

CHAPTER 8: URBANIZATION

GOAL 14: URBANIZATION

[Note: This entire section is new proposed text but is not shown in red underline for ease of reading.]

EAST ALBANY PLAN AREA

BACKGROUND SUMMARY

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

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

GOALS FOR EAST ALBANY

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

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

POLICIES FOR EAST ALBANY

LAND USE

1. Establish a development pattern of diverse, connected neighborhoods through an appropriate mix of zoning designations.

2. Provide mixed use village centers and neighborhood nodes that provide a mix of retail, services, employment, and residential uses.
3. Designate a mixed-use neighborhood commercial zone along the future extension of Timber Ridge Road to Highway 20 with higher density residential uses in buildings with commercial uses on ground floors of multi-story structures, providing a significant amount of housing and services within walking distance of apartment or condominium homes.
4. Retain existing low density residential designations in the vicinity of Century Drive while providing opportunities for new commercial and employment uses as well as higher density housing in the vicinity of I-5 and Knox Butte Road.
5. Comprehensive Plan and Zoning Map amendments shall be consistent with the East Albany Land Use Plan provided in Figure 1 and the table below.

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

TRANSPORTATION

6. Provide a transportation system that provides access, mobility, and safety for all modes of travel and supports anticipated residential and employment growth.

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

ECONOMIC DEVELOPMENT

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

HOUSING

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

NATURAL RESOURCES AND GREENWAYS

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

AESTHETIC AND RECREATIONAL AMENITIES

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

INFRASTRUCTURE

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

IMPLEMENTATION MEASURES

Land Use

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

Transportation

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

Natural Resources and Greenways

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

SUPPORTING DOCUMENTS AND PLANS

The East Albany Plan prepared by the City of Albany, and a consultant team lead by MIG, is adopted in its entirety as a supporting document to the Comprehensive Plan (Ordinance 60xx).

Map Figures follow this section:

Figure 1. Land Use Plan

Figure 2. Street Framework

Figure 3. Trails, Paths & Bike Lane Framework

Figure 1: Land Use Framework

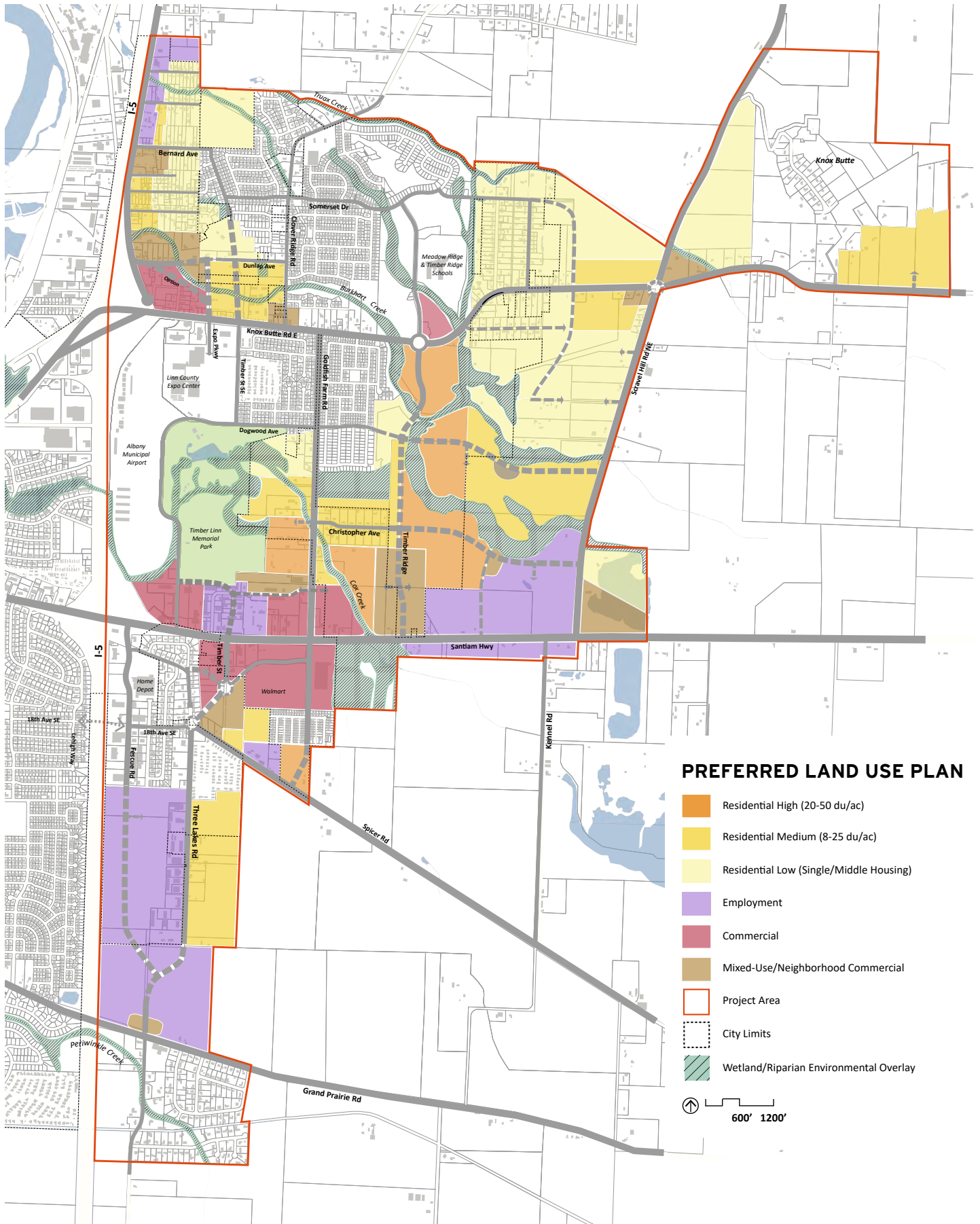


Figure 2: Streets Framework

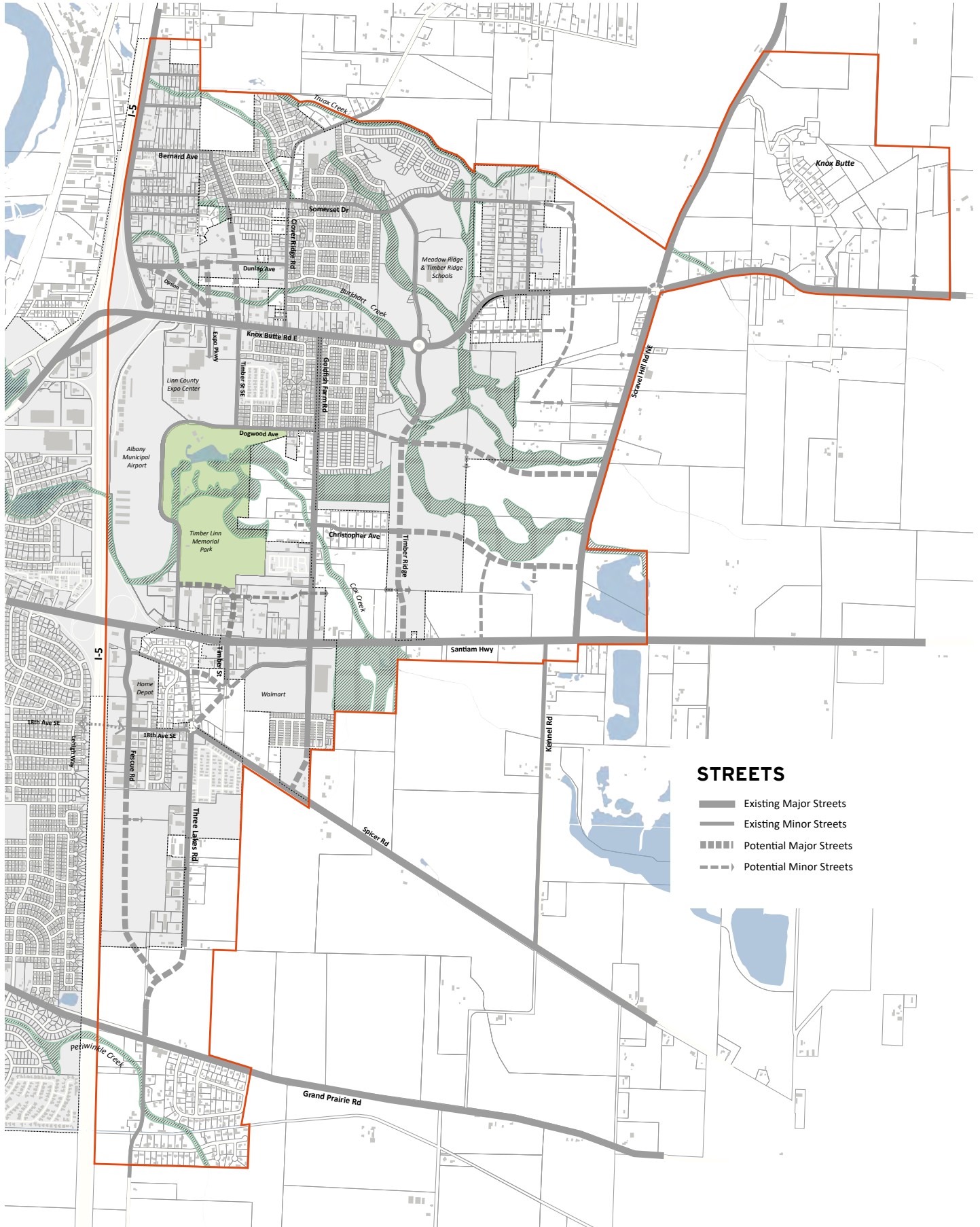
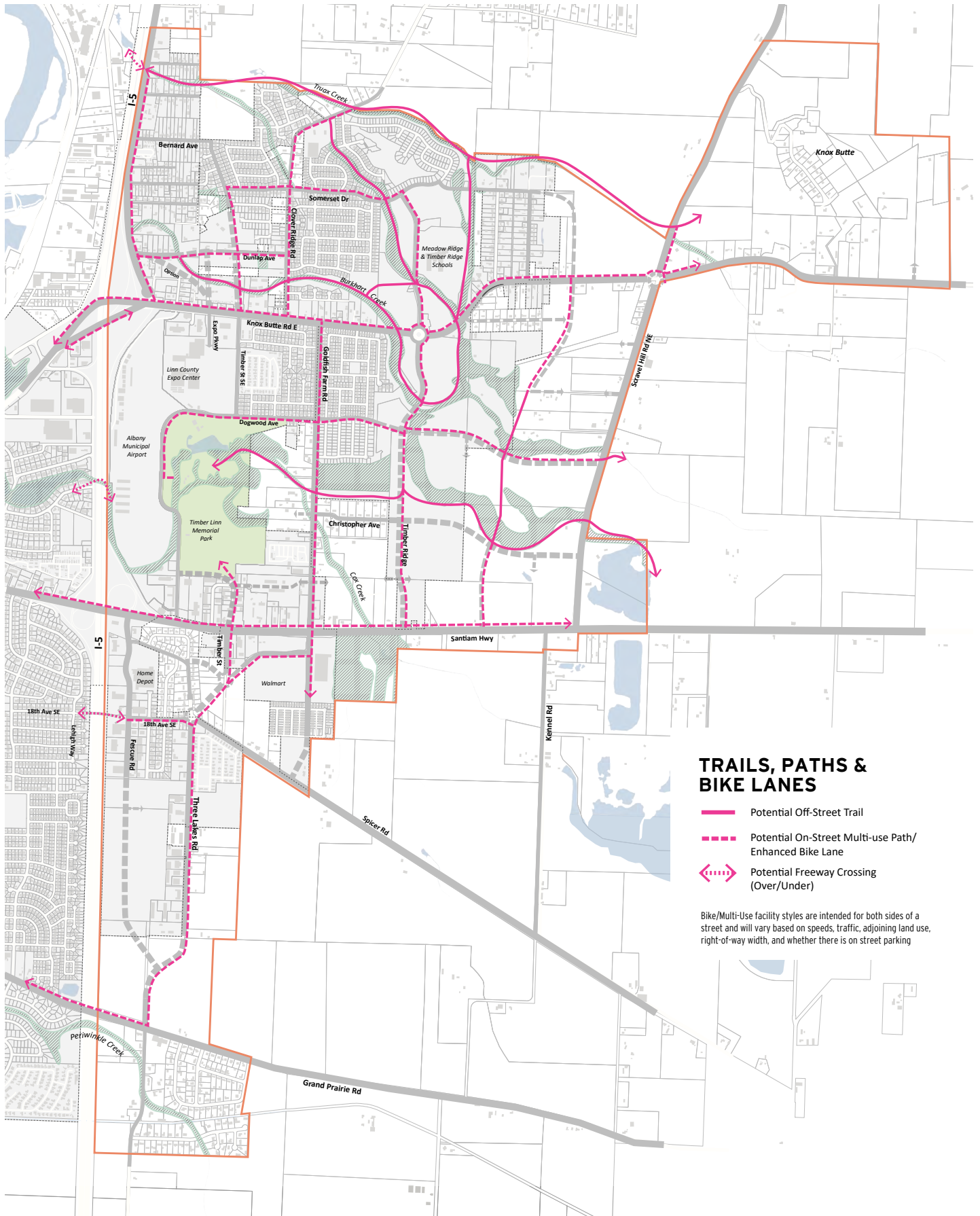


Figure 3: Trails, Paths, and Bike Lanes Framework



CHAPTER 9: LAND USE PLANNING

GOAL 2: LAND USE PLANNING

LAND USE DESIGNATIONS BACKGROUND SUMMARY

COMPREHENSIVE PLAN MAP DESIGNATIONS

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

The Comprehensive Plan Map has five general categories of designations (residential, mixed-use, commercial, industrial, and special uses). Each general category is broken down into more specific categories as described below.
[Ord. 5543, 10/23/2002]

RESIDENTIAL: GENERAL REQUIREMENTS

The two residential plan designations have the following common elements: 1) they provide for the establishment of dwelling units; 2) home occupations are permitted subject to Development Code requirements; 3) Office Professional and Neighborhood Commercial zoning are permitted within all residential Plan designations without a Plan change, but will be subject to rezoning requirements and conformance to special standards; 4) density increase bonuses will be permitted subject to Development Code regulations; and 5) schools, parks, cemeteries, churches, and certain public facilities may also be compatible in the residential Plan designations.
[Ord. 5667, 4/25/2007]

LOW DENSITY RESIDENTIAL (LDR): Identifies areas predominantly suited or used for detached single-dwelling unit and middle housing development. Manufactured home parks may be permitted by Site Plan Review. Cluster housing is permitted in Cluster and Planned Unit Developments with density ranging by zone. (Density as stated is gross density, unless specifically mentioned otherwise.)
[Ord. 5667, 4/25/2007; Ord. 5968, 1/14/22; Ord. 6004, 12/28/22]

MEDIUM DENSITY RESIDENTIAL (MDR): Identifies areas suitable for multiple-dwelling unit and middle housing development at densities up to 35 units per acre. Manufactured home parks are permitted with Site Plan Review.

[Ord. 5667, 4/25/2007; Ord. 5968, 1/14/22]

HIGH DENSITY RESIDENTIAL (HDR): ~~Identifies areas suitable for high-density urban residential development with densities up to 50 dwelling units per acre. A variety of housing types and other compatible uses may be permitted.~~
~~deleted by Ord. 5667, 4/25/07.~~

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 up to 35 units per acre. [Ord. 5667, 4/25/2007]
2. The City will at all times maintain at least a 5-year supply of land designated for low-, medium-, and high-density residential uses.
3. Land within the URR designation will be changed to low- and medium-density Plan designations if such changes are needed to develop accurate 5-year capital improvement plans involving any such area or, in some cases, upon annexation to the City.

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

[Ord. 5667, 4/25/2007]

MIXED USE: GENERAL REQUIREMENTS [Ord. 5543, 10/23/2002]

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. Sub-categories of this designation may further specify the compatible zoning districts and intended purpose and character of village centers located in particular areas of the city, such as in East Albany.

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

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

COMMERCIAL: GENERAL REQUIREMENTS [Ord. 5543, 10/23/2002]

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

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

INDUSTRIAL: GENERAL REQUIREMENTS [Ord. 5543, 10/23/2002]

EMPLOYMENT: Identifies land that allows for a variety of employment opportunities, including larger employers in light industrial, office, and flex-space developments typically designed for multiple use types. Employment uses

may include corporate offices, research and development, creative services, medical campuses, manufacturing, wholesaling, and other accessory, and compatible uses that have minimal environmental effects. Retail uses are allowed but are limited in intensity so as to maintain adequate employment development opportunities.

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.

PLAN MATRIX

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

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

Districts not listed in the table as compatible zoning districts for a particular Comprehensive Plan designation require both a zone change and a Comprehensive Plan change. [Ord. 5543, 10/23/2002]

PLAN DESIGNATION ZONING MATRIX

Plan Designation	Compatible Zoning Districts
<u>Employment*</u>	<u>Employment (EMP), Industrial Park (IP), Office Professional (OP)</u>
Light Industrial	Industrial Park (IP), Light Industrial (LI)*, Transit District (TD)
Heavy Industrial	Light Industrial (LI), Heavy Industrial (HI)
General Commercial	Neighborhood Commercial (NC), Office Professional (OP), Community Commercial (CC), Regional Commercial (RC)
Light Commercial- Neighborhood Village	Neighborhood Commercial (NC), Office Professional (OP), <u>Mixed Use Residential (MUR)</u>
Village Center	Historic Downtown (HD), Downtown Mixed Use (DMU), Central Business (CB), Lyon-Ellsworth (LE), Elm Street (ES), Main Street (MS), Pacific Boulevard (PB), Waterfront (WF), Mixed-Use Commercial (MUC), Mixed-Use Residential (MUR), Residential Medium Density (RM), Office Professional (OP), Community Commercial (CC)
	<u>Village Center - East (East Albany Plan Area only): Mixed Use Commercial (MUC), Mixed Use Residential (MUR)</u>
High Density Residential	<u>High Density Residential (HDR), Medium Density Attached (RMA), Mixed Use Residential (MUR)</u> Deleted by Ord. 5667, 4/25/07
Medium Density Residential	Residential Single Dwelling Unit (RS-5), Residential Medium Density (RM), Residential Medium Density Attached (RMA), Mixed Use Residential (MUR), Office Professional (OP), Neighborhood Commercial (NC)
Low Density Residential	Residential Single Dwelling Unit (RS-10, RS-6.5, RS-5), Hackleman Monteith (HM), Residential Reserve (RR), Office Professional (OP), Neighborhood Commercial (NC)
Urban Residential Reserve	Residential Single Dwelling Unit (RS-10, RS-6.5, RS-5), Residential Reserve (RR), Residential Medium Density (RM), Residential Medium Density Attached (RMA), Mixed Use Residential (MUR), Office Professional (OP), Neighborhood Commercial (NC)
Public & Semi-Public	All zones
Open Space	Open Space (OS)

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

[Ord. 5543, 10/23/2002; Ord. 5667, 4/25/2007; Ord. 5895, 10/14/17; Ord. 6004, 12/28/22]
