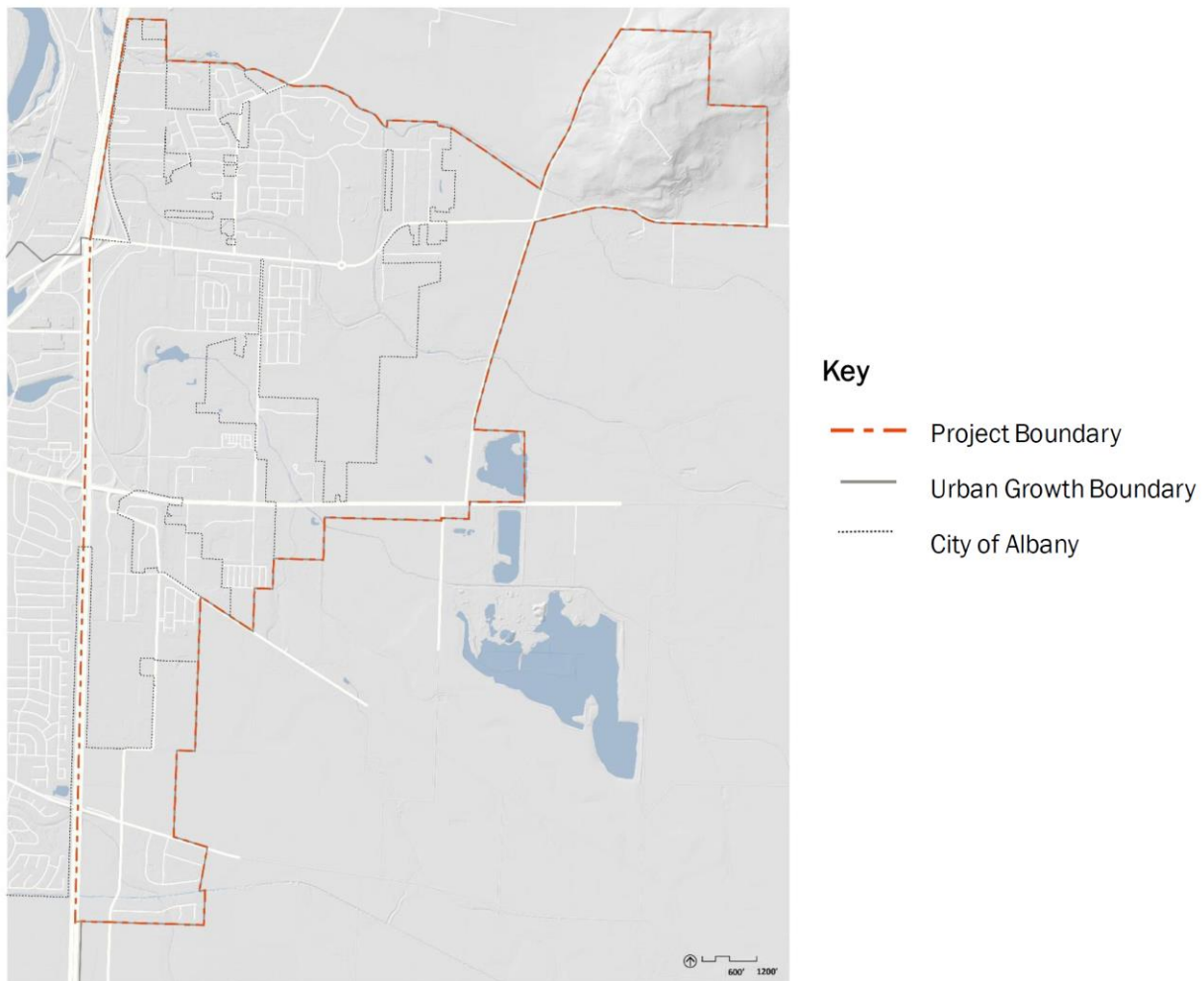


Introduction

Project Background

East Albany (see Figure 1) is a key growth area for the City, with a large land base that represents much of the community's future growth and expansion. Since the 2001 "East I-5 Plan" was prepared, the area has seen housing growth, as well as development of larger commercial businesses and light industrial facilities. However, development of neighborhood commercial services and creation of an integrated transportation, parks and trails system has lagged. It's time to take a fresh look at this key growth area for the City and create a new plan focused on connectivity, transportation choices, housing variety, and vibrant mixed-use and employment centers around the area's natural resources and viewsheds.

Figure 1. Study Area



Purpose of This Memorandum

This memorandum describes and evaluates three development scenarios for the East Albany area (shown in Figure 1). These scenarios depict several ways to achieve the goals of the East Albany Plan



through land use designations and transportation investments over time. The three scenarios were developed through a series of workshops and discussions between City staff, state and regional partners, and the consultant team. The scenarios were presented to the East Albany Plan Public Advisory Committee (PAC) and to the City of Albany Planning Commission and City Council during a joint work session, both in March, 2022.

Description of Development Scenarios

Overall description and common elements to all scenarios

Each of the development scenarios envisions full buildout of the study area in a manner that meets the goals for the East Albany Plan, which were created through a public process involving the PAC, Planning Commission, City Council, and broader community. Common elements include:

- A street system that builds on the existing network to provide multi-modal connectivity throughout the area. Local street connections may differ between scenarios
- Improvement of the Knox Butte interchange and surround transportation connections as described in more detail later in this report.
- Protection and enhancement of the area’s wetlands and stream corridors, and use of these natural areas as part of a network of trails for bicycle and pedestrian connections.
- More employment land. Employment land would include a variety of light industrial and office use types and environments.
- Mixed use village centers and neighborhood nodes are proposed that would provide a mix of retail, services, employment and residential uses. More information about the character of these areas is described later in this report.
- High density village residential is proposed to provide an opportunity for higher density housing adjacent to new mixed-use and employment centers.

Scenario 1

Overall Description

Scenario 1 emphasizes Santiam Highway (US 20) as an employment corridor at the eastern edge of the City east of the future Timber Ridge extension and extending north to the Burkhart Creek corridor, which should provide a good amount of area to attract larger employment uses.

This Scenario proposes a new mixed-use center along Timber Ridge Road, extending north from the future Highway 20 intersection. Several additional smaller nodes are proposed east and west of this ‘Main Street’ area, one perpendicular to Goldfish Farm Road along a future extension of Blue Ox Drive, another on the extension of Christopher Avenue halfway between Timber Ridge Road and Scrael Hill Road, and a third along the future extension of Dogwood Avenue. These nodes would all be surrounded by a zone of High Density Village or Residential Medium zoning, which is a supportive use for mixed use areas and would provide housing options within close walking distance of future nearby employment and commercial uses. The proposed High Density Village area on the east side of Timber Linn Park in particular, would provide a good visual and recreational amenity for future residents. Smaller nodes are also proposed at key intersections where traffic and new adjacent development could support smaller



DEVELOPMENT SCENARIOS

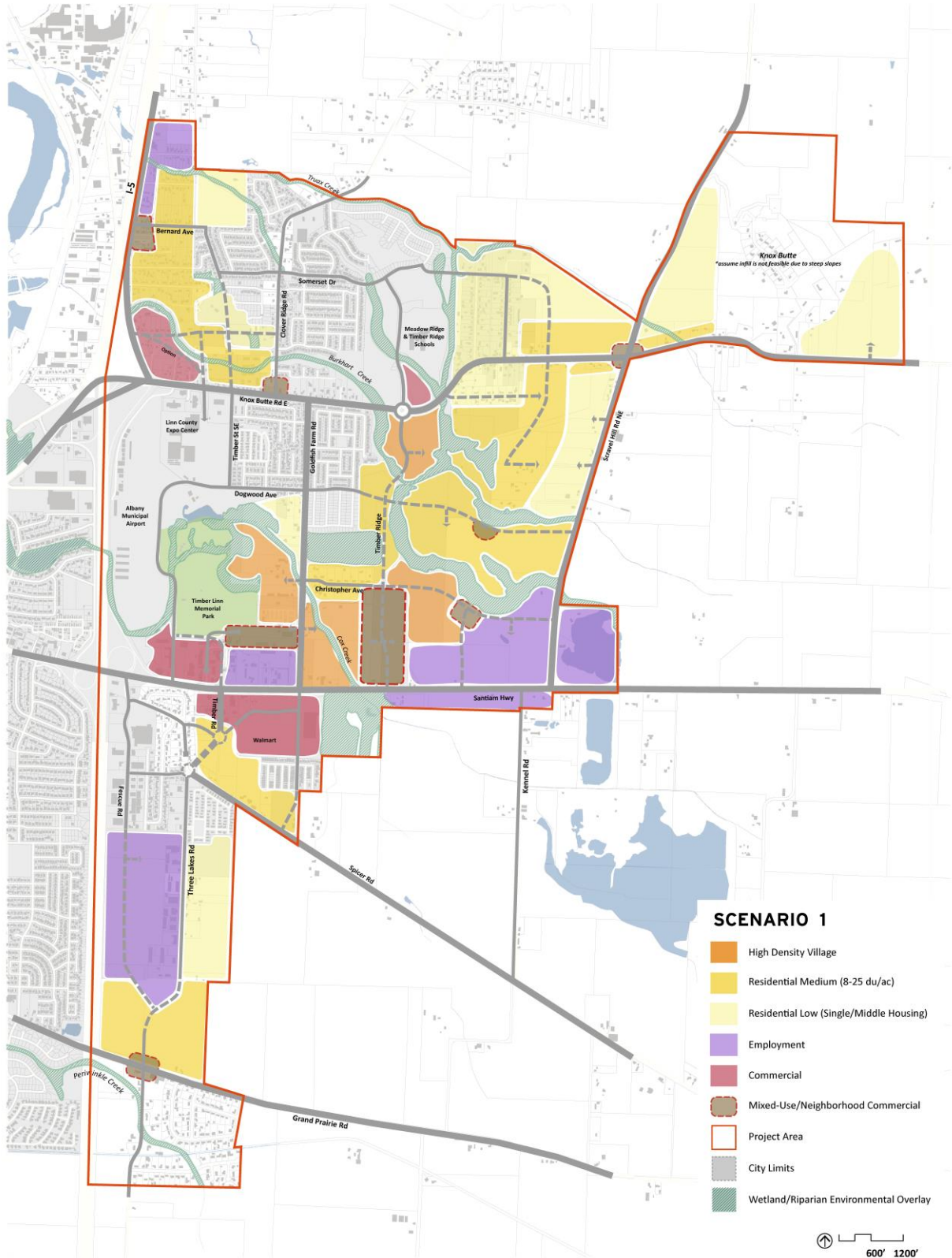
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scale mixed use commercial uses, such as where Three Lakes Road meets Grand Prairie Road, Scrael Hill Road meets Knox Butte Road and where Clover Ridge Road meets Knox Butte Road.

Much of the area east of Timber Ridge to Scrael Hill Road on both sides of Knox Butte Road would be medium and low-density residential uses, providing a transition of density for this part of the study area that is adjacent to the UGB and to active agricultural landscapes. Areas around Knox Butte are also envisioned as low density in this scenario, but a zone of Medium residential density is proposed at all three corners of Knox Butte Road and Scrael Hill Road, which could provide more housing choices within walking distance of the Meadow Ridge and Timber Ridge schools and help support the mixed use node around the intersection. Other areas of Residential Medium are shown on the plan, including an area south of the Walmart which would be well-served by future transportation connections between Spicer Road and Highway 20 and a large block of potential infill land north of Knox Butte Road and west of a future extension of Timber Street.

Commercially-oriented uses are focused west of Goldfish Farm Road on either side of Highway 20, including the existing Walmart area, providing a concentrated area of commercial uses with good auto access from Highway 20 and I-5. Commercial is proposed on the NE corner of the Knox Butte/Timber Ridge Road intersection, reflecting uses that have been proposed by that landowner and to provide services to the nearby neighborhoods. This scenario proposes retaining the commercial area at the NE corner of the Knox Butte/I-5 interchange. The total commercial area in this scenario is less than the amount identified in the other two scenarios.

A small pocket of employment is proposed at the far NW corner of the study area along Century Drive, proposing a land use along the freeway that is somewhat less impacted by the associated noise and air quality impacts and can provide a buffer to residential uses further east. A parcel east of Scrael Hill which is currently a pond could provide an interesting site for a creative office or light industrial use that could restore the pond as a visual and recreational amenity. Much of the undeveloped area south of Fescue Street along the interstate is zoned as employment, and in this land use scenario, residential is proposed east of Three Lakes Road, transitioning to a Residential Medium use north of Grand Prairie Road.





Scenario 2

Overall Description

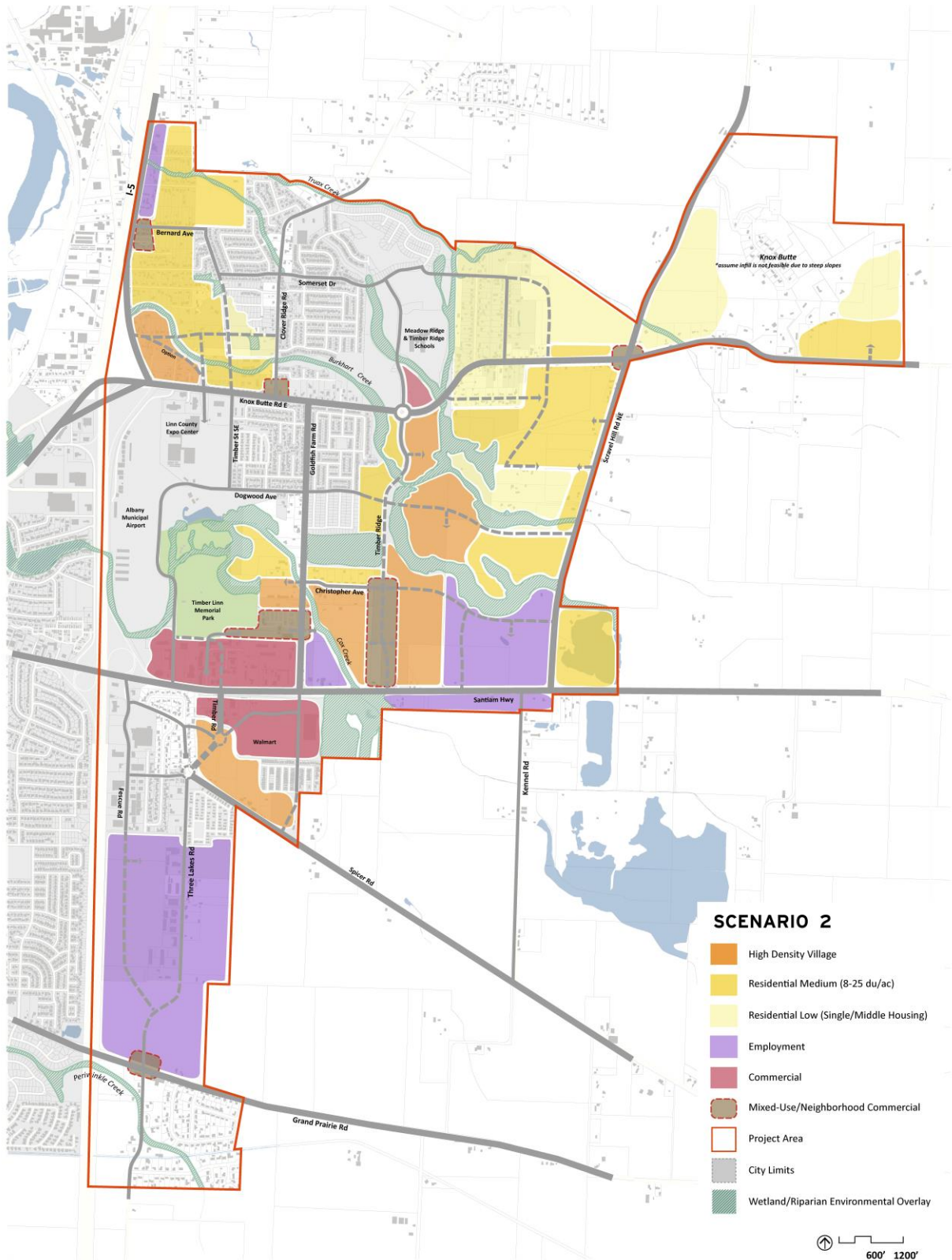
Similar to the Scenario 1, Scenario 2 proposes a mixed-use village center along Timber Ridge Road, extending north from the future Highway 20 intersection about 2000 feet. An additional mixed use area is proposed west of this 'Main Street' area, perpendicular to Goldfish Farm Road along a future extension of Blue Ox Drive. High Density Village zoning would surround much of these centers to provide more housing within close walking distance of future nearby employment and commercial uses. Smaller neighborhood nodes are also proposed at key intersections where traffic and new adjacent development could support smaller scale mixed use commercial uses, such as where Three Lakes Road meets Grand Prairie Road, where Scrael Hill Road meets Knox Butte Road, and where Clover Ridge Road meets Knox Butte Road.

High Density Village zoning is proposed along the east side of the new mixed use village and north of this area between Cox Creek and Burkhart creek. Another area of High Density Village is located south of the Walmart, which would be well-served by future transportation connections between Spicer Road and Highway 20. A small high density area also is proposed at the NE corner of the Knox Butte/I-5 interchange as an scenario to the two other scenarios that feature employment or commercial uses in that area.

Much of the area south of Knox Butte Road and between Scrael Hill Road and Timber Ridge Road would be medium -density residential uses, providing higher density uses along Scrael Hill Road that would help support the mixed use node at the Scrael Hill and Knox Butte intersection. Areas around Knox Butte are also envisioned as low density in this scenario, with an area of Medium residential in the flattest area below the butte on the far eastern edge of the study area. A parcel east of Scrael Hill which is currently a pond could provide an interesting site for housing that could restore the pond as a visual and recreational amenity.

Commercially-oriented uses are focused west of Goldfish Farm Road on either side of Highway 20, including the existing Walmart area, providing a concentrated area of commercial uses with good auto access from Highway 20 and I-5. A small commercial area is proposed on the NE corner of the Knox Butte/Timber Ridge Road intersection to provide retail and services to the new residential developments in the area.

A relatively large employment zone (about 65 acres) is proposed on the north side of Santiam Highway, at the NW corner of Scrael Hill Road and extending north to the Burkhart Creek corridor, large enough to attract larger employment uses. All of the undeveloped area to the southwest of the study area is proposed to remain employment land in this scenario, north of Grand Prairie Road, about 175 acres.





Scenario 3

Overall Description

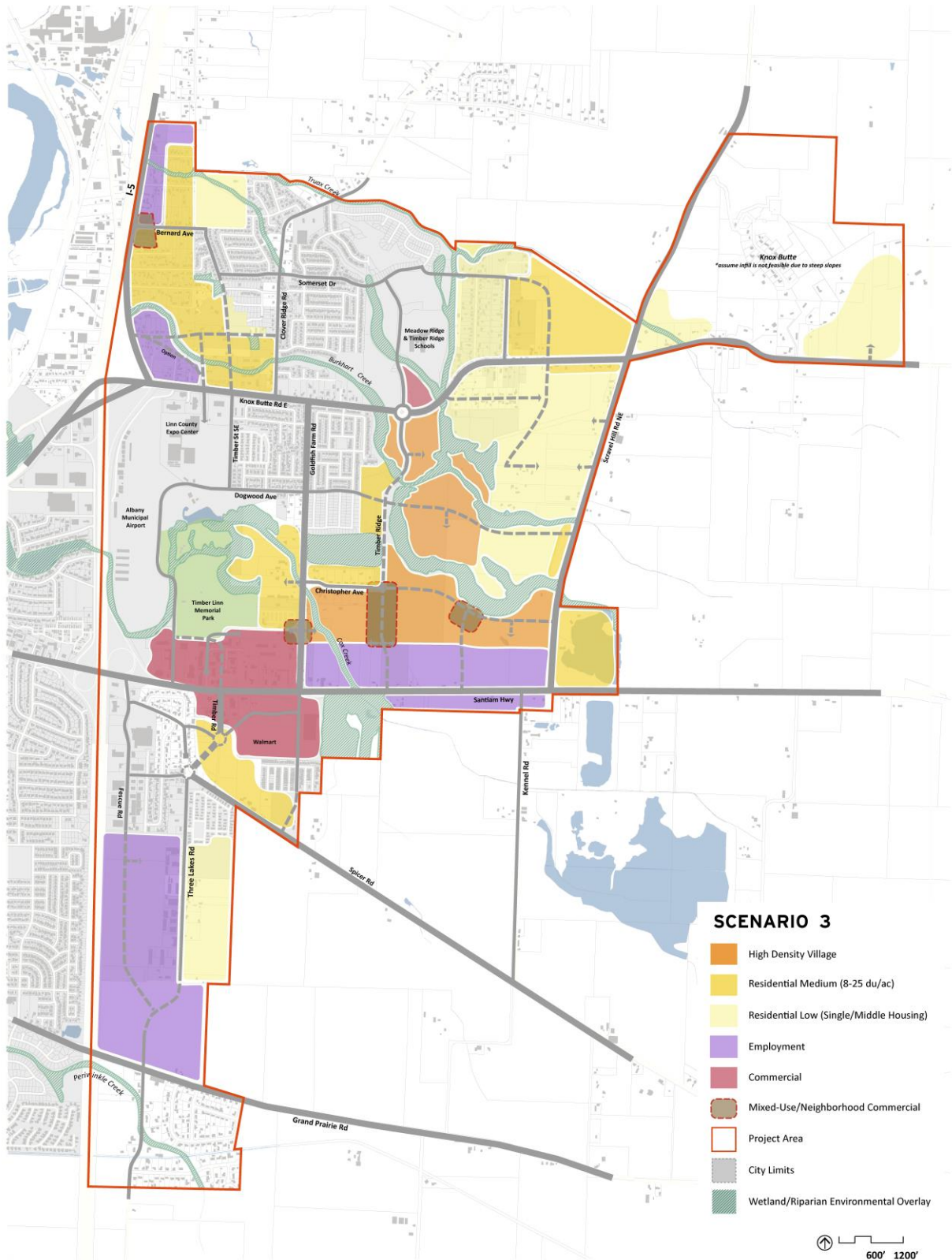
Scenario 3 proposes a more compact mixed-use node along Timber Ridge Road, further north from the future Highway 20 intersection. Two additional nodes are proposed east and west of this 'Main Street' area, one along Goldfish Farm Road where a future extension of Blue Ox Drive would intersect and another node on the extension of Christopher Avenue halfway between Timber Ridge Road and Scrael Hill Road. These nodes would all be surrounded by High Density Village zoning, which would provide multi-family housing options within close walking distance of future employment and commercial uses. Other High Density zoning is proposed along the east side of the Timber Ridge Road extension, interwoven with creek corridor greenways. Another small mixed use node is proposed in the NW corner of the study area, where Bernard Avenue intersects with Century Drive.

Much of the area lying south of Knox Butte Road and between Scrael Hill Road would be low-density residential uses of single family and middle housing, providing a transition of density for this part of the study area that is adjacent to the UGB and to active agricultural landscapes. Areas around Knox Butte are also envisioned as low density in this scenario, but a zone of Medium residential density is proposed at the NW corner of Knox Butte Road and Scrael Hill Road, which could provide more housing choices within walking distance of the Meadow Ridge and Timber Ridge schools and the proposed commercial at the roundabout. Other areas of Residential Medium are shown on the plan, including a potential site for innovative housing arrangements around the existing pond at the NE corner of Highway 20 and Scrael Hill Road, an area south of the Walmart which would be well-served by future transportation connections between Spicer Road and Highway 20 and a large block of potential infill land north of Knox Butte Road and west of a future extension of Timber Street. Finally, Residential Medium uses are arranged on either side of Goldfish Farm Road but particularly on the east side of Timber Linn Park, which would provide a good visual and recreational amenity for future residents.

Similar to Scenario 2, commercially-oriented uses are focused east of Interstate 5 on either side of Highway 20, including the existing Walmart area, providing a concentrated area of commercial uses with good auto access from Highway 20 and I-5. A small commercial area is proposed on the NE corner of the Knox Butte/Timber Ridge Road intersection.

A small employment area at the NE corner of the Knox Butte/I-5 interchange is proposed to take advantage of freeway access and to provide a scenario to the existing commercial zoning in that area. A small pocket of employment land is proposed at the far NW corner of the study area along Century Drive. Both locations would offer land uses along the freeway that are somewhat less impacted by the associated noise and air quality impacts and can provide a buffer to residential uses further east.

A long stretch of Employment zoning is proposed on the north side of Santiam Highway, extending between Goldfish Farm Road and Scrael Hill and north roughly 1000', which should provide a good amount of area to attract larger employment uses. Similarly, the undeveloped area to the southwest of the study area is primarily zoned as employment land in this scenario, extending south to Grand Prairie Road.



Demonstration Plans

The following section describes several demonstration plans and examples of the intended kinds of development and urban design principles and expectations envisioned for the East Albany area.

Greenways

The study area includes a number of streams that generally flow in a northwesterly direction towards the Willamette River. Over time, these creeks have often been channelized and native vegetation has been removed through agricultural activity. But as new development occurs near these streams, protective riparian buffers will be applied, which should result in a wide, vegetated corridor that improves stream health. These corridors have great potential to enhance habitat but they can also serve as residential amenities as well as trail corridors, particularly creating connections between neighborhoods and schools. As new neighborhoods continue to be built in East Albany, development standards can encourage new development that faces these green corridors and activates them with trails and pocket parks, instead of ‘walling’ them off with rear yard fences, which can contribute to making these areas feel more privatized and inaccessible. As shown in the demonstration plan below, these public corridors will create an identity for East Albany as a community with generous, healthy open spaces, integrated neighborhoods, and connections to nature.



- | | |
|---|---|
| A Public Street Frontage on Greenway | E Creek Crossings |
| B Homes on Public Street Face Greenway | F Creek Restoration and Revegetation |
| C Pocket Parks and Pedestrian Connections | G Alley-accessed homes facing Greenway |
| D Neighborhood Park/Trailhead with Play Area | H Multi-use regional trail |



Example in Hillsboro Oregon, of new development facing a restored creek greenway, with natural play areas and trails providing a visual amenity for neighbors as well as a regional open space resource.



Example in North Bethany Oregon, of new development facing a restored creek greenway, with a bridge crossing and trails providing connectivity between several neighborhoods.



Mixed Use Villages

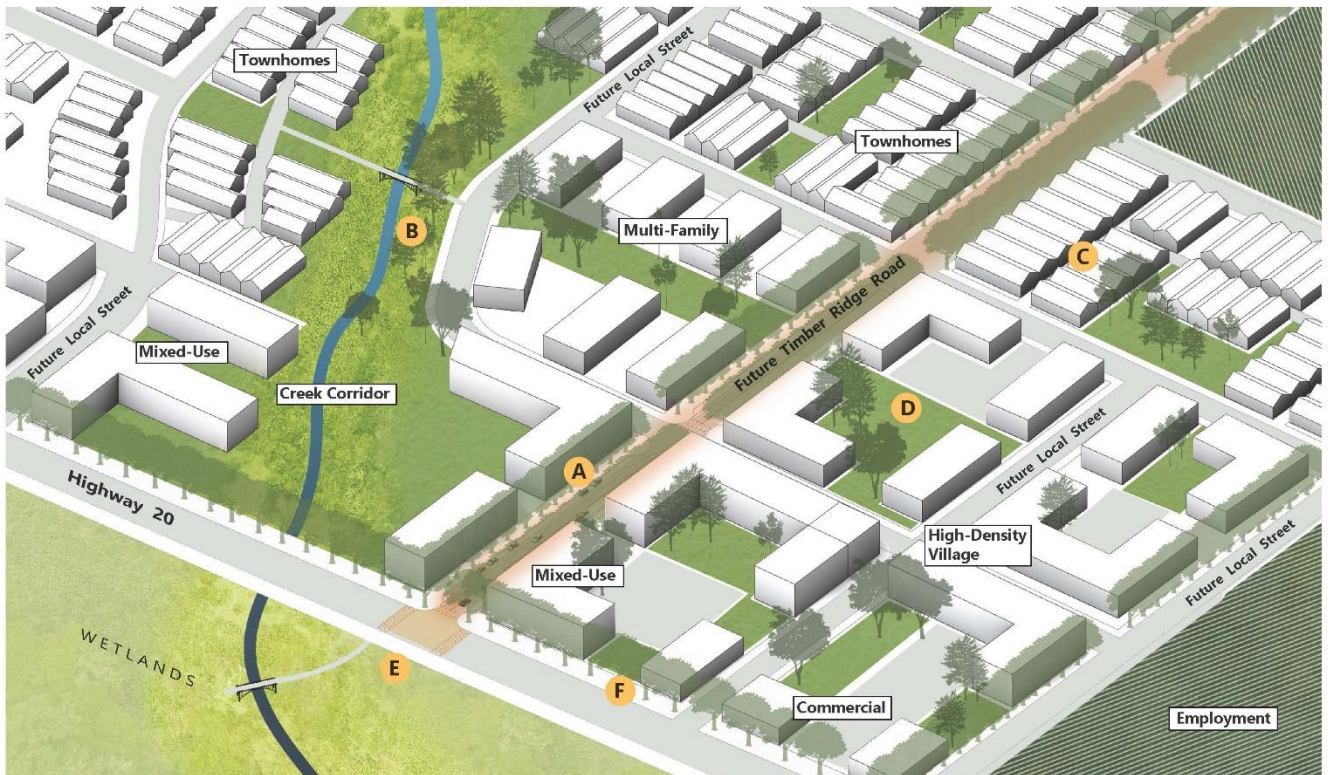
In the Land Use Scenarios described earlier in this memo, a mixed-use neighborhood commercial zone is proposed along the future extension of Timber Ridge Road where it will eventually connect to Highway 20. This designation, depicted in the demonstration plan below, anticipates higher density residential uses in buildings with commercial uses on ground floors of multi-story structures, providing a significant amount of housing and services within walking distance of apartment or condominium homes. These land uses should be complemented by a pedestrian and bicycle-friendly streetscape on the future Timber Ridge Road extension, which will be a key future street connection north to Knox Butte Road. This streetscape should also include on-street parking to help support adjacent ground floor commercial uses.

A new grid of streets should be added at regular spacing north of Highway 20, providing a framework for further development of a High-Density Village, which would feature multi-story apartment buildings. Parking would likely be in surface lots behind buildings, although future changes in real estate economic conditions may support structured parking. Statewide Climate-Friendly and Equitable Community regulations may also result in lower parking requirements in these areas. The areas enclosed by new multi-family buildings fronting streets could be a combination of parking and landscaped courtyards. The density would then transition to Residential Medium, which would support townhomes, providing potential ownership options within walking distance of more intensively-developed areas along Timber Ridge Road and Highway 20.

In this particular demonstration plan, Cox Creek, which is currently a narrow stream with minimal riparian vegetation, could be restored as a natural amenity, as described in the previous demonstration plan, with residential uses and public streets facing the greenway and trail connections along and across the creek. (Cox Creek drains to the northwest into Timber Linn Lake, within the County Park, which then drains in a circuitous route around the south end of the airport, under I-5, into Swan Lakes and Waverley Lake, then through the city-owned Talking Water Gardens and ultimately to the Willamette River.)

Where Timber Ridge Road meets Highway 20, new intersection controls may be warranted (with further study) but this intersection should be designed as a clear gateway to the new neighborhood shown in this illustration and should be linked with new sidewalks and bike facilities along both sides of Highway

20, as well as potential access to a restored wetland natural area south of the highway.



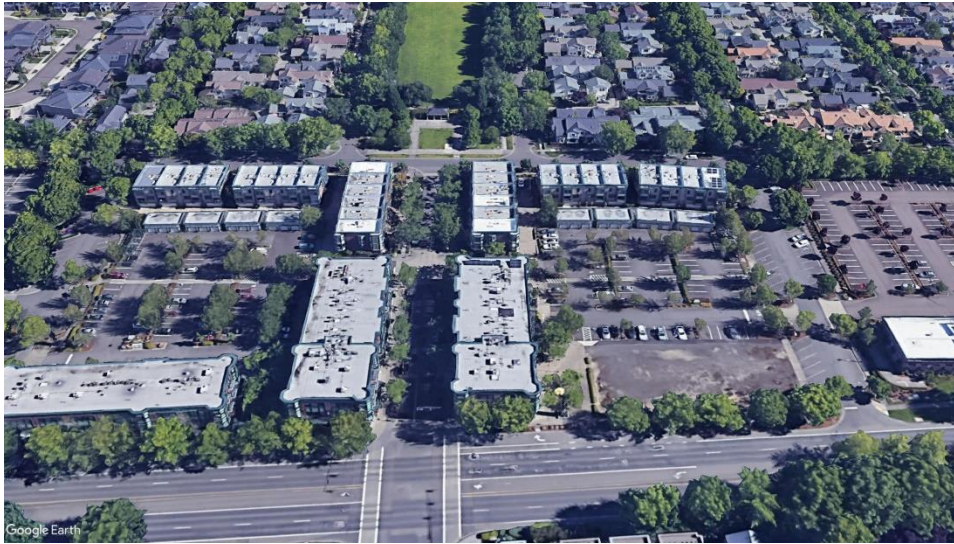
- | | |
|---|---|
| <p>A Mixed-use 'Main Street' with wide sidewalks, on-street parking and tree canopy</p> | <p>D Courtyards for gathering spaces, landscape and parking (reduced in climate-friendly area)</p> |
| <p>B Greenway with restored creek, multi-use trails, bridge crossings and public street frontage</p> | <p>E Signalized node with safe pedestrian crossings, wide sidewalks & access to wetlands</p> |
| <p>C Density Transitions away from Mixed Use Main Street</p> | <p>F Improvements to Highway 20 frontage with sidewalks and new commercial buildings</p> |



Example of a mixed-use development, featuring apartments over retail uses and generous public spaces.



Example of high-density multi-family development, enclosing a courtyard with public gathering spaces.



This example, in Hillsboro, shows a mixed-use 'main street' situated perpendicular to a busy arterial (like Highway 20). Parking is placed behind buildings and density transitions down from this main street towards single-family neighborhoods.



Example of a townhome development integrated with adjacent public open space.



New Transportation Networks

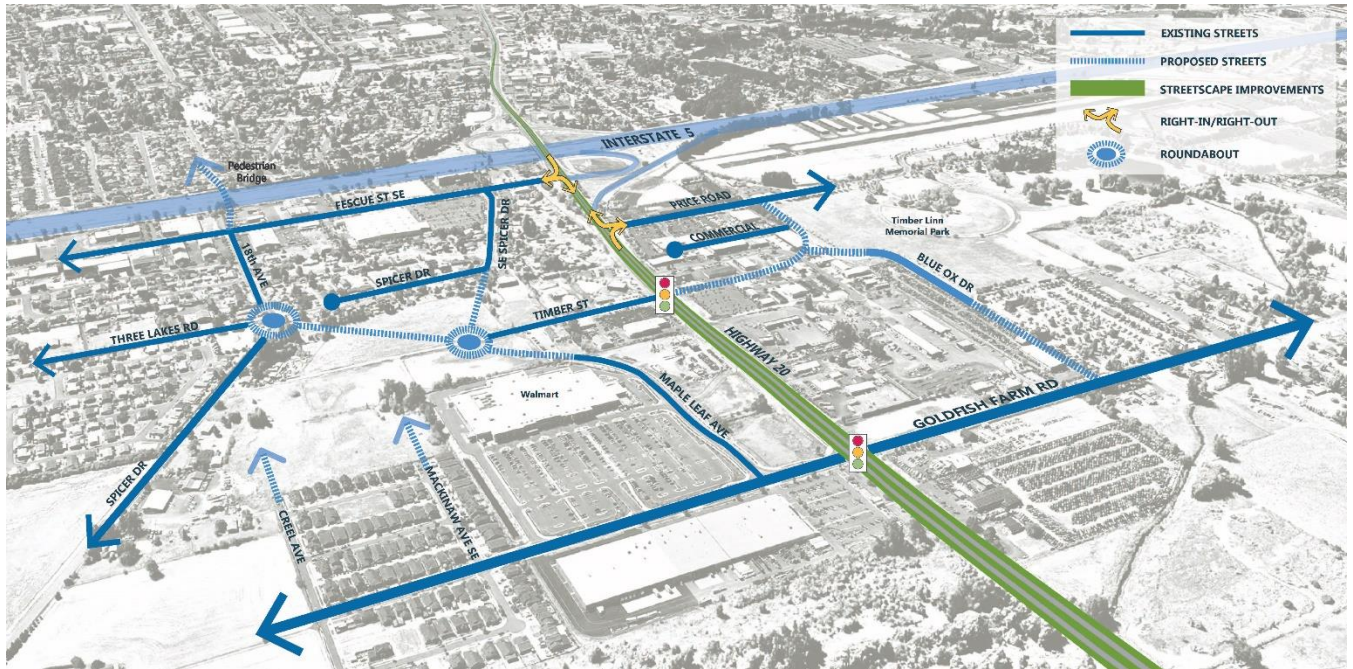
There are a number of improvements to the road network north and south of Highway 20 that were originally proposed as part of the city's Transportation System Plan and have been refined since with additional input provided through this project's process. The diagram below provides a comprehensive demonstration plan for this range of improvements.

Highway 20 is a major east-west corridor for the state but it does not have complete, connected sidewalks on each side, nor are there safe bicycle facilities. A focused redesign project for the corridor to add elements such as sidewalks, street trees, safe crossings and new lighting and furnishings should be considered for the frontage from I-5 to the future Timber Ridge Road intersection and perhaps further east to Scrael Hill Road. As adjacent development occurs, frontage improvements can also be required to help implement this redesign.

A realignment of the street network is proposed south of Highway 20, with an extension of Maple Leaf Avenue proposed to continue west and south of Walmart to connect to SE Spicer Road and a new extension of Timber Street at a new roundabout. Maple Leaf will then extend further SW to another roundabout linking 18th Avenue, Three Lakes Road and Spicer Drive. To avoid conflicts and cut-through traffic, the existing Spicer Drive will be disconnected from this roundabout. In addition, as part of a future interchange reconfiguration and an effort to reduce congestion on Highway 20, Fescue Street's intersection with Highway 20 could be limited to 'right-turn-in/right-turn-out' circulation. Similarly, the intersection of Price Road with Highway 20 could also be 'right in/right out'.

A new signal would be built where Timber Street meets Highway 20 and Timber can be extended north to serve future commercial and employment redevelopment and connect to Price Road. The existing Commercial Way would be disconnected from Highway 20. Eastbound drivers from southbound Price Road would be directed onto this Timber St extension. Finally, Blue Ox Drive would connect Timber Street with Goldfish Farm Road (which itself will be upgraded with sidewalks, bicycle lanes and street trees.)

To encourage east-west connectivity in this area, a pedestrian bridge is proposed, where 18th Avenue meets I-5, connecting East Albany with the Santiam and Periwinkle neighborhoods west of the freeway. In addition, improvements should be included in future reconfiguration of the Exit 233 interchange of Highway 20 and I-5 to provide safe connectivity for pedestrians and bikes.



Example of arterial-scale streetscape improvements similar to those possible on Highway 20, showing new sidewalks, lighting, bike lanes, mid-block crossings and median landscape (Boones Ferry Road, Lake Oswego, OR)



Land Use Modeling of Scenarios

Each land use scenario was evaluated using the Urban Footprint scenario planning software to assess the overall capacity for housing and jobs at buildout. These high-level estimates formed the basis for discussions about transportation and infrastructure needs. Note that the development capacity for the East Albany Area at buildout exceeds the City’s projected growth for the next 20 years – development of only a portion of East Albany has been used for infrastructure modeling and assessment.

Table 1. Land Uses within Each Scenario (Urban Footprint Model)

Land Use Designation	Scenario 1 Gross Acres	Scenario 2 Gross Acres	Scenario 3 Gross Acres
Low Density Residential	407	429	426
Medium/High Density Residential	785	690	667
Mixed Use	206	329	304
Commercial	155	87	129
Industrial	19	20	19
Retail	50	50	52
Civic Uses	42	42	42
Education	26	26	26
Transportation/Utilities	90	90	90
Natural Area	579	600	602
Parks & Recreation	105	105	105
Other	18	15	19
Grand Total	2482	2482	2482

Population

Number of residents

■ Population ■ Population





Housing by Type

Number of dwelling units

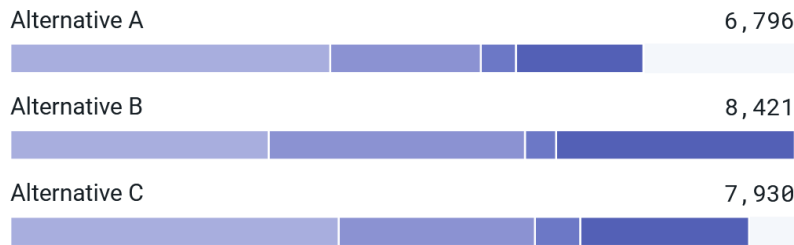
- Detached Single-Family, Large Lot
- Detached Single-Family, Small Lot
- Single-Family Attached
- Multifamily



Jobs by Sector

Number of employees

- Retail
- Office
- Public
- Industrial
- Agriculture/Extraction
- Military



Assessment of Development Scenarios

This section provides a high-level assessment of the three development scenarios in order to help the community and decision-makers understand their relative benefits and impacts.

Project Goals

Each development scenario was crafted to meet the East Albany Plan’s goals. However, they differ in the emphasis on one goal or another. The following table describes the scenarios in detail with relation to each project goal. The scenarios ratings are shown with stars, with one star being least consistent and five stars being most consistent.



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SCENARIO 1	SCENARIO 2	SCENARIO 3
<p>Goal 1: Establish a development pattern of diverse, connected neighborhoods, services, and amenities through an appropriate mix of zoning designations.</p>		
<p>All scenarios contain a mix of residential, employment, commercial, and mixed use designations. Scenario 1 contains the greatest number of envisioned Mixed Use nodes.</p> <p style="text-align: center;">★ ★ ★ ★</p>	<p>All scenarios contain a mix of residential, employment, commercial, and mixed use designations. Scenario 2 contains the second greatest number of Mixed Use nodes.</p> <p style="text-align: center;">★ ★ ★ ★</p>	<p>All scenarios contain a mix of residential, employment, commercial, and mixed use designations. Scenario 3 contains the fewest Mixed Use nodes.</p> <p style="text-align: center;">★ ★ ★ ★</p>
<p>Goal 2: Connect residential, employment, commercial, and recreational uses with a functional, safe, and equitable multi-modal transportation system that promotes walking, biking, and transit and supports public health and climate change goals.</p>		
<p>All scenarios share the framework roadway and trail system that connects East Albany’s diverse uses and promotes active transportation.</p> <p style="text-align: center;">★ ★ ★ ★</p>		
<p>Goal 3: Provide a transportation system that provides access and mobility for all modes of travel and supports anticipated residential and employment growth.</p>		
<p><i>See the Transportation Analysis section for a detailed assessment of the transportation system.</i></p>		
<p>Goal 4: Support the City's economic development and employment goals and address barriers to achieving those objectives</p>		
<p>Scenario 1 contains the least amount of employment/light industrial acreage and the lowest amount of commercial acreage, resulting in the fewest overall employees of the scenarios. However, the prevalence of mixed-use development in this scenario results in the second highest number of retail employees of the scenarios.</p> <p style="text-align: center;">★ ★ ★</p>	<p>Scenario 2 contains the highest amount of employment/commercial acreage, resulting in the largest number of employees of the scenarios. Employment land in this scenario has a greater focus on industrial uses than other scenarios.</p> <p style="text-align: center;">★ ★ ★</p>	<p>Scenario 3 has the second highest amount of employment/commercial acreage resulting in the second highest number of employees of the scenarios. Employment land has a greater focus on commercial/retail uses in this scenario.</p> <p style="text-align: center;">★ ★ ★</p>
<p>Goal 5: 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 and accessible to all Albany residents at all income levels.</p>		



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SCENARIO 1	SCENARIO 2	SCENARIO 3
<p>Scenario 1 contains the greatest number of housing units (about 10% more than Scenario 3), though all scenarios show a significant increase in the amount and variety of housing units compared to the Base Case.</p> <p style="text-align: center;">★ ★ ★</p>	<p>Scenario 2 contains about 7% more housing than Scenario 3. However, all scenarios show a significant increase in the amount and variety of units compared to the Base Case.</p> <p style="text-align: center;">★ ★ ★</p>	<p>Scenario 3 generally has fewer attached and multi-dwelling units than the other scenarios, resulting in the lowest number of housing units overall. However, all scenarios show a significant increase in the amount and variety of units compared to the Base Case.</p> <p style="text-align: center;">★ ★ ★</p>
<p>Goal 6: Protect and improve the area’s watersheds, riparian and wildlife corridors, wetlands and drainage ways as habitat areas and for stormwater functions to help mitigate and adapt to climate change</p>		
<p>All scenarios envision the protection and enhancement of East Albany’s natural areas.</p> <p style="text-align: center;">★ ★ ★ ★</p>		
<p>Goal 7: Use interconnected natural resource corridors and greenway trail system to provide pedestrian, open space and wildlife connectivity between neighborhoods and to help protect scenic vistas and rural character.</p>		
<p>All scenarios envision the use of these corridors as a well-connected greenway system.</p> <p style="text-align: center;">★ ★ ★ ★</p>		
<p>Goal 9: Identify opportunities to provide and enhance aesthetic, recreational, and open-space amenities, including existing and new parks in the area. Multi-modal access to Timber Linn Park is a key opportunity for this plan.</p>		
<p>Scenario 1 includes a new mixed-use area adjacent to Timber Linn Park. All scenarios have significant new opportunities to enhance open space features in the area.</p> <p style="text-align: center;">★ ★ ★ ★</p>	<p>Scenario 2 includes a new mixed-use area adjacent to Timber Linn Park. All scenarios have significant new opportunities to enhance open space features in the area.</p> <p style="text-align: center;">★ ★ ★ ★</p>	<p>Scenario 3 includes residential and commercial areas adjacent to Timber Linn Park. All scenarios have significant new opportunities to enhance open space features in the area.</p> <p style="text-align: center;">★ ★ ★</p>
<p>Goal 10: Create attractive gateways into Albany from I-5 and US 20.</p>		
<p>Employment frontage on Highway 20 would allow for a gateway feature.</p> <p style="text-align: center;">★ ★ ★</p>	<p>Residential/Mixed Use frontage on Highway 20 may present a more urban gateway into the City.</p> <p style="text-align: center;">★ ★ ★ ★</p>	<p>Employment frontage on Highway 20 would allow for a gateway feature.</p> <p style="text-align: center;">★ ★ ★</p>
<p>Goal 11: Work with local and regional government partnering agencies to implement a coordinated approach to future annexation and development within the area and ensure that public facilities and infrastructure are sized and designed to serve planned levels of development.</p>		
<p><i>Coordination has occurred throughout this process and will continue into its implementation.</i></p>		



SCENARIO 1	SCENARIO 2	SCENARIO 3
Goal 12: Identify a strategy for implementation, including short-term and long-term measures and funding sources the City can take that will help achieve its goals for Project Study Area.		
<i>Implementation and funding details will be prepared for the preferred scenarios.</i>		

Transportation Assessment

DKS Associates conducted a transportation assessment of each development scenario, summarized below. Additional detail will be provided as a separate technical memorandum.

Transportation Network

Each transportation scenario was assumed to include the following common major transportation elements to support access, connectivity, and mobility of travel modes. These elements are generally depicted on the scenario maps.

- Additional connections to neighborhoods north of Knox Butte and closure of Century Drive
- New north-south street east of Goldfish Farm connecting Knox Butte to US 20
- Two new east-west streets connecting Goldfish Farm to Scrael Hill Road
- Timber Street extension south of US 20 to connect to Three Lakes Road and provide access to areas south of US 20

Scenario Evaluation Process

The following section summarizes the evaluation process that was conducted for each scenario.

Land use quantities for each scenario were estimated based on the land use designations. The total estimated household and employment capacity for each scenario is listed in Table 2.

Table 2. Development Scenario Land Use Capacity Summary

SCENARIO	HOUSEHOLDS	EMPLOYEES
BASE	4,705	3,074
SCENARIO 1	9,136	7,442
SCENARIO 2	8,753	8,934
SCENARIO 3	8,159	8,432

As listed in Table 2, each of the three development scenarios have the potential to add additional housing and employment capacity to East Albany. Scenario 1 has the highest overall housing capacity, while Scenario 2 has the highest overall employment capacity.

20 Year Planning Horizon Evaluation

Regional transportation planning in Albany uses the regional travel demand model to forecast future traffic volumes. The regional Corvallis Albany Lebanon Model (CALM) has a long-range planning horizon of 2043. The future land use assumptions for Albany that are included in the regional travel model are



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consistent with the statewide coordinated population projections¹. The travel model indicates that approximately one third of the overall city-wide household growth (approximately 2,400 units) are assumed to occur in East Albany over the next 21 years.

Since full buildout of the three land use scenarios would exceed the 21-year forecast, an incremental growth scenario was evaluated for each land use scenario. Each of these scenarios were capped to include a portion of household and employment growth that was consistent with the regional travel model assumptions and statewide population forecasts. Each scenario included a portion of housing and employment growth consistent with the land use designations. For the incremental 2,400 household unit growth, approximately 1,000 households have been recently approved and were accounted for in each scenario.

The three planning horizon scenarios were evaluated using the CALM travel demand model. Due to the incremental growth (limited to a 21-year forecast), relatively similar overall land use assumptions, and spread to an overall large size of the East Albany area, the model runs did not indicate significant differences in traffic impacts among the three scenarios. Rather, the following general transportation findings are similar among the scenarios:

- The identified additional transportation system will provide relief to existing streets
- A mix of housing and employment uses in close proximity allows opportunities for shorter, multimodal trips
- Higher intensity uses should be located along existing transit routes
- Larger employment areas that may require regional travel are best suited near east-west roads that provide access to I-5 (e.g., US 20)

Buildout Sensitivity Tests

Due to the limitations of the planning horizon evaluation, additional sensitivity tests were conducted for each scenario that estimated the relative differences of full buildout for the land use designation. Based on statewide population projections, full buildout of the scenarios would not be anticipated to occur within the next 20 years.

The travel model was used to conduct a preliminary sensitivity comparison between the three scenarios to determine potential differences of full buildout. This simplified sensitivity analysis scaled model trips within the East Albany area and did not control to growth in other areas of the City beyond the 20 year planning horizon or at regional gateways (including I-5) traveling into and out of the region. The analysis indicated that there would not be significant difference between the three scenarios (generally within ten percent) but that each of the scenarios at full buildout have the potential to add significant traffic growth beyond the 20-year horizon.

The preliminary analysis indicates that these future traffic growth estimates (relative to year 2043) could include:

¹ <https://www.pdx.edu/population-research/population-forecasts>



- Knox Butte east of I-5 - Approximately double traffic and require a five-lane section along with strategies to maintain mobility.
- US 20 east of I-5 – Approximately double traffic, strategies to maintain mobility, and capacity upgrades at major intersections.
- Timber south of US 20 – Approximately double traffic. Would likely operate as a three lane facility but would require additional turn lanes near US 20.
- Goldfish Farm north of US 20 – Significant increase in traffic would require widening at US 20 and improved connectivity to reduce reliance on the corridor and provide alternative connections to US 2

Overview of Transportation Findings

The transportation evaluation of the three scenarios provided the following findings:

- Each scenario has the potential to provide significant additional capacity for housing and employment uses
- Growth within the long-range planning horizon (2043) would not reach full buildout based on statewide coordinated population projections. Due to this constraint, significant differences do not exist among the three scenarios over this period.
- The following strategies should be considered for developing the preferred alternative:
 - The identified additional transportation system will provide relief to existing streets
 - A mix of housing and employment uses in close proximity allows opportunities for shorter, multimodal trips
 - Higher intensity uses should be located along existing transit routes
 - Larger employment areas that may require regional travel are best suited near east-west roads that provide access to I-5 (e.g., US 20)
- The ultimate buildout for the three scenarios have the potential to significantly increase trips and traffic in the East Albany area. While this buildout would likely occur beyond 2043, the preliminary sensitivity tests indicate that traffic could further double on some key roadway segments within East Albany if the full buildout potential is realized.

Other Public Investment and Costs

Keller Associates has provided a high-level estimate of the relative level of costs and public investments needed to support these development scenarios, including sewer, and water infrastructure. This material is summarized briefly here and addressed in somewhat more detail in a separate memorandum.

When planning for future utilities, it will be important to account for the potential to increase pipe sizes and relocating pipeline alignments to maintain utilities in the right of way.

Water infrastructure has been updated to accommodate growth in East Albany based on the 2005 Water Facility Plan. However, the water system will have higher fire flow for parcels on the outskirts of the East Albany Zone and may require larger distribution piping and additional storage volume in the Knox Butte area. The City currently is undertaking an update of the Water Facility Plan and information from the East Albany planning process will be incorporated in that effort.



The 2015 Wastewater Facility Master Plan calls out several CIP projects in the East Albany region. Most of these projects are to handle peak buildout flows during a 5-year storm event. The increased residential zone will increase base flows for the area but should not have a major impact on existing or planned infrastructure.

The 2021 Stormwater Master Plan (SWMP) show deficiencies in the existing stormwater collection system. An increase in residential densities will cause more impervious area and the need to allocate more square footage to storm water capacity and water quality improvements. The SWMP calls for Build-Out CIP projects. Through detention and treatment, future stormwater infrastructure should be able to continue with a “business as usual” approach.”

The major difference between the land use and transportation scenarios is related to water and sanitary sewer demands/loads that occur in the northeast area of the East Albany Zone. The scenarios ranked from least cost to worst cost is as follows: Scenario 3, Scenario 1, and Scenario 2.

Scenario 1 is the middle option for relative cost based on the Mixed-Use/Neighborhood Commercial zoning at the intersection of Knox Butte Road and Scrael Hill Road. Mixed-Use/Neighborhood Commercial zoning requires additional fire flows and water demands, as well as increased sanitary sewer base flows. This scenario is ranked above Scenario 2 due to lower density residential zoning on the far end of the Knox Butte area.

Scenario 2 is higher cost option due to similar Mixed-Use/Neighborhood Commercial zoning at the intersection of Knox Butte Road and Scrael Hill Road, and medium density residential in the Knox Butte area may require larger pipes to provide utilities.

Scenario 3 is the lowest relative cost option for the Knox Butte area as there is no Mixed-Use/Neighborhood Commercial zoning and low density residential on the far northeast area. Low density residential requires lower demands and potentially lower fire flow requirements.

The difference in the proposed zoning along Santiam Hwy does not significantly impact future infrastructure. This area will have somewhat similar demands and flows regardless of the adjustments in the zoning. Additionally, potential adjustments in zoning near Periwinkle creek will not likely change future utility infrastructure.

All scenarios incorporate a significant network of natural areas and trail corridors which essentially will serve as linear parks within East Albany. Specific locations of neighborhood and/or community parks and recreation facilities have not yet been identified in the scenarios. Those facilities would be located and developed as the development of residential and mixed-use areas occurs. Based on the projected population for the area and the City’s standards for the number of acres of parks per resident embedded in its Parks Master Plan, the City could potentially need to develop another 70-150 acres of park facilities in the area over the long term (based on complete buildout of the area). These projections will be further refined as this memo is reviewed with city staff and other members of the Project Advisory Committee.

Similarly, each of the scenarios will require development of new school facilities to serve new households in these areas. Typically, the location, size and configuration of schools is determined by the



Albany School District as plans for future development are formulated in more detail. Schools are allowed in all residential areas in the City and the scenarios described in this memo assume the inclusion of schools in the residential areas shown in the scenario maps. The number of schools will depend on enrollment forecasts conducted by the school district and will vary to some degree by Scenario, given the different population projections associated with each. The City and project team will further coordinate with the school district regarding project school facility needs as part of preparation of a Preferred land use plan for East Albany.

Additional emergency services and utilities also will be needed to serve the area in the future. Utilities typically are provided by private companies (electrical, gas, telecommunications, and other companies) as development occurs and are not directly planned by the City. Emergency services (police and fire protection) are provided by the City of Albany. A high-level summary of emergency service facilities needed to support future growth in the area will be included in a revised draft of this report.

Implementation Steps

The scenarios described in this memorandum envision a full buildout of the Urban Growth Boundary in the East Albany area. This is likely a very long term (greater than 20-years) horizon, and development in Albany is also expected to occur in other areas of the City during this time.

Implementation of these scenarios will include the following:

1. **Adoption of the East Albany Plan.** At the conclusion of this planning process, the City is expected to adopt the East Albany Plan and its implementing components, including:
 - a. Comprehensive Plan text & map amendments. This will entail redesignation of land with the “Urban Area Reserve” designation, and other changes.
 - b. Development code amendments. New zoning designations, overlays, or other changes may be needed to implement the preferred development scenario.
 - c. Zoning map amendments. Redesignation of lands that currently have City zones may occur with adoption of the plan.
2. **Property owner annexation.** Property in East Albany that is not yet within the City Limits will annex over time prior to receiving City zoning designations and development approval.
3. **Transportation Improvements and other public investments.** The public investments noted in this report will be completed over time as they are added to the City’s Capital Improvement Projects lists and funded. Additional information about public investments, costs, and timelines will be prepared at a later phase of this project.
4. **Incremental development and redevelopment.** With the enabling comprehensive plan and zoning language and public improvements identified, individual developments will occur over time to knit together the neighborhoods of East Albany. Redevelopment of underutilized sites is expected to occur over time as well.

These actions will be described in more detail in subsequent memos as the City and project team develop a preferred scenario for the East Albany Plan.



DEVELOPMENT SCENARIOS

Draft – August 24, 2022

Conclusion and Next Steps

This memorandum will be reviewed by the Project Advisory Committee and the subject of further community engagement in the Fall of 2022.