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Albany Comprehensive Plan (Text Only)

EFFECTIVE DATE ORDINANCE NO. ACTION

December 17, 1980 4447 Adoption
September 10, 1982 4517 Miscellaneous Amendments

November 25, 1988 4836 Periodic Review Update
July 27, 1990 4915 (CP-01-90) North Albany
December 16, 1992 5018 (CP-02-92) North Albany
April 14, 1993 5042 (CP-01-93) Goal 7: Flood Hazards
May 22, 1996 5241 (CP-03-95) Central Albany: (CALUTS)
April 9, 1997 5283 (CP-02-97) Goal 11: Public Facilities
(Wastewater)
August 13, 1997 5307 (CP-04-97) Goal 12: Transportation
September 27, 2000 5465 (CP-03-00) Goal 11: Public
Facilities (Wastewater)
October 23, 2002 5543 (CP-01-02) Goal 9: Economic
Development
October 10, 2003 5562 (CP-02-03) Goal 11: North Albany
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Comprehensive Plan

Introduction

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PLAN INTRODUCTION

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

By the year 2020, it is projected that Albany will be home to 53,000 people. These people will earn their livelihood, shop and enjoy the city's amenities. What will Albany be like in twenty years? Or even five years? What will be the needs and concerns of the city and its residents? The Albany Comprehensive Plan is an effort to shape and guide the development of the city in a positive and productive manner. The success of this effort depends on the ability of Albany's citizens and leaders to envision the future and prepare for its challenges.

PURPOSE

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

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

Change is an inherent part of any community. To keep the Plan responsive to changing conditions, it needs to be periodically updated. State law also recognizes this fact and requires jurisdictions to periodically review and update their Comprehensive Plans. The City of Albany first initiated review and update of the Plan in August 1987. The City began the

second required review of the background data in 1998, with Plan updates in 2002. This Plan complies with this state mandated review and has been updated and modified to address changes in circumstances, Oregon Administrative Rules, state and federal regulations, citizen concerns, intergovernmental agency review, and City Council direction.

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

PLAN FORMAT

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

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

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

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

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

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

DEFINITIONS AND OBLIGATIONS OF PLAN STATEMENTS

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

All of the Plan statements relate to each other. The Goals are tied to supportive policies. The

policies, in turn, are supported by implementation methods. It is not necessary for an implementation method to be based on a specific policy as long as it supports a goal statement.

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

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

GOAL

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

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

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

POLICY

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

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

IMPLEMENTATION METHOD

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

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

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

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

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

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

RECOMMENDATION

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

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

[Ord. 5543, 10/23/2002]

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Comprehensive Plan

Chapter 2: Special Areas



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GOAL 7: FLOOD HAZARDS & HILLSIDES

HAZARDS

BACKGROUND SUMMARY

FLOOD HAZARDS

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

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

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

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

The City of Albany participates in the National Flood Insurance Program which requires participating communities to adopt land use controls meeting Federal Emergency Management Agency standards. Participation in the program by local jurisdictions enables

property owners to obtain federally subsidized flood insurance and makes the area eligible for federal disaster relief if extensive damages ever occur.

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

A large proportion (27 percent) of North Albany is within the floodplain, much of which is already developed. During flood times, emergency and service vehicles cannot reach areas in North Albany because access roads are flooded and inaccessible.

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

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

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

HIGH WATER AND PONDING

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

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

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

foundations must be designed to resist swell pressures.

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

HILLSIDES

Together, the bedrock structure and the alluvial deposits have given the Albany area a generally flat topography. Slopes south and east of the Willamette River are less than 3 percent. However, North Albany has more hilly terrain with ridges and valleys resulting from the underlying sandstone pediment. Twenty-five percent of the land in North Albany has slopes of more than 15 percent. Extensive development on these slopes could cause soil slippage and increased erosion. Such problems can be eliminated through retention of vegetative cover, particularly trees, and by ensuring that any development follows existing contours as much as possible and replaces lost vegetation around building sites. Plate 7, in Chapter 4, page 138 maps slopes within the Urban Growth Boundary area. More detailed information on hazards may be found in the Background Report under Goal 7: Natural Disasters and Hazards.

GOAL 7: FLOOD HAZARDS & HILLSIDES

GOALS, POLICIES, & IMPLEMENTATION METHODS

GOAL

Protect life and property from natural disasters and hazards.

POLICIES

1. Continue to participate in the National Flood Insurance Program and comply with applicable standards.
2. Restrict new development (including fill) from locating within floodways which would result in an increase in base-year flood levels. If it can be determined that there will be no increase in base-year flood levels, then the following uses may be considered:
 - a. Public and private parks and recreational uses.
 - b. Other uses which would not involve the construction of permanent or habitable structures.
 - c. Water-dependent structures such as docks, piers, bridges, and floating marinas.
3. Concurrent with new development, and when appropriate, secure dedications and easements adequate for channel maintenance and conveyance of storm water along natural

drainageways and where identified on adopted master plans, secure easements for public open space, and future recreation use along all floodways and natural permanent drainageways.

4. Recognize that development within areas subject to flooding is subject to regulations to protect life and property and that certain types of development may not be allowed.

5. Ensure that development proposals in the flood fringe and adjacent to drainageways are consistent with Federal Emergency Management Agency (FEMA) and other applicable local regulations in order to minimize potential flood damage. Development proposals in areas subject to flooding may be reviewed according to the following criteria:

a. Proposed development activities shall not change the flow of surface water during flooding so as to endanger property in the area. Special engineering reports on the changes in water flow and potential damage which may be caused as a result of proposed activities may be required. If necessary, local drainage shall be improved to control increased runoff that might increase the danger of flooding to other property.

b. Impacts on significant fish and wildlife habitat have been considered and appropriate protection measures included in project design.

c. Problems of ponding, poor drainage, high water table, soil instability, or exposure to other flood hazards have been identified and mitigated. Evaluations and mitigating measures shall be based on a base year flood and wet season characteristics.

d. If adjacent to a designated floodway, the development shall be designed to use the natural amenities of the floodway including open space, scenic views and vegetation in accordance with an approved site plan.

6. Locate and construct all public utilities and facilities such as sewer, gas, electrical, and water systems to minimize or eliminate flood damage. Require that new or replacement water supply systems and/or sanitary sewer systems be designed to minimize or eliminate infiltration of flood waters into the systems and discharges from the systems into flood waters, and require on-site waste disposal systems to be located to avoid impairment of them or contamination from them during flooding.

7. Ensure that any filling or construction within the floodplain meets the following criteria:

a. Require that a fill permit is issued prior to any fill activity and all fill is engineered and compacted to applicable standards. Fill areas for dwellings shall have engineering certification that loading rates are adequate for dwellings.

[Ord. 5042, 4/14/1993]

b. The lowest finished floor elevation shall be built at least one (1) foot above the base-year flood level. Special engineering reports or structural work may be required.

c. Require property owners or developers to file a certification approved by the local community permit official, registered professional engineer, architect, or surveyor indicating elevation of the surrounding grade or lowest habitable floor (including basement) of all new residential structures. This information shall be maintained to indicate compliance with Federal Emergency Management Agency (FEMA) regulations.

8. For construction, remodeling, or major repairs to structures (including prefabricated and mobile homes) within the floodplain, review building permits to ensure that:

- a. Building location and grading are designed to protect the structure during a base year flood.
 - b. Construction materials and utility equipment are resistant to flood damage.
 - c. Construction methods and practices will minimize flood damage.
 - d. Where appropriate, structures are designed or modified to prevent flotation, collapse, or lateral movement of the structure.
9. Development approval within the flood fringe shall be reviewed to protect property and public safety and significant natural values.
10. The City may provide density bonuses which encourage the protection and preservation of flood fringe areas.
11. Prior to annexation of hillside areas, adopt hillside development regulations for slope areas in excess of 12% in order to protect against geologic mass movement, excessive erosion and storm water runoff, and protection of important natural vegetation.
12. Require land divisions and planned developments in slope areas to:
[Ord 5042, 4/14/1993]
- a. Minimize cut and fill requirements.
 - b. Ensure that the location and design of streets, structures, and other development give full consideration to natural contours, drainage patterns, and vegetation features of the site.
 - c. Protect against temporary and long-term erosion.
 - d. Control storm drainage to minimize the amount and rate of storm water flowing onto adjacent property and city streets.
13. The City may reduce standard densities (increases in minimum lot sizes and lot area per unit) and alternatively encourage cluster development through the PUD process, with greater slopes receiving the greater density reduction and cluster development incentive.
14. Encourage open space alternatives to urban level development in areas subject to flooding such as park and recreation areas, agriculture, natural areas and wildlife habitat.
15. Within the city limits portion of the Urban Growth Boundary, maintain regulations pertaining to excavation and grading.
16. When approving development in the flood fringe follow FEMA guideline that states: "In mapping a floodway it is assumed that all floodplain areas outside the floodway will eventually be filled in or otherwise obstructed. Consequently there is no need for a case by case hydraulic analysis of each proposed development in the fringe areas." (Source: FEMA, The Floodway: A Guide for Community Permit Official).
[Ord. 5042, 4/14/1993]

IMPLEMENTATION METHODS

1. Define floodway, floodplain, and open space zoning boundaries on 1" to 100' topographical maps and adopt them as the official floodplain maps.
2. Periodically hold workshops involving local realtors, developers, government officials, and property owners to provide information about city and federal flood management regulations.
3. Adopt Chapter 70 of the Uniform Building Code, modifying the Code if necessary in minimal slope areas.
4. Require contractors to identify approved fill sites for disposing of material used for public works projects.
5. Require proposed hillside development to provide for the preservation and, if possible, enhancement of the site's natural features during all phases of the design and development process. This includes consideration of soils, vegetation, hydrology, wildlife habitat, views and visual orientation, both from the site and to the site, and unusual or unique natural features.
6. Revegetate any exposed soil not under continuous construction and on slopes which are greater than 20% slope with temporary or permanent vegetation such that it is not left exposed for more than 60 days in the period between October 1 and April 1.
7. Revegetate any exposed soil which is greater than 20% slope in a manner to re-establish vegetation within a 6-month period from issuance of a Certificate of Occupancy. If irrigation is not provided, then the exposed soil must be planted with species which can survive without irrigation. Vegetative cover or any alternative cover (rock, masonry, etc.) must be maintained in perpetuity.
8. In all slope areas, collect, control, and direct all impervious surface drainage from roofs, driveways, and parking areas to a City storm drain or other City-approved drainage system.
9. Require that all excavation and fill work and structural foundation work be approved by a registered engineer whenever the slope is greater than 30% or where there exists probability of geologic hazards such as perched water tables and/or landslide areas. Where appropriate, such approval shall include information from a soils engineer and engineering geologist.
10. Increase minimum lot sizes (or minimum lot area per unit) on hillside areas, allowing higher densities for cluster developments approved through Planned Development as outlined in the following table:

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

31 & above	3.00	19500
2.00	13000	

11. Review development proposals in areas subject to flooding on the basis of adopted flood regulations. [Ord 5042, 4/14/1993]

12. When necessary, apply conditions of approval for development within the flood fringe such as:

- a. Regulations of site grading including measures to balance cut and fill.
- b. Protection of significant open space areas, wildlife habitat, and existing vegetation.
- c. Dedication of public access, rights of way, or easements.
- d. Channel improvements and stabilization.
- e. Special construction or construction measures such as flood proofing.

13. As a part of a Storm Water Drainage Master Plan for North Albany, identify, as needing protection, key swales and drainages that serve a vital role in the overall storm water drainage and flood water management system in North Albany. [Ord 5042, 4/14/1993]

GOAL 15: WILLAMETTE RIVER GREENWAY

SPECIAL AREAS

BACKGROUND SUMMARY

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

Today, Albany has focused once again on the Willamette River as a significant community asset. Recent park development, land acquisition, and downtown planning and development utilizes the Willamette River and the Greenway as primary design and aesthetic elements. The City is the largest landowner within Albany's Greenway Boundary. About 75% of the land along Albany's river front is in public ownership. Most of this land has been designated as public park land including Monteith Riverpark, Bryant Park, and Bowman Park. Together, these facilities comprise a total of 120 acres of which 70 acres are developed for park purposes. During 1982-84, Albany acquired 70 acres of undeveloped State park land and entered into a long-term lease with the Oregon Department of Transportation for an additional 30 acres of State Highway right-of-way. Together, these properties comprise a

continuous one and one-half miles of the Willamette River's north bank, directly across from Albany's downtown. Future plans for this property call for river access and boat launching opportunities, picnicking and other day use activities, nature trails, bank landings, and primitive campsites for boaters. These parks are near residential areas and provide Albany residents the opportunity for easy river access.

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

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

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

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

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

GOAL 15: WILLAMETTE RIVER GREENWAY

GOALS, POLICIES, AND IMPLEMENTATION METHODS

GOAL

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

POLICIES

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

IMPLEMENTATION METHODS

1. Develop a Willamette Riverfront-Greenway Master Plan for the Albany area that

outlines a range of recreation development alternatives that can be developed in a manner consistent with Willamette River Greenway values.

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

RECOMMENDATIONS

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

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

HISTORIC AND ARCHAEOLOGICAL RESOURCES

BACKGROUND SUMMARY

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

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

Albany's historic landscape represents a vital, irreplaceable heritage of traditions. It is a unique collection of structures representing every stage of Albany's growth and mirroring Oregon's distinctive cultural history. Some 379 primary historic buildings built prior to 1900, plus 360 secondary buildings built after 1900 but before 1915, exist within one commercial and two residential historic districts in a 190-block core area along the waterfront. An additional 100 historic structures of equal quality are scattered throughout the city.

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

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

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

Citizen groups have been energetically involved in the process of establishing the historic districts, and they have developed a number of support projects including historic home tours, fund raising for restoration of the Monteith House (the original home of Albany's founders), and the establishment of a Preservation Resource Center. In addition, a

Landmarks Advisory Commission (previously known as the Historic Advisory and Museum Commission) was created, whose functions include the development of educational and funding programs to protect the city's historic resources.

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

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

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

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

HISTORIC & ARCHAEOLOGICAL RESOURCES

GOALS, POLICIES, & IMPLEMENTATION METHODS

GOAL

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

POLICIES

1. Support the identification, recognition, development, and promotion of Albany's historic buildings and districts through City programs or other organizations.
2. Maintain survey information which accurately reflects the historic characteristics and quality of each of Albany's historic structures.
3. Within the city limits, maintain historic review ordinances for historic structures and districts which incorporate the following:
 - a. Except where public safety is jeopardized, allow the demolition of historic structures only when the existing structure cannot be economically rehabilitated or moved, or there is a demonstrated public need for the new use; and the proposed development is compatible with the adjacent properties.
 - b. Ensure that exterior alterations of historic structures maintain the historic value of the

structure and conform with the Secretary of the Interior's Standards for Historic Preservation.

c. Ensure that the design of new construction within historic districts does not detract from the architectural qualities of the district.

d. Where the original or intended use of a structure is not feasible, encourage compatible adaptive uses of historic structures (i.e. establishment of bed and breakfast operations, specialty shops, restaurants, and professional offices) provided the historic integrity of the structure is maintained.

4. Work with Linn and Benton Counties to inventory historic resources within the urban fringe and to develop appropriate management measures by December 1989.

5. In cooperation with state agencies, determine the location of any known archaeological sites as information becomes available and protect available information to minimize vandalism of the site.

6. Ensure that development proposed within the floodplain of the Willamette and Calapooia Rivers or on sites that have been specifically inventoried does not destroy archaeological resources. Require an archaeological survey and commensurate mitigation measures if development is proposed within the vicinity of a known site or if a significant archaeological resource(s) is discovered. (The physical extent of a "significant" resource shall be 1,000 square feet or larger and/or with a depth of one foot or more.)

7. Ensure that state and federal laws on the protection of archaeological resources are followed in private and public construction projects.

8. Notify the State Historic Preservation Office and the Native American Legislative Commission on Indian Services any time Native American burial remains are discovered.

IMPLEMENTATION METHODS

1. Encourage the Albany Regional Museum to:

a. House and display artifacts related to the Albany area's history.

b. Sponsor city, county, and Mid-Willamette Valley history tours.

c. Conduct historical seminars and workshops.

d. Serve as a local archives depository and conduct research.

e. Provide information and assistance to individuals and community groups interested in the enhancement and preservation of Albany's historic resources.

2. Develop an education program (including public workshops, printed matter, tours, and exhibits) for Albany residents which would:

a. Demonstrate the economic and energy assets of preserving Albany's older structures.

b. Advise property owners on proper restoration techniques.

c. Emphasize the relationship of the Willamette River to Albany's historic character.

- d. Work with the Greater Albany Public School District and other learning institutions in developing education programs which utilize Albany's historic areas as learning resources.
3. Include in the Capital Improvement Program specific projects for the improvement of historic areas. Possible projects include:
 - a. Beautification of the Santiam Canal and its branches.
 - b. Historic-theme street lighting in the downtown.
4. Within historic districts, encourage the development of landscapes and the planting and retention of trees associated with the applicable historic periods.
5. Maintain information and directional signage for Albany's Historic Districts.
6. Support the efforts of the Albany Historic Tours Committee and other community groups to maintain the Historic Information Gazebo and Victorian Garden as a focus of visitor information about Albany's Historic Districts.
7. Stabilize and improve property values in existing and proposed historic districts. Methods might include:
 - a. Emphasizing the importance of owner-occupied housing through methods such as encouraging loan programs for the acquisition and renovation of historic structures.
 - b. Discouraging heavy truck route traffic on streets which run through or adjacent to residential neighborhood districts.
 - c. Ensuring that Development Code regulations enhance the preservation and renovation of historic structures.
8. Develop review criteria which would discourage those zone changes resulting in increased pressure to replace historic structures with more intense land uses.
9. Encourage property owners within the three National Register Districts or with recognized historic property to discuss proposed exterior changes to their property with the City staff and/or Landmarks Advisory Commission (LAC) prior to applying for a historic review permit.
10. For significant primary structures, create a "landmark district" overlay zone designation which would provide for the protection of significant historic sites and buildings from incompatible development of surrounding properties.
11. Periodically review and update the City historic ordinance concerning demolition, historic alteration, and new construction within historic districts.
12. Continue research into the origin and importance of Albany's historic resources and have that research printed. Research projects should include:
 - a. An inventory of post-Victorian, architecturally important structures (1915'–1950).
 - b. An inventory of historic trees.
13. Establish a photo archive of Albany in conjunction with the Albany Regional Museum

and the Albany Convention and Visitors Commission.

14. Require a preliminary archaeological survey prior to any development which would disturb the soil to a depth greater than 18 inches and is within the floodplain of the Willamette River, Calapooia River, Oak Creek, or any other area suspected to contain archaeological material.
15. Develop a notification procedure for contacting Indian representatives and other appropriate groups when archaeological material is discovered.
16. Encourage adaptive reuses of second-floor space within the Downtown Historic District provided the historic character of structures is maintained such as:
 - a. A range of residential opportunities compatible with the commercial operation of the downtown.
 - b. Professional offices and research facilities including medical labs and software development companies.
 - c. Artist studios.
 - d. Small scale assembling and manufacturing operations such as computer assembly and precision instruments.
17. Periodically review the categories of historic structure designations (Primary, Secondary, etc.) to insure that they reflect the desired historic value and that they result in appropriate benefits to property owners.
18. Expand the list of conditional uses permitted within the historic districts to increase the adaptive reuse of historic structures.
19. Notify the State Historic Preservation Office (SHPO) if significant archaeological resources are discovered.
20. Work with the State Historic Preservation Office, area universities and colleges and other involved groups to develop a more complete inventory of the archaeological potential of the Albany area.

RECOMMENDATIONS:

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

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

WETLAND RESOURCES

BACKGROUND SUMMARY

The nation's coastal and inland wetlands are vital natural resources to the nation as a whole and to our area in particular. Wetlands are areas of great natural productivity, hydrological utility, and environmental diversity. They provide natural flood control, improved water quality, recharge of aquifers, flow stabilization of streams and rivers, and habitat for fish and wildlife resources. Wetlands contribute to the production of agricultural products and timber, and provide recreational, scientific, and aesthetic resources of national interest.

Technically wetlands are defined as land areas where excess water is the dominant factor determining the nature of soil development and the types of plant and animal communities living at the soil surface. Wetland soils retain sufficient moisture to support aquatic or semi-aquatic plant life. Within Albany there are a number of wetland areas. These areas are primarily located adjacent to water bodies and major drainageways, although there are some inland wetland sites. Wetland areas are mapped on Plate 6. More information regarding wetlands within the Albany Urban Growth Boundary can be found in the Background Report.

The unwise use and development of wetlands will destroy many of their special qualities and important natural functions. Recent estimates indicate that the United States has already lost over 40 percent of 120 million acres of wetlands first inventoried in the 1950's. This piecemeal alteration and destruction of wetlands through draining, dredging, filling, and other means has had an adverse cumulative impact on our natural resources.

The problem of loss of wetlands arises mainly from land use practices. Government policy can be responsible for or can influence these practices in the construction of projects, in the management of its own properties, in the provision of financial or technical assistance, and in its role of shaping and providing land use regulations. Oregon's statewide planning Goal 5 specifies that jurisdictions must develop a program to manage all Goal 5 resources, including wetland resources. This management strategy may range from complete protection of the resource to fully allowing conflicting uses. However, since the goal is "to conserve ... and protect ...," the emphasis is toward the restriction of uses that would deteriorate the resource or its open space values. In regard to wetland areas, the City has proposed a management strategy for those areas within the City as well as an approach for managing those areas within the urban fringe areas. This approach is identified in the following goals, policies, implementation methods, and recommendations with specific regulation criteria included within the Development Code.

While the City has developed a wetland management approach, it is not the only governmental agency with regulatory authority. On all wetland sites, state and federal agencies including the State Division of Lands, State Department of Environmental Quality, Environmental Protection Agency, and U.S. Army Corps of Engineers, may also exercise regulatory authority. These regulations, along with City regulations, create the beginning foundation for a coordinated and comprehensive wetland management strategy.

GOAL 5: OPEN SPACES, SCENIC & HISTORIC AREAS,

& NATURAL RESOURCES

WETLAND RESOURCES

GOALS, POLICIES, & IMPLEMENTATION METHODS

GOAL

Protect wetlands to ensure their continued contribution as natural areas, open space, wildlife and vegetative habitat, and storm water retention and conveyance.

POLICIES

1. Maintain wetland inventory information as part of the Comprehensive Plan which indicates areas within the Urban Growth Boundary which may be subject to state and federal regulations. Such information may be refined and updated administratively as more precise information becomes available.
2. Work with Linn and Benton Counties and applicable state and federal agencies to refine wetland inventory information and to develop local management measures. Until such measures are adopted, evaluate wetland characteristics and permit requirements on a case-by-case basis.
3. Within the city limits, wetlands within the floodway shall receive maximum protection and any development proposed for these areas shall not degrade the resource.
4. Coordinate the review of any development proposal that could impact a wetland with applicable local, state, and federal agencies including Linn and Benton Counties, the Oregon Division of State Lands, the Army Corps of Engineers, Soil Conservation Service, Soil and Water Conservation Districts, etc. In addition, development that would impact a wetland within the city shall be subject to City Conditional Use requirements and Development Code standards pertaining to wetlands.
5. Review all land use applications to determine if wetland characteristics exist on the proposed development site. The actual extent and boundaries of wetland areas shall be determined on a case-by-case basis.

IMPLEMENTATION METHODS

1. Maintain a wetland inventory which identifies the following:
 - a. Wetland sites which are within the city limits, have been designated as open space and are subject to local, state, and federal land use regulations.
 - b. Sites which are within the city limits but are not designated as open space but may still be subject to federal and/or state land use regulations.
 - c. Wetland sites within the urban fringe which will require additional information to determine the status of the resource and exact boundaries and may be subject to state and federal and future local regulation.
2. Encourage applicants to acquire a more formal determination from the Oregon Division of State Lands or other applicable state and federal agencies when development is proposed that would impact an uninventoried site or when there are differences between current wetland inventory information and actual site conditions. Other precise or updated information regarding site-specific wetland resources or boundary locations may be submitted as part of a development application, including special studies or other information prepared by qualified parties and which are accepted by state and federal regulatory

agencies.

3. Apply the Open Space Comprehensive Plan and Zoning Designation to the following areas:
 - a. Local lakes, canals, streams, drainageways, and associated floodway.
 - b. Important vegetation and wildlife habitat areas located within the floodway and flood fringe areas.
 - c. Inventoried wetland sites within the city which exhibit wetland characteristics with the exception of the following types of sites:
 - i. Lands committed to urban development where there are limited on-site opportunities for preservation or protection.
 - ii. Lands where existing public improvements have significantly degraded the wetland characteristics.
4. Apply specific management measures and conditions of approval, consistent with state and federal regulations, to protect and enhance designated wetlands such as:
 - a. Regulation of fill and drainage of wetland areas.
 - b. Limiting vegetation removal.
 - c. Establishing buffer and setback requirements for adjacent development.
 - d. Discouraging off-road vehicle use.
5. Ensure no development will result in the elimination or degradation of a wetland area which has been designated as open space, or be located totally within a wetland without acquiring permit approval from state and federal regulatory agencies and the City of Albany, and where necessary amending the Open Space Zoning and Comprehensive Plan designation. Also, ensure development does not infringe upon such a wetland, without meeting the following criteria:
 - a. The development cannot be located outside the wetland area, or the wetland is proposed to be reconfigured such that the proposed total area is at least equal in size and quality to the wetland area existing prior to the proposed development.
 - b. The encroachment upon the wetlands is the minimum necessary to complete the development.
 - c. Encroachment upon wetlands or change of drainage patterns or other actions which would adversely affect wetland characteristics have been mitigated.
 - d. Development review is coordinated with the Oregon Division of State Lands, the Army Corps of Engineers, and other applicable agencies and all other required state and federal permits have been obtained.
 - e. The applicable floodway or floodplain requirements of the Albany Development Code have been met.

- f. Applicable Goal 5: Open Spaces, Scenic and Historic Areas and Natural Resource policies of the Comprehensive Plan have been addressed.
6. Where possible, improve wetland areas to provide flood retention, storm drainage, vegetation and wildlife habitat, compatible recreation opportunities, and scenic quality.
7. When planning for future storm drainage projects recognize the importance of wetlands as part of the overall drainage system and ensure their preservation for retention and discharge of storm drainage and flood waters.

RECOMMENDATIONS

1. Encourage Linn and Benton Counties to maintain and enhance wetland areas by methods such as:
 - a. Preserving natural vegetation.
 - b. Maintaining setbacks between wetland resources and future development.
 - c. Considering wetland areas as part of the overall drainage system.
 - d. Identifying and preventing contamination from point and non-point sources.
2. Encourage Linn and Benton Counties to notify the City and request comment on development actions within the Urban Growth Boundary that would impact a wetland.
3. Encourage the Oregon Division of State Lands to periodically review the regional cumulative impacts of development upon wetlands in the mid-Willamette Valley in order to monitor their extent and quality and to determine to what degree the resource has been enhanced or degraded and thus what level of protection is needed.

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Chapter 3: Economic Development

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GOAL 9: ECONOMY

POPULATION FORECASTS

BACKGROUND SUMMARY

Many aspects of the Comprehensive Land Use Plan are based upon population projections. These projections were developed from an analysis of past growth rates, current trends, and statewide demographic characteristics. Because these projections are based on assumptions, all of which are subject to change, they should be used only as indicators of expected growth and not as goals and objectives to be used as measures of the Plan's success. The most important value of population projections is in determining the need for land use types and facilities to service expected growth. Since substantial public investments will be made in public facilities to accommodate this growth, it is imperative that population projections be evaluated and updated on a regular basis.

The Albany area experienced significant growth during the period from 1950-80. However, this growth came to an abrupt standstill in the early 1980's as economic conditions changed dramatically in the area. While Albany did not lose population, as did other areas throughout the state, growth slowed down significantly. The revised population forecasts that were prepared as part of this update process reflect this lower rate of growth. These forecasts project an Albany population of 45,870 in the year 2005. The previously prepared forecasts had projected a population of 61,060 by the year 2000.

The development of Albany population projections was a careful process in which a number of alternative growth scenarios were evaluated. These alternatives were reviewed and discussed with other nearby jurisdictions, planning agencies, business leaders and other public and private parties interested in evaluating economic and growth related issues. The preferred forecast is a derivation of the official state-adopted population projection prepared by the Bureau of Population and Census Research at Portland State University. Based on past growth trends and anticipated future trends, Albany is projected to most likely continue to grow at a marginally increasing percentage of the overall statewide anticipated growth. These projections should be re-evaluated after 1990 census information is available. More detailed information on population characteristics, including an analysis of the Albany area population and methodology used in projecting population, is included under Goal 9: Economy, Background Report.

MARGINALLY INCREASING PERCENTAGE OF STATEWIDE TOTAL

(Over Past Trends)

(Projections Rounded to Nearest 10)

TOTAL ALBANY

STATE POPULATION

YEAR	POPULATION	% OF STATE	(INCLUDES UGB AREA)
1985	2,676,171	0.01230	32,911 (Actual)*
1986	2,717,652	0.01233	33,510
1987	2,759,776	0.01237	34,140
1988	2,802,552	0.01240	34,750
1989	2,845,992	0.01243	35,380
1990	2,890,105	0.01246	36,010
1991	2,917,561	0.01250	36,470
1992	2,958,407	0.01253	37,070
1993	2,999,824	0.01256	37,680
1994	3,041,822	0.01259	38,300
1995	3,094,600	0.01263	39,090
1996	3,137,924	0.01266	39,730
1997	3,181,855	0.01269	40,380
1998	3,226,401	0.01272	41,040
1999	3,271,570	0.01276	41,750
2000	3,304,300	0.01279	42,260
2001	3,350,560	0.01282	42,950
2002	3,397,468	0.01255	43,660
2003	3,445,032	0.01289	44,410

2004	3,493,263	0.01292	45,130
2005	3,542,168	0.01295	45,870

* *Population figures are for the city of Albany and its Urban Growth Boundary Area combined. Actual population within the city of Albany for 1985 was 27,911 while the Urban Growth Boundary Area population was 5,000. Population as of July 1, 1988, was estimated at 28,020 for the incorporated portion of Albany.*

GOAL 9: ECONOMY

ECONOMIC DEVELOPMENT

BACKGROUND SUMMARY

INTRODUCTION

Statewide Planning Goal 9 requires that comprehensive plans for urban areas be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economy. This chapter provides a summary of Albany's economy, projections for growth, and policies to ensure adequate opportunities for a variety of economic activities in Albany. The challenge for the years ahead will be to keep Albany's economic base healthy for residents and businesses, in order to provide the necessary revenue to maintain the City's services and environmental diversity while maintaining its quality of life. The Albany Economic Opportunities Analysis (2000) contains this analysis and forecasts future job growth and land needs.

THE DEVELOPMENT OF ALBANY'S ECONOMY

The Albany-Millersburg area is the center of one of the most diversified non-metropolitan economies in Oregon. Although the traditional wood-products and agricultural industries continue to be important parts of the local economy, the area's business environment has become much more diverse over the last three decades. The local economy is now based upon many other activities, such as the production of reactive metals, finished building products, transportation-related services, and agricultural products including foodstuffs and their processing. As with other communities throughout the state and nation, the trade and services sectors are becoming a more important part of the local economy. In 1999, the Albany economy was led by the services, retail trade, manufacturing and government sectors.



Many important area industries and economic endeavors originated locally. The reactive-metals industry developed in Albany as a spin-off of research conducted at the Albany Research Center of the U.S. Bureau of Mines. Because of the primary metals industry, Albany is one of the world's leading producers of rare metals such as zirconium and titanium. Area rare-metal industries include Oregon Metallurgical Corporation, Wah Chang, and Pacific Cast Technologies. The aerospace, defense and nuclear industries, with many others, depend on products manufactured by local rare-metals firms.

c. Other local manufacturing activities with national and international markets include the production of finished building products (notably Golden West Homes), transportation-related services (Target Distribution Center), and agricultural products and

their processing (Smokecraft, National Frozen Foods, and Oregon Freeze Dry). Another successful and growing local firm is Tec Labs. Albany has attracted several other industries over the past 20 years, such as Sonic Blue (originally Supra), Synthetec, Hopton Technology, Panolam Industries (originally Domtar), and Allann Brothers Coffee Company.

EMPLOYMENT TRENDS 1990 - 1999

Continuing the trends of the 1980s, the biggest shift in Albany's employment between 1990 and 1999 occurred in the services and manufacturing sectors. Despite this shift from the manufacturing sector to the retail and services sectors, manufacturing will continue to be a mainstay of Albany's economy. The Albany area (including Millersburg) has a basic to non-basic (manufacturing to non-manufacturing) job ratio twice that of the state as a whole.

Total employment declined in Albany, Linn and Benton Counties and Oregon between 1997 and 1999, paralleling the national slowdown in the manufacturing and high-tech sectors. Between June 2000 and June 2001, Oregon experienced the largest annual job loss in almost 10 years, losing 15,900 jobs. Transportation equipment manufacturing, lumber and wood products, machinery and metals manufacturing, and technology industries have all experienced large reductions in employment in the last year. Fortunately, Oregon's agriculture industry has remained stable, actually adding jobs over the past 10 years.

The total number of covered payroll jobs reported for Albany in 1999 was 20,668^[1], which converts to approximately 24,590 total jobs in 1999. Table 1 ranks Albany's industry sectors by both number of employees and payroll for 1999.

Table 1. Albany Industry Sector Rank by Payroll and Employees, 1999

Industry Sector	Covered Payroll	Payroll Rank	Covered Employees	No. Employees Rank	Percent of Total Empl.	Ave. Salary per Employee	Average Salary Rank
Agricultural Services	\$5,765,669	9	355	9	2%	\$16,241.32	8
Construction	\$30,928,872	5	929	5	4%	\$33,292.65	2
Manufacturing	\$122,995,316	1	3,441	4	17%	\$35,744.06	1
Trans., Comm., & Utilities	\$26,094,095	7	871	6	4%	\$29,958.78	5
Wholesale Trade	\$18,139,432	8	581	8	3%	\$31,221.05	4
Retail Trade	\$66,195,451	4	4,083	3	20%	\$16,212.45	9
Finance, Ins., & Real Estate	\$26,982,325	6	839	7	4%	\$32,160.10	3
Services	\$118,592,517	3	5,130	1	25%	\$23,117.45	7
Government	\$121,511,105	2	4,412	2	21%	\$27,541.05	6
TOTALS	\$537,204,782		20,659		100%		

Source: ES-202 data for the 97321 zip code provided by the Oregon Employment Dept. Compiled by the City.

Wage and salary employment in the Services sector increased from 10% in 1978 to 21% in 1990, and then again to 25% in 1999. Albany's Manufacturing sector dropped from 31% of all wage and salary employees in 1978 to 22% in 1990, and again to 17% in 1999.

Trade and services accounted for 45% of covered employment in 1999 and is expected to account for most future employment in Albany. The Services sector experienced a 48% increase in jobs (1,670) between 1990 and 1999, the largest percent gain of all industry sectors. Albany's Services sector was dominated by business and health services. Albany is the center of medical, financial and other professional services in Linn County and is the region's major commercial provider.

Growth in the retail sector is evidenced by the construction of a regional shopping mall in

1989, and of a variety of retail outlets in the last five years, including Home Depot, Staples, Costco, and Red Robin Restaurant. Small business in Albany, as in any community, also creates many jobs. Albany has an active and vital small-business climate.

LOCAL TRENDS 1990 to 1999

Albany has become the main economic driver for Linn County and is an important component of the larger regional economy.

These trends underscore Albany's growing economic importance:

1. Albany grew faster than the nation, Oregon, Linn and Benton Counties in each decade throughout the 1970'Äi2000 period. Albany's population increased by 22% between 1990 and 2000 (excluding the North Albany annexation).
2. Albany's share of Linn County's population increased from 30% in 1980 to 34% in 2000. Albany's share of Benton County's population is 6.3%, according to the 2000 census.
3. Albany added about 4,500 jobs between 1990 and 1999, far exceeding projections of only 1,993 jobs for all of Linn County between 1988 and 1998. Albany's job growth accounted for 55% of total employment growth in Linn County.
4. Albany is projected to add over 5,000 jobs between 2000 and 2020.

GROWTH PROJECTIONS

The state's long-term employment forecast for Linn County was used to forecast employment growth in Albany's UGB by making assumptions about the share and distribution of the County's employment in Albany. Albany is projected to add 5,655 covered employment^[2] jobs by 2020. Using only covered employment figures would systematically underestimate the demand for commercial and industrial land, because those figures do not include employees not covered by unemployment insurance laws. Converting Albany's covered employment to total job growth projected between 1999 and 2020 results in 7,206 new jobs. Albany is expected to gain approximately 13,000 residents over the same period.

The largest growth is projected in the Services (3,199 new jobs), Retail Trade (1,402), Manufacturing (817), and Finance Insurance Real Estate (F.I.R.E. - 794) sectors. Growth in these sectors accounts for 87% of Albany's expected employment growth in the next twenty years. According to the State Economist, the Food Products, Lumber & Wood Products, and Primary Metals industries are expected to have little or negative growth in the region between 2000 and 2010. These industries are a significant portion of Albany's Manufacturing industries, comprising 15% of total Albany employment and 75% of employment in the Manufacturing sector in 1999.

Table 2 shows projections of total employment growth by land use type in the Albany UGB to 2020.

Table 2. Total Job Growth by Land Use Type in Albany, 1999'Äi2020

Sector	New Employment					
	1999	1999	2020	2020	1999-2020	%
Commercial	5,467	22%	7,478	23%	2,011	27.8%
Office	7,724	31%	11,108	35%	3,384	46.8%
Industrial	7,152	29%	8,640	27%	1,488	20.6%

Public	4,412	18%	4,735	15%	323	4.5%
Total	24,755	100%	31,961	100%	7,206	100%

5. Source: Calculations by City of Albany using ES202 data from the Oregon Employment Department.

COMMERCIAL AND INDUSTRIAL LAND USE NEEDS

Albany has an adequate supply of designated commercial and industrial land to accommodate development to the end of the planning period (2020). The available land supply was calculated in the summer of 2000 by identifying vacant^[3] and redevelopable^[4] parcels using assessment data from Linn and Benton Counties. Table 3 shows the supply of vacant and redevelopable land within Albany's city limits and also outside the City but within the UGB by zone and Comprehensive Plan designation.

Zoning District / Comp Plan Designation	Vacant Acres	Redevelopable Acres	Total Acres
In Albany city limits			
Office	26	18	44
Commercial	185	85	270
Industrial	639	97	736
<i>Total in Albany city limits</i>	<i>850</i>	<i>200</i>	<i>1,050</i>
Albany UGB (outside city, Comp Plan)			
Commercial	55	0	55
Industrial	95	0	95
<i>Total UGB Land</i>	<i>150</i>	<i>0</i>	<i>150</i>
ALBANY TOTAL LAND by TYPE			
Office	26	18	44
Commercial	240	85	325
Industrial	734	97	831
Total Acres	1000	200	1200

Table 3. Available Land in the Albany UGB by Use Type, 2000

Source: City of Albany, 2000.

Within the city limits, there are over 700 acres of vacant or redevelopable industrial zoned land and over 200 acres of available commercial land. Most of this property is already serviced or services can be easily extended. Although, in some instances extending water and sewer could be quite costly. Albany has another 150 acres available within the Urban Growth Boundary for industrial and commercial development.

Parcel size and location are both important variables that impact development. A review of parcel sizes by zone in 2000 indicated over 150 parcels (approximately 100 acres of commercial land and approximately 500 acres of industrial land within the city limits) that are large enough for development. Another factor that may affect the amount of developable land is environmental constraints. Approximately 10 percent of undeveloped land within the Linn County portion of the Albany UGB contains significant wetlands.

Table 4 shows that 270 acres of land and 3.1 million square feet of new building space are needed to accommodate 6,056 future employees to 2020. The acreage needed could vary depending on the number of employees accommodated per acre. An additional 32 acres will be redeveloped to provide approximately 360 jobs in Albany over the 1999-2020 period.

Table 4. New Land and Building Needs by Land Use Type

in Albany, 2000-2020

Land Use Type	Acres of Land	Building Sq. Footage
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Commercial	67.6	25.0%	1,182,300	37.8%
Office	81.2	30.1%	955,050	31.8%
Industrial	102.9	38.1%	802,750	25.6%
Public	18.1	6.7%	163,200	5.2%
Totals	269.8	100%	3,143,300	100%

6. Source: City of Albany, Economic Opportunities Analysis 2000.

BACKGROUND INFORMATION

The following report provides additional information about the local economy. The report may be acquired from the Albany Community Development Department at 333 Broadalbin Street SW and is also found in the Albany Comprehensive Plan Background Reports 2000.

Albany Economic Opportunities Analysis 2000:

- a. Current Economic Conditions & Trends
- b. Factors Affecting Economic Development in Albany
- c. Buildable Lands Analysis
- d. Findings, Policies and Strategies
- e. Buildable Lands Inventory, Methods & Results

[Ord. 5543, 10/23/2002]

GOAL 9: ECONOMY

ECONOMIC DEVELOPMENT

GOALS, POLICIES, & IMPLEMENTATION METHODS

The Economic Development Comprehensive Plan goals, policies and implementation methods are organized under the following headings:

Albany's Economy

Land Use

Central Albany

Public Infrastructure

Natural Resources and Environment.

ALBANY'S ECONOMY

GOALS

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

POLICIES

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

- f. Is the business environmentally responsible?
8. Support efforts by AMEDC and other economic development entities to assist businesses in identifying new products and export markets.
9. Support efforts to improve local and regional coordination of economic development.
10. Cooperate with business and industry to examine measures to reduce the cost of starting or expanding a business.
11. Support efforts by the Chamber, and the AVA to promote Albany through a variety of promotional and informational development activities.
12. Encourage business and industry to employ Albany's existing labor force using available job training and placement programs.
13. Support the area's educational resources as vital to the social and economic well-being of the community. Encourage opportunities for increasing skill levels of local workers.
14. Recognize and promote community events as:
 - a. Having potential positive economic impacts.
 - b. Important community promotion of activities that demonstrate the abilities, talents, and resources of the community and its residents.
 - c. Tools to develop local pride and community identity.
15. Recognize and support Albany's unique historic character as a major cultural and tourist-oriented economic resource.

IMPLEMENTATION STRATEGIES

1. Participate in periodic community roundtables to define issues relating to the local economy and to identify remedies.
 2. Prepare a written economic development strategy and responsibility matrix for the city, AMEDC and other economic development entities.
 3. Assemble a community 'solutions' team to assess how new, expanding or relocating businesses fit with the community and how Albany can meet their needs.
 4. Bring perceived financial and regulatory barriers to the attention of the community solutions team.
 5. Encourage AMEDC and the Oregon Economic and Community Development Department (OECDD) to support the retention and expansion of existing businesses, including efforts to identify new products and export markets.
 6. Review and update contract with AMEDC to establish performance objectives and reporting requirements.
- ←... Urge AMEDC and OECDD to target and focus on businesses that meet the focused

investment strategy.

←... Urge AMEDC to investigate sources of venture capital to finance new and expanding business opportunities.

7. Use state and federal grant and loan programs, as appropriate, to encourage desired businesses to locate or expand in Albany.

8. Periodically review the Enterprise Zone boundaries and assess the impact of the Enterprise Zone on economic development and on the City's budget.

9. Support the activities of an economic development entity, such as AMEDC, to assist in implementing the economic goals and policies in the Comprehensive Plan. The entity would have the following responsibilities:

a. Develop a list of target businesses and industries and a marketing strategy for Albany-area industrial land.

b. Advise the Planning Commission and City Council on economic development activities.

c. Explore the development and use of private, local, state, and federal funding and programs directed at economic development activities.

10. Cooperate with and support AMEDC's effort to develop and maintain a current 'Äeconomic profile'Ä of Albany that can be made available to individuals and businesses considering locating in Albany.

11. Coordinate with AMEDC and the International Trade Division of the Oregon Economic and Community Development Department to supply appropriate market and other information to international trade groups.

12. Cooperate with area economic development entities to:

a. Maintain a current directory of ongoing economic activity.

b. Update the Albany-Millersburg Industrial Site Inventory at least every two years.

c. Cooperate with economic development interests to assist them with information regarding location or expansion in the Albany area.

d. Maintain and make available current industrial site survey information, such as: available and projected public services, surrounding land uses and potential incompatibility issues, transportation characteristics and capabilities, and other economic profile information describing Albany's social, economic, and political characteristics.

e. Pursue local, state, federal, and other funding and technical assistance to attract business to the Albany area.

f. Provide funding for the administration of economic development activities.

g. When desirable, give existing and potential businesses the advantages offered by the Albany Enterprise Zone and other local business incentives.

13. Support the cooperative efforts of all educational institutions to maintain high standards

in all areas of educational opportunity.

14. Support major community events that have the potential for significant positive economic and social impacts.

RECOMMENDATIONS

1. Encourage area economic development entities to assist existing Albany businesses in identifying new products and export markets.
2. Encourage area economic development entities to investigate sources of venture capital to finance new business opportunities.
3. Encourage investment in the area's local economy by local financial institutions.
4. Encourage area economic development entities to develop a marketing strategy for the area's industrial lands and to actively promote the development of all industrial properties.
5. Encourage AMEDC, regional, state and federal agencies and Linn-Benton Community College to provide special programs directed toward:
 - a. Alleviating poverty in the City of Albany.
 - b. Job training and career counseling for the area's youth, unemployed, and dislocated workers.
 - c. Small-business counseling for new and existing businesses.
6. Encourage area economic development entities to maintain up-to-date information regarding the area's educational resources and the educational level of the local population to provide to businesses considering locating in Albany.
7. Encourage Linn-Benton Community College to actively market its facilities for cultural, conference, and community activities.
8. Encourage Linn-Benton Community College to continue to offer training programs to local businesses.
9. Encourage Millersburg, Tangent, Linn County, Benton County, and the Oregon Cascades West Council of Governments to work with Albany to coordinate economic development planning for areas inside respective urban growth boundaries.
10. Encourage the Albany Visitors Association, the Albany Area Chamber of Commerce, and AMEDC to develop and implement methods to promote Albany throughout the region. These methods may include:
 - a. Developing and distributing attractive and current promotional literature to promote the Albany area's advantages and positive features.
 - b. Developing and maintaining an attractive, visible, and accessible visitor's information center near Interstate 5.
 - c. Utilizing regional media resources to disseminate information about community activities and events.

- d. Conducting tours of local industry and developing public exhibits to acquaint the community and visitors with the role that the Albany area plays in the regional and national economy.
 - e. Encouraging community groups to host leading business, media, and community leaders from throughout Oregon and the region to present a positive view of all aspects of Albany.
 - f. Encouraging community civic and business leaders to be 'ÄÜcommunity ambassadors'ÄÜ charged with promoting the business advantages of Albany-Millersburg and the surrounding region to prospective businesses.
 - g. Recognizing in the local media businesses and individuals that make special efforts to promote the community.
 - h. Encouraging and cooperating with AMEDC to develop and periodically update a guide to the business assistance and development programs available in the Albany-Millersburg area.
11. Encourage Linn County to promote the Linn County Fair and Expo Center for events that draw visitor dollars to Albany.
 12. Encourage area economic development entities, the Albany Area Chamber of Commerce, the Albany Downtown Association, and the Albany Visitors Association to study and document the need for high-quality shopping and dining opportunities in Albany.

LAND USE

GOALS

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

POLICIES

General

1. Provide opportunities to develop the full range of commercial, industrial and professional services to meet the needs of Albany's residents and others.
2. Encourage land use patterns and development plans that take advantage of density and location to reduce the need for travel and dependency on the private automobile, facilitate

energy-efficient public transit systems, and permit building configurations that increase energy efficiency.

3. Designate enough land in a variety of parcel sizes and locations to meet future employment and commercial needs.
4. Develop land use refinement plans for undeveloped and redeveloping parts of the city.
5. Provide development opportunities for large-scale industrial and commercial development and for people to live near activity centers, particularly their place of employment.
6. Encourage business and industry to locate within the Albany City limits to decrease the proportional share of city taxes paid by residential properties.
7. Consider infill and redevelopment of already serviced vacant and underdeveloped land before designating additional land for industrial and commercial uses.

Industrial/Employment

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

Commercial

1. The size and type of future commercial sites should be proportional to the area to be served and located so as to be easily accessible by the service area. Approvals of commercial sites may be based on studies requested by the City that assess public need and impacts on competing commercial areas, traffic, and other public services.
2. Discourage future strip commercial development and promote clustered commercial opportunities and the infilling of existing commercial areas that will foster:
 - a. Efficient and safe utilization of transportation facilities.
 - b. A variety of attractive and comfortable shopping opportunities that encourage shopping in a number of stores without auto use.
 - c. Compatibility between land uses, particularly adjacent residential neighborhoods.
 - d. Efficient extension of public facilities and services.
3. Designate new mixed use Village Centers that provide a mix of commercial, office, entertainment and medium- to high-density residential uses that are integrated into the desired character of the neighborhood.
4. Use land use controls and other tools to reserve Village Centers for intended uses.

5. Provide opportunities for small neighborhood commercial facilities to be located in neighborhoods and Village Centers to be located close to the areas they are intended to serve. Neighborhood convenience and Village Center commercial uses must:
 - a. Be located, designed, and operated so as to be compatible with surrounding residential uses.
 - b. Be oriented to provide for the common and frequently recurring shopping needs of the area they are intended to serve.
 - c. Be limited in number, size, and location. Generally, new Neighborhood Commercial sites will be less than an acre.
 - d. The commercial component of Village Center zoning districts should be sized to meet the neighborhood needs. Village Centers are generally located at least one mile in travel distance from any other commercial site that serves or is available to serve similar commercial needs.
 - e. Zone change applications for new neighborhood and Village Center commercial sites must demonstrate that the chosen site is superior or equal to viable alternative sites within the same market area based on exposure to traffic flows and other market indicators, accessibility and convenience to the market area, and compatibility with surrounding uses.
6. Allow home business occupations within residential districts to accommodate the needs of those engaged in small business ventures, subject to review procedures that ensure that compatibility with the surrounding residential neighborhood is maintained.
7. Within planned unit developments, commercial, recreation and retail uses may be allowed that are designed to be compatible with the development and which can be supported primarily by its residents.
8. Encourage mixed uses as buffers between intensive commercial uses and less intensive residential uses when compatibility can be demonstrated with the surrounding residential neighborhood.
9. Discourage regional shopping centers outside the Albany Urban Growth Boundary area that primarily target the Albany market area.

←...

Community Image

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

IMPLEMENTATION METHODS

General

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

Industrial/Employment

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

Commercial

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

Community Image

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

CENTRAL ALBANY

GOAL

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

POLICIES

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

IMPLEMENTATION METHODS

1. Undertake periodic review of the Central Albany Revitalization Area (CARA) Urban Renewal Plan to determine if resources could be more effectively used to assist the establishment of new business.
2. Support the efforts of the Central Albany Revitalization Area Agency to organize, promote and finance improvements, historic preservation, rehabilitation and redevelopment in Central Albany.
3. Develop and implement the CARA Initial Implementation Strategy.
4. Encourage the CARA Agency and the Albany Downtown Association to cooperatively promote development and redevelopment that will establish the downtown as the cultural, financial, commercial, business and government center of Albany.
5. Improve Central Albany's image, livability, appearance and design quality through aesthetically appealing enhancements such as:
 - a. Gateways to Central Albany and to downtown.
 - b. Public gathering and resting spaces.
 - c. Pedestrian and bicycle corridors oriented to the Willamette and Calapooia Rivers and to Albany's unique water canal system along Vine, 8th Avenue and Thurston Street.
 - d. Pedestrian-oriented commercial areas that provide a sense of safety and street life.
 - e. Natural and other green spaces, especially along the river corridors.
6. Develop design standards and incentives that encourage redevelopment and new development to respect and protect the unique pedestrian and historic qualities of Central Albany.
7. Use the Willamette River as a resource and focus to develop new community events and to establish an active public gathering space.
8. Recognize and support the contribution of Albany's historic resources to the city's positive image and Central Albany's vibrancy by supporting:
 - a. The historic tours program as a focus for tourism and an expression of Albany's unique historic character and culture.
 - b. The efforts of the Albany Visitors Association and Willamette Valley Visitors Association to promote Albany's historic resources throughout the state and region as a tourist attraction.
 - c. The Albany Regional Museum and Monteith House in efforts to provide information concerning the area's rich history to Albany's residents, tourists and others who visit Albany.
 - d. Efforts to maintain and enhance the programs and services of the Albany Visitors Association as a focus of information about Albany's Historic Districts.
9. Develop a plan and implement strategies to balance protection of the Willamette River with development of higher-density housing, mixed uses and active public spaces along the riverfront.

RECOMMENDATION

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

PUBLIC INFRASTRUCTURE

GOALS

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

POLICIES

1. Encourage the siting of new industrial and commercial development on land that is adequately served by existing infrastructure; where the infrastructure can be made adequate, require the 'Áminimum necessary'À improvement cost to be borne by the new business rather than by existing taxpayers or utility rate payers.
2. Develop a transportation system, encourage land use patterns and design standards, and promote transportation projects, programs, and policies that reduce dependency on the automobile and encourage alternatives such as public transit, bicycling, walking, car and van pools.
3. As part of the development review process, encourage commercial developments to provide the opportunity for shared public access and shared parking where feasible.
4. Design streets that are efficient and safe for the movement of products and materials as well as for commuters and customers.
5. Promote land use patterns, site design, and incentives that accommodate public transit, bicycling, walking, vans and carpools as alternatives to single-occupancy vehicle commuting.
6. Review infrastructure master plans as part of the refinement planning and map amendment processes for consistency with proposed changes in land use, and propose changes to the land use and/or the infrastructure plans to maintain consistency.

IMPLEMENTATION METHODS

1. Develop a focused investment strategy that considers the location, business or industry type and needs, and other criteria for the use of public funds such as oversizing, system development charges, utility rates, and gas taxes.
2. Review the past practice of allocating some portion of water and sewer rate revenue to targeted economic development activities.
3. Investigate and use as appropriate state and federal grant and loan programs to help fund infrastructure and other costs associated with siting new desired industries or expansion of existing industries.

4. Update City water, sewer, stormwater, and transportation facility plans and adopt implementation strategies to ensure available capacity to accommodate targeted economic development.
5. Enhance Albany's ability to provide high-quality public facilities and services as a cornerstone of the city's economic development potential by:
 - a. Ensuring that the ability to process industrial wastes, utilizing both industrial pre-treatment and municipal treatment technology, is included in any future expansion of wastewater treatment facilities.
 - b. Maintaining a five-year Capital Improvement Program and long-range Public Facilities Plan that will schedule and provide appropriate public facilities and services to commercial and industrial land.
 - c. Protecting or acquiring water rights and maintaining the ability to provide water to meet all projected residential, commercial, and industrial needs of the city and the surrounding urbanizing area.

RECOMMENDATIONS

1. Encourage the improvement and utilization of all favorable transportation methods for raw materials, supplies, and area products to and from key markets, in cooperation with the Oregon Department of Transportation (ODOT), Cascades West Council of Governments, and other jurisdictions and state agencies.
2. Encourage efforts to provide public transportation to Linn-Benton Community College, Oregon State University and major employment centers.
3. Encourage efforts to develop services at the municipal airport for the business and recreational flyer.
4. Encourage AMEDC to locate businesses generating significant traffic near major transportation corridors to minimize impacts on residential neighborhoods.
5. Encourage shuttle service to and the continued improvement of Eugene's Mahlon-Sweet Airport to meet Albany's business needs and serve as a link to national and international trade.
6. Encourage AMEDC to take utility and transportation infrastructure into account when promoting properties to prospects.

NATURAL RESOURCES AND ENVIRONMENT

GOAL

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

POLICIES

1. Coordinate with the Oregon Department of Environmental Quality and other state and federal agencies to define any environmental considerations that may affect economic development opportunities in Albany.

2. Give special attention to proposals in areas identified as in need of special review (greenway, floodplains, floodways, open space, wetlands, airport, etc.), ensuring that developments in these areas are specially designed in recognition of the particular concern for that area.
3. Support efforts to attract and retain environmentally responsible industries. These are businesses that:
 - a. Reduce dependence on fossil fuels, extracted underground metals and minerals.
 - b. Reduce dependence on chemicals and other manufactured substances that can accumulate in nature.
 - c. Reduce dependence on activities that harm life-sustaining ecosystems.
 - d. Balance the needs of present and future generations.

IMPLEMENTATION METHODS

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

RECOMMENDATION

1. Encourage AMEDC to recruit and support businesses that practice and support sustainability measures.

[Ord. 5543, 10/23/2002]

[1] Covered employment data includes only employees who are covered by unemployment insurance laws. This excludes significant segments of the working population, primarily contractors. Covered employment in Oregon in 1999 accounted for 81% of total non-farm employment.

[2] Covered employment data includes only employees who are covered by unemployment insurance laws. This excludes significant segments of the working population, primarily contractors.

[3] Vacant parcels were defined as those with an improvement value less than \$10,000.

[4] Lands with redevelopment potential were defined as those with improvement values between \$10,000 and \$100,000.

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Chapter 4: Housing (Goal 10)

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GOAL 10: HOUSING

BACKGROUND SUMMARY

Housing is one of the most basic and fundamental needs of our society. Yet, despite how basic the need, each community makes choices and policies that provide a totally unique mix of housing types and opportunities for its citizens. These choices also change over time as preferences, lifestyles, and needs change. For example, in Albany during the time from 1970-80, there was a significant shift from single family housing to multiple family housing. Prior to this time, single family construction comprised the vast majority of new housing construction. Yet after 1970, less than one-half of new housing construction was single family units.

During the period of 1980 to the present, there has been another shift in new housing construction. The majority of new 1980's housing units are manufactured homes. In 1980, only 4.5 percent of the existing housing in the Urban Growth Boundary was manufactured housing. For the last seven years this housing type has comprised over 40 percent of all new housing construction. In recognition of this trend, new standards were developed to allow greater flexibility for those wishing to place manufactured homes outside of manufactured home parks and subdivisions.

There are approximately 13,500 housing units within the Urban Growth Boundary. A major outstanding feature of Albany's housing stock is the large number (approximately 18 percent) of high quality single family homes that are more than 50 years old. Many of these are considered historic and special regulations have been enacted to preserve and enhance their historic character.

Housing costs have continued to be marginally lower in Albany than in other Willamette Valley cities of comparable size or larger. Rental rates also follow this marginally lower trend. Vacancy rates for apartment units have hovered around 3.3 percent. In terms of the sale market, the local multiple listing service averaged nearly 600 properties for sale throughout 1987. The vast majority of these were single family homes. Average sales prices for homes in 1987 were between \$50,000 and \$60,000 with a typical range of \$40,000 to \$120,000.

Even with these relatively 'Áúaffordable'Àù housing prices, the cost of housing presents a problem for many middle- and low-income households in Albany. Especially hard hit are those households headed by senior citizens, by females, or by minority groups. An estimate of nearly 50 percent of Albany's renters spend over 25 percent of their income for housing.

Another factor that will influence housing choices in the future is the trend toward smaller household sizes. This trend has been evident over the last 40 years nationally, as well as in Albany. It is anticipated that it will continue with household sizes averaging 2.22 persons in the year 2005, down from the 2.46 persons per household reported in the 1980 census. Other trends that have recently been identified at the national level are that young people are tending to leave home later, thus postponing their need for housing alternatives and that first-time home buyers are tending to be older. With information gained from the 1990 census, these and other trends will be better identifiable.

GOAL 10: HOUSING

GOALS, POLICIES, & IMPLEMENTATION METHODS

GOAL

Provide a variety of development and program opportunities that meet the housing needs of all Albany's citizens.

POLICIES

1. Ensure that there is an adequate supply of residentially zoned land in areas accessible to employment and public services to provide a variety of choices regarding type, location, density, and cost of housing units commensurate to the needs of city residents.
2. Encourage conservation of existing housing by rehabilitation of substandard units.
3. Comply with federal, state, and local fair housing laws which affirm access to housing opportunities for all persons in Albany.
4. Encourage innovation in housing types, densities, and design to promote a variety of housing alternatives and prices such as:
 - a. Manufactured homes sited on individual lots.
 - b. The adaptive reuse of the upper floors of structures within the Downtown Business District for residential purposes.
 - c. Other actions directed at reducing housing costs which conform with the Comprehensive Plan, including innovative Development Code regulations.
5. Encourage the provision of an adequate number of available locations and spaces within manufactured home parks and subdivisions for placement of manufactured homes.
6. Preserve and enhance Albany's historic housing as a unique and valuable resource.
7. Recognize groups needing specialized housing such as the elderly, handicapped, homeless, and other disadvantaged groups when identifying housing programs and opportunities.
8. Encourage the development of higher standard housing types to assist in attracting new businesses as well as keep local business executives within the community.

9. Allow the establishment of bed and breakfast accommodations in existing residential areas when it can be determined that the use will be compatible with the surrounding neighborhood in terms of traffic generation, parking, use intensity, and size of structure.
10. Encourage a mix of housing types and residential densities within the Urban Residential Reserve area which conform with the population and density projections adopted by the City of Albany.
11. Encourage residential development on already serviced and vacant residential lots or in areas within which services are available or can be economically provided.

IMPLEMENTATION METHODS

1. Participate in federal, state, and other housing programs that provide assistance to the city's low-income individuals, households, and neighborhoods through:
 - a. Public facility improvements.
 - b. Rehabilitation loans and grants.
 - c. Historic preservation grants and other related programs.
 - d. Regional fair share distribution of assisted housing and other local, state, and federal programs.
2. Utilize a variety of techniques to reduce housing costs including:
 - a. Timely processing of development permits.
 - b. Providing opportunities for the use of innovative techniques in development, design, and construction.
 - c. The elimination or reduction of on-street parking on short cul-de-sacs and loop streets and commensurate reduction of street widths when the development has provided off-street parking in addition to the parking required by the Development Code.
 - d. The use of increased densities within Planned Unit Developments, zero lot line setbacks, attached single family housing, and other innovative housing techniques.
3. Monitor low- and moderate-income housing needs by reviewing available information on current conditions including census data, rental rates, vacancy rates, and housing sales prices.
4. Encourage public and private social service organizations to coordinate programs that provide secure housing and shelter opportunities to those in need.
5. Monitor the impact of placing manufactured homes within existing single family residential developments or on individual, residentially zoned lots to ensure that maximum compatibility is achieved.
6. Encourage the use of Planned Unit Developments to:

- a. Promote architecturally appealing and functional land use design.
 - b. Allow flexibility in the placement and uses of buildings, recreation areas, open spaces, streets, utilities, and off-street parking areas.
 - c. Effectively utilize special site features including natural characteristics, location, view, topography, size or shape of parcels.
 - d. Maintain a development pattern that is compatible with the surrounding area as determined by the Comprehensive Plan designation.
7. Require residential densities to be commensurate with the availability and adequacy of public facilities and services.
 8. Upon annexation of Urban Residential Reserve areas, high density developments will be encouraged in areas that:
 - a. Have adequate sewer and water capacity.
 - b. Can be served economically and efficiently with public services including fire protection, police protection, and schools.
 - c. Are located in close proximity to collector or arterial streets.
 9. Periodically review the Urban Residential Reserve designation to determine anticipated residential densities as reflected by anticipated needs, development trends, and extension of public services.

RECOMMENDATION

1. Encourage Linn and Benton Counties to consider the needs of the homeless and other displaced persons by:
 - a. Maintaining close contact with local social service providers in order to be able to measure needs and to be able to provide appropriate referrals.
 - b. Facilitating emergency housing assistance during severe conditions.

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Comprehensive Plan

Chapter 5: Transportation (Goal 12)

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GOAL 12: TRANSPORTATION

BACKGROUND SUMMARY

INTRODUCTION

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

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

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

In 1997, the City of Albany and consultants Kimley-Horn and Associates, Inc. completed a Transportation System Plan (TSP). Field data collection for the TSP began in September 1994 and was completed by the end of the year. The TSP was adopted by the Planning Commission and City Council in June 1997. The TSP describes Albany's existing transportation system and identifies projects needed now and in the future to improve the system.

LOCAL TRANSPORTATION TYPES

Albany's local transportation system consists of more than just streets. The Transportation System Plan describes a system which includes streets, freeway interchanges, transit systems, bikeways, pedestrian ways, the municipal airport, and railroads. The following

summarizes some of the information found in the TSP. The entire TSP has been adopted as a supporting document to the Comprehensive Plan.

STREETS

Street Capacity

Between September and November, 1994, 24-hour daily traffic volume levels on Albany streets were surveyed at more than 125 locations. In addition, evening peak hour (i.e. 4:00 - 6:00 PM) traffic movements were counted at more than 60 of Albany's busiest intersections. When compared with daily traffic volumes collected in 1984 and 1985, traffic levels have grown significantly. At other locations, traffic volumes dropped by more than 10% on some streets, and increased by over 80% on other streets. Although traffic volumes generally do not decrease, locations that experienced a traffic reduction were typically located near new street connections which have attracted away some of the traffic, such as the Waverly Street extension in south Albany. Streets that experienced high traffic growth were frequently near land uses that have developed within the last decade. Typically traffic has grown between 2% and 5% per year, thus creating additional demand on the existing streets and intersections.

A computer model known as the EMME/2 model was used to forecast future traffic volumes on the collector and arterial street system. Overall results of the forecast showed that traffic would typically increase between 40% to 50% over the next twenty years. In some cases, the increase in traffic was over 100% as a result of new development, such as in North Albany and east of Interstate 5. The forecasted traffic volumes were used as the basis for analysis of the existing roadway network. In 1994, all of the streets evaluated in the TSP were operating under capacity in terms of volume of traffic. However, by 2015 some street segments are expected to operate at or above capacity.

Another measurement of street capacity is expressed in terms of 'level of service.' Level of service (LOS) is a qualitative rating of the effectiveness of a roadway to serve traffic, in terms of operating conditions. LOS ranges from A to F. LOS A generally describes traffic conditions with low volumes, low delay and high travel speeds, while LOS F describes traffic conditions with high volumes, high delays, and low travel speeds. The City and State have identified LOS D as the acceptable level of service for street intersections during the twenty year planning period. The TSP identifies intersections which have levels of service of less than 'D' now, and those expected to operate at less than 'D' in the future if no improvements are made.

Structural Condition

A visual rating of the condition of Albany's collector and arterial streets was conducted for the TSP. The results of the rating were combined with existing information, including the Street Maintenance Task Force Report (1996), to identify streets with poor pavement condition. The results of the rating indicated that approximately 14% of arterial streets and 19% of collector streets have a poor pavement rating.

Thirty different collector and arterial streets without curb and gutter were identified during the data collection process. The majority of the streets are located in North Albany, east of Interstate 5, and in areas of south Albany. Although the TSP does not include local streets, the Task Force Report included a list of local streets that require reconstruction, rehabilitation, and/or overlays. These local streets should be considered a high priority existing need and a funding strategy should be developed.

Freeway Interchanges

There are two freeway interchanges in the City of Albany.

The Santiam Highway interchange is located at the intersection of I-5 and Santiam Highway and is a partial cloverleaf design. Airport Road and Spicer Drive intersect opposite the ramp terminals and numerous private driveways are located in close proximity. The interchange currently operates at level of service C.

The Knox Butte interchange is located at the intersection of I-5 and Highway 99E (Pacific Boulevard). The interchange is designed to provide free flow movement from southbound I-5 to 99E and from 99E to northbound I-5. The interchange currently operates at LOS D. Although the interchange is geographically large, it does not provide all traffic movements. Drivers who want to travel south on I-5 must use the Santiam interchange to get on the freeway.

Within 20 years, LOS problems are expected at both interchanges due to high traffic growth. Streets on either side of both interchanges will fall to LOS E and F. Aside from the interchanges, Interstate 5 will also have operational problems. Both of the interchanges will need to be modified to function adequately during the 20 year planning horizon. Drawings in the TSP show how the interchanges could be modified to accommodate future traffic volumes. These improvements will require cooperation between the City of Albany and the Oregon Department of Transportation.

Other Elements of the TSP

The TSP also includes sections that discuss functional class of arterials and collectors, transportation system management, transportation demand management, right-of-way preservation, access management, truck routes, and water, and pipeline transport. No projects are recommended for air, water, and pipeline transportation.

The TSP should be used as a reference in all transportation planning activities that involve facilities within the City of Albany UGB and adjacent areas included in the TSP study area.

North Albany Local Street Plan

In June 1995, the City of Albany and consultants Kimley-Horn completed a local street plan for North Albany. The planning process included an extensive public involvement program, including meetings with individuals and small groups. Plan development included the collection of data on the existing land use and transportation system, from which future growth was estimated. From the growth in population and employment, additional vehicle trips were calculated and assigned to the North Albany transportation system. The impacts of the traffic were used to develop a new street alignment plan that best meets the objectives of the Transportation Planning Rule and other objectives. Cost estimates for the future system were prepared, as were street design standards and street connectivity policies. The standards and policies are intended to guide new development. The North Albany Local Street System Plan was adopted in June 1997 by the Planning Commission and City Council as a supporting document to the Comprehensive Plan. Street connectivity policies are included in the Comprehensive Plan under the North Albany Site of Special Interest in the Comprehensive Plan.

TRANSIT

Several Transit services operate within the City of Albany, including Albany Transit Service (ATS), Linn-Benton Loop, Call-A-Ride/ADA Service, Linn County Shuttle, Valley Retriever, and Greyhound Service. Only the ATS, the Linn-Benton Loop, and Call-A-Ride are operated

by the City. The remaining transit services have routes that pass through the Albany area but are operated by other jurisdictions. The TSP includes a transit plan, which identifies van pool programs, bus pass programs, transit design guidelines, and eventual creation of a regional transit agency as future projects. This information should be referenced for planning new transit programs and projects.

Albany Transit Service

Albany Transit Service currently operates two routes within the City limits. Drawings in the TSP show the existing transit system and the future transit system. The future system includes seven routes by the year 2015.

Linn-Benton Loop

Linn Benton Loop operates a bus route between Albany and Corvallis. The route connects the Albany AMTRAK station, the downtown City Hall area of Albany, the park-and-ride facility at North Albany Road, then travels via Highway 20 to Highway 99 West, and then into the downtown Corvallis area. The Loop is completed via travel on Highway 34 and SR 99E back into the Albany area, that includes a stop at Linn-Benton Community College (LBCC).

Call-A-Ride/ADA Service

Besides fixed route service, Albany provides curb to curb service to seniors and to persons with disabilities through the Call-a-Ride program. Recent and future expansion of service in response to the 1991 Americans with Disabilities Act (ADA) is required to match the paratransit service area and hours of operation with those of the fixed route service.

Other Transit Services

The Linn County Shuttle is a system primarily oriented to serving the elderly and handicapped population with routes between Sweet Home, Lebanon, and Albany. The Valley Retriever is a privately owned transit company providing service between Newport and Bend with stops in Albany and Corvallis. Greyhound passenger and freight service to other Oregon communities along I-5 is provided from Albany with connections to the Albany Transit Service.

BIKEWAYS

The City of Albany has developed and maintained several miles of bicycle facilities within the city limits since the early 1970's. The City's first comprehensive bicycle route plan was adopted in 1973 and updated in 1980 and was incorporated into the Albany Comprehensive Plan. The 1997 Master Bikeway element of the TSP proposes development of a bikeway system throughout the Urban Growth Boundary. Bicycle transportation offers numerous advantages to a community including reduced automobile use, increased energy efficiency, air quality benefits, a balanced transportation system, as well as providing a relatively inexpensive transportation mode.

Nearly all of Albany's existing bikeways are on-street, either through the use of striped lanes on streets with curb and gutters or through wide shoulders on streets without curb and gutters. Albany has few off-street bikeways. Some major streets in Albany have bikeways, but many are not continuous and do not connect with bikeways on other cross streets.

In general, most existing bike lanes are in fair or good condition. The poorest sections are located in North Albany, on Gibson Hill Road, as well as a short section on Quarry Road. Bikeways that are in fair condition include Salem Avenue, Santiam Road, and sections in

North Albany.

The Albany Parks and Recreation Master Plan is a 10-year guide for the development of the city park and open space system. The Plan contains numerous trail corridors between major recreation sites and activity areas. The trails can be used by both bikes and pedestrians. Many of the corridors correspond with existing roadways, others correspond with future roadway alignments, and some trails would be along their own alignments. Trails that correspond with streets corridors can be incorporated in the design.

Existing bikeway needs, future bikeway needs, and the future bike network are shown on drawings included in the TSP. The TSP also includes a bicycle plan, which lists on-street bike lanes, shared bikeways on low volume collector streets, and some off-street paths as future projects. This information should be referenced for planning new transit programs and projects.

PEDESTRIAN WAYS

There are sidewalks along most major arterial streets in the central areas of Albany, with a few exceptions. Drawings in the TSP show the existing sidewalks and locations where sidewalks are missing along collector and arterial streets. Most of the gaps in the system of sidewalks are in North, East, and South Albany. Generally, sidewalk conditions range from fair to good.

The lack of sidewalks can be a particular safety problem for children. Fortunately, nearly all Albany schools have sidewalks along the primary walking routes to the schools; however, there are no existing sidewalks near North Albany Middle School, and this presents a danger to the students who must walk along the busy North Albany Road. Other Albany schools that do not have sidewalks along the primary routes to the school grounds include: North Albany Elementary School and Oak Grove School. Oak Grove School is outside of the Urban Growth Boundary but is attended by students living in the North Albany area.

Existing pedestrian needs, future pedestrian needs, and the future pedestrian network are shown on drawings included in the TSP. The TSP also includes a pedestrian plan, which lists repair of sidewalks in poor condition, constructing missing sidewalk links, and sidewalks on all new streets as future projects. The plan also includes important bike/pedestrian connectors to reduce pedestrian trip lengths between neighborhoods and major activity centers as future projects. This information should be referenced for planning new pedestrian facilities.

MUNICIPAL AIRPORT

The Albany Municipal Airport has been in its present location since 1930. It is located in the northeast part of the city between Knox Butte Road and Santiam Highway, directly east of Interstate 5. The airport provides aircraft parking aprons and limited hangar and terminal facilities. Because of the airport's short runway and lack of navigational facilities, it has served primarily as a base for local pilots. Most corporate business flights whose passengers have Albany as their destination utilize the Corvallis Airport, which has better navigational facilities, passenger accommodations, and a much longer runway.

A study was recently completed to determine the future of the Albany Airport. Although this study did not reach any decisive conclusions regarding the need for and/or location of a regional airport, several conclusions were drawn regarding the Albany Municipal Airport. Because the closure or relocation of the airport has been subject to periodic study and consideration, long-term investment in the airport has been restricted. In addition, non-compatible uses have encroached into the airport area. The airport is too physically

constrained to allow significant runway extension and improved all-weather landing capabilities are impractical. The report recommends that the City do additional study to determine the future of the airport.

RAILROADS

The City of Albany is located along major railroad lines that link the city with east/west and north/south freight destinations. Passenger service also operates through Albany along the north/south corridor.

Albany is served by four rail freight carriers: Union Pacific/Southern Pacific (UPSP), Burlington Northern Santa Fe (BNSF), Willamette and Pacific (W&P), and Willamette Valley. Each carrier serves a different geographic area and purpose. UPSP is the major railroad, providing north/south connections through the Albany/Millersburg area and typically runs 10 trains per day through the area. BNSF currently provides freight service through Albany and Millersburg to Sweet Home and to Eugene. BNSF runs approximately one train per day to each destination. W&P provides short haul service for valley businesses to the UPSP and BNSF mainline railroads. W&P typically runs 4 trains per day through Albany but is planning to expand its service. Willamette Valley also provides short haul service for valley businesses with one train per day to Lebanon.

Amtrak passenger service also serves the Albany area. Currently there are two northbound and two southbound trains per day, as well as Thruway Bus service which replicates Amtrak service in the valley. The trains stop at the historic Southern Pacific/Amtrak station to board passengers from Albany, Corvallis, and other nearby communities. The only bus service to the rail station is the Linn-Benton Loop but it does not have a schedule that is compatible with the rail schedules; therefore, most rail passengers drive to the station. In order to serve the rail station, transit service hours of the ATS or Loop would need to be considerably extended and coordinated with the arrivals/departures.

Currently, there are deficiencies at and around the existing Amtrak rail station, which has been identified as the recommended high-speed rail stop for the Albany-Corvallis area. An analysis of the building in 1993 indicated that repairs are needed to both the interior and exterior of the building, including improvements to comply with the Americans with Disabilities Act. The building lacks ADA facilities such as rest rooms, water fountains, doors, stairs, parking, and service counters. On-site traffic circulation is poor and is sometimes obstructed by vehicles waiting in front of the station for passengers. Due to the need to upgrade the facility, a federal grant application has been submitted to fund the creation of a multimodal transportation center at the station.

FURTHER INFORMATION

The City of Albany Transportation System Plan and the North Albany Local Street System Plan have been both adopted as supporting documents to the Comprehensive Plan. The information presented above summarizes some of the data included in the TSP and the North Albany Local Street System Plan, but the both plans go further in evaluating the existing transportation system and proposing projects to solve current system problems and accommodate future growth. The TSP includes a list of proposed projects, prioritizes the order in which the projects should be built, and suggests methods of providing construction financing. Both plans provide an important source of more detailed information about Albany's existing and future transportation system. The TSP should be used in planning all future transportation facilities within Albany's Urban Growth Boundary and within adjacent areas included in the TSP study area. The North Albany Local Street System Plan should be used in planning local streets in North Albany.

GOAL 12: TRANSPORTATION

GOALS AND POLICIES

GOAL

Provide a safe, diversified, economical, and efficient transportation system that protects and enhances Albany's economy, environment, neighborhood quality, cultural, and scenic values. For the purposes of this document, a transportation system includes auto, transit, bicycles, pedestrian, rail and air transportation.

POLICIES

1. When planning for, designing, and providing transportation systems:
 - a. Coordinate the requirements of the various transportation types with each other and minimize operational and safety conflicts.
 - b. Coordinate proposed projects with impacted agencies and businesses and applicable neighboring cities, county, state, and federal agencies.
 - c. Notify and coordinate with affected agencies regarding the transportation impacts of proposed development within or adjacent to the Urban Growth Boundary.
2. Protect transportation facilities, corridors, and sites for their identified functions.
 - a. Develop access control measures and encourage land development patterns that minimize direct access onto collector and arterial roads.
 - b. Develop a roadway system that appropriately allocates on-street parking to manage traffic on arterial, collector and local streets.
 - c. Protect the future operation of corridors by obtaining sufficient right-of-way or building setbacks to provide for future capacity in transportation corridors and by conditioning development proposals to minimize impacts.
 - d. Review land use designations, densities, and design standards for consistency with the functions, capacities, and levels of service of facilities identified in the TSP.
 - e. Negotiate a means to transfer ownership of county roads that are within the city limits of Albany. Coordinate with the county for the construction, right-of-way-acquisition, improvement or repair of any county road within the city limits or within a 1/4 mile of the Urban Growth Boundary for improvements recommended in the TSP.
3. Develop a roadway system that is efficient and safe for the traveling public while preserving neighborhood quality and character.
4. Develop a transportation system, encourage land use patterns and design standards, and promote transportation projects, programs, and policies which reduce dependency on the automobile and encourage alternatives such as public transit, bicycling, walking, car and

van pools.

- a. Require new and existing development, through building and site design measures, to address the needs of those who use alternate transportation modes such as public transit, bicycles, walking, and wheelchairs.
5. Develop a transit/paratransit system that promotes ridership by serving a large number of potential users, and provides the opportunity for individuals with disabilities to use public transportation services.
 6. Promote a transit/paratransit system that identifies future alternative fuel options that are clean, renewable, and cost-efficient.
 7. Support local and area-wide public transit/paratransit including:
 - a. Operation and improvement of the Albany Transit System to meet Albany's transit needs.
 - b. Efforts to maintain regional bus systems whose services are coordinated with the Albany system, such as the Linn-Benton Loop System and the Sweet Home-Albany-Lebanon route.
 8. Develop an adequately connected bicycle and pedestrian system to encourage bicycling and walking as alternative modes of transportation.
 9. Develop safe and convenient bicycle and pedestrian routes, facilities, and improvements which are reasonably free from hazards (particularly automobile traffic that would discourage these modes for short trips), provide a direct route of travel between destinations such as a transit stop and a store, and meet travel needs (destination and length of trip) of cyclists and pedestrians.
 - a. Provide bikeways on arterial and collector streets as well as appropriate separated bike facilities.
 - b. Develop a pedestrian system that provides the opportunity for individuals with disabilities to use the pedestrian system.
 10. Support the development of high and higher speed rail facilities or other passenger rail programs including the existing train station site and structures.
 11. Maintain safe and efficient automobile, pedestrian, and bicycle railway crossings.
 - a. Monitor the performance of existing railroad crossings and work with the Oregon Department of Transportation Rail Safety Division and railroad companies to evaluate the need for new crossings, eliminating existing crossings, and to upgrade existing crossings to improve public safety and convenience.
 12. Coordinate with the Oregon Department of Transportation Rail Safety Division and railroad companies to ensure that rail traffic does not impede the smooth and safe flow of vehicular traffic.
 13. Support the development of airport services that serve the needs of the community.
 14. Support the coordination of interstate and regional utilities.

[Ord. 5307, 8/13/1997]

BACKGROUND INFORMATION

1. The City of Albany Transportation System Plan prepared by the City of Albany and consultants Kimley-Horn and Associates, dated June 1997, is adopted in its entirety as a supporting document to the Comprehensive Plan.
2. The North Albany Transportation System Plan prepared by the City of Albany and consultants Kimley-Horn and Associates, dated June 30, 1995 is adopted in its entirety as a supporting document to the Comprehensive Plan.

[Ord. 5307, 8/13/1997]

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City of Albany, OR

Comprehensive Plan

Chapter 6: Public Facilities & Services (Goal 11)

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GOAL 11: PUBLIC FACILITIES AND SERVICES



Community Development

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BACKGROUND SUMMARY

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

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

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

WATER

BACKGROUND SUMMARY

The City of Albany purchased the municipal water system from Pacific Power and Light Company (PP&L) in 1984. At the time of purchase, PP&L provided water service for the City of Albany, the City of Millersburg, and the North Albany County Service District (NACSD). Since purchasing the system, the City has accepted maintenance responsibilities and eventual ownership of the NACSD assets (July 1991) and is currently working with the City of Millersburg to develop a Joint Water Project (JWP) that will help meet both communities water needs through build-out of their urban growth boundaries. When this project is completed Millersburg will no longer rely on the City of Albany for its water supply and will be responsible for operating its own water system.

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

The Albany water system includes a dam and intake on the South Santiam River near the City of Lebanon, an eighteen-mile supply canal from the intake to the City of Albany, a water treatment plant, and a network of pipelines with associated reservoirs and pumping stations. The City also owns a hydro-electric power plant associated with the Vine Street water treatment plant.

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

The Vine Street water treatment plant was constructed in 1912. Capacity and water quality improvements were made in the late 1940s, mid 1960s, the late 1970s, and early 1990s. The plant's current maximum capacity is approximately 16 million gallons per day (mgd). Demand occasionally exceeds the plant's capacity and reservoir storage must be used to meet the water demands. Historically, treated water quality is maintained well above that required by state and federal requirements.

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

WATER

POLICIES AND IMPLEMENTATION METHODS

POLICIES

POLICIES:

1. Provide an adequate supply of water to meet projected demands based on the Comprehensive Plan land use designations and adopted population projections.
2. Maintain high standards of water quality and service levels for the community water system. Consideration shall be given to:
 - a. Long-range public facility planning as well as implementation of a five-year capital improvement program.
 - b. The adequacy and reliability of the water supply.
 - c. Maintenance of water quality in conformance with state and federal requirements.
 - d. The adequacy of the distribution system.
 - e. Construction and operational standards.
 - f. Ensuring protection of and accessibility to water lines, water supply, and other facilities.
3. Prohibit the construction of structures over public water lines and easements.
4. Review and regulate development proposals, in accordance with the Development Code, to ensure that adequate water service improvements shall be provided for the proposed development as well as to serve future land uses as identified in the Comprehensive Plan.
5. The availability of an alternate water supply does not relieve a property owner from the responsibility of participating in a local improvement district or other financing method for public water distribution regardless of whether the property connects to the system.
6. Develop and periodically review and adjust funding mechanisms and rate structures to ensure adequate revenues for operation, maintenance, and expansion of the system.
7. Developments requiring the extension or expansion of water facilities will be

required to pay an equitable share of the costs.

8. Rely on the Water Facility Plan and Capital Improvement Plan to assist in prioritizing extension of water service lines and correction of system deficiencies to ensure that the provision of water services is occurring in an equitable and logical fashion.

9. For those properties located outside the City limits but within the Urban Growth Boundary, require annexation or consent to annex agreements prior to receiving water service.

10. For those properties located outside the Urban Growth Boundary, prohibit extension of water service except as provided by Albany City Council policy or resolution, or specific contracts.

11. Regularly update the Water Facility Plan as part of the Public Facilities Plan. The Water Facility Plan shall be used as the primary guide for setting of priorities for the expansion, improvement, or modification of the water system.

12. Coordinate with other local jurisdictions and state and federal agencies to ensure a safe water supply.

13. Encourage the use of techniques and devices that promote water conservation.

14. Provide service to former customers of the North Albany County Service District in accordance with applicable agreements.

IMPLEMENTATION METHODS:

1. Ensure protection of Albany's water resources by the following actions:

a. Continue routine inspections of activities along the Santiam-Albany Canal.

b. Develop regulations for areas near the Santiam-Albany Canal and within the City to protect the water from activities that could potentially contribute to degradation of water quality.

c. For those areas outside the City, coordinate and collaborate with Linn County and the City of Lebanon to review land use actions along the Santiam-Albany Canal.

2. Ensure that an adequate supply of water is available for fire protection and emergency needs within the urban growth boundary by planning for and providing adequate storage facilities.

3. Periodically review water quality and consumption data to ensure that existing and projected needs can be met by available sources.

4. Actively pursue additional water rights and options for alternative sources to ensure that the City's water needs continue to be met over time.

5. Utilize the Capital Improvement Program to identify short-term water system improvements and commensurate funding sources.

RECOMMENDATIONS:

1. Develop an intergovernmental agreement with the City of Lebanon to protect water quality by reducing stormwater runoff discharged to the Santiam-Albany Canal from adjacent properties and Lebanon's stormwater system.

GOAL 11: PUBLIC FACILITIES AND SERVICES

STORM DRAINAGE

BACKGROUND SUMMARY

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

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

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

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

pronounced in those areas where the streets do not have curb and gutters.

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

STORM DRAINAGE

GOALS, POLICIES & IMPLEMENTATION METHODS

GOAL

Work toward the elimination of existing drainage problems and minimize future drainage problems within the Albany Urban Growth Boundary area.

POLICIES

1. Protect existing drainage systems and easements, allowing modification to existing open drainageways upon approval and in conformance with other Comprehensive Plan policies.
2. Cooperate with the Department of Environmental Quality and the Environmental Protection Agency to restrict discharge of polluted storm water into any waters of the state.²
3. Encourage drainage systems which utilize natural drainageways unless it can be shown that a conventional piped drainage system is a more suitable alternative.

4. Continue to review and analyze the effects of storm water runoff on the operation of the wastewater treatment system.
5. When reviewing development applications, work towards the reduction of direct storm water disposal into the Albany-Lebanon Santiam Canal as long as it continues to be the source of Albany's water supply.
6. Prohibit the construction of buildings over drainage improvements and easements.
7. Develop and implement equitable funding mechanisms for the provision of storm drainage improvements.
8. Storm drain facilities in developing areas should be designed with the capacity to accommodate the projected storm drainage flows to at least the end of the planning period based on the land use designations.
9. Ensure that needed storm drainage improvements are scheduled for implementation as part of the Albany Capital Improvements and Public Facility Plan.

IMPLEMENTATION METHODS

1. Establish erosion control standards which minimize erosion and runoff from developing areas where the soil and/or natural vegetative ground cover has been disturbed.
2. Where detention basins are used, they should be integrated into the development with landscaping and open space features.
3. When reviewing new development proposals, discourage the pumping of storm water (including the use of sump pumps) as a solution for proper storm drainage.
4. Developments, including parking lots, will be required to prepare drainage plans and provide drainage improvements that are compatible with the master storm drainage plan.

These plans shall be reviewed for all drainageway improvements and new developments.

5. Develop Development Code standards and administrative policies for the review of drainage which include the following criteria:

- a. Emphasize the use and improvement of natural drainageways.
- b. Investigate the desirability of detention ponds or conventional systems.
- c. Indicate how any drainage facility will be maintained.
- d. Minimize the amount of impervious surfaces.
- e. Where possible, provide storm water easement conforming substantially to natural drainageways.
- f. Maintain unrestricted flow from runoff originating elsewhere.
- g. Make provisions for planned increases in drainage flow resulting from upstream development.
- h. Where useful, consider a present or future mechanism to control the rate of runoff discharge so that excess capacity of drainageways does not occur.
- i. Protect structures and lots from damage caused by ponding and runoff.
- j. Ensure that downstream properties and/or structures will not be harmed by runoff originating from the development.
- k. Ensure that the drainage system connects to an approved drainageway.

6. Establish an accumulating fund for making capital storm drain improvements.

7. Establish funding mechanisms for storm drainage improvements that:

- a. Are based on the City's master area drainage plans.
- b. Allocate costs equitably such as on an acreage basis or a per-unit basis.
- c. Consider both developed and undeveloped lands.

8. Establish ordinances to define the City's authority to direct the orderly development and management of the drainage system.

RECOMMENDATION

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

WASTEWATER SYSTEM

BACKGROUND SUMMARY

The existing Albany Wastewater Treatment Plant was originally constructed in 1952. In 1969, the plant was expanded and upgraded to an 8.7 million gallon per day (mgd) secondary treatment (activated sludge) facility designed to treat both municipal wastewater and seasonal high-strength industrial wastewater from local food processors. The influent lift station was expanded, a diffuser added and solids handling improvements were completed in the early 1990's. Although these improvements met regulatory requirements and improved solids treatment at the plant, they did not increase the plant's capacity. The Albany Wastewater Treatment Plant operates under a waste discharge permit issued by the Oregon Department of Environmental Quality. Treated effluent from the plant is discharged to the Willamette River. Stabilized biosolids from the treatment process are applied to local farmland for beneficial uses.

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

Flows treated at the plant vary considerably throughout the year due to varying rates of infiltration/inflow (I/I) entering the collection system from groundwater and surface runoff sources. During the dry weather period of June through October, the plant treats an approximate average volume of 6.9 mgd (1998), which is less than the current 8.7 mgd dry weather design capacity. However, during the wet weather periods of the year (November through May), waste flow treated at the plant has averaged approximately 12.7 mgd (1998). The plant has frequently treated a maximum of approximately 20 mgd (maximum wet

weather capacity) due to I/I entering the wastewater collection system.

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

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

Other significant collection system improvements completed recently include replacement of portions of the Calapooia Interceptor, addition of the Columbus Street Sewage Lift Station and extensions of trunk and collector sewers to serve new development.

[Ord. 5465, 9/27/00]

GOAL 11: PUBLIC FACILITIES AND SERVICES

WASTEWATER SYSTEM

POLICIES AND IMPLEMENTATION METHODS

GOAL

Provide and maintain wastewater facilities and services in an orderly and efficient manner that reflects the community's environmental stewardship responsibilities and meets regulatory requirements.

POLICIES

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

1. The *1998 Wastewater Facility Plan Summary (Summary)* shall be the primary document for planning the community's wastewater system improvements.
2. The basic concept of the wastewater system is a gravity system. Pump stations and force mains will be minimized and will not be allowed unless approved by the Public Works Director (PWD).
3. Review and regulate development proposals to ensure adequate wastewater service improvements will be provided to the development and to future developments and ensure that adequate assurances have been secured for participation in the public system when these services become available.
4. Capital improvements to the wastewater systems will be prioritized based on the following criteria:
 - a. Projects needed to meet regulatory requirements for improving water quality;
 - b. Projects needed to maintain capacity and reliability of critical system components, such as pump stations and structural integrity of sewer lines;
 - c. Projects related to street improvements;
 - d. Projects needed to eliminate or reduce basement flooding;
 - e. Projects needed to reduce inflow and infiltration; and
 - f. Projects related to other issues such as alleviating health hazards.

These criteria are not necessarily ranked in order of priority.

5. Extensions of service shall be based on findings that provision of service to low priority areas will not impair the City's ability to accommodate higher priority wastewater system needs including recognition of the City's contractual service obligations.
6. Annexation is required to receive sewer service in unincorporated areas within the

Urban Growth Boundary. Consequently, sewer service shall not be provided outside Albany's city limits, except as provided by specific contracts with the City of Millersburg, Oak Grove elementary school, Spring Hill Country Club or as authorized by the Albany City Council.

7. Development or expansion of stand alone wastewater treatment plant systems shall not be allowed within the Urban Growth Boundary that are not planned as part of the City's facility.

8. Developments extending wastewater collection facilities pay an equitable share of the costs. This may include:

- a. A systems development charge (SDC) based on the number of residential units constructed or some other equivalent for commercial or industrial developments;
- b. Payment for extension costs with the provision that the developer may be partially reimbursed in accordance with City Council Policy, and
- c. Payment for over sizing with the provision that the developer may be partially reimbursed in accordance with City Council Policy.

9. Sewer revenues will be periodically reviewed to maintain rate and fee schedules that ensure adequate revenue is generated to meet operating and maintenance costs, debt service requirements and capital improvement needs.

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

11. Construction of structures over public wastewater lines and easements is prohibited.

12. The City shall encourage the use of conservation techniques and devices that reduce the amount of wastewater discharged into the City sanitary sewer system.

13. The City shall continue to update, improve, and expand participation in the City's industrial wastewater pretreatment program for industrial wastewater generators. The City shall continue to develop pollution prevention programs and ensure compliance with Oregon Department of Environmental quality, Environmental Protection Agency and the City of Albany industrial wastewater pretreatment standards.

14. The City shall continue a program for eliminating discharge and infiltration of storm and groundwater into the sanitary sewer system.

15. The City shall continue to develop beneficial uses for the application of biosolids that:
 - a. Are cost effective and environmentally sound;
 - b. Provide viable long-term beneficial use opportunities, and
 - c. Make productive use of biosolids.

IMPLEMENTATION METHODS

1. Continue the policy of charging property owners outside the city limits a higher monthly rate.

2. Develop procedures for working with Millersburg and other jurisdictions to coordinate effective and efficient service delivery options that equitably distribute improvement costs to add capacity and meet regulatory requirements.

3. Ensure that new developments pay an equitable portion of the costs associated with expanding the wastewater treatment plant and extending sanitary sewer service.

RECOMMENDATIONS

1. Encourage Linn and Benton Counties to advise property owners within the Urban Growth Boundary who propose to install new or replacement septic systems that they may be required to hook up to sanitary sewer when their property is annexed to the city even if there are no documented problems with the existing system.

2. Encourage Linn and Benton Counties to stop issuing new septic tank permits in the urban growth boundary area where there have been recorded septic system failures or

documented aquifer pollution.

[Ord. 5465, 9/27/00]

GOAL 11: PUBLIC FACILITIES AND SERVICES

SOLID WASTE

BACKGROUND SUMMARY

The collection and regulation of solid waste is a regional concern. Albany is included in the Linn and Benton Counties¹ waste shed for the purpose of coordinating solid waste and recycling activities. An advisory committee has been established which oversees the coordination of waste disposal and recycling activities and includes representation from Linn County, the City of Albany, the City of Lebanon, the City of Sweet Home, three representatives at-large, and rotating representation from the smaller jurisdictions within the area.

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

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

In Albany, recycling is being accomplished on a medium, if not large scale. Albany's recycling center recycles newspapers, cardboard, glass, tin, aluminum and motor oil. The center is open at all times and depends upon people to drop off recyclable materials. Curbside residential pick-up of sorted recyclable materials (cardboard, newspaper, glass, aluminum, tin, and motor oil) is also available free of charge to all city residents. This program has been operational for the last five years. A commercial source separation program is also in place, and it is anticipated that an industrial recycling program will be available within the next three to five years.

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

In recent years there has been an increased interest in identification and clean-up of potential toxic waste disposal sites within the Albany Urban Growth Boundary. The Albany city dump, located on 53rd Avenue in south Albany, was closed in 1975 by the Department of Environmental Quality because it was located within the 100-year floodplain. There is concern that toxic waste may be in the dump site. Since little is known about what kinds of wastes may have been disposed here, further research should be completed prior to any additional development of areas suspected of containing toxic waste.

GOAL 11: PUBLIC FACILITIES AND SERVICES

SOLID WASTE

POLICIES AND IMPLEMENTATION METHODS

POLICIES

1. Ensure that the solid waste franchise continues to provide a full range of solid waste disposal services including a recycling program that:
 - a. Increases awareness for the need to recycle.
 - b. Considers the needs of the residential, commercial, and industrial waste generators.
 - c. Promotes utilization of recycling efforts.

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

3. Work with Linn and Benton Counties and other nearby jurisdictions to assure

continuous provision of regional, cost effective solid waste disposal.

4. Identify known hazardous waste disposal sites on the Albany Comprehensive Plan map and zoning map.
5. Prohibit development on the fill portion of the former Albany dump site on 53rd Avenue or any other site where hazardous waste disposal or residue is probable unless studies show the intended development would include a strategy for mitigation of the potential hazard to an acceptable level.
6. Work with local, state, and federal agencies for the identification, clean-up, and/or protection of sites containing toxic waste material within the Albany Urban Growth Boundary area. Also work with these agencies to develop safe practices for the disposal of these materials.

IMPLEMENTATION METHODS

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

RECOMMENDATION

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

OTHER UTILITIES

BACKGROUND SUMMARY

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

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

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

OTHER UTILITIES

POLICIES AND IMPLEMENTATION METHODS

POLICIES

1. Facilitate the continued provision of high quality utility services that are coordinated with the City.
2. Easements necessary for the provision of utility services shall be protected.
3. Encourage local utility companies to underground utility services whenever possible,

coordinate utility installation with each other, and conform with the City's standard construction specifications.

IMPLEMENTATION METHODS

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

POLICE AND FIRE PROTECTION SERVICES

BACKGROUND SUMMARY

Police services within the Albany Urban Growth Boundary are provided by the City of Albany Police Department, the Linn and Benton County Sheriffs' Departments, and the Oregon State Police. The City also has a volunteer police force whose activities include public service at such events as the Timber Carnival, Veteran's Day Parade and the River Rhythms concert series.

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

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

Over the last few years, Albany's ratio of police personnel to population and police cost per capita have been low when compared with other Oregon cities. Fluctuating finances have been the major problem which kept the City from increasing the quantity of police services.

While a new jail facility has been built to meet current needs, there remains a need for long-range justice and law enforcement planning for Albany and Benton and Linn Counties to address current and future issues and problems.

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

Fire protection services are funded through City tax assessments and rural fire protection district contracts. These services include fire suppression, inspection and investigation, public education, fire code information, and community service. In addition, the Albany Fire Department participates in a subscription ambulance program. This program provides affordable ambulance service for all members of the community while reducing tax support for ambulance service.

As the urban area expands, the demand for fire protection will continue to increase. During the 1970's there was an increasing frequency of alarms. This trend has continued throughout the 1980's as well. The two existing Albany fire stations have been able to meet this demand; however, there may be a future need for one or possibly two new fire stations in the eastern portion of the district and in the North Albany area if development in these areas continues.

GOAL 11: PUBLIC FACILITIES AND SERVICES

POLICE AND FIRE PROTECTION SERVICES

POLICIES AND IMPLEMENTATION METHODS

POLICIES

1. Provide for the public protection needs of all of Albany's citizens by maintaining high standards of police and fire protection.

2. Ensure that all development can be provided with adequate police and fire protection. Particular consideration shall be given to:
 - a. Fire hydrant distribution and sufficient water flow capabilities for adequate fire protection to promote a high level of public safety.
 - b. Street layout and site design features that promote easy emergency vehicle access and building identification.
 - c. Exterior site lighting.
 - d. Building layout and site landscaping.
 - e. Building proximity and relationship to other buildings on and off the site.

3. Work with county, state, and federal agencies to coordinate improvement of city and county law enforcement and justice services.

IMPLEMENTATION METHODS:

1. Periodically review the quantity and quality of fire and police protection services to ensure a high level of service within the city.

2. Emphasize primary prevention techniques within the city as a means for preventing losses due to fire and crime. Such methods may include school education programs, neighborhood watch and block programs, voluntary alarm hook ups, building, fire, and municipal code enforcement, etc.

3. Ensure adequate fire protection resources are provided commensurate with the special needs of commercial and industrial development. Especially continue to coordinate with local industries to provide for their special fire protection needs.

4. Provide timely information to help proponents of new developments meet fire code requirements and conduct thorough fire inspection services for all new developments and changes of use and periodically inspect existing developments to maximize public safety.

5. Recognize the special protection needs of Albany's elderly, young, and socially disadvantaged. Promote the provision of education and primary prevention services to these groups, such as drug education, home fire and crime proofing, neighborhood watch and block programs.

6. Consider the long-range needs for fire and police protection services such as:
 - a. Determining facility needs and future locations.
 - b. Establishing strategies for implementation and maintenance.

7. Review the distribution of fire hydrants and water flow capabilities as part of the public facilities planning effort. As appropriate, make modifications to the existing system to ensure that new development will be provided with an acceptable level of service.

8. Review home occupations to determine their compliance with the Uniform Fire Code.

9. When reviewing new development proposals identify measures such as building orientation, design, and street visibility that will discourage losses from crime and fire and facilitate the effective provision of services.

GOAL 11: PUBLIC FACILITIES AND SERVICES

CITY SUPPORT SERVICES

BACKGROUND SUMMARY

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

CITY SUPPORT SERVICES

POLICY

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

EDUCATION

BACKGROUND SUMMARY

Public education needs within the Albany Urban Growth Boundary area are primarily provided by the Greater Albany Public School District (GAPS). The District operates twenty-four schools which provide education from kindergarten through twelfth grade. Twenty of these schools are in the Urban Growth Boundary. This includes 15 elementary schools, 3 junior and 2 senior high schools. To maximize the use of present facilities, the District has been analyzing needs and periodically makes adjustments in attendance boundaries.

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

In addition to the developed school sites, GAPS owns five undeveloped sites within the Urban Growth Boundary that are being considered for future school sites. Four are within the city limits and one is in North Albany. However, a recent Facility Usage Study prepared by Greater Albany Public Schools has projected that there will not be significant growth in the student enrollment for the foreseeable future; therefore, there is no need for additional

acquisition at this time. In addition to the public school system, Albany has two private schools, the Albany Private School, and St. Mary's Elementary School.

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

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

GOAL 11: PUBLIC FACILITIES AND SERVICES

EDUCATION

POLICIES AND IMPLEMENTATION METHODS

POLICIES

1. Encourage the siting of future elementary schools in locations which are separated from arterial streets and minimize the need for children to cross arterial streets.

2. Review all major residential proposals for:
 - a. Safe and efficient access to school and park sites.
 - b. Potential impacts on the school system.
 - c. The adequacy of existing facilities and the need for new facilities.

3. Coordinate with the School District the planning and design of safe pedestrian and bicycle routes to all schools including consideration of crosswalk placement, traffic

signals, handicapped access, footbridges, and dedicated pedestrian easements through residential areas.

4. Recognize the importance of schools to neighborhood identity.
5. Support Linn Benton Community College as a community resource in its role as a provider of higher education, vocational training, and professional services.

IMPLEMENTATION METHODS

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

RECOMMENDATION

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

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Comprehensive Plan

Chapter 7: Social Amenities

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GOAL 8: RECREATIONAL NEEDS

PARKS AND RECREATION

BACKGROUND SUMMARY

Albany, like many cities in Oregon, has been challenged to meet increased community demand for parks and recreation facilities and services with static or shrinking resources. There is a high level of demand in Albany for parks and recreation services. This demand level is partially the result of Albany's role as a regional center. Available data does not accurately reflect actual population service levels, but it is estimated that the Albany Parks and Recreation Department may serve almost double the city's current population. This is evidenced in the high participation and attendance rates in Senior Center programs. Also, Albany's relatively large number of active, young residents contribute to high participation rates. About sixty percent of the city's population is younger than 34 years.

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

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

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

Monteith Riverpark: Monteith Riverpark is a 'Äüdream come true'Äü for Albany. This park was completed in 1983. It spans twelve blocks along Albany's Willamette River waterfront. Monteith Riverpark won the Oregon Parks Design Award by the Oregon Parks and

Recreation Society. The park features picnicking, boat moorage, a shelter pavilion, bicycling and pedestrian paths, river viewpoints, and a concert stage. The Monteith Riverpark summer concerts have become one of the region's favorite summer activities. The concerts draw thousands of enthusiastic spectators every year.

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

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

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

In 1985, the National Recreation and Park Association conducted a nationwide survey of the types and quantities of park and recreation facilities possessed by municipal and county park and recreation agencies. From this information, nationwide facilities data was acquired for cities between 25,000-50,000 in population. Albany compares favorably with other cities in this population range in most facilities categories except total acres of community park land and in the area of community recreation centers. The average number of park acres for the 142 cities surveyed was 968.45, compared to 410 acres for Albany. The surveyed cities also had an average of 1.67 community recreation centers compared to none for Albany. However, the Albany area compared favorably in the total number of park sites, 23 compared to the national average of 22.5.

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

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

In areas where parks are located adjacent to schools, the City relies upon the school/park concept to provide recreation opportunities. The Department has year-round use of the schools within the city limits when they are not needed for school uses. The school/park program provides for year-round education and activity centers, eliminates duplication of facilities, and provides larger and more attractive school and park sites.

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

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

The Albany Parks and Recreation system has become a more important part of the community's positive self-image during the past few years. Albany's park system plays a positive economic and promotional role for the city and attracts and provides recreation facilities for many visitors to Albany. Several annual community and regional programs and events rely on Albany's parks, including the annual Timber Carnival, Monteith Riverpark Summer Concert Series, Summer Fling Jazz Festival, Spring Arts Festival, and several softball tournaments.

GOAL 8: RECREATIONAL NEEDS

PARKS AND RECREATION

GOALS, POLICIES, AND IMPLEMENTATION METHODS

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.

POLICIES

1. Continue to provide and develop a system of multi-purpose parks and facilities that consider:
 - a. Opportunities for both passive and active recreation.
 - b. Recreation and leisure needs of Albany's special populations (i.e. the handicapped, elderly, low-income, and others whose activity capabilities or geographic mobility are limited).
 - c. Protection and enhancement of natural environmental qualities and values.
 - d. Albany's existing natural resources such as drainageways, rivers, woodland areas, and other scenic and open space features.
2. Where possible, locate schools and parks on the same or adjacent sites and encourage the maximum use of public school facilities for community recreation and other purposes.
3. Promote a variety of public and private recreation and leisure opportunities for Albany's citizens including:
 - a. The use of park and recreation facilities by community service organizations to provide special human services such as health maintenance and information programs, nutrition and meal services, outreach and transportation programs, etc.
 - b. The transfer of lands to the City of Albany that are desirable for park and open space uses that are owned by individuals, corporations, or other agencies.
 - c. Public recreation on lands and facilities committed to private and public purposes including federal properties, utility easements, and corporate and institutional properties.
 - d. The development of private facilities and programs (such as golf courses and racquetball, health, and sports clubs).
 - e. Where feasible and appropriate, the lease of public lands to private recreation providers for recreation services that serve the public interest.
4. Promote the development of linear parks that incorporate hiking, jogging, and bicycle trails and/or provide buffers between incompatible uses.
5. Develop Albany's Willamette River parklands and encourage development of those parklands within proximity to the Albany area as a major recreational focus. In particular, promote the following:
 - a. Continued use of Monteith Riverpark for a variety of cultural and social events.
 - b. The development of Tadena Landing Park as a 'river-user' resource by developing boat launching, nature trails, and camping opportunities.
 - c. The development of pedestrian and bicycle paths along the Willamette River linking major recreation facilities and nearby communities.
6. Maintain and enhance the role of the cultural arts for all ages in Albany's recreation programs.
7. Provide an appropriate level of neighborhood park and recreation facilities to both

developed and developing neighborhoods which lack readily accessible neighborhood recreation facilities.

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

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

AREA FOR SERVICE

<u>CLASSIFICATION</u>	<u>SIZE</u>	<u>1,000 POP.</u>	<u>AREA</u>	<u>USUAL FACILITIES & REMARKS</u>
Neighborhood Park	Up to 5 acres	1.0 acre	Up to 1/2 mi. radius	Softball & other games, equipment, multiple use areas, turf, and planted area connect with open space links as desirable.
School Park	10 acres	1.5 acres	1/2 mi. radius	Adjoining the elementary school near the center of neighborhood.
Playfield	10-15 acres	2.5 acres	1 mi. radius	Baseball, softball, tennis, football, & other activities; athletic areas connected with open space links as desirable; community center & swimming pool. Lighting for night off-street parking is required.
Total Neighborhood Parks		5.0 acres		
Community Parks	20 acres min. others as apply	10 acres	2 mi. radius	Active areas similar to playfield, but should provide picnicking, hiking, archery, shelters, swimming pool, space links, & conservation.
Regional Parks	100-300 acres min.	15 acres	25 mi.	Nature study, open space links, conservation areas, golf course, hiking trails, fishing & boating, play areas, active athletic area.

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

- a. Through development regulations which provide for dedication of park lands or fees in lieu thereof and which ensure provision of neighborhood parks, school parks, and play fields

commensurate with the needs of new growth.

- b. Allocation of fees paid in lieu of park land dedication shall go toward park land acquisition or improvements in the same neighborhood area as the development.
 - c. All other public recreation facilities intended to meet the communitywide needs of Albany, including the development of community and regional parks, shall be the responsibility of the community-at-large.
9. Promote major recreation and cultural activities (such as the Monteith Riverpark concert series, summer softball program, historic tours, etc.) as tourist attractions and coordinate these activities with the Albany Convention and Visitors Commission when possible.
10. Maintain an active park and recreation planning effort to:
- a. Identify existing and future recreation needs of Albany's citizens.
 - b. Acquire program funds and other resources to meet identified needs.
 - c. Promote citizen involvement in the planning for and delivery of public recreation services.
 - d. Coordinate the development, promotion, and provision of recreation services, facilities, and programs with the efforts of other public, quasi-public, and private interests.
 - e. When possible, identify and acquire park sites in advance of urban development to avoid future acquisition costs.
11. Promote the park system as a cornerstone of Albany's attractiveness as a place to visit, live, and conduct business and thereby provide the budget to ensure a high level of park maintenance, landscape enhancement activities, and ongoing capital improvements.

IMPLEMENTATION METHODS

1. Ensure that energy considerations are addressed when planning for and providing recreation facilities by:
 - a. Providing for maximum pedestrian and bicycle access to recreation activities, parks, and other open space areas.
 - b. Developing 'Äúclose-to-home'Äù recreation facilities.
 - c. Coordinating park and transportation planning to ensure parks and other recreational facilities are accessible by a variety of transportation modes including public transit.
2. Encourage the development of neighborhood park facilities on undeveloped or under-utilized school sites.
3. Provide for a system of fees and charges to support recreation services which includes:
 - a. Reduced fees and charges based on the ability to pay for senior adults, disabled, and low-income persons.
 - b. A schedule of higher fees for out-of-city residents to pay the actual costs of recreation activities and programs in which they participate in lieu of taxes which city residents are

required to pay. Fee payments for out-of-city residents shall be limited to no greater than twice that which city residents pay.

4. Maximize user-hour benefits, relative to each activity and participant, for each public dollar expended for the provision of recreation service opportunities.
5. Identify and pursue various means of funding special recreation programs for disabled persons.
6. Provide an appropriate level of cost subsidization to the following recreation and leisure categories:
 - a. Services and activities not furnished by the private sector and used by a significant segment of the community including citywide competitive sports activities, senior adult programs, community cultural and performing arts programs and events, municipal pool program, non-profit youth organizations.
 - b. Recreation and leisure services used by special groups (i.e. the disabled, senior adult, and low-income persons) that provide a direct social benefit to the community and which cannot be self-supporting through user fees.
7. When possible, negotiate with the private sector to encourage the granting of public easements and donations or bargain sales of land desirable for parks and open space.
8. Maintain a commitment to stable funding sources for the Albany Parks and Recreation Department such as the 2 mill levy and user fee charges.
9. Continue to utilize state and federal grant programs to help support park development and recreation programs.
10. Augment recreation staff capabilities by:
 - a. Utilizing student internship programs.
 - b. Utilizing community service workers when possible.
 - c. Utilizing federal and state employee programs when feasible.
 - d. Encouraging and utilizing voluntary labor when possible to assist in promoting and providing park and recreation services. Volunteer organizations may include neighborhood, senior citizen and youth groups, garden clubs, National Guard, and other service organizations.
11. Maintain, regularly update, and post regulations governing park use to increase the use and enjoyment of city parks.
12. Coordinate with private, quasi-public, and other public agencies to provide balanced, cost efficient, citywide recreation programs and services.
13. In cooperation with quasi-public, private, and other public interests, concentrate on meeting the following current unmet recreation needs:
 - a. Social and special events for teenagers.

- b. Cultural enrichment programs/events for children.
 - c. Activities and organized events that focus on involving the senior population in community life.
 - d. Nature related activities for all ages.
 - e. Self-supporting, after-school programs for children of working parents.
14. Coordinate with the following agencies and jurisdictions to acquire future park sites within the Albany Urban Growth Boundary:
- a. Linn and Benton Counties.
 - b. Greater Albany Public Schools.
 - c. Parks Division of the Oregon Department of Transportation and other state and federal agencies.
15. Utilize a variety of methods to determine community needs and preferences for recreation facilities and programs including:
- a. Needs assessments and other statistically valid surveys.
 - b. Neighborhood meetings.
 - c. Goal setting workshops.
16. Develop and periodically update a comprehensive Park and Recreation Master Plan to provide long-term direction for provision of park and recreation services.

RECOMMENDATIONS

1. Encourage Benton County to acquire park lands in North Albany through gifts, donations, or establishment of a special purpose subdividers' park fund to generate funds for park land acquisition and development within the North Albany Urban Growth Boundary.
2. Encourage the development of a regional park in close proximity to the Albany urban area.
3. Encourage the private sector to provide recreation services where there exists a sufficient market to provide a profit while keeping user costs affordable to the population as a whole.

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

AESTHETICS AND URBAN DESIGN

BACKGROUND SUMMARY

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

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

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

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

PARK DEVELOPMENT

Albany has pursued an aggressive park development program. Monteith Riverpark along the Central Business District waterfront and Waverly Park along the Pacific Boulevard entrance to the city each received the Oregon Park and Recreation Association Design Award in 1984 and 1985 respectively. Albany has also developed and improved several neighborhood parks during this period. These improvements have contributed significantly to the quality and aesthetic character of Albany's neighborhoods.

SIGN CODE ADOPTION

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

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

HISTORIC ALTERATION AND DEMOLITION ORDINANCE

In 1985, the City adopted an Historic Alteration and Demolition Ordinance that provides for

review of exterior alterations to historic structures within the historic districts. This ordinance provides for maintenance of the historic districts' architectural and aesthetic integrity.

ALBANY DEVELOPMENT CODE

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

MISCELLANEOUS PROJECTS

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

- 1. City of Albany Downtown Street Tree Planting:** In 1983, Albany received a federal grant to plant 150 street trees in the Central Business District.
- 2. 8th Avenue Historic Information Gazebo and Victorian Garden:** Through cooperation between the Albany Historic Tours Committee, adjacent businesses and residents, St. Mary's Catholic Church, and the City of Albany; a two-block section of unpaved city street was developed into an attractive parking lot and Historic Information Center. Volunteers developed and maintain a Victorian Theme Garden on this site that has drawn attention from throughout the region. This project has additional significance because of its location at the Highway 20 entrance into downtown Albany.
- 3. Albany/Millersburg I-5 Enhancement Project:** This project, developed through the Albany/Millersburg Chamber of Commerce, proposes to create an attractive landscape along the Interstate 5 interface of Albany and Millersburg. The purpose of the concept is to mitigate the negative views presented to passing motorists by the two cities' industrial districts and to minimize the negative environmental impacts the freeway has on adjacent land uses. Implementation of the program has begun. In 1986, 300 trees were planted on the site of Willamette Industries' paper mill.
- 4. Other Projects:** Several other projects and programs have been undertaken that have had substantial impact. The Albany Downtown Association Streetscape Committee regularly meets to investigate ways to improve the appearance of the Downtown District. Results of their efforts have included building facade improvements, street furniture placement, and attractive new signage. The City of Albany has developed a planning document entitled, City of Albany Beautification Opportunities. It is an analysis of beautification opportunities and constraints within each of Albany's separate neighborhood districts. During the last five years, the City has also funded several landscape/beautification projects intended to improve the appearance of public property. General city appearance has also been improved through utilizing community service workers for litter cleanup, landscape maintenance, and other tasks.

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

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

AESTHETICS AND URBAN DESIGN

GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOAL

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

POLICIES

1. Expansion and new development projects shall be designed and landscaped to complement and enhance the appearance of the development site and surrounding area.
2. Develop and maintain a sign code to:
 - a. Provide equitable and economic methods of business identification.
 - b. Reduce signage conflicts.
 - c. Promote traffic and pedestrian safety.
 - d. Increase the aesthetic appearance of the city.
3. Develop enforcement procedures to abate dangerous and nuisance-creating situations to promote compatibility and reduce conflict within neighborhoods and between different land uses.
4. Continue to develop and implement aesthetic enhancement programs that will improve Albany's image.
5. Recognize and protect the unique aesthetic contribution that the Willamette and Calapooia Rivers lend to the Albany area.
6. Preserve and enhance desirable and distinctive neighborhood features which satisfy the following criteria:
 - a. Are commonly recognized features by neighborhood residents as desirable and distinctive.
 - b. Are features which can be preserved and enhanced without significantly impairing development or redevelopment opportunities in conformance with other Comprehensive Plan and Development Code provisions.
 - c. Are features which can be preserved and enhanced through consideration of design alternatives in development and redevelopment projects.

IMPLEMENTATION METHODS

1. Provide site design review assistance for new developments (industrial, commercial, multi-family, and planned residential developments) and those that constitute a major change or expansion of use in order to:
 - a. Ensure compliance with the Albany Development Code.
 - b. Determine the most efficient means to provide public facilities and services.
 - c. Suggest methods to enhance the project's aesthetic quality, protect and enhance on-site natural features, and to mitigate adverse impacts on adjacent or surrounding property.
2. Periodically review past development proposals that required planning approval to determine compliance with development conditions and the standards of the Albany Development Code.
3. Maintain development standards that assure compatibility of commercial and industrial areas with surrounding land uses, including residential neighborhoods. Pay particular attention to areas adjacent to residential streets, Pacific Boulevard, Santiam Highway, and those adjacent to or visible from Interstate 5. These standards may include:
 - a. Setback, buffering and landscape provisions, and other site amenities including screened refuse disposal.
 - b. Traffic safety considerations including provisions for safe pedestrian movement.
4. Periodically review and, if necessary, update Development Code requirements and other policies and ordinances that address issues of public nuisance and community appearance.
5. Develop programs and regulations which will result in the underground placement of existing overhead utilities.
6. Continue to develop area improvement plans which show what aesthetic improvements could be made and at what cost. Existing strip commercial areas should be considered a priority.
7. As funds and circumstances warrant, implement specific aesthetic enhancement projects such as:
 - a. Those outlined in the 'City of Albany Beautification Opportunities - Phase I.'
 - b. City entryway identification and beautification.
 - c. Interstate 5 beautification and enhancement.
 - d. Pacific Boulevard and Santiam Highway commercial strip landscape and design improvement.
 - e. Improvement of the downtown commercial core.
 - f. Buffering of industrial areas from incompatible uses.
8. Increase the aesthetic and design quality of the Central Business District through:

- a. The use of vegetation and maintenance of the existing street trees.
- b. Regulation of signs and other forms of on-street advertising.
- c. Increased design orientation towards the Willamette River.
- d. Alleyway improvements.
- e. Encouraging the use of well-designed and functional streetscape improvements such as street furniture (drinking fountains, benches, trash containers, bicycle racks, information centers, etc.), decorative pedestrian scale street lights, planting and maintenance of street trees and other forms of landscaping, sidewalk improvements, bus shelters.
- f. Utilization of the Historic Alteration and Demolition Ordinance to promote design consistency within the Downtown Historic District.
- g. Improvements of Parking Assessment District properties, particularly those parking lots adjacent to the waterfront.

RECOMMENDATIONS

1. Encourage Pacific Power and Light Company to develop a long-range plan to reduce visual clutter within the Albany downtown and elsewhere through relocation and undergrounding of utilities.
2. Encourage the Albany Downtown Association to provide building and facade design assistance to downtown merchants and property owners.
3. Encourage the Albany/Millersburg Chamber of Commerce to provide leadership and coordination to implement the 'Albany/Millersburg Interstate 5 Enhancement Project.'
4. Encourage the Historic Tours Committee and other organized historic groups to maintain the historic information center as an entry focal point to the downtown.
5. Encourage Albany/Millersburg industries to develop buffering and landscaping programs to enhance the appearance of their sites.

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Chapter 8: Urbanization

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GOAL 14: URBANIZATION

DIRECTING GROWTH

BACKGROUND SUMMARY

In many communities, the words "Growth Management" have stirred emotional and lengthy debates, court battles and appeals, and general division over the question of how much control should local government exercise over development and growth. This chapter of the Comprehensive Plan seeks to clarify Albany's role in growth management and thereby avoid some of the confusion and misunderstanding which has prevailed in other communities. The City of Albany seeks neither to unduly restrict growth or promote growth for its own sake. However, through the adoption of this Plan, the City has taken an affirmative position on the well-planned direction and management of growth.

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

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

Other methods can also have a great impact on urban form. For example, requiring new development to pay for the full cost of extending services means that already serviced lots will have a comparative advantage and would likely develop sooner. Perhaps the most efficient method is to have certain areas planned for community expansion within a five-year period in accordance with a capital improvement program. Service expansions are then targeted for these areas well in advance of actual construction and lending some certainty as

to how, when, and where the community will grow.

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

GOAL 14: URBANIZATION

DIRECTING GROWTH

GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOAL

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

POLICIES

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

- e. The property was not created illegally.
5. Allow expansion or modification of commercial and industrial uses within the unincorporated portion of the Urban Growth Boundary provided that:
 - a. The use is consistent with the City's Comprehensive Plan designation or the modification complies with the more restrictive of the County or City's non-conforming use provisions.
 - b. A site plan is approved by the City of Albany and County, whereby all development requirements of the City and County are met to the maximum extent possible which include:
 - 1) Access, parking, and loading requirements.
 - 2) Setback and yard requirements.
 - 3) Landscaping, buffering, and screening.
 - 4) Adequate public facilities and services.
 - 5) All other applicable planning and building requirements.
 - c. An Annexation Agreement and Petition for Improvement/Waiver of Remonstrance are filed for the property that require non-remonstrance to annexation and construction of city services and streets to urban standards.
6. Maintain and periodically update Urban Growth Boundary Management Agreements with Linn and Benton Counties to facilitate the orderly transition of the Urban Growth Boundary fringe area to urban densities.
7. Provide delayed annexation procedures for new and existing residential development within the unincorporated portion of the Urban Growth Boundary to facilitate provision of urban services and an orderly and efficient urbanization.
8. Require annexations to be logical and efficient extensions of city limit boundaries to facilitate the economic provision of services.
9. Encourage the use of already serviced vacant and underdeveloped land through adaptive reuse of older areas of the community and the development and/or partitioning of lots which can meet minimum lot size requirements.
10. The size and type of future regional and community commercial sites shall be commensurate with the area to be served and located so as to be easily accessible by the service area. Approvals of additional regional and community commercial sites may be predicated upon studies requested by the City which assess public need, impacts upon competing commercial areas, traffic impacts, and impacts upon other public services.
11. Provide opportunities for neighborhood commercial facilities to be located within an accessible distance of the area they are intended to serve. Neighborhood commercial uses shall:
 - a. Be located, designed, and operated so as to be compatible with surrounding residential uses.

- b. Be oriented to provide for the common and frequently recurring shopping needs of the area they are intended to serve.
 - c. Be limited in number, size, and location. Generally, new sites shall be less than five acres in total area and shall be located at least one-half mile in travel distance from any other commercial site which provides or is available to provide for similar commercial needs. Zone change applications for new neighborhood commercial sites must demonstrate that the chosen site is superior or equal to viable alternative sites within the same market area based on exposure to traffic flows and other market indicators, accessibility and convenience to the market area, and compatibility with surrounding uses.
12. Discourage future strip commercial development and promote clustered commercial opportunities and the infilling of existing commercial areas which will foster:
- a. Efficient and safe utilization of transportation facilities.
 - b. A variety of attractive and comfortable shopping opportunities that encourage shopping in a number of stores without auto use.
 - c. Compatibility between land uses, particularly adjacent residential neighborhoods.
 - d. Efficient extension of public facilities and services.
13. Encourage residential professional uses as buffers between intensive commercial uses and less intensive residential uses where compatibility can be demonstrated with the surrounding residential neighborhood.
14. Within planned unit developments, commercial recreation and retail uses may be allowed which are designed to be compatible with the development and which can be supported primarily by its residents.
15. Encourage land use patterns and development plans which take advantage of density and location to reduce the need for travel and dependency on the private automobile, facilitate energy-efficient public transit systems, and permit building configurations which increase the efficiency of energy use.
16. Provide development opportunities for large-scale industrial and commercial development and for people to live in proximity to activity centers, particularly their place of employment.
17. Periodically review and update the Comprehensive Plan to ensure that there is adequate area designated in each land use classification to meet anticipated needs.
18. Discourage regional shopping centers outside of the Albany Urban Growth Boundary area which are primarily targeted for the Albany market area.

IMPLEMENTATION METHODS

1. Maintain joint management agreements between the City of Albany and Linn and Benton Counties to ensure continued protection and orderly development of the urbanizing area in conformance with the Comprehensive Plan. Such agreements should include:
 - a. A mutual notification procedure for City or County actions which affect the other

jurisdiction.

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

- e. Conformance with the goals and policies of the Albany Comprehensive Plan.
6. Within the developed and redeveloping areas of Albany, identify neighborhood qualities that are determined by area residents to be desirable and distinctive.
7. Wherever possible, except for infilling, do not allow for further expansion of existing strip commercial areas and discourage new strip development, including isolated offices and professional facilities. Undertake measures to improve the appearance and safe utilization and operation of existing strip commercial areas by:
 - a. Providing development opportunities for compact and multi-purpose commercial facilities which encourage shopping in a number of stores without auto use.
 - b. Providing for combined access and otherwise limiting the number of access points to major arterials to maintain safety and the smooth flow of traffic.
 - c. Improving pedestrian access and on-site environmental amenities.
 - d. Providing for shared parking opportunities.
 - e. Implementing measures to improve the appearance and overall quality of strip commercial areas.
8. Provide for medium- or high-density development adjacent to streets designated and designed as arterials and collectors or, if compatible, adjacent to major employment centers and ensure that traffic does not negatively impact the surrounding area.
9. Provide residential density bonuses for developments that propose to:
 - a. Provide for well-designed and attractive cluster development.
 - b. Promote energy conservation through site design and architectural measures.
 - c. Utilize alternative energy sources.

GOAL 14: URBANIZATION

DEVELOPMENT REVIEW

BACKGROUND SUMMARY

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

Ideally, all new development would result in high quality living, working, and shopping environments without the need for government intervention. In many instances, this situation

automatically occurs, particularly when market conditions allow a favorable return on developments which benefit both private and community interest. However, the need for local development control is evident in the existence of community problems (such as access and egress problems, signage, lack of/poor maintenance of landscaped areas, poor transportation facilities, etc.). The past lack of development controls has been costly to the community when it has become necessary to annex and provide services to adjacent health hazard areas and other under-served properties. Therefore, a forum for review is needed to ensure that new development includes consideration of relevant factors and complies with minimum standards. Yet a complicated review process or standards which are too stringent can excessively hinder new development and increase costs to unacceptable levels. In some instances, the City can offer bonus incentives to developers as compensation for exceeding development standards to better serve community interest.

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

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

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

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

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

1. Slopes exceeding 12%.
2. Areas subject to flooding.
3. The Willamette Greenway.
4. Historic areas.

5. The Central Business District.
6. Properties along Pacific Boulevard and Santiam Highway.
7. Properties impacted by the Albany Municipal Airport.
8. Properties adjacent to the Interstate 5 Freeway.

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

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

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

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

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

Time is an important factor in any development review process. From the developer's viewpoint, time is often a cost factor. Delays in development approval may substantially increase project costs or even make a project unfeasible. From the viewpoint of the reviewing agencies, time is also important to ensure all factors have been considered and conflicts have been researched and solutions identified. Any proposals requiring citizen review can result in further delays because of the need for negotiation and resolution of potential problems. A good understanding of the review process by all involved parties can result in more expedient approvals and substantial benefits to the developer, neighborhood, and community.

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

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

GOAL 14: URBANIZATION

DEVELOPMENT REVIEW

GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOAL

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

POLICIES

1. Encourage practices, programs, and incentives which will result in voluntary actions which support Plan goals and policies.
2. Encourage design innovation but ensure that site design considers site characteristics, potential impacts on surrounding areas, and applicable Comprehensive Plan policies (i.e access, vegetation, soils, slopes, public facilities and services, energy conservation, recreation, natural and other hazards, etc.).
3. Give special attention to proposals in areas identified as in need of special review (greenway, floodplains, floodways, open space, airport, etc.), ensuring that developments in these areas are specially designed in recognition of the particular concern for that area.
4. Encourage flexibility in design review and interpretation of policies and regulations by ensuring that functional design and community benefit remain as the principal review criteria. Consider variance, conditional use, and special request procedures where strict interpretation of regulations would impede fulfillment of these criteria.
5. Ensure that the City's land use planning process and its policy framework is workable and understandable for local officials, staff, and the public. Ensure that the degree of application and review is commensurate with the size and complexity of various development requests.
6. Use the following criteria to balance the relative importance of conflicting

Comprehensive Plan statements when applied to a particular use or development request:

- a. Which goal or policy better serves both the existing and future public need?
 - b. With the exception of the conflicting statement(s), does the proposal conform to the overall purpose and objectives of the Comprehensive Plan?
 - c. How will deviation from a particular Plan statement affect the surrounding area?
 - d. What precedent would be established by choosing one statement over another?
7. Periodically review and update all City and County implementing ordinances to ensure continued coordination, consistency in procedure, and efficient processing of development applications within the Urban Growth Management Area.

IMPLEMENTATION METHODS

1. Develop permit application standards and forms which clearly specify the information needed to accompany applications and which specify the degree of proof needed to demonstrate compliance with the Plan.
2. Develop a range of incentives which would encourage voluntary compliance with Comprehensive Plan and Development Code requirements.
3. Develop ordinance standards which encourage use of performance standards as an option or alternative to prescriptive standards.
4. Periodically review discretionary permit review criteria.
5. Periodically evaluate development review standards to determine cost benefit ratios and need for amending procedures and standards to either reduce development costs or improve public benefit.
6. Alter the permit process such that subdivisions and Planned Unit Development sections are relatively equal in terms of required information and time required to obtain approval.
7. Develop brochures and application forms which explain the requirements within the Development Code.

GOAL 13: ENERGY CONSERVATION

BACKGROUND SUMMARY

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

As the cost of energy supplies increase and the availability of new energy sources decrease,

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

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

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

GOAL 13: ENERGY CONSERVATION

GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOAL

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

POLICIES

1. Promote development and use of comprehensive energy conservation and management programs that provide opportunities for efficient energy use and subsequent cost savings associated with:
 - a. Existing and future residential, commercial, and industrial uses.
 - b. Transportation management and planning programs that are directed at transportation efficiency such as reducing dependence on the private automobile.
 - c. Other efforts such as conservation incentive and recycling programs.
2. Promote land use development patterns and projects that are energy efficient and cost effective.

3. Provide incentives such as density bonuses and encourage the use of other incentives such as financial and tax programs to promote energy efficient building and project design and development.
4. Coordinate with state, federal, and local agencies and private utilities concerning energy issues and conservation efforts.

IMPLEMENTATION METHODS

1. Promote energy conservation and cost savings within all City operations by:
 - a. Periodically evaluating operational procedures and implementing changes that will result in energy cost savings.
 - b. Investing in cost-efficient energy conservation opportunities and technology.
 - c. Considering energy costs and conservation factors when planning for building improvements and equipment acquisition.
 - d. Auditing energy use in all existing City buildings to provide the basis for future conservation measures.
 - e. Periodically reviewing vehicle and equipment specifications to ensure purchase of the most energy-efficient and cost-effective equipment.
2. Promote energy efficiency and conservation by encouraging businesses, residential property owners, and developers to design buildings and facilities and conduct operations in a manner that will conserve energy through methods such as:
 - a. Life cycle costing procedures relative to energy consuming equipment and buildings.
 - b. Centralization of heating and cooling facilities and avoidance of electric resistant heat for space heating needs.
 - c. Utilization of alternative and renewable resources including cogeneration and solar energy.
3. Promote energy conservation objectives in the planning, development, design, and utilization of the transportation system by:
 - a. Establishing street construction standards (types of materials, widths, design speeds etc.) which encourage the conservation of land and materials.
 - b. Reducing off-street parking assessments for downtown employers who pay bus fares for their employees.
 - c. Providing efficient transportation connections between major employment and activity centers and residential neighborhoods.
4. Require an adequate number and the appropriate type of trees to be planted in parking lots of over three spaces to provide a certain percentage of shading within the first ten years after planting.
5. Promote solar retrofitting of existing structures by:

- a. Identifying solar opportunities through the energy audit process.
 - b. Public workshops on methods of remodeling for utilization of solar energy.
 - c. Seeking state and federal funds for solar retrofitting projects.
6. Require energy conservation to be a criteria applied to all land use decisions and ensure the efficient processing of planning and building permits related to energy conservation efforts
 7. Require new street and outside area lighting to utilize the most practical energy-efficient fixtures and, where economically feasible, have PP&L convert old mercury vapor and incandescent street lighting to more efficient methods.
 8. Encourage research and analysis of local energy usage to identify:
 - a. Consumptive trends, opportunities for cost-effective conservation, and the results of energy conservation efforts.
 - b. The social, environmental, and economic consequences of energy related activities.
 - c. Opportunities to utilize alternative sources for local consumption which may include:
 - 1) Solar energy for municipal pool heating.
 - 2) Electrical energy generation from the water treatment plant outfall.
 - 3) The reuse of waste heat from industrial operations.
 9. Encourage the development of a comprehensive energy ordinance that would promote cost effective energy conservation measures.
 10. Develop methods and regulations to promote the use of solar energy such as:
 - a. Requiring subdivision and building site designs to show maximum solar orientation.
 - b. Regulations which include standards for providing solar access in new developments through street design, building shadow patterns, and solar envelopes.
 - c. Covenants that address solar access protection within new developments.
 - d. Model procedures to assist property owners in obtaining solar access rights.
 11. Explore the development of funding opportunities for energy conservation projects and programs such as:
 - a. Housing rehabilitation programs that include energy retrofitting of homes occupied by low-income persons.
 - b. Recycling efforts and alternative energy projects.
 - c. Industrial, commercial, and institutional building energy audits and retrofits.

12. Participate in regional energy conservation projects and programs involving state, federal, and local agencies and the private sector including:

- a. Support for the model conservation standards developed by the Northwest Power Planning Council.
- b. A comprehensive regional energy conservation program.
- c. Utility sponsored voluntary programs that promote energy conservation, incentive programs, and projects.
- d. Maintenance of an energy emergency preparedness plan consistent with the State of Oregon Emergency Preparedness Plan to minimize the adverse effects of an energy emergency.

13. Participate with area utilities, businesses, and applicable agencies to develop and implement the following programs:

- a. A standard method of evaluating conservation measures to determine their cost effectiveness and to illustrate what conservation measures beyond the requirements of Uniform Building Code standards are cost effective.
- b. Public information and assistance regarding investment decisions relating to energy consumption which include:
 - 1) Projected energy costs.
 - 2) Tax advantages of energy conservation related investments.
 - 3) Various energy inputs required for manufacturing processes.
 - 4) Utilization of life-cycle costing methods for energy-consuming products and equipment.
- c. Public education/information programs concerning actual costs of providing and using energy.
- d. Cooperation with homebuilders and local contractors to promote the use of the State of Oregon's Structural Energy Efficiency program.
- e. Reduction of peakload energy conditions by encouraging employers to set up staggered work hours.

14. Through various media, develop and implement energy education and information sharing programs in conjunction with private, public, and non-profit organizations to provide information on:

- a. Energy auditing and financing programs that are part of area utilities' conservation programs.
- b. Climatic conditions applicable to the use of solar energy including micro-climatic conditions such as wind patterns, sun angles, shading patterns, etc. which are applicable to the siting of structures.

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

RECOMMENDATIONS

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

GOAL 14: URBANIZATION

NORTH ALBANY PLANNING AREA

BACKGROUND SUMMARY

LEGISLATIVE HISTORY

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

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

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

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

NORTH ALBANY BACKGROUND

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

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

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

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

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

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

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

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

GOAL 14: URBANIZATION

NORTH ALBANY PLANNING AREA

GOALS, POLICIES, AND IMPLEMENTATION METHODS

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

Land Use

Natural and Cultural Resources

Transportation

Public Utilities

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

LAND USE

GOALS

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

POLICIES

1. Preserve North Albany's rural character and natural features by allowing and encouraging cluster development.
2. Encourage development patterns that promote the efficient use of land and infrastructure.
3. Open Space designations on the Comprehensive Plan Map are intended to maintain open space in areas generally unsuitable for development and to identify linear linkages between undevelopable, open space areas. In some circumstances, Open Space map designations are generalized rather than site specific and it is the intent of the City to exercise flexibility in determining specific locations.
4. Development which 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.

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

IMPLEMENTATION MEASURES

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

NATURAL AND CULTURAL RESOURCES

POLICIES

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

IMPLEMENTATION MEASURES

1. Within North Albany, maintain open space in areas that are unsuitable for development including steep slopes, floodway, wetlands, and drainageways.
2. Where possible in North Albany, develop linkages between steep slopes, drainageways, wetlands and publicly owned lands to develop a linear network of open spaces and/or parks.
3. Implement adopted City provisions which would provide for the protection of identified North Albany wetlands consistent with state and federal law.
4. Consider recommendations in the North Albany Refinement Plan for inclusion in the Parks, Recreation, and Open Space Plan when it is updated.
5. Identify resources in North Albany which are appropriate for addition to the City's historic inventory.
6. Utilize historic review procedures to protect North Albany's historic resources.
7. Develop site planning review procedures for forest management practices that would assist in maintaining the special character of the North Albany area.

TRANSPORTATION

POLICIES

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

maintenance costs are acceptable to the Director of Public Works.

IMPLEMENTATION MEASURES

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

PUBLIC UTILITIES

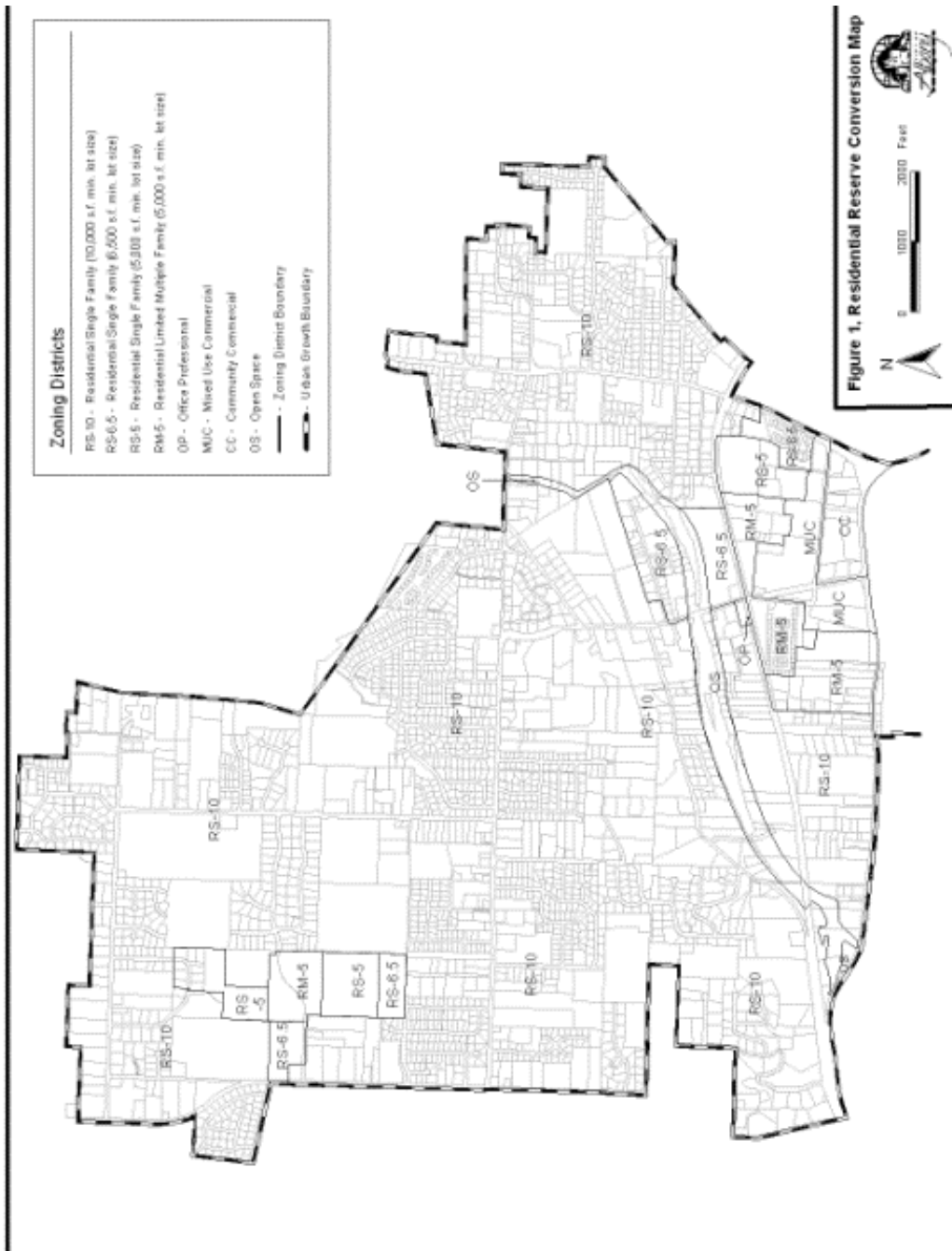
POLICIES

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

7. New storm drainage facilities in North Albany shall be:
 - a. Constructed to City of Albany standards.
 - b. Adequately sized to accommodate development densities based on ultimate build-out of either the project or the area to be served.
 - c. Developed in accordance with the Storm Drainage provisions of the Albany Development Code, Public Improvements Section.

IMPLEMENTATION MEASURES

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



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Comprehensive Plan

Chapter 9: Land Use Planning

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Community Development

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GOAL 1: CITIZEN INVOLVEMENT

BACKGROUND SUMMARY

The Comprehensive Plan and the planning process represent the interest of all community residents. The Comprehensive Plan is dependent on active citizen participation to assure the needs of the community are adequately addressed. Citizen participation is also necessary for the meaningful implementation of the Comprehensive Plan and, when necessary, its review and update.

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

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

A Comprehensive Plan Review Committee was formed to meet the Comprehensive Plan

review and update requirements of Oregon Senate Bill 2295 was passed in 1983 which required periodic review and update of comprehensive land use plans. In addition, the Albany Comprehensive Plan also requires that the City, 'ÄFacilitate a Plan update, review, and amendment process which keeps the Plan current, but does not reduce the general long-range reliability of the Plan.'Ä

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

An important part of the Comprehensive Plan Review Committee is the three-member Citizen Involvement Sub-Committee (CIC). During the Comprehensive Plan update process, this three-member sub-committee developed and reviewed the citizen involvement portion of the Plan. The purpose of the CIC was to assure the continued effective involvement of Albany's citizens in land use matters during and after the Comprehensive Plan review and update process. Unlike the CPRC, the CIC is intended to function after the review and update of the Albany Comprehensive Plan is complete. The CIC will become a five-member City Council appointed committee. One of the CIC's major responsibilities is to report periodically to the Planning Commission and CPRC concerning:

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

Other groups also assist the City in the review and update of the Albany Comprehensive Plan and other long-range planning matters. These advisory groups consist of the Friends of Historic Albany, Albany Area Chamber of Commerce, Albany Downtown Association, Albany Parks and Recreation Commission, Historic Advisory and Museum Commission, and other commissions, civic committees, and organizations (see Background Report: Appendix II: Citizen Committees). Citizen involvement is assured in the City's planning administration responsibilities through notification and public hearing procedures.

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

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

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

GOAL 1: CITIZEN INVOLVEMENT

GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOAL

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

POLICIES

1. Establish a Citizen Involvement Committee to assist Albany's citizens with land use issues and periodically review citizen involvement procedures and practices.
2. When making land use and other planning decisions:
 - a. Actively seek input from all points of view from citizens and agencies and assure that interested parties from all areas of the Urban Growth Boundary have the opportunity to participate.
 - b. Utilize all criteria relevant to the issue.
 - c. Ensure the long-range interests of the general public are considered.
 - d. Give particular attention to input provided by the public.
 - e. Where opposing viewpoints are expressed, attempt to reach consensus where possible.
3. Involve the general public in the use, evaluation, and periodic review and update of the Albany Comprehensive Plan.
4. Ensure information is made available to the public concerning development regulations, land use, and other planning matters including ways they can effectively participate in the planning process.
5. Continue an active coordination program with agencies and other governmental units. The program should include:
 - a. Defining areas of mutual interest (e.g. development of land outside the Urban Growth Boundary and other areas where development may affect the city).
 - b. Information sharing on issues of mutual interest.
 - c. Scheduling of regular meetings.
 - d. A process of notification and review of new development projects among affected jurisdictions and agencies.
 - e. Participation and support of planning efforts dealing with issues of regional concern.

6. Review the creation of, expansion, and/or development plans of any special district that has the purpose of providing public facilities and services within the Urban Growth Boundary. The City's review shall determine if the proposed special district, development, or expansion plans:
 - a. Meet the goals and policies of Albany's Comprehensive Plan.
 - b. Recognize the City as the ultimate provider of urban services.
 - c. Incorporate adequate safeguards so that public services provided by the district can be phased into the City's public facility system.

IMPLEMENTATION METHODS

1. Appoint a five-member Citizen Involvement Committee (CIC) to be familiar with land use review and development regulations and practices. Duties and responsibilities of the CIC may include:
 - a. Providing advice and information to the public concerning ways to effectively participate in land use issues.
 - b. Conducting periodic review of Comprehensive Plan policies, ordinances, appeal procedures, and notification processes related to citizen involvement. The CIC's review of these matters shall determine if adequate opportunity is provided for citizen involvement.
 - c. Providing additional means of communication between city residents, elected and appointed officials, and City staff concerning land use issues.
2. Maintain a Citizen Involvement Program that provides for the periodic formation of a Comprehensive Plan Review Committee to review and update the Albany Comprehensive Plan at least once every four to seven years.
3. Observe the following procedure when organizing the CIC:
 - a. A CIC member shall be appointed by the City Council from each of Albany's three wards. Two other members shall be appointed, one to represent the community at-large and one from the North Albany portion of the Urban Growth Boundary.
 - b. CIC members shall serve a term of four years.
 - c. Appointees shall receive official recognition and their selection shall be well publicized in the local media.
4. Encourage the formation of non-profit citizen organizations which represent neighborhood interests.
5. Provide adequate human, financial, and informational resources to maintain the Albany Citizen Involvement Program.
6. Ensure the following information concerning participation in land use issues is available to the public:
 - a. The sequence of the development permit process from initial application to the point of approval or denial.

- b. The public hearing process and the rights of those who desire to participate.
 - c. The role of the Albany Development Code and Comprehensive Plan in the land use decision-making process and the proper way to prepare findings.
 - d. Appeal rights and procedures.
7. Utilize the public notice and hearing requirements as provided for by the Albany Development Code and Citizen Involvement Program to guide the procedural requirements for public participation in land use issues.
 8. Identify those areas where there is significant pressure for land use change and develop special citizen involvement programs such as education workshops for citizens in the identified areas.
 9. Provide information and education services to interested parties who are involved in dealing with Albany's development regulations.
 10. Utilize a variety of methods to provide citizens and decision makers information about land use and planning issues. These methods could include:
 - a. Ward and neighborhood meetings conducted by elected and appointed officials.
 - b. Statistically valid surveys.
 - c. Informational flyers in sewer and water billings.
 - d. Yearly citywide goal setting efforts involving community residents.
 - e. Information and issue-oriented seminars.
 11. Conduct informational meetings in advance of public hearings to enable affected persons to understand land use proposals and to prepare for testimony before the Planning Commission and City Council.
 12. Participate and support the following planning efforts that address issues of regional concern:
 - a. Fair share housing.
 - b. Regional availability of commercial and industrial lands.
 - c. Regional population and employment projections and other demographic information.
 - d. Public facility planning and development.
 - e. Coordination of economic development planning.
 13. Notify the North Albany Citizen Advisory Committee of proposed City planning actions that may impact the Benton County portion of the Urban Growth Boundary.

RECOMMENDATION

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

GOAL 2: LAND USE PLANNING

UPDATING AND AMENDING THE COMPREHENSIVE PLAN

BACKGROUND SUMMARY

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

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

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

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

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

Because the Comprehensive Plan was written to cover a 20-year planning period and

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

GOAL 2: LAND USE PLANNING

UPDATING AND AMENDING THE PLAN

GOAL, POLICIES, AND IMPLEMENTATION METHODS

GOAL

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

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

POLICIES

1. Applications for Comprehensive Plan Amendments submitted by property owners shall be reviewed semi-annually by the Planning Commission. The City Council or Planning Commission may also initiate Plan amendments at any time they determine that the public interest would be best served by so doing.
2. Base approval of Comprehensive Plan amendments upon consideration of the following:
 - a. Conformance with goals and policies of the Plan.
 - b. Citizen review and comment.
 - c. Applicable Statewide Planning Goals.
 - d. Input from affected governmental units and other agencies.
 - e. Short- and long-term impacts of the proposed change.
 - f. Demonstration of public need for the change.
 - g. Demonstration that the proposed amendment will best meet the identified public need versus other available alternatives.

- h. Any additional information as required by the Planning Commission or City Council.
3. Consider periodic review as the most appropriate time to receive requests to amend the Urban Growth Boundary. Amendment requests shall be based on:
 - a. Criteria required for amendment of the affected jurisdictions' comprehensive plans.
 - b. Demonstration that the amendment request will not impair the City's ability to implement the public facility plan to provide services.
 - c. The facility plan can be concurrently amended to provide services to the affected area.
4. Undertake periodic review and/or update of the Albany Comprehensive Plan at least every four to seven years.

IMPLEMENTATION METHODS

1. Concurrent with each Periodic Review or major revision, the City should undertake the following:
 - a. Evaluate the Comprehensive Plan and implementing ordinances to assure plan and ordinance consistency.
 - b. Evaluate past and ongoing City actions (Council decisions, improvement projects, planning approvals, completed developments etc.) to determine if they have achieved the intent of the Plan.
 - c. Utilize up-to-date data and other information to evaluate the applicability of Plan goal and policy statements and implementing ordinances.
 - d. Review the effectiveness of the City's Citizen Involvement Program in providing for citizen involvement in the planning process.
2. Provide adequate staff resources to monitor changing community conditions and to maintain the information and data base needed to update the Comprehensive Plan.
3. Prioritize implementation methods and improvement projects intended to implement Plan goals and policies and prepare a periodic schedule for updating the Comprehensive Plan background reports. Monitor and record new information that documents changing circumstances, including development activity to assure adequate land is available for commercial, industrial, and housing development activities.
4. Monitor land prices and housing costs to determine any artificial non-market price impacts or other trends that result from implementation of Plan goals and policies or other City actions.
5. Annually review the Capital Improvement Program (CIP) element of the Public Facility Plan (PFP) to determine progress in achieving the objectives of the PFP.

RECOMMENDATIONS

1. Encourage the State to provide funds commensurate with the costs of maintaining the Comprehensive Plan and conducting periodic review.

2. Encourage state agencies such as the Department of Environmental Quality (DEQ), Economic Development Department (EDD), Oregon Department of Transportation (ODOT), and the Oregon Housing Division to provide the City with new information and data relevant to the City's land use planning program as it becomes available.

GOAL 14: URBANIZATION

LAND USE

BACKGROUND SUMMARY

Land use planning is an ongoing process which reflects today's values and tomorrow's hopes and aspirations. The best way to anticipate future land use needs for the Albany area is to first develop an understanding of existing land uses. After this understanding is gained, projections for anticipated needs of the future can be made. This is a process that will continually need to be revised and updated as conditions, as well as needs, change over time.

As part of the periodic review update process, Planning Department staff prepared an update to the Urbanization Background Report that was prepared in 1980. This update covered the period from 1980 to 1985. A summary of this updated information is presented below. A complete copy of this information can be found in the Background Report. While conditions did not change substantially, there were some land use changes.

EXISTING LAND USE

During the period of January 1, 1980, to December 31, 1985, there were 993 acres of land annexed to the city. A total of 670 new residential units were also built during this period. At the end of 1985, residential development utilized 3,238 acres of land within the Urban Growth Boundary (UGB), making it the largest single land use. Commercial development increased by 37 acres to a current total of 354 acres. Commercial land uses account for approximately 2.6% of the total UGB area. Industrial land uses also increased by 18 acres during the five-year period to a total of 420 acres. This accounts for approximately 3.1% of the total UGB area. The following table identifies existing land use by general type.

SUMMARY OF EXISTING LAND USE BY TYPE

TYPE OF LAND USE	NO. OF ACRES	% OF UGB
Residential	3,238	23.86
Commercial	354	2.61
Industrial	420	3.10
Public and Semi-Public	1,049	7.73
Rights-of-Way	1,988	14.65
Undeveloped	<u>6,519</u>	<u>48.05</u>

Total **13,568** **100.00**

Source: *Estimated by the Albany Planning Division based on a land use inventory compiled in June 1978 and updated with Planning Department records for the period ending on December 31, 1985.*

LAND USE NEED

A land use need analysis was undertaken in March 1986 to determine the amount of land needed for each major land use category to the year 2005. Residential and commercial land use needs were determined by population projections while industrial land use need was determined by a market analysis approach. Acreage amounts for other land use categories were determined by other assumptions which are explained more fully in the Goal 14: Urbanization Background Report. The following acreages were determined to be needed.

LAND USE NEED SUMMARY

TOTAL ACREAGE	ADDITIONAL		
TYPE OF LAND USE REQUIRED	ACREAGE IN USE	NEEDED BY 2005	AMOUNT
Residential 1,298	3,238	4,536	
Commercial 180	354	534	
Industrial 707	420	1,127	
Public and Semi-Public 169	1,015	1,184	
Rights-of-Way	1,988	2,325	337
Vacant	6,558	N/A	N/A

COMPREHENSIVE PLAN SUMMARY

The table below identifies a summary of the Comprehensive Plan Map designations as of December 31, 1985. It is interesting to note that during the period from Plan adoption on December 17, 1980 to December 31, 1985, there were only three Comprehensive Plan Amendments. These three amendments redesignated 60.68 acres.

SUMMARY OF COMPREHENSIVE PLAN MAP DESIGNATIONS

COMP PLAN MAP

DESIGNATION ACRES	NO. OF ACRES	% OF
Residential	7,403	54.6

Commercial	733	5.4
Industrial	1,151	8.5
Open Space	1,405	10.4
Public Facilities	886	6.5
Rights-of-Way	<u>1,988</u>	<u>14.6</u>
Total	13,568	100.0

CONCLUSION

Based on the foregoing analysis, the Urban Growth Boundary as acknowledged in 1982, continues to provide sufficient buildable lands for all of the projected needed land uses for the Albany Urban Growth Boundary area. The Comprehensive Plan has balanced these anticipated land use needs with appropriate land use designations. These land use designations also provide sufficient amounts of land in each category to meet the anticipated needs of the community.

GOAL 2: LAND USE PLANNING

LAND USE DESIGNATIONS

BACKGROUND SUMMARY

COMPREHENSIVE PLAN MAP DESIGNATIONS

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

The Comprehensive Plan Map has five general categories of designations (residential, mixed-use, commercial, industrial, and special uses). Each general category is broken down into more specific categories as described below. [Ord. 5543, adopted October 23, 2002]

RESIDENTIAL: GENERAL REQUIREMENTS

The four residential plan designations have the following common elements: 1) they provide for the establishment of dwelling units; 2) home occupations are permitted subject to Development Code requirements; 3) Residential Professional and Neighborhood Commercial zoning are permitted within all residential Plan designations without a Plan change, but will be subject to rezoning requirements and conformance to special standards; 4) density increase bonuses will be permitted within each designation based upon project amenities and energy conservation packages; and 5) schools, parks, cemeteries, churches,

and certain public facilities may also be compatible in the residential Plan designations.

LOW DENSITY RESIDENTIAL: Identifies areas predominantly suited or used for single family development on lot sizes ranging from 5,000 to 10,000 square feet. Manufactured homes may be sited on individual lots with a Conditional Use Permit while manufactured home parks and subdivisions may be permitted by Site Plan Review or Conditional Use Permit. Duplexes and attached townhouses are permitted on corner lots. Low density cluster housing is permitted within Planned Unit Developments at 4 to 10 units per acre, depending on the zone. (Density as stated is net density, streets not included, unless specifically mentioned otherwise.)

MEDIUM DENSITY RESIDENTIAL: Identifies areas suitable for multiple family and attached single family development at densities ranging from 10 to 20 units per acre. Manufactured homes may be sited on individual lots with Conditional Use Permit approval and manufactured home parks and subdivisions are permitted with Site Plan Review.

HIGH DENSITY RESIDENTIAL: Permits multiple family and condominium developments at densities ranging from 20 to 40 units per acre depending upon approved density bonuses. These areas are concentrated near major commercial centers and corridors and with immediate access to arterial streets and/or major collectors.

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 which will be utilized in converting Urban Residential Reserve (URR) land to a particular residential zoning classification:

1. The average developed density within the URR designation will be from 7 to 9 units per acre, although the developed density allowed in any particular area may be from 4 to 40 units.
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-, medium-, and high-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.

At the time of each Plan update, the Urban Residential Reserve designation will be reviewed and, if necessary, amended to place more specific Plan designations on those areas which have been committed to urban development or which have been shown to be most appropriate for a specific density or use. In addition to residential uses, it is anticipated that 50 to 100 acres of the Urban Residential Reserve land will be utilized for Neighborhood Commercial and Residential Professional uses.

MIXEDUSE: GENERAL REQUIREMENTS [Ord. 5543, adopted October 23, 2002]

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.

COMMERCIAL: GENERAL REQUIREMENTS [Ord. 5543, adopted October 23, 2002]

LIGHT COMMERCIAL: Provides for limited commercial activities that include office professional and neighborhood commercial uses. This designation is used to provide a buffer between residential and more intensive uses, (such as between the Community Commercial District and the surrounding residential areas) and also to provide neighborhood commercial areas in close proximity to residential areas.

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

INDUSTRIAL: GENERAL REQUIREMENTS [Ord. 5543, adopted October 23, 2002]

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

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

SPECIAL USE DESIGNATIONS

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

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

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

[Ord. 5543, adopted October 23, 2002]

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

OVERLAY DESIGNATIONS

FLOOD PLAIN (FP): Identifies lands located within the 100-year flood plain as determined by the U.S. Army Corps of Engineers for purposes of specified regulation and protection.

WILLAMETTE RIVER GREENWAY (GW): Identifies lands located within the Willamette River Greenway boundary which are subject to special regulations intended to 'Äüprotect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River.'Äù

WETLANDS (WTL): Identifies lands located on the U.S. Fish and Wildlife wetland inventory which may be subject to local, state, and/or federal land use regulations.

ZONING DISTRICTS

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

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

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

The Albany Development Code describes the zoning districts that apply within the city limits. For information on zones that apply in the urbanizing area, refer to the Linn County zoning code. [Ord. 5543, adopted October 23, 2002]

PLAN MATRIX

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

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

Districts not listed in the table as compatible zoning districts for a particular Comprehensive Plan designation require both a zone change and a Comprehensive Plan change. [Ord. 5543, adopted October 23, 2002]

PLAN DESIGNATION ZONING MATRIX

Plan Designation	Compatible Zoning Districts
Light Industrial	Industrial Park (IP), Light Industrial (LI), Transit District (TD), Heavy Commercial (CH)
Heavy Industrial	Light Industrial (LI), Heavy Industrial (HI)
General Commercial	Neighborhood Commercial (NC), Office Professional (OP), Community Commercial (CC), Regional Commercial (RC), Heavy Commercial (CH)
Light Commercial	Neighborhood Commercial (NC), Office Professional (OP)
Village Center	Historic Downtown (HD), Central Business (CB), Lyon-Ellsworth (LE), Elm Street (ES), Main Street (MS), Pacific Boulevard (PB), Waterfront (WF), Mixed-Use Commercial (MUC), Mixed-Use Residential (MUR), Residential Limited Multiple Family (RM-5), Office Professional (OP), Community Commercial (CC)
High Density Residential	Residential Multiple Family (RM-3), Waterfront (WF), Office Professional (OP), Neighborhood Commercial (NC)
Medium Density Residential	Residential Single Family (RS-5), Residential Limited Multiple Family (RM-5), Mixed Use Residential (MUR), Waterfront (WF), Office Professional (OP), Neighborhood Commercial (NC)
Low Density Residential	Residential Single Family (RS-10, RS-6.5, RS-5), Hackleman Monteith (HM), Residential Reserve (RR), Office Professional (OP), Neighborhood Commercial (NC)
Urban Residential Reserve	Residential Single Family (RS-10, RS-6.5, RS-5), Urban Residential Reserve (RR), Residential Multiple Family (RM-3), Residential Limited Multiple Family (RM-5), Mixed Use Residential (MUR), Office Professional (OP), Neighborhood Commercial (NC)
Public & Semi-Public	All zones
Open Space	Open Space (OS)

[Ord. 5543, adopted October 23, 2002]

PLAN MAPS

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

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

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

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

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

Plate 3 - Natural Vegetation and Wildlife Habitat

Plate 4 - Streams, Rivers, and Lakes

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

Plate 6 - Wetlands (as inventoried by the U.S. Department of Fish and Wildlife)

Plate 7 - Slopes

Plate 8 - Existing Agricultural Lands

Plate 9 - Historic Districts

Plate 10 - Park and School Sites

Plate 11 - Buildable Lands Inventory within the Albany Urban Growth Boundary.

Plates 12 is the Master Street Plan. More detail regarding the road system can be found in the Transportation element of the Public Facilities Plan. [Ord. 5307, adopted August 13, 1997]

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

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

SITES OF SPECIAL INTEREST

There are currently three sites of special interest within the Albany Urban Growth boundary. These sites have specific conditions or circumstances that limit the types of development opportunities. Numbers correspond to numbered areas on the Sites of Special Interest Map, Plate 15.

SITE 1

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

1. Although the Comprehensive Plan map designates this site as General Commercial, subsequent rezoning of the property for commercial use shall not occur until such time as Linn County has committed, in a manner satisfactory to the City, to locate the new Linn County Fairgrounds facility within the Albany Urban Growth Boundary and to utilize all proceeds from the sale or trade of the existing fairgrounds property for the construction of the new facility. In addition, development of the site, for any approved commercial use, shall not commence prior to January 1, 1991.
2. The rezoning and development of the fairgrounds property shall be conditioned upon the mitigation of negative impacts on the South Shore neighborhood (bounded by Santiam Highway, Airport Road, Pacific Boulevard, and Waverly Drive). Specifically, the following conditions previously recommended by the Albany Planning Commission and neighborhood residents shall be considered for adoption as part of the zone change ordinance:
 - a. State traffic engineers, neighborhood residents, and the Albany Planning Commission have previously recommended closure of through traffic on Bain Street and Oakwood Avenue if the rezoning of the fairgrounds property occurs. Thus, the street closure issue shall be addressed and resolved as a specific condition of the rezoning action.
 - b. Construct a 10-foot wall as a noise buffer along the south side of the property as far east as the apartments on Oakwood Avenue. The wall would also extend to the north along Bain Street for a short distance.
 - c. Placement of buildings will be determined at the time of Site Plan Review. Buildings shall be set back at least 30 feet from all residential property lines. Location of buildings will be determined in part to reduce impacts of noise, lighting, and traffic on residential areas to the south.

- d. Property uses will be limited to establishments such as department stores, shopping centers, drug or variety stores, similar retail stores, banks, and offices which are primarily conducted within enclosed buildings.

SITE 2

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

1. Prohibit development on the fill portion of the former Albany dump site on 53rd Avenue or any other site where hazardous waste disposal or residue is probable unless studies show the intended development would include a strategy for mitigation of the potential hazard to an acceptable level.
2. Work with local, state, and federal agencies for the identification and/or clean-up and protection of sites containing toxic waste material within the Albany Urban Growth Boundary. Also work with these agencies to develop safe practices for the disposal of these materials.

SITE 3

Removed. [Ord. 5543, adopted October 23, 2002]

SITE 4

Removed. [Ord. 5562, adopted October 10, 2003]

SITE 5

This site is the area included in the Town Center Plan, and designated in the Albany Development Code as 'Central Albany.' In June 1995, the City of Albany, with consultants Fletcher Farr Ayotte, completed the Central Albany Land Use/Transportation Study. The study was funded by the State of Oregon's Transportation/Growth Management (TGM) program, and guided by a Steering Committee made up of study area business and residential property owners, Planning Commission and City Council representatives, and other interested citizens. The committee was assisted by Planning Division staff and representatives of the Albany Downtown Association.

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

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

[Refer to Plate 15 Attached]

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Comprehensive Plan

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This is the text of the Albany Comprehensive Plan. The Comprehensive Plan map for the entire City is posted on the city's Web site.

[Click here to download the Comprehensive Plan Map \(504K PDF\)](#)

In the future, we will make other maps that are part of the Comprehensive Plan available electronically. Meanwhile, if you are interested in these maps, please contact the Planning Division.

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APPENDIX I

AGENCY INVOLVEMENT PROGRAM

The City of Albany recognizes its responsibility to implement an agency involvement and coordination program to assure an effective working relationship with those local, state, and federal agencies which may have an interest in Albany and its surrounding area. The City's implementation program provides:

1. Agencies with status reports of current planning efforts, work schedules, and regular meeting dates of the City Planning Commission and the City Council.
2. On request, copies of studies, plans, and ordinances related to the City's planning program.
3. Notice of other public hearings and/or meetings when applicable.

The City coordinates all land-use activities with governmental agencies and private utilities, often utilizing plans or studies prepared by other agencies or direct assistance in the development of a plan or study. The following agencies received and had the opportunity to review background material, and/or goals and policies of the Comprehensive Plan.

LOCAL AGENCIES

Albany Area Chamber of Commerce
Albany Downtown Association
Albany-Lebanon Sanitation Company
Albany-Millersburg Economic Development Corporation
Albany Parks and Recreation Commission
Albany Planning Commission
Benton County Board of Commissioners
Benton County Planning Commission
City of Corvallis
City of Millersburg
Community Services Consortium
Friends of Historic Albany
Greater Albany Public School District 8J
Landmarks Advisory Commission
Linn-Benton Community College
Linn-Benton Housing Authority
Linn County Board of Commissioners

Linn County Planning Commission
Northwest Natural Gas
Oregon District 4 Council of Governments
Pacific Power and Light
Senior and Disabled Services
Southern Willamette Research Corridor
U.S. West Communications

STATE AGENCIES AND BUSINESS ORGANIZATIONS

American Planning Association - Oregon Chapter
1000 Friends of Oregon
Oregon Business Planning Council
Oregon Manufactured Housing Dealers
Public Utility Commissioner
State Board of Higher Education
State of Oregon -
 Department of Agriculture,
 Department of Energy
 Department of Environmental Quality
 Department of Fish and Wildlife
 Department of Geology and Mineral Industries
 Department of Human Resources - Employment Division
 Department of Land Conservation and Development
 Department of Transportation
 Department of Transportation - State Historic Preservation Office
 Department of Water Resources
 Division of State Lands
 Economic Development Department
 Health Division
 Housing Division
 Intergovernmental Relations Division

FEDERAL AGENCIES

Bonneville Power Administration
Bureau of Land Management
Army Corps of Engineers
Department of Housing and Urban Development
Environmental Protection Agency
Farmers Home Administration
Fisheries and Wildlife
Northwest Power Planning Council
Soil Conservation Service
Soil and Water Conservation District
Upper Willamette R. C. & D.
U.S. Forest Service
U.S. Geological Survey

APPENDIX IIA

CITIZEN COMMITTEES

The following citizen advisory committees were responsible for reviewing background reports, for providing input into development of Comprehensive Plan goals and policies, and for assisting the

Comprehensive Plan Review Committee with developing the Comprehensive Plan:

Albany City Council

Albany Chamber of Commerce

Albany Citizen Involvement Sub-Committee

Albany Comprehensive Plan Review Committee

Albany Downtown Association

Albany Hearings Board

Albany Landmarks Advisory Commission

Albany Parks and Recreation Commission

Albany Planning Commission

Albany Public Works Committee

Benton County Board of Commissioners

Benton County Planning Commission

Linn County Board of Commissioners

Linn County Planning Commission

APPENDIX IIB

RESOLUTION NO. 2551

AMENDING RESOLUTIONS 1750 AND 1759, WHICH ESTABLISHED THE NEIGHBORHOOD PLANNING PROGRAM AND THE ALBANY COMMITTEE FOR CITIZENS' INVOLVEMENT AND RESOLUTION 2042 WHICH AMENDED RESOLUTION 1750 TO ALLOW FOR THE ADDITION OF NEIGHBORHOOD REPRESENTATIVES FROM NORTH ALBANY, SOUTH ALBANY, EAST ALBANY, AND MILLERSBURG TO THE COMMITTEE FOR CITIZENS' INVOLVEMENT.

WHEREAS, the City of Albany has formally adopted a Neighborhood Planning Program (Resolution No. 1750) in 1975 as the basis for creating a Committee for Citizen Involvement for a communitywide Citizen's Involvement Program; and

WHEREAS, the City of Albany formally adopted a Committee for Citizen Involvement (Resolution No. 1759) in 1976 to meet the Citizen Participation statewide planning Goal 1 requirements of the Land Conservation and Development Commission; and

WHEREAS, the City of Albany adopted Resolution 2042 in 1979 which amended Resolution 1750 to include representatives from those area of Albany's Preliminary Urban Growth Boundary outside the city limits as part of the Citizen Involvement Program for purposes of developing the Albany Comprehensive Plan; and

WHEREAS, the Albany Comprehensive Plan was adopted by the City on December 17, 1980, and subsequently acknowledged by the Land Conservation and Development Commission in November

1982 as being in compliance with statewide planning goals; and

WHEREAS, following acknowledgement of the Comprehensive Plan, the Committee for Citizen Involvement ceased to function due to completion of the Plan and the lack of other business; and

WHEREAS, it is necessary to provide for a review and update of the Albany Comprehensive Plan Periodic Review mandated by the 1983 Oregon Legislature, subsequent rules adopted by the Land Conservation and Development Commission, and the internal update and review of goals and policies of the Albany Comprehensive Plan; and

WHEREAS, the updated Albany Comprehensive Plan is scheduled for review by the Land Conservation and Development Commission during the last half of 1987; and

WHEREAS, it is necessary to adopt a revised Citizen Involvement Program because: 1) the nature and scope of the Periodic Review and Update process is significantly different than the initial comprehensive planning effort, 2) since acknowledgement of the Comprehensive Plan in 1982, the previous citizens¹ involvement process no longer operates, and 3) the neighborhoods that formed the basis of the Committee for Citizen Involvement have not been active or organized regarding comprehensive planning issues.

WHEREAS, it is the intent of the City of Albany to adopt a new Citizen Involvement Program to meet the requirements of the Albany Comprehensive Plan for the specific task of Comprehensive Plan Review and Update, and involve as broad a cross section of the community as possible.

NOW, THEREFORE, BE IT RESOLVED by the Albany City Council that a revised Citizen Involvement Program is hereby established as outlined in attached Exhibit A.

Dated this 24th day of July, 1985.

The original Resolution was signed by Gary Holliday, City Recorder and Tom Holman, Mayor.

APPENDIX IIC

CITY OF ALBANY COMPREHENSIVE PLAN REVIEW AND UPDATE

CITIZEN INVOLVEMENT PROGRAM (EXHIBIT A)

PERIODIC REVIEW

As per the requirements of OAR 660-19-060, Division 19, Periodic Review; the City of Albany Citizen Involvement Program shall be used to provide adequate participation opportunities for citizens, other interested persons, and affected jurisdictions and agencies in all phases of the Albany Comprehensive Plan Periodic Review and Update.

The City shall issue a specific, written notice informing citizens in the community and other persons requesting such notice about the initiation of Comprehensive Periodic Review. The requirements of OAR 660, Division 19, Periodic Review shall be followed to provide for subsequent procedural coordination with the Department of Land Conservation and Development and other affected local, state, and federal agencies.

PUBLIC INFORMATION AND NOTIFICATION

The following opportunities shall be provided to ensure that Albany's citizens and other affected groups and agencies are involved in every phase of the planning process:

1. Published notice of the Comprehensive Plan Review Committee meeting dates, times, and agendas shall appear in at least one local publication a minimum of five days prior to each meeting. The general public shall be invited to attend the CPRC meetings to provide input and comment.
2. When appropriate, other media shall be utilized to inform citizens including newsletters, posters, radio, and television. Also questionnaires, neighborhood meetings, and workshops shall be utilized, when appropriate, to provide citizen feedback to the CPRC and other appointed and elected officials.
3. Review and input shall be solicited from the Albany area special committees, boards, commissions, and interest groups in their specific areas of expertise that are subject to Comprehensive Plan review and update.
4. Copies of all reports, technical information, or minutes of proceedings shall be made available to the public upon written request. In addition, copies of all technical information and reports shall be made available for review by the general public at the Planning Department offices and at the two City Libraries.
5. Prior to the formal public hearing process to consider changes to the Comprehensive Plan, the public shall be notified by a combination of the above means to provide input and feedback on proposed changes to goals, policies, and implementation methods.

These opportunities for public input prior to formal adoption shall occur at the following times:

1. At public workshops to review final recommendations of the CPRC to the Albany City Council for changes to Comprehensive Plan goals, policies, and implementation methods.
2. During City Council deliberations of CPRC recommendations prior to setting date(s) for final public hearing(s) to consider formal adoption of changes to the Comprehensive Plan.
3. Public hearings will be the formal point of input.

PUBLIC HEARINGS

After review of all CPRC recommendations and receipt of public input, the City Council shall move to set the date(s) for public hearing(s) to consider formal legislative adoption of changes or revisions to the Albany Comprehensive Plan.

All procedural requirements of OAR 660, Division 19, Periodic Review shall be followed to provide for coordination with the Department of Land Conservation and Development and other affected local, state, and federal agencies.

Following formal adoption, the revised Albany Comprehensive Plan and all associated background information and implementation methods shall be forwarded to the Land Conservation and Development Commission and the Department of Land Conservation and Development for review and approval.

CITIZEN INVOLVEMENT OPPORTUNITIES OUTSIDE PERIODIC REVIEW PROCESS

The City of Albany shall continue to utilize the public notice and hearing requirements outlined in Articles 2, 3, and 4 of the Albany Development Code to provide for public participation in land use planning issues.

The Albany Development Code provides for public participation through the following means.

1. TYPE II PROCEDURES: Major Partitionings, Type II Variances, Conditional Use Permits, Modifications to Non-Conforming Uses, Final Planned Development Plans, Greenway District Use Permits, Floodplain Excavation and/or Fill Permits are included.

Notice of the proposal to all abutting property owners and those separated from the development site by a public utility, street, or railroad right-of-way except for Conditional Use Permits which shall require notices to be sent to all property owners within 300 feet.

The notice summarizes the relevant facts related to the proposed action and invites the recipient to submit additional information and comments based on the criteria of the Albany Development Code. The notice also advises the recipient of his\her right to request a public hearing on the matter.

The Director may also require the applicant to post notice on the property within three (3) days of filing and remain posted for seven (7) days or until the date of the public hearing, whichever is longer. The Director may also, at his\her discretion, choose to initiate a public hearing and provide notice as outlined above.

2. TYPE III PROCEDURES: Interim Planned Developments, Preliminary Subdivision Plats, and Future Street Plans are included.

Under the Type III procedures, an application is automatically scheduled before the Planning Commission. All property owners within 300 feet of the development site receive notification. In addition, notices are also posted on the property at least seven (7) days prior to the Planning Commission hearing and remain until a decision is rendered.

3. TYPE IV PROCEDURES: Zone Changes, Comprehensive Plan Amendments, Annexations, and Street Vacations are included.

Notice and posting procedures as outlined above are required for these development actions prior to the public hearing and City Council review.

4. LEGISLATIVE ACTIONS: The Director may prepare a notice to reach persons believed to have particular interest and to provide the public with reasonable opportunity to be aware of the hearings on legislative proposals.

5. PUBLIC HEARINGS: In addition, to persons receiving notice as required by the matter under consideration, the Director may provide notice to others s/he has reason to believe are affected or otherwise represent an interest that may be affected by the proposed development. Required notice shall also be published in a newspaper of general circulation at least once during the week preceding the hearing and additional notices as may be required by Oregon State laws for a particular proceeding.

CONTINUING CITIZEN INVOLVEMENT

It is the intent of the City to assure the continued involvement of Albany's citizens in land use matters and to measure the effectiveness of the Citizen Involvement Program after the task of Comprehensive Plan review and update is completed. This Citizen Involvement Committee (CIC) shall be formed from the Comprehensive Plan Review Committee. The CIC shall report periodically to the Planning Commission regarding the following:

1. The effectiveness of the Citizen Involvement Program in providing opportunities for citizen participation.
2. Methods to improve the City's Citizen Involvement Program.
3. Specific and procedural problems regarding the Citizen Involvement Program.

AGENCY INVOLVEMENT PROGRAM

The City of Albany has a responsibility to implement an Agency Involvement and Coordination Program to assure an effective working relationship with those local, state, and federal agencies which may have an interest in Albany and its surrounding area. As with the initial development of the current Albany Comprehensive Plan and its implementation ordinances, agency involvement will continue to be of importance.

The Albany Comprehensive Plan periodic review and update process shall consider and incorporate the plans of all units and levels of government within the Albany area. This is determined to be necessary in order to provide a common focus for decisions by the various agencies and jurisdictions regarding development or conservation issues of mutual concern.

Therefore, any goal, policy, or implementation method changes proposed by the Plan update process and subsequent implementation methods shall be reviewed and agreed to by:

1. Each special district having any land-related responsibilities within the Albany planning area such as water, sewer, solid waste, schools, roads, irrigation, fire and crime protection, soil conservation, etc.
2. Each state and federal agency having responsibility for regulations, standards, services, property, or the operation and maintenance of facilities in the area.
3. Optimally, semi-public agencies such as electric power and telephone companies, solid waste disposal, natural gas distribution, and certain special service providers because of the direct impact of public decisions.

Throughout the Comprehensive Plan review and update process and the ensuing implementation of the Plan, the City shall:

1. When applicable, provide agencies with status reports of all planning efforts, work schedules, and regular meeting dates of the Comprehensive Plan Review Committee, Hearings Board, Planning Commission, and the City Council.
2. Upon written request, provide copies of studies, plans, and implementing ordinances related to the City's planning program.
3. Provide notice of public hearings and special meetings when it is determined that it is in the best interest of the City, the general public, and the specific agency(s) to have notice and the opportunity to participate.
4. Request that all coordinating agencies designate a contact person who will be responsible for coordination with the City.
5. Request that each coordinating agency continue to provide the information which is needed by the City to maintain the elements of its required planning program. This shall include, but not be limited to the following:
 - A. Provision of plans or studies prepared by the agency or jurisdiction that may assist the City.
 - B. Participation by the affected agency(s) or jurisdiction(s) in public hearings or other meetings.
 - C. Direct assistance by the agency in the development of a plan or study or assistance with specific planning-related problems.

6. Utilize the A-95 Clearinghouse Review and other functions of the Oregon District 4 Council of Governments and the State Intergovernmental Relations Division to encourage and enhance intergovernmental coordination.

7. Utilize the services of the Department of Land Conservation and Development Division's field representative to facilitate intergovernmental coordination and to assist in identifying and resolving conflicts.

Agency coordination shall include, but not necessarily be limited to, the following agencies:

LOCAL AGENCIES

Albany Area Chamber of Commerce District	Linn-Benton Education Service
Benton County Board of Commissioners	Linn County Board of Commissioners
Benton County Planning Commission	Linn County Planning
City of Corvallis	Northwest Natural Gas Company
City of Millersburg Governments	Oregon District 4 Council of Governments
City of Tangent	Pacific Power and Light Company
Consumers Power	U.S. West Communications
Greater Albany Public School District 8J	
Linn-Benton Community College	
Linn-Benton Housing Authority	

STATE AGENCIES

American Planning Association - Oregon Chapter
1000 Friends of Oregon
Oregon Business Planning Council
Oregon Manufactured Housing Dealers
Public Utility Commissioner
State Board of Higher Education
State of Oregon -
 Department of Agriculture,
 Department of Energy
 Department of Environmental Quality
 Department of Fish and Wildlife
 Department of Geology and Mineral Industries
 Department of Human Resources - Employment Division
 Department of Land Conservation and Development
 Department of Transportation
 Department of Transportation - State Historic Preservation Office
 Department of Water Resources
 Division of State Lands
 Economic Development Department
 Health Division
 Housing Division
 Intergovernmental Relations Division

FEDERAL AGENCIES

Bonneville Power Administration

Bureau of Land Management
Army Corps of Engineers
Department of Housing and Urban Development
Environmental Protection Agency
Farmers Home Administration
Fisheries and Wildlife
Northwest Power Planning Council
Soil Conservation Service
Soil and Water Conservation District
Upper Willamette R. C. & D.
U.S. Forest Service
U.S. Geological Survey

APPENDIX III

GLOSSARY

ACTIVE, PASSIVE SOLAR SYSTEMS - Active or indirect solar heating utilizes heat collection which is separate from the area being heated, with a mechanical method of transferring heat between the two areas. A passive solar system is any method which requires no external energy input to collect and disperse solar heat. In new building design this means utilizing site design, building orientation, window placement, insulation, vegetation, etc. to heat and cool a building. Passive solar systems may also include the addition of such solar collectors as greenhouses or water traps or improved insulation or weatherization techniques.

AIRSHED - An area where certain air conditions prevail. Depending on what conditions are specified, the airshed could be large (the Willamette Valley) or quite localized, such as the Albany-Millersburg area.

ALBANY AREA - For the purpose of tabulating economic statistics, the Albany area consists of the area within the 97321 zip code which includes Albany, North Albany, Millersburg, and some rural areas in Linn County surrounding the Albany urban area, but is not limited to the Urban Growth Boundary. It does not include Tangent or the Highway 34 area between Corvallis and Interstate 5.

ALBANY PRIMARY ABATEMENT AREA - The area designated by the Department of Environmental Quality (DEQ) for special monitoring and study of air quality. It encompasses approximately 24 square miles extending north of Millersburg, east to nearly Lebanon, south between Albany and Tangent, and west to the Willamette River.

AQUIFER - Any geologic formation containing water, especially one that supplies water for wells, springs, etc.; groundwater.

ARTERIAL - A major street which functions primarily to move large amounts of traffic.

BERM - A manmade mound or small hill of earth used to deflect sound or used as a buffer in landscaping to separate incompatible areas or to provide aesthetic enhancement in site design.

BIKE PATH, LANE, WAY - A bike path is completely separated from vehicular traffic and within an independent right-of-way or the right-of-way of another facility. A bike lane is part of the roadway or shoulder or delineated by pavement markings and signs. A bikeway is any trail, path, part of a highway or shoulder, sidewalk, or any other travelway specifically signed and/or marked for bicycle travel.

BUFFER, BUFFERING - An area which provides a separation between potentially conflicting land uses.

BUILDABLE LANDS - Lands in urban and urbanizable areas that are suitable, available, and necessary for urban uses.

CAPITAL IMPROVEMENT PROGRAM - A government schedule showing how permanent facility improvements, such as streets, sewers, etc. will be scheduled and financed. Capital Improvement Programs (CIP's) show funding from both City and outside sources and are usually projected 4 to 6 years in advance and updated annually.

COLLECTOR - A major street which transports traffic from local streets to the arterial street system. It supplies abutting properties with the same degree of service as a local street.

COMPREHENSIVE PLAN - A set of public policy decisions dealing with how the land, air, and water resources of the jurisdiction are to be used.

Compensatory Cut and Fill removed. [Ord. 5042, adopted April 14, 1993]

COST-EFFECTIVE - For the purpose of energy conservation planning, cost-effective means any weatherization measure which would have a reasonable payback period for the consumer, usually identified as 15 to 20 years in which the measure would pay for itself.

CRITERIA AND NON-CRITERIA POLLUTANTS - Criteria pollutants are those air pollutants monitored by the DEQ, including suspended particulate, sulphur dioxide, carbon monoxide, ozone, nitrogen dioxide, and hydrocarbons. Theoretically, reliance on state and federal standards and monitoring of these pollutants could result in Albany meeting minimum air quality levels in the area. Non-criteria pollutants are those air pollutants for which no standards exist. In the Albany area these may include such industrial emissions as hydrogen chloride, methyl isobutyl ketone (MISK), chlorine, and phosgene. Some of these non-criteria pollutants are monitored by local industries but there is little available information on their long-term effects.

CUTBANK - Steep bank on the eroding, outside bend of a river. Albany's downtown is located on a south cutbank of the Willamette River.

DENSITY - The number of living units per acre of land. Density ranges in the Plan are:

1. Low Density - permits residential uses up to 10 units per net acre.
2. Medium Density - permits residential uses of 10-20 units per net acre.
3. High Density - permits 20-40 units per acre.

DEVELOPMENT - Any manmade change to improved or unimproved real estate, including but not limited to construction, installation, or change of a building or other structure, land division, establishment or termination of a right of access, storage on the land, drilling and site alteration such as that due to surface mining, dredging, paving, excavation, or clearing.

DRAINAGEWAY - Any natural or manmade watercourse, trench, ditch, swale or similar depression into which surface water flows.

ENSURE - Guarantee; make sure or certain something will happen.

FINDINGS - Written statements of fact, conclusions and determinations based on the evidence presented in relation to the approval criteria and used in the determination of discretionary acts by the approval authority.

FLOOD - A general and temporary condition of partial or complete inundation of normally dry land areas from:

- (a) the overflow of inland or tidal waters; and/or
- (b) the unusual and rapid accumulation of runoff of surface waters from any source.
[Ord. 5042, adopted April 14, 1993]

FLOOD FRINGE - Those areas outside the floodway but within the 100-year floodplain. Zone designations on Flood Insurance Rate Maps include A, AE, AO, and shaded X. [Ord. 5042, adopted April 14, 1993]

FLOODPLAIN - The combined area of the floodway and flood fringe as defined herein.

FLOODWAY - The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without increasing the water surface elevation more than one foot. These areas are identified on the Floodway maps issued by FEMA. [Ord. 5042, adopted April 14, 1993]

GOAL - A general statement indicating a desired end, or the direction the City wishes to follow to achieve that end (see Plan Introduction for complete definition and relationship to other Plan statements and the City's obligation to take action).

GROSS ACREAGE - A total area exclusive of deductions such as for streets and roads or public and semi-public uses.

HABITAT - The specific kind of environment occupied by the individuals of a species.

HISTORIC DISTRICTS - Three historic districts have been identified within the city: Monteith, Downtown Commercial, and the Hackleman Districts. Monteith and Hackleman are residential districts. All three are listed on the National Registry of Historic Places and the State Inventory of Historic Resources. Property owners of historic rated properties within these districts are eligible for certain tax relief benefits while in exchange, are required to maintain the structure in an historically appropriate manner.

HYDRAULIC - Operated by the pressure created by forcing water or another liquid through a comparatively narrow pipe or orifice such as in a hydraulic pump.

IMPACT - The consequences of a course of action; effect of a goal, guideline, plan, or decision.

IMPLEMENTATION METHOD - A statement which outlines a specific project or standard to implement a goal or policy (see Plan Introduction for complete definition and relationship to other Plan statements and the City's obligation to take action).

INTERMEDIATE REGIONAL FLOOD - see Flood.

LDN CONTOUR - A line showing average noise level (or anticipated average noise level) for an area. The ldn sound level represents a mathematical formula which tends to average noise events and gives additional importance to sound generated at night.

LIFE CYCLE COSTING - An evaluation method through which all costs attributable to a project decision are considered, including the initial investment, recurring costs and revenues, and proceeds from ultimate sale or other means of disposal.

MAINTAIN - Support, keep, and continue in an existing state or condition without decline.

MICRO-CLIMATE - Local climate conditions, especially the lowest stratum of the atmosphere, including average yearly precipitation, wind patterns, sun angles, etc.

MITIGATION - The lessening of the negative effect of any proposed action on the conditions within the area affected by the activity including land, air, water, minerals, flora, fauna, ambient noise, economic climate, and historic or aesthetic resources.

NATURAL AREAS - Includes land and water that has substantially retained its natural character, which is an important habitat for plant, animal, or marine life. Such areas are not necessarily completely natural or undisturbed, but can be significant for the study of natural, historic, scientific, or paleontological features, or for the appreciation of natural features.

NATURAL RESOURCES - Air, land, and water and the elements thereof which are valued for their existing and potential usefulness to man.

NET ACRES - The amount of acreage remaining after all necessary deductions have been made for required dedications such as streets, open space, or other necessary dedications.

NON-POINT SOURCE - See point source.

OPEN SPACE - Within a city this refers to any open lands and waters free of intensive urban development. This includes parks, golf courses, and cemeteries, as well as vacant lands, agricultural or forest land or any land which, when preserved as open space, conserves natural, scenic or historic resources, protects air, water and soil quality, preserves unique and fragile fish and wildlife habitats, or provides recreational enjoyment.

PAYBACK PERIOD - A period of time that it takes for a saving in energy costs to pay for the initial cost of a weatherization measure.

PLANNING AREA - The air, land, and water resources within the jurisdiction of a governmental agency.

PLANNING PERIOD - To the year 2005.

POINT SOURCES, NON-POINT SOURCES - Point sources are specifically identified sources of air or water pollution as opposed to non-point sources which may include car exhaust, etc.

PONDING - The accumulation of water on the ground, particularly occurring during the winter months, as a result of poor drainage due to soil conditions, a high water table, and the flat character of the land.

PRELIMINARY URBAN GROWTH BOUNDARY - The Urban Growth Boundary, as adopted in 1977, and which was revised in 1980 to exclude some previously included area.

PRESERVE - To save from change or loss and reserve for a special purpose.

PRIMARY HISTORIC STRUCTURES - Includes any structure built prior to 1900 and/or a building of outstanding architectural or historic significance.

PROGRAM - Proposed or desired plan or course of proceedings and action.

PROTECT - Save or shield from loss, destruction, or injury or for future intended use.

PROVIDE - Prepare, plan for, and supply what is needed.

PUBLIC FACILITIES AND SERVICES - Projects, activities and facilities which the planning agency determines to be necessary for the public health, safety and welfare.

PUBLIC GAIN - The net gain from combined economic, social, and environmental effects

which accrue to the public because of a use or activity and its subsequent resulting effects.

RECOMMENDATION - A statement which identifies a recommended course of action, position, or implementation method for a non-City organization.

REVISED URBAN GROWTH BOUNDARY - The Urban Growth Boundary as adopted by the Planning Commission and the City Council as of 1980 and shown on Plate 1 and Plate 14. The UGB has been established to identify and separate urbanizable land from rural land and is based upon consideration of the need to accommodate projected population growth for the planning period.

RIGHTS-OF-WAY - Public land reserved or used for the location of streets, utilities, sidewalks, bike paths, and alleyways.

RIPARIAN VEGETATION - Vegetation of, pertaining to, or situated on the banks of a river, creek, drainageway, or other body of water. Most of Albany's natural vegetation occurs in riparian areas.

RIP-RAP, REVETMENT - A foundation of stones or other material along an embankment used to prevent erosion.

RURAL LANDS - Those lands outside of the urban area.

SECONDARY HISTORIC STRUCTURES - Secondary historic structures include those buildings built after 1900 but before 1915 and/or a building of lesser architectural or historical importance.

SETBACK - A minimum distance between the property line and the building line usually defined by feet and required by zoning regulations.

SLOPES - The rise and fall of elevation of the land, usually expressed as a percentage derived from dividing the rise of the land by the horizontal distance over which the rise occurs. Slopes are divided into classifications based on percentages. Most of Albany is in Class I with 0-10% slope.

SOCIAL CONSEQUENCES - The tangible and intangible effects upon people and their relationships with the community in which they live resulting from a particular action or decision.

TOPOGRAPHY - The physical relief features or surface configurations of an area.

UNBUILDABLE - Land which because of its natural character or location is unsuitable for urban development.

UNDEVELOPED LAND - Lands which are not physically developed for urban purposes, regardless of whether they are developable for interim purposes. This includes all vacant land as well as lands in use for agricultural purposes.

URBAN GROWTH BOUNDARY (UGB) - The Urban Growth Boundary is a site-specific line, delineated on a map or by written description which separates the projected urban service area from rural land.

URBAN LANDS - Those places which are developed to such a degree that urban services are needed. This includes lands which are developed, within city limits as well as adjacent to city limits.

URBANIZABLE LANDS - Urbanizing lands are those lands within the Urban Growth Boundary which:

1. Are determined to be necessary and suitable for future urban uses.
2. Can be served by urban services and facilities.
3. Are needed for the expansion of an urban area.

VACANT LAND - Lands not occupied or put to an urban type of use. On parcels greater than 1/2 acre but containing a dwelling unit, all but 1/2 acre is assumed to be vacant.

WATER DEPENDENT - A use or activity which can be carried out only on, in, or adjacent to water areas because the use requires access to the water body for water-borne transportation, recreation, energy production, or source of water.

WATER ORIENTED - A use whose attraction to the public is enhanced by a view of or access to the water body.

WATER RELATED - Uses which are not directly dependent upon access to a water body, but which provide goods or services that are directly associated with water-dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Except as necessary for water dependent or water related uses or facilities, residences, parking lots, spoil and dump sites, roads and highways, restaurants, businesses, factories, and trailer parks are not generally considered dependent on or related to water location needs.

WATER TABLE - The upper surface of the free groundwater in a zone of saturation.

WEATHERIZATION - For the purposes of energy conservation, those methods identified by the City used to conserve heat loss in existing structures such as weatherstripping, increased insulation, etc.

WETLAND - Areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

APPENDIX IV

ACRONYMS

AC of E: Army Corps of Engineers

ACDP: Air Contaminant Discharge Permit

ACVC: Albany Convention and Visitors Commission

ADA: Albany Downtown Association

AMEDC: Albany-Millersburg Economic Development Corporation. Serves as Albany's and Millersburg's central point of contact for businesses interested in locating/expanding in the area and/or needing business development assistance.

ARA: Albany Redevelopment Agency. This agency was formed by the City of Albany to provide public works improvements (water, sewer, sidewalk, traffic control, lighting, drainage) in the Albany Economic Development District.

ATS: Albany Transportation System

BTU: British Thermal Unit. A unit of heat, the quantity needed to raise the temperature

of 1 pound of water 1 degree Fahrenheit.

C-1: Neighborhood Commercial Zoning District

C-2: Community Commercial Zoning District

C-3: Central Business Zoning District

CBD: Central Business District

CH: Heavy Commercial Zoning District

CIC: Citizen Involvement Committee. During the Comprehensive Plan update process this was a three-member subcommittee of the CPRC which developed and reviewed the citizen involvement portions of the Plan. After the periodic review process, the CIC will become a five-member committee composed of City Council appointees chosen as follows: one member from each of the Albany's three wards, one member at-large, and one from the North Albany portion of the UGB.

CIP: Capital Improvement Program

CPRC: Comprehensive Plan Review Committee. This committee was created to review and provide input regarding the Comprehensive Plan update. It is composed of 27 members, including the Albany Planning Commission, eight citizens appointed by the Planning Commission, seven citizens appointed by the City Council, two members from the North Albany Citizen's Advisory Committee and one City Council liaison member.

DEQ: Department of Environmental Quality, State of Oregon

DOE: Department of Energy, State of Oregon

DLCD: Department of Land Conservation and Development, State of Oregon

DSL: Division of State Lands, State of Oregon

EDD: Economic Development Department, State of Oregon

EPA: Environmental Protection Agency

FEMA: Federal Emergency Management Agency

GAPS: Greater Albany Public Schools, District 8J

HAMC: Historic Advisory and Museum Commission. Now known as the Landmarks Advisory Commission (LAC).

HUD: U.S. Department of Housing and Urban Development

I-5: Interstate Highway 5

I/I: Infiltration/inflow

ISCP: Indirect Source Construction Permit

LAC: Landmarks Advisory Commission. This commission was appointed by the Albany City Council for the purpose of protecting, enhancing, and perpetuating Albany's

historic resources.

LBCC: Linn-Benton Community College

LCDC: Land Conservation and Development Commission

MGD: Million Gallons Per Day

MH: Heavy Industrial Zoning District

ML: Light Industrial Zoning District

MP: Industrial Park Zoning District

NC: Notice of Construction

OAR: Oregon Administrative Rule

ODOT: Department of Transportation, State of Oregon

OD4COG: Oregon District 4 Council of Governments

ORS: Oregon Revised Statutes

OS: Open Space Zoning District

PD: Planned Development

PFP: Public Facility Plan

PUD: Planned Unit Development

R-1: Low Density Residential Zoning District

R-2: Limited Multiple Family Residential Zoning District

R-3: Multiple Family Residential Zoning District

RP: Residential Professional Zoning District

SCS: Soil Conservation Service, U.S. Department of Agriculture

SWCD: Soil and Water Conservation District

SHPO: State Historic Preservation Office, Department of Transportation, Parks and Recreation Division

SWRC: Southern Willamette Research Corridor

TSP: Total Suspended Particulates

UGB: Urban Growth Boundary

URR: Urban Residential Reserve

APPENDIX VA

RESOLUTION NO. 2822

A RESOLUTION ADOPTING THE 1988 URBAN GROWTH MANAGEMENT AGREEMENT AND REPEALING RESOLUTION NO. 2268.

NOW, THEREFORE, BE IT RESOLVED by the Albany City Council that it does adopt the attached Exhibit ³1² known as the ³**Agreement between the City of Albany, Oregon and Linn County, Oregon for the Management of the Albany Comprehensive Plan as it Pertains to the Urban Growth Boundary and the Urban Growth Area.**² This agreement will be the governing procedure for continued implementation of the Albany Urban Growth Boundary and plan for the Albany Urban Fringe pursuant to ORS 197.190.

BE IT FURTHER RESOLVED that Resolution No. 2268 is hereby repealed.

Dated this 26th day of October, 1988.

The original Resolution was signed by Gary Holliday, City Recorder and Tom Holman, Mayor

EXHIBIT 1

AGREEMENT BETWEEN THE CITY OF ALBANY, OREGON AND LINN COUNTY, OREGON FOR THE MANAGEMENT OF THE ALBANY COMPREHENSIVE PLAN AS IT PERTAINS TO THE URBAN GROWTH BOUNDARY, AND THE URBAN GROWTH AREA

INTRODUCTION

The City of Albany, Oregon (hereafter called the ³City²) and Linn County, Oregon (hereafter called ³County²) hereby agree to establish a joint management procedure pursuant to ORS 197.190 for the implementation of the Albany Urban Growth Boundary and plan for the Albany fringe, both of which form an integral part of the Albany Comprehensive Plan. The Albany Urban Growth Boundary is attached as Exhibit ³A² to this agreement. The City and County further agree to utilize the provisions of this agreement, the Albany Comprehensive Land Use Plan as amended, and the Linn County Comprehensive Land Use Plan as amended as the basis for review and action on Comprehensive Plan amendments, development proposals, and implementing regulations which pertain to the urban fringe. The urban fringe is defined as the area situated inside the Albany Urban Growth Boundary and outside the Albany city limits. Other definitions are located in the Glossary of the Comprehensive Plan.

COMPREHENSIVE PLAN AMENDMENTS

For purposes of this agreement, Comprehensive Plan amendments include amendments to the Urban Growth Boundary (UGB), Plan map amendments within the urban fringe, and amendments to the Plan text which are considered by either the City or County to have an effect within the urban fringe. Proposed Plan amendments as defined above shall be processed as follows:

1. ***Initiation of Request:*** All requests for Plan amendments shall be initiated at the City. Applications for Plan amendments will be reviewed semi-annually in April and October, unless other review dates are approved by the Albany City Council or Planning Commission as allowed by Section 3.063 of the Albany Development Code. The City will process the amendment proposal as provided for in the Development Code Section 3.064, which requires final action by the City Council.
2. ***City Notification:*** Upon receipt of a complete application, the City shall notify the County of

the application request and, if possible, establish joint City-County hearings. A proposed final hearing date shall be set at least 60 days in advance but not greater than 120 days from the acceptance date of the complete application. At least 45 days from the proposed final hearing date, the City shall notify the Department of Land Conservation and Development (DLCD), the County, and any affected service district of the request and the proposed final hearing date.

3. **County Response:** Within 14 days of the initial City notification, the County shall establish dates for County hearings and final action by the Board of Commissioners.
4. **Plan Text Amendment:** For Plan text amendments, the County may provide comments or recommendations in lieu of formal action by the County Commissioners. If no response is received or extension requested within 21 days of initial notice, it will be assumed by the City that the County has no comment.
5. **City/County Review:** An amendment may be approved, denied, or altered by mutual approval of both the city and County. If concurrence on any amendment request is not reached within 30 days of the final hearing date, a joint meeting of the City Council and County Commissioners shall be held to attempt to resolve differences. If concurrence still cannot be reached with 30 days of the joint meeting, the request is denied.
6. **Time Extensions:** Any time period or deadline listed above can be extended by mutual consent of the applicant, County, and City.
7. **Delayed Annexations:** The City and County recognize a common interest in delayed annexations through which it may be possible for urban development to occur (as permitted in accordance with the Comprehensive Plan) without actual annexation to the city. Individual delayed annexations shall not be approved until both the City and County agree on all terms and conditions for approval. Procedures for approving delayed annexations shall be according to Article 17 of the County Zoning Ordinance as adopted or modified with City written concurrence.
8. **Urban Growth Management Overlay Zones:** In establishing UGM District zoning, the City and County further agree to attach the specific UGM overlay zoning designations as established on the attached map(s) labeled Exhibits B-1 and B-2. Future modifications to the maps may be made only upon written concurrence of both the City and County and through the zone amendment process.
9. **Planning Area of Influence:** Because there is a need to protect certain areas outside the Urban Growth Boundary and to maintain high standards for major arterials entering the City, the City and County further agree to establish a ³Planning Area of Influence² as shown on Exhibit C.

Within these areas, no subdivision, plan or zone change, or conditional use permits will be allowed on any properties until after the County has notified the City and subsequently reviewed City comment. The City will have 30 days in which to review proposed major planning actions which include subdivisions, plan or zone changes or other land use actions which require a public hearing. For less significant actions, including conditional uses and others which do not require a public hearing, the City will have 15 days for review and comment.

PUBLIC FACILITIES AND SERVICES

The City has adopted a Public Facilities Plan for all lands within the Urban Growth Boundary in accordance with the Statewide Goals and administrative rule (OAR Chapter 660, Division 11). The City and County do hereby agree that this plan, known as the ³Albany Public Facilities Plan² and which on the date of this agreement is incorporated and adopted by reference herein shall be the prevailing guide for the planning and improvement of all public facilities identified therein. Furthermore, the City and County agree that the Albany Public Facilities Plan, in as much as it affects portions of Linn County, may only be amended by mutual consent of both parties. In addition, the City and County may enter into

a separate intergovernmental agreement to more particularly define the roles and responsibilities of each party for the planning, development, and management of public facilities within the Linn County portion of the Urban Growth Boundary.

DEVELOPMENT PROPOSAL REVIEW

1. ***City Review of County Developments:*** The County shall notify the City and request review and recommendation on the following proposed development and planning actions within the urban fringe:

- a. Conditional Uses.
- b. Variances.
- c. Subdivisions, minor or major partitions, and multi-family developments including Planned Unit Developments.
- d. Any development in the floodplain, any fill or excavation permits of 50 cu. yds. or larger, and any action in a designated wetland.
- e. Expansions or alterations of non-conforming uses.
- f. Capital improvement plans and programs (including street reconstructions of arterial or collectors and public drainage improvements), which are reviewed by the Board of Commissioners, including annual capital projects approved as part of the budget.
- g. Zoning ordinance map amendments and zoning ordinance text changes affecting development in the Urban Fringe.
- h. Recommendations for the designation of health hazard areas.
- i. Requests for amendment or establishment of special districts.
- j. Commercial and industrial development in accordance with applicable delayed annexation and urban growth management zoning overlay provisions.

The review criteria used by the City in reviewing property development in the urban fringe shall be the same as if that property were inside the city limits and zoned in accordance with the City Development Code Annexation Zoning Matrix of Section 3.030, unless some other City zoning district has been applied as an overlay to the County zoning district.

Where the type of development review provides for only City review and comment, the County shall have authority to interpret City comments and City standards in a manner which the County deems consistent with the City's Comprehensive Plan, City and County development regulations and apply such in a manner which the County deems appropriate to the scale of the development proposed. Where the City has commented on County actions, the County shall inform the City of the County's final action.

2. ***County Review of City Developments:*** The County shall make recommendation to the City on development proposals, and implementing programs which pertain to the Urban Fringe, but which are a responsibility of the City, including the following:

- a. Adoption and amendments of the Public Facilities Plan.
- b. Transportation facility improvements or extensions.
- c. Sanitary sewer or drainage system improvements or extensions.
- d. Public facility or utility improvement or extensions.
- e. Requests for annexation and delayed annexation.
- f. Planning or development actions proposed adjacent to county roads.

Where the type of development review provides for only County review and comment, the City shall have authority to interpret County comments and County standards in a manner which the City deems consistent with the Comprehensive Plan, County and City development regulations and apply such in a manner which the City deems appropriate to the scale of the development proposed. Where the County has commented on City actions, the City shall inform the County of the City's final action.

3. ***Review Process:*** Whichever jurisdiction, City or County, has authority for making a decision with regard to items listed in 1 or 2 above, shall formally request the other jurisdiction to review and recommend action for consistency with its comprehensive plan and implementing ordinances. This request for review and recommendation shall allow the reviewing jurisdiction a minimum of 14 days within which to respond. If no response is received or extension requested, it will be assumed that the reviewing jurisdiction has no comment. If the positions of the two jurisdictions differ, the jurisdictions will consult with each other to attempt to resolve areas of disagreement. If the reviewing jurisdiction makes a comment or requests it, the jurisdiction having authority for making a decision (in regard to 1 and 2 above) shall advise the reviewing jurisdiction of its ultimate action.

SPECIAL DISTRICTS

The County Board of Commissioners shall not approve the creation; modification of district boundaries, authority, or responsibility; or engagement in new activities for any special districts pertaining to the Urban Fringe for the provision of utilities, transportation, recreation, or other public facilities or services unless such districts:

1. Recognize the City as the ultimate provider of urban service.
2. Are created with adequate safeguards to assure that the ability of the City to provide adequate services will not be impaired.

AMENDMENT

This agreement may be amended by either party provided that the following procedure is used:

1. A public hearing shall be called by the party proposing an amendment. That party shall give the other party notice of hearing at least 60 days prior to the scheduled hearing date. This 60-day period shall be used by both parties to seek concurrence.
2. Public notice of the hearing shall be in accordance with applicable state and local statutes and goals. An amendment may be approved, denied, or altered by mutual consent of both the City and County.

SPECIAL CITY-COUNTY COORDINATION POLICIES

Generally, the policies contained within the City's Comprehensive Plan are intended to guide City actions and the review of urban scale development. However, there are a number of policies upon which the City relies on the County in order to assure compliance, protect certain resources, and provide for future orderly growth. These policies are identified in Exhibit D attached to this agreement. Other policies can be added to Exhibit D by joint review of the City and County.

Dated this 26th day of October, 1988

*The original agreement is on file with the City Recorder
and was signed by Mayor Tom Holman for the City of Albany and
by Commissioners Stach and Johnson for Linn County*

EXHIBIT D

**CITY OF ALBANY
COMPREHENSIVE PLAN
POLICIES OF JOINT CITY/LINN COUNTY APPLICABILITY**

CHAPTER 1: ENVIRONMENTAL SETTING

- I. Natural Resources
 - A. Vegetation and Wildlife Habitat - Policies 1-4
 - B. Agriculture - Policies 1-3
 - C. Aggregate Resources - Policies 1 & 2
 - D. Open Space Resources - Policies 1-5
 - E. Water Quality - Policies 1-5
 - F. Air Quality - Policies 1, 3, & 4
 - G. Sound Quality - Policies 1-4

- II. Hazards
 - A. Flooding - Policies 1-9 & 14
 - B. Slopes - Policy 12

- III. Special Areas
 - A. Historic and Archaeological Resources - Policies 4, 6, 7, & 8
 - B. Wetlands - Policies 1, 2, 4, & 5

CHAPTER 2: COMMUNITY NEEDS

- I. Economic Development - Policies 4, 11, 12, 14, 17, & 20
- II. Transportation - Policies 2, 3, 5-7, 9, 10, 13, & 18
- III. Public Services and Facilities
 - A. Water Service - Policies 9, 11, & 13
 - B. Storm Drainage - Policies 1-3 & 5
 - C. Wastewater Treatment - Policies 2-5 & 8
 - D. Solid Waste - Policies 1-6
 - E. Other Utilities - Policy 2
 - F. Police and Fire Protection Services - Policies 2 & 3
 - G. Education - Policies 1 & 2

- IV. Social Amenities
 - A. Parks and Recreation - Policies 1 & 5
 - B. Aesthetics - Policies 1 & 5

CHAPTER 3: GROWTH MANAGEMENT PROCESS

- I. Directing Growth - All policies
- II. Development Review - All policies
- III. Energy Conservation - Policies 1, 2, & 4
- IV. Citizen Involvement - Policies 2, 5, & 6
- V. Updating and Amending the Plan - Policy 3

APPENDIX VB

RESOLUTION NO. 2823

**A RESOLUTION ADOPTING THE 1988 URBAN GROWTH MANAGEMENT AGREEMENT
AND REPEALING RESOLUTION NO. 2279.**

NOW, THEREFORE, BE IT RESOLVED by the Albany City Council that it does adopt the attached Exhibit ³2² known as the ³**Agreement between the City of Albany, Oregon and Benton County, Oregon for the Management of the Albany Comprehensive Plan as it Pertains to the Urban Growth Boundary and the Urban Growth Area.**² This agreement will be the governing procedure for continued implementation of the Albany Urban Growth Boundary and plan for the Albany Urban Fringe pursuant to ORS 197.190.

BE IT FURTHER RESOLVED that Resolution No. 2279 is hereby repealed.

Dated this 26th day of October, 1988.

The original Resolution was signed by Gary Holliday, City Recorder and Tom Holman, Mayor

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR THE STATE OF OREGON, FOR THE COUNTY OF BENTON**

*In the Matter of an Urban Growth)
Management Agreement with the City)
of Albany regarding Comprehensive)
Planning within the Albany Urban)
Boundary)*

ORDER

WHEREAS the City of Albany and Benton County have adopted an updated Albany Comprehensive Plan for application within the Albany Urban Growth Boundary in compliance with State Periodic Review and Statewide Land Use Planning Goal 14; and

WHEREAS in 1981 the City of Albany and Benton County adopted an Albany Urban Fringe Management Agreement to implement the Former Albany Comprehensive Plan; and

WHEREAS the City of Albany and Benton County agree to replace the Agreement with an updated agreement reflecting the amended Plan attached as ³Exhibit 2²; and

WHEREAS the Agreement references the Albany Public Facilities Plan which contains elements addressing water, sewer, drainage, and transportation facilities for North Albany; and

WHEREAS the County Board of Commissioners has adopted elements of the Albany Public Facilities Plan applicable to North Albany by separate resolution.

IT IS HEREBY ORDERED that the 1981 Agreement is terminated and replaced with the new Agreement attached as ³Exhibit 2.²

The Chairman of the Board is authorized to sign the new Agreement on behalf of Benton County.

Adopted this 19th day of October, 1988.

Signed this 19th day of October, 1988.

Original document was signed by Commissioners Schrock, Carr, and Simerville.

EXHIBIT 2

AGREEMENT BETWEEN THE CITY OF ALBANY, OREGON AND BENTON COUNTY, OREGON FOR THE MANAGEMENT OF THE ALBANY COMPREHENSIVE PLAN AS IT PERTAINS TO THE URBAN GROWTH BOUNDARY, AND THE URBAN GROWTH AREA

INTRODUCTION

The City of Albany, Oregon (hereafter called the ³City²) and Benton County, Oregon (hereafter called ³County²) hereby agree to establish a joint management procedure pursuant to ORS 197.190 for the implementation of the Albany Urban Growth Boundary and plan for the Albany fringe, both of which form an integral part of the Albany Comprehensive Plan. The Albany Urban Growth Boundary is attached as Exhibit ³A² to this agreement. The City and County further agree to utilize the provisions of this agreement, the Albany Comprehensive Land Use Plan as amended, and the Benton County Comprehensive Land Use Plan as amended as the basis for review and action on Comprehensive Plan amendments, development proposals, and implementing regulations which pertain to the urban fringe. The urban fringe is defined as the area situated inside the Albany Urban Growth Boundary and outside the Albany city limits. Other definitions are located in the Glossary of the Comprehensive Plan.

COMPREHENSIVE PLAN AMENDMENTS

For purposes of this agreement, Comprehensive Plan amendments include amendments to the Urban Growth Boundary (UGB), Plan map amendments within the urban fringe, and amendments to the Plan text which are considered by either the City or County to have an effect within the urban fringe. Proposed Plan amendments as defined above shall be processed as follows:

1. ***Initiation of Request:*** All requests for Plan amendments shall be initiated at the City. Applications for Plan amendments will be reviewed semi-annually in April and October, unless other review dates are approved by the Albany City Council or Planning Commission as allowed by Section 3.063 of the Albany Development Code. The City will process the amendment proposal as provided for in the Development Code Section 3.064, which requires final action by the City Council.
2. ***City Notification:*** Upon receipt of a complete application, the City shall notify the County of the application request and, if possible, establish joint City-County hearings. A proposed final hearing date shall be set at least 60 days in advance but not greater than 120 days from the acceptance date of the complete application. At least 45 days from the proposed final hearing date, the City shall notify the Department of Land Conservation and Development (DLCD), the County, and any affected service district of the request and the proposed final hearing date.
3. ***County Response:*** Within 14 days of the initial City notification, the County shall establish dates for County hearings and final action by the Board of Commissioners.
4. ***Shared Record:*** In the event that joint hearings are not conducted, the City and County agree to transmit a written copy of testimony and reports related to the proposed amendment in a timely manner so as to be available for review at subsequent hearings on the proposed amendment.
5. ***City/County Review:*** An amendment may be approved, denied, or altered by mutual approval of both the city and County. If concurrence on any amendment request is not reached within 30 days

of the final hearing date, a joint meeting of the City Council and County Commissioners shall be held to attempt to resolve differences. If concurrence still cannot be reached with 30 days of the joint meeting, the request is denied.

6. ***Time Extensions:*** Any time period or deadline listed above can be extended by mutual consent of the applicant, County, and City.

PUBLIC FACILITIES AND SERVICES

The City has adopted a Public Facilities Plan for all lands within the Urban Growth Boundary in accordance with the Statewide Goals and administrative rule (OAR Chapter 660, Division 11). This plan includes facility elements prepared by both the City of Albany and Benton County. The City and County do hereby agree that this plan, known as the ³Albany Public Facilities Plan² and which on the date of this agreement is incorporated and adopted by reference herein, shall be the prevailing guide for the planning and improvement of all public facilities identified therein. Furthermore, the City and County agree that the Albany Public Facilities Plan, in as much as it affects portions of Benton County, may only be amended by mutual consent of both parties. In addition, the City and County may enter into a separate intergovernmental agreement to more particularly define the roles and responsibilities of each party for the planning and management of any portion of the public facilities system in North Albany.

DEVELOPMENT PROPOSAL REVIEW

The City and County agree to the following process for review and action on development proposals, and implementing programs which pertain to the Urban Fringe:

1. ***City Review of County Developments:*** The County shall notify the City and request review and recommendation on the following proposed development and planning actions within the urban fringe:
 - a. Conditional Uses.
 - b. Variances.
 - c. Subdivisions, minor or major partitions, and multi-family developments including Planned Unit Developments.
 - d. Any development in the floodplain, any fill or excavation permits of 50 cu. yds. or larger, and any action in a designated wetland.
 - e. Expansions or alterations of non-conforming uses.
 - f. Capital improvement plans and programs (including street reconstructions of arterial or collectors and public drainage improvements), which are reviewed by the Board of Commissioners, including annual capital projects approved as part of the budget.
 - g. Zoning ordinance map amendments and zoning ordinance text changes affecting development in the Urban Fringe.
 - h. Recommendations for the designation of health hazard areas.
 - i. Requests for amendment or establishment of special districts.
 - j. Commercial and industrial development in accordance with applicable delayed annexation and urban growth management zoning overlay provisions.

The review criteria used by the City in reviewing property development in the urban fringe shall be the same as if that property were inside the city limits and zoned in accordance with the City Development Code Annexation Zoning Matrix of Section 3.030, unless some other City zoning district has been applied as an overlay to the County zoning district.

Where the type of development review provides for only City review and comment, the County shall have authority to interpret City comments and City standards in a manner which the County deems consistent with the City's Comprehensive Plan, City and County development regulations and apply such in a manner which the County deems appropriate to the scale of the development proposed. Where the City has commented on County actions, the County shall inform the City of

the County's final action.

2. ***County Review of City Developments:*** The County shall make recommendation to the City on development proposals, and implementing programs which pertain to the Urban Fringe, but which are a responsibility of the City, including the following:

- a. Adoption and amendments of the Public Facilities Plan.
- b. Transportation facility improvements or extensions.
- c. Sanitary sewer or drainage system improvements or extensions.
- d. Public facility or utility improvement or extensions.
- e. Requests for annexation and delayed annexation.
- f. Planning or development actions proposed adjacent to county roads.

Where the type of development review provides for only County review and comment, the City shall have authority to interpret County comments and County standards in a manner which the City deems consistent with the Comprehensive Plan, County and City development regulations and apply such in a manner which the City deems appropriate to the scale of the development proposed. Where the County has commented on City actions, the City shall inform the County of the City's final action.

3. ***Review Process:*** Whichever jurisdiction, City or County, has authority for making a decision with regard to items listed in 1 or 2 above, shall formally request the other jurisdiction to review and recommend action for consistency with its comprehensive plan and implementing ordinances. This request for review and recommendation shall allow the reviewing jurisdiction a minimum of 14 days within which to respond. If no response is received or extension requested, it will be assumed that the reviewing jurisdiction has no comment. If the positions of the two jurisdictions differ, the jurisdictions will consult with each other to attempt to resolve areas of disagreement. If the reviewing jurisdiction makes a comment or requests it, the jurisdiction having authority for making a decision (in regard to 1 and 2 above) shall advise the reviewing jurisdiction of its ultimate action.

SPECIAL DISTRICTS

The County Board of Commissioners shall not approve the creation; modification of district boundaries, authority, or responsibility; or engagement in new activities for any special districts pertaining to the Urban Fringe for the provision of utilities, transportation, recreation, or other public facilities or services unless such districts:

1. Recognize the City as the ultimate provider of urban service.
2. Are created with adequate safeguards to assure that the ability of the City to provide adequate services will not be impaired.

AMENDMENT

This agreement may be amended by either party provided that the following procedure is used:

1. A public hearing shall be called by the party proposing an amendment. That party shall give the other party notice of hearing at least 60 days prior to the scheduled hearing date. This 60-day period shall be used by both parties to seek concurrence.
2. Public notice of the hearing shall be in accordance with applicable state and local statutes and goals. An amendment may be approved, denied, or altered by mutual consent of both the City and County.

SPECIAL CITY-COUNTY COORDINATION POLICIES

Generally, the policies contained within the City's Comprehensive Plan are intended to guide City

actions and the review of urban scale development. However, there are a number of policies upon which the City relies on the County in order to assure compliance, protect certain resources, and provide for future orderly growth. These policies are identified in Exhibit B attached to this agreement. Other policies can be added to Exhibit B by joint review of the City and County.

Dated this 26th day of October, 1988

*The original agreement is on file with the City Recorder
and was signed by Mayor Tom Holman for the City of Albany and
by Commissioner Dale Schrock for Benton County*

EXHIBIT B

CITY OF ALBANY COMPREHENSIVE PLAN POLICIES OF JOINT CITY/BENTON COUNTY APPLICABILITY

CHAPTER 1: ENVIRONMENTAL SETTING

- I. Natural Resources
 - A. Vegetation and Wildlife Habitat - Policies 1-3
 - B. Agriculture - Policies 1-3
 - C. Aggregate Resources - Policies 1 & 2
 - D. Open Space Resources - Policies 1-5
 - E. Water Quality - Policies 1-5
 - F. Air Quality - Policies 1, 3, & 4
- II. Hazards
 - A. Flooding - Policies 1-9 & 14
 - B. Slopes - Policy 12
- III. Special Areas
 - A. Willamette Greenway - Policies 1, 4, & 5
 - B. Historic and Archaeological Resources - Policies 4, 6, 7, & 8
 - B. Wetlands - Policies 1, 2, 4, & 5

CHAPTER 2: COMMUNITY NEEDS

- I. Economic Development - Policies 4, 14, & 20
- II. Housing - Policies 2, 7, & 10
- III. Transportation - Policies 2, 3, 5-7, 10, 13, & 18
- IV. Public Services and Facilities
 - A. Water Service - Policies 6, 9, 11, & 13
 - B. Storm Drainage - Policies 1-3
 - C. Wastewater Treatment - Policies 2-5 & 8
 - D. Solid Waste - Policies 1-3
 - E. Other Utilities - Policy 2
 - F. Police and Fire Protection Services - Policies 2 & 3
 - G. Education - Policies 1 & 2
- VI. Social Amenities
 - A. Parks and Recreation - Policies 1 & 5
 - B. Aesthetics - Policies 1 & 5

CHAPTER 3: GROWTH MANAGEMENT PROCESS

- I. Directing Growth - Policies 1-15
- II. Development Review - All policies
- III. Energy Conservation - Policies 1, 2, & 4
- IV. Citizen Involvement - Policies 2, 5, & 6
- V. Updating and Amending the Plan - Policy 3

APPENDIX VI

CITY OF ALBANY PUBLIC FACILITY PLAN

ALBANY & MILLERSBURG WATER SYSTEM FACILITY PLAN **Tables**
VI-1 to VI-10

DRAINAGE MASTER PLAN **Tables**
VI-7 to VI-10

WASTEWATER FACILITY PLAN **Tables**
VI-11 to VI-16

TRANSPORTATION FACILITY
PLAN **Table VI-17**

ALBANY AND MILLERSBURG
WATER SYSTEM FACILITY PLAN

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

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

DRAINAGE MASTER PLAN
LIST OF PROJECTS

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

ESTIMATED
TITLE
COST

14th Avenue	
\$ 320,700	
Shortridge Street, Center	
Street	239,900
Cathy	

TOTAL
\$1,223,800

TABLE VI-9

**STORM DRAINAGE SYSTEM
 LOW PRIORITY PROJECTS**

**ESTIMATED
 TITLE
 COST**

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

TABLE VI-10

**STORM DRAINAGE SYSTEM
 DEVELOPMENT RELATED PROJECTS**

**ESTIMATED
 TITLE
 COST**

No. 12 Lateral	
\$ 54,700	
Marion Main	
370,600	
Tudor Main	
505,500	
No. 35 Main	
180,500	
Del Rio Lateral	
39,500	

WASTEWATER FACILITY PLAN

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

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

TABLE VI-17

ALBANY TRANSPORTATION FACILITY PLAN SHORT- AND LONG-TERM PRIORITY PROJECTS SOURCES OF FUNDING

The Albany Transportation System Plan (TSP) is adopted as a supporting document to the Comprehensive Plan. [Ord. 5037, 8/13/97]

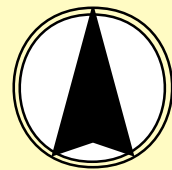
The North Albany Local Street System Plan is adopted as a supporting document to the Comprehensive Plan. [Ord. 5037, 8/13/97]

[Up to top of this page](#)

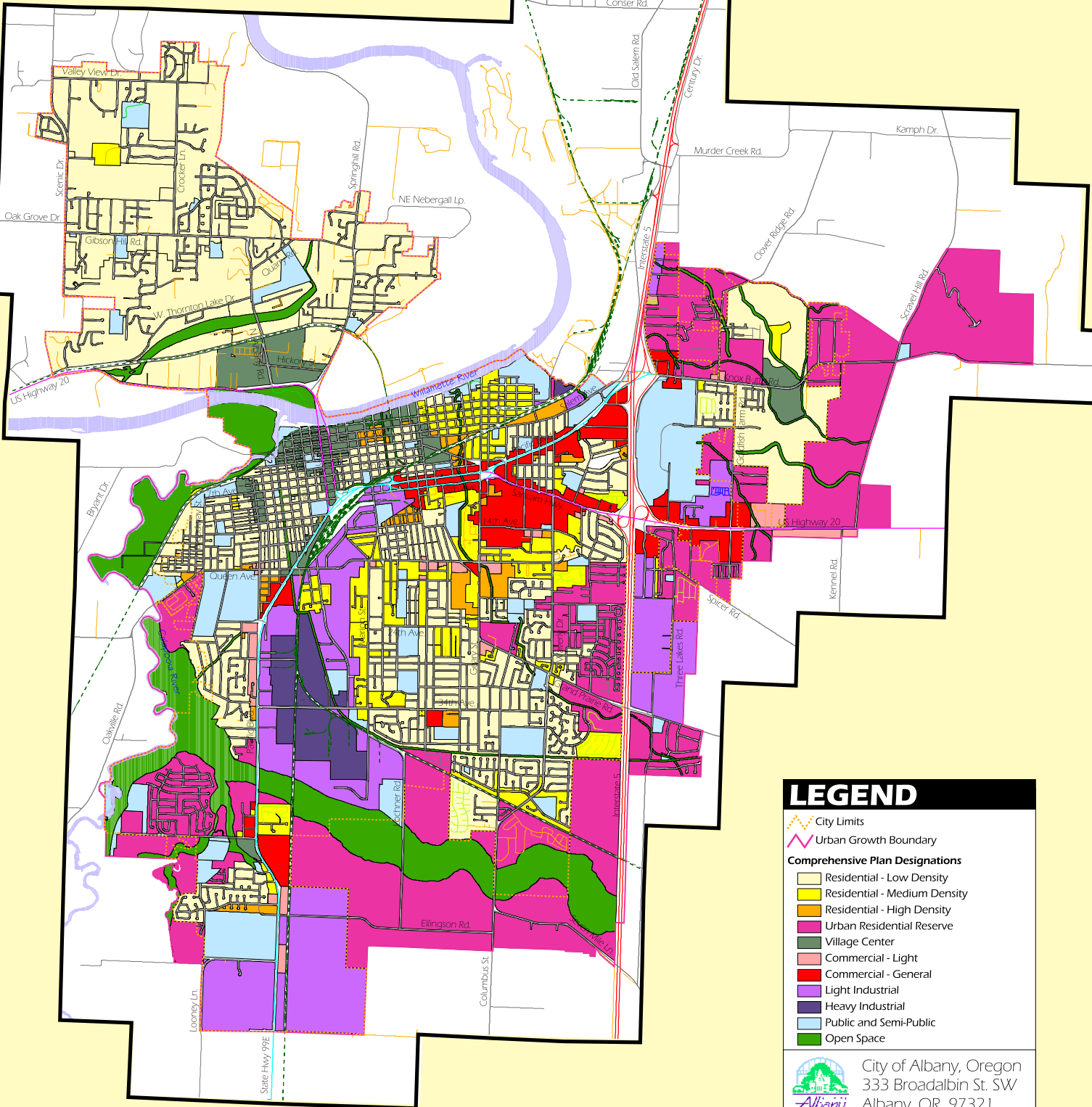
Comments for the City of Albany are welcome: e-mail us.
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(541) 917-7500



Comprehensive Plan



0.5 0 0.5 1 Miles



LEGEND

- City Limits
- Urban Growth Boundary
- Comprehensive Plan Designations**
- Residential - Low Density
- Residential - Medium Density
- Residential - High Density
- Urban Residential Reserve
- Village Center
- Commercial - Light
- Commercial - General
- Light Industrial
- Heavy Industrial
- Public and Semi-Public
- Open Space

City of Albany, Oregon
 333 Broadalbin St. SW
 Albany, OR 97321
 (541) 917-7500

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 the information provided represents current information in a readily available format. While the information provided is generally believed to be accurate, occasionally this information proves to be incorrect, and thus its accuracy is not warranted. Prior to making any property purchases or other investments based in full or in part upon the information provided, it is specifically advised that you independently field verify the information contained within our records.

AMENDMENT RECORD
Albany Comprehensive Plan (Text Only)

<u>EFFECTIVE DATE</u>	<u>ORDINANCE NO.</u>	<u>ACTION</u>
December 17, 1980	4447	Adoption of the Albany Comprehensive Plan
September 10, 1982		Amended
November 25, 1988	4836	Repealed Ord. 4447 under Periodic Review Update
June 27, 1990	4915 (CP-01-90)	Amend Special Interest Areas: North Albany Site 4, Plate 15
December 16, 1992	5018 (CP-02-92)	Interim Policies Created Prior to North Albany Annexation
April 14, 1993	5042 (CP-01-93)	Amendment to Goal 7: Flood Hazards and Hillside
May 22, 1996	5241 (CP-03-95)	Amend Special Interest Areas: CALUTS Site 5, Plate 15
June 26, 1996	5246 (CP-01-96)	Plan Map Amendments: Pacific/9th Couplet
April 9, 1997	5283 (CP-02-97)	Amendments to Goal 11 Policies & Special Interest Areas: Site 4
August 13, 1997	5307 (CP-04-97)	Adopt TSP as supporting document to Comp. Plan
October 23, 2002	5543 (CP-01-02)	Amendments to Goal 9 Econ. Devel. Policies & background, E.O.A.
October 10, 2003	5562 (DC-01-03)	Arts. 1, 6, 11, 12: North Albany Refinement Plan
August 11, 2004	5579 (CP-04-04)	Amended Ordinance 4447 adopting 2004 Water Facility Plan and amend water services text

AMENDMENT RECORD
Albany Comprehensive Plan (Map Amendments)

<u>EFFECTIVE DATE</u>	<u>ORDINANCE NO.</u>	<u>ACTION</u>
December 17, 1980	4447	Adoption of the Albany Comprehensive Plan
September 10, 1982		Amended
November 25, 1988	4836	Repealed Ord. 4447 under Periodic Review Update
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June 26, 1996	5246 (CP-01-96)	Plan Map Amendments: Pacific/9th Couplet
April 9, 1997	5283 (CP-02-97)	Amendments to Goal 11 Policies & Special Interest Areas: Site 4
October 23, 2002	5543 (CP-01-02)	Goal 9 Economic Development Map amendments
October 10, 2003	5562 (DC-01-03)	Arts. 1, 6, 11, 12: North Albany Refinement Plan
July 28, 2004	5577 (DC-01-04)	Art. 5: Mixed Use Village Center Zoning Districts
August 11, 2004	5578 (CP-02-04)	Amended Urban Growth Boundary and Residential Reserve Conversion Map