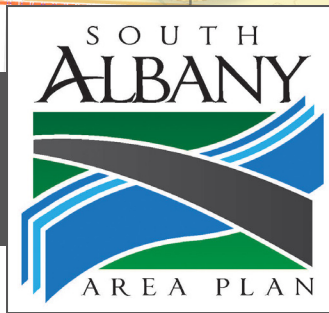
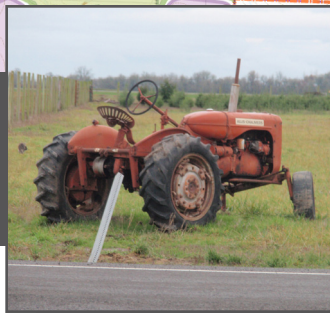


February 13, 2013



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



Executive Summary

Purpose

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

Planning Area

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

Vision

South Albany will be:

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

Plan Objectives

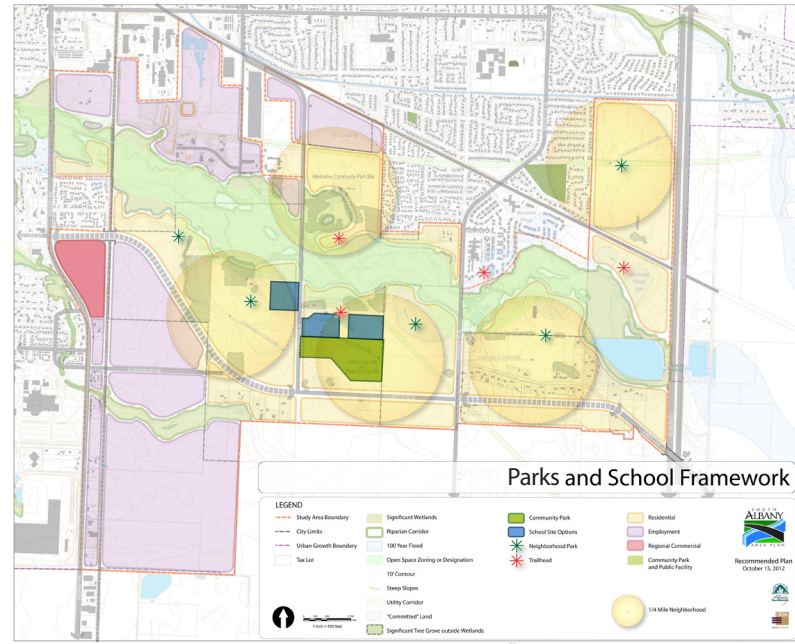
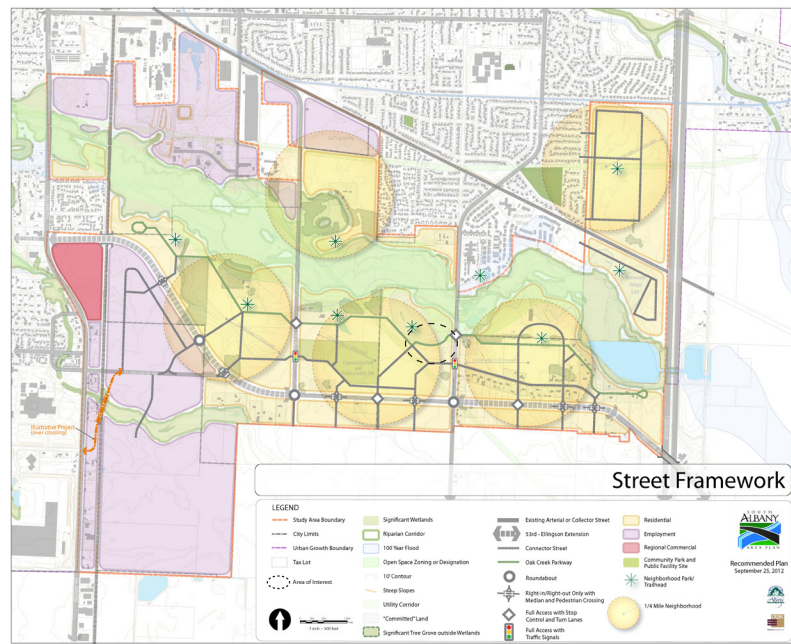
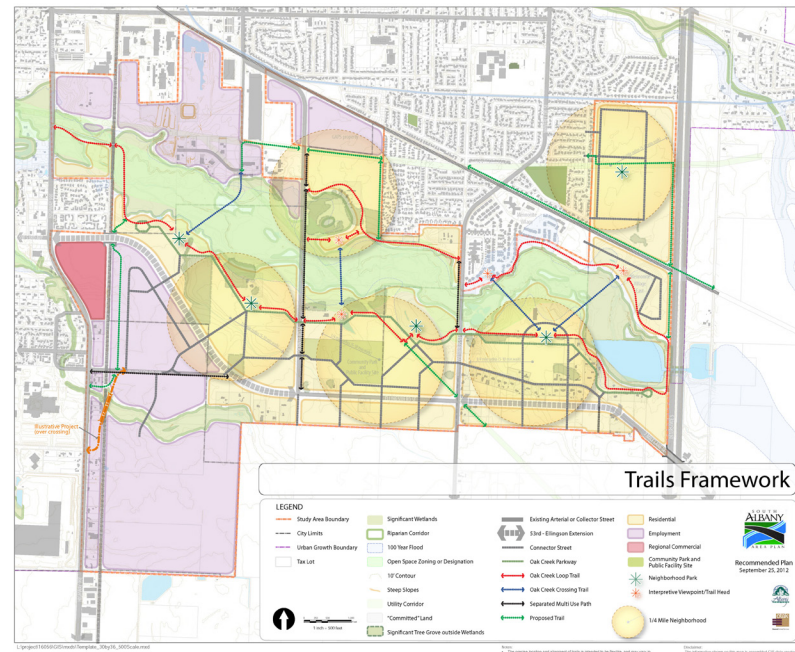
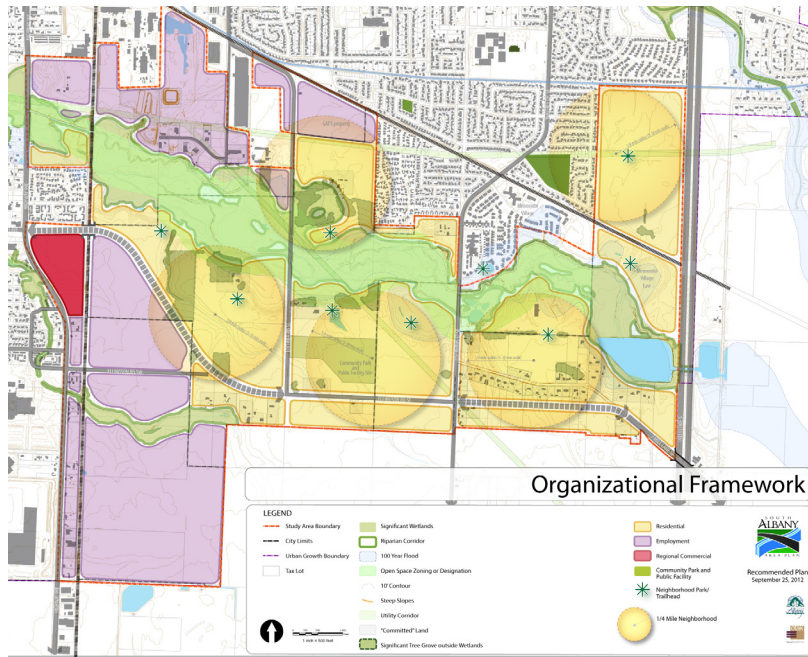
The SAAP will fulfill the vision through the following objectives:

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

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

Planning Framework

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



Land Use Plan

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

Implementation

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

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

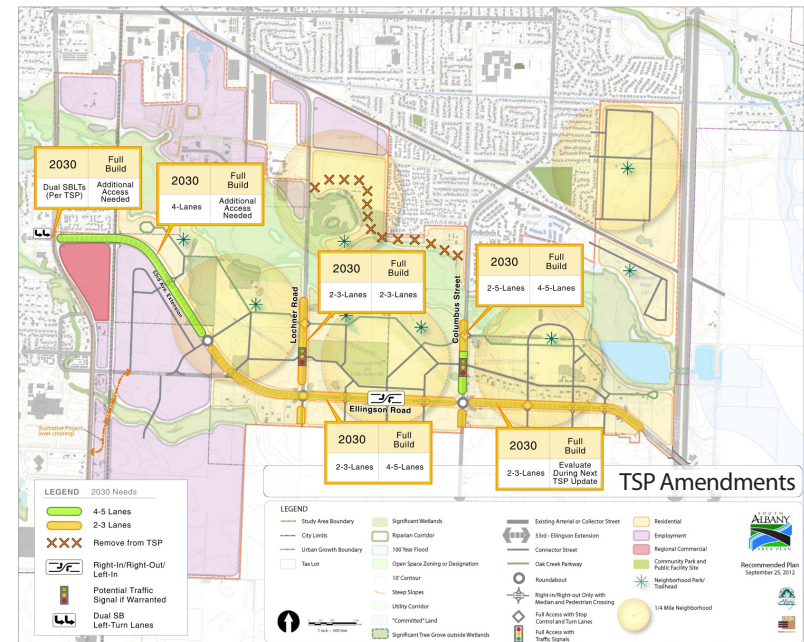
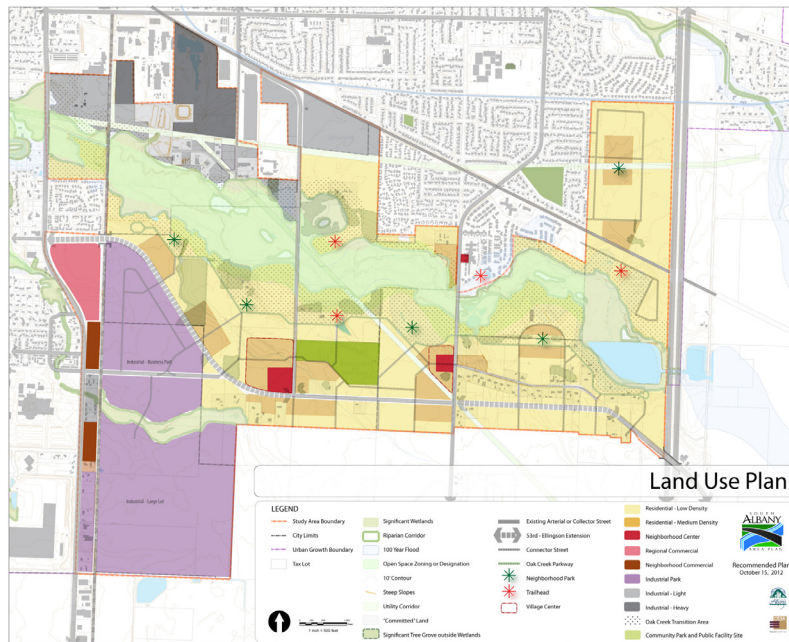
Development Code Amendments include:

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

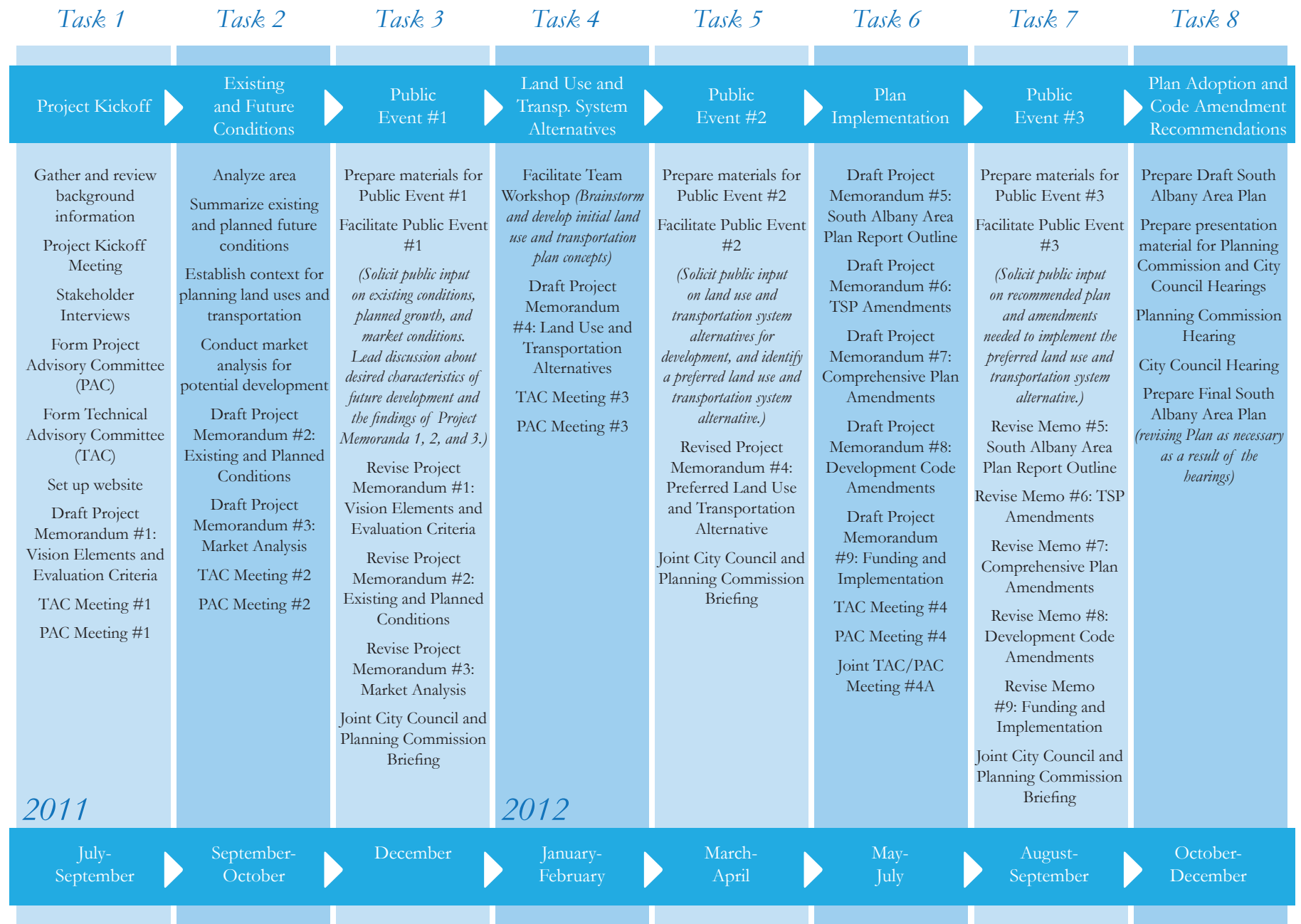
Transportation System Plan Amendments include:

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

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



South Albany Area Planning Process



Introduction

Purpose of Project

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

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

Study Area

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

Document Contents

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

Planning Process

The planning process was divided into major tasks elements:

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

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

Vicinity Map





Existing Conditions

Planning Area Context

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

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

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

Past Planning in South Albany

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

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

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

Existing Land Use Conditions

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

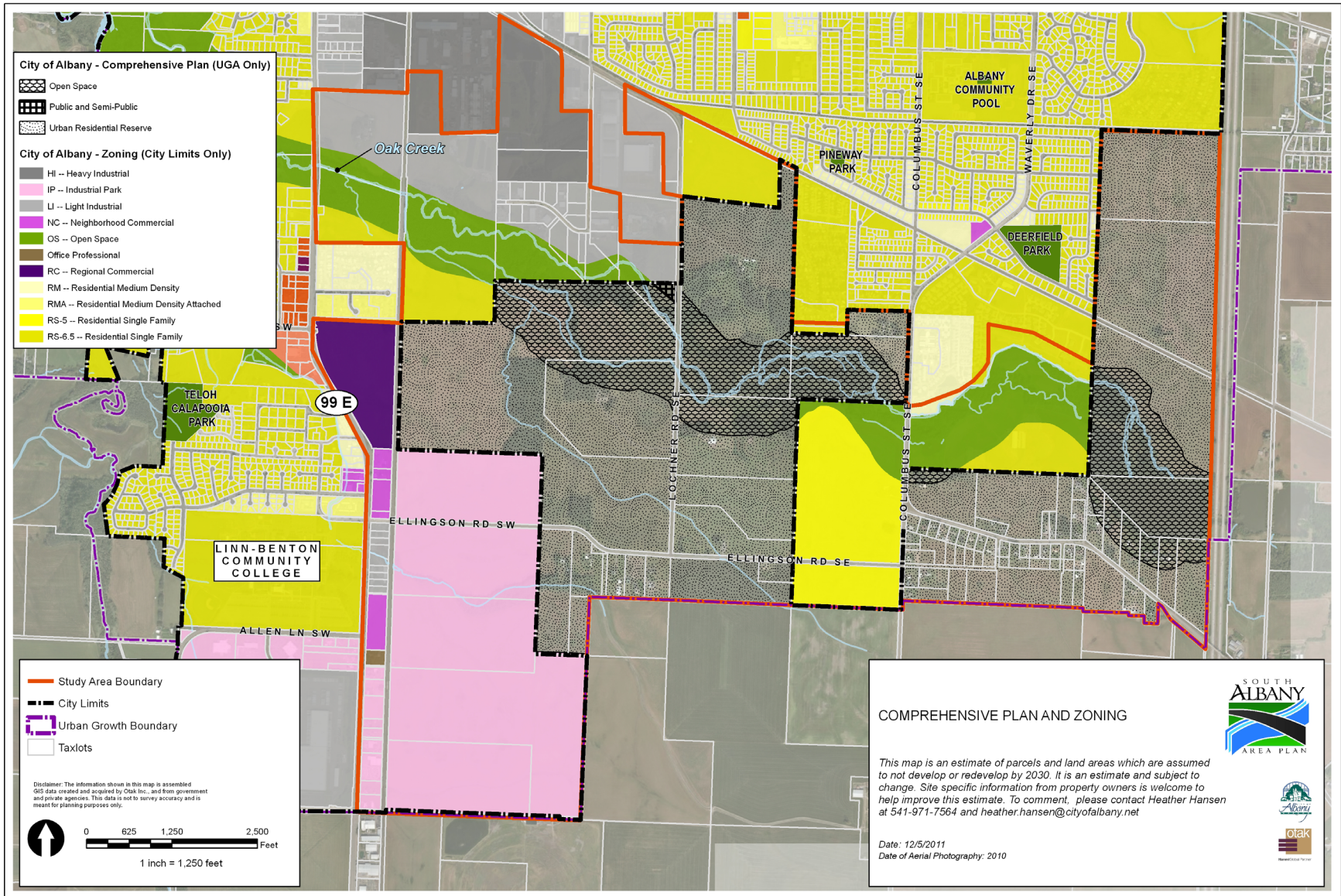
Within the study area, current land uses along the 99E corridor are mixed: small businesses, Target Distribution Center, Linn-Benton Community College, and residential areas ranging from low to medium-density housing. To the east of the 99E corridor the primary land uses are rural residential homes,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

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

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

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





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Existing Natural Resources Conditions

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

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

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

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

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

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

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

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

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

The study area contains three Cowardin wetland classifications including:

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

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

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

Existing Transportation Conditions

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

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

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

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

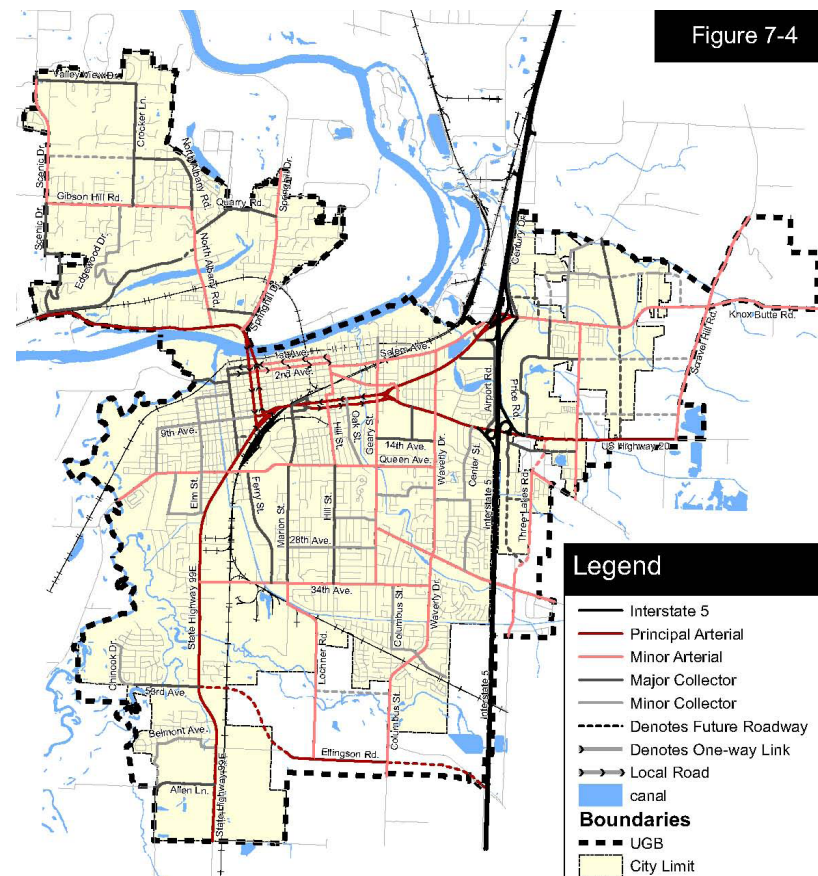


Figure 7-4

Table 1. Most Likely Land use Alternative Forecasts

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

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

Table 2. South Albany Project Study Area Forecasts in TSP

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

Source: City of Albany

Transportation System Plan

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

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

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

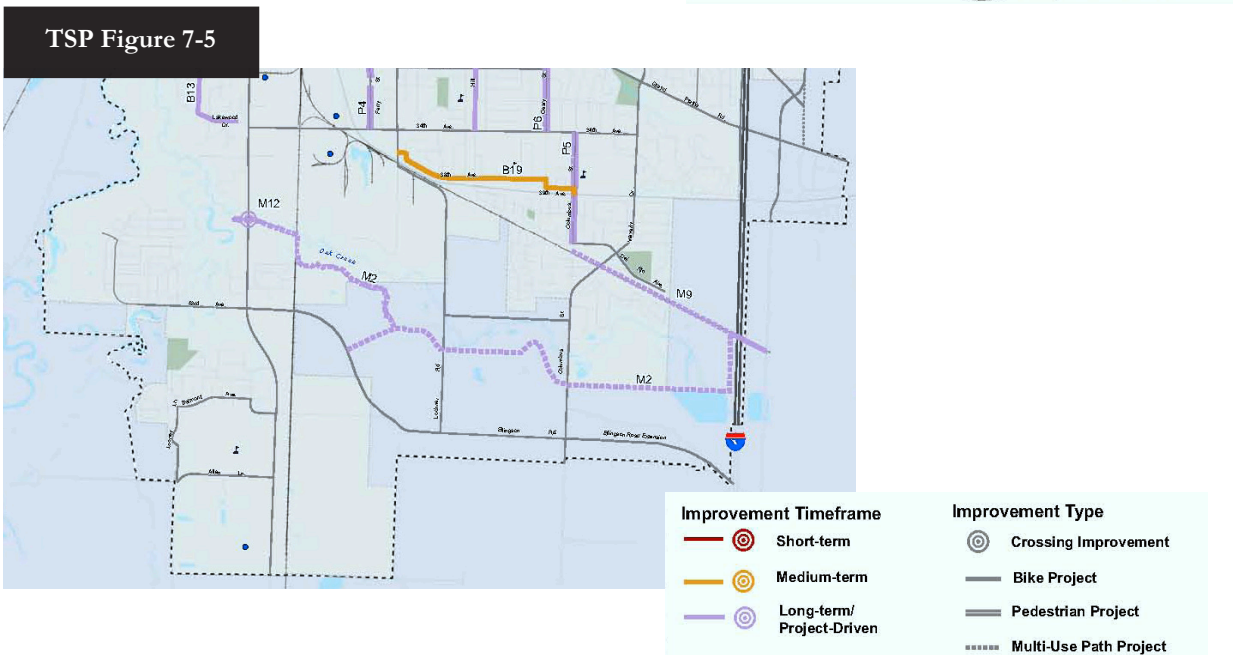
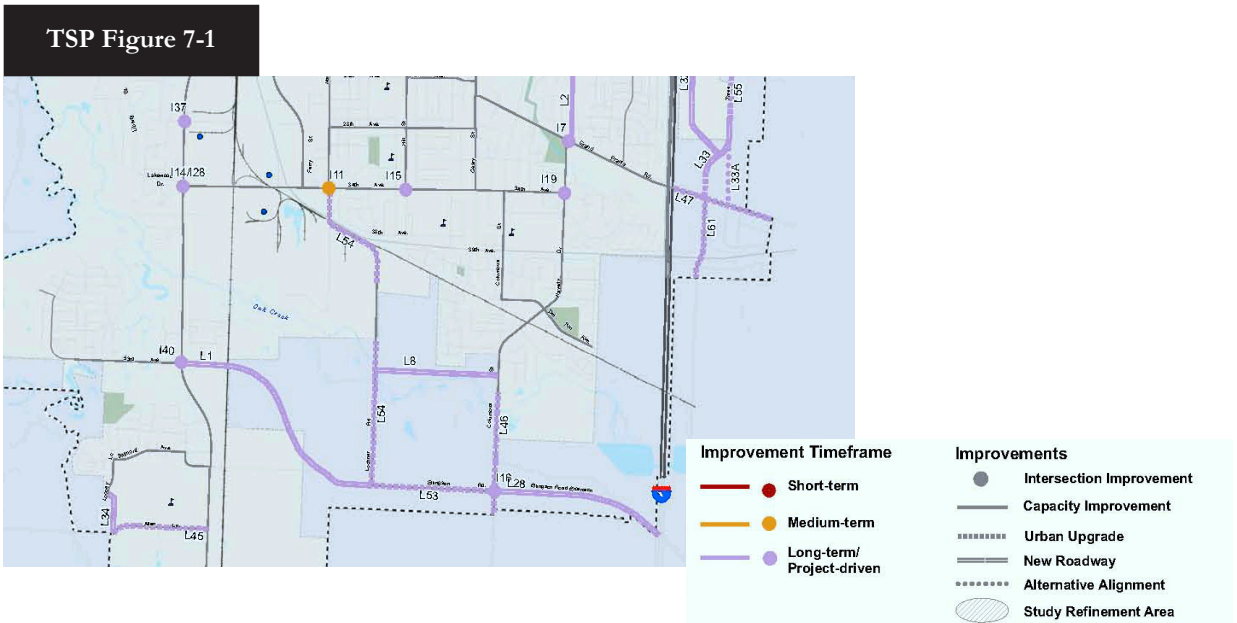


Table 3. Transportation Improvement Projects Located in South Albany

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

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

Buildable Lands Analysis

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

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

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

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

Non-Significant Wetlands – A Key Factor

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

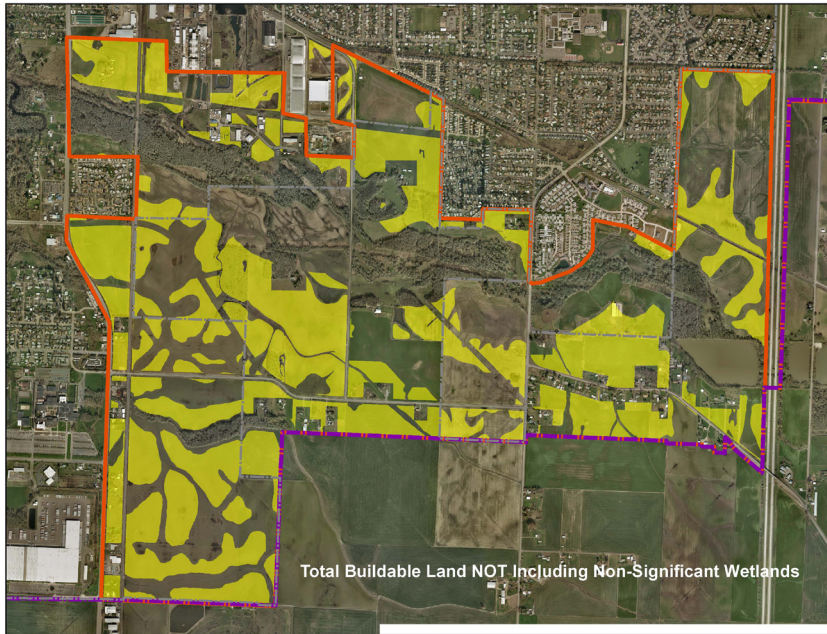
The analysis evaluated four scenarios to estimate the buildable lands in South Albany, using non-significant wetlands as a variable. To be considered “buildable,” wetland areas would either have to be mitigated or would be determined to not be regulated wetlands through more detailed mapping and surveys.

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

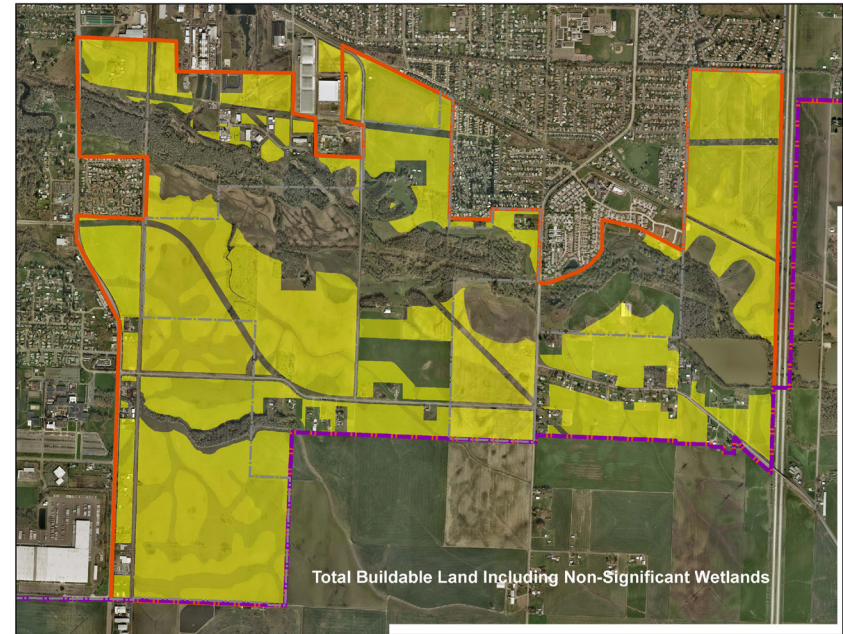
mitigation of a majority of the non-significant wetlands is necessary for the development of efficient, well designed neighborhoods and employment areas.

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

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



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



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

Market Analysis

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

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

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

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

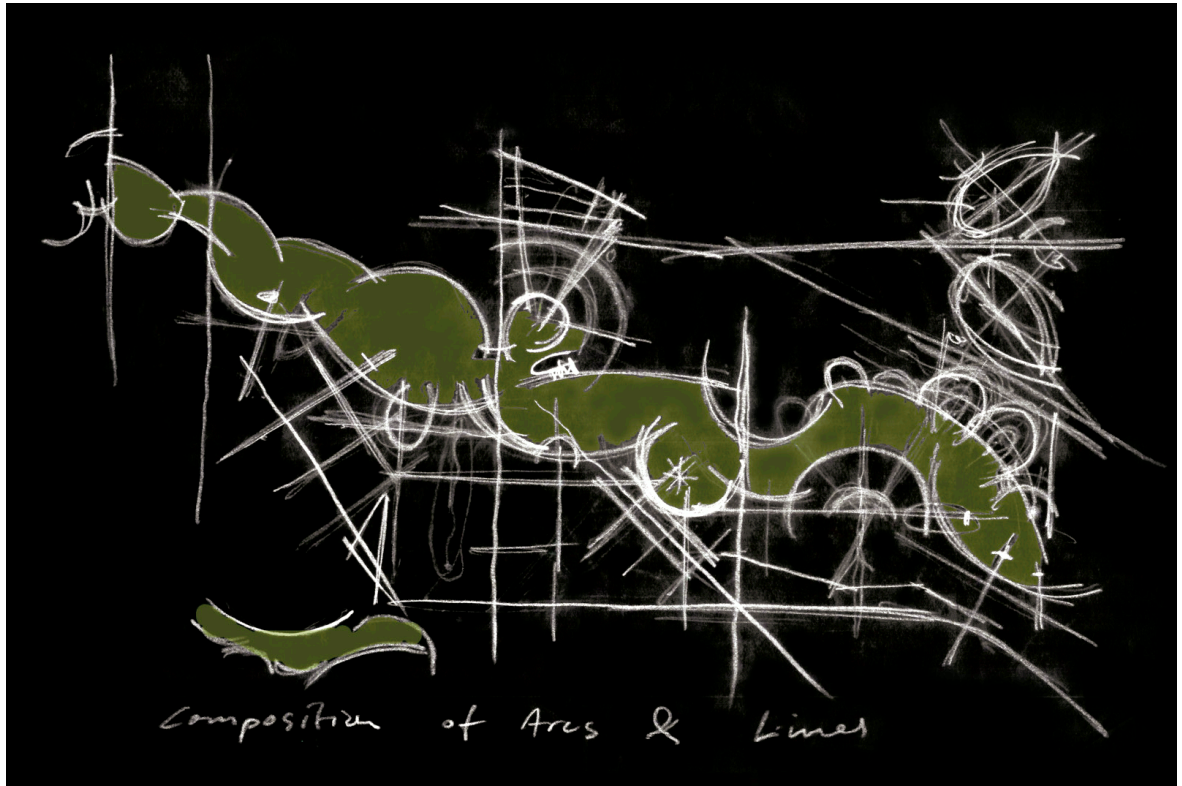
The study area has characteristics that present opportunities for development and characteristics that present challenges. The study area's location, large parcels of undeveloped land, topography, proximity to Highway 99E, access to rail lines, and existing infrastructure are all assets. Challenges for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

The Plan

Vision

South Albany will be:

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



Plan Objectives

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Village Center



A place for events



Vibrant Mixed-Use



Natural features integration



Appropriately scaled

Park and Institutional/Civic Uses



Centrally located school



A fire station makes a good neighbor



Parks for passive...



... and active recreation



Transition Area



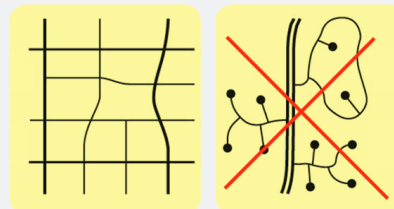
Homes facing a park and wetland area



Homes face the open space



Homes face the park



Connected streets promote integrated neighborhoods...

...while disconnected streets isolate neighborhoods.

Street Connectivity



Neighborhoods with connected, walkable streets



Mixed Use Center



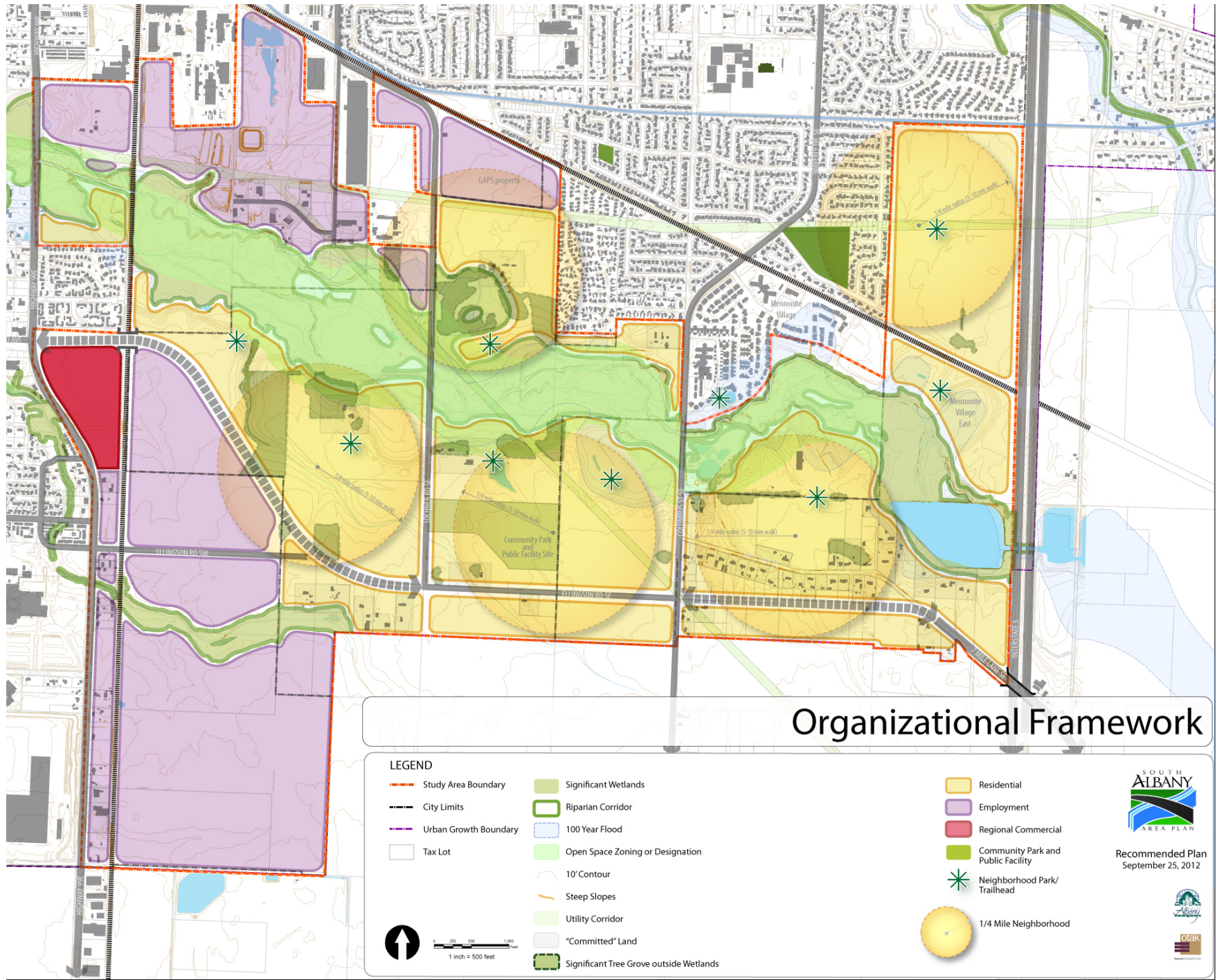
A variety of housing types



Complete Neighborhoods



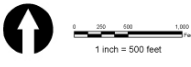
Parks and Trails



Organizational Framework

LEGEND

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



SOUTH ALBANY
AREA PLAN

Recommended Plan
September 25, 2012

Note: Disclaimer: The information shown in this map is assembled from various sources and is not guaranteed to be accurate.

Organizational Framework

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

Neighborhoods

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

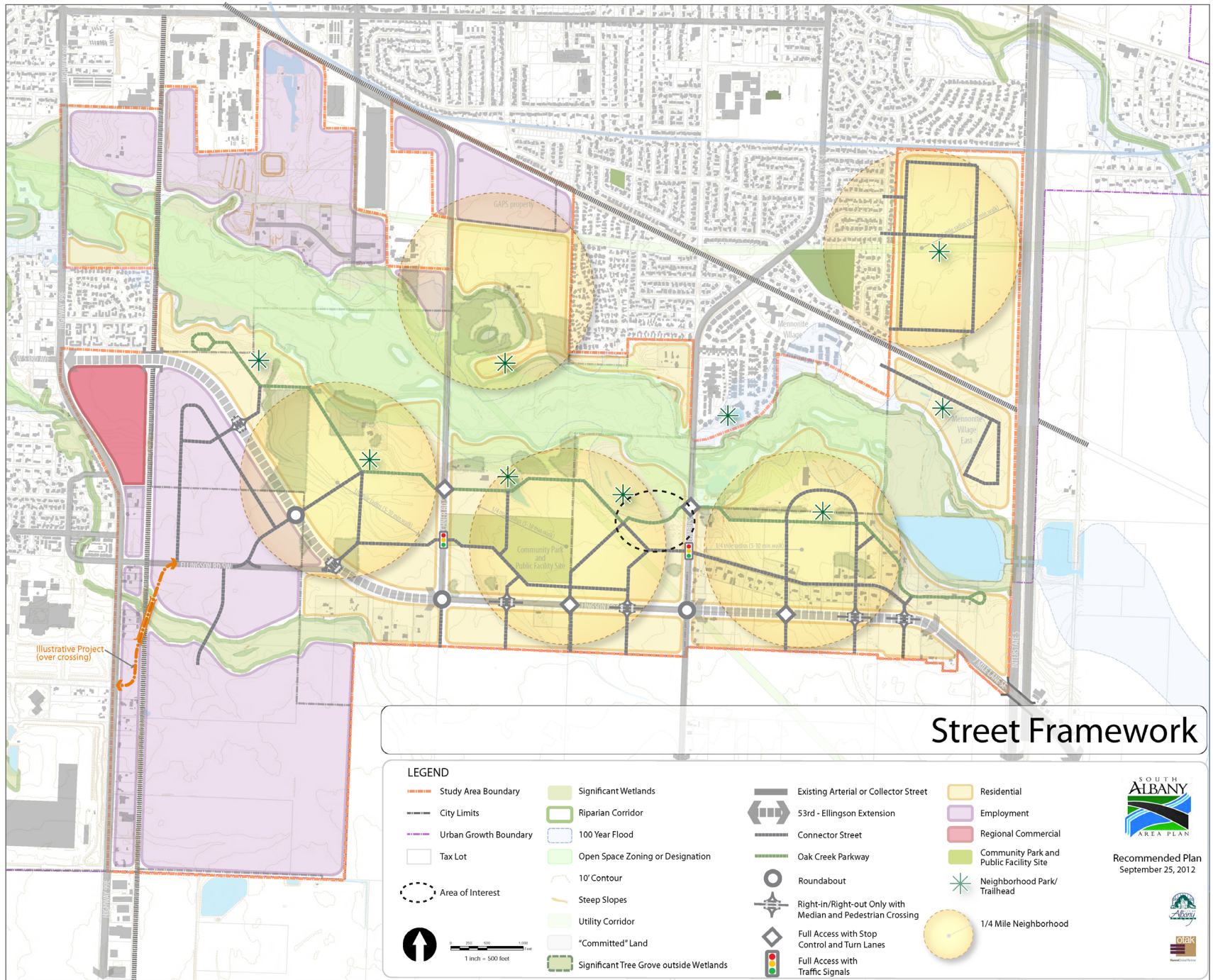
Regional Commercial and Employment Areas

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

Open Spaces

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





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Note: The precise location and alignment of Connector Streets is intended to be flexible, and may vary in response to the location of natural features.

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

SOUTH ALBANY
AREA PLAN

Recommended Plan
September 25, 2012

Street Framework

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

Arterials and Collectors

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

Oak Creek Parkway

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

Industrial Access

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

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

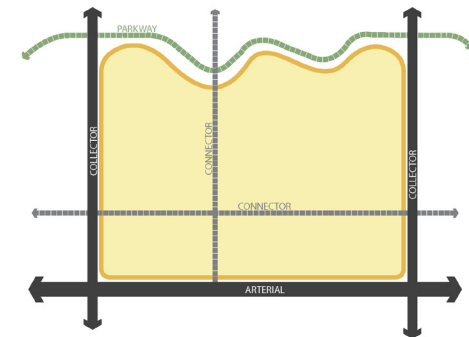
Intersections

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

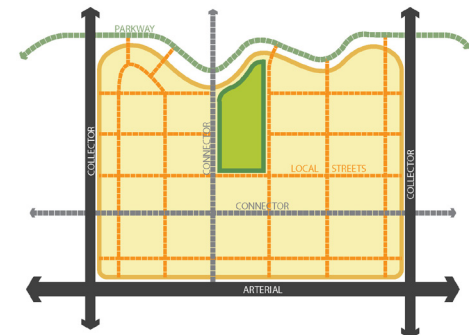
Connector Streets

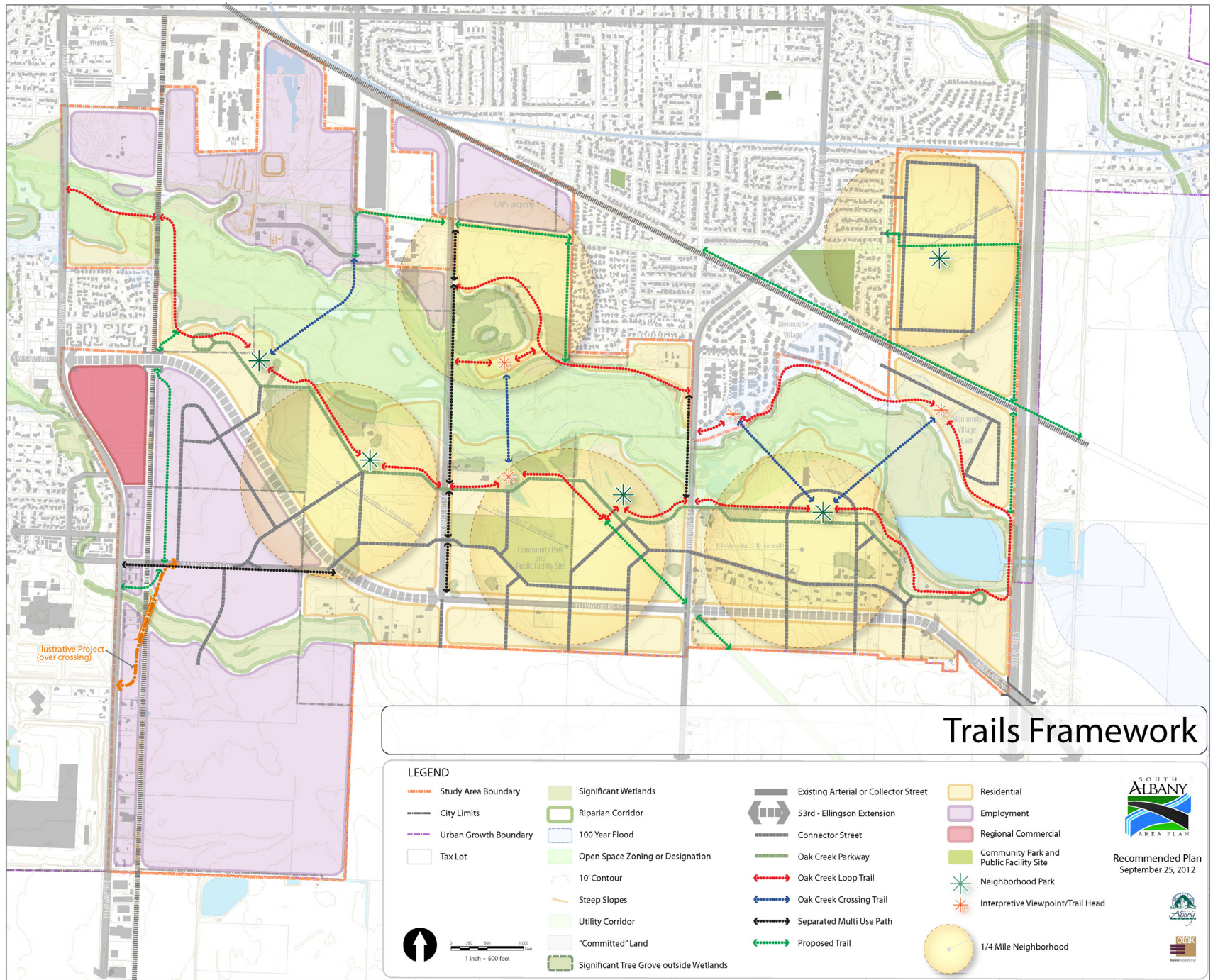
All connector streets and intersections on the framework are conceptual and represent the recommended corridors and connections for the plan. While the connector streets have been drawn to implement the vision and plan objectives for South Albany—linking land use, transportation, and open space—site-specific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

Street Framework Plan



Complete Street and Block Plan





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Trails Framework

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

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

Connectivity

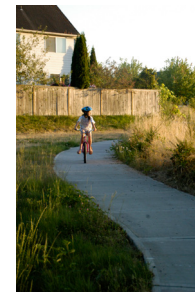
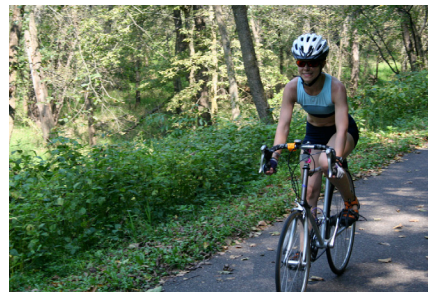
The trails provide connections between all key destinations and neighborhood centers within the study area, forming a network of direct and convenient walking routes. Trails lead to neighborhood parks, a future elementary school site, the Community Park, Oak Creek, the Gerig historic property, oak groves,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

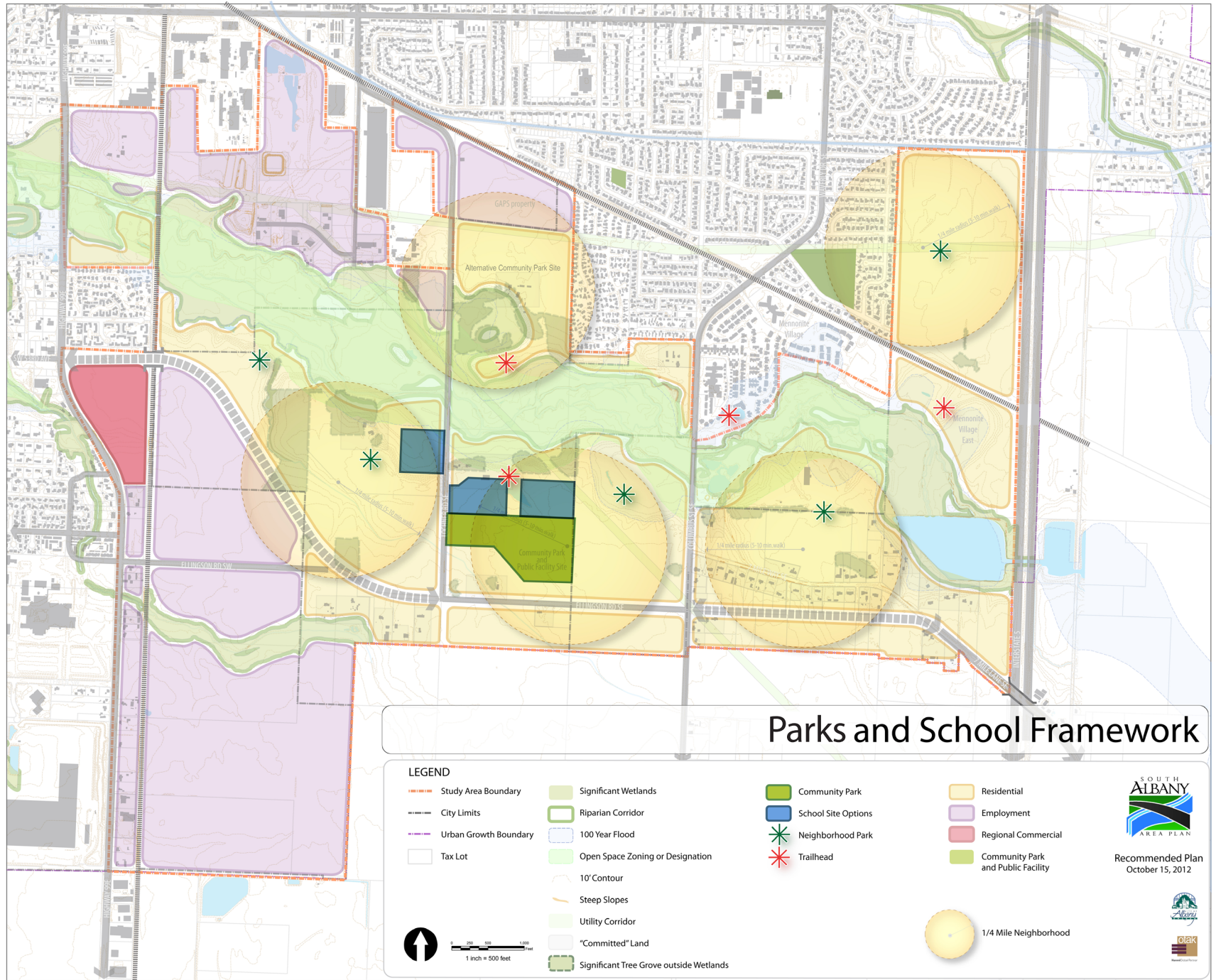
Variety

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

Location

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





Parks and School Framework

LEGEND

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

1 inch = 500 feet

1/4 Mile Neighborhood

SOUTH ALBANY
AREA PLAN
Recommended Plan
October 15, 2012



Note: The precise location and alignment of the school site and community park improvements are intended to be flexible, and may vary in response to the location of natural features.

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

Parks and School Framework

Community Park

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

Neighborhood Parks

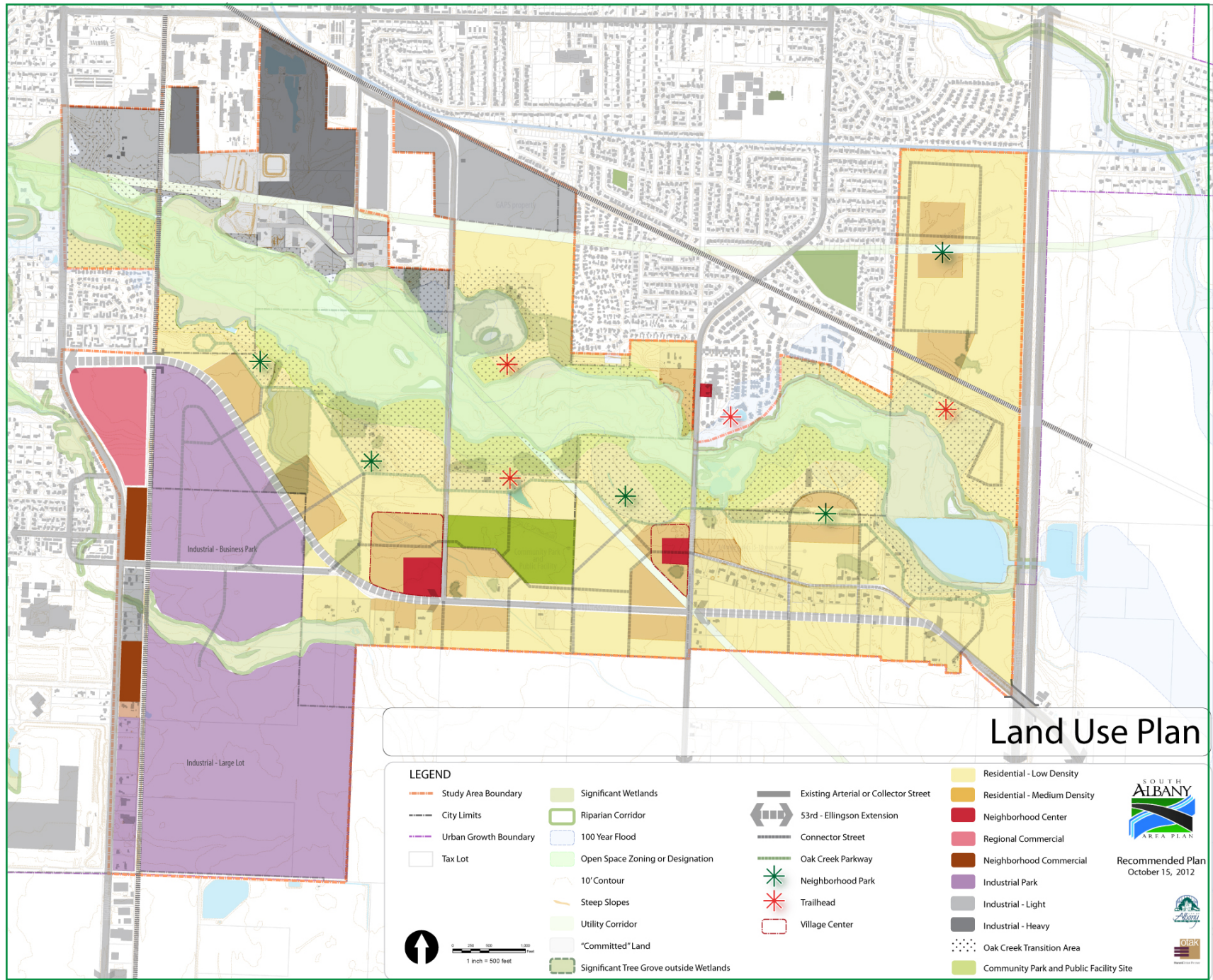
An essential aspect of great, well-defined, and walkable neighborhoods is a neighborhood park. It provides each neighborhood a common open space for gatherings and passive or active recreation. The SAAP envisions the neighborhood parks to be centrally located to offer all residents quick and easy access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

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

Elementary School Sites

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





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Note: The precise location and alignment of streets is intended to be flexible, and may vary in response to the location of natural features.

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

Land Use Plan

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

Residential – Low Density

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

Residential – Medium Density

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

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

Neighborhood Centers

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

Regional Commercial

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

Neighborhood Commercial

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

Industrial Park

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

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

Industrial-Light and Industrial-Heavy

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

Oak Creek Transition Area

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

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

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

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

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

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

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

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

Community Park and Public Facility Site

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

Implementation

Introduction

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

Comprehensive Plan Amendments

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

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

Development Code Amendments

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

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

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

Amendment to Article 11 – Land Divisions.

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

Amendment to Article 3 – Residential Zoning Districts.

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

Transportation System Plan Amendments

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

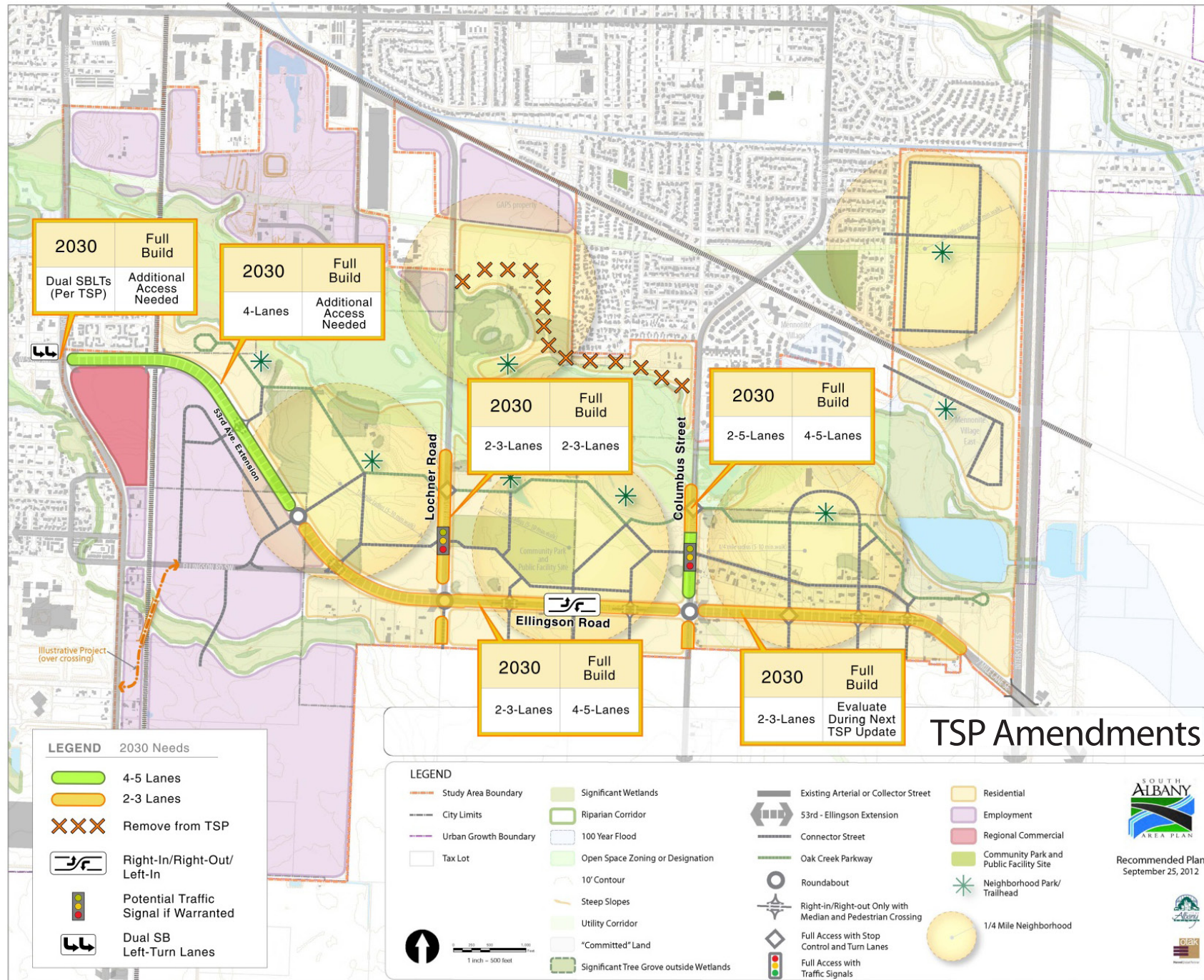


Table 4. Recommended TSP Amendments

ID	Project Name	Project Type	TSP Amendment	2030 Need	Build-out Need	TSP Project Cost	Amended Cost
L1	53rd Avenue Extension	New Road or Alignment	Extend 4-lane section to 1st roundabout	2-4 Lanes	4 Lanes	\$17,986,000	\$18,600,000
L8	Lochner-Columbus Connector	New Road or Alignment	Remove from TSP	NA	NA	\$2,742,000	\$0
L28	Ellingson Road Extension	New Road or Alignment	Widen from 2 to 3 lanes	2-3 Lanes	4-5 Lanes	\$4,430,000	\$5,740,000
L46	Columbus Street	Urban Upgrade	5-lane ROW preservation near Ellingson Road	3-5 Lanes (near Ellingson only)	5 Lanes (north to Oak Creek Parkway only)	\$2,727,000	\$4,549,000
L53	Ellingson Road	Urban Upgrade	Update cross-section for high quality bike facility	3 Lanes	5 Lanes	\$5,847,000	\$5,847,000
L54	Lochner Road	Urban Upgrade	Update cross-section for high quality bike facility	2-3 Lanes	2-3 Lanes	\$5,756,000	\$8,270,000
NEW 1	Oak Creek Parkway	New Road	Add new local roadway	2 lanes	2 lanes	NA	\$16,456,000
I16	Ellingson Road/ Columbus Street	Intersection Control Change (Roundabout)	Change from signal to roundabout	Partial multi-lane roundabout	Multi-lane roundabout	\$345,000	\$500,000
M2	Oak Creek Trail	Multiuse Path	Expanded and split into 3 projects (see below)	NA	NA	\$2,645,000	see segment cost estimates
M2-a	Oak Creek Loop Trail (south of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$2,680,000
M2-b	Oak Creek Loop Trail (north of Oak Creek)	Multiuse Path	Create trail	NA	NA	NA	\$1,787,000
M2-c	Oak Creek Crossing Trails	Multiuse Path	Create trail	NA	NA	NA	\$838,000
NEW 2	Ellingson Road/ Lochner Road	Roundabout	Identify roundabout as treatment	Single Lane roundabout	Multi-Lane roundabout	NA	\$500,000
NEW 3	53rd Avenue Extension/Industrial Property Access	Roundabout	Identify roundabout as treatment	Partial multi-lane roundabout	Multi-lane roundabout	NA	\$500,000

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

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

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

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

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

Funding Strategy

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

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

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

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

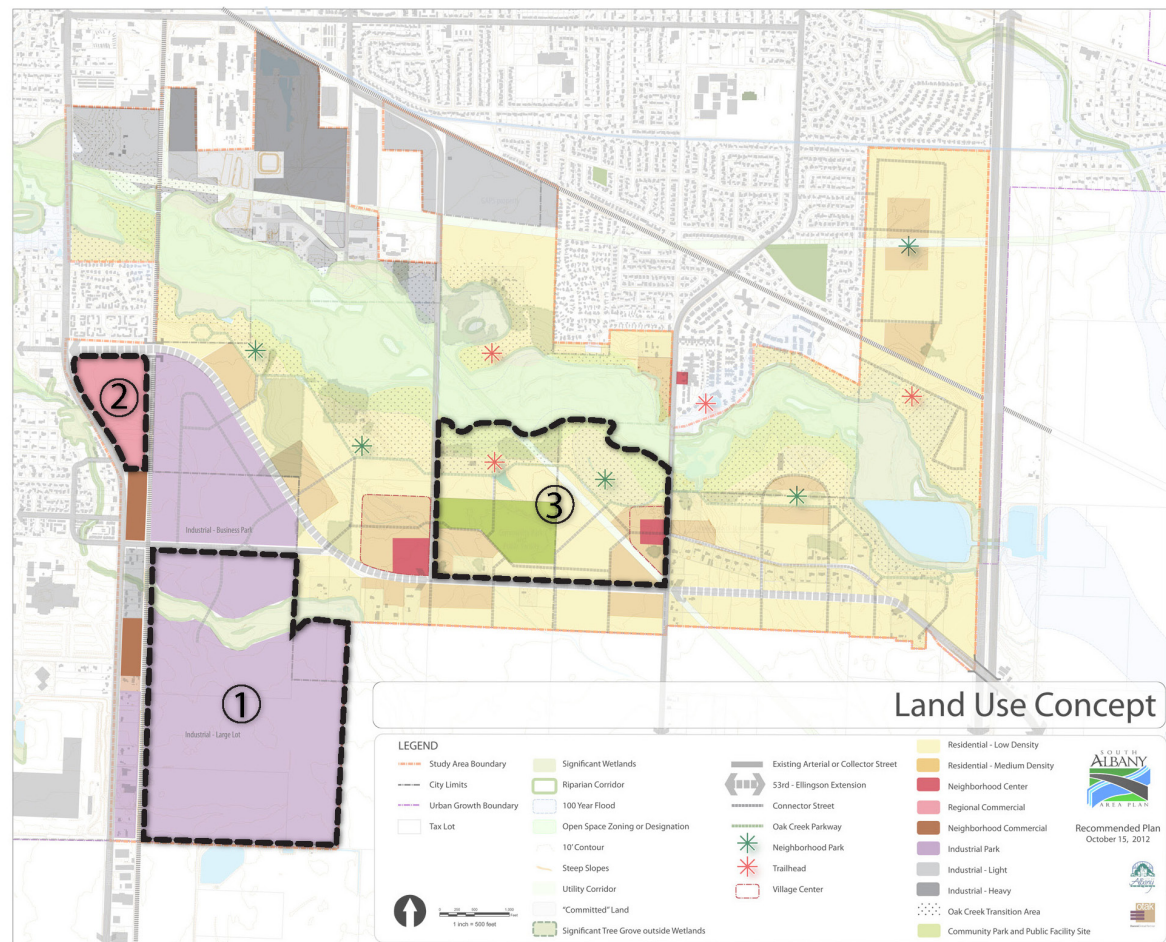
The following list summarizes how these tools may be used to fund each type of infrastructure project:

- Transportation infrastructure will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs. The 53rd Ave. extension project is likely to require additional funding sources, and urban renewal may be a logical funding source.
- Water infrastructure will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs.
- Wastewater infrastructure will be funded largely through public-private partnerships, with the City's portion of funding consisting largely of SDCs.
- Storm water infrastructure needs within the Area are not yet known. A citywide storm water master plan is being developed and the applicable results should be incorporated into this study when available. However, at this time, there are no dedicated funding sources for storm water improvements.
- Parks infrastructure consists of a community park to serve residents of the entire City, and neighborhood parks to serve the population in South Albany. The neighborhood parks would likely be funded through SDCs and grants. The community park would require additional funding sources. Logical funding sources may include urban renewal or a general obligation bond.
- Emergency Services infrastructure consists of one fire station to serve South Albany and the adjacent areas. There are no SDCs for fire infrastructure, so additional funding sources would be needed. Potential funding sources may include urban renewal, a general obligation bond, or an annexation agreement.

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

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

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



Implications

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

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

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

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

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

Table 5. Options for Funding Infrastructure for SAAP

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

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

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

Table 6. Summary of SAAP Projects and Costs

Transportation

Project Name (ID from Kittelson Memo)	Project Type	Estimated Cost
53rd Avenue Extension (L1)	New Road or Alignment	\$ 18,600,000
Ellingson Road Extension (L28)	New Road or Alignment	\$ 5,740,000
Columbus Street (L46)	Urban Upgrade	\$ 4,549,000
Ellingson Road (L53)	Urban Upgrade	\$ 5,847,000
Lochner Road (L54)	Urban Upgrade	\$ 8,270,000
Oak Creek Parkway (NEW 1)	New Road	\$ 16,456,000
Ellingson Road/Columbus Street (I16)	Intersection Control Change (Roundabout)	\$ 500,000
OR 99E/53 rd Avenue (I40)	Intersection Add Lane(s)	\$ 550,000
Oak Creek Loop Trail - south of Oak Creek (M2-a)	Multiuse Path	\$ 2,680,000
Oak Creek Loop Trail -north of Oak Creek (M2-b)	Multiuse Path	\$ 1,787,000
Oak Creek Crossing Trails (M2-c)	Multiuse Path	\$ 838,000
Lebanon Trail (M9)	Multiuse Path	\$ 581,000
99E/Oak Creek (M12)	Crossing Improvement	\$ 129,000
Ellingson Road/Lochner Road (NEW 2)	Roundabout	\$ 500,000
53rd Avenue Extension/Industrial Property Access (NEW 3)	Roundabout	\$ 500,000
		\$ 67,527,000

Water

Project Name	Project Description	Estimated Cost
Ellingson Road Reservoir-Phase I	5 million gallon reservoir and 7.5 MGD pumping station (CIP#1639)(WFP PS13, S6)	\$ 5,150,000
Ellingson Road Reservoir-Phase II	5 million gallon reservoir and increase pumping station to 12.5 MGD (CIP#1639)(WFP PS14, S9)	\$ 3,912,000
16-inch diameter main; 5,100 lineal feet	Remaining portion of pipeline from 34th Ave. along Hill Street alignment to Lochner Rd., along Lochner Rd. to Ellingson Rd. (WFP P28)	\$ 1,359,000
16-inch transmission main, 800 lineal feet	Remaining portion of pipeline from the east end of 47th Ave. southeast parallel to the railroad tracks and then north crossing the railroad tracks. (WFP P29)	\$ 213,000
12-inch transmission main; 7,640 lineal feet	Pipeline from SAP-W4, parallel to Shortridge Street, to 40th Ave., east to Three Lakes Road, north to Grand Prairie Road (WFP P30)	\$ 1,617,000
24-inch diameter main; 2,000 lineal feet	Remaining portion of pipeline along Ellingson Road from reservoir site identified in water facility plan to Lochner Rd. (WFP P37)	\$ 625,000
16-inch diameter main; 4,766 lineal feet	Pipeline along Ellingson Road from Lochner Rd. to Columbus Street, Columbus Street to existing 16-inch pipeline (WFP P38)	\$ 1,270,000
	Total	\$ 14,146,000

Wastewater

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

Parks

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

Emergency Services

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

Technical Appendix

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

Appendix A – Task 1: Project Kick-off

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

Project Kick-off Meeting Summary – July 12, 2011

Stakeholder Interview Summary – August 9, 2011

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

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

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

Appendix B – Task 2: Existing and Future Conditions

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

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

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

Appendix C - Public Event #1

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

Appendix D - Land Use and Transportation Alternatives

Team Meeting Summary -November 16, 2011

Team Workshop Summary- December 20, 2011

Buildable Lands Memorandum - January 11, 2012

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

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

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

Appendix E - Public Event #2 and Preferred Alternative

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

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

Appendix F - Plan Implementation

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

(original draft dated June 26, 2012)

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

(original draft dated June 11, 2012)

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

(original draft dated June 11, 2012)

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

(original draft dated July 3, 2012)

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

(original draft dated June 15, 2012)

Appendix G - Public Event 3

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

Appendix H - Plan Adoption and Code Amendment Recommendations

Presentation for Planning Commission hearing - November 19, 2012

Presentation for City Council hearings - December 12, 2012 & February 13, 2013





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