

## GOAL 14: URBANIZATION

### NORTH ALBANY PLANNING AREA BACKGROUND SUMMARY

*Staff Comments: The Legislative History and North Albany Background sections are new. They are not in bold for ease of reading.*

#### LEGISLATIVE HISTORY

North Albany has been within Albany's Urban Growth Boundary (UGB) since the UGB was first adopted in 1981.

In January 1990, the State's Environmental Quality Commission declared a public health hazard in the North Albany area due to inadequate provision for collection and treatment of sanitary waste. In a spirit of cooperation, Benton County and the City of Albany adopted an alternative plan to forced health-hazard annexation. Policies recognizing North Albany as an Area of Special Interest were developed and adopted into the Albany Comprehensive Plan. (Ord. 4915, adopted July 27, 1990)

In June 1991, a majority of North Albany residents voted to annex the remaining land (2,437 acres) in the Benton County portion of the Albany Urban Growth area to the City of Albany. This election set the stage for extension of sanitary sewers to alleviate the health hazard from failing septic systems.

In 1992 the City adopted area-specific Comprehensive Plan policies and rezoned property in North Albany. (Ord. 5018, adopted December 16, 1992)

#### NORTH ALBANY BACKGROUND

Settlement of North Albany began as soon as the young town of Albany took hold in the 1860s. A rural pattern of farmhouses on large acreages prevailed until the post-Depression era in the early 20th century. The Ellsworth Street Bridge across the Willamette River replaced the old Steel Bridge in 1926, greatly improving access to goods and services. At the same time, the first water system was built for widespread distribution of household water in a groundwater-poor area. Small-lot subdivisions soon followed.

Subdivisions dotted the landscape and water systems stretched to reach them. A private sewage treatment plant was constructed to serve several subdivisions. Septic systems for individual homes in the upper elevations of North Albany did not function well in denser clay soils. By the late 1960s, the inadequacy of these sewage disposal systems became a neighborhood concern for North Albany residents.

North Albany residents talked of incorporating their own city and calling it Springhill. Annexation to Albany was also considered. Whatever the solution to the sewage problem, North Albany residents wanted to keep the tranquil rural ambiance that drew them to the area in the first place. These ideas are reflected in the first land use planning document, the *1974 North Albany Comprehensive Plan* prepared by the Benton County Planning Department.

Many of the issues identified by residents during the 1974 planning process have persisted to this day: how to accommodate growth without compromising rural character; how to deal with infrastructure issues, including a constrained transportation network; the need for a sanitary sewer system; how to ensure 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.

The City led a series of neighborhood meetings in 1990, surveying residents about their desired future for the North Albany area. This led to a 2,437-acre annexation in 1991, expanding the city limits to the urban growth boundary and setting the stage for extension of sanitary sewers to alleviate the health hazard from failing septic systems. In 1992, the City adopted area-specific Comprehensive Plan amendments and property in North Albany.

In 2002, the City began work on the *North Albany Refinement Plan*, a periodic review project to update the land use plan for this area. The Plan looks ahead to the community's needs over the next 20 years. The North Albany population is estimated to increase from 5,385 in 2002 to 6,250 in 2020. North Albany is projected to accommodate 19,000 people at complete build-out (date unknown). The Plan proposes ways to balance growth with protection of natural resources, livability, and public and private services.

North Albany is 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. Near the river, the land is relatively flat, containing several historic river channels, including Thornton Lakes and Horseshoe Lake, and a broad floodplain. Much of this land was under water during the 1964 and 1996 floods.

Farther north and west, the topography changes to rolling hills, valleys, and wooded ridges with elevation changes of up to 400 feet. Much of this land is still in farm use, while hillsides are wooded or partially developed with large rural residential lots. Vegetation in the valleys includes various prairie grasses, pasture, cultivated croplands, and riparian vegetation, while the hillsides and ridges include Douglas fir, grand fir, noble fir, western red cedar, western hemlock, Oregon white oak, ash, red alder, and big leaf maple.

***Staff Comments:** We propose to expand the Site of Special Interest concept by adding to it and moving North Albany specific information to this special section. The wording below proposed for deletion is no longer applicable due to annexation.*

**SITE 4:**

~~In January 1990, the Environmental Quality Commission declared that a public health hazard existed in the North Albany area due to inadequate provision for collection and treatment of sanitary waste. In a spirit of cooperation, Benton County and the City of Albany adopted an alternative plan to forest health hazard annexation. The development and inclusion of the following policies in the Albany Comprehensive Plan recognizes North Albany as an Area of Special Interest. This designation is warranted due to the following factors: the declared health hazard; population density; a land use pattern of near-urban development; and the long-standing existence of citizens' advisory groups such as the Albany Benton County Intergovernmental Advisory Committee (ABC Committee) and the North Albany Citizen's Advisory Committee (CAC).~~

~~The following policies have been developed jointly by the North Albany Citizen's Advisory Committee and planning staff from Benton County and the City of Albany. These policies are to be used in addition to all other applicable Comprehensive Plan policies and will provide direction regarding future planning actions needed for the area. Where there is inconsistency in the North Albany area between other existing Plan policies and these policies, the North Albany Site of Special Interest policies take precedence over the application of other Comprehensive Plan policies.~~

## GOAL 14: URBANIZATION

### NORTH ALBANY PLANNING AREA GOALS, POLICIES, AND IMPLEMENTATION METHODS

***Staff Comments:** The following section represents proposed changes to the Comprehensive Plan. Existing North Albany goals, policies, and implementation measures have been organized and renumbered under topic headings. Proposed new text is shown in **bold**. Text shown as ~~strike~~ represents text that is proposed to be deleted. Text that is neither **bold** nor ~~strike~~ represents current policies and implementation measures.*

**The North Albany Planning Area goals, policies and implementation measures are organized under the following headings:**

**Land Use**  
**Natural and Cultural Resources**  
**Transportation**  
**Public Utilities**

**In addition to the following North Albany policies, city-wide goals and policies throughout the Comprehensive Plan also apply in North Albany. Where there is inconsistency, the North Albany policies take precedence over the application of other Comprehensive Plan Policies.**

#### **GOALS:**

- 1. Support growth that protects North Albany’s rural character and natural and cultural resources while encouraging quality developments at appropriate densities.**
- 2. Create great neighborhoods that offer diversity in housing choices.**
- 3. Create village and neighborhood centers that offer daily goods, services and employment convenient to North Albany residents.**
- 4. Preserve the carrying capacity function of Highway 20 in North Albany.**

#### LAND USE

#### **POLICIES:**

- 1. Preserve North Albany’s rural character and natural features by allowing and encouraging cluster development.**
- 2. Encourage development patterns that promote the efficient use of land and infrastructure.**
3. Open Space designations on the Comprehensive Plan Map are intended to maintain open space in areas generally unsuitable for development and to identify linear linkages between undevelopable, open space areas. In some circumstances, Open Space map designations are generalized rather than site specific and it is the intent of the City to exercise flexibility in determining specific locations.
4. Development which is not at its ultimate urban density shall be approved only when it can be shown that such development will not preclude or inhibit further development in the surrounding area from occurring in a logical and efficient manner. All development on, or resulting in,

parcels larger than the minimum lot size for the zoning district shall be designed so as not to interfere nor conflict with the subsequent orderly transition to efficient, higher density planned urban uses. This also applies to construction of all single family units on existing lots of record which are outside platted subdivisions. Urban conversion plans are required for all such development demonstrating that the proposed lot and/or development can accommodate future development at the density range allowed by the Albany Comprehensive Plan and/or Zoning Map will allow the logical and efficient extension of streets and city services.

5. Encourage new residential development bordering designated and zoned farmland outside the UGB to be adequately setback, screened and buffered to minimize potential conflicts between residential and farm activities.
9. ~~Create a design overlay district to encourage appropriate design and development standards for the commercial and multifamily districts and for those areas adjacent to Thornton Lakes. Additionally, all future development proposals involving properties located between East Thornton Lake and the railroad tracks shall be reviewed and approved as a Planned Development in order to protect Thornton Lake and its surrounding wetlands and sensitive natural areas. **Staff Comment:** Design standards were adopted in 2000 with the Great Neighborhoods project. The proposed Cluster Development overlay district should help protect Thornton Lakes and the surrounding wetlands and natural areas.~~

**IMPLEMENTATION MEASURES:**

1. ~~Develop~~ **Continue to refine** planning policies and appropriate map designation to promote desirable housing opportunities in North Albany.
2. Within North Albany, evaluate the need for neighborhood ~~shopping facilities~~ **commercial opportunities** as part of the on-going evaluation of the Albany Comprehensive Plan. **In particular, consider the future intersection of Crocker Lane and North Albany Road as a neighborhood node.**
3. Provide the opportunity to cluster development within areas subject to environmental constraints to achieve allowed densities and protect public safety and environmental values.
4. Develop standards that would consider the protection of views in North Albany as part of the land development review process. **Staff Comment:** *The proposed Cluster Development overlay district standards is a start at trying to preserve view sheds in North Albany.*
5. Urban conversion plans are required to be submitted with development proposals which result in development of parcels which can be further divided. This also applies to construction of all single family units on all lots which are outside of platted subdivisions. The urban conversion plan shall demonstrate that the lot can accommodate future development at the density range allowed by the Albany Comprehensive Plan and/or Zoning Map and will allow the logical and efficient extension of streets and city services. The urban conversion plan shall show street and road rights-of-way, utility easements, drainage ways, natural or man-made lot development constraints (steep slopes, wetlands, access easements, etc.), future lot divisions at urban densities, and other proposed improvements including dwellings and accessory structures. All dwellings shall be placed within the boundaries of the future lots shown on the conversion plan and shall meet the setback and lot development requirements of the Albany Development Code.
6. Encourage the Greater Albany Public School District (GAPS) to recognize the importance of North Albany neighborhood schools and to examine all alternatives before proposing closure.
7. ~~Develop standards that, where possible, provide for setbacks, buffering, and screening between new residential developments that would border farmland outside the UGB to mitigate the~~

~~potential for conflict.~~ *Staff Comments: With the annexation of North Albany, the Development Code was amended (Ordinance 5018) to require a minimum 125-foot separation between residential activities bordering designated and zoned productive farmland outside the Urban Growth Boundary. Screening and buffering are encouraged to be incorporated into the site design in addition the 125-foot separation.*

- ~~22. Establish a Task Force to assist in the development of design standards and review procedures to be applied in the new design overlay district.~~ *Staff Comments: This implementation measure is proposed to be deleted because design standards for residential and commercial development were adopted with the Great Neighborhoods project in 2000 and the North Albany Refinement Plan.*

*Staff Comments: The following implementation measures originated in 1990 (pre 1991 annexation). They are no longer appropriate because North Albany is a part of the city now. They are proposed to be deleted.*

- ~~19. In conjunction with the North Albany Rural Fire Protection District, plan for future fire protection services in North Albany including methods to levy equitable assessments and fees to be used for facility construction and equipment.~~
- ~~21. Provide for the continued provision of library service for North Albany residents.~~
- ~~22. Investigate a park dedication/fee system to be collected and utilized within North Albany.~~
- ~~23. Continue to utilize the North Albany Citizens' Advisory Committee (CAC) to review major development actions in North Albany.~~
- ~~24. Consider North Albany representation on the Albany Planning Commission for at least those land use actions affecting the North Albany UGB, concurrent with transfer of land use planning and building permit authority in the North Albany UGB to the City.~~
- ~~5. Consider development of standards in regard to the keeping of animals in North Albany that maintain neighborhood compatibility, but also provide for greater flexibility than what is possible in the urbanized portion of the UGB.~~

### NATURAL AND CULTURAL RESOURCES

#### **POLICIES:**

- 1. Minimize potential impacts to riparian vegetation, stream hydrology and adjacent land uses.**
- 2. Protect wetlands, floodplains, riparian corridors and other critical natural resources through the use of stormwater management measures and through appropriate practices (cluster development, setbacks from significant resources, corridor protection and reduction of impervious surfaces).**
- 3. Provide neighborhood parks and a connecting off-street multi-use trail system.**
- 4. Protect and enhance cultural and historic resources.**

#### **IMPLEMENTATION MEASURES:**

1. Within North Albany, maintain open space in areas that are unsuitable for development including steep slopes, floodway, wetlands, and drainageways.

## EXHIBIT A

2. Where possible in North Albany, develop linkages between steep slopes, drainageways, wetlands, and publicly owned lands to develop a linear network of open spaces and/or parks.
3. Implement adopted City provisions which would provide for the protection of identified North Albany wetlands consistent with state and federal law.
4. **Consider recommendations in the North Albany Refinement Plan for inclusion in the Parks, Recreation, and Open Space Plan when it is updated.**
5. Identify resources in North Albany which are appropriate for addition to the City's historic inventory.
6. Utilize historic review procedures to protect North Albany's historic resources.
7. Develop site planning review procedures for forest management practices that would assist in maintaining the special character of the North Albany area.

### TRANSPORTATION

#### **POLICIES:**

1. Connect every street stub to another street, existing or proposed. An exception will be made where there are existing hazardous conditions for pedestrians, such as no sidewalks, or for vehicles, such as poor sight distance or accident history. An exception is also warranted where it is not practical to extend the street due to on-site physical constraints, such as existing development, steep slopes, wetlands, or drainageways, in which case the new development shall provide for a cul-de-sac to end the street.
2. Extend all streets in new subdivisions and partitions to the boundary of the property where a continuous of the street will intersect a property line. Right-of-way should be dedicated and the street should also be constructed. An exception will be made where there are physical limitations on adjoining property due to existing development, steep slopes, wetlands, or drainageways. Street extensions should generally extend the overall block pattern of the neighborhood or the interval should follow the block design pattern established in the Development Code.
3. Allow cul-de-sacs only where physical circumstances (e.g., existing development, natural features) impair internal or perimeter street connections. Make street connections whenever possible, especially to attractors such as parks, schools, transit routes, and other neighborhoods. Cul-de-sac design should allow for a sidewalk to the adjacent attractor so that a pedestrian corridor is preserved even though the vehicle corridor is closed. Design pavement for pedestrian ways to support maintenance or emergency vehicles.
4. The North Albany Local Street Plan, prepared by Kimley-Horn and Associates, Inc., dated June 30, 1995, is adopted in its entirety as a supporting document to the Comprehensive Plan.
5. **Support the development of alternate street standards that may be considered on a site-specific basis if unusual environmental conditions exist and long-term operational and maintenance costs are acceptable to the Director of Public Works.**

#### **IMPLEMENTATION MEASURES:**

1. **Develop and adopt alternate street designs that allow consideration of unusual site conditions while addressing the following: availability of adequate right-of-way, slope restrictive issues, surface water impacts, natural drainage features, transportation**

needs, pedestrian and bicycle needs, drainage requirements, and impacts to significant trees.

2. **Amend the North Albany Local Street System Plan and the Albany Transportation System Plan to realign the North Albany Road extension and incorporate the off-street trail network proposed in the *North Albany Refinement Plan*.**
3. Consider the transfer of Benton County roads and streets to the City of Albany.

*Staff Comments: The following implementation measures date to 1990, pre-annexation. They are proposed to be deleted because they have been addressed through the adoption of the North Albany Local Street Plan and the Albany Transportation System Plan.*

- ~~7. As part of the citywide Transportation Master Plan, address transportation planning issues in North Albany, emphasizing a balanced transportation system that includes the following:
 
  - ~~a. The distribution of automobile traffic to avoid overuse of one or two main corridors.~~
  - ~~b. The need for pedestrian and/or bicycle ways to provide alternative transportation.~~
  - ~~c. The provision of mass transit opportunities.~~
  - ~~d. The location of future local, collector, and arterial streets, and pedestrian and bicycle ways.~~~~
- ~~16. Address the need to develop transportation planning in North Albany that emphasizes a balanced transportation system that includes the following:
 
  - ~~a. Balancing, where possible, the distribution of automobile traffic to avoid overuse of one or two main corridors.~~
  - ~~b. The need for pedestrian and/or bicycle ways to provide alternative transportation.~~
  - ~~c. The provision of mass transit opportunities.~~
  - ~~d. The location of future local, collector, and arterial streets, and pedestrian and bicycle ways.~~~~

**PUBLIC UTILITIES**

**POLICIES:**

1. Sanitary sewer facilities necessary to serve new development in North Albany shall be:
  - a. Constructed to City of Albany standards.
  - b. Adequately sized to accommodate development densities based on ultimate build-out of either the project or the area to be served.
  - c. Located and developed in accordance with an approved North Albany Sanitary Sewer Facility Plan.
2. Water rates to properties outside the city limits will be established so that generated revenues are sufficient to compensate the City for extra costs of providing the services and to ensure funds necessary to maintain and upgrade the facilities as needed.
3. Water service will continue to be provided, consistent with the capacity of the current system, to existing **North Albany County Service District (NACSD)** customers outside the UGB. The area of water service outside the UGB will not be expanded without an exception to Goal ~~11~~ **except as authorized in Resolution 3363.** *Staff comments: Wording suggested by Public Works Director to reflect current city policy.*
4. The City of Albany will not provide sewer service outside the Urban Growth Boundary except to serve the public educational use of Oak Grove School.

5. A New single family development on an individual parcel must extend and connect to the public water system when service is available within 150 feet and to the public sewer system when service is available within 300 feet of the property. All other development must connect to the public water and sewer systems.
6. ~~When sewer and water service is provided to a developable parcel(s), the property may be developed at an overall density of approximately of 10,000 square feet per unit. Upon approval of a submitted development plan where water and sewer service is provided and public improvement requirements are met, property zoned Comprehensive Plan Map designated Urban-Residential Reserve (URR) property shall be assigned an RS-10, RS-6.5 or RS-5 zone designation without a zone change, based on the zoning shown in Figure 1. Likewise, properties designated Village Center on the Comprehensive Plan Map designated Residential Medium density (Res-Med) property shall be assigned an RM-5 zone designation without a zone change. For higher or lower densities a zone change is required.~~
7. For areas of North Albany where sewer service is not available property shall not be divided into parcels that create an average density more intense than one dwelling unit per five acres.
8. New storm drainage facilities in North Albany shall be:
  - a. Constructed to City of Albany standards.
  - b. Adequately sized to accommodate development densities based on ultimate build-out of either the project or the area to be served.
  - c. Developed in accordance with the Storm Drainage provisions of the Albany Development Code, Public Improvements Section.

*Staff Comments: The 1990 utility policies listed below are no longer relevant due to annexation.*

1. ~~The City of Albany, Benton County, and the North Albany County Service District (NACSD) shall comply with the provisions of the jointly adopted Alternative Plan to health Hazard Annexation accepted by the Environmental Quality Commission on January 19, 1990.~~
2. ~~The City of Albany will provide sewer service to the designated North Albany health hazard area without requiring annexation of existing developed properties in order to:
 
  - a. ~~Resolve the health hazard condition in a timely manner and prevent the occurrence of future health hazards.~~
  - b. ~~Provide for orderly urban development opportunities within the North Albany Urban Growth Boundary (UGB).~~
  - c. ~~Ensure the coordinated, timely, and cost effective provision of public services to the UGB.~~~~
3. ~~North Albany residents outside of the designated health hazard area (but within the UGB) are not currently receiving sewer or water service but who desire sewer or water service will be required to annex or file an annexation petition prior to receiving service.~~
4. ~~New development will be required to annex or file an annexation petition prior to receiving water and/or sewer service in North Albany.~~
8. ~~New residential development may be required to connect to the water and/or sewer system if services are within 500 feet of the development and it is feasible to connect.~~
12. ~~Urban services, provided by Benton County or the City of Albany other than sewer and water, shall only be provided at levels that existed as of June 1990 until annexation occurs.~~

**IMPLEMENTATION MEASURES:**

## EXHIBIT A

1. Develop, **adopt** and periodically update a North Albany Storm Drainage Master Plan.
2. As part of a Storm Water Drainage Master Plan for North Albany, identify as needing protection key swales and drainages that serve a vital role in the overall storm water drainage and flood water management system in North Albany.

*Staff Comments: The 1990 utility policies listed below are no longer relevant due to annexation.*

- ~~7. When possible, phase public improvement projects in North Albany to minimize the impact of multiple assessments. (1990 and 1992)~~
- ~~6. Develop Standards to allow extension of water services to areas outside of the UGB but within the NACSD that are consistent with the County Comprehensive Plan.~~

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