



North Albany Refinement Plan



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North Albany Refinement Plan

Prepared for:
City of Albany,
Oregon Department of Land Conservation and Development,
and Oregon Department of Transportation



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North Albany Refinement Plan
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Plan Summary

The North Albany Refinement Plan establishes direction for future development in the North Albany area. It promotes the principles of Balanced Development and Great Neighborhoods, incorporating compact development patterns, availability of transportation alternatives, an urban village, neighborhood centers, and enhanced livability and economic vitality.

In accordance with these principles, the Plan consists of four main elements: a refinement plan diagram featuring compact development and a network of open spaces; a multi-modal transportation system; a village center plan for the Hickory Street area; and neighborhood design guidelines to enhance the livability of future development. Residential and commercial market analysis has been incorporated into the planning process to assure a plan that will enable economic vitality in the village center.

The key features of the plan include:

- A mixed-use Village Center in the Hickory Street area;
- Three small neighborhood centers located at major intersections in the future;
- Preservation of open space and natural features;
- Cluster development standards promoting efficient use of land;
- An integrated network of local streets, pedestrian paths, and bicycle ways; and
- Use of adopted neighborhood design guidelines emphasizing pedestrian-scaled development and de-emphasizing auto orientation.

Population Estimates

Throughout this plan, population estimates are used as a critical piece of data informing the recommended growth management strategies. The document plans for growth within two timeframes – the 20-year planning horizon and “buildout.” Buildout occurs when the Urban Growth Boundary becomes fully developed with planned uses and densities, and is assumed to occur within the next 100 years. The following table shows what population estimates are used in the plan for each timeframe and what sources were used to develop them.

Table A: Population Estimate Summary

Population Figure	North Albany
2000 U.S. Census	5,125
2002 Portland State Estimate	5,385
2020 Benton County Coordinated Population Projection	6,250
Buildout Forecast*	19,075

*City of Albany Community Development Department, 1995.

Chapter 1: Introduction

1.1 Overview

The North Albany Refinement Plan (NARP) represents a comprehensive planning project for future urban development in the North Albany portion of Albany, Oregon. This project was conducted with involvement from citizens within the planning area and the elected/appointed officials of Albany. The overall goal of the project is to create a plan, focusing on integrated land use patterns and innovative development designs that will reduce private automobile reliance and enhance opportunities for pedestrian and bicycle travel, street connectivity, and existing and future transit service. While being responsive to natural resources and environmental quality, the plan is designed to provide for urban amenities, economic development, housing, and public facilities and services.

NARP is funded through a grant by the State of Oregon's Transportation Growth Management (TGM) program, a partnership of the Oregon Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT). As applicant and local project manager for the grant, the City of Albany engaged the consultant project team led by Satre Associates, P.C. to realize the following project objectives.

1.2 Project Objectives

The North Albany Refinement Plan's primary function is to create an area-specific plan that establishes future land use patterns and development design parameters to reduce private automobile reliance and expand travel and housing choices. This is attained by integrating plans for land use and transportation, through the application of Albany's Great Neighborhoods and Balanced Development Patterns concepts.

As identified in the TGM grant, the specific objectives of the NARP planning process are shown below in abbreviated form:

- Preserve and enhance the "through movement" function of Highway 20 in North Albany;

- Establish a land use pattern that reduces reliance on the automobile, reduces overall household trip generation and trip length, and provides maximum opportunity for the use of bicycles, walking, and transit;
- Designate land uses and apply land use patterns for livable neighborhoods, including mixed use and village and neighborhood centers, to increase efficiency in the use of land;
- Delay the need for expansion of the Albany Urban Growth Boundary through creative application of higher-density land use patterns;
- Ensure that development occurs at densities and mix needed to meet the City's housing requirements in ways that limit impacts on transportation and other systems and meet community preferences;
- Resolve issues concerning the sizing, geographic area, and timing of water and sewer provision in North Albany;
- Identify North Albany development patterns and development guidelines that are feasible but respect the significant environmental constraints posed by the Willamette River floodplain, steep hillsides, and wetlands
- Meet State planning mandates provided in ORS 197.296 by completing approved periodic review work tasks for housing related Comprehensive Plan and Development Code amendments; and
- Continue the successful Great Neighborhoods effort to actively engage citizens in the analysis and decision-making processes.

1.3 Assumptions

The North Albany Refinement Plan relies upon the following key assumptions:

- Development will occur over time and in a sequential, planned fashion, with build-out of the Albany Urban Growth Boundary (UGB) assumed to occur beyond the 20-year planning horizon for NARP. It is estimated that the Albany UGB has capacity for 100 years of growth. This is based upon current development and demographic trends, regulatory factors, and land use planning considerations.
- Statewide planning goals require planning for build-out of the UGB, and it is assumed that the current location of the UGB in the planning area will neither expand nor contract within the 20-year planning horizon.
- Extension of urban services, including sanitary sewer service, will continue to be development driven, responding to specific development proposals.
- Due to high capital and ongoing maintenance costs of lift and pump stations, future wastewater systems will use gravity flow to the greatest extent practicable.
- The location, quantity, and scale of commercial services proposed in the NARP Plan are not intended to draw a substantial number of trips into the planning area but to serve primarily the needs of the immediate neighborhoods.

- U.S Highway 20 will continue as the only link to the rest of Albany. The highway is expected to reach capacity shortly after the 20 year horizon for this project. However, it is beyond the means of this project to significantly alter the highway capacity trajectory.
- The NARP transportation system, including proposed street extensions and trail locations, will be primarily development driven. The exact location of the transportation system shall be fixed by site-specific development proposals as they are presented to the city for review.
- Development, including transportation systems, will avoid or minimize impacts to significant natural resources to the greatest extent practicable and minimize impacts where they occur.
- Future parks, recreational facilities, and trails in the area will be developed consistent with design parameters, standards, and policies (e.g., street frontage for neighborhood parks, trail width and surfacing, etc.) established by the City of Albany.
- General future park sites identified in NARP may be altered as necessary to be compatible with surrounding development, natural resources, and park service area standards. Park land acquisition methods (i.e., whether part of a proposed subdivision or not) and timing may change specific locations for park acquisition areas.

1.4 Planning Process & Public Involvement

The North Albany Refinement Plan project is an intensive year long process managed by City staff in concert with a project consultant team composed of Satre Associates, the Center for Housing Innovation, and Innovative Transportation Concepts. The project benefited tremendously from the guidance, support, and assistance of the Technical Advisory Committee (TAC), and substantial public input at every stage of the process. The NARP process consists of a series of seven major tasks as outlined below:

- Task 1: Project Start Up
- Task 2: Data Gathering and Analysis
- Task 3: Hickory Street and North Albany Alternatives
- Task 4: Hickory Street Plan
- Task 5: Draft North Albany Refinement Plan
- Task 6: Final Workshop and Plan Revisions
- Task 7: Adoption Process

The TAC, composed of city and state staff, provided project technical oversight and ensured inter-departmental and inter-agency coordination. The TAC conducted meetings throughout the project to review consultant work products and provide technical support, while City project staff worked regularly with the consultant team on plan development, evaluation, and refinement.

The consultant's substantive work began in Task 2 with research and data collection,

review of applicable adopted plans and documents, and analysis of this information to develop an understanding of the project area, existing physical conditions, development constraints, and planning context. The consultant prepared reports and maps summarizing this data, with input by the TAC.

Task 3 consisted of the development of plan alternatives for North Albany as a whole and for the Hickory Street area in particular. The City held three public workshops and provided broad notice of these meetings specifically to area residents, property and business owners, employees, and representatives of various interest groups. The meeting participants were engaged in discussions and exercises designed to assist in developing preferred land use and transportation systems for the Hickory Street area and the greater North Albany neighborhood. Key issues included preservation of rural character, provision of urban services and open space, and amount and location of commercial land use designations.

Based on feedback from the second workshop, two plan alternatives, for both Hickory Street and the larger North Albany area, were presented at the third workshop for review. A variety of trade-offs were considered in preparing the preferred alternative. For example, dedicating land to open space uses reduces land available for development but retains the rural atmosphere and protects natural resources; development of small commercial nodes would reduce trips to Hickory Street and downtown Albany but change the character of the area in the future; and filling the floodplain in the Hickory Street area would shift floodwaters elsewhere unless excavation allowed for net flood storage capacity to be retained. A balance among these competing and sometimes conflicting goals was sought. Feedback on the plan alternatives lead to a preferred alternative for North Albany and for Hickory Street.



During Task 4, development of the Hickory Street plan, two circumstances arose which caused the project timeline to be extended. There was interest from developers in pursuing commercial development projects in the Hickory Street area. This led the City Council to accelerate the adoption of a Mixed Use Commercial zone in the Hickory Street area. City and state staff also desired additional transportation modeling and examination of potential mitigation measures to address levels of service on key roadways in the neighborhood. This analysis resulted in recommendations for short and long term mitigation



Public Meeting #4

strategies that are included in this plan. Throughout the process, the consultant team's milestone products were posted on the City's website for public review. The extensive public review process, ongoing feedback by the TAC and elected officials, and consistently high turnout at public meetings and workshops is testament to the high degree of commitment to the NARP planning process by North Albany citizens.

The North Albany Refinement Plan is the culmination of work on this project. The NARP will provide the policy framework for development in North Albany through the 20-year planning horizon.

Chapter 2: Background

2.1 Overview

This project builds on previous planning efforts in Albany -- the Albany Great Neighborhoods and Balanced Development Patterns projects, through which the community came to consensus about the kind of future it wanted to create.

2.2 Planning Area

Physical Description

North Albany is the area generally described as lying north of the downtown area, across the Willamette River. North Albany is characterized by a distinct rural settlement pattern that has recently experienced increased pressures of growth and change. The study area is approximately 2,500 acres in size, constituting roughly 18% of the Albany Urban Growth Boundary (UGB).

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

In contrast, further north and west, the topography changes to rolling hills, valleys, and wooded ridges with elevation changes up to 400 feet. Much of this land is still in farm use, while hillsides are wooded or partially developed with large residential lots. Vegetation in the valleys includes various prairie grasses, pasture, cultivated croplands, and riparian



Crocker Lane

vegetation, while the hillsides and ridges include Douglas fir, western red cedar, western hemlock, Oregon white oak, ash, red alder, and big leaf maple.

A 2001 Local Wetland Inventory mapped and described wetlands in North Albany. In addition, riparian vegetation was inventoried and mapped, and the Natural Resources Advisory Committee is using this information as a base for updating the community's Goal 5 natural resource protection program.

Planning Issues

Two critical issues, the importance of rural character and dealing with infrastructure provision, are reflected in the area's first land use planning document, the *1974 North Albany Comprehensive Plan* prepared by the Benton County Planning Department.

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

In 1990, the City led a series of neighborhood meetings, surveying residents about their desired future for the area. This process culminated in the 1991 annexation of North Albany into the City of Albany, area-specific Comprehensive Plan amendments, and the rezoning of 800 acres of the area. In Benton County, the Albany city limits are now coterminous with the UGB.

The North Albany development pattern reveals the area's complex history. Rural features, such as remnant farms, the Fairmount Grange, and wooded hillsides rub shoulders with golf courses, large homes in new subdivisions, and a new fire station adjacent to a new City park. There is renewed interest in developing commercial services in the Hickory Street area. As this plan nears completion and the implementation process begins, North Albany residents may see their current vision of a local grocery store and small businesses translated into reality.

2.3 Planning Context

Albany Comprehensive Plan

The 1989 Comprehensive Plan is organized into four chapters: Environmental Setting, Community Needs, Growth Management, and Community Design. Each of these chapters contains policies that apply to the North Albany area. They constitute the framework within which the community is currently envisioned and planned to develop.

In 1992, after the annexation of North Albany was complete, a number of amendments to the Comprehensive Plan were made to address development issues specific to North Albany. New

policies were adopted to ensure that urban level sanitary sewer, water, and storm drainage facilities were constructed for all new development. For areas not immediately serviceable, the Residential Reserve (RR) zoning district was established as a tool to allow service extension to proceed in a logical and efficient manner.¹ Comprehensive Plan policies also require setbacks adjacent to farm uses for compatibility, and recognition that areas designated Open Space on the Comprehensive Plan map should be left in their natural state and connected to form a network of trails, waterways, ridges, and parks.

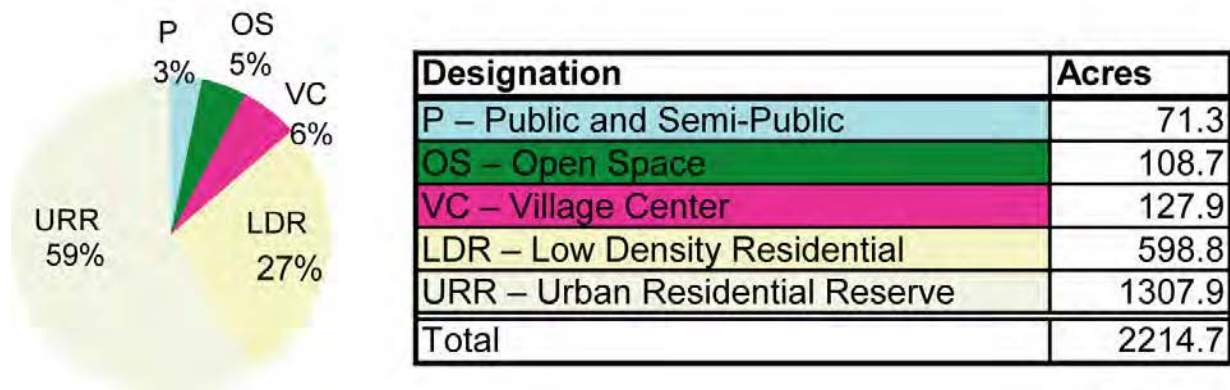
In addition, the 1992 amendments focused attention on design adjacent to Thornton Lakes. All development between the railroad tracks and East Thornton Lake was envisioned to go through the Planned Development process to protect the environmental qualities of the area. However, there has been no development interest in this area.

Other measures listed under the policies adopted in 1992 encourage the promotion of housing and neighborhood shopping opportunities in North Albany, the use of cluster development to preserve unique natural features, and development standards that would protect the rural character and scenic beauty of North Albany. A balanced transportation system including alternative modes is also encouraged, with efforts to protect potential historic resources, provide library service, and develop a continuous open space system.

In 2002, the Comprehensive Plan was amended to create the Village Center designation and apply it to portions of the Hickory Street Area.

Existing Comprehensive Plan designations in North Albany are shown on the attached Existing Conditions Map #1 (see Appendix A) and in Figure 2-1 below.

Figure 2-1: Existing Comprehensive Plan Designations



Source: City of Albany GIS Data²

¹ The RR district allows a minimum lot size of 5 acres. As water and sewer services become available, zoning of RR areas converts to RS-10, with an average density of four units per acre.

² Study area size is 2499 acres; 284.3 acres are in rights-of-way or other non-parcelized areas.

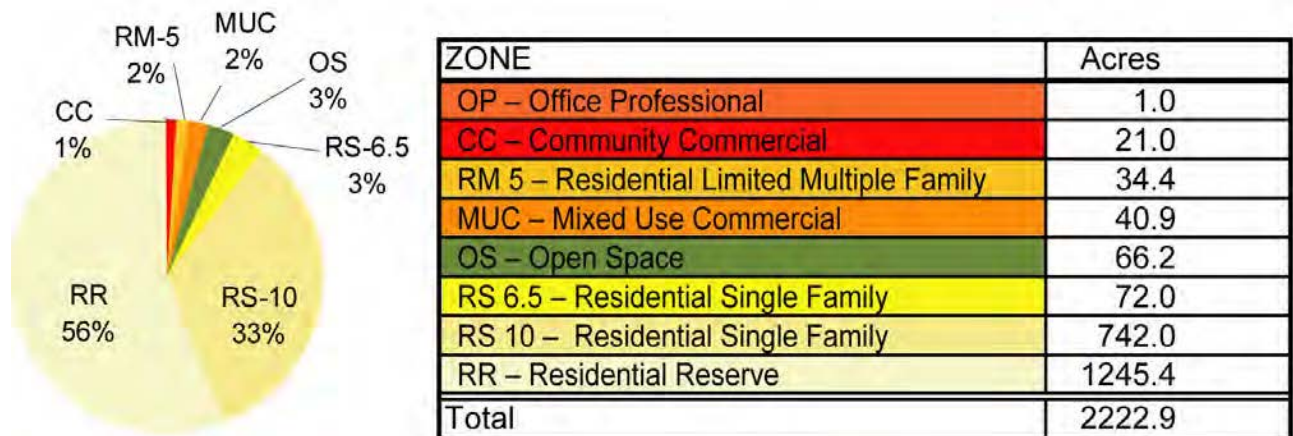
Albany Development Code

The Development Code was updated over the past several years to include new site development standards, new local street design standards, increased environmental protections, and residential and commercial design standards. All of these additions contribute to the quality of development in Albany and the livability of new and infill development. Flexibility is built into the code where possible including such concepts as density transfer to facilitate the protection of natural features and to deal with other constraints to development.

The Code is based on the principles of “smart development,” whereby buildings and land uses are arranged in harmony with the landscape and the built environment enhances residents’ daily experiences through pedestrian friendly design, minimization of impervious surfaces, and clustering of commercial and higher density residential land uses to reduce vehicle miles traveled.

Although the Development Code includes many new concepts, zoning districts have not changed in North Albany since they were adopted in 1992 until the application of a new Mixed Use Commercial district in the Hickory Street Area in 2003. Existing zoning districts are shown in the figure below and on Map #2 in Appendix A.

Figure 2-2: Existing Zoning Designations (2003)



Source: City of Albany GIS data³

Great Neighborhoods

In 1998, the City initiated an ambitious project to involve the community in defining what makes a great neighborhood. The outcome was a lively discussion about how people and places interact, and how the city can facilitate creation of Great Neighborhoods. The themes that emerged from that discussion are that Great Neighborhoods have five things in common.

³ Study area size is 2499 acres; 276.1 acres are in rights-of-way or other non-parcelized areas.

- 1) **Connectivity**, in terms of knitting small neighborhoods together and facilitating cross connections.
- 2) **Compatibility**, by integrating new development into the fabric of exiting neighborhoods and utilizing design that strikes a balance between similarity and contrast.
- 3) **Flexibility**, meaning the ability to use the creative process to find solutions to design challenges, and adapting to change.
- 4) **Street as Public Open Space**, capitalizing on the unique relationship between the street and the people who use it in a multitude of ways.
- 5) **Neighborhoods by Design**, the overall concept of purposeful development and thoughtful place making.

A private survey of North Albany residents conducted as part of the Great Neighborhoods project found that a majority of respondents wanted commercial services, and that the most desired commercial services were a gas station, grocery store, family restaurant, video store, pharmacy, and hardware/garden store (Great Neighborhoods Compilation Report, December 1998, pages 15-19). Residents also commented on traffic problems and lack of sidewalks near schools.

Balanced Development Patterns

Building on the Great Neighborhoods study, the City and a consultant team led by Fregonese Calthorpe Associates completed the Balanced Development Patterns (BDP) project during the first half of 2001. The project produced a set of six guiding principles, eleven development tools or types, and six evaluation criteria that serve as the growth management strategy for the North Albany Refinement Plan. The guiding principles are as follows:

- Support an efficient transportation system
- Encourage efficient land uses
- Provide a variety of job opportunities for balanced economic growth
- Have livable, fun, attractive city that entices people and good jobs
- Build Great Neighborhoods
- Preserve Albany's natural resources

The North Albany Refinement Plan consultant team, city staff, and resident participants endeavored to apply these six guiding principles to the plan alternatives and preferred plans for North Albany and the Hickory Street area. The development tools are used as templates for the recommended land use types discussed in Chapter 3.

2.4 2020 Base Case Scenario

The following text represents a simulation of what North Albany could look like in 20 years if no changes were made to the Albany Comprehensive Plan map, Development Code, or regulations for North Albany.

In 2000, the North Albany population numbered 5,125 people, according to census figures. This amounts to 12.5% of the city of Albany as whole, which numbered 40,852. (In area, North Albany constitutes 18% of the UGB). Population projections by city staff and coordinated with Benton County show the North Albany area accommodating a population of 6,250 by 2020, an increase of 1,125 people. Assuming an average household size of 2.39 people in 2020, the area would accommodate an estimated 700 additional dwelling units by 2020.

A 1995 City population projection showed eventual buildout of North Albany accommodating 19,075 people, or approximately 6,000 dwelling units in addition to what currently exists.

Under existing zoning, all medium density development would be located in the vicinity of Hickory Street, as shown on the Comprehensive Plan map (Map #1 in Appendix A). The rest of the area would develop as low density housing. As sanitary sewer is extended to Residential Reserve lands, the zoning converts to RS-10, Residential Single Family with a minimum lot size of 10,000 square feet or an approximate gross density of 2.4 units/acre.



Ellsworth Bridge

Under current zoning, the North Albany commercial center would be located in the Hickory Street area. Layout of buildings, parking areas, and pedestrian amenities would be left to individual property owners but would follow the requirements of the new Mixed Use Commercial zoning district (see Chapter 5). No other neighborhood services would be able to locate in North Albany without a zone change (the Office Professional and Neighborhood Commercial zones are compatible with the Low Density Residential Comprehensive Plan designation).

2.5 Development Constraints

North Albany is characterized by a variety of physical attributes that present both constraints and opportunities for infill, redevelopment, and new construction. Natural resources and environmental features constraints are shown on the attached maps (Existing Conditions Map #6: Hard Constraints, and Map #7: Soft Constraints in Appendix A). The natural features listed below impact the availability of buildable land in varying degrees:

- Water bodies, including the Willamette River, Thornton and Horseshoe Lakes and several ponds
- Wetlands, streams, and riparian vegetation

- Willamette River flood plain
- Steep slopes and forested ridgelines

Land that is at least partially developed constitutes about 77% of the study area (Map #3, Existing Land Use, in Appendix A). However, a large amount of this area is large lot rural residential with further development potential.

Of undeveloped lands (738 acres), 13.3%, or 98 acres, is constrained by slopes over 25%, water bodies or riparian corridors (significant wetlands and associated riparian vegetation). See Map #6 “hard constraints.” Another 38%, or 280 acres, are constrained somewhat by the 100-year flood plain or 12%-25% slopes (“soft constraints,” Map #7). The remaining 49% of the undeveloped area has no known development constraints. These calculations are summarized in the table below.

Table 2-1: Development Constraints on Vacant Land, 2002⁴

Plan Designation	Total Acres	Vacant Acres	Hard Constrained Acres	Soft Constrained Acres	Unconstrained Vacant Acres
Open Space	108.7	43.4	21.5	21.7	0.2
Public and Semi-Public	71.3	62.9	5.1	27.9	29.9
Residential - Low Density	598.8	135.4	13.2	27.1	95.0
Residential - Urban Reserve	1307.9	447.5	57.8	156.2	233.4
Village Center	127.9	49.3	0.6	46.7	2.0
Roads, Water, etc.	284.3	NA	NA	NA	NA
Totals	2499.0	738.5	98.3	279.7	360.6

Source: City of Albany GIS Data

In the floodplain, habitable buildings need to be elevated one foot above flood level and they must be designed with flood protection features, both of which add to the cost of development. In addition, fill placed within the floodplain impacts the hydrology of the surrounding area during flood events.

Steep slopes are regulated in the Development Code by the Hillside Overlay district. Slopes in excess of 25% occur along two ridges in the study area; this land cannot be further subdivided, but lots of record may be developed with one single family home. Between 12 and 25% slopes, residential density of 2 units/acre is permissible.

The existing conditions and previous planning documents and efforts described in this chapter inform the plan elements and recommendations starting with Chapter 3, Land Use.

⁴ This table summarizes data for tax lots listed by the Benton County Assessor as having an improvement value of \$0 and not in State, County, or City ownership. This table does not include data for tax lots that are “partially developed,” i.e. generally larger than .5 acres and having the potential for future land division.

Chapter 3: Land Use

3.1 Overview

The North Albany Refinement Plan Diagram establishes a recommended configuration of land uses for development of the North Albany area through 2020. The Plan includes the development of a village center in the Hickory Street area, with a concentrated mix of urban land uses, and three small neighborhood commercial nodes for consideration within the twenty-year planning horizon. Major land use features of the NARP include:

- Hickory Street Village Center;
- Three small Neighborhood Centers located at Springhill Road and Quarry Road, Crocker Lane and an extension of North Albany Road, and Gibson Hill Road and Scenic Drive;
- A network of open spaces, parks, and public facilities; and
- Clustered residential development where constraints may complicate traditional land use patterns.

3.1.1 Assumptions

The land use allocation and arrangement depicted on the Plan Diagram (Figure 3-3) provides for a total of approximately 8,400 dwellings (approximately 6,000 new units) in various types and configurations, as well as employment and neighborhood commercial service opportunities, to serve a total future population of approximately 19,000 people in North Albany.

These population figures are achieved based on the following assumptions:

- Statewide planning goals (i.e., Goal 14) require planning for build-out of the Albany UGB, and it is assumed that the current location of the UGB in the planning area will neither expand nor contract during the 20 year planning horizon.
- Development will occur over time and in a sequential, planned fashion, with build-out of the Albany UGB assumed to occur in approximately 100

years based upon current development and demographic trends, regulatory factors, and land use planning considerations.

- The Balanced Development Patterns concept will be employed in the North Albany area through the application of specific land use types (such as Village Center) as shown on the Plan Diagram.
- Development will occur in coordination with the extension of key urban services.
- Development will avoid or minimize impacts to significant natural resources and mitigate any necessary impacts.
- Statewide planning Goal 5, existing federal and state laws and regulations, and City and County goals and policies will be observed and applied to natural resource areas identified subsequent to the approval of the NARP.
- Future parks, recreational facilities, and trails will be developed consistent with design parameters, standards, and policies (e.g., street frontage for neighborhood parks, trail width and surfacing, etc.) established by the City of Albany.
- General future park sites identified in the NARP may be altered as necessary to be compatible with surrounding development, natural resources, and park service area standards. Park land acquisition methods (i.e., whether part of a proposed subdivision or not) and timing may also change the specific locations of park acquisitions.

3.2 Balanced Development in North Albany

Albany's Great Neighborhoods and Balanced Development Patterns projects describe the establishment of fully functional multi-use, pedestrian-friendly neighborhoods. To meet the objectives of these projects, NARP creates a Village Center in the Hickory Street area (described in Chapter 5 – Hickory Street Plan) and three minor neighborhood centers at key intersections within the larger neighborhood. The centers contain designations allowing a range of uses and concentrated densities and supporting medium density development within convenient walking distance (one-quarter mile) to meet the service needs of residents proximate to the center. This approach offers the potential to develop a variety of housing opportunities in styles, sizes, price ranges, and densities in support of appropriately-scaled commercial and mixed-use development centers that reduce trips and trip length in North Albany.

The NARP's fundamental approach in configuring residential, commercial, open space/public, and mixed use land uses is to integrate them with existing natural resource constraints and opportunities and a linked transportation system that effectively serves both traditional and alternative modes of travel.

The Plan diagram allows the retention of existing and planned development while clustering future development around natural features and within the proposed neighborhood centers.

3.3 Neighborhood Centers

3.3.1 Neighborhood Center Concept

The Neighborhood Center is one of the key organizing principles of Balanced Development Patterns. Over time, the Neighborhood Center is intended to become the locus of each sub-neighborhood in the NARP planning area, and serve as a neighborhood commercial and residential mixed use area providing the daily service needs of nearby residents, thus decreasing the need to travel to Hickory Street or downtown for basic needs (the Hickory Street Village Center is discussed in detail in Chapter 5). The three small nodes are located along crossroad intersections of the primary roadways in North Albany. In the future, transit service may connect these neighborhoods and enhance the mobility of North Albany residents.

Crocker Lane

This Neighborhood Center is proposed to be located at the future intersection of Crocker Lane and the extension of North Albany Road, near the geographic center of the North Albany planning area. Existing land use is agricultural and rural residential; Gibson Hill Park and the Fire Station are about ¼ mile to the southwest. This center is proposed to consist of just over an acre of light commercial and eleven-plus acres of residential mixed use. It would serve the existing neighborhoods, as well as medium density housing within the center and new development nearby.

Scenic Drive

The neighborhood center proposed for the corner of Scenic Drive and Gibson Hill Road would occupy the northeast corner of the intersection and would serve existing and new development on the western edge of the planning area. It would consist of about two-thirds of an acre of light commercial and an acre of residential mixed use.

Springhill

The Springhill Neighborhood Center would be located at the corner of Springhill and Quarry Road, and would provide the first opportunity for commercial services coming into Albany from Springhill Road (note: the lack of sanitary sewer will likely cause this center to be the last of the three to develop). A new park is proposed to be located adjacent to or very near the center. Roughly 1 acre of light commercial and 2.5 acres of residential mixed use would be provided.

3.4 Neighborhood Design

3.4.1 Neighborhood Center Design

NARP Neighborhood Centers will incorporate pedestrian-friendly building designs and include the following objectives:

- Provide an interconnected auto, bicycle, and pedestrian circulation system.

- Design streets with narrow profiles, on-street parking, wide sidewalks, street trees, and pedestrian amenities. Consider center medians with trees where practical.
- Design intersections with curb extensions and raised and/or alternative paving, colored or textured crosswalks.
- Provide 2-story buildings or establish a comparable streetscape façade along all neighborhood center streets.
- Ensure that primary building/store fronts face the street; have building façades with awnings, eaves, balconies, and overhangs to provide visual interest and shelter for pedestrians; and contain numerous, large windows to provide maximum visual connections between the street and storefront activity where practical.
- Require public space(s), such as a plazas, courtyards, pedestrian promenades, or small parks. Address town center focal points or other unique identifiable features or elements.
- Streets, blocks and buildings in neighborhood centers are to be compatible and interconnected with adjacent land uses and developments.



Figure 3-1: Example of Neighborhood Commercial.
Source: U of O neighborhoodsLAB

3.4.2 Neighborhood and Street Design Outside Centers

Key to successful neighborhood design is quality of development and consideration of design details. New development subject to the provisions of the Albany Development Code shall meet requirements contained therein and observe the general design objectives outlined below.

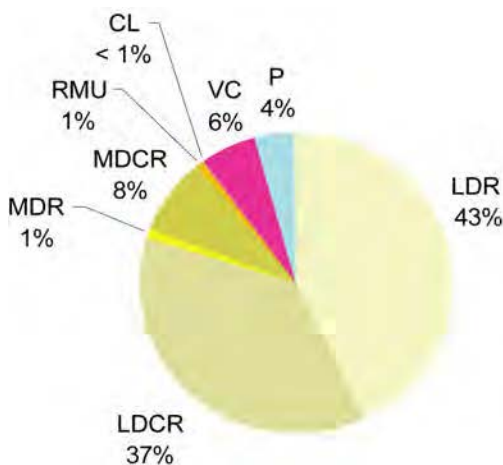
- Foster human-scale development that emphasizes pedestrian features.
- Promote pedestrian-oriented design in buildings, amenities, and landscaping that contributes to an appealing streetscape.
- Promote an environment where developed areas, recreational areas, and multi-use paths are accessible to all.
- Promote pedestrian safety by increasing the visibility and vitality of pedestrian areas.
- Provide direct and convenient access and connections for pedestrians and bicyclists.
- Ensure that developments connect local streets to planned future streets to establish a logical continuation of the City's street and block form, and establish pedestrian-friendly block patterns where they do not exist.
- Encourage the use of alleys for vehicle access to loading and parking areas.

- Encourage the use of small lots, attached housing developments, and other means of providing diversity in architectural designs and affordable housing.
- Provide each neighborhood (as defined by arterial and or collector streets as neighborhood edges) with a neighborhood park or other public open space for passive or active recreational use.
- Use Green Infrastructure principles and Best Management Practices, detailed in Chapter 6, in mitigating the impacts of development on water resources, and incorporate natural resources into neighborhood design.

3.5 Refinement Plan Designations

The North Albany Refinement Plan Diagram (Figure 3-3) shows the proposed refinement plan designations in North Albany. Most correspond directly to existing Comprehensive Plan designations. However, the Refinement Plan Diagram is not simply a Comprehensive Plan map. It includes recommended land use designations, multi-modal transportation improvements, trails, natural features and other neighborhood elements. Therefore, the Low and Medium Density Cluster Residential designations shown on the Refinement Plan Diagram do not necessitate creation of new Comprehensive Plan designations. Rather, these areas could stay designated Low or Medium Density Residential on the Comprehensive Plan map, and the cluster concept would be implemented through the creation of new zoning districts. The figure below gives the relative proportion of the proposed refinement plan designations.

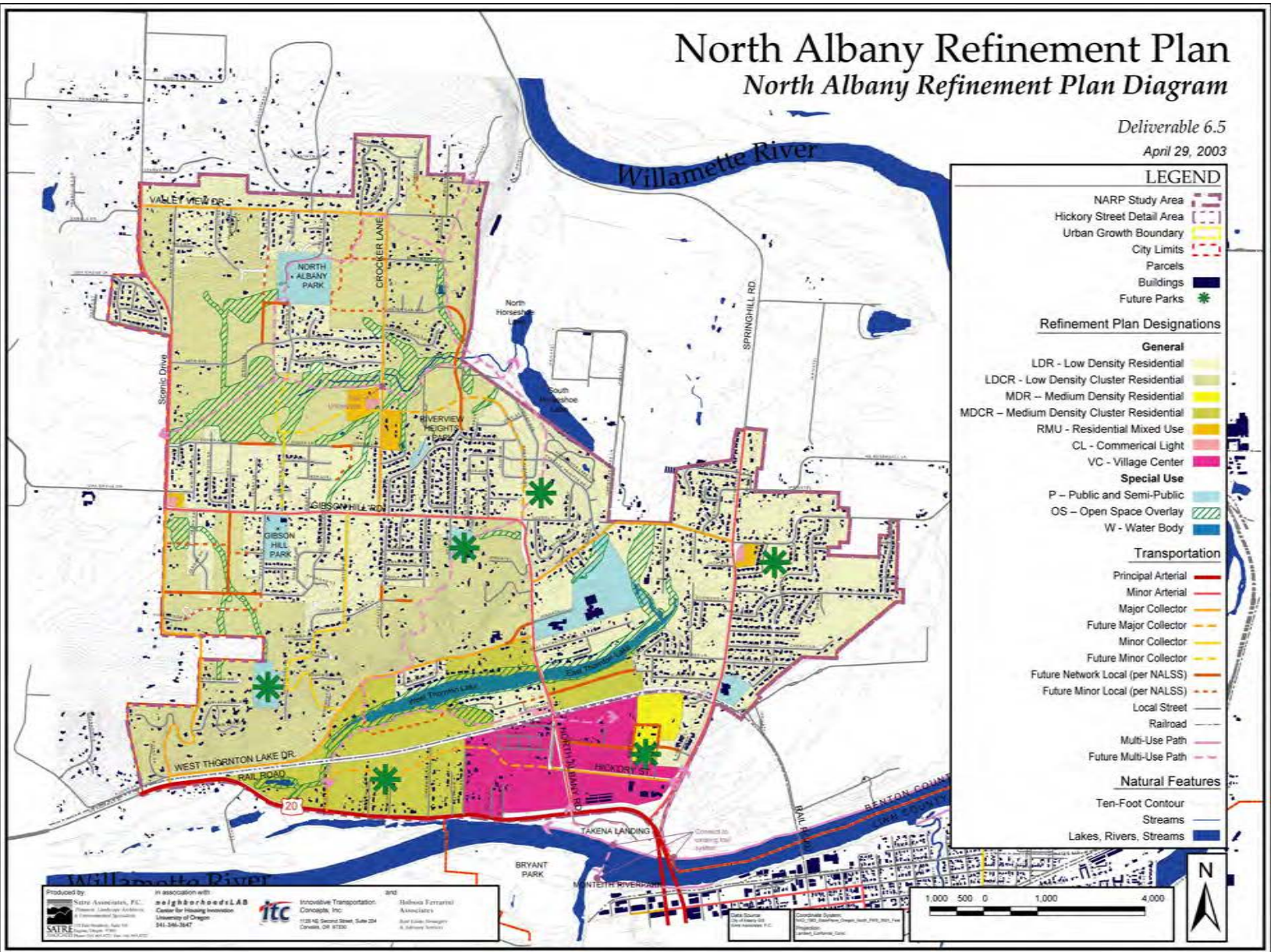
Figure 3-2: Proposed North Albany Refinement Plan Designations¹



Designation	Acres
LDR - Low Density Residential	932.6
LDCR - Low Density Cluster Residential	808.9
MDR - Medium Density Residential	20.8
MDCR - Medium Density Cluster Residential	184.0
RMU - Residential Mixed Use	15.9
CL - Commercial Light	3.8
VC - Village Center	127.6
P - Public and Semi-Public	90.2
Total	2183.9

¹ Total North Albany Study area size is 2499 acres; 315.1 acres are in rights-of-way, water, etc.

Figure 3-3: NARP Diagram



The NARP Plan Diagram recommends use of the following refinement plan designations. Potential zoning districts that could be applied within each designation are discussed briefly, with details contained in Chapter 7, Implementation.

Low Density Residential

Low density residential is primarily intended for single-family use and gross density averaging 6 dwelling units per acre. Low density residential development will observe the lot area and density standards established in the Albany Development Code. The LDR designation would be implemented through the existing RS-6.5 and RS-10 zoning districts.

Low Density Cluster Residential

A new concept for this plan, Low Density Cluster Residential (LDCR), would serve to protect existing natural features by transferring density from potentially significant resource areas of a development site to unconstrained areas and encouraging resource-sensitive design. It is proposed on most of the land currently zoned Residential Reserve. A new LDCR zoning district would implement the new concept.

Medium Density Cluster Residential

In the Thornton Lakes area, the Medium Density Cluster Residential (MDCR) classification would provide flexibility in site design to meet the dual goals of efficient land use and natural resource protection. An MDCR zone is recommended to implement this concept. Cluster development is illustrated in the following drawings and discussion.

Figure 3-4 Cluster Development Concepts

Clustering to Preserve Steep Slopes



Source: University of Oregon *neighborhoodsLAB*

Clustering to Preserve Wetlands



Images of cluster development patterns (similar to conservation development) as compared to traditional development patterns and neo-traditional “village” development patterns are found below.

Figure 3-5 Alternative Development Patterns



Traditional Development

Conservation Development

Neo-Traditional Development

Source: Goodhue Land Design, Stowe, Vermont. Used with permission.

As depicted in the above drawings, traditional development tends to provide lots with private property immediately abutting a resource. Conservation development clusters homes onto smaller lots while providing a buffer and trail system around the resource. Neo-traditional development provides the largest amount of resource preservation and an interconnected street system. Individual lots have the benefit of proximity to open space.

Tools that have been used to encourage cluster development range from transfer of development rights from identified resource lands to unconstrained lands to the use of conservation easements and design guidelines. At one end of the spectrum, transfer of development rights concentrates development in certain areas and preserves other areas. In the middle of the spectrum, conservation easements are voluntary restrictions placed by property owners on their land. The donation of a conservation easement furthers the same goal as transfer of development rights but retains land in private ownership. At the other end of the spectrum are design guidelines, which regulate how development occurs through such things as building placement, construction techniques, and operational characteristics including the use of natural stormwater drainage.

In Grafton, Massachusetts, developers are awarded 15, 20, or 25 percent density bonuses for meeting 6, 9, or all 12 of the town’s design guidelines in their development plans. The guidelines include maintaining open fields, preserving scenic vistas, protecting wildlife habitat, retaining vegetative buffers around water bodies, preserving historic sites, creating recreational areas, providing pedestrian circulation, and locating open space contiguous to other natural areas.²

² Randall Arendt, *Rural By Design*, 1994, page 228.

Residential Mixed Use

In each of the three neighborhood centers, residential mixed use is proposed to allow medium density housing in proximity to small scale commercial services. Both residential and small scale commercial uses would be allowed. Residential development should achieve 10 units per acre and commercial uses should not exceed 5,000 square feet per business.

Light Commercial

About an acre of light commercial is recommended in each small node. The design of the center would be regulated by standards outlined in section 3.4.1 above. Potential uses include a small grocery, deli, coffee shop, video store, ice cream shop or neighborhood scale office as outlined in the city's Neighborhood Commercial and Office Professional zones.

Medium Density Residential

The medium density refinement plan designation is intended to accommodate small lot, single-family detached, single family attached, or multi-family attached dwelling units, including duplexes and townhouses. The existing RM-5 (Residential Medium Density) zoning district would be used in the vicinity of the Hickory Street area.

Village Center

The NARP Plan Diagram establishes most of the Hickory Street area as a Village Center. Allowed within this designation are a range of residential and commercial uses, within a number of zoning districts including Mixed Use Commercial (MUC), Community Commercial (CC), and Medium Density Residential (RM-5). The Hickory Street Plan (Chapter 5) describes the

recommended configuration of zoning districts within the area. Allowed uses include multi-dwelling residential structures, grocery and drug stores, restaurants, business and professional services, and retail sales. Future development consistent with this designation should observe limitations on use size and building footprints, and other applicable development considerations outlined in the recently adopted Mixed Use Commercial zone.

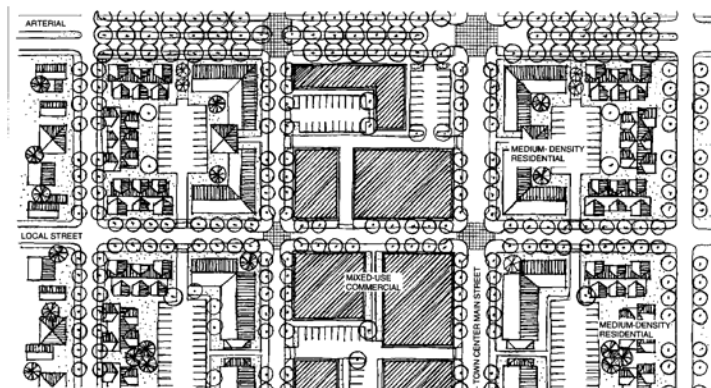


Figure 3-6: Village Center Concept

Public

Within the Public designation are 90 acres containing three existing schools, two water reservoirs, and three parks. The NARP also identifies five general locations for future parks based on the City of Albany Parks and Recreation Master Plan.

Open Space Overlay

The recommended open space overlay includes potentially significant wetland and riparian areas, including the shores of Thornton Lake, the Crocker Creek corridor, and minor drainages and their associated wetlands. The overlay covers a total of 202 acres, or 8% of the study area. Open space areas and other major land uses (neighborhood centers, parks, and schools) are linked via proposed multi-use paths as shown on the plan diagram. Properties designated with the open space overlay will retain their underlying plan designation. Concurrent with the city's Goal 5 inventory project, standards will be developed to direct development away from potentially significant resources. The intention is to preserve North Albany's unique natural attributes without reducing net development potential. The Cluster zones will provide the mechanism to implement the open space overlay concept.

3.6 Proposed Parks, Open Space and Trails

Consistent with the Albany Park & Recreation Facilities Plan's typology of parks (i.e., community, neighborhood, and special use parks), recommended standards for park lands needed, and coverage of park service areas, the NARP proposes development of five new neighborhood parks within in the planning area, in addition to the establishment of open spaces and off-street multi-use trails.

Additional park and/or recreation facilities may be developed in conjunction with future schools. Pocket parks, civic space, or other functional public space may also be developed as central features in future neighborhood centers. Park sites are noted on NARP Plan Diagram by symbols (*) in general locations. This approach provides flexibility for City parks planners to consider multiple parcels and methods of acquisition that can be customized for each future park site.

Trail systems are integral to hillsides, open spaces, and stream corridors identified as significant natural resources in the NARP area, and help form a comprehensive network for alternative transportation, educational opportunities, and recreational access. The NARP provides all of the open space linkages recommended in the Parks Plan (modified in some locations). The system forms a comprehensive network linking major activity areas and destinations in conjunction with on-street bicycle and pedestrian facilities.

NARP's integration of park lands, open space areas, and natural resources is consistent with community attitudes expressed in development of the Plan. The majority of workshop participants believed that wooded hillsides around Albany should be preserved in their natural state, and that the acquisition of natural open space was an important plan consideration.

3.7 Recommendations

The following recommendations are offered with the understanding that implementation will occur as resources are available. The purpose of the recommendations is to provide a list of means to achieve the vision of the plan, as resources become available.

Balanced Development in North Albany

- a. Adopt the NARP Plan Diagram as a composite map summarizing land use, transportation, and natural resource recommendations in the plan area.
- b. Update the Albany Comprehensive Plan Map to correspond to the NARP Plan Diagram.
- c. Adopt Comprehensive Plan policies to employ the Balanced Development Concept in reviewing future land division and development review processes in the three small Neighborhood Centers and the Village Center shown on the NARP Plan Diagram.

Neighborhood Design

- d. Adopt the neighborhood center design standards for Neighborhood Centers (section 3.4.1) and the neighborhood and street design standards outside Neighborhood Centers (section 3.4.2) in the Development Code.
- e. Create low and medium density cluster development zones and apply them to the areas depicted on the NARP Plan Diagram. LDCR (Low Density Cluster Residential) should relax the minimum lot size, dimension, and coverage standards and require density transfer from constrained areas to unconstrained areas. Units would occupy individual lots while constrained areas would either be owned and maintained by a homeowners' association or donated to the City. MDCR (Medium Density Cluster Residential) should require similar density transfer but would allow for multiple units on one lot. The cluster zones should aim to protect all significant resources on any particular property, provided the resources do not impact more than 50% of the site. Density bonuses could be awarded for meeting identified design guidelines.

Parks

- f. Acquire future neighborhood parks proposed in the NARP and the Parks and Open Space Master Plan.
- g. Configure neighborhood park sites to provide street frontage on no fewer than two sides, and preferably on all four sides.
- h. Time park land development to coincide with the amount and type of development in the park service area.

Open Space and Trails

- i. Preserve open space along Crocker Creek, Thornton Lakes, and other riparian and wetland areas where they have been identified within the study area.
- j. Develop the multi-use trail system proposed along stream corridors and ridgelines as shown on the plan diagram by trying to secure easements or dedications

through the land division and development review processes.

- k. Modify future trail design to fit the constraints of nearby natural resources.

Natural Resources

- l. Locate multi-use trails at the outside edge of natural resource areas and modify trail alignments to minimize potential impacts to riparian vegetation, steep slopes, lakeshores, stream hydrology and adjacent land uses. Trail design (width, surfacing material, load-bearing capacity, etc.) shall be based upon standards in the Albany Parks and Recreation Master Plan.
- m. Protect wetlands, floodplains, riparian corridors and other critical natural resources through appropriate practices (e.g., density bonuses, cluster development, setbacks, limiting channelization, and reducing impervious surfaces) and through use of stormwater management measures that include identified “Best Management Practices.”
- n. Incorporate new natural resource inventory data (e.g., rare plants, delineated wetlands, etc.) as available into updated NARP mapping to protect natural resources through the land division and development review processes.
- o. Through Pre-Application conferences and other review processes for land division and development, encourage property owners to integrate the area’s natural amenities into future development layout and design.

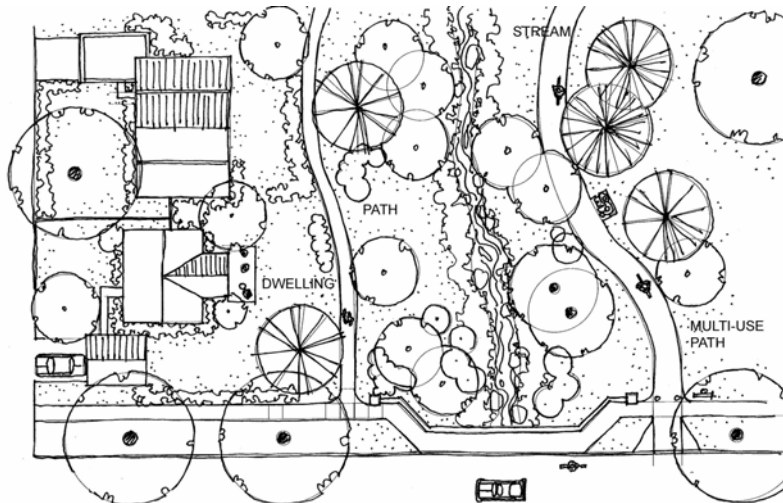


Figure 3-7: Trail Concept Plan

Chapter 4: Transportation

4.1 Overview

In 1995, the City developed a North Albany Local Street System Plan (NALSS Plan). This plan was completed to ensure an adequate local street system as development occurred. This plan includes data collected in 1994 and provides analysis of several of the intersections of interest in this study. The Level of Service (LOS) calculations for North Albany Road and Springhill Road at their intersections with Highway 20 showed that the intersections were operating at LOS B during the peak hour. The intersections with Hickory Street were not analyzed.

In 1997, the City adopted a citywide Transportation System Plan (TSP). The TSP included much of the information available in the NALSS Plan in the North Albany area. The TSP also included a brief analysis of Highway 20 between Springhill Road and North Albany Road. The analysis showed that by 2020, Highway 20 would be near capacity in this vicinity.

The North Albany area is assumed to grow to an eventual population of approximately 19,000 people, almost four times the July, 2002 population estimate of 5,385. The limitations of the existing transportation system, coupled with current planned land uses in North Albany, are projected to lead to unacceptable levels of traffic congestion at buildout along Highway 20, particularly where it crosses the Willamette River, and at certain intersections within the planning area. Therefore, the North Albany Refinement Plan seeks to integrate land use and transportation systems to serve future growth and provide an interconnected circulation network for all modes of travel throughout the planning area.

The NARP transportation analysis was originally conducted to evaluate buildout of the UGB. However, the analysis found uniform failure or near failure of key transportation routes for buildout scenarios of both the Do Nothing Alternative (Base Case - existing plan designations) and the Preferred Alternative. Therefore, additional analysis was undertaken to address mitigation strategies for the transportation system through the year 2020. The results are found in Deliverable 4.5-5, Additional Traffic Impact Analysis, and are summarized in this chapter.

4.1.2 Assumptions

The NARP transportation system recommendations are predicated on the following assumptions:

- Development through 2020 will occur in a sequential, planned fashion, under the population and employment distribution assumptions outlined in Deliverable 4.5-5.
- It is assumed that the current location of the UGB in the planning area will neither expand nor contract within the 20 year planning horizon.
- NARP assumes that the population within the area will grow to a total of approximately 19,000 people through build-out of the Albany UGB, and 6,250 by 2020 (see Table A on page vii).
- The Neighborhood Center concept will be employed at key intersections in the North Albany area, as shown on the Plan Diagram.
- The location, quantity, and scale of commercial services proposed in the NARP Plan will primarily serve needs of the immediate neighborhoods and will not draw a substantial number of trips to the planning area.
- The NARP transportation system, including proposed street extensions and trail locations, will be primarily development driven. The exact location of the transportation system shall be fixed by site-specific development proposals as they are presented to the city.
- Development will occur in coordination with the extension of key urban services.
- Development, including transportation systems, will avoid or minimize impacts to significant natural resources to the greatest extent practicable and mitigate any necessary impacts.

4.2 Objectives

NARP's land use and transportation plan uses a multi-faceted strategy to achieve the following objectives, among others:

- Preserve and enhance the “through movement” function of Highway 20 in North Albany;
- Establish a land use pattern that reduces reliance on the automobile, reduces overall household trip generation and trip length, and provides maximum opportunity for the use of bicycles, walking, and transit; and
- Designate land uses and apply land use patterns for livable neighborhoods, including mixed use and village and neighborhood centers, to increase efficiency in the use of land.

The following describes existing traditional and alternative transportation systems, and NARP's proposals to refine those systems to meet the above objectives.

4.3 Existing Roadway Network

Only three streets provide access from US Highway 20 to North Albany. Springhill Road and North Albany Road are two-lane, two-way, and classified as minor arterials. Scenic Drive is a two-lane, two way major collector. Between North Albany Road and Springhill Road, Hickory Street is two-lane, two-way, and designated as a major collector. Highway 20 is under the jurisdiction of the Oregon Department of Transportation (ODOT) and is classified as a State Highway in addition to being classified as a principal arterial in the Albany TSP. Currently, only the intersections of Springhill Road and North Albany Road are signalized at Highway 20.

The NALSS Plan and the TSP both predicted deficiencies on North Albany Road, specifically at the intersection of Highway 20. In July 2002, the City of Albany constructed a modernization of the section of North Albany Road from the intersection with Highway 20 extending north to the intersection with the railroad tracks. This project included an additional southbound left-turning lane from North Albany Road to Highway 20; additional turning lanes on North Albany Road at the intersection with Hickory Street; and street lighting, curb, gutter and sidewalk for the length of the project.

Another deficiency identified by the TSP included a capacity issue with the section of Highway 20 located within the study area. The recommended solution incorporated signal coordination between the North Albany Road, Springhill Road, and 1st Avenue signals. Portions of this interconnect were also constructed during the summer of 2002 through an ODOT project to rehabilitate the deck of the Highway 20 (Ellsworth) bridge.

In the spring of 2003, ODOT also replaced the signals at 1st Avenue and 2nd Avenue at the intersections with both Lyon Street and Ellsworth Street. As part of this project, all of the downtown signals on Highway 20, the Lyon and Ellsworth couplet, were interconnected. This interconnection was intended to minimize the impacts of traffic backing up in downtown Albany on the operations of the signal at Springhill Road.

4.3.1 Traffic Operations

Even with the construction of the projects described above, there are still projected deficiencies in the street system in North Albany. The most notable of these projected deficiencies are the intersections of North Albany Road and Springhill Road with Hickory Street. As development occurs along Hickory Street, regardless of zoning changes, signalization of these intersections will be likely. The TSP currently calls for a signal at Hickory Street and North Albany Road.

In addition to these new signals, the intersection of Springhill Road and Highway 20 will likely require additional capacity increases in the future. The need for improvements likely will be development driven.

4.3.2 Transit Service

Currently, two different fixed route transit systems provide service to the North Albany

area. The Albany Transit System (ATS) provides service hourly from 9:00 a.m. to 3:00 p.m. ATS Route 3 passes over the Willamette River on Highway 20, continues north along Springhill Road, turns west on Quarry Road, turns south on North Albany Road until it reaches Hickory Street, travels east on Hickory Street until it connects with Springhill Road, then returns to downtown Albany using the Ellsworth Street bridge.

The Linn Benton Loop (Loop) provides service to North Albany in the mornings and afternoons, but does not provide service during the middle of the day. In the mornings, the Loop travels westbound on Highway 20 and loops through Hickory Street to pick up passengers at a Park & Ride located on Hickory. In the afternoons the Loop travels eastbound on Highway 20, also picking up and dropping off passengers at the Hickory Street Park & Ride. During the middle of the day, the Loop connects with ATS to provide service to North Albany.

Both the City of Albany Call-A-Ride program and the Benton County Dial-A-Bus program provide service to the North Albany area for residents with disabilities and senior citizens. These are door-to-door services as opposed to the fixed route service provided by ATS and the Loop.

The TSP indicates plans to expand service in the North Albany area as the need develops. The ability to provide that service will largely be driven by two factors. The first is funding. Currently the transit systems that provide service to North Albany are underfunded and lack the money to increase service. The second is that there are some roads with slopes that make providing reliable service with large buses difficult. As funds are identified, additional routes will be examined to provide better service to the North Albany area. The City recently purchased property at the northwest corner of Hickory Street and North Albany Road, which could potentially be developed as a park and ride.

4.3.3 Growth

According to the 1995 NALSS Plan, the population of North Albany, including surrounding rural areas, was approximately 7,500 residents. The NALSS assumed this number would reach 12,000 residents by 2015 (NALSS page 10).

The July 2002 population of Albany was estimated as 42,280 (Portland State University estimate). It is predicted that the 2020 population of Albany will be 53,200. The Albany TSP indicated that high growth was expected to occur in the areas of North Albany, Millersburg, and east of Interstate 5. The TSP estimates that the number of trips within the Albany urban growth boundary will grow by approximately 40% by the year 2020.

4.4 Proposed Roadway Network

In conjunction with the alternative land use plans, the NARP planning process considered various options and combinations of roadway layouts to achieve the above transportation objectives. Some of the alternatives explored placed a premium on traditional street connectivity, others on preserving natural features. The NARP Plan Diagram incorporates the best elements from these various options in an effort to marry land uses

with transportation systems and infrastructure design. The Transportation Diagram (see Figure 4-2) shows only the proposed transportation features.

The proposed roadways form the skeleton for a comprehensive transportation system serving automobiles and alternative modes of travel. The road network responds to existing topography to the greatest degree possible to minimize street grades and improvement costs, and to allow for development of non-traditional methods of stormwater management within the area's overall circulation system. Key road connections proposed in the NARP include the following improvement projects (funding for 20-year projects (through 2015) is described in the Albany TSP):

Major Streets

- 1) Extend North Albany Road north and west through the Covey Run neighborhood to connect with Crocker Lane.
- 2) Extend Hickory Street west from North Albany Road to Rainwater Lane.
- 3) Additional street connections as shown in the NALSS Plan.

4.4.1 Street Design

Rural Streets

Roads serving the rural land use designations (low density residential, low density cluster residential), be they arterials, collectors, or local streets, could be designed using green infrastructure principles, employing bio-filtration swales as stormwater runoff mitigation measures integral to street design. The Public Works Department is currently reviewing a proposal for use of an alternative standard based on specific site conditions, which would further some of these objectives.

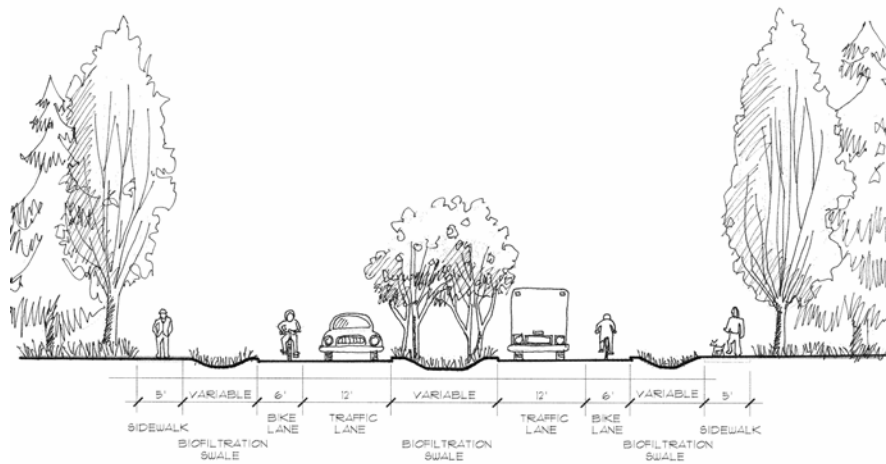
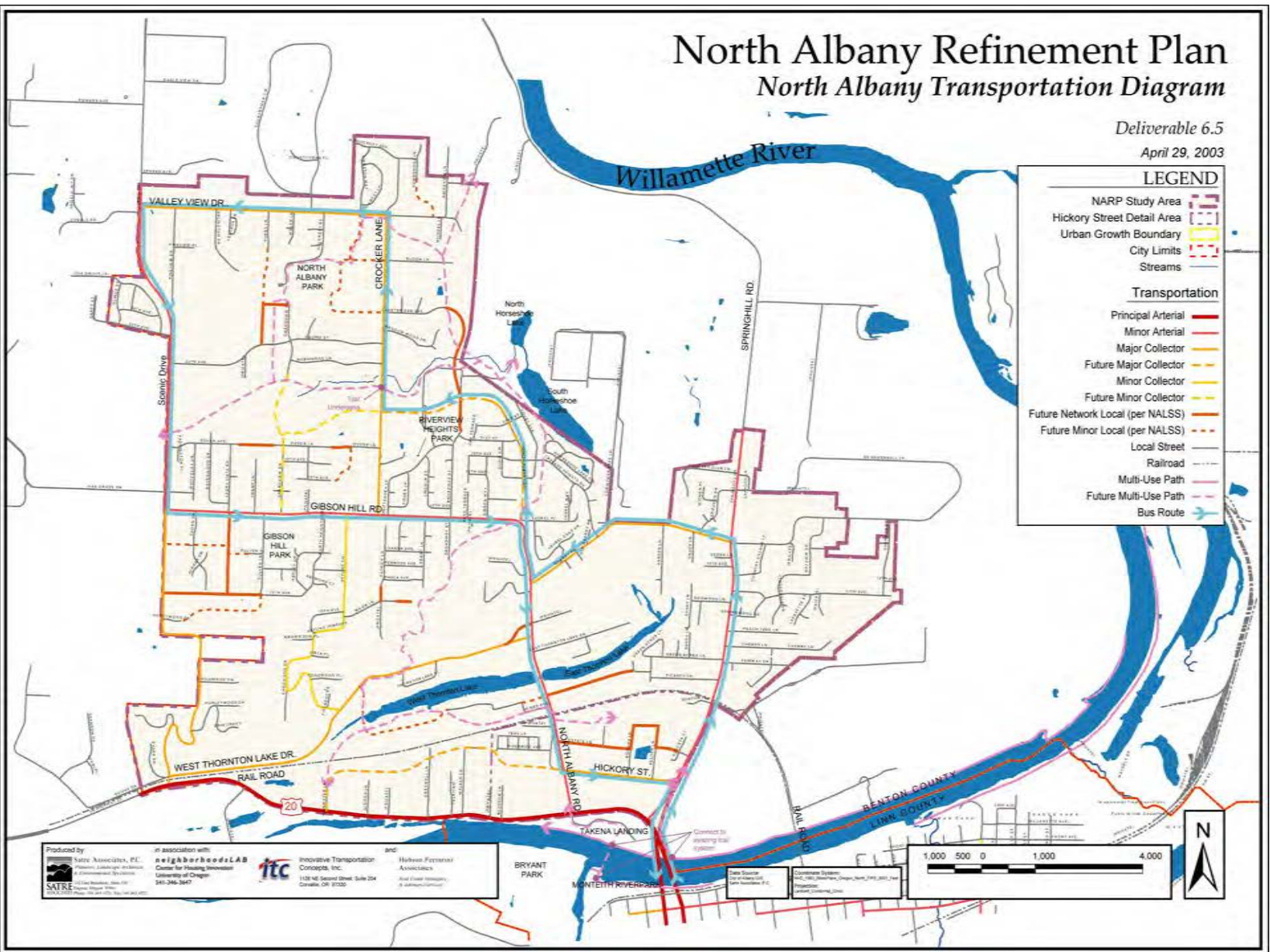


Figure 4-1: Potential Arterial Street Section - Rural

Figure 4-2: Transportation Diagram



Urban Streets

Roadways serving urban land use designations (medium density residential, medium density cluster residential, residential mixed use, village center, and light commercial) will be designed using the City of Albany's standard roadway and infrastructure improvement standards outlined in the Albany Transportation Plan and Albany Development Code.

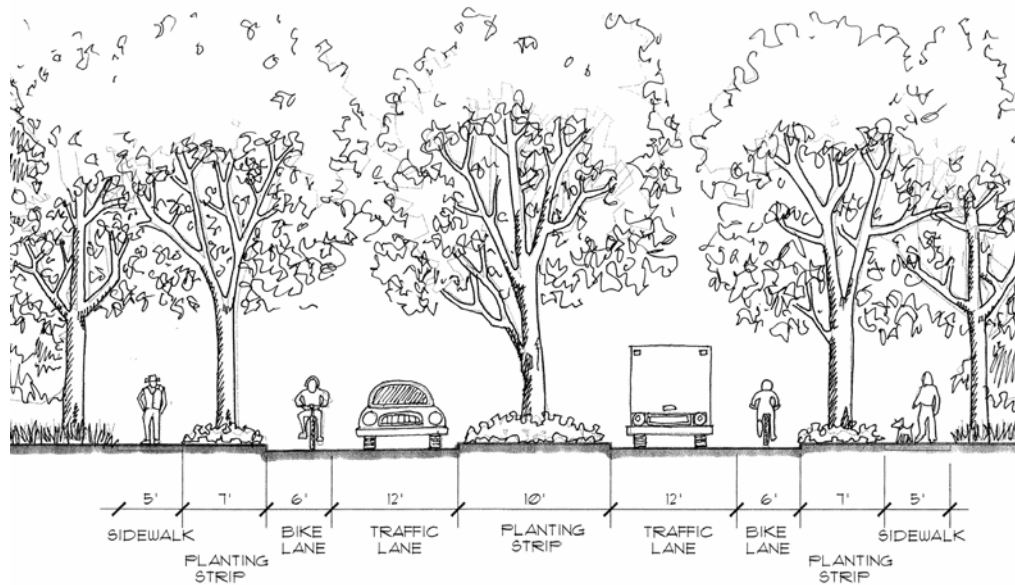


Figure 4-3: Potential Arterial Street Section - Standard

The proposed system of interconnected streets with concentrated, mixed-use development in neighborhood centers provides the following benefits:

- Reduces need to use the automobile by placing multiple destinations within convenient walking and/or biking distance;
- Provides greater opportunity for linked trips;
- Disperses local traffic onto multiple arterial and collector streets to extend the capacity of the local street system and offer travel alternatives;
- Enhances the ability to reach local destinations without using state highway facilities;
- Establishes transit-supportive development densities;
- Minimizes stormwater volumes and flow rates where “green infrastructure” techniques are utilized (see Chapter 6);
- Conserves the majority of the area’s natural features and character.

Street designs for arterials and collectors proposed in the NARP, as well as future local streets, follow established standards, but may be modified to further stormwater management proposals contained in Chapter 6.

4.5 Traffic Impacts and Mitigation Measures

City and state traffic standards require that roadway systems maintain a Level of Service (LOS) of “D” or better, also calculated as a volume to capacity (V/C) ratio, with a standard of no more than 0.80. At LOS “D”, roadway congestion approaches unstable operations with tolerable delays. Under this condition drivers may have to wait through more than one red light at a signalized intersection. If traffic exceeds these LOS or V/C standards, then mitigation is required to avoid or address excessive delays and unstable traffic operations, and corresponding negative effects on air quality, energy consumption, and economic costs in moving people and freight.

The NARP seeks to address potential level of service deficiencies through 2020 by a variety of mitigating measures. Measures are embedded in the NARP through allocation of land uses to support alternative modes of travel by providing commercial services and employment opportunities in appropriately scaled neighborhood centers within convenient walking distance and in sufficient densities to support transit. Linked to this strategy is the provision of an adequate road network to serve these neighborhood centers and alleviate potential congestion on existing roadways. Mitigation strategies are identified as either short term (through 2020) or long term (through buildout).

Short Term Mitigation Strategies

- Disbursed neighborhood commercial and medium-density residential land uses in the areas identified in the Preferred Alternative (near Gibson Hill Road and Crocker), and in the second mitigation measure, near Scenic Drive and Gibson Hill Road and near Spring Hill Road and Quarry Road.
- Transit improvements and provision of a Park and Ride Facility in North Albany.
- A pedestrian and bicycle bridge across the Willamette River as shown in the Plan Diagram.
- Attention to efficient use of land, as shown on the Plan Diagram and discussed in the land use chapter, including a consideration of the full range of small-lot strategies.

The traffic volume difference for the above mitigation measures, compared to the 2020 Preferred Alternative is negligible. None of the measures are significant enough to make a difference in traffic volumes compared to the unmitigated Preferred Alternative.

The distribution and density of population and employment are the main drivers of impacts to traffic levels of service throughout the North Albany area, on Highway 20, and its bridge over the Willamette River. While valuable and worthy of further evaluation, implementation of transit-based solutions appear to be secondary in effect to the base land use, employment, and population density distribution. However, the mitigation strategies listed above have benefits unrelated to reducing traffic volume. Among these benefits are improving recreational opportunities and access for non-drivers (seniors, children, and the disabled); access to the convenience of nearby neighborhood services; and provision of incentives to use alternative modes of transportation.

Long Term Mitigation Strategies

- One or more employment centers located in North Albany (500 employees).
- Possible location of a high school in the study area (1100 students).
- A light-rail system between downtown Albany, North Albany, and Corvallis, using existing rail right-of-way.

The effectiveness of the employment center mitigation strategy was estimated by utilizing Albany's travel demand model. The results, contained completely in Deliverable 4.5, suggest that the traffic volume difference for this long-term mitigation strategy is insignificant after rounding trips to the nearest 100.

However, using engineering judgment and referencing the ITE Trip Generation Manual shows that a business park of this size is expected to generate about 290 trips during the AM and PM peak periods. That corresponds to roughly 25% of all home-based-work trips projected from North Albany across the Willamette River bridges for 2020. Of course, not all of those trips could be captured in North Albany since some of the employees would choose to live east of the Willamette River. However, even if only half of those employees would live in North Albany, the business park would reduce peak direction home-based-work trips from North Albany by more than ten percent.

The effectiveness of locating a new high school in North Albany as a traffic mitigation measure was also modeled. The results did not show a perceptible benefit from a traffic congestion standpoint. The light-rail system mitigation measure was not modeled but is generally thought to hold some potential to reduce trips.

To address long term capacity problems related to the through movement function of Highway 20, this plan recommends working with ODOT to undertake a corridor study.

4.6 Public Transit and Rail

Establishing higher densities of urban development at neighborhood centers supports the potential for extending transit service into the area to link multiple residential, commercial, and employment destinations. Transit stations should be provided at each of the neighborhood centers, with the size of the station and frequency and number of routes being contingent upon the intensity and type of development within the center.

The proposed routing in the NARP is intended to link future neighborhood centers while incorporating existing service routes, minimizing route lengths and avoiding steep slopes to maintain and increase frequency of service as much as possible. Comfortable and attractive transit stops with shelters, bench seating, and other amenities should be incorporated as significant design features within all neighborhood centers.

The Albany Transportation Plan identifies existing transit service extending along Springhill Road to Quarry Road and back through the Hickory Street area via North Albany Road. The proposed NARP transit plan extends service by developing a new route to connect the three neighborhood centers. The new route could extend along

Springhill north to Quarry Road, then west until meeting North Albany Road; then north along the new North Albany Road extension to Crocker Lane; north to Valley View Drive, then west until turning south on Scenic Drive, where the route could travel south to Gibson Hill Road and east to complete the loop via North Albany Road and Hickory Street. Although this route would serve the entire North Albany area upon buildout, the existing service loop might suffice for the 20 year planning horizon. As new development occurs in North Albany, Albany Transit System will be consulted to determine if expanded service is warranted.

In addition to bus service, the existing rail line through the southern portion of the study area offers potential for connections to planned high-speed rail service through the Willamette Valley. Until direct rail connections to Corvallis and downtown Albany can be made, the NARP proposes a transfer station in the Hickory Street area to accommodate not only bus passengers within the area but also park-and-ride for transit users. The multi-modal station could also accommodate future shuttle service to connect residents with existing rail service in Albany, or future commuter rail service linking the NARP area with the Albany and Corvallis downtowns.

4.7 Bicycle and Pedestrian Circulation

Established bicycle and pedestrian circulation routes create a balanced, multi-modal transportation system that both augments and offers an alternative to automotive or mass transit options. The proposed system of major and residential roadways provides an opportunity to provide on-street bike lanes and set back sidewalks for enhanced bicycle and pedestrian travel options. This shared circulation network is integrated with planned multi-use trails, including a new bicycle/pedestrian bridge over the Willamette River, establishing a bicycle and pedestrian network serving the entire area.

Trails shown on the NARP Plan Diagram are consistent with and refine those included in the Albany Parks and Recreation Master Plan, but function as both a recreational amenity and as alternative transportation corridors. Although trail systems often follow drainage corridors, they are proposed to be located at the outer edge of buffer areas to minimize potential impacts to riparian vegetation and stream hydrology. Standard paved trail materials may be altered to pervious surfaces as needed to minimize impacts to the natural environment, provided that accessibility standards are still met.

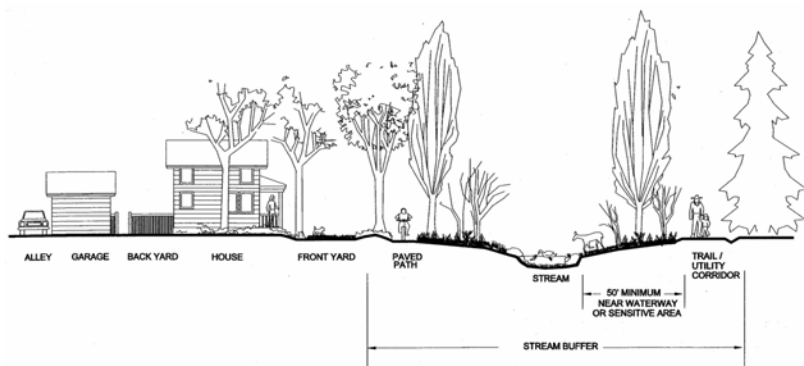


Figure 4-4: Off Street Trail Section

Pedestrian circulation, through off-street trails and on-street sidewalks, is an integral component of successful implementation of the NARP. To encourage an inviting, walkable environment, set back sidewalks are proposed. Standard 5-foot wide sidewalks with planting strips are proposed for all street frontages outside of neighborhood centers. Within neighborhood centers, sidewalks are proposed to be at least 10 feet wide with a planter strip and/or street trees.

Providing convenient pedestrian access should also be incorporated into street design standards by providing maximum block lengths, minimizing curb cuts (e.g. encouraging shared driveway access), and utilizing design standards such as minimized setbacks, building articulation, window and façade treatments, appropriately scaled lighting, awnings or arcades for rain protection, benches and other pedestrian amenities. On major street intersections and in neighborhood centers, the use of bulb-outs and pedestrian islands provide refuge and safer crossing. These standards assure that walkable routes are direct, safe, visually appealing, and integral to the streetscape.

4.8 Recommendations

4.8.1 Roadway Network

- a.** Amend the 1998 Albany Transportation System Plan to incorporate the proposed arterial street network and designations.
- b.** Ensure through the land division and development review processes that future development proposals within the planning area incorporate necessary road and trail rights-of-way as proposed. Development proposals should provide street designs consistent with this plan and demonstrate how development will occur to ensure that it will not preclude future urban development or access.
- c.** Allow for modification of precise roadway alignments to account for preservation of significant natural features (such as significant trees, significant tree canopy, wetlands, and drainageways) and topography, while providing a substantial equivalent to the transportation network proposed.
- d.** Through the land division and development review processes, ensure that development proposals provide for extension of roadways to and through developing parcels, aligning along parcel boundaries where possible, to allow for subsequent development of adjoining properties.
- e.** Consider opportunities for alternative “rural by design” street standards to allow for minimization of impervious surfaces and enhancement of stormwater management objectives.
- f.** Develop benchmarks to enable transportation systems (those developed to conventional and alternative standards) to be monitored for stormwater and wetlands impacts over time.

- g. Apply ODOT parameters for triggering highway widening in the future, but seek right-of-way dedications through the development process now.

Local Street System

- h. Apply block length standards contained in the Albany Land Development Code to all new residential developments and neighborhood centers.
- i. Allow periodic use of pedestrian paths in lieu of local streets to enhance the bicycle and pedestrian circulation network and reduce the amount of paved surface areas.
- j. Enforce existing policies that allow cul-de-sacs within residential areas only if topography, natural features, or existing road patterns preclude street connectivity.
- k. Encourage the use of skinny streets and alternative local street designs to provide safe and effective traffic movement, avoid the need for retrofit traffic calming measures, meet storm water management objectives, and satisfy parking needs.

Public Transit and Rail

- l. Extend bus service further into the planning area and consider route modifications as roadway connections and neighborhood centers are developed. Assure that transit stations are developed as centerpieces in future neighborhood center designs.
- m. Explore the potential for developing a shuttle, park-and-ride facilities, or rail station in the Hickory Street area to make connections between the NARP area, downtown Corvallis, and Willamette Valley train service in Albany.

Bicycle and Pedestrian Circulation

- n. Amend the Albany Transportation System Plan and North Albany Local Street System Plan to incorporate the proposed system of off-street multi-use trails, including a new bicycle/pedestrian bridge over the Willamette River, providing a better connection than the facilities provided with the street system alone.
- o. Enforce existing policies requiring set back sidewalks as part of all future street improvements. Allow curbside sidewalks to accommodate site specific environmental constraints.
- p. Ensure that trail rights-of-way are secured through the land division and development approval processes. Locate trails at the edge of natural resource areas to reduce potential impacts to those resources.

Chapter 5: Hickory Street Plan

5.1 Overview

The Hickory Street Plan establishes a neighborhood scale land use and transportation plan that fits within the overall context of the North Albany Refinement Plan. This chapter includes the recommended land use arrangement and transportation features of the Hickory Street village center, including an Illustrative Plan showing how the area could be developed in conformance with the plan. Major features of the Hickory Street Plan include:

- A mixed-use commercial center catering to the surrounding residential areas and North Albany as a whole, centered on the intersection of Hickory Street and North Albany Road;
- Additional medium density residential land adjacent to the mixed-use commercial center;
- Preservation of existing development potential for parcels currently zoned commercial;
- Development of a neighborhood park around the existing pond;
- A public square at the northwest corner of Hickory Street and North Albany Road;
- An integrated network of local streets, alleys, pedestrian paths, and bicycle ways; and
- Neighborhood design guidelines emphasizing pedestrian-scaled development and amenities and de-emphasizing auto orientation.

Soon after the first draft of the Hickory Street Plan was completed, the City decided to move ahead with adoption of new zoning for the commercial core of the village center, the Mixed Use Commercial Zone. This early work product was reviewed in conjunction with an update of economic development policies for periodic review. This action came in response to developer interests in rezoning RM-5 land for a commercial use. Two developers indicated they had secured a grocery store to anchor a neighborhood shopping center. The conclusions of the City Council regarding the commercial core of the village center have been incorporated into this plan.

5.1.1 Assumptions

The zoning districts depicted on the Hickory Street Plan provide for an estimated total of approximately 1,000 dwellings of various types, as well as mixed use commercial, community commercial, and open space areas as shown on the plan diagram³. The village center is planned to serve a total future population of approximately 2,500 people at build-out.

These population figures are achieved based on the following assumptions:

- The Balanced Development Patterns Village Center concept will be employed in the Hickory Street area through the application of specific zoning designations as shown on the Hickory Street Zoning Diagram (Figure 5-1).
- Development will occur in coordination with the extension of key urban services.
- Development will avoid or minimize impacts to significant natural resources.
- Statewide planning Goal 5, existing federal and state laws and regulations, and City and County goals and policies will be observed and applied to natural resource areas identified subsequent to the approval of the NARP.
- Future parks, recreational facilities, and open spaces will be developed consistent with design parameters, standards, and policies (e.g., street frontage for neighborhood parks, trail width and surfacing, etc.) established by the City of Albany.

5.1.2 Objectives

The Hickory Street Plan strives to embrace the principles of Balanced Development Patterns as outlined in Chapter 3. Specifically, it aims to create a vibrant village center by providing for a mix of housing and commercial services, pedestrian amenities, an integrated street, bus, bicycle, and pedestrian network; design standards and guidelines; and a variety of green spaces. The Hickory Street area is an example of the Balanced Development Patterns Mixed Use Neighborhood type, which is characterized by:

“...an employment base that is at least as big as the housing base. Densities are higher than typical, with a neighborhood-wide density of at least ten or more combined households and employees per acre, although densities may often reach as high as 50 to 250 combined employees and households per acre. Often a mixed-use neighborhood’s identity will emanate from a commercial node or spine in the district.”

³ The MUC district is assumed to develop with 84% commercial land uses and 16% residential land uses at 10 units per acre.

5.2 Background

5.2.1 Existing Conditions

Physical Description

The Hickory Street area extends from Highway 20 to the south, Springhill Road to the east, the railroad tracks to the north, and just west of Blossom Lane to the west. It is roughly 170 acres in size, including road rights-of-way.

Located close to the Willamette River, the Hickory Street area is almost entirely within the 100-year floodplain—an exception is a high spot near the railroad and North Albany Road. The Thornton Lakes, just north of the detail study area, are likely former fluvial remnants.

Land west of North Albany Road, historically used for agriculture, is now a combination of residential housing and open lots. Across Springhill Road, large trees in the golf course and along the Willamette River frame views to the east. Significant stands of trees, including remnant filbert orchards, also exist in several areas of the neighborhood. A pond, created as a borrow pit to fill a nearby subdivision, forms a significant feature just north of Hickory Street. Land south of Highway 20 is owned by the Oregon Department of Transportation. It is a mature riparian forest next to the Willamette River. Tadena Landing is a small city park along the river, developed with a boat landing and a loop trail.



Tadena Landing

Commercial Development

The Hickory Street area has generally been the location of choice for commercial services in the North Albany area. Over the years, several commercial enterprises located here, including a grocery store, gas station, and several small shops. However, the shift in retailing to larger stores, along with a growing population across the river, resulted in consolidated services in downtown and central/south Albany, and more recently along the commercial strips on Pacific Boulevard and Santiam Highway. The grocery store and gas station closed.

The demand for commercial services appears to be coming full circle, due at least in part to the construction of several new subdivisions in North Albany in the past couple of years. A new gas station has opened on the corner of North Albany Road and Hickory Street, and interest in opening a grocery store has resurfaced as well. Other commercial development in the Hickory Street area includes a storage facility, fitness center, dental clinic, and professional offices.

Due to the low elevation of the Hickory Street area, significant fill is required to bring new development above the base flood elevation. While this presents financial and operational challenges for new development, it also creates opportunities for creative flood and storm water conveyance, parking and structural configurations, and pedestrian environmental quality and access.

Housing

Existing housing in the Hickory Street neighborhood is limited to scattered single family dwellings, the Hickory Hills Planned Unit Development, and the North Pointe single family attached development. North Pointe introduced a new housing type to North Albany and has been successful at marketing these units to older Albany residents.

Historic Resources

Benton County conducted a county wide survey of historic resources in 1985. The only historic resource within the Hickory Street study area is the William Peacock house on the northeast corner of Hickory Street and North Albany Road. It is one of the county's only examples of an 1890's Italianate Farmhouse with Eastlake and Queen Anne design elements.

William Peacock was born near Dundee, Scotland in 1845. He immigrated to Canada, and in the 1870's moved to Oregon where he married Mary E. Whetstone. In 1883 he purchased the farm of 20 acres used primarily for vegetable gardening. It is thought that the house was built in the 1890's based on the design details that were typical for that time. This generally coincides with the 1893 completion of the Steel Bridge linking North Albany to downtown. This toll bridge was demolished when Ellsworth Street bridge was completed in 1926.

Mr. Peacock was a well-known taxidermist and amateur photographer. He claimed that the large hothouse situated between the residence and the water tower was made from his old glass photography negatives. He used the hothouse to propagate rare plants.

William Peacock died in 1938. The house remained in the Peacock family until 1995. The house has not been occupied for a number of years and has fallen into disrepair. Agricultural use of the property was abandoned long ago; the site has naturally revegetated with a dense understory and larger mature trees.



Peacock House

5.2.2 Market Analysis

Housing Market Analysis

The housing market analysis focused specifically on the potential for medium-density housing types. The Hickory Street area is one of the two most desirable locations in Albany in which to build medium density residences. This condition is created by key attributes of the area: access to employment, recreation, and (potentially) retail; good visibility from major travel routes; and proximity to high-quality, new residential development.

The trajectory of future development, based on current market conditions, projects the market for housing in the Hickory Street area over the next twenty years will have two phases governed by land market value conditions.

Medium density residential land development will be driven primarily by attached rental housing in the near term. Medium density detached and attached ownership housing will serve small niche markets until land values increase to the point where traditional low density detached single family homes are less affordable to first-time homebuyers. As the area develops and land values rise, medium density detached and attached ownership housing will gradually gain greater market acceptance.

Commercial Market Analysis

As with housing, analysis of the commercial development potential of the detail study area indicates that North Albany is a fertile market for new retail development. Also similarly, one of the key positive attributes for the area is its excellent location, visible from Highway 20, Springhill Road, and North Albany Road, the three major transportation routes in the area. The analysis finds other key attributes creating positive development potential from beyond the detail study area: an economically growing

consumer base with little competition in the area for commercial development.



Hickory Street

The Primary Trade Area (PTA--defined roughly as an area slightly larger than the North Albany area and including a small portion of Albany south of the Willamette River) offers access to consumers with a median household income in the PTA of over \$60,000, indicating a greater potential to spend more on goods and services. This trade area is expected to grow by 0.9 percent annually over the next 5 years⁴. A new retail development in North Albany would only compete against the existing

⁴ The 2000 Census counted 2,565 dwelling units in Benton County Census Tract 101 (Benton County lying east of Independence Highway.) Annual growth rate of .9 percent forecast by the Albany Planning Division.

gas station/convenience store located in North Albany, and, to a lesser extent, the merchants located in downtown Albany. While access to major transportation routes allows penetration of part of the market south of the Willamette River, the businesses south of the river are more oriented to services and specialty products.

The amount of retail space currently supported by PTA expenditures exceeds 250,000 square feet. The actual amount of space likely to be built in the Hickory Street Area is estimated at 100,000 to 150,000 square feet, as some categories do not have enough base to support a single store, and others have enough base for several enterprises, but are not likely to generate multiple proximate enterprises of the same type.

- Commercial developers familiar with the North Albany market confirmed the above market findings. They strongly believed that a neighborhood center of approximately 100,000 to 150,000 square feet in North Albany is feasible.
- A neighborhood center with approximately 100,000 to 150,000 square feet of space would need approximately 9 to 14 total acres to accommodate buildings, parking, circulation, landscaping, and setbacks.
- The need for retail space is expected to grow an additional 46,000 square feet over the next 20 years, based on forecasted population growth. In spite of this growth, there is insufficient support for a second neighborhood shopping center in North Albany because of insufficient support for a second anchor. However, there is sufficient demand to support another small retail center (between one and two acres) elsewhere in North Albany, or expand the amount of retail space elsewhere in the Hickory Street Area.
- Commercial development in the Hickory Street Area is not expected to divert a significant amount of retail expenditures from downtown merchants. Many downtown retailers are sufficiently differentiated to avoid direct competition with the businesses likely to locate in a neighborhood shopping center.

5.2.3 Key Development Issues

The key development issues that factored into the creation of the Hickory Street Plan were identified through an iterative process of site analysis, Technical Advisory Committee input, and public input (Workshops 1 and 2). The issues include the location, scale, amount, and design of potential commercial development, how to plan for mixed use, how to deal with flood plain/grade difference issues, how to incorporate open space and parks, and what sort of character development in the Hickory Street area should have.

During Workshop #2, four teams sketched conceptual designs for the Hickory Street area. Themes that emerged from the team's sketches and verbal descriptions included the need for balanced economic growth, and the need to allow the market to drive development. Goals that the teams put forth included:

- Concentrated nodes of activity;
- Flexibility for the market place;
- Opportunities to live in the urban village;

- Preserving rural character;
- Providing multi-family dwellings;
- Providing services including a grocery store, gas station, bank, restaurant, drug store, garden/hardware, and video rental;
- Mixing land uses;
- Providing a park and ride lot;
- Giving commercial development frontage on North Albany Road; and
- Providing a centrally located park.

These ideas were incorporated into one or both of two alternatives generated by the consultant team. In general, community input received at each of the three workshops was largely consistent from one workshop to the next, as well as consistent in general comment content. In general, themes, and sub-themes, as an opinion or perspective voiced by a majority of workshop participants (majority opinion) for a preferred land use plan for Hickory Street Area include:

- (1) Provide a North Albany-scale commercial development, including a grocery store.
 - Provide at sufficient size and diversity to accommodate daily commercial and services needs of North Albany residents.
 - Provide visibility from Highway 20 and North Albany Road.
 - Provide easy access and sufficient automobile parking.
 - Accommodate rural North Albany character.
 - Accommodate a village center, but do not go overboard with new urbanist designs.
 - Do not change zoning districts or provide new local streets in area between Hickory Street and Highway 20.
 - Allow for flexibility and opportunities to respond to market demand.

- (2) Locate medium-density residential uses in the Hickory Street neighborhood providing sufficient acreage to meet projected demand.

- (3) Accommodate flood plain, infrastructure, and other existing conditions.
 - Retain flood storage capacity, flood drainage channels.
 - Provide safe emergency access routes.
 - Note that Highway 20, Springhill Road, North Albany Road, and the railroad are there to stay. Hickory Street is as it is.
 - Accommodate planned transit park and ride at Hickory Street and North Albany Road.
 - Include bike and pedestrian facilities and connections from Hickory Street area to overall North Albany area.
 - Supportive of a small park or neighborhood-scale open space around the existing pond.

These themes can be used to choose neighborhood design standards establish baseline requirements to create vibrant streetscapes within the detail study area. These design standards include guidance such as:

- Maximum 10 foot setbacks along the commercial segments of Hickory Street and North Albany Road
- Minimum residential density of 10 units per acre in Medium Density Residential
- Integrated local street system and enhanced pedestrian and bicycle connectivity
- No vehicle parking between buildings and public streets (except for the park and ride)
- Required architectural design features
- Central neighborhood park

5.3 Land Use and Zoning

This section of the Hickory Street Plan sets the parameters within which development may occur within the village center. Zoning designations are defined and described, including examples of allowable uses. The Hickory Street Zoning Diagram (Figure 5-1) graphically depicts the recommended arrangement of those zoning designations, and policies are recommended to guide the form and content of development. Complementing the land use section is the village center design section, which describes specific development standards and design guidance with which proposed projects must comply. This section is supported by an illustrative plan diagram, and recommend land use and transportation policies supporting the zoning designations and their configuration.

5.3.1 Proposed Land Use and Zoning Designations

Plan Designation

The plan designation for the majority of the Hickory Street area is Village Center. This is shown on the North Albany plan diagram discussed in Chapter 3 of this plan. Village center is a land use designation that allows for a mix of land uses within several zoning designations. Its application to the Hickory Street area implements the vision articulated for North Albany during the Balanced Development Patterns project.

Zoning Designations

The recommended zoning designations have been selected from those contained in the Albany Development Code to suit the objectives of the Hickory Street area. Of primary importance is the new Mixed Use Commercial zone, which was applied to part of the area in January 2003. This chapter focuses on zoning designations rather than plan designations due to this recent history. The zones and their locations are described as follows.

Community Commercial (CC)

The existing Community Commercial zone is intended to remain in the area between Hickory Street and Highway 20. This zone provides land for the range of goods and service needs of the residents of Hickory Street and the greater North Albany area.

Mixed Use Commercial (MUC)

The center of the Mixed Use Commercial area will serve as the neighborhood pedestrian core, occupying both sides of North Albany Road just north of Highway 20. The MUC zoning district is intended primarily to provide a mix of convenience commercial, personal services, offices and medium density residential uses. The district would typically be anchored by a grocery store, and may include a mix of smaller retailers, offices, live-work units and residences. Residential development needs to be built at a density of at least 10 units per acre. The MUC district is easily accessible to nearby residences, and commercial uses are compatible in scale and design with adjacent neighborhoods. Uses in the MUC zone will serve the North Albany area residents and should not draw from the region.

Medium Density Residential (RM-5)

This zone provides medium-density residential use between 8 and 20 units per acre. The RM-5 zone is located west and northeast of the commercial and mixed-use areas. Housing types could include single family attached, garden apartments, condominiums, small lot single family, and row houses.

Low Density Residential (RS-6.5)

This zone is applied to the northeast corner of the Hickory Street area, where the neighborhood contains some existing low density development and transitions into surrounding single family neighborhoods. Density ranges from 4-8 units per acre.

Zoning Diagram

The Hickory Street zoning diagram is intended to reflect the village center concept contained in the Balanced Development Patterns report to the greatest degree possible given the particular constraints of the site and the relationship to North Albany as a whole. The plan depicts a neighborhood characterized by medium density residential use and opportunities for mixed use development, with access to neighborhood-scale commercial services, parks and open space, and transit.

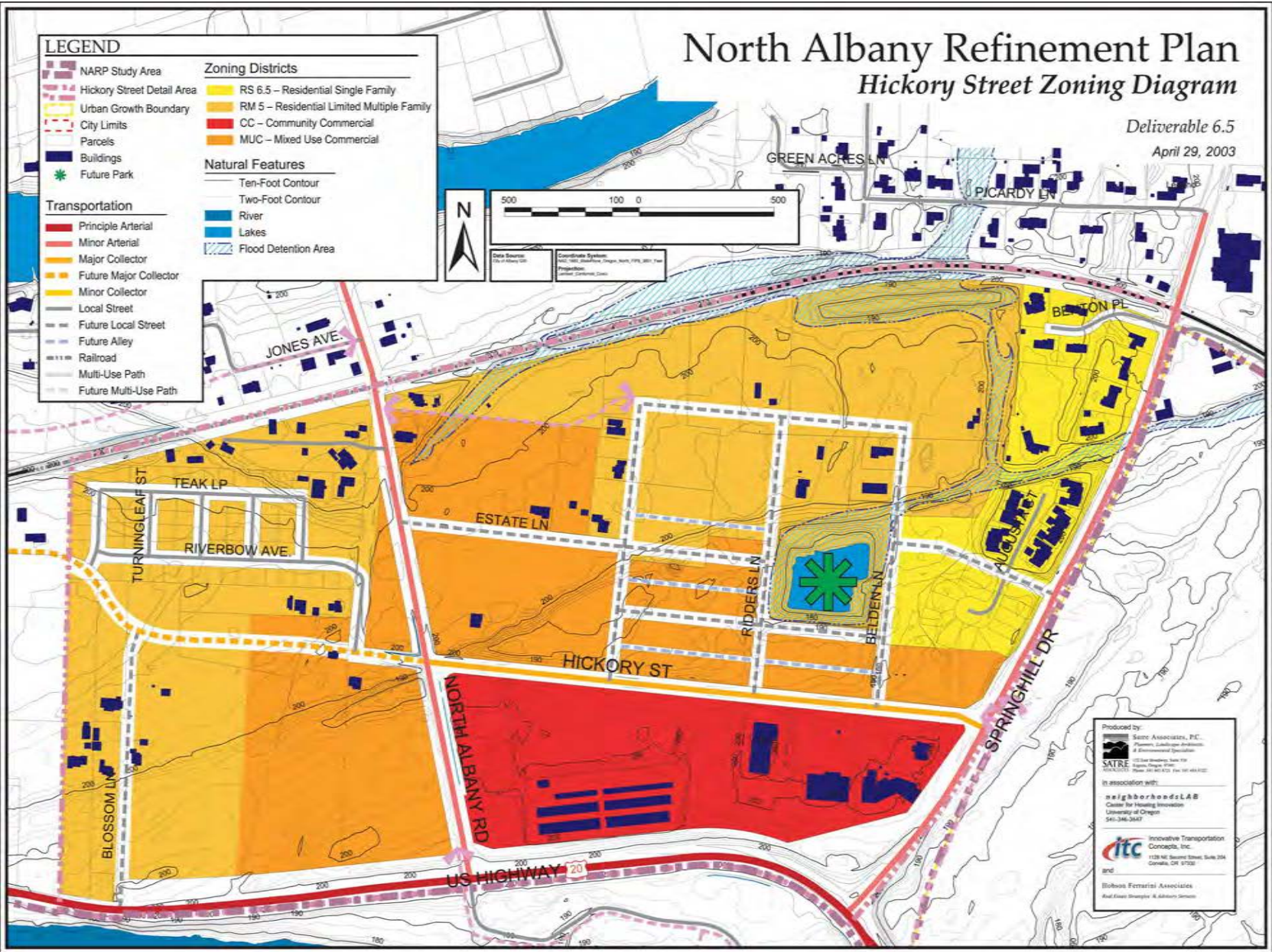
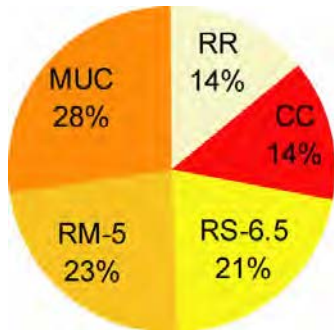


Figure 5-1: Hickory Street Zoning Diagram

Figure 5-2: Hickory Street Area Existing Zoning in Acres (2003)¹



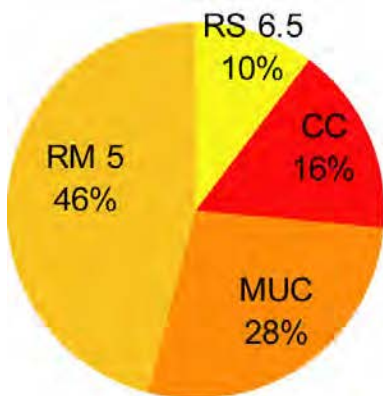
ZONE	Acres
RR – Residential Reserve	21.0
CC – Community Commercial	21.0
RS 6.5 – Residential Single Family	32.0
RM 5 – Residential Limited Multiple Family	34.4
MUC – Mixed Use Commercial	41.0
Total	149.3

Source: City of Albany GIS Data

In refining the plan and assigning zoning designations, the location and amount of commercial land was of primary concern. The major change to the existing zoning designations is a shift in the focus of the commercial area from the area south of Hickory Street to the area surrounding the intersection of Hickory Street and North Albany Road. The diagram also recognizes existing development potential by retaining commercial zoning on the land south of Hickory Street. The proposal provides additional flexibility in the commercial mixed-use zone, and provides land use transitions from more intense to less intense development. It recognizes the importance of neighborhood green space and flood water management by recommending that certain land be used for a neighborhood park and detention of storm water (see Figure 5-1).

The relative amount of each recommended zone is shown in the pie chart below (rights-of-way excluded). Compared to the existing distribution of zoning designations, the proposed distribution re-assigns some of the Residential Reserve and Residential Single Family to Residential Limited Multiple Family and Mixed-Use Commercial. The recommended distribution will promote the kind of commercial services and public facilities required to create a balanced neighborhood in the Hickory Street area.

Figure 5-3: Hickory Street Proposed Zoning Districts in Acres²



Zone	Acres
RS 6.5 – Residential Single Family	13.6
CC – Community Commercial	21.0
MUC – Mixed Use Commercial	36.4
RM 5 – Residential Limited Multiple Family	60.1
Total	131.1

¹ The Hickory Street Detail Area is 171.6 acres in size; 22.3 acres are in rights-of-way, water, etc.

² The Hickory Street Detail Area is 171.6 acres in size; 40.5 acres are in rights-of-way, water, etc.

5.3.2 Recommendations

Land use and transportation policies are used to guide the development pattern within a particular neighborhood. The Hickory Street area has special attributes that the following policies aim to protect. At the same time, policies establish the ground rules and parameters for new development. The following land use and transportation policies are recommended to promote development of a village center appropriate within the context of North Albany.

Land Use

- a. Commercial land uses shall be concentrated around the intersection of Hickory Street and North Albany Road, as depicted on the land use diagram.
- b. The commercial area shall primarily serve residents of the North Albany area. Regional retail cannot be supported on the site and is not compatible with village center development principles. Neighborhood-scale commercial uses are encouraged.
- c. New motor vehicle related uses and wholesale trade of equipment, machinery, boats, RV's, and manufactured homes are prohibited in the commercial portion of the Hickory Street area.
- d. Mixed residential and commercial use shall be allowed in the Mixed Use Commercial zone depicted on the land use diagram.
- e. The open area surrounding the gravel pond north of Hickory Street should be used as a park with active and passive recreational facilities. The northwest corner of north Albany Road and Hickory Street should be used as a neighborhood green.
- f. Development adjacent to Highway 20 shall be designed to minimize the noise and visual impacts of automobiles through sound buffering walls, building design, earth form, vegetation, and setbacks.
- g. Development within the village center shall be subject to development standards and design guidelines contained within Article 8 of the Albany Development Code.

Transportation

Streets

- h. Streets and access ways of any one development or site shall interconnect with those of adjacent developments or sites. Internal street or circulation patterns that isolate a development from all adjacent developments, and only allow access to fronting arterial or collector streets, shall be prohibited.
- i. New, interconnected local streets shall serve the area as depicted conceptually on the illustrative plan. Streets and access drives shall align and connect to each other to

create a direct and convenient pattern of circulation that is consistent with a gridded street pattern.

- j.** Internal driveways shall be designed as pedestrian ways with accommodations made for automobiles.

Bicycle Facilities

- k.** A multi-use pathway is recommended near the railroad tracks from North Albany Road to the neighborhood park and Springhill Road.
- l.** Local streets and internal access drives shall be designed for shared use between bicycles, pedestrians, and automobiles.

Pedestrian Facilities

- m.** All streets, parking areas, and commercial and residential buildings shall be equipped with safe and convenient pedestrian facilities, using features such as raised sidewalks, promenades, walkways, or pathways to provide continuous pedestrian access throughout the village center.
- n.** Off-street pedestrian walkways shall be a minimum of 12 feet in width.
- o.** A pedestrian route shall be established from the commercial center to the residential areas around the neighborhood park, as depicted on the illustrative plan.

Transit Facilities

- p.** Transit stops serving the Hickory Street area shall be constructed in cooperation with the Albany Transit System (ATS). The transit stops shall be designed to feature safe and convenient pedestrian and bicycle connections to surrounding residential and commercial uses. Bicycle parking shall be provided at transit stops.
- q.** Transit service shall be provided from stops at approximate 2-block intervals along Hickory Street and North Albany Road, in coordination with Albany Transit System.
- r.** Park and ride facilities serving the commercial area centered at Hickory Street and North Albany Road.

5.4 Village Center Design

This section contains an illustrative plan demonstrating the type of development that could be built to satisfy the requirements of the Hickory Street Plan. Perspective drawings depict the character of street sections, buildings, and pedestrian spaces in the heart of the neighborhood. Development standards regulate how sites are laid out, and design guidelines describe how buildings should look.

The standards and guidelines in this plan are intended to create a human-scale, interesting, attractive environment in which to live, work, shop, and recreate. Standards emphasize bicycle and pedestrian access and de-emphasize auto orientation. The goal of this section is to lead to the development of a vibrant mixed-use neighborhood where people like to spend time in the public and semi-public spaces, on the streets, and in public and private open spaces in addition to private dwellings.

5.4.1 Illustrative Plan

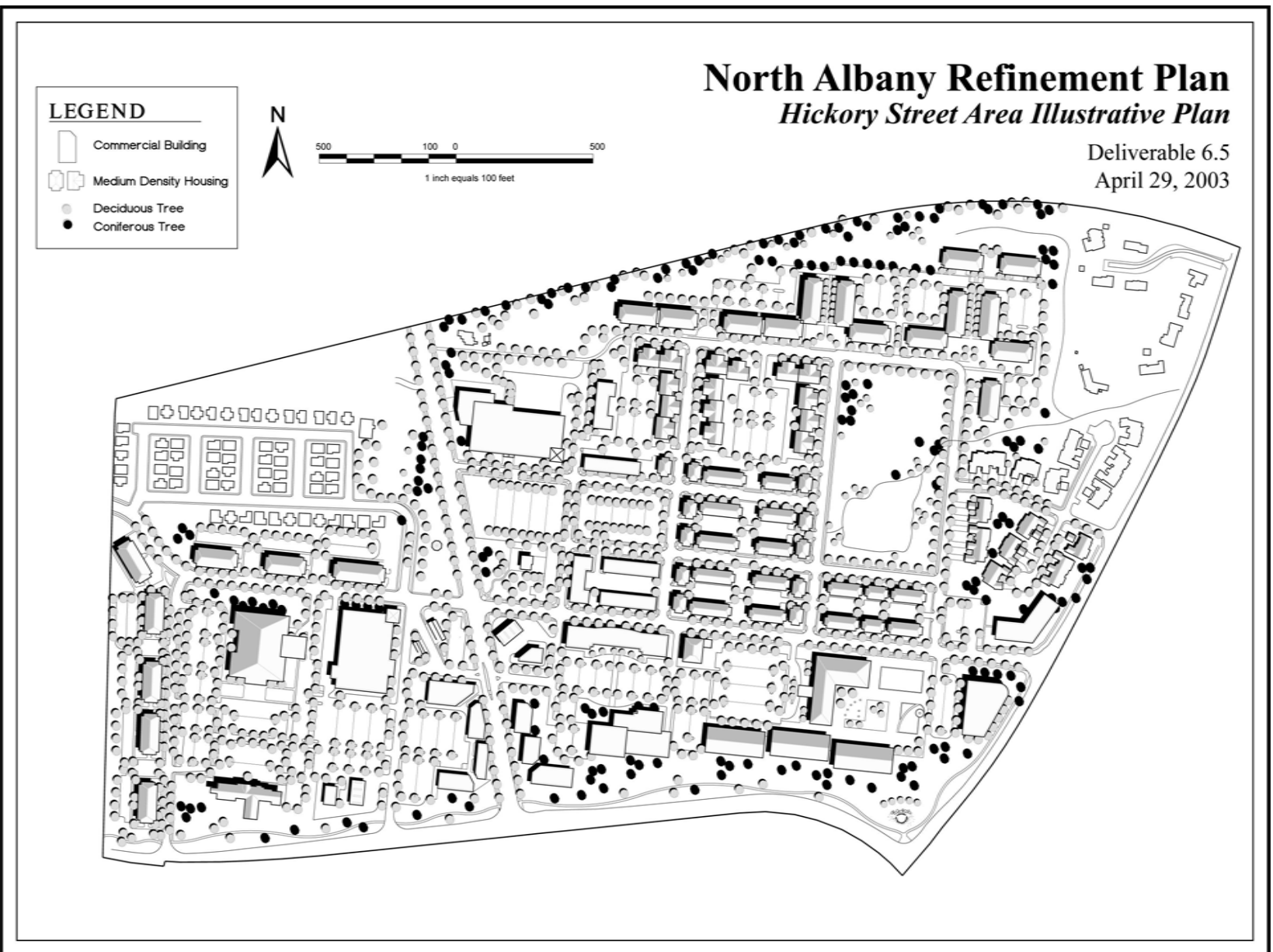
The Hickory Street illustrative plan shows a development concept that could be built within the parameters of the recommended zoning designations, permitted uses, development standards, and design guidelines. It depicts the kind of development that would succeed through the development review process once the Hickory Street Plan is adopted as part of the North Albany Refinement Plan.

The illustrative plan is not an adopted development plan. It does not require site features - buildings, parking, pedestrian ways, landscaping, plazas to be the same size or shape or be placed in the exact locations as depicted on the plan. It merely demonstrates how the requirements of the plan could be accomplished on the ground.

The elements of the illustrative plan that reflect recommended plan requirements include:

- Placement, scale, and orientation of commercial, residential, and mixed use buildings
- Location of parking behind or beside buildings
- Building articulation, roof pitch, and buffering from Highway 20
- Maximum 10 foot setbacks
- Pedestrian amenities including plazas and interconnected pathways
- Village green featuring gazebo and plaza
- Neighborhood park featuring pond and recreational facilities
- Transit stop and park and ride at central intersection

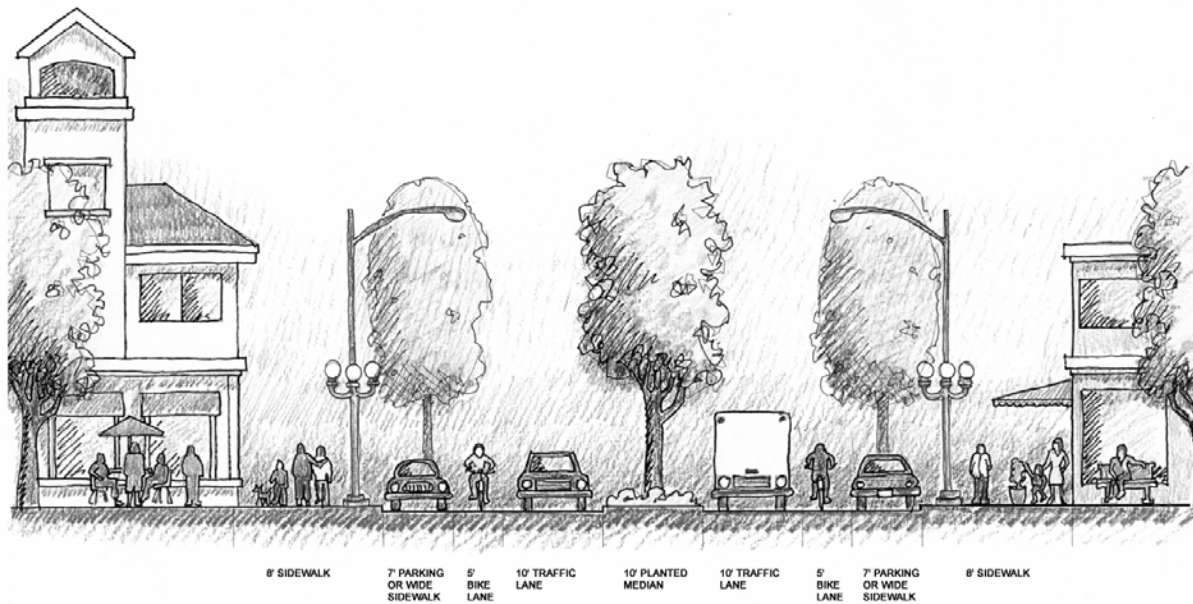
Figure 5-4: Hickory Street Area Illustrative Plan



The intended character of development within the village center is reflected in the following drawings, which include conceptual street sections for both residential and commercial areas, an elevation of the central transit station, and an elevation of the proposed neighborhood center. The sketches depict development within the village center that meet the standards proposed in this plan.

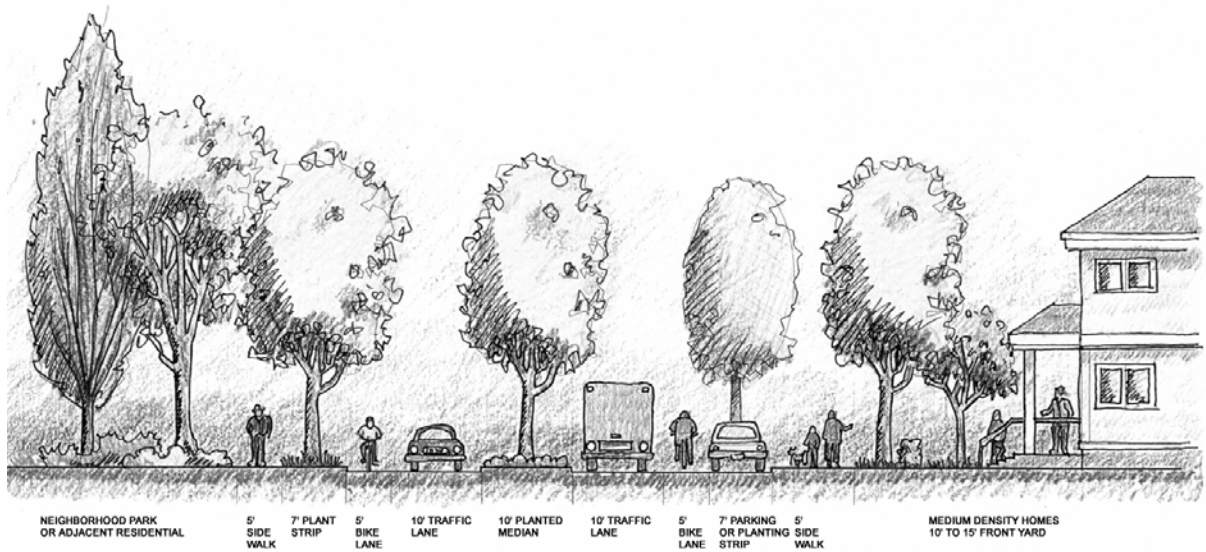
The street sketches show the intended differences in street character between the residential area and the commercial area. In the commercial area, buildings front close to the property line and extra-wide sidewalks provide space for tables and chairs and other pedestrian amenities, creating a concentration of activity to serve as the neighborhood center. The street below could be developed within the MUC area, e.g. the westward extension of Hickory Street.

Figure 5-5: Potential Mixed Use Commercial Street



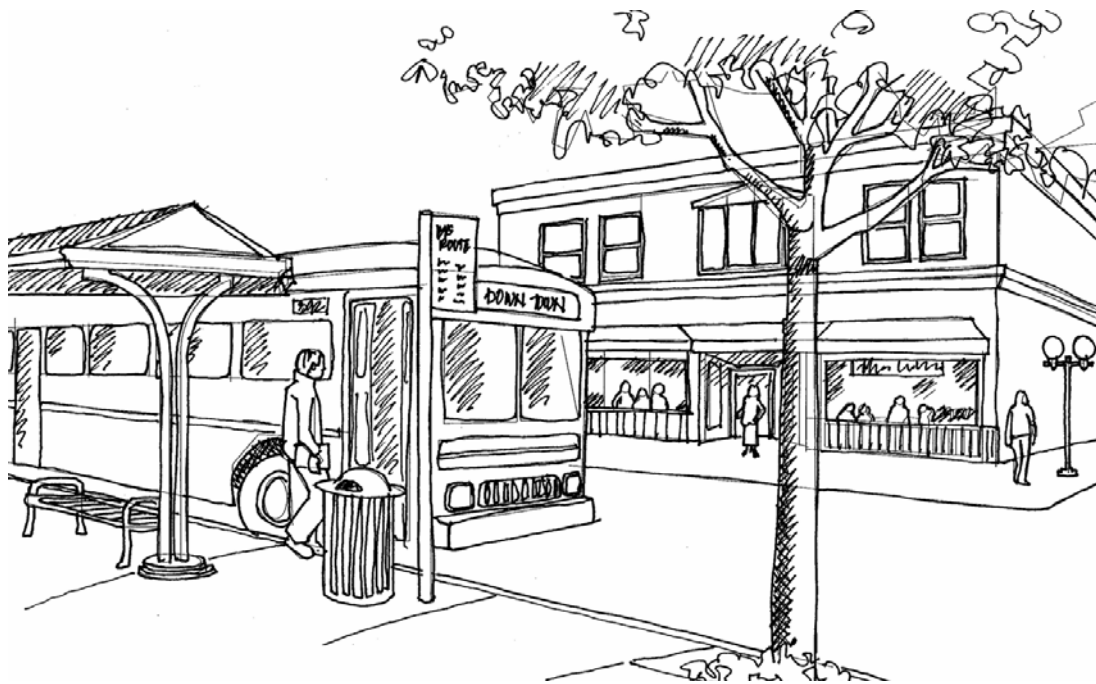
In the residential area (below), front yard setbacks vary from 10 to 20 feet and include ample landscaping. New buildings feature covered front porches, pitched roofs, and building articulation breaking up long walls. The streets feature planted medians, bike lanes, on-street parking to the extent possible to facilitate pedestrian safety and comfort. The future network local streets connecting Estate Lane to North Pointe Drive could be designed with these features in mind as shown in Figure 5-6 below.

Figure 5-6: Potential Residential Street



Transit service within the village center is intended to be prominent and convenient for riders going both to and from the Hickory Street area. Stops are planned at approximate 2-block intervals along Hickory Street and North Albany Road to assure the availability of transit service within short walking distance of anywhere in the urban village. A park and ride is provided adjacent to the main bus stop at the southwest corner of Hickory Street and North Albany Road, to facilitate commuting by transit through the heavily used Highway 20 corridor over the Willamette River.

Figure 5-7: Transit Stop



The building elevation below shows the type of architectural features required by the recommended design guidelines: large ground floor windows, multi-story facades, entry porticos, pedestrian scale lighting, articulation, benches, and special features such as towers. Outdoor seating areas provide opportunities for dining or people-watching.

Figure 5-8: Conceptual Village Center Building Elevation



5.4.2 Design Standards

New development in the Hickory Street area will be bound by Albany Development Code Article 8 design standards. The code contains general site development standards for commercial and both single family and multi-family residential development, including orientation, layout, and pedestrian circulation standards. In addition, standards for development within the newly adopted (February 2003) Mixed Use Commercial Zone, and supplemental residential standards for development in village centers apply. These existing code standards are repeated below.

Supplemental Commercial Design Standards in Village Centers

8.405 *Village Center Character.* The purpose of these standards is to contribute to the desired character of the village center. They are intended to promote the design of an urban environment that is built to human scale with attractive street fronts and interconnected walkways that promote pedestrian usage and accommodate vehicles. Development in the village center must contribute to a cohesive, visually compatible and functionally linked pattern through street and sidewalk layout, building siting and character, and site design. Details count.

8.410 Applicability. *These standards apply to commercially zoned properties within the Village Center Comprehensive Plan designation. They are in addition to the Commercial Design Standards in this article for commercial and office development. Taken together, these design standards are intended to foster a mixed-use character for village centers.*

8.415 Buildings Along Public Streets.

Purpose. *The siting of buildings along the public street defines the street edge and frames the streetscape. In larger development, the locations of pad site buildings also provide opportunities to frame entries into the shopping center and contribute to the visual interest of the site. These provisions are intended to avoid deep building setbacks behind large expanses of parking areas or vacant land.*

Standards.

- (1) *Buildings and plazas shall be located within the maximum setback area for at least 40% of one public street frontage.*
- (2) *For sites with frontage on more than one public street (i.e., corner lots), this standard applies to one frontage only.*
- (3) *The public street frontage is the length of the property as measured along the street right-of-way excluding the width of entrance driveways and/or streets.*
- (4) *Building facades that face public streets shall be subdivided into human-scale proportions using at least two features such as windows, entrances, arcades, arbors, awnings, trellises with vines, or an equivalent element. A blank, uninterrupted wall shall not be longer than thirty feet.*
- (5) *No parking, loading or travel aisles shall be located between the public street and buildings within 50 feet of the street, except that a designated park-and-ride lot or one drive-through lane may be permitted. See Section 8.420(b).*
- (6) *To count toward this standard, a plaza shall:*
 - (a) *Be well defined at the street edge by a low decorative architectural wall (no higher than three feet), a line of shrubs or trees of the same species, or similar landscaped or built feature;*
 - (b) *Be constructed/landscaped of materials that are similar in quality to the principal materials of the primary building(s) and landscape. Landscaping with drought-resistant native species is strongly encouraged;*
 - (c) *Have direct access to the public street sidewalk and be located the shortest distance to the nearest building main entrance; and*
 - (d) *Extend at least the full depth of the maximum setback.*

8.420 Maximum Setback.

Purpose. *Customer entrances should be readily accessible from the public street sidewalk as well as from the parking lot. Build-to lines form visually continuous, pedestrian-oriented street fronts with no vehicle use area between building fronts and the street.*

Standards.

- (1) *Buildings within 50 feet of a public street shall have 40% of the building located within the maximum setback except that:*
 - (a) *If a previously recorded easement precludes meeting the maximum setback, the applicant shall demonstrate that an alternative layout best addresses the intent of this standard and the character of the village center.*

(b) A building with drive-through service may have one drive-through lane between the building and the street provided that the building is set back no more than 25 feet and the drive-through lane is screened according to standards for perimeter parking area landscaping in ADC 8.470.

(2) Any building more than 50 feet from a public street is exempt from this standard.

8.430 Size Limitations. See building size limitations in Article 5, Table A, Development Standards, ADC 5.090.

8.440 Building Design.

Purpose. These provisions are intended to reduce the visual appearance of larger scale buildings to a smaller, pedestrian-level scale that is appropriate for a village center. They are not intended to limit the size of the building.

Standards.

- (1) Building facades longer than 100 feet shall have relief such as recessed entries, offsets, jogs, bays, columns, ribs, pilasters, piers, cornices, bases, or other distinctive constructed changes. Changes in relief in the building façade shall occur at least every 100 feet for at least 20% of the exterior wall area. At least two colors or textures shall be used (not including stripes or bands).
- (2) Rooflines longer than 100 feet shall be relieved by elements such as parapets, gables, dormers, towers, steeples, etc.
- (3) No building wall shall be longer than 300 feet unless the building façade has one or more major offsets in wall plane. A major offset in wall plane shall have a depth of at least 10% of the length of the longest abutting wall and shall continue for at least 20% of the building facade. Minor changes in wall plane such as entries, jogs, bays, columns, ribs, pilasters, piers, or cornices do not count toward meeting this standard.
- (4) In developments with multiple buildings, each individual building shall include predominant characteristics shared by all buildings in the development, so that the development forms a cohesive place within the district. A standardized prototype design shall be modified if necessary to meet the provisions of this Code and character of this district.
- (5) Corrugated metal siding is prohibited on any building. Corrugated metal roofing is allowed.

8.445 Pedestrian Network.

Purpose. By creating a safe, continuous network of sidewalks within and between developments, pedestrians will feel more inclined to walk (rather than drive). A pedestrian network that offers clear circulation corridors from the parking areas to building entries creates a friendlier, more inviting image. A detailed pedestrian circulation plan must demonstrate that the layout of sidewalks contributes to the overall pedestrian connectivity of the village center.

Standards.

- (1) Sidewalks must be located to provide the shortest direct connection from the public street sidewalk(s) to all customer entrances.
- (2) Sidewalks must be located to provide the shortest direct connection between all on-site customer entrances.

- (3) Sidewalks must be located along every public street frontage and both sides of on-site private streets. These sidewalks must be separated from the street by a tree-lined landscape strip.
- (4) Extra-wide sidewalks are encouraged to provide space for tables and chairs and other pedestrian amenities, creating a concentration of activity to serve as the neighborhood center.
- (5) Sites larger than 8 acres shall create an open space or plaza with amenities such as benches, monuments, kiosks or public art. Amenities shall be in prominent locations, interconnected with the uses and walkways on the site, and be landscaped.

8.450 Privacy Considerations.

Purpose. Village centers are mixed-use areas where special attention is given to resolving potentially incompatible situations. General standards provide the flexibility to adjust the design and operating characteristics to given circumstances.

Standard.

- (1) Non-residential uses and parking areas shall be arranged to minimize infringement on the privacy of adjoining residents.

8.460 Parking Areas.

Purpose. While recognizing the paramount role of cars in everyday life and the need to provide adequate and convenient space for them, these standards move away from the typical suburban pattern of predominant and highly-visible parking areas in commercial developments. They are intended to reduce the scale of parking areas by siting a portion of the parking lot out of view, and using increased landscaping to screen spaces and reduce the overall visual impact of large parking areas.

Standards.

- (1) On-street parking spaces within 100 feet of a commercial or office development may count towards meeting the parking requirement.
- (2) Shared parking is encouraged for all uses.
- (3) Trees intended for parking area landscaping shall provide a canopy cover of at least 20% of the parking area at maturity. Existing trees may be included to meet the canopy requirement, provided the site plan identifies such trees and the trees meet the standards of size, health, and placement. The extent of canopy at maturity shall be based on published reference texts generally accepted by landscape architects, nurserymen, and arborists.
- (4) Bioswales shall be considered as the initial storm water collection system.

8.470 Perimeter Parking Area Landscaping.

Purpose. These provisions are intended to give parking a low profile in order to improve the pedestrian experience and the overall aesthetic quality of the street. They will minimize the expansive appearance of parking lots, increase the sense of neighborhood scale, and improve the character of a village center. They will also create an attractive, shaded environment along streets that gives visual relief from continuous hard street edges; buffer automobile traffic, and focus views for both pedestrians and motorists.

Standards.

- (1) All parking areas (excluding entranceways) adjacent to a public street shall be screened with:
 - (a) A low continuous hedge of evergreen shrubs, trees and plantings that are at least 3 feet tall within 2 years and grow to provide an evergreen screen of at least 70%; OR
 - (b) A berm three feet high with a maximum slope of 3:1, in combination with coniferous and deciduous trees and shrubs; or
 - (c) A low decorative masonry wall at least three feet high in combination with landscaping; or
 - (d) A combination of any of these methods.
- (2) The landscape plan shall be prepared by a licensed landscape architect.

8.475 Signs.

Purpose. Signs must be scaled appropriately to appeal to both pedestrians walking on the adjacent sidewalks and to nearby motorists. The following standards are intended to create aesthetically pleasing and cohesive sign standards while reinforcing the context of the village center.

Standards.

- (1) For integrated centers, an overall signage and graphics program shall be provided as part of the development application to ensure that stand-alone signs are consolidated and that signs complement the character of the neighborhood.
- (2) Monument signs are preferred rather than freestanding signs.

Supplemental Residential Design Standards in Village Centers

8.480 Applicability. These standards apply to residential development in mixed-use and residential zones within the Village Center Comprehensive Plan designation. They are in addition to the residential design standards for Single-Family Homes and Multiple Family Homes in this article.

8.485 Purpose. These provisions are intended to promote the design of an urban environment that is built to human scale and to foster a mixed-use character for village centers with an emphasis on a high-quality pedestrian environment.

Standards.

- (1) Building exteriors shall be surfaced with wood, brick, stucco, stone, masonry, or lap siding on all sides.
- (2) Rooflines should be designed to reduce the exterior mass of multiple attached units and shall incorporate elements such as parapets, gables, dormers, etc.
- (3) All exterior HVAC equipment shall be screened from street-level view.
- (4) Covered bike parking shall be provided for 50% of the dwelling units in shelters, individual storage lockers or garages.
- (5) Alleys are encouraged to provide friendly street frontage and to set driveways and garages in the rear.

Chapter 6: Infrastructure

6.1 Overview

As part of a commitment to integrating land use and transportation systems with natural resource conservation and protection of rural character, the NARP seeks to establish “green infrastructure” standards as part of the project’s overall approach to providing necessary public infrastructure for future urban development. Consistent with strategies outlined in the Draft Stormwater Facility Plan, the green infrastructure approach incorporates open storm drainage systems as an alternative to traditional piped drainage in less intensively developed areas. These open drainages more closely emulate natural hydrologic systems to mitigate the deleterious effects of urbanization on receiving streams and maintain the integrity of existing watersheds and habitats. In addition, Best Management Practices, a phrase used to describe a range of potential water quality and quantity measures, are employed in all new development.

Water, wastewater, electric and gas utilities will still be extended to serve future development in the planning area through traditional means. But the proposed model for stormwater drainage reduces impervious surfaces and retains existing vegetation as much as practicable. Studies have linked higher impervious surfaces to changes in stream geometry, water quality, water temperature and the health of aquatic species and wildlife that rely upon natural waterways and riparian vegetation.

6.1.2 Assumptions

NARP strategies relative to the development, extension, and timing of public infrastructure are based upon the following assumptions:

- Statewide planning Goals 11 and 14 require planning for infrastructure systems and future development through build-out of the Albany UGB; it is assumed that the current location of the UGB in the NARP area will neither expand nor contract during the 20-year planning period.

- Development will occur over time and in a sequential, planned fashion, with build-out of the Albany UGB assumed to occur in approximately 100 years based upon current development and demographic trends, regulatory factors, and land use planning considerations.
- Due to high capital and ongoing maintenance costs, future wastewater systems will use gravity flow and avoid the use of lift and pump stations where practical.
- Extension of urban services, including sanitary sewer service, will continue to be development driven, responding to specific development proposals filed with the City of Albany.

6.2 Stormwater Management and Green Infrastructure

The NARP's use of green infrastructure (see Section 6.2.2) intends to achieve several objectives:

- Protect or improve the functions and values of Crocker Creek, Horseshoe Lakes, Thornton Lake and other tributary streams and wetlands in North Albany;
- Protect the area's current watershed hydrology;
- Manage floodplains for natural storage and conveyance functions; and
- Manage stormwater from future development to minimize change in surface and groundwater hydrology and to maintain or enhance water quality.

6.2.1 Conventional Stormwater Management

Conventional stormwater systems collect runoff and move it and associated pollutants through piped systems to receiving streams. The City of Albany has an existing program to manage stormwater and mitigate the effects of urban development through operational means and physical improvements. These include, but are not limited to:

- Regular street sweeping of all improved public streets in the City;
- Leaf collection;
- Public education programs;
- Requirements for oil/water separators and other catch basin designs in parking lot development; and
- Development of policies in conjunction with Goal 5 inventory work and completion of the Stormwater Facility Plan

While the NARP proposes implementation of innovative stormwater management methods, which are recommended in the Draft Stormwater Facility Plan, consideration should be given to fiscal impacts from added or lessened management and maintenance requirements beyond those assumed through current practices employed by the City.

6.2.2 Green Infrastructure Stormwater Management

The green infrastructure concept first protects riparian corridors, wetlands, floodplains, and associated vegetative communities to the greatest extent possible. As part of urban development, practices such as the use of bio-filtration swales and detention/filtration basins, reduction in impervious coverage, use of open drainages and constructed wetlands are employed rather than a system relying solely on piped systems, thereby maximizing tree cover and use of pervious materials. While green infrastructure is intended to maintain water quality and stormwater runoff volumes at pre-development levels, there is a need to develop additional data to establish base line conditions to chart existing hydrologic conditions as well as monitor development impacts over time. Given the quality of the existing wetland system in the NARP area and the importance of preserving downstream water quality as part of the City's overall strategy to protect endangered Willamette River salmonids, the benefits of the green infrastructure approach are manifest.

In addition to considering the fiscal implications for public works noted above, practical application of the green infrastructure concept must accommodate site-specific conditions such as slope and soil character in selecting appropriate Best Management Practices (BMP's) proposed here. Bio-swales may be implemented along roadways dependent upon specific site conditions. Figure 6-1 shows how the concept of Green Infrastructure could work.

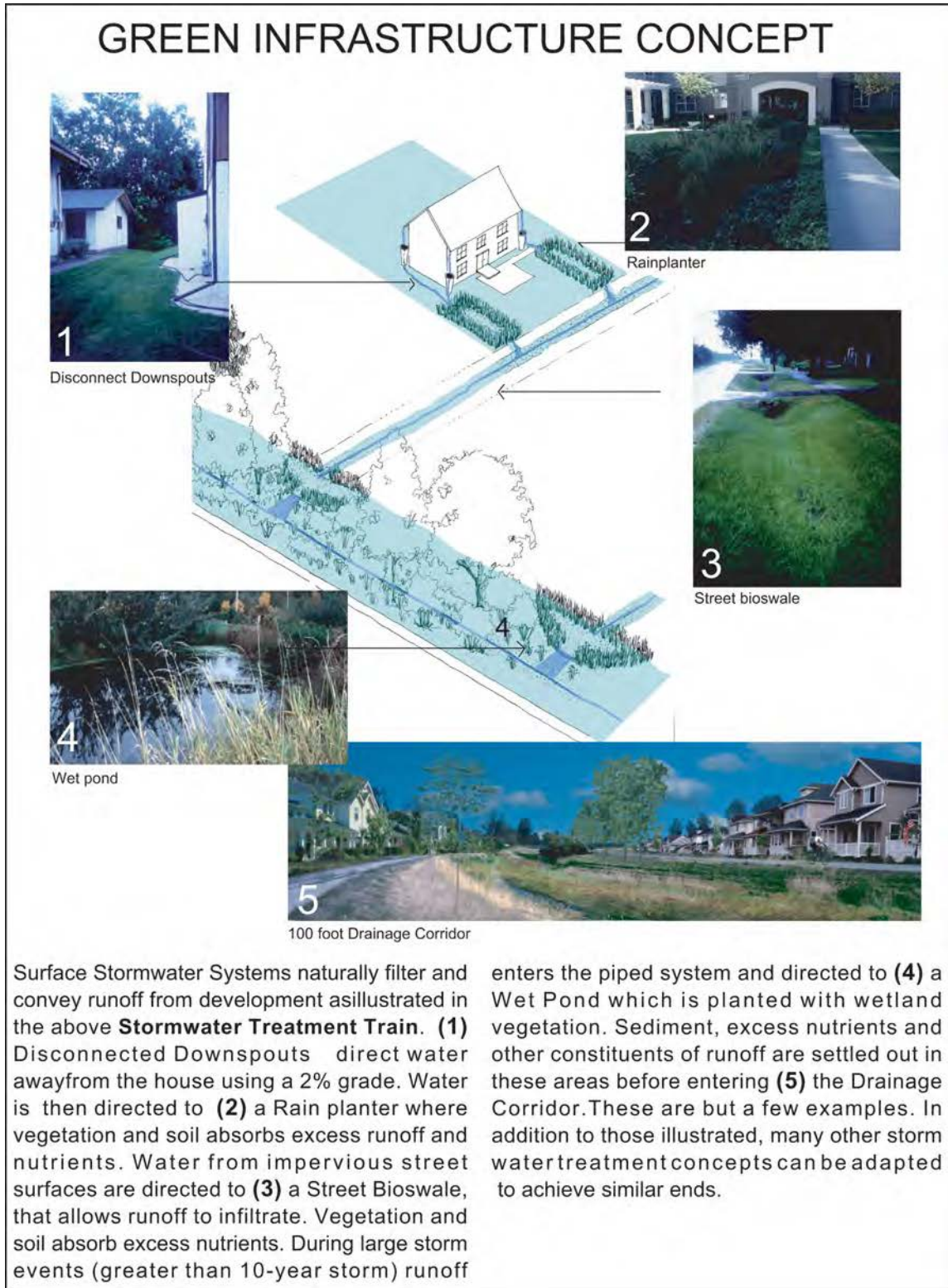
6.3 Water, Sanitary Sewer, and Other Utilities

Sanitary sewer utilities were extended into North Albany during the 1990's to serve existing subdivisions with failing septic systems. The sanitary sewer system is based on gravity flow and extends from developed areas in North Albany to the municipal wastewater treatment facility. Pump and lift stations are only used where necessary, as they are not only expensive to initially develop, but carry substantial long-term costs for operation and maintenance.

Sanitary sewer services are proposed in the NARP to be extended concurrent with approved development plans primarily along future street rights-of-way within major drainage basins. Future extension of sanitary sewer facilities into the NARP area to serve new development would proceed from lines serving existing development as shown on Map #5 (Utility Infrastructure) in the Plan Appendix.

The sanitary sewer system should be designed to minimize impacts to existing streams and riparian corridors while maintaining gravity flow conditions.

Figure 6-1: Green Infrastructure Concept



Source: University of Oregon *neighborhoodsLAB*

Other utilities are not as constrained as to location. The NARP proposes extending water service, where possible, along street rights-of-way, and assumes that other utilities (natural gas, underground electric service, telephone and TV/data cabling) would parallel water services in public utility easements and/or rights-of-way. Like sanitary sewer service, extension of water lines and other utilities is development-driven.

6.4 School Facilities

Apart from the more traditionally considered urban infrastructure systems (i.e., water, electric, gas sanitary sewer, and stormwater management services), NARP also factored in the need for another key service necessary for comprehensive urban development: public schools. With additional population growth over time, it is anticipated that additional school facilities may need to be developed. The NARP assumes a new high school site may be developed in the area eventually, but does not identify a specific location.

6.5 Recommendations

Stormwater Management

- a. Employ on-site stormwater management practices for detention and filtration of stormwater on future development sites, including development of appropriate roadways and parkways, to minimize post-development change in the quality and quantity of off-site runoff. Work to retain pre-development water quality and quantity by using the draft Stormwater Facility Plan strategies.
- b. Retain historic cross-section, vegetation, and location of natural channels wherever possible.
- c. Encourage stormwater management practices such as the following natural Best Management Practices (BMPs) where feasible considering localized conditions. Use structural BMPs only as necessary in higher density areas.
 - Bio-filtration swales
 - Roof drains disconnected from storm system
 - Pervious pavement
 - Rain planters
 - Vegetated filter strips
 - Wet ponds
 - Stormwater treatment marshes
- d. Consider modifying code standards to allow for pervious paving where feasible.

- e. Maintain or increase tree canopy cover in the NARP area by establishing tree replacement requirements.
- f. Set standards for tree canopy cover in commercial, office, public, and industrial applications.
- g. Currently, the developed areas of North Albany consist of roughly 40% impervious surfaces. Encourage reductions of impervious surfaces by employing standards for narrow local streets, and providing high levels of pedestrian and bicycle connectivity.
- h. Keep the frequency of roadway stream crossings to a minimum, and where unavoidable use structures designed for free movement of flood waters.
- i. Recognize state regulations for erosion control regarding stormwater management plans for sites five acres or larger, and work towards adoption of more stringent local standards.
- j. Explore means to provide incentives for floodplain enhancement and restoration through the development process.
- k. Manage protected natural areas and natural stormwater facilities for multiple uses where possible (e.g., for habitat protection as well as stormwater management) and allow trails and interpretive facilities proximate to ponds, wetlands, stream corridors, drainage channels and swales so long as those facilities do not degrade natural resources or their functions.
- l. Require excavation of like amounts of material whenever fill is proposed within the 100-year floodplain, to retain its net storage capacity. Excavation should be upstream of proposed fill.
- m. Coordinate with local agencies, such as the area watershed council, to develop a system of resource benchmarks for water quality, surface water hydrology, and other measures. Develop protocols for long-term monitoring to assess baseline conditions and guide decision making in the planning area.
- n. Provide an aggressive community education program that encourages landscape, building, and site management practices that improve water quality.
- o. Secure right-of-way dedications along drainage ways for stormwater management and utility access.

- p. Use the development review process to ensure that development proposals plan stormwater facilities “to and through” proposed development areas to extend stormwater connections to adjacent properties.
- q. Recommend further, detailed hydrologic studies in the NARP area to better understand natural drainage systems.

Water, Sanitary Sewer, and Other Utilities

- r. Ensure through the development review process that new water and sewer utilities are extended “to and through” development areas and are available to serve future development on adjoining parcels.
- s. Have development submittals include plans for future utility extension sized and located consistent with the potential for future development outlined in the NARP and City master plans.
- t. As public infrastructure are planned, designed, and constructed, consideration shall be given to natural features such as floodplains, riparian areas, and wetlands, while continuing to address the facility needs of the area. As public facilities are designed and constructed, factors to be evaluated shall include, but not be limited to:
 - 1. Risk to the environment of a specific design, such as impacts resulting from construction and operations (infiltration, inflow, line surcharge, or pump failure);
 - 2. Impacts on developable land including ultimate cost of residential and commercial projects and timely availability of developable land;
 - 3. The costs and benefits associated with a facility’s design, including installation, operation, and resource mitigation.
- u. Locate necessary utility lines (e.g., water, gas, power, cable) within street rights-of-way unless demonstrated to be infeasible. If so, locate these in Public Utility Easements behind right-of-way.

Chapter 7: Implementation

7.1 Overview

Because full build-out of the Albany UGB and NARP planning area may not occur for some 100 years or more, implementation strategies are divided into near-term and long-term recommendations needed to implement the NARP in a manner consistent with the project's objectives. This phased growth strategy allows near term implementation measures to occur immediately as a part of the NARP adoption process through the 2020 planning horizon. Long term implementation strategies are considered those that may be implemented during the period from 2020 through build-out, although any of the long-term strategies could be implemented sooner should the community choose to do so.

7.2 Land Use

The NARP Plan Diagram illustrates an arrangement of land uses designed to achieve Albany Comprehensive Plan policies and the NARP project objectives. Key among these land uses are the village center in the Hickory Street area and three proposed neighborhood centers. Together with an integrated transportation network and parks and open space system, the recommended land uses shape the future vision for North Albany. Future subdivisions and planned developments shall submit development plans consistent with the contents of this plan. Means to implement the recommended configuration of land uses are outlined below.

7.2.1 Near-term Implementation Strategies

- a. Amend the Albany Comprehensive Plan diagram where necessary to reflect the changes in plan designations proposed in the NARP. Rezone parcels to correspond with their new plan designation.
- b. Establish new zoning districts of Low Density Cluster Residential (LDCR) and Medium Density Cluster Residential (MDCR) and apply them to the areas indicated on the adopted NARP Plan Diagram.

- c. Apply site design guidelines and development standards recommended in the NARP and promulgated through the Albany Development Code to new development within the proposed Village Center.
- d. Consider developing planning tools or other incentives to encourage affordable housing, public amenities, or recommended stormwater Best Management Practices (BMPs) that also help achieve NARP planning objectives.
- e. Establish natural resource benchmarks on which performance standards will be developed to evaluate the cumulative impacts of development projects (e.g., relative to changes in tree canopy, stormwater management, impervious cover, and water quality). Should impacts to these natural systems exceed the benchmark, the performance standards shall be reviewed to identify their system wide shortcomings and shall be modified appropriately.
- f. Encourage designs that promote energy efficiency and the use of renewable energy resources.

7.2.2 Long-term Implementation Strategies

- a. Review SDC program assumptions regarding the costs of providing new types of facilities and the impacts of development on public facilities, particularly with regard to trip reductions associated with the village center and neighborhood centers and the water quality implications of the green infrastructure system. Modify the charges imposed on development accordingly.
- b. Consider public/private partnerships to provide essential public services (e.g., transit or roadway improvements) to effect targeted development within identified neighborhood centers.

7.3 Parks, Open Spaces and Natural Resources

Building on recommendations in the 2000 Albany Park, Recreation, and Open Space Plan, the NARP proposes development of five new neighborhood parks, as well as open spaces and off-street trails within the planning area. Trail systems are integral to hillsides, open spaces, and stream corridors identified as significant natural resources in the NARP area, and help form a comprehensive network of trails for alternative transportation, educational and interpretive opportunities, and recreational access.

7.3.1 Near-term Implementation Strategies

Parks and Open Spaces

- a. Discuss acquisition of suitable land for future neighborhood parks identified in the NARP.

- b. Assure that future neighborhood park sites meet the recommended standards for configuration, frontage, and size outlined in the 2000 Albany Park, Recreation, and Open Space Plan.
- c. Work to secure dedications for off-street multi-use trails consistent with the NARP.
- d. Consider accepting dedications of land suitable for open space, passive recreational use, and environmental education as part of undevelopable wetland and natural resource areas.

Natural Resources

- e. Locate multi-use trails at the outside edge of stream corridor buffers and modify trail alignments to minimize potential impacts to riparian vegetation, stream hydrology and adjacent land uses. Trail design (width, surfacing material, load-bearing capacity, etc.) shall be based upon standards in the Albany Parks and Recreation Master Plan.
- f. Protect wetlands, floodplains, riparian corridors and other critical natural resources through appropriate practices (e.g., cluster development, setbacks, corridor protection, and reduction of impervious surfaces) and through use of stormwater management measures that include identified “Best Management Practices.”
- g. Incorporate new natural resource inventory as available into updated NARP mapping to protect natural resources through the land division and development review processes.

7.4 Transportation and Circulation

The NARP integrates proposed land uses with a network of major and residential roadways and means of alternative transportation. The timing of proposed major street extensions will primarily be a function of proposed development.

As roadway and intersection alignments are developed to establish the transportation network envisioned in the North Albany Refinement Plan, careful consideration shall be given to natural features such as floodplains, riparian areas, and wetlands, minimizing negative impacts to these features to the greatest extent practicable, while continuing to address the multi-modal transportation needs of the area.

The NARP transportation system, including proposed street extensions and trail locations, is conceptual and will be established primarily through review of development proposals. The exact location of the transportation system shall be fixed by site-specific development proposals as they are presented to the city. Within this context, the following implementation strategies are offered.

7.4.1 Near-term Implementation Strategies

- a. Amend the Albany Transportation System Plan and the North Albany Local Street System Plan to incorporate the recommended major street extensions, on-street bicycle transportation system, off-street trail network, and alternative street cross-sections established in the NARP.
- b. Require through the land development process that sufficient transit facilities be incorporated into development designs. Proposals for development within identified neighborhood centers should integrate transit facilities as key design features and as public amenities.
- c. Provide local street connections consistent with the NARP and the North Albany Local Street System Plan and Land Development Code standards for local streets which allow for reduced street pavement width, and promote reduced impervious cover and enhanced stormwater management, where practical.
- d. Require through the land division and development review processes that all development proposals include right-of-way dedications and/or reservations for street extensions proposed in the NARP and street connections to and through proposed development areas to facilitate development on adjoining parcels. Allow for street and sidewalk alignment and design modifications as necessary to preserve significant natural resources and/or to minimize topographic alterations.
- e. Correlate street extensions proposed in the NARP with extension of other utility infrastructure.
- f. Through the land division and development review processes secure dedication and/or reservation for future road right-of-way to incorporate traffic calming designs at locations identified in the NARP and at other local street locations subsequently identified.
- g. Apply Oregon Department of Transportation (ODOT) parameters for triggering highway widening in the future, but seek right-of-way dedications through the development process now.
- h. Through the land division and development review processes, require development within the Village Center and future neighborhood centers to meet building, orientation, and design standards proposed in the NARP and promulgated through the Albany Development Code.

7.4.2 Long-term Implementation Strategies

- a. Optimize the North Albany street network to facilitate intra-city trips to reserve capacity on Highway 20.

- b. Monitor transportation conditions at key roadways and apply mitigation and transportation system management measures identified in the NARP as necessary to restore adequate levels of service.

7.5 Infrastructure

As outlined in Chapter 6, the NARP proposes alternative methods of managing stormwater runoff to minimize impacts to wetlands, waterways, and riparian systems in watersheds within the NARP planning area.

Extension of other public utilities to undeveloped areas is a function of approved development. Fundamental to the provision of sanitary sewer utilities to serve future development in the NARP area is the assumption that the sanitary sewer system will be based on gravity flow and extended from developable areas in North Albany without the use of pump or lift stations where practical.

Stormwater management techniques (i.e., “green infrastructure”) identified in the North Albany Refinement Plan should provide a basis for addressing stormwater issues in the North Albany area; however, with adoption of the City of Albany Stormwater Facilities Plan and any associated modifications to that plan recommended through an approved Goal 5 Natural Resources Plan, appropriate other or additional stormwater management techniques may be applied.

As public infrastructure alignments are determined to provide for the development envisioned in the North Albany Refinement Plan, careful consideration shall be given to natural features such as floodplains, riparian areas, and wetlands, minimizing negative impacts to these features to the greatest extent practicable, while continuing to address the facility needs of the area. As public facilities are designed and constructed, factors to be evaluated shall include, but not be limited to:

1. Risk to the environment of a specific design, such as impacts resulting from construction/installation, and impacts from operational situations (infiltration, inflow, line surcharge, or pump failure);
2. Impacts on developable land including ultimate cost of residential and commercial projects and timely availability of developable land;
3. Opportunities for co-location of public facilities; and
4. An analysis of the costs/benefits associated with a facility’s design, addressing elements such as installation, operation, resource mitigation, need for redundancy.

7.5.1 Near-term Implementation Strategies

Stormwater Management

- a. Establish through the Stormwater Master Plan:
 - i. goals to use on-site storm water management practices that minimize change in the quality and quantity of post-development off-site runoff;

- ii. objectives to encourage small-scale, on-site interventions and treatment opportunities while meeting City standards for storm water detention;
 - iii. specific goals to filter storm water runoff during certain storm events (e.g., 2-year or smaller storm);
 - iv. an expanded menu of allowable Best Management Practices (BMPs); and
 - v. modifications to the existing land development codes as necessary to allow the “green infrastructure” storm water management concept to be incorporated into new development proposals.
- b. Adopt as part of the Albany Transportation System Plan and Development Code additional street design cross-sections that may be allowed to achieve stormwater management objectives.
 - c. Secure stormwater management and utility access dedications consistent with the NARP through the land division and development review processes.

Water, Sanitary Sewer, and Other Utilities

- d. Secure utility easements in conjunction with trail and road right-of-way dedications to minimize potential impacts on surrounding areas.

7.5.2 Long-term Implementation Strategies

- a. Work with the Albany School District to secure land which may be needed for school development, integrate new school development with surrounding residential development, and protect any on-site natural resource features through school site design.

7.6 Recommendations for Further Study

To keep the Plan current and effectively respond to changes applicable to the planning area through build-out, the NARP should be reviewed periodically for consistency with the Albany Comprehensive Plan, statewide planning goals, and other applicable plans and policies. The following scheduled projects and recommended additional projects may warrant further review and Plan revision depending upon the timing of these projects.

7.6.1 Scheduled Projects

Several planning projects are underway or will be conducted as part of periodic review for the City of Albany. These projects largely concern analysis of and considerations to natural resources within the Albany UGB, including natural features within the NARP planning area. Scheduled projects include:

Goal 5 Inventory

This project establishes a method to inventory and assess natural features and natural hazards, completes the inventory work, and proposes management policies and protection strategies.

Stormwater Facility Plan

Albany's stormwater management program currently consists of two different stormwater master plans, the 1988 City of Albany Drainage Master Plan and the draft North Albany Stormwater Master Plan. The draft North Albany Plan identifies many of the same strategies as Chapter 6 of this plan.

These projects will be carried out to further policies in the City's Comprehensive Plan, to meet requirements and objectives associated with statewide planning Goal 5, and the City's programs and policies responding to the federal Clean Water and Endangered Species Acts.

7.6.2 Additional Projects

To assure that the objectives of the NARP are met, the following additional projects are recommended:

- Conduct assessments of watershed hydrology and dynamics, water quality and water quantity both within the NARP area and upstream.
- Develop a program to establish natural resource benchmarks (e.g. waterways, wetlands, riparian corridors, impervious surfaces, etc.) within the planning area to determine baseline conditions and set thresholds for mitigating impacts from development.
- Develop performance standards or other objective measures to gauge the efficacy and approval of development proposals in meeting the benchmarks through the land division or development review processes.
- Collaborate with allied organizations and agencies to establish and/or expand monitoring processes and protocols to gauge the effects of development over time relative to established benchmarks.
- Participate with ODOT in a corridor study of Highway 20 from Scenic Drive to Pacific Boulevard in order to maintain sufficient capacity and levels of service.

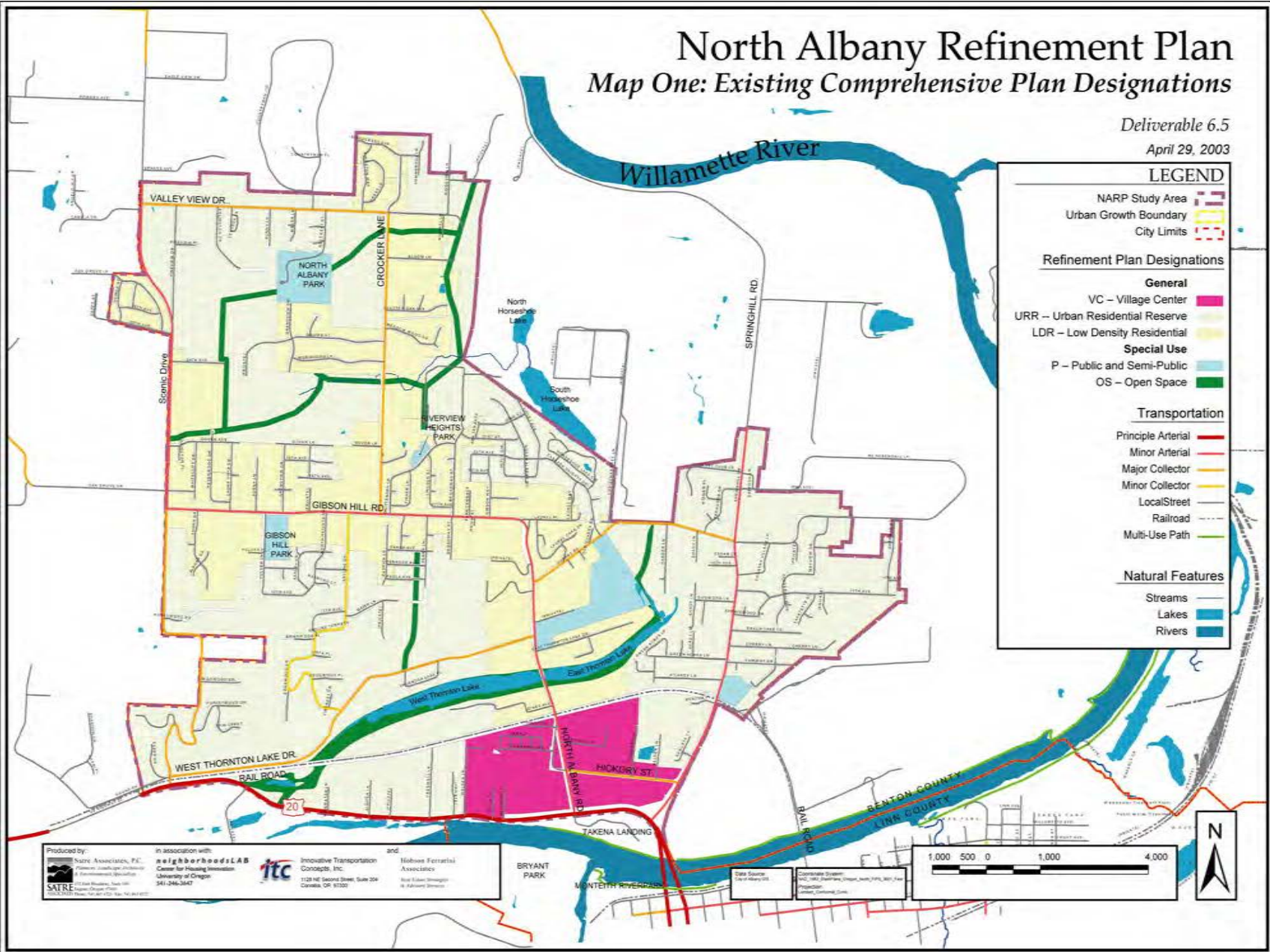
Appendix A

Existing Conditions Maps

North Albany Refinement Plan

Map One: Existing Comprehensive Plan Designations

Deliverable 6.5
 April 29, 2003



LEGEND

NARP Study Area [Red dashed line]
 Urban Growth Boundary [Yellow dashed line]
 City Limits [Red dashed line]

Refinement Plan Designations

General
 VC – Village Center [Pink]
 URR – Urban Residential Reserve [Yellow]
 LDR – Low Density Residential [Light Yellow]

Special Use
 P – Public and Semi-Public [Light Blue]
 OS – Open Space [Green]

Transportation
 Principle Arterial [Red]
 Minor Arterial [Orange]
 Major Collector [Yellow]
 Minor Collector [Light Yellow]
 Local Street [Grey]
 Railroad [Black dashed line]
 Multi-Use Path [Green]

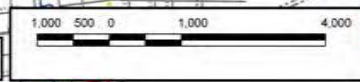
Natural Features
 Streams [Blue line]
 Lakes [Light Blue area]
 Rivers [Dark Blue area]

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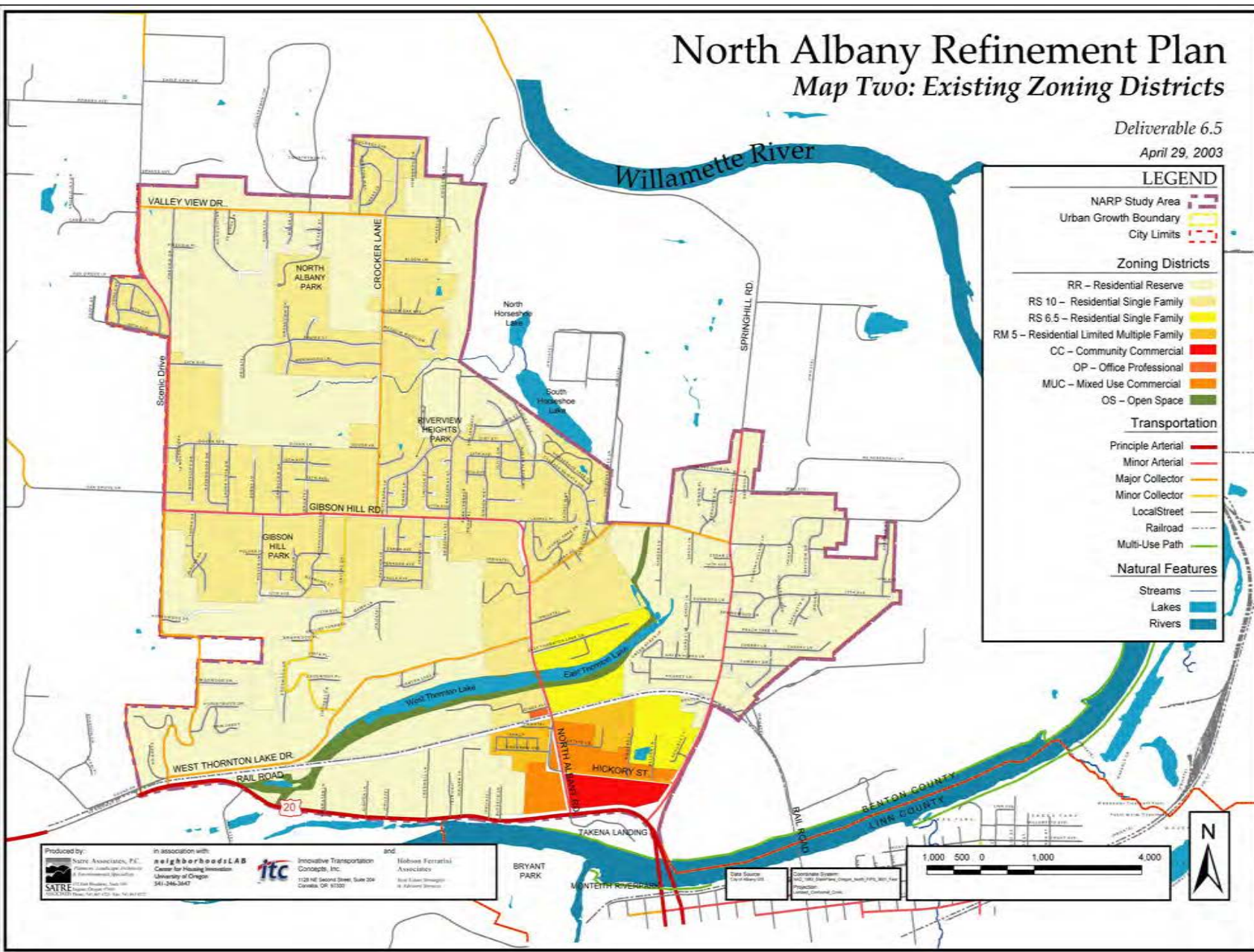


North Albany Refinement Plan

Map Two: Existing Zoning Districts

Deliverable 6.5

April 29, 2003



LEGEND

NARP Study Area [Red dashed line]
 Urban Growth Boundary [Yellow dashed line]
 City Limits [Red dashed line]

Zoning Districts

RR – Residential Reserve [Light yellow]
 RS 10 – Residential Single Family [Yellow]
 RS 6.5 – Residential Single Family [Light orange]
 RM 5 – Residential Limited Multiple Family [Orange]
 CC – Community Commercial [Red]
 OP – Office Professional [Light orange]
 MUC – Mixed Use Commercial [Dark orange]
 OS – Open Space [Green]

Transportation

Principle Arterial [Red line]
 Minor Arterial [Orange line]
 Major Collector [Yellow line]
 Minor Collector [Light yellow line]
 Local Street [Grey line]
 Railroad [Black line]
 Multi-Use Path [Green line]

Natural Features

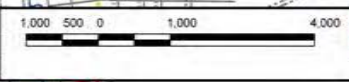
Streams [Blue line]
 Lakes [Light blue area]
 Rivers [Dark blue area]

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North Albany Refinement Plan

Map Three: Existing Land Use

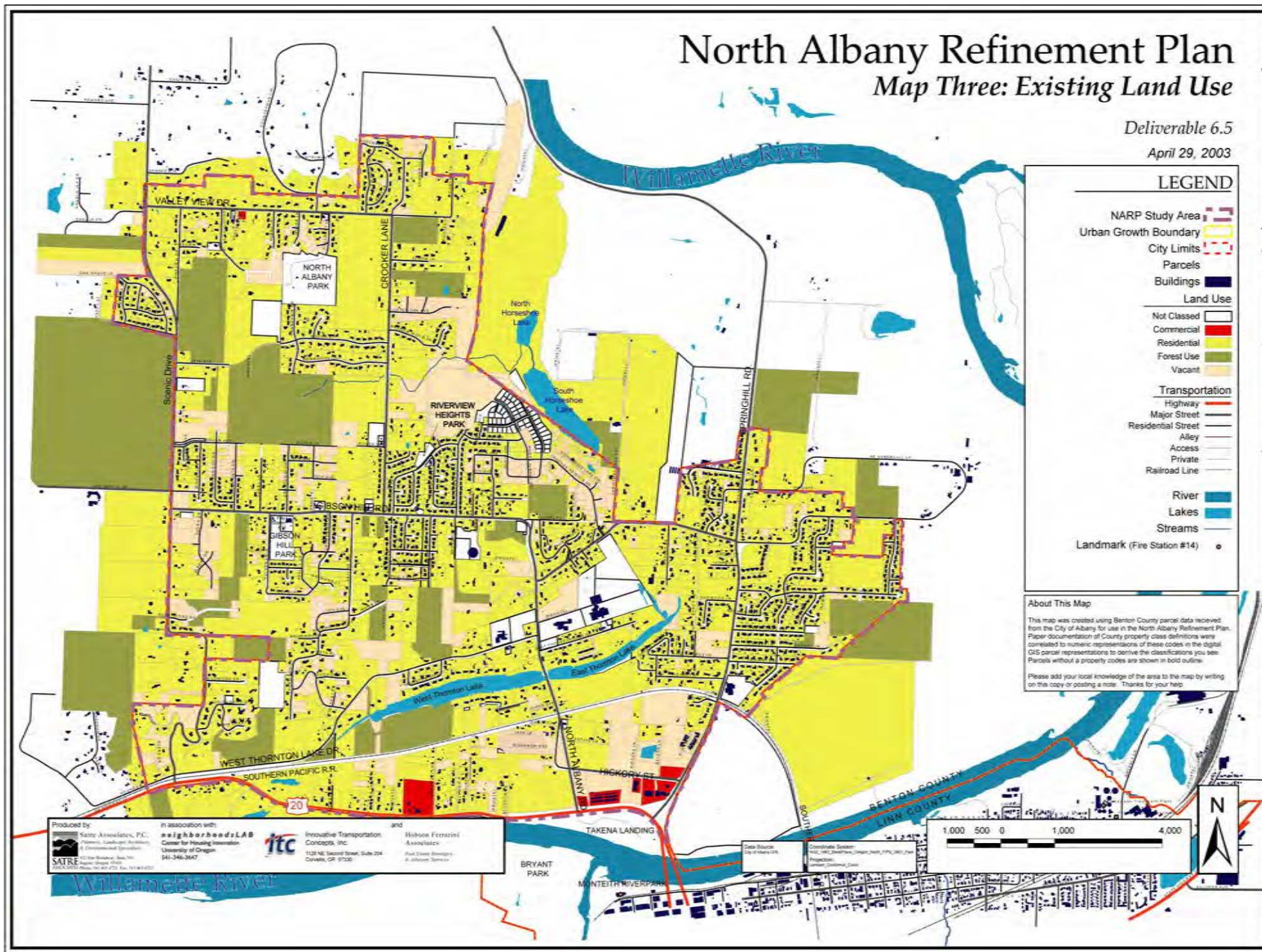
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April 29, 2003

LEGEND

- NARP Study Area
- Urban Growth Boundary
- City Limits
- Parcels
- Buildings
- Land Use
 - Not Classed
 - Commercial
 - Residential
 - Forest Use
 - Vacant
- Transportation
 - Highway
 - Major Street
 - Residential Street
 - Alley
 - Access
 - Private
 - Railroad Line
- River
- Lakes
- Streams
- Landmark (Fire Station #14)

About This Map
 This map was created using Benton County parcel data received from the City of Albany for use in the North Albany Refinement Plan. Paper documentation of County property class definitions were correlated to numeric representations of these codes in the digital GIS parcel representations to derive the classifications you see. Parcels without a property codes are shown in bold outline. Please add your local knowledge of the area to the map by writing on the copy or posting a note. Thanks for your help!

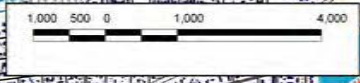


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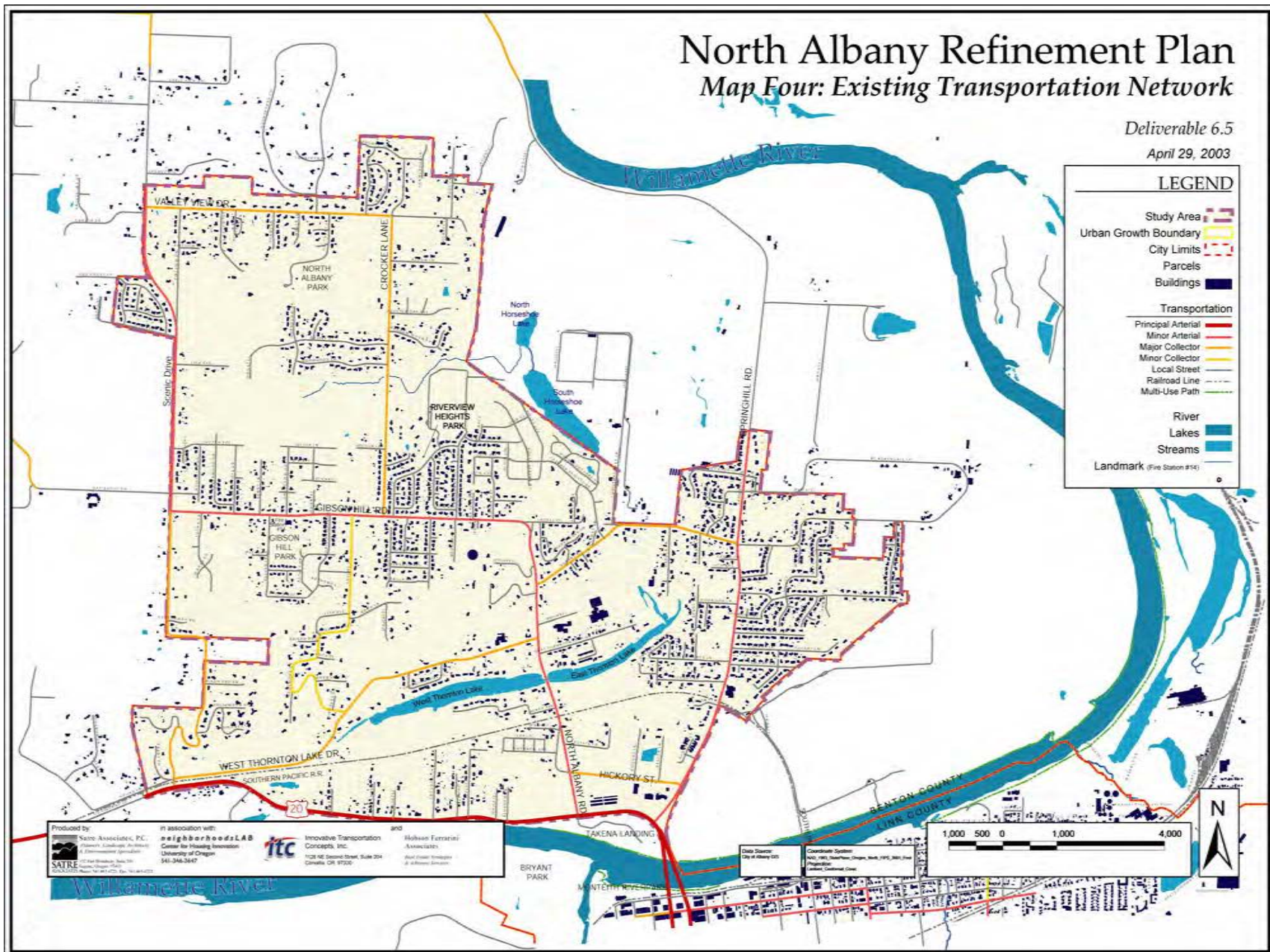
North Albany Refinement Plan

Map Four: Existing Transportation Network

Deliverable 6.5
April 29, 2003

LEGEND

- Study Area
- Urban Growth Boundary
- City Limits
- Parcels
- Buildings
- Transportation**
 - Principal Arterial
 - Minor Arterial
 - Major Collector
 - Minor Collector
 - Local Street
 - Railroad Line
 - Multi-Use Path
- River
- Lakes
- Streams
- Landmark (Fire Station #1)



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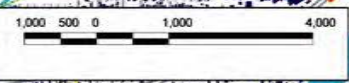
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City of Albany
City of Albany GIS

Coordinate System
NAD 83, Oregon State Plane, Zone 5, UTM, Meter, Feet

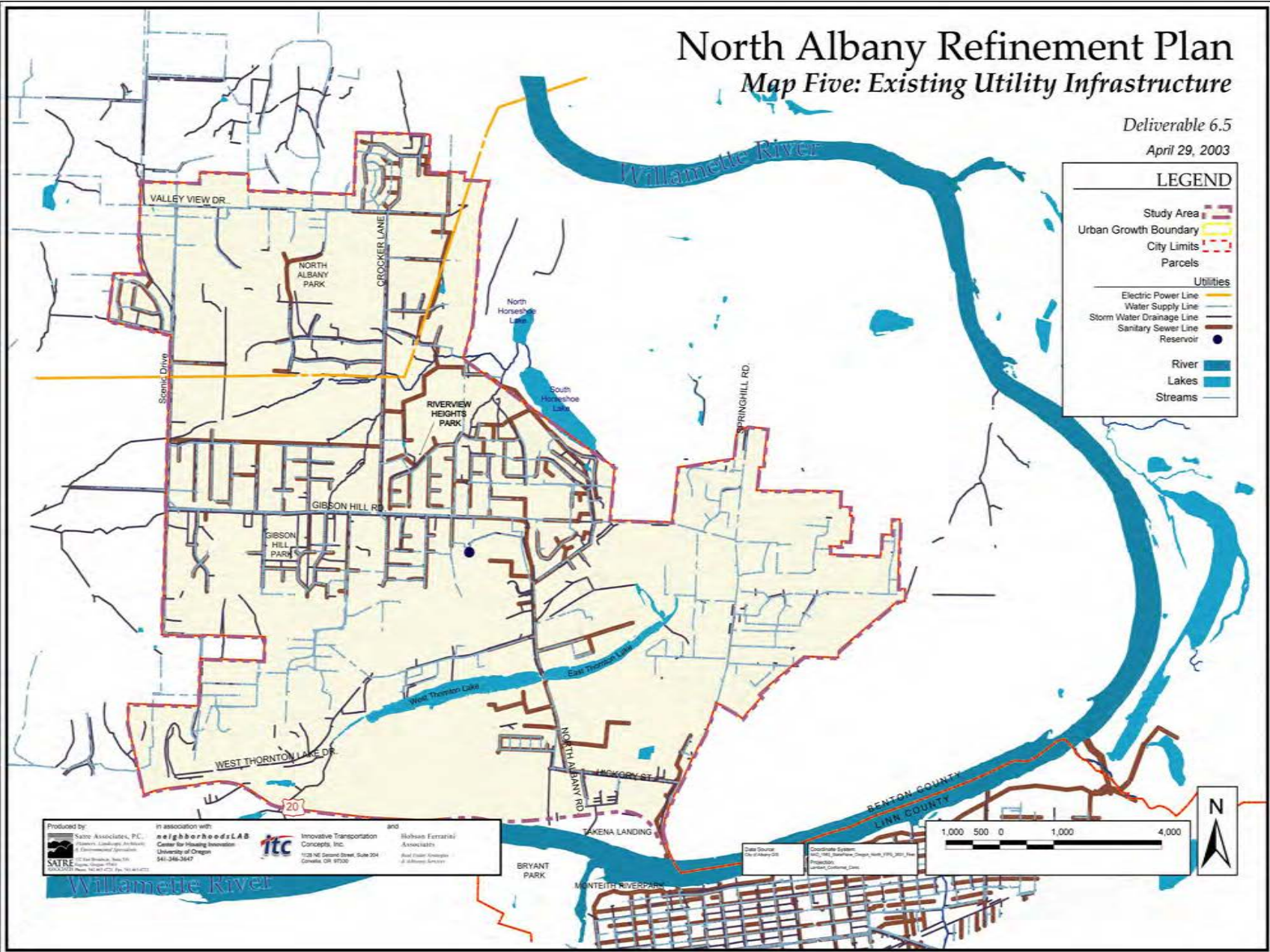
Projection
Transverse Mercator, UTM



North Albany Refinement Plan

Map Five: Existing Utility Infrastructure

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 April 29, 2003



LEGEND

- Study Area
- Urban Growth Boundary
- City Limits
- Parcels

Utilities

- Electric Power Line
- Water Supply Line
- Storm Water Drainage Line
- Sanitary Sewer Line
- Reservoir

River

Lakes

Streams

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Scale Source:
 City of Albany GIS

Coordinate System:
 NAD 83, StatePlane, Oregon North, FIPS 3001, Feet
 Projection:
 Lambert_Conformal_Conic

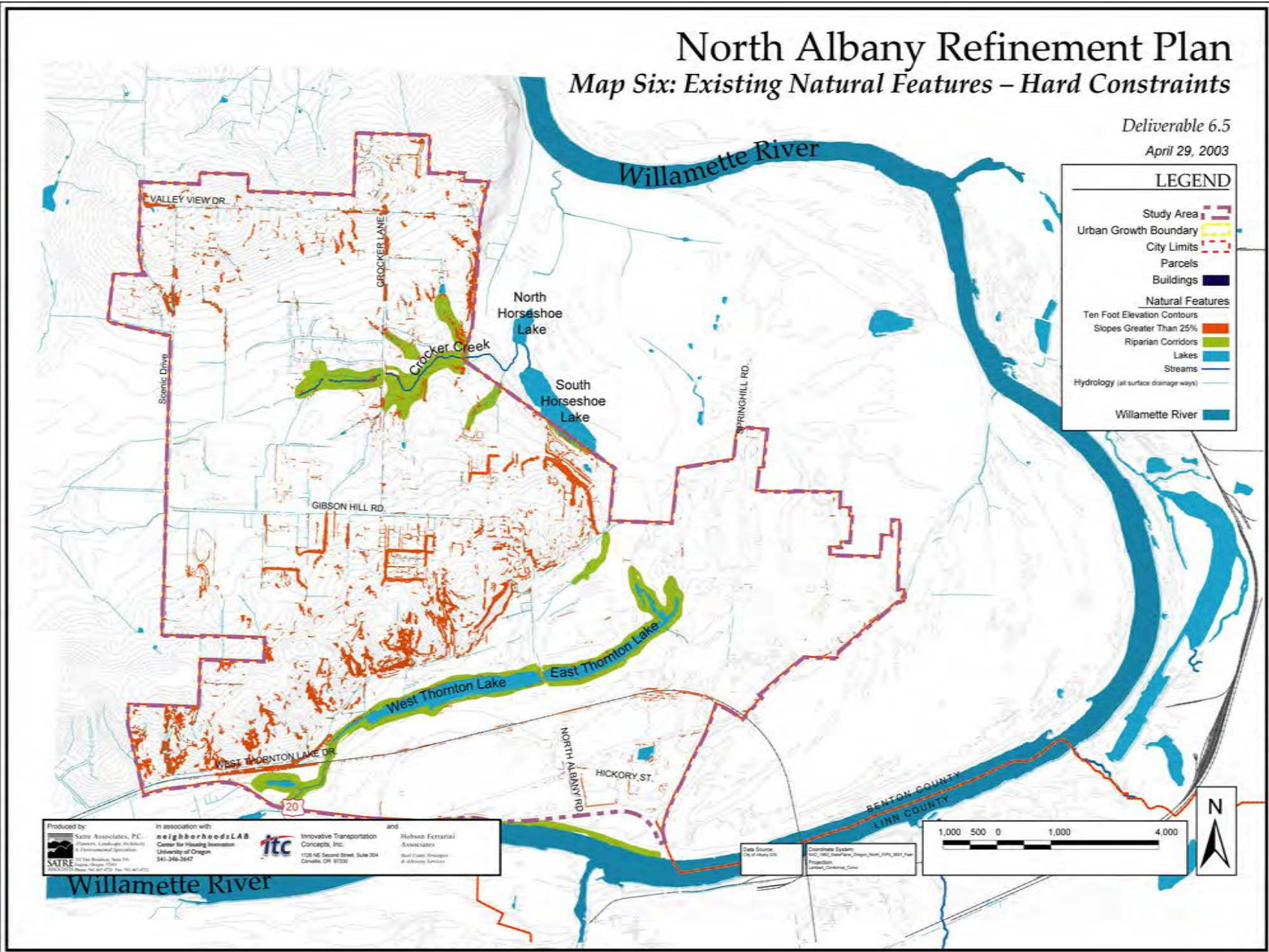
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North Albany Refinement Plan

Map Six: Existing Natural Features – Hard Constraints

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 April 29, 2003



North Albany Refinement Plan

Map Seven: Existing Natural Features – Soft Constraints

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