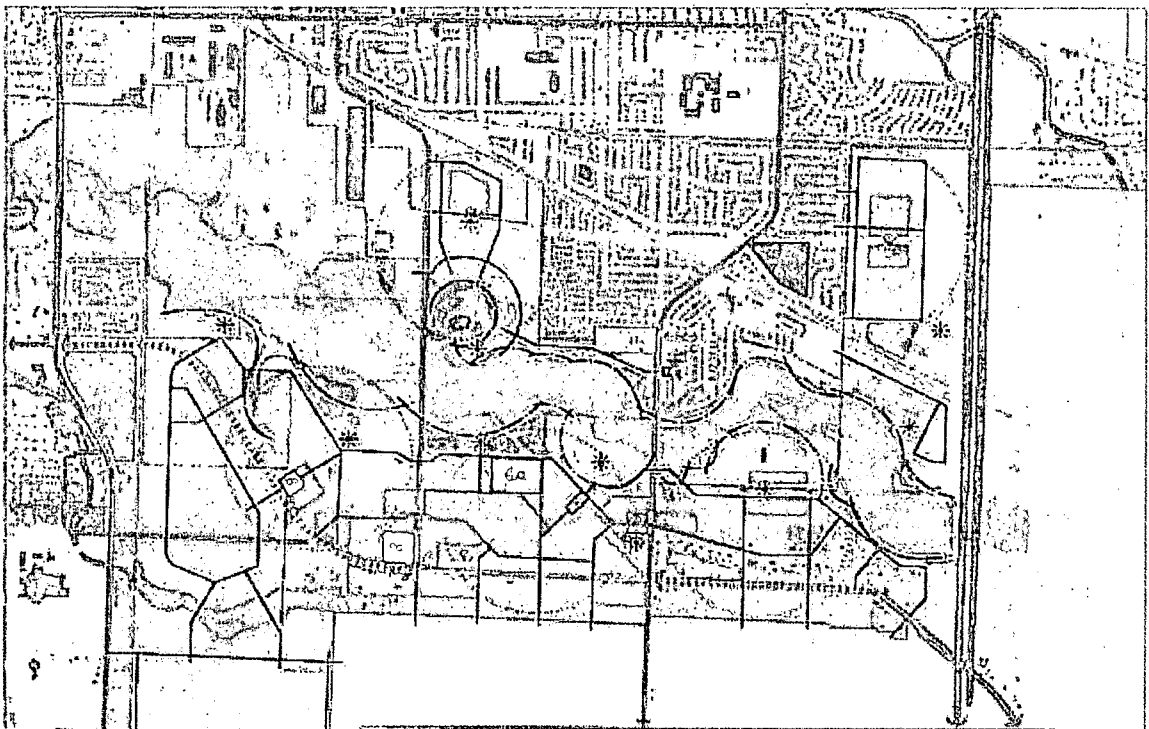


School Locations?

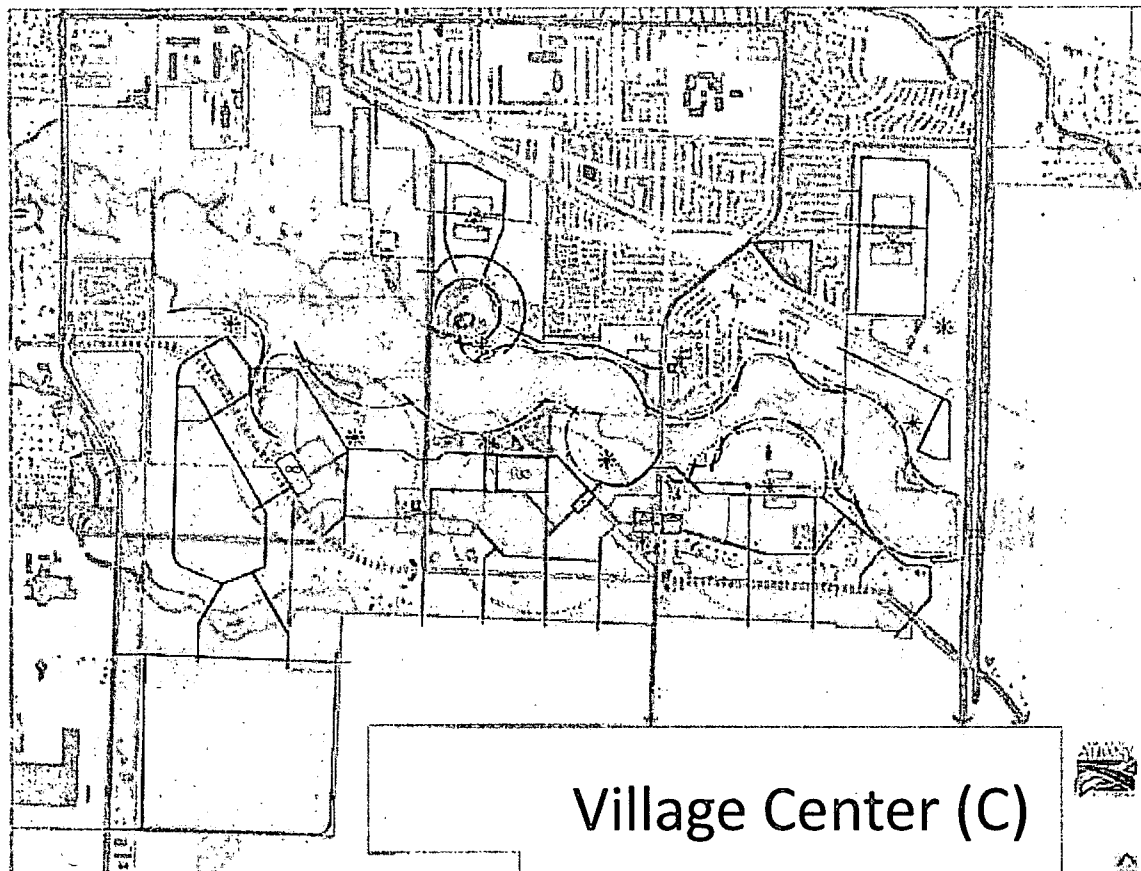
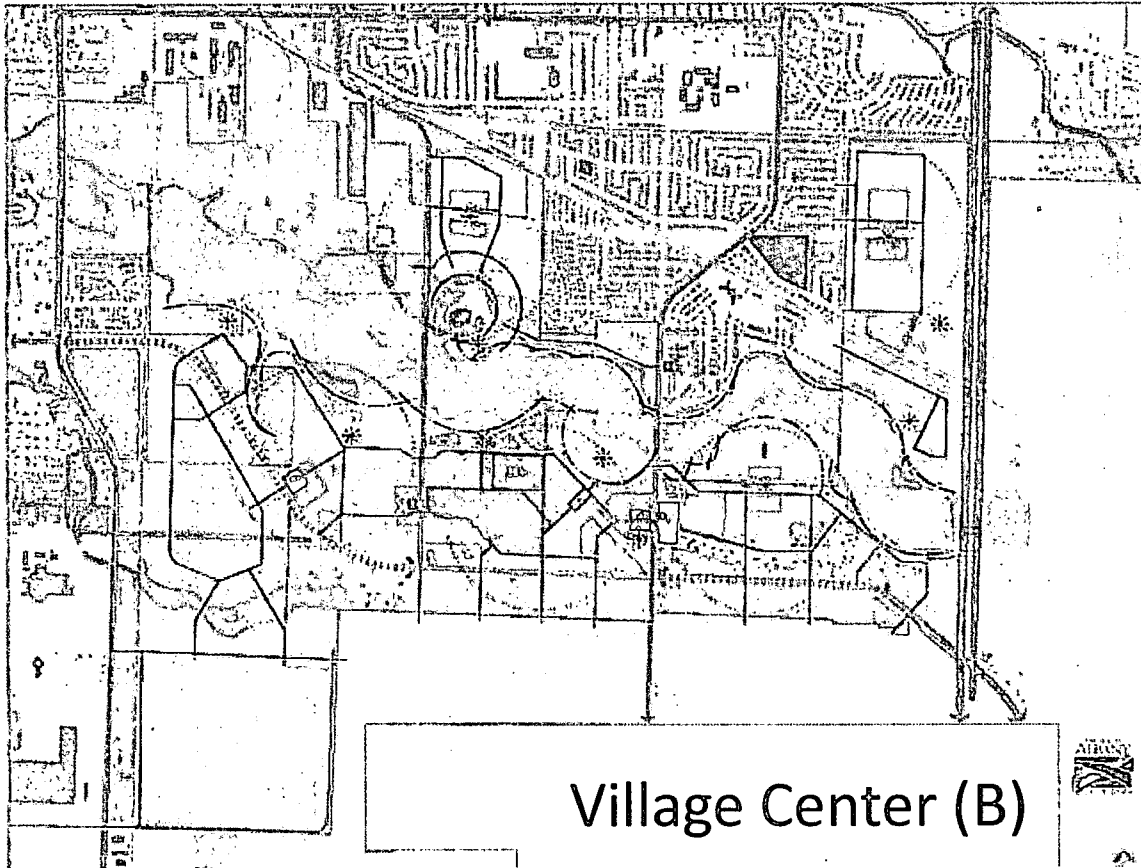




School Location (C)



Village Center (A)



# Memorandum



**To:** Heather Hansen and Greg Bryne  
**From:** Joe Dills, AICP  
**Copies:** David Helton, SAAP Project Team  
**Date:** January 11, 2012  
**Subject:** South Albany Area Plan – Buildable Lands Inventory and Analysis

**Project No.:** 16056

## Introduction

This memorandum provides an inventory and analysis of buildable lands in South Albany. It has been prepared for use in preparation of the South Albany Area Plan. All estimates in this memo are for planning purposes only and subject to change.

The study area is 1,957 acres and contains Albany's largest supply of undeveloped land. This area is approximately 48 percent (943 acres) inside the City Limits and 52 percent (1,014 acres) outside the City Limits.

## Buildable Land Inventory and Analysis

### Definitions

How much developable land is located in South Albany? How many homes will be in future neighborhoods? How many jobs and businesses will develop on the available acreage? To answer these questions, a Buildable Land Inventory and Analysis (BLI) has been prepared. In very simple terms, the BLI uses the following formulae:

Total Land  
Less Committed Lands  
Less Constrained Lands  
Less Future Land Uses  
Equals Buildable Lands



The definitions of constrained land and committed land are listed below.

Committed Land includes:

- Existing and planned right-of-way, including railroad right-of-way
- Developed lands per the committed lands map. Committed lands are parcels where the level of development makes it unlikely redevelopment will occur by 2030. This is a visual assessment, supplemented by selected checking of assessment records by the City. Residentially developed parcels that are zoned for Commercial or Industrial uses are assumed to redevelop within 20 years.
- The South Albany Community Park site (owned by the City)

Constrained Land includes:

- Open Space - Lands zoned Open Space zone (within city limits) and lands with a Comprehensive Plan designation of Open Space (outside the City but within the Urban Growth Boundary (UGB)).
- 100 year floodplain
- Lakes
- Slopes greater than 25 percent
- Significant wetlands as designated by the City of Albany
- Non-significant wetlands as designated by the City of Albany – See discussion below
- Riparian corridors as designated by the City of Albany
- Utility easements

Future Land Uses account for new village centers and community facilities that will be part of the plan. As of the writing of this memo, the Future Land Uses for the South Albany Area Plan include:

- Future Village Center(s) 10 acres
- Future Neighborhood Parks 17-19 acres
- Future Fire Station 2 acres
- Future Elementary School 10 acres
- Future Water Reservoir 5 acres

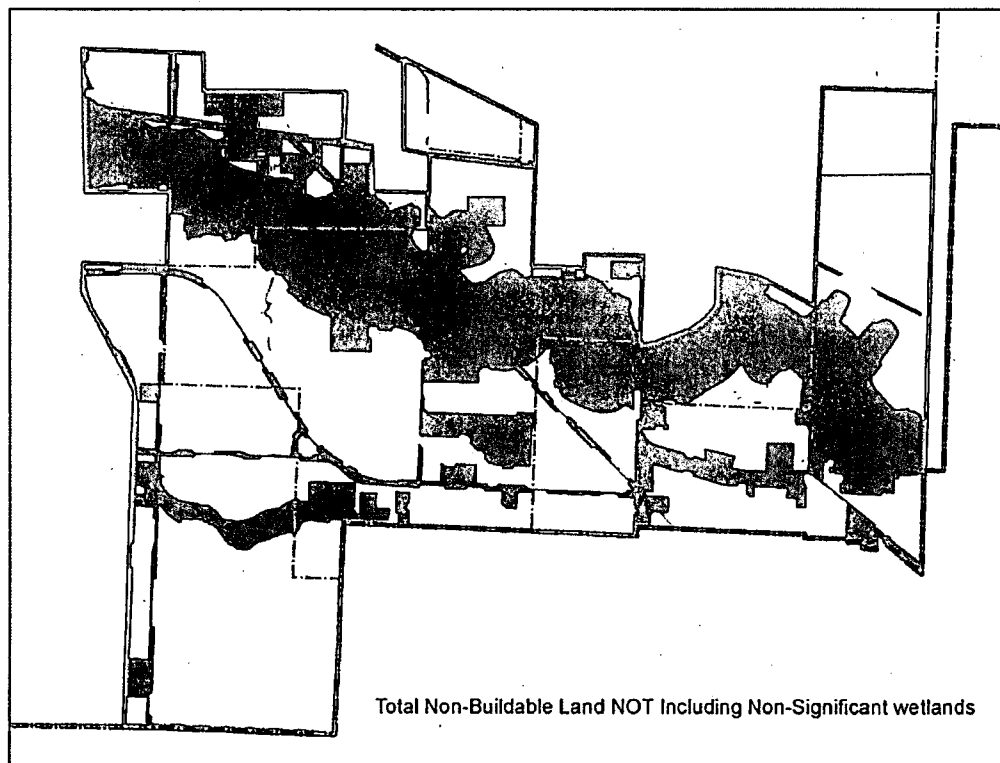
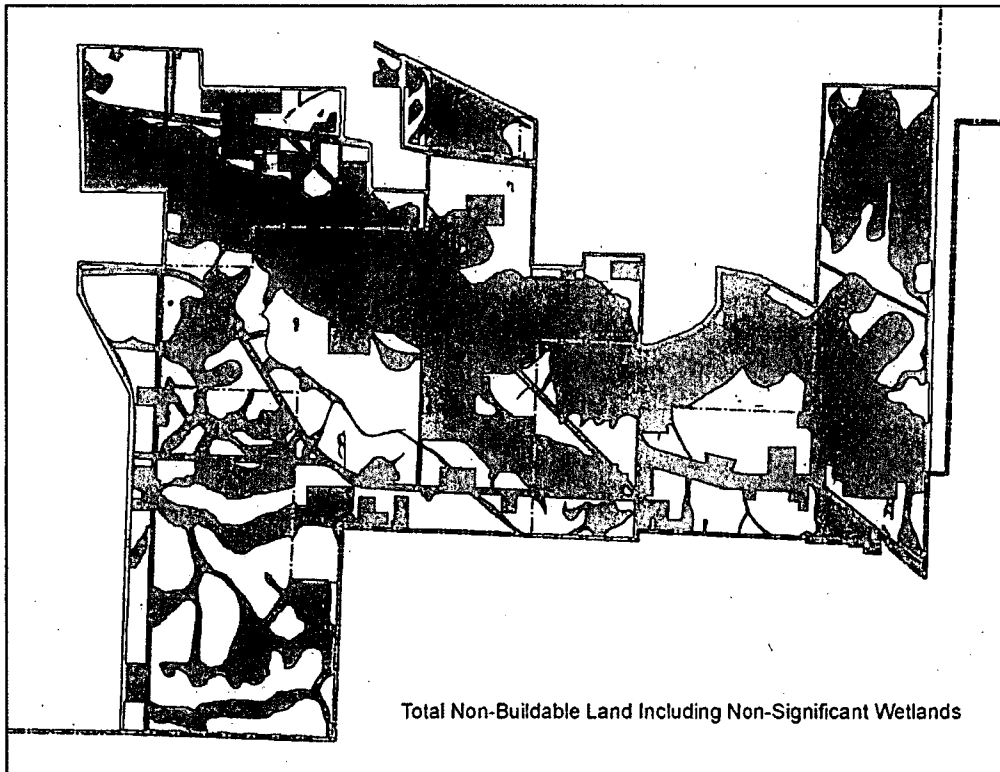
### **Non-Significant Wetlands – A Key Factor**

One of the key factors in estimating the buildable land supply in South Albany is the presence of “non-significant wetlands.” These lands are potential wetlands that have been mapped by the City of Albany, using generalized wetland mapping from a Local Wetlands Inventory. The City does not regulate non-significant wetlands, but these lands are subject to state and federal wetland regulations. According to City GIS data, there are 514 acres of non-significant wetlands in the 1,957-acre project area. 391 acres of the non-significant wetlands are outside of the other constraints listed above.

It is important to note that the acreage and location of actual wetlands may be different from the City’s GIS data. On-site delineations, more detailed mapping, and coordination with state and federal wetland authorities will definitively determine the location and quality of wetlands. The City’s GIS data is used here for planning purposes only.

The spatial pattern of non-significant wetlands in South Albany is as important as the quantity. They extend throughout the area and pose a significant challenge to creating a cohesive framework of neighborhoods and employment areas. To illustrate two extremes, two figures have been prepared. The first figure below shows the pattern of buildable land (white areas) if all committed and constrained lands (including 100 percent of non-significant wetlands) are diagrammed (green areas). The second figure below shows the pattern of buildable land if all committed and constrained lands, except for non-significant wetlands outside of other constraints, are diagrammed. The second figure assumes that non-significant wetlands outside of other constraints are mitigated.

The first diagram displays a pattern of buildable land this is discontinuous. This pattern is not conducive to feasible and efficient urban development, and poses challenges to the creation of a walkable and vibrant community. The second diagram displays a much more workable framework for neighborhoods and employment areas in South Albany.



### **Buildable Land Scenarios**

The following table summarizes an estimate of buildable lands in South Albany. Four scenarios are presented, using non-significant wetlands as a variable. To be considered “buildable,” these wetland areas would either have to be mitigated or would be determined to not be regulated wetlands through more detailed mapping and surveys. The four scenarios are:

- A – All non-significant wetlands are retained
- B – 50 percent of non-significant wetlands are buildable/mitigated
- C – 75 percent of non-significant wetlands are buildable/mitigated
- D – 100 percent of non-significant wetlands are buildable/mitigated.

**TABLE 1 - SUMMARY OF BUILDABLE LANDS SCENARIOS IN SOUTH ALBANY**

*All land areas in acres.*

	Total Area (1A)	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Buildout Estimate Households (1B)	Buildout Estimate Population (1C)	Increment of Household Growth Beyond 20 Year Forecast (1D)
<b>Scenario A</b> All non-significant wetlands retained	708	302	406	2,558	6,215	2.1
<b>Scenario B</b> 50% of non-significant wetlands buildable/mitigated	899	373	527	3,317	8,060	2.8
<b>Scenario C</b> 75% of non-significant wetlands buildable/mitigated	993	408	585	3,684	8,952	3.1
<b>Scenario D</b> 100% of non-significant wetlands buildable/mitigated	1,088	443	645	4,064	9,874	3.4

Notes:

(1A) Total area adjusted by 1% to account for rounding.

(1B) Per ECONorthwest. Density of 6.3 du/acre.

(1C) Per ECONorthwest. UGB HH size is 2.48 people/HH. City HH size is 2.37 people/HH. Midpoint of 2.43 people/HH is used for estimating purposes.

(1D) Per ECONorthwest. 20 year forecast is 1200 households.

The detailed tables and assumptions for the buildable lands analysis are included in Appendix A.

As of the writing of this memorandum, the City has directed Otak to use Scenario C for further analysis in land use and transportation alternatives. The policy basis for this scenario is consistent with the City's vision and urban strategy for South Albany. The rationale for Scenario C is:

- The land within Albany's UGB should be efficiently used for urban uses, while still protecting key resources such as the Oak Creek corridor.
- Paying for infrastructure in South Albany will be made more feasible if more buildable land is served.
- A cohesive pattern of neighborhoods and developable employment lands fundamental to reaching the vision for a complete and walkable community in South Albany.

The 20-year forecast for household growth in South Albany is 1,200 households. Scenario C represents a land capacity for three times the number of households expected by the year 2030.

Appendix A

Buildable Lands Analysis Tables and Assumptions

<b>TABLE 1 - SUMMARY OF BUILDABLE LANDS SCENARIOS IN SOUTH ALBANY</b>						
<i>All land areas in acres</i>						
	<b>Total Area (1A)</b>	<b>Area in Existing Commercial and Industrial Designations</b>	<b>Area in Residential and Residential Reserve and Other Designations</b>	<b>Buildout Estimate Households (1B)</b>	<b>Buildout Estimate Population (1C)</b>	<b>Increment of Household Growth Beyond 20 Year Forecast (1D)</b>
<b>Scenario A</b> All non-significant wetlands retained	708	302	406	2,558	6,215	2.1
<b>Scenario B</b> 50% of non-significant wetlands buildable/mitigated	899	373	527	3,317	8,060	2.8
<b>Scenario C</b> 75% of non-significant wetlands buildable/mitigated	993	408	585	3,684	8,952	3.1
<b>Scenario D</b> 100% of non-significant wetlands buildable/mitigated	1,088	443	645	4,064	9,874	3.4

Notes:

(1A) Total area adjusted by 1% to account for rounding.

(1B) Per ECONorthwest. Density of 6.3 du/acre.

(1C) Per ECONorthwest. UGB HH size is 2.48 people/HH. City HH size is 2.37 people/HH. Midpoint of 2.43 people/HH is used for estimating purposes.

(1D) Per ECONorthwest. 20 year forecast is 1200 households.

<b>TABLE 2 - SOUTH ALBANY BUILDABLE LANDS - SCENARIOS</b> <i>All land areas in acres</i>						
<b>SCENARIO A - All non-significant wetlands retained</b>						
Land Category	Total Area (1A)	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Buildout Estimate Households (1B)	Buildout Estimate Population (1C)	Increment of Household Growth Beyond 20 Year Forecast (1D)
Total Study Area	1,957	545	922			
Less Total Committed Lands	273	51	123			
Less Total Net Constrained Lands	925	192	349			
Plus Non-Significant Wetlands Assumed to be Mitigated	0	0	0			
Subtotal	759	302	450			
Less Future Land Uses	44	0	44			
Gross Buildable Land	715	302	406	2,558	6,215	2.1



<b>TABLE 2 - SOUTH ALBANY BUILDABLE LANDS - SCENARIOS</b> All land areas in acres						
SCENARIO B - 50% of non-significant wetlands buildable/mitigated						
Land Category	Total Area (1A)	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Buildout Estimate Households (1B)	Buildout Estimate Population (1C)	Increment of Household Growth Beyond 20 Year Forecast (1D)
Total Study Area	1,957	545	922			
Less Total Committed Lands	273	51	123			
Less Total Net Constrained Lands	925	192	349			
Plus Non-Significant Wetlands Assumed to be Mitigated	193	71	121			
Subtotal	952	373	571			
Less Future Land Uses	44	0	44			
Gross Buildable Land	908	373	527	3,317	8,060	2.8

<b>TABLE 2 - SOUTH ALBANY BUILDABLE LANDS - SCENARIOS</b>						
<i>All land areas in acres</i>						
<b>SCENARIO C - 75% of non-significant wetlands buildable/mitigated</b>						
<b>Land Category</b>	<b>Total Area (1A)</b>	<b>Area in Existing Commercial and Industrial Designations</b>	<b>Area in Residential and Residential Reserve and Other Designations</b>	<b>Buildout Estimate Households (1B)</b>	<b>Buildout Estimate Population (1C)</b>	<b>Increment of Household Growth Beyond 20 Year Forecast (1D)</b>
Total Study Area	1,957	545	922			
Less Total Committed Lands	273	51	123			
Less Total Net Constrained Lands	925	192	349			
Plus Non-Significant Wetlands Assumed to be Mitigated	289	106	181			
Subtotal	1,048	408	631			
Less Future Land Uses (1E)	46	0	46			
Gross Buildable Land	1,002	408	585	3,684	8,952	3.1

<b>TABLE 2 - SOUTH ALBANY BUILDABLE LANDS - SCENARIOS</b> All land areas in acres.						
<i>SCENARIO D - 100% of non-significant wetlands buildable/mitigated</i>						
Land Category	Total Area (1A)	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Buildout Estimate Households (1B)	Buildout Estimate Population (1C)	Increment of Household Growth Beyond 20 Year Forecast (1D)
Total Study Area	1,957	545	922			
Less Total Committed Lands	273	51	123			
Less Total Net Constrained Lands	925	192	349			
Plus Non-Significant Wetlands Assumed to be Mitigated	385	141	241			
Subtotal	1,144	443	691			
Less Future Land Uses (1E)	46	0	46			
Gross Buildable Land	1,098	443	645	4,064	9,874	3.4

Notes:

(1A) Total Area includes land within Open Space designations and ROW.

(1B) Per ECONorthwest. Density of 6.3 du/acre.

(1C) Per ECONorthwest. UGB HH size is 2.48 people/HH. City HH size is 2.37 people/HH. Midpoint of 2.43 people/HH is used for estimating purposes.

(1D) Per ECONorthwest. 20 year forecast is 1200 households.

(1E) 2 acres added to Neighborhood Parks due to larger population.

<b>TABLE 3 - FUTURE LAND USES ASSUMED IN SOUTH ALBANY</b>			
<i>All land areas in acres</i>			
<b>Land Category</b>	<b>Total Area</b>	<b>Area in Existing Commercial and Industrial Designations</b>	<b>Area in Residential and Residential Reserve and Other Designations</b>
Future Village Center	10		10
Future Neighborhood Parks (3A)	17		17
Future Fire Station	2		2
Future Elementary School	10		10
Future Water Reservoir	5		5
<b>Total Future Land Uses</b>	<b>44</b>		<b>44</b>

*Notes:*

*(3A) Neighborhood park needs are calculated at 2.3 ac/1000 people, per Albany standards. For 7500 people (Scenario B), the neighborhood park need is 17.25 acres, rounded to 17.*

**TABLE 4 - NET CONSTRAINED AND COMMITTED LANDS IN SOUTH ALBANY**

*All land areas in acres*

Land Category	Total Area	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Area in Existing Open Space Plan and Zone Designations	Existing ROW
<b>Net Constrained Lands (4A)</b>					
Total net constrained lands (4A)	925	192	349	384	n\a
Open space outside of riparian corridor, floodplain, waterways, significant wetlands, non-significant wetlands (4B)	n\a	n\a	n\a	n\a	n\a
Non significant wetlands outside of all other constraints	385	141	241	3	n\a
<b>Committed Lands</b>					
Existing and Planned ROW, including railroads (4C)	96	6	12	0	78
Committed Lands (4D)	150	45	84	21	0
City Community Park Site	27	0	27	0	0
Total Committed Lands	273	51	123	21	78

*Heather Hansen and Greg Bryne*

*South Albany Area Plan – Buildable Lands Inventory and Analysis*

Page 15

January 11, 2012

Notes:

(4A) This table is a summary of net constrained lands. There is no double counting of constrained area. The acreage does not include constraints on committed lands - committed lands always "trump" to avoid double counting.

Constrained lands include:

- Land with Open Space designations
- 100 year floodplain
- Lakes
- Slopes > 25%
- Significant wetlands
- Non-significant wetlands
- Riparian corridors
- Utility easements

(4B) There are 46 acres of land designated as Open Space that is not mapped as significant wetland, floodplain or other regulated areas, per Albany GIS data. This land is not added into the buildable land supply in this analysis.

(4C) Existing ROW is shown in the last column. The acreages shown under existing Commercial or Residential designations accounts for future ROW widening.

(4D) Committed lands are built-upon parcels, as mapped by Otak. The committed acreage does not include constraints on committed lands - committed lands always "trump" to avoid double counting.

TABLE 5 - INVENTORY OF GROSS CONSTRAINED LANDS BY TYPE IN SOUTH ALBANY (5A)					
<i>All land areas in acres</i>					
Land Category	Total Area	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Area in Existing Open Space Plan and Zone Designations	Existing ROW
Open Space	412			412	
100 Year Floodplain	423	9	71	336	7
Lakes	34	5	2	26	1
Slopes > 25%	16	3	1	6	6
Significant Wetlands	285	20	29	234	1
Non-Significant Wetlands	514	150	315	46	2
Riparian Corridors	73	12	15	42	4
Utility Easements	46	16	19	10	2
Tree groves outside of Open Space (5B)	54	2	52	n/a	n/a

Notes:

(5A) This table provides an inventory of gross constrained acreage, by type. Many of the constraints overlap. Addition of the acreages in this table will double-count the amount of constrained land. The numbers here are provided for informational purposes only.

(5B) Tree grove acreages based on aerial photography from City of Albany dated 2010.

# Memorandum



**To:** Heather Hansen and Greg Byrne  
**From:** Joe Dills, AICP  
**Copies:** David Helton, SAAP Project Team  
**Date:** February 9, 2012  
**Subject:** South Albany Area Plan – Land Use and Transportation Alternatives  
**Project No.:** 16056

## Overview

The purpose of this memorandum is to describe the draft Land Use and Transportation System Alternatives for the South Albany Area Plan (SAAP). This memo fulfills Task 4.2 (Draft Project Memorandum #4) of the project scope of work. The graphics referenced in this memorandum are attached as Appendix A. The parts of the memo include:

- Description of Alternatives
- Transportation Evaluation
- Natural Resource Evaluation
- Archeological Resources Evaluation

The key goal for this memorandum is to present basic choices for the direction of the plan. These include fundamental elements such as: land use, street, and trail frameworks; general locations for neighborhood focal points; village centers; preliminary layout of medium and low density residential use; and the types of industrial and commercial uses in the west part of the study area.

At this stage of the process (Task 4), the objective is to build consensus for a preferred plan of the above-listed elements. With that established, the project will then address implementation, zoning, and other more detailed aspects of the South Albany Area Plan.

## Description of Alternatives

The following figures comprise the plan set for the Land Use and Transportation System Alternatives (see Appendix A):

- Land Use and Neighborhood Framework



***Heather Hansen and Greg Byrne***

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- Street Framework Concept
- Trails Framework Concept
- Concept Alternative 1
- Concept Alternative 2
- Community Park – Alternative Sites
- Elementary School – Alternative Sites
- Lochner Realignment and Land Use Options

Each of the above are discussed below.

## **Land Use and Neighborhood Framework**

The Land Use and Neighborhood Framework establishes the broad pattern for great neighborhoods, employment growth, and open space in South Albany. With 40-60 years of residential growth capacity in the study area, the clear identification of this framework is essential to fulfilling the project's vision over the long term. The key components of the Land Use and Transportation Framework are described below.

### **Neighborhoods**

Residential land use is organized into a series of neighborhoods that are approximately ¼ mile from center to edge (a comfortable 5-10 minute walk). The neighborhoods are intended to implement Albany's Great Neighborhoods principles, policies, and standards, as tailored to South Albany. Walkable neighborhood design, a variety of housing, local parks and open spaces, and community uses are all part of the vision for the neighborhoods shown on the framework plan.

### **Neighborhood Focal Points**

Neighborhood focal points are identified as Neighborhood Park/Community Facility. The location of these nodes reflects community input that the areas near Oak Creek are important for public and open space uses. The Trails Framework illustrates how these focal points are connected with other areas of the plan. The focal points are conceptually located. They will serve as guidance during future planning, development review, and plan implementation.

### **Regional Commercial and Employment Areas**

The existing Regional Commercial site (the "piano" property) is shown as part of the framework. Zoning-related land use and design recommendations will be explored later in the process. The lands currently designated Industrial, and the Urban Reserve site east of the piano property, are designated as employment lands, based on recommendations in the market analysis and support shown by the community in the first public workshop. These job-supporting sites are important to the city as a whole. They also provide local job opportunities that help make South Albany a complete community.

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

### **Open Spaces**

Oak Creek is a central feature of the framework, both geographically and from a community design perspective. It is envisioned as the “front door” of South Albany – integrated with, and accessible to, the community. The framework shows the various types of open space and resources that have been identified in the process: significant wetlands, riparian corridors, 100-year floodplain, Open Space zoning, utility corridors, and the oak groves. There is an extensive pattern of non-significant wetlands that not shown on the land use framework.

The spatial pattern of the above-listed open spaces, and how they might be linked together, has been considered in preparing the other plans and alternatives in this memorandum.

### **Community Park**

The City of Albany owns 27 acres east of Lochner Road for the purpose of a future community park. The park has been slightly reshaped to work with the conceptual street framework. The City has indicated that the park could be relocated – two Community Park alternatives are discussed later in this memorandum and shown in Appendix A.

### **Street Framework Concept**

The Street Framework illustrates how the neighborhoods and employment areas of South Albany can be connected by future streets. The framework includes arterial, collector and “connector” streets – additional local streets will be included but are not shown at the framework level.

A transportation evaluation of the plan alternatives, including the Street Framework, is discussed later in this memo and in a separate memorandum prepared by Kittelson and Associates.

Key features of the Street Framework include:

- The arterial and collector streets (Highway 99E, 53<sup>rd</sup>-Ellingson Roads, Lochner Road, and Columbus Street are planned per the recommendations in Albany’s Transportation System Plan (TSP).
- Transportation system improvements outside of the study area are also planned per the recommendations of the TSP.
- All connector streets and intersections on the framework are conceptual and guiding. They are the recommended corridors and “point A to point B” connections for the plan. They have been drawn to implement the vision and plan objectives for South Albany, linking land use, transportation and open space. Site-specific location and design of these streets will be determined in future planning and development review.
- The connectors on the Street Framework Concept are assumed to be two lane streets.

***Heather Hansen and Greg Byrne***

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- Two east-west connectors are provided between Ellingson Road and Oak Creek. These two-lane streets provide parallel routes to Ellingson Road and inter-neighborhood connectivity. They connect important designations in each of the neighborhoods: neighborhood focal points, village centers, the community park, Seven Mile Lane, etc.
- The connector street that parallels Oak Creek on the creek's south side is Oak Creek Parkway. This two lane street connects five neighborhood focal points. It is the southern edge of the Oak Creek Transition Area. Where feasible, it will be an actual physical edge to the flood plain, or other undeveloped parts of the Oak Creek Greenway – this is intended as recommended and guiding, not mandatory.
- The minimum intersection spacing along Lochner Road and Columbus Street is 800 feet.
- A Lochner Road to Columbus Street connection is made north of Oak Creek, consistent with the TSP. This street is purposefully shown north of the Gerig historic home site – this property is an opportunity for a history museum or other use honoring its past. The potential street connection should support, not negatively impact, this site.
- In the Employment areas south of Ellingson Road, a series of loop connections north of the open space indicates a street pattern supportive of a business park. For the PepsiCo property, the perimeter street pattern is intended as supportive of larger lot industrial uses.
- Two alternatives for the realignment of Lochner Road are discussed in this memorandum and shown in Appendix A.
- The minimum intersection spacing along Ellingson Road is a key issue requiring further study, as discussed below.

**Ellingson Road Intersections**

Key questions for refining the street framework along Ellingson Road are: Where should “full movement” intersections be placed, and what should be the design (signals, roundabouts)? Where are “right-in/right-out” intersections a good solution? Where should access be limited?

To answer the above-listed questions, the following issues should be considered:

- a. Allowing for convenient and safe movements across the corridor in order to effectively link land uses to the north and south.
- b. The spacing of intersections that will balance distribution of traffic with good east-west mobility.
- c. Providing safe pedestrian and bike crossings that align with the planned trails and support the walkability goals for the community.
- d. Planning for a landscaped center median along Ellingson (that includes stormwater and water quality features).

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- e. How the intersection spacing will influence the 20-year and build-out cross-section, i.e. whether a 3-lane cross-section will work (as opposed to 5 lanes).
- f. How the intersection spacing will help support retaining all of the neighborhood streets as 2-lane, walkable streets.
- g. Setting the stage for future transit.
- h. Limiting access along the grade-separated sections of the 53<sup>rd</sup> extension.
- i. Access to the Business Park.

The project team will prepare intersection spacing and design options for review by the Committees.

### **Trails Framework Concept**

One of the key outcomes of the first community workshop was the strong support for trails in South Albany. The Trails Framework combines this vision with the Land Use and Streets Frameworks to create a network of trails and support the goal of a walkable community. Specific trail elements include:

- Trail connections between all key destinations and focal points within the study area, forming a network of direct and convenient routes for walking.
- Trails lead to: neighborhood parks, a future elementary school site, the community park, Oak Creek (six crossings), the Gerig historic property, the oak groves, the village centers, the freeway lakes, Mennonite Village (present and future phases), and employment lands.
- The trail network provides opportunities for varying loops ranging from a 10 minute stroll within a neighborhood to a 4-mile hike encircling Oak Creek.
- All trails from the Transportation System Plan (TSP) are included, including the Oak Creek trail. The TSP routes are supplemented by many other trails, both on-street and off-street.
- Trails are planned within the power line rights-of-way.
- The trails shown paralleling the railroad rights-of-way are assumed to be: outside of the right-of-way; fenced from the railroad, and buffered from adjacent land uses.
- The trail connection at Highway 99E near Oak Creek (northwest corner of study area) is an opportunity for an undercrossing at the Oak Creek bridge.

### **Concept Alternatives 1 and 2**

Two illustrative plan alternatives (of many possible combinations) have been prepared that show land uses combined with the framework plans described above. The land use elements added are the village centers, medium density residential, low density residential, industrial park (large lot and

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

business park), light industrial, heavy industrial, regional commercial, and neighborhood commercial. In addition, an overlay called the “Oak Creek Transition Area” is included. For the purposes of housing and population estimates, each alternative is assumed to have 75 percent of its non-significant wetlands mitigated and developed. The two alternatives differ in the distribution of the village centers, and the design of medium density residential uses and civic uses near the centers. This “transect” of land use is intended to activate the centers, organize the housing choices, meet housing needs identified in the market study, and support future transit.

The alternatives show broad patterns of land use integrated with transportation. In the next task of the project, implementing regulations and guidelines will be prepared. These may include changes to existing zoning, cluster development options, planned developments, etc.

**Residential – Low Density**

This designation provides a variety of low density detached and attached (duplexes) housing types at approximately five dwellings per acre. Approximately 65 percent of dwelling units would be low density, occupying approximately 78 percent of buildable residential land.

Example uses: single family homes, cottage homes, duplexes

**Residential – Medium Density**

This designation provides a variety of detached and attached housing types. The maximum density for apartments would be set at 20 dwelling units per acre, per the market analysis. The average density across all housing types would be 12.7 dwelling units per acre. Approximately 35 percent of dwelling units would be medium density, occupying approximately 22 percent of buildable residential land.

Example uses: cottage homes, tri-plexes, townhomes, apartments, condominiums, live-work units

**Village Center**

This designation would implement, in part, the village center designation in the Comprehensive Plan. The village center areas on the alternatives are intended for neighborhood serving retail, personal services, and community uses. The village centers comprise a total of 10 acres.

Example uses: grocery store, coffee shop, day care, civic center, library

The village center locations shown on the alternatives are based on input received at the first public workshop. There were many suggested locations, with an overall theme of providing multiple small centers serving the neighborhoods in South Albany.

Alternative 1 has a 5-acre center located at the intersection of Lochner and Ellingson Road. Two 2-acre centers are provided on Ellingson Road and the west side of Lochner Road. A one-acre center is provided at Mennonite Village.

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

Alternative 2 has two centers, approximately 4 acres each, located along the 53<sup>rd</sup> extension and Columbus Street (west and east sides). Two smaller centers, at approximately 1-acre each, are located on Lochner Road and at Mennonite Village.

**Neighborhood Commercial**

Properties currently zoned neighborhood commercial along Highway 99E are shown as neighborhood commercial on the alternatives.

Example uses: retail serving nearby businesses, Linn-Benton Community College, and neighborhoods west of Highway 99E

**Regional Commercial**

The 36-acre “piano” property is currently zoned Regional Commercial and shown as such on the alternatives.

Example uses: large format retail, regional shopping center, residential above or attached to a business

For this memorandum, the uses and development standards of RC site are not addressed. They will be discussed in Task 6 of the project.

**Industrial Uses**

**Industrial-Large Lot**

This designation reflects the market analysis recommendation to provide large lot sites for industrial uses. The concept is to retain the same or similar zoning as the current Industrial Park designation. While large lot industrial is a need, it is assumed flexibility would be retained to locate a range of employment uses in this area.

Example uses: manufacturing, regional warehousing

**Industrial-Business Park**

This designation is consistent with the market analysis findings for light industrial uses and medium sized sites in the area. Located south of the 53<sup>rd</sup> Extension, the site is a logical addition to the employment-oriented land on the west side of the study area. The business park would be a more compatible neighbor to the adjacent neighborhoods than other industrial uses. Development would have more of a campus setting than other industrial areas. It should be designed to create flexibility for parcels to be combined or divided to accommodate a diversity of users.

Example uses: assembly and light manufacturing within enclosed buildings, flex space, offices

**Industrial-Light and Heavy**

The pattern of Light Industrial and Heavy Industrial zoning has been included on the alternatives.

Example uses: manufacturing

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

**Compatibility Measures**

The following are initial ideas for promoting compatibility between the industrial properties and adjacent areas:

- a. Continue the City's current development review practices for conditional uses and review for environmental performance for some industrial uses.
- b. Establish design guidelines for the east edge of the Industrial-Business Park site so it has appropriate landscaping, signage, building design, and other features.
- c. To the extent possible, locate mitigation sites and stormwater features in the areas between industrial use and other uses to create a green buffer.
- d. Increase setbacks when adjacent to residential uses.
- e. Promote "good neighbor agreements" that are based on dialogue between area businesses and their neighborhoods. This is a non-regulatory approach intended to identify compatibility ideas based on a working relationship between industry and the community.

**Community Park**

The City-owned community park site is included on the plan. Per the Albany Park and Recreation Masterplan, this site is planned "...to provide space for other facilities (soccer/football fields, skate park) and to make certain facilities (picnic pavilion, community scale play area) more geographically accessible to residents living in this part of the City".

Example uses: sports fields, skatepark

**Oak Creek Transition Area**

An "Oak Creek Transition Area" is shown on Concept Alternatives 1 and 2. Several key findings from Tasks 1-3 support this recommendation. They are:

- The vision statement cites Oak Creek as the "front yard" of the community.
- An "Oak Creek Greenway" is identified in the plan objectives. The Greenway is intended as integrating public and private open space, providing multiple benefits, being physically and visually accessible, having a multitude of public connections at its edge, including continuous east-west pathways, and connecting north-south pathways.
- The "edge" of buildable land versus unbuildable land is not a hard edge that can be mapped with certainty. It will be highly influenced by future wetland delineations, and state and federal decisions regarding permitting of wetland modifications and mitigation. On the ground, the process of site specific design and permitting – with resultant establishment of the Oak Creek Greenway edge – will occur over many, many years.

*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- There are challenges to integrated planning, such as (a) protecting natural resources versus economic use of property, (b) the reality of multiple property ownership spread over a large area, and, (c) both private companies and public agencies may have plans and policies that potentially conflict with the SAAP.

Given the above, the alternatives seek to create a balance of: (1) certainty for the vision for Oak Creek; and, (2) flexibility to address unknowns and long term implementation. The Oak Creek Transition Area is the proposed concept and tool to strike that balance. The Transition Area includes approximately 63 acres of land outside of constrained lands (e.g. Open Space zoning, significant wetlands).

The following describes the proposed Oak Creek Transition Area.

- a. Purpose - The purpose of the Oak Creek Transition Area is to guide development review and more detailed planning for the transitional edge of the Oak Creek Greenway. The Greenway is intended to integrate open space areas, both public and private, near Oak Creek. Per the Plan Objectives, the Greenway will:
  - Be the centerpiece of the South Albany open space system, providing multiple benefits: wetland protection and mitigation, habitat, flood storage, pathways, recreation, archaeological and historic resources, environmental education, and visual identity for the area;
  - Be South Albany's "front yard" - physically and visually accessible to adjacent development;
  - Include "Oak Creek Parkway" (an east-west street), and other public uses
  - Include a continuous east-west pathway, and other pathways that connect north and south to community destinations; and
  - Have a multitude of public connection (parks, trails, trailheads, visual, etc.) between "Oak Creek Parkway" (an east-west street) and the public edge of the Greenway.
- b. Preferred Uses - The Transition Area is the preferred location for neighborhood parks, community facilities, the elementary school, wetland mitigation areas, storm-water facilities, community gardens, and other community-oriented and open space uses.
- c. Uses in Base Zone Permitted - The "preferred" uses listed above are guiding, not binding. In addition to the preferred uses, the transition area may be developed for uses permitted by the base zoning, where development is allowed by the comprehensive plan, development code, and state/federal permitting. All development would be required to meet the City's standards and design guidelines.



**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- d. Design Review - All development in the transition area would undergo design review. A new Transition Area Overlay or similar tool would be created. Design review would ensure that the purposes of the Greenway are met by proposed development. The standards and guidelines would ensure that development does not “wall off” Oak Creek. Industrial and other non-neighborhood areas will be addressed on a case-by-case basis, with standards and guidelines tailored to their needs.
- e. Oak Creek Parkway - The east-west connector street south of Oak Creek is Oak Creek Parkway. The alignment shown is conceptual – the specific alignment will be established in future planning or development review. It is preferred, but not mandatory, that the Parkway be located at the interface of the developed area and open area. This will place residential and other neighborhood uses to the south of the Parkway and the “preferred” open space and community uses listed above to the north.
- f. Oak Creek Trail - A continuous east-west pathway is planned to parallel Oak Creek within the transition area. Other trails will be also be provided per the Trails Framework Concept.
- g. Historic and Archeological Resources - Historic resources, such as the Gerig home site, are included in the transition area to assist with their preservation as an honored part of the area’s heritage and integrated part of its future. The Transition Area also encompasses much of the area with potential for archeological resources.

In addition to the design review recommended above, Annexation Agreements may also be a tool to help achieve the vision for Oak Creek. Annexation agreements are a tool used by the City to ensure that the proposed annexation is in the public interest. The terms of annexation agreements may include, but are not limited to, dedication of land for future public facilities, construction of public improvements, waiver of compensation claims, or other commitments and public benefits deemed valuable to the City of Albany. The agreement is recorded as a covenant running with the land.

The key to long term success for the Oak Creek vision is that it does not rely solely on regulation. There should be a combined, collaborative effort of public investments, land owner initiatives, pilot projects, wetland banking/coordinated permitting, and community involvement that collectively help implement the plan.

### **Community Park - Alternative Sites**

Two sites for a future community park are shown on the plan titled Community Park – Alternative Sites.

Site 1 is the city’s existing 27-acre site east of Lochner Road. This property has several assets: it is in public ownership, flat, and has good access from Lochner Road. Adjacent lands are currently undeveloped, but would eventually be residential and a village center. At 27 acres, Site 1 is a relatively large individual use within its neighborhood. It would provide a signature open space, but would also disrupt the continuity of the street and block pattern within the neighborhood.

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

Site 2 is located north of Oak Creek along Lochner Road. This property is also flat and has good access from Lochner Road. It is privately owned (Irvin Gehrig). Adjacent uses are residential (east), vacant (north, the GAPS property), and industrial/youth correction center (west). The presence of the historic Gerig home site creates a unique opportunity to combine the community park with the historic site. A history museum or “living farm” could be located adjacent to the park, expanding its attraction and perceived acreage. The utility corridor at the north end of Site 2 provides a trail connection over to Columbus Street.

**Elementary School – Alternative Sites**

An elementary school is part of the future land uses anticipated for South Albany. One elementary is potentially needed within the 20-year time, and a second may be needed for growth beyond the 20-year timeframe. Eight potential alternative sites have been identified and mapped on the plan titled Elementary School – Alternative Sites. Sites 4, 6, and 7 provide the best implementation of the Oak Creek Transition Area concept and are therefore labeled as recommended. Good access to the transportation system and adjacent neighborhoods are important considerations for the school site.

**Lochner Road Realignment Alternatives**

The potential for a realignment of Lochner Road and its connection to Marion Street was identified by the City. The plan titled Lochner Realignment and Land Use Options shows how land uses might be organized around this realignment. The realignment would support expansion of industrial land use with rail access to the east of the Sno-Temp property and substantially reduce the cost of arterial street and infrastructure improvements needed to serve the area..

**Transportation Evaluation - Summary**

A transportation evaluation for the alternatives has been prepared by Kittelson and Associates – please see memorandum dated January 25, 2012. The following is a summary of the conclusions from the memorandum, with comments from City staff incorporated . There are several recommended transportation facilities and improvements for the study area based on the two concept alternatives, described below.

The plans for the extension of 53<sup>rd</sup> Avenue and Ellingson Road include a three-lane cross section. There is a potential need for a future five-lane cross-section, but this needs further analysis in the next phase of the SAAP. Full build-out of the study area may make a five-lane cross section necessary; however three-lanes are anticipated to be adequate for the 20 year horizon depending on how development concentrates around the study area. The traffic volumes assumed in the TSP reflect approximately one-third of the full development potential of the study area. Full build-out will likely require additional roadways, such as Columbus Street and the Ellingson Road Extension, to also need five-lanes. This will be further analyzed in the next phase of the project.

*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

Relocating the Lochner Road-Marion Street connection to just south of the large industrial parcels should be considered. It has the potential to eliminate an existing railroad crossing of the spur line, allow for additional spur access to the undeveloped industrial property on Lochner Road, provide a more cost effective way to improve the Lochner-to-Marion Street connection, and reduce the infrastructure costs needed for development.

The proposed concept alternatives will both add significant traffic to the intersections in the study area, which could require intersection treatments, particularly at the un-signalized intersections. Roundabouts should be the first intersection design considered at several intersections, particularly at the Columbus Street/Ellingson Road and Lochner Road/Ellingson Road intersections. In addition to the safety and capacity benefits that roundabouts often have over traffic signals, roundabouts would provide the area with better bicycle and pedestrian connections between land uses on opposite sides of corridors. Roundabout also have the advantage of being able to be installed during the early stages of development in an area, while construction of traffic signals generally need to be delayed until development in the area is dense enough for traffic volumes to meet MUTCD signal warrants. Single-lane or multi-lane roundabouts may be able to serve the traffic volumes at these intersections and provide operational and safety benefits. Single-lane roundabouts can service up to 25,000 vehicles per day, while multi-lane roundabouts can typically service up to 45,000 vehicles per day. The next phase of the project will provide more details on the specific intersections needs for 2030 and for build-out of the area.

A series of trails have been proposed for the study area, illustrated in the Trails Framework Concept. These trails serve to connect residential areas to neighborhood parks and community facilities. They also provide connections to bike lanes and sidewalks proposed in the TSP for the 53<sup>rd</sup> Extension, Ellingson Road, Columbus Street, and Lochner Road. These trails, bike lanes, and sidewalks will significantly enhance pedestrian and bicycle connectivity. Additional bicycle treatments, such as bicycle boulevards, bicycle signals or intersection treatments could also be considered.

Transit service could be extended to the study area, which is currently only served by routes along 99E. The study area will be transit supportive at build-out; however, if development occurs in an un-concentrated manor over the next 20 years, it may not be transit supportive by 2030. If development is concentrated around one or two village centers, transit supportive areas are possible by 2030. Service currently runs along Columbus Street to Del Rio Avenue. This service could be continued further down Columbus Street to Ellingson Road to serve residential areas and village centers in these areas. The concept alternatives concentrate residential developing along the 53<sup>rd</sup> Avenue Extension and Ellingson Road, making this also a likely route for transit. A bus route along Ellingson Road and 53<sup>rd</sup> Avenue could connect to any of the three routes currently running along 99E. Transit stops along the Ellingson Road and 53<sup>rd</sup> Avenue corridor should be designed with turn outs to avoid impacting the capacity of the corridor.

*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

## **Natural Resource Evaluation - Summary**

A natural resource evaluation for the alternatives has been prepared by Mason, Bruce and Girard – please see memorandum dated January 19, 2012. The following is a summary of the conclusions from the memorandum, with comments from City staff incorporated.

In order to minimize impacts to sensitive natural resources while also meeting the land use and transportation goals of the City of Albany, the SAAP alternatives have taken into consideration the locations of significant wetlands, Oak tree groves and the Oak Creek riparian corridor. The SAAP provides a strategic, collaborative approach to land use planning by locating community centers, schools, neighborhoods and principal roadways and trails outside of sensitive natural resources to the degree practical. This is a good approach to integrating environmental and development objectives. Without it, the area would likely experience a small, piece meal development approach that typically results in larger impacts to sensitive resources.

The SAAP recognizes that the Oak Creek corridor is significant natural resource and a focal point for recreation and community sustainability for the residents of the area. The SAAP has identified a trail network that incorporates trails that parallel much of the length of the corridor to provide recreational opportunities and direct access to the corridor for residents. To the greatest extent practical, proposed trail alignments have been located outside of wetlands with the goal of preserving the continuity of these sensitive areas within the study area. The SAAP also identifies several trail and road crossings of the Oak Creek corridor. Where possible, the locations of crossings have been selected to take advantage of the narrowest points of the corridor and to provide important connections between community centers. Future planning of new crossings should be conducted to maintain the integrity of the riparian area by minimizing the number of future crossings and selecting crossing locations at the narrowest points of the corridor. When crossings are necessary, utilizing perpendicular road/trail alignments, retaining walls to minimize fill, boardwalks for trails, and full-span bridges over stream crossings will minimize habitat disturbances and impacts to the fluvial dynamics of Oak Creek. Stormwater management should also be incorporated as development of the transportation system and residential areas is expanded so that water quality and quantity conditions in Oak Creek and its tributaries can be maintained or improved.

Other resource-related planning efforts by the City will affect how development occurs in South Albany, such as (a) the regional general permit for wetland mitigation of for the PepsiCo property (part of a regional efforts coordinated by the Council of Governments), and (b) the new water quality regulations that will be adopted as part of the NPDES (National Pollutant Discharge Elimination System) Phase 2 process. The new standards related to water quality and NPDES will be developed over the next year.

The SAAP alternatives also take into consideration the locations of significant wetlands for the co-location of schools, trails, community centers, and roadways. Many of the wetlands immediately adjacent to the Oak Creek corridor will be maintained and all of the wetlands designated significant by the City will be protected except for those impacts allowed through Goal 5 “ESEE” review.

*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

The Oak Creek corridor, existing significant wetlands, and other wetlands that currently function as agricultural land provide significant opportunities for on-site wetland mitigation through restoration or enhancement of existing wetlands or direct wetland creation. The study area is also located within the service area for several wetland mitigation banks that can provide additional mitigation for those elements of the SAAP that impact wetlands.

In addition, the SAAP does take into account the need for an additional setback or buffer from the Oak Creek corridor by focusing the majority of future land development actions away from Oak Creek. Potential Oak Creek buffer/setbacks should be maintained during future planning in order to facilitate development and planning of natural transitional areas between the Oak Creek corridor and proposed developments. The proposed Oak Creek Greenway will also serve as an important transitional area between proposed developments and Oak Creek. The Greenway has the potential to preserve open space areas and provide recreational opportunities while also providing protection to wetlands and the Oak Creek riparian area. In addition to the Greenway, existing breaks in topography (e.g., old stream banks or channels) and distinct abrupt changes in vegetation (e.g., forested edges along agricultural fields) should be utilized to define additional transitional areas between habitats where possible to increase the organic aesthetic nature of the area. If feasible, existing wetland and waterway location data (LWI, City of Albany, 1999) should be updated or modified to clearly reflect the contemporary conditions within the study area. A compilation of existing jurisdictional wetland/waters delineations would allow for a better estimate of potential impacts within the study area. Furthermore, additional delineations will be required on an individual site basis as land uses are proposed and developed throughout the study area.

The significant oak tree groves within the study area may be small and discontinuous in comparison to the continuous forested vegetation of the Oak Creek corridor; nonetheless, they may provide a specialized niche for sensitive species. Existing significant oak tree groves outside the Oak Creek corridor should be considered for protection through incentives built into the development review process. Botanical surveys are also recommended within the limits of any proposed development alternatives associated with the SAAP. These surveys will need to be conducted during the appropriate flowering window for the sensitive species discussed above to confirm their presence or absence. Prior to initiating any development alternatives associated with the SAAP that may impact sections of Oak Creek, it is recommended that additional fish and amphibian surveys be conducted to determine detailed fish and amphibian distribution within the study area.

The following are suggested conservation measures to reduce impacts to sensitive wildlife, plant, and fish species. It is not assumed these would be regulations. They are intended as ideas to be considered in the implementation of the plan.

- Clearly identify sensitive wildlife, plant, and fish habitats in the field prior to development.
- Improve degraded wildlife habitat or abandoned agricultural areas within the proposed project areas with new plantings of native species. Introduce native shrub and tree species that provide cover and food sources for wildlife during landscaping. Mitigation plantings would include a diverse assemblage of species native to the proposed project areas.

*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- Monitor all new mitigation and restoration areas until they meet compliance criteria established by applicable environmental permits.
- Incorporate noxious weed removal and management into any future proposed actions.
- Restrict tree removal activities to between September 30 and March 1 to avoid conflicts with nesting migratory birds in compliance with the Migratory Bird Treaty Act (MBTA).

## Archeological Evaluation

One of the objectives of project design is to avoid impacts to archaeological resources and historic sites to the fullest extent feasible. Although only a portion of the study area had been previously surveyed for archaeological resources, the results of those studies were used to identify a zone of archaeological potential that overlaps to a great extent with wetlands and with the Oak Creek Transition Area.

While the concept design succeeds in minimizing impacts from residential development and village centers, even the creation or modification of recreation areas, wetland mitigation areas, and other recreational and habitat enhancements can result in the disturbance or destruction of an archaeological site through earth-moving activities. For example, a majority of the neighborhood park facilities are situated in the zone of archaeological potential in the Oak Creek-wetland transition area in order to take advantage of the recreational opportunities afforded by the open spaces of the wetlands. If archaeological sites can be identified through field survey early in the planning process, they can likely be avoided and protected to a great extent through design adjustments.

Overall, more than one-third of the proposed planning area has been previously surveyed for cultural resources, which will enable avoidance measures to be implemented on those parcels. It is recommended that the remainder of the project be surveyed for archaeological resources in concert with the early stages of design. An archaeological management plan should be developed to outline efficient means of surveying area parcels and for identifying specific options for the treatment of identified archaeological sites.

In addition to archaeological sites, three potentially significant historic properties were identified in the project area: (1) 6732 Seven Mile Way, (2) 6061 Columbia Street, and (3) 3795 Lochner Road. These three properties have been identified from a records review, and have not been investigated to verify the age, condition, or significance of structures on the properties, but these sites are potentially important as they all date to the nineteenth century. In particular, the assessor's database identifies the year built for 3795 Lochner Road as 1860 which would make it of particular significance. Properties from the 1800s are becoming increasingly rare in Oregon as structures become more fragile through weathering and difficulties with maintenance. For those historic structures that can survive and even be rehabilitated, they can become anchor points for historic parks--such as the Dorris Ranch Living History Filbert Farm in Lane County--providing broad-reaching opportunities to the community for education, recreation, and historic interpretation.

*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

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*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

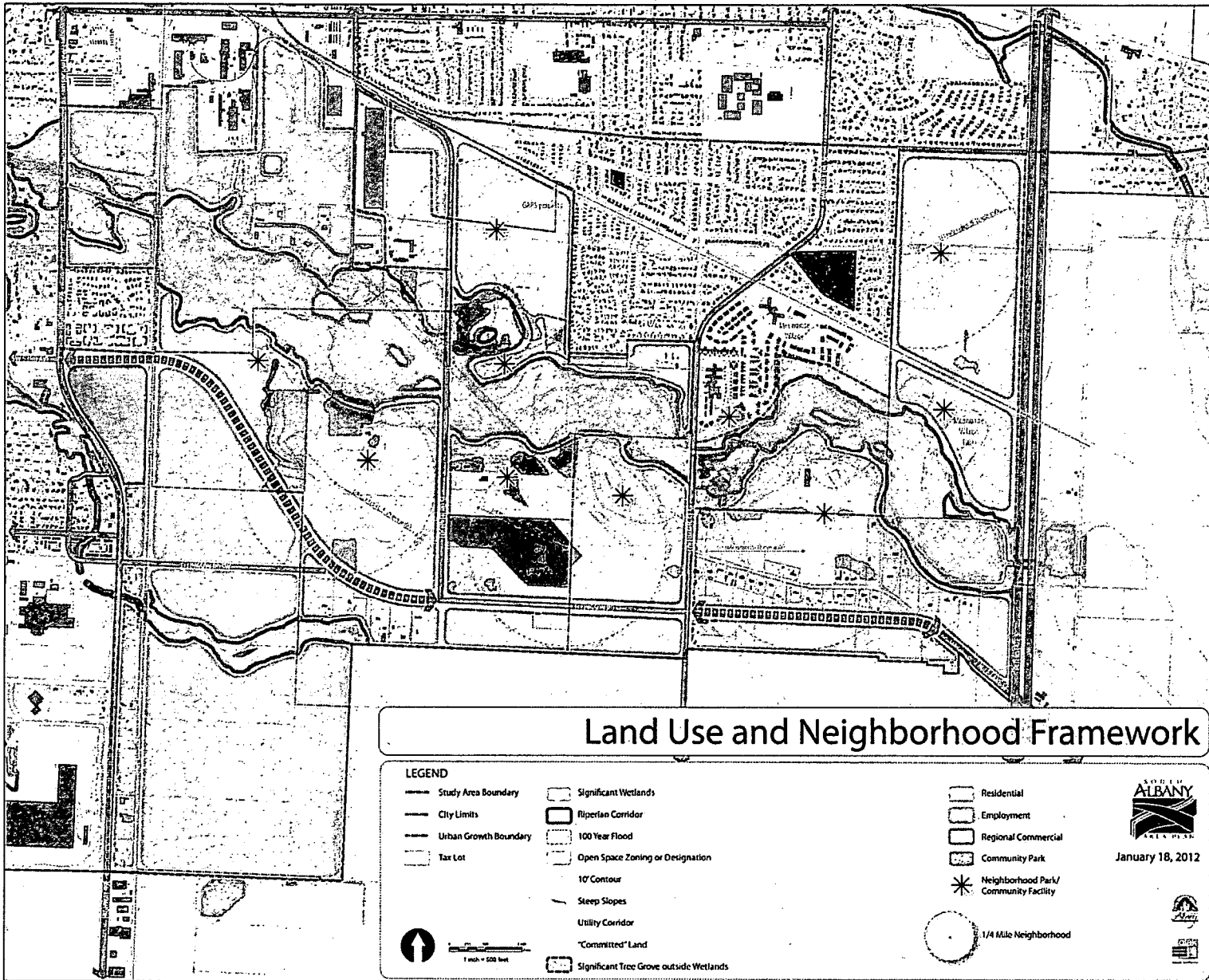
## Appendix A

### Land Use and Transportation Alternatives Plan Set



*Heather Hansen and Greg Byrne*  
*South Albany Area Plan – Land Use and Transportation System Alternatives*  
*February 9, 2012*

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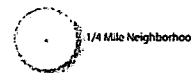


## Land Use and Neighborhood Framework

### LEGEND

- Study Area Boundary
- City Limits
- Urban Growth Boundary
- Tax Lot
- Significant Wetlands
- Riparian Corridor
- 100 Year Flood
- Open Space Zoning or Designation
- 10' Contour
- Sleep Slopes
- Utility Corridor
- "Committed" Land
- Significant Tree Grove outside Wetlands

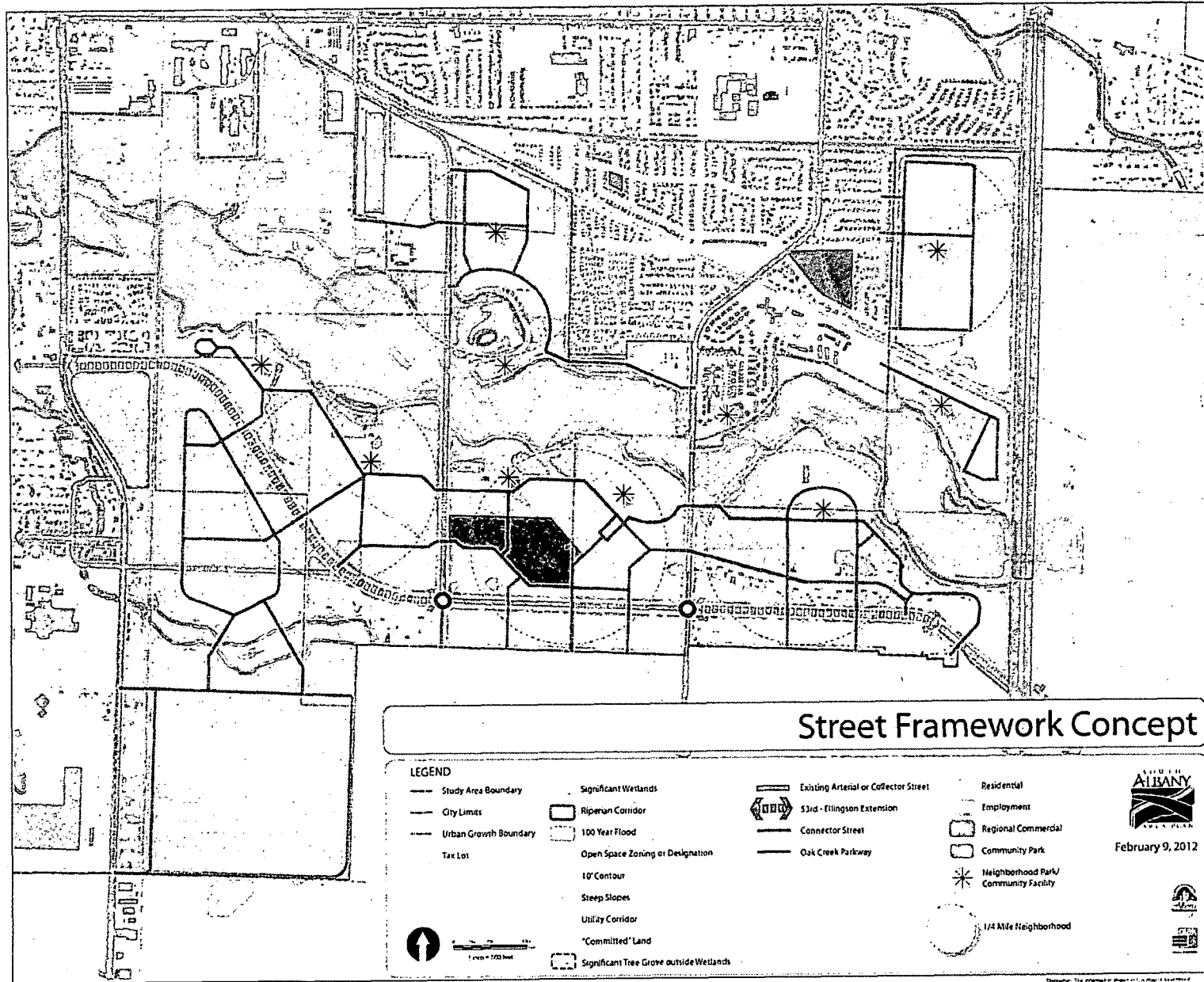
- Residential
- Employment
- Regional Commercial
- Community Park
- \* Neighborhood Park/Community Facility

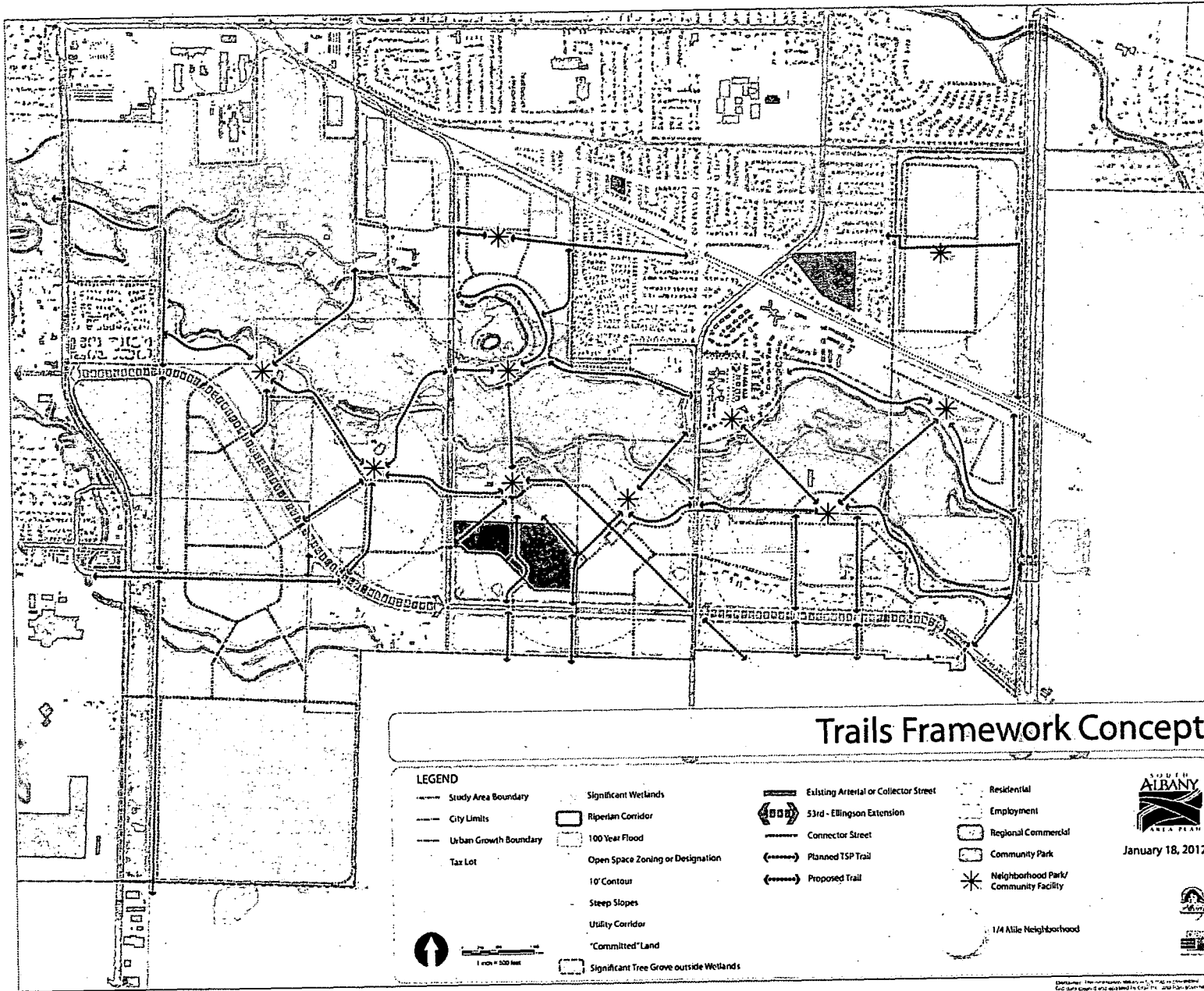


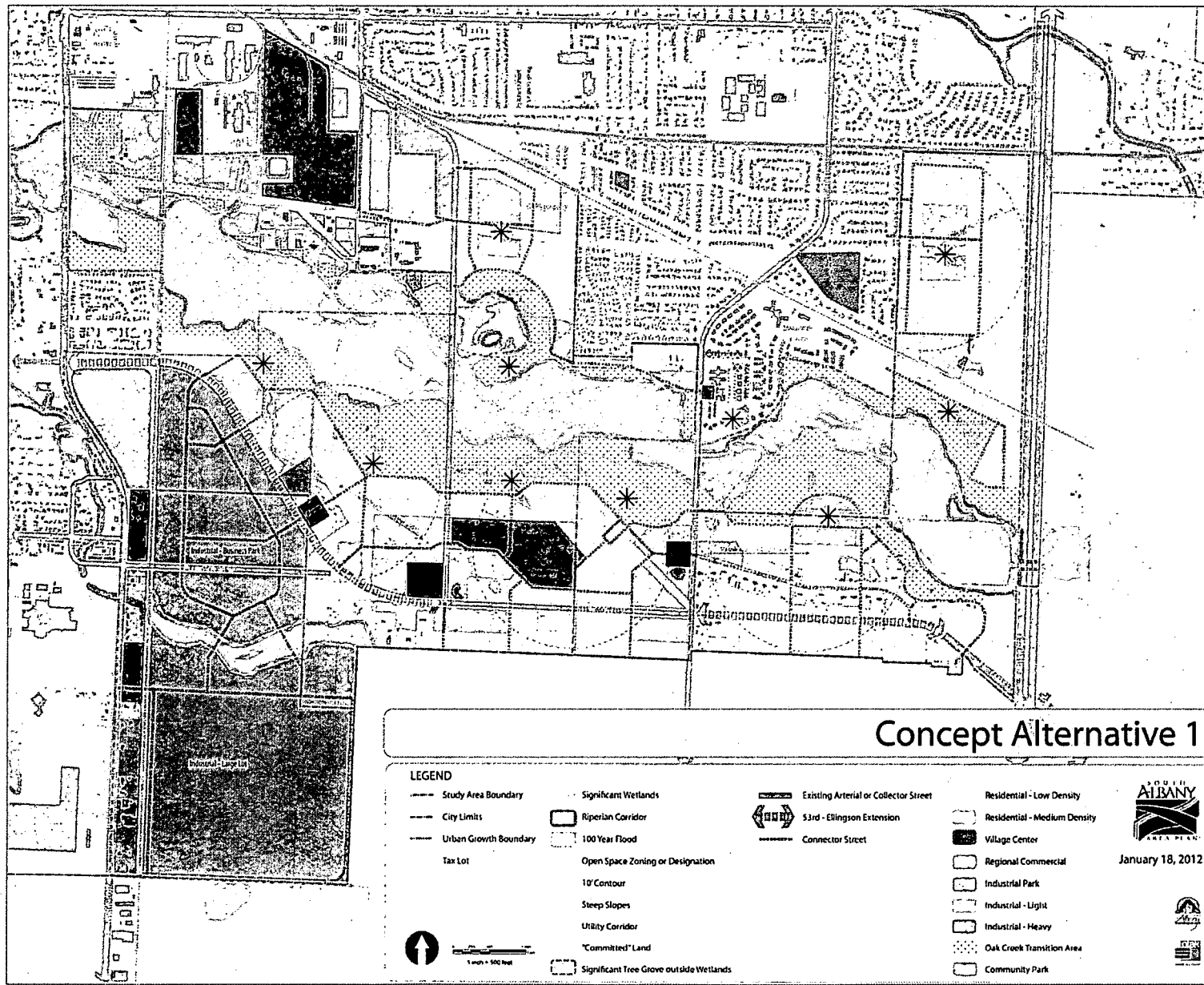
January 18, 2012



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# Concept Alternative 1

## LEGEND

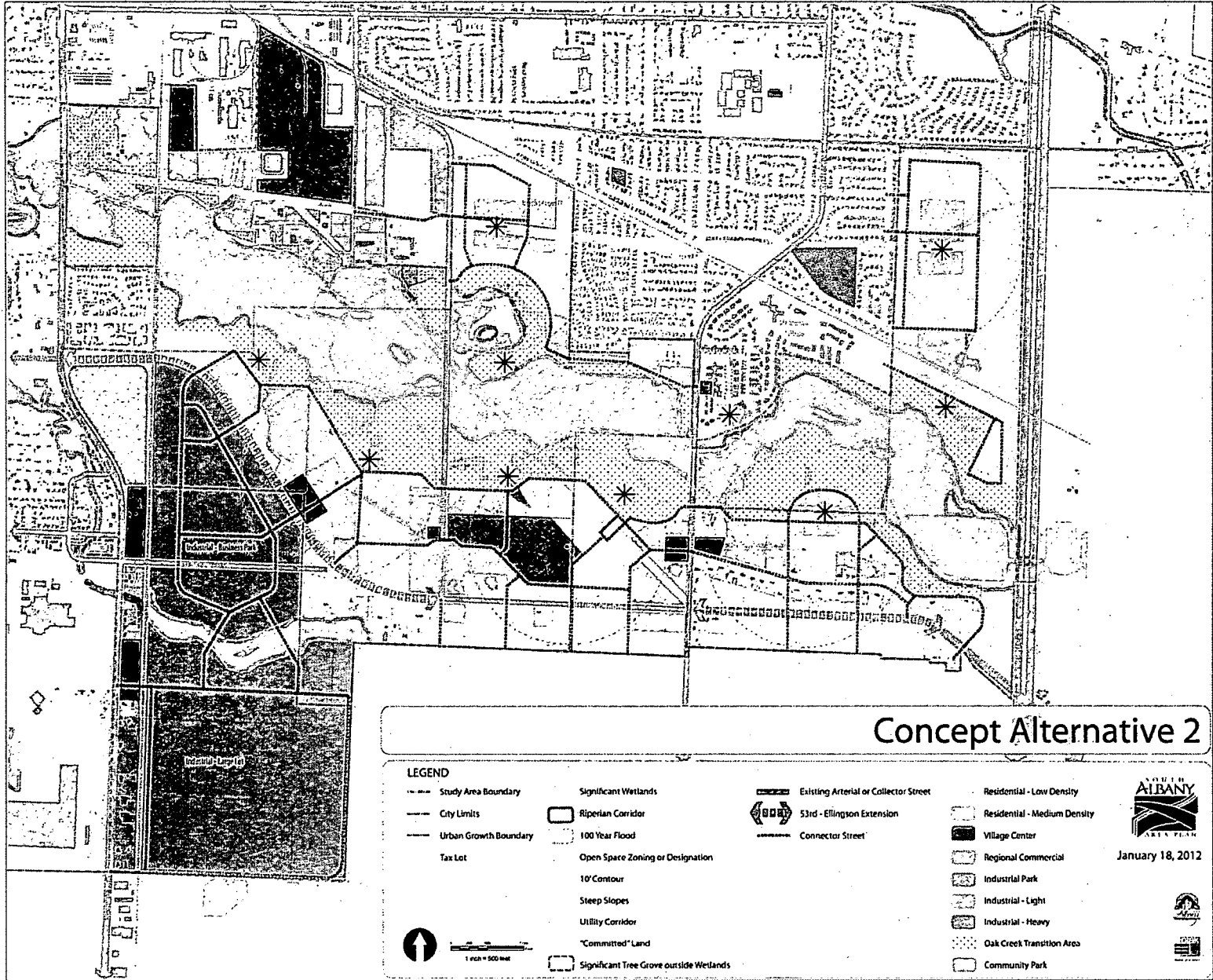
- |                           |   |   |                              |
|---------------------------|---|---|------------------------------|
| --- Study Area Boundary   | --- Significant Wetlands                  | --- Existing Arterial or Collector Street | Residential - Low Density    |
| --- City Limits           | ▭ Riparian Corridor                       | --- S3rd - Elingson Extension             | Residential - Medium Density |
| --- Urban Growth Boundary | ▭ 100 Year Flood                          | --- Connector Street                      | ▭ Village Center             |
| Tax Lot                   | Open Space Zoning or Designation          |   | ▭ Regional Commercial        |
|                           | 10' Contour                               |   | ▭ Industrial Park            |
|                           | Steep Slopes                              |   | ▭ Industrial - Uplift        |
|                           | Utility Corridor                          |   | ▭ Industrial - Heavy         |
|                           | "Committed" Land                          |   | ▭ Oak Creek Transition Area  |
|                           | ▭ Significant Tree Grove outside Wetlands |   | ▭ Community Park             |



January 18, 2012



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## Concept Alternative 2

### LEGEND

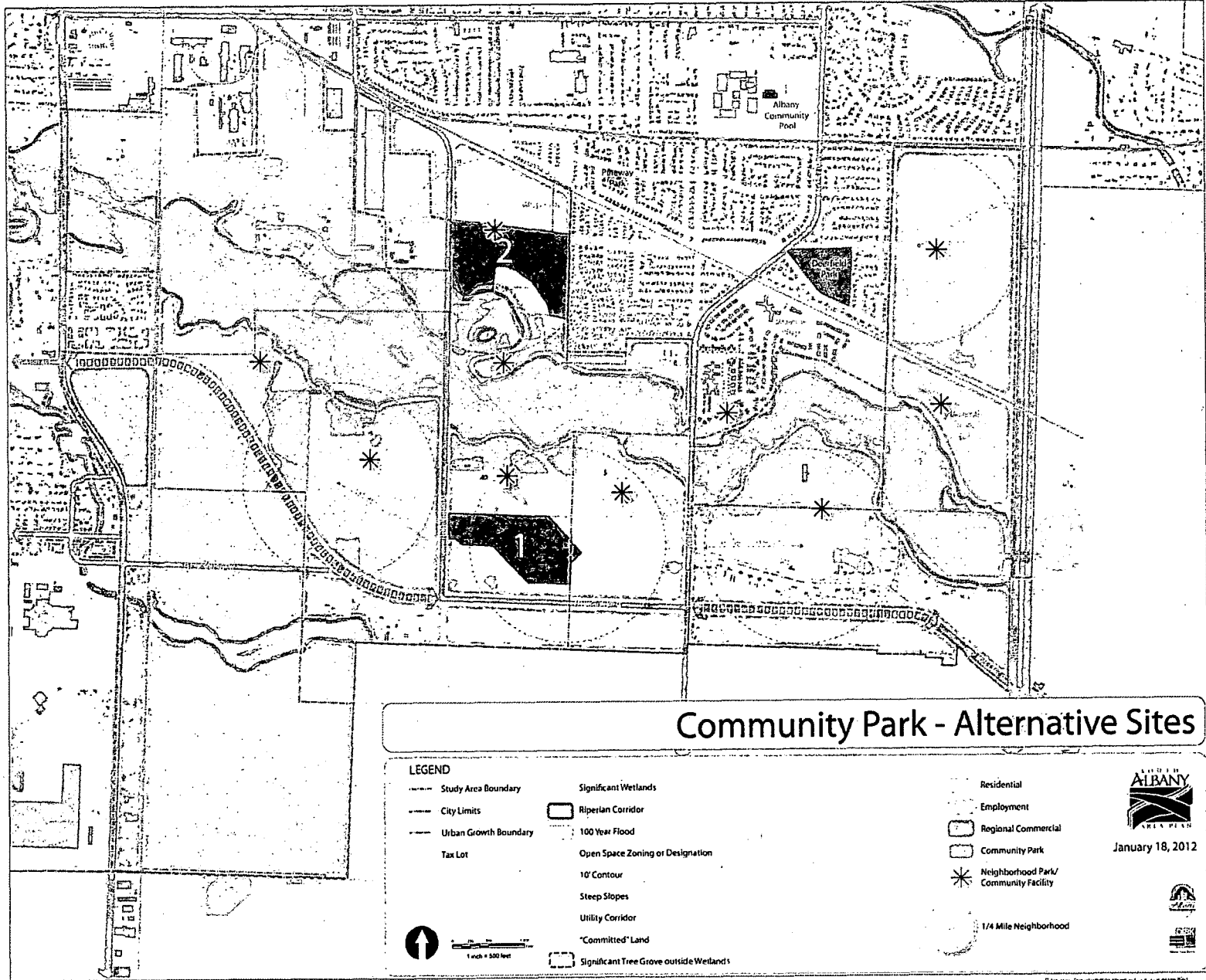
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|---------------------------|---|---|--------------------------------|
| --- Study Area Boundary   | ■ Significant Wetlands                    | --- Existing Arterial or Collector Street | ■ Residential - Low Density    |
| --- City Limits           | □ Riparian Corridor                       | --- S3rd - Ellingson Extension            | ■ Residential - Medium Density |
| --- Urban Growth Boundary | □ 100 Year Flood                          | --- Connector Street                      | ■ Village Center               |
| --- Tax Lot               | □ Open Space Zoning or Designation        |   | ■ Regional Commercial          |
|                           | □ 10' Contour                             |   | ■ Industrial Park              |
|                           | □ Steep Slopes                            |   | ■ Industrial - Light           |
|                           | □ Utility Corridor                        |   | ■ Industrial - Heavy           |
|                           | □ "Committed" Land                        |   | ■ Oak Creek Transition Area    |
|                           | □ Significant Tree Grove outside Wetlands |   | ■ Community Park               |



January 18, 2012



Expenditures for this project were made by the Albany Area Plan Committee. The Albany Area Plan Committee is a public body created by the Albany City Council. The Albany Area Plan Committee is not a government agency. The Albany Area Plan Committee is not a public body. The Albany Area Plan Committee is not a public body. The Albany Area Plan Committee is not a public body.



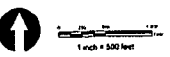
## Community Park - Alternative Sites

### LEGEND

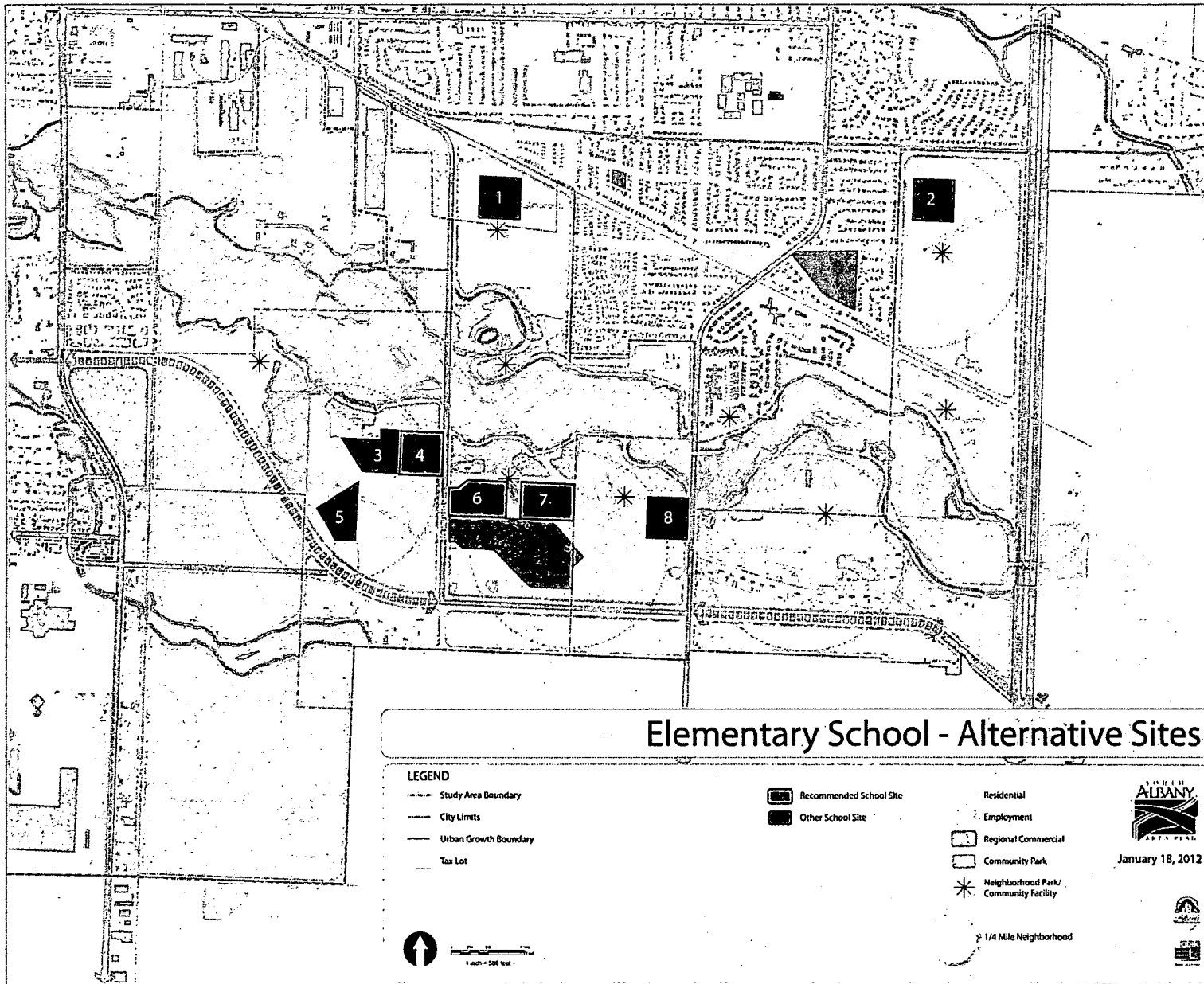
- Study Area Boundary
- City Limits
- Urban Growth Boundary
- Tax Lot
- Significant Wetlands
- Riparian Corridor
- 100 Year Flood
- Open Space Zoning or Designation
- 10' Contour
- Steep Slopes
- Utility Corridor
- "Committed" Land
- Significant Tree Grove outside Wetland
- Residential
- Employment
- Regional Commercial
- Community Park
- Neighborhood Park/Community Facility
- 1/4 Mile Neighborhood



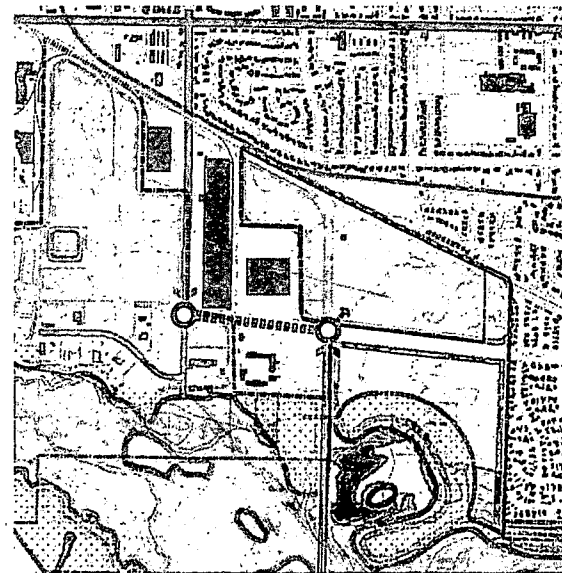
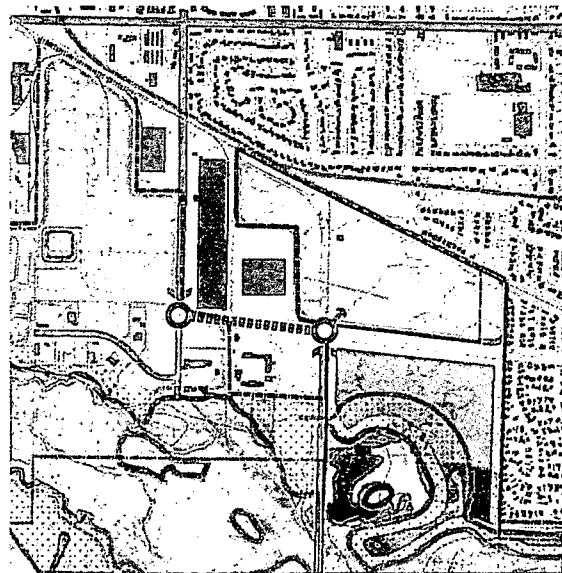
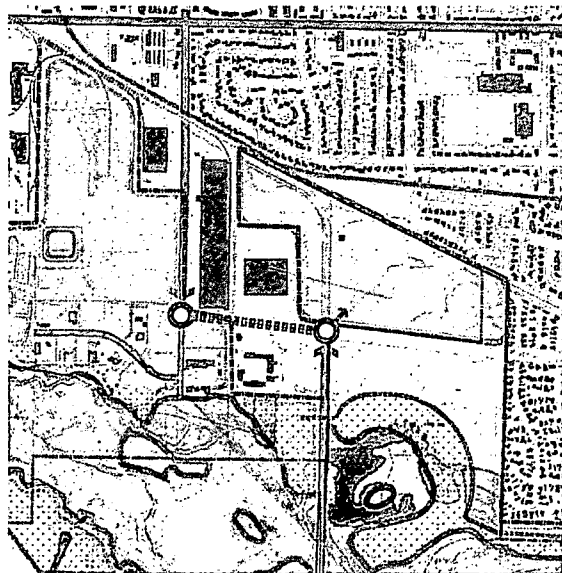
January 18, 2012



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Lochner Realignment and Land Use Options

Mason, Bruce & Girard, Inc.  
707 S.W. Washington Street, Suite 1300  
Portland, OR 97205-3530

**MEMORANDUM**

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**DATE:** January 19, 2012

**TO:** Joe Dills, Otak Inc.

**FROM:** Mark Hynson, Jenny McKay and Alexis Casey; MB&G

**SUBJECT:** South Area Albany Plan Alternatives, Draft Project Memorandum #4 –  
Land Use and Transportation System Alternatives

---

**A. Introduction**

This memo is intended to provide a review of existing environmental constraints within the South Area Albany Plan (SAAP) as identified in Project Memorandum #2 (MB&G 2011) and provides a summary analysis of how the proposed SAAP Alternatives take into consideration the principal environmental constraints of the Project Study Area (PSA). In addition, this memorandum provides recommendations and conservations measures to be considered in future planning efforts to protect sensitive environmental resources within the PSA.

**B. Overview of Existing Environmental Constraints**

In general, the PSA has experienced significant historic alterations to the natural landscape resulting from highway and road construction, agricultural practices and some industrial development. However, the PSA also includes the Oak Creek riparian corridor which has the potential to support a number of different sensitive species and allows for educational and recreational opportunities to the residents of South Albany.

*Sensitive Wildlife Species:* Based upon records searches conducted during the development of Project Memorandum #2, two sensitive wildlife species have the potential to occur within the PSA – the Northern Pacific pond turtle and painted turtle. The Oak Creek riparian area appears to serve as a valuable wildlife corridor for these species because it is relatively intact and provides connectivity to other habitats in an otherwise fragmented environment. This corridor is most likely utilized by wildlife for travel between undeveloped areas located east and west of the PSA.

*Sensitive Botanical Species:* Five sensitive botanical species have the potential to occur within the PSA – Nelson's checkermallow, Kincaid's lupine, thin-leaved peavine, Howell's montia, and meadow checkermallow. Most areas within the PSA have undergone disturbances to habitat that likely limit the ability for sensitive plants to be present (e.g., agricultural cultivation, suburban

development). However, the riparian corridor surrounding Oak Creek provides potentially suitable habitat for these sensitive species due to its continuity and structure.

***Sensitive Fisheries:*** Four sensitive fish species – bull trout, Oregon chub, steelhead, and Chinook salmon - were identified as potentially occurring within 2 miles of the PSA; however, none of these species are known to occur within the segment of Oak Creek that traverses the PSA. The Calapooia River, located approximately 1.5 miles downstream of the PSA, has been mapped as critical habitat for steelhead and Chinook salmon. In addition, occurrences of these sensitive species have been documented downstream of the confluence of Oak Creek and the Calapooia River. As such, the Calapooia River and the Oak Creek riparian corridor appear to serve as important habitat for sensitive fish species.

***Habitat Communities:*** The PSA contains eight habitat communities based on Johnson and O'Neil (2001) habitat conditions. Three of the largest groups include Agriculture, Pastures, and Mixed Environs; Agricultural Lands with herbaceous wetland inclusions; and Westside Riparian Wetlands. The Lakes, Rivers, Ponds, and Reservoirs and Westside Oak Woodlands habitat communities occupy much smaller portions of the PSA.

- The Agriculture, Pastures and Mixed Environments habitat community is the dominant habitat type within the PSA and includes a broad range of agricultural uses including mowed, hayed and grazed fields, and associated structures including fences, roadsides, field borders, barns, outbuildings, and silos. This habitat type is not considered high quality habitat for sensitive wildlife or botanical species due to the amount of extensive ground disturbance associated with agricultural activities and frequent human presence.
- Agricultural lands with herbaceous wetland inclusions are the second most common habitat type in the PSA and likely do not support sensitive species within the PSA. They are also considered to be low quality habitat due to ongoing agricultural activities and frequent human disturbances common to this habitat. However, if these areas are managed as herbaceous wetland (abandoned from agriculture), they have the potential to support such sensitive species as the Northern Pacific pond turtle, the painted turtle and Nelson's checkermallow.
- The Westside Riparian Wetlands habitat community is associated with the Oak Creek riparian corridor that extends across the northern portion of the PSA, as well as the riparian area associated with the tributary of Oak Creek located in the southwestern portion of the PSA. This community includes those wetlands identified as 'Significant Wetlands' in the SAAP. This habitat community may provide high quality habitat for sensitive species due to its connectivity and structure. Species such as the Northern Pacific pond turtle, the painted turtle, and Howell's montia; along with sensitive fish species have the potential to be present within this habitat type within the PSA.
- The Lakes, Rivers, Ponds, and Reservoirs habitat community is associated with stream channels and open water areas such as Oak Creek, tributaries to Oak Creek, Freeway Lakes adjacent to Interstate 5, agricultural ponds and ornamental ponds in commercial and urban settings. Oak Creek and Freeway Lakes are considered to be of higher ecological value within this habitat type and may support sensitive amphibian and fish species and sensitive plants such as Howell's montia.
- The PSA encompasses several significant oak tree groves located outside the Oak Creek corridor. This Westside Oak Woodlands habitat community is located in small discontinuous pockets within the PSA and is dominated by deciduous broadleaf trees or a

mixture of deciduous and coniferous species with moderately drained soils and water availability. Although significant oak tree woodlands demonstrate valuable habitat due to their rarity within the PSA, segmentation of this habitat type has diminished its overall ecological value. These habitats have the potential to support sensitive plant species such as Nelson's checkermallow, Kincaid's lupine, and thin-leaved peavine within the PSA. The above-cited habitat values are noted from an ecological perspective. The Oak Woodlands provide other qualities for the area, including aesthetic qualities and an identity with the iconic landscapes of the Willamette Valley.

### **C. Alternatives Plan Analysis and Recommendations**

In order to minimize impacts to sensitive natural resources while also meeting the Land Use and Transportation Goals of the City of Albany, the SAAP has taken into consideration the locations of significant wetlands, Oak tree groves and the Oak Creek riparian corridor. The SAAP provides a strategic, collaborative approach to land use planning by locating community centers, schools, neighborhoods and principal roadways and trails outside of sensitive natural resources to the degree practical. This type of land use planning is a good approach to integrating environmental and development objectives. Without it, the area would likely experience a small, piece meal development approach that typically results in larger impacts to sensitive resources.

The SAAP recognizes that the Oak Creek corridor is significant natural resource and a focal point for recreation and community sustainability for the residents of the area. The SAAP has identified a trail network that incorporates trails that parallel much of the length of the corridor to provide recreational opportunities and direct access to the corridor for residents. To the greatest extent practical, proposed trail alignments have been located outside of wetlands with the goal of preserving the continuity of these sensitive areas within the PSA. The SAAP also identifies several trail and road crossings of the Oak Creek corridor. Where possible, the locations of crossings have been selected to take advantage of the narrowest points of the corridor and to provide important connections between community centers. Future planning of new crossings should be conducted to maintain the integrity of the riparian area by minimizing the number of future crossings and selecting crossing locations at the narrowest points of the corridor. When crossings are necessary, utilizing perpendicular road/trail alignments, retaining walls to minimize fill, boardwalks for trails, and full-span bridges over stream crossings will minimize habitat disturbances and impacts to the fluvial dynamics of Oak Creek. Stormwater management should also be incorporated as development of the transportation system and residential areas is expanded so that water quality and quantity conditions in Oak Creek and its tributaries can be maintained or improved.

The SAAP plan also takes into consideration the locations of significant wetlands for the co-location of schools, trails, community centers and roadways. Many of the wetlands immediately adjacent to the Oak Creek corridor will be maintained and all of the wetlands designated significant by the City will be protected. The Oak Creek corridor, existing significant wetlands and other wetlands that currently function as agricultural land provide significant opportunities for on-site wetland mitigation through restoration or enhancement of existing wetlands or direct wetland creation. The PSA is also located within the service area for several wetland mitigation banks that can provide additional mitigation for those elements of the SAAP that impact wetlands.

In addition, the SAAP does take into account the need for an additional setback or buffer from the Oak Creek corridor by focusing the majority of future land development actions away from Oak Creek. Potential Oak Creek buffer/setbacks should be maintained during future planning in order to facilitate development and planning of natural transitional areas between the Oak Creek

corridor and proposed developments. The proposed Oak Creek Greenway will also serve as an important transitional area between proposed developments and Oak Creek. The Greenway has the potential to preserve open space areas and provide recreational opportunities while also providing protection to wetlands and the Oak Creek riparian area. In addition to the Greenway, existing breaks in topography (e.g., old stream banks or channels) and distinct abrupt changes in vegetation (e.g., forested edges along agricultural fields) should be utilized to define additional transitional areas between habitats where possible to increase the organic aesthetic nature of the area. If feasible, existing wetland and waterway location data (LWI, City of Albany, 1999) should be updated or modified to clearly reflect the contemporary conditions within the PSA. A compilation of existing jurisdictional wetland/waters delineations would allow for a better estimate of potential impacts within the PSA. Furthermore, additional delineations will be required on an individual site basis as land uses are proposed and developed throughout the PSA.

The significant oak tree groves within the PSA may be small and discontinuous in comparison to the continuous forested vegetation of the Oak Creek corridor; nonetheless, they may provide a specialized niche for sensitive species. Any existing significant oak tree groves outside the Oak Creek corridor should be protected using Open Space designations. Botanical surveys are also recommended within the limits of any proposed development alternatives associated with the SAAP. These surveys will need to be conducted during the appropriate flowering window for the sensitive species discussed above to confirm their presence or absence. Prior to initiating any development alternatives associated with the SAAP that may impact sections of Oak Creek, it is recommended that additional fish and amphibian surveys be conducted to determine detailed fish and amphibian distribution within the PSA.

#### **D. Conservation Measures**

Recommended conservation measures to reduce impacts to sensitive wildlife, plant and fish species include, but are not limited to, the following:

- Clearly identify sensitive wildlife, plant and fish habitats in the field prior to development.
- Improve degraded wildlife habitat or abandoned agricultural areas within the proposed project areas with new plantings of native species. Introduce native shrub and tree species that provide cover and food sources for wildlife during landscaping. Mitigation plantings would include a diverse assemblage of species native to the proposed project areas.
- Monitor all new mitigation and restoration areas until they meet compliance criteria established by applicable environmental permits.
- Incorporate noxious weed removal and management into any future proposed actions.
- Restrict tree removal activities to between September 30 and March 1 to avoid conflicts with nesting migratory birds in compliance with the Migratory Bird Treaty Act (MBTA).



**South Albany Area Plan**  
**Questions for Project Advisory Committee**  
**February 23, 2012**

*The TAC reviewed Memo #4: Land Use and Transportation Alternatives on February 16, 2012. Their comments are listed in text boxes below. The PAC reviewed Memo #4 and the TAC's input on February 23, 2012. The PAC's comments follow each TAC text box:*

**1. Land Use and Neighborhood Framework**

- a. Overall, do you support the broad organizational land use framework shown, i.e. the broad pattern of neighborhoods, employment, and open spaces?
- b. What comments, questions and level of support do you have for the neighborhood park/community facility conceptual locations?

➤ TAC: Support for framework

PAC:

- Consensus support for the Land Use and Neighborhood Framework
- Existing zones will be used as starting point, with refinements and overlays to achieve SAAP recommendations
- There was a suggestion for looking at recent zoning discussion in Salem in their IBC and IC zones

**2. Street Framework – What comments, questions, and level of support do you have for the:**

- a. East-west connector streets.
- b. Oak Creek Parkway.
- c. North-South Connectors

➤ TAC: If the community park site moves, the E-W connectors should be adjusted

➤ RR crossings are critical for access to employment lands; Need to have conversation with ODOT-Rail to come to some agreement about crossings that has flexibility to respond to the industrial uses that eventually locate there; Need secondary emergency access to employment lands

➤ TAC: overall support for street framework, with comments above

PAC:

- Overall support by PAC for the Street Framework
- Proposal from PAC member Wellner to evaluate the number of intersections needed along Ellingson Road between Columbus and Lochner. Proposal requested one less intersection to save costs. Discussion covered varying perspectives: costs, mobility, connectivity, character, access to neighborhoods. One key issue related whether the Community Park is

located at current City-owned site. A straw poll was taken: 10 supported the proposal, 3 did not support it. Closure: the PAC decided to forward the option of one less intersection between Columbus and Lochner for technical review during the transportation analysis (Task 6). This will be looked at “with park” and “without park”.

- Proposal from PAC member Wellner to evaluate change of the section of Oak Creek Parkway just west of Columbus. Closure: the PAC decided to forward this idea into the technical review during the transportation analysis (Task 6).
- The PAC directed the team to describe the intersection location and types for the intersections along Lochner and Columbus, during transportation analysis.

**3. Ellingson Intersections** – What comments and questions do you have on the options presented? Is there a preferred option that you favor?

➤ TAC: Prefer Option A (*separate handout at TAC with updated options*) with 3 roundabouts -- Lower maintenance; keeps traffic moving, can accommodate large semis! Serve as "gateways" to City and South Albany neighborhoods.

PAC:

- Consensus support for Option A, utilizing roundabouts.
- Roundabouts should be larger than the one in North Albany. It is undersized.
- The PAC noted that Roundabouts are “scalable” – they can be built as one lane initially, then modified later (if needed) to add lanes on the inside. This is an advantage over signals.
- Further technical work will evaluate the transportation network, and intersections, with both options for the Community Park.
- Question: will the plan prescribe the locations and types of intersections? Answer: Yes.

**4. Trails Framework**

- a. What comments do you have on the Trails Framework?
- b. Are the additions or deletions you would like to see?

➤ TAC: Variety of trail types that connect at the end is the goal; Trails crossing Oak Creek are likely to be soft trails, except where there are existing bridges; If community park is to the north and school to the south, then a good connection across Oak Creek is needed; Multi-use paths could be on one side of street with no sidewalks on other side should be considered; Desirable to have partnership pay for trails – City and developer; If sidewalk is trail in some sections, it will need to meet city standards for trails

PAC:

- Consensus support for Trails Framework, with concerns to be address:
  - How and where the trails will cross Oak Creek – how many can be feasibly be done considering flooding?
  - Initial concept for which trails are public and which are public

**5. Concept Alternatives 1 and 2**

- a. What comments and questions do you have regarding the options for Village Centers and adjacent medium density residential? Which option do you favor?
- b. What comments, questions, and level of support do you have for the employment land uses in the western part of the study area?

➤ TAC: Preference for Concept Alternative 1; Walkability to village centers is important;

PAC:

- Consensus support for the Village Centers and adjacent medium and low residential shown on Alternative 1 (more developable and better walk-ability from neighborhoods)
- Question: do the Village Centers need to be split by connector roads as shown on the plans?  
Answer: to be evaluated during Code work.
- Consensus support for Business Park and Large Lot Industrial recommendations

**6. Oak Creek Transition Area**

- a. What comments, questions or changes do you have regarding the description the Oak Creek Transition Area on pages 8-10 of the February 9 memorandum?

➤ TAC: Support for transition area concept; Uses allowed in the base zone would have a design guideline overlay so objectives are achieved

PAC:

- Consensus support for Transition Area as described on pages 8-10 of the February 9 memorandum.

**7. Community Park Alternatives – What questions and comments do you have? Is there an alternative you favor?**

➤ TAC: Pros and cons for each alternative; Soccer fields will be well lit and noisy when in use; May want to try to acquire Site #2 regardless; School can look at co-location; Neighborhood parks are planned as well, this is a regional facility

➤ Site #1: "Bird in the hand" since the City owns it; Could be made available for other uses if need be, but another site is needed; Better transit options; Closer to new South Albany populations

➤ Site #2: More compatible; Preferred over the long-term; Great synergy with possible "heritage farm"; No village center nearby; Fewer conflicts with future residential uses next to the park (traffic, noise, lights), With Site #2 selected, it results in a more cohesive area for neighborhood south of Oak Creek, between Lochner and Columbus

PAC:

- The PAC identified pros and cons for each alternative.
- The PAC was comfortable with carrying forward both alternatives in SAAP, noting pros and cons.
- Site #1: City-owned; lots of lights and edge conditions next to future residential uses; may serve as "place-making" use for the neighborhoods south of Oak Creek



- Site #2: concerns with proximity to Youth Corrections Facility; adjacency to the historic farm a positive; With Site #2 selected, it results in a more cohesive area for neighborhood south of Oak Creek, between Lochner and Columbus

**8. Elementary School Alternatives**

- a. Are there sites you would add or delete?
- b. Are there changes to the "recommended" sites?

➤ TAC: #4, #6, #7 are preferred by school district – also in transition area; want mostly walkers to schools; #1 and #2 are not options for school district

PAC:

- Consensus support for school sites #4, #6, #7 as the recommended sites.
- Agreed with points made by school district and TAC
- Questioned whether slope within Site #6 would be a problem – the team will look at topography

**9. Lochner Realignment and Land Use Options**

- a. Do you agree with the concept to realign Lochner?
- b. Is there a land use option that you favor?

➤ TAC: Support realignment; Prefer Option B. Park would be buffer for industrial to the north.

PAC:

- Consensus support for the realignment concept, on the condition that it works for Sno-Temp
- Staff and Sno-Temp will study the realignment further for pros and cons
- If land use to the east of Lochner is changed to Industrial, it should be a limited light industrial with minimum impacts and compatibility with adjacent uses.

# Appendix D

## *Task 4: Land Use and Transportation Alternatives*

Team Meeting Summary -November 16, 2011

Team Workshop Summary- December 20, 2011

Buildable Lands Memorandum - January 11, 2012

Project Memo 4: Land Use and Transportation Alternatives - February 9, 2012

- Technical Memo: Alternatives Consideration of Environmental Constraints – January 19, 2012

Summary of Comments from TAC and PAC – February 23, 2012





## South Albany Area Plan

### Team Meeting

November 16, 2011

#### Agenda

Where we are in the process

List major issues for the plan (brief)

Review concept sketches by Otak, mark up

Conclude with "approach to the alternatives"

#### Key Issues

1. Overarching issue: amount and location of buildable lands
2. Potential for future adjustments to Open Space designation
3. Objectives and alternatives for "Oak Creek Greenway"
4. South Albany neighborhood framework
5. Mitigation strategy: on-site, off-site, roles for public and private parties
6. Transportation analysis: 20 year and build out
7. Number and acreage for neighborhood parks
8. Potential for an elementary school
9. Pedestrian connections east to west, and railroad crossings
10. Reservoir

### Summary Notes

The following is a summary of key directional items discussed at the meeting.

- a. City Community Park Site. Can alternatives for the park location be explored? Yes.
- b. Mitigation. Potential mitigation sites north of Oak Creek were identified. Additionally, there is potential for enhancement or restoration of wetlands that have been modified by agriculture.
- c. Where can we find information on mitigation banks applicable to this part of the valley? DSL web site.
- d. Open space zone. Yes, it can be revised to “snap back” to the resource boundary. This is an administrative action, treated like a map correction. OS area cannot be made bigger. Otak may make adjustments in base mapping to approximate this, so that full developable area may be studied.
- e. Oak Creek Parkway (note, not Greenway). Overall concept is for multiple objectives to be achieved by the location and design of the street-path-trail facilities:
  - Continuous trail/path corridor.
  - Transition and strong connection (physical, visual) between open areas and neighborhood areas.
  - East-west street connectivity.
  - Enhanced value to the neighborhood.
- f. Oak Creek Parkway. Options for Oak Creek Parkway to will continue to be carried into the Alternatives phase of the project.
- g. Regional Commercial and Village Center. City’s policy interest is to provide a pedestrian oriented village center (or multiple centers) within the project area east of the 53<sup>rd</sup> extension. The policy goal is to support complete, walkable neighborhoods and avoid reliance on Regional Commercial site for a grocery store and related local services, as this would promote reliance on auto-oriented development. A 2-acre scale is not enough for the Village Center. The Village Center should be a grocery-anchored, mixed use, pedestrian-oriented center for the community.
- h. Otak, ECO and the City will follow-up with discussion on the above-noted policy direction, market analysis findings, and way forward.

- i. As with other elements of the plan, recommendations and options for mixed use and commercial will be checked against the assumptions in the TSP.
- j. Mennonite Village is interested in small scale neighborhood services (e.g. convenience store, hair salon).
- k. Wetland mitigation strategies will emphasize opportunities, guidance, and community benefits, as opposed to mapped boundaries. The project objective is to establish a direction for mitigation, not site-specific requirements. A “policy approach” will be taken to mitigation.
- l. Workshop. Otak to describe the concept of complete neighborhoods, with walkable scale (1/4 mile from center to edge). Workshop will include sketch concepts for neighborhood framework, Oak Creek Greenway options, “least mitigation” and “most mitigation” concepts.
- m. Transportation analysis. 20 year growth will be modeled. Build-out growth will be evaluated as well, using estimation methods given the lack of regional information on growth beyond 20 years.



## South Albany Area Plan

Team Meeting – December 20, 2011

### *Land Use and Transportation System Alternatives*

1 – 4:00 PM, Tuesday, December 20, 2011

Otak Media Great Room

17355 SW Boones Ferry Road, Lake Oswego

#### Meeting purpose

Establish direction for the land use and transportation system alternatives to be evaluated for the South Albany Area Plan

#### Agenda

1. Overview of key input from the public workshop
2. Summary of assumptions for the alternatives
3. Review of working alternatives
4. Break (2:45 PM)
5. Continued review of working alternatives
6. Summary of direction for the land use and transportation system alternatives to be evaluated for the South Albany Area Plan



**Project Overview**

South Albany contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City's urban growth boundary--approximately 1,900 acres. The Project study area is bounded by the City's urban growth boundary on the south, Interstate 5 on the east, land developed to urban densities on the north and Oregon Route 99E on the west.

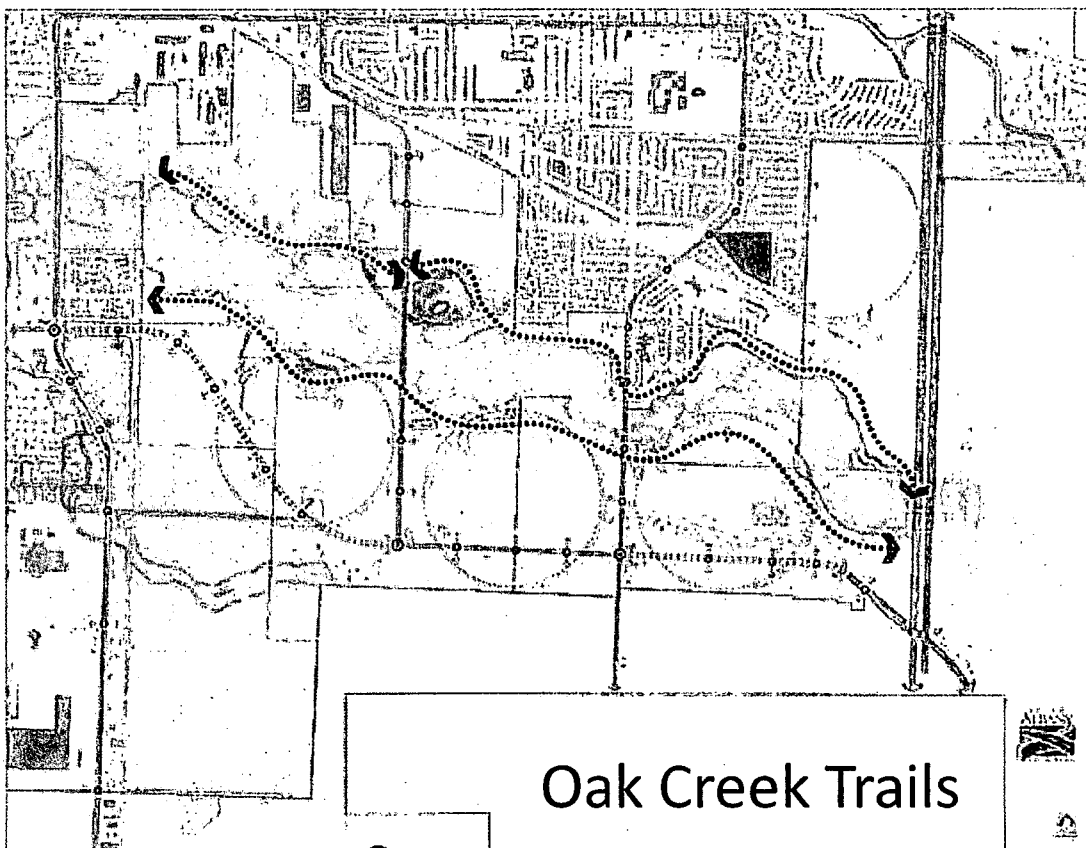
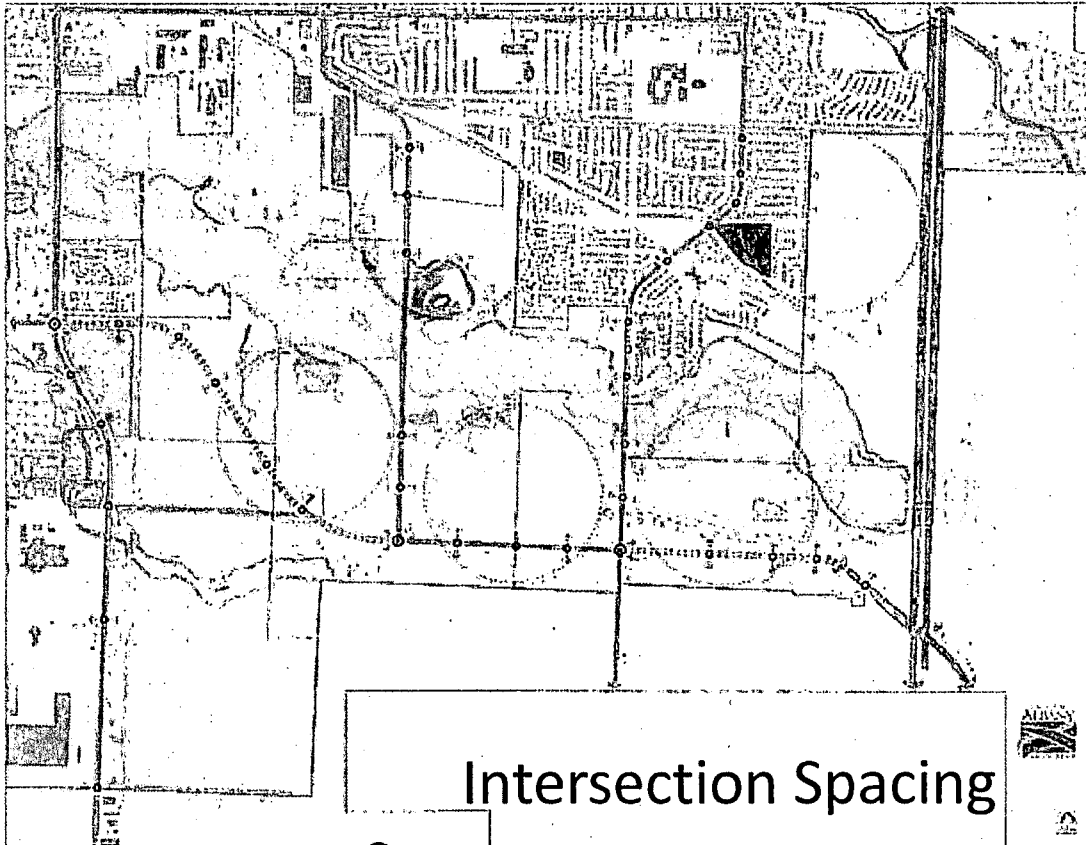
**Project Objectives**

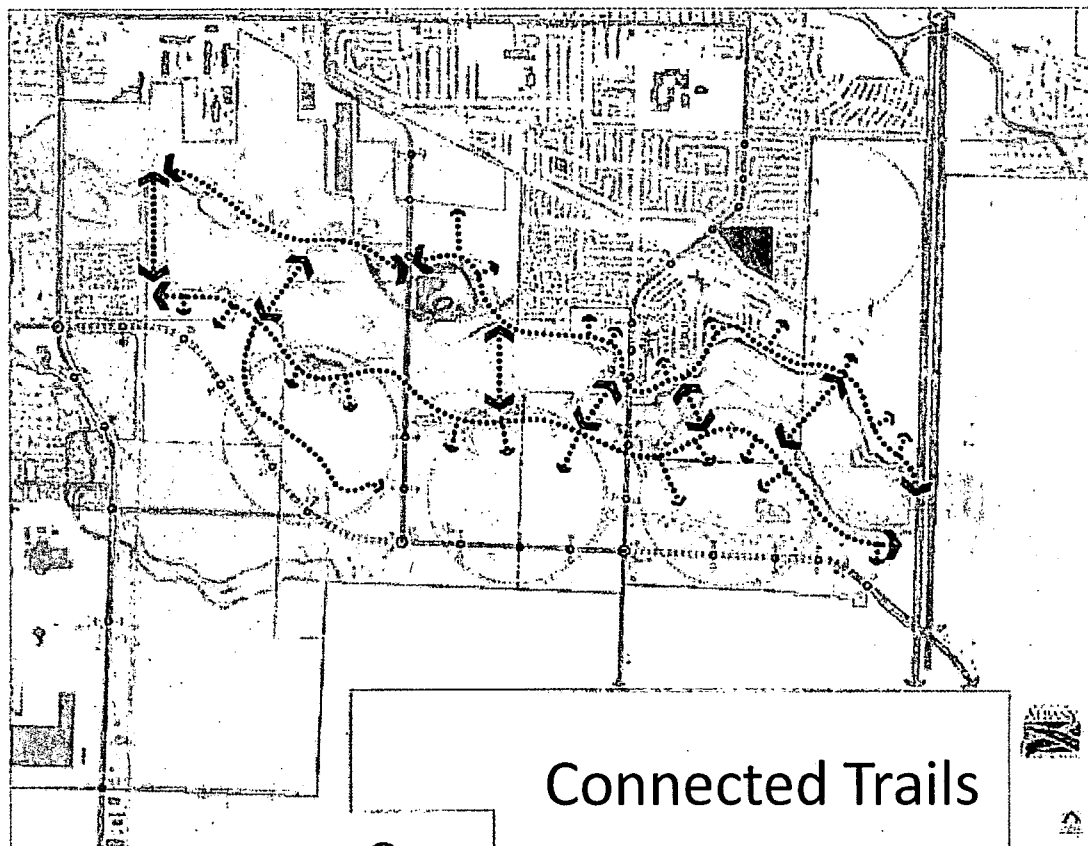
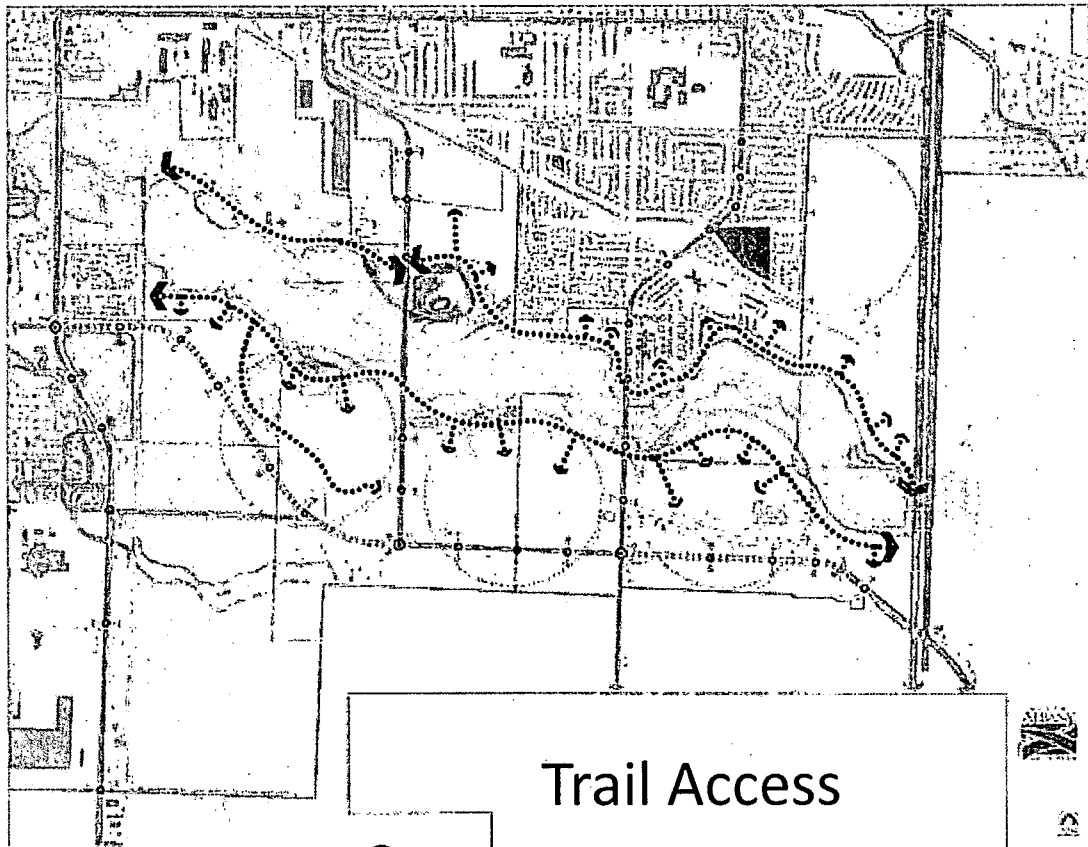
The City seeks to create a vibrant new community that will be appealing to residents and businesses seeking new sites. The project objectives stated in the grant funding for the project are listed below.

- Identify feasible patterns of land uses that are consistent with the City's goals for urbanization and environmental protection.
- Consider the capacity of existing, planned, and needed infrastructure facilities to serve the new development in a logical and orderly manner.
- Identify transportation facilities needed for circulation of motor vehicles and people walking and cycling.
- Provide rail service to industrial properties by protecting existing and future right-of-way for service to industrial properties.
- Reduce reliance on automobiles for short trips within the area, and between the area and surrounding development.
- Prepare recommendations for Planning Commission and City Council consideration, including Comprehensive Plan and Zoning designations, plan and development code amendments, and facility standards to implement the Preferred Alternative for land use and transportation.
- Establish alignment and design standards for the Oak Creek Parkway to create a street that defines the southern edge of open space along Oak Creek, provides accessibility to parks and recreation facilities and that is integrated with surrounding development and other transportation facilities; prepare recommendations for low-impact development for environmentally-sensitive areas within the vicinity of Oak Creek.

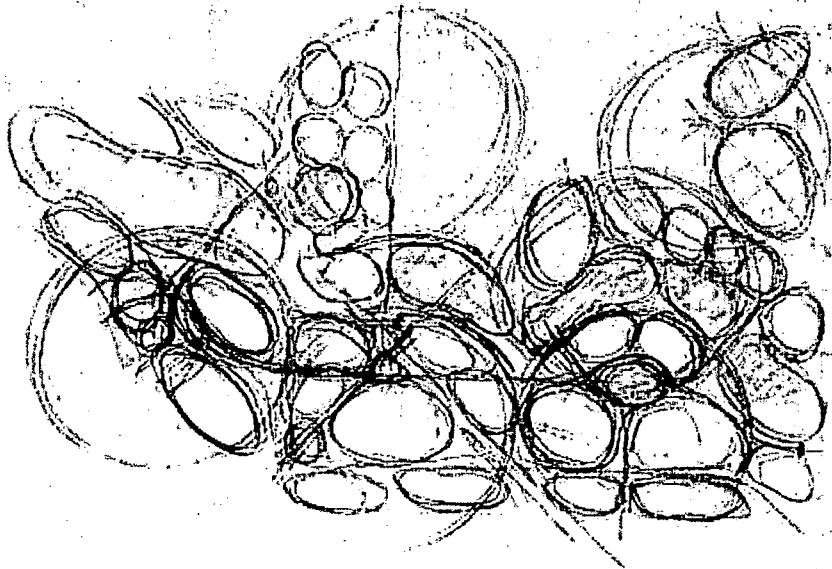




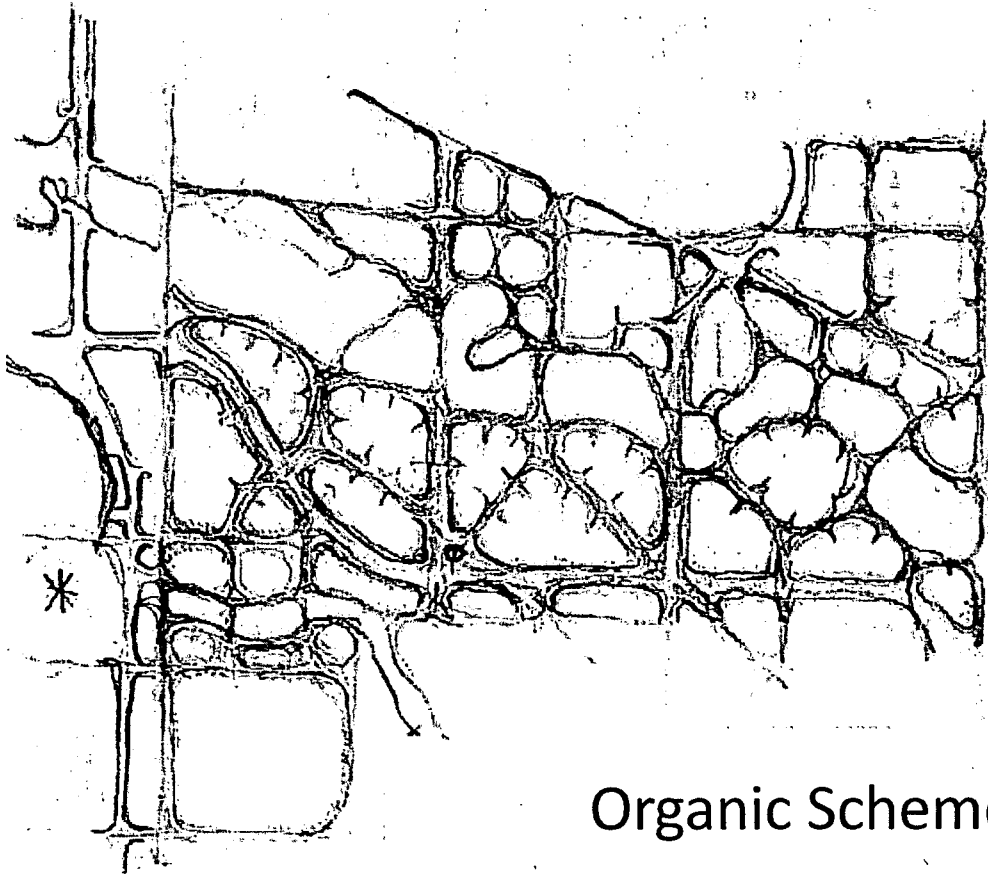




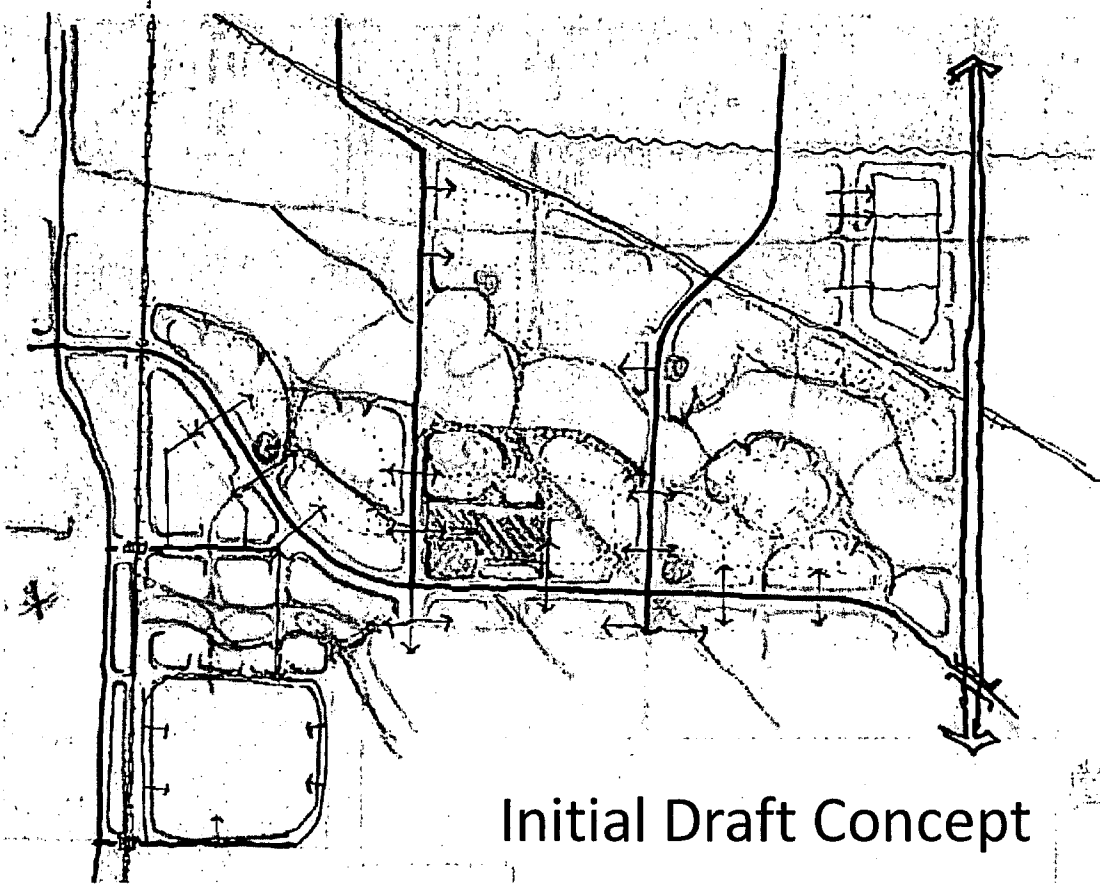




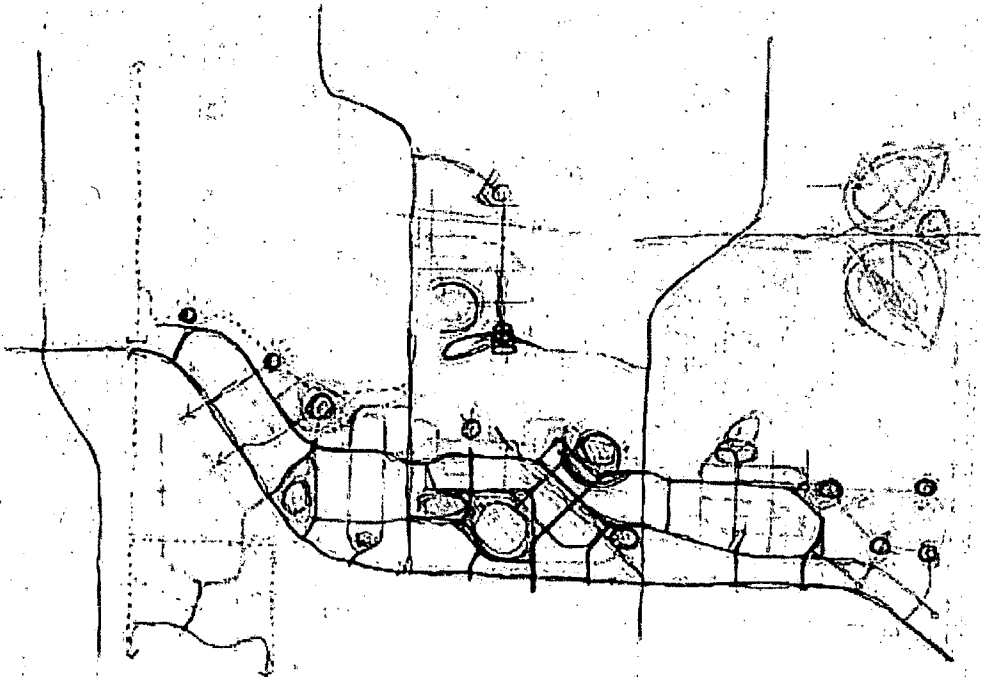
Initial Sketch



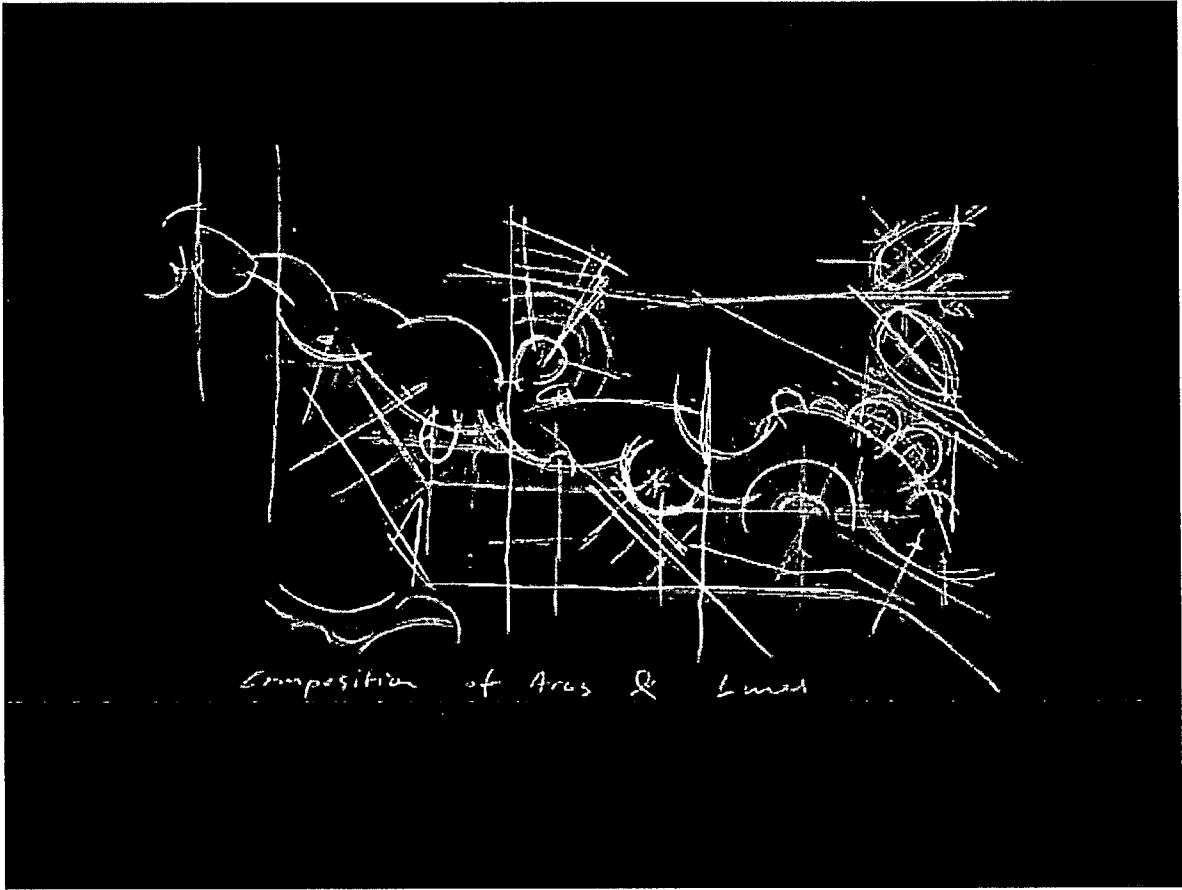
Organic Scheme



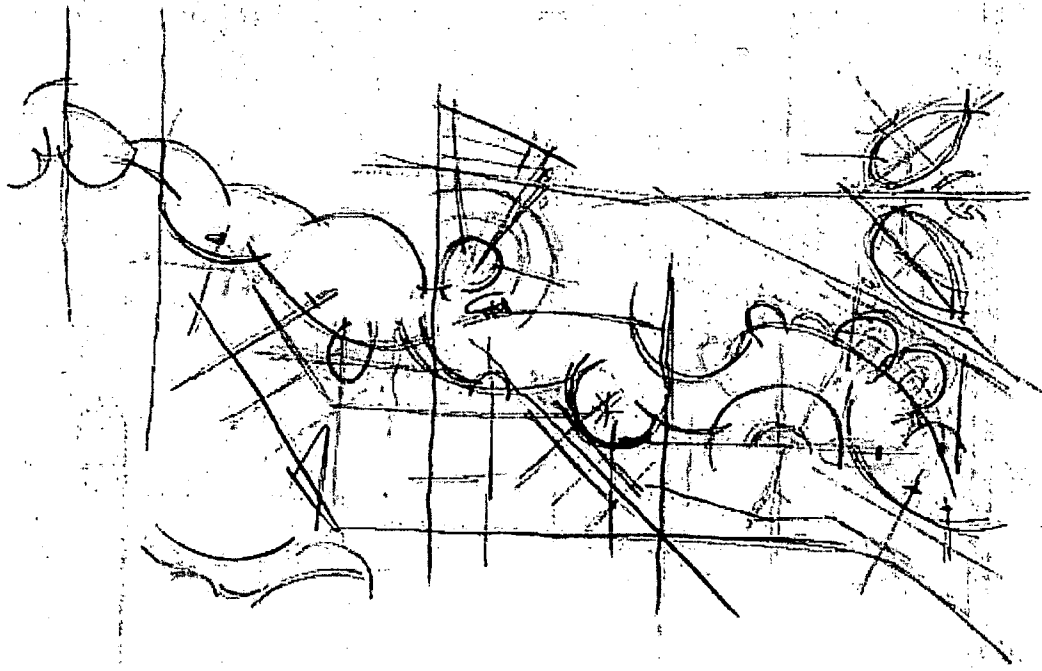
Initial Draft Concept



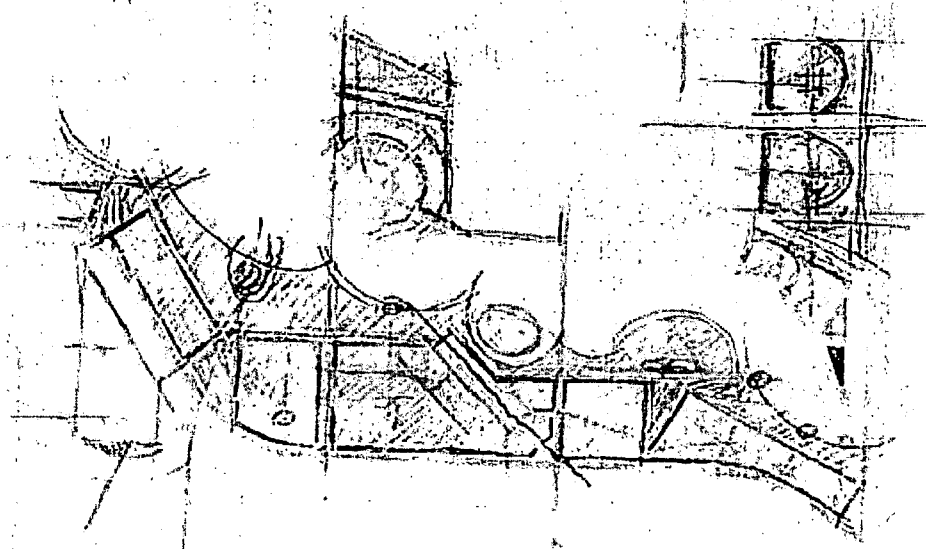
Concept Development



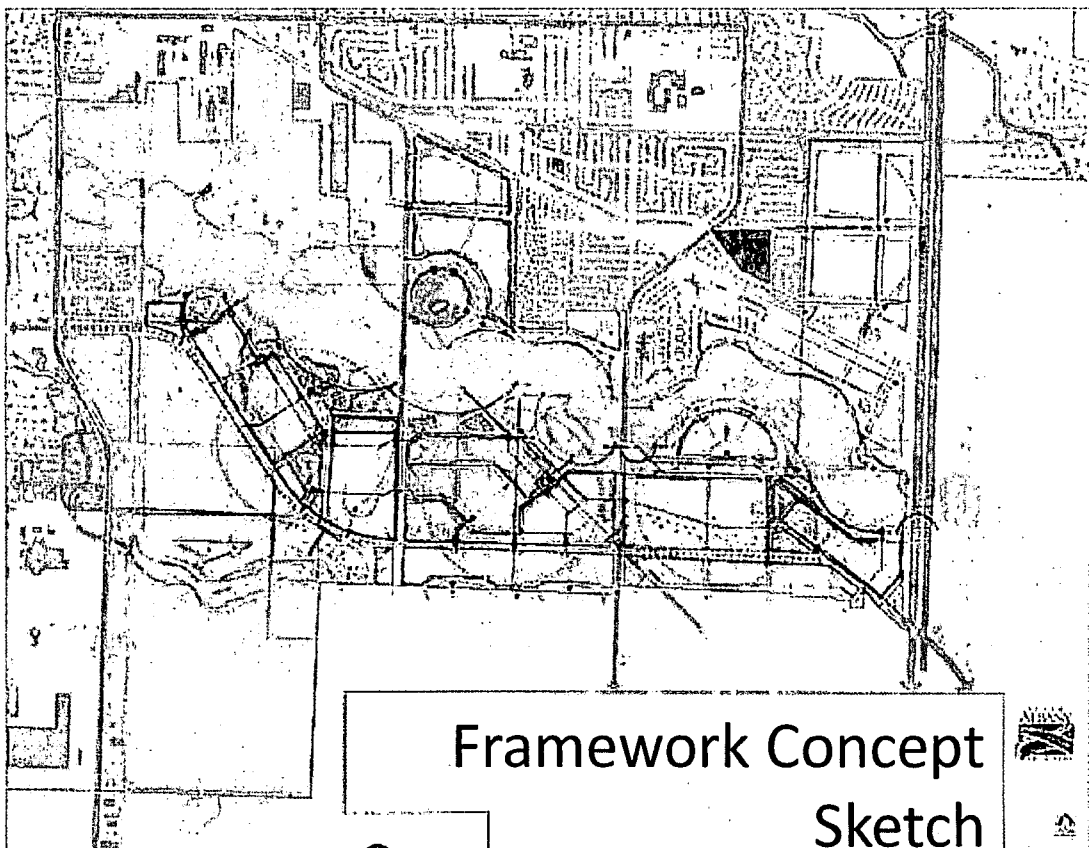
Composition of Arcs & Lines



Composition of Arcs & Lines  
Concept Sketch

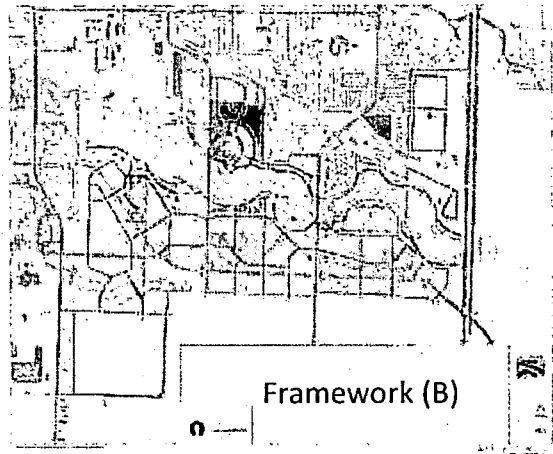
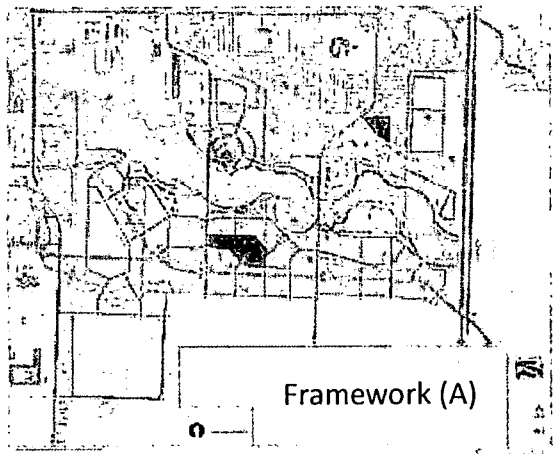
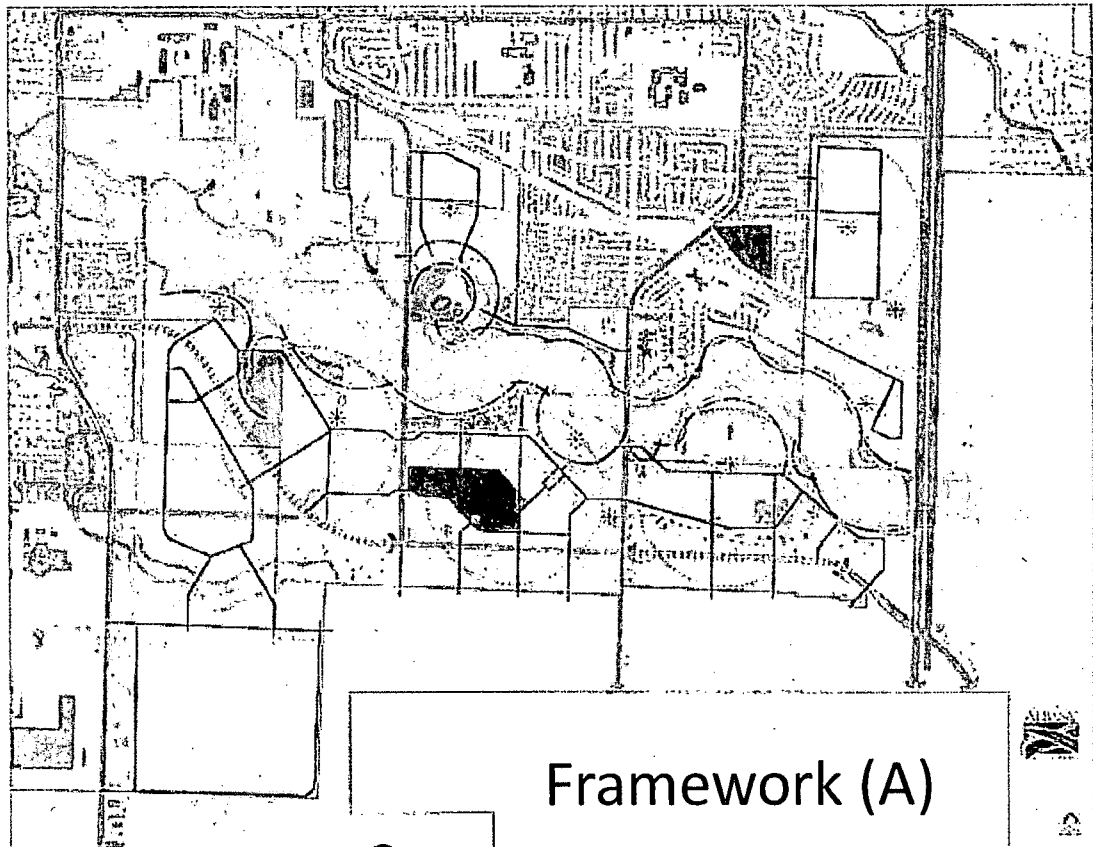


The Interface



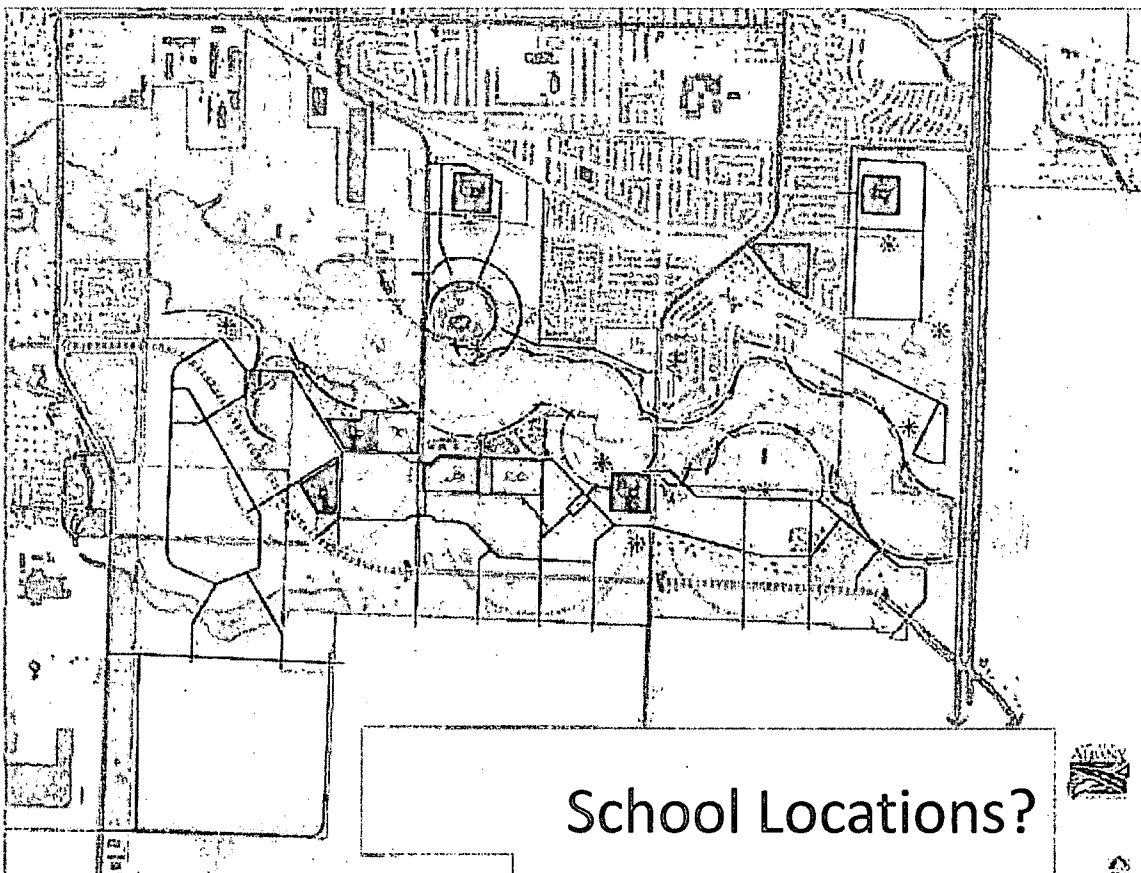
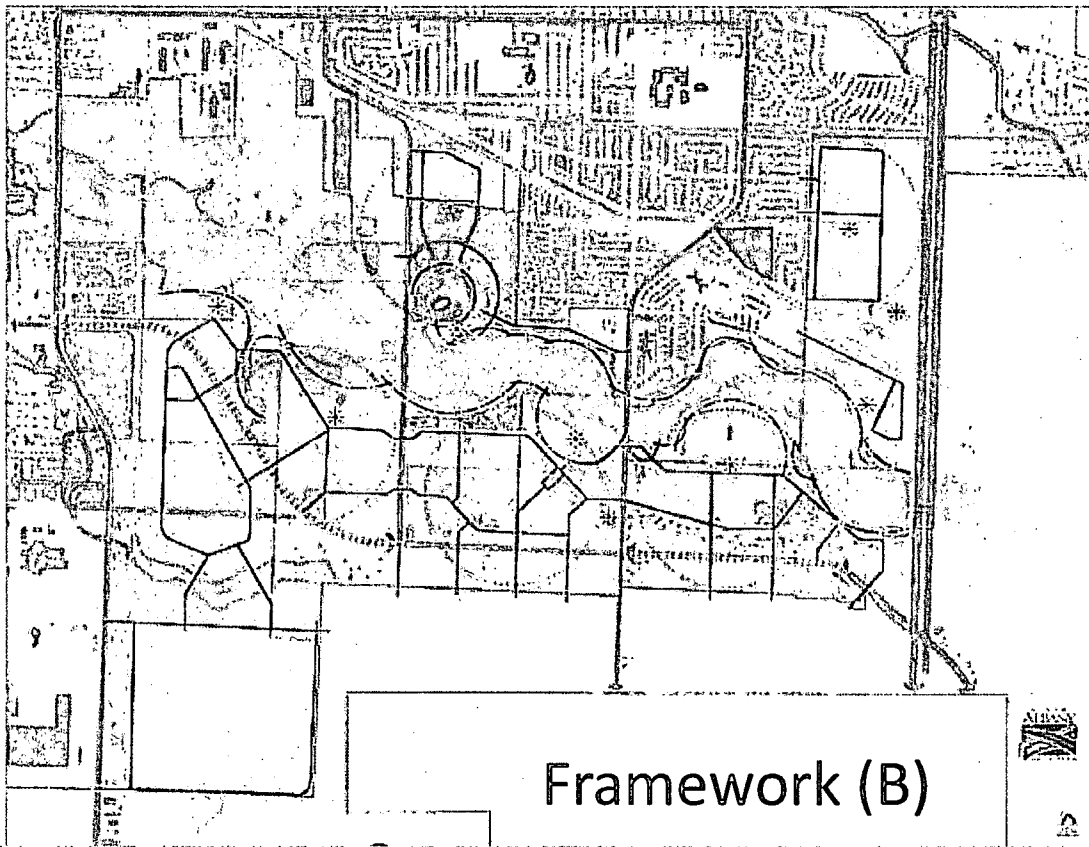
Framework Concept  
Sketch

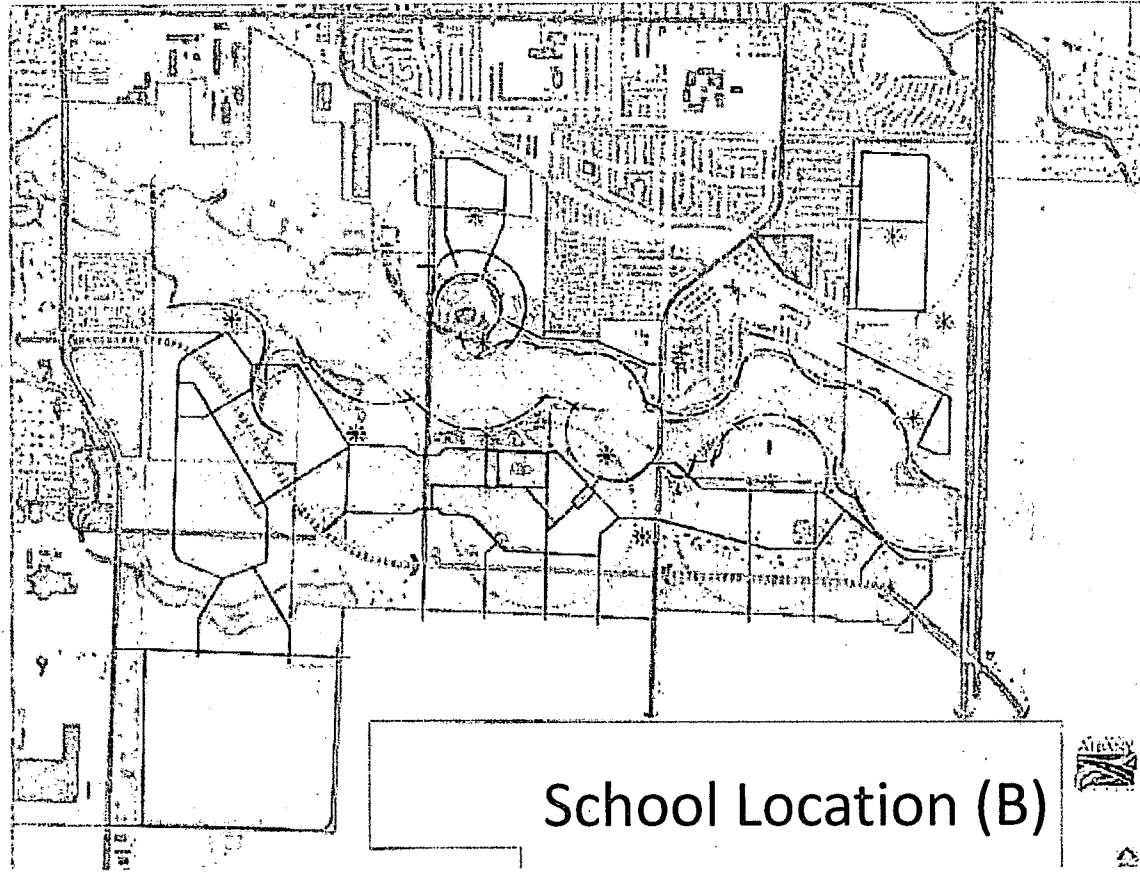
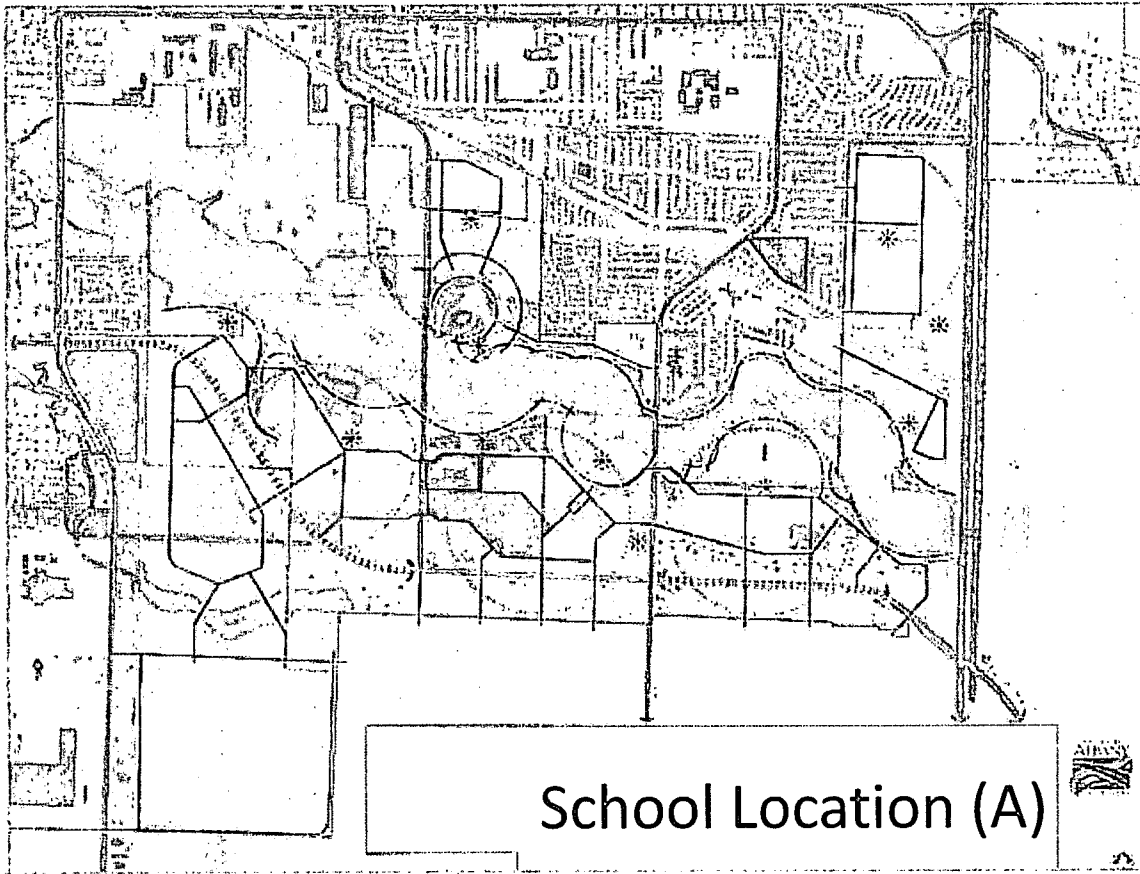


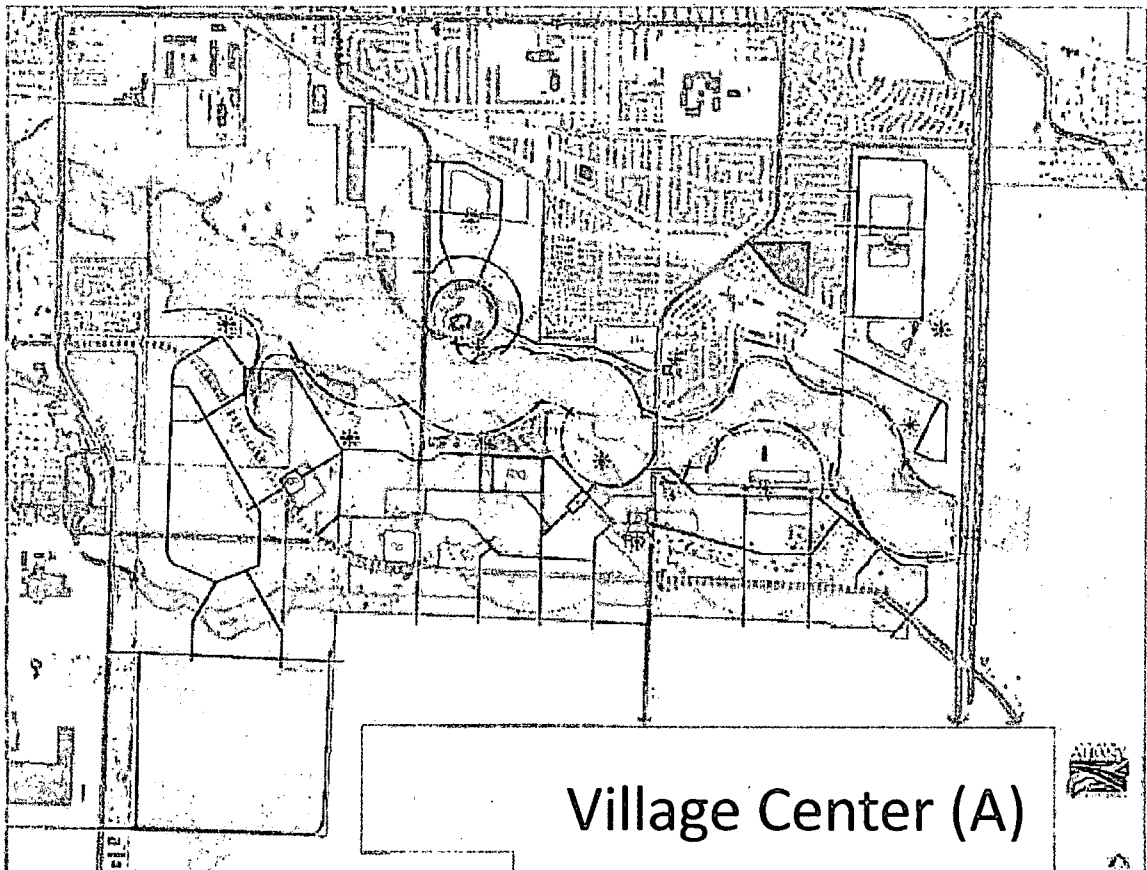
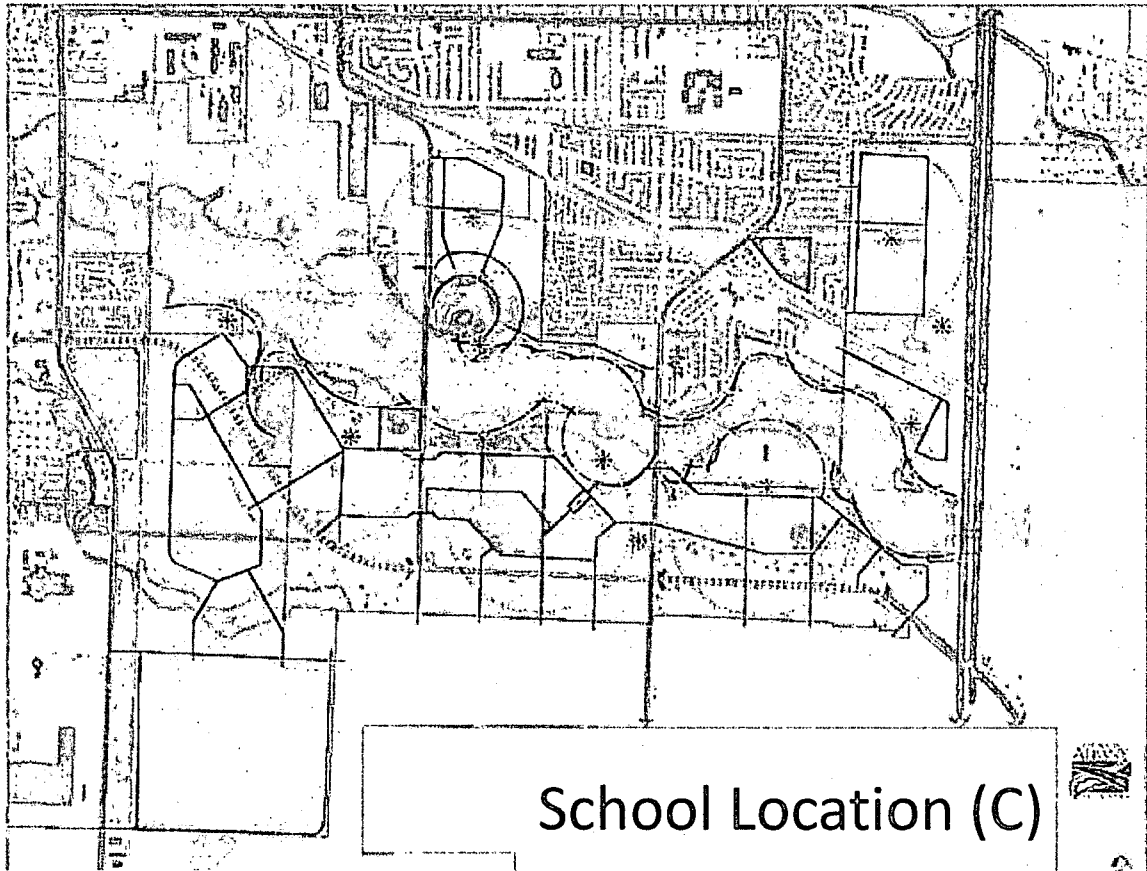


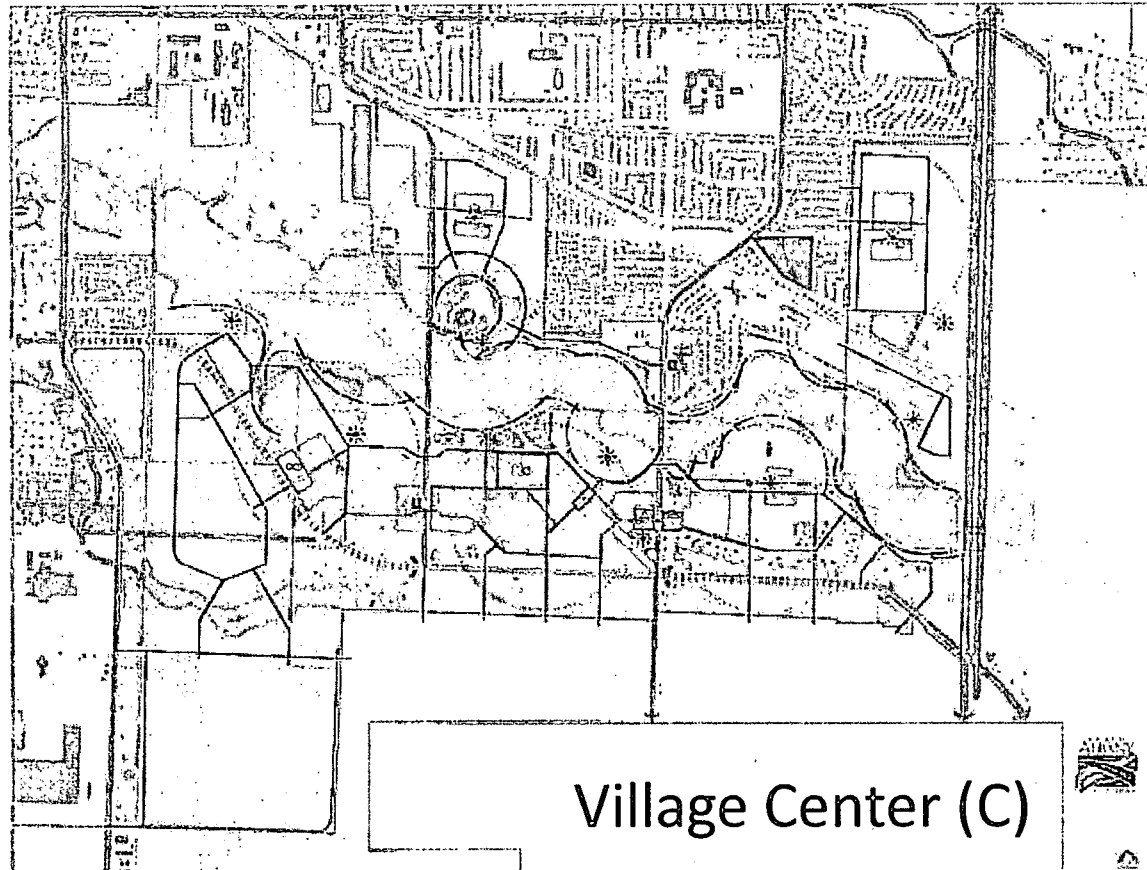
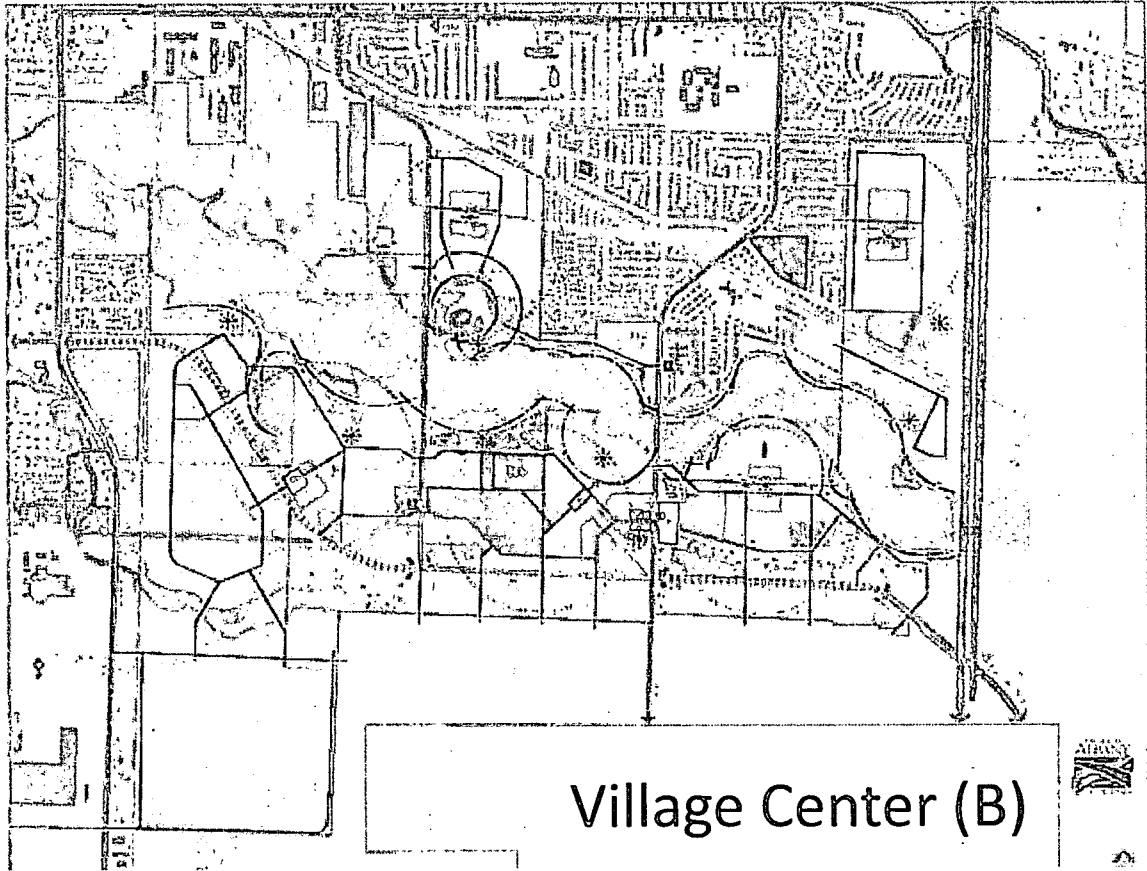
Framework (A+B)











# Memorandum



**To:** Heather Hansen and Greg Bryne  
**From:** Joe Dills, AICP  
**Copies:** David Helton, SAAP Project Team  
**Date:** January 11, 2012  
**Subject:** South Albany Area Plan – Buildable Lands Inventory and Analysis

**Project No.:** 16056

## Introduction

This memorandum provides an inventory and analysis of buildable lands in South Albany. It has been prepared for use in preparation of the South Albany Area Plan. All estimates in this memo are for planning purposes only and subject to change.

The study area is 1,957 acres and contains Albany's largest supply of undeveloped land. This area is approximately 48 percent (943 acres) inside the City Limits and 52 percent (1,014 acres) outside the City Limits.

## Buildable Land Inventory and Analysis

### Definitions

How much developable land is located in South Albany? How many homes will be in future neighborhoods? How many jobs and businesses will develop on the available acreage? To answer these questions, a Buildable Land Inventory and Analysis (BLI) has been prepared. In very simple terms, the BLI uses the following formulae:

Total Land  
Less Committed Lands  
Less Constrained Lands  
Less Future Land Uses  
Equals Buildable Lands

The definitions of constrained land and committed land are listed below.

Committed Land includes:

- Existing and planned right-of-way, including railroad right-of-way
- Developed lands per the committed lands map. Committed lands are parcels where the level of development makes it unlikely redevelopment will occur by 2030. This is a visual assessment, supplemented by selected checking of assessment records by the City. Residentially developed parcels that are zoned for Commercial or Industrial uses are assumed to redevelop within 20 years.
- The South Albany Community Park site (owned by the City)

Constrained Land includes:

- Open Space - Lands zoned Open Space zone (within city limits) and lands with a Comprehensive Plan designation of Open Space (outside the City but within the Urban Growth Boundary (UGB)).
- 100 year floodplain
- Lakes
- Slopes greater than 25 percent
- Significant wetlands as designated by the City of Albany
- Non-significant wetlands as designated by the City of Albany – See discussion below
- Riparian corridors as designated by the City of Albany
- Utility easements

Future Land Uses account for new village centers and community facilities that will be part of the plan. As of the writing of this memo, the Future Land Uses for the South Albany Area Plan include:

- Future Village Center(s)                      10 acres
- Future Neighborhood Parks                17-19 acres
- Future Fire Station                            2 acres
- Future Elementary School                 10 acres
- Future Water Reservoir                     5 acres

### Non-Significant Wetlands – A Key Factor

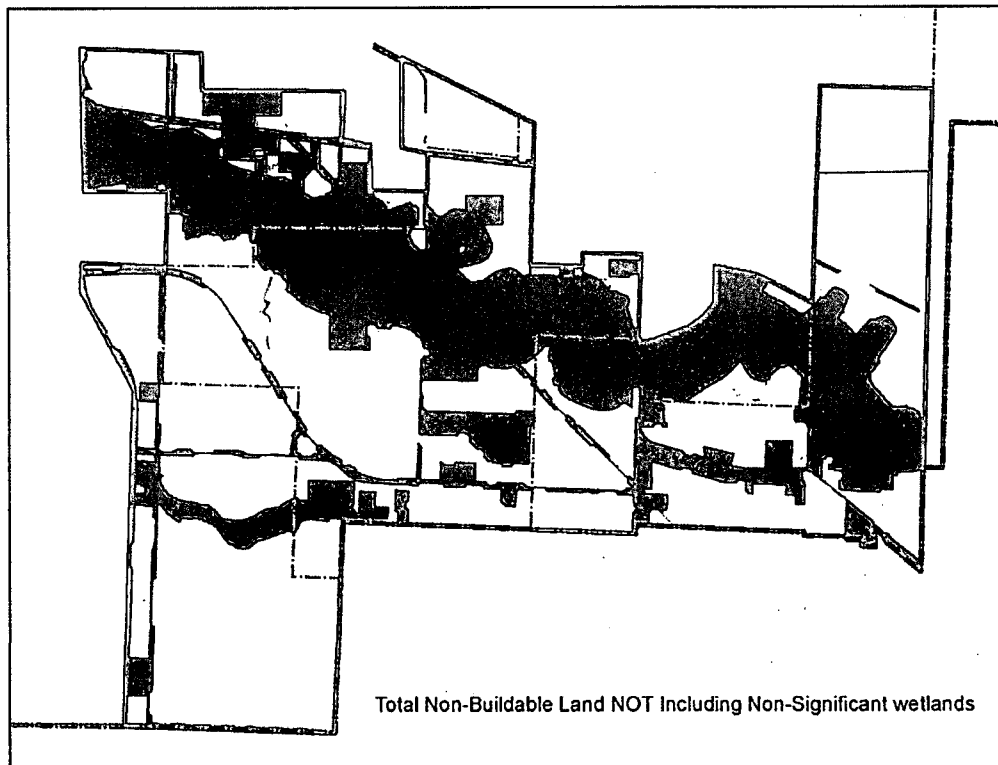
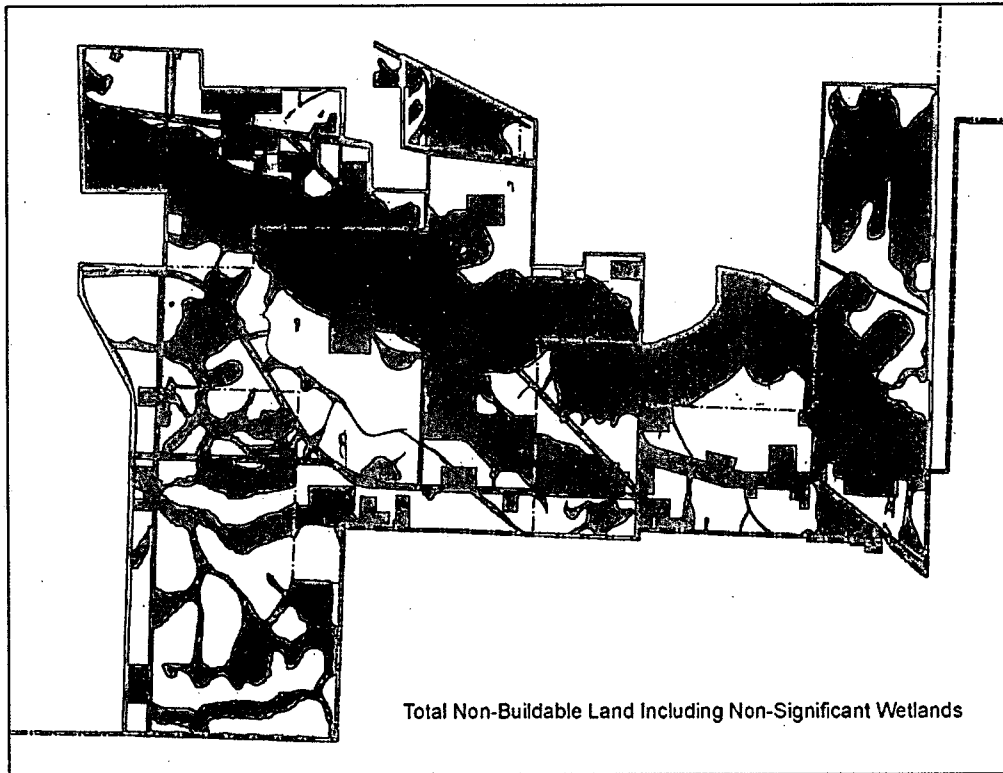
One of the key factors in estimating the buildable land supply in South Albany is the presence of “non-significant wetlands.” These lands are potential wetlands that have been mapped by the City of Albany, using generalized wetland mapping from a Local Wetlands Inventory. The City does not regulate non-significant wetlands, but these lands are subject to state and federal wetland regulations. According to City GIS data, there are 514 acres of non-significant wetlands in the 1,957-acre project area. 391 acres of the non-significant wetlands are outside of the other constraints listed above.

It is important to note that the acreage and location of actual wetlands may be different from the City’s GIS data. On-site delineations, more detailed mapping, and coordination with state and federal wetland authorities will definitively determine the location and quality of wetlands. The City’s GIS data is used here for planning purposes only.

The spatial pattern of non-significant wetlands in South Albany is as important as the quantity. They extend throughout the area and pose a significant challenge to creating a cohesive framework of neighborhoods and employment areas. To illustrate two extremes, two figures have been prepared. The first figure below shows the pattern of buildable land (white areas) if all committed and constrained lands (including 100 percent of non-significant wetlands) and are diagrammed (green areas). The second figure below shows the pattern of buildable land if all committed and constrained lands, except for non-significant wetlands outside of other constraints, are diagrammed. The second figure assumes that non-significant wetlands outside of other constraints are mitigated.

The first diagram displays a pattern of buildable land this is discontinuous. This pattern is not conducive to feasible and efficient urban development, and poses challenges to the creation of a walkable and vibrant community. The second diagram displays a much more workable framework for neighborhoods and employment areas in South Albany.





### **Buildable Land Scenarios**

The following table summarizes an estimate of buildable lands in South Albany. Four scenarios are presented, using non-significant wetlands as a variable. To be considered “buildable,” these wetland areas would either have to be mitigated or would be determined to not be regulated wetlands through more detailed mapping and surveys. The four scenarios are:

- A – All non-significant wetlands are retained
- B – 50 percent of non-significant wetlands are buildable/mitigated
- C – 75 percent of non-significant wetlands are buildable/mitigated
- D – 100 percent of non-significant wetlands are buildable/mitigated

<b>TABLE 1 - SUMMARY OF BUILDABLE LANDS SCENARIOS IN SOUTH ALBANY</b>						
<i>All land areas in acres</i>						
	<b>Total Area (1A)</b>	<b>Area in Existing Commercial and Industrial Designations</b>	<b>Area in Residential and Residential Reserve and Other Designations</b>	<b>Buildout Estimate Households (1B)</b>	<b>Buildout Estimate Population (1C)</b>	<b>Increment of Household Growth Beyond 20 Year Forecast (1D)</b>
<b>Scenario A</b> All non-significant wetlands retained	708	302	406	2,558	6,215	2.1
<b>Scenario B</b> 50% of non-significant wetlands buildable/mitigated	899	373	527	3,317	8,060	2.8
<b>Scenario C</b> 75% of non-significant wetlands buildable/mitigated	993	408	585	3,684	8,952	3.1
<b>Scenario D</b> 100% of non-significant wetlands buildable/mitigated	1,088	443	645	4,064	9,874	3.4

**Notes:**

(1A) Total area adjusted by 1% to account for rounding.

(1B) Per ECONorthwest. Density of 6.3 du/acre.

(1C) Per ECONorthwest. UGB HH size is 2.48 people/HH. City HH size is 2.37 people/HH. Midpoint of 2.43 people/HH is used for estimating purposes.

(1D) Per ECONorthwest. 20 year forecast is 1200 households.

The detailed tables and assumptions for the buildable lands analysis are included in Appendix A.

As of the writing of this memorandum, the City has directed Otak to use Scenario C for further analysis in land use and transportation alternatives. The policy basis for this scenario is consistent with the City's vision and urban strategy for South Albany. The rationale for Scenario C is:

- The land within Albany's UGB should be efficiently used for urban uses, while still protecting key resources such as the Oak Creek corridor.
- Paying for infrastructure in South Albany will be made more feasible if more buildable land is served.
- A cohesive pattern of neighborhoods and developable employment lands fundamental to reaching the vision for a complete and walkable community in South Albany.

The 20-year forecast for household growth in South Albany is 1,200 households. Scenario C represents a land capacity for three times the number of households expected by the year 2030.

Appendix A

Buildable Lands Analysis Tables and Assumptions

<b>TABLE 1 - SUMMARY OF BUILDABLE LANDS SCENARIOS IN SOUTH ALBANY</b>						
<i>All-land areas in acres</i>						
	<b>Total Area (1A)</b>	<b>Area in Existing Commercial and Industrial Designations</b>	<b>Area in Residential and Residential Reserve and Other Designations</b>	<b>Buildout Estimate Households (1B)</b>	<b>Buildout Estimate Population (1C)</b>	<b>Increment of Household Growth Beyond 20 Year Forecast (1D)</b>
<b>Scenario A</b> All non-significant wetlands retained	708	302	406	2,558	6,215	2.1
<b>Scenario B</b> 50% of non-significant wetlands buildable/mitigated	899	373	527	3,317	8,060	2.8
<b>Scenario C</b> 75% of non-significant wetlands buildable/mitigated	993	408	585	3,684	8,952	3.1
<b>Scenario D</b> 100% of non-significant wetlands buildable/mitigated	1,088	443	645	4,064	9,874	3.4

Notes:

(1A) Total area adjusted by 1% to account for rounding.

(1B) Per ECONorthwest. Density of 6.3 du/acre.

(1C) Per ECONorthwest. UGB HH size is 2.48 people/HH. City HH size is 2.37 people/HH. Midpoint of 2.43 people/HH is used for estimating purposes.

(1D) Per ECONorthwest. 20 year forecast is 1200 households.

**TABLE 2 - SOUTH ALBANY BUILDABLE LANDS - SCENARIOS**

*All land areas in acres*

*SCENARIO A - All non-significant wetlands retained*

Land Category	Total Area (1A)	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Buildout Estimate Households (1B)	Buildout Estimate Population (1C)	Increment of Household Growth Beyond 20 Year Forecast (1D)
Total Study Area	1,957	545	922			
Less Total Committed Lands	273	51	123			
Less Total Net Constrained Lands	925	192	349			
Plus Non-Significant Wetlands Assumed to be Mitigated	0	0	0			
Subtotal	759	302	450			
Less Future Land Uses	44	0	44			
Gross Buildable Land	715	302	406	2,558	6,215	2.1

<b>TABLE 2 - SOUTH ALBANY BUILDABLE LANDS - SCENARIOS</b> All land areas in acres						
<i>SCENARIO B - 50% of non-significant wetlands buildable/mitigated</i>						
Land Category	Total Area (1A)	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Buildout Estimate Households (1B)	Buildout Estimate Population (1C)	Increment of Household Growth Beyond 20 Year Forecast (1D)
Total Study Area	1,957	545	922			
Less Total Committed Lands	273	51	123			
Less Total Net Constrained Lands	925	192	349			
Plus Non-Significant Wetlands Assumed to be Mitigated	193	71	121			
Subtotal	952	373	571			
Less Future Land Uses	44	0	44			
Gross Buildable Land	908	373	527	3,317	8,060	2.8

<b>TABLE 2 - SOUTH ALBANY BUILDABLE LANDS - SCENARIOS</b>						
<i>All land areas in acres</i>						
<i>SCENARIO C - 75% of non-significant wetlands buildable/mitigated</i>						
<b>Land Category</b>	<b>Total Area (1A)</b>	<b>Area in Existing Commercial and Industrial Designations</b>	<b>Area in Residential and Residential Reserve and Other Designations</b>	<b>Buildout Estimate Households (1B)</b>	<b>Buildout Estimate Population (1C)</b>	<b>Increment of Household Growth Beyond 20 Year Forecast (1D)</b>
Total Study Area	1,957	545	922			
Less Total Committed Lands	273	51	123			
Less Total Net Constrained Lands	925	192	349			
Plus Non-Significant Wetlands Assumed to be Mitigated	289	106	181			
Subtotal	1,048	408	631			
Less Future Land Uses (1E)	46	0	46			
Gross Buildable Land	1,002	408	585	3,684	8,952	3.1



<b>TABLE 2 - SOUTH ALBANY BUILDABLE LANDS - SCENARIOS</b> All land areas in acres						
SCENARIO D - 100% of non-significant wetlands buildable/mitigated						
Land Category	Total Area (1A)	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Buildout Estimate Households (1B)	Buildout Estimate Population (1C)	Increment of Household Growth Beyond 20 Year Forecast (1D)
Total Study Area	1,957	545	922			
Less Total Committed Lands	273	51	123			
Less Total Net Constrained Lands	925	192	349			
Plus Non-Significant Wetlands Assumed to be Mitigated	385	141	241			
Subtotal	1,144	443	691			
Less Future Land Uses (1E)	46	0	46			
Gross Buildable Land	1,098	443	645	4,064	9,874	3.4

Notes:

(1A) Total Area includes land within Open Space designations and ROW.

(1B) Per ECONorthwest. Density of 6.3 du/acre.

(1C) Per ECONorthwest. UGB HH size is 2.48 people/HH. City HH size is 2.37 people/HH. Midpoint of 2.43 people/HH is used for estimating purposes.

(1D) Per ECONorthwest. 20 year forecast is 1200 households.

(1E) 2 acres added to Neighborhood Parks due to larger population.

<b>TABLE 3 - FUTURE LAND USES ASSUMED IN SOUTH ALBANY</b>			
<i>All land areas in acres</i>			
Land Category	Total Area	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations
Future Village Center	10		10
Future Neighborhood Parks (3A)	17		17
Future Fire Station	2		2
Future Elementary School	10		10
Future Water Reservoir	5		5
<b>Total Future Land Uses</b>	<b>44</b>		<b>44</b>

Notes:

(3A) Neighborhood park needs are calculated at 2.3 ac/1000 people, per Albany standards. For 7500 people (Scenario B), the neighborhood park need is 17.25 acres, rounded to 17.

<b>TABLE 4 - NET CONSTRAINED AND COMMITTED LANDS IN SOUTH ALBANY</b>					
<i>All land areas in acres</i>					
<b>Land Category</b>	<b>Total Area</b>	<b>Area in Existing Commercial and Industrial Designations</b>	<b>Area in Residential and Residential Reserve and Other Designations</b>	<b>Area in Existing Open Space Plan and Zone Designations</b>	<b>Existing ROW</b>
<b>Net Constrained Lands (4A)</b>					
Total net constrained lands (4A)	925	192	349	384	n\a
Open space outside of riparian corridor, floodplain, waterways, significant wetlands, non-significant wetlands (4B)	n\a	n\a	n\a	n\a	n\a
Non significant wetlands outside of all other constraints	385	141	241	3	n\a
<b>Committed Lands</b>					
Existing and Planned ROW, including railroads (4C)	96	6	12	0	78
Committed Lands (4D)	150	45	84	21	0
City Community Park Site	27	0	27	0	0
Total Committed Lands	273	51	123	21	78

*Heather Hansen and Greg Bryne*

*South Albany Area Plan – Buildable Lands Inventory and Analysis*

Page 15

January 11, 2012

*Notes:*

*(4A) This table is a summary of net constrained lands. There is no double counting of constrained area. The acreage does not include constraints on committed lands - committed lands always "trump" to avoid double counting.*

*Constrained lands include:*

- Land with Open Space designations*
- 100 year floodplain*
- Lakes*
- Slopes > 25%*
- Significant wetlands*
- Non-significant wetlands*
- Riparian corridors*
- Utility easements*

*(4B) There are 46 acres of land designated as Open Space that is not mapped as significant wetland, floodplain or other regulated areas, per Albany GIS data. This land is not added into the buildable land supply in this analysis.*

*(4C) Existing ROW is shown in the last column. The acreages shown under existing Commercial or Residential designations accounts for future ROW widening.*

*(4D) Committed lands are built-upon parcels, as mapped by Otak. The committed acreage does not include constraints on committed lands - committed lands always "trump" to avoid double counting.*

TABLE 5 - INVENTORY OF GROSS CONSTRAINED LANDS BY TYPE IN SOUTH ALBANY (5A)					
All land areas in acres					
Land Category	Total Area	Area in Existing Commercial and Industrial Designations	Area in Residential and Residential Reserve and Other Designations	Area in Existing Open Space Plan and Zone Designations	Existing ROW
Open Space	412			412	
100 Year Floodplain	423	9	71	336	7
Lakes	34	5	2	26	1
Slopes > 25%	16	3	1	6	6
Significant Wetlands	285	20	29	234	1
Non-Significant Wetlands	514	150	315	46	2
Riparian Corridors	73	12	15	42	4
Utility Easements	46	16	19	10	2
Tree groves outside of Open Space (5B)	54	2	52	n/a	n/a

Notes:

(5A) This table provides an inventory of gross constrained acreage, by type. Many of the constraints overlap. Addition of the acreages in this table will double-count the amount of constrained land. The numbers here are provided for informational purposes only.

(5B) Tree grove acreages based on aerial photography from City of Albany dated 2010.

# Memorandum



**To:** Heather Hansen and Greg Byrne  
**From:** Joe Dills, AICP  
**Copies:** David Helton, SAAP Project Team  
**Date:** February 9, 2012  
**Subject:** South Albany Area Plan – Land Use and Transportation Alternatives  
**Project No.:** 16056

## Overview

The purpose of this memorandum is to describe the draft Land Use and Transportation System Alternatives for the South Albany Area Plan (SAAP). This memo fulfills Task 4.2 (Draft Project Memorandum #4) of the project scope of work. The graphics referenced in this memorandum are attached as Appendix A. The parts of the memo include:

- Description of Alternatives
- Transportation Evaluation
- Natural Resource Evaluation
- Archeological Resources Evaluation

The key goal for this memorandum is to present basic choices for the direction of the plan. These include fundamental elements such as: land use, street, and trail frameworks; general locations for neighborhood focal points; village centers; preliminary layout of medium and low density residential use; and the types of industrial and commercial uses in the west part of the study area.

At this stage of the process (Task 4), the objective is to build consensus for a preferred plan of the above-listed elements. With that established, the project will then address implementation, zoning, and other more detailed aspects of the South Albany Area Plan.

## Description of Alternatives

The following figures comprise the plan set for the Land Use and Transportation System Alternatives (see Appendix A):

- Land Use and Neighborhood Framework

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- Street Framework Concept
- Trails Framework Concept
- Concept Alternative 1
- Concept Alternative 2
- Community Park – Alternative Sites
- Elementary School – Alternative Sites
- Lochner Realignment and Land Use Options

Each of the above are discussed below.

## **Land Use and Neighborhood Framework**

The Land Use and Neighborhood Framework establishes the broad pattern for great neighborhoods, employment growth, and open space in South Albany. With 40-60 years of residential growth capacity in the study area, the clear identification of this framework is essential to fulfilling the project's vision over the long term. The key components of the Land Use and Transportation Framework are described below.

### **Neighborhoods**

Residential land use is organized into a series of neighborhoods that are approximately ¼ mile from center to edge (a comfortable 5-10 minute walk). The neighborhoods are intended to implement Albany's Great Neighborhoods principles, policies, and standards, as tailored to South Albany. Walkable neighborhood design, a variety of housing, local parks and open spaces, and community uses are all part of the vision for the neighborhoods shown on the framework plan.

### **Neighborhood Focal Points**

Neighborhood focal points are identified as Neighborhood Park/Community Facility. The location of these nodes reflects community input that the areas near Oak Creek are important for public and open space uses. The Trails Framework illustrates how these focal points are connected with other areas of the plan. The focal points are conceptually located. They will serve as guidance during future planning, development review, and plan implementation.

### **Regional Commercial and Employment Areas**

The existing Regional Commercial site (the "piano" property) is shown as part of the framework. Zoning-related land use and design recommendations will be explored later in the process. The lands currently designated Industrial, and the Urban Reserve site east of the piano property, are designated as employment lands, based on recommendations in the market analysis and support shown by the community in the first public workshop. These job-supporting sites are important to the city as a whole. They also provide local job opportunities that help make South Albany a complete community.

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

**Open Spaces**

Oak Creek is a central feature of the framework, both geographically and from a community design perspective. It is envisioned as the “front door” of South Albany – integrated with, and accessible to, the community. The framework shows the various types of open space and resources that have been identified in the process: significant wetlands, riparian corridors, 100-year floodplain, Open Space zoning, utility corridors, and the oak groves. There is an extensive pattern of non-significant wetlands that not shown on the land use framework.

The spatial pattern of the above-listed open spaces, and how they might be linked together, has been considered in preparing the other plans and alternatives in this memorandum.

**Community Park**

The City of Albany owns 27 acres east of Lochner Road for the purpose of a future community park. The park has been slightly reshaped to work with the conceptual street framework. The City has indicated that the park could be relocated – two Community Park alternatives are discussed later in this memorandum and shown in Appendix A.

**Street Framework Concept**

The Street Framework illustrates how the neighborhoods and employment areas of South Albany can be connected by future streets. The framework includes arterial, collector and “connector” streets – additional local streets will be included but are not shown at the framework level.

A transportation evaluation of the plan alternatives, including the Street Framework, is discussed later in this memo and in a separate memorandum prepared by Kittelson and Associates.

Key features of the Street Framework include:

- The arterial and collector streets (Highway 99E, 53<sup>rd</sup>-Ellingson Roads, Lochner Road, and Columbus Street are planned per the recommendations in Albany’s Transportation System Plan (TSP).
- Transportation system improvements outside of the study area are also planned per the recommendations of the TSP.
- All connector streets and intersections on the framework are conceptual and guiding. They are the recommended corridors and “point A to point B” connections for the plan. They have been drawn to implement the vision and plan objectives for South Albany, linking land use, transportation and open space. Site-specific location and design of these streets will be determined in future planning and development review.
- The connectors on the Street Framework Concept are assumed to be two lane streets.



**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

- Two east-west connectors are provided between Ellingson Road and Oak Creek. These two-lane streets provide parallel routes to Ellingson Road and inter-neighborhood connectivity. They connect important designations in each of the neighborhoods: neighborhood focal points, village centers, the community park, Seven Mile Lane, etc.
- The connector street that parallels Oak Creek on the creek's south side is Oak Creek Parkway. This two-lane street connects five neighborhood focal points. It is the southern edge of the Oak Creek Transition Area. Where feasible, it will be an actual physical edge to the flood plain, or other undeveloped parts of the Oak Creek Greenway – this is intended as recommended and guiding, not mandatory.
- The minimum intersection spacing along Lochner Road and Columbus Street is 800 feet.
- A Lochner Road to Columbus Street connection is made north of Oak Creek, consistent with the TSP. This street is purposefully shown north of the Gerig historic home site – this property is an opportunity for a history museum or other use honoring its past. The potential street connection should support, not negatively impact, this site.
- In the Employment areas south of Ellingson Road, a series of loop connections north of the open space indicates a street pattern supportive of a business park. For the PepsiCo property, the perimeter street pattern is intended as supportive of larger lot industrial uses.
- Two alternatives for the realignment of Lochner Road are discussed in this memorandum and shown in Appendix A.
- The minimum intersection spacing along Ellingson Road is a key issue requiring further study, as discussed below.

**Ellingson Road Intersections**

Key questions for refining the street framework along Ellingson Road are: Where should “full movement” intersections be placed, and what should be the design (signals, roundabouts)? Where are “right-in/right-out” intersections a good solution? Where should access be limited?

To answer the above-listed questions, the following issues should be considered:

- a. Allowing for convenient and safe movements across the corridor in order to effectively link land uses to the north and south.
- b. The spacing of intersections that will balance distribution of traffic with good east-west mobility.
- c. Providing safe pedestrian and bike crossings that align with the planned trails and support the walkability goals for the community.
- d. Planning for a landscaped center median along Ellingson (that includes stormwater and water quality features).

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- e. How the intersection spacing will influence the 20-year and build-out cross-section, i.e. whether a 3-lane cross-section will work (as opposed to 5 lanes).
- f. How the intersection spacing will help support retaining all of the neighborhood streets as 2-lane, walkable streets.
- g. Setting the stage for future transit.
- h. Limiting access along the grade-separated sections of the 53<sup>rd</sup> extension.
- i. Access to the Business Park.

The project team will prepare intersection spacing and design options for review by the Committees.

### **Trails Framework Concept**

One of the key outcomes of the first community workshop was the strong support for trails in South Albany. The Trails Framework combines this vision with the Land Use and Streets Frameworks to create a network of trails and support the goal of a walkable community. Specific trail elements include:

- Trail connections between all key destinations and focal points within the study area, forming a network of direct and convenient routes for walking.
- Trails lead to: neighborhood parks, a future elementary school site, the community park, Oak Creek (six crossings), the Gerig historic property, the oak groves, the village centers, the freeway lakes, Mennonite Village (present and future phases), and employment lands.
- The trail network provides opportunities for varying loops ranging from a 10 minute stroll within a neighborhood to a 4-mile hike encircling Oak Creek.
- All trails from the Transportation System Plan (TSP) are included, including the Oak Creek trail. The TSP routes are supplemented by many other trails, both on-street and off-street.
- Trails are planned within the power line rights-of-way.
- The trails shown paralleling the railroad rights-of-way are assumed to be: outside of the right-of-way; fenced from the railroad, and buffered from adjacent land uses.
- The trail connection at Highway 99E near Oak Creek (northwest corner of study area) is an opportunity for an undercrossing at the Oak Creek bridge.

### **Concept Alternatives 1 and 2**

Two illustrative plan alternatives (of many possible combinations) have been prepared that show land uses combined with the framework plans described above. The land use elements added are the village centers, medium density residential, low density residential, industrial park (large lot and

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

business park), light industrial, heavy industrial, regional commercial, and neighborhood commercial. In addition, an overlay called the “Oak Creek Transition Area” is included. For the purposes of housing and population estimates, each alternative is assumed to have 75 percent of its non-significant wetlands mitigated and developed. The two alternatives differ in the distribution of the village centers, and the design of medium density residential uses and civic uses near the centers. This “transect” of land use is intended to activate the centers, organize the housing choices, meet housing needs identified in the market study, and support future transit.

The alternatives show broad patterns of land use integrated with transportation. In the next task of the project, implementing regulations and guidelines will be prepared. These may include changes to existing zoning, cluster development options, planned developments, etc.

**Residential – Low Density**

This designation provides a variety of low density detached and attached (duplexes) housing types at approximately five dwellings per acre. Approximately 65 percent of dwelling units would be low density, occupying approximately 78 percent of buildable residential land.

Example uses: single family homes, cottage homes, duplexes

**Residential – Medium Density**

This designation provides a variety of detached and attached housing types. The maximum density for apartments would be set at 20 dwelling units per acre, per the market analysis. The average density across all housing types would be 12.7 dwelling units per acre. Approximately 35 percent of dwelling units would be medium density, occupying approximately 22 percent of buildable residential land.

Example uses: cottage homes, tri-plexes, townhomes, apartments, condominiums, live-work units

**Village Center**

This designation would implement, in part, the village center designation in the Comprehensive Plan. The village center areas on the alternatives are intended for neighborhood serving retail, personal services, and community uses. The village centers comprise a total of 10 acres.

Example uses: grocery store, coffee shop, day care, civic center, library

The village center locations shown on the alternatives are based on input received at the first public workshop. There were many suggested locations, with an overall theme of providing multiple small centers serving the neighborhoods in South Albany.

Alternative 1 has a 5-acre center located at the intersection of Lochner and Ellingson Road. Two 2-acre centers are provided on Ellingson Road and the west side of Lochner Road. A one-acre center is provided at Mennonite Village.

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

Alternative 2 has two centers, approximately 4 acres each, located along the 53<sup>rd</sup> extension and Columbus Street (west and east sides). Two smaller centers, at approximately 1-acre each, are located on Lochner Road and at Mennonite Village.

**Neighborhood Commercial**

Properties currently zoned neighborhood commercial along Highway 99E are shown as neighborhood commercial on the alternatives.

Example uses: retail serving nearby businesses, Linn-Benton Community College, and neighborhoods west of Highway 99E

**Regional Commercial**

The 36-acre “piano” property is currently zoned Regional Commercial and shown as such on the alternatives.

Example uses: large format retail, regional shopping center, residential above or attached to a business

For this memorandum, the uses and development standards of RC site are not addressed. They will be discussed in Task 6 of the project.

**Industrial Uses**

**Industrial-Large Lot**

This designation reflects the market analysis recommendation to provide large lot sites for industrial uses. The concept is to retain the same or similar zoning as the current Industrial Park designation. While large lot industrial is a need, it is assumed flexibility would be retained to locate a range of employment uses in this area.

Example uses: manufacturing, regional warehousing

**Industrial-Business Park**

This designation is consistent with the market analysis findings for light industrial uses and medium sized sites in the area. Located south of the 53<sup>rd</sup> Extension, the site is a logical addition to the employment-oriented land on the west side of the study area. The business park would be a more compatible neighbor to the adjacent neighborhoods than other industrial uses. Development would have more of a campus setting than other industrial areas. It should be designed to create flexibility for parcels to be combined or divided to accommodate a diversity of users.

Example uses: assembly and light manufacturing within enclosed buildings, flex space, offices

**Industrial-Light and Heavy**

The pattern of Light Industrial and Heavy Industrial zoning has been included on the alternatives.

Example uses: manufacturing

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

**Compatibility Measures**

The following are initial ideas for promoting compatibility between the industrial properties and adjacent areas:

- a. Continue the City's current development review practices for conditional uses and review for environmental performance for some industrial uses.
- b. Establish design guidelines for the east edge of the Industrial-Business Park site so it has appropriate landscaping, signage, building design, and other features.
- c. To the extent possible, locate mitigation sites and stormwater features in the areas between industrial use and other uses to create a green buffer.
- d. Increase setbacks when adjacent to residential uses.
- e. Promote "good neighbor agreements" that are based on dialogue between area businesses and their neighborhoods. This is a non-regulatory approach intended to identify compatibility ideas based on a working relationship between industry and the community.

**Community Park**

The City-owned community park site is included on the plan. Per the Albany Park and Recreation Masterplan, this site is planned "...to provide space for other facilities (soccer/football fields, skate park) and to make certain facilities (picnic pavilion, community scale play area) more geographically accessible to residents living in this part of the City".

Example uses: sports fields, skatepark

**Oak Creek Transition Area**

An "Oak Creek Transition Area" is shown on Concept Alternatives 1 and 2. Several key findings from Tasks 1-3 support this recommendation. They are:

- The vision statement cites Oak Creek as the "front yard" of the community.
- An "Oak Creek Greenway" is identified in the plan objectives. The Greenway is intended as integrating public and private open space, providing multiple benefits, being physically and visually accessible, having a multitude of public connections at its edge, including continuous east-west pathways, and connecting north-south pathways.
- The "edge" of buildable land versus unbuildable land is not a hard edge that can be mapped with certainty. It will be highly influenced by future wetland delineations, and state and federal decisions regarding permitting of wetland modifications and mitigation. On the ground, the process of site specific design and permitting – with resultant establishment of the Oak Creek Greenway edge – will occur over many, many years.

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

- There are challenges to integrated planning, such as (a) protecting natural resources versus economic use of property, (b) the reality of multiple property ownership spread over a large area, and, (c) both private companies and public agencies may have plans and policies that potentially conflict with the SAAP.

Given the above, the alternatives seek to create a balance of: (1) certainty for the vision for Oak Creek; and, (2) flexibility to address unknowns and long term implementation. The Oak Creek Transition Area is the proposed concept and tool to strike that balance. The Transition Area includes approximately 63 acres of land outside of constrained lands (e.g. Open Space zoning, significant wetlands).

The following describes the proposed Oak Creek Transition Area.

- a. Purpose - The purpose of the Oak Creek Transition Area is to guide development review and more detailed planning for the transitional edge of the Oak Creek Greenway. The Greenway is intended to integrate open space areas, both public and private, near Oak Creek. Per the Plan Objectives, the Greenway will:
  - Be the centerpiece of the South Albany open space system, providing multiple benefits: wetland protection and mitigation, habitat, flood storage, pathways, recreation, archaeological and historic resources, environmental education, and visual identity for the area;
  - Be South Albany's "front yard" - physically and visually accessible to adjacent development;
  - Include "Oak Creek Parkway" (an east-west street), and other public uses
  - Include a continuous east-west pathway, and other pathways that connect north and south to community destinations; and
  - Have a multitude of public connection (parks, trails, trailheads, visual, etc.) between "Oak Creek Parkway" (an east-west street) and the public edge of the Greenway.
- b. Preferred Uses - The Transition Area is the preferred location for neighborhood parks, community facilities, the elementary school, wetland mitigation areas, storm-water facilities, community gardens, and other community-oriented and open space uses.
- c. Uses in Base Zone Permitted - The "preferred" uses listed above are guiding, not binding. In addition to the preferred uses, the transition area may be developed for uses permitted by the base zoning, where development is allowed by the comprehensive plan, development code, and state/federal permitting. All development would be required to meet the City's standards and design guidelines.

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

- d. Design Review - All development in the transition area would undergo design review. A new Transition Area Overlay or similar tool would be created. Design review would ensure that the purposes of the Greenway are met by proposed development. The standards and guidelines would ensure that development does not “wall off” Oak Creek. Industrial and other non-neighborhood areas will be addressed on a case-by-case basis, with standards and guidelines tailored to their needs.
- e. Oak Creek Parkway - The east-west connector street south of Oak Creek is Oak Creek Parkway. The alignment shown is conceptual – the specific alignment will be established in future planning or development review. It is preferred, but not mandatory, that the Parkway be located at the interface of the developed area and open area. This will place residential and other neighborhood uses to the south of the Parkway and the “preferred” open space and community uses listed above to the north.
- f. Oak Creek Trail - A continuous east-west pathway is planned to parallel Oak Creek within the transition area. Other trails will be also be provided per the Trails Framework Concept.
- g. Historic and Archeological Resources - Historic resources, such as the Gerig home site, are included in the transition area to assist with their preservation as an honored part of the area’s heritage and integrated part of its future. The Transition Area also encompasses much of the area with potential for archeological resources.

In addition to the design review recommended above, Annexation Agreements may also be a tool to help achieve the vision for Oak Creek. Annexation agreements are a tool used by the City to ensure that the proposed annexation is in the public interest. The terms of annexation agreements may include, but are not limited to, dedication of land for future public facilities, construction of public improvements, waiver of compensation claims, or other commitments and public benefits deemed valuable to the City of Albany. The agreement is recorded as a covenant running with the land.

The key to long term success for the Oak Creek vision is that it does not rely solely on regulation. There should be a combined, collaborative effort of public investments, land owner initiatives, pilot projects, wetland banking/coordinated permitting, and community involvement that collectively help implement the plan.

### **Community Park - Alternative Sites**

Two sites for a future community park are shown on the plan titled Community Park – Alternative Sites.

Site 1 is the city’s existing 27-acre site east of Lochner Road. This property has several assets: it is in public ownership, flat, and has good access from Lochner Road. Adjacent lands are currently undeveloped, but would eventually be residential and a village center. At 27 acres, Site 1 is a relatively large individual use within its neighborhood. It would provide a signature open space, but would also disrupt the continuity of the street and block pattern within the neighborhood.

**Heather Hansen and Greg Byrne**

*South Albany Area Plan – Land Use and Transportation System Alternatives*

February 9, 2012

Site 2 is located north of Oak Creek along Lochner Road. This property is also flat and has good access from Lochner Road. It is privately owned (Irwin Gehrig). Adjacent uses are residential (east), vacant (north, the GAPS property), and industrial/youth correction center (west). The presence of the historic Gerig home site creates a unique opportunity to combine the community park with the historic site. A history museum or “living farm” could be located adjacent to the park, expanding its attraction and perceived acreage. The utility corridor at the north end of Site 2 provides a trail connection over to Columbus Street.

### **Elementary School – Alternative Sites**

An elementary school is part of the future land uses anticipated for South Albany. One elementary is potentially needed within the 20-year time, and a second may be needed for growth beyond the 20-year timeframe. Eight potential alternative sites have been identified and mapped on the plan titled Elementary School – Alternative Sites. Sites 4, 6, and 7 provide the best implementation of the Oak Creek Transition Area concept and are therefore labeled as recommended. Good access to the transportation system and adjacent neighborhoods are important considerations for the school site.

### **Lochner Road Realignment Alternatives**

The potential for a realignment of Lochner Road and its connection to Marion Street was identified by the City. The plan titled Lochner Realignment and Land Use Options shows how land uses might be organized around this realignment. The realignment would support expansion of industrial land use with rail access to the east of the Sno-Temp property and substantially reduce the cost of arterial street and infrastructure improvements needed to serve the area.

## **Transportation Evaluation - Summary**

A transportation evaluation for the alternatives has been prepared by Kittelson and Associates – please see memorandum dated January 25, 2012. The following is a summary of the conclusions from the memorandum, with comments from City staff incorporated. There are several recommended transportation facilities and improvements for the study area based on the two concept alternatives, described below.

The plans for the extension of 53<sup>rd</sup> Avenue and Ellingson Road include a three-lane cross section. There is a potential need for a future five-lane cross-section, but this needs further analysis in the next phase of the SAAP. Full build-out of the study area may make a five-lane cross section necessary; however three-lanes are anticipated to be adequate for the 20 year horizon depending on how development concentrates around the study area. The traffic volumes assumed in the TSP reflect approximately one-third of the full development potential of the study area. Full build-out will likely require additional roadways, such as Columbus Street and the Ellingson Road Extension, to also need five-lanes. This will be further analyzed in the next phase of the project.



*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

Relocating the Lochner Road-Marion Street connection to just south of the large industrial parcels should be considered. It has the potential to eliminate an existing railroad crossing of the spur line, allow for additional spur access to the undeveloped industrial property on Lochner Road, provide a more cost effective way to improve the Lochner-to-Marion Street connection, and reduce the infrastructure costs needed for development.

The proposed concept alternatives will both add significant traffic to the intersections in the study area, which could require intersection treatments, particularly at the un-signalized intersections. Roundabouts should be the first intersection design considered at several intersections, particularly at the Columbus Street/Ellingson Road and Lochner Road/Ellingson Road intersections. In addition to the safety and capacity benefits that roundabouts often have over traffic signals, roundabouts would provide the area with better bicycle and pedestrian connections between land uses on opposite sides of corridors. Roundabout also have the advantage of being able to be installed during the early stages of development in an area, while construction of traffic signals generally need to be delayed until development in the area is dense enough for traffic volumes to meet MUTCD signal warrants. Single-lane or multi-lane roundabouts may be able to serve the traffic volumes at these intersections and provide operational and safety benefits. Single-lane roundabouts can service up to 25,000 vehicles per day, while multi-lane roundabouts can typically service up to 45,000 vehicles per day. The next phase of the project will provide more details on the specific intersections needs for 2030 and for build-out of the area.

A series of trails have been proposed for the study area, illustrated in the Trails Framework Concept. These trails serve to connect residential areas to neighborhood parks and community facilities. They also provide connections to bike lanes and sidewalks proposed in the TSP for the 53<sup>rd</sup> Extension, Ellingson Road, Columbus Street, and Lochner Road. These trails, bike lanes, and sidewalks will significantly enhance pedestrian and bicycle connectivity. Additional bicycle treatments, such as bicycle boulevards, bicycle signals or intersection treatments could also be considered.

Transit service could be extended to the study area, which is currently only served by routes along 99E. The study area will be transit supportive at build-out; however, if development occurs in an un-concentrated manor over the next 20 years, it may not be transit supportive by 2030. If development is concentrated around one or two village centers, transit supportive areas are possible by 2030. Service currently runs along Columbus Street to Del Rio Avenue. This service could be continued further down Columbus Street to Ellingson Road to serve residential areas and village centers in these areas. The concept alternatives concentrate residential developing along the 53<sup>rd</sup> Avenue Extension and Ellingson Road, making this also a likely route for transit. A bus route along Ellingson Road and 53<sup>rd</sup> Avenue could connect to any of the three routes currently running along 99E. Transit stops along the Ellingson Road and 53<sup>rd</sup> Avenue corridor should be designed with turn outs to avoid impacting the capacity of the corridor.

*Heather Hansen and Greg Byrne*

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

## **Natural Resource Evaluation - Summary**

A natural resource evaluation for the alternatives has been prepared by Mason, Bruce and Girard – please see memorandum dated January 19, 2012. The following is a summary of the conclusions from the memorandum, with comments from City staff incorporated.

In order to minimize impacts to sensitive natural resources while also meeting the land use and transportation goals of the City of Albany, the SAAP alternatives have taken into consideration the locations of significant wetlands, Oak tree groves and the Oak Creek riparian corridor. The SAAP provides a strategic, collaborative approach to land use planning by locating community centers, schools, neighborhoods and principal roadways and trails outside of sensitive natural resources to the degree practical. This is a good approach to integrating environmental and development objectives. Without it, the area would likely experience a small, piece meal development approach that typically results in larger impacts to sensitive resources.

The SAAP recognizes that the Oak Creek corridor is significant natural resource and a focal point for recreation and community sustainability for the residents of the area. The SAAP has identified a trail network that incorporates trails that parallel much of the length of the corridor to provide recreational opportunities and direct access to the corridor for residents. To the greatest extent practical, proposed trail alignments have been located outside of wetlands with the goal of preserving the continuity of these sensitive areas within the study area. The SAAP also identifies several trail and road crossings of the Oak Creek corridor. Where possible, the locations of crossings have been selected to take advantage of the narrowest points of the corridor and to provide important connections between community centers. Future planning of new crossings should be conducted to maintain the integrity of the riparian area by minimizing the number of future crossings and selecting crossing locations at the narrowest points of the corridor. When crossings are necessary, utilizing perpendicular road/trail alignments, retaining walls to minimize fill, boardwalks for trails, and full-span bridges over stream crossings will minimize habitat disturbances and impacts to the fluvial dynamics of Oak Creek. Stormwater management should also be incorporated as development of the transportation system and residential areas is expanded so that water quality and quantity conditions in Oak Creek and its tributaries can be maintained or improved.

Other resource-related planning efforts by the City will affect how development occurs in South Albany, such as (a) the regional general permit for wetland mitigation of for the PepsiCo property (part of a regional efforts coordinated by the Council of Governments), and (b) the new water quality regulations that will be adopted as part of the NPDES (National Pollutant Discharge Elimination System) Phase 2 process. The new standards related to water quality and NPDES will be developed over the next year.

The SAAP alternatives also take into consideration the locations of significant wetlands for the co-location of schools, trails, community centers, and roadways. Many of the wetlands immediately adjacent to the Oak Creek corridor will be maintained and all of the wetlands designated significant by the City will be protected except for those impacts allowed through Goal 5 “ESEE” review.

***Heather Hansen and Greg Byrne***

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

The Oak Creek corridor, existing significant wetlands, and other wetlands that currently function as agricultural land provide significant opportunities for on-site wetland mitigation through restoration or enhancement of existing wetlands or direct wetland creation. The study area is also located within the service area for several wetland mitigation banks that can provide additional mitigation for those elements of the SAAP that impact wetlands.

In addition, the SAAP does take into account the need for an additional setback or buffer from the Oak Creek corridor by focusing the majority of future land development actions away from Oak Creek. Potential Oak Creek buffer/setbacks should be maintained during future planning in order to facilitate development and planning of natural transitional areas between the Oak Creek corridor and proposed developments. The proposed Oak Creek Greenway will also serve as an important transitional area between proposed developments and Oak Creek. The Greenway has the potential to preserve open space areas and provide recreational opportunities while also providing protection to wetlands and the Oak Creek riparian area. In addition to the Greenway, existing breaks in topography (e.g., old stream banks or channels) and distinct abrupt changes in vegetation (e.g., forested edges along agricultural fields) should be utilized to define additional transitional areas between habitats where possible to increase the organic aesthetic nature of the area. If feasible, existing wetland and waterway location data (LWI, City of Albany, 1999) should be updated or modified to clearly reflect the contemporary conditions within the study area. A compilation of existing jurisdictional wetland/waters delineations would allow for a better estimate of potential impacts within the study area. Furthermore, additional delineations will be required on an individual site basis as land uses are proposed and developed throughout the study area.

The significant oak tree groves within the study area may be small and discontinuous in comparison to the continuous forested vegetation of the Oak Creek corridor; nonetheless, they may provide a specialized niche for sensitive species. Existing significant oak tree groves outside the Oak Creek corridor should be considered for protection through incentives built into the development review process. Botanical surveys are also recommended within the limits of any proposed development alternatives associated with the SAAP. These surveys will need to be conducted during the appropriate flowering window for the sensitive species discussed above to confirm their presence or absence. Prior to initiating any development alternatives associated with the SAAP that may impact sections of Oak Creek, it is recommended that additional fish and amphibian surveys be conducted to determine detailed fish and amphibian distribution within the study area.

The following are suggested conservation measures to reduce impacts to sensitive wildlife, plant, and fish species. It is not assumed these would be regulations. They are intended as ideas to be considered in the implementation of the plan.

- Clearly identify sensitive wildlife, plant, and fish habitats in the field prior to development.
- Improve degraded wildlife habitat or abandoned agricultural areas within the proposed project areas with new plantings of native species. Introduce native shrub and tree species that provide cover and food sources for wildlife during landscaping. Mitigation plantings would include a diverse assemblage of species native to the proposed project areas.

***Heather Hansen and Greg Byrne***

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

- Monitor all new mitigation and restoration areas until they meet compliance criteria established by applicable environmental permits.
- Incorporate noxious weed removal and management into any future proposed actions.
- Restrict tree removal activities to between September 30 and March 1 to avoid conflicts with nesting migratory birds in compliance with the Migratory Bird Treaty Act (MBTA).

## **Archeological Evaluation**

One of the objectives of project design is to avoid impacts to archaeological resources and historic sites to the fullest extent feasible. Although only a portion of the study area had been previously surveyed for archaeological resources, the results of those studies were used to identify a zone of archaeological potential that overlaps to a great extent with wetlands and with the Oak Creek Transition Area.

While the concept design succeeds in minimizing impacts from residential development and village centers, even the creation or modification of recreation areas, wetland mitigation areas, and other recreational and habitat enhancements can result in the disturbance or destruction of an archaeological site through earth-moving activities. For example, a majority of the neighborhood park facilities are situated in the zone of archaeological potential in the Oak Creek-wetland transition area in order to take advantage of the recreational opportunities afforded by the open spaces of the wetlands. If archaeological sites can be identified through field survey early in the planning process, they can likely be avoided and protected to a great extent through design adjustments.

Overall, more than one-third of the proposed planning area has been previously surveyed for cultural resources, which will enable avoidance measures to be implemented on those parcels. It is recommended that the remainder of the project be surveyed for archaeological resources in concert with the early stages of design. An archaeological management plan should be developed to outline efficient means of surveying area parcels and for identifying specific options for the treatment of identified archaeological sites.

In addition to archaeological sites, three potentially significant historic properties were identified in the project area: (1) 6732 Seven Mile Way, (2) 6061 Columbia Street, and (3) 3795 Lochner Road. These three properties have been identified from a records review, and have not been investigated to verify the age, condition, or significance of structures on the properties, but these sites are potentially important as they all date to the nineteenth century. In particular, the assessor's database identifies the year built for 3795 Lochner Road as 1860 which would make it of particular significance. Properties from the 1800s are becoming increasingly rare in Oregon as structures become more fragile through weathering and difficulties with maintenance. For those historic structures that can survive and even be rehabilitated, they can become anchor points for historic parks--such as the Dorris Ranch Living History Filbert Farm in Lane County--providing broad-reaching opportunities to the community for education, recreation, and historic interpretation.

***Heather Hansen and Greg Byrne***

*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

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*Heather Hansen and Greg Byrne*  
*South Albany Area Plan – Land Use and Transportation System Alternatives*  
*February 9, 2012*

## Appendix A

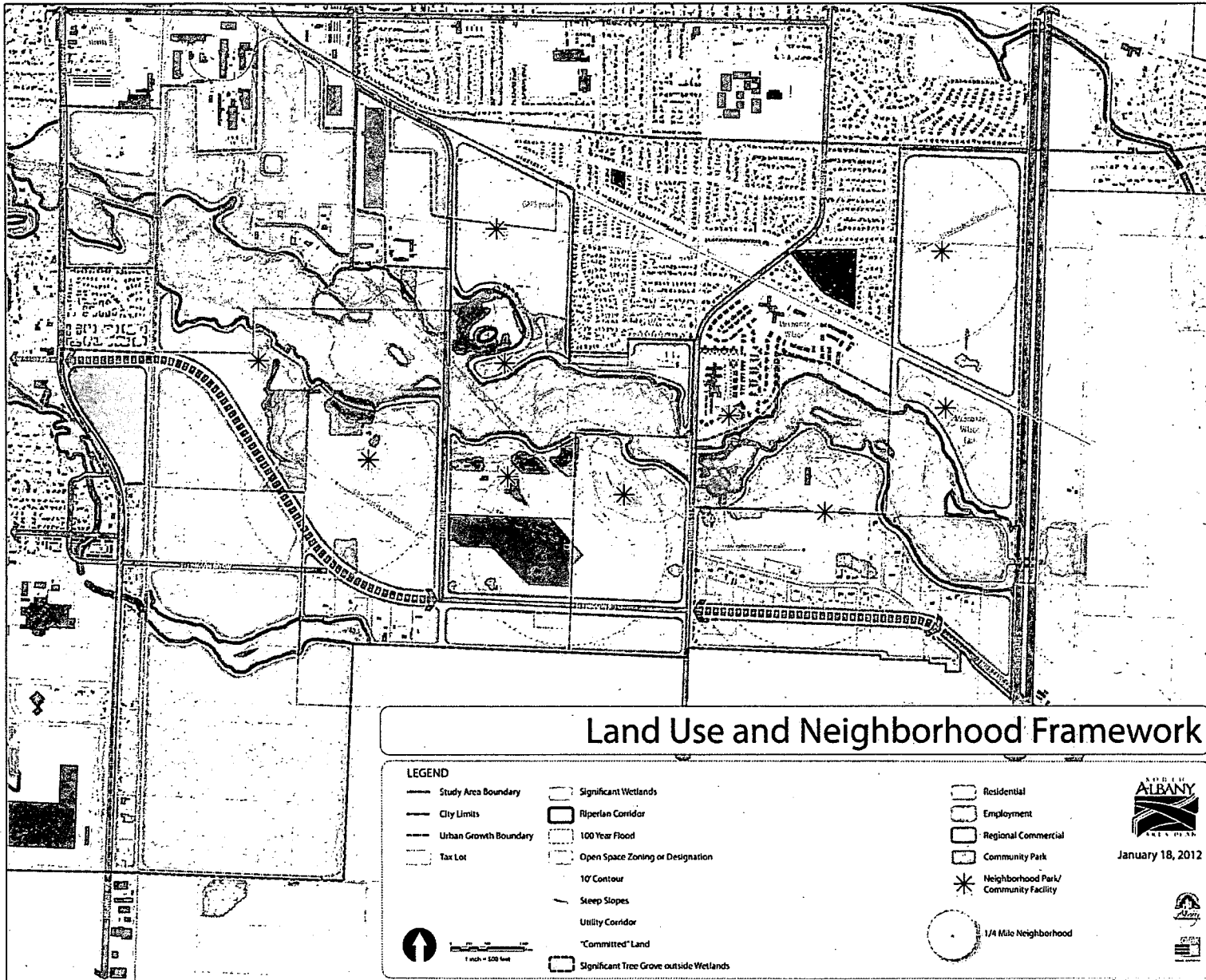
### Land Use and Transportation Alternatives Plan Set

***Heather Hansen and Greg Byrne***

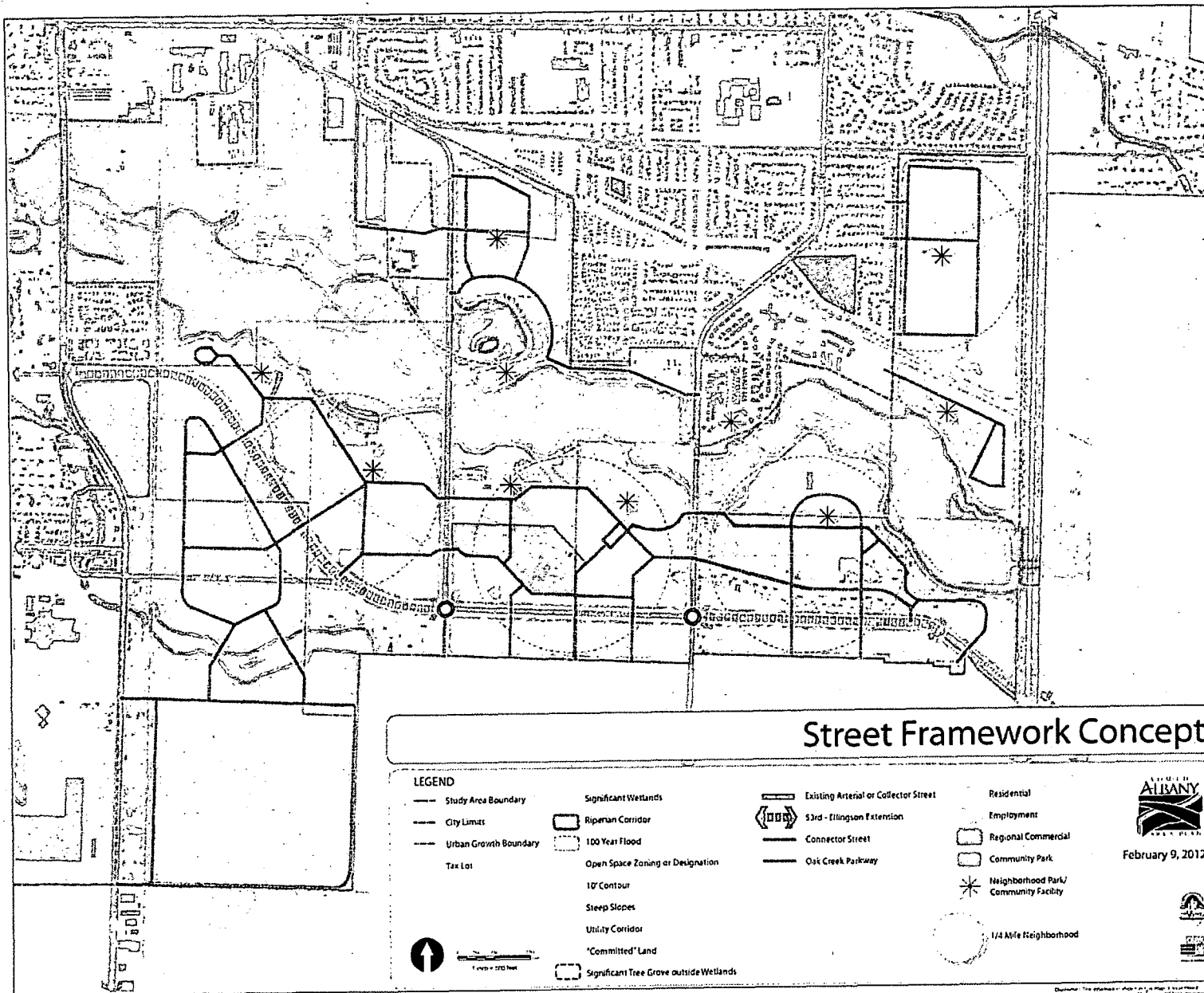
*South Albany Area Plan – Land Use and Transportation System Alternatives*

*February 9, 2012*

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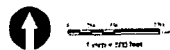
## Street Framework Concept

### LEGEND

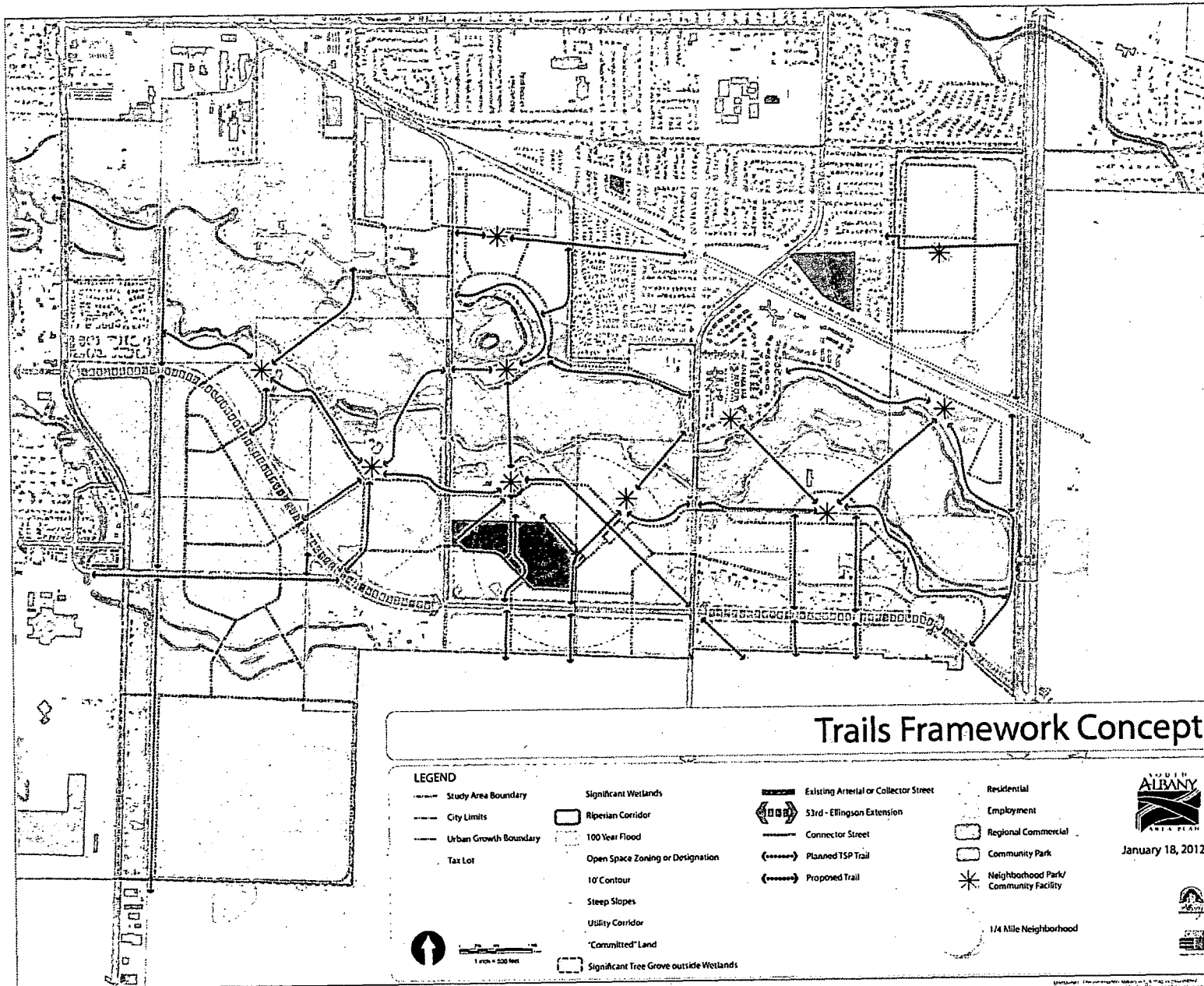
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|---------------------------|---|---------------------------------------|--|
| — Study Area Boundary     | Significant Wetlands                    | Existing Arterial or Collector Street | Residential                              |
| --- City Limits           | Riparian Corridor                       | 3rd - Ellingson Extension             | Employment                               |
| --- Urban Growth Boundary | 100 Year Flood                          | Connector Street                      | Regional Commercial                      |
| --- Tax Lot               | Open Space Zoning or Designation        | Oak Creek Parkway                     | Community Park                           |
|                           | 10' Contour                             |                                       | Neighborhood Park/<br>Community Facility |
|                           | Sleep Slopes                            |                                       | 1/4 Mile Neighborhood                    |
|                           | Utility Corridor                        |                                       |  |
|                           | 'Committed' Land                        |                                       |  |
|                           | Significant Tree Grove outside Wetlands |                                       |  |



February 9, 2012



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# Trails Framework Concept

**LEGEND**

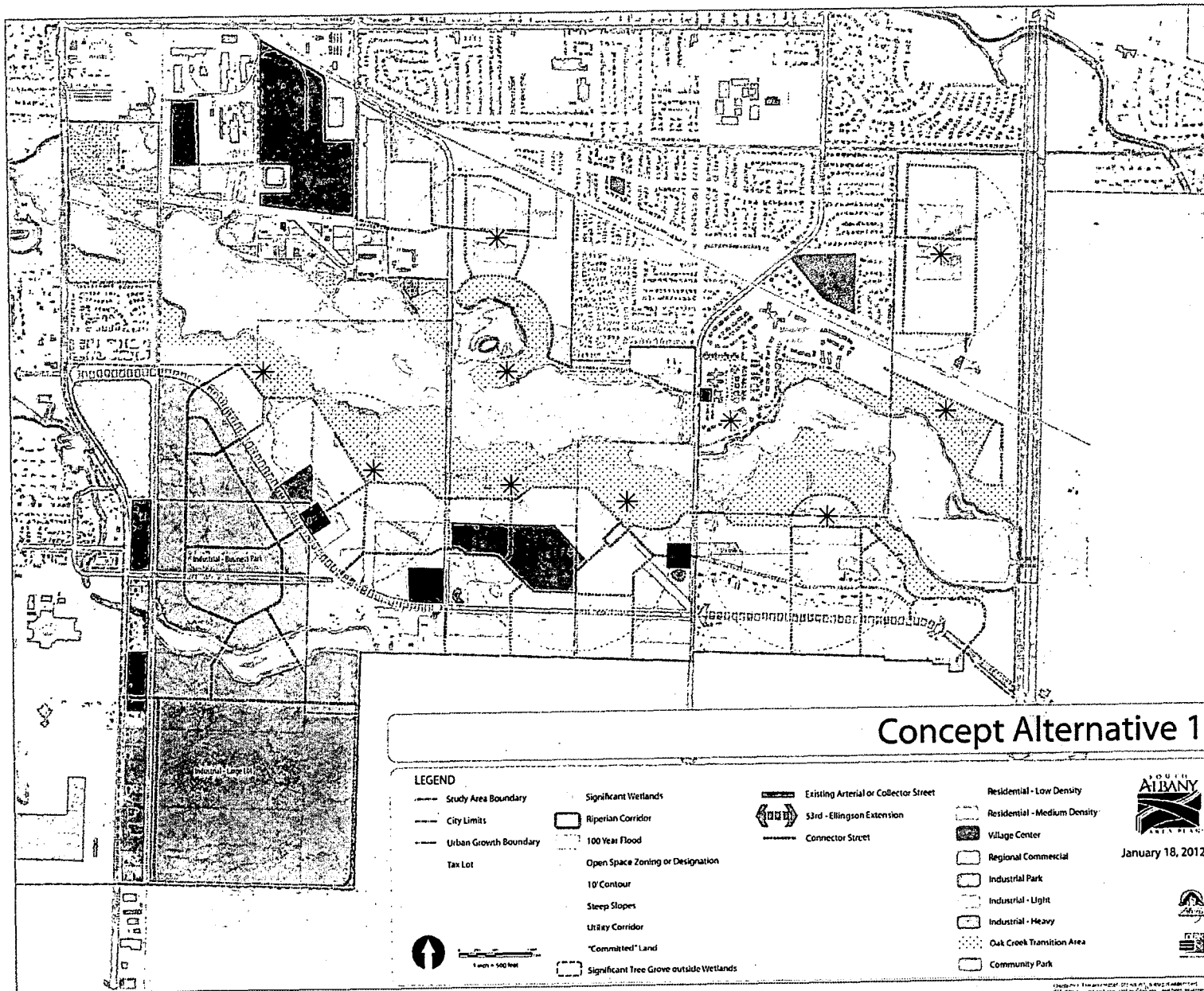
Study Area Boundary	Significant Wetlands	Existing Arterial or Collector Street	Residential
City Limits	Riparian Corridor	S3rd - Ellingson Extension	Employment
Urban Growth Boundary	100 Year Flood	Connector Street	Regional Commercial
Tax Lot	Open Space Zoning or Designation	Planned TSP Trail	Community Park
	10' Contour	Proposed Trail	Neighborhood Park/Community Facility
	Steep Slopes		
	Utility Corridor		
	'Committed' Land		
	Significant Tree Grove outside Wetlands		

1 inch = 500 feet

January 18, 2012

1/4 Mile Neighborhood

Disclaimer: This conceptual plan is not a guarantee of any specific trail route or location. It is intended to provide a general overview of the proposed trail network and to guide future planning and investment.



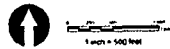
# Concept Alternative 1

## LEGEND

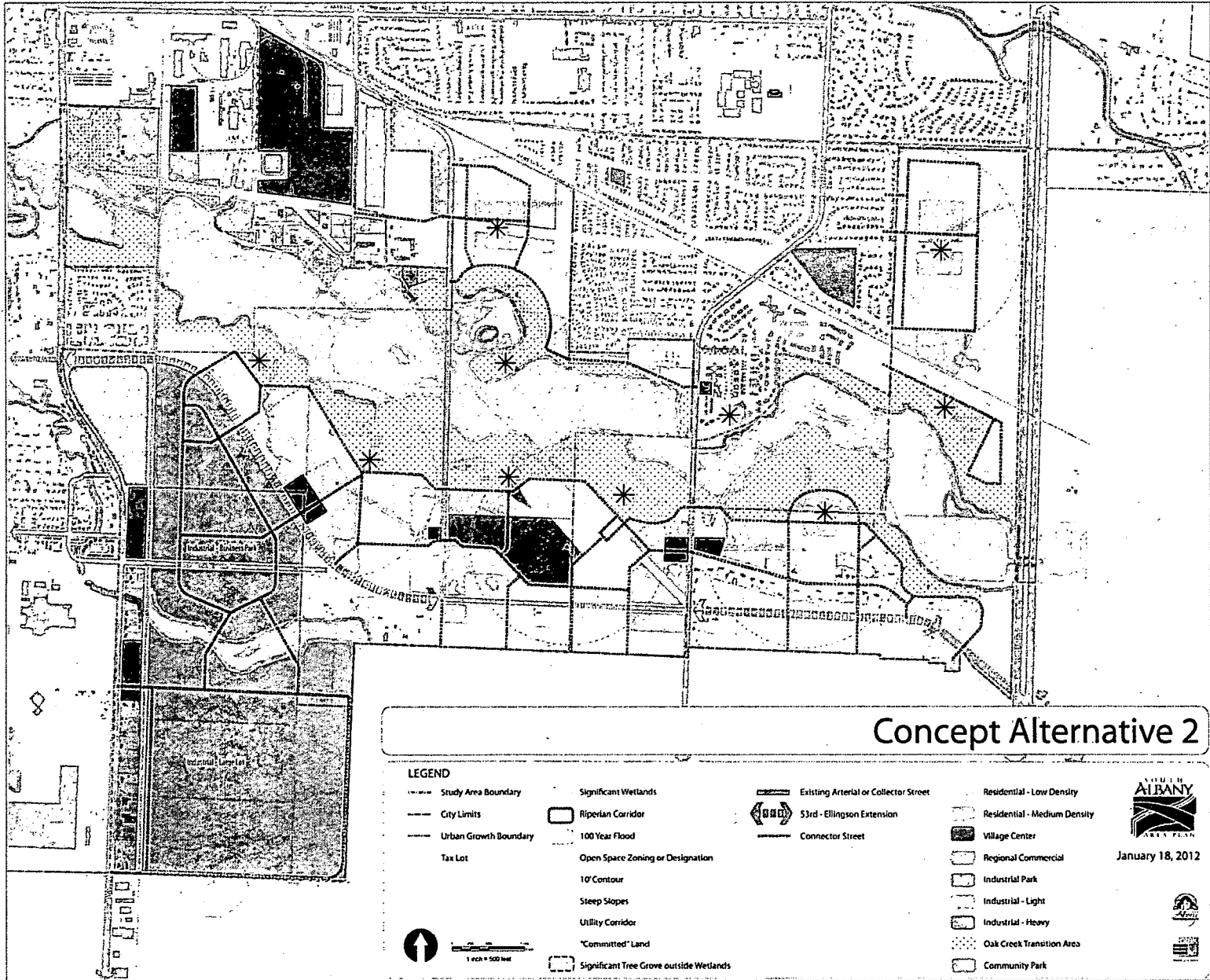
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| Study Area Boundary   | Significant Wetlands                    | Existing Arterial or Collector Street | Residential - Low Density    |
| City Limits           | Riparian Corridor                       | 53rd - Ellingson Extension            | Residential - Medium Density |
| Urban Growth Boundary | 100 Year Flood                          | Connector Street                      | Village Center               |
| Tax Lot               | Open Space Zoning or Designation        |                                       | Regional Commercial          |
|                       | 10' Contour                             |                                       | Industrial Park              |
|                       | Steep Slopes                            |                                       | Industrial - Light           |
|                       | Utility Corridor                        |                                       | Industrial - Heavy           |
|                       | "Committed" Land                        |                                       | Oak Creek Transition Area    |
|                       | Significant Tree Grove outside Wetlands |                                       | Community Park               |



January 18, 2012



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## Concept Alternative 2

### LEGEND

- |                       |   |                                       |                              |
|-----------------------|---|---------------------------------------|------------------------------|
| Study Area Boundary   | Significant Wetlands                    | Existing Arterial or Collector Street | Residential - Low Density    |
| City Limits           | Riparian Corridor                       | 53rd - Ellingson Extension            | Residential - Medium Density |
| Urban Growth Boundary | 100 Year Flood                          | Connector Street                      | Village Center               |
| Tax Lot               | Open Space Zoning or Designation        |                                       | Regional Commercial          |
|                       | 10' Contour                             |                                       | Industrial Park              |
|                       | Steep Slopes                            |                                       | Industrial - Light           |
|                       | Utility Corridor                        |                                       | Industrial - Heavy           |
|                       | "Committed" Land                        |                                       | Oak Creek Transition Area    |
|                       | Significant Tree Grove outside Wetlands |                                       | Community Park               |

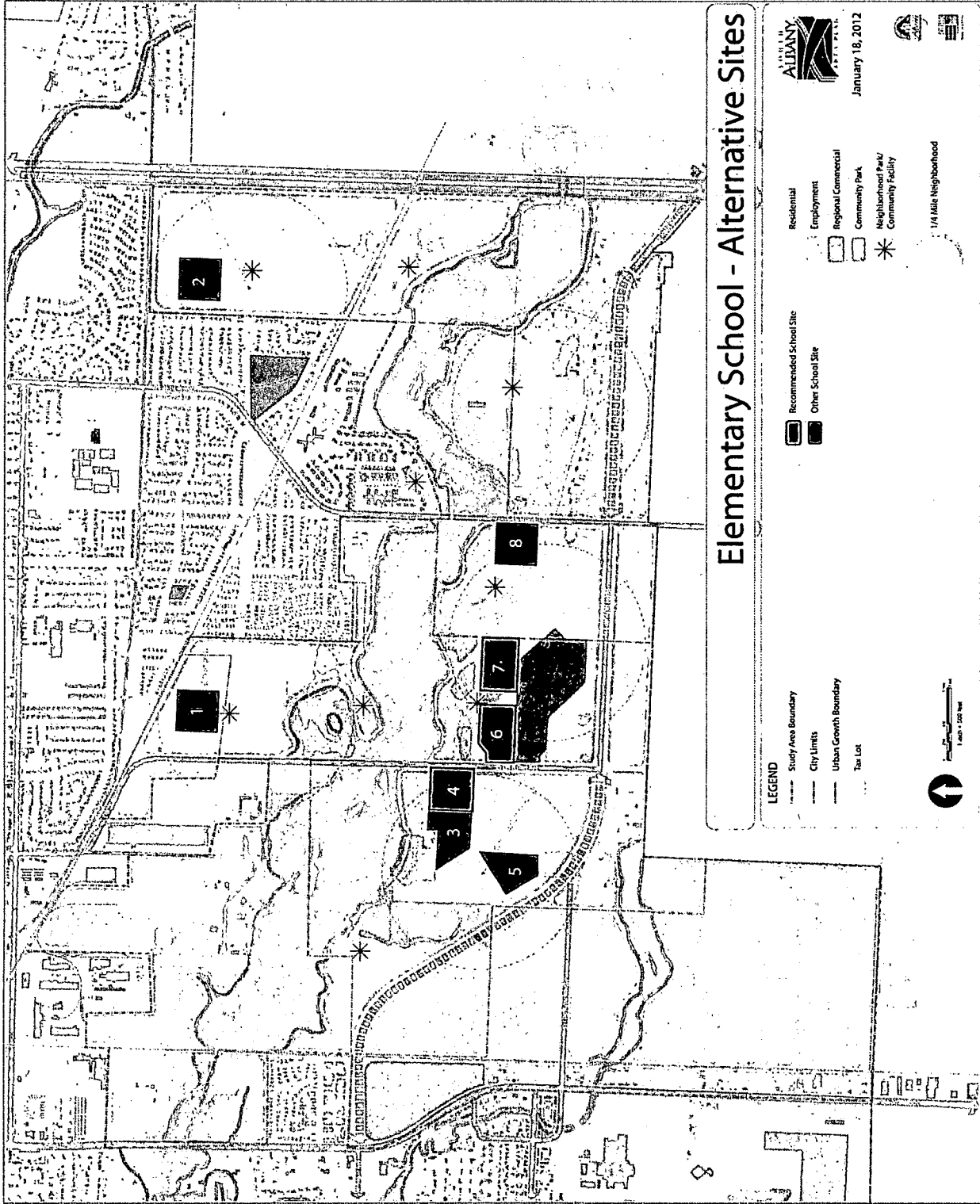


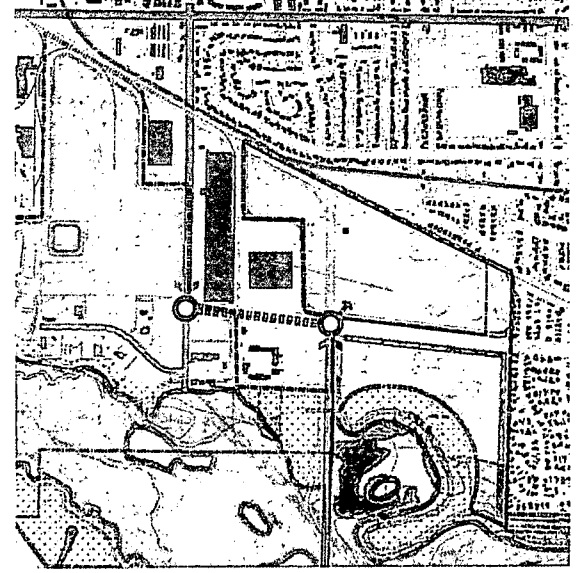
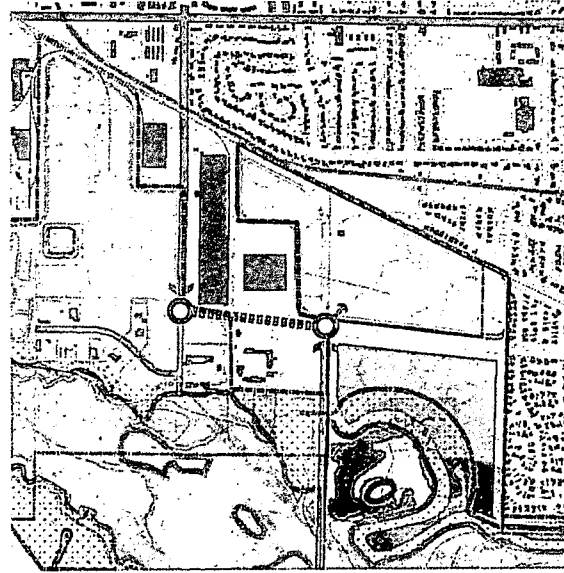
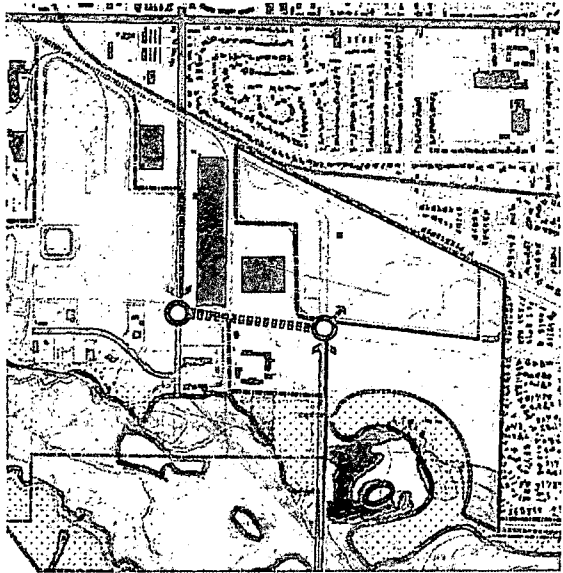
January 18, 2012



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Lochner Realignment and Land Use Options

Mason, Bruce & Girard, Inc.  
707 S.W. Washington Street, Suite 1300  
Portland, OR 97205-3530

**MEMORANDUM**

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**DATE:** January 19, 2012

**TO:** Joe Dills, Otak Inc.

**FROM:** Mark Hynson, Jenny McKay and Alexis Casey; MB&G

**SUBJECT:** South Area Albany Plan Alternatives, Draft Project Memorandum #4 –  
Land Use and Transportation System Alternatives

---

**A. Introduction**

This memo is intended to provide a review of existing environmental constraints within the South Area Albany Plan (SAAP) as identified in Project Memorandum #2 (MB&G 2011) and provides a summary analysis of how the proposed SAAP Alternatives take into consideration the principal environmental constraints of the Project Study Area (PSA). In addition, this memorandum provides recommendations and conservations measures to be considered in future planning efforts to protect sensitive environmental resources within the PSA.

**B. Overview of Existing Environmental Constraints**

In general, the PSA has experienced significant historic alterations to the natural landscape resulting from highway and road construction, agricultural practices and some industrial development. However, the PSA also includes the Oak Creek riparian corridor which has the potential to support a number of different sensitive species and allows for educational and recreational opportunities to the residents of South Albany.

***Sensitive Wildlife Species:*** Based upon records searches conducted during the development of Project Memorandum #2, two sensitive wildlife species have the potential to occur within the PSA – the Northern Pacific pond turtle and painted turtle. The Oak Creek riparian area appears to serve as a valuable wildlife corridor for these species because it is relatively intact and provides connectivity to other habitats in an otherwise fragmented environment. This corridor is most likely utilized by wildlife for travel between undeveloped areas located east and west of the PSA.

***Sensitive Botanical Species:*** Five sensitive botanical species have the potential to occur within the PSA – Nelson's checkermallow, Kincaid's lupine, thin-leaved peavine, Howell's montia, and meadow checkermallow. Most areas within the PSA have undergone disturbances to habitat that likely limit the ability for sensitive plants to be present (e.g., agricultural cultivation, suburban



development). However, the riparian corridor surrounding Oak Creek provides potentially suitable habitat for these sensitive species due to its continuity and structure.

***Sensitive Fisheries:*** Four sensitive fish species – bull trout, Oregon chub, steelhead, and Chinook salmon - were identified as potentially occurring within 2 miles of the PSA; however, none of these species are known to occur within the segment of Oak Creek that traverses the PSA. The Calapooia River, located approximately 1.5 miles downstream of the PSA, has been mapped as critical habitat for steelhead and Chinook salmon. In addition, occurrences of these sensitive species have been documented downstream of the confluence of Oak Creek and the Calapooia River. As such, the Calapooia River and the Oak Creek riparian corridor appear to serve as important habitat for sensitive fish species.

***Habitat Communities:*** The PSA contains eight habitat communities based on Johnson and O'Neil (2001) habitat conditions. Three of the largest groups include Agriculture, Pastures, and Mixed Environs; Agricultural Lands with herbaceous wetland inclusions; and Westside Riparian Wetlands. The Lakes, Rivers, Ponds, and Reservoirs and Westside Oak Woodlands habitat communities occupy much smaller portions of the PSA.

- The Agriculture, Pastures and Mixed Environments habitat community is the dominant habitat type within the PSA and includes a broad range of agricultural uses including mowed, hayed and grazed fields, and associated structures including fences, roadsides, field borders, barns, outbuildings, and silos. This habitat type is not considered high quality habitat for sensitive wildlife or botanical species due to the amount of extensive ground disturbance associated with agricultural activities and frequent human presence.
- Agricultural lands with herbaceous wetland inclusions are the second most common habitat type in the PSA and likely do not support sensitive species within the PSA. They are also considered to be low quality habitat due to ongoing agricultural activities and frequent human disturbances common to this habitat. However, if these areas are managed as herbaceous wetland (abandoned from agriculture), they have the potential to support such sensitive species as the Northern Pacific pond turtle, the painted turtle and Nelson's checkermallow.
- The Westside Riparian Wetlands habitat community is associated with the Oak Creek riparian corridor that extends across the northern portion of the PSA, as well as the riparian area associated with the tributary of Oak Creek located in the southwestern portion of the PSA. This community includes those wetlands identified as 'Significant Wetlands' in the SAAP. This habitat community may provide high quality habitat for sensitive species due to its connectivity and structure. Species such as the Northern Pacific pond turtle, the painted turtle, and Howell's montia; along with sensitive fish species have the potential to be present within this habitat type within the PSA.
- The Lakes, Rivers, Ponds, and Reservoirs habitat community is associated with stream channels and open water areas such as Oak Creek, tributaries to Oak Creek, Freeway Lakes adjacent to Interstate 5, agricultural ponds and ornamental ponds in commercial and urban settings. Oak Creek and Freeway Lakes are considered to be of higher ecological value within this habitat type and may support sensitive amphibian and fish species and sensitive plants such as Howell's montia.
- The PSA encompasses several significant oak tree groves located outside the Oak Creek corridor. This Westside Oak Woodlands habitat community is located in small discontinuous pockets within the PSA and is dominated by deciduous broadleaf trees or a

mixture of deciduous and coniferous species with moderately drained soils and water availability. Although significant oak tree woodlands demonstrate valuable habitat due to their rarity within the PSA, segmentation of this habitat type has diminished its overall ecological value. These habitats have the potential to support sensitive plant species such as Nelson's checkermallow, Kincaid's lupine, and thin-leaved peavine within the PSA. The above-cited habitat values are noted from an ecological perspective. The Oak Woodlands provide other qualities for the area, including aesthetic qualities and an identity with the iconic landscapes of the Willamette Valley.

### **C. Alternatives Plan Analysis and Recommendations**

In order to minimize impacts to sensitive natural resources while also meeting the Land Use and Transportation Goals of the City of Albany, the SAAP has taken into consideration the locations of significant wetlands, Oak tree groves and the Oak Creek riparian corridor. The SAAP provides a strategic, collaborative approach to land use planning by locating community centers, schools, neighborhoods and principal roadways and trails outside of sensitive natural resources to the degree practical. This type of land use planning is a good approach to integrating environmental and development objectives. Without it, the area would likely experience a small, piece meal development approach that typically results in larger impacts to sensitive resources.

The SAAP recognizes that the Oak Creek corridor is significant natural resource and a focal point for recreation and community sustainability for the residents of the area. The SAAP has identified a trail network that incorporates trails that parallel much of the length of the corridor to provide recreational opportunities and direct access to the corridor for residents. To the greatest extent practical, proposed trail alignments have been located outside of wetlands with the goal of preserving the continuity of these sensitive areas within the PSA. The SAAP also identifies several trail and road crossings of the Oak Creek corridor. Where possible, the locations of crossings have been selected to take advantage of the narrowest points of the corridor and to provide important connections between community centers. Future planning of new crossings should be conducted to maintain the integrity of the riparian area by minimizing the number of future crossings and selecting crossing locations at the narrowest points of the corridor. When crossings are necessary, utilizing perpendicular road/trail alignments, retaining walls to minimize fill, boardwalks for trails, and full-span bridges over stream crossings will minimize habitat disturbances and impacts to the fluvial dynamics of Oak Creek. Stormwater management should also be incorporated as development of the transportation system and residential areas is expanded so that water quality and quantity conditions in Oak Creek and its tributaries can be maintained or improved.

The SAAP plan also takes into consideration the locations of significant wetlands for the co-location of schools, trails, community centers and roadways. Many of the wetlands immediately adjacent to the Oak Creek corridor will be maintained and all of the wetlands designated significant by the City will be protected. The Oak Creek corridor, existing significant wetlands and other wetlands that currently function as agricultural land provide significant opportunities for on-site wetland mitigation through restoration or enhancement of existing wetlands or direct wetland creation. The PSA is also located within the service area for several wetland mitigation banks that can provide additional mitigation for those elements of the SAAP that impact wetlands.

In addition, the SAAP does take into account the need for an additional setback or buffer from the Oak Creek corridor by focusing the majority of future land development actions away from Oak Creek. Potential Oak Creek buffer/setbacks should be maintained during future planning in order to facilitate development and planning of natural transitional areas between the Oak Creek

corridor and proposed developments. The proposed Oak Creek Greenway will also serve as an important transitional area between proposed developments and Oak Creek. The Greenway has the potential to preserve open space areas and provide recreational opportunities while also providing protection to wetlands and the Oak Creek riparian area. In addition to the Greenway, existing breaks in topography (e.g., old stream banks or channels) and distinct abrupt changes in vegetation (e.g., forested edges along agricultural fields) should be utilized to define additional transitional areas between habitats where possible to increase the organic aesthetic nature of the area. If feasible, existing wetland and waterway location data (LWI, City of Albany, 1999) should be updated or modified to clearly reflect the contemporary conditions within the PSA. A compilation of existing jurisdictional wetland/waters delineations would allow for a better estimate of potential impacts within the PSA. Furthermore, additional delineations will be required on an individual site basis as land uses are proposed and developed throughout the PSA.

The significant oak tree groves within the PSA may be small and discontinuous in comparison to the continuous forested vegetation of the Oak Creek corridor; nonetheless, they may provide a specialized niche for sensitive species. Any existing significant oak tree groves outside the Oak Creek corridor should be protected using Open Space designations. Botanical surveys are also recommended within the limits of any proposed development alternatives associated with the SAAP. These surveys will need to be conducted during the appropriate flowering window for the sensitive species discussed above to confirm their presence or absence. Prior to initiating any development alternatives associated with the SAAP that may impact sections of Oak Creek, it is recommended that additional fish and amphibian surveys be conducted to determine detailed fish and amphibian distribution within the PSA.

#### **D. Conservation Measures**

Recommended conservation measures to reduce impacts to sensitive wildlife, plant and fish species include, but are not limited to, the following:

- Clearly identify sensitive wildlife, plant and fish habitats in the field prior to development.
- Improve degraded wildlife habitat or abandoned agricultural areas within the proposed project areas with new plantings of native species. Introduce native shrub and tree species that provide cover and food sources for wildlife during landscaping. Mitigation plantings would include a diverse assemblage of species native to the proposed project areas.
- Monitor all new mitigation and restoration areas until they meet compliance criteria established by applicable environmental permits.
- Incorporate noxious weed removal and management into any future proposed actions.
- Restrict tree removal activities to between September 30 and March 1 to avoid conflicts with nesting migratory birds in compliance with the Migratory Bird Treaty Act (MBTA).



**South Albany Area Plan**  
**Questions for Project Advisory Committee**  
**February 23, 2012**

*The TAC reviewed Memo #4: Land Use and Transportation Alternatives on February 16, 2012. Their comments are listed in text boxes below. The PAC reviewed Memo #4 and the TAC's input on February 23, 2012. The PAC's comments follow each TAC text box.*

**1. Land Use and Neighborhood Framework**

- a. Overall, do you support the broad organizational land use framework shown, i.e. the broad pattern of neighborhoods, employment, and open spaces?
- b. What comments, questions and level of support do you have for the neighborhood park/community facility conceptual locations?

➤ TAC: Support for framework

PAC:

- Consensus support for the Land Use and Neighborhood Framework
- Existing zones will be used as starting point, with refinements and overlays to achieve SAAP recommendations
- There was a suggestion for looking at recent zoning discussion in Salem in their IBC and IC zones

**2. Street Framework – What comments, questions, and level of support do you have for the:**

- a. East-west connector streets.
- b. Oak Creek Parkway.
- c. North-South Connectors

➤ TAC: If the community park site moves, the E-W connectors should be adjusted

➤ RR crossings are critical for access to employment lands; Need to have conversation with ODOT-Rail to come to some agreement about crossings that has flexibility to respond to the industrial uses that eventually locate there; Need secondary emergency access to employment lands

➤ TAC: overall support for street framework, with comments above

PAC:

- Overall support by PAC for the Street Framework
- Proposal from PAC member Wellner to evaluate the number of intersections needed along Ellingson Road between Columbus and Lochner. Proposal requested one less intersection to save costs. Discussion covered varying perspectives: costs, mobility, connectivity, character, access to neighborhoods. One key issue related whether the Community Park is

located at current City-owned site. A straw poll was taken: 10 supported the proposal, 3 did not support it. Closure: the PAC decided to forward the option of one less intersection between Columbus and Lochner for technical review during the transportation analysis (Task 6). This will be looked at “with park” and “without park”.

- Proposal from PAC member Wellner to evaluate change of the section of Oak Creek Parkway just west of Columbus. Closure: the PAC decided to forward this idea into the technical review during the transportation analysis (Task 6).
- The PAC directed the team to describe the intersection location and types for the intersections along Lochner and Columbus, during transportation analysis.

**3. Ellingson Intersections** – What comments and questions do you have on the options presented? Is there a preferred option that you favor?

➤ TAC: Prefer Option A (*separate handout at TAC with updated options*) with 3 roundabouts -- Lower maintenance; keeps traffic moving, can accommodate large semis' Serve as "gateways" to City and South Albany neighborhoods.

PAC:

- Consensus support for Option A, utilizing roundabouts.
- Roundabouts should be larger than the one in North Albany. It is undersized.
- The PAC noted that Roundabouts are “scalable” – they can be built as one lane initially, then modified later (if needed) to add lanes on the inside. This is an advantage over signals.
- Further technical work will evaluate the transportation network, and intersections, with both options for the Community Park.
- Question: will the plan prescribe the locations and types of intersections? Answer: Yes.

**4. Trails Framework**

- a. What comments do you have on the Trails Framework?
- b. Are the additions or deletions you would like to see?

➤ TAC: Variety of trail types that connect at the end is the goal; Trails crossing Oak Creek are likely to be soft trails, except where there are existing bridges; If community park is to the north and school to the south, then a good connection across Oak Creek is needed; Multi-use paths could be on one side of street with no sidewalks on other side should be considered; Desirable to have partnership pay for trails – City and developer; If sidewalk is trail in some sections, it will need to meet city standards for trails

PAC:

- Consensus support for Trails Framework, with concerns to be address:
  - How and where the trails will cross Oak Creek – how many can be feasibly be done considering flooding?
  - Initial concept for which trails are public and which are public

**5. Concept Alternatives 1 and 2**

- a. What comments and questions do you have regarding the options for Village Centers and adjacent medium density residential? Which option do you favor?
- b. What comments, questions, and level of support do you have for the employment land uses in the western part of the study area?

➤ TAC: Preference for Concept Alternative 1; Walkability to village centers is important;

PAC:

- Consensus support for the Village Centers and adjacent medium and low residential shown on Alternative 1 (more developable and better walk-ability from neighborhoods)
- Question: do the Village Centers need to be split by connector roads as shown on the plans? Answer: to be evaluated during Code work.
- Consensus support for Business Park and Large Lot Industrial recommendations

**6. Oak Creek Transition Area**

- a. What comments, questions or changes do you have regarding the description the Oak Creek Transition Area on pages 8-10 of the February 9 memorandum?

➤ TAC: Support for transition area concept; Uses allowed in the base zone would have a design guideline overlay so objectives are achieved

PAC:

- Consensus support for Transition Area as described on pages 8-10 of the February 9 memorandum.

**7. Community Park Alternatives – What questions and comments do you have? Is there an alternative you favor?**

➤ TAC: Pros and cons for each alternative; Soccer fields will be well lit and noisy when in use; May want to try to acquire Site #2 regardless; School can look at co-location; Neighborhood parks are planned as well, this is a regional facility

➤ Site #1: "Bird in the hand" since the City owns it; Could be made available for other uses if need be, but another site is needed; Better transit options; Closer to new South Albany populations

➤ Site #2: More compatible; Preferred over the long-term; Great synergy with possible "heritage farm"; No village center nearby; Fewer conflicts with future residential uses next to the park (traffic, noise, lights), With Site #2 selected, it results in a more cohesive area for neighborhood south of Oak Creek, between Lochner and Columbus

PAC:

- The PAC identified pros and cons for each alternative.
- The PAC was comfortable with carrying forward both alternatives in SAAP, noting pros and cons.
- Site #1: City-owned; lots of lights and edge conditions next to future residential uses; may serve as "place-making" use for the neighborhoods south of Oak Creek

- Site #2: concerns with proximity to Youth Corrections Facility; adjacency to the historic farm a positive; With Site #2 selected, it results in a more cohesive area for neighborhood south of Oak Creek, between Lochner and Columbus

**8. Elementary School Alternatives**

- Are there sites you would add or delete?
- Are there changes to the “recommended” sites?

➤ TAC: #4, #6, #7 are preferred by school district – also in transition area; want mostly walkers to schools; #1 and #2 are not options for school district

PAC:

- Consensus support for school sites #4, #6, #7 as the recommended sites.
- Agreed with points made by school district and TAC
- Questioned whether slope within Site #6 would be a problem – the team will look at topography

**9. Lochner Realignment and Land Use Options**

- Do you agree with the concept to realign Lochner?
- Is there a land use option that you favor?

➤ TAC: Support realignment; Prefer Option B. Park would be buffer for industrial to the north.

PAC:

- Consensus support for the realignment concept, on the condition that it works for Sno-Temp
- Staff and Sno-Temp will study the realignment further for pros and cons
- If land use to the east of Lochner is changed to Industrial, it should be a limited light industrial with minimum impacts and compatibility with adjacent uses.



# Appendix E

## *Task 5: Public Event #2 and Preferred Alternative*

Workshop 2 Summary Report – March 2012 (meeting date March 13, 2012)

Revised Project Memo 4: Preferred Alternative - May 18, 2012

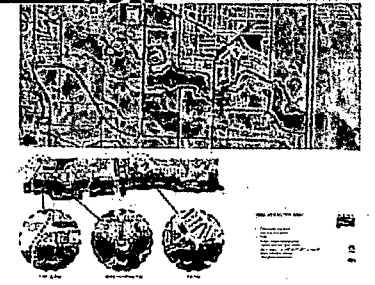
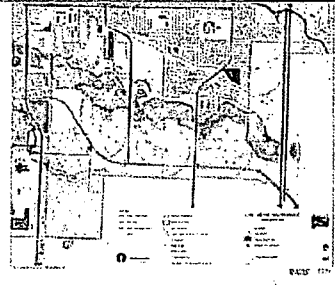
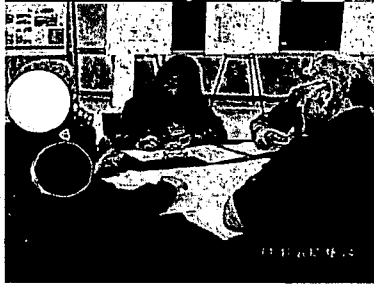






# SOUTH ALBANY AREA PLAN Public Workshop #2 - Summary

March 2012





South Albany Area Plan  
Public Workshop #2 - Summary

**Table of Contents**

Meeting Agenda.....	Section 1
Meeting Plan.....	Section 2
Discussion Group Questions.....	Section 3
Presentation.....	Section 4
Discussion Group Notes.....	Section 5
End of Meeting Report.....	Section 6
Discussion Group Maps.....	Section 7
Map Scans.....	Section 8

Section I—Meeting Agenda



## South Albany Area Plan

### Public Workshop #2 – Agenda

#### *Envisioning South Albany – Shaping the Plan*

6 – 8:15 PM

Tuesday, March 13, 2012

Albany Senior Center

489 Water Avenue NW, Albany

#### Meeting Purpose

- To obtain community input on the land use and transportation alternatives and recommendations
- To identify a preferred direction for the plan

#### Agenda

6:00-6:20 – Sign-In/Walk Around To View Drawings

6:20-6:50 - Welcome and presentation

6:50-7:50 - Discussion group time

7:50-8:15 – Report from groups, summary, and what's next

#### **Project Overview**

South Albany contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City's urban growth boundary--approximately 1,900 acres. The Project study area is bounded by the City's urban growth boundary on the south, Interstate 5 on the east, land developed to urban densities on the north and Oregon Route 99E on the west.

**Vision Statement**

*(approved by Project Advisory Committee February 23, 2012)*

South Albany will be:

- A complete, walkable and welcoming community
- The home of new “neighborhoods of choice” in Albany
- Known for having Oak Creek as its “front yard”
- A thriving employment center and gateway to Albany
- Integrated with greater Albany and the region
- Developed with a commitment to resource stewardship

**Plan Objectives**

*(approved by Project Advisory Committee February 23, 2012)*

**A Complete and Livable Community** – South Albany will include livable neighborhoods --varied housing, mixed use centers, schools, employment sites (commercial and industrial), parks, natural resource areas – all knit together by a connected pattern of streets, pathways and open space.

**A Walkable Community** – South Albany will be a walkable community, with pedestrian-friendly streets, good network of blocks and pedestrian ways, and a functional trail system.

**Great Neighborhoods** – South Albany will be a showcase of implementation for Albany’s Great Neighborhoods principles, policies and guidelines. Each neighborhood will be connected to a community focal point.

**Village Centers** – South Albany will include one or more village centers to provide local services.

**Connectivity and Transportation Options** – Multiple options for local, intra-city, and regional travel will be provided through a connected street and pathway network, and land uses which support walking, biking and future public transit.

**Prosperous Economy** – Commercial and industrial lands will fulfill the City’s Economic Opportunities Analysis, take advantage of the South Albany’s location in the region, and fulfill the economic role of the area defined by the plan. Zoning regulations for employment lands will incorporate flexibility in order to respond to changes in business and industry trends.

**Oak Creek Greenway** – The Oak Creek Greenway will integrate open space areas, both public and private, near Oak Creek. The Greenway will:

- Be the centerpiece of the South Albany open space system, providing multiple benefits: wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education and visual identity for the area.
- Be South Albany's "front yard" - physically and visually accessible to adjacent development.
- Create a multitude of public connections (parks, trails, trailheads, visual, etc.) between "Oak Creek Parkway" (an east-west street) and the public edge of the Greenway area.
- Include a continuous east-west pathway, and other pathways that connect north and south to community destinations.

**Resource Stewardship** – Wetlands, tree groves, flood storage, and other key resources will be incorporated as amenities and functional elements of the plan.

**City Gateway** – Highway 99E and Columbus Street/Waverly Road will be planned as safe, aesthetically pleasing, multi-modal gateways into Albany.

**Compatible Transitions** – Transitions between land uses will be carefully planned to promote compatibility. This objective applies particularly to the transitions between industrial and residential areas, and between developed areas and open space.

**Financial Feasibility** – The plan will evaluate what types of financial strategies will support feasible public and private investment to make the area development-ready.

**Phased Implementation** – The plan will evaluate phasing to support orderly and efficient development.

**Effective Mitigation of Development Constraints** – The plan will identify future policies and planning needed to mitigate the development challenges posed by wetlands and other constraints.

Section 2—Meeting Plan





## South Albany Area Plan

### Public Workshop #2 – Meeting Plan

#### *Envisioning South Albany – Shaping the Plan*

#### Meeting Date and Time

6 – 8:15 PM

Tuesday, March 13, 2012

Albany Senior Center

489 Water Avenue NW, Albany

#### Meeting Purpose

- To obtain community input on land use and transportation alternatives
- To identify a preferred direction for the plan

#### Meeting Format

The workshop will begin with “20” minutes of “walk around” time for participants to look at display boards and talk with staff – note: this will like start with early arrivers about 5:45. The group will then hear a presentation that is preparatory for the discussion groups. Next, participants will work in discussion groups (6-8 people) to work through a series of discussion questions with a volunteer facilitator. Finally, the groups will report back about their discussions.

Comment opportunities will also be available on-line.

#### Agenda

*(5:45 – Team is ready for early arrivers)*

6:00-6:20 – Sign-In/Walk Around To View Drawings

6:20-6:50 - Welcome and presentation

6:50-7:50 - Discussion group time

7:50-8:15 – Report from groups, summary, and what's next

#### Format for Discussion Groups

The purpose of the groups is to provide time for discussion of key elements of the land use and transportation alternatives and recommendations for South Albany. The discussion questions and

table-top materials will utilize past work and focus on the consensus recommendations and comments from the TAC and PAC.

Please see SAAP\_Workshop2\_discussion\_questions\_V1.doc for the facilitator instructions, questions and materials intended for the discussion groups.

### Follow-up after the Meeting

What will be done with the input after the meeting?

1. A meeting summary will be prepared and posted on the web site. Target date is March 27 for posting.
2. A joint meeting of the TAC-PAC will occur on April 13 to finalize the Preliminary South Albany Area Plan (drawings). At this meeting, the PAC will be asked, "Do we have consensus to move forward with the drawing set and comment list as the basis for Task 6, Plan Implementation, of the project?"
3. A briefing for the City Council and Planning Commission will occur on April 23.

### Room Set-up

A basic set-up plan needs to be roughly sketched so we know in advance what goes where (City to provide floor plan if possible). Also, the ability to see the presentation needs to be worked out – everyone at tables needs to be able to see the screen.

The room will be set up with tables-chairs accommodating up to 8 people (need to confirm table type and size). All tables materials will be set up and ready to go by 5:15 PM – need to confirm table type and size. City in lead for set up.

### Facilitators/Staffing from Consultant Team

Facilitator	Confirmed
Joe Dills	Yes
Martin Glastra van Loon	Yes
Susie Wright	Yes

Remaining facilitators to be arranged by City.

Greg – floater, resource person

Tari – welcome table and floater

TAC – participates at tables (split up)

PAC – participates at tables (split up)

**Stations and Information**

Station	Supplies/information (Who brings and sets up)
<b>Welcome table</b> (Tari)	Sign-in sheets Agenda/Vision/Plan Objectives (Tari to organize handouts) Big project logo sign, with web address <i>(All above – Tari)</i>
<b>Background Information</b> (Cañ David Martineau staff these boards? Main role is to greet folks and answer questions about the what-where-why of the project. The ice breaker questions are: Hi, thanks for coming. Any questions I can answer for you? Where do you live?)	From first workshop: Aerial Constraints Market analysis forecasts Collage of site photos Ownerships/Zoning <i>(All above – Otak)</i>  Concept plan board? Board Great Neighborhoods or Balanced Development Patterns? <i>(This are up to the City as to whether or not to include)</i>
<b>Land Use and Transportation Alternatives</b> (Joe, Martin, Susie and Heather to staff)	Collages of the 10 drawings reviewed by the TAC-PAC  The three boards to be used for the small group session: Framework Plan: Land Use/Neighborhood +Streets+Trails Concept Plan: Concept Alternative 1 Elementary School and Community Park Alternatives <i>(All above – Otak)</i>

**Other Supplies:**

- Easels (10-12 needed. Otak can bring 6)
- Refreshments (City)
- Name tags (City)
- Special name tags or buttons for project staff? Use project logo

**Discussion Tables:**

- Maps (Otak)
- Forms to use as writing paper by recorders. (Otak write, City copy and distribute)
- Pens (City)

**Other:**

- Discussion group accommodations will be ready for \_\_\_ tables.
- Welcome table should have two staff people so sign-in goes quickly. There should be a third “greeter” nearby to steer folks to the sign-in, say hello, and keep a general count of attendees.

*South Albany Area Plan  
Public Workshop #2 Meeting Plan*

- Heather to serve as over-all Meeting Manager, so decisions on logistics can be made quickly and communicated to folks. Joe can help as “announcer” of things if needed.
- Discussion groups will have facilitator and recorder, so the City is pre-arranging \_\_ folks for these roles. With 8 participants per groups, that’s 10 chairs max per table. **A smaller group is better**, so we should set up 8 chairs per table and have two extra nearby for larger participation.
- City to pre-arrange the PPT display.

Section 3—Discussion Group  
Questions



South Albany Area Plan

Workshop #2 - Envisioning South Albany, Shaping the Plan

Questions and Materials for Discussion Groups

Agenda for the discussion groups:

1. The facilitator will convene the group without delay – “Hi, let’s get started.” The facilitator and recorder will introduce themselves and their role. Then, go around the table and do self-introductions of folks’ name and affiliation (neighbor, business owner, etc.)
2. For each question, the facilitator will read the short introduction, then state the question, and then give folks a moment to consider the question. Then open it up to input.
3. Notes will be taken by the recorder on the forms provided.
4. Map notes will also be written on the maps, as a supplement to the forms. The facilitator will listen for comments that are “geographic,” meaning the “where” of the idea or comment can be described and noted. Anyone can annotate the map to help make their point.
5. For the “Report-Out” session at the end: the groups will select three ideas/comments they had that they were really excited about and report those.

Topic	Questions	Table-Top Materials/Notes
<p><b>Framework Plan – Land use and Neighborhoods, Streets, and Trails</b> (25 minutes)</p>	<p>Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.</p> <p>Question 1-4: What questions or comments do you have regarding the:</p> <ul style="list-style-type: none"> <li>A. Neighborhood focal points?</li> <li>B. Proposed Oak Creek Parkway?</li> <li>C. Other Streets and intersections (including the roundabouts)?</li> <li>D. Trails?</li> </ul>	<p>A combined map of the three framework plans approved by the PAC: Land Use and Neighborhood + Streets + Trails.</p> <p>There will also be an 11 x 17 aerial photo at the table.</p>

*South Albany Area Plan  
Workshop #2- Discussion Group Questions and Materials*

Topic	Questions	Table-Top Materials/Notes
	<p>Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.</p>	
<p><b>Land Use Concept Alternative 1</b> (20 minutes)</p>	<p>The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.</p> <p>Question 6-10: What questions or comments do you have regarding the:</p> <ul style="list-style-type: none"> <li>A. Village centers?</li> <li>B. Residential lands – medium and low density?</li> <li>C. Oak Creek Transition Area?</li> <li>D. Business park and large lot industrial lands?</li> <li>E. Other land uses?</li> </ul> <p>Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.</p>	<p>Concept Alternative 1</p> <p>A separate 11x17 sheet will be provided that displays images for complete neighborhoods (village centers, housing variety), employment areas, and the Oak Creek Transition Area.</p>
<p><b>Elementary School and Community Park Alternatives</b> (15 minutes)</p>	<p>Here is a diagram showing alternative locations for an elementary school and a community park. The “recommended” alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify <u>alternatives</u>, not a single school site.</p>	<p>Combined map of Alternative Community Park Sites + Alternative Elementary School Sites</p> <p>Notes on the pros and cons of the community park sites will be provided, so the group has the benefit of the discussions to date.</p>


*South Albany Area Plan  
Workshop #2- Discussion Group Questions and Materials*

<b>Topic</b>	<b>Questions</b>	<b>Table-Top Materials/Notes</b>
	<p>Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.</p> <p>A. Question 12 - What comments and questions do you have on recommended school sites? Overall, do they fit the vision for South Albany?</p> <p>B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?</p>	



Section 4—Presentation

Envisioning South Albany  
*Shaping the Plan*



The logo for the South Albany Area Plan features the words "SOUTH ALBANY" in a serif font above a stylized graphic of three overlapping, curved lines that suggest a river or a path. Below the graphic, the words "AREA PLAN" are written in a smaller, sans-serif font.

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South Albany in City Context



An aerial photograph showing the city of Albany, with a rectangular box highlighting the South Albany area. The City of Albany logo is in the top right corner, and a small logo for "City of Albany" is in the bottom right corner.

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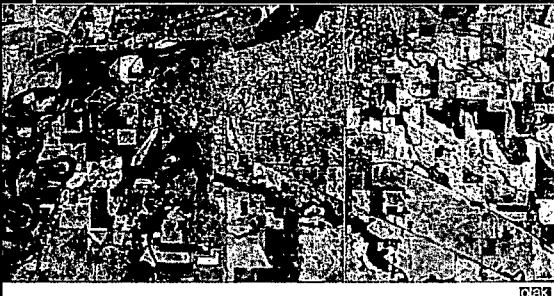
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Big Study Area!



An aerial photograph showing a larger area of the city of Albany, with a rectangular box highlighting the study area. The City of Albany logo is in the top right corner, and a small logo for "City of Albany" is in the bottom right corner.

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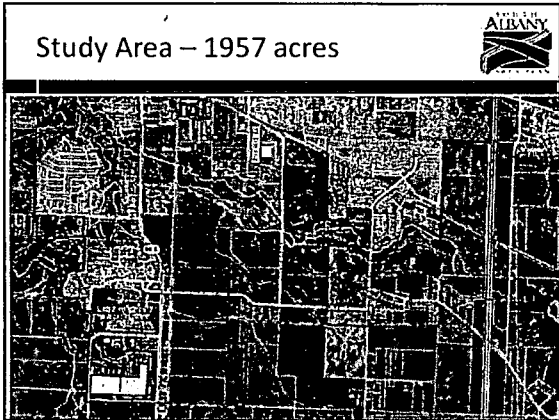
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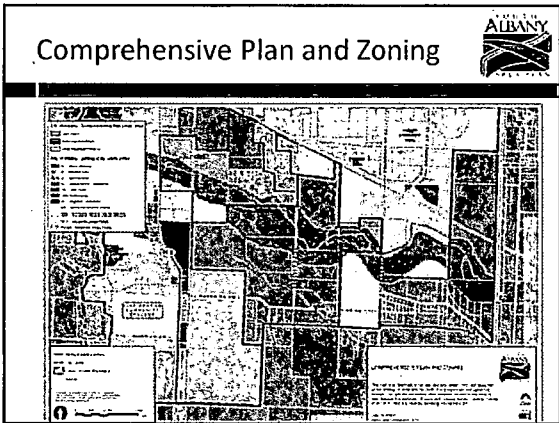
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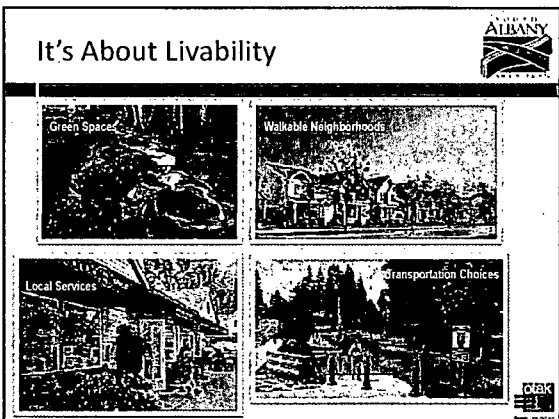
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## South Albany Vision

South Albany will be:



- A complete, walkable and welcoming community
- The home of new "neighborhoods of choice" in Albany
- Known for having Oak Creek as its "front yard"
- A thriving employment center and gateway to Albany
- Integrated with greater Albany and the region
- Developed with a commitment to resource stewardship



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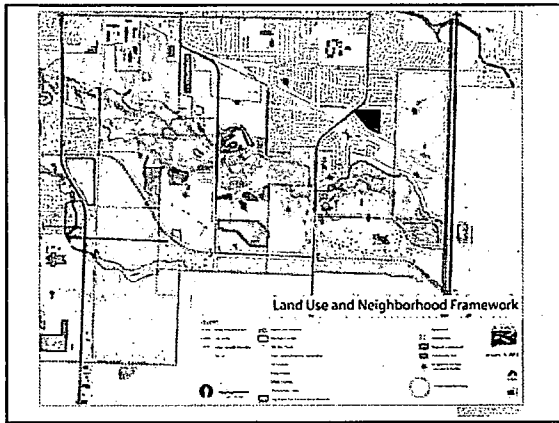
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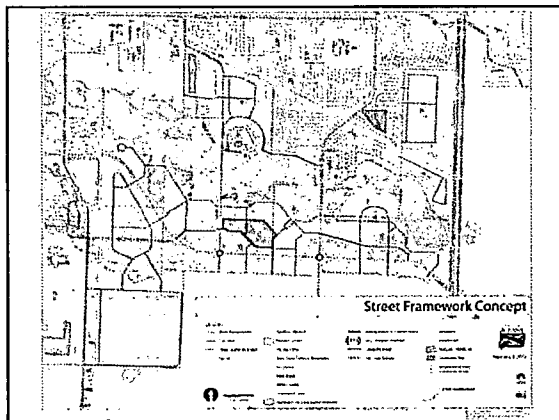
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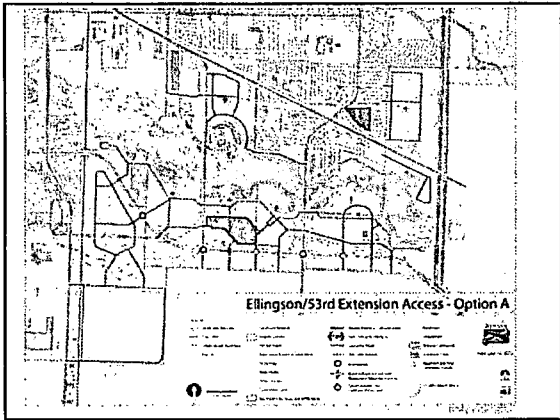
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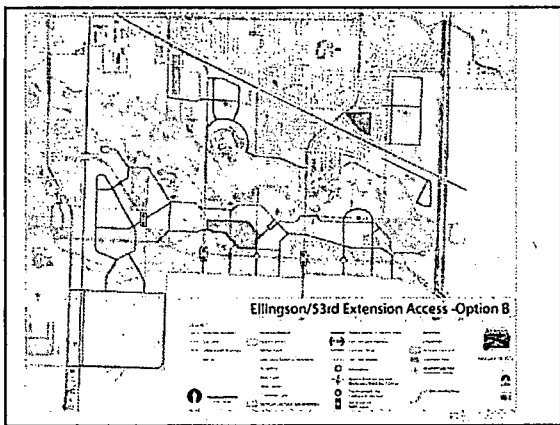
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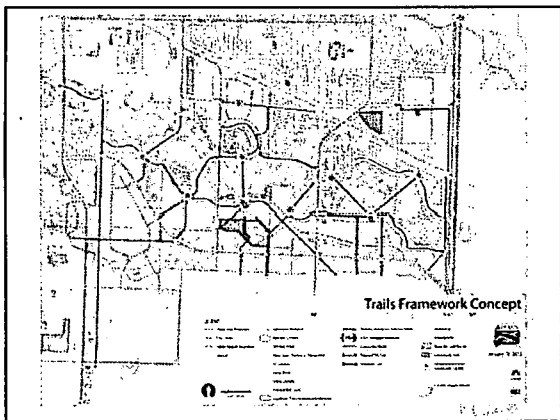
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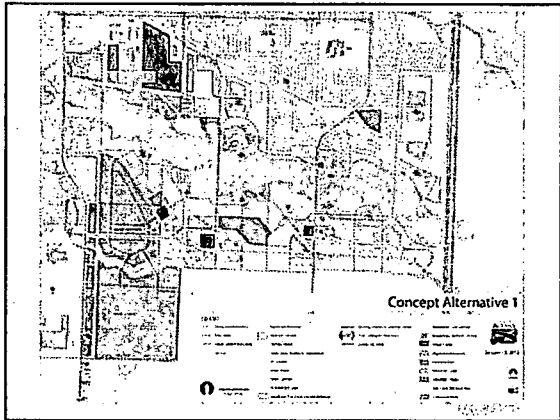
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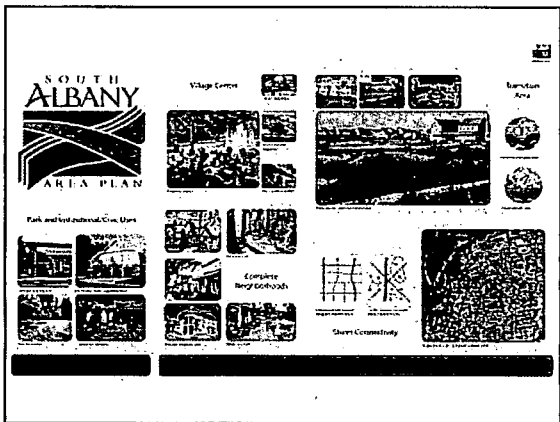
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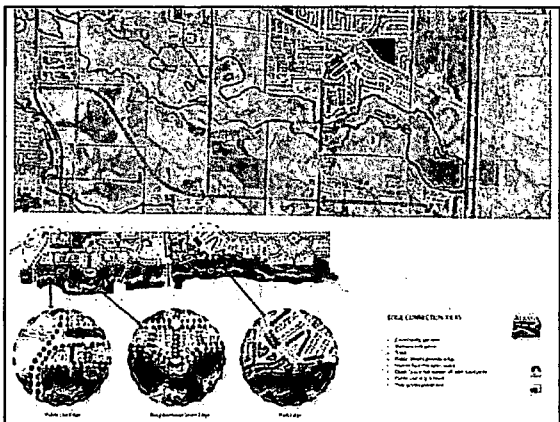
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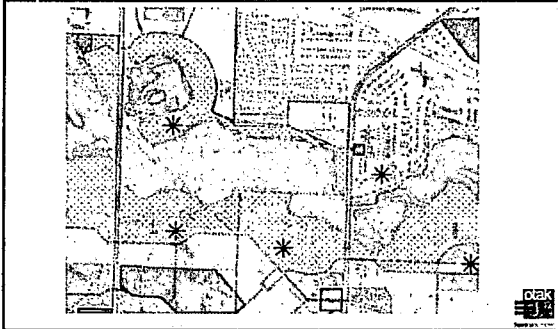
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### Oak Creek Transition Area



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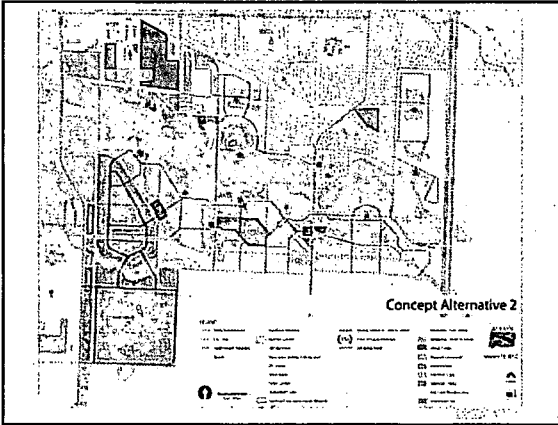
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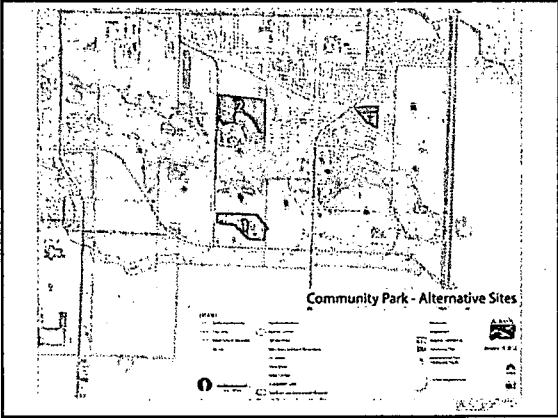
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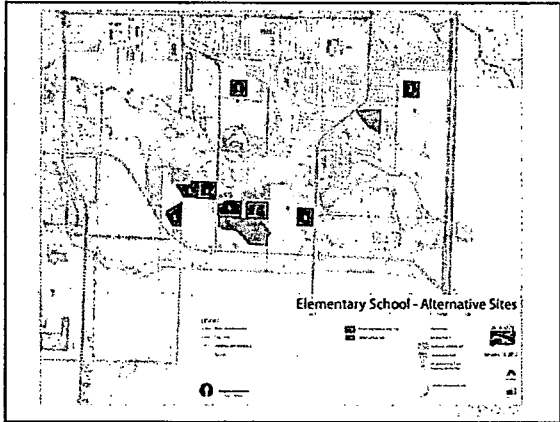
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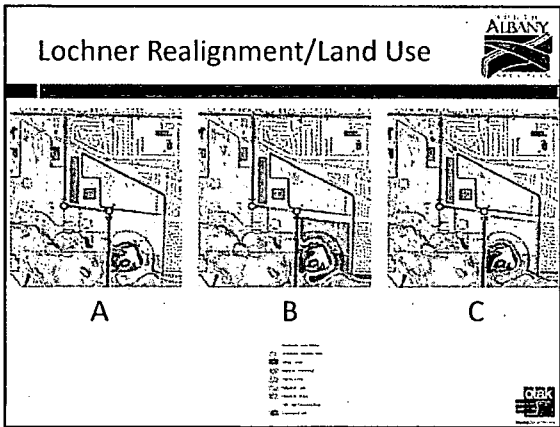
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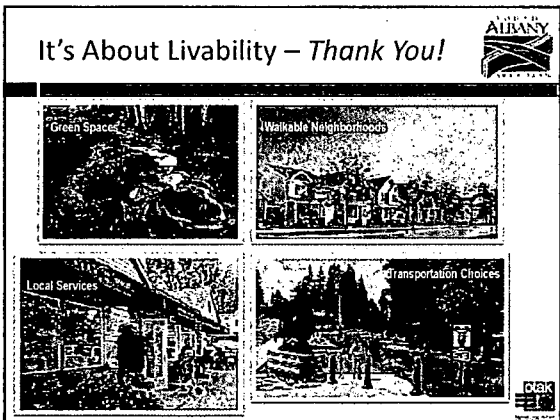
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Section 5—Discussion Group Notes

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 1*

*Facilitators: Bob Woods / Heather Hansen*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails (25 minutes)**

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

A. Neighborhood focal points?

- Concerns about maintenance – who will own and maintain? By the City?
- How will existing neighborhoods get involved?
- Access?
- Can you drive to them?

B. Proposed Oak Creek Parkway?

- Are trucks allowed or limited?

C. Other Streets and intersections (including the roundabouts)?

- Roundabouts are dangerous; no one knows what to do – don’t make sense
- Do we really need traffic lights or roundabouts? Will there be enough traffic?
- Bridges flood at Lochner and other crossings
- 7 Mile Lane – concerned about traffic on proposed new road

D. Trails?

- Good idea
- Don’t use them

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- I-5 hems whole area in – limited – needs a lot of connectivity

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 1*

*Facilitators: Bob Woods / Heather Hansen*

**Land Use Concept Alternative 1 (20 minutes)**

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

A. Village centers?

- Busy? How much traffic? Safety?
- Would be nice to be able to walk
- Grocery store
- Combine some for a larger one – medical facility, grocery – not just convenience
- Have a larger one closer to business park

B. Residential lands – medium and low density?

- Single-family along open space, why a golf course?

C. Oak Creek Transition Area?

- Why the transition area concept?
- Makes sense to have medium density near major streets

D. Business park and large lot industrial lands?

- Yes, good idea

E. Other land uses?

- Fire station
- Oak groves – who will maintain them

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 1*

*Facilitators: Bob Woods / Heather Hansen*

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Yes

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The “recommended” alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

A. Question 12 - What comments and questions do you have on recommended school sites?

Overall, do they fit the vision for South Albany?

- Condition of the road, safe access to school
- Collocate with park!
- #6 is best, #7 is okay too, Ellingson - #5 is too close
- General concern about the speed limit on road next to school. Keep schools far from Ellingson

B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?

- #1 – purchased already
- #2 – away from new neighborhoods
- Better served for residential

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 2*  
*Facilitator: Ed Moore*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails (25 minutes)**

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

A. Neighborhood focal points?

- Location seems right
- Compatibility of business park with neighborhood
- PO concern

B. Proposed Oak Creek Parkway?

- Like concept
- Not like Periwinkle– too much hardscape
- How is parking going to be accommodated
- Lighting is important

C. Other Streets and intersections (including the roundabouts)?

- Street connectivity – hard to find where you are going/intersections
- Roundabouts okay
- Trucks and farm equipment
- Need more crossings across RR

D. Trails?

- Trails north-south should follow street crossings
- Softer surface
- Springwater Trail , Portland
- SRTS

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 2*  
*Facilitator: Ed Moore*

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Okay

**Land Use Concept Alternative 1 (20 minutes)**

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

A. Village centers?

- Economic viability of centers

B. Residential lands – medium and low density?

- Okay

C. Oak Creek Transition Area?

- Okay

D. Business park and large lot industrial lands?

- Traffic on 53
- Keep RR access at Ellingson and south
- RR speed
- Large industrial access to 99E (direct)

E. Other land uses?

- Medical facilities (Urgent Care)

South Albany Area Plan - Public Workshop 2, March 13, 2012  
Discussion Group Notes

*Group 2*  
*Facilitator: Ed Moore*

- Fire department / EMS

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Okay

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The “recommended” alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

- A. Question 12 - What comments and questions do you have on recommended school sites?
- Overall, do they fit the vision for South Albany?
  - School next to community park
- B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?
- #1 most accessible
  - #2 across from JV



**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 3*  
*Facilitators: Ron Litwiller / Candace*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails (25 minutes)**

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

- A. Neighborhood focal points?
  - Like it
  - Good for neighborhoods
  
- B. Proposed Oak Creek Parkway?
  - Like connection to parks
  - Can City force the developer to locate per City plan?
  - Moves bike/walk path from greenbelt to parkway
  - Takes more land
  - Prefer path along greenbelt rather than along the parkway
  
- C. Other Streets and intersections (including the roundabouts)?
  - Don't like roundabouts
  - A lot of semi-truck traffic making left turns
  - Speed of Columbus traffic from Highway 34
  
- D. Trails?
  - Every trail crossing Oak Creek would require a bridge on every path
  - The more access the higher the impact
  - Crossing at streets is enough
  - Maintenance costs

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 3*  
*Facilitators: Ron Litwiller / Candace*

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Yes, parks, trails
- Cost of public lands, parks, trails

**Land Use Concept Alternative 1 (20 minutes)**

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

A. Village centers?

- Like it
- Spread out well
- Move commercial at 7 Mile Lane and Columbus to Ellingson and Columbus

B. Residential lands – medium and low density?

- Good
- Higher density around commercial
- Higher density by industrial

C. Oak Creek Transition Area?

- Too much area
- Too restrictive to developer
- Is it negotiable?
- Line the concept

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 3*  
*Facilitators: Ron Litwiller / Candace*

D. Business park and large lot industrial lands?

- Okay

E. Other land uses?

- Okay

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The “recommended” alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

A. Question 12 - What comments and questions do you have on recommended school sites?

Overall, do they fit the vision for South Albany?

- Any of 4, 6, or 7 are okay
- Community Center incorporated on school site
- Intergenerational Community Center

B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?

- Prefer #2
  - Less impact on residential
  - Adjacent to greenbelt and park give place for inactive to go
  - Less traffic impact on residential from north
- Provide a small park by school
- Larger park on Gehrig property

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 4*  
*Facilitator: Bill Draper*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails (25 minutes)**

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

A. Neighborhood focal points?

- Overall support with the concept
- Support of focal points incorporated with or close to schools
- Cost and maintenance

B. Proposed Oak Creek Parkway?

- Overall support of the parkway design
- Concern over distribution of costs at Oak Creek Parkway
- Who bears the cost with build-up only on one side?

C. Other Streets and intersections (including the roundabouts)?

- Overall support of design
- With significant upfront infrastructure costs how are we going to finance the infrastructure needed before development begins?
- Large roundabouts, big enough for commercial and public safety is fine
- Industrial access is limited

D. Trails?

- Concept is great
- Trails need to be balanced with public safety

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 4*  
*Facilitator: Bill Draper*

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Yes

**Land Use Concept Alternative 1 (20 minutes)**

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

A. Village centers?

- Concern of size/scale
- Concern of sustainability as close as commercial property is to the Village Centers
- Question the Village Center lay over the Mennonite Village main building

B. Residential lands – medium and low density?

- Overall support of the density mix

C. Oak Creek Transition Area?

- Overall support

D. Business park and large lot industrial lands?

- Overall support
- Some concern for the lack of access into the industrial property

E. Other land uses?

- Because of possible flooding issues it is recommended that provisions for fire stations be located south of Oak Creek

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 4*  
*Facilitator: Bill Draper*

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Yes

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The “recommended” alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

- A. Question 12 - What comments and questions do you have on recommended school sites? Overall, do they fit the vision for South Albany?
- Option #6 and #7 coupled with park location of #1 seems to be best option, more open space
  - Great partnership
- B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?
- Site #2 loses the option of the partnership of school and park use
  - Site #2 is undesirable due to Oak Creek Correctional Facility
  - Overall support for site #1

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 5*  
*Facilitator: David Helton*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails (25 minutes)**

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

- A. Neighborhood focal points?
  - Okay – nicely placed and distributed
  
- B. Proposed Oak Creek Parkway?
  - Okay – most transition areas impacted by water and not buildable
  
- C. Other Streets and intersections (including the roundabouts)?
  - Roundabouts allow freight and farm equipment?
  - How large, impact on nearby residences?
  - Access to Highway 99 needed to serve large lot industrial site
  
- D. Trails?
  - All paved? Combination of hard/soft
  - Soft/gravel in floodplain
  - Bridge crossings – boardwalks, walkways

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Yes .

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 5*  
*Facilitator: David Helton*

**Land Use Concept Alternative 1 (20 minutes)**

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

- A. Village centers?
  - Alt 2 served the neighborhood better
  - One in Mennonite Village? Move from east to west side of Columbus
  
- B. Residential lands – medium and low density?
  - Why are parts of committed land zones as medium or low density residential
  
- C. Oak Creek Transition Area?
  - Good – most land not buildable anyway
  
- D. Business park and large lot industrial lands?
  - Great – it's in the right place, not sprinkled around
  - If Beta provides access to large lot industrial site
  
- E. Other land uses?
  - Piano property most suitable for large grocery store

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Paths and Oak Creek = neighborhood of choice



**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 5*  
*Facilitator: David Helton*

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The "recommended" alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

A. Question 12 - What comments and questions do you have on recommended school sites?

Overall, do they fit the vision for South Albany?

- #4 cuts off driveway to homes; north half is impacted by high water
- #6 and #7 close to park; pond near these sites may be a hazard

B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?

- #1 more community-oriented
- Maybe both #1 and #2
- Ball fields north
- Smaller community park south

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 6*  
*Facilitator:*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails** (25 minutes)

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

- A. Neighborhood focal points?
  - More accessible to open/green space
  
- B. Proposed Oak Creek Parkway?
  - Yes
  
- C. Other Streets and intersections (including the roundabouts)?
  - Pros and cons to roundabout
  
- D. Trails?
  - Yes
  - Along RR
  - Likes link to Deerfield area

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 6*  
*Facilitator:*

**Land Use Concept Alternative 1** (20 minutes)

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

A. Village centers?

- Yes

B. Residential lands – medium and low density?

- Residences set back from RR east side north of overpass

C. Oak Creek Transition Area?

D. Business park and large lot industrial lands?

- Yes
- Employ 1500 people

E. Other land uses?

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Future fire station

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 6*  
*Facilitator:*

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The “recommended” alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

- A. Question 12 - What comments and questions do you have on recommended school sites? Overall, do they fit the vision for South Albany?
- Not on Waverly
  - Not #5
  - Like options #6 or #7
- B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?
- Both

**General Notes by Facilitator**

- Like neighborhood focal points
- Yes Oak Creek Parkway
- Pros and cons on roundabouts
- Set back along RR north of overpass, residential
- Yes for business and industrial parks
- Fire station
- School – not on Waverly, like 6 or 7
- Both park sites

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 7*  
*Facilitators: David Martineau / Wes*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails (25 minutes)**

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

- A. Neighborhood focal points?
  - Who pays for focal points? Does that limit property owner options?
  - Focal points at commercial spots
  - Power line right-of-way - open space areas
  - Not too early to develop nearby
  - Feasibility of focal points near Oak Creek – subject to flooding, wetlands
  - Traffic calming: street width should narrow to slow traffic and accommodate pedestrians. Should have room for fire trucks – need to consider cars and parking.
  
- B. Proposed Oak Creek Parkway?
  - No fatal flaws
  - The property owner is asked to pay for parkways and trails
  - No serious problems with the plan
  - Fire danger surrounding Oak Creek because of high grasses during summer
  
- C. Other Streets and intersections (including the roundabouts)?
  - How big will roundabouts be?
  - Not sold on roundabouts – Knox Butte works but there are only two ways to go.
  - If they are too small, trucks will drive over them.
  - Is this going to be a collector between 99 and Columbus?
  - Roundabouts would limit truck traffic
  - Will roundabouts be landscaped?
  - Art work?
  - Roundabouts should be considered “park like”
  - 7 Mile Lane connection

South Albany Area Plan - Public Workshop 2, March 13, 2012  
Discussion Group Notes

Group 7  
Facilitators: David Martineau / Wes

D. Trails?

- Should connect to commercial areas
- Should be paved to accommodate people with disabilities
- Security for adjacent property owners – trespassers already a problem

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Yes

**Land Use Concept Alternative 1 (20 minutes)**

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

A. Village centers?

- Is there enough business (population) to support a small commercial enterprise?
- Perhaps one bigger commercial area rather than several others (North Albany Village)
- Megafoods (surrounded by apartments) trail close by – food keeps people in the community

B. Residential lands – medium and low density?

- Have to have dense enough to support businesses

C. Oak Creek Transition Area?

- Don't take property owner's land

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 7*  
*Facilitators: David Martineau / Wes.*

D. Business park and large lot industrial lands?

- Okay

E. Other land uses?

- Concern about location of regional commercial

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The "recommended" alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

A. Question 12 - What comments and questions do you have on recommended school sites?

Overall, do they fit the vision for South Albany?

- Periwinkle Park is a good example – kids go through the park to get to school
- Don't think it makes much difference
- School next to park and/or trail (Periwinkle)
- People's property open to park and train

B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?

- Is the terrain level?
- Land swap for park - 2<sup>nd</sup> location is best
- Preserves a special place
- 2<sup>nd</sup> location would not want lights

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 8*  
*Facilitator: Vicky Woods*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails (25 minutes)**

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

A. Neighborhood focal points?

- Looks balanced
- What happens when developers make plans?
- Nicely placed in relation to Oak Creek to enhance it
- Transition area is quite deep
- Oak Creek Parkway is quite far away from the Creek
- What will draw people to the focal points? If it is not the commercial village centers is it too passive? Might be better in the village centers where people will congregate
- Would be nice if park was next to village center or vice versa
- Looks like there are not enough crossings of creek to connect to rest of Albany

B. Proposed Oak Creek Parkway?

- If the intention is to experience the creek from it, we are creating too much open space, it should be closer to the creek.

C. Other Streets and intersections (including the roundabouts)?

- Very effective – personal experience positive in France, North Albany example is not good
- Like it - people need to learn how to drive them
- Only three collectors into this, how busy are they going to be?
- Leave Ellingson open, we need it
- Will all business traffic go through Ellingson Road?
- Need to access Highway 99 and RR crossing



**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 8*  
*Facilitator: Vicky Woods*

D. Trails?

- The more the better
- Need better connections to Albany across RR.
- Pedestrian overpass?
- Trails seem to depend on the focal points – what if they are not attractive?

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Generally, yes but see notes above: location of Oak creek, location of focal points

**Land Use Concept Alternative 1 (20 minutes)**

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

A. Village centers?

- Since everybody travels on arterials, good spot for them
- Integrate the focal points with the village center – the trail system comes together there
- Seems exclusive and not well integrated with Albany North. Take advantage of existing connections to north

B. Residential lands – medium and low density?

- More medium density around community park is better – community park south allows people to walk to it

C. Oak Creek Transition Area?

- See comments above – too big? What goes on it? Use it for wetland mitigation

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 8*  
*Facilitator: Vicky Woods*

- Worried about complications with zoning code if it becomes an overlay
- D. Business park and large lot industrial lands?
- Right place and amount
  - Who is going to be using it?
  - Keep old Ellingson open
- E. Other land uses?
- No

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Yes, with a few comments – see map

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The “recommended” alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

- A. Question 12 - What comments and questions do you have on recommended school sites? Overall, do they fit the vision for South Albany?
- Schools should be on south
  - #6 is preferred location for synergy with path and village centered trails
  - #7 also has nice relation with path
  - Nice by tree groves

South Albany Area Plan - Public Workshop 2, March 13, 2012  
Discussion Group Notes

*Group 8*  
*Facilitator: Vicky Woods*

B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?

- Group opinion is split
- Opinion 1: keep park and schools away from prison
- Opinion 2: north park is better for park than residential
- Suggestion: industrial

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 9*  
*Facilitators: Susie / Chad*

**Framework Plan –Land use and Neighborhoods, Streets, and Trails** (25 minutes)

Here is a map that shows the general location of neighborhoods, general land uses, neighborhood focal points, streets, and trails. It is a “Framework Plan” because it is a guiding concept for the physical plan for South Albany. It is conceptual, not exact.

Questions 1-4: What questions or comments do you have regarding the:

- A. Neighborhood focal points?
  - Clarity as to what a community focal point would represent
  - The number of focal points seems too high
  - Will all focal point locations become focal points?
  
- B. Proposed Oak Creek Parkway?
  - Clarification as to the designation of Oak Creek Parkway
  
- C. Other Streets and intersections (including the roundabouts)?
  - Roundabouts can be a problem if not constructed large enough – roundabouts that we see in Albany today are too small
  - Emergency access needs to be considered
  - Lochner floods – does that create challenges for the 34<sup>th</sup> Street fire station?
  - Consider other fire station locations – engage the fire district
  - Consider 7 Mile Lane as interchange
  
- D. Trails?
  - Like trail loops
  - Safety – well lit and open
  - Variety of surface types – soft surfaces near Oak Creek for flooding?

Question 5: Overall, does this Framework Plan support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- No comment - yes

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 9*  
*Facilitators: Susie / Chad*

**Land Use Concept Alternative 1 (20 minutes)**

The Land Use Concept shows the proposed land uses for South Albany. It is like a refined Comprehensive Plan map for the area. It builds upon the Framework Plan (discussed above) to organize the residential, commercial, industrial, and open space uses – creating complete neighborhoods and a complete community.

Question 6-10: What questions or comments do you have regarding the:

- A. Village centers?
  - South Albany needs grocery
  - Consider moving Lochner/Ellingson to east side of Lochner or having commercial on both sides
  - Consider Village Center at end of 7 Mile Lane
  - Two Village Centers on west end seem to close together
  
- B. Residential lands – medium and low density?
  - How will industrial and residential be buffered? Just 53<sup>rd</sup> as a buffer?
  - Good example – 99 from 34<sup>th</sup> to 24<sup>th</sup>
  - Higher density by industrial
  
- C. Oak Creek Transition Area?
  - Clarity as to the dynamic between the 100 year floodplain and the transition area
  
- D. Business park and large lot industrial lands?
  - Like separation
  - Business park is good buffer to large lot and residential
  - Consideration of added buffers between industrial and residential
  
- E. Other land uses?
  - In dire need of a grocery

**South Albany Area Plan - Public Workshop 2, March 13, 2012**  
**Discussion Group Notes**

*Group 9*  
*Facilitators: Susie / Chad*

Question 11: Overall, does this Land Use Concept support the vision for South Albany that has been stated by the community? Please note any changes you think the PAC should consider.

- Yes

**Elementary School and Community Park Alternatives (15 minutes)**

Here is a diagram showing alternative locations for an elementary school and a community park. The “recommended” alternatives for the school have been reviewed by GAPS, and have their support. The South Albany Area Plan will identify alternatives, not a single school site.

Community Park alternative 1 is owned by the City. Community Park 2 is currently private property. The PAC has identified pros and cons for each alternative.

- A. Question 12 - What comments and questions do you have on recommended school sites? Overall, do they fit the vision for South Albany?
- Like the idea of school and community park co-located - #6 and #7
- B. Question 13 - What are the pros and cons you see for Community Park Site 1 and 2 revisions or additions should be noted? What is your advice to the PAC on how to proceed with inclusion of one or both of these sites in the South Albany plan?
- Unanimous support for #1
  - Community Park location #1 is the more appropriate location
  - Concerns with location #2 – railroad, industrial, detention facility, truck traffic

Section 6—End of Meeting Report



**South Albany Area Plan**  
**Workshop #2 - Envisioning South Albany, Shaping the Plan**  
**End of Meeting Report**

**Group 1**

- Missed who is paying
- How will existing neighborhoods have access to new neighborhood
- Mixed review on roundabout
- Combine two centers for a larger one
  - Large grocery store
- Collocate school with park
- Concern with speed limits next to school

**Group 2**

- Compatibility of industrial and residential
- Roundabouts – trucks and farm equipment
- Overall connectivity of 53<sup>rd</sup> and Highway 99 – residential impact may bottleneck
- Village Centers: are they economically viable
- Mix of residential was good
- Parkway was a good idea
  - Parking for visitors outside the area
- Add medical/urgent care and fire department/EMS

**Group 3**

- Pedestrians/bike on greenbelt rather than on Parkway
- Does developer have to plan for Parkway?



- Truck traffic on roundabouts
- Too many crossings at Oak Creek
  - Maintenance costs
- Columbus & 7 Mile Lane
- Columbus & Ellingson
- Transition area too large, could it be negotiated during development?
- Park at site #2, adjacent to greenway, access to Gehrig, less impact on residential
- Want Youth Center

**Group 4**

- Cost of maintenance for infrastructure
- Correct level of access for entry into industrial areas
- Size and sustainability in Village Centers
- Proper mix of residential densities
- #6 or #7 and park next to it
- Crossing Oak Creek – protect wetland and wildlife
- Plan for fire south of Oak Creek

**Group 5**

- Yes, it meets the vision
- Path on network of trails – Oak Creek
  - Makes it desirable
  - Mixed use and textures
  - Elevated boardwalks, different bridges and structures
- Roundabouts & Proposed Road
  - Adequate for freight
  - What is the size of the road and roundabouts and impact on the residents?

**Group 6**

- Like focal points

- Roundabout at Columbus & Ellingson
- Setback of RR at residential transition
- Like industrial and employment land
- #6 and #7 both park sites

**Group 7**

- Who would pay for focal points?
- Power line easements should be used
- Oak Creek Parkway – no fatal flaws, property owner asked to pay for it
- Discourage truck traffic on roundabouts
- Trails
  - Paved for carts
  - Property owner again asked to pay
- Enough business to support several small Village Centers? One larger combined center
- School next to park – Periwinkle example, open to school/park and homes

**Group 8**

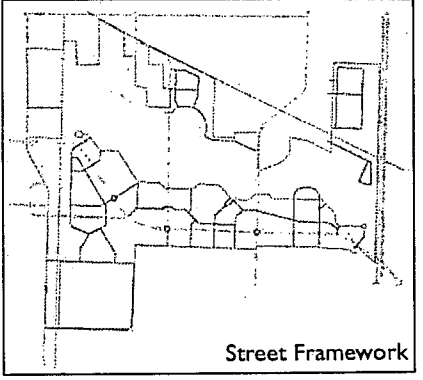
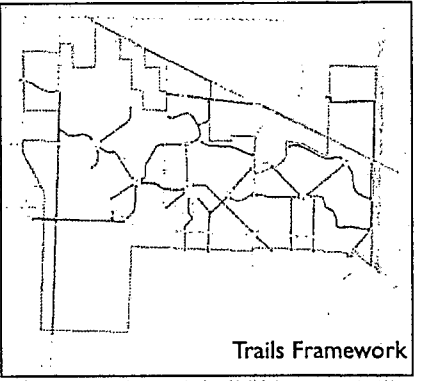
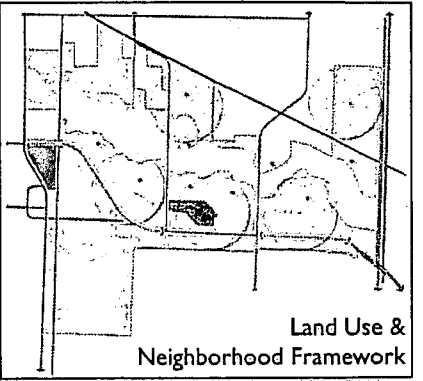
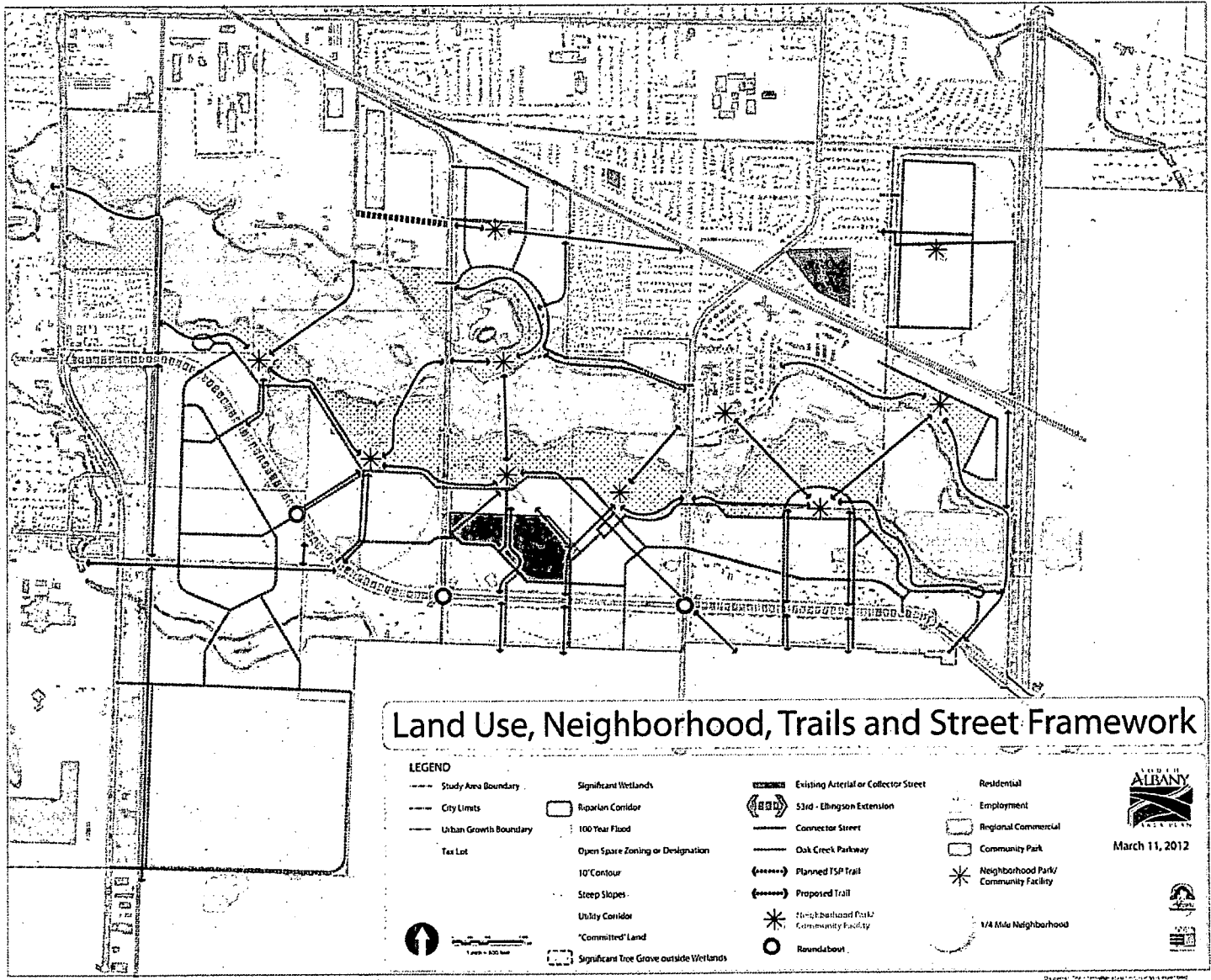
- Roundabouts
- Focal points need more active point
  - Combine with Village Centers
- Better connection to Highway 99
- Want to be closer to Oak Creek
- Use transition area for wetland mitigation
- More medium density residential next to park
- Couldn't agree on park location – #6 or #7

**Group 9**

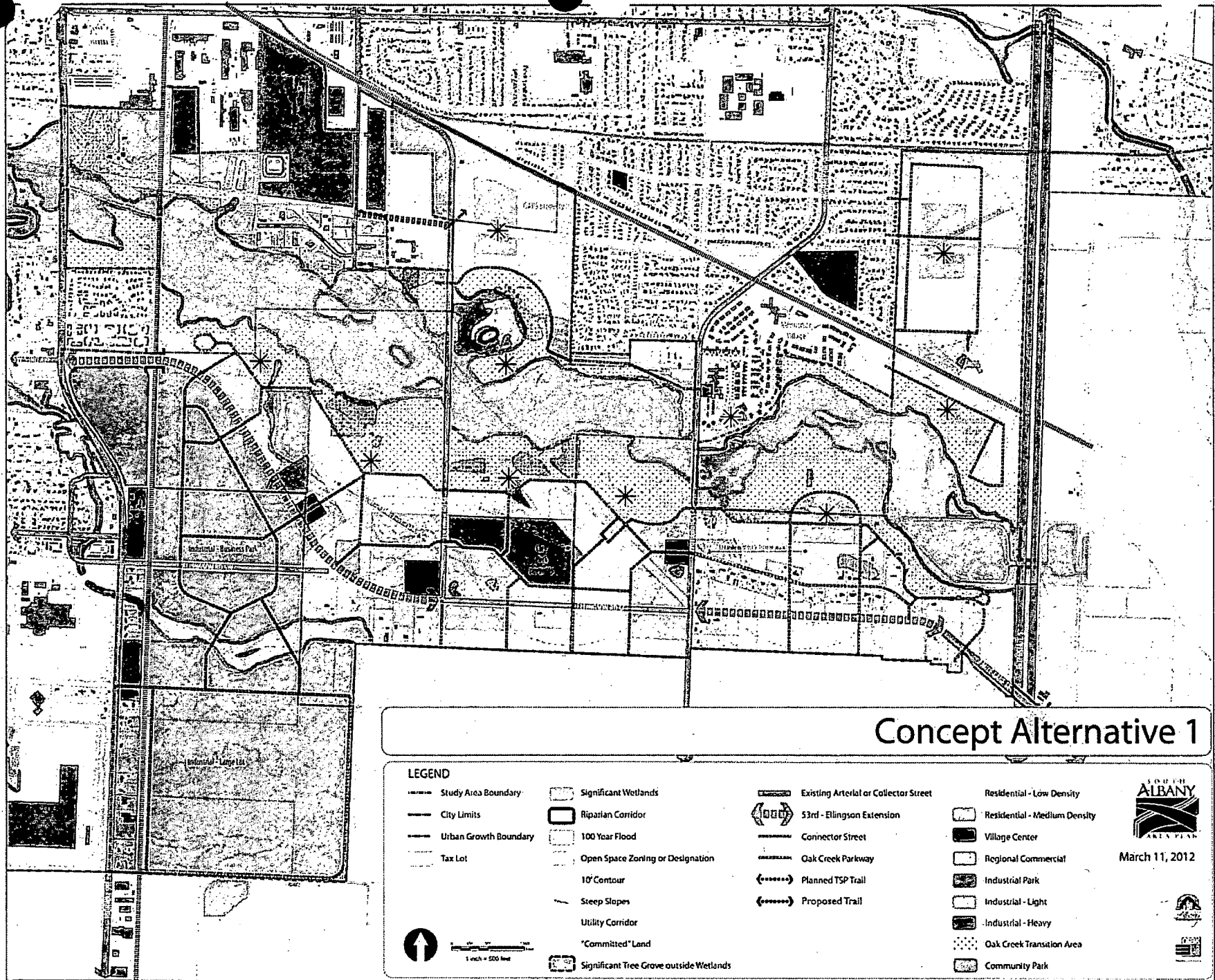
- Roundabouts large enough for trucks, cars, and farm equipment

- Access for emergency vehicles
- Engage Fire District – maybe need a station
- Trails: safe and well lit with a variety of surfaces
- Village Centers at Lochner and Ellingson
  - One at east end of 7 Mile Lane
- More buffer between industrial and residential, not just at 53<sup>rd</sup>
- #6 or #7 parked with park #1
- RR – Industrial OYCC no go for site #2

Section 7—Discussion Group Maps



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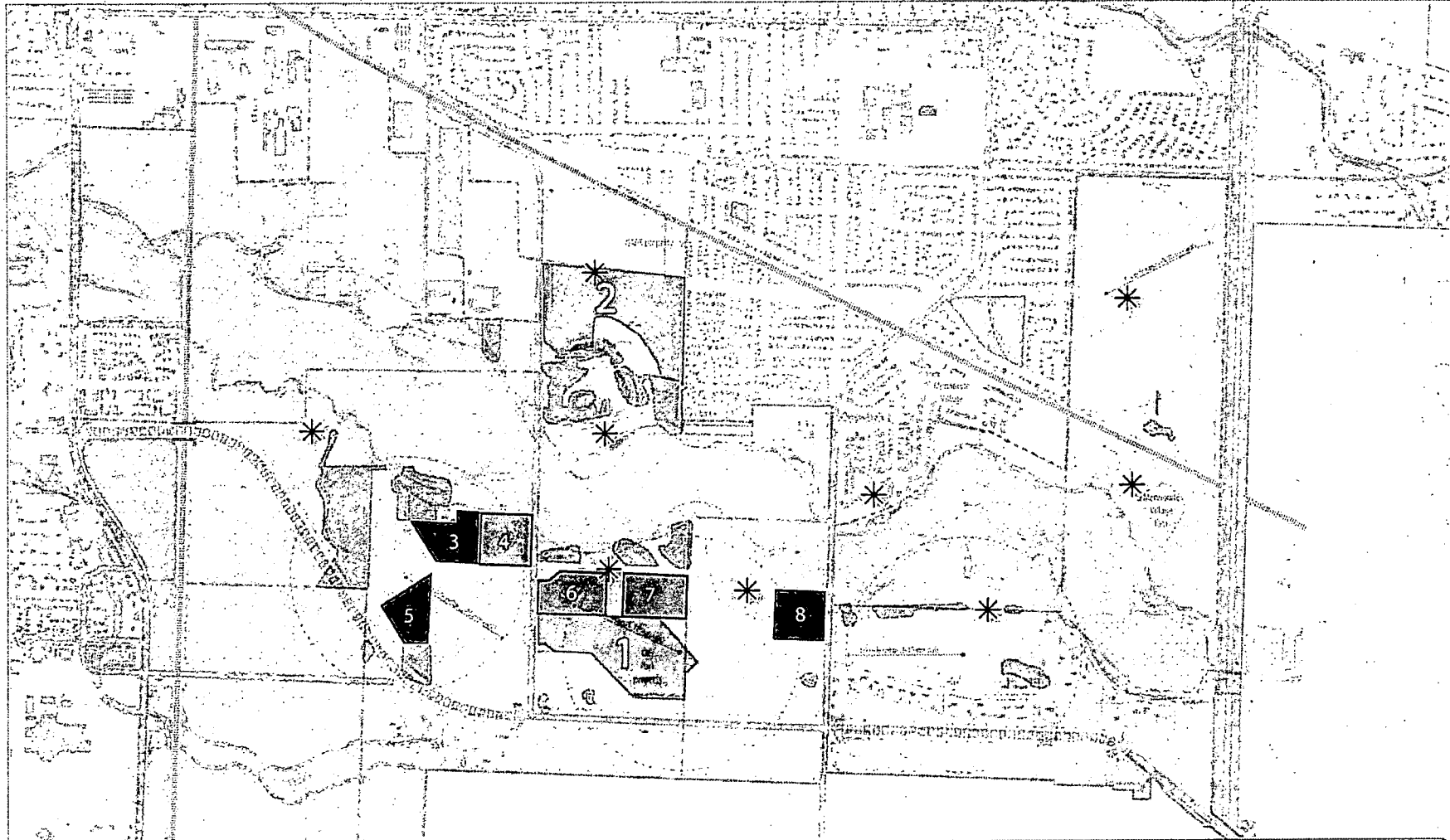
# Concept Alternative 1

**LEGEND**

--- Study Area Boundary	▨ Significant Wetlands	▬ Existing Arterial or Collector Street	▨ Residential - Low Density
— City Limits	▭ Riparian Corridor	⬅ 53rd - Ellingson Extension	▨ Residential - Medium Density
— Urban Growth Boundary	▨ 100 Year Flood	— Connector Street	▨ Village Center
— Tax Lot	▨ Open Space Zoning or Designation	▬ Oak Creek Parkway	▨ Regional Commercial
	— 10' Contour	⬅ Planned TSP Trail	▨ Industrial Park
	— Steep Slopes	⬅ Proposed Trail	▨ Industrial - Light
	— Utility Corridor		▨ Industrial - Heavy
	▨ "Committed" Land		▨ Oak Creek Transition Area
	▨ Significant Tree Grove outside Wetlands		▨ Community Park

**SOUTH ALBANY**  
AREA PLAN  
March 11, 2012

Disclaimer: The information shown in this map is based on GIS data created and sourced by GSA Inc. and is not guaranteed and no warranty is made by the City of Albany. This data is not to be used for planning purposes only.



## Community Park and School - Alternative Sites

**LEGEND**

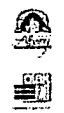
Study Area Boundary	Significant Wetlands	Existing Arterial or Collector Street	Residential
City Limits	Riparian Corridor	S3rd - Ellington Extension	Employment
Urban Growth Boundary	100 Year Flood	Recommended School Site	Regional Commercial
Tax Lot	Open Space Zoning or Designation	Considered School Site	Community Park
	10' Contour		Neighborhood Park/Community Facility
	Steep Slopes		
	Utility Corridor		
	"Committed" Land		
	Significant Tree Grove outside Wetlands		

1 inch = 500 feet

1/4 Mile Neighborhood



March 11, 2012

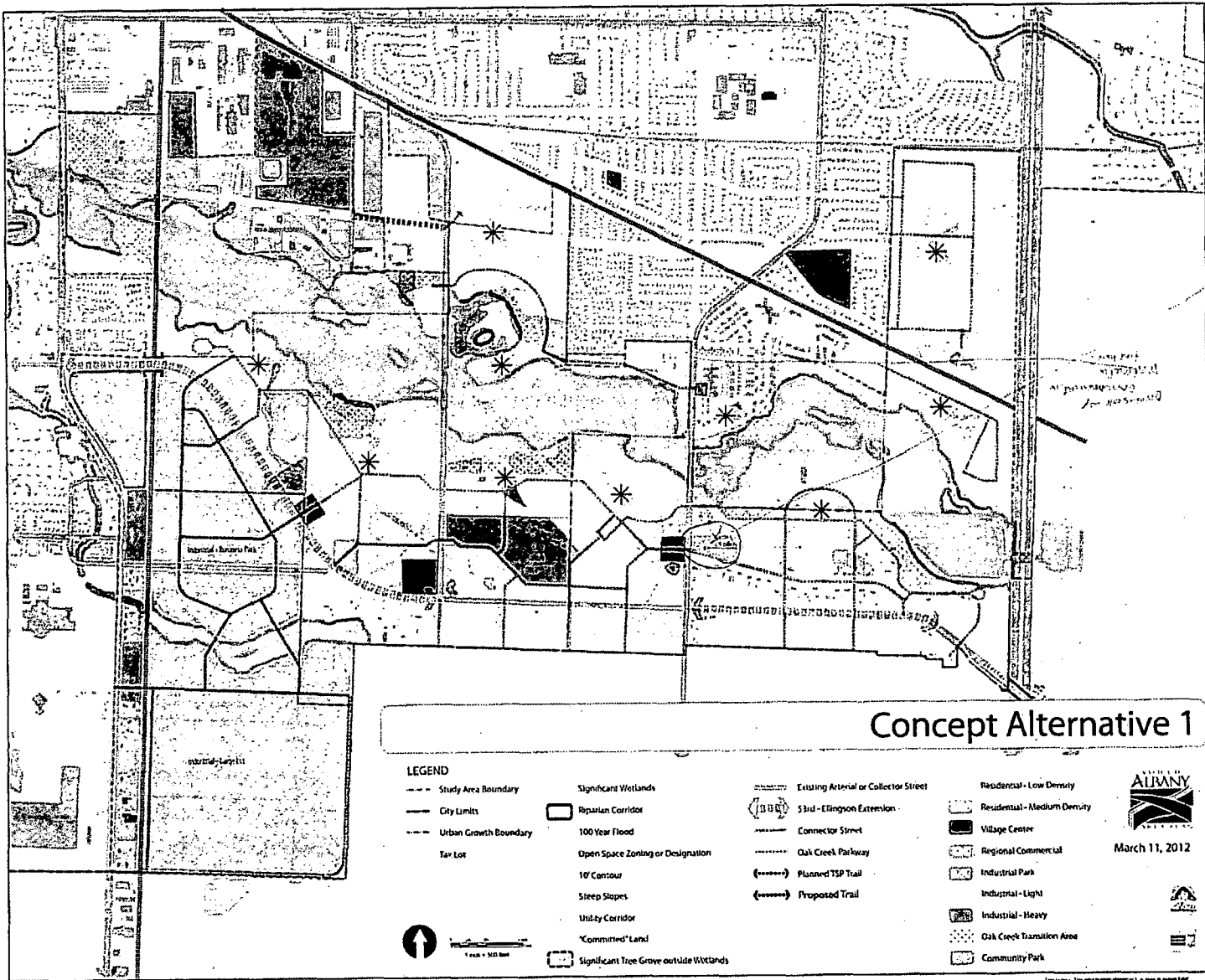


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Section 8—Map Scans



*Stone Center Area (Historic)  
 - Review of infrastructure showing state of planning  
 to be sensitive*



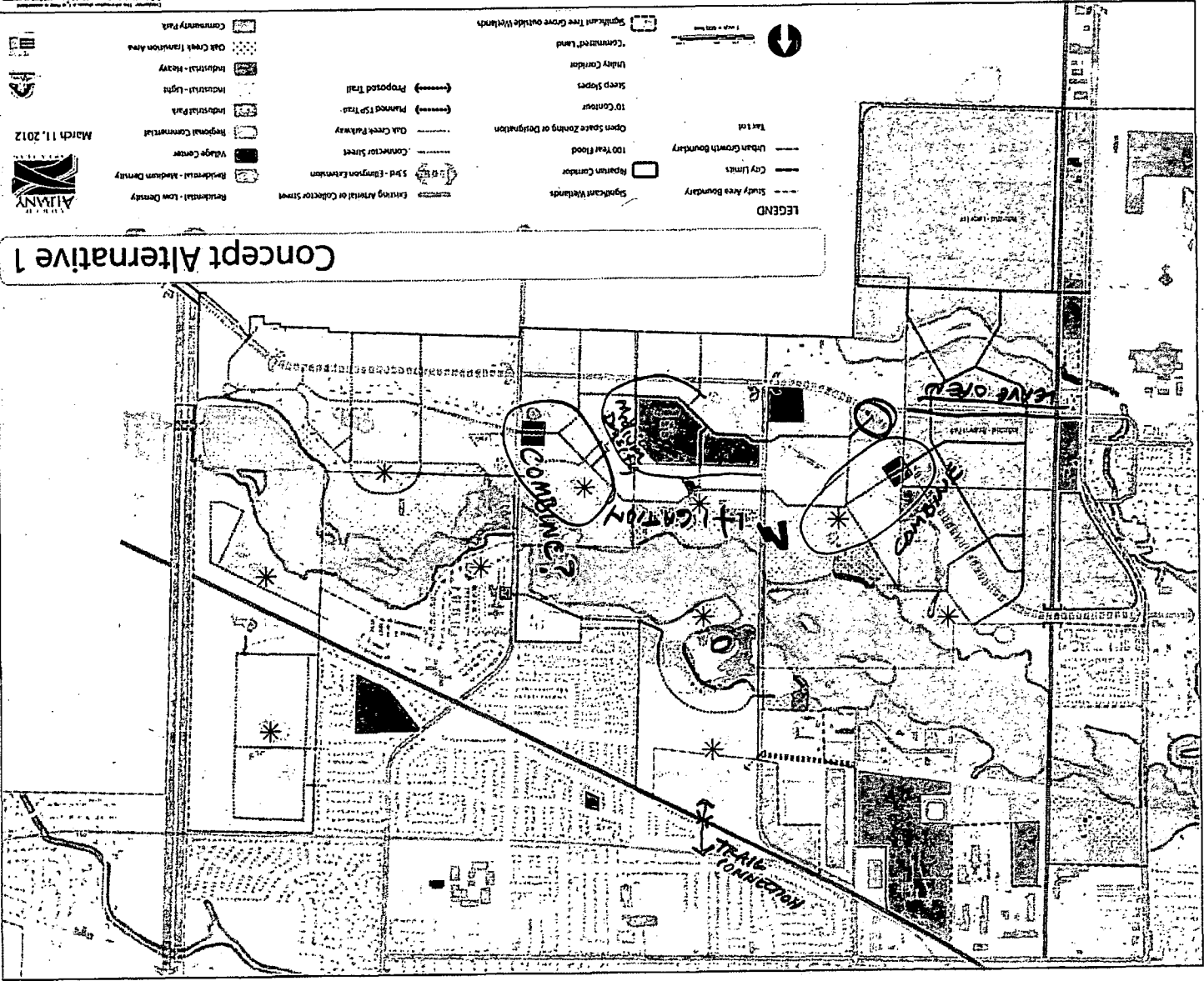
# Concept Alternative 1

**LEGEND**

--- Study Area Boundary	Significant Wetlands	Existing Arterial or Collector Street	Residential - Low Density
--- City Limits	Riparian Corridor	S3rd - Ellingson Extension	Residential - Medium Density
--- Urban Growth Boundary	100 Year Flood	Connector Street	Village Center
Tax Lot	Open Space Zoning or Designation	Oak Creek Parkway	Regional Commercial
	10' Contour	Planned TSP Trail	Industrial Park
	Steep Slopes	Proposed Trail	Industrial - Light
	Utility Corridor		Industrial - Heavy
	*Committed Land		Oak Creek Transition Area
	Significant Tree Grove outside Wetlands		Community Park

March 11, 2012

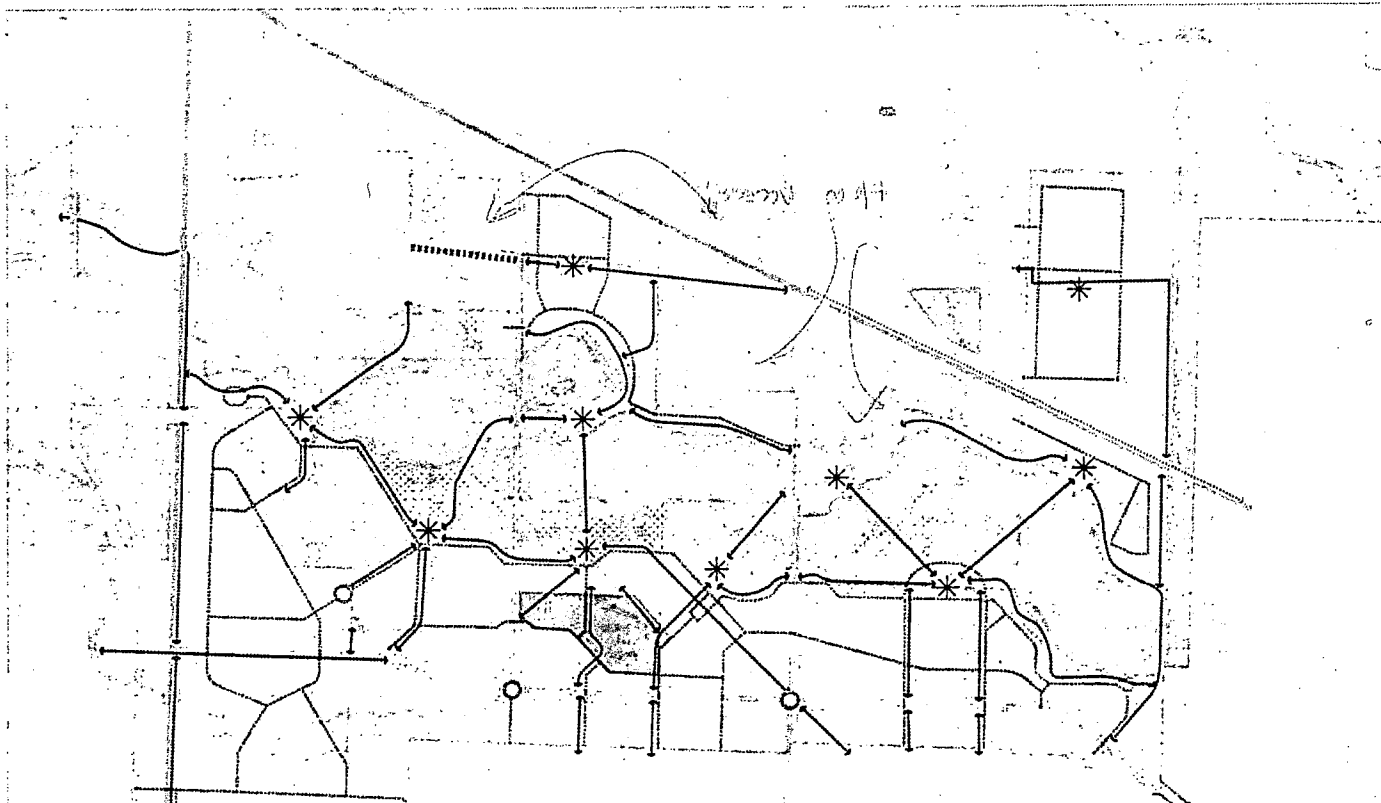
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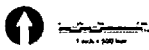
SR 1 HSAMEA



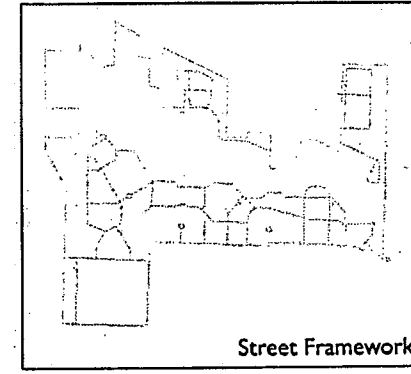
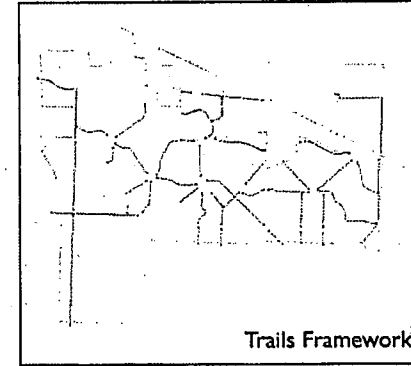
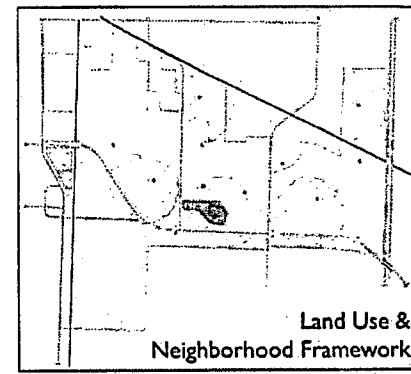
## Land Use, Neighborhood, Trails and Street Framework

### LEGEND

- |  |  |   |   |
|--|--|---|---|
| <ul style="list-style-type: none"> <li>--- Study Area Boundary</li> <li>--- City Limits</li> <li>--- Urban Growth Boundary</li> <li>--- Tax Lot</li> </ul> | <ul style="list-style-type: none"> <li>■ Significant Wetlands</li> <li>□ Riparian Corridor</li> <li>□ 100 Year Flood</li> <li>□ Open Space Zoning or Designation</li> <li>□ 10' Corridor</li> <li>□ Steep Slopes</li> <li>□ Utility Corridor</li> <li>□ "Committed" Land</li> <li>□ Significant Tree Grove outside Wetlands</li> </ul> | <ul style="list-style-type: none"> <li>--- Existing Arterial or Collector Street</li> <li>--- SR1 - Elbany Extension</li> <li>--- Connector Street</li> <li>--- Oak Creek Parkway</li> <li>--- Planned TSP Trail</li> <li>--- Proposed Trail</li> <li>--- Highway Shoulder or Park</li> <li>--- Roundabout</li> </ul> | <ul style="list-style-type: none"> <li>■ Residential</li> <li>■ Employment</li> <li>■ Regional Commercial</li> <li>■ Community Park</li> <li>★ Neighborhood Park/Community Facility</li> <li>■ 1/4 Mile Neighborhood</li> </ul> |
|--|--|---|---|



March 11, 2012





**To:** Heather Hansen  
**From:** Joe Dills, AICP  
**Copies:** David Helton, SAAP Project Team  
**Date:** May 18, 2012  
**Subject:** South Albany Area Plan – Preferred Alternative,  
Final Memorandum  
**Project No.:** 16056

## Overview

The purpose of this memorandum is to describe the approved Preferred Alternative for the South Albany Area Plan (SAAP). This memo fulfills Task 5.5 (Final Revised Project Memorandum #4) of the project scope of work. The graphics referenced in this memorandum are attached as Appendix A.

The “Preferred Alternative” is the result by review of draft alternatives in a five step process:

- Technical and Project Advisory Committee reviews on February 18th and 23rd.
- A Community Workshop on March 13.
- A Joint TAC-PAC meeting on April 12.
- A Joint Planning Commission City Council review on April 23.
- A review of this memorandum by the City, TAC and PAC.

During this review, several issues were identified for Task 6, Implementation. They are noted below in text boxes. This memorandum represents the direction received in the above-listed process, i.e. the Preferred Alternative as approved by the PAC and reviewed/revised in the joint review by the Planning Commission and City Council.

Comments received during review of the draft memorandum are summarized on page 13. A letter from Jamie Stasny of Metropolitan Land Group is attached as Appendix B.

## Description of Preferred Alternative

The following figures comprise the plan set for the SAAP Preferred Alternative (see Appendix A):

- Land Use and Neighborhood Framework
- Street Framework

- Trails Framework
- Land Use Concept
- Community Park and Elementary School Sites

Each of the above are discussed below.

### **Land Use and Neighborhood Framework**

The Land Use and Neighborhood Framework establishes the broad pattern for great neighborhoods, employment growth, and open space in South Albany. With 40-60 years of residential growth capacity in the study area, the clear identification of this framework is essential to fulfilling the project's vision over the long term. The key components of the Land Use and Transportation Framework are described below.

#### **Neighborhoods**

Residential land use is organized into a series of neighborhoods that are approximately a quarter mile from center to edge (a comfortable 5-10 minute walk). The neighborhoods are intended to implement Albany's Great Neighborhoods principles, policies, and standards as tailored to South Albany. Walkable neighborhood design, a variety of housing, local parks and open spaces, and community uses are all part of the vision for the neighborhoods shown on the framework plan.

#### **Neighborhood Focal Points**

Neighborhood focal points are identified as Neighborhood Parks/Community Facilities. The location of these nodes reflects community input indicating the areas near Oak Creek are important for public and open space uses. The Trails Framework illustrates how these focal points are connected with other areas of the plan. Focal points are conceptually located and will serve as guidance during future planning, development review, and plan implementation. During the land use alternatives discussion, participants requested that the next draft of the plan include clarity about which focal points are neighborhood parks, and that some community facilities may be built as part of the Village Centers and the Community Park (see text box below).

***Direction to Task 6 Implementation Work:***

- Further describe the Neighborhood Park/Community Facility focal points, and clarify that some community facilities may be built as part of Village Centers and the Community Park.

#### **Regional Commercial and Employment Areas**

The existing Regional Commercial site (the "piano" property) is shown as part of the framework. Zoning-related land use and design recommendations will be explored later in the process. The lands currently designated as Industrial, and the Urban Reserve site east of the piano property are

designated as employment lands, based on recommendations in the market analysis and support shown by the community in the first public workshop. These job-supporting sites are important to the city as a whole. They also provide local job opportunities that help make South Albany a complete community.

### **Open Spaces**

Oak Creek is a central feature of the framework, both geographically and from a community design perspective. It is envisioned as the “front door” of South Albany – integrated with, and accessible to, the community. The framework shows the various types of open space and resources that have been identified in the process: significant wetlands, riparian corridors, 100-year floodplain, Open Space zoning, utility corridors, and the oak groves. There is an extensive pattern of non-significant wetlands that not shown on the land use framework.

The spatial pattern of the above-listed open spaces, and how they might be linked together, has been considered in preparing the other plans and alternatives in this memorandum.

### **Community Park**

The City of Albany owns 27 acres east of Lochner Road for the purpose of a future community park.

### **Street Framework**

The Street Framework illustrates how the neighborhoods and employment areas of South Albany can be connected by future streets. The framework includes arterial, collector and “connector” streets – additional local streets will be included but are not shown at the framework level.

Key features of the Street Framework include:

- The arterial and collector streets (Highway 99E, 53<sup>rd</sup>-Ellingson Roads, Lochner Road, and Columbus Street are planned per the recommendations in Albany’s Transportation System Plan (TSP).
- Transportation system improvements outside of the study area are also planned per the recommendations of the TSP.
- All connector streets and intersections on the framework are conceptual and guiding. They are the recommended corridors and “point A to point B” connections for the plan. They have been drawn to implement the vision and plan objectives for South Albany, linking land use, transportation and open space. Site-specific location and design of these streets will be determined in future planning and development review.
- The connectors on the Street Framework Concept are assumed to be two lane streets.

- Two east-west connectors are provided between Ellingson Road and Oak Creek. These two-lane streets provide parallel routes to Ellingson Road and inter-neighborhood connectivity. They connect important designations in each of the neighborhoods: neighborhood focal points, village centers, the community park, Seven Mile Lane, etc.
- The connector street that parallels Oak Creek on the creek's south side is Oak Creek Parkway. This two lane street connects five neighborhood focal points. It is the southern edge of the Oak Creek Transition Area. Where feasible, it will be an actual physical edge to the flood plain, or other undeveloped parts of the Oak Creek Greenway – this is intended as recommended and guiding, not mandatory.
- The minimum intersection spacing along Lochner Road and Columbus Street is 800 feet.
- A Lochner Road to Columbus Street connection is made north of Oak Creek, consistent with the TSP. This street is purposefully shown north of the Gerig historic home site – this property is an opportunity for a history museum or other use honoring its past. The potential street connection should support, not negatively impact, this site.
- In the Employment areas south of Ellingson Road, a series of loop connections north of the open space indicates a street pattern supportive of a business park. For the PepsiCo property, the perimeter street pattern is intended as supportive of larger lot industrial uses.
- The minimum intersection spacing along Ellingson Road is a key issue requiring further study, as discussed below.

#### **Ellingson Road Intersections**

After discussing several alternatives and issues related to the intersections along Ellingson Road, the PAC approved the following intersections for further study (see Street Framework):

- Roundabouts at Columbus/Ellingson, Lochner/Ellingson, and west of Lochner at the entrance to the Business Park;
- Full movement (stop controlled) intersections located approximately half way between Lochner Road and Columbus Avenue on Ellingson;
- Right-in/right-out intersections at six other locations along Ellingson Road.

The above-described intersections represent a balance of mobility, accessibility, connectivity, and multi-modal issues. Between the roundabout and full access intersections, Ellingson Road is planned to have a planted median.

***Direction to Task 6 Implementation Work:***

- Evaluate the option of one less intersection between Columbus and Lochner during the transportation analysis. The evaluation will comment on the influence of the Community Park site on intersections between Columbus and Lochner. The evaluation will also consider connectivity, turning movements, costs, pedestrian needs, and placement of intersections.
- Evaluate the segment of Oak Creek Parkway just west of Columbus, looking at whether to keep it as a street or change it to a pedestrian-only connection, or some combination of the two.
- Describe the intersection locations and types for the intersections along Lochner and Columbus.
- Provide additional information regarding the proposed roundabouts. Land requirements should be evaluated. Note: roundabouts in South Albany should be larger than the one in North Albany – it is undersized.
- Coordinate further with ODOT Rail to inform the City's proposals on the number and type of rail crossings to be included in the SAAP and Albany Transportation System Plan. The three crossings shown on the Street Framework are preliminary. The final number and types of crossings is contingent upon further work and coordination with ODOT. The transportation analysis will be used to examine local connectivity, capacity, and emergency access together with state policy on limiting rail crossings.
- Describe, generally, the intended type of crossings (e.g. open bottom culvert) of the tributary road crossings north of the PepsiCo property.

## **Trails Framework**

One of the key outcomes of the first community workshop was the strong support for trails in South Albany. The Trails Framework combines this vision with the Land Use and Streets Frameworks to create a network of trails and support the goal of a walkable community. Specific trail elements include:

- Trail connections between all key destinations and focal points within the study area, forming a network of direct and convenient routes for walking.
- Trails lead to: neighborhood parks, a future elementary school site, the community park, Oak Creek, the Gerig historic property, the oak groves, the village centers, the freeway lakes, Mennonite Village (present and future phases), and employment lands.
- The trail network provides opportunities for varying loops ranging from a 10 minute stroll within a neighborhood to a 4-mile hike encircling Oak Creek.
- All trails from the Transportation System Plan (TSP) are included, including the Oak Creek trail. The TSP routes are supplemented by many other trails, both on-street and off-street.
- Trails are planned within the power line rights-of-way.



- The trails shown paralleling the railroad rights-of-way are assumed to be: outside of the right-of-way; fenced from the railroad, and buffered from adjacent land uses.
- The trail connection at Highway 99E near Oak Creek (northwest corner of study area) is an opportunity for an undercrossing at the Oak Creek bridge.

***Direction to Task 6 Implementation Work:***

- “Classify” the trails into types so it is clear which are part of the Transportation System Plan, and which are hard versus soft surface.
- Evaluate the number of Oak Creek crossings, specifically whether they should be reduced. Use existing bridges to substitute for some new crossings.
- Describe the character of the trails that cross Oak Creek, i.e. whether any boardwalks, small pedestrian bridges, etc. are involved. This may be subject to future planning and field location at time of development – the SAAP should establish an initial concept.

## **Land Use Concept**

The Land Use Concept uses the above-described framework plans and adds land use in form of neighborhood centers, medium density residential, low density residential, industrial park (large lot and business park), light industrial, heavy industrial, regional commercial, and neighborhood commercial. In addition, an overlay called the “Oak Creek Transition Area” is included. For the purposes of housing and population estimates, the Land Use Concept is assumed to have 75 percent of its non-significant wetlands mitigated and developed.

The Land Use Concept shows broad patterns of land use integrated with transportation. In the next task of the project, implementing regulations and guidelines will be prepared. These may include changes to existing zoning, cluster development options, planned developments, etc.

### **Residential – Low Density**

This designation provides a variety of low density detached and attached (duplexes) housing types at approximately five dwellings per acre. Approximately 65 percent of dwelling units would be low density, occupying approximately 78 percent of buildable residential land.

Example uses: single family homes, cottage homes, duplexes

### **Residential – Medium Density**

This designation provides a variety of detached and attached housing types. The maximum density for apartments would be set at 20 dwelling units per acre, per the market analysis. The average density across all housing types would be 12.7 dwelling units per acre. Approximately 35 percent of dwelling units would be medium density, occupying approximately 22 percent of buildable residential land.

Example uses: cottage homes, tri-plexes, townhomes, apartments, condominiums, live-work units

### **Neighborhood Centers**

This designation is an adaptation of the village center designation in the Albany Comprehensive Plan. The neighborhood centers are intended for neighborhood serving retail, personal services, and community uses. Medium density residential is located adjacent to the centers to activate them with people, organize the housing choices, meet housing needs identified in the market study, and support future transit. The neighborhood centers comprise a total of 10 acres, in three locations. These centers were originally called village centers on the plan, but the City Council and Planning Commission directed that they be called neighborhood centers to recognize their small size of 3-5 acres.

Example uses: grocery store, coffee shop, day care, civic center, library

The neighborhood center locations include:

- A one-acre center at Mennonite Village.
- A 3-5 acre center (drawn as 4 acres) on the west side of Columbus Avenue across from the current intersection with Seven Mile Lane.
- A 3-5 center (drawn as 5 acres) at the northwest quadrant of intersection of Lochner Road and Ellingson Road.

#### ***Direction to Task 6 Implementation Work:***

- Explore how/whether there is flexibility in detailed location of the Neighborhood Centers. Can they be “shaped” as part of future development plans and how does that work with the zoning?

### **Neighborhood Commercial**

Properties currently zoned neighborhood commercial along Highway 99E are shown as neighborhood commercial on the alternatives.

Example uses: retail serving nearby businesses, Linn-Benton Community College, and neighborhoods west of Highway 99E

### **Regional Commercial**

The 36-acre “piano” property is currently zoned Regional Commercial and shown as such on the alternatives.

Example uses: large format retail, regional shopping center, residential above or attached to a business

For this memorandum, the uses and development standards of RC sites are not addressed. They will be discussed in Task 6 of the project.

### **Industrial Uses**

#### **Industrial-Large Lot**

This designation reflects the market analysis recommendation to provide large lot sites for industrial uses. The concept is to retain the same or similar zoning as the current Industrial Park designation. While large lot industrial is a need, it is assumed flexibility would be retained to locate a range of employment uses in this area.

Example uses: manufacturing, regional warehousing

#### **Industrial-Business Park**

This designation is consistent with the market analysis findings for light industrial uses and medium sized sites in the area. Located south of the 53rd Extension, the site is a logical addition to the employment-oriented land on the west side of the study area. The business park would be a more compatible neighbor to the adjacent neighborhoods than other industrial uses. Development would have more of a campus setting than other industrial areas. It should be designed to create flexibility for parcels to be combined or divided to accommodate a diversity of users.

Example uses: assembly and light manufacturing within enclosed buildings, flex space, offices

#### **Industrial-Light and Heavy**

The pattern of Light Industrial and Heavy Industrial zoning has been included on the alternatives.

Example uses: manufacturing

### **Compatibility Measures**

The following are initial ideas for promoting compatibility between the industrial properties and adjacent areas:

- a. Continue the City's current development review practices for conditional uses and review for environmental performance for some industrial uses.
- b. Establish design guidelines for the east edge of the Industrial-Business Park site so it has appropriate landscaping, signage, building design, and other features.
- c. To the extent possible, locate mitigation sites and stormwater features in the areas between industrial use and other uses to create a green buffer.
- d. Increase setbacks when adjacent to residential uses.

- e. Promote “good neighbor agreements” that are based on dialogue between area businesses and their neighborhoods. This is a non-regulatory approach intended to identify compatibility ideas based on a working relationship between industry and the community.

#### **Land Uses East of Lochner Road and North of Oak Creek**

Land uses were evaluated in this area in the context of a potential realignment of Lochner Road. After further review, the realignment was eliminated from further consideration, but several land use concepts were expressed by participants. The following ideas were discussed:

- GAPS representatives have stated they do not have plans for a school at their property east of Lochner Road, north of the power lines.
- The GAPS property is along the rail road and could support a rail spur.
- Given the adjacent industrial uses and rail line, light industrial or industrial park is appropriate for the GAPS property, with compatibility measures to ensure compatibility with adjacent residential areas.
- The historic Gerig farm is located south of the power lines. It is appropriate for low density residential uses, with an ample buffer between new development and the home and other historic buildings. The property would also be appropriate for an open space use as well.

#### ***Direction to Task 6 Implementation Work:***

- Designate the GAPS property north of the power lines along Lochner Road as light industrial.
- Designate the Gerig property south of the power lines along Lochner Road as low density residential.

#### **Community Park**

The City-owned community park site is included on the plan. Per the Albany Park and Recreation Masterplan, this site is planned “...to provide space for other facilities (soccer/football fields, skate park) and to make certain facilities (picnic pavilion, community scale play area) more geographically accessible to residents living in this part of the City.”

Example uses: sports fields, skatepark

#### **Oak Creek Transition Area**

An “Oak Creek Transition Area” is shown on the Land Use Concept. Several key findings from Tasks 1-3 support this recommendation. They are:

- The vision statement cites Oak Creek as the “front yard” of the community.

- An “Oak Creek Greenway” is identified in the plan objectives. The Greenway is intended as integrating public and private open space, providing multiple benefits, being physically and visually accessible, having a multitude of public connections at its edge, including continuous east-west pathways, and connecting north-south pathways.
- The “edge” of buildable land versus unbuildable land is not a hard edge that can be mapped with certainty. It will be highly influenced by future wetland delineations, and state and federal decisions regarding permitting of wetland modifications and mitigation. On the ground, the process of site specific design and permitting – with resultant establishment of the Oak Creek Greenway design – will occur over many, many years.
- There are challenges to integrated planning, such as (a) protecting natural resources versus economic use of property, (b) the reality of multiple property ownership spread over a large area, and, (c) both private companies and public agencies may have plans and policies that potentially conflict with the SAAP.

Given the above, the plan seeks to create a balance of: (1) certainty for the vision for Oak Creek; and, (2) flexibility to address unknowns and long term implementation. The Oak Creek Transition Area is the proposed concept and tool to strike that balance. The Transition Area includes approximately 63 acres of land outside of constrained lands (e.g. Open Space zoning, significant wetlands).

The following describes the proposed Oak Creek Transition Area:

- a. Purpose - The purpose of the Oak Creek Transition Area is to guide development review and more detailed planning for the transitional edge of the Oak Creek Greenway. The Greenway is intended to integrate open space areas, both public and private, near Oak Creek. Per the Plan Objectives, the Greenway will:
  - Be the centerpiece of the South Albany open space system, providing multiple benefits: wetland protection and mitigation, habitat, flood storage, pathways, recreation, archaeological and historic resources, environmental education, and visual identity for the area;
  - Be South Albany’s “front yard” - physically and visually accessible to adjacent development;
  - Include “Oak Creek Parkway” (an east-west street), and other public uses;
  - Include a continuous east-west pathway, and other pathways that connect north and south to community destinations; and
  - Have a multitude of public connection (parks, trails, trailheads, visual, etc.) between “Oak Creek Parkway” (an east-west street) and the public edge of the Greenway.

- b. Preferred Uses - The Transition Area is the preferred location for neighborhood parks, community facilities, the elementary school, wetland mitigation areas, storm-water facilities, community gardens, and other community-oriented and open space uses.
- c. Uses in Base Zone Permitted - The “preferred” uses listed above are guiding, not binding. In addition to the preferred uses, the transition area may be developed for uses permitted by the base zoning, where development is allowed by the comprehensive plan, development code, and state/federal permitting. All development would be required to meet the City’s standards and design guidelines.
- d. Design Review - All development in the transition area would undergo design review. A new Transition Area Overlay or similar tool would be created. Design review would ensure that the purposes of the Greenway are met by proposed development. The standards and guidelines would ensure that development does not “wall off” Oak Creek. Industrial and other non-neighborhood areas will be addressed on a case-by-case basis, with standards and guidelines tailored to their needs.
- e. Oak Creek Parkway - The east-west connector street south of Oak Creek is Oak Creek Parkway. The alignment shown is conceptual – the specific alignment will be established in future planning or development review. It is preferred, but not mandatory, that the Parkway be located at the interface of the developed area and open area. This will place residential and other neighborhood uses to the south of the Parkway and the “preferred” open space and community uses listed above to the north.
- f. Oak Creek Trail - A continuous east-west pathway is planned to parallel Oak Creek within the transition area. Other trails will also be provided per the Trails Framework Concept.
- g. Historic and Archeological Resources - Historic resources, such as the Gerig home site, are included in the transition area to assist with their preservation as an honored part of the area’s heritage and integrated part of its future. The Transition Area also encompasses much of the area with potential for archeological resources.

In addition to the design review recommended above, Annexation Agreements may also be used to help achieve the vision for Oak Creek. Annexation agreements are a tool used by the City to ensure that the proposed annexation is in the public interest. The terms of annexation agreements may include, but are not limited to, dedication of land for future public facilities, construction of public improvements, waiver of compensation claims, or other commitments and public benefits deemed valuable to the City of Albany. The agreement is recorded as a covenant running with the land.

The key to long term success for the Oak Creek vision is that it does not rely solely on regulation. There should be a combined, collaborative effort of public investments, land owner initiatives, pilot

projects, wetland banking/coordinated permitting, and community involvement that collectively help implement the plan.

***Direction to Task 6 Implementation Work:***

- Prepare draft Comprehensive Plan policies and zoning to implement the Oak Creek Transition Area concept. Provide text of discretionary review criteria and/or standards so the TAC and PAC can examine how much flexibility there will be, and how “balancing” decisions are made.

### **Community Park and Elementary School Sites**

Two sites for a future community park were evaluated. The community park site shown on the Community Park and Elementary School Plan is the “preferred site” for purposes of the SAAP. A second site is shown as an asterisk on the plan.

The preferred community park site (aka Site 1) is the city’s existing 27-acre site east of Lochner Road. This property has several assets: it is in public ownership, flat, and has good access from Lochner Road. Adjacent lands are currently undeveloped, but would eventually be residential and a village center. It could be “co-located” with future community facilities in the area: an elementary school; fire station; and water reservoir. At 27 acres, Site 1 is a relatively large individual use within its neighborhood. It would provide a signature open space – slightly over-scaled in a neighborhood setting. After extensive discussion, it was determined to utilize this site in the SAAP because it is already owned by the City and has the above-described advantages.

The alternative site (aka Site 2) is located north of Oak Creek along Lochner Road. This property is also flat and has good access from Lochner Road. It is privately owned (Irwin Gehrig). Adjacent uses are residential (east), vacant (north, the GAPS property), and industrial/youth correction center (west). The presence of the historic Gerig home site creates a unique opportunity to combine the community park with the historic site. A history museum or “living farm” could be located adjacent to the park, expanding its attraction and perceived acreage. The utility corridor at the north end of Site 2 provides a trail connection over to Columbus Street. While this alternative is not the “preferred” community park site in the SAAP, it is recognized as a future option.

An elementary school is part of the future land uses anticipated for South Albany. One elementary is potentially needed within the 20-year time, and a second may be needed for growth beyond the 20-year timeframe. Eight potential alternative sites were evaluated. The sites shown on the Community Park and Elementary School Plan provide the best implementation of the Oak Creek Transition Area concept and are therefore labeled as recommended. Good access to the transportation system and adjacent neighborhoods are important considerations for the school site.

**Direction to Task 6 Implementation Work:**

- Community Park Site 1 is the site to be included in the SAAP. Community Park Site 2 was an alternative considered during the process but not favored by a majority of participants. It could be considered in the future by the City if a specific proposal is brought forward.
- Community Park 2 will be indicated on the plans with an asterisk symbol and note.
- In the SAAP Plan report, describe the preference to locate future schools within the Oak Creek Transition Area and that the three sites shown were the ones favored by most participants. Be clear that the school sites are guiding, not binding, on GAPS.

**Comments Received On This Memorandum**

Two comments were received and are summarized below:

*Ron Litwiller, Mennonite Village (email dated May 4, 2012)* commented: “Thanks for the updated SAAP document. I appreciate the revisions. One I was expecting to see was the elimination of a connector road north of Oak Creek. I did see the comment that the “streets and intersections are conceptual and guiding” however, with the school not likely to be built on the current GAPS property it seems that the huge expense of a street and the wetlands disruption between Columbus and Lochner would not be appropriate. A proposed road still shows up on the maps also.

I think the trail map looks better. The crossing of Oak Creek near Columbus fits our planning well. The second proposed crossing closer to I5 and the railroad would also fit into our plans. Thanks for the good work.”

The street referenced above is being reviewed as part of the transportation analysis, which also includes a review of the trails.

*Jamie Stasny, Metropolitan Land Group (email and letter dated May 11, 2012, attached as Appendix B)* – in sum, the comments are:

- The Neighborhood Center (NC) designation on the MLG property adjacent to Columbus is too large. The 5 acre designation should be 2-3 acres to be more feasible.
- New language for the NC zoning should include flexibility similar to the current Village Center provisions. Specifically, MLG would like the option to not include commercial development. Their concern is related to development flexibility generally, and the location of the NC site along Columbus where initial development needs to occur.

The size of the center and draft zoning are being reviewed and will be part of the materials provided to the TAC and PAC in June.



*Heather Hansen*

*South Albany Area Plan – Preferred Alternative*

*Page 14*

*May 18, 2012*

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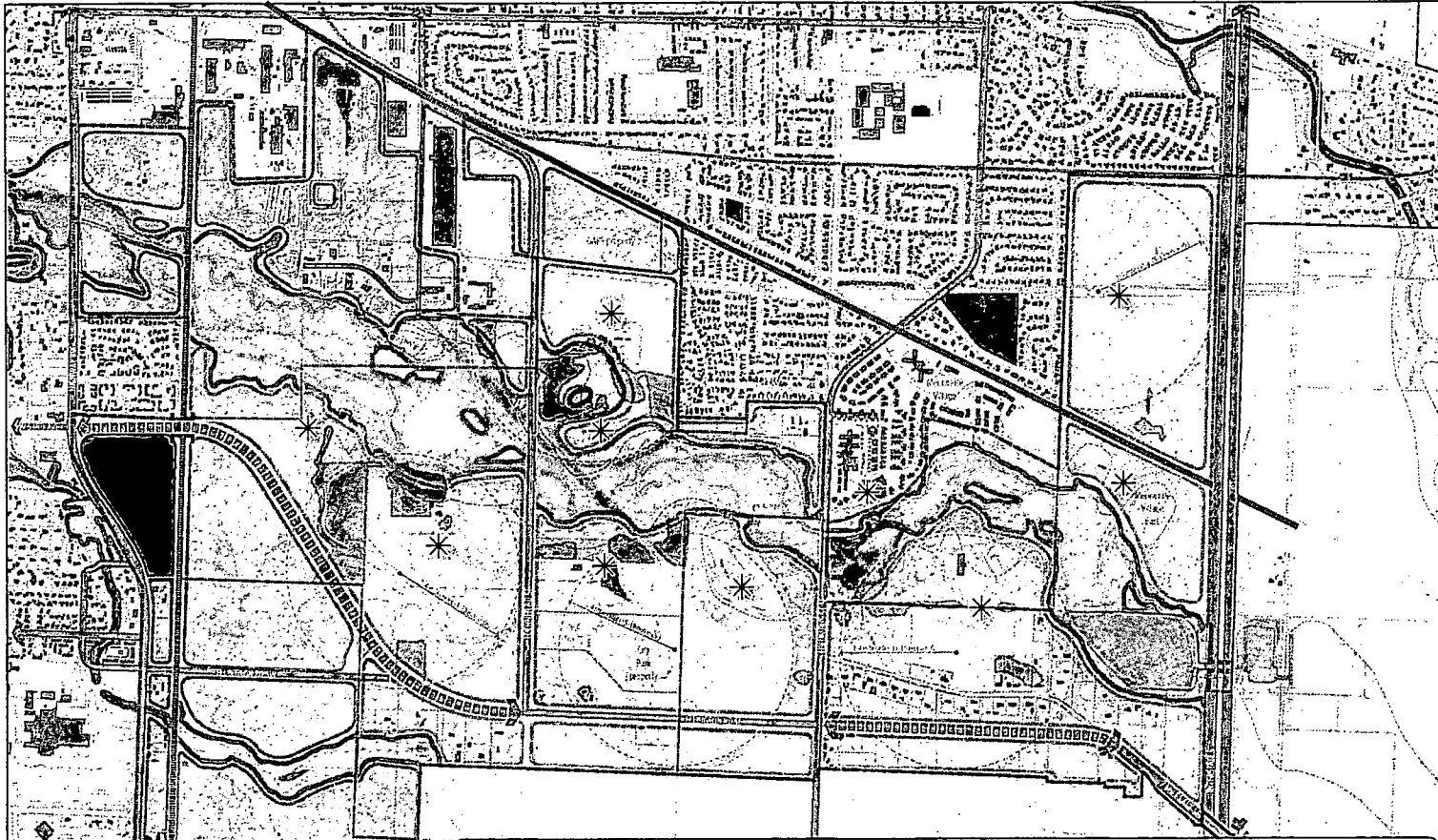
**Appendix A**

**Preferred Alternative Plan Set**

*Heather Hansen*  
*South Albany Area Plan – Preferred Alternative*

*Page 16*  
*May 18, 2012*

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## Land Use and Neighborhood Framework

### LEGEND

- Study Area Boundary
- City Limits
- Urban Growth Boundary
- Tax Lot
- Significant Wetlands
- Riparian Corridor
- 100 Year Flood
- Open Space Zoning or Designation
- 10' Contour
- Steep Slopes
- Utility Corridor
- "Committed" Land
- Significant Tree Grove outside Wetlands

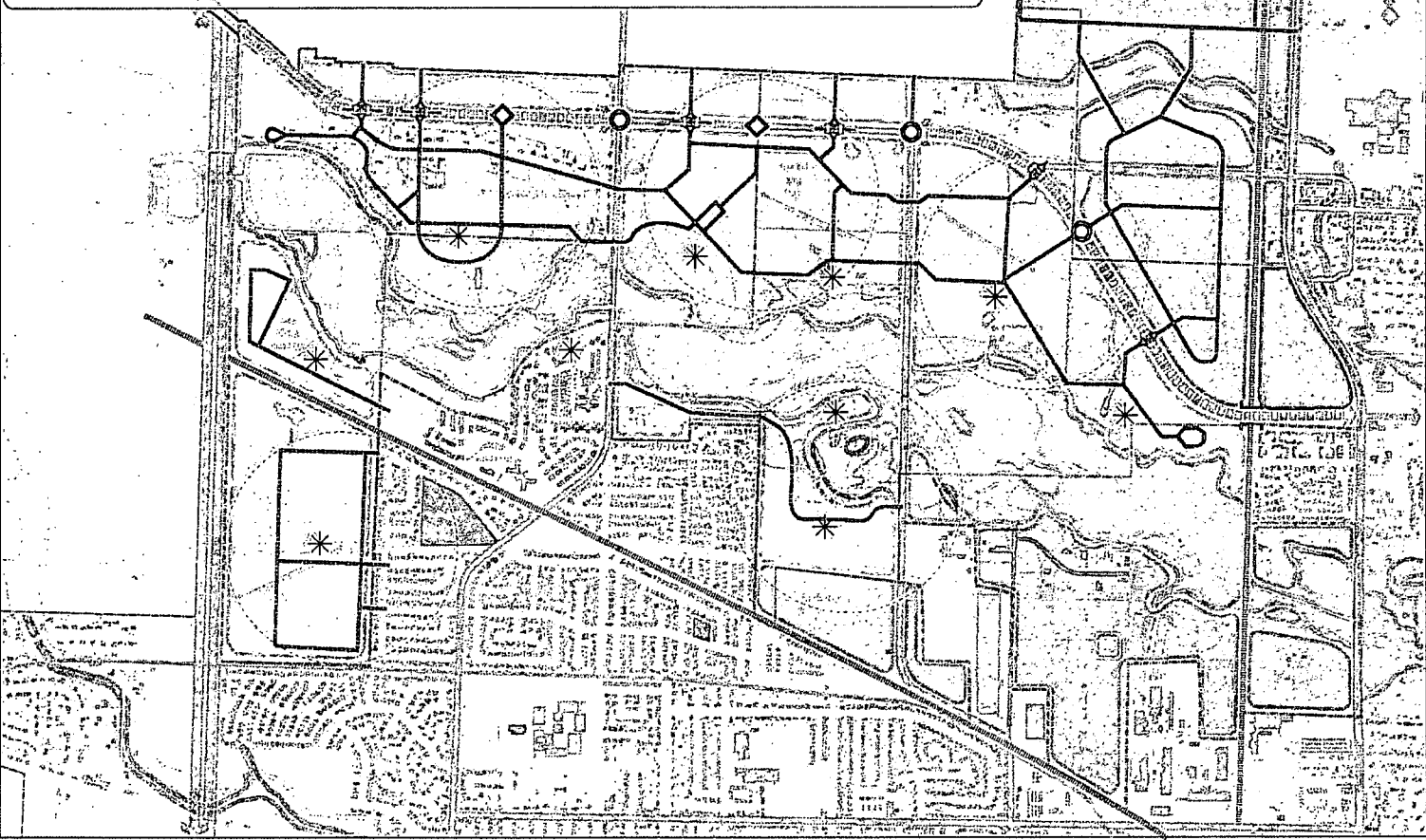
- Residential
- Employment
- Regional Commercial
- Community Park
- Neighborhood Park/Community Facility



Preferred Alternative  
May 3, 2012



# Street Framework



**LEGEND**

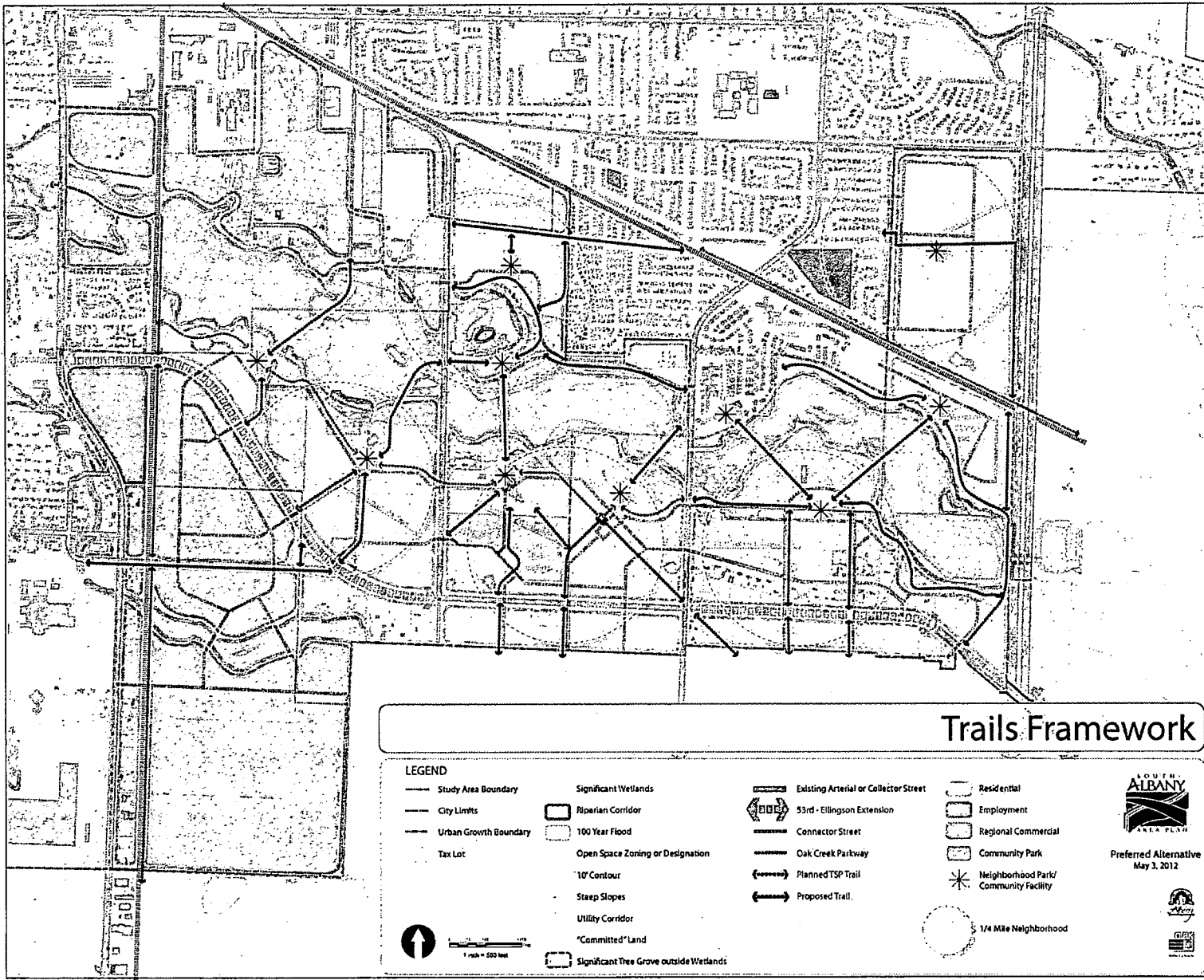
- Study Area Boundary
- City Limits
- Urban Growth Boundary
- Tax Lot
- Significant Wetlands
- Repair Corridor
- 100 Year Flood
- Open Space Zoning or Designation
- 10' Contour
- Sleep Slopes
- Utility Corridor
- 'Committed' Land
- Significant Tree Grove outside Wetlands
- Existing Arterial or Collector Street
- Said - Ellington Extension
- Connector Street
- Oak Creek Parkway
- Roundabout
- Right-of-Way-Only with Median and Pedestrian Crossing
- Full Access with Stop Control and Turn Lanes
- Residential
- Employment
- Regional Commercial
- Community Park
- Neighborhood Park/Community Facility
- 1/4 Mile Neighborhood

Scale: 1 inch = 100 feet

ALBANY AREA PLAN  
Preferred Alternative  
May 3, 2012

City of Albany, Albany Area Plan, Albany, New York  
City of Albany, Albany Area Plan, Albany, New York  
City of Albany, Albany Area Plan, Albany, New York

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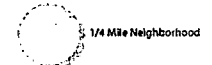
# Trails Framework

## LEGEND

- |                         |   |                                       |                                      |
|-------------------------|---|---------------------------------------|--------------------------------------|
| — Study Area Boundary   | Significant Wetlands                    | Existing Arterial or Collector Street | Residential                          |
| — City Limits           | Riparian Corridor                       | 53rd - Ellingson Extension            | Employment                           |
| — Urban Growth Boundary | 100 Year Flood                          | Connector Street                      | Regional Commercial                  |
| Tax Lot                 | Open Space Zoning or Designation        | Oak Creek Parkway                     | Community Park                       |
|                         | 10' Contour                             | Planned TSP Trail                     | Neighborhood Park/Community Facility |
|                         | Steep Slopes                            | Proposed Trail                        |                                      |
|                         | Utility Corridor                        |                                       |                                      |
|                         | 'Committed' Land                        |                                       |                                      |
|                         | Significant Tree Grove outside Wetlands |                                       |                                      |

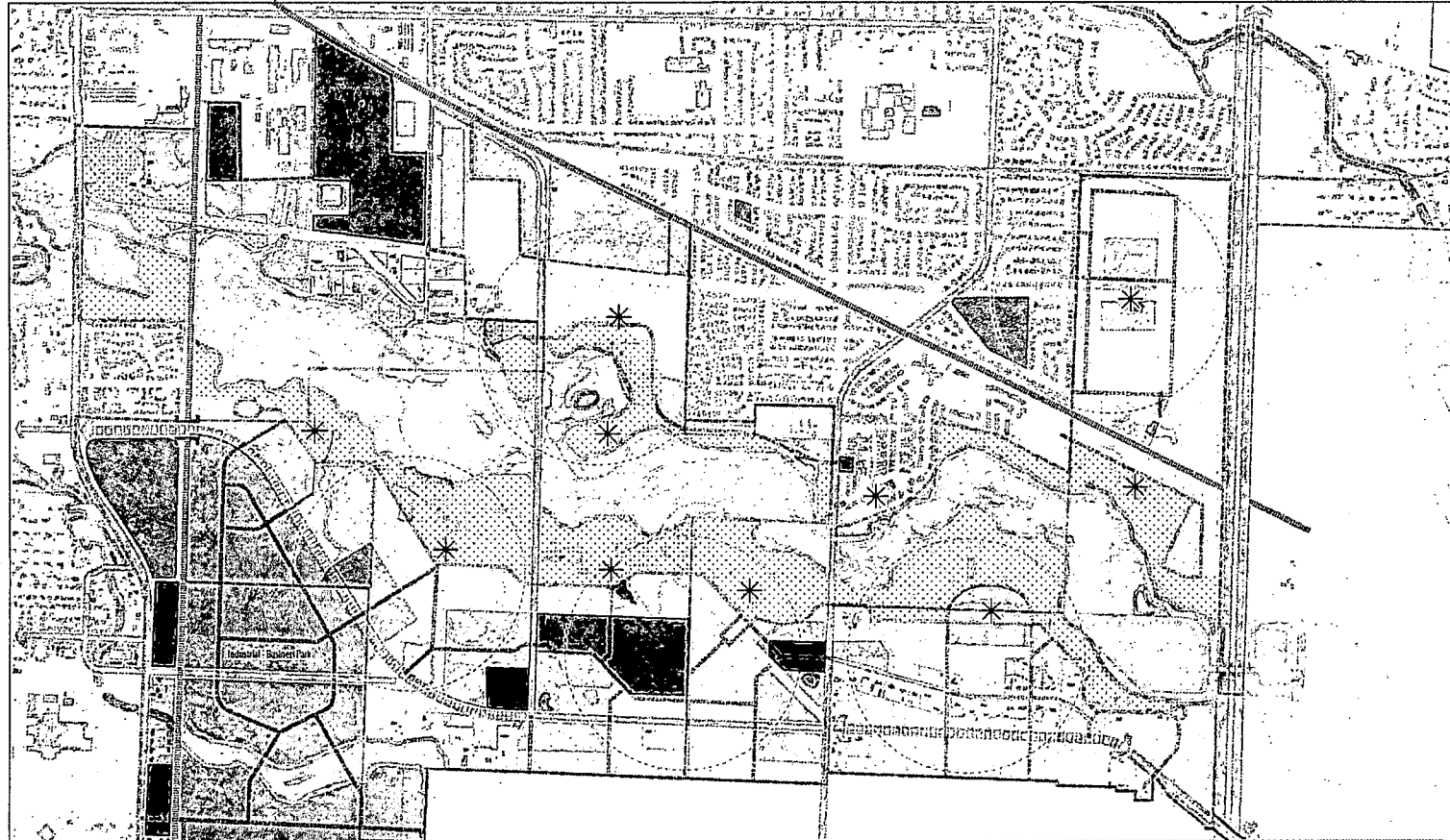


Preferred Alternative  
May 3, 2012



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This plan and the information shown on it are for informational purposes only. It is not intended to be used as a legal document. The information shown on this plan is based on the best available data as of the date of preparation. The user assumes all liability for any errors or omissions. The user assumes all liability for any errors or omissions.



## Land Use Concept

### LEGEND

Study Area Boundary	Significant Wetlands	Existing Arterial or Collector Street	Residential - Low Density
City Limits	Riparian Corridor	53rd - Ellington Extension	Residential - Medium Density
Urban Growth Boundary	100 Year Flood	Connector Street	Neighborhood Center
Tax Lot	Open Space Zoning or Designation	Oak Creek Parkway	Regional Commercial
	10' Contour		Neighborhood Commercial
	Steep Slopes		Industrial Park
	Utility Corridor		Industrial - Light
	"Committed" Land		Industrial - Heavy
	Significant Tree Grove outside Wetlands		Oak Creek Transition Area
			Community Park

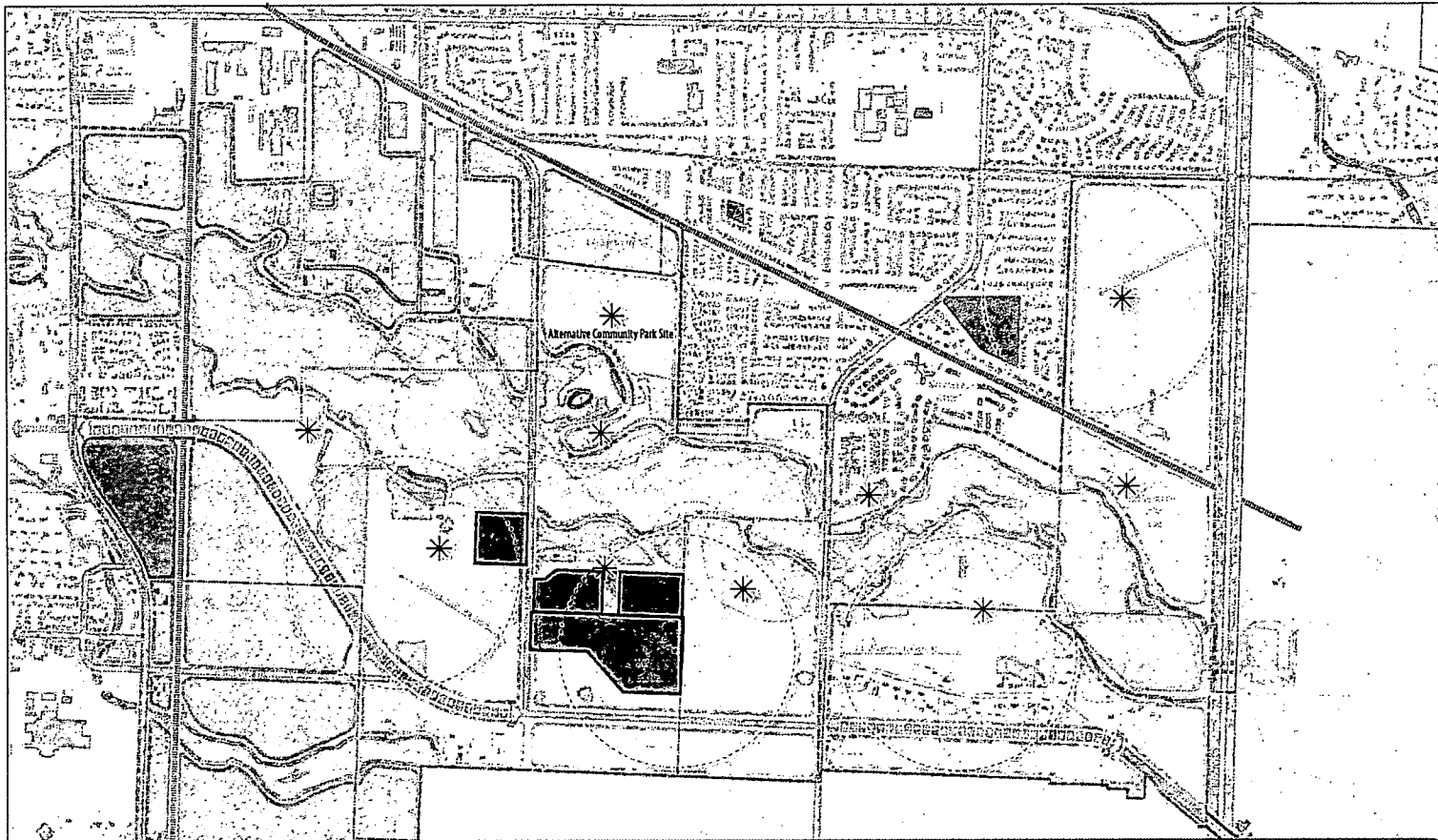


1 inch = 600 feet



Preferred Alternative  
May 3, 2012

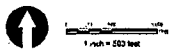




## Community Park and Elementary School Sites

### LEGEND

- |                       |   |                         |                                      |
|-----------------------|---|-------------------------|--------------------------------------|
| Study Area Boundary   | Significant Wetlands                    | Community Park          | Residential                          |
| City Limits           | Riparian Corridor                       | Recommended School Site | Employment                           |
| Urban Growth Boundary | 100 Year Flood                          |                         | Regional Commercial                  |
| Tax Lot               | Open Space Zoning or Designation        |                         | Community Park                       |
|                       | 10' Contour                             |                         | Neighborhood Park/Community Facility |
|                       | Steep Slopes                            |                         | Neighborhood Park/Community Facility |
|                       | Utility Corridor                        |                         | 1/4 Mile Neighborhood                |
|                       | "Committed" Land                        |                         |                                      |
|                       | Significant Tree Grove outside Wetlands |                         |                                      |



Preferred Alternative  
May 3, 2012





## APPENDIX B

May 11, 2012

City of Albany

Attn: Heather Hanson

Cc: Tari Hayes, Joe Dills - OTAK

RE: South Albany Area Plan -- Preferred Alternative Memo 4

Dear Heather,

We have reviewed the SAAP Preferred Alternative Memo 4 and would like to provide a couple of comments at this time.

Our comments address the Neighborhood Center ("NC") shown on our parcel at the intersection of Columbus and Seven Mile Lane.

First, we are concerned that the area on our parcel being proposed for NC designation is too large. In previous conversations and TAC meetings, we had discussed the Neighborhood Center portion being smaller -- perhaps 2 -- 3 acres in size. However, the updated Preferred Alternative document has the area drawn as 4 acres. We have some concerns with market feasibility at this size. In our experience and after speaking with some commercial brokers in the area, we have discovered that 4 acres is an awkward size for a commercial development in this context. 4 acres is really too small for a standard grocery and too large for a more local "mom and pop" type store. 2-3 acres would be much better suited for the small-scale commercial uses appropriate for this area. We would like to request that the area be redrawn as 2-3 acres to address parking, appropriate market sizing and land use efficiency considerations.

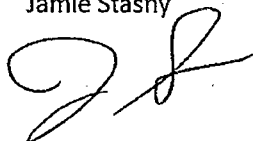
Secondly, we strongly urge that the new language developed for NC zoning ensure flexibility for development. The current Village Center code provides great flexibility as it allows a wide variety of development options including the option not to include commercial development into a proposed project. We are concerned that the new NC code will not allow the same level of flexibility, which is critical to allow development projects to succeed, and in some cases even move forward, in an ever-changing market place.

Finally, due to the extended timeframes associated with the development and build-out of South Albany, commercial development on our parcel will lag behind residential development in order to establish rooftops to support any commercial uses. With the proposed NC parcel located near the location of the front-end utilities required for the development of our entire site, the development of the residential portion of our site cannot wait until the commercial use becomes viable. This would have the effect of providing a very real financial roadblock to the development of our entire project. Therefore, having the flexibility to not develop the NC portion solely as a commercial use becomes very important.

Thank you for the opportunity to comment on the updated Preferred Alternative draft. We feel that the South Albany Planning process has been very inclusive and has offered many opportunities to comment which we sincerely appreciate.

Regards,

Jamie Stasny



# Appendix F

## *Task 6: Plan Implementation*

Revised Project Memo 5: South Albany Area Plan Outline – October 2, 2012  
(original draft dated June 26, 2012)

Revised Project Memo 6: 2010 TSP Amendments – November 13, 2012  
(original draft dated June 11, 2012)

Revised Project Memo 7: Comprehensive Plan Amendments – October 26, 2012  
(original draft dated June 11, 2012)

Revised Project Memo 8: Development Code Amendments – October 26, 2012  
(original draft dated July 3, 2012)

Revised Project Memo 9: Funding and Implementation – October 24, 2012  
(original draft dated June 15, 2012)



# Memorandum



**To:** Heather Hansen  
**From:** Martin Glastra van Loon  
**Copies:** David Helton, Jennifer Mannhard  
**Date:** October 2, 2012  
**Subject:** South Albany Area Plan – Plan Outline  
(Revised Project Memorandum#5)

**Project No.:** 16056

## Introduction

This memorandum is an update of the draft outline for the South Albany Area Plan document and incorporates comments received from the City. The revisions were minimal and are limited to the appendix section of the outline.

As stated in the draft memorandum, the Plan will include two documents:

- South Albany Area Plan Report – This document will be a summary report that captures the purpose, process, key background, and recommendations of the project. It will be prepared primarily from excerpts from the project deliverables, and include graphics and pictures. It will be formatted in landscape format.
- South Albany Area Plan Appendix – This document will be compilation of key deliverables from the project, in their original format. The final versions of each deliverable will be included. TAC-PAC agendas, minutes and packets will not be included and will remain in electronic form only.

A table of contents level outline is attached for each of the documents. An excerpt from a recently completed TGM project – The NE Gateway Plan in McMinnville – is also attached to show the intended style for the South Albany Area Plan Report. This is just an example.

## **South Albany Area Plan Report**

**Cover (TGM statement on inside cover)**

### **Table of Contents**

#### **1. Executive Summary**

Overview  
Vision  
Land Use  
Streets  
Trails  
Parks and Schools  
Funding

#### **2. Introduction**

Purpose of Project  
Study Area  
Document Contents  
Past Planning in South Albany  
Planning Process

#### **3. Existing and Future Conditions**

Planning Area Context  
Existing Conditions Summary

- Land use
- Natural Resources
- Transportation
- Buildable Lands

Market Analysis Summary

#### **4. South Albany Area Plan**

Overview  
Vision and Plan Objectives  
Land Use and Neighborhood Framework  
Land Use Concept  
Streets Framework  
Trails Framework  
Park and School Framework

#### **5. Implementation**

Comprehensive Plan and Zoning  
Transportation System Plan  
Funding Strategy

#### **6. Acknowledgements**

## **South Albany Area Plan - Appendix**

### **Task 1 - Project Kick-off**

Project description, process  
Project kick-off meeting agenda  
Stakeholder interview summary  
Screen shot - Home page of web site  
Memo 1: Vision Elements and Evaluation Criteria

### **Task 2 - Existing and Future Conditions**

Memo 2: Existing and Future Conditions  
Memo 2 - Transportation: Existing and Future Transportation Conditions  
Memo 3: Market Analysis

### **Task 3 - Public Event #1**

Workshop 1 Summary Report

### **Task 4 - Land Use and Transportation Alternatives**

November 16 Team Meeting - agenda with notes, and drawings presented  
December 20 Team Workshop - agenda, drawings or PPT presented  
Buildable Lands Memorandum - January 11, 2011  
Draft Memo 4: Land Use and Transportation Alternatives, February 9, 2012  
Summary of Comments from TAC and PAC

### **Task 5 - Public Event #2 and Preferred Alternative**

Workshop 2 Summary Report  
Memo 4: Preferred Alternative, May 18, 2012

### **Task 6 - Plan Implementation**

Memo 5: South Albany Area Plan Outline, October, 2012  
Memo 6: 2010 TSP Amendments, October, 2012  
Memo 7: Comprehensive Plan Amendments, September 28, 2012  
Memo 8: Development Code Amendments, October, 2012  
Memo 9: Funding and Implementation, October, 2012

### **Task 7 - Public Event 3**

Workshop 3 Summary Report

### **Task 8 - Plan Adoption and Code Amendment Recommendations**

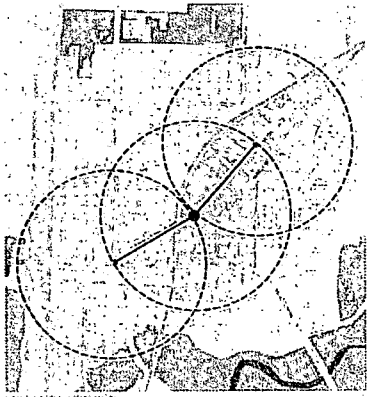
South Albany Area Plan (just cover from Plan)  
PPT presentation for Planning Commission and City Council

CONTEXT

The Northeast Gateway District is a 75-acre area that has a prime location on the north side of downtown Portland. While the area has strong neighborhood potential, there is a lack of street connectivity, good streets, tree canopy, and sidewalks that hinder walking and cycling activity through the District and discourage redevelopment.

The Northeast Gateway District was originally plotted in the Old Port Addition for new residential lots in 1870 with a highly connected four-pointed urban pattern of streets. The 160' wide street grid between the railroad tracks and the Gateway Avenue to 18th Street diagonal alignment, which remains a unique characteristic for the area that is not seen anywhere else in the city.

Overly the area was primarily for industrial uses and for some the original industrial uses for the City of Portland. Over time, industry has largely moved to more suitable areas and the Northeast Gateway District has become an underutilized. Today a mixture of heavy industrial buildings, including a mill building, other manufacturing, street retail shops, cultural buildings, and a parking yard.



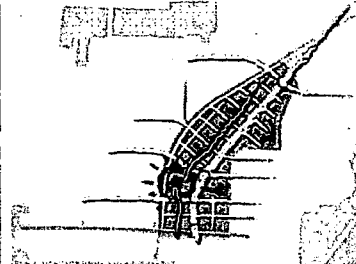
For planning purposes, a diameter of 1/4 mile is suggested for a corridor. This 1/4 mile diameter is the maximum that average people can walk and drive in a 15-minute walk. As shown in Figure 2, the length of the Northeast Gateway is a little less than 1/4 mile (1/4 mile is 1,312 feet, 10 minutes 20 seconds) and the width is just short of one 1/4 mile walk. These dimensions suggest that therefore the use of small enough to be a pedestrian destination from surrounding areas for an origin for pedestrian trips to surrounding destinations, such as the 3rd Street in downtown, the High School, James G. Thompson School, and surrounding neighborhood.

ALPINE AVENUE IMPROVEMENTS



Alpine will be the central open and primary pedestrian route through the District. It should be a single street that encompasses the entire walking atmosphere of the business along Alpine and within the Gateway District. The design of Alpine should consider curbless, clear of space for pedestrians, as well as accessible streets and sidewalks.

Close to the Gateway District (AG) we should be a "buffer street", which is a dead-end space for cars, bikes, and pedestrians that can act as a buffer off the main street. It should be used for storage for parking, bike racks, and maintenance. North of the buffer street to arrive, the design could give way to a "main street". Each street that makes "living streets", which is similar to that it is a high level of street space, with low speed limits to improve pedestrian safety, and automobile safety.





# KITTELSON & ASSOCIATES, INC.

TRANSPORTATION ENGINEERING / PLANNING

610 SW Alder Street, Suite 700, Portland, OR 97205 P 503.228.5230 F 503.273.8169

## MEMORANDUM

---

Date: October 16, 2012 Project #: 11500  
To: Martin Glastra Van Loon, Otak  
From: Susie Wright, P.E.; Kelly Laustsen; Kittelson & Associates, Inc.  
Project: South Albany Area Plan  
Subject: Memo 6 – 2010 TSP Amendments

---

This memorandum identifies the amendments to the 2010 Albany Transportation System Plan (TSP) necessary to implement the Preferred Land Use and Street Framework for the South Albany Area Plan (SAAP). It includes a description of the SAAP preferred alternative, current projects in the Albany TSP, and anticipated transportation impacts of the SAAP. This memorandum also identifies amendments to the Albany TSP intended to alter the currently planned transportation facilities and create new projects to mitigate the 20-year horizon impacts of the SAAP and/or full build-out of the SAAP (40-50 year horizon).

### PREFERRED ALTERNATIVE

A full description of the preferred SAAP alternative, including the land use and neighborhood framework, street framework, trails framework, land use concept, and community park and elementary school sites, is provided in the Revised Project Memorandum #4. The following will focus on the transportation-related elements of the preferred alternative.

#### Land Use

The SAAP land use concept assumes an increase of 1,200 dwellings and 1,340 jobs in South Albany, which are projections consistent with the Comprehensive Plan and TSP. Analysis of the SAAP indicates an estimated capacity for 3,684 households and a population of 8,952 at build out – about 3 times the 20-year growth forecast for the study area. This estimate is based on a key assumption - that 75% of the City-mapped non-significant wetlands outside of constrained areas would be available for development over time. Full capacity build-out of the planned land uses beyond the 20 year horizon will have transportation impacts and costs not considered in the TSP that are identified further in this memorandum.

The SAAP (and existing zoning) concentrates industrial and commercial uses in the western side of South Albany in close proximity to Highway 99E, south of the planned 53<sup>rd</sup>-Avenue Extension. These uses are intended as employment lands and will likely generate a significant amount of commercial and commuting traffic. Residential land uses are organized into neighborhoods north and south of Oak Creek.

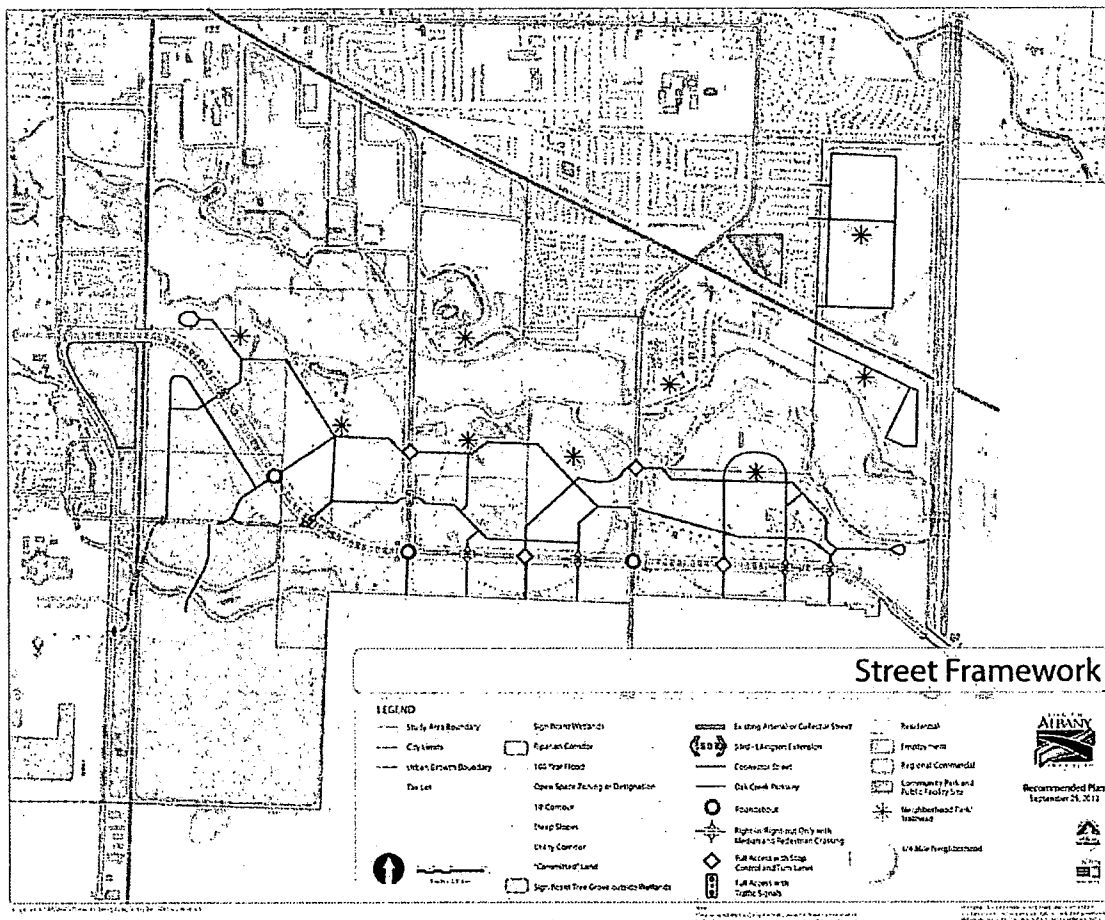


## Street Framework

The SAAP street framework identifies the existing and previously planned arterial and collector streets from the TSP, as well as an additional network of “connector” streets and the “Oak Creek Parkway” (originally identified in the South Albany Concept Diagram as the Oak Creek Greenway, a road for homes to front the adjacent open space.).

Figures from the existing TSP identifying future roadway projects (Figure 7-1) and functional classifications (Figure 7-4) are included in Attachment “A”. The TSP currently includes projects for the construction of the 53<sup>rd</sup> Avenue Extension (Project #L1), Ellingson Road Extension (Project #L28) and Lochner-Columbus Connector (Project #L8). It also plans for urban upgrades to Columbus Street, Ellingson Road, and Lochner Road (Projects #L46, 53, and 54). These roads are all included as existing or planned roadways in the SAAP Street Framework shown below.

The SAAP street framework includes two east-west “connectors” (one being the Oak Creek Parkway) between Ellingson Road and Oak Creek to provide parallel routes to Ellingson Road for local traffic and inter-neighborhood connectivity. The “connector” streets and “Oak Creek Parkway” are assumed to represent the backbone network of local streets that will connect to the arterial and collector roadway



network. The plan intends for additional local streets to be added, resulting in a connected and walkable network of blocks. The street framework shows the north “connector” intersection on Columbus Street as being full access. The final design of the intersection, including its location and allowed movements, may vary based on additional traffic and site information provided during the land development process.

The series of connections in the employment area south of the 53<sup>rd</sup>-Ellingson Extension is intended to support a business park in the area south of the 53<sup>rd</sup>-Ellingson connection. An illustrative railroad crossing is also shown that would provide a second grade-separated connection from OR 99E to the business park area. A second connection between the study area and OR 99E is anticipated to be necessary beyond the 20-year horizon. Please see additional discussion in the Railroad Crossing section of this memorandum. The connector street system shown in the business park is illustrative. The number and location of connector streets needed to accommodate industrial development in the area will be dependent on the size and pattern of development that occurs.

It should be noted that all new roads in the SAAP street framework, not currently identified in the TSP, are envisioned as local streets, some with enhanced amenities, but are recommended for inclusion in the SAAP to guide the basic development of the local street system.

#### *Oak Creek Parkway*

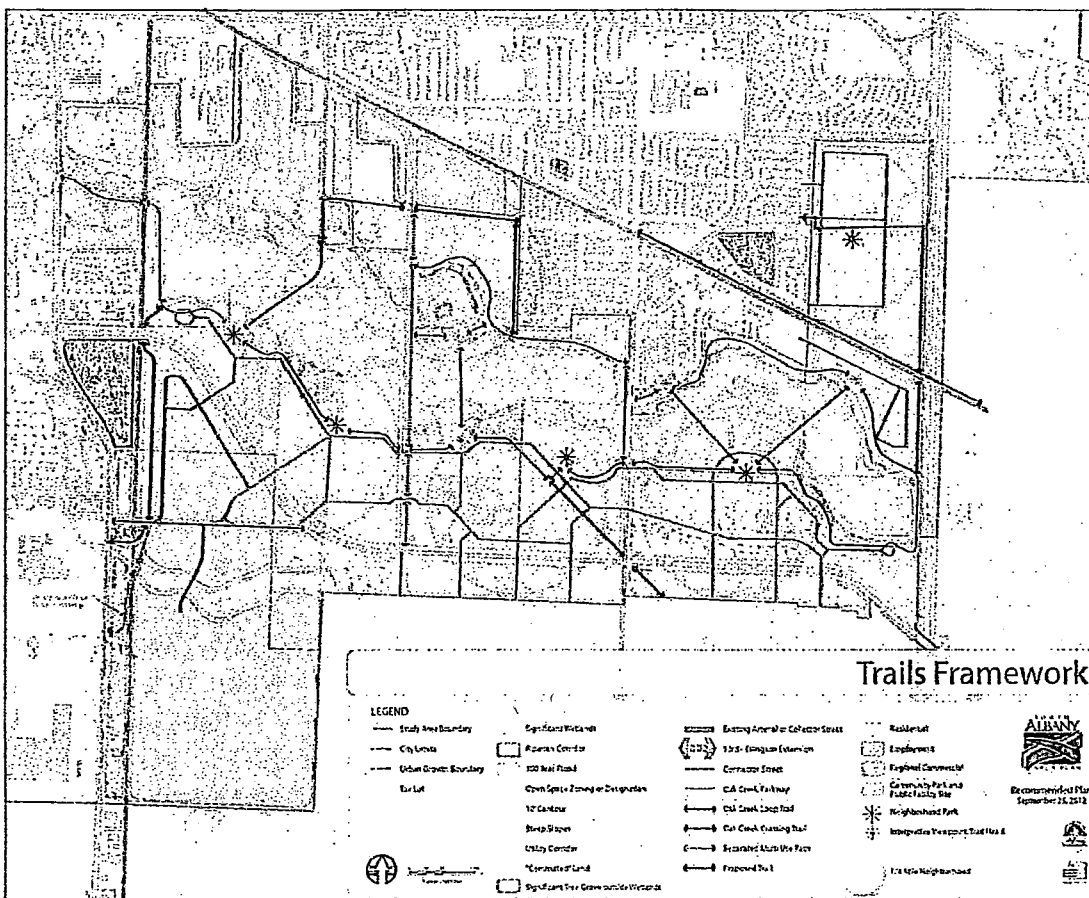
Oak Creek Parkway is anticipated to be a local street paralleling Oak Creek. It was first identified as part of the South Albany Concept Diagram and planning process in 2007. The proposed alignment shown is conceptual – the specific alignment will be established in future planning or development review. Oak Creek Parkway is a particularly important street because it will connect neighborhood parks, provide access to a future elementary school, and help provide visual and physical access to the open spaces of the Oak Creek Greenway. To help support these objectives, the Oak Creek loop trail is proposed as a multi-use path on the north side of Oak Creek Parkway. A unique cross-section is proposed – the cross section may vary depending upon if there is development on the creek side or not.

Although it is classified as a local street, Oak Creek Parkway will be added as a project to the TSP in order to allow for SDC credits for the single loaded portions of the street. Oak Creek Trail is already a TSP project, allowing for some SDC credits should portions of the trail be constructed by developers.

#### *Connector Roadways*

A typical cross-section for the “connector” streets will be necessary – the city’s current standards provide flexibility in the local street cross-sections that may not be appropriate for the connector roadways. Connector roadways are not recommended as minor collectors because of the desire for driveways and on-street parking; however, some of the connector roadways may require some restriction of driveways near the intersections of Ellingson Road, Lochner Road, and Columbus Street. It is anticipated that the traffic volumes would be supportive of bikes sharing the road (the use of painted “sharrows” may be appropriate). The connector streets are recommended to be designed as Network Local Streets but with parking on both sides of the road.

Modifications to the typical cross-sections for a Principal Arterial on Ellingson Road and Minor Arterial on Lochner Road and a section of Columbus Street are also recommended to provide high quality bicycle facilities such as a two-way mixed-use path or cycle track on one side of the roadway (see the proposed study area roadway cross-sections in Attachment "A").



### Trails Framework Concept

The SAAP is intended to support the goal of a walkable community through an extensive network of trails (paved multi-use paths as well as soft-surface trails). *The multi-use trails planned in the existing TSP are shown on Figure 7-5 in Attachment "B".* The TSP includes the Oak Creek Trail (Project #M2). It provides an east-west connection south of Oak Creek from the proposed Lebanon Trail (Project #M9) to Oregon 99W. The SAAP envisions a trail paralleling Oak Creek on the north side as well with multiple north-south connections. Together these trails would create the ability to make various length loops using the network. The trails paralleling Oak Creek are proposed to be constructed by the City, and may be either soft or hard-surfaced multi-use paths. The north-south connections along Lochner Road and Columbus Street will be hard surfaced multi-use paths. The multi-use path on Lochner Road is proposed to be extended south to Ellingson Road to provide a continuous high quality bike facility from the trail system to the high quality bicycle facility proposed on Ellingson Road.

Four soft surface trails crossing Oak Creek are proposed. These trails could be seasonal and would allow users to have a closer experience with the wetlands and creek area. They will likely include a combination of bark dust or other material trails, elevated walkways, and small bridges as needed. The combination of hard-surface and soft-surface trails will provide important multi-modal connections between key destinations, neighborhoods, and focal points within the study area.

#### Neighborhood Centers/Activity Centers

Neighborhood centers are intended for serving retail, personal services, and community uses. Three neighborhood centers are included in the SAAP: at the intersection of Ellingson and Lochner Road; at the intersection of Columbus and Seven Mile Lane extension (west side); and, in Mennonite Village. These neighborhood centers should be accessible by walking, bicycle, and automobile. Other activity centers included in the SAAP include a community park and recommended school site, located on Lochner Road north of Ellingson Road. Access to these locations for all users is a priority. It is important to consider the location of neighborhood centers and other trip-generating locations when assessing the transportation needs in the SAAP.

#### PROJECTS IN 2010 ALBANY TSP

As noted above, the 2010 Albany TSP includes several projects in the South Albany Area Plan study area. These projects were selected based on the growth assumptions in the TSP 2030 Most Likely Land Use Scenario. This scenario assumed 1,576 households, a population of 3,741, and 2,058 jobs in the SAAP study area. This reflects significant growth over the current household, population, and employment base in the SAAP study area. The current TSP projects located in the SAAP study area are listed in Table 1. A map of these projects is provided in Attachment "B". Full prospectus sheets for these projects are provided in Attachment "C". Recommended changes to these projects and additional projects necessitated by the SAAP will be detailed in the following section.

Table 1 TSP Projects Located in the SAAP Study Area

ID	Project Name	Project Type	Timeline	Project Cost	MAX SDC Growth Allocation
L1	53rd Avenue Extension	New Road or Alignment	Long-term	\$17,986,000	54%
L8	Lochner-Columbus Connector	New Road or Alignment	Long-term	\$2,742,000	100%
L28	Ellingson Road Extension	New Road or Alignment	Long-term	\$4,430,000	61%
L46	Columbus Street	Urban Upgrade	Long-term	\$2,727,000	49%
L53	Ellingson Road	Urban Upgrade	Long-term	\$5,847,000	49%
L54	Lochner Road	Urban Upgrade	Long-term	\$5,756,000	44%
I16	Ellingson Road/Columbus Street	Intersection Control Change	Long-term	\$345,000	100%
I40	OR 99E/53 <sup>rd</sup> Avenue	Intersection Add Lane(s)	Long-term	\$550,000	38%
M2	Oak Creek Trail	Multiuse Path	Long-Term	\$2,645,000	70%
M9	Lebanon Trail	Multiuse Path	Long-term	\$581,000	70%
M12	99E/Oak Creek	Crossing Improvement	Long-term	\$129,000	70%

## TRANSPORTATION IMPACTS OF THE SAAP AND RECOMMENED TSP AMENDMENTS

The likely transportation impacts of the SAAP were assessed to determine what modifications to the TSP may be needed and to identify how the necessary infrastructure may differ between year 2030 conditions and full build-out of the SAAP area. The 2030 transportation needs of the SAAP are based on the same growth and trip assumptions in the TSP but with the land use, neighborhood, and street frameworks in mind. The TSP amendments provide additional detail within the study area than currently included for this area in the TSP. There are no proposed TSP modifications outside of the study as the 20-year trip projections to be entering and exiting the study area are the same as assumed in the current TSP and no additional external impacts are anticipated. The anticipated needs within the study area for roadways, intersections, pedestrian/bike facilities, and rail crossings are described below along with a summary of the proposed TSP amendments. The TSP amendments are intended to:

- Amend and update currently planned transportation facilities;
- Add projects and policies necessary to serve the 20-year horizon needs of the SAAP; and,
- Identify potential transportation needs for full build-out of the SAAP (40-50 year horizon).

### Roadways

The following describes the existing TSP roadway ("link") projects and describes the recommended modifications to accommodate the 2030 and full build-out impacts of the SAAP. *The TSP figure identifying the projects below is included in Attachment "B" (Figure 7-1). Project prospectus sheets for the existing TSP projects are included in Attachment "C".*

#### **53<sup>rd</sup> Avenue Extension between OR 99E and Lochner Road (Project #L1)**

The TSP includes a 1.4 mile extension of 53<sup>rd</sup> Avenue east from OR 99E to Ellingson Road, including a 4-lane grade-separated rail-crossing. It is planned as a 3-lane cross-section with a 110-foot right-of-way for a future 5-lane cross-section from the rail-crossing to the Lochner Road/Ellingson Road intersection. Based on the SAAP roadway framework, the future cross-section would be four lanes instead of five (no left-turns are anticipated to be permitted in this segment) but the right-of-way would be approximately the same as a landscaped median is proposed. Access from connector roadways to the 53<sup>rd</sup> Avenue Extension would be right-in/right-out only with the exception of the proposed full access to the industrial area that would be controlled with a roundabout.

The TSP forecasts that the roadway will operate at a demand to capacity ratio of 0.74 with four lanes in 2030 under the "Most Likely Land Use Scenario". The SAAP includes the potential for substantially more development under full build-out conditions in the vicinity of the extension than assumed in the TSP. The 53<sup>rd</sup> Avenue Extension will be a critical roadway for traffic moving between the employment areas in the western section of the study area and residential areas centered north and east of the extension. It will also carry a large part of the traffic traveling to and from the regional commercial site (aka the "piano" property) just east of OR 99E, depending upon how that site is accessed.

It should be noted that the TSP traffic volumes at the intersection of OR 99E and 53<sup>rd</sup> Avenue assumed that the regional commercial site had direct access to OR 99E. A Traffic Impact Assessment (TIA)

completed for the PepsiCo site assumed full development of the regional commercial site for planning purposes and it assumed that site had no access to OR 99E, thus routing all traffic for the regional commercial site onto 53<sup>rd</sup> Avenue. Together, these two potential developments (the regional commercial site and PepsiCo) generated higher traffic volumes on 53<sup>rd</sup> Avenue than assumed in the TSP because of site access as well as more job growth in this area than anticipated in the TSP. However, based on this analysis, full build-out of the SAAP will warrant the 4- to 5-lane section identified for right-of-way preservation in the TSP.

The timing for the need for four lanes will depend upon the rate of job and housing growth in the area as well as if secondary access is provided to the industrial area. The need for four lanes is likely to occur from the railroad crossing to the proposed roundabout at the main entrance to the industrial area prior to being necessary to Lochner Road and is likely to be necessary within the 2030 horizon if the jobs growth in the TSP of approximately 2,000 jobs occurs in that timeframe. The roundabout at the industrial area entrance would provide a good transition point from a 4-lane to 2-lane facility, would help separate residential traffic from industrial traffic in the roundabout, and would provide a good transition into the residential area.

**Proposed Amendment:** Modify the 53<sup>rd</sup> Avenue Extension Project (#L1) to include construction of a 4-lane section plus a landscaped median east of the bridge structure (or per the ultimately proposed 53<sup>rd</sup> Avenue/Ellingson Road cross-section) from OR 99E to the industrial area roundabout and with a 2-lane section plus landscaped median from the industrial area roundabout to Lochner Road with right-of-way preservation for four lanes.

**Costs:** The construction/engineering costs in the TSP would increase from the \$17,000,000 assumed by approximately \$614,000 for the additional travel lane between 99E and the industrial roundabout and landscaped medians. The right-of-way would remain approximately the same. The total new project cost in 2010 dollars<sup>1</sup>, including construction/engineering and right-of-way costs is approximately \$18,600,000.

#### ***Ellingson Road Urban Upgrade (Project # L53)***

The current TSP includes an urban upgrade for Ellingson Road from Lochner Road to Columbus Street as a 3-lane facility with right-of-way preservation for five lanes. The roadway framework includes three intersections with connector roadways located along with segment of Ellingson Road with two planned as right-in/right-out only intersections and the most central intersection being full access.

The operational analysis for this segment of roadway indicates that it would function acceptably in the 2030 horizon as a 3-lane section with the exception of the full access intersection. It is recommended that this intersection be modified to a right-in/right-out/left-in only intersection so that this segment may operate as 2- to 3-lane roadway, without traffic signals, in the 2030 horizon. The 4- to 5-lane section will be necessary to support full build-out of the SAAP and is anticipated to be adequate for full build-out.

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<sup>1</sup> All project costs are estimated using the same unit costs as assumed in the 2010 TSP.

**Proposed Amendment:** This project would remain a 2- to 3-lane roadway with right-of-way preservation for a 4- to 5-lane roadway. The only modification to the Project #L53 would be to update the cross-section to the ultimately proposed 53<sup>rd</sup> Avenue/Ellingson Road cross-section that includes high quality bicycle facilities. The description could also be modified to describe that the segment will have two right-in/right-out intersections and one right-in/right-out/left-in intersection.

**Costs:** The construction/engineering and right-of-way costs in the TSP would remain approximately the same.

***Ellingson Road Extension (Project # L28)***

The current TSP includes the extension of Ellingson Road from Columbus Street to Interstate 5 with an overcrossing at Seven Mile Lane. The roadway is planned to be two lanes and indicates that right-of-way preservation for a 5-lane section should be reviewed during the next TSP update. The Ellingson Road Extension should be constructed as a 2- to 3-lane facility to allow for a center left-turn lane at the proposed connector street intersections. Preservation for a 5-lane section should continue to be reviewed during the next TSP update as it may be needed to support travel demand from Albany to OR 34 and Lebanon using Seven Mile Lane, under full build-out conditions of the SAAP depending upon the number of railroad crossings and accesses to OR 99E and regional travel patterns beyond 2030.

**Proposed Amendment:** Modify the project description and cross-section to include a 2- to 3-lane section.

**Costs:** The construction/engineering and right-of-way costs in the TSP would increase from the current estimate of \$4,430,000 to \$5,740,000 with the cross-section modification.

***Columbus Street (Project #L46)***

Columbus Street is currently identified to be a 2-lane roadway with a two-way-left-turn lane at intersections. The current TSP includes upgrading Columbus Street to urban standards by adding a sidewalk, curb, and gutter on the west side of the roadway only. The TSP forecasts that the roadway will operate at a demand to capacity ratio of 0.89 and above in 2030 under the preferred land use scenario. The roadway is likely to operate over capacity with full build-out of the planned land uses. It would be recommended that right-of-way for a 5-lane section be preserved to support full build-out of the SAAP; however, significant right-of-way constraints on Columbus Street north of Oak Creek will prevent expansion of Columbus Street to a continuous 5-lane section up to 34<sup>th</sup> Avenue. Dual southbound entry lanes are anticipated to be necessary by 2030 at the Ellingson Road/Columbus Street roundabout and dual northbound exit lanes will be needed for full build-out. It is recommended that Columbus Street be constructed as a 3-lane facility allowing for turn lanes at the connector roadway and Oak Creek Parkway and that full urban facilities be provided on both sides of the roadway. Right-of-way preservation for a 5-lane section is recommended from south of Ellingson Road to north of the connector roadway to allow for dual entry and exit lanes from the roundabout and potentially extended through the connector roadway intersection north of Ellingson Road to provide for queue storage if this intersection requires signalization in the future.

**Proposed Amendment:** Modify the project description and cross-section to include a 2- to 3-lane section with urban facilities on both sides of the roadway and right-of-way preservation for five lanes from south of Ellingson Road to north of the connector roadway. Dual southbound lanes may be necessary from the connector roadway north of Ellingson Road to Ellingson Road by 2030.

**Costs:** The construction/engineering and right-of-way costs in the TSP would increase from the current estimate of \$2,727,000 to \$4,549,000 with the proposed amendment.

#### ***Lochner Road (Project #L54)***

Lochner Road is currently a 2-lane roadway. The current TSP includes upgrading Lochner Road to urban standards but does not include any capacity improvement projects. Lochner Road is forecast to operate at a demand to capacity ratio of 0.18 or less under the preferred land use scenario. The recommended school site is located on Lochner Road. Although the SAAP will add significant traffic volumes to Lochner Road, the roadway will likely continue to operate below capacity with full build-out of the land uses in the SAAP. Providing turn lanes at the connector roadway and Oak Creek Parkway intersections will be necessary. The trails framework also proposes to include a multi-use path on one side of the roadway connecting the Oak Creek Trails to the high quality bike facility proposed on Ellingson Road.

**Proposed Amendment:** Modify the project description and cross-section to include a 2- 3-lane section and identify the proposed cross-section that includes the multi-use path on the east side of the roadway.

**Costs:** The construction/engineering and right-of-way costs in the TSP would increase from the current estimate of \$5,756,000 to \$8,270,000 due to the turn lanes and enhanced cross-section.

#### ***Lochner –Columbus Connector (Project #L8)***

The current TSP proposes a minor collector street connecting Lochner Road and Columbus Street north of Oak Creek Parkway. Its' primary function was to provide property access to potentially land locked properties. Recent land development activity indicates this is no longer an issue. It is recommended that this project be removed from the TSP.

**Proposed Amendment:** Remove this project from the TSP.

**Costs:** Removes \$2,742,000 of costs from the necessary improvements in the SAAP study area.

#### ***Oak Creek Parkway (NEW Project # 1)***

The street framework for the TSP identifies the need for a local street paralleling Oak Creek to connect neighborhood parks, provide access to a future elementary school, and help provide visual and physical access to the open spaces of the Oak Creek Greenway. The proposed alignment of the roadway is conceptual, as the specific alignment will be established in future planning or development review.

**Proposed Amendment:** Add a new project to the TSP that identifies the Oak Creek Parkway as a new local street with a multi-use path provided on the north side of the roadway.



**Costs:** The construction/engineering and right-of-way costs would be approximately \$16,456,000 including right-of-way (\$11,400,000 for construction/engineering only).

### ***Oregon 99E***

The Albany TSP does not include any roadway projects on 99E in South Albany with the exception of an additional southbound left-turn lane at 53<sup>rd</sup> Avenue (discussed below). The portion of 99E north of the 53<sup>rd</sup> Avenue Extension is forecast to operate at a demand to capacity ratio of 0.74 in the TSP. Full build-out of the SAAP will add significant demand to 99E, particularly with the commercial and employment uses planned for the area. Therefore, Oregon 99E north of the 53<sup>rd</sup> Avenue Extension will likely not have sufficient capacity to support full build-out of the study area, particularly at intersections, unless regional travel patterns change significantly over time as a result of increased fuel prices, better local jobs and housing balances, shorter trip lengths, and increased use of transit.

### **Intersections**

The following describes the existing TSP intersection projects and describes the recommended modifications to accommodate the 2030 and full build-out impacts of the SAAP. *The TSP figure identifying the projects below is included in Attachment "B" (Figure 7-1). Project prospectus sheets for the existing TSP projects are included in Attachment "C".*

#### ***OR 99E & 53<sup>rd</sup> Avenue (Project #140)***

The current TSP includes an intersection project to install a second southbound left-turn lane on 99E. The TSP volumes assume that access is provided on OR 99E to the regional commercial area southeast of the intersection of OR 99E and the 53<sup>rd</sup> Avenue Extension.

The improvements necessary at the intersection by 2030 are contingent on the proposed commercial development access and intensity of industrial development; however, full build-out of the SAAP will require this improvement.

**Proposed Amendment:** None.

**Costs:** The construction/engineering and right-of-way costs in the TSP would remain the same.

#### ***Ellingson Road /Columbus Street (Project #116)***

The current TSP includes an intersection project to install a traffic signal at Ellingson Road and Columbus Street with a single lane approach on all entries except for the northbound approach, which includes a separate left-turn lane. With a traffic signal and the traffic volumes forecasted for 2030 under the preferred land use scenario in the TSP, the intersection operates at a volume-to-capacity ratio of 0.69.

The street framework for the SAAP identifies a roundabout as the desired intersection treatment. A single-lane roundabout is anticipated to operate acceptably in the 2030 horizon provided there is a southbound right-turn by-pass lane. A multi-lane roundabout will be necessary to support full build-out of the SAAP. It

will need dual entry and exit lanes eastbound, westbound, and southbound requiring right-of-way preservation for a 4- to 5-lane facility on the Columbus Street approaches.

**Proposed Amendment:** Modify the project description to identify a roundabout as the planned intersection control treatment. It will likely be a single-lane roundabout with a southbound right-turn bypass lane in 2030 that is constructed to accommodate a multi-lane roundabout for full build-out.

**Costs:** The construction/engineering and right-of-way costs in the TSP would increase from the current estimate of \$345,000 to approximately \$500,000.

#### ***Ellingson Road/53<sup>rd</sup> Avenue Extension & Lochner Road Intersection (NEW Project #2)***

The current TSP does not identify an intersection treatment for the Ellingson Road/53<sup>rd</sup> Avenue/Lochner Road intersection. The intersection is currently a T-legged intersection with Lochner Road stop controlled. The TSP predicts volumes of traffic on Ellingson Road/53<sup>rd</sup> Avenue Extension over 850 vehicles during the PM Peak Hour. The SAAP street framework extends Lochner Road south of the intersection to create a four-legged intersection. The SAAP adds significantly more development near the intersection, which will likely increase traffic volumes at the intersection significantly.

The street framework for the SAAP identifies a roundabout as the desired intersection treatment. A single-lane roundabout is anticipated to operate acceptably in the 2030 horizon. A multi-lane roundabout will be necessary to support full build-out of the SAAP. It will need dual entry and exit lanes eastbound and westbound only.

**Proposed Amendment:** Add a new project to the TSP that identifies a roundabout as the planned intersection control treatment. It will likely be a single-lane roundabout in 2030 that is constructed to accommodate a multi-lane roundabout for full build-out of the SAAP.

**Costs:** The construction/engineering and right-of-way costs would be approximately \$500,000.

#### ***53<sup>rd</sup> Avenue Extension/Industrial Property Access (NEW Project #3)***

The street framework for the SAAP identifies a roundabout as the desired intersection treatment for the full access intersection to the industrial property located on the 53<sup>rd</sup> Avenue Extension. The 53<sup>rd</sup> Avenue Extension is recommended to be constructed as a 4-lane facility from OR 99E to this intersection (see Project #L1). This intersection is recommended to serve as the transition point from the 4-lane section to a 2- to 3-lane section to the east. It should be constructed as multi-lane roundabout to help separate residential traffic from industrial traffic and transition the 53<sup>rd</sup> Avenue Extension from a 4-lane facility to a 2-lane facility. A full multi-lane roundabout with dual entry and exit lanes eastbound and westbound will be necessary to support full build-out of the SAAP.

**Proposed Amendment:** Add a new project to the TSP that identifies a roundabout as the planned intersection control treatment. It will likely be a multi-lane roundabout in 2030 to transition the 53<sup>rd</sup> Avenue Extension from a 4-lane to 2-lane facility.

**Costs:** The construction/engineering and right-of-way costs would be approximately \$500,000.

***Intersections along Lochner and Columbus (NEW Projects #4 and #5)***

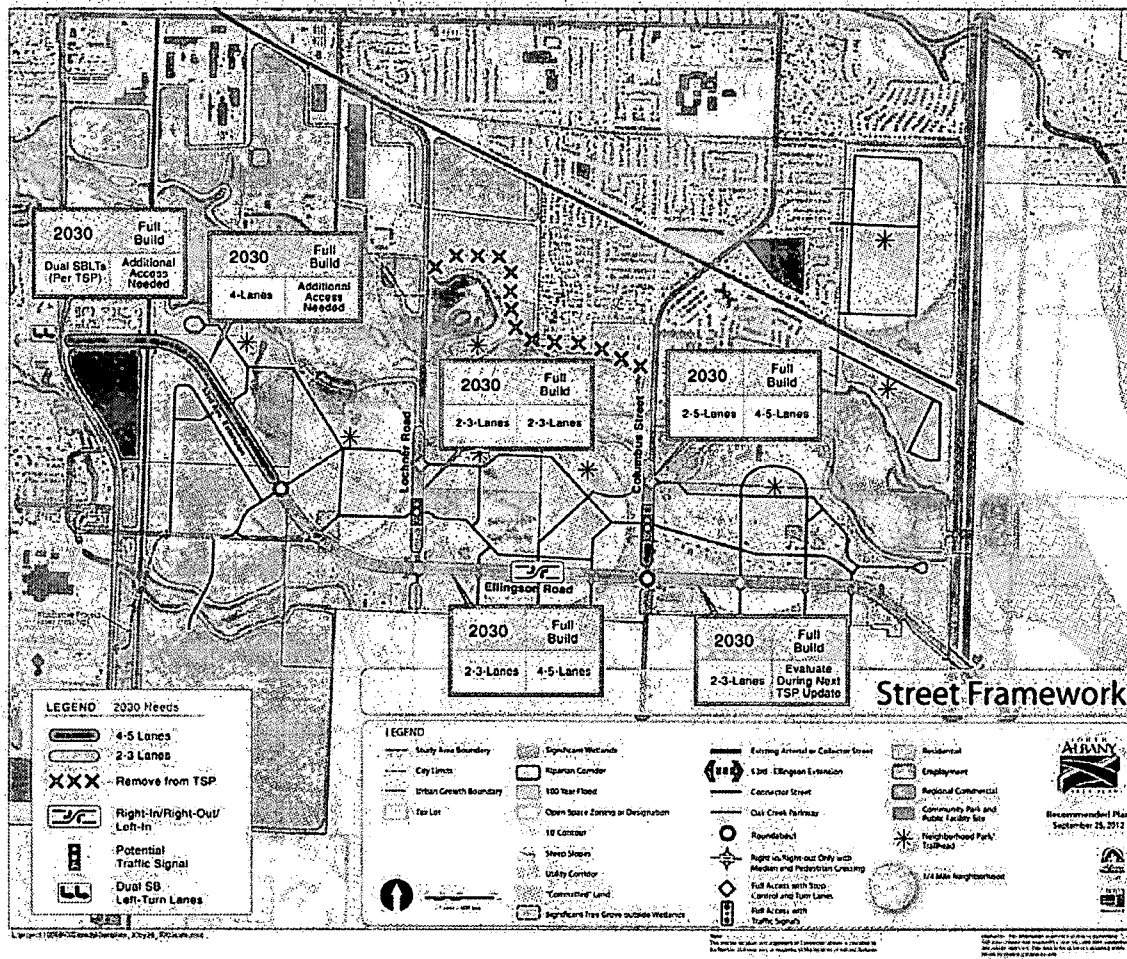
Lochner Road and Columbus Street are both classified as minor arterials in the Albany TSP. This means access should be limited when feasible in favor of mobility. Intersections are only anticipated at the connector roadways and at Oak Creek Parkway.

Unsignalized intersections on Lochner Road and Columbus Street at the connector roadways may operate acceptably in 2030 and at full build-out; however, it is possible that signals may be needed at the intersections of the connector roadways. The Lochner Road/Connector Road intersection could warrant a signal depending upon the type of commercial development and the intensity of use of the City Park. While commercial development is anticipated to be less intense on Columbus Street, the through volumes are higher and a signal may be necessary at the Columbus Street/Connector Road intersection at some point in the future.

**Proposed Amendment:** No amendment to the TSP is proposed for these intersections. The need for traffic signals will be monitored as part of the development review process.

**Costs:** The construction/engineering costs would be approximately \$345,000 per signalized intersection.

The figure below summarizes the roadway and intersection needs for 2030 and to support full build-out of the SAAP. "Additional Access Needed" refers to the need for additional access to the area and across the railroad to serve the industrial land. Additional discussion on this subject is provided in subsequent sections. *Traffic operations analysis output are provided in Attachment "D".*



## Pedestrian/Bicycle Facilities

The current TSP includes pedestrian and bicycle facilities on the 53<sup>rd</sup> Avenue Extension, Ellingson Road, Ellingson Road Extension, Columbus Street, and Lochner Road. It also includes a multi-use path along the Oak Creek corridor with a hybrid pedestrian signalized crossing improvement at Highway 99E. The SAAP trails framework builds upon this to also provide a multi-use path along the north side of the Oak Creek corridor with several connections across the creek. It also identifies the desire for a multi-use trail (or higher quality bike facilities) along Ellingson Road, Lochner Road, and Columbus Street between the trail connections.

Intersection treatments for bicyclists and pedestrians should be considered at all new intersections in South Albany. Other bike treatments, such as sharrows (shown on a local street in the picture to the right) should be considered on the new connector roadways. The Albany TSP provides guidance on recommended crossing improvements for pedestrians and bicyclists and these should be considered during the design phases of all of the roadway extensions and urban upgrades.



The following describes the existing TSP pedestrian/bicycle projects and describes the recommended modifications to accommodate the 2030 and full build-out impacts of the SAAP. *The TSP figure identifying*

the projects below is included in Attachment "B" (Figure 7-5). Project prospectus sheets for the existing TSP projects are included in Attachment "C".

### **Oak Creek Trail (Project #M2)**

As described above, the Oak Creek Trail is proposed to be expanded to include a parallel route on the north side of Oak Creek as well. The connections along Lochner Road and Columbus Street would be part of the roadway projects identified for those facilities. Not all trail segments shown in the SAAP Trail Framework are proposed to be added to the TSP (such as the segments under the BPA easement and paralleling the Union Pacific and I-5, for example) but will remain as part of the SAAP. Those proposed to be added to the TSP are described below.

**Proposed Amendment:** Modify project M2 in the TSP to include the expanded route identified in the trails framework. The proposed new trails are broken into the following segments:

1. Oak Creek Loop trail that parallels the south side of Oak Creek (Project #M2-a)
2. Oak Creek Loop trail north of Oak Creek (Project #M2-b)
3. Oak Creek crossing trails (Project #M2-c)

**Costs:** The construction/engineering costs would increase from the \$2,645,000 assumed previously to approximately \$5,305,000.

### **Lebanon Trail (Project #M9)**

The Lebanon Trail is an additional trail project within the SAAP study area that would run parallel to the railroad tracks south of Del Rio Avenue from Columbus Street to the UGB (crossing under the existing I-5 bridges over the railroad tracks) to provide for a future connection to Lebanon. There are no changes proposed to this project.

**Proposed Amendment:** None.

**Costs:** No change.

### **OR 99E/Oak Creek Trail Crossing Improvement (Project #M12)**

The TSP identifies the need for a crossing treatment at OR 99E and the Oak Creek Trail. It is identified as a hybrid pedestrian signal. There are no changes proposed to this project.

**Proposed Amendment:** None.

**Costs:** No change.

## RAIL CROSSINGS

The Albany TSP includes a 4-lane grade-separated rail crossing with the 53<sup>rd</sup> Avenue Extension project. Currently there are existing railroad crossings at Ellingson Road and Beta Drive. Although closure of the Ellingson Road railroad crossing is not identified in the City's TSP, traffic analysis for the TSP and for the SAAP assumed closure of this connection. The year 2030 SAAP traffic analysis assumes that the 53<sup>rd</sup> Avenue Extension is the only vehicular access from OR 99E into the SAAP study area (with the exception of the regional commercial site which was assumed to have an access directly to OR 99E but it does not require a railroad crossing). The traffic analysis shows that while the 53<sup>rd</sup> Avenue Extension is sufficient to serve projected growth in the 2030 horizon, full build-out of the South Albany area beyond 2030 will cause traffic demand to exceed the capacity of 53<sup>rd</sup> Avenue intersection at OR 99E. Therefore, it is recommended that an additional grade-separated railroad crossing be considered beyond the 2030 horizon (illustratively identified in the previous figures in the vicinity of the business park) connecting OR 99E to the SAAP study area to provide the roadway capacity necessary for the SAAP to develop beyond the 2030 forecast. This connection should be designed to serve as the primary access to the industrial properties, reducing heavy vehicle traffic on 53<sup>rd</sup> Avenue. This connection will also provide significant benefits for pedestrians and bicycles as well. *Traffic operations analysis output are provided in Attachment "D".*

The SAAP Trails Framework shows a trail paralleling the railroad tracks as well as a multi-use path along Ellingson Road from 53<sup>rd</sup> Extension/Ellingson Road. It also includes a grade-separated crossing of the railroad just south of Ellingson Road (most likely an undercrossing in the same area as the creek undercrossing) and connecting to Oregon 99E. Without this connection, significant out of direction travel for pedestrians and bicycles from Linn-Benton Community College, neighborhoods west of the SAAP study area, or from the south on Oregon 99E would be required to access the industrial, residential or village center areas in the study area as well as to access other areas to the north. The SAAP study area will be a destination for people from outside of the study area and its pedestrian and bicycle facilities will be attractive for multi-modal trips through the study area, helping the City achieve its goal of a larger mode split. Creating out of direction travel for pedestrian and bicycles to access the area and amenities will reduce access to the area for multi-modal trips and will make the amenities beneficial only to its residents and could reduce the viability of its neighborhood commercial centers.

It is also recommended that the Beta Drive crossing be maintained as a secondary emergency vehicle access to the industrial area. The industrial land in the SAAP is bisected by a creek and Beta Drive would provide the most direct access to the southern portion of the industrial area from OR 99E for emergency vehicles. A decision regarding the crossing should be deferred to development of the industrial area south of Ellingson Avenue.

### ***Grade-Separated Multi-Use Trail Railroad Crossing south of Ellingson (NEW Project #6)***

Add a project to include a grade-separated multi-use path railroad crossing south of Ellingson Road. This crossing is likely to be an undercrossing utilizing the existing creek undercrossing.

**Proposed Amendment:** None. Although part of the SAAP, this project is not proposed to be added to the TSP.

**Costs:** TBD

## AREAS FOR FURTHER PLANNING

### Gateway Design

The Albany Comprehensive Plan includes policy direction that promotes “creating attractive gateways into Albany”. Examination of specific gateway designs for Oregon 99E and Columbus Street are beyond the scope of the South Albany Area Plan. It is recommended that the City plan a future project to develop alternatives and approve design concepts for Oregon 99E and Columbus Street as gateway streets.

### Green Streets and Low Impact Development Practices

The City is currently prepared a storm waster master plan that will include consideration of Low Impact Development practices. The South Albany Area should be considered for application of these concepts, and pilot projects.

### Illustrative Railroad Crossing

The “illustrative” diagonal RR crossing shown in the Street Framework may be needed beyond the 2030 horizon; however, additional analysis is necessary to determine if there is sufficient separation between Oregon 99E and the railroad. It is not known if there is sufficient separation between Oregon 99E and the railroad to make this diagonal alignment feasible. Future analysis will be necessary to verify it’s feasibility and its need. The need for additional access to Oregon 99E beyond 2030 will need to be continued to be monitored during each TSP update.

## SUMMARY AND RECOMMENATIONS

The following summarizes the transportation recommendations. Table 2 summarizes the recommended TSP amendments and identifies the anticipated 2030 and Build-out needs of the study area.

### Roadways

- All new roads in the SAAP street framework, not currently identified in the TSP, are envisioned as local streets, some with enhanced amenities, but are recommended for inclusion in the SAAP to guide the basic development of the local street system.
- "Connector" roadways were not identified as minor collectors because of the desire for driveways and on-street parking; however, some of the connector roadways may require some restriction of driveways near the intersections of Ellingson Road, Lochner Road, and Columbus Street. The connector street cross-section is recommended to have the attributes of an Albany "Network Local Street" but with parking provided on both sides.
- A new project should be added to the TSP that identifies the Oak Creek Parkway as a new local street with a multi-use path provided on the north side of the roadway. The Oak Creek Parkway will connect neighborhood parks, provide access to a future elementary school, and help provide visual and physical access to the open spaces of the Oak Creek Greenway. The proposed alignment of the roadway is conceptual, as the specific alignment will be established in future planning or development review.
- Modifications to the cross-sections in the TSP for Ellingson Road, Lochner Road, and a section of Columbus Street are recommended to provide high quality bicycle facilities such as a two-way mixed-use path or cycle track on one side of the roadway.
- The full access connector roadway access originally proposed on Ellingson Road between Lochner Road and Columbus Street should be modified to a right-in/right-out/left-in only intersection so that this segment may operate as 2- to 3-lane roadway, without traffic signals, in the 2030 horizon.
- Preservation for a 5-lane section on Ellingson Road near I-5 should continue to be reviewed during the next TSP update as it may be needed to accommodate travel demand from Albany to OR 34 and Lebanon using Seven Mile Lane under full build-out conditions of the SAAP depending upon the number of railroad crossings and accesses to OR 99E and regional travel patterns beyond 2030.
- Columbus Street should be constructed as a 3-lane facility allowing for turn lanes at the connector roadway and Oak Creek Parkway and full urban facilities should be provided on both sides of the roadway as opposed to one side as indicated in the TSP. Right-of-way preservation for a 5-lane section is recommended from south of Ellingson Road to north of the connector roadway to allow for future dual entry and exit lanes from the roundabout and potentially extended through the



connector roadway intersection north of Ellingson Road to provide for queue storage if this intersection requires signalization in the future.

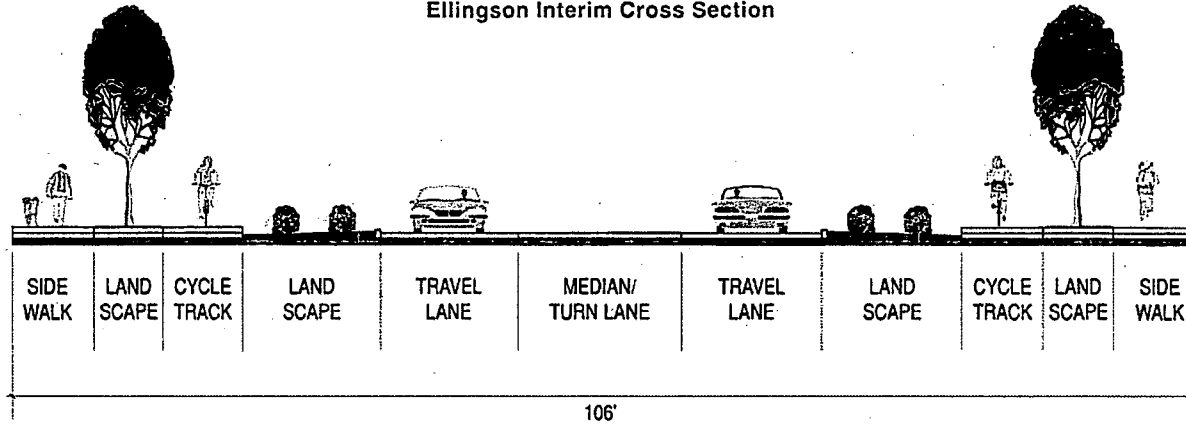
- The 53<sup>rd</sup> Avenue Extension should be constructed as a 4-lane facility from OR 99E to the industrial property access at the proposed roundabout. This intersection is recommended to serve as the transition point from the 4-lane section to a 2- to 3-lane section to the east.
- Full build-out of the South Albany area beyond 2030 may cause traffic demand to exceed the capacity of 53<sup>rd</sup> Avenue intersection at OR 99E. A second grade-separated railroad crossing should be considered beyond the 2030 horizon (illustratively identified in the previous figures in the vicinity of the business park) connecting OR 99E to the SAAP study area to provide the roadway capacity necessary for the SAAP to develop beyond the 2030 forecast and support full build-out. Additional analysis is necessary to determine the feasibility of the illustrative diagonal crossing and other potential options.
- The Beta Drive crossing may need to be maintained as a secondary emergency vehicle access to the industrial area. A decision regarding the crossing should be deferred to development of the industrial area south of Ellingson Avenue.

Table 2 Recommended TSP Amendments

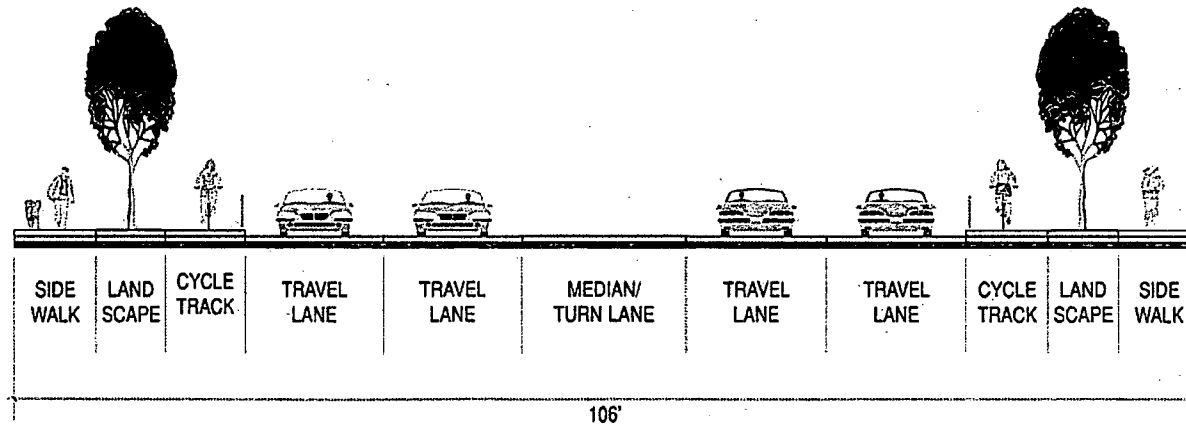
ID	Project Name	Project Type	TSP Amendment	2030 Need	Build-out Need	TSP Project Cost	Amended Cost
L1	53rd Avenue Extension	New Road or Alignment	Extend 4-lane section to 1 <sup>st</sup> roundabout	2-4 Lanes	4 Lanes	\$17,986,000	\$18,600,000
L8	Lochner-Columbus Connector	New Road or Alignment	Remove from TSP	NA	NA	\$2,742,000	\$0
L28	Ellingson Road Extension	New Road or Alignment	Widen from 2 to 3 lanes	2-3 Lanes	4-5 Lanes if interchange identified in future TSP	\$4,430,000	\$5,740,000
L46	Columbus Street	Urban Upgrade	5-lane ROW preservation near Ellingson Road	3-5 Lanes (near Ellingson only)	5 Lanes (north to Oak Creek Parkway only)	\$2,727,000	\$4,549,000
L53	Ellingson Road	Urban Upgrade	Update cross-section for high quality bike facility	3 Lanes	5 Lanes	\$5,847,000	\$5,847,000
L54	Lochner Road	Urban Upgrade	Update cross-section for high quality bike facility	2-3 Lanes	2-3 Lanes	\$5,756,000	\$8,270,000
NEW 1	Oak Creek Parkway	New Road	Add new local roadway	2 lanes	2 lanes	NA	\$16,456,000
I16	Ellingson Road/ Columbus Street	Intersection Control Change (Roundabout)	Change from signal to roundabout	Partial multi-lane roundabout	Multi-lane roundabout	\$345,000	\$500,000
M2	Oak Creek Trail	Multiuse Path	Expanded and split into 3 projects (see below)	NA	NA	\$2,645,000	see segment cost estimates
M2-a	Oak Creek Loop Trail (south of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$2,680,000
M2-b	Oak Creek Loop Trail (north of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$1,787,000
M2-c	Oak Creek Crossing Trails	Multiuse Path	Create trail	NA	NA	NA	\$838,000
NEW 2	Ellingson Road/ Lochner Road	Roundabout	Identify roundabout as treatment	Single Lane roundabout	Multi-Lane roundabout	NA	\$500,000
NEW 3	53 <sup>rd</sup> Avenue Extension/Industrial Property Access	Roundabout	Identify roundabout as treatment	Partial multi-lane roundabout	Multi-lane roundabout	NA	\$500,000

## ATTACHMENT A – PROPOSED CROSS-SECTIONS

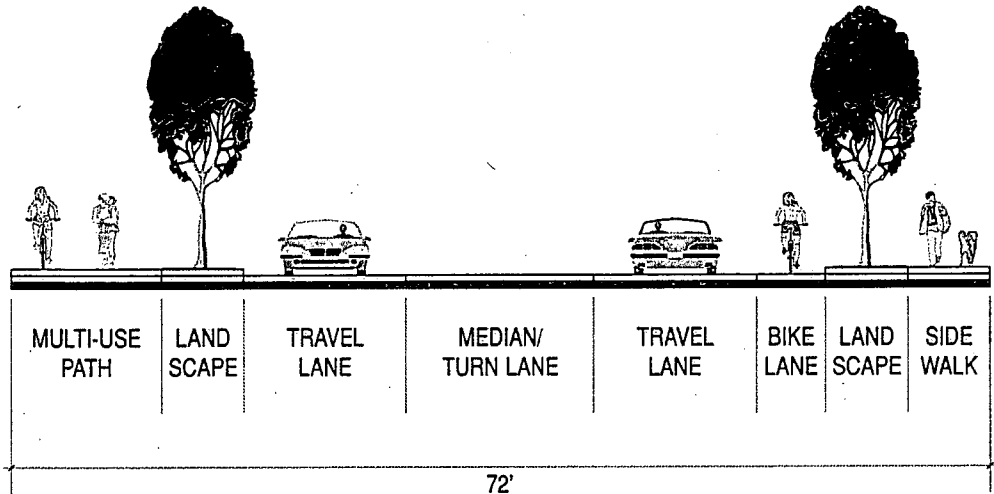
Ellingson Interim Cross Section



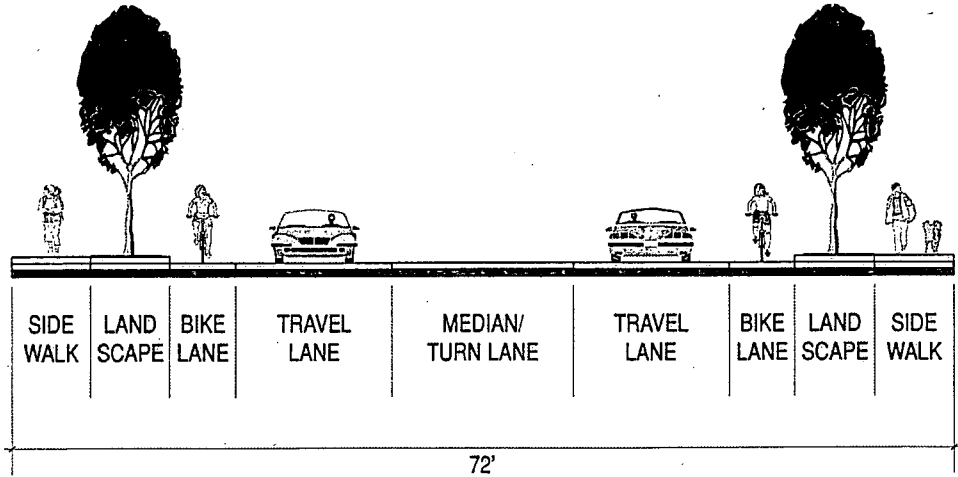
Ellingson Build-out Cross Section



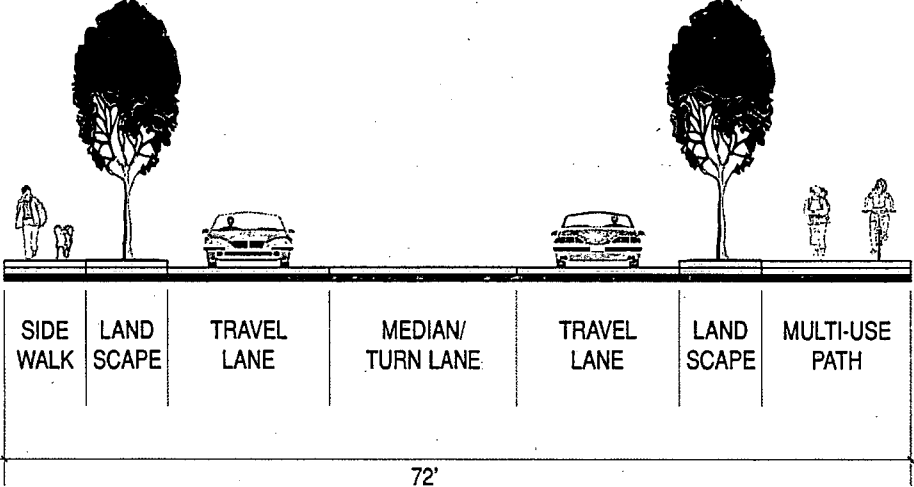
Columbus Multi-Use Trail Cross Section



Columbus Typical Cross Section



Lochner Multi-Use Trail Cross Section



## ATTACHMENT B – TSP MAPS

Figure 7-1

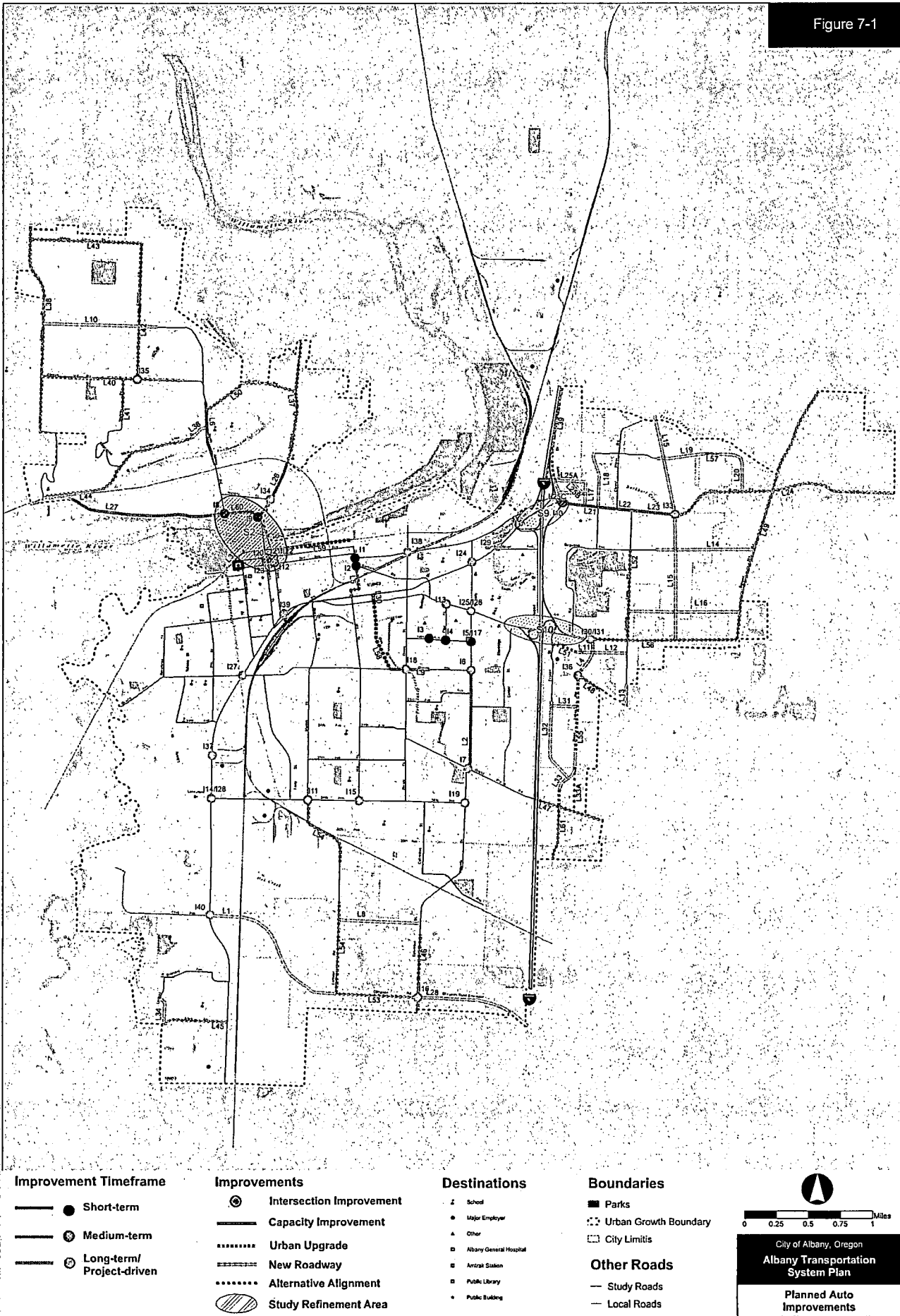
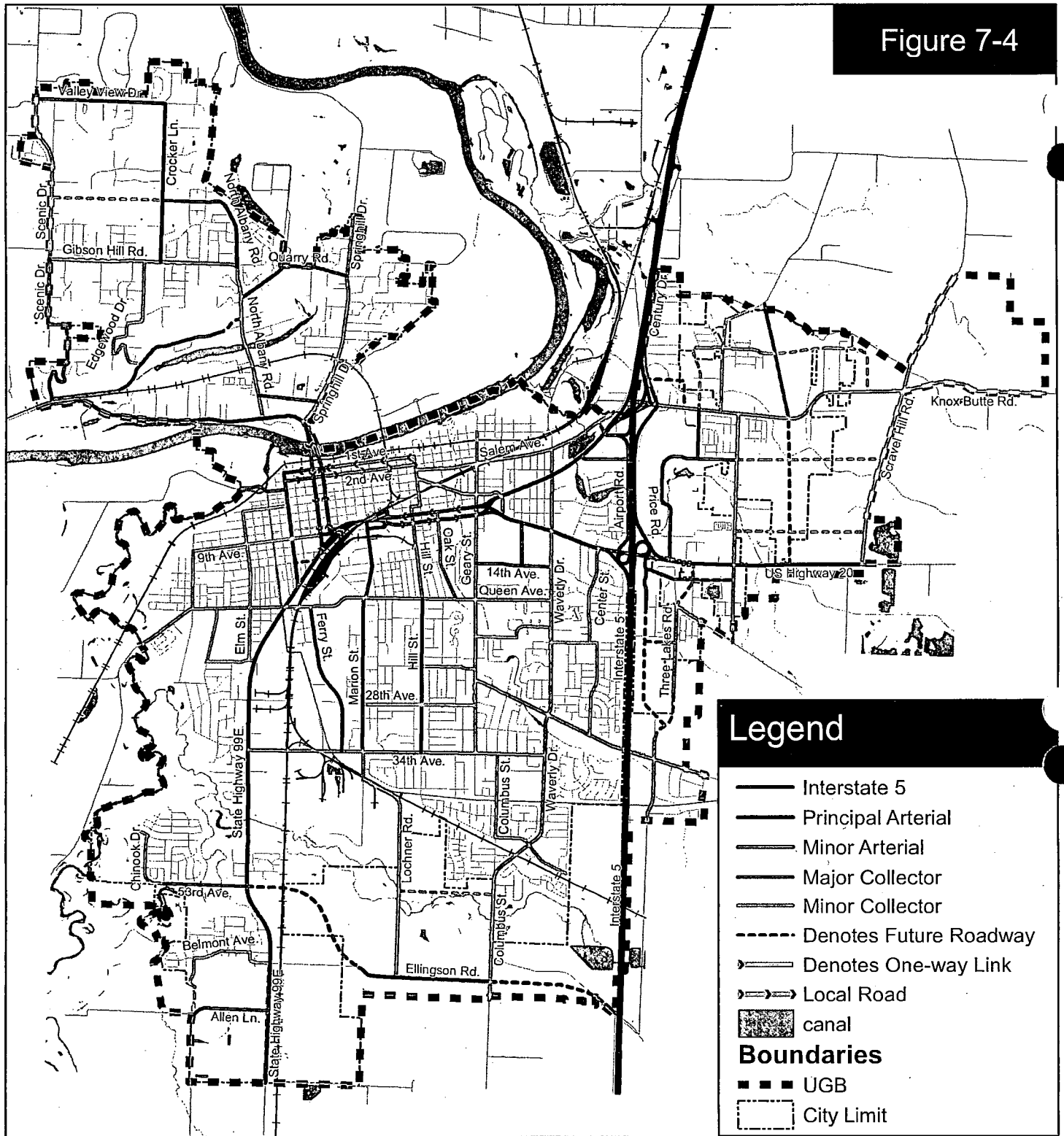




Figure 7-4



**Legend**

- Interstate 5
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- - - Denotes Future Roadway
- Denotes One-way Link
- Local Road
- ▨ canal
- Boundaries**
- ■ ■ UGB
- City Limit



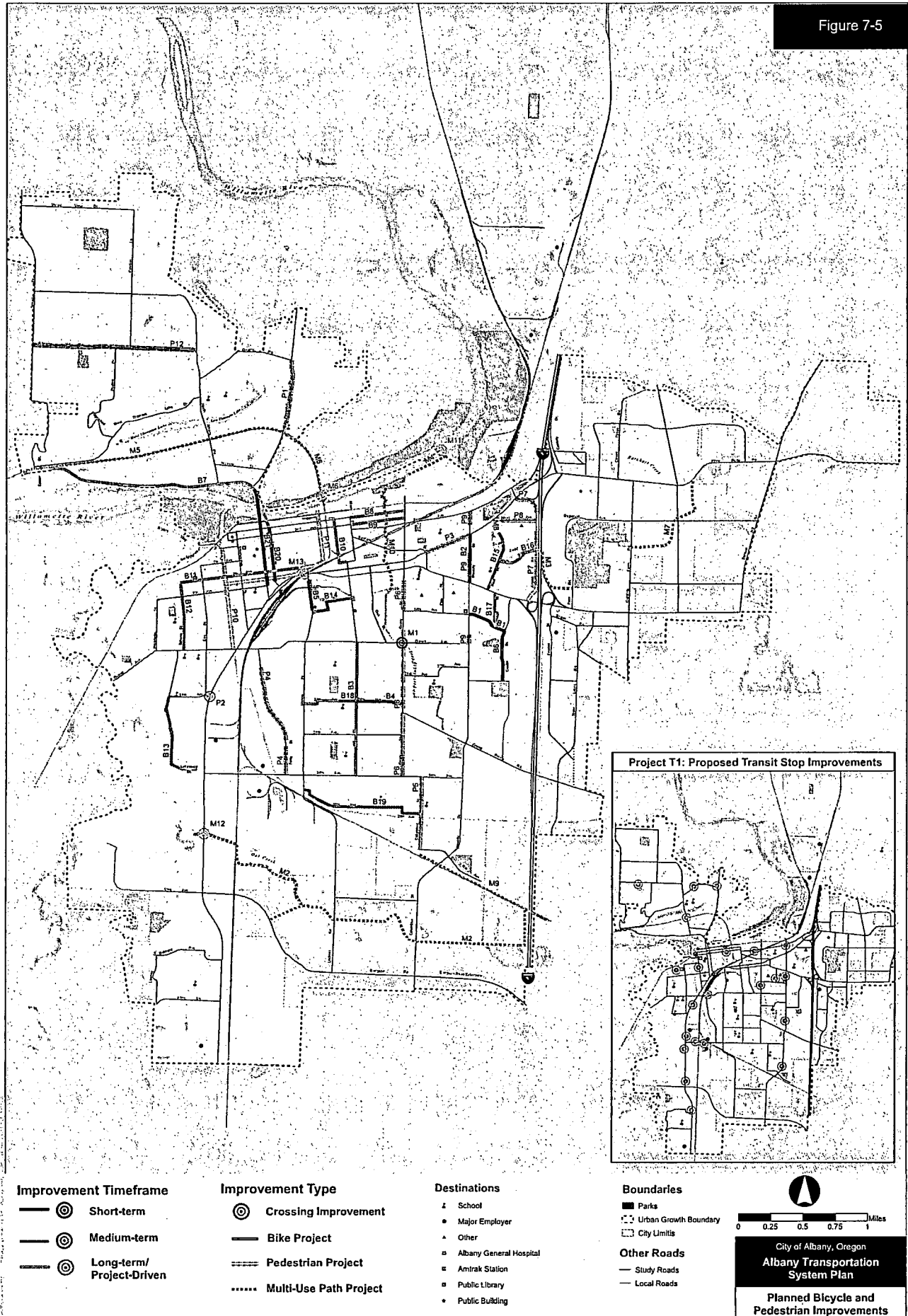
KITTELSON & ASSOCIATES, INC.  
TRANSPORTATION ENGINEERING/PLANNING



0 0.25 0.5 1 Miles

City of Albany, Oregon  
**Albany Transportation System Plan**  
**Roadway Functional Classification Map**

Figure 7-5



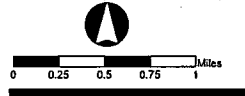
- Improvement Timeframe**
- ⊙ Short-term
  - ⊙ Medium-term
  - ⊙ Long-term/Project-Driven

- Improvement Type**
- ⊙ Crossing Improvement
  - Bike Project
  - Pedestrian Project
  - ..... Multi-Use Path Project

- Destinations**
- ⌘ School
  - Major Employer
  - ▲ Other
  - ▣ Albany General Hospital
  - Amtrak Station
  - ▢ Public Library
  - Public Building

- Boundaries**
- Parks
  - ⊠ Urban Growth Boundary
  - ⊞ City Limits

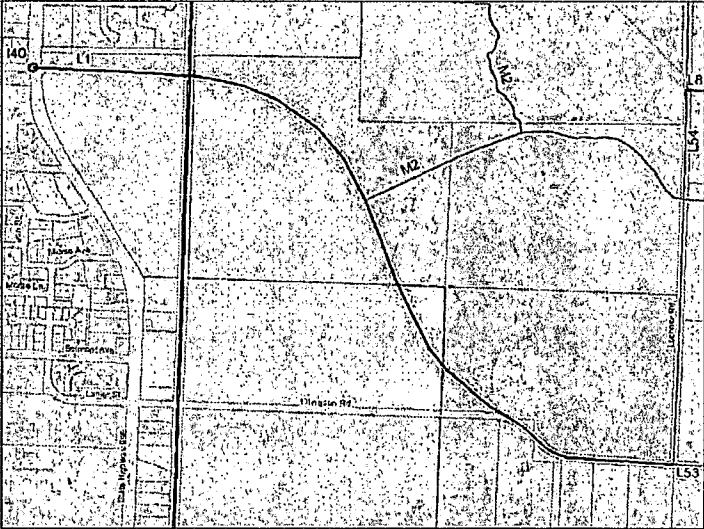
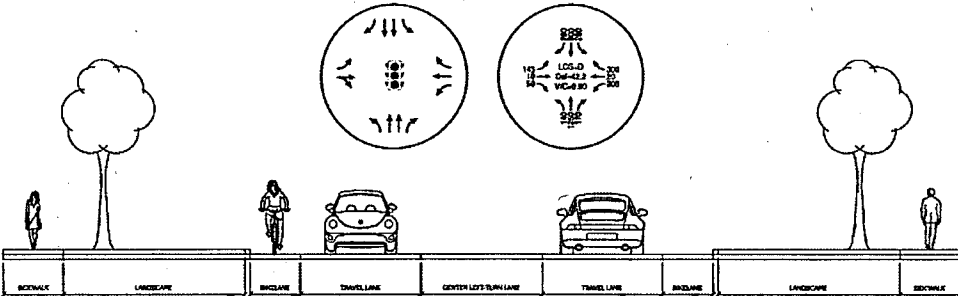
- Other Roads**
- Study Roads
  - Local Roads


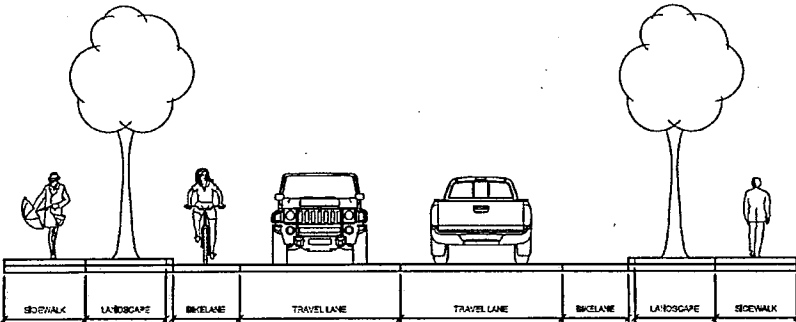


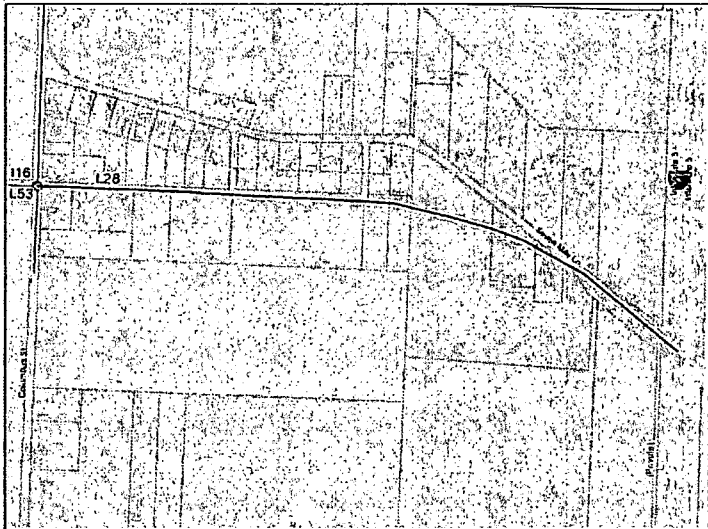
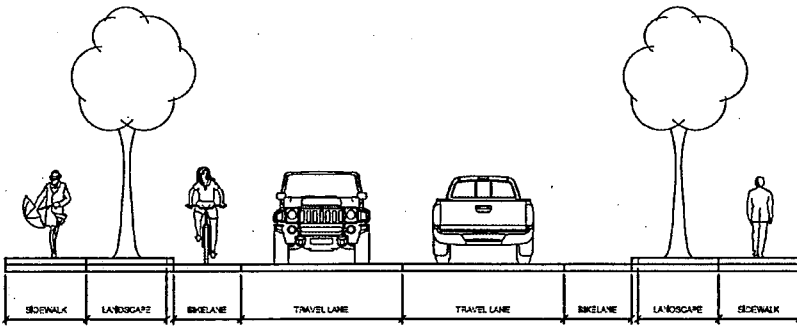
City of Albany, Oregon  
**Albany Transportation System Plan**  
**Planned Bicycle and Pedestrian Improvements**

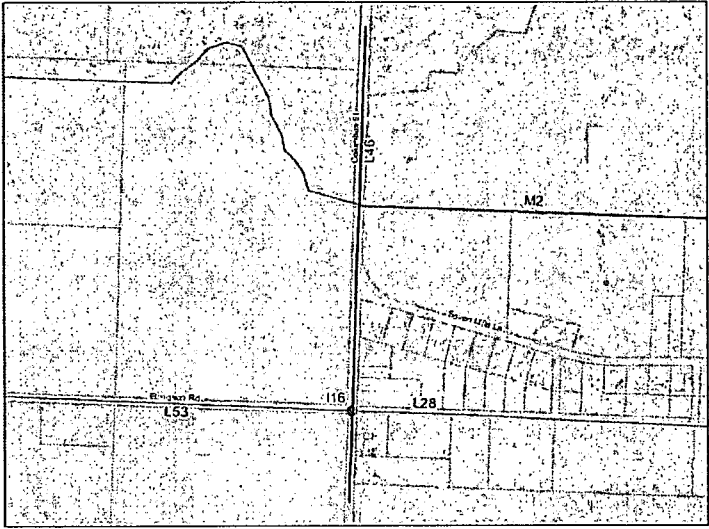
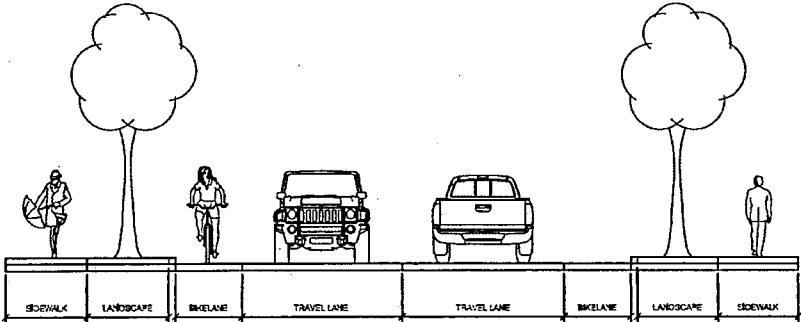
Note: This map shows stand-alone projects only. All new roadway and urban upgrade projects will include bike and ped facilities

## ATTACHMENT C – TSP PROJECT PROSPECTUS SHEETS

<b>Project #:</b> L1		<b>53rd Avenue Extension</b>				
<b>Description:</b> A 1.4 mile extension of 53rd Avenue east from OR 99E to Ellingson Road, including a four-lane grade-separated rail-crossing. The road will have a three-lane cross-section with 110-foot right-of-way for a future five-lane cross-section from the rail-crossing to the Lochner Road/Ellingson Road intersection. It is assumed that ROW for the three-lane section will be dedicated and the additional ROW for a five-lane section will be purchased. The cross-section shown assumes 110-feet of right-of-way with three travel lanes. The extra wide landscape strips are where future lanes would be added.						
<b>Category:</b> New Road or Alignment		<b>Classification:</b> Principal Arterial		<b>Agency Coordination:</b> ODOT, Linn County, Railroad & ODOT Rail		
				<b>Time Frame:</b> Long-term		
<b>Project Costs:</b>		Const./Eng.	ROW	Other	Total Cost	SDC Eligible:
		\$17,000,000	\$986,000	\$0	\$17,986,000	54%
<b>Project Goals Met:</b>						
Efficiency <input checked="" type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>	
<b>Project Location:</b>			<b>Related Projects:</b> L53, L54, M2			
						
<b>Illustrative Section:</b>						
<p>99E/53RD AVE</p> 						

<b>Project #:</b> L8		<b>Lochner-Columbus Connector</b>			
<b>Description:</b> Develop a new collector street that provides connectivity to Oak Creek residential area between Lochner Road and Columbus Street. Project cost assumes ROW will be dedicated.					
<b>Category:</b> New Road or Alignment		<b>Classification:</b> Minor Collector		<b>Agency Coordination:</b> 	
				<b>Time Frame:</b> Long-term	
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<i>SDC Eligible:</i>
	\$2,742,000	\$0	\$0	\$2,742,000	100%
<b>Project Goals Met:</b>					
<b>Efficiency</b> <input checked="" type="checkbox"/>	<b>Capacity</b> <input checked="" type="checkbox"/>	<b>Safety</b> <input type="checkbox"/>	<b>Transit</b> <input type="checkbox"/>	<b>Ped/Bike</b> <input checked="" type="checkbox"/>	<b>Livability</b> <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L46, L54		
					
<b>Illustrative Section:</b>					
					

<b>Project #:</b> L28		<b>Ellingson Road Extension</b>			
<b>Description:</b> Extends Ellingson Road from Columbus Avenue to Interstate 5 overcrossing at Seven Mile Lane. Realign Seven Mile Lane on the west side of I-5 to align with current Ellingson Road, forming a four-leg intersection at Columbus Street. This section of Ellingson Road should be evaluated for the need to preserve right-of-way for a future five-lane section at the next TSP Update. Project cost assumes ROW will be dedicated.					
<b>Category:</b> New Road or Alignment		<b>Classification:</b> Principal Arterial		<b>Agency Coordination:</b> Time Frame: Long-term	
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$3,930,000	\$0	\$500,000	\$4,430,000	61%
<b>Project Goals Met:</b>					
Efficiency <input checked="" type="checkbox"/>	Capacity <input checked="" type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L46, L53, I16		
					
<b>Illustrative Section:</b>					
					

<b>Project #:</b> L46		<b>Columbus Street</b>			
<b>Description:</b> Add sidewalk, curb, and gutter from Waverly Drive to urban growth boundary, west side of roadway only.					
<b>Category:</b> Urban Upgrade		<b>Classification:</b> Minor Arterial		<b>Agency Coordination:</b> Linn County	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<i>SDC Eligible:</i>
	\$2,687,000	\$40,000	\$0	\$2,727,000	49%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L28, L53, I16, M2		
					
<b>Illustrative Section:</b>					
					

**Project #:** L53 **Ellingson Road**

**Description:** Add sidewalk, curb, gutter, and bike lanes from 53rd Avenue Extension to Columbus Street. Construct with three travel lanes but future right-of-way for five-lanes. The cost estimate assumes ROW is available for the three-lane section but purchased for the five-lane section.


<b>Category:</b> Urban Upgrade	<b>Classification:</b> Principal Arterial	<b>Agency Coordination:</b> Linn County	<b>Time Frame:</b> Long-term
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<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$5,157,000	\$690,000	\$0	\$5,847,000	49%

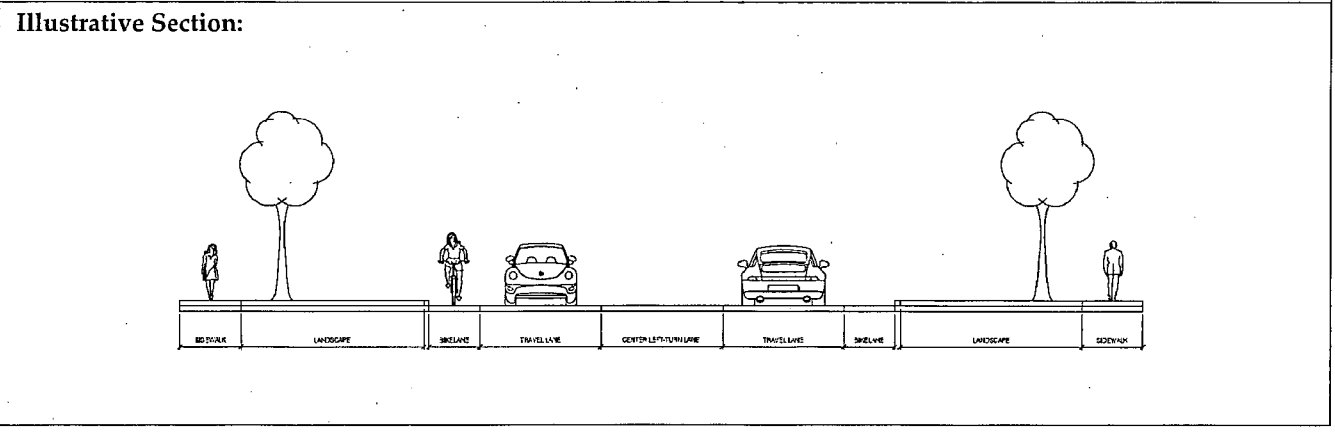
**Project Goals Met:**

Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
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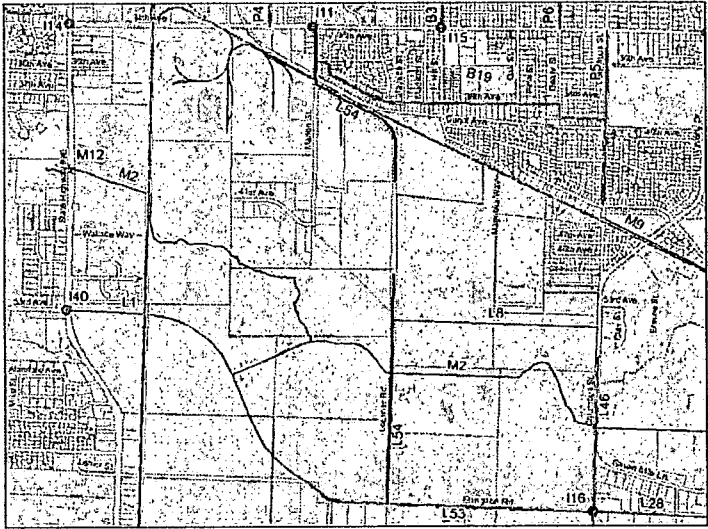
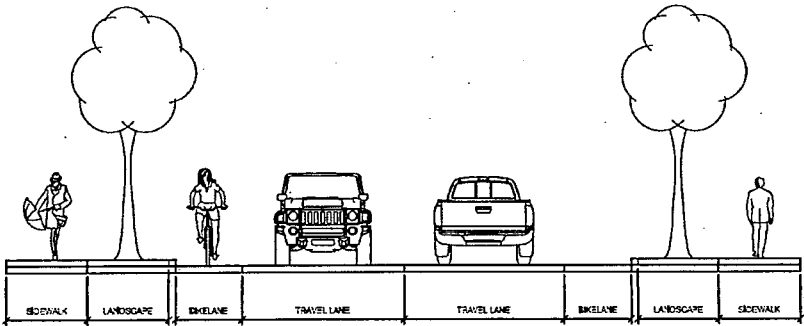
**Project Location:**


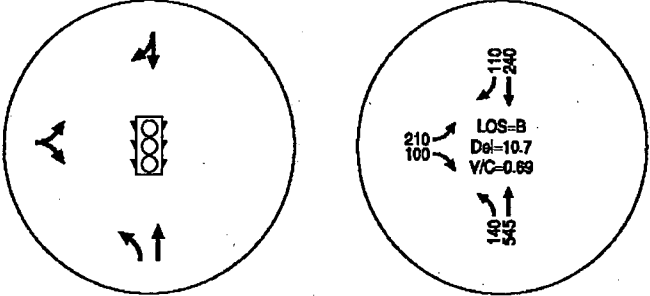


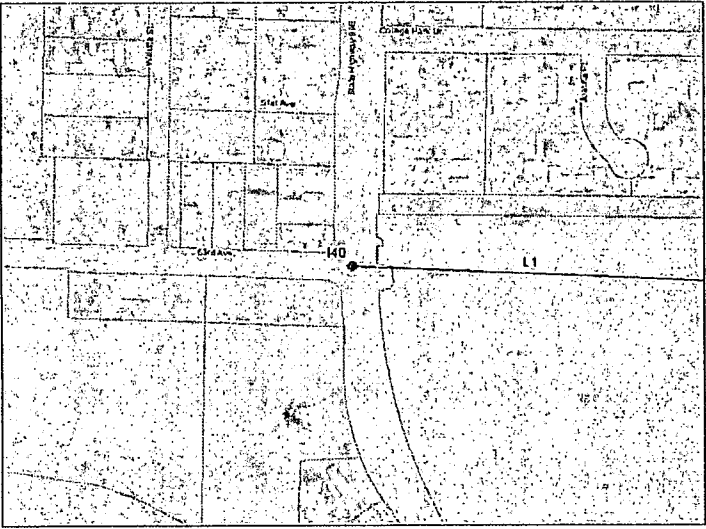
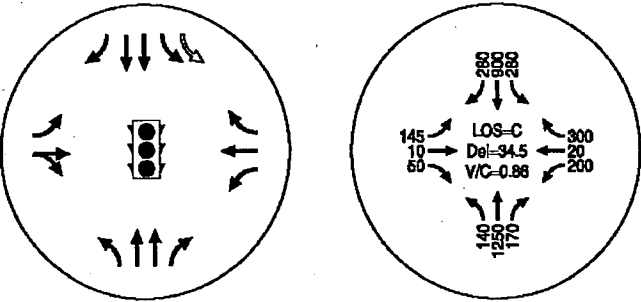
**Related Projects:**  
L1, L28, L46, L54, I16

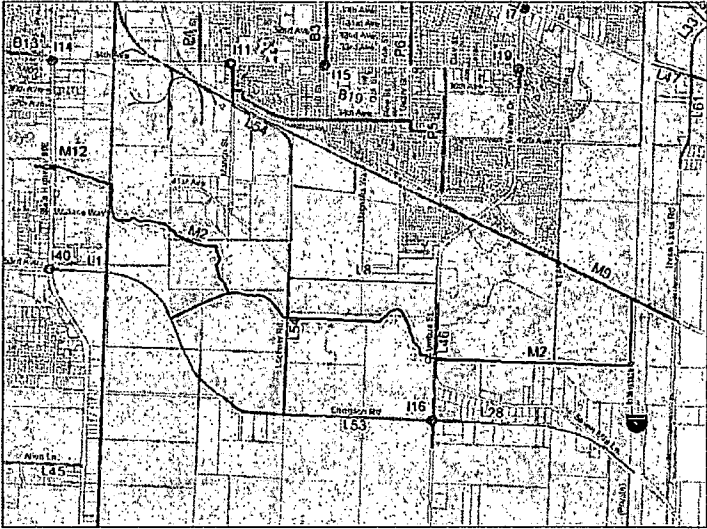
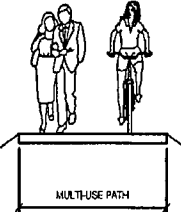


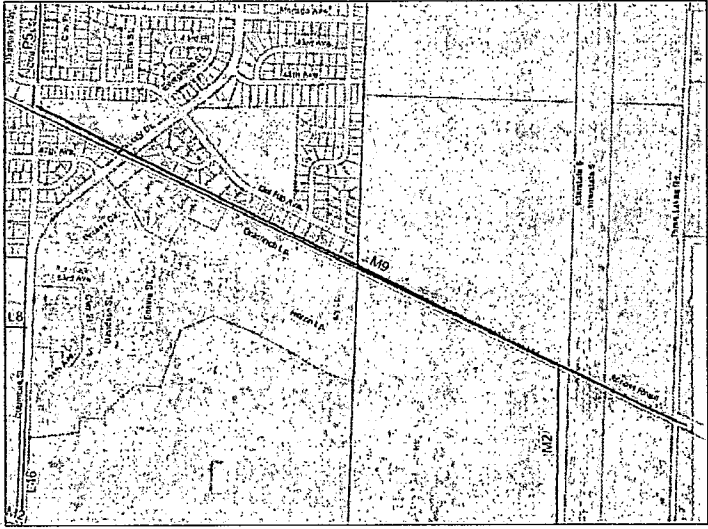
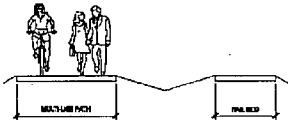


<b>Project #:</b> L54		<b>Lochner Road</b>			
<b>Description:</b> Add sidewalk, curb, gutter, and bike lanes to Lochner Road and Marion Road, from 34th Avenue to Ellingson Road, excluding the portion already constructed.					
<b>Category:</b> Urban Upgrade		<b>Classification:</b> Minor Arterial		<b>Agency Coordination:</b> Linn County	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$5,756,000	\$0	\$0	\$5,756,000	44%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input checked="" type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L1, L8, L53, I11, M2		
					
<b>Illustrative Section:</b>					
					

<b>Project #:</b> I16		<b>Ellingson Road/Columbus Street</b>			
<b>Description:</b> Install a new traffic signal					
<b>Category:</b> Intersection Control Change		<b>Classification:</b> Principal Arterial / Minor Arterial		<b>Agency Coordination:</b> Linn County	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$345,000	\$0	\$0	\$345,000	100%
<b>Project Goals Met:</b>					
<b>Efficiency</b> <input type="checkbox"/>	<b>Capacity</b> <input checked="" type="checkbox"/>	<b>Safety</b> <input checked="" type="checkbox"/>	<b>Transit</b> <input type="checkbox"/>	<b>Ped/Bike</b> <input type="checkbox"/>	<b>Livability</b> <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L28, L46, L53		
					
<b>Illustrative Section:</b>					
					

<b>Project #:</b> I40		<b>OR 99E/53rd Avenue</b>			
<b>Description:</b> Install second southbound left-turn lane on 99E (the need for this project should be reviewed after development of the parcel in the southeast corner of the intersection, otherwise known as the "Piano" shaped parcel, as dual southbound lefts may not be required if a southbound left-turn lane in to the "piano" parcel is provided).					
<b>Category:</b> Intersection Add Lane(s)		<b>Classification:</b> Principal Arterial/Principal Arterial		<b>Agency Coordination:</b> ODOT	
				<b>Time Frame:</b> Long-term	
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$421,000	\$54,000	\$75,000	\$550,000	38%
<b>Project Goals Met:</b>					
Efficiency <input checked="" type="checkbox"/>	Capacity <input checked="" type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input type="checkbox"/>	Livability <input type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b>		
			L1		
<b>Illustrative Section:</b>					
					

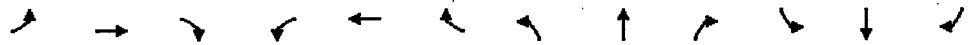
<b>Project #:</b> M2		<b>Oak Creek Trail</b>			
<b>Description:</b> Construct multi-use path along Oak Creek corridor from Three Lakes Road to west of Oregon 99E.					
<b>Category:</b> Multiuse Path		<b>Classification:</b> NA		<b>Agency Coordination:</b> ODOT, Railroad & ODOT Rail	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<b>SDC Eligible:</b>
	\$940,000	\$1,705,000	\$0	\$2,645,000	70%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> L1, L46, L54, M12		
					
<b>Illustrative Section:</b>					
					

<b>Project #:</b> M9		<b>Lebanon Trail</b>			
<b>Description:</b> Construct a multi-use path parallel to the railroad tracks south of Del Rio Avenue from Columbus Street to the Urban Growth Boundary to provide for a future connection to Lebanon.					
<b>Category:</b> Multiuse Path		<b>Classification:</b> NA		<b>Agency Coordination:</b> ODOT	<b>Time Frame:</b> Long-term
<b>Project Costs:</b>	Const./Eng.	ROW	Other	<b>Total Cost</b>	<i>SDC Eligible:</i>
	\$206,000	\$374,000	\$0	\$581,000	70%
<b>Project Goals Met:</b>					
Efficiency <input type="checkbox"/>	Capacity <input type="checkbox"/>	Safety <input type="checkbox"/>	Transit <input type="checkbox"/>	Ped/Bike <input checked="" type="checkbox"/>	Livability <input checked="" type="checkbox"/>
<b>Project Location:</b>			<b>Related Projects:</b> B19, M2, P5		
					
<b>Illustrative Section:</b>					
					

## ATTACHMENT D – SYNCHRO OUTPUT SHEETS

HCM Signalized Intersection Capacity Analysis  
 207: 53rd Ave & Hwy 99E

10/3/2012



Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations	↖	↗		↖	↗	↗	↖	↕	↗	↖	↕	↗
Volume (vph)	145	10	50	200	20	300	140	1250	170	280	900	280
Ideal Flow (vphpl)	1750	1750	1750	1750	1750	1750	1750	1750	1750	1750	1750	1750
Total Lost time (s)	4.0	4.0		4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0
Lane Util. Factor	1.00	1.00		1.00	1.00	1.00	1.00	0.95	1.00	0.97	0.95	1.00
Frpb, ped/bikes	1.00	0.99		1.00	1.00	1.00	1.00	1.00	0.97	1.00	1.00	0.98
Flpb, ped/bikes	1.00	1.00		1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Frt	1.00	0.88		1.00	1.00	0.85	1.00	1.00	0.85	1.00	1.00	0.85
Flt Protected	0.95	1.00		0.95	1.00	1.00	0.95	1.00	1.00	0.95	1.00	1.00
Satd. Flow (prot)	1646	1510		1554	1716	1452	1662	3292	1342	3162	3228	1437
Flt Permitted	0.95	1.00		0.95	1.00	1.00	0.95	1.00	1.00	0.95	1.00	1.00
Satd. Flow (perm)	1646	1510		1554	1716	1452	1662	3292	1342	3162	3228	1437
Peak-hour factor, PHF	0.95	0.95	0.95	0.95	0.95	0.95	0.95	0.95	0.95	0.95	0.95	0.95
Adj. Flow (vph)	153	11	53	211	21	316	147	1316	179	295	947	295
RTOR Reduction (vph)	0	47	0	0	0	39	0	0	100	0	0	157
Lane Group Flow (vph)	153	17	0	211	21	277	147	1316	79	295	947	138
Confl. Peds. (#/hr)			2			2			10			2
Heavy Vehicles (%)	1%	2%	0%	7%	2%	2%	0%	1%	8%	2%	3%	1%
Turn Type	Prot			Prot		pm+ov	Prot		Perm	Prot		Perm
Protected Phases	7	4		3	8	1	5	2		1	6	
Permitted Phases						8			2			6
Actuated Green, G (s)	18.0	10.8		13.7	6.5	21.8	13.1	43.6	43.6	15.3	46.3	46.3
Effective Green, g (s)	18.0	10.8		14.2	7.0	22.8	13.1	44.6	44.6	15.8	47.3	47.3
Actuated g/C Ratio	0.18	0.11		0.14	0.07	0.22	0.13	0.44	0.44	0.16	0.47	0.47
Clearance Time (s)	4.0	4.0		4.5	4.5	4.5	4.0	5.0	5.0	4.5	5.0	5.0
Vehicle Extension (s)	3.0	3.0		3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0
Lane Grp Cap (vph)	292	161		218	118	384	215	1448	590	493	1506	670
v/s Ratio Prot	0.09	c0.01		c0.14	0.01	c0.11	0.09	c0.40		0.09	c0.29	
v/s Ratio Perm						0.08			0.06			0.10
v/c Ratio	0.52	0.10		0.97	0.18	0.72	0.68	0.91	0.13	0.60	0.63	0.21
Uniform Delay, d1	37.8	40.9		43.4	44.5	36.4	42.2	26.5	16.9	39.8	20.4	16.0
Progression Factor	1.00	1.00		1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Incremental Delay, d2	1.7	0.3		51.2	0.7	6.6	8.7	8.6	0.1	2.0	0.8	0.2
Delay (s)	39.5	41.2		94.6	45.2	42.9	50.8	35.1	17.0	41.8	21.3	16.1
Level of Service	D	D		F	D	D	D	D	B	D	C	B
Approach Delay (s)		40.0			62.9			34.5			24.2	
Approach LOS		D			E			C			C	

Intersection Summary		
HCM Average Control Delay	34.8	HCM Level of Service C
HCM Volume to Capacity ratio	0.90	
Actuated Cycle Length (s)	101.4	Sum of lost time (s) 20.0
Intersection Capacity Utilization	76.6%	ICU Level of Service D
Analysis Period (min)	15	
c Critical Lane Group		

# MOVEMENT SUMMARY

Site: Ellingson/Industrial

53rd Ave/Industrial Property Access  
Roundabout

Movement Performance - Vehicles												
Mov ID	Turn	Demand Flow veh/h	HV %	Deg Satn v/c	Average Delay sec	Level of Service	95% Back of Queue Vehicles veh	Back of Queue Distance ft	Prop. Queued	Effective Stop Rate per veh	Average Speed mph	
<b>South: Access</b>												
3	L	109	3.0	0.636	21.7	LOS C	3.5	90.7	0.77	1.09	21.2	
8	T	217	3.0	0.636	21.7	LOS C	3.5	90.7	0.77	0.97	22.2	
18	R	326	3.0	0.509	13.8	LOS B	2.6	66.6	0.67	0.88	25.4	
Approach		652	3.0	0.636	17.8	LOS C	3.5	90.7	0.72	0.94	23.5	
<b>East: 53rd Avenue Extension</b>												
1	L	109	3.0	0.694	21.2	LOS C	4.8	122.7	0.79	1.10	21.4	
6	T	543	3.0	0.694	21.2	LOS C	4.8	122.7	0.79	0.99	22.5	
16	R	217	3.0	0.694	21.2	LOS C	4.8	122.7	0.79	1.02	22.3	
Approach		870	3.0	0.694	21.2	LOS C	4.8	122.7	0.79	1.01	22.3	
<b>North: Access</b>												
7	L	109	3.0	0.343	10.3	LOS B	1.1	27.1	0.53	0.94	25.1	
4	T	109	3.0	0.343	10.3	LOS B	1.1	27.1	0.53	0.73	27.2	
14	R	109	3.0	0.159	7.0	LOS A	0.4	10.6	0.44	0.71	29.1	
Approach		326	3.0	0.343	9.2	LOS A	1.1	27.1	0.50	0.80	27.0	
<b>West: 53rd Avenue Extension</b>												
5	L	217	3.0	0.804	24.6	LOS C	8.7	222.1	0.86	1.11	20.4	
2	T	413	3.0	0.804	24.6	LOS C	8.7	222.1	0.86	1.04	21.2	
12	R	109	3.0	0.124	5.3	LOS A	0.4	11.3	0.34	0.56	30.2	
Approach		739	3.0	0.804	21.7	LOS C	8.7	222.1	0.79	0.99	21.9	
All Vehicles		2587	3.0	0.804	19.0	LOS C	8.7	222.1	0.73	0.96	23.0	

Level of Service (LOS) Method: Delay & v/c (HCM 2010).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 2010).

Roundabout Capacity Model: US HCM 2010.

HCM Delay Model used.



# MOVEMENT SUMMARY

Site: Ellingson\_Lochner\_2030

Ellingson\_Lochner\_2030

Roundabout

Movement Performance - Vehicles												
Mov ID	Turn	Demand Flow veh/h	HV/ %	Deg. Satn v/c	Average Delay sec	Level of Service	95% Back of Queue Vehicles veh	Queue Distance ft	Prop Queued	Effective Stop Rate per veh	Average Speed mph	
South: NB Lochner Rd. (new)												
3	L	78	3.0	0.192	7.5	LOS A	0.7	17.5	0.51	0.88	26.3	
8	T	26	3.0	0.192	7.5	LOS A	0.7	17.5	0.51	0.67	28.7	
18	R	26	3.0	0.192	7.5	LOS A	0.7	17.5	0.51	0.72	28.4	
Approach		130	3.0	0.192	7.5	LOS A	0.7	17.5	0.51	0.81	27.1	
East: WB Ellingson Rd.												
1	L	30	3.0	0.514	10.6	LOS B	2.8	72.5	0.48	0.86	25.1	
6	T	365	3.0	0.514	10.6	LOS B	2.8	72.5	0.48	0.59	27.3	
16	R	72	3.0	0.514	10.6	LOS B	2.8	72.5	0.48	0.64	27.0	
Approach		467	3.0	0.514	10.6	LOS B	2.8	72.5	0.48	0.61	27.1	
North: SB Lochner Rd.												
7	L	59	3.0	0.174	7.3	LOS A	0.6	15.7	0.51	0.89	26.4	
4	T	26	3.0	0.174	7.3	LOS A	0.6	15.7	0.51	0.68	28.9	
14	R	33	3.0	0.174	7.3	LOS A	0.6	15.7	0.51	0.72	28.5	
Approach		117	3.0	0.174	7.3	LOS A	0.6	15.7	0.51	0.79	27.4	
West: EB Ellingson Rd.												
5	L	78	3.0	0.469	9.3	LOS A	2.6	65.4	0.37	0.82	25.6	
2	T	326	3.0	0.469	9.3	LOS A	2.6	65.4	0.37	0.50	28.1	
12	R	52	3.0	0.469	9.3	LOS A	2.6	65.4	0.37	0.56	27.7	
Approach		457	3.0	0.469	9.3	LOS A	2.6	65.4	0.37	0.56	27.5	
All Vehicles		1172	3.0	0.514	9.4	LOS A	2.8	72.5	0.44	0.63	27.3	

Level of Service (LOS) Method: Delay & v/c (HCM 2010).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 2010).

Roundabout Capacity Model: US HCM 2010.

HCM Delay Model used.

# MOVEMENT SUMMARY

Site: Ellingson\_Lochner\_Buildout

Ellingson\_Lochner\_BuildOut

Roundabout

Movement Performance - Vehicles												
MovID	Turn	Demand Flow veh/h	HV %	Deg Satn v/c	Average Delay sec	Level of Service	95% Back of Queue Vehicles veh	Queue Distance ft	Prop. Queued	Effective Stop Rate per veh	Average Speed mph	
South: NB Lochner Rd. (new)												
3	L	180	3.0	0.589	19.7	LOS C	2.3	59.1	0.73	1.02	21.6	
8	T	60	3.0	0.589	19.7	LOS C	2.3	59.1	0.73	0.91	22.8	
18	R	60	3.0	0.589	19.7	LOS C	2.3	59.1	0.73	0.94	22.6	
Approach		300	3.0	0.589	19.7	LOS C	2.3	59.1	0.73	0.98	22.0	
East: WB Ellingson Rd.												
1	L	120	3.0	0.791	25.3	LOS D	7.5	192.5	0.86	1.15	20.3	
6	T	840	3.0	0.791	25.3	LOS D	7.5	192.5	0.86	1.08	21.1	
16	R	165	3.0	0.791	25.3	LOS D	7.5	192.5	0.86	1.10	20.9	
Approach		1125	3.0	0.791	25.3	LOS D	7.5	192.5	0.86	1.09	21.0	
North: SB Lochner Rd.												
7	L	135	3.0	0.559	19.3	LOS C	2.1	53.0	0.74	1.02	21.8	
4	T	60	3.0	0.559	19.3	LOS C	2.1	53.0	0.74	0.91	22.9	
14	R	75	3.0	0.559	19.3	LOS C	2.1	53.0	0.74	0.94	22.8	
Approach		270	3.0	0.559	19.3	LOS C	2.1	53.0	0.74	0.97	22.3	
West: EB Ellingson Rd.												
5	L	180	3.0	0.661	16.2	LOS C	5.0	127.2	0.70	0.99	23.0	
2	T	750	3.0	0.661	16.2	LOS C	5.0	127.2	0.70	0.85	24.5	
12	R	120	3.0	0.661	16.2	LOS C	5.0	127.2	0.70	0.90	24.3	
Approach		1050	3.0	0.661	16.2	LOS C	5.0	127.2	0.70	0.88	24.2	
All Vehicles		2745	3.0	0.791	20.6	LOS C	7.5	192.5	0.77	0.99	22.3	

Level of Service (LOS) Method: Delay & v/c (HCM 2010).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 2010).

Roundabout Capacity Model: US HCM 2010.

HCM Delay Model used.

# MOVEMENT SUMMARY

Site: Ellingson\_Columbus\_2030

Ellingson\_Columbus\_2030

Roundabout

Movement Performance - Vehicles											
Mov ID	Turn	Demand Flow veh/h	HV %	Deg Satn v/c	Average Delay sec	Level of Service	95% Back of Queue Vehicles veh	Queue Distance ft	Prop Queued	Effective Stop Rate per veh	Average Speed mph
South: SB Columbus											
3	L	54	3.0	0.178	6.6	LOS A	0.6	16.5	0.45	0.85	26.7
8	T	27	3.0	0.178	6.6	LOS A	0.6	16.5	0.45	0.61	29.4
18	R	54	3.0	0.178	6.6	LOS A	0.6	16.5	0.45	0.66	29.0
Approach		136	3.0	0.178	6.6	LOS A	0.6	16.5	0.45	0.72	28.1
East: WB Ellingson Rd.											
1	L	54	3.0	0.410	8.6	LOS A	2.0	51.2	0.40	0.84	25.9
6	T	217	3.0	0.410	8.6	LOS A	2.0	51.2	0.40	0.53	28.4
16	R	109	3.0	0.410	8.6	LOS A	2.0	51.2	0.40	0.60	28.0
Approach		380	3.0	0.410	8.6	LOS A	2.0	51.2	0.40	0.59	27.9
North: SB Columbus											
7	L	109	3.0	0.693	17.7	LOS C	5.6	142.4	0.74	1.04	22.5
4	T	435	3.0	0.693	17.7	LOS C	5.6	142.4	0.74	0.90	23.9
14	R	326	3.0	0.393	9.1	LOS A	1.8	45.4	0.49	0.66	27.9
Approach		870	3.0	0.693	14.5	LOS B	5.6	142.4	0.64	0.83	25.0
West: EB Ellingson Rd.											
5	L	82	3.0	0.550	16.0	LOS C	2.9	74.2	0.71	1.04	23.0
2	T	163	3.0	0.550	16.0	LOS C	2.9	74.2	0.71	0.90	24.5
12	R	82	3.0	0.550	16.0	LOS C	2.9	74.2	0.71	0.93	24.3
Approach		326	3.0	0.550	16.0	LOS C	2.9	74.2	0.71	0.94	24.0
All Vehicles		1712	3.0	0.693	12.9	LOS B	5.6	142.4	0.59	0.79	25.6

Level of Service (LOS) Method: Delay & v/c (HCM 2010).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 2010).

Roundabout Capacity Model: US HCM 2010.

HCM Delay Model used.

# MOVEMENT SUMMARY

Site:  
Ellingson\_Columbus\_BuildOut

Ellingson\_Columbus\_BuildOut

Roundabout

Movement Performance - Vehicles												
Mov ID	Turn	Demand Flow veh/h	HV %	Deg. Satn v/c	Average Delay sec	Level of Service	95% Back of Queue		Prop. Queued	Effective Stop Rate per veh	Average Speed mph	
								Vehicles veh	Distance ft			
South: NB Lochner Rd: (new)												
3	L	125	3.0	0.408	15.1	LOS C	1.3	32.7	0.70	0.98	23.2	
8	T	63	3.0	0.408	15.1	LOS C	1.3	32.7	0.70	0.85	24.7	
18	R	125	3.0	0.237	10.1	LOS B	0.6	16.2	0.58	0.78	27.3	
Approach		313	3.0	0.408	13.1	LOS B	1.3	32.7	0.65	0.88	24.9	
East: WB Ellingson Rd:												
1	L	125	3.0	0.377	8.9	LOS A	1.3	33.2	0.44	0.91	25.7	
6	T	500	3.0	0.377	8.8	LOS A	1.3	33.2	0.43	0.65	28.4	
16	R	250	3.0	0.273	6.8	LOS A	0.8	21.0	0.31	0.59	29.1	
Approach		875	3.0	0.377	8.2	LOS A	1.3	33.2	0.40	0.67	28.1	
North: SB Lochner Rd:												
7	L	652	3.0	1.021	66.4	LOS F	18.4	471.1	1.00	1.80	12.8	
4	T	652	3.0	0.531	14.9	LOS B	2.2	56.0	0.63	0.85	25.2	
14	R	750	3.0	0.476	0.1	X	X	X	X	0.51	33.7	
Approach		2054	3.0	1.021	25.9	LOS D	18.4	471.1	0.52	1.03	20.4	
West: EB Ellingson Rd:												
5	L	188	3.0	0.738	36.6	LOS E	3.2	82.8	0.88	1.13	17.3	
2	T	375	3.0	0.738	35.0	LOS D	3.2	82.8	0.87	1.07	18.4	
12	R	188	3.0	0.300	9.7	LOS A	0.9	22.4	0.52	0.77	27.4	
Approach		751	3.0	0.738	29.0	LOS D	3.2	82.8	0.78	1.01	19.6	
All Vehicles		3993	3.0	1.021	24.6	LOS C	18.4	471.1	0.55	0.93	21.9	

X: Not applicable for Continuous movement.

Level of Service (LOS) Method: Delay & v/c (HCM 2010).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 2010).

Roundabout Capacity Model: US HCM 2010.

HCM Delay Model used.

# Memorandum



**To:** Heather Hansen  
**From:** Martin Glastra van Loon  
**Copies:** David Helton, Jennifer Mannhard  
**Date:** October 26, 2012  
**Subject:** South Albany Area Plan – Amendments to Albany Comprehensive Plan (Revised Project Memo #7)

**Project No.:** 16056

This memorandum provides the revised draft amendments to the Albany Comprehensive Plan to implement the South Albany Area Plan (SAAP). The draft amendments and figures have been revised based on thorough review and consideration by the City, Project Advisory Committee (PAC), and Technical Advisory Committee (TAC). The amendments were also reviewed by the Planning Commission and City Council.

As noted in the draft memorandum, the approach is to create a new, South Albany-specific section in Chapter 8 of the Comprehensive Plan. The new section will contain goals, policies, and implementation measures as well as reference figures.

The text of the policies captures the vision statement and plan objectives approved by the TAC and PAC. The policies also:

- Reference the figures/maps and state that future planning and development shall be consistent with the maps;
- Capture ideas generated during the SAAP process; and
- Include a few of the policies adopted for North Albany, where they are applicable in South Albany.

The policies provide the foundation for zoning and long term implementation by all parties. The land use policies include a conversion table for determining the Comprehensive Plan and Zoning Map designations for each land use type on the SAAP Land Use Concept. In some cases, there are multiple zones that could implement a particular land use type and Comprehensive Plan designation.

The draft Comprehensive Plan amendments incorporate the comments and feedback received on the draft version. Amendments are shown in adoption ready format with bolding and strike outs. Staff commentary on the proposed amendments is also provided within the body of the document. The language of the goals, policies and measures has been updated to reflect the tone and text of the Albany Comprehensive Plan. Finally, the draft amendments references SAAP figures.

## CHAPTER 8: URBANIZATION

### GOAL 14: URBANIZATION

*STAFF COMMENT: The following is proposed as a new section of the Comprehensive Plan. It is not shown in bold for ease of reading.*

#### **SOUTH ALBANY AREA PLAN GOALS, POLICIES, AND IMPLEMENTATION METHODS**

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

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

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

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

#### **VISION FOR SOUTH ALBANY**

##### **GOALS**

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

South Albany will be:

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

## LAND USE

### **POLICIES**

1. South Albany will be further planned and developed as a complete and livable community. It will include livable neighborhoods, varied housing, mixed use centers, schools, employment sites (commercial and industrial), parks, and natural resource areas – all tied together by a connected pattern of streets, pathways and open space.
2. Development in South Albany will be a showcase of implementation for Albany's Great Neighborhoods concepts and guidelines. Each neighborhood will be connected to a community focal point.
3. South Albany's overall land use pattern of residential, employment, and open space areas shall be generally consistent with the Organizational Framework (see Figure 1).
4. Development patterns in South Albany should promote the efficient use of land and infrastructure and conservation of significant natural resources.
5. Development on individual properties within each of five neighborhoods as shown on the Organizational Framework (Figure 1) shall contribute to the creation of a cohesive total neighborhood with: variety of housing, local community services, connected and walkable streets and paths, physical and visual access to open spaces, parks and other community facilities.
6. Development that is not at its ultimate urban density shall be approved only when it can be shown that such development will not preclude or inhibit further development in the surrounding area from occurring in a logical and efficient manner. All development on, or resulting in, parcels larger than the minimum lot size for the zoning district shall be designed so as not to interfere nor conflict with the subsequent orderly transition to efficient, higher density planned urban uses. This also applies to construction of all single family units on existing lots of record which are outside platted subdivisions. Urban conversion plans are required for all such development demonstrating that the proposed lot and/or development can accommodate future development at the density range allowed by the Albany Comprehensive Plan and/or Zoning Map will allow the logical and efficient extension of streets and city services.
7. Transitions between land uses will be carefully planned to promote compatibility. This policy applies particularly to the transitions between industrial and residential areas, and between developed areas and natural features.
8. The City supports preservation of South Albany's natural and cultural features by allowing and encouraging cluster development. As used here, natural features include wetlands (with an emphasis on significant wetlands), Oak Creek and its tributaries, the unnamed tributary near the PepsiCo property, and the Oak groves. Key cultural facilities to preserve include archeological resources and historic properties including the Gerig Farm.
9. Views of the Coast Range, oak groves, and Oak Creek shall be preserved when reasonably feasible.
10. New residential development bordering designated and zoned farmland outside the UGB should be adequately set back, screened and buffered to minimize potential conflicts between residential and farm activities.

11. Neighborhood Centers will be located at the intersection of Lochner and Ellingson, west of the intersection of Columbus and Seven Mile Lane, and in the Mennonite Village generally as shown on the Land Use Plan (Figure 5).
12. Within Neighborhood Centers, up to 50% of the gross area of land zoned Mixed Use Commercial (MUC) may be developed for residential use. The remaining 50% of the MUC zone shall be developed with non-residential uses, allowing residential units above the ground level. The purpose of this policy is to ensure that local-serving retail and services are developed within the Neighborhood Centers.
13. The City shall allow flexibility in the size and exact location of lands zoned MUC. The South Albany Land Use Concept indicates the general size and location of Neighborhood Centers and future MUC zones. Flexibility is permitted consistent with the following:
  - a. Location – An applicant may request a “shifting” of the Neighborhood Center boundaries (MUC zoning) from those shown on the Land Use Concept for the purpose of accommodating site specific design factors (wetlands, trees, road locations), provided, the design of a pedestrian-oriented center is not compromised.
  - b. Size – An applicant may request an increase in the land area up to a maximum of 10 acres for Neighborhood Centers, for developments that include food stores and vertical mixed use.
14. Commercial and Industrial lands in South Albany will help fulfill the City’s Economic Opportunities Analysis, take advantage of South Albany’s location in the region, and fulfill the economic role of the area defined by the plan. Zoning regulations for employment lands will incorporate flexibility in order to respond to changes in business and industry trends.
15. Within areas designated as Residential, densities and building types shall generally follow a pattern where higher densities will be closer to Medium Density and Village Center areas, and lower densities closer to Open Space areas. This pattern does not preclude usage of cluster developments. Where clustered housing will be beneficial to preserving natural or cultural features, and/or providing housing variety, it is encouraged.
16. Open Space designations on the Comprehensive Plan Map are intended to maintain open space in areas generally unsuitable for development and to identify linear linkages between undevelopable, open space areas.
17. Comprehensive Plan and Zoning Map designations shall implement the Land Use Plan (see Figure 5), and be consistent with the following table.



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

\*Note: Overlay districts apply as applicable. Examples include Floodplain and Significant Natural Resource Overlay Districts

### **IMPLEMENTATION MEASURES**

1. Annexation agreements are a tool to implement the vision, goals and policies South Albany. Annexation Agreements are required for all lands proposing to be annexed in South Albany to ensure all annexations are in the public interest. The terms of annexation agreements may include, but are not limited to, dedication of land for future public facilities, construction of public improvements, waiver of compensation claims, or other commitments and public benefits deemed valuable to the City of Albany. Annexation agreements are typically recorded as a covenant running with the land.
2. The City may require the submittal of a conceptual master plan as part of the review of proposed annexation agreements. Such master plans are intended to show how a property will be consistent with the South Albany Area Plan.
3. Provide the opportunity to cluster development within areas subject to environmental constraints to achieve allowed densities and protect public safety and environmental values.
4. The City will prepare design and development standards for Industrial Parks that are consistent with the Comprehensive Plan goals and policies, and of the South Albany Area Plan.

### **TRANSPORTATION**

#### **POLICIES**

1. South Albany will be a walkable community, with pedestrian-friendly streets, a clearly defined network of blocks and pedestrian ways, and an excellent trail system.
2. Multiple options for local, intra-city, and regional travel will be provided through a connected street and pathway network, and land uses which support walking, biking and future public transit.

3. Highway 99E and Columbus Street/Waverly Road will be planned as safe, aesthetically pleasing, multi-modal gateways into Albany.
4. Streets, transportation facilities and development shall be consistent with the Street Framework (Figure 2), the street cross-sections in the South Albany Area Plan (SAAP), and the Transportation System Plan (TSP). The Street Framework shows the type and general location of transportation facilities planned for South Albany. It is intended to guide the alignment and connectivity of streets and intersections, and support the land uses planned for South Albany. The actual type and location of transportation facilities may vary in response to site-specific conditions and land uses, but they must still be consistent with the goals and policies established for the SAAP.
5. Connector streets and additional local streets will be required by the City to form the full walkable block pattern for the area. The Street Framework (Figure 2) includes a network of “connector” streets. The connector streets supplement the streets designated as arterials and collectors in the TSP, providing a partial local street plan for South Albany. They are not the full network of local streets. It is recognized that site specific conditions, such as wetlands, will need to be considered in the actual development of both connectors and additional local streets.
6. In all cases, Oak Creek Parkway shall provide visual and physical access to the undeveloped areas of the Oak Creek Transition Area.
7. Where feasible, Oak Creek Parkway, a connector street that parallels Oak Creek on the creek’s south side, should serve as the southern physical edge between developed areas and undeveloped areas in the Oak Creek Transition Area. This two lane street will connect three neighborhood parks, two trailheads, and a potential elementary school. This is intended as recommended and guiding, not mandatory. Preferred, permitted, and prohibited development patterns adjacent to Oak Creek Parkway are illustrated in the SAAP.
8. The City supports access and sufficient rail crossings in the industrial areas of South Albany in order to provide:
  - a. Access for emergency vehicles;
  - b. Freight access for industrial developments;
  - c. Connectivity between the Study Area and Linn-Benton Community College (LBCC); and
  - d. Capacity to support development of the study area at full build-out.
9. All trails, trailheads and related development shall be consistent with the Trails Framework (Figure 3). The Trails Framework is intended to provide a series of trail loops and connections that link designations within South Albany, and connect South Albany with the rest of the City. The Trails Framework provides general alignment for trails in the Albany TSP, and additional trails that were identified during the SAAP process.
10. Connect every street stub to another street, existing or proposed. An exception will be made where there are existing hazardous conditions for pedestrians, such as no sidewalks, or for vehicles, such as poor sight distance or accident history. An exception is also warranted where it is not practical to extend the street due to on-site physical constraints, such as existing development, steep slopes, wetlands, or drainageways, in which case the new development shall provide for a cul-de-sac to end the street.
11. Extend all streets in new subdivisions and partitions to the boundary of the property where a continuation of the street will intersect a property line. Right-of-way should be dedicated and the street should also be constructed. An exception will be made where there are physical limitations on adjoining property due to existing development, steep slopes, wetlands, or drainageways. Street extensions should generally extend the overall block pattern of the neighborhood or the interval should follow the block design pattern established in the Development Code.

12. Allow cul-de-sacs only where physical circumstances (e.g., existing development, natural features) impair internal or perimeter street connections. Make street connections whenever possible, especially to attractors such as parks, schools, transit routes, and other neighborhoods. Cul-de-sac design should allow for a sidewalk to the adjacent attractor so that a pedestrian corridor is preserved even though the vehicle corridor is closed. Design pavement for pedestrian ways to support maintenance or emergency vehicles.
13. Support the development of alternate street standards that may be considered on a site-specific basis if unusual environmental conditions exist and long-term operational and maintenance costs are acceptable to the Director of Public Works.

### **IMPLEMENTATION MEASURES**

1. Work with property owners and developers to coordinate street and transportation facility improvements that will serve multiple properties and co-located public facilities.
2. Develop a funding strategy for all trails on the Trails Framework.
3. Conduct more detailed planning for all trails. For the Oak Creek crossings, the surface types, feasibility of bridges and boardwalks, seasonal usage, interpretive signage, and minimization of environmental impacts will be considered.
4. Coordinate with Oregon Department Of Transportation Rail (ODOT Rail) on all rail crossings in South Albany.
5. Develop and adopt alternate street designs that allow consideration of unusual site conditions while addressing the following: availability of adequate right-of-way, slope restrictive issues, surface water impacts, natural drainage features, transportation needs, pedestrian and bicycle needs, drainage requirements, and impacts to significant trees.

### **NATURAL AND CULTURAL RESOURCES**

#### **POLICIES**

1. Future planning and development within and adjacent to designated open space, significant wetlands, and areas mapped as the Oak Creek Transition area shall be consistent with the following objectives for Oak Creek and the transition area:
  - a. Integrate open space areas, both public and private, near Oak Creek;
  - b. Be the centerpiece of the South Albany open space system and provide multiple benefits including wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education and visual identity for the area;
  - c. Be South Albany's "front yard" - physically and visually accessible to adjacent development;
  - d. Create a multitude of public connections (parks, trails, trailheads, visual, etc.) between Oak Creek Parkway (an east-west street) and the public edge of undeveloped areas; and
  - e. Include a continuous east-west pathway, and other pathways that connect north and south to community destinations.
2. Wetlands, tree groves, flood storage, and other key resources will be preserved when feasible so they may serve as amenities or functional elements of development in South Albany.

3. The City supports planning and programs needed to mitigate development challenges posed by wetlands and other constraints, so that: (1) cohesive areas of developable land are created as envisioned in the South Albany Area Plan; (2) mitigation is coordinated and encompasses larger, ecologically sustainable areas; and (3) high value resources (e.g., Oak Creek and connected wetlands) are preserved and integrated into the area as amenities.
4. Public and private development should avoid impacts to archaeological resources and historic sites to the fullest extent feasible.
5. The City will be proactive in recording, avoiding and minimizing impact to archeological resources. It is recognized that even the creation or modification of recreation areas, wetland mitigation areas, and other recreational and habitat enhancements can result in the disturbance or destruction of an archaeological site through earth-moving activities. Archaeological sites should be identified through field survey early in the planning process; they can likely be avoided and protected to a great extent through design adjustments.
6. Historic properties should be preserved and enhanced, where feasible. Three potentially significant historic properties were identified in the project area: (1) 6732 Seven Mile Way, (2) 6061 Columbia Street, and (3) 3795 Lochner Road. Properties from the 1800s are becoming increasingly rare in Oregon as structures become more fragile through weathering and difficulties with maintenance. For those historic structures that can survive and even be rehabilitated, they can become anchor points in the community.
7. The City supports the preservation and enhancement of the historic Gerig Farm as a historic farm and heritage site. The Dorris Ranch Living History Filbert Farm in Lane County is a good example where a historic property provides broad-reaching opportunities to the community for education, recreation, and historic interpretation. The trailhead on the Gerig property is an opportunity for interpretive information about the area's history, archeological resources, and environment.

### **IMPLEMENTATION MEASURES**

1. The City will create a program, and/or support efforts by others, to develop wetland mitigation bank(s) and other ecologically suitable mitigation options to offset unavoidable wetland impacts in South Albany. This action may occur in a phased manner over time (e.g., on a neighborhood-by neighborhood basis).
2. Where creek or tributary crossings are necessary, the City will require designs that minimize impacts (e.g., boardwalks and other permeable surfaces for trails, open bottom culverts).
3. Where appropriate and available, the City will use nationwide permits (under Section 404 of the Clean Water Act) and general permits (under Oregon's Fill and Removal Law) for public trails and similar improvements. These federal and state regulations authorize limited wetland fill actions when legal and programmatic criteria are met. They are a tool for streamlining permitting, while achieving best practices.
4. During the South Albany Area Plan process, a review of past archeological surveys indicated a zone of archaeological potential that overlaps to a great extent with wetlands and with the Oak Creek Transition Area, generally in areas below the 230 MSL contour. These are priority areas for careful planning and impact avoidance.
5. An archeological survey should be prepared for the un-surveyed areas of South Albany. An archaeological management plan should be developed to outline efficient means of surveying area parcels and for identifying specific options for the treatment of identified archaeological sites. Prior to the SAAP, approximately one-third of South Albany had been previously surveyed for cultural resources.

6. The City will support the following conservation measures to reduce impacts to sensitive wildlife, plant, and fish species in South Albany:
  - a. Clearly identify sensitive wildlife, plant, and fish habitats in the field prior to development;
  - b. Improve degraded wildlife habitat or abandoned agricultural areas within the proposed project areas with new plantings of native species. Introduce native shrub and tree species that provide cover and food sources for wildlife during landscaping. Mitigation plantings would include a diverse assemblage of species native to the proposed project areas;
  - c. Monitor all new mitigation and restoration areas until they meet compliance criteria established by applicable environmental permits;
  - d. Incorporate noxious weed removal and management into any future proposed actions; and
  - e. Work with property owners to limit tree removal activities to between September 30 and March 1 to avoid conflicts with nesting migratory birds in compliance with the Migratory Bird Treaty Act (MBTA).
7. The significant oak tree groves in South Albany provide a specialized niche for sensitive species. Existing significant oak tree groves outside the Oak Creek corridor should be considered for protection through incentives built into the development review process.

## **PARKS, SCHOOLS, AND COMMUNITY FACILITIES**

### **POLICIES**

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

### **IMPLEMENTATION MEASURES**

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

## BACKGROUND INFORMATION

The South Albany Area Plan prepared by the City of Albany, and a consultant team lead by Otak, dated xxxx 2012, is adopted in its entirety as a supporting document to the Comprehensive Plan (Ordinance xyz).

Maps and Graphics following this section:

Figure 1. Organizational Framework

Figure 2. Street Framework

Figure 3. Trails Framework

Figure 4. Park and School Framework

Figure 5. Land Use Plan

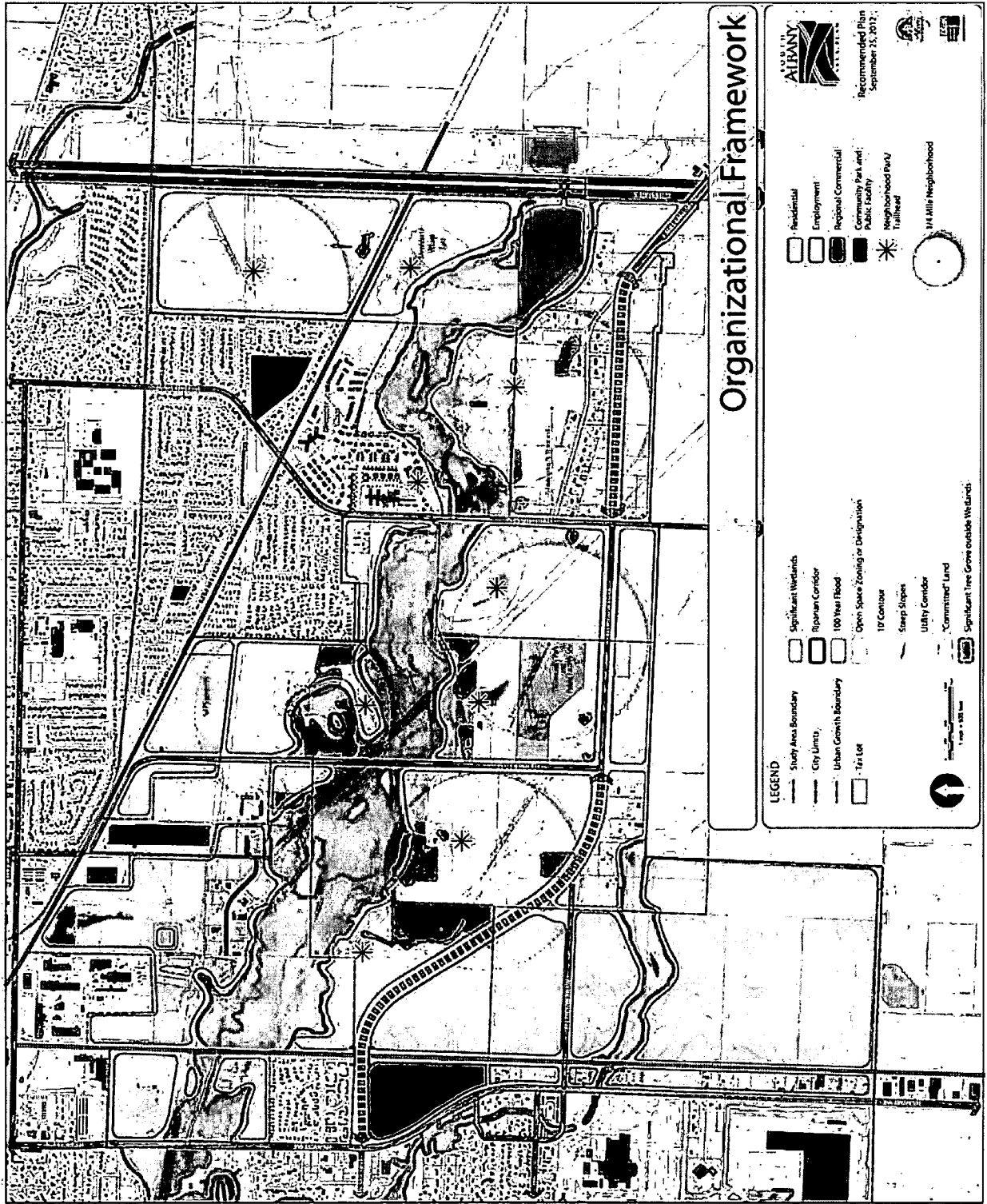


Figure 1. Organizational Framework

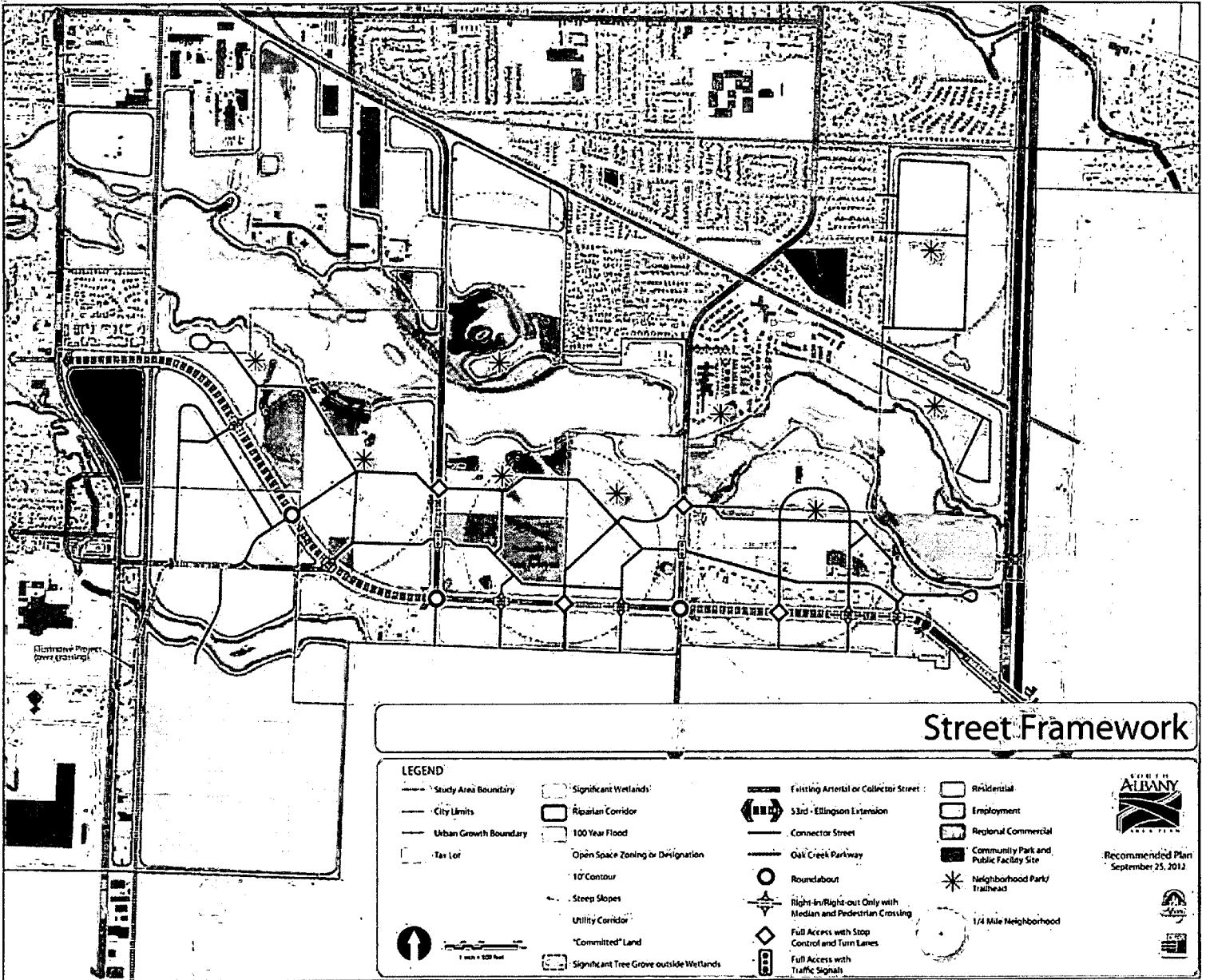


Figure 2. Street Framework

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The priority for form and alignment of Collector Streets is intended to be flexible, and there will be a response to the location of water features.

Disclaimer: The information shown on this plan is considered 100% accurate and subject to City review and future plan amendments. This plan is not to be used for any other purpose without the express written consent of the City of South Albany.



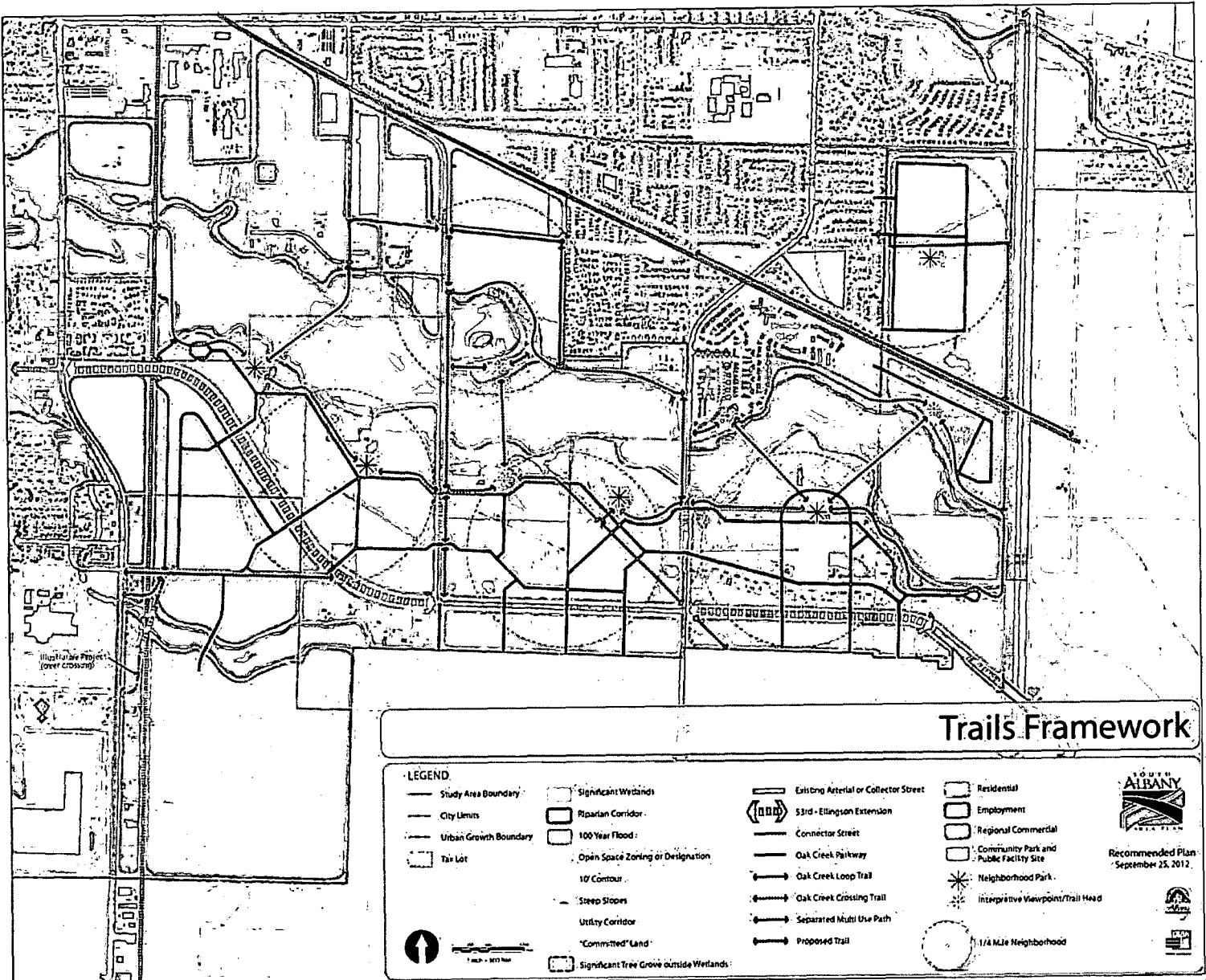


Figure 3. Trails Framework

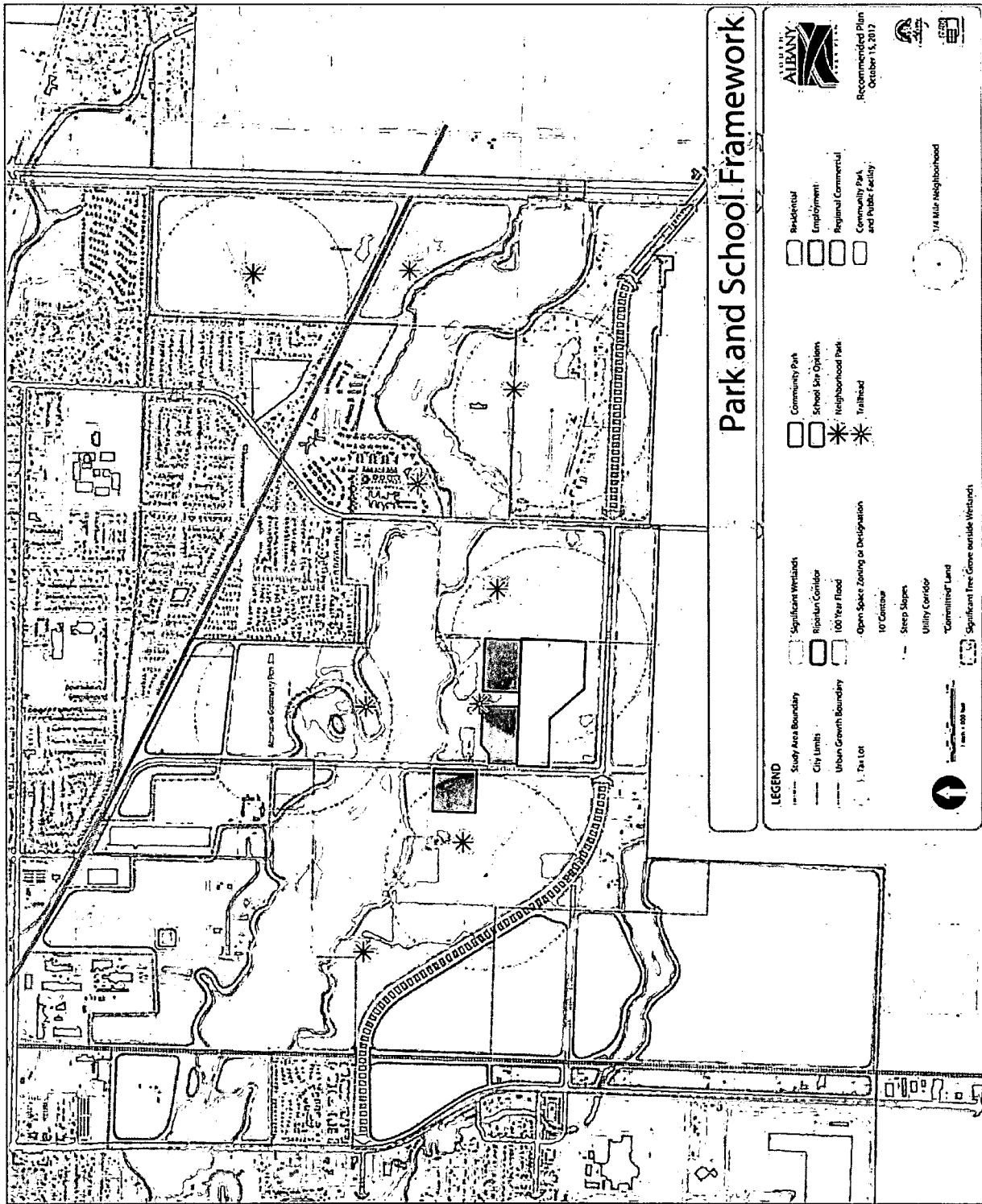


Figure 4. Park and School Framework

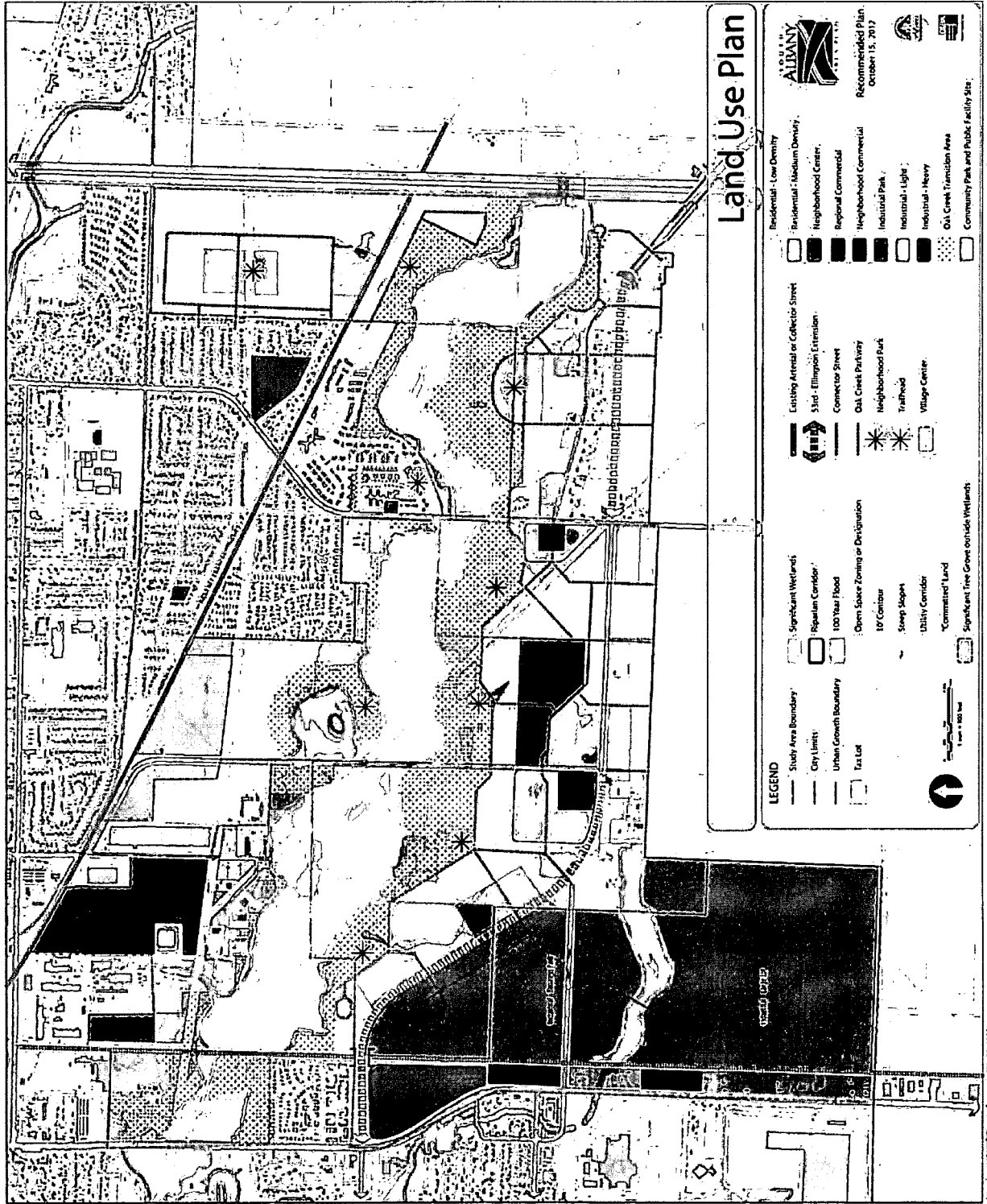


Figure 5. Land Use Plan

# Memorandum



**To:** Heather Hansen  
**From:** Martin Glastra van Loon  
**Copies:** David Helton, Jennifer Mannhard  
**Date:** October 26, 2012  
**Subject:** South Albany Area Plan – Amendments to Albany Development Code (Revised Project Memo #8)

**Project No.:** 16056

This memorandum provides the revised draft amendments to the Albany Development Code to implement the South Albany Area Plan (SAAP). The draft amendments and figures have been revised based on thorough review and consideration by the City, Project Advisory Committee (PAC), Technical Advisory Committee (TAC) and representatives of land owners and developers in the study area. The amendments were also reviewed by the Planning Commission and City Council.

The proposed amendments are as follows:

- **New Section 8.600 – Supplemental Design Standards for Oak Creek Transition Area.**  
The purpose of this amendment is to implement the Oak Creek Transition Area (OCTA) concept. This amendment adds standards that regulate the amount, location, and design of development in the OCTA.

- **Amendment to Article 11 – Land Divisions.**

Amendments in this article are to provide specific references to the SAAP with respect to the designation of permanent natural areas, development standards to reflect the plan area's maximum gross densities and exception to the Perimeter Lot Compatibility standard for cluster development.

- **Amendment to Article 3 – Residential Zoning Districts.**

The Schedule of Permitted Uses has been refined in order to encourage protection of South Albany's natural features, allow for the transfer of development density, and support a variety of housing types and developments within the boundaries of the SAAP. The revisions allow for a variety of housing types as long as density limits are not exceeded by zone.

Other than the above amendments, the City's existing base zones, overlay zones, standards, procedures, and other Development Code requirements would apply in South Albany.

The Amendments to Albany Development Code incorporate the comments and feedback received on the draft version. Amendments are shown in adoption ready format with bolding and strike outs. Staff commentary on the proposed amendments is also provided within the body of the document.

**PROPOSED DEVELOPMENT CODE AMENDMENTS  
TO IMPLEMENT THE SOUTH ALBANY AREA PLAN**

**PROPOSED STANDARDS IN ARTICLE 8 FOR OAK CREEK TRANSITION AREA:**

*Staff Comments: In order to protect the Oak Creek corridor and provide visual and physical access to Oak Creek, supplemental development standards are proposed for the Oak Creek "Transition Area." This is a new section, but is not shown in bold for ease of reading.*

**SUPPLEMENTAL DESIGN STANDARDS  
FOR THE OAK CREEK TRANSITION AREA**

- 8.600 Purpose and Intent. The purpose of the Oak Creek Transition Area (OCTA) is to guide development review and more detailed planning for the transitional areas between Oak Creek and adjacent developed and developable areas. The OCTA works in combination with the Open Space zone, natural resource overlay zones and the development review process to ensure that the larger Oak Creek corridor is protected for the long term and provides benefits to all of Albany. The OCTA is specifically intended to:
- (1) Integrate open space areas, both public and private, near Oak Creek;
  - (2) Be the centerpiece of the South Albany open space system and provide multiple benefits including wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education and visual identity for the area;
  - (3) Be South Albany's "front yard" - physically and visually accessible to adjacent development;
  - (4) Create a multitude of public spaces and connections (parks, trails, trailheads, visual, etc.) between "Oak Creek Parkway" (an east-west street) and the public edge of undeveloped areas;
  - (5) Include a continuous east-west pathway, and other pathways that connect north and south to community destinations; and
  - (6) Preserve archeological and historical resources as heritage sites if feasible.
- 8.610 Applicability. The OCTA supplemental standards apply as follows:
- (1) South of Oak Creek, the standards apply between the Riparian Corridor overlay boundary around Oak Creek and the north edge of the right-of-way for Oak Creek Parkway. Oak Creek Parkway's location is generally identified in the South Albany Area Plan chapter of the Comprehensive Plan, on Figure \_\_\_\_\_, Street Framework.
  - (2) North of Oak Creek, the standards apply within 100 feet from the upland edge of the Riparian Corridor Overlay District (/RC).
- 8.620 OCTA Development Standards. Development within the Transition Area must satisfy all of the following standards. -
- (1) The design and construction of the development, utilities and trails shall limit disturbance to natural features as much as reasonably feasible.
  - (2) Fences are limited to within developed areas.
  - (3) Development between Oak Creek and the Oak Creek Parkway, and between 99E and Columbus Street must meet the following standards:
    - (a) The "development area" cannot exceed either 40 percent of the site's land area within the OCTA or 40 percent of the frontage on the north side of Oak Creek Parkway. See the illustrations in Figure 1. The "development area" shall include all residential lots and development, all areas taken up by buildings, private yards, paving, streets, grading and non-

native landscaping, but does not include parks, low-impact outdoor recreation, trails, paths, wetland mitigation or restoration, City construction of public infrastructure such as transportation, stormwater, sewer, and water utilities, or the private construction of public transportation and utility facilities and structures as identified in a City-adopted master plan; and

- (b) Native vegetation that is impacted in the developed area is mitigated through the enhancement or restoration of native vegetation in undeveloped areas per the relevant standards in ADC 6.400-6.420.
- (4) In addition to the abovementioned standards, development shall meet the standards in either (a) or (b):
- (a) Clear and Objective Standards (Type I-L Process).
    - i. Development shall avoid the Significant Wetland and Waterway Overlay District (/SW), the Riparian Corridor Overlay District (/RC), oak groves and oak trees over 25-inches in diameter measured at 4.5 feet from the ground; and
    - ii. Trails or paths shall be provided that connect the development to any existing or proposed trails or paths shown on the Trails Framework in the South Albany Area Plan and to adjacent neighborhood parks, or other public and semi-public amenities in the vicinity.
    - iii. Neighborhood parks or trail heads shall be incorporated into proposed developments in the locations as generally shown on the Land Use Concept Map in the South Albany Area Plan.
  - (b) Subjective Standards (Type III Process). Development is consistent with the purpose and intent of the Oak Creek Transition Area in Section 8.600 and with the applicable policies in the South Albany Area Plan section of the Albany Comprehensive Plan. *Staff comment: Staff will go through the Comp Plan and identify the applicable policies prior to adoption, otherwise it would be too cumbersome.*

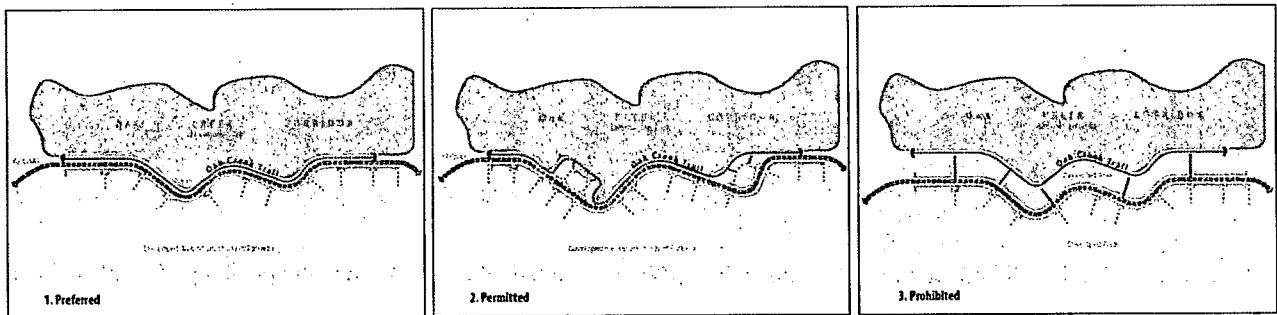


Figure 1. Oak Creek Parkway Development

Illustrative Diagram

PROPOSED AMENDMENTS TO STANDARDS IN ARTICLE 11 - LAND DIVISIONS:

**PLANNED DEVELOPMENTS**

*Staff Comment: The density calculation is being moved from Section 11.330 Living and Recreational Area to its own section.*

**11.335 Density Calculations.** ~~(6)~~—When calculating density of a proposed planned development the regulations of the basic use district in which the development is located shall apply except when calculating density of the proposed planned development, the total area including street and one-half of park land dedications shall be included. **The maximum density per zoning district is outlined below.**

	<b>RS-10</b>	<b>RS-6.5</b>	<b>RS-5</b>	<b>RM</b>	<b>RMA</b>
Maximum dwelling units per acre	4	6	8	25	35

**CLUSTER DEVELOPMENT**

**11.400 Purpose.** Cluster development is intended to protect natural and other special features that either would not otherwise be protected, or otherwise restored to good quality, in the development of a site. In return, the more flexible standards found in this section may supersede other more strict standards of this Code. Cluster developments may provide greater flexibility, reduced and/or varied lot sizes, and more variety in permitted uses. It is not the intent of cluster development to increase the overall housing density of property above the density that would have been allowed in a standard subdivision. Developments must satisfy high-quality master planning and design requirements.

**11.405 Optional Nature.** Cluster development is an optional form of development. Cluster development proposals are reviewed as part of the land division, site plan, or conditional use application processes.

**11.410 Eligibility.** To be eligible to apply for cluster development, all of the following are required:

(1) **Residential Zoning.** The site must be located in a residential zoning district.

(2) **Natural and Other Special Features.** The site must contain one or more of the features listed in Section 11.460(1). *Staff Comment: #1 was referenced in error - it should be the entire section.*

(3) **Professional Designer.** An applicant for cluster development approval must certify in writing that a certified landscape architect, site planner, or landscape designer, approved by the Director, will be used in the planning and design process for the proposed development. [Ord. 5668, 4/11/07]

11.420 through 11.450. *No Changes proposed.*

**11.450 Natural Area Requirements.** Cluster developments must provide a minimum of 20 percent of the site as permanent natural areas. Land designated as Open Space on the Comprehensive Plan or Zoning maps may not be used to fulfill this requirement.

**11.460 Designation of Permanent Natural Area.** The required natural area may be public or private. The minimum 20 percent of the gross acreage of the development site set aside as natural area in a cluster development should be designated in the following priority order:



- (1) The first priority for natural area designation is oak groves, and oak trees in the South Albany Area Plan boundary over 25-inches in diameter measured at 4.5 feet from the ground. *Staff Comment: Need to define an oak grove.*
- (2) The second priority for natural area designation is natural resources within the Significant Natural Resource overlay districts that are of degraded or marginal quality and subsequently restored to good quality in accordance with the quality levels in ADC Section 6.410(5). This priority shall be satisfied in the following order:
  - (a) Habitat for western painted and northwestern pond turtles within the Habitat Assessment Overlay (/HA), as identified by a turtle habitat assessment, that is restored to good quality.
  - (b) Wetland within the Significant Wetland overlay district (/SW) that is restored to good quality.
  - (c) Riparian area within the Riparian Corridor overlay district (/RC) that is restored to good quality.
- (23) The second-third priority for natural area designation is protection of other environmentally sensitive areas, natural and scenic features of the site. This priority shall be satisfied in the following order:
  - (a) Good quality habitat for western painted and northwestern pond turtles near Thornton Lakes within the Habitat Assessment overlay (/HA) as identified by a turtle habitat assessment.
  - (b) Good quality wetland within the Significant Wetland overlay district (/SW).
  - (c) Good quality riparian area within the Riparian Corridor overlay district (/RC).
  - (d) Other wetlands not within the Significant Wetland overlay district, as shown on the City's Local Wetland Inventories, or by a delineation approved by the Oregon Department of State Lands.
  - (e) Existing channels identified in the most current version of the City of Albany Storm Water Master Plan.
  - (f) Springs.
  - (g) Land with natural slopes 12 percent or greater as designated by the Hillside Development overlay district (/HD).
  - (h) Wooded area with five or more healthy trees over 8 inches in diameter measured 4½ feet from the ground, if approved by the City Forester.
  - (i) Land that provides bike or walking trails that connect to existing or proposed parks or trails, inventoried natural features, or areas zoned Open Space; or areas otherwise protected as permanent natural areas.
  - (j) **Incorporate public parks, trails, trailheads or open space designated in the Parks, Recreation and Open Space Plan, the North Albany Refinement Plan, and the South Albany Area Plan.** *Staff Comments: moved (4) here since similar to (i).*
  - (k) Other features of the site unique to Albany, if approved by the Director.
- (34) The third-fourth priority for natural area designation is to create "open spaces" in and around neighborhoods. This priority is satisfied by any of the following:
  - (a) Continuity of adjacent open space corridors or parkways.
  - (b) A network of interconnected open space corridors.
  - (c) A buffer between neighborhoods.
- ~~(4) The fourth priority for natural area designation is to incorporate public parks, trails or open space designated in the Parks, Recreation and Open Space Plan and the North Albany Refinement Plan. *Staff Comments: Relocated to (2)(j).*~~

11.470 and 11.480. *No changes proposed.*

11.500490 Permitted Uses. The uses allowed within cluster developments outside the permanent natural areas are determined by the underlying zoning district standards in Section 3.050, with the following exceptions:

- (1) On development sites greater than 20 acres, up to 20 percent of the housing units in RS-6.5 and RS-10 may be attached single-family or condominium housing.
- (2) On development sites greater than 50 acres, up to 2 acres may be developed with neighborhood commercial uses through a conditional use review. The maximum building footprint of commercial or office uses shall be 3,000 square feet. Commercial and office uses shall be limited to restaurants with no drive-through service, and convenience-oriented and personal service-oriented uses as described in Article 22.
- (3) **Within the South Albany Area Plan boundary, attached single-family, duplexes, and 3 or 4 unit buildings will be permitted in the RS-5, RS-6.5 and RS-10 zoning districts for up to 25 percent of the total units provided when transferring density from within the Oak Creek Transition Area or when transferring density from the area necessary to preserve oak groves and oak trees over 25-inches in diameter measured at 4.5 feet from the ground. Developments may not exceed the maximum density by zoning district in 11.495 and must meet all applicable standards in the Code.**

11.490495 Development Standards. In a cluster development, the following development standards supersede the same standards in Section 3.190, Table 1. The number of allowable lots dwelling units is based on the density range for the zone as specified in the following table.

*Staff comment: The RMA zone was not included in the table and is proposed to be added.*

Standard	RS-10	RS-6.5	RS-5	RM	RMA
Max. dwelling units per gross acre	4	6	8	25	35
Minimum Lot Size (1)	None	None	None	None	None
Minimum Lot Width	None	None	None	None	None
Minimum Lot Depth	None	None	None	None	None
Minimum front house-setback (2)	15 ft.	10 ft.	10 ft.	10 ft.	10 ft
Maximum Lot Coverage (3)	70%	70%	70%	70%	75%

- (1) Lots on the perimeter of the cluster development shall meet the standards in 11.500495.
- (2) Except, when lots are adjacent to existing development on the same side of the street, the setback shall be within 5 feet of the adjacent house(s) setback(s).
- (3) The maximum lot coverage may be up to 100 percent for lots that provide land only for the building footprint.

11.495500 Perimeter Lot Compatibility. The following standards and exceptions will apply to the lots on the perimeter of a proposed cluster development **except those within the South Albany Area Plan boundaries**. *Staff comment: The rest of this section is not changing and is not shown.*

11.510 Street Standards for Cluster Development. All Local streets in a cluster development may be constructed to the Residential Street Design for Constrained Sites as described in Section 12.122(6).

11.520 South Albany Connectivity. Developments within the South Albany Area Plan boundary shall provide a connected street and pathway network.

**PROPOSED AMENDMENTS IN ARTICLE 3 – RESIDENTIAL ZONING DISTRICTS:**

*Staff Comments: In order to encourage protection of South Albany's natural features, especially the existing mature oak trees and groves, density may be transferred through the Cluster or Planned Development and additional housing types (duplex, triplexes and fourplexes) will be permitted to accommodate the density transfer as long as density limits are not exceeded by zone. A new row is needed under Residential: Multiple units per property is necessary - "3 or 4 Units" in the table below and in Article 22, Definitions and Use Categories*

3.050 Schedule of Permitted Uses.

**SCHEDULE OF PERMITTED USES**

Uses Allowed in Residential Zoning Districts								
Use Categories (See Article 22 for use descriptions.)	Spec. Cond.	RR	RS-10	RS-6.5	HM	RS-5	RM	RMA
<b>RESIDENTIAL SINGLE FAMILY: One unit per property</b>								
Single-Family, detached	19	Y	Y	Y	Y	Y	Y	N
Single-Family, attached (zero lot line)		N	PD/CD	PD/CD	N	Y	Y	Y
<b>RESIDENTIAL TWO FAMILY: Two units per property</b>								
2 attached units (Duplex)	3	N	Y-1, PD CD-20	Y-1, PD CD-20	N	Y-1, PD CD-20	Y	Y
2 detached units	2	N	PD/CD	PD/CD	S	PD/CD	Y	Y
Primary Residence with one accessory unit	4	Y	Y	Y	Y	Y	Y	Y
<b>RESIDENTIAL MULTI-FAMILY: 3 or more units per property</b>								
3 or More Single-Family Attached Units	3	N	PD/CD	PD/CD	N	S	S	S
<b>3 or 4 Units (Triplex, Fourplex, or detached)</b>	<b>3</b>	<b>N</b>	<b>PD/ CD-20</b>	<b>PD/ CD-20</b>	<b>N</b>	<b>PD/ CD-20</b>	<b>S</b>	<b>S</b>
35 or More Multiple-Family Units	3	N	N PD	N PD	N	N PD	S	S

**SPECIAL CONDITIONS**

3.080 (20) Within the South Albany Area Plan boundary, attached single-family, duplexes, and 3 or 4 unit developments will be permitted in the RS-5, RS-6.5 and RS-10 zoning districts for up to 25 percent of the total units provided when transferring density within the Oak Creek Transition Area or when transferring density of the area necessary to preserve oak groves and oak trees over 25-inches in diameter measured at 4.5 feet from the ground. These units may be up to 25% of the total units provided. Developments may not exceed the maximum density by zoning district in 11.495 and must meet all applicable standards in the Code.

**PROPOSED AMENDMENTS IN ARTICLE 22 – USE CATEGORIES & DEFINITIONS:**

**USE CATEGORIES**

22.010 Introduction to the Use Categories. This section classifies land uses and activities into use categories based on common functional, product, or physical characteristics. The use categories provide a systematic basis for assigning present and future uses to zones. The decision to allow or prohibit the use categories in the various zones is based on the zoning district purpose statements.

The Schedules of Permitted Uses (by zoning district), special conditions and the development standards are located in Article 3, Residential Zoning Districts; Article 4, Commercial and Industrial

Zoning Districts; and Article 5, Mixed Use Village Center Zoning Districts. The environmental performance standards in Article 9, On-site Development and Environmental Standards, may limit the placement of certain uses in some zoning districts.

#### RESIDENTIAL USE CATEGORIES

- 22.260 Residential Care or Treatment Facility
- 22.270 Assisted Living Facility
- 22.280 Single Family, Two Family
- 22.300 **Multiple Family: Three or More Units**
- 22.310 Unit(s) Above or Attached to a Business
- 22.320 Residential Accessory Buildings
- 22.235 Recreational Vehicle Park

#### 22.300 **Multiple Family: Three or More Units** (~~Multiple Family~~)

- (1) **A Multiple Family development is three or more units on one property or development site, attached or detached, including a building or collection of buildings under single or common ownership designed and used for occupancy by three or more families, all living independently of each other, and having separate housekeeping facilities for each family.** ~~is a building, or site containing three or more dwelling units on one lot occupied by three or more households. A structure containing at least three dwelling units in any vertical or horizontal arrangement, located on a single lot or development site, but excluding single family attached building types on two or more contiguous lots.~~

[Ord. 5742, 7/14/10]

**Use Examples.** Three or more detached dwelling units on one property, triplexes, fourplexes, single-room occupancy development, a building containing three or more dwelling units in any vertical or horizontal arrangement often called an apartment building, and any other similar configuration of 3 or more units on one property or development site.

*Accessory Uses.* Accessory uses commonly found are recreational activities, raising of pets, hobbies, and parking of the occupants' vehicles. Home occupations, accessory dwelling units, and bed and breakfast facilities are accessory uses that are subject to additional regulations.

#### (4) *Exceptions.*

- (a) Lodging in a dwelling unit or Single Room Occupancy (SRO) unit where less than two thirds of the units are rented on a monthly basis is considered a hotel or motel use and is classified in the Retail Sales and Service category.
- (b) **Single-room occupancy situations where SROs that contain where care is provided programs that include common dining are is classified as a Group or Residential Care Home or Residential Care or Treatment Facilities.**

#### 22.400 Definitions.

**Accessory Apartment:** A self-contained living unit that is attached to or a part of a single-family dwelling, or constructed within a detached accessory structure built before February 1, 1998 **or constructed in a subdivision platted after July 1, 2007, and that which is incidental and subordinate to the principal dwelling unit.** [Ord. 5338, 1/28/98]

**Duplex:** A building under single or common ownership designed or used exclusively for the occupancy of two families living independently of each other and having separate housekeeping facilities. ~~for each family.~~

Dwelling, Multiple Family: Three or more units on one property or development site, attached or detached, including a building or collection of buildings under single or common ownership designed and used for occupancy by three or more families, all living independently of each other, and having separate housekeeping facilities for each family. [Ord. 5742, 7/14/10]

Dwelling Unit, Quad~~Single-Room Occupancy Dwellings~~: A dwelling building, which for purposes of this Code shall count as two dwelling units, which that has separate sleeping and living quarters for four or more individuals but which is centered around a that provides a common kitchen facility. For purposes of this Code, density shall be calculated as one unit for every 2 rooms or fraction thereof.

Dwelling Unit, Quint: A dwelling which for purposes of this Code shall count as two and one half dwelling units, that has separate sleeping and living quarters for five individuals but that which is centered around a a common kitchen facility.

Fourplex: A single structure containing four dwelling units.

Triplex: A single structure containing three dwelling units.

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October 24, 2012

Project #: 20475

**TO: City of Albany**  
**FROM: Lorelei Juntunen and Nick Popenuk**  
**SUBJECT: PROJECT MEMORANDUM #9: SOUTH ALBANY AREA PLAN -  
INFRASTRUCTURE FUNDING & IMPLEMENTATION STRATEGY**

---

## **1 INTRODUCTION**

The South Albany Area Plan (SAAP) outlines an integrated land use and transportation plan for the South Albany Area (Area). In coordination with City of Albany staff, the project team has identified the public infrastructure improvements that are necessary to support and catalyze the Area's redevelopment as this vision is implemented. The purpose of this memorandum is to identify the planned public infrastructure projects necessary for implementation of the SAAP, and to describe a funding plan for these projects. Note that in this draft memorandum, specific projects, and cost estimates are preliminary, and subject to further refinement in conversations with City staff.

This document also identifies three sites within the SAAP area that have experienced recent development interest and the anticipated public infrastructure necessary to develop these sites.

## **2 SUMMARY OF FUNDING PLAN**

In this document, we identify likely potential funding sources for the City share of costs, identify needed capital projects, and estimated the project costs.

This funding strategy recognizes and accommodates the practicalities of funding public projects in a context in which many of the key inputs must remain as variables, potentially for many years. As is true for most communities across the nation, many of the growth opportunities for South Albany are not known with certainty at this time. Rather than making significant public investments in infrastructure in the Area and hoping to attract appropriate adjacent development, this strategy calls for investments in public infrastructure to be made concurrently with private development, and in response to market conditions.

The benefits of this approach include opportunities to: (1) work directly with private developers and property owners to fund infrastructure, (2) size infrastructure to meet the needs of the associated development, and (3) time infrastructure investments to

match a corresponding increase in tax base or jobs. The approach requires the City to remain flexible so that it can accommodate opportunities as they arise, and to have a clear understanding of the infrastructure needs associated with developable parcels so that it can act quickly, in concert with private partners. It also places a non-trivial amount of responsibility on the City's economic development and other staff to recruit potential industrial tenants and land developers, and to communicate the City's plan for funding infrastructure. Without that activity, implementation will probably be slower.

With this development-driven approach, the exact timing of development, likelihood and ability of private partners to participate in funding infrastructure, and needs for infrastructure (size of pipe, capacity of transportation system, etc.) are unknown. This means that detailed infrastructure phasing schedules and funding plans would be premature. The funding strategy does not attempt to determine the specific infrastructure projects that should be built first, hoping that the subareas served by those infrastructure projects are the first areas to receive interest from private developers. Likewise, it does not identify the specific amount of funding from each potential funding source for each project. The City recognizes that many of the infrastructure projects included in the SAAP will require multiple funding sources, and likely a combination of public and private resources. In the future, when there is demand for private development, the City will consider negotiating partnerships with the interested parties from the private sector. Through these partnerships, the City will determine the exact share of project costs to be covered by the private developers vs. public sources, should they be available.

**Overall, the emphasis is on flexibility, public-private co-investment in infrastructure, and an opportunity-driven approach to infrastructure funding.** This strategy does not preclude the implementation of individual public investments prior to private investment, but the emphasis and primary approach is co-investment.

In section 4 of this memorandum, we describe a funding strategy for each type of infrastructure project. Below is a brief summary:

- **Transportation** infrastructure will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs. The 53<sup>rd</sup> Ave. extension project is likely to require additional funding sources, and urban renewal may be a logical funding source.
- **Water** infrastructure (similar to transportation) will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs.
- **Wastewater** infrastructure (similar to transportation) will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs.

- **Storm water** infrastructure needs within the Area are not yet known. A citywide storm water master plan is being developed and the applicable results should be incorporated into this study when available. However, at this time, there are no dedicated funding sources for storm water improvements.
- **Parks** infrastructure consists of a community park to serve residents of the entire City, and neighborhood parks to serve the population in South Albany. The neighborhood parks would likely be funded through SDCs and grants. The community park would require additional funding sources. Logical funding sources may include urban renewal or a general obligation bond.
- **Emergency Services** infrastructure consists of one fire station to serve South Albany and the adjacent areas. There are no SDCs for fire infrastructure, so additional funding sources would be needed. Potential funding sources may include urban renewal, a general obligation bond, or an annexation agreement.

### 3 FUNDING SOURCES

There are a variety of funding sources available to the City of Albany to fund the share of project costs that are beyond the responsibility of an individual developer. Many of these funding sources are ones that the City already uses to fund similar capital projects. Some funding sources are ones that the City does not currently use, but could choose to adopt, if additional funding is determined to be necessary or desirable. In this section, we briefly describe each funding source (including the type of projects they could be used for). For more detailed information on these funding sources, see Appendix A. In particular, Appendix A provides some details about the constraints associated with using each of these funding sources.

- **Local Improvement District (LID):** A geographic area in which real property is assessed to defray all or part of the costs of specified public improvements benefitting each property. All projects identified in the SAAP could be eligible for LID funding. Funding is limited by the amount that benefiting property owners contribute to the improvement.
- **Tax Increment Financing (TIF):** Diverts property tax revenues from growth in assessed value inside an urban renewal area (URA) for investment in capital projects within the URA to alleviate blight. All projects identified in the SAAP could be eligible for TIF funding. Funding is constrained by the ability to increase assessed values within the URA to generate sufficient TIF to service debt on long-term bonds.
- **Grants:** Available from Federal, State, and private/non-profit sources. All types of projects identified in the SAAP could be eligible for grant funding, but transportation projects have the most numerous grant opportunities from the State and Federal governments. Grant funding is dependent on the ability of the City to successfully apply for and receive grant funding, and the size of the grants are largely determined by the fiscal position, and political priorities of the State and



Federal governments. The City's budget for FY 2012-13 includes only \$1.1 million in the grant fund for all projects citywide.

- **General Obligation (GO) Bonds:** Voter-approved temporary property tax increase to support the sale of tax-exempt bonds for infrastructure projects. All projects identified in the SAAP could be eligible for GO bond funding. Funding is limited by the amount of property tax increase that can be approved by voters citywide. For example, a \$10M bond would result in a citywide tax increase of about \$0.30 per \$1,000 of assessed value for 20 years.
- **System Development Charges (SDCs):** Charges on new development for capital projects to accommodate new development. Many transportation, water, wastewater, and parks projects identified in the SAAP are eligible for SDC funding. The proposed fire station is the notable exception. The 2012-13 City budget includes \$848,000 in SDCs, but much of this projected revenue is required for debt service payments for previous infrastructure projects. SDC revenues are variable based on the level of development within the community. If the pace of new development increases in future years, then the amount of SDC funding should also increase.
- **Annexation Agreements:** Typically, an agreement to use a portion or all of the property tax revenue collected by the City from an annexed area for projects related to the annexed area. Annexation agreements can also be used to require private developers to agree to provide specific public infrastructure projects associated with their proposed development. All projects identified in the SAAP could be eligible for funding from annexation agreements.
- **Transportation Utility Fee:** A monthly fee collected from residents and businesses citywide. The City currently does not collect a transportation utility fee. Other communities typically levy the fee based on land use (and underlying assumptions on the number of trips generated by each land use). If the City adopted a transportation utility fee, it is possible that many of the transportation projects in the SAAP could be eligible for funding.
- **Local Gas Tax:** A tax on the sale of gasoline and other fuels, levied as a fixed dollar amount per gallon. Typically, the use of local gas tax revenues are limited to transportation projects, but all projects identified in the SAAP are potentially eligible for funding from a local gas tax. However, state statutes have imposed a temporary moratorium on enacting local gas taxes. This moratorium is in place until at least 2014.
- **Franchise Fees and Other General Purpose Revenues:** Fees levied on utility and cable providers, levied as a percent of gross revenues. All projects identified in the SAAP are potentially eligible for funding from franchise fees. The City of Albany, however, has already budgeted franchise fee revenues for other uses. The 2012-13 budget for Albany includes \$3.9 million from franchise fees. Note that franchise fees are just one example of general purpose revenues, and many other revenue sources that flow into the City's General Fund could be allocated to infrastructure

projects in South Albany. Using any of these general purpose revenues, however, would lead to corresponding cuts to other existing City projects or programs.

## **4 PROJECT COSTS AND FUNDING STRATEGY BY INFRASTRUCTURE TYPE**

In this section, we describe the proposed infrastructure projects necessary for development of the Area. This work represents master plan level project identification and does not represent all of the public improvements necessary for full buildout of the Area. For example, internal site extensions of public infrastructure can't be identified until a general site layout is proposed for a specific development.

The projects in this section are organized by type of infrastructure. Project costs were estimated by City staff and Kittelson (transportation), using available City documents (e.g., facility plans and the Capital Improvement Plan) and a SAAP specific transportation analysis. The lists were then reviewed by City staff to verify their completeness and accuracy. Project costs from older plan documents were updated and converted to constant 2012 dollars using the May 2012 Engineering News Record (ENR) Construction Cost Index for Seattle of 9075. A list of all infrastructure projects identified in this section is included as Appendix B.

### **4.1 TRANSPORTATION**

Necessary transportation infrastructure in the Area includes improvements to existing roads and intersections, upgrading existing roads to accommodate increased traffic, and construction of new roads, roundabouts, and pathways/trails. By far the largest infrastructure project in the Area is the planned 53<sup>rd</sup> Ave. extension, which would connect Hwy 99E to Lochner Rd. SE, including construction of a new overpass to cross existing rail tracks. Total project costs for transportation infrastructure in the Area are estimated to be \$67.5 million.<sup>1</sup> Exhibit 1 shows the list of transportation projects in the Area.

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<sup>1</sup> All cost estimates are presented in 2012 constant dollars, and do not account for inflation which will increase the nominal costs of projects over time.

### Exhibit 1. Summary of planned transportation infrastructure projects to accommodate development of South Albany Area

Project ID	Project Name (ID from Kittelson Memo)	Project Type	Estimated Cost
SAP - T1	53rd Avenue Extension (L1)	New Road or Alignment	\$ 18,600,000
SAP - T2	Ellingson Road Extension (L28)	New Road or Alignment	\$ 5,740,000
SAP - T3	Columbus Street (L46)	Urban Upgrade	\$ 4,549,000
SAP - T4	Ellingson Road (L53)	Urban Upgrade	\$ 5,847,000
SAP - T5	Lochner Road (L54)	Urban Upgrade	\$ 8,270,000
SAP - T6	Oak Creek Parkway (NEW 1)	New Road	\$ 16,456,000
SAP - T7	Ellingson Road/Columbus Street (I16)	Intersection Control Change (Roundabout)	\$ 500,000
SAP - T8	OR 99E/53 <sup>rd</sup> Avenue (I40)	Intersection Add Lane(s)	\$ 550,000
SAP - T9	Oak Creek Loop Trail - south of Oak Creek (M2-a)	Multiuse Path	\$ 2,680,000
SAP - T10	Oak Creek Loop Trail - north of Oak Creek (M2-b)	Multiuse Path	\$ 1,787,000
SAP - T11	Oak Creek Crossing Trails (M2-c)	Multiuse Path	\$ 838,000
SAP - T12	Lebanon Trail (M9)	Multiuse Path	\$ 581,000
SAP - T13	99E/Oak Creek (M12)	Crossing Improvement	\$ 129,000
SAP - T14	Ellingson Road/Lochner Road (NEW 2)	Roundabout	\$ 500,000
SAP - T15	53rd Avenue Extension/Industrial Property Access (NEW 3)	Roundabout	\$ 500,000
			<b>\$ 67,527,000</b>

Source: Kittelson & Associates, Inc., Project Memorandum #2: Existing and Planned Conditions  
All values in constant 2012 dollars.

Many transportation projects are partially eligible for SDC funding, but most have not been allocated significant SDC funding at this time. The City envisions private developers funding a portion of the cost for transportation infrastructure. As private developers express interest in the Area, the City will negotiate public-private partnerships that determine the exact share of infrastructure funding to be covered by the City vs. private developers.

A key issue for funding transportation infrastructure in the Area is: when will the 53rd Ave. extension be required? As the most expensive project in the Area, funding will be a challenge. Any one private developer (or even a combination of several developers) would have difficulty funding a substantial portion of the cost. Likewise, City funds for transportation capital projects (largely SDCs) are stretched thin, with competing priorities throughout the City. Urban renewal could have the potential to fund a significant portion of the project, but for urban renewal to be most effective, an urban renewal area needs to be in place for many years, capturing significant growth in assessed value over the frozen base.

A possible funding strategy for the 53<sup>rd</sup> Ave. extension would be to establish an urban renewal area that includes the right-of-way for the project, as well as vacant land in the Area that is likely to develop in the near future. The URA should be in place before development occurs, to capture the benefit of that development. Then, when the URA is generating sufficient tax increment financing (TIF) revenue per year, the URA could issue bonds to finance part of the project, in conjunction with contributions from private developers, SDCs, and other City funds.

If the City determines that urban renewal is undesirable or unfeasible for the Area, it will need to either prioritize the 53<sup>rd</sup> Ave. extension above other infrastructure projects citywide, or will need to create new funding sources for the project. Examples of potential new funding sources (identified in section 3 of this document) include: LID,

GO Bonds, or a local gas tax (if moratorium is lifted). Attempting to adopt any of these new funding sources is likely to be a difficult process.

## 4.2 WATER

Necessary water infrastructure in the Area includes construction of a new reservoir, and new pipelines. The Ellingson Road Reservoir project is the most expensive project in Area, with a total cost of \$9.1 million (including \$5.2 million in Phase 1 and \$3.9 million in Phase 2). Total project costs for water infrastructure in the Area are estimated to be \$14.1 million. Exhibit 2 shows the list of water projects in the Area.

### Exhibit 2. Summary of planned water infrastructure projects to accommodate development of South Albany Area

Project ID	Project Name	Project Description	Estimated Cost
SAP - W1	Ellingson Road Reservoir- 5 million gallon reservoir and 7.5 MGD pumping station (CIP#1639)(WFP PS13, Phase I S6)		\$ 5,150,000
SAP - W2	Ellingson Road Reservoir- 5 million gallon reservoir and increase pumping station to 12.5 MGD (CIP#1639)(WFP PS14, S9)		\$ 3,912,000
SAP - W3	16-inch diameter main; 5,100 lineal feet	Remaining portion of pipeline from 34th Ave. along Hill Street alignment to Lochner Rd., along Lochner Rd. to Ellingson Rd. (WFP P28)	\$ 1,359,000
SAP - W4	16-inch transmission main, 800 lineal feet	Remaining portion of pipeline from the east end of 47th Ave. southeast parallel to the railroad tracks and then north crossing the railroad tracks. (WFP P29)	\$ 213,000
SAP - W5	12-inch transmission main; 7,640 lineal feet	Pipeline from SAP-W4, parallel to Shortridge Street, to 40th Ave., east to Three Lakes Road, north to Grand Prairie Road (WFP P30)	\$ 1,617,000
SAP - W6	24-inch diameter main; 2,000 lineal feet	Remaining portion of pipeline along Ellingson Road from reservoir site identified in water facility plan to Lochner Rd. (WFP P37)	\$ 625,000
SAP - W7	16-inch diameter main; 4,766 lineal feet	Pipeline along Ellingson Road from Lochner Rd. to Columbus Street, Columbus Street to existing 16-inch pipeline (WFP P38)	\$ 1,270,000
<b>Total</b>			<b>\$ 14,146,000</b>

Source: City of Albany Public Works Department

Cost estimates for Ellingson Road Reservoir project (Phases I and II) from CIP (FY 2011-12). Cost estimates for all other projects from Water Facilities Plan (2004), updated to May 2012 dollars using Seattle ENR CCI, and updated to reflect portions of projects already completed.

Many water projects are partially eligible for SDC funding. The City envisions private developers funding a significant portion of the cost for water infrastructure. As private developers express interest in the Area, the City will negotiate public-private partnerships that determine the exact share of infrastructure funding to be covered by the City vs. private developers.

### 4.3 WASTEWATER

Necessary wastewater infrastructure in the Area includes construction of a new lift station and force main, and new gravity mains. The Oak Creek Lift Station and force main improvements is the one project in the Area that has been allocated 100% of funding, and (at the time of writing this document) is scheduled to begin construction in the Summer of 2013. The lift station and force main improvements are critical for allowing development throughout the entire Area. Total project costs for wastewater infrastructure in the Area are estimated to be \$8.9 million. Exhibit 3 shows the list of wastewater projects in the Area.

#### Exhibit 3. Summary of planned wastewater infrastructure projects to accommodate development of South Albany Area

Project ID	Project Name	Project Description	Estimated Cost
SAP - S1	Oak Creek Lift Station and force main improvements	From the Oak Creek lift station east to the Columbus Street interceptor, with a connection for the Marion Street lift station. (CIP#1630)	\$ 4,900,000
SAP - S2	Ellingson Road – 24" diameter gravity main	Extend 24-inch gravity main east from existing end of pipe to Lochner Road, approximately 2100 LF	\$ 700,000
SAP - S3	Ellingson Road – 8" diameter gravity main	From SAP-S2 east, approximately 1,800 LF	\$ 400,000
SAP - S4	Hwy 99E/Morse Rd Intersection - 12" diameter gravity main	From stubout under Highway 99E east approximately 4,300 LF	\$ 1,100,000
SAP - S5	Columbus Street – 15" gravity main	From Columbus Street Interceptor south approximately 750 LF	\$ 200,000
SAP - S6	Columbus Street – 10" gravity main	From SAP-S5, south approximately 600 LF to Seven Mile Lane	\$ 140,000
SAP - S7	Columbus Street & Seven Mile Lane – 8" gravity main	From SAP-S6 south to Ellingson Road approximately 800 LF, and extension to east in Seven Mile Lane approximately 2,700 LF	\$ 770,000
SAP - S8	Mennonite Village - 8" gravity mains	Extension of Mennonite Village sewer line east and south, paralleling Oak Creek to near Freeway Lakes (approximately 2,200 LF)	\$ 490,000
SAP - S9	Northeast - 8" gravity mains	NE corner of study area, extension of 8" gravity main east from Shortridge Street and Moraga Avenue approximately 1,000 LF	\$ 150,000
<b>Total</b>			<b>\$ 8,850,000</b>

Source: City of Albany Public Works Department.

All costs represent May 2012 dollars using Seattle ENR CCI.

Many wastewater projects are partially eligible for SDC funding. The Oak Creek Lift Station is the only fully funded project, as it has been allocated 100% of funding for FY 2013. The City envisions private developers funding a portion of the cost for wastewater infrastructure. As private developers express interest in the Area, the City will negotiate public-private partnerships that determine the exact share of infrastructure funding to be covered by the City vs. private developers.

It is worth noting that, at the time this report is being written, information on planned wastewater infrastructure projects is out of date. The City is currently undertaking an effort to update the citywide list of necessary waste water capital projects, and the project list shown in Exhibit 3 should be updated when more current and accurate information is available.

### 4.4 STORMWATER

No stormwater infrastructure projects have been included in this plan. Costs for infrastructure required for standard street drainage are included within each of the

identified transportation projects. A citywide stormwater master plan is being developed and the applicable results should be incorporated into this study when available. However, at this time, there are no dedicated funding sources for stormwater improvements.

#### 4.5 PARKS

Necessary parks infrastructure in the Area includes construction of a new community park, and five neighborhood parks. The community park project would include eleven soccer fields, and other amenities that are intended to serve residents throughout the City. The facility would likely be used to host regional tournaments for youth sports. Total project costs for parks infrastructure in the Area are estimated to be \$9.1 million. Exhibit 4 shows the list of parks projects in the Area.

#### Exhibit 4. Summary of planned parks infrastructure projects to accommodate development of South Albany Area

Project ID	Project Name	Project Description	Estimated Cost
SAP - P1	Community Park, Phase 1	Based on 11 soccer fields, 400 parking spaces with entry road, utilities, 2 restroom buildings, engineering and planning, wetland delineation and mitigation (Assuming it would impact 15 acres of	\$ 3,000,000
SAP - P2	Community Park, Phase 2	wetland out of 26 acres total).	\$ 2,700,000
SAP - P3	Neighborhood park 1	Passive recreation space with modest amenities such as play	\$ 680,000
SAP - P4	Neighborhood park 2	structure, sport court, trails, irrigation. Includes site clearing,	\$ 680,000
SAP - P5	Neighborhood park 3	grading, topsoil, planting, some soft costs. Does not include	\$ 680,000
SAP - P6	Neighborhood park 4	significant earth work, parking or infrastructure upgrades beyond	\$ 680,000
SAP - P7	Neighborhood park 5	irrigation. Does not include land.	\$ 680,000
<b>Total</b>			<b>\$ 9,100,000</b>

Source: City of Albany Parks and Recreation Department.

Cost Estimates from Otak, based on recent comparable projects, and confirmed by conversations with City of Albany Parks and Recreation Director. All values in constant 2012 dollars.

The neighborhood parks are likely to be covered almost entirely with SDCs and grants. Detailed plans and cost estimates are not available for these parks, and cost estimates are based on average costs per acre for recent similar projects. As the projects are dependent upon SDC funding, the phasing of the neighborhood parks will be based on the pace of new development.

For the community park, no funding sources have been identified, but since the project is intended to serve the entire City, a potential approach is to tap into several citywide funding sources. Thus, the funding strategy for the park may have more to do with the availability of citywide funds, and less to do with negotiating specific development agreements and partnerships with private developers. In this way, the community park offers the potential for the public sector to lead the way for development in the Area, as the presence of a regional park facility could be an attractive amenity for prospective private developers.

The specific funding plan for the community park may include a general obligation bond (GO bond), as this is the type of project likely to garner public support. A GO bond could be more likely to pass, if it included a package of projects that were located

in other parts of the City as well. In addition to GO bond funding, the park could be a good candidate for urban renewal funding, assuming the City chooses to establish an urban renewal area that is able to capture the growth in assessed value from future development in South Albany.

#### 4.6 EMERGENCY SERVICES

The only emergency services project in the Area is a new fire station. Total project costs for emergency services infrastructure in the Area are estimated to be \$2.9 million. A summary of the key characteristics of the fire station is shown in Exhibit 5.

#### Exhibit 5. Summary of planned emergency services infrastructure projects to accommodate development of South Albany Area

Project ID	Project Name	Project Description	Estimated Cost
SAP - E1	SAAP Fire Station	Smaller station (approximately 8,000 square feet) on 2 acres. Will include structure, land, and wetland mitigation. Approximately \$200 to \$240 per square foot.	\$ 2,850,000
<b>Total</b>			<b>\$ 2,850,000</b>

Source: City of Albany Fire Department.  
Cost estimate from City of Albany Fire Chief. All values in constant 2012 dollars.

Unlike the other types of public infrastructure necessary for the development of the Area, the City does not collect an SDC for fire department infrastructure. Thus, alternative funding sources must be considered. Fortunately, the fire station is anticipated to be relatively small (approximately 8,000 sq. ft.), which makes the total estimated project cost (\$2.9 million) relatively affordable. Similar to the community park, the fire station could be a potential candidate for funding from a general obligation bond or urban renewal area. Additionally, annexation agreements could be reached with properties in the Area that are currently outside of the City limits to dedicate a portion of property tax revenues to fund the fire station, if the property is to be annexed to the City.

### 5 SUBAREA INFRASTRUCTURE PACKAGES

Conversations with City staff identified three subareas that could be most likely to develop in the near future. These three subareas include: (1) South Albany Industrial Park site, (2) Piano Site, and (3) Central Area. In this section, we describe these three areas, and the public infrastructure necessary to accommodate each new development. References to infrastructure projects discussed in the previous section are provided where applicable. Some smaller site-specific requirements are also identified where known.

It is important to recognize that this information was compiled at one point in time. As development, capital improvements, engineering standards, and operational strategies of the utilities change over time, the information will become outdated. As a result, the data provided in this section should only be used for general informational purpose and should specifically not be used for investment purposes.

## **5.1 SOUTH ALBANY INDUSTRIAL PARK SITE**

The South Albany Industrial Park site is zoned for employment use, and is located South of Ellingson Rd., and East of the Union Pacific Railroad tracks. Infrastructure needs for the South Albany Industrial Park site are described below.

### **Transportation**

The proximity of the UPRR track crossing on Ellingson Road to Highway 99E restricts development of an intense industrial use on the site. Development of the site with an intense use could result in the need to extend 53<sup>rd</sup> Avenue east from 99E over the UPRR tracks to Ellingson Road (53<sup>rd</sup> Avenue Extension and 53<sup>rd</sup>/Industrial Access projects) (SAP-T1 & SAP-T15). Development will need to be carefully designed to minimize the potential for adverse impacts due to capacity constraints along the highway system.

### **Water**

The site has access to a 24-inch main in Ellingson Road. The water system can supply a fire flow of 4,542 gpm from the main in Ellingson Road. If more water is needed to serve the site, the 24-inch main in Ellingson Road could be extended and connected to 16-inch mains in Lochner Road and Columbus Street (SAP-W5 & SAP-W6). The 2004 Water Master Plan assumed that non-fire flow related water use from the sites would require 2,000 gallons per acre per day for commercial uses, 1,600 gallons per acre per day for light industrial uses and 4,800 gallons per acre per day for heavy industrial uses. Each proposed development's water requirements would need to be examined individually to determine if additional public or private water extensions are required.

### **Storm Water**

The storm drainage infrastructure serving this area consists of a large drainageway that crosses the site from east-to-west. New development on the site must include a storm water detention system that meets the City of Albany engineering standards. Any new streets would also need to be served by new storm drainage systems.

### **Wastewater**

The site has access to a 24-inch sewer main in Ellingson Road. The 1998 City of Albany Wastewater Facility Plan is based upon assumed sewage flows for various land uses. The Facility Plan assumes that the site would produce the following flows, not including inflow and infiltration - 2,869,256 gallons/day from the 293.4 acres of Industrial Park uses. If a development proposed a more intense wastewater discharge, additional downstream capacity analyses will need to be completed.

The existing sewer mains can serve the site. Any development will trigger the rerouting of the Oak Creek Lift Station force main and upgrading the lift station's capacity (SAP-S1). The City has listed the Oak Creek Lift Station improvements in the budget for fiscal year 2012-2013.



## **Parks**

No parks projects are required for development of this area.

## **Emergency Services**

No emergency services projects are required for development of this area.

## **5.2 PIANO SITE**

The "Piano site" is the property zoned for regional commercial development, located between Hwy 99E and the Union Pacific Railroad tracks, South of 53<sup>rd</sup> Ave.

Infrastructure needs for the Piano site are described below.

## **Transportation**

Development on this site will require an application for new access permits to ODOT for access to Pacific Boulevard (Highway 99E). Albany's Transportation System Plan includes a project that would extend 53<sup>rd</sup> Avenue east from Highway 99E across the northern portion of this site and over the Union Pacific Railroad line. Dedication of right-of-way for the extension of 53<sup>rd</sup> Avenue would be a condition of any development on this site. While the site would ultimately need to participate in the construction of the 53<sup>rd</sup> Avenue improvement (SAP-T1), those improvements might be able to be deferred if the site is able to initially secure approval for sufficient highway access.

## **Water**

The site has access to a 16-inch main in Pacific Boulevard. The water system can supply a fire flow ranging from 4,729 gpm to 6,279 gpm at the intersection of Pacific Boulevard and 53<sup>rd</sup> Avenue. The 2004 Water Master Plan assumed that non-fire flow related water use from the sites would require 2,000 gallons per acre per day for commercial uses. Each proposed development's water requirements would need to be examined individually to determine if additional public or private water extensions are required. The extension of a public water main to the east property line of the site might be required to provide water service to the properties east of this site (estimated at approximately \$130,000).

## **Storm Water**

The storm drainage infrastructure serving this area consists of a large drainageway that crosses the site from east-to-west. New development on the site must include a storm water detention system that meets the City of Albany engineering standards. Any new streets must also include storm drainage improvements.

## **Wastewater**

The site has access to a 12-inch sewer main that is stubbed-out into the site from Pacific Boulevard. The 1998 City of Albany Wastewater Facility Plan is based upon assumed sewage flows for various land uses. The Facility Plan assumes that the site would produce the following flows, not including inflow and infiltration - 87,971

gallons/day from the 36.0 acres of Regional Commercial uses. If a development proposed a more intense wastewater discharge, additional downstream capacity analyses will need to be completed.

The existing sewer mains can serve the site. In order to provide access to properties east of this site, the 12-inch sewer main must be extended to the east property line of site (portion of SAP-S4). Any development will trigger the rerouting of the Oak Creek Lift Station force main and upgrading the lift station's capacity (SAP-S1). The City has listed the Oak Creek Lift Station improvements in the budget for fiscal year 2012-2013.

### **Parks**

No parks projects are required for development of this area.

### **Emergency Services**

No emergency services projects are required for development of this area.

## **5.3 CENTRAL AREA**

The "Central Area" is roughly defined as property bordered by Lochner Rd. to the West, Ellingson Rd. to the South, Columbus St., to the East, and Oak Creek to the North. The Area is planned for residential development, as well as colocation of multiple public facilities. Infrastructure needs in the Central Area are described below.

### **Transportation**

Development on this site will need to be compatible with Albany's Transportation System Plan. Transportation improvements necessary for development will include: urban upgrade (curb, gutter, and sidewalk) along Columbus Street (portion of SAP-T3); the urban upgrade of Ellingson Road (portion of SAP-T4); and improvements to the Ellingson Road/Columbus Street intersection (SAP-T7). The site will also be responsible for on-site transportation improvements contained in the South Albany Area Plan (SAAP), which include a frontage road along the south side of Oak Creek (portion of SAP-T6) and potentially include an internal trail system

### **Water**

The site has access to a 16-inch main in Columbus Street. The existing water system in Columbus Street can supply a fire flow of 2,587 gpm at the Columbus Street driveway to the church east of the site. As lines are extended south and west to serve this site, the available fire flow will be reduced in this dead-end line. In order to supply acceptable fire flows to serve the development, the 16-inch water main must be extended south along Columbus Street and west along Ellingson Drive to Lochner Road (SAP-W6). From there a 24-inch main must also be extended west along Ellingson Road to the existing 24-inch main dead-end, 2,400 feet east of Pacific Highway (SAP-W5). An extension of the Columbus Street line to the properties southern boundary may also be required (estimated at approximately \$110,000).

## **Stormwater**

The storm drainage infrastructure serving this area consists of Oak Creek along the northern end of this site, a 36-inch pipe along the west side of Columbus Street, and ditches along Ellingson Road. New development on the site must include a storm water detention system that meets the City of Albany engineering standards. Any new streets must also include storm drainage improvements.

## **Wastewater**

The site has access to a 12-inch sewer main that is stubbed-out on the south side of Oak Creek on the east side of Columbus Street. That sewer can be extended south along Columbus Street and westerly through the site to provide sewer service to this site.

This site is included in the "Columbus Street Lift Station Special Connection Charge Benefitted Area". Properties within the benefitted area are required to pay Connection Charges based upon acres contributing sanitary sewerage to the Columbus Street sanitary sewer pump station. As of July 1, 2012 this site has a pending connection Charge of \$141,054.29 for 98.31 benefitted acres.

The existing sewer main can serve the site. In order to provide access to properties south of this site, the sewer main must be extended south in Columbus Street to the southern edge of this property (SAP-S5, SAP-S6, and a portion of SAP-S7)(extension to the southern edge of the property at the UGB will require an additional investment of approximately \$130,000). The sewer main in Columbus must be installed a minimum grade and maximum depth to serve the entire sewer basin that is planned to be served by the Columbus Street lift station. Extensions along Ellingson Road across the properties frontage may also be required (estimated at up to \$320,000 depending on length of required extension).

## **Parks**

While no parks facilities are technically "required" for development in this area, the Central Area is planned to have both a neighborhood park (SAP-P3 through SAP-P7), and community park (SAP-P1 & SAP-P2). As discussed previously in Section 4.4, the neighborhood park has not been programmed in detail, but would include passive recreation space, and modest amenities, meant to serve residents of new development in the Area. The community park would be a regional facility, meant to serve residents citywide. The community park would be built in two phases, and the pace of development in the Central Area, as well as the availability of funds would likely determine the timing of when these each phase of the community park is built.

## **Emergency Services**

While no emergency services facilities are technically "required" for development in this area, the Central Area is planned to be the location of a new fire station (SAP-E1). Planning for the fire station is preliminary at this time, and the facility could range in size from 8,000 to 20,000 sq. ft.

## 6 IMPLICATIONS

An analysis of the South Albany Area Plan Infrastructure Funding Strategy leads to the following implications:

- **Public-private partnerships will be crucial.** The City does not have sufficient resources to fund 100% of each project identified in the SAAP. While many projects are eligible for partial funding from SDCs, it is uncertain how much SDC funding any project will receive, given the limited pool of funds, and competing priorities citywide. Thus, most infrastructure projects in the Area will only be possible through collaboration between the City and private developers. The City will have to work with developers to come up with plans for funding specific projects, in a fair, equitable and strategic fashion.
- **The 53<sup>rd</sup> Ave. extension will be the most difficult project to fund.** With an estimated cost of \$19 million, the 53<sup>rd</sup> Ave. extension is the most expensive project in the SAAP. The funding strategy relies heavily on partnerships with private developers, but the cost of the 53<sup>rd</sup> Ave. extension project is so high, that it will be difficult for a small number of developers to make significant financial contributions to the project, while maintaining the Area as a profitable and attractive place for development. Thus, new funding sources are especially important for the 53<sup>rd</sup> Ave. extension, and urban renewal is a logical source for the City to explore.
- **Urban renewal has great potential to help, if used strategically.** Preliminary estimates of urban renewal TIF capacity, suggests that a new urban renewal area could fund up to \$60 million of projects in South Albany over the next three decades. However, State Statutes limit the amount of acreage and assessed value within urban renewal areas citywide, and only a fraction of the total Area (not more than 708 acres) could be included in a new URA. For a URA to reach its full TIF-generating potential, it needs a strategically drawn boundary that includes land that is expected to experience a significant increase in assessed value (e.g., new development), and land where infrastructure investments, like the 53<sup>rd</sup> Ave. extension, will occur. Accomplishing this with less than 708 acres could be challenging. Additionally, for urban renewal to be most effective, a URA needs to be formed up front, prior to any new development occurring.
- **Public investment principles should be adopted to help guide the broad strategy for opportunity and market driven partnerships in South Albany.** Such principles may include: Public investments in South Albany will: (1) Be consistent with and help implement the long-term vision expressed in the SAAP; (2) Emphasize co-investment with private development and project partners; (3) Support catalytic projects that set the stage for additional investment; (4) Support orderly and efficient development and infill.

**Attachment A: Options for Funding Infrastructure for SAAP**

	Definition/Source	Eligible Projects	Preemptions/limitations	Notes on Capacity
<b>Local Improvement District (LID)</b>	A geographic area in which real property is assessed a fee to defray all or part of the costs of a public improvement. Costs are apportioned according to the estimated benefit that will accrue to each property.	Must be capital projects. Typically, with benefits tied to a small geographic area. Examples include paving streets, building sidewalks, installing storm water management, and improving streetscapes.	May have relatively high administrative costs. Usually requires extensive political outreach, as it is desirable to have property owners agree to the tax increase. In Albany, the City Council may require an LID to fund improvements that are considered essential to the welfare of the city.	Local improvement districts can vary in their financial capacity. Capacity may be constrained by the willingness of local property owners to increase their financial burden to fund the project, which means LIDs are usually limited to smaller infrastructure improvements.
<b>Tax Increment Financing</b>	Captures property tax revenues from growth in assessed value inside an Urban Renewal Area for reinvestment in capital projects that reduce blight.	Any capital projects that alleviate blight and are included in URA plan.  Property acquisition, storefront and streetscape improvements, public infrastructure – such as streets, parks, affordable housing, and civic buildings.	Requires urban renewal plan and report  Must meet the State definition of blight.  Limits on maximum acreage and assessed value – 15% of jurisdiction's total acreage or 15% of jurisdiction's total assessed property value.  Currently, about 9% of the City's acreage is within an urban renewal area, which means the maximum size of a new URA would be about 700 acres.	The old Oak Creek urban renewal area plan that was previously adopted by the City estimated that a URA with \$3.3M in assessed value could generate \$25M in TIF by 2020, which would service the debt on \$16M of projects.  Ultimately, the urban renewal potential for the area depends on the specific boundaries of the URA, the timeline of projects, the duration of the URA, and the pace of new development and RMV growth within the URA.
<b>Grants</b>	Grants are available from Federal, State, and private/non-profit sources for a variety of projects. Some common sources of grants include the State of Oregon (e.g. ODOT) and Federal agencies such as the EPA, FAA, FHWA, and FTA.	Grants may be available for all types of infrastructure projects, especially parks and transportation projects.	Typically grants require an application process, a process that can be time consuming and competitive. For projects to receive grant funding, they may require local matching funds. Each specific grant will have specific limitations.	In recent years the City Grant Fund has been between \$2 and \$3 million annually. However the proposed 2012-13 budget shows only \$1.1M in the Grant Fund, and most of these grants are unrelated to capital investment in infrastructure.
<b>General Obligation Bonds</b>	Voter-approved temporary property tax increase to support the sale of tax-exempt bonds for infrastructure projects. The City borrows against its future stream of tax revenues to generate capital to cover costs. Projects typically benefit the community as a whole, and loans are backed by full faith and credit of the City.	No restrictions.  Projects typically benefit the community as a whole. Major capital projects such as schools, water and sewage treatment facilities, bridges, and major road improvements.	Must be authorized by a vote of the public.	Bonding capacity depends on the term of the bond, interest rate, and other factors. Given the City's current assessed value of \$2.5 billion, and reasonable bonding assumptions, a \$10M bond would result in a tax increase of about \$0.30 per \$1,000 of AV for 20 years.

	Definition/Source	Eligible Projects	Preemptions/Limitations	Notes on Capacity
<b>SDCs</b>	<p>Charges on new development to pay for capital projects that increase growth capacity. Charges are formula-based and tied to the cost of infrastructure needed to serve the planned development.</p> <p>Jurisdictions may also establish <i>Sole Source SDCs</i>. <i>Sole Source SDCs</i> make the fees collected by an area available for use within that area only, rather than available for use city-wide.</p>	Parks, transportation, water, or sewer-related projects (depending on SDC source).	<p>Must be capital projects to expand capacity to accommodate new growth. Must be a type of project permitted in ORS 223.297. Furthermore, it must be included in the adopted SDC methodology.</p> <p>Rising SDCs could be a disincentive to development.</p>	<p>Citywide SDCs budgeted for 2012-13 are:</p> <ul style="list-style-type: none"> <li>- Parks: \$75,000</li> <li>- Transportation: \$217,000</li> <li>- Sewer: \$300,000</li> <li>- Water: \$256,000</li> </ul> <p>However, SDC collections have been much higher in past years, when development activity was more robust.</p> <p>Development within the SAAP through 2030, could be expected to generate \$6M or more for transportation SDCs.</p>
<b>Annexation Agreements</b>	An agreement to use a portion or all of the property tax revenue collected by the City from the annexed area for projects related to the annexed area. Annexation agreements can also be used to require private developers to agree to provide specific public infrastructure projects associated with their proposed development, prior to the City putting the question of annexation on the ballot.	No restrictions.	This revenue source is technically property tax revenue from the city's permanent tax rate. As such, these revenues would be part of the General Fund, and would be subject to annual appropriation by city council and cannot legally be committed to long-term debt service for infrastructure projects.	Capacity is limited to whatever amount the City is able to negotiate with interested property owners.
<b>Street Utility Fee</b>	A monthly fee collected from residents and businesses citywide, typically based on land use (and underlying assumptions on the number of trips generated by each land use).	Limited to transportation projects.	No significant preemptions or limitations.	Capacity is constrained by the political acceptability of whatever fee may be proposed.
<b>Local Gas Tax</b>	A tax on the sale of gasoline and other fuels, levied as a fixed dollar amount per gallon.	<p>Local ordinances have typically limited use of revenues to road and highway uses – including construction, improvement, reconstruction, repair, maintenance, preservation, and operations.</p> <p>Exceptions are sidewalks, street planning and design, streetlights and storm water, parks and public buildings.</p>	<p>Currently, only 14 cities and 2 counties in Oregon collect a local gas tax.</p> <p>High gas prices could make a gas tax an unpopular option, politically.</p> <p>Voters must approve local gas taxes, but no limit is stated in the statute.</p>	Based on OR S319.950 local gas taxes cannot be enacted until after 2014.
<b>Franchise Fees</b>	<p>The cost utility and cable providers incur for being allowed to place their facilities and equipment in the public's right-of-way.</p> <p>Fees are levied as a percent of gross revenue</p>	No restrictions.	<p>The city already collects franchise fees from utility providers. These funds are collected in the General Fund and used at the discretion of the jurisdiction.</p> <p>Fees are limited to 7% for telecommunications and 5% for other utilities.</p>	Total franchise fees in Albany are budgeted at \$3.9M for FY 2012-13, which is inline with prior year collections.

Attachment B: Summary of SAAP projects and costs

**Transportation**

Project Name (ID from Kittelson Memo)	Project Type	Estimated Cost
53rd Avenue Extension (L1)	New Road or Alignment	\$ 18,600,000
Ellingson Road Extension (L28)	New Road or Alignment	\$ 5,740,000
Columbus Street (L46)	Urban Upgrade	\$ 4,549,000
Ellingson Road (L53)	Urban Upgrade	\$ 5,847,000
Lochner Road (L54)	Urban Upgrade	\$ 8,270,000
Oak Creek Parkway (NEW 1)	New Road	\$ 16,456,000
Ellingson Road/Columbus Street (I16)	Intersection Control Change (Roundabout)	\$ 500,000
OR 99E/53 <sup>rd</sup> Avenue (I40)	Intersection Add Lane(s)	\$ 550,000
Oak Creek Loop Trail - south of Oak Creek (M2-a)	Multiuse Path	\$ 2,680,000
Oak Creek Loop Trail - north of Oak Creek (M2-b)	Multiuse Path	\$ 1,787,000
Oak Creek Crossing Trails (M2-c)	Multiuse Path	\$ 838,000
Lebanon Trail (M9)	Multiuse Path	\$ 581,000
99E/Oak Creek (M12)	Crossing Improvement	\$ 129,000
Ellingson Road/Lochner Road (NEW 2)	Roundabout	\$ 500,000
53rd Avenue Extension/Industrial Property Access (NEW 3)	Roundabout	\$ 500,000
		<b>\$ 67,527,000</b>

**Water**

Project Name	Project Description	Estimated Cost
Ellingson Road Reservoir-Phase I	5 million gallon reservoir and 7.5 MGD pumping station (CIP#1639)(WFP PS13, S6)	\$ 5,150,000
Ellingson Road Reservoir-Phase II	5 million gallon reservoir and increase pumping station to 12.5 MGD (CIP#1639)(WFP PS14, S9)	\$ 3,912,000
16-inch diameter main; 5,100 lineal feet	Remaining portion of pipeline from 34th Ave. along Hill Street alignment to Lochner Rd., along Lochner Rd. to Ellingson Rd. (WFP P28)	\$ 1,359,000
16-inch transmission main, 800 lineal feet	Remaining portion of pipeline from the east end of 47th Ave. southeast parallel to the railroad tracks and then north crossing the railroad tracks. (WFP P29)	\$ 213,000
12-inch transmission main; 7,640 lineal feet	Pipeline from SAP-W4, parallel to Shortridge Street, to 40th Ave., east to Three Lakes Road, north to Grand Prairie Road (WFP P30)	\$ 1,617,000
24-inch diameter main; 2,000 lineal feet	Remaining portion of pipeline along Ellingson Road from reservoir site identified in water facility plan to Lochner Rd. (WFP P37)	\$ 625,000
16-inch diameter main; 4,766 lineal feet	Pipeline along Ellingson Road from Lochner Rd. to Columbus Street, Columbus Street to existing 16-inch pipeline (WFP P38)	\$ 1,270,000
	<b>Total</b>	<b>\$ 14,146,000</b>

**Wastewater**

Project Name	Project Description	Estimated Cost
Oak Creek Lift Station and force main improvements	From the Oak Creek lift station east to the Columbus Street interceptor, with a connection for the Marion Street lift station. (CIP#1630)	\$ 4,900,000
Ellingson Road - 24" diameter gravity main	Extend 24-inch gravity main east from existing end of pipe to Lochner Road, approximately 2100 LF	\$ 700,000
Ellingson Road - 8" diameter gravity main	From SAP-S2 east, approximately 1,800 LF	\$ 400,000
Hwy 99E/Morse Rd Intersection - 12" diameter gravity main	From stubout under Highway 99E east approximately 4,300 LF	\$ 1,100,000
Columbus Street - 15" gravity main	From Columbus Street Interceptor south approximately 750 LF	\$ 200,000
Columbus Street - 10" gravity main	From SAP-5, south approximately 600 LF to Seven Mile Lane	\$ 140,000
Columbus Street & Seven Mile Lane - 8" gravity main	From SAP-S6 south to Ellingson Road approximately 800 LF, and extension to east in Seven Mile Lane approximately 2,700 LF	\$ 770,000
Mennonite Village - 8" gravity mains	Extension of Mennonite Village sewer line east and south, paralleling Oak Creek to near Freeway Lakes (approximately 2,200 LF)	\$ 490,000
Northeast - 8" gravity mains	NE corner of study area, extension of 8" gravity main east from Shortridge Street and Moraga Avenue approximately 1,000 LF	\$ 150,000
	<b>Total</b>	<b>\$ 8,850,000</b>

**Parks**

Project Name	Project Description	Estimated Cost
Community Park, Phase 1	Based on 11 soccer fields, 400 parking spaces with entry road, utilities, 2 restroom buildings, engineering and planning, wetland delineation and mitigation (Assuming it would impact 15 acres of wetland out of 26 acres total)	\$ 3,000,000
Community Park, Phase 2		\$ 2,700,000
Neighborhood park 1		\$ 680,000
Neighborhood park 2	Passive recreation space with modest amenities such as play structure, sport court, trails, irrigation.	\$ 680,000
Neighborhood park 3	Includes site clearing, grading, topsoil, planting, some soft costs. Does not include significant earth work, parking or infrastructure upgrades beyond irrigation. Does not include land.	\$ 680,000
Neighborhood park 4		\$ 680,000
Neighborhood park 5		\$ 680,000
	<b>Total</b>	<b>\$ 9,100,000</b>

**Emergency Services**

Project Name	Project Description	Estimated Cost
SAAP Fire Station	Smaller station (approximately 8,000 square feet) on 2 acres. Will include structure, land, and wetland mitigation. Approximately \$200 to \$240 per square foot.	\$ 2,850,000
	<b>Total</b>	<b>\$ 2,850,000</b>



# Appendix G

## *Task 7: Public Event 3*

Workshop 3 Summary Report – September 2012 (meeting date August 28, 2012)





# Memorandum



**To:** Heather Hansen  
**From:** Martin Glastra van Loon  
**Copies:** David Helton, Jennifer Mannhard  
**Date:** September 26, 2012  
**Subject:** South Albany Area Plan – Public Event Summary  
Task 7.2

**Project No.:** 16056

## **South Albany Area Plan- Public Event #3 – Open House**

6 – 8 PM

Tuesday, August 28<sup>th</sup>, 2012

Albany City Hall.

333 Broadalbin Street Southwest, Albany, OR 97321

### **Meeting Purpose**

To present and seek input on the Recommended Plan Alternative for the South Albany Area Plan.

### **Meeting Format**

The format of the meeting was “Open House”; recommended plan diagrams and relevant background materials were on display to the public for self-guided viewing. City staff and consultants were on hand to initiate conversations, provide information and answer questions. The public was invited to sign in and provide contact information in order to receive future project updates. Written feedback was solicited via “Comment Sheets”.

### **Presentation material on display**

- Where we are in the process.
- Project Goals and Objectives.
- Land Use and Neighborhood Framework (June 8, 2012).
- Street Framework (June 8, 2012).
- Illustrative Diagram: Creating a Complete Local Street Network in South Albany.
- Trails Framework (June 8, 2012).
- Land Use Concept (August 15, 2012).

**Heather Hansen**

*South Albany Area Plan – Public Event Summary*

- Illustrative Diagram: Oak Creek Parkway Interface options.
- Park and School Framework (June 8, 2012).
- TSP amendments.
- Proposed Future Street Sections for Ellingson, Lochner, Columbus and the Oak Creek Parkway.
- Project Area Photos.
- Aerial Photo.
- Existing conditions: landform, ownership, habitats, comprehensive plan and zoning.
- Constraints.
- Market and Population Forecast.
- Reference image board depicting: village centers, transition areas, park, institutional and civic uses, complete neighborhoods and street connectivity.

**City officials in attendance**

- Sharon Konopa, Mayor
- Ray Kopczynski, City Councilor
- Mike Styler, Planning Commissioner
- Kris Richardson, Planning Commissioner
- Lolly Gibbs, Planning Commissioner

**City staff in attendance**

- Wes Hare, City Manager
- Heather Hansen, Planning Manager
- Anne Catlin, Lead Long-Range Planner
- Ed Hodney, Public Works Director
- Kristin Johns, Community Development Admin

**Consultants in attendance**

- Shaune Quayle, Kittelson & Associates, Inc.,
- Martin Glastra van Loon, Otak.

*Heather Hansen*

*South Albany Area Plan – Public Event Summary*

## Summary

The open house kicked off early with the first visitors arriving around 5:45 PM, and lasted until the last visitors left just before 8 PM. In total about 60 visitors attended the event.

The visiting public was varied in nature: some visitors had been following the project and were involved on earlier occasions, while others were exposed to the project and plan for the first time. As a result, the public's inquiries spanned a broad range: from general questions about the nature of this planning process to specific questions regarding plan details.

In general, the response from the public to the presented Recommended Plan was neutral to positive.

No explicitly negative feedback was expressed regarding the recommended plan, but a few specific concerns were raised:

- Traffic impacts of the 53<sup>rd</sup>/Ellingson extension on existing neighborhoods, in particular truck traffic impacts.
- Location of public trails on Mennonite Village private property.
- The need for a grocery store in this part of town.



*Heather Hansen*

*South Albany Area Plan – Public Event Summary*



*Heather Hansen*

*South Albany Area Plan – Public Event Summary*



### **Project Overview**

South Albany contains the largest remaining undeveloped industrial and urban residential reserve lands inside the City's urban growth boundary--approximately 1,900 acres. The Project study area is bounded by the City's urban growth boundary on the south, Interstate 5 on the east, land developed to urban densities on the north and Oregon Route 99E on the west.

*Heather Hansen*

*South Albany Area Plan – Public Event Summary*

## **Vision Statement**

*(Approved by Project Advisory Committee February 23, 2012)*

South Albany will be:

- A complete, walkable and welcoming community
- The home of new “neighborhoods of choice” in Albany
- Known for having Oak Creek as its “front yard”
- A thriving employment center and gateway to Albany
- Integrated with greater Albany and the region
- Developed with a commitment to resource stewardship

## **Plan Objectives**

*(Approved by Project Advisory Committee February 23, 2012)*

**A Complete and Livable Community** – South Albany will include livable neighborhoods – varied housing, mixed use centers, schools, employment sites (commercial and industrial), parks, natural resource areas – all knit together by a connected pattern of streets, pathways and open space.

**A Walkable Community** – South Albany will be a walkable community, with pedestrian-friendly streets, good network of blocks and pedestrian ways, and a functional trail system.

**Great Neighborhoods** – South Albany will be a showcase of implementation for Albany’s Great Neighborhoods principles, policies and guidelines. Each neighborhood will be connected to a community focal point.

**Village Centers** – South Albany will include one or more village centers to provide local services.

**Connectivity and Transportation Options** – Multiple options for local, intra-city, and regional travel will be provided through a connected street and pathway network, and land uses which support walking, biking and future public transit.

**Prosperous Economy** – Commercial and industrial lands will fulfill the City’s Economic Opportunities Analysis, take advantage of the South Albany’s location in the region, and fulfill the economic role of the area defined by the plan. Zoning regulations for employment lands will incorporate flexibility in order to respond to changes in business and industry trends.

**Oak Creek Greenway** – The Oak Creek Greenway will integrate open space areas, both public and private, near Oak Creek. The Greenway will:

- Be the centerpiece of the South Albany open space system, providing multiple benefits: wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education and visual identity for the area.

**Heather Hansen**

*South Albany Area Plan – Public Event Summary*

- Be South Albany’s “front yard” - physically and visually accessible to adjacent development.
- Create a multitude of public connections (parks, trails, trailheads, visual, etc.) between “Oak Creek Parkway” (an east-west street) and the public edge of the Greenway area.
- Include a continuous east-west pathway, and other pathways that connect north and south to community destinations.

**Resource Stewardship** – Wetlands, tree groves, flood storage, and other key resources will be incorporated as amenities and functional elements of the plan.

**City Gateway** – Highway 99E and Columbus Street/Waverly Road will be planned as safe, aesthetically pleasing, multi-modal gateways into Albany.

**Compatible Transitions** – Transitions between land uses will be carefully planned to promote compatibility. This objective applies particularly to the transitions between industrial and residential areas, and between developed areas and open space.

**Financial Feasibility** – The plan will evaluate what types of financial strategies will support feasible public and private investment to make the area development-ready.


**Phased Implementation** – The plan will evaluate phasing to support orderly and efficient development.

**Effective Mitigation of Development Constraints** – The plan will identify future policies and planning needed to mitigate the development challenges posed by wetlands and other constraints.



**Appendix 1**  
**Presentation boards**

**"Envision South Albany-Recommended Plan"**  
Public Open House-- August 28, 2012



**SOUTH ALBANY**  
AREA PLAN

**Goals**

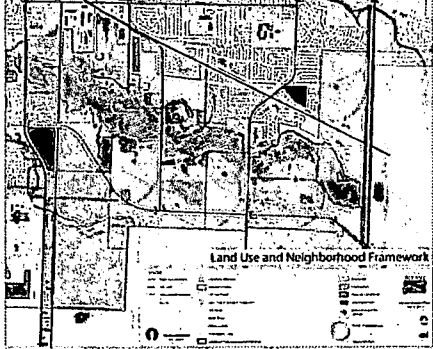
The Vision Statement for the South Albany Area Plan establishes the Goals for the area, and look as follows:

South Albany will be:

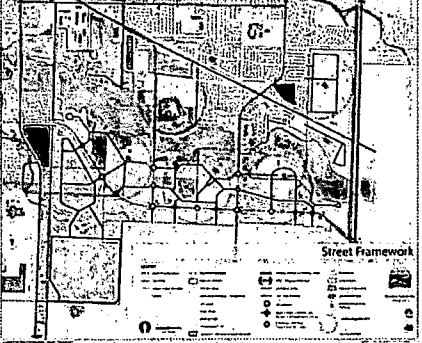
1. A complete, walkable and welcoming community;
2. The home of new "neighborhoods of choice" in Albany;
3. Known for having Oak Creek as its "front yard";
4. A thriving employment center and gateway to Albany;
5. Integrated with greater Albany and the region;
6. Developed with a commitment to resource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

**Where we are in the process**

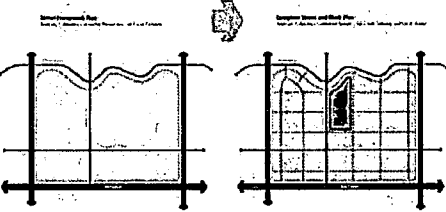
Project Kick-off	September
Exhibit of Future Conditions	Oct - November
Workshop #1	December 6
Joint CC-PC Briefing	December 12
Plan Alternatives	February 23
Workshop #2	March 13
Preferred Alternative	April 23
Joint CC-PC Briefing	April 23
Plan Implementation	June - August
Joint CC-PC Briefing	August 20
Public Event #1 - Open House	August 28
Draft South Albany Area Plan	October
Plan Adoption - Planning Commission Hearing	November
Plan Adoption - City Council Hearing	November
Final South Albany Area Plan	December



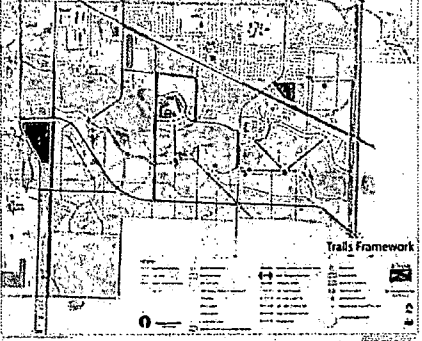
**Land Use and Neighborhood Framework**



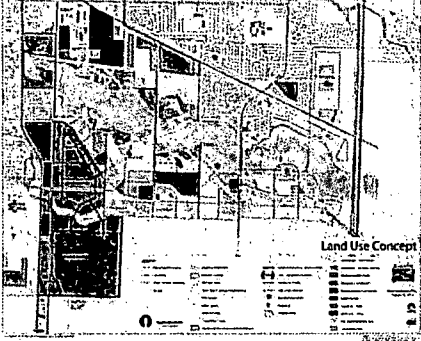
**Street Framework**



**Creating a Complete Local Street Network in South Albany**



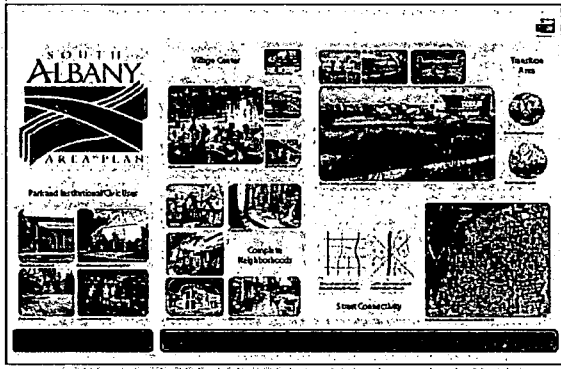
**Trails Framework**



**Land Use Concept**







**Appendix 2**

**Open house sign-in sheet**

South Albany Area Plan Open House  
Public Meeting #3 - August 28, 2012

	Name	Email	Interested in updates
1	Mary Beyer	mbeyer123@peoplepc.com	yes
2	Barbara & Ed Stitel	BStitel05@comcast.net	yes
3	CLIDE & CAUDÉTTIE MONTGOMERY	CNE MONTGOMERY@yahoo.com	YES.
4	RAY KOPCZYNSKI	-	-
5	Bill Pintar	b.pintar@comcast.net	YES
6	Lorna & David Coats	coats@dnc.net	yes
7	PAT DYESS	PTDCountry@quest.com	yes
8	Marsha Lindberg	email2marsha@comcast.net	yes
9	Carol Lyak	CAROL@CMUG.COM	yes
10	Melva Dryden	melvad@Comcast.net	yes
11	Grady Silverthorne	es9544@comcast.net	yes
12	Karen & Simon Levear	klevear@aol.com	yes
13	Duncan Levear	dlevear@gmail.com	no
14	Jay E. McKinney	None	just
15	Loren Gerig	lpgerig@gmail.com	yes

South Albany Area Plan Open House  
Public Meeting #3 - August 28, 2012

	Name	Email	Interested in updates
1	<del>Mike Styer</del>		
2	<sup>Danora</sup> Peggy Kroessin	Kroessin54@centurylink.net	yes
3	Kim +崔尔 Houston	kehouston@comcast.net	yes
4	Alicia Mizman	alicia535@comcast.net	yes
5	Jared Stoll		
6	Dawn Nobile	dnobile@gmail.com	yes
7	Pam Seitz	pamseitz@yahoo.com	Yes
8	Sandy Babcock		
9	Pennie (Penelope) Coe		Yes
10	Kathleen Kerkhoff	k.kerkhoffs@comcast.net	yes
11	KEN STAHL	Kstahl5@comcast.net	yes
12	Jay Burcham	burchamj@comcast.net	yes
13	Juana Beckert		YES
14	Dana C. Jensen		
15	Dan Johnson		



South Albany Area Plan Open House  
Public Meeting #3 - August 28, 2012

	Name	Email	Interested in updates
1	Nancy Cetrulo	wlac13@yahoo.com	yes
2	Dave Detweiler		
3	Erwin Gerig	W GERIG @ JWSO.COM	
4	Denise Hammond	wdham@COMCAST.NET	Yes
5	WALT Hammond	" " "	Yes
6	Kris Richardson	castilla13@12acres.com	
7			
8			
9			
10			
11			
12			
13			
14			
15			

South Albany Area Plan Open House  
Public Meeting #3 - August 28, 2012

	Name	Email	Interested in updates
1	Candace Rivera	Candace@slcompany.com	yes
2	Scott Lepman	Scott@slcompany.com	yes
3	Lolly Gibbs	—	—
4	Ron & Lynn Simpson	rlmsimpson@comcast.net	yes
5	Matthew Conser	matthew@conserrealty.com	yes
6	Ron <sup>+</sup> Thille	ron@	yes
7			
8			
9			
10			
11			
12			
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50

**Appendix 3**  
**Received Comment Sheets**



## Your opinion is important.

Please use this sheet to record your feedback on the Recommended Plan.

Name: Ron Litwiler

Address: \_\_\_\_\_

### Feedback:

1. Looks good 😊

2. Some Mennonite Village property may need more flexibility regarding homes and support building. 😊

*RL*



9

### Your opinion is important.

Please use this sheet to record your feedback on the Recommended Plan.

Name: Dave Detweiler  
Address: 6325 Columbus St. SE  
Albany, OR.

Feedback:

I am a property owner in the SAAP area and I am Facilities Director at Mennonite Village.

My concern is on behalf of the residents of Mennonite Village. This latest set of trail plans shows a trail on the north side of Oak Creek along the entire south boundary of Mennonite Village currently developed area. The residents are not going to like that. They are already concerned about safety and security. This trail would invite public onto our campus which is private property. We have had 4-5 incidents of theft from homes and garages in recent months. A trail in this location would raise their concern about more of such activity.

We are open to trail along or through the property on south side of Oak Creek and along west side of Interstate.

[www.southalbanyplan.com](http://www.southalbanyplan.com)

Dave



## Your opinion is important.

Please use this sheet to record your feedback on the Recommended Plan.

Name: Ronald Lynn Simpson

Address: 1312 Sittler Pt SW

Albany, OR 97321

### Feedback:

Would love to see a major grocery store in  
the regional commercial section.

Winco would be wonderful there!



## Your opinion is important.

Please use this sheet to record your feedback on the Recommended Plan.

Name: KEN STAHL

Address: 2380 40th Ave SE  
ALBANY

Feedback:

*I see no provision for any mass transit.  
It seems to me if we are planning for  
the future, mass transit is part of that!*



## Your opinion is important.

Please use this sheet to record your feedback on the Recommended Plan.

Name: Mary Beyer  
Address: 1054 Tyson Pl. SW.  
Albany, OR. 97321

Feedback:

Interesting!  
I'm curious to see how the city  
will be changing in the near &  
far future.





## Your opinion is important.

Please use this sheet to record your feedback on the Recommended Plan.

Name: Dan Johnson  
Address: 5148 Willett St  
Albany, OR

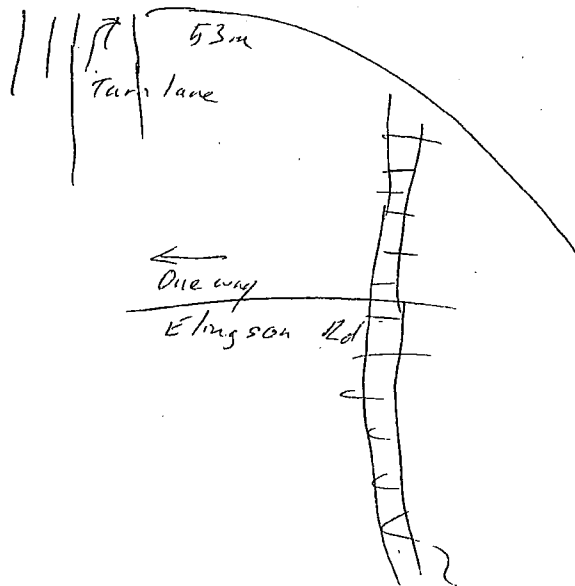
Feedback: Not in favor of roundabouts

Elingson road or 53<sup>rd</sup> over pass

I would like to see Elingson road options explored

Make Elingson road primary over pass option

Turn Elingson road into one way traffic.





## Your opinion is important.

Please use this sheet to record your feedback on the Recommended Plan.

Name: Dawn Nobile  
Address: 1918 Antelope Cir SW  
Albany OR 97321

Feedback:

Thank you! It's a wonderful plan, thoughtful and balanced, including many parties and aspects.

A few concerns I have relative to our particular neighborhood:

- Access between existing trails and proposed trails
- Flexibility of proposed park areas to various uses, including neighborhood gardens
- A local grocery store is very much needed, but I would hope it should not be too large, and should be a store that has a good natural foods section.
- Connecting 53rd would definitely ease access between west and east ends of south Albany. I would hope though that it should not cause too much increase in traffic into the neighborhood.
- From what I've seen, I'm sure environmental concerns will be respected. Appreciate that!

[www.southalbanyplan.com](http://www.southalbanyplan.com)



# Appendix H

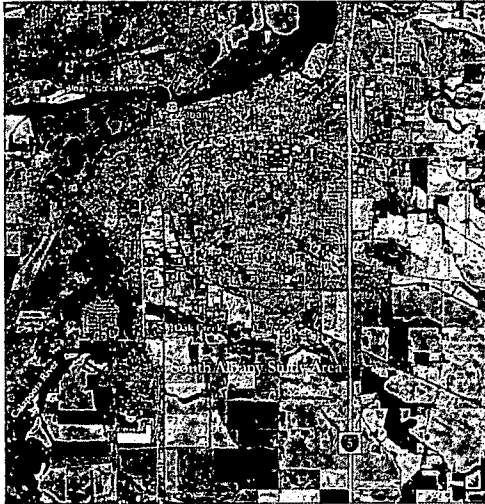
## *Task 8: Plan Adoption and Code Amendment Recommendations*

Presentation for Planning Commission hearing (to be inserted after the hearings)

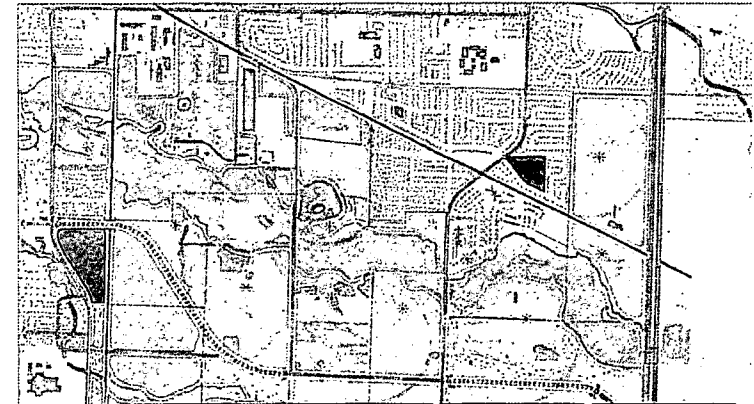
Presentation for City Council hearing (to be inserted after the hearings)



# Existing Conditions



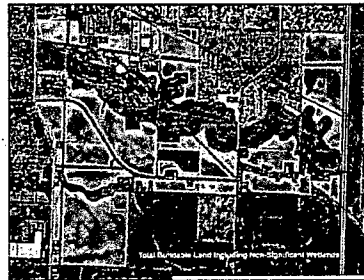
- Planning Area Context
- Past Planning in South Albany
- Existing Land Use Conditions
- Existing Natural Resources Conditions
- Existing Transportation Conditions
- Market Analysis Summary
- Buildable Lands Analysis



## Buildable Lands



This diagram shows buildable land (in green) assuming non-significant wetlands cannot be mitigated and cannot be built upon.

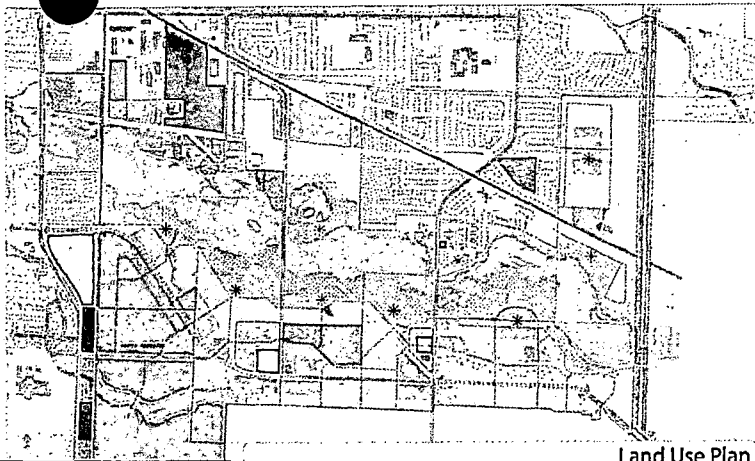


This diagram shows buildable land (in green) assuming 100% of the non-significant wetlands can be mitigation and would be built upon.

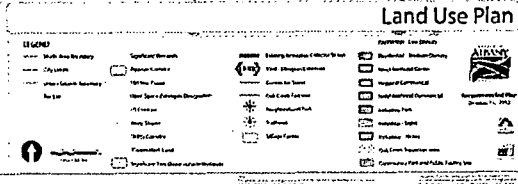
### South Albany Area Planning Process

Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	Task 7	Task 8
Project Kick-off	Existing and Future Conditions	Public Forum #1	Land Use and Transp System Alternatives	Public Forum #2	Plan Implementation	Public Forum #3	Plan Adoption and City Council Approval
<ul style="list-style-type: none"> <li>Gather and review background information</li> <li>Project Kick-off Meeting</li> <li>Stakeholder Interviews</li> <li>Form Project Advisory Committee (PAC)</li> <li>Form Technical Advisory Committee (TAC)</li> <li>Set up website</li> <li>Draft Project Memorandum #1: Vision, Planning and Division in Context</li> <li>TAC Meeting #1</li> <li>PAC Meeting #1</li> </ul>	<ul style="list-style-type: none"> <li>Address past performance existing and planned future conditions</li> <li>Establish context for planning level (area and transportation)</li> <li>Conduct market analysis for potential development</li> <li>Draft Project Memorandum #2: Existing and Planned Conditions</li> <li>Draft Project Memorandum #3: Market Analysis</li> <li>TAC Meeting #2</li> <li>PAC Meeting #2</li> </ul>	<ul style="list-style-type: none"> <li>Prepare materials for Public Forum #1</li> <li>Hold Public Forum #1</li> <li>Conduct public input on existing conditions, market growth, and transportation alternatives</li> <li>Lead discussion about desired characteristics of future development and the findings of Project Memorandum #1 and #2</li> <li>Revise Project Memorandum #1: Vision, Planning and Division in Context</li> <li>Revise Project Memorandum #2: Existing and Planned Conditions</li> <li>Revise Project Memorandum #3: Market Analysis</li> <li>Joint City Council and Planning Commission Briefing</li> </ul>	<ul style="list-style-type: none"> <li>Public Term Workshop (iteration and develop initial land use and transportation plan scenarios)</li> <li>Draft Project Memorandum #4: Land Use and Transportation Alternatives</li> <li>TAC Meeting #3</li> <li>PAC Meeting #3</li> </ul>	<ul style="list-style-type: none"> <li>Prepare materials for Public Forum #2</li> <li>Hold Public Forum #2</li> <li>Conduct public input on land use and transportation system alternatives for development and identify preferred land use and transportation system alternatives</li> <li>Revise Project Memorandum #4: Preferred Land Use and Transportation Alternatives</li> <li>Joint City Council and Planning Commission Briefing</li> </ul>	<ul style="list-style-type: none"> <li>Draft Project Memorandum #5: South Albany Area Plan Review Outline</li> <li>Draft Project Memorandum #6: Comprehensive Plan Amendments</li> <li>Draft Project Memorandum #7: Future and Transportation #1</li> <li>TAC Meeting #4</li> <li>PAC Meeting #4</li> </ul>	<ul style="list-style-type: none"> <li>Conduct public input on recommended plan and amendments</li> <li>Finalize project plan to implement the preferred land use and transportation system alternatives</li> <li>Revise Memo #5: South Albany Area Plan Review Outline</li> <li>Revise Memo #6: Comprehensive Plan Amendments</li> <li>Revise Memo #7: Future and Transportation #1</li> <li>Revise Memo #8: Development Code Amendments</li> <li>Revise Memo #9: Funding and Implementation</li> <li>Joint City Council and Planning Commission Briefing</li> </ul>	<ul style="list-style-type: none"> <li>Present Draft South Albany Area Plan</li> <li>Prepare presentation material for Planning Commission and City Council Hearing</li> <li>Present Final South Albany Area Plan</li> <li>Finalize plan on behalf of the Authority</li> </ul>
2011 July-September	2011 September-October	2011 December	2012 January-February	2012 March-April	2012 May-July	2012 August-September	2012 October-December

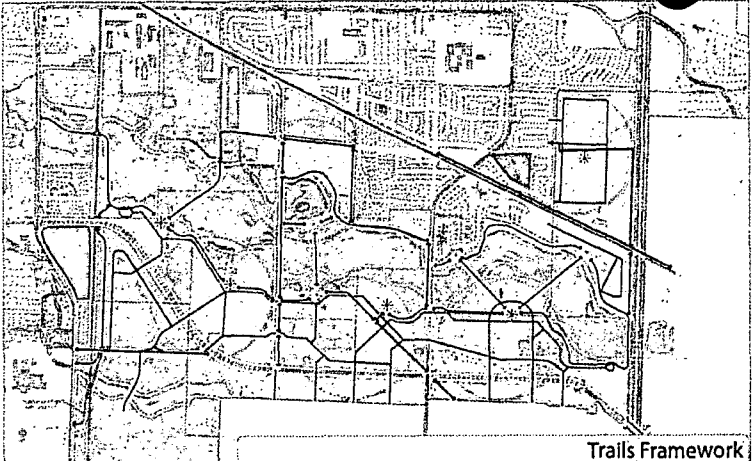




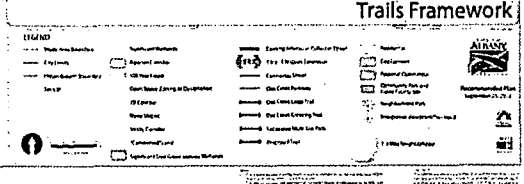
- Residential - Low, Medium
- Neighborhood Center
- Regional Commercial
- Neighborhood Commercial
- Industrial Park
- Industrial - Light, Heavy



Land Use Plan



- Connectivity
- Variety
- Location

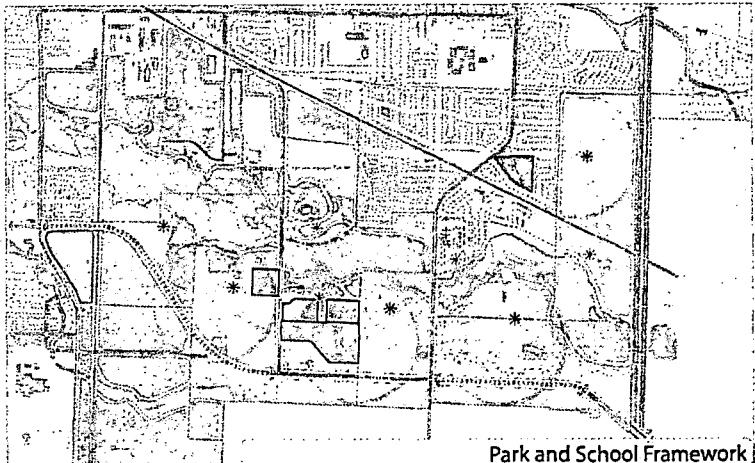


Trails Framework

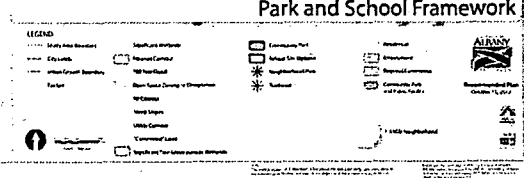


# Implementation

- Comprehensive Plan Amendments
- Development Code Amendments
- Transportation System Plan Amendments



- Community Park
- Elementary School Sites



Park and School Framework

## Review Criteria

**Amendments to the Comprehensive Plan** (CP-04-12) will be approved if the Council finds that the application meets the following applicable criteria:

- (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.
- (2) A legislative amendment is needed to meet changing conditions or new laws.
- (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.
  - (b) The requested designation is consistent with any relevant area plans adopted by the City Council.
  - (c) The requested designation is consistent with the Comprehensive Plan Map pattern.
  - (d) The requested designation is consistent with the statewide planning goals.

EXHIBIT H: PCPresentation

**Development Code Amendments** (DC-06-12) may be approved if the Council finds that the application meets the following criteria:

- (1) The proposed amendments better achieve the goals and policies of the Comprehensive Plan than the existing language.
- (2) The proposed amendments are consistent with Development Code policies on purpose and with the purpose statement for the base zone, special purpose district, or development regulation where the amendment is proposed.

**Zoning Map amendments** (ZC-07-12) will be approved if the Council finds that the applicant has shown that all of the following criteria are met:

- (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.
- (2) Existing or anticipated transportation facilities are adequate for uses permitted under the proposed zone designation.
- (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.
- (4) The intent and purpose of the proposed zoning district best satisfies the goals and policies of the Comprehensive Plan.
- (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.

EXHIBIT H: PCPresentation

## SAAP Implementation

**CP-04-12:** The SAAP proposes changes to the Comprehensive Plan text and six sites on the Comp Plan map.

Text Amendments will add goals and policies specific to South Albany related to open space, natural resources, neighborhood commercial nodes, village centers, public utilities and transportation. The SAAP will be adopted as a supporting document to the Comprehensive Plan.

The proposed Map Amendments will be discussed along with the Zoning Map Amendments (ZC-07-12).

**DC-06-12:** The SAAP proposes new supplemental design standards in ADC Article 8-Design Standards are proposed for the Oak Creek Transition Area in order to guide the amount, location, and design of development in the area adjacent to Oak Creek.

Amendments to the standards in ADC Article 11-Land Divisions are proposed for Planned Development and Cluster Development in order to provide more flexibility in transferring development density from areas being protected.

Refinements to the Schedule of Permitted Uses in Article 3-Residential Zoning Districts are proposed in order to encourage protection for South Albany's natural features, and allow for the transfer of development density. The proposed revisions create a new use category - 3 or 4 units, to allow for a variety of housing types as long as density limits are not exceeded by zone.

EXHIBIT H: PCPresentation

**ZC-07-12/CP-04-12:** Six sites on five properties are being proposed for map amendments to implement the SAAP – six changes to the plan designations; and two changes to zoning districts. Some highlights include:

- A roughly 50-acre area on the west side of the study area, below the planned 53rd Ave-Ellingson Rd connector, is proposed to be redesignated to Industrial-Light so that it can be added to adjacent industrial property and provide more flexibility for future development.
- Two areas totaling 40 acres would be redesignated to Village Center to allow for a Neighborhood Center surrounded by Medium Density Residential.
- A portion of the 104-acre "Henshaw Farms" property on the west side of Columbus St. would be rezoned to Mixed Use Commercial (3 acres) and Residential Medium Density (approximately 27 acres).

EXHIBIT H: PCPresentation



# Oak Creek Parkway Transition Area

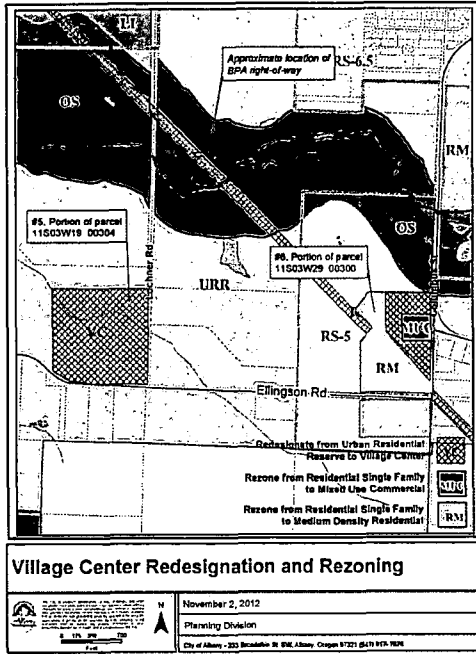


EXHIBIT H: PCPresentation

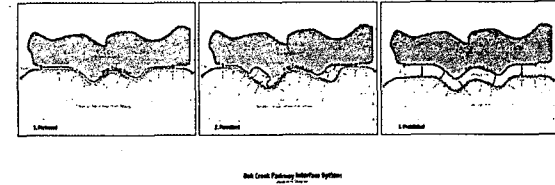


EXHIBIT H: PCPresentation

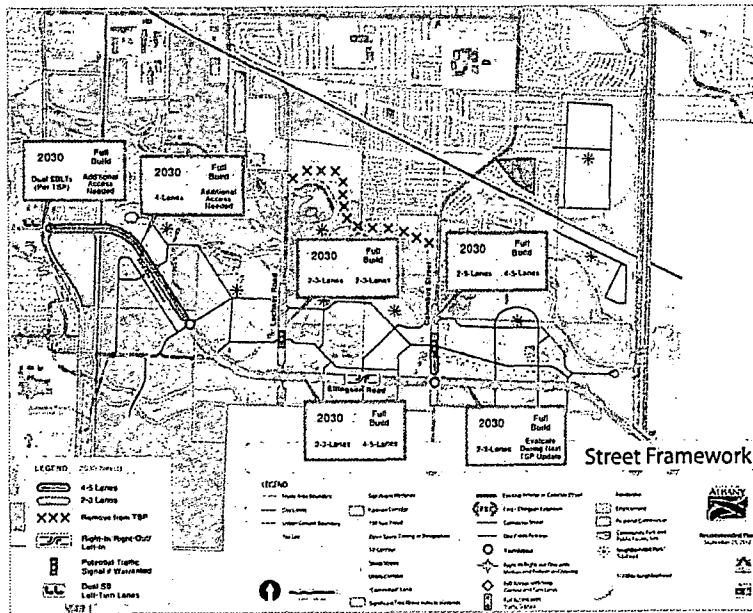


EXHIBIT H: PCPresentation

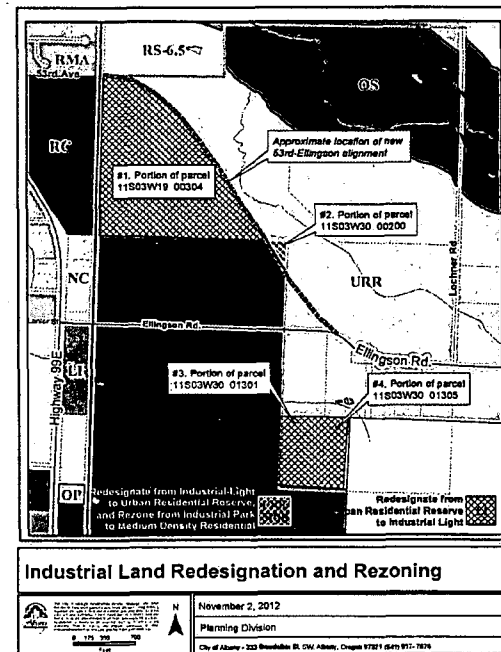


EXHIBIT H: PCPresentation

## IMPLICATIONS

- Public-private partnerships will be crucial.
- The 53rd Ave. extension will be the most difficult project to fund.
- Urban renewal has great potential to help, if used strategically.
- Adopt public investment principles to help guide the broad strategy for opportunity and market driven partnerships in South Albany.

## PRINCIPLES

Public investments in South Albany will:

1. Be consistent with and help implement the long-term vision expressed in the SAAP;
1. Emphasize co-investment with private development and project partners;
1. Support catalytic projects that set the stage for additional investment;
1. Support orderly and efficient development and infill.

Table 4. Recommended TSP Amendments

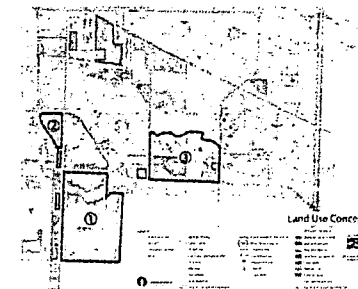
ID	Project Name	Project Type	TSP Amendment	2030 Need	Build-out Need	TSP Project Cost	Amended Cost
L16	53rd Avenue Extension	New Road or Alignment	Extend 4-lane section to 1st roundabout	2-4 Lanes	4 Lanes	\$17,986,000	\$18,600,000
L8	Lochner-Columbus Connector	New Road or Alignment	Remove from TSP	NA	NA	\$2,742,000	\$0
L2B	Ellingson Road Extension	New Road or Alignment	Widen from 2 to 3 lanes	2-3 Lanes	4-5 Lanes if interchange identified in future TSP	\$4,430,000	\$5,740,000
L46	Columbus Street	Urban Upgrade	5-lane ROW preservation near Ellingson Road	3-5 Lanes (near Ellingson only)	5 Lanes (south to Oak Creek Parkway only)	\$2,727,000	\$4,549,000
L53	Ellingson Road	Urban Upgrade	Update cross-section for high quality bike facility	3 Lanes	5 Lanes	\$5,847,000	\$5,847,000
L54	Lochner Road	Urban Upgrade	Update cross-section for high quality bike facility	2-3 Lanes	2-3 Lanes	\$5,756,000	\$8,270,000
NEW1	Oak Creek Parkway	New Road	Add new local roadway	2 lanes	2 lanes	NA	\$16,456,000
I16	Ellingson Road/ Columbus Street	Intersection Control Change (Roundabout)	Change from signal to roundabout	Partial multi-lane roundabout	Multi-lane roundabout	\$345,000	\$500,000
M2-1	Oak Creek Trail	Multiuse Path	Expanded and split into 3 projects (see below)	NA	NA	\$2,645,000	see segment cost estimates
M2-2	Oak Creek Loop Trail (south of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$2,680,000
M2-3	Oak Creek Loop Trail (north of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$1,787,000
M2-4	Oak Creek Crossing Trails	Multiuse Path	Create trail	NA	NA	NA	\$838,000
NEW2	Ellingson Road/ Lochner Road	Roundabout	Identify roundabout as treatment	Single Lane roundabout	Multi-Lane roundabout	NA	\$500,000
NEW3	53rd Avenue Extension/Industrial Property Access	Roundabout	Identify roundabout as treatment	Partial multi-lane roundabout	Multi-lane roundabout	NA	\$500,000

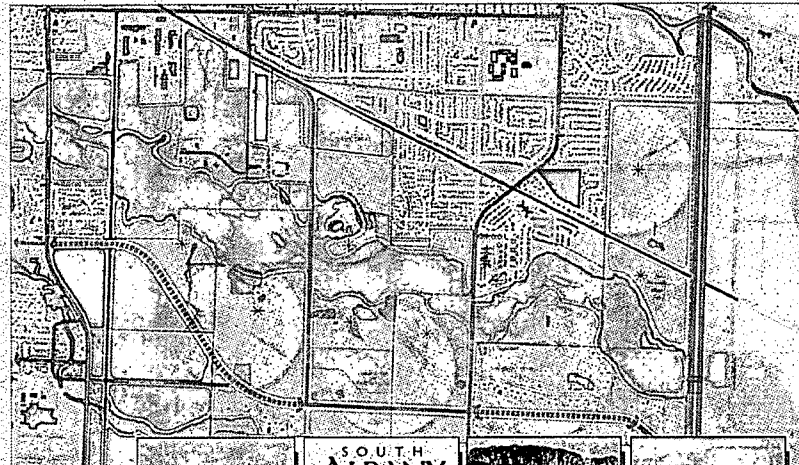
Key sources of revenue for development:

- Local Improvement District (LID)
- Tax Increment Financing (TIF)
- General Obligation (GO) Bonds
- System Development Charges (SDCs)

Three subareas deemed most likely develop in the near future:

1. South Albany Industrial Park site, zoned for employment use
1. The "Piano Site" property, zoned for regional commercial development
1. The "Central Area" planned for residential development as well as co-location of multiple public facilities





Draft, December 3, 2012

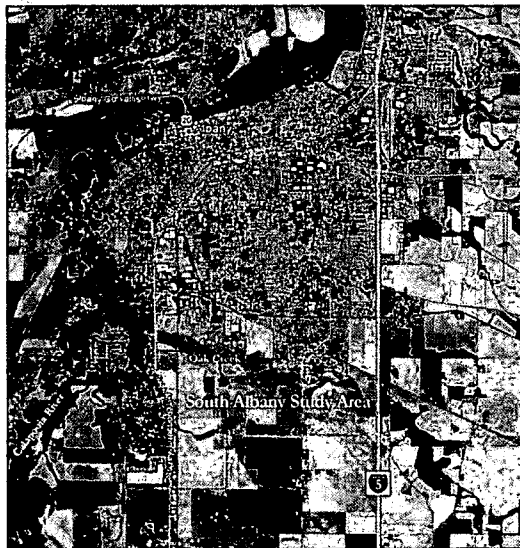
South Albany Area Planning Process

Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	Task 7	Task 8
<b>Project Kickoff</b>	<b>Existing and Future Conditions</b>	<b>Public Event #1</b>	<b>Land Use and Transp System Alternatives</b>	<b>Public Event #2</b>	<b>Plan Implementation</b>	<b>Public Event #3</b>	<b>Plan Adoption and City Amendment Recommendations</b>
Gather and review background information Project Kickoff Meeting Stakeholder Interviews Form Project Advisory Committee (PAC) Form Technical Advisory Committee (TAC) Set up website Draft Project Memorandum #1: Vision Elements and Evaluation Criteria TAC Meeting #1 PAC Meeting #1	Analyze sets Summarize existing and planned future conditions Establish context for planning land uses and transportation Conduct market analysis for potential development Draft Project Memorandum #2: Existing and Planned Conditions Draft Project Memorandum #3: Market Analysis TAC Meeting #2 PAC Meeting #2	Prepare materials for Public Event #1 Reiterate Public Event #1 <i>(Collect public input on existing conditions, planned projects, and market conditions. List alternatives about desired characteristics of future development and the findings of Project Memorandum #1, 2, and 3)</i> Revise Project Memorandum #1: Vision Elements and Evaluation Criteria Revise Project Memorandum #2: Market Analysis Joint City Council and Planning Commission Meeting	Facilitate Team Workshop: <i>(Brainstorm and develop initial land use and transportation plan concepts)</i> Draft Project Memorandum #4: Land Use and Transportation Alternatives TAC Meeting #3 PAC Meeting #3	Prepare materials for Public Event #2 Facilitate Public Event #2 <i>(Collect public input on recommended plan and transportation alternatives for development, and identify a preferred land use and transportation system alternative)</i> Revise Project Memorandum #4: Land Use and Transportation Alternatives Joint City Council and Planning Commission Meeting	Draft Project Memorandum #5: South Albany Area Plan Report Outline Draft Project Memorandum #6: TSP Amendments Draft Project Memorandum #7: Comprehensive Plan Amendments Draft Project Memorandum #8: Designation Code Amendments Draft Project Memorandum #9: Planning and Implementation TAC Meeting #4 PAC Meeting #4 Joint TAC/TAC Meeting #4A	Prepare materials for Public Event #3 Facilitate Public Event #3 <i>(Collect public input on recommended plan and amendments needed to implement the preferred land use and transportation system alternative)</i> Revise Memo #5: South Albany Area Plan Report Outline Revise Memo #6: TSP Amendments Revise Memo #7: Comprehensive Plan Amendments Revise Memo #8: Designation Code Amendments Revise Memo #9: Planning and Implementation Joint City Council and Planning Commission Meeting	Prepare Draft South Albany Area Plan Prepare presentation material for Planning Commission and City Council Hearings Hearing Commission Hearing City Council Hearing Prepare Final South Albany Area Plan <i>(Printing Plan as necessary as a result of the hearing)</i>
2011			2012				
July-September	September-October	December	January-February	March-April	May-July	August-September	October-December

SAAP Appendix H/CC Presentation 12-12-12



# Existing Conditions

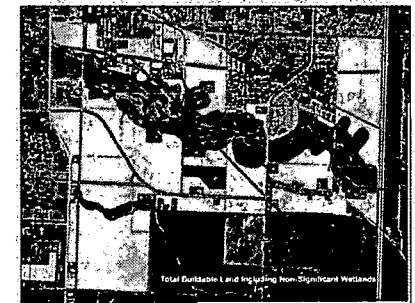


- Planning Area Context
- Past Planning in South Albany
- Existing Land Use Conditions
- Existing Natural Resources Conditions
- Existing Transportation Conditions
- Market Analysis Summary
- Buildable Lands Analysis

## Buildable Lands

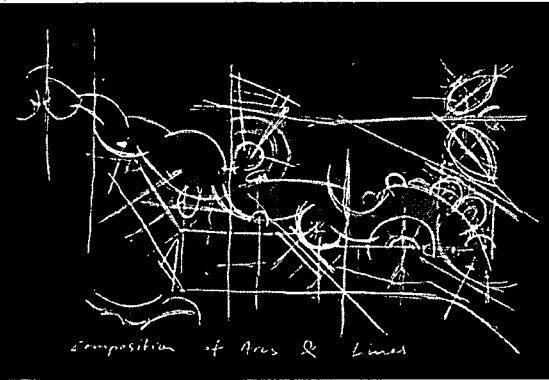


This diagram shows buildable land (in green) assuming non-significant wetlands cannot be mitigated and cannot be developed.



This diagram shows buildable land (in green) assuming 100% of the non-significant wetlands can be mitigated and would be developed.

# Vision

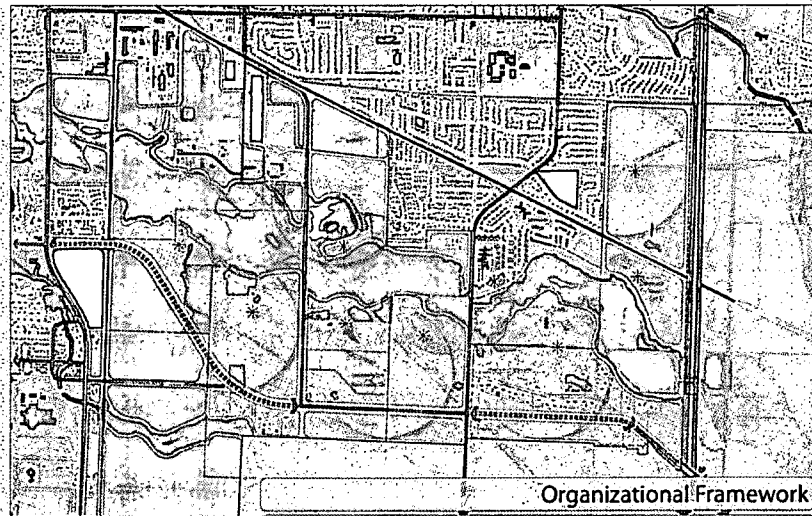


South Albany will be:

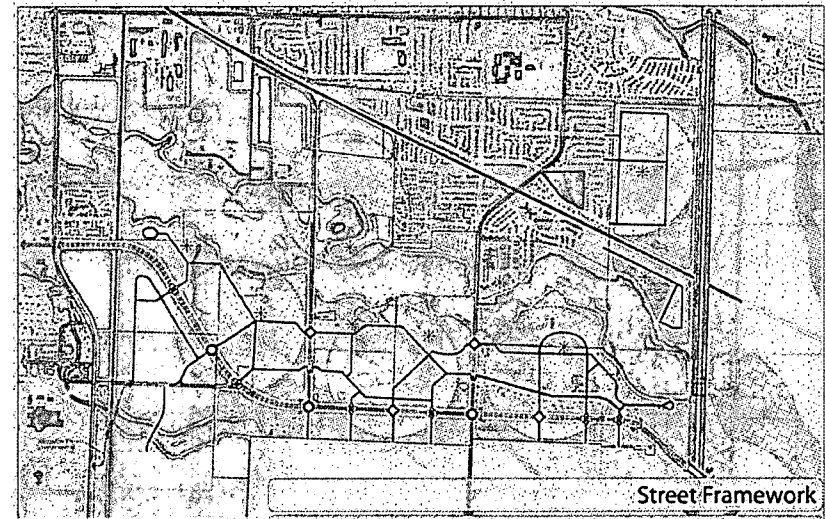
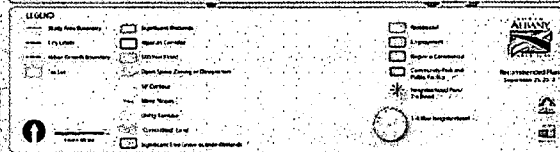
- A complete, walkable and welcoming community
- The home of new “neighborhoods of choice” in Albany
- Known for having Oak Creek as its “front yard”
- A thriving employment center and gateway to Albany
- Integrated with greater Albany and the region
- Developed with a commitment to resource stewardship

# Objectives

- A Complete and Livable Community
- A Walkable Community Great Neighborhoods
- Village Centers
- Connectivity and Transportation Options
- Prosperous Economy
- Oak Creek Greenway
- Resource Stewardship
- City Gateway
- Compatible Transitions
- Financial Feasibility
- Phased Implementation
- Effective Mitigation of Development Constraints

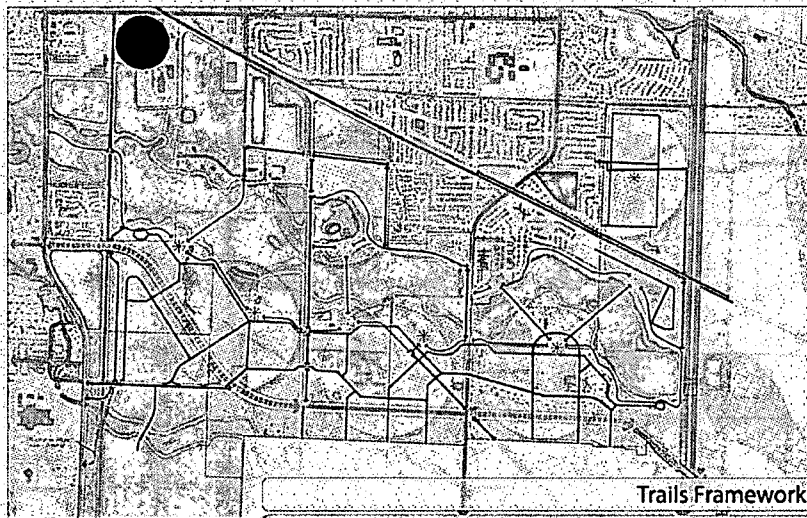


- Neighborhoods
- Regional Commercial and Employment Areas
- Open Spaces



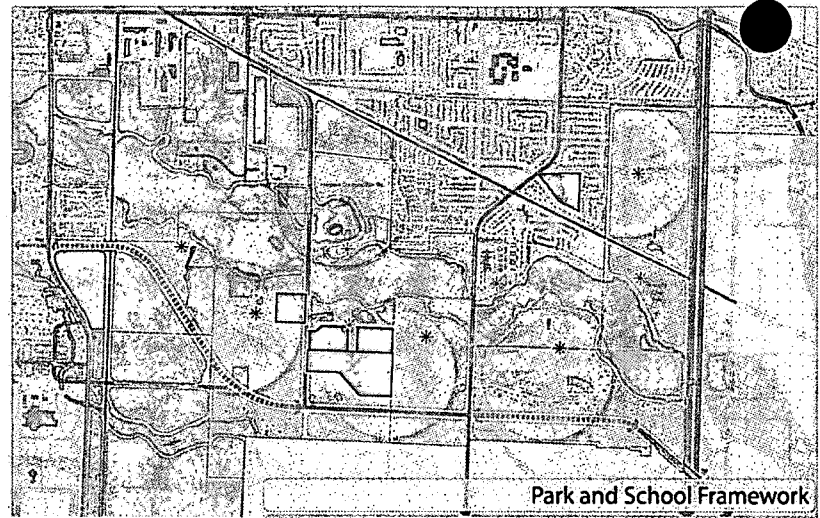
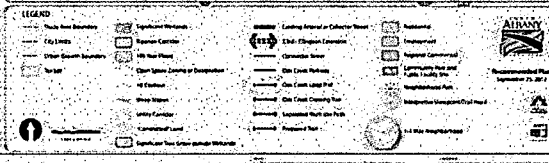
- Arterials and Collectors
- Oak Creek Parkway
- Industrial Access
- Intersections
- Connector Streets





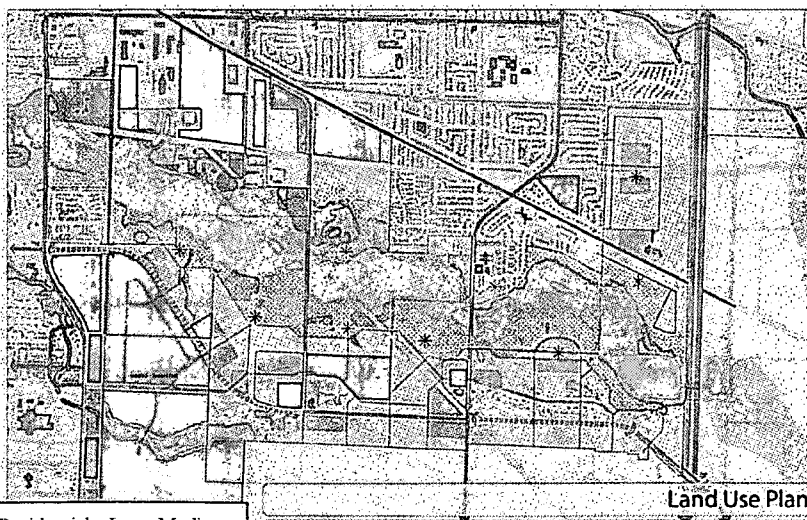
Trails Framework

- Connectivity/Loop
- Trailheads
- Variety
- Location



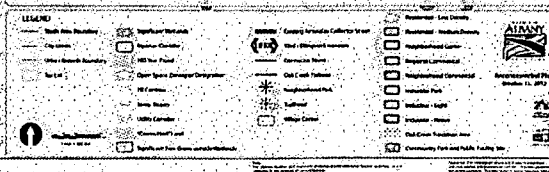
Park and School Framework

- Community Park
- Neighborhood Parks
- Elementary School Sites



Land Use Plan

- Residential - Low, Medium
- Neighborhood Center
- Regional Commercial
- Neighborhood Commercial
- Industrial Park
- Industrial - Light, Heavy



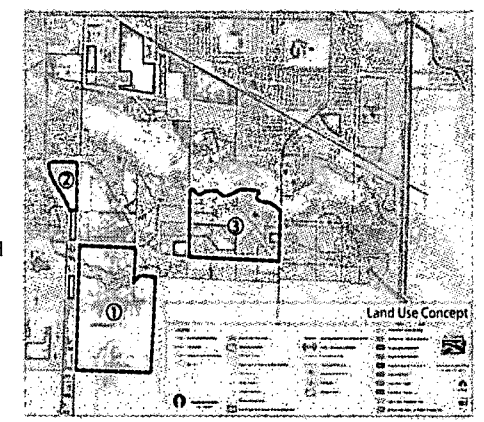

# Funding Strategy

Key sources of revenue for development:

- Local Improvement District (LID)
- Tax Increment Financing (TIF)
- General Obligation (GO) Bonds
- System Development Charges (SDCs)

Three subareas deemed most likely develop in the near future:

1. South Albany Industrial Park site, zoned for employment use
2. The "Piano Site" property, zoned for regional commercial development
3. The "Central Area" planned for residential development as well as co-location of multiple public facilities



Land Use Concept



# Funding Strategy

## IMPLICATIONS

- Public-private partnerships will be crucial.
- The 53rd Ave. extension will be the most difficult project to fund.
- Urban renewal has great potential to help, if used strategically.
- Adopt public investment principles to help guide the broad strategy for opportunity and market-driven partnerships in South Albany.

## PRINCIPLES

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3. Support catalytic projects that set the stage for additional investment;
4. Support orderly and efficient development and infill.



# Implementation

- Comprehensive Plan Amendments
- Development Code Amendments
- Transportation System Plan Amendments

## SAAP Implementation

**CP-04-12:** The SAAP proposes changes to the Comprehensive Plan text and six sites on the Comp Plan map.

Text Amendments will add goals and policies specific to South Albany related to open space, natural resources, neighborhood commercial nodes, village centers, public utilities and transportation. The SAAP will be adopted as a supporting document to the Comprehensive Plan.

The proposed Map Amendments will be discussed along with the Zoning Map Amendments (ZC-07-12).

**DC-06-12:** The SAAP proposes new supplemental design standards in ADC Article 8-Design Standards are proposed for the Oak Creek Transition Area in order to guide the amount, location, and design of development in the area adjacent to Oak Creek.

Amendments to the standards in ADC Article 11-Land Divisions are proposed for Planned Development and Cluster Development in order to provide more flexibility in transferring development density from areas being protected.

Refinements to the Schedule of Permitted Uses in Article 3-Residential Zoning Districts are proposed in order to encourage protection for South Albany's natural features and open spaces, and allow for the transfer of development density. The proposed revisions would allow 2-unit structures in single-family zones for up to 25% of the total units as long as density limits are not exceeded by zone.

**ZC-07-12/CP-04-12:** Five sites are being proposed for map amendments to implement the SAAP – five changes to the plan designations, and two changes to zoning districts. Some highlights include:

- Two areas totaling 40 acres would be redesignated to Village Center to allow for a Neighborhood Center surrounded by Medium Density Residential.
- A portion of the 104-acre "Henshaw Farms" property on the west side of Columbus St. would be rezoned to Mixed Use Commercial (3 acres) and Residential Medium Density (approximately 27 acres).



## Review Criteria

**Amendments to the Comprehensive Plan** (CP-04-12) will be approved if the Council finds that the application meets the following applicable criteria:

- (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.
- (2) A legislative amendment is needed to meet changing conditions or new laws.
- (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.
  - (b) The requested designation is consistent with any relevant area plans adopted by the City Council.
  - (c) The requested designation is consistent with the Comprehensive Plan Map pattern.
  - (d) The requested designation is consistent with the statewide planning goals.

SAAP Appendix H/CC Presentation 12-12-1

**Development Code Amendments** (DC-06-12) may be approved if the Council finds that the application meets the following criteria:

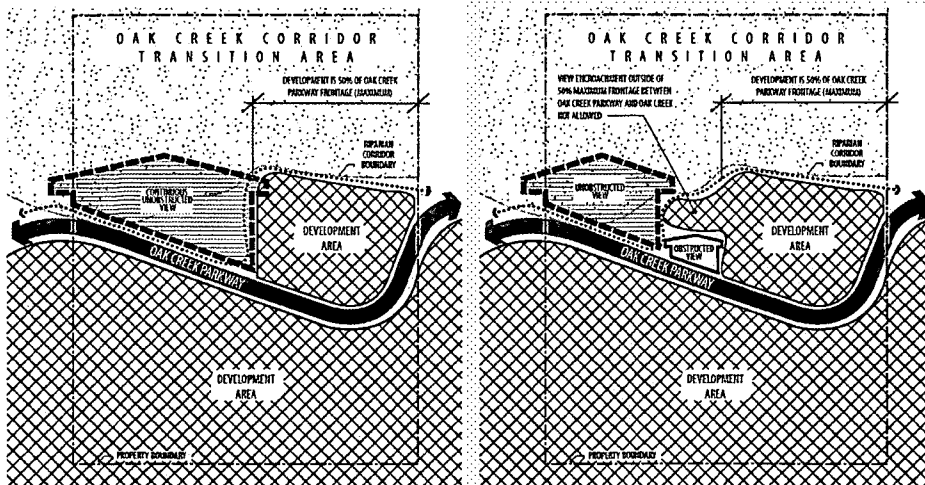
- (1) The proposed amendments better achieve the goals and policies of the Comprehensive Plan than the existing language.
- (2) The proposed amendments are consistent with Development Code policies on purpose and with the purpose statement for the base zone, special purpose district, or development regulation where the amendment is proposed.

**Zoning Map amendments** (ZC-07-12) will be approved if the Council finds that the applicant has shown that all of the following criteria are met:

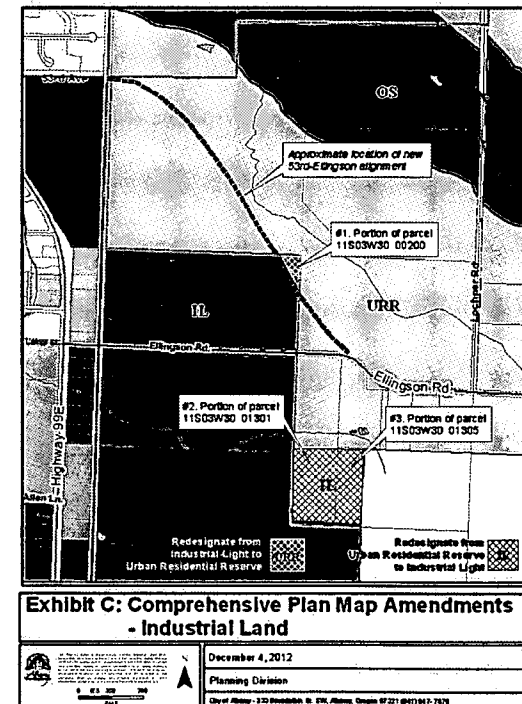
- (1) The proposed base zone is consistent with the Comprehensive Plan map designation for the entire subject area unless a Plan map amendment has also been applied for.
- (2) Existing or anticipated transportation facilities are adequate for uses permitted under the proposed zone designation.
- (3) 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.
- (4) The intent and purpose of the proposed zoning district best satisfies the goals and policies of the Comprehensive Plan.
- (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.

SAAP Appendix H/CC Presentation 12-12-1

## Oak Creek Parkway Transition Area



SAAP Appendix H/CC Presentation 12-12-1

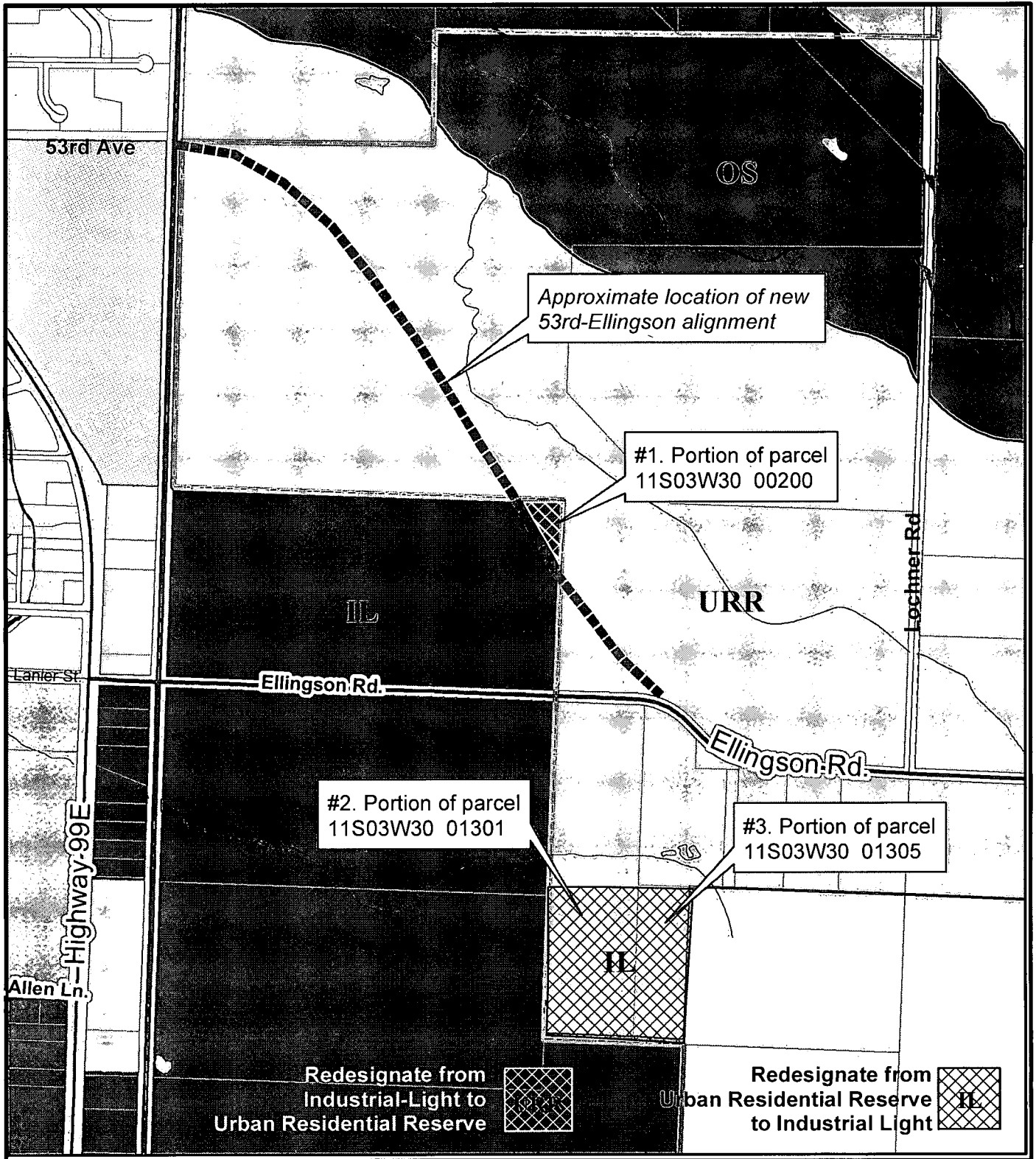


SAAP Appendix H/CC Presentation 12-12-12





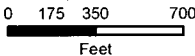




# Exhibit C: Comprehensive Plan Map Amendments - Industrial Land



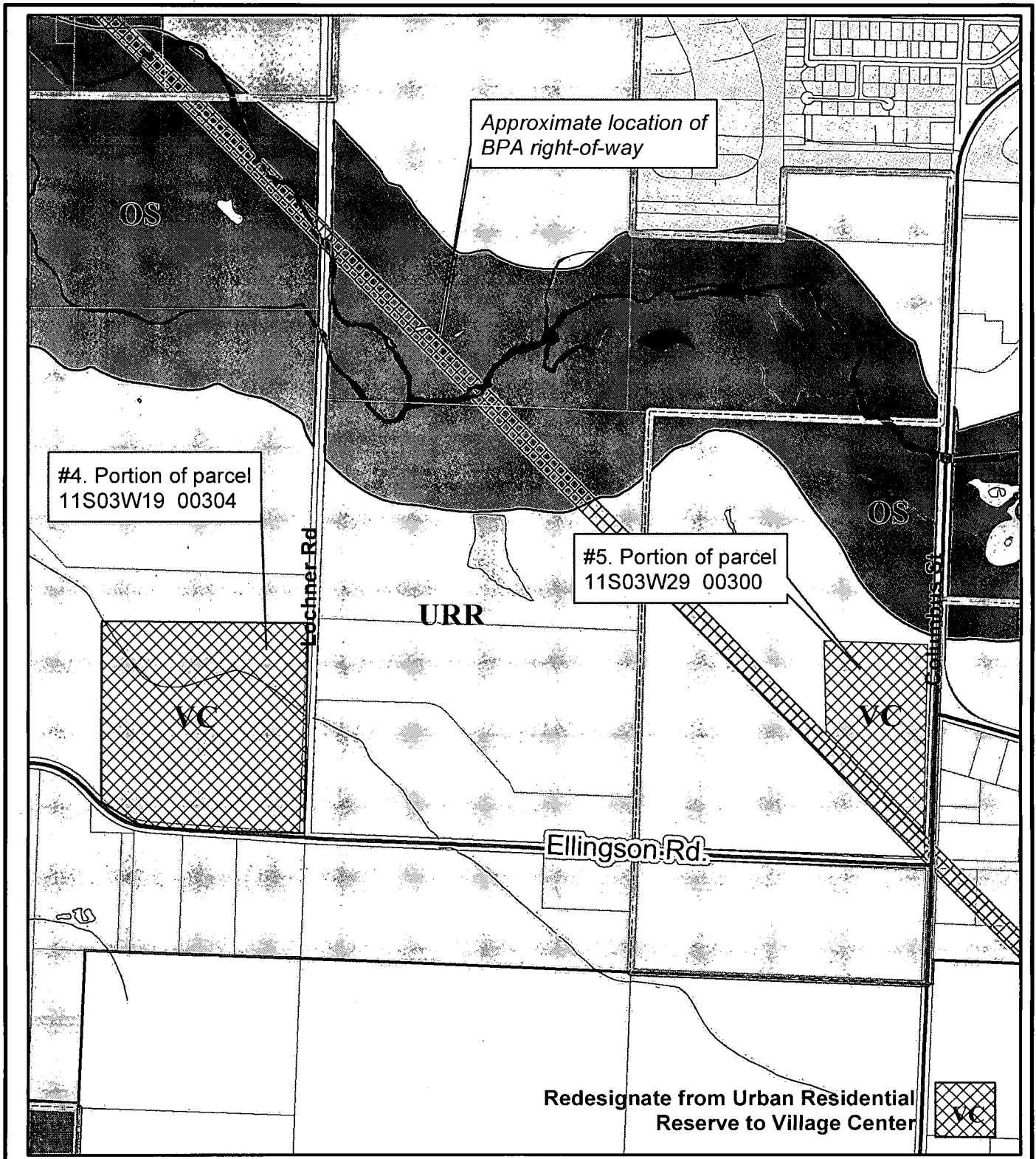
The City of Albany's infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation, and verification. All of the data provided represents current information in a readily available format. While the data provided is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or other investments based in full or in part upon the material provided, it is



December 4, 2012

Planning Division

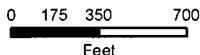
City of Albany - 333 Broadalbin St. SW, Albany, Oregon 97321 (541) 917-7676



# Exhibit D: Comprehensive Plan Map Amendments - Village Center



The City of Albany's infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation, and verification. All of the data provided represents current information in a readily available format. While the data provided is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or other investments based in full or in part upon the material provided, it is



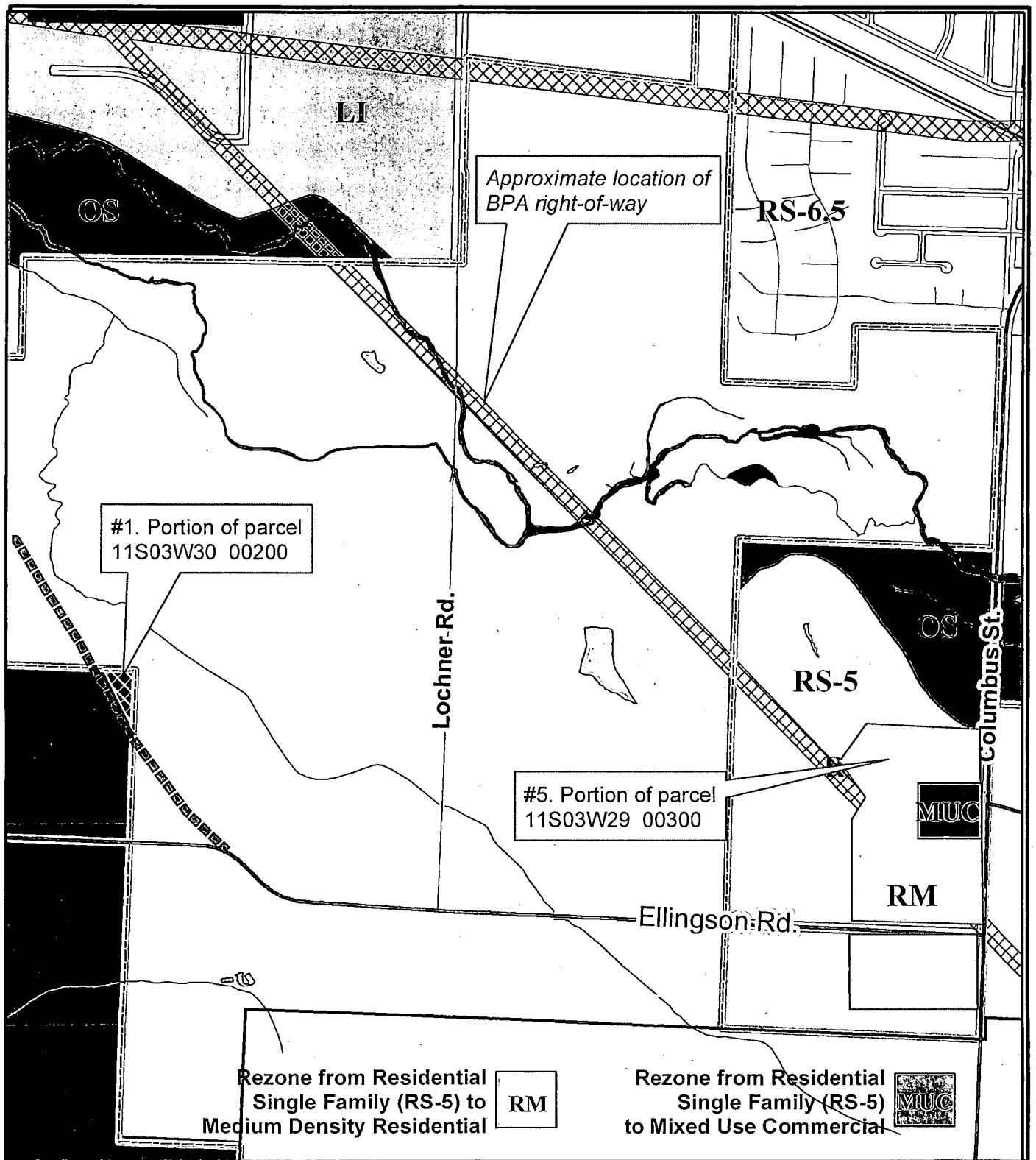
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December 4 2012

Planning Division

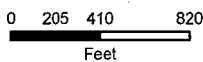
City of Albany - 333 Broadalbin St. SW, Albany, Oregon 97321 (541) 917- 7676



# Exhibit E: Zoning Map Amendments



The City of Albany's infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation, and verification. All of the data provided represents current information in a readily available format. While the data provided is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or other investments based in full or in part upon the material provided, it is



December 4, 2012

Planning Division

City of Albany - 333 Broadalbin St. SW, Albany, Oregon 97321 (541) 917- 7676

**PROPOSED AMENDMENTS TO STANDARDS IN ARTICLE 8 – DESIGN STANDARDS:**

**SUPPLEMENTAL DESIGN STANDARDS  
FOR THE OAK CREEK TRANSITION AREA**

**8.600 Purpose and Intent.** The purpose of the Oak Creek Transition Area (OCTA) is to guide development review and more detailed planning for the transitional areas between Oak Creek and adjacent developed and developable areas. The OCTA works in combination with the Open Space zone, natural resource overlay zones and the development review process to ensure that the larger Oak Creek corridor is protected for the long term and provides benefits to all of Albany. The OCTA is specifically intended to:

- (1) Integrate open space areas, both public and private, near Oak Creek;
- (2) Be the centerpiece of the South Albany open space system and provide multiple benefits including wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education and visual identity for the area;
- (3) Be South Albany’s “front yard” - physically and visually accessible to adjacent development;
- (4) Create a multitude of public spaces and connections (parks, trails, trailheads, visual, etc.) between “Oak Creek Parkway” (an east-west street) and the public edge of undeveloped areas;
- (5) Include a continuous east-west pathway, and other pathways that connect north and south to community destinations; and
- (6) Preserve archeological and historical resources as heritage sites if feasible.

**8.610 Applicability.** The OCTA supplemental standards apply as follows:

- (1) South of Oak Creek, the standards apply between the Riparian Corridor overlay boundary around Oak Creek and the north edge of the right-of-way for Oak Creek Parkway. Oak Creek Parkway’s location is generally identified in the South Albany Area Plan chapter of the Comprehensive Plan, on Figure 2, Street Framework. NOTE: The southern boundary of the OCTA may need to deviate from the Oak Creek Parkway within the Area of Interest shown on the Street Framework if the Parkway is forced south due to development constraints.
- (2) North of Oak Creek, the standards apply within 100 feet from the upland edge of the Riparian Corridor Overlay District (RC).

**8.620 OCTA Development Standards.** Development within the Transition Area must satisfy all of the following standards.

- (1) The design and construction of the development, utilities and trails shall limit disturbance to natural features as much as reasonably feasible.
- (2) Fences are limited to within developed areas. All fences, posts and supporting structures shall be stained, painted, or powder-coated black or a neutral earth tone color to harmonize with the surrounding landscape. Sight-obscuring fences shall be no more than 3 feet tall.
- (3) Once a wetland delineation is approved by the Oregon Department of State Lands for any area proposed for development, the City may seek to acquire, by negotiated purchase or exercise of the power of eminent domain, all or part of the developable area on the north side of the Parkway or take such other action as may be appropriate or required to compensate the land owner for any loss of use that exceeds that which the City may require by lawful regulation.
- (4) Development between Oak Creek and the Oak Creek Parkway, and between 99E and Columbus Street must meet the following standards:

- (a) The “development area” cannot exceed 50 percent of the subject site’s frontage on the north side of Oak Creek Parkway. The “development area” shall include all residential lots and development, all areas taken up by buildings, private yards, paving, streets, grading and non-native landscaping, but does not include parks, low-impact outdoor recreation, trails, paths, wetland mitigation or restoration, City construction of public infrastructure such as transportation, stormwater, sewer, and water utilities, or the private construction of public transportation

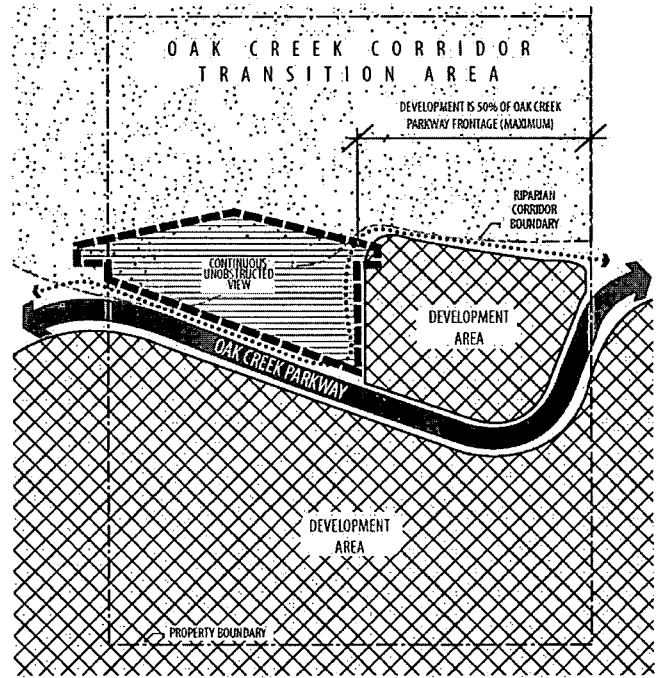


FIG. 1 PERMITTED

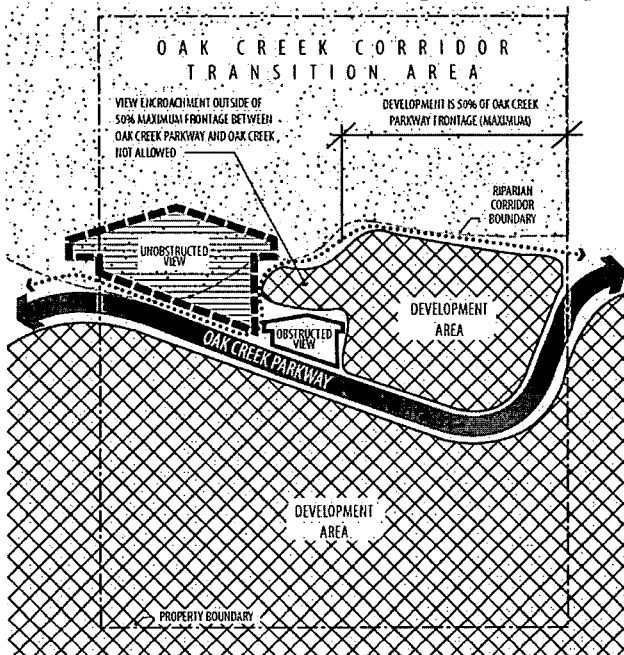


FIG. 2 PROHIBITED

and utility facilities and structures as identified in a City-adopted master plan. The resulting undeveloped frontage along the north side of Oak Creek Parkway shall have a continuous view of the Oak Creek Corridor and associated open space that is not obstructed by the development area. See Figure 1–Permitted and Figure 2 –Prohibited.

(b) Native vegetation, excluding any that is farmed for agricultural purposes, that is impacted in the developed area is mitigated through the enhancement or restoration of native vegetation in undeveloped areas per the relevant standards in ADC 6.400-6.420.

- (4) In addition to the abovementioned standards, development shall meet the standards in either (a) or (b):

(a) Clear and Objective Standards (Type I-L Process).

- i. Development shall avoid the Significant Wetland and Waterway Overlay District (/SW), the Riparian Corridor Overlay District (/RC), significant tree groves identified on the South Albany Area Plan Organizational Framework map in the Comprehensive Plan (Figure 1), and oak trees over 25-inches in diameter measured at 4.5 feet from the ground; and
- ii. Trails or paths shall be provided that connect the development to any existing or proposed trails or paths shown on the Trails Framework in the South Albany Area Plan and to adjacent neighborhood parks, or other public and semi-public amenities in the vicinity.
- iii. Neighborhood parks or trail heads shall be incorporated into proposed developments in the locations as generally shown on the Land Use Concept Map in the South Albany Area Plan.

(b) Subjective Standards (Type III Process). Development is consistent with the purpose and intent of the Oak Creek Transition Area in Section 8.600 and with the applicable policies in the South Albany Area Plan section of the Albany Comprehensive Plan.

PROPOSED AMENDMENTS TO STANDARDS IN ARTICLE 11 - LAND DIVISIONS:

**PLANNED DEVELOPMENTS**

11.335 **Density Calculations.** ~~(6)–When calculating density of a proposed planned development the regulations of the basic use district in which the development is located shall apply except when calculating density of the proposed planned development;~~ the total area including street and one-half of park land dedications shall be included. **The maximum density per zoning district is outlined below.** *Staff Comment: The density calculation was moved from Section 11.330 Living and Recreational Area to its own section.*

	RS-10	RS-6.5	RS-5	RM	RMA
Maximum dwelling units per acre	4	6	8	25	35

**CLUSTER DEVELOPMENT**

11.400 **Purpose.** Cluster development is intended to protect natural and other special features that either would not otherwise be protected, or otherwise restored to good quality, in the development of a site. In return, the more flexible standards found in this section may supersede other more strict standards of this Code. Cluster developments may provide greater flexibility, reduced and/or varied lot sizes, and more variety in permitted uses. It is not the intent of cluster development to increase the overall housing density of property above the density that would have been allowed in a standard subdivision. Developments must satisfy high-quality master planning and design requirements.

11.405 **Optional Nature.** Cluster development is an optional form of development. Cluster development proposals are reviewed as part of the land division, site plan, or conditional use application processes.

11.410 **Eligibility.** To be eligible to apply for cluster development, all of the following are required:

- (1) **Residential Zoning.** The site must be located in a residential zoning district.
- (2) **Natural and Other Special Features.** The site must contain one or more of the features listed in Section 11.460(1). *Staff Comment: #1 was referenced in error - it should be the entire section.*
- (3) **Professional Designer.** An applicant for cluster development approval must certify in writing that a certified landscape architect, site planner, or landscape designer, approved by the Director, will be used in the planning and design process for the proposed development. [Ord. 5668, 4/11/07]

11.420 **Relationship to Other Regulations.** If the applicant chooses the cluster development option, and the site is deemed eligible by the City, these standards will supplement other provisions of this Code. For example, a subdivision proposed as a cluster development is also subject to other provisions of Article 11 of the Development Code. Other types of residential development are subject to site plan review or conditional use review. These provisions apply to issuance of building permits in a cluster development and to ongoing uses and activities in a cluster development. [Ord. 5562, 10/10/03; Ord. 5668, 4/11/07]

11.430 **Procedure.** Cluster development proposals are reviewed as a Type III procedure. [Ord. 5562, 10/10/03, Ord. 5668, 4/11/07]

11.440 **Review Criteria.** The review criteria for a cluster development are those that apply to a particular type of development. For example, the tentative plat criteria in Article 11 apply to cluster land divisions.



(See Section 11.420 for relation to the other requirements.) Also, the review body must find that the application meets the following additional criterion:

- (1) The proposed development meets all of the requirements for cluster development.
- (2) The proposed development preserves natural or unique features that normally would not be either preserved or restored under conventional development standards.

[Ord. 5562, 10/10/03; Ord. 5668, 4/11/07; Ord. 5764, 12/1/11]

11.450 Natural Area Requirements. Cluster developments must provide a minimum of 20 percent of the site as permanent natural areas. Land designated as Open Space on the Comprehensive Plan or Zoning maps may not be used to fulfill this requirement.

[Ord. 5562, 10/10/03; Ord. 5668, 4/11/07; Ord. 5764, 12/1/11]

11.460 Designation of Permanent Natural Area. The required natural area may be public or private. The minimum 20 percent of the gross acreage of the development site set aside as natural area in a cluster development should be designated in the following priority order:

- (1) **The first priority for natural area designation is significant tree groves identified on the South Albany Area Plan Organizational Framework map in the Comprehensive Plan (Figure 1), and oak trees in the South Albany Area Plan boundary over 25-inches in diameter measured at 4.5 feet from the ground.**
- (2) The first-second priority for natural area designation is natural resources within the Significant Natural Resource overlay districts that are of degraded or marginal quality and subsequently restored to good quality in accordance with the quality levels in ADC Section 6.410(5). This priority shall be satisfied in the following order:
  - (a) Habitat for western painted and northwestern pond turtles within the Habitat Assessment Overlay (/HA), as identified by a turtle habitat assessment, that is restored to good quality.
  - (b) Wetland within the Significant Wetland overlay district (/SW) that is restored to good quality.
  - (c) Riparian area within the Riparian Corridor overlay district (/RC) that is restored to good quality.
- (23) The second-third priority for natural area designation is protection of other environmentally sensitive areas, natural and scenic features of the site. This priority shall be satisfied in the following order:
  - (a) Good quality habitat for western painted and northwestern pond turtles near Thornton Lakes within the Habitat Assessment overlay (/HA) as identified by a turtle habitat assessment.
  - (b) Good quality wetland within the Significant Wetland overlay district (/SW).
  - (c) Good quality riparian area within the Riparian Corridor overlay district (/RC).
  - (d) Other wetlands not within the Significant Wetland overlay district, as shown on the City's Local Wetland Inventories, or by a delineation approved by the Oregon Department of State Lands.
  - (e) Existing channels identified in the most current version of the City of Albany Storm Water Master Plan.
  - (f) Springs.
  - (g) Land with natural slopes 12 percent or greater as designated by the Hillside Development overlay district (/HD).
  - (h) Wooded area with five or more healthy trees over 8 inches in diameter measured 4½ feet from the ground, if approved by the City Forester.
  - (i) Land that provides bike or walking trails that connect to existing or proposed parks or trails, inventoried natural features, or areas zoned Open Space; or areas otherwise protected as permanent natural areas.

- (j) **Incorporate public parks, trails, trailheads or open space designated in the Parks, Recreation and Open Space Plan, the North Albany Refinement Plan, and the South Albany Area Plan.** *Staff Comments: moved (4) here since similar to (i).*
  - (k) Other features of the site unique to Albany, if approved by the Director.
- (34) The ~~third~~ fourth priority for natural area designation is to create “open spaces” in and around neighborhoods. This priority is satisfied by any of the following:
- (a) Continuity of adjacent open space corridors or parkways.
  - (b) A network of interconnected open space corridors.
  - (c) A buffer between neighborhoods.
- ~~(4) The fourth priority for natural area designation is to incorporate public parks, trails or open space designated in the Parks, Recreation and Open Space Plan and the North Albany Refinement Plan.~~ *Staff Comments: Relocated to (2)(j).*

11.470 Creation of Permanent Natural Areas.

- (1) Natural areas in a cluster development may be set aside and managed in one or more of the following ways:
  - (a) Portions of one or more individual lots; or
  - (b) Common ownership by residents of the development; or
  - (c) Third party (non-profit organization) whose primary purpose is to hold or manage the open space, subject to a reversionary clause in the event of dissolution of the non-profit organization; or
  - (d) Dedicated to City of Albany, if the City agrees to accept ownership and maintain the space.
- (2) Except for Subsection (1)(d) above, natural areas shall be subject to restrictive covenants and easements reviewed by the Community Development Director and recorded and filed when the subdivision plat for the project area is recorded. Except when allowed in 11.480, an easement shall include permanent provisions prohibiting the placement of structures or impervious surfaces, alteration of the ground contours, or any other activity or use inconsistent with the purpose of these provisions. [Ord. 5562, 10/10/03; Ord. 5668, 4/11/07]

11.480 Protection of Permanent Natural Areas.

- (1) ~~If any applicable overlay districts allow it,~~ the development may encroach into permanent natural areas, only under the following circumstances:
  - (a) To meet transportation or utility infrastructure requirements, or
  - (b) To provide bike or walking trails that connect to existing or proposed parks or trails, inventoried natural features, or areas zoned Open Space or otherwise protected as permanent natural areas.
- (2) Permanent alteration by grading may be authorized for the purpose of natural resource enhancement, such as wetland, riparian, or wildlife habitat restoration.
- (3) Significant wetlands, riparian corridors, and intermittent streams preserved as natural areas in a cluster development may be used for conveyance of storm waters only when the applicant has demonstrated that the discharge is compatible with the protection of the natural resource. These natural features shall not be used for drainage improvements, such as detention or retention ponds, or any other utility improvement necessary for development of the lots.

- (4) Areas set aside for permanent natural areas in a cluster development cannot be further subdivided.
- (5) Fences are permitted in and around the natural areas if consistent with the expressed purpose of the natural areas.
- (6) Provisions must be established to ensure the continued maintenance of areas designated as natural areas through Cluster Development. See Section 11.470. [Ord. 5562, 10/10/03; Ord. 5668, 4/11/07]

**11.500490 Permitted Uses.** The uses allowed within cluster developments outside the permanent natural areas are determined by the underlying zoning district standards in Section 3.050, with the following exceptions:

- (1) On development sites greater than 20 acres, up to 20 percent of the housing units in RS-6.5 and RS-10 may be attached single-family or condominium housing.
- (2) On development sites greater than 50 acres, up to 2 acres may be developed with neighborhood commercial uses through a conditional use review. The maximum building footprint of commercial or office uses shall be 3,000 square feet. Commercial and office uses shall be limited to restaurants with no drive-through service, and convenience-oriented and personal service-oriented uses as described in Article 22.
- (3) **Within the South Albany Area Plan boundary, attached single-family, and duplexes will be permitted in the RS-5, RS-6.5 and RS-10 zoning districts for up to 25 percent of the total units provided when transferring density within the Oak Creek Transition Area or when transferring density of the area necessary to preserve significant tree groves identified on the South Albany Area Plan Organizational Framework map in the Comprehensive Plan (Figure 1), and oak trees over 25-inches in diameter measured at 4.5 feet from the ground. Developments may not exceed the maximum density by zoning district in 11.495 and must meet all applicable standards in the Code.**

**11.490495 Development Standards.** In a cluster development, the following development standards supersede the same standards in Section 3.190, Table 1. The number of allowable lots **dwelling units** is based on the density range for the zone as specified in the following table.

*Staff comment: The RMA zone had not been included in the table and is proposed to be added.*

<b>Standard</b>	<b>RS-10</b>	<b>RS-6.5</b>	<b>RS-5</b>	<b>RM</b>	<b>RMA</b>
Max. dwelling units per gross acre	4	6	8	25	<b>35</b>
Minimum Lot Size (1)	None	None	None	None	<b>None</b>
Minimum Lot Width	None	None	None	None	<b>None</b>
Minimum Lot Depth	None	None	None	None	<b>None</b>
Minimum front house-setback (2)	15 ft.	10 ft.	10 ft.	10 ft.	<b>10 ft</b>
Maximum Lot Coverage (3)	70%	70%	70%	70%	<b>75%</b>

- (1) Lots on the perimeter of the cluster development shall meet the standards in 11.500495.
- (2) Except, when lots are adjacent to existing development on the same side of the street, the setback shall be within 5 feet of the adjacent house(s) setback(s).
- (3) The maximum lot coverage may be up to 100 percent for lots that provide land only for the building footprint.

**11.495500 Perimeter Lot Compatibility.** The following standards and exceptions will apply to the lots on the perimeter of a proposed cluster development.

- (1) Standards. The term “standard minimum lot size” as used in this section, means the minimum lot size allowed in the underlying base zone without any reductions in size allowed elsewhere in this Code.
- (a) When the proposed cluster development abuts developed property in a lower density residential zoning district, the size of lots on the perimeter of the proposed cluster development shall be at least the standard minimum lot size allowed in the zone underlying the cluster development.

Example:

<p><b>Proposed Cluster Development</b>  <u><b>RS-6.5</b></u>  <i>Perimeter lots must be at least 6,500 sf</i></p>	<p><b>Abutting Property w/ Lower Density Residential Zoning</b>  <u><b>RS-10.0</b></u></p>
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- (b) When the proposed cluster development abuts developed property in the same residential zoning district as the proposed cluster development, the size of lots on the perimeter of the cluster development shall be at least 70 percent of the standard minimum lot size of the underlying zoning district.

Example:

<p><b>Proposed Cluster Development</b>  <u><b>RS-10.0</b></u>  <i>Perimeter lots must be at least 7,000 sf (70% of minimum lot size for underlying zoning)</i></p>	<p><b>Abutting Property w/ Same Residential Zoning</b>  <u><b>RS-10.0</b></u></p>
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- (2) Exceptions. The Perimeter Lot Compatibility standards do not apply in the following cases:
- (a) Perimeter lots that are adjacent to land that is zoned for higher density housing, mixed-use or non-residential uses, or to residentially zoned property not in residential use (such as educational, institutional, religious or park uses).
- (b) Where the same property owner owns the property abutting the proposed cluster development or when the perimeter lots share a property line with the Urban Growth Boundary.
- (c) If a buffer area is created as a separate property along the perimeter and is at least 20 feet wide, the buffer area shall become a permanent natural area and shall meet the provisions in Sections 11.470 and 11.480.

Example:



(d) Cluster developments abutting property that is at least 1 acre in size.

[Ord. 5668, 4/11/07]

11.5010 Permitted Uses. The uses allowed within cluster developments outside the permanent natural areas are determined by the underlying zoning district standards in Section 3.050, with the following exceptions:

- (1) On development sites greater than 20 acres, up to 20 percent of the housing units in RS-6.5 and RS-10 may be attached single-family or condominium housing.
- (2) On development sites greater than 50 acres, up to 2 acres may be developed with neighborhood commercial uses through a conditional use review. The maximum building footprint of commercial or office uses shall be 3,000 square feet. Commercial and office uses shall be limited to restaurants with no drive-through service, and convenience-oriented and personal service-oriented uses as described in Article 22. [Ord. 5562, 10/10/03; Ord. 5668, 4/11/07]

11.5420 Street Standards for Cluster Development. ~~All~~ Local streets in a cluster development may be constructed to the Residential Street Design for Constrained Sites as described in Section 12.122(6). If the City subsequently adopts street standards specifically designated for cluster development, those standards shall supersede and replace this section.

11.530 South Albany Connectivity. Developments within the South Albany Area Plan boundary shall provide a connected street and pathway network.

**PROPOSED AMENDMENTS IN ARTICLE 3 – RESIDENTIAL ZONING DISTRICTS:**

*Staff Comments: In order to encourage protection of South Albany's natural features, especially the existing mature oak trees and tree groves, density may be transferred through the Cluster or Planned Development and additional housing types (single-family attached and duplexes) will be permitted to accommodate the density transfer as long as density limits are not exceeded by zone.*

3.050 Schedule of Permitted Uses.

**SCHEDULE OF PERMITTED USES**

Uses Allowed in Residential Zoning Districts								
Use Categories (See Article 22 for use descriptions.)	Spec. Cond.	RR	RS-10	RS-6.5	HM	RS-5	RM	RMA
<b>RESIDENTIAL SINGLE FAMILY: One unit per property</b>								
Single-Family, detached	19	Y	Y	Y	Y	Y	Y	N
Single-Family, attached (zero lot line)		N	PD/CD	PD/CD	N	Y	Y	Y
<b>RESIDENTIAL TWO FAMILY: Two units per property</b>								
2 attached units (Duplex)	3	N	Y-1, PD CD-20	Y-1, PD CD-20	N	Y-1, PD CD-20	Y	Y
2 detached units	2	N	PD/CD	PD/CD	S	PD/CD	Y	Y
Primary Residence with one accessory unit	4	Y	Y	Y	Y	Y	Y	Y
<b>RESIDENTIAL MULTI-FAMILY: 3 or more units per property</b>								
3 or More Single-Family Attached Units	3	N	PD/CD	PD/CD	N	Y	Y	Y
3 or More Multi-Family Units	3	N	N	N	N	N	S	S

**SPECIAL CONDITIONS**

3.080 General. Where numbers appear in the column labeled “special conditions” or in a cell in the Schedule of Permitted Uses, the corresponding numbered conditions below shall apply to the particular use category as additional clarification or restriction:

- (1) In the RS-6.5, RS-5, and RS-10 Districts, one duplex is permitted outright on a corner lot that meets the minimum lot size for a duplex in the zone. Exception for non-corner lots created between May 1, 2000 and January 11, 2006: A duplex is allowed on a non-corner lot created in this time period provided that the lot is at least 1.5 times the single-family minimum lot size in the zone. The lot size threshold may be reduced by use of the 10 percent transportation bonus provided the lot is not a flag lot and it meets the standards in Section 3.220.  
[Ord. 5445, 4/12/2000; Ord. 5635, 1/11/06; Ord. 5673, 6/27/07]
- (2) When more than one single-family detached residence is located on a property of record in a residential zoning district and the buildings were legally constructed, the property may be divided in conformance with Article 11, even if the resulting lots do not meet the required minimum lot area and dimensional standards for the zoning district, if required setbacks and lot coverage can be met.  
[Ord. 5338, 1/28/98; Ord. 5673, 6/27/07]
- (3) Duplexes and multi-family development may be divided so that each can be individually owned by doing a land division in conformance with Article 11. The total land area provided for the development as a whole must conform with the requirements of Article 3, Table 1, however, the amount of land on which each unit is located does not need to be split equally between the individual units - one may be larger and one smaller. [Ord. 5673, 6/27/07]

- (4) One accessory apartment is permitted per primary single-family residence, called the “primary residence.” The accessory apartment may be:
- An addition to or within the primary residence, OR
  - In a detached building built before February 1, 1998, OR
  - On a lot in a subdivision of at least ten lots, when the tentative plat was approved after July 1, 2007.

*Staff Comment: Provided for context. Standards not shown since none are being revised.*

- (19) One subdivision sales office and one parking lot to serve the office is allowed through a Site Plan Review in a subdivision if the following requirements are met: [Ord. 5767, 12/7/11]

*Staff Comment: Provided for context. Standards not shown since none are being revised.*

- (20) **Within the South Albany Area Plan boundary, attached single-family and duplexes will be permitted in the RS-5, RS-6.5 and RS-10 zoning districts for up to 25 percent of the total units provided when transferring density within the Oak Creek Transition Area or when transferring density of the area necessary to preserve significant tree groves identified on the South Albany Area Plan Organizational Framework map in the Comprehensive Plan (Figure 1), and oak trees over 25-inches in diameter measured at 4.5 feet from the ground. Developments may not exceed the maximum density by zoning district in 11.495 and must meet all applicable standards in the Code.**

## PROPOSED AMENDMENTS IN ARTICLE 22 – USE CATEGORIES & DEFINITIONS:

### USE CATEGORIES

- 22.010 Introduction to the Use Categories. This section classifies land uses and activities into use categories based on common functional, product, or physical characteristics. The use categories provide a systematic basis for assigning present and future uses to zones. The decision to allow or prohibit the use categories in the various zones is based on the zoning district purpose statements.

The Schedules of Permitted Uses (by zoning district), special conditions and the development standards are located in Article 3, Residential Zoning Districts; Article 4, Commercial and Industrial Zoning Districts; and Article 5, Mixed Use Village Center Zoning Districts. The environmental performance standards in Article 9, On-site Development and Environmental Standards, may limit the placement of certain uses in some zoning districts.

#### RESIDENTIAL USE CATEGORIES

- 22.260 Residential Care or Treatment Facility
- 22.270 Assisted Living Facility
- 22.280 Single Family, Two Family
- 22.300 **Multiple Family: Three or More Units**
- 22.310 Unit(s) Above or Attached to a Business
- 22.320 Residential Accessory Buildings
- 22.235 Recreational Vehicle Park

- 22.300 **Multiple Family: Three or More Units (Multiple Family)**

- (1) **A Multiple Family development is three or more units on one property or development site, attached or detached, including a building or collection of buildings under single or common ownership designed and used for occupancy by three or more families, all living**

~~independently of each other, and having separate housekeeping facilities for each family. is a building, or site containing three or more dwelling units on one lot occupied by three or more households. A structure containing at least three dwelling units in any vertical or horizontal arrangement, located on a single lot or development site, but excluding single family attached building types on two or more contiguous lots.~~

(2) **Use Examples.** Three or more detached dwelling units on one property, triplexes, fourplexes, single-room occupancy development, a building containing three or more dwelling units in any vertical or horizontal arrangement often called an apartment building, and any other similar configuration of 3 or more units on one property or development site.

(23) **Accessory Uses.** Accessory uses commonly found are recreational activities, raising of pets, hobbies, and parking of the occupants' vehicles. Home occupations, accessory dwelling units, and bed and breakfast facilities are accessory uses that are subject to additional regulations.

(34) **Exceptions.**

(a) Lodging in a dwelling unit or Single Room Occupancy (SRO) unit where less than two thirds of the units are rented on a monthly basis is considered a hotel or motel use and is classified in the Retail Sales and Service category.

(b) **Single-room occupancy situations where SROs that contain where care is provided programs that include common dining are is** classified as a Group or Residential Care Home or Residential Care or Treatment Facilities.

#### 22.400 Definitions.

Accessory Apartment: A self-contained living unit that is attached to or a part of a single-family dwelling, or constructed within a detached accessory structure built before February 1, 1998 **or constructed in a subdivision platted after July 1, 2007, and that which is incidental and subordinate to the principal dwelling unit.** [Ord. 5338, 1/28/98]

Duplex: A building under single or common ownership designed or used exclusively for the occupancy of two families living independently of each other and having separate housekeeping facilities. ~~for each family.~~

Dwelling, Multiple Family: Three **or more** units on one property **or development site**, attached or detached, including a building or collection of buildings under single or common ownership designed and used for occupancy by three or more families, all living independently of each other, and having separate housekeeping facilities for each family. [Ord. 5742, 7/14/10]

~~Dwelling Unit, Quad~~Single-Room Occupancy Dwellings: A **dwelling building**, which for purposes of this Code shall count as ~~two dwelling units, which~~ **that** has separate sleeping and living quarters for four **or more** individuals ~~but which is centered around a~~ **that provides** a common kitchen facility. **For purposes of this Code, density shall be calculated as one unit for every 2 rooms or fraction thereof.**

~~Dwelling Unit, Quint:~~ A ~~dwelling~~ which for purposes of this Code shall count as ~~two and one-half dwelling units, that has separate sleeping and living quarters for five individuals but that which is centered around a~~ a common kitchen facility.

Fourplex: A single structure containing four dwelling units.

Triplex: A single structure containing three dwelling units.



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- (2) *Use Examples.* Three or more detached dwelling units on one property, triplexes, fourplexes, single-room occupancy development, a building containing three or more dwelling units in any vertical or horizontal arrangement often called an apartment building, and any other similar configuration of 3 or more units on one property or development site.
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- (34) *Exceptions.*
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Dwelling Unit, Quint: ~~A dwelling which for purposes of this Code shall count as two and one-half dwelling units, that has separate sleeping and living quarters for five individuals but that which is centered around a a common kitchen facility.~~

Fourplex: A single structure containing four dwelling units.

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# Community Development Department

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## STAFF REPORT

### Amendments to the Comprehensive Plan Text and Map, Development Code and Zoning Map (CP-04-12, DC-06-12 & ZC-07-12)

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<b><u>HEARING BODY:</u></b>	CITY COUNCIL
<b><u>HEARING DATE:</u></b>	Wednesday, December 12, 2012
<b><u>HEARING TIME:</u></b>	7:15 p.m.
<b><u>HEARING LOCATION:</u></b>	Council Chambers, Albany City Hall, 333 Broadalbin Street SW

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#### **EXECUTIVE SUMMARY**

The South Albany area contains the largest remaining undeveloped industrial and residential lands inside the City's Urban Growth Boundary. The proposed South Albany Area Plan (SAAP) is the culmination of a 1.5-year project that was funded by a grant from the State of Oregon. The SAAP integrates planning for land uses, transportation, parks and recreation, schools, infrastructure, economic development, natural and cultural resources, and place-making. The SAAP presents the vision for South Albany as determined by the community, which in general is to create a vibrant new neighborhood that will be appealing to residents and businesses, and it provides the specific direction, tools, and best management practices necessary to implement this vision.

The SAAP study area is bounded by the City's urban growth boundary on the south, Interstate 5 on the east, land developed to urban densities on the north and Highway 99E on the west. The transportation analysis for proposed facilities and land uses considers impacts on transportation facilities outside the study area.

The SAAP will be adopted as a supporting document to the Albany Comprehensive Plan (Ordinance Exhibit B).

A new *South Albany* section will be added to the Comprehensive Plan with goals and policies specific to the area (Ordinance Exhibit A).

Five sites are being proposed for map amendments to implement the SAAP – five changes to the plan designations, and two changes to zoning districts (Ordinance Exhibits C-E). Some highlights include:

- Two areas totaling 40 acres would be redesignated to Village Center to allow for a Neighborhood Center surrounded by Medium Density Residential.
- A portion of the 104-acre "Henshaw Farms" property on the west side of Columbus St. would be rezoned to Mixed Use Commercial (3 acres) and Residential Medium Density (approximately 27 acres).

Development Code amendments (Ordinance Exhibit F) are proposed to ensure Oak Creek remains a central feature in the Plan area, and to encourage protection of natural resources and open spaces in exchange for the transfer of allowable density

The Planning Commission held consolidated hearings on November 19, 2012 and November 27, 2012 on the proposed South Albany Area Plan amendments. They voted 5-0 to recommend APPROVAL of the proposed amendments to the City Council.

lot 200).

- Site #5: Change zoning from Residential Single-family (RS-5) to Mixed Use Commercial for a 3-acre site on Columbus St. across from Seven Mile Lane and change the zoning from RS-5 to Residential Medium Density (RM) for approximately 27 acres (portion of Linn County Assessor's map #11S03W29, tax lot 300).

REVIEW BODIES: Planning Commission and City Council  
APPLICANT: City of Albany, Community Development Department  
APPLICANT REPS: Heather Hansen, Planning Manager and Anne Catlin, Planner III  
LOCATION: South Albany Area Plan boundary  
CURRENT COMPREHENSIVE PLAN DESIGNATION: Area: The area within the urban growth boundary and outside the city limits is designated as Urban Residential Reserve (URR) and Open Space (OS)  
Sites #2, #3, #4, #5: URR  
Site #1: Industrial-Light  
CURRENT ZONING: Area: Most of area in the city limits is zoned Commercial, Industrial Park, and Residential Single-Family (RS-5)  
Sites #2, #3, #4: County zoning  
Site #1: IP (Industrial Park)  
Site #5: RS-5 (Residential Single Family)

#### **NOTICE INFORMATION AND PROCESS SUMMARY**

On October 30, 2012 "Measure 56" notice was sent to owners of properties affected by the proposed map amendments, and to property owners affected by the proposed supplemental design standards within the Oak Creek Transition Area. On November 9, 2012 notice of the public hearings was mailed to owners of properties proposed for amendments to the Comprehensive Plan map and Zoning map and the relevant sites were posted. Also on November 9, a postcard included hearing dates and information was sent to all owners of property within the boundary of the South Albany Area Plan. A Notice of Public Hearing was published in the *Albany Democrat-Herald* on November 12, 2012.

The proposed action is the adoption of the South Albany Area Plan. This is a legislative action. Ordinarily legislative actions affect a large number of properties and the focus, therefore, is usually on the area wide impact of the proposed regulations rather than the narrower impact to a few specific properties. In this instance, however, only five parcels are affected by the map amendment aspects of the proposed plan. The City, therefore, has elected to give the notice that would customarily be given in a quasi-judicial proceeding (adjacent property owners within 300 feet) and to conduct the hearing with all the rights and procedural safeguards ordinarily afforded affected property owners in a quasi-judicial hearing.

#### **PLANNING COMMISSION RECOMMENDATION**

The Planning Commission held hearings on the proposed amendments on November 19 and November 27, 2012. Seven different people testified at the hearings. Several revisions were made to the staff recommendations based on public input. The Planning Commission voted 5-0 to recommend approval of the proposed amendments to the City Council.

#### **APPEALS**

Within five days of the City Council's final action on these applications, the Community Development Director will provide written notice of the decisions to the applicant and any other parties entitled to notice. A City Council decision can be appealed to the Oregon Land Use Board of Appeals (LUBA) if a person with standing files a Notice of Intent to Appeal within 21 days of the date the decision is reduced to writing and bears the necessary signatures of the decision makers.

Board, Mennonite Village, Confederated Tribes of Grand Ronde, the Democrat Herald, United Way, Linn Benton Community College, Sno Temp Cold Storage, ATI Wah Chang, Tom's Garden Center, Target Distribution, and Albany's mayor.

- 1.8 The Technical Advisory Committee (TAC) consisted of city staff from the Community Development, Public Works, and Parks and Recreation departments and the city manager's office; Linn County Planning and Building Department, Albany Millersburg Economic Development Corporation, Greater Albany Public Schools, Calapooia Watershed, Bonneville Power, Pacific Power, Northwest Natural, Albany & Eastern Railroad, and the following state agencies - Oregon Department of Transportation, Oregon Department of Land Conservation and Development, and Oregon Department of Fish and Wildlife.
- 1.9 Both the PAC and TAC met separately four times and there were three joint meetings of the two committees. The goal of both groups was to build consensus throughout the planning process to ensure the community's ideas were accurately reflected.
- 1.10 Three joint work sessions were held with the Albany Planning Commission and Albany City Council at critical junctures in the project for their input on the plan alternatives and outcomes on December 11, 2011, August 20, 2012 and October 8, 2012.
- 1.11 A South Albany Area Plan web site has been maintained throughout the project. The site contains all of the plan documents, technical reports, committee and meeting agendas and the public hearing schedule and proposed amendments.
- 1.12 Goal 2, Land Use Planning. The following goals and policies are relevant for the proposed Plan amendments.  
*Goal: Undertake periodic review and update of the Albany Comprehensive Plan to ensure it: 1) Remains current and responsive to community needs; 2) Retains long-range validity; 3) Incorporates the most recent and reliable information; and 4) Remains consistent with state laws and administrative rules.*  
*Policy 2: Base approval of Comprehensive Plan amendments upon consideration of the following: (a) conformance with goals and policies of the Plan; b) Citizen review and comment; (c) Applicable Statewide Planning Goals; (d) Input from affected governmental units and other agencies; (e) Short - and long-term impacts of the proposed change, (f) public need for the change; and (g) the amendments will best meet the identified public need versus other available alternatives.*
- 1.13 The South Albany area contains the largest remaining undeveloped industrial and urban residential reserve lands inside Albany's Urban Growth Boundary (UGB), a total of 1,957 acres. Approximately 48 percent is inside the city limits and the remaining is outside the city. Most of the land within the city limits, in the plan area, is undeveloped. The proposed amendments are necessary in order to provide guidance and consistency in the Comprehensive Plan for long-range planning in the study area.
- 1.14 The SAAP was based on many years of community input and visioning for how this part of Albany can develop to create a vibrant new neighborhood that will appeal to residents and businesses as the City grows and expands south.
- 1.15 The proposed Land Use Plan in the SAAP recommends patterns of neighborhoods located outside of the Oak Creek greenway that include low and medium density residential land to allow for a variety of housing types and vibrant mixed use neighborhood centers. The Plan includes several neighborhood parks and identifies a community park and potential elementary school site in the center of the study area. The Plan also identifies land to accommodate projected demand for future employment and regional commercial needs within the Plan boundary, and provides the transportation framework to support these uses and connect them to the rest of the Plan area and city.
- 1.16 The planning process included review of several land use alternatives for various areas within the plan boundary. The SAAP represents the preferred alternatives selected by participants in the public process.

- 1.24 The study area also contains many non-significant wetlands that are on the Local Wetland Inventory. Oak Creek is considered a water of the U.S. and State and is subject to wetland and waterway regulations administered by the U.S. Army Corps of Engineers or the Department of State Lands in addition to other state and federal regulations.
- 1.25 The SAAP included a buildable lands analysis that looked at constrained sites within the plan boundary to determine their impact on the amount of buildable area. One of the key factors in estimating the buildable land was to determine how much of the non-significant wetlands may be developed and mitigated. In order to develop a cohesive pattern of neighborhoods and make transportation connections, the Plan assumed that 75 percent of the wetlands would be developed and mitigated. To offset development of the non-significant wetlands, the Plan relied on the Oak Creek Transition Area to provide for some protection of wetlands close to Oak Creek.
- 1.26 Other natural resources such as significant tree groves and flood storage are encouraged to be preserved and serve as amenities in future development. The SAAP plan maps also identify the significant tree groves and standards. Development tools, such as density transfer, are being proposed to help balance natural resource protection and development.
- 1.27 Consultants from Heritage Research Associates found that about one-third of the study area has been surveyed for cultural resources. Based on the archaeological evidence available, there is a high likelihood for archaeological sites to be present in the unsurveyed portions of the study area. Three potentially significant historic properties were also identified. The proposed South Albany specific Comprehensive Plan policies include several policies relating to the identification, enhancement or protection of the area's cultural, historic and archaeological resources.
- 1.28 Goal 8. Recreational Needs. The following Comprehensive Plan goals and policies are noted as relevant to the proposed amendments relating to the South Albany Area Plan.
- Goal: Provide a high quality and diversified system of safe and attractive parks, open space, recreation programs, and facilities to:*
1. *Facilitate community access to leisure, recreation, open space, and cultural opportunities.*
  2. *Meet the varied recreation and leisure needs of Albany's citizens for self-expression, creativity, achievement, imagination, relaxation, and enjoyment.*
  3. *Enhance the beauty, livability, and positive image of Albany.*
- Policy 1: Continue to provide and develop a system of multi-purpose parks and facilities that consider:*
- a. *Opportunities for both passive and active recreation.*
  - b. *Recreation and leisure needs of Albany's special populations (i.e. the handicapped, elderly, low-income and others whose activity capabilities or geographic mobility are limited).*
  - c. *Protection and enhancement of natural environmental qualities and values.*
  - d. *Albany's existing natural resources such as drainageways, rivers, and woodland areas.*
- Policy 4: Promote the development of linear parks that incorporate hiking, jogging, and bicycle trails and/or provide buffers between incompatible uses, scenic and open space features.*
- 1.29 The SAAP incorporates South Albany's natural resources as key elements of the Plan, and policies are proposed to ensure that the area is developed with a commitment to resource stewardship. Key objectives of the plan are that it be a walkable community, there be a focus on the Oak Creek greenway, and compatible transitions between land use types.
- 1.30 The SAAP Trails Framework map (Ordinance Exhibit A, Figure 3) identifies a variety of passive and active recreational opportunities in the form of open space in the Oak Creek corridor, numerous trails, a separated multi-use path, and interpretive view points or trail heads along the Oak Creek loop trail. The proposed trail network will provide miles of linear parks for pedestrians and cyclists while providing a buffer to Oak Creek.

land along the railroad.

- 1.39 The SAAP Land Use Map includes three new neighborhood centers that are estimated to be 6, 3 and 1-acres. The proposed neighborhood centers are sized and located to be easily accessible to neighborhoods and populations within close proximity of the centers. The Comprehensive Plan map amendments also include designating two Village Centers on the Comprehensive Plan Map. A roughly 30-acre Village Center is proposed on the northwest corner of Ellingson Road and Lochner Road. A roughly 10-acre Village Center is proposed on the west side of Columbus Street across from Seven Mile Lane. The proposed South Albany section of the Comprehensive Plan text identifies the Mixed Use Commercial and Residential Medium Density zones to be applied within the Village Centers.
- 1.40 Goal 9, Land Use: Goal 2: Achieve stable land-use growth that results in a desirable and efficient land-use pattern.  
*General: Policy 2: Encourage land use patterns and development plans that take advantage of density and location to reduce the need for travel and dependency on the private automobile, facilitate energy-efficient public transit systems, and permit building configurations that increase energy efficiency.*  
*Public Infrastructure: Policy 5: Promote land use patterns, site design, and incentives that accommodate public transit, bicycling, walking, vans and carpools as alternatives to single-occupancy vehicle commuting.*
- 1.41 The SAAP Land Use Plan has designated two Village Centers that would allow for commercial and medium density housing. They are specifically located to be accessible to nearby neighborhoods and on major transportation corridors. Mixed use development provides a land use pattern that encourages walking and biking and more efficient use of land. The Village Center Plan designation would allow for neighborhood commercial uses and medium density housing.
- 1.42 The Land Use Plan coordinates with the Street and Trails Frameworks. The Street Framework identifies future arterial and collector and “connector” streets. The Trails Framework proposes an extensive network of sidewalks, bike paths, and trails connecting neighborhoods to commercial and employment centers.
- 1.43 Statewide Planning Goal 10, Housing. Relevant Albany Plan goals and policies include:  
*Goal: Create a city of diverse neighborhoods where residents can find and afford the values they seek.*  
*Policy 1: Ensure that there is an adequate supply of residentially zoned land in areas accessible to employment and public services.*  
*Policy 3: Encourage innovation in housing types, densities, lot sizes and design to promote housing alternatives.*  
*Policy 4: Encourage residential development that conserves energy and water; uses renewable resources; and promotes the efficient use of land, conservation of natural resources, easy access to public transit, and easy access to parks and services.*
- 1.44 The Organizational Framework map (Ordinance Exhibit A, Figure 1) in the SAAP identifies “circles” of “1/4 mile neighborhoods”. The residential land uses were based in part on these neighborhood circles that are one quarter mile from the center to the edge, which represents a 5 to 10 minute walk. In addition, these neighborhoods were based on Albany’s Great Neighborhood principles and concepts as tailored to South Albany. SAAP objectives for these neighborhoods are that they include walkable neighborhood design, a variety of housing, local parks, open spaces and community centers. The Transportation Framework includes connectivity between residential neighborhoods and employment centers through streets, sidewalks and bike paths.
- 1.45 Currently, the vacant land within the South Albany study area is designated Urban Residential Reserve, Industrial-Light, Commercial-General or Open Space. Of the areas designated for residential on the Land Use Plan, roughly 78 percent of the residential land to Residential – Low Density and the rest, 22 percent, to Residential – Medium Density.

- 1.52 The SAAP Street Framework (Ordinance Exhibit A, Figure 2) illustrates how the neighborhoods and employment area of South Albany will be connected by future streets, sidewalks and bike-lanes, and multi-use paths. This network extends to each neighborhood center and neighborhood circle.
- 1.53 The technical memo and analysis prepared by Kittleson & Associates, Inc. reviewed the planned improvements in the TSP and the need for any amendments to ensure adequate transportation facilities are provided to handle long-term capacity of the main streets. The analysis concluded with a list of amendments that will be needed to the TSP, such as road widening for additional lanes, or intersection improvements. Roundabouts and traffic signals are included in the proposals for traffic safety and flow.
- 1.54 The Street Framework also evaluated where to locate collector and arterial level streets and major “connector” streets to connect neighborhoods, schools and employment sites to other arterials outside of the study area. The Plan also identifies four different intersections improvements needed to minimize conflicts on these higher capacity streets.
- 1.55 The Oak Creek Parkway, a local level east-west connector street will help to provide visual and physical access to the Oak Creek greenway. The Parkway design includes a separated multi-use path adjacent to it as part of the Oak Creek Loop Trail network.
- 1.56 Goal 14: Urbanization. The relevant policies related to Goal 14, Urbanization mirror policies under Goal 9, Economy. The findings under Goal 9 are incorporated here by reference.  
*Goal: Achieve stable land use growth which results in a desirable and efficient land use pattern.*  
*Policy 11: Provide opportunities for neighborhood commercial facilities to be located within an accessible distance of the area they are intended to serve.*

## CONCLUSIONS

- 1.1 Goal 1, Citizen Involvement. The SAAP and proposed amendments to the Comprehensive Plan were formed with extensive citizen involvement and input throughout the planning process.
- 1.2 Goal 2, Land Use Planning. Currently there is no plan to guide development in South Albany. The SAAP provides a long-range plan that incorporates plans and needs for transportation, land uses, public infrastructure, housing, jobs, schools and recreation.
- 1.3 Goal 5, Natural Resources. An important vision and objective of the SAAP is balancing the protection of the study area’s many natural resources with future demand for housing and employment. The Plan envisions Oak Creek as being the area’s “front yard” and offering a wide greenway with open spaces and trails. The Oak Creek Transition Area will help guide development adjacent to Oak Creek while providing numerous benefits of wetland protection, flood storage and recreation, for example.
- 1.5 Goal 8, Recreational Needs. The SAAP Trails Framework and Park and School Framework propose a variety of recreational amenities and opportunities to address the needs of all residents and all abilities.
- 1.6 Goal 9, Economy. The SAAP included a market analysis to assess the needs and opportunities for creating a prosperous economy. Additional employment land is proposed to accommodate projected demand for large site employers and village centers are proposed to accommodate the need for retail and services.
- 1.7 Goal 10, Housing. The proposed SAAP Land Use Plan proposes new neighborhoods with a mix of housing types ranging from low-density to medium-density. The Plan would add more opportunities to accommodate the demand for medium density housing.
- 1.8 Goal 12, Transportation. The SAAP Streets Framework identifies future arterial, collector and major connector streets that will be needed to accommodate future growth. Amendments to the 2010 Albany



constructed (portion of Linn County Assessor's map #11S03W30, tax lot 200). The Map amendment was evaluated against the Comprehensive Plan policies but is so small that it has no effect on existing city policies or plans. The proposed Plan designation to URR is consistent with the Comprehensive Plan and land use pattern proposed on that side of the proposed 53<sup>rd</sup>-Ellingson road alignment.

- 3.4 Sites #2 & #3 (Ordinance Exhibit C): Change designation from URR to IL for a site of approximately 14 total acres that includes roughly 9 acres of Linn County Assessor's Map #11S03W30, tax lot 1301 approximately 5 acres of Linn County Assessor's Map #11S03W30, tax lot 1305 adjacent to existing IL land. The area is separated from the north half of the two properties by a significant riparian corridor and wetlands. The proposed designation has been evaluated against the Comprehensive Plan policies and more land for employment is supported in the Plan. The SAAP recommends this proposed Plan Map. It is consistent with the land uses evaluated in the 2010 Albany TSP. The change will extend the existing Industrial Light land east and is consistent with the Comprehensive Plan and land use pattern.
- 3.5 Site #4 (Ordinance Exhibit D): Change designation from URR to Village Center (VC) for a site of approximately 30 acres at the southwest corner of Lochner Road and Ellingson Road (a portion of Linn County Assessor's map #11S03W19, tax lot 304). The Comprehensive Plan supports creating neighborhood centers located in close proximity to the residents and employees the center is intended to serve. The SAAP Land Use Plan proposes this center will include roughly 6 acres of mixed use commercial and the remaining acres are envisioned to be medium density housing. The TSP anticipated village centers in the Plan area. The location is consistent with other areas of the Albany Comprehensive Plan that have Village Centers designated and spaced to support surrounding neighborhoods.
- 3.6 Site #5 (Ordinance Exhibit D): Change designation from URR to VC for a site of approximately 10 acres at the west side of Columbus Street across from Seven Mile Lane (a portion of Linn County Assessor's map #11S03W29, tax lot 300). As noted under Site 5, the Comprehensive Plan supports creating neighborhood centers located in close proximity to the residents and employees the center is intended to serve. The SAAP Land Use Plan proposes this center will include roughly 3 acres of mixed use commercial and the rest would be medium density housing. The TSP anticipated village centers in the Plan area. The location is consistent with other areas of the Albany Comprehensive Plan that have Village Centers designated and spaced to support surrounding neighborhoods.

## CONCLUSIONS

- 3.1 The proposed Comprehensive Plan Map amendments have been evaluated against relevant Comprehensive Plan policies, statewide planning goals, and city plans and found to be supportive of all of these plans.
  - 3.2 The proposed Comprehensive Plan Map amendments are proposed in the SAAP, which took a holistic approach to integrate planning, transportation, natural resource protection and place making to create "complete" community.
  - 3.3 This review criterion is met.
-

- 2.2 The proposed standard for development in the Oak Creek Transition Area (OCTA) south of the Oak Creek to limit development to 40 percent of the total area in the OCTA will help protect the natural resources around Oak Creek and ensure the greenway remains both visually and physically accessible.
- 2.3 The proposed standards for the OCTA will help to maintain the Oak Creek greenway that provides natural beauty and unique character in the South Albany area.
- 2.4 The OCTA standards will supplement and support existing standards in the Albany's Significant Riparian Corridor overlay district, Significant Wetland and Waterway overlay district, and the Floodplain overlay district. The purposes of the natural resource overlay districts are as follows:

The FLOODPLAIN OVERLAY DISTRICT standards are intended to manage development in the floodplain in a way that promotes public and environmental health and safety and minimizes the economic loss and social disruption caused by impending flood events.

RIPARIAN CORRIDOR OVERLAY: To protect and enhance Albany's riparian areas, thereby protecting and restoring the hydrologic, ecological, and land conservation functions these areas provide. Significant riparian corridors support valuable fish and wildlife habitat; improve water quality by regulating stream temperatures, trapping sediment, and stabilizing stream banks; and reduce the effects of flooding. A healthy riparian corridor is comprised of a multi-storied forest of native species of trees, shrubs, and ground cover. Many riparian corridors in Albany have the potential to be restored to higher function and value.

SIGNIFICANT WETLAND AND WATERWAY OVERLAY DISTRICT: To protect and enhance the integrity, function and value of Albany's significant wetlands and fish-bearing waterways. Wetlands and waterways provide hydrologic and ecologic functions; and reduce adverse effects of flooding. The vast majority of significant wetlands are in riparian areas. There are a small number of isolated significant wetlands. The higher quality isolated wetlands will be regulated locally (as identified in the Citywide Environmental, Social, Economic, Energy (ESEE) Analysis); and the lower quality isolated wetlands will not be regulated locally, but must comply with state and federal wetland regulations.

- 2.5 The ADC amendments support Comprehensive Plan policies for Statewide Planning Goal 5, Open Space, Scenic and Historic Areas, and Natural Resources. Comprehensive Plan Amendment Criteria 1 Findings 1.20 through 1.27 are incorporated here by reference.
- 2.6 The amendments in Articles 3, 11, and 22 provide more flexibility in the types of housing units that could be allowed in the SAAP boundary when transferring density to protect natural features through a Cluster or Planned Development only. This supports Statewide Planning Goal 5 and also Goal 10, Housing.
- 2.7 The underlying zoning district and Comprehensive Plan designation purpose statements for where the ADC amendments would apply are as follows:

Applicable Zoning Districts:

The OPEN SPACE ZONING DISTRICT is intended for the continuation and preservation of existing agricultural uses, park and recreation areas, wildlife habitats, wetlands, natural areas, flood conveyance, and uses that do not involve the construction of structures other than minor accessory facilities required to conduct the principal use.

The RS-6.5—RESIDENTIAL SINGLE FAMILY DISTRICT is intended primarily for low-density urban single-family residential development. The average minimum lot size is 6,500 square feet.

The RS-5—RESIDENTIAL SINGLE FAMILY DISTRICT is intended primarily for low- to moderate-density single-family development. The average minimum detached single-family lot size is 5,000 square feet.

The RM—RESIDENTIAL MEDIUM DENSITY DISTRICT is primarily intended for medium-density residential urban development. New RM districts should be located on a collector or arterial street or in Village Centers. Development may not exceed 25 units per gross acre.

## STAFF ANALYSIS

### Zoning Map Amendment (ZC-07-12)

**NOTE: This analysis is applicable to Sites 1 and 5 on the attached maps in Ordinance Exhibits E.**

The Albany Development Code includes the following review criteria which must be met for this application to be approved. Code criteria are written in *bold italics* and are followed by findings and conclusions.

***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. [ADC 2.740(1)]***

## FINDINGS OF FACT

- 1.1 Site #1 (Ordinance Exhibit E) is roughly 0.6 acres proposed to be rezoned from Industrial Park to Residential Medium Density. The site is the northeast corner of a property that will be separated from the parent parcel when the new 53<sup>rd</sup> Ave.-Ellingson Road alignment is constructed (portion of Linn County Assessor's map #11S03W30, tax lot 200). A concurrent Comprehensive Plan Map amendment is proposed from Industrial-Light to Medium Density Residential.
- 1.2 The proposed Medium Density Residential zoning district is consistent with the concurrent proposed Urban Residential Reserve designation of the property.
- 1.3 Site #5 (Ordinance Exhibit E) is part of a large 104 acre property located on the west side of Columbus Street at the intersection with Ellingson Road (a portion of Linn County Assessor's map #11S03W29, tax lot 300). The site extends across Ellingson Road. This site is currently zoned Residential Single Family (RS-5) and designated Urban Residential Reserve (URR) on the Comprehensive Plan Map.
- 1.4 The SAAP Land Use Plan shows a 3-acre neighborhood center surrounded by residential medium density land on a portion of the subject property. As one of the few properties in the study area in the City limits, the City is proposing to implement a portion of the land use concept map with proposed Zoning Map amendments. The zoning is proposed to change from Residential Single-family (RS-5) to Mixed Use Commercial (MUC) for a 3-acre site on Columbus St. across from Seven Mile Lane and change the zoning of roughly 27-acres of land around the neighborhood center from RS-5 to Residential Medium Density (RM).
- 1.5 A concurrent Comprehensive Plan Map amendment is proposed to change the Plan designation of roughly 10 acres from URR to Village Center. The MUC and RM zones are compatible with the Village Center Plan designation. The RM zone is also compatible with the URR Comprehensive Plan designation.

## CONCLUSIONS

- 1.1 Site #1. The proposed Zoning Map amendment from Industrial Park to RM for this site is consistent with the proposed Comprehensive Plan Map designation of URR.
- 1.2 Site #5. The proposed Zoning Map amendments from RS-5 to RM and MUC for this site are consistent with the proposed Comprehensive Plan Map designation of URR.
- 1.3 This criterion is satisfied.

***Criterion 2: Existing or anticipated transportation facilities are adequate for uses that are permitted under the proposed zone designation. [ADC 2.740(2)]***

## FINDINGS OF FACT

- 2.1 Zone changes are required to comply with the Transportation Planning Rule (TPR). The rule holds that a "significant affect" would occur and must be mitigated if a proposed comprehensive plan or zone change

portions of the area are built out. The SAAP includes a funding and implementation strategy based on the technical memo prepared by ECONorthwest. Water and wastewater utility improvements will be funded largely through public-private partnerships with the City's portion consisting largely of systems development charges.

- 3.2 Schools. Several options for an elementary school site are proposed in the SAAP to accommodate future school enrollment needs as the South Albany area develops over time.
- 3.3 Police and Fire Protection. Over half (52 percent or 1,014 acres) of the SAAP area is outside of the City limits and is currently undeveloped. The Albany Police and Fire Departments provide services to all development in Albany regardless of the zoning or types of uses.

#### CONCLUSIONS

- 3.1 The City's facility plans were evaluated with the SAAP and are consistent with the projected growth for the South Albany area.
- 3.2 City utilities will be required to be extended when development is proposed, based on the particular development proposals and system needs.
- 3.3 This review criterion is satisfied.

*Criterion 4: The intent and purpose of the proposed zoning district best satisfies the goals and policies of the Comprehensive Plan. [ADC 2.740(4)]*

#### FINDINGS OF FACT

- 4.1 The Zoning Map amendments (Sites #1 and #5 on Ordinance Exhibit F) are proposed to implement portions of the proposed South Albany Area Plan. The amendments include rezoning a 3-acre site from RS-5 to Mixed use Commercial to reserve a neighborhood center, and rezoning with roughly 27 acres from RS-5 to RM, Residential Medium Density around the neighborhood center. A small 0.6 acre corner of a large property will be rezoned from Industrial Park to RM due to a future road alignment through the property.
- 4.2 The purpose of the Mixed Use Commercial (MUC) zoning district is, "to provide a mix of convenience commercial, personal services, offices and medium density residential uses. The district would typically be anchored by a grocery store, and may include a mix of smaller retailers, offices, live-work units and residences. The MUC district is easily accessible to nearby residences, and commercial uses are compatible in scale and design with adjacent neighborhoods. Uses in the MUC zone will serve area residents and should not draw from the region."
- 4.3 The purpose of the RM zone is "primarily for medium-density residential urban development. New RM districts should be located on a collector or arterial street or in Village Centers. Development may not exceed 25 units a gross acre."
- 4.4 The SAAP anticipates the RM designation will provide a variety of detached and attached housing types to meet the needs of future residents. Roughly 22 percent of the buildable residential land in the SAAP area is proposed to be medium density.
- 4.5 The proposed Zoning Map amendments support the goals and policies of the Comprehensive Plan related to Goal 10 Housing, Goal 9, the Economy, and Goal 14, Urbanization. The findings and conclusions under Review Criterion (1) of the concurrent Comprehensive Plan Map amendment staff report are applicable to the Zoning Map amendment and are included here by reference.

ORDINANCE EXHIBIT E: Zoning Map Amendments  
ORDINANCE EXHIBIT F: Albany Development Code Amendments

**EXHIBIT H: Proposed TSP Amendments to Transportation Improvement Project Prospectus Sheets**

ID	Project Name	Project Type	TSP Amendment	2030 Need	Build-Out Need	TSP Project Cost	Amended Cost	SDC Growth Allocation
L1	53rd Avenue Extension	New Road or Alignment	Extend 4-lane section to 1st roundabout	2-4 lanes	4 lanes	\$17,986,000	\$18,600,000	54%
L8	Lochner-Columbus Connector	New Road or Alignment	Remove from TSP	NA	NA	\$2,742,000	\$0	100%
L28	Ellingson Road Extension	New Road or Alignment	Widen from 2 to 3 lanes	2-3 lanes	4-5 lanes if interchange identified in future TSP	\$4,430,000	\$5,740,000	61%
L46	Columbus Street	Urban Upgrade	5-lane ROW preservation near Ellingson	3-5 lanes (near Ellingson only)	5 Lanes (north to Oak Creek Parkway only)	\$2,727,000	\$4,549,000	49%
L53	Ellingson Road	Urban Upgrade	Update cross-section for high-quality bike facility	3 lanes	5 lanes	\$5,847,000	\$5,847,000	49%
L54	Lochner Road	Urban Upgrade	Update cross-section for high-quality bike facility	2-3 lanes	2-3 lanes	\$5,756,000	\$8,270,000	44%
NEW 1	Oak Creek Parkway	New Road	Add new local roadway	2 lanes	2 lanes	NA	\$16,456,000	100%
I16	Ellingson Rd/ Columbus St	Intersection Control Change (roundabout)	Change from signal to roundabout	Partial multi-lane roundabout	Multi-lane roundabout	\$345,000	\$500,000	100%
M2	Oak Creek Trail	Multiuse Path	Expanded and split into 3 projects (see below)	NA	NA	\$2,645,000	see segment cost estimates	70%
M2-a	Oak Creek Loop Trail (south of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$2,680,000	70%
M2-b	Oak Creek Loop Trail (north of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$1,787,000	70%
M2-c	Oak Creek Crossing Trails	Multiuse Path	Create trail	NA	NA	NA	\$838,000	70%
NEW 2	Ellingson Road/ Lochner Road	Roundabout	Identify roundabout as treatment	Single lane roundabout	Multi-lane roundabout	NA	\$500,000	100%
NEW 3	53 <sup>rd</sup> Avenue Extension/ Industrial Property Access	Roundabout	Identify roundabout as treatment	Partial multi-lane roundabout	Multi-lane roundabout	NA	\$500,000	100%

## Tracking Amended Ordinances

*(A new ordinance amends a portion of a previous ordinance rather than repealing the whole thing)*

<b>Instructions:</b>	<ol style="list-style-type: none"> <li>1. Fill out Tracking Amended Ordinance form; this will become the attachment.</li> <li>2. In the upper right hand corner of the first page of the official copy of the previous ordinance, write "amended by Ord. No. ____". Make a copy of the first page; leave the official document in the binder.</li> <li>3. Delete the first page of the ordinance in Laserfiche.</li> <li>4. Scan in the photocopy of the first page of the ordinance in Laserfiche; and scan in the attachment behind the ordinance.</li> <li>5. File the attachment behind the ordinance in the Vault.</li> <li>6. This notifies a person viewing the first ordinance that a portion of the ordinance was revised at a later date.</li> </ol>
<b>Subject:</b>	South Albany Area Plan (SAAP)
<b>New Ordinance:</b>	5824
<b>Approval Date:</b>	9-25-2013
<b>Agenda Item:</b>	Amending Ordinance No. 5801, which amended the Albany Zoning Map relating to the South Albany Area Plan adoption, to correct a reference error in Section 3, and declaring an emergency.
<b>Previous Ordinance:</b>	5801
<b>Approval Date:</b>	2-13-2013
<b>Agenda Item:</b>	CP-04-12, DC-06-12, and ZC-07-12, amending Ordinance No. 4447, which adopted the City of Albany Comprehensive Plan and map and amending Ordinance No. 4441, which adopted the City of Albany Development Code and Zoning Map by amending the Comprehensive Plan text and map and the Development Code text and Zoning Map relating to the South Albany Area Plan, adopting findings, and declaring an emergency.
<b>Details:</b>	The amendment fixes a small reference error.