

CHAPTER 8: URBANIZATION

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.



