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## MEMORANDUM

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**TO:** Rich Catlin, Anne Giffen  
**FROM:** Kimberly Iboshi Sloop  
**RE:** 2.3.3 Sub-Area Land Use  
**DATE:** June 6, 2001

In addition to the Base Case Scenario, which is based on current zoning and assumes future development will be similar to current development patterns, two alternatives for future growth in Albany were created.

Alternative #1, known as **Enhanced Redevelopment**, redevelops much of the existing downtown at higher densities and clusters residential development throughout the city. Redevelopment in the downtown core includes higher densities and mixed uses for retail, office and housing. In North Albany, a village center is proposed with “rural by design clusters” residential development surrounding the village center. “Rural by design clusters” are low density, single-family development, as shown in the illustration to the right. Single-family housing is proposed on the vacant land in the east.

Alternative #2, known as **Village Concept**, includes redevelopment and infill focused in several centers throughout the city. There are nodes of shopping and services throughout the city, with low density housing on the outskirts. In the south, there is a new road with a neighborhood center every mile, along a parkway design.

Both alternatives consider the existing transportation and land use patterns and attempt to



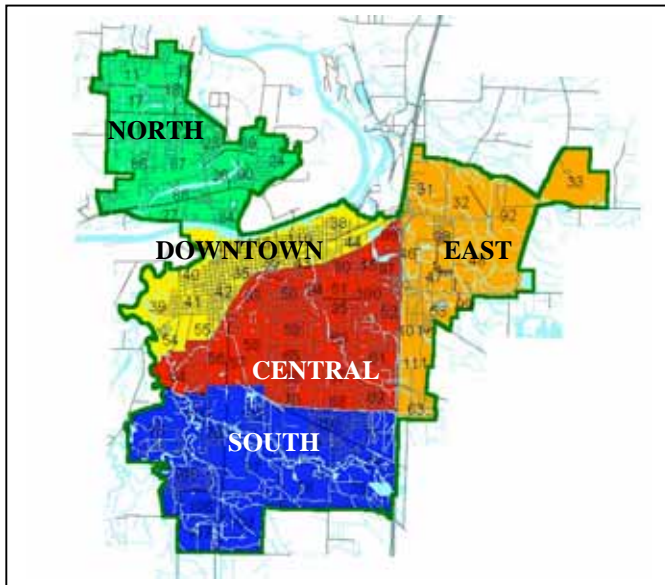
**Rural by Design** – the top picture shows traditional low-density development. The bottom picture shows higher density development, with the protection of more agricultural land.

minimize the future negative impacts on areas already under stress in Albany. For example, seven transportation “choke points”, or intersections where traffic congestion is a regular occurrence and creates problems during times of peak travel, were identified. The alternatives were developed to reduce the additional impacts on these choke points, as seen on the map to the right. In addition, the transportation analysis indicated that many roads are projected to have less than acceptable levels of service in 2020, including:



- Interchanges with I-5 at 99E and Santiam/US-20.
- Highway 99E from Waverly through the I-5 interchange.
- Pacific/99E through the central area and south of 34<sup>th</sup> Avenue.
- US-20 through downtown and across the Willamette River.
- I-5 between the north Albany exit and Millersburg.
- Waverly at the Santiam Highway intersection, from Santiam south to Grand Prairie.
- Grand Prairie from East Albany to Waverly.
- Knox Butte through the I-5 interchange.

The alternatives also considered the environmental constraints and proposed new roads in the city. The guidelines created for the Albany Balanced Development Patterns project were also referenced when creating the alternatives. The guidelines address such issues as neighborhood identity, transportation, land use efficiency and housing choice.



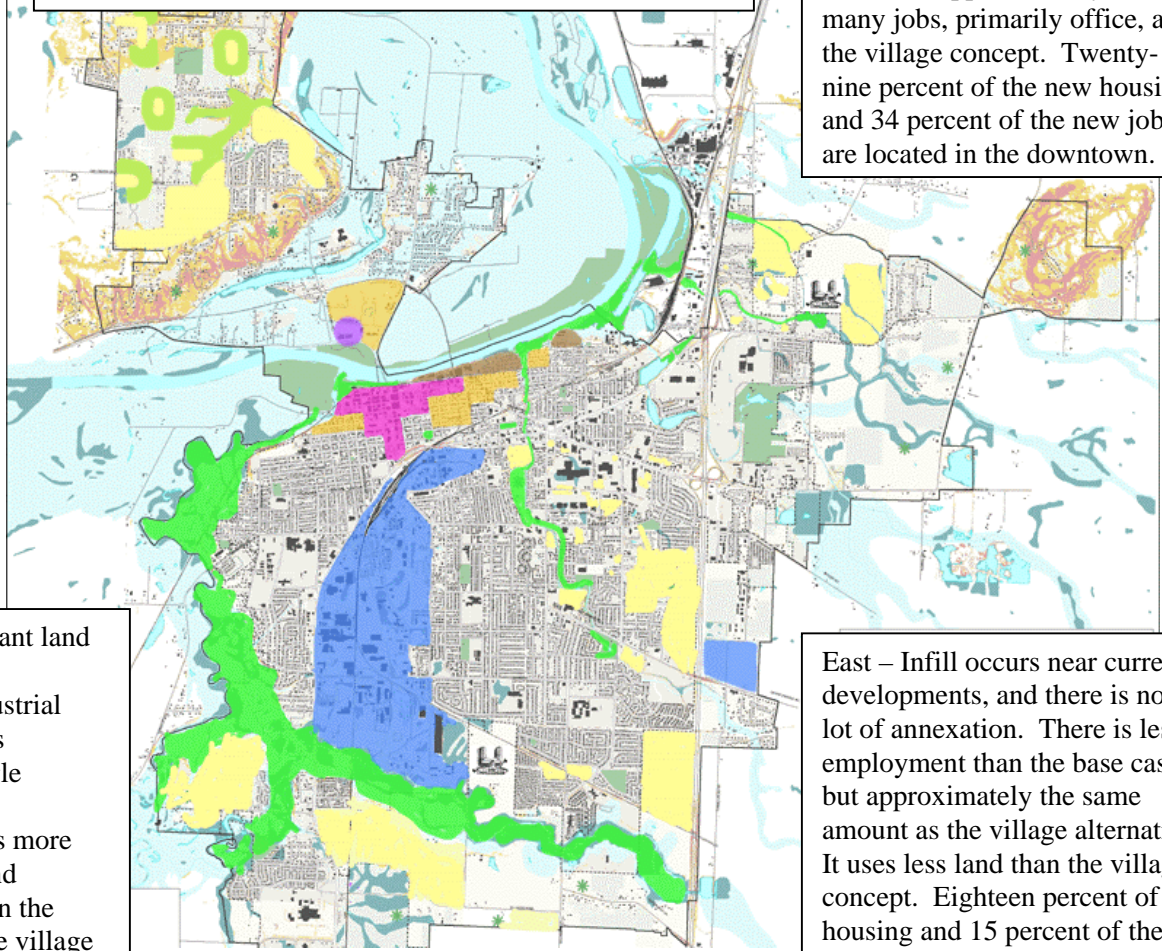
The alternatives sought to create sub-areas that would provide housing, services and jobs in close proximity to each other. Thus, increasing the feasibility of alternative modes of transportation and reducing the need for residents to drive across town as currently required. The city was divided into five subareas: Central; Downtown; East; North; and South as shown in the figure to the left.

The development pattern for the five sub-areas in each alternative is described on the following pages.

## Enhanced Redevelopment

North – Rural by design clusters of housing and open space are located in the far north. A village center with apartments is located near the river, partly in the floodplain. Thirteen percent of the new housing and two percent of the new jobs are located in the north.

Downtown – Redevelopment occurs along the riverfront, with mixed uses. The housing in this alternative is almost twice as many as in the village concept, primarily in urban and condominium housing types. There are approximately twice as many jobs, primarily office, as in the village concept. Twenty-nine percent of the new housing and 34 percent of the new jobs are located in the downtown.



Central – Vacant land is built out as primarily industrial and housing is primarily single family. This alternative has more households and employment in the center than the village alternative. Eleven percent of the housing and 23 percent of the jobs are located in the central area.

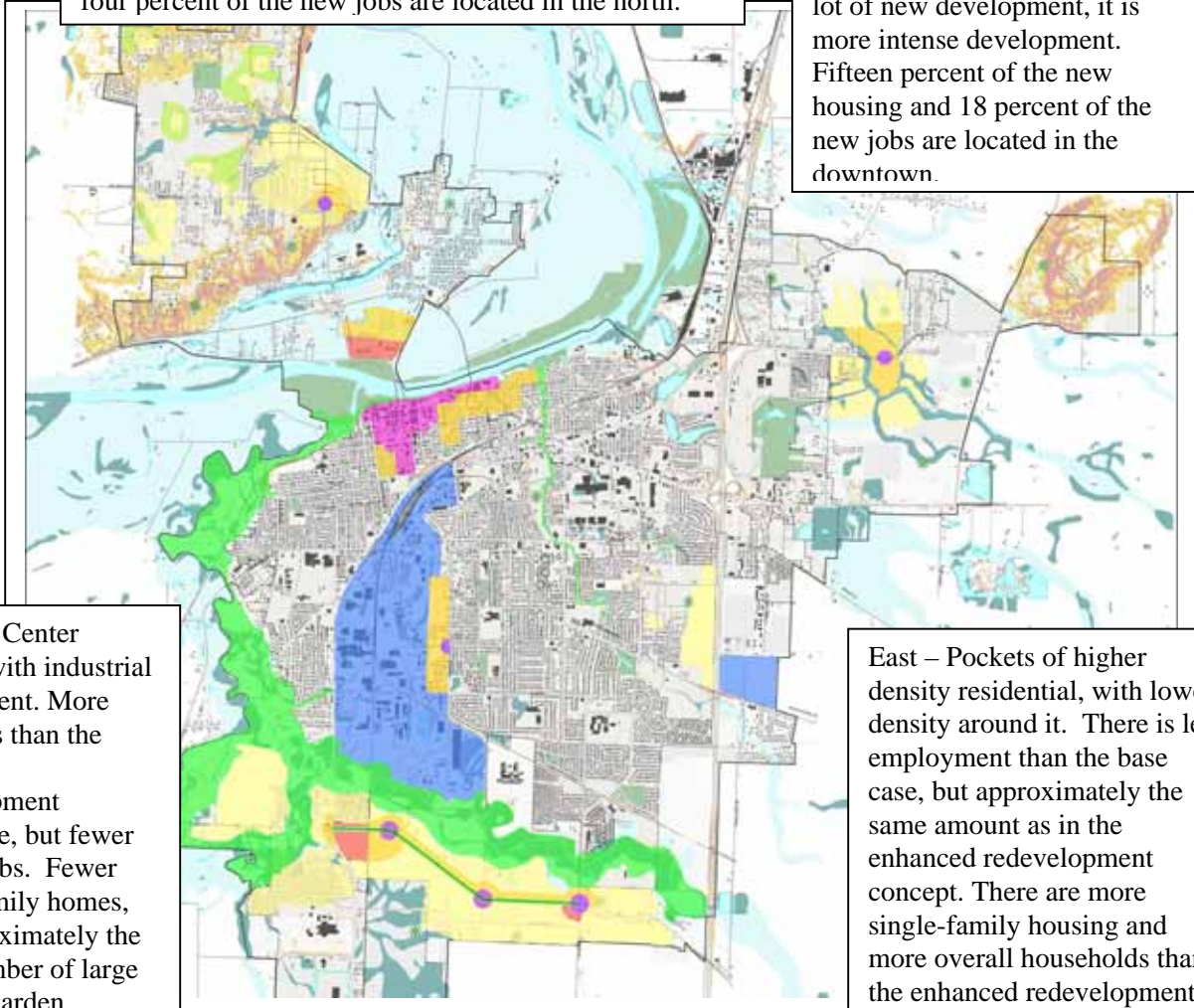
South – Limited development with land outside of current city limits developed as single family, near the three choke points in the south. Twenty nine percent of the housing and 27 percent of the jobs are located in the south.

East – Infill occurs near current developments, and there is not a lot of annexation. There is less employment than the base case, but approximately the same amount as the village alternative. It uses less land than the village concept. Eighteen percent of the housing and 15 percent of the jobs are located in the east.

# Village Concept

North – Commercial development is located near the bridge as a small neighborhood center. There are twice as many jobs in the village concept than the enhanced redevelopment concept. Land in the far north is developed as rural by design, with housing and open space. Some land remains vacant and undeveloped. Ten percent of the new housing and four percent of the new jobs are located in the north.

Downtown – Redevelopment in the downtown is less aggressive on vacant lots than in the enhanced redevelopment concept. Although there is not a lot of new development, it is more intense development. Fifteen percent of the new housing and 18 percent of the new jobs are located in the downtown.



Central – Center concept with industrial employment. More retail jobs than the enhanced redevelopment alternative, but fewer overall jobs. Fewer single family homes, but approximately the same number of large lots and garden apartments as the enhanced redevelopment alternative. Eleven percent of the housing and 23 percent of the jobs are located in the central area.

South – A parkway with three centers, surrounded by single-family housing and higher density residential housing, runs through the south end of Albany. There are more overall households than the enhanced redevelopment concept, but fewer single-family households. There are more retail jobs, but fewer overall jobs, than the enhanced redevelopment concept. Thirty eight percent of the housing and 43 percent of the jobs are located in the south.

East – Pockets of higher density residential, with lower density around it. There is less employment than the base case, but approximately the same amount as in the enhanced redevelopment concept. There are more single-family housing and more overall households than the enhanced redevelopment concept. There is one center for shopping in the east. Twenty seven percent of the housing and 16 percent of the jobs are located in the east.

## Comparison of Alternatives

Albany planning staff provided 2020 forecasts for growth (6,300) and job growth (6,400). For the Base Case, staff estimated that 25% of the population growth would occur in both the East and Oak Creek areas with the remainder generally split among the other 3 areas. Employment growth was divided into four portions and then adjusted in favor of areas with more developable land. All forecasts were allocated geographically by transportation analysis zones for modeling purposes, so totals are not precisely equal. The consultant estimated demand for housing types and allocations are distributed according to the development pattern.

Projections by specific housing types for the alternatives are allocated below:

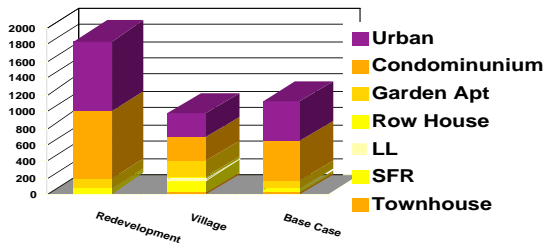
<i>HOUSING</i>	<i>Central</i>	<i>Downtown</i>	<i>East</i>	<i>North</i>	<i>South</i>	<i>Grand Total</i>
<b>ENHANCED REDEVELOPMENT</b>						
Townhouse	6	21	-	3	-	29
Single Family	513	35	875	42	1,469	2,934
LL	64	3	131	773	184	1,156
Row House	1	26	-	3	-	30
Garden Apartment	82	121	109	19	184	515
Condominium	1	799	-	3	-	803
Urban	2	833	-	4	-	838
<i>TOTAL</i>	<i>669</i>	<i>1,838</i>	<i>1,116</i>	<i>846</i>	<i>1,836</i>	<i>6,305</i>
<b>VILLAGE</b>						
Townhouse	5	37	71	30	253	396
Single Family	435	149	1,161	103	1,175	3,023
LL	54	18	142	358	135	706
Row House	5	26	4	3	7	46
Garden Apartment	84	189	340	99	813	1,525
Condominium	5	271	4	3	7	291
Urban	8	284	6	5	11	314
<i>TOTAL</i>	<i>597</i>	<i>974</i>	<i>1,729</i>	<i>601</i>	<i>2,400</i>	<i>6,301</i>
<b>BASE CASE</b>						
Townhouse	17	31	-	-	-	48
Single Family	650	33	686	54	1,222	2,644
LL	81	3	805	970	153	2,010
Row House	2	6	-	-	-	7
Garden Apartment	129	99	86	7	153	473
Condominium	2	474	-	-	-	475
Urban	2	478	-	-	-	480
<i>TOTAL</i>	<i>882</i>	<i>1,123</i>	<i>1,576</i>	<i>1,030</i>	<i>1,527</i>	<i>6,138</i>

Projections by specific employment types for the alternatives are allocated below:

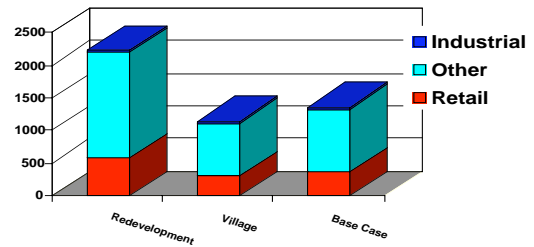
<i>EMPLOYMENT</i>	<i>Central</i>	<i>Downtown</i>	<i>East</i>	<i>North</i>	<i>South</i>	<i>Grand Total</i>
<b>ENHANCED REDEVELOPMENT</b>						
Retail	308	574	31	32	95	1,040
Other (office)	578	1,622	251	68	878	3,397
Industrial	609	35	721	-	809	2,173
<i>TOTAL</i>	<i>1,495</i>	<i>2,231</i>	<i>1,002</i>	<i>100</i>	<i>1,782</i>	<i>6,610</i>
<b>VILLAGE</b>						
Retail	449	305	52	74	219	1,098
Other (office)	393	808	297	156	1,585	3,239
Industrial	425	32	704	-	938	2,099

	<i>TOTAL</i>	<i>1,266</i>	<i>1,145</i>	<i>1,054</i>	<i>230</i>	<i>2,742</i>	<i>6,437</i>
<b>BASE CASE</b>							
Retail		353	363	93	-	110	919
Other (office)		664	961	307	-	1,010	2,943
Industrial		701	31	829	-	931	2,491
	<i>TOTAL</i>	<i>1,718</i>	<i>1,356</i>	<i>1,229</i>	<i>-</i>	<i>2,050</i>	<i>6,353</i>

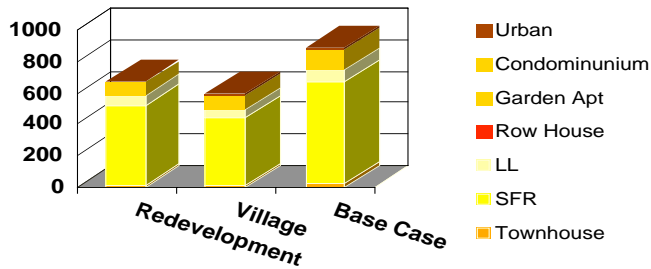
**Downtown Households**



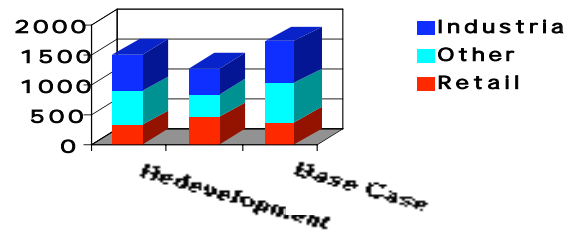
**Downtown Employment**



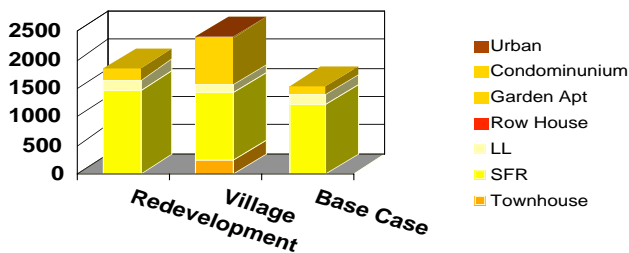
**Central Albany Households**



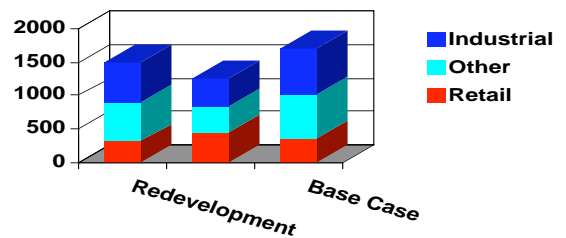
**Central Albany Employment**



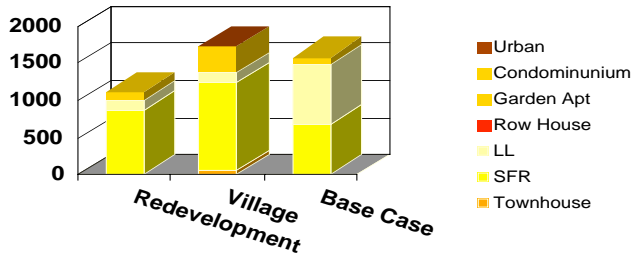
**Oak Creek Households**



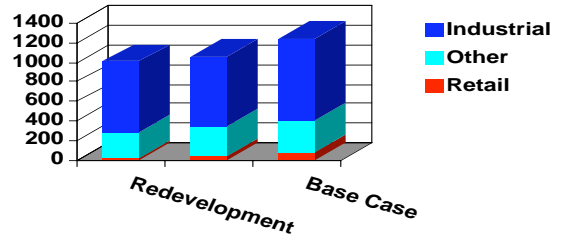
**Oak Creek Employment**



**East I-5 Households**



**East I-5 Employment**



## Recommendations

- Create mixed-use centers** - The use of mixed-use center development, as proposed in both alternatives, is encouraged for a variety of reasons. The advantages of mixed-use, walkable communities include urban revitalization, choice of housing for different stages of life, increase in safety due to increased activity and people watching the community, transportation and air quality benefits including the feasibility of bike riding, walking and taking transit, and infrastructure savings. Land can also be used more efficiently with changes in the development policies to encourage walkable communities. For example, walkable areas typically allow people to park once and run many small day-time errands on foot whereas auto-oriented areas typically requires one car to use three to five parking spaces in the course of one day to run the same types of errands. It is appropriate to create mixed-use centers in North Albany, South Albany and East Albany where transportation choke points make travel to the downtown and central part of Albany difficult.
- Create an identity for North Albany** – Currently, North Albany is almost exclusively a residential area, with access to jobs and services in Albany restricted by the bridge. By providing additional jobs and services in North Albany, the neighborhood can create an identity for itself and the reliance on downtown and central Albany can be reduced. As a result, transportation impacts would be mitigated. The key challenge for development in North Albany is to balance the number and types of services located in North Albany to ensure that the businesses have an appropriate customer base to be successful.
- Redevelop downtown** – The downtown core has a lot of potential for mixed-use development. Adding residential units to the existing commercial and retail opportunities in downtown will increase the opportunities in the downtown for evening activities and can increase the economic viability of businesses in the downtown with an additional customer base.

- **Create a Network of Streets and Blocks** – Creating a network of streets and blocks, such as through the use of the “rural by design” design type, has many benefits. Not only does it increase the amount of greenspace, it also provides greater connectivity by reducing, or eliminating, cul-de-sacs, which improves transportation circulation and can, reduce travel time.