



APPENDIX B

Comprehensive Plan, Zoning, and Development Code Amendments



to Anne Catlin, City of Albany
from Kate Rogers, Matt Hastie, Andrew Parish, and Brandon Crawford, MIG | APG
re Albany Comprehensive Plan, Zoning Map, Development Code Amendments (TM 8 & 9)
East Albany Plan
date 2/17/2023

Introduction

This memorandum summarizes recommended amendments to the Albany Comprehensive Plan map and text, zoning map, and Development Code for the East Albany Plan (EAP) project. The draft amendments are intended to implement the preferred land use scenario for the East Albany Plan and constitute Technical Memoranda #8 and #9 in the Scope of Work. The draft Plan and Code amendments are attached to this cover memo.

Project Goals

Several project goals were established at the onset of the EAP project to help guide the process and determine objectives. The recommended Zoning/Development Code and Comprehensive Plan amendments are strategies to advance the EAP goals related to thoughtful land use planning, with an emphasis on housing, commercial development, and employment opportunities. Relevant goals include the following:

- **GOAL 1:** Establish a development pattern of diverse, connected neighborhoods through an appropriate mix of zoning designations.
- **GOAL 2:** Connect residential, employment, commercial, and recreational uses with a functional and safe multi-modal transportation system and interconnected greenway trail system.
- **GOAL 3:** Support the City's economic development and employment goals and address barriers to achieving those objectives.
- **GOAL 6:** Increase the variety of housing types, densities, and mixed-use developments to accommodate the needs of current and future residents, including housing that is affordable to a full spectrum of Albany residents.
- **GOAL 12:** Identify a strategy for implementation, including short-term and long-term measures the City can take that will help achieve its goals for Project Study Area.

Comprehensive Plan Map and Zoning Map Amendments

EXISTING COMPREHENSIVE PLAN AND ZONING DESIGNATIONS

East Albany has existing Comprehensive Plan and Zoning designations, some of which we recommend amending to implement the vision and goals for the EAP area that were identified in this project. The City's Comprehensive Plan (Comp Plan) designations serve as the policy basis for land uses in the City, which are implemented by corresponding zoning designations. Therefore, Comprehensive Plan map amendments will be consistent with recommended Zoning Map amendments. The general locations for recommended map changes are shown and described in the Preferred Alternative section below.

East Albany has the following Comprehensive Plan designations, which are also shown in Figure 1.

- Residential – Low Density
- Residential – Medium Density
- Village Center
- Commercial – Light
- Commercial – General
- Light Industrial
- Heavy Industrial
- Urban Residential Reserve
- Public and Semi-Public
- Open Space

East Albany has the following existing zones, which are also shown in Figure 2:

Residential Zones:

- Residential Single-Dwelling Unit, 6-8 Units/Acre (RS-6.5)
- Residential Single-Dwelling Unit, 8-10 Units/Acre (RS-5)
- Residential Medium Density (RM)

Employment/Commercial Zones:

- Industrial Park (IP)
- Light Industrial (LI)
- Regional Commercial (RC)
- Community Commercial (CC)
- Neighborhood Commercial (NC)

Other Zones:

- Mixed Use Commercial (MUC)
- Open Space Zone (OS)

Figure 1: Existing Comprehensive Plan Designations in the East Albany area

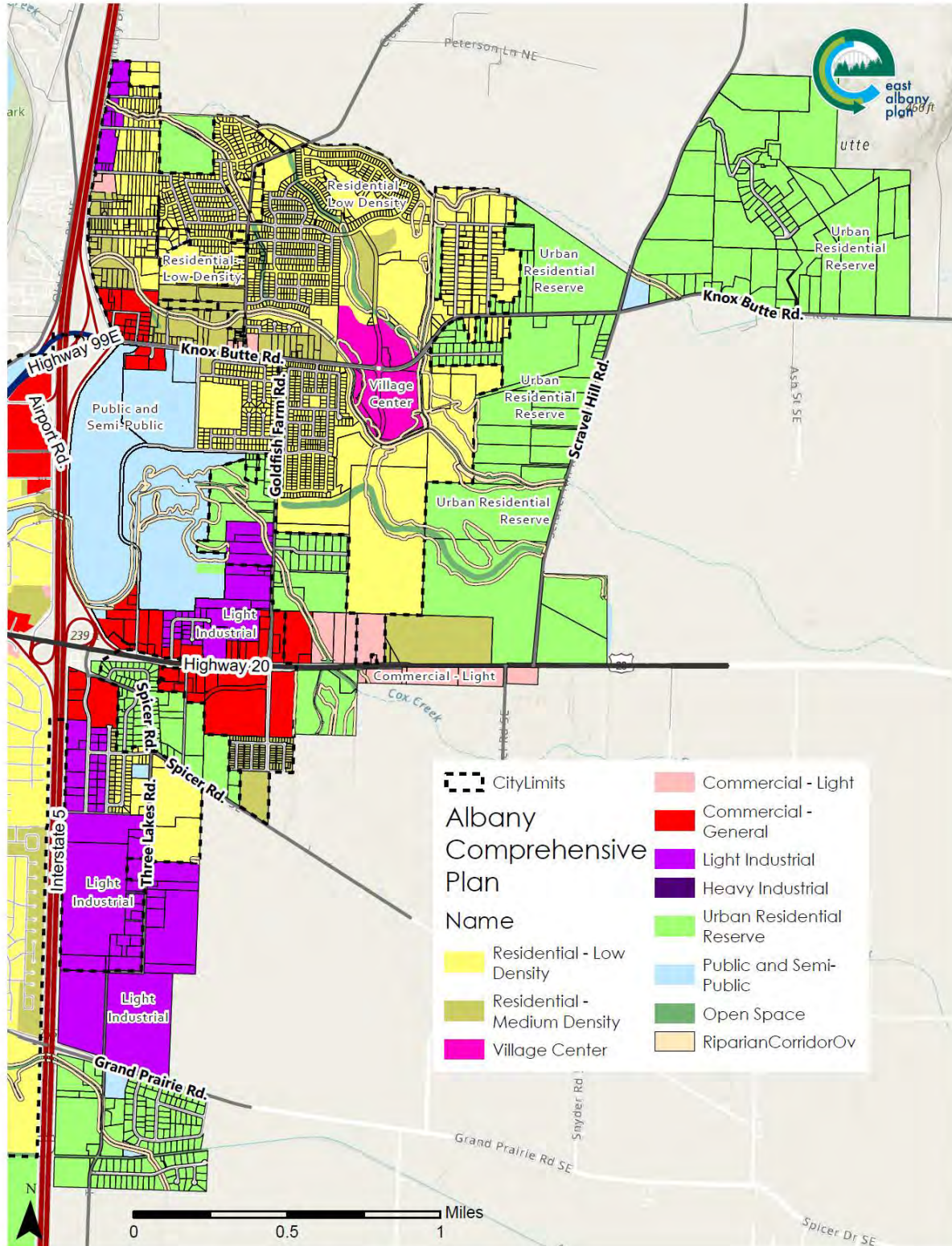
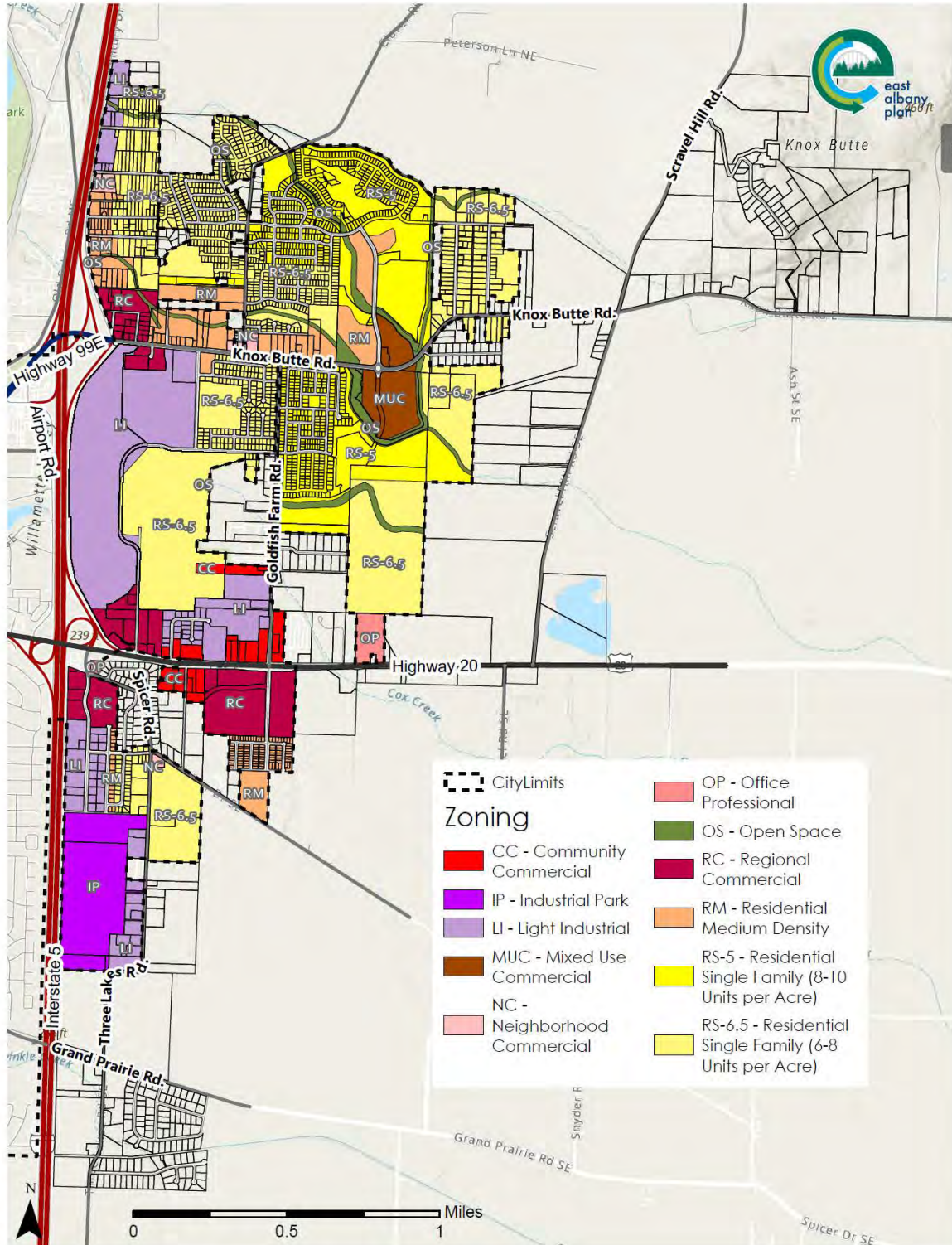


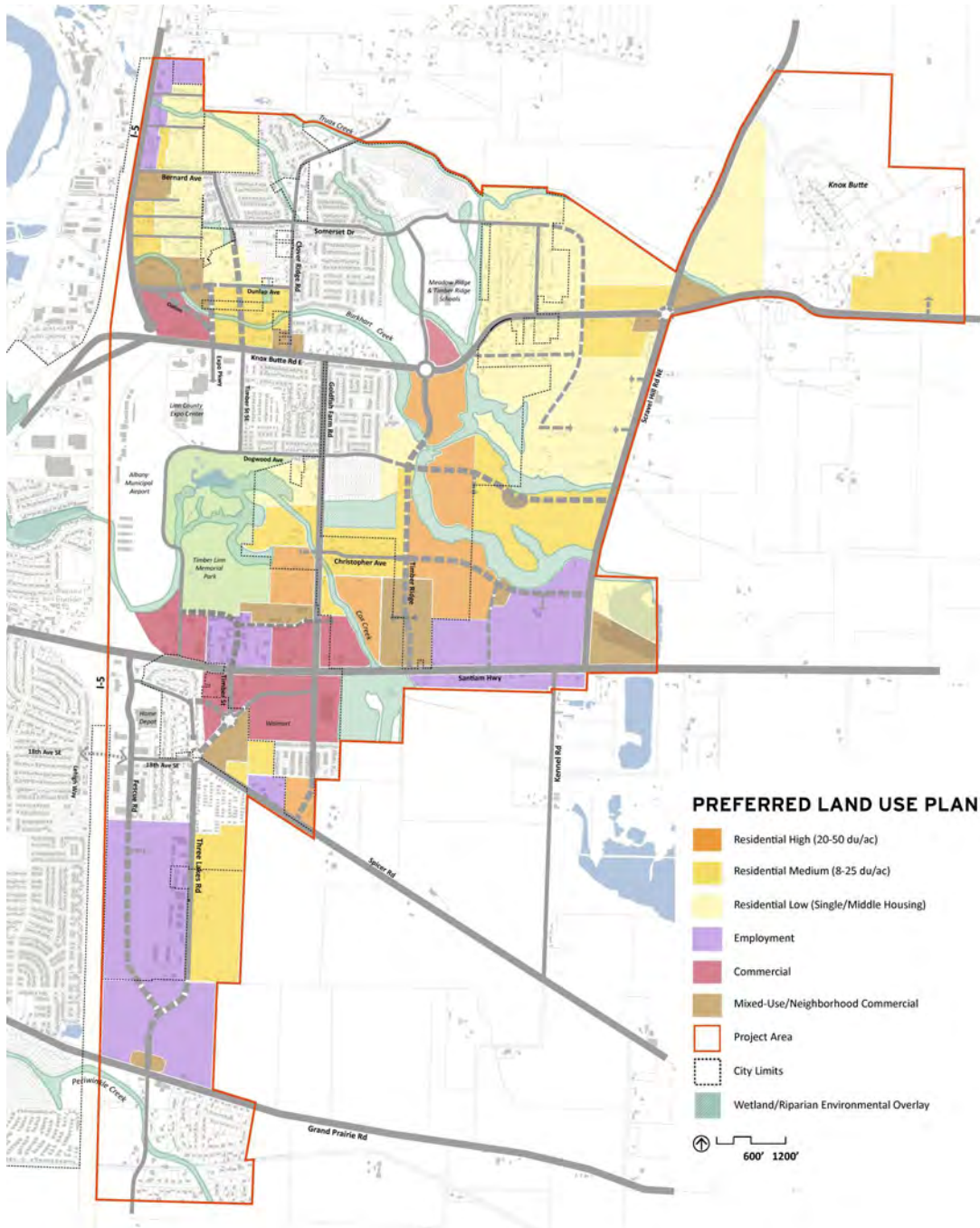
Figure 2: Existing Zoning Designations in the East Albany Plan area



Preferred Alternative

Key features of the Preferred Alternative are described on the next page. EAP land uses have been described and presented in a general manner to date – the purpose of this summary is to better define what comprehensive plan and zoning designations will implement the general land uses, which are shown in Figure 3. Areas without color on this map are assumed to be unchanged from existing zoning designations or land uses. All areas with Urban Residential Reserve designations on the Comprehensive Plan map would be updated with residential, employment, or mixed use designations.

Figure 3: Preferred Land Use Scenarios



Residential Areas

- **Residential - Low.** This designation allows for lower intensity residential uses, such as single-dwelling unit detached homes and middle housing. The existing Residential Low Comp Plan designation implements this concept. A combination of R-5 and R-6.5 zones will implement this concept.
- **Residential - Medium.** The intent of this designation is to provide opportunities for residential development between 8 and 25 du/acre. The existing Residential Medium Com Plan designation implements this concept. The RS-5, RM and RMA zones can be applied in these areas.
- **Residential - High.** This designation is intended for residential development of 20 to 50 units an acre with opportunities for limited locally-serving office and commercial uses, for example on the ground floor of a multi-story building. An analogous Comp Plan designation does not exist and will need to be created for application in areas noted as high density residential in the East Albany area. A new high density residential zone is also needed that could be applied in these areas along with the RMA and MUR zones.

Mixed Use Village Areas

- **Mixed Use/Neighborhood Village.** The intent of this designation is to allow for a mix of residential and commercial uses at two different scales throughout the plan area – a smaller neighborhood scale, and a larger urban scale. The Village Center or the Commercial Light (proposed to be named Neighborhood Village) Comp Plan designations can be applied in these areas. The city has several mixed use zones that can be applied in the Village Center designation in East Albany, including the Mixed Use Commercial (MUC) and the Mixed Use Residential (MUR) zones. In the Neighborhood Village designation MUR, Office Professional (OP) or Neighborhood Commercial (NC) could be applied. However, potential zoning amendments should consider requirements related to the mix of uses to create the desired variety of development.

Employment Areas

- **Employment.** The City's Light Industrial and Industrial Park zones, and the Light Industrial Comp Plan designation could implement the Employment designation. However, these zones may not allow a broad enough set of uses or include appropriate development standards to implement the goals of the East Albany area. As a result, a new Comprehensive Plan designation and a new zone likely will be needed in East Albany. In some areas that are primarily built out, existing Comp Plan and zoning designations may be retained.
- **Commercial.** Some combination of the City's existing General Commercial Comp Plan designations (Light Commercial and General Commercial) and zoning designations (Neighborhood, Community and Regional Commercial) are likely to be used in East Albany with relatively few changes.

Open Space and Public Land

- The East Albany Preferred Land Use Plan proposes to apply the Open Space designation and zone to areas already set aside as permanent open space and areas with significant wetlands within riparian corridors. . In addition, the Open Space Comp Plan and Zoning designations could be applied in the future to any properties that are acquired and/or planned for such uses.

Comprehensive Plan Goals/Policies Amendments

Draft Comprehensive Plan text amendments are attached to this memo and summarized below.

Chapter 9 – The proposed land use and zoning designations within the East Albany Plan area require amendments to the Land Use Planning chapter of the Comprehensive Plan. Proposed amendments include the following:

- **Reinstitute the High Density Residential designation.** This designation was removed from the Comprehensive Plan in 2007; however, as noted above, the existing residential designations are not adequate for the high-density residential uses that are recommended for the East Albany area.
- **Add a new sub-category within the Village Center designation: Village Center - East.** The Village East designation would only apply in East Albany and could only be implemented by the Mixed Use Commercial (MUC) and Mixed Use Residential (MUR) zoning districts.
- **Rename and Update the Light Commercial designation to Neighborhood Village:** The existing Light Commercial designation is implemented by the Neighborhood Commercial (NC) and the Office Professional (OP) zones. This designation exists citywide and is in a few places in East Albany. The proposed name change to Neighborhood Village would capture the intended character and scale of development in these areas. Adding the Mixed Use Residential (MUR) zone as a compatible zone would support existing residential development in these areas and new mixed use developments.
- **Add a new Employment designation.** This would be similar to the Light Industrial designation, but would allow a broader range of office and professional uses. Potential implementing zones include the new Employment (EMP) zone, as well as Industrial Park (IP), and Office Professional (OP).
- **Update the Plan Designation Zoning Matrix.** This table is proposed to be updated with the proposed new Comprehensive Plan designations and compatible zoning districts listed above.

Chapter 8 – A new section within the Urbanization chapter of the Comprehensive Plan is also proposed to further the vision, goals, and objectives for the East Albany Plan area. This section is modeled after existing sections for the North Albany and South Albany areas. Much of the proposed goal and policy language for the new East Albany section is derived from earlier work in developing the East Albany Plan, including the Vision and Goals memo, Gap Analysis, and Development Alternatives report. Policies are proposed for the following topics: Land Use, Transportation, Economic Development, Housing, Natural Resources and Greenways, Aesthetic and Recreational Amenities, and Infrastructure.

Comprehensive Plan Map Amendments

The East Albany Plan identifies amendments to the City's comprehensive plan map to achieve the goals of the plan. The most significant change is replacing the "Urban Residential Reserve" designation with a planned program of residential, employment, and mixed use designations to provide greater certainty to property owners and to support transportation and utility investment by the City. These changes are detailed in the attached map.

Zoning Map Amendments

Zoning districts are applied to land within Albany's city limits. A few zoning map amendments are recommended as part of the adoption of the East Albany plan to be compatible with proposed Comprehensive Plan map amendments that will implement the land use plan concepts. Property owners can also undertake zoning amendments to conform with the underlying comprehensive plan designation as desired. For areas outside the city limits, annexation will require zoning be applied consistent with the comprehensive plan and the East Albany Plan.

Albany Development Code (ADC) Amendment Summary

Draft ADC amendments are attached to this memo and summarized below.

REVIEW CRITERIA (ADC ARTICLE 2)

Article 2 includes the same Plan Designation Zoning Matrix that appears in Chapter 9 of the Comprehensive Plan (ADC Table 2.760-1). The table identifies Comprehensive Plan designations and compatible zoning districts. The same updates for Table 2.760-1 are proposed as in Chapter 9 of the Comp Plan, and are needed to reflect proposed updates to the Comp Plan designations and implementing zones.

RESIDENTIAL ZONING DISTRICT AMENDMENTS (ADC ARTICLE 3)

None of Albany's existing residential zones allows for the type of high-density urban residential development that is envisioned for the East Albany Plan area. We recommend adding a new High Density Residential zone that would allow for residential density in the range of 25 to 50 units per acre. This zone will primarily allow multi-dwelling unit housing and higher-density forms of middle housing. Single-dwelling unit detached housing will not be allowed in the High Density Residential zone, therefore it will not be a "middle housing zone" as defined in Article 22. Compatible use types will be allowed, either outright or through a conditional use process. This includes limited locally serving office and commercial uses, which will be allowed in conjunction with a residential use.

MIXED USE ZONING DISTRICT AMENDMENTS (ADC ARTICLE 5)

The city has several mixed use zoning districts that can be applied in the East Albany area, including the Mixed Use Commercial (MUC), Mixed Use Residential (MUR). The MUC designation is already applied in East Albany, and could be applied in other mixed-use areas with a commercial focus. However, this zone allows for, but does not require a commercial component, and the city has seen its existing MUC land be used exclusively for residential development in East Albany. We recommend modifications to the existing MUC and MUR zoning districts to help ensure the desired mix of commercial and residential development is achieved in the East Albany mixed-use areas. Specifically, we recommend the following changes to the MUR and MUC zones for development in East Albany:

- **MUR:** Non-residential use categories (e.g., allowed commercial/retail uses) are only permitted in conjunction with a primary residential use. The non-residential use must be in the same building or on the same parent property as the primary residential use.
- **MUC:** New residential use categories are only permitted in conjunction with a primary commercial use. The new residential use must be in the same building or on the same parent property as the primary commercial use.

EMPLOYMENT AREAS AND AMENDMENTS (ADC ARTICLE 4)

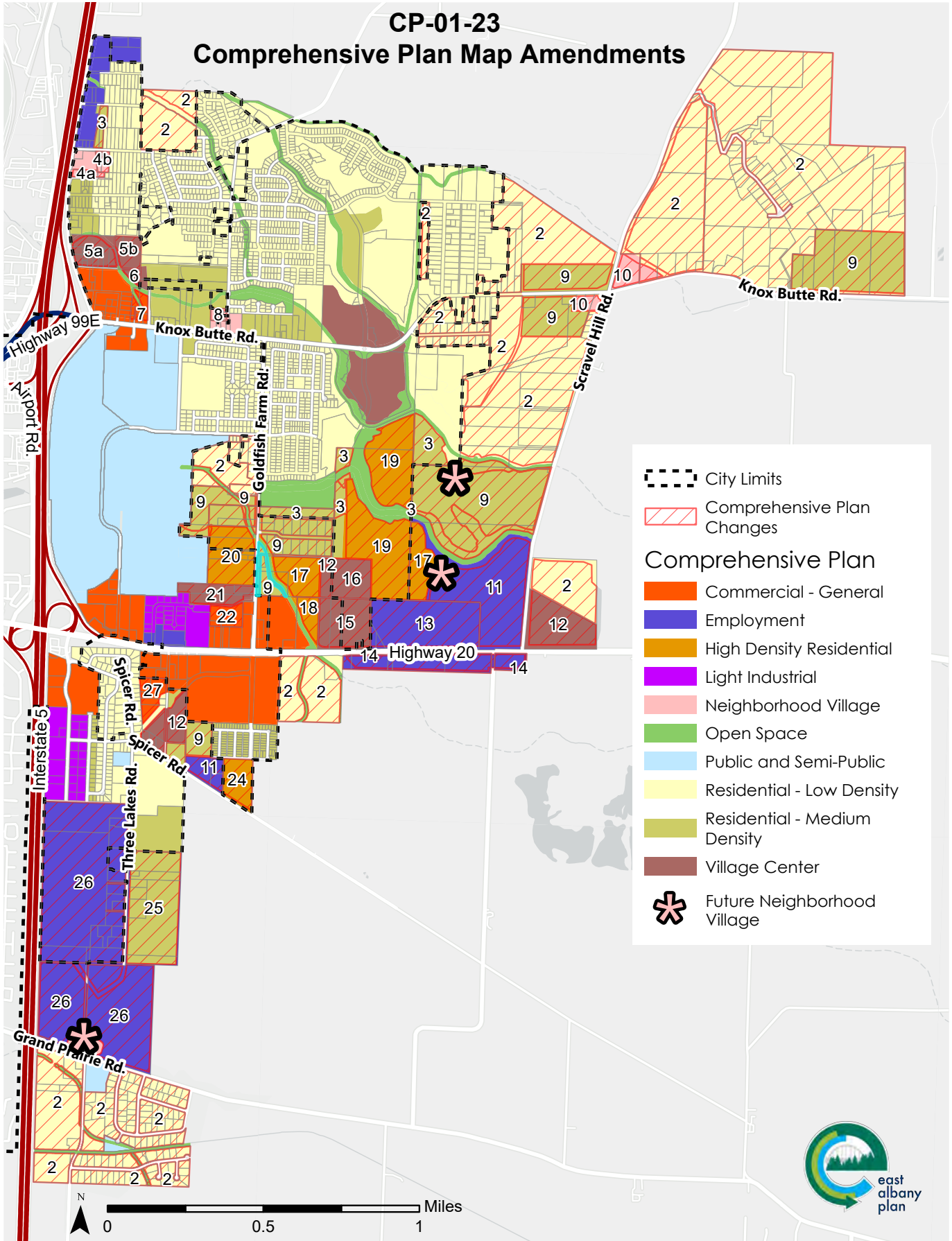
The City's existing Light Industrial and Industrial Park zones likely do not allow a broad enough set of uses or include appropriate development standards to implement the employment goals of the East Albany area. Therefore, we recommend the city adopt a new Employment zone to accommodate the intended commercial and industrial uses in East Albany. Specifically, the new Employment district will be intended for a range of office uses, manufacturing, and high tech/research activities and uses.

The uses and activities in the new Employment zone are also intended to minimize hazardous impacts associated with heavier industrial uses. As a result, this new district will help serve as a buffer and transitional zone between heavy industrial uses and nearby residential or general commercial/retail uses.

USE CATEGORIES AND DEFINITIONS (ADC ARTICLE 22)

A minor change to the Manufacturing and Production use category is proposed to include more examples of technological production (e.g., microprocessors and computer components). This is intended to ensure those types of uses are permitted in the Employment zone and other industrial zones that allow manufacturing.

CP-01-23 Comprehensive Plan Map Amendments





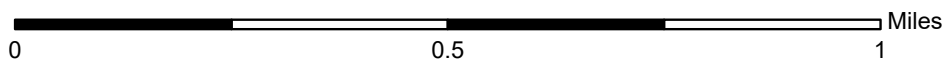
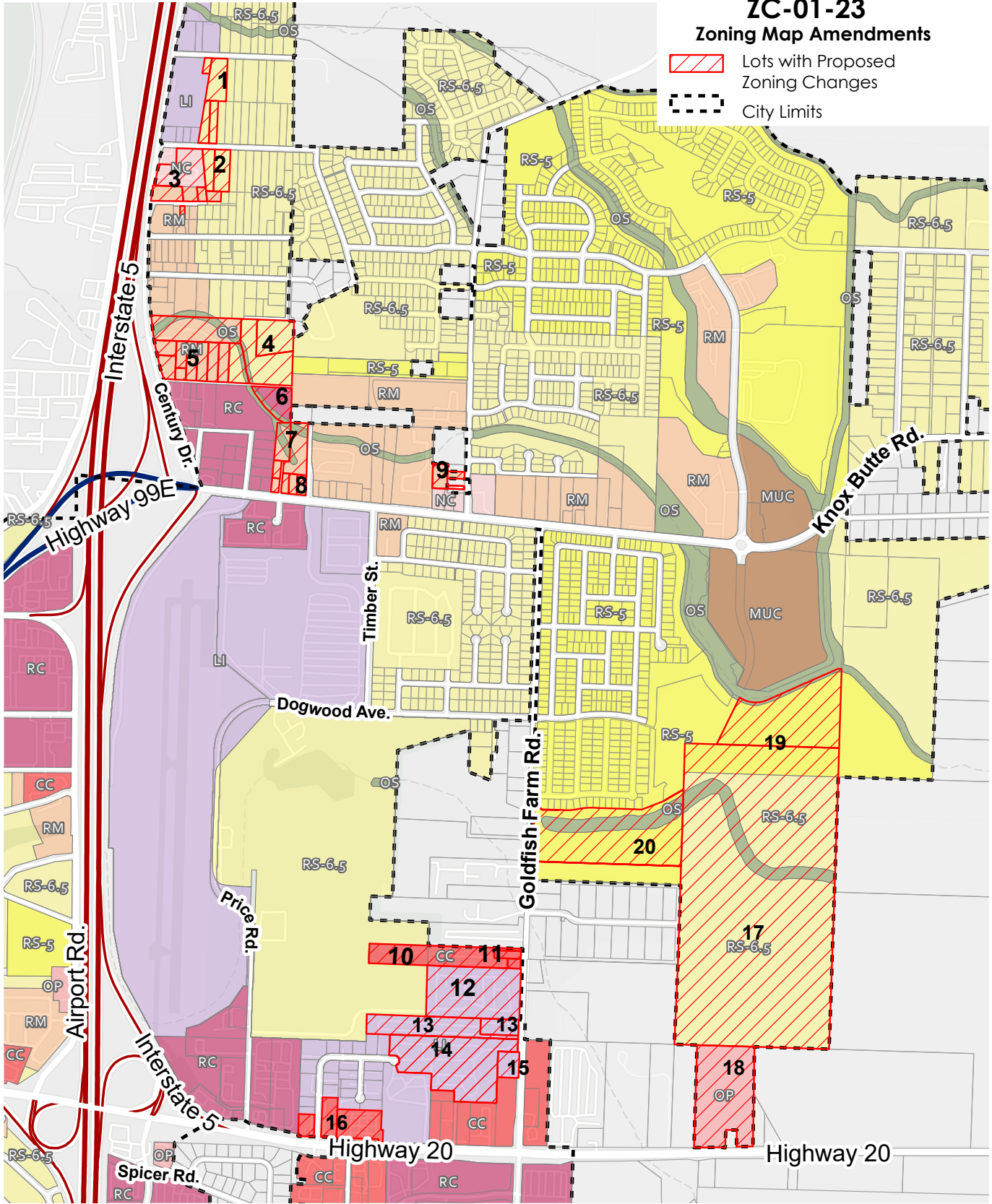
CP-01-23
East Albany Plan
Comprehensive Plan Map Amendments

| Area | Current Comp Plan | Proposed Comp Plan |
|-------------|---------------------------|---------------------------|
| 1 | Res Low Density | Employment |
| 2 | Urban Residential Reserve | Res Low Density |
| 3 | Res Low Density | Res Medium Density |
| 4a | Res Low Density | Neighborhood Village |
| 4b | Res Medium Density | Neighborhood Village |
| 5a | Res Low Density | Village Center |
| 5b | Res Medium Density | Village Center |
| 6 | Commercial General | Village Center |
| 7 | Res Medium Density | General Commercial |
| 8 | Res Medium Density | Neighborhood Village |
| 9 | Urban Residential Reserve | Res Medium Density |
| 10 | Urban Residential Reserve | Neighborhood Village |
| 11 | Urban Residential Reserve | Employment |
| 12 | Urban Residential Reserve | Village Center |
| 13 | Res Medium Density | Employment |
| 14 | Commercial Light | Employment |
| 15 | Commercial Light | Village Center |
| 16 | Res Low Density | Village Center |
| 17 | Urban Residential Reserve | Res High Density |
| 18 | Commercial Light | Res High Density |
| 19 | Res Low Density | Res High Density |
| 20 | Light Industrial | Res High Density |
| 21 | Light Industrial | Village Center |
| 22 | Light Industrial | Commercial General |
| 23 | Commercial General | Employment |
| 24 | Res Medium Density | Res High Density |
| 25 | Light Industrial | Res Medium Density |
| 26 | Light Industrial | Employment |
| 27 | Urban Residential Reserve | Commercial General |

ZC-01-23

Zoning Map Amendments

-  Lots with Proposed Zoning Changes
-  City Limits



Zoning Map Legend

| |
|---|
| RR - Residential Reserve |
| RS-10 - Residential Single Family (5 Units per Acre) |
| RS-6.5 - Residential Single Family (6-8 Units per Acre) |
| RS-5 - Residential Single Family (8-10 Units per Acre) |
| RM - Residential Medium Density |
| RMA - Residential Medium Density Attached |
| MUR - Mixed Use Residential |
| CB - Central Business |
| DMU - Downtown Mixed Use |
| ES - Elm Street |
| HM - Hackleman / Monteith |
| HD - Historic Downtown |
| LE - Lyon / Ellsworth |
| MS - Main Street |
| PB - Pacific Boulevard |
| WF - Waterfront |
| NC - Neighborhood Commercial |
| OP - Office Professional |
| CC - Community Commercial |
| RC - Regional Commercial |
| MUC - Mixed Use Commercial |
| LI - Light Industrial |
| HI - Heavy Industrial |
| IP - Industrial Park |
| OS - Open Space |

ZC-01-23 East Albany Area Plan Proposed Zoning Map Amendments

| Area | Current Zone | Proposed Zone(s) |
|------|--------------|------------------|
| 1 | RS-6.5 | RM |
| 2 | RS-6.5 | MUR |
| 3 | NC, RM | MUR |
| 4 | RS-6.5 | MUR |
| 5 | RM | MUR |
| 6 | RC | MUC |
| 7 | RM | RC |
| 8 | RM | CC |
| 9 | RM | MUR |
| 10 | CC | RS-6.5 |
| 11 | CC | HDR |
| 12 | LI | HDR |
| 13 | LI | MUC |
| 14 | LI | MUC, CC |
| 15 | LI | CC |
| 16 | CC | EMP |
| 17 | RS-6.5, RS-5 | MUC, HDR, RM |
| 18 | OP | MUC |
| 19 | RS-5 | RM |
| 20 | OS/RS-5 | OS |

EMP = Employment
HDR = High Density Residential