



Kevin Kreitman, City Manager  
Janelle Booth, Assistant City Manager/City Engineer  
Scott Cowan, Mayor

January 23, 2023

Via email: [alyssa.boles@co.linn.or.us](mailto:alyssa.boles@co.linn.or.us)

Linn County Board of Commissioner  
c/o Alyssa Boles, Planning Manager  
Rm 114, Linn County Courthouse  
PO Box 100  
Albany, OR 97321

Dear Commissioners:

Thank you for your time on this important matter regarding the City's UGB swap request before you. I would like to provide some context and background information regarding The City's request.

Over 50 years ago, on June 15, 1971, the City of Albany adopted a new Comprehensive Plan that included heavy industrial zoned property in what is now the City of Millersburg. In response to that action, Wah Chang expressed concern with the potential of paying City of Albany property taxes if annexed. That concern led to a petition for incorporation of a new city of 200 acres in March of 1972 to the Linn County Commissioners. The incorporation hearing was held before the Linn County Board of Commissioners in May of 1972. At this hearing the Commissioners expanded the boundaries of the proposed City to include several hundred acres of farmland and rural residential land north of the Millersburg industrial complex (the industrial complex was the area generally located south of Conser Road); bringing the total area proposed for incorporation to over 2,000 acres.

The vote for incorporation was passed by the residents on a vote of 76-74, and the City of Millersburg was established and incorporated on June 19, 1974, containing 2,307 acres. Following incorporation, the Planning Commission for the City was established on February 11, 1975.

The City's first Comprehensive Plan was completed in 1980. On June 18, 1980, the Linn County Board of Commissioners passed an Ordinance recognizing the Millersburg Comprehensive Plan; Urban Growth Management Agreement; Urban Growth Boundary; and Zoning designations as they applied to the area located between the City limits and Urban Growth boundary.

I would like to highlight some of the recitals of fact included in the adopted Ordinance:

*“WHEREAS, Linn County Planning Commission has reviewed the Millersburg Comprehensive Plan, Urban Growth Boundary, Urban Growth Management Agreement, and Zoning Designations as they apply to the area located between the City limits and Urban Growth Boundary on June 10, 1980, and filed with the Board of Commissioners its Report and Recommendation pursuant to ORS 215.110, with notice of said public hearing before the Linn County Planning Commission having been published...”*

*“WHEREAS, all members of the Linn County Board of Commissioners has had a period of more than one week a copy of the proposed ordinance, and”*

*“WHEREAS, Linn County adoption of the Millersburg Comprehensive Land Use Plan, Urban Growth Boundary, Urban Growth Management Agreement, and Zoning Designations as they apply to the area between the City limits and the Urban Growth Boundary is a necessary step before the review of the Millersburg Comprehensive Plan can be submitted to the Land Conservation and Development for acknowledgment of compliance with state-wide goals...”*

The passage of the Ordinance by the Commissioners recognized the approval and agreement of the Linn County Planning Commission and Linn County Board of Commissioners, of the submitted Millersburg Comprehensive Plan.

I want to share with Board and those in attendance today some points from the 1980 City of Millersburg Comprehensive Plan approved by the County Planning Commission and Board of Commissioners, which I believe provide some key historical context, reference and intent of the Linn County Board of Commissioners both when they first placed the potential formation and incorporation of the City before the citizens of Millersburg, and when they approved the City's first Comprehensive plan, with the expectation of future growth of this community.

## **1980 City of Millersburg Comprehensive Plan**

### **Section 3 Population and Economy of the Plan addresses Millersburg's Economic Role.**

*Over five times as many people work in Millersburg as reside there. Southern Millersburg contains the largest of three major industrial concentrations within the Albany-Millersburg Urban Growth Boundary.*

*Forty-Six percent of the of all industrial employment within the Albany-Millersburg Urban Growth Boundary is located in Millersburg. Of a total estimated industrial employment of 6,670 for the entire area, 3,045 work in Millersburg.*

*Millersburg industrial growth began with sudden growth in size in the 1950's and has gradually expanded ever since.*

*This concentration of industrial development in Millersburg is due to a number of factors, both natural and man-made. The most important single factor is the outstanding transportation advantages Millersburg offers. It is immediately adjacent to two major railroads and Interstate 5, the major west coast freeway. Other important factors*

*contributing to Millersburg's economic development potential are: the availability of large, predominately flat sites suitable for industrial development, the availability of water and sewage facilities...*

*Millersburg, with 3,045 existing industrial related jobs could add somewhere in the region of 2,450 industrial jobs based on the following observations.*

*Millersburg contains some the best industrial sites in the Albany-Millersburg area. Potential industrial sites in Millersburg generally have better accessibility than sites elsewhere.*

### **Section 3 Population and Economy Policies and Recommendations**

#### *Overall Goals*

*To maintain Millersburg's role as a major employment center for the Albany-Millersburg Urban Area, the County and the State of Oregon.*

*To help ensure the economic health and vitality of the Albany – Millersburg Urban Area.*

*To encourage a diversified economic base for the area which broadens and improves long-term employment opportunities.*

Policies - 10 total, and I would like to highlight a couple here.

*The City shall continue to actively encourage industrial and business developments which can help improve the economy of the City, the Albany-Millersburg area, Linn County and the State.*

*The City shall maintain liaison with the Oregon Department of Economic Development (now Business Oregon) to assist in attracting developments that will improve employment opportunities for the area.*

*The City of Millersburg shall work cooperatively with the City of Albany and Linn County to ensure a continually improved economy for residents of Linn County.*

### **Section 4 of the Plan addresses Urbanization**

*The City has recommended to Linn County that agricultural land outside the Urban Growth Boundary be maintained in unsubdivided parcels until needed for urban purposes...*

*Following establishment of the Preliminary Urban Growth Boundary and the City-County Agreement, the City undertook a more detailed analysis of its needs and the opportunities and constraints to urbanization within the area. Also, public hearings were conducted to provide opportunities for citizen participation. As a result of these activities, the Millersburg Urban Growth Boundary (Exhibit "A") and the Planning Area (Exhibit "B") were adopted.*

## Section 5 Land Use

*In recognition of these unique conditions, large portions of Millersburg have traditionally been designated for industrial development. The Albany Comprehensive Plan adopted by the City of Albany in 1971, prior to the formation of the City of Millersburg, designated all the present industrial-zoned land in Millersburg as Industrial Land Use. Furthermore, the 1971 Albany Plan also included the Millersburg Western Industrial Urban Growth Area and additional lands west of Millersburg. Nearly all of this land was designated for heavy industrial development.*

*In accordance with the Albany Plan, Linn County, prior to the formulation of the City of Millersburg, zoned all of the present industrial districts within the City for industrial development. The City's present industrial zoning is a continuation of the planning and zoning initiated by the City of Albany and Linn County.*

*The Millersburg Comprehensive Plan actually includes less industrially designated land than what was designated in the for the area in the 1971 Albany Comprehensive Plan (see Exhibit C).*

Our moto is "A City Linking Agriculture and Industry. The City of Millersburg is proud of our agricultural and industrial background. We believe it is clear from the first actions taken by the County over 50 years ago regarding the incorporation of the City, the County recognized our area as an important industrial hub and employment center for the Albany-Millersburg area and Linn County.

While we recognize and value the concerns of the farmers in the area, it is important to highlight that the property being discussed for the UGB swap has been recognized since the City's first adopted Comprehensive Plan in 1980, as within a Planning Area for future expansion of the City's UGB as noted above, as Exhibit B from the 1980 Comprehensive Plan clearly shows.

The very property we are discussing today was within the Albany Comprehensive Plan adopted in June of 1971, which was the catalyst prompting the annexation request to Linn County in 1972. The property subject to the requested UGB swap, was actually shown as Heavy Industrial at that time. Additionally, at the time Albany adopted their Comprehensive Plan the proposed property for UGB swap was owned by Willamette Industries.

The County Commissioners recognized in both 1972 and 1980 the value that Millersburg would provide to the Albany-Millersburg area and Linn County through jobs and tax revenue, they also recognized the need for the City to expand the UGB into the planning area surrounding the City, which could only occur with the annexation of agricultural lands. This was confirmed with the County's approval of the City's Comprehensive plan in June of 1980.

The City has demonstrated its recognition of the importance of agriculture in our area since incorporation. This can be highlighted by the City's strong support of the County's development of the Mid-Valley Intermodal Center. In March of 2018, Commissioner Nyquist requested to speak with Millersburg's City Council regarding support for the Intermodal Center, and the City Council subsequently passed two resolutions in support.

The City has actively supported the project and attended the State hearings process providing support for funding of the project and reviewed and approved the required land use applications for the project. The City recognizes the value this Intermodal Center will provide to the region and the agricultural community, which is likely to be the largest user group and beneficiary of the facility.

At the time the City committed to support the Intermodal Center, the City and County recognized that the Intermodal Center could be a driver for industrial development. Given that potential, the City began actively marketing City owned property as well other industrial property in the community.

Through those efforts, we have seen a large number of companies interested in the Millersburg area due to the very items mentioned in our Comprehensive Plan, and that the City of Albany recognized in 1971 in their Comprehensive Plan. In addition, we now have the water and wastewater capabilities, and most importantly, availability of electricity and natural gas, to meet large industrial needs, as well as an Intermodal Center that is attractive to potential industries that have import and export needs. Because of the concentration of larger power users and the recent investments in a new power substation and transmission lines, Millersburg is one of the few areas in the state that can currently accommodate large power needs of industries.

This has resulted in three current projects which will consume a significant portion of our available industrial lands, bring needed high-paying jobs to the region. Additional interest continues to be shown in our area increasing the urgency to plan for the future.

The company identified in the letter provided by Business Oregon was attracted not only by those factors, but also by the potential value of the Intermodal Center as well as rail access to the site; they toured the Intermodal Center during their visit.

It is clear that Linn County, by actions 50 years ago, recognized the value that Millersburg would provide to the Albany-Millersburg area and Linn County through jobs and tax revenue. The land we have proposed for the UGB swap has been identified since the County approval of the City of Millersburg's Comprehensive Plan in 1980 as within the Planning Area (Exhibit B) for future UGB expansion, as well as shown outright as Heavy Industrial in Albany's Comprehensive Plan in 1971. I would also note that our current Planning Area does not expand farther west of the proposed UGB swap area to include the entire area shown in the Albany Comprehensive Plan in 1971.

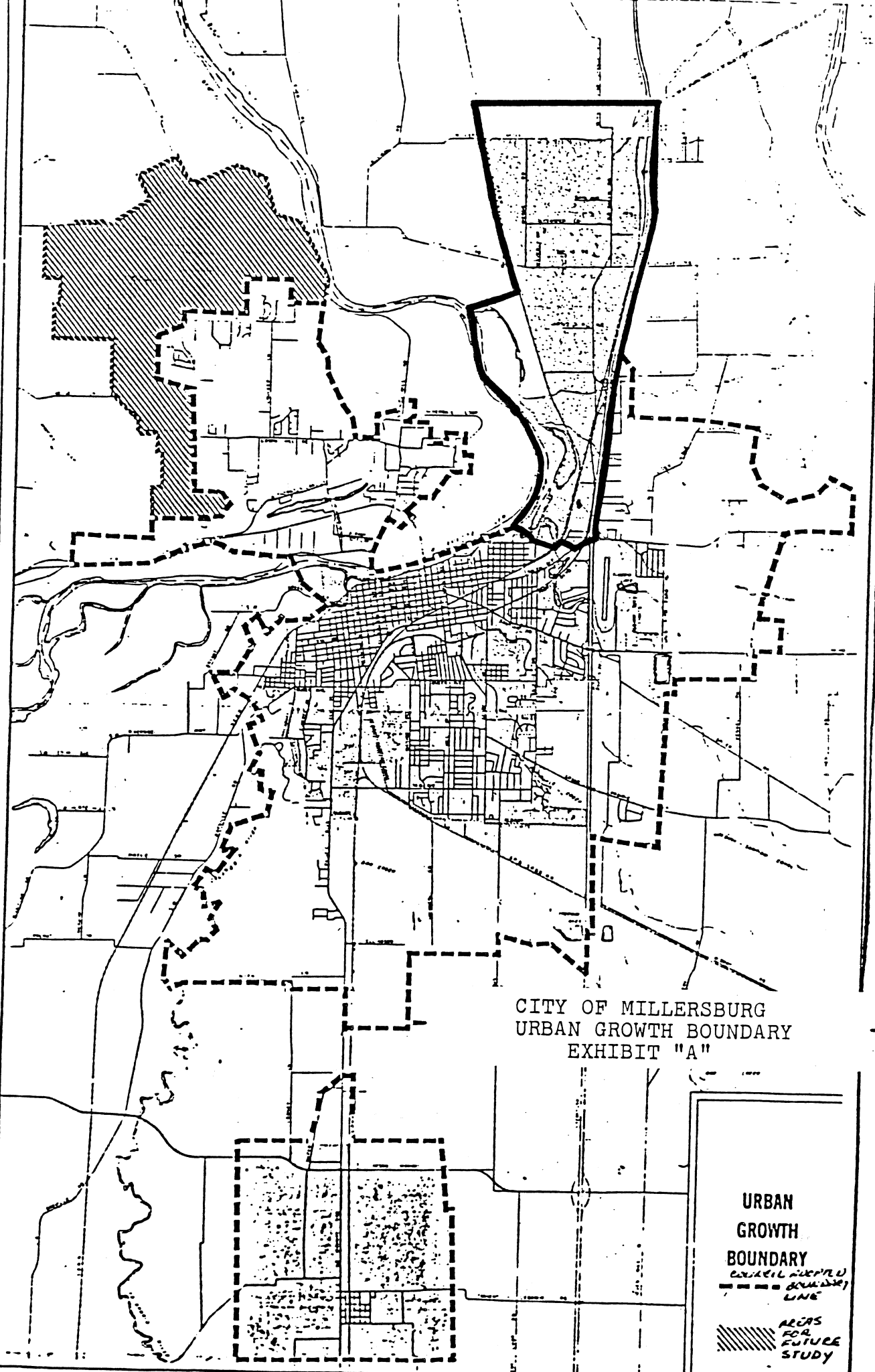
While we recognize the concerns about impacts on the farming community expressed during the Linn County Planning Commission hearing, since at least 1971, this property was identified for eventual industrial development. We believe the history of the property involved in the requested UGB swap clearly demonstrates this property has been planned for eventual inclusion in the Millersburg UGB and ultimately industrial development. The time for action is now.

We request your approval of the UGB swap, and the potential for significant jobs and value to the region.

Thank you for your time and consideration.

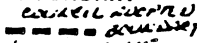
A handwritten signature in blue ink, appearing to read "Kevin H. Kreitman". The signature is fluid and cursive, with a long horizontal flourish extending to the right.

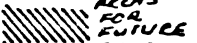
Kevin Kreitman, City Manager, City of Millersburg

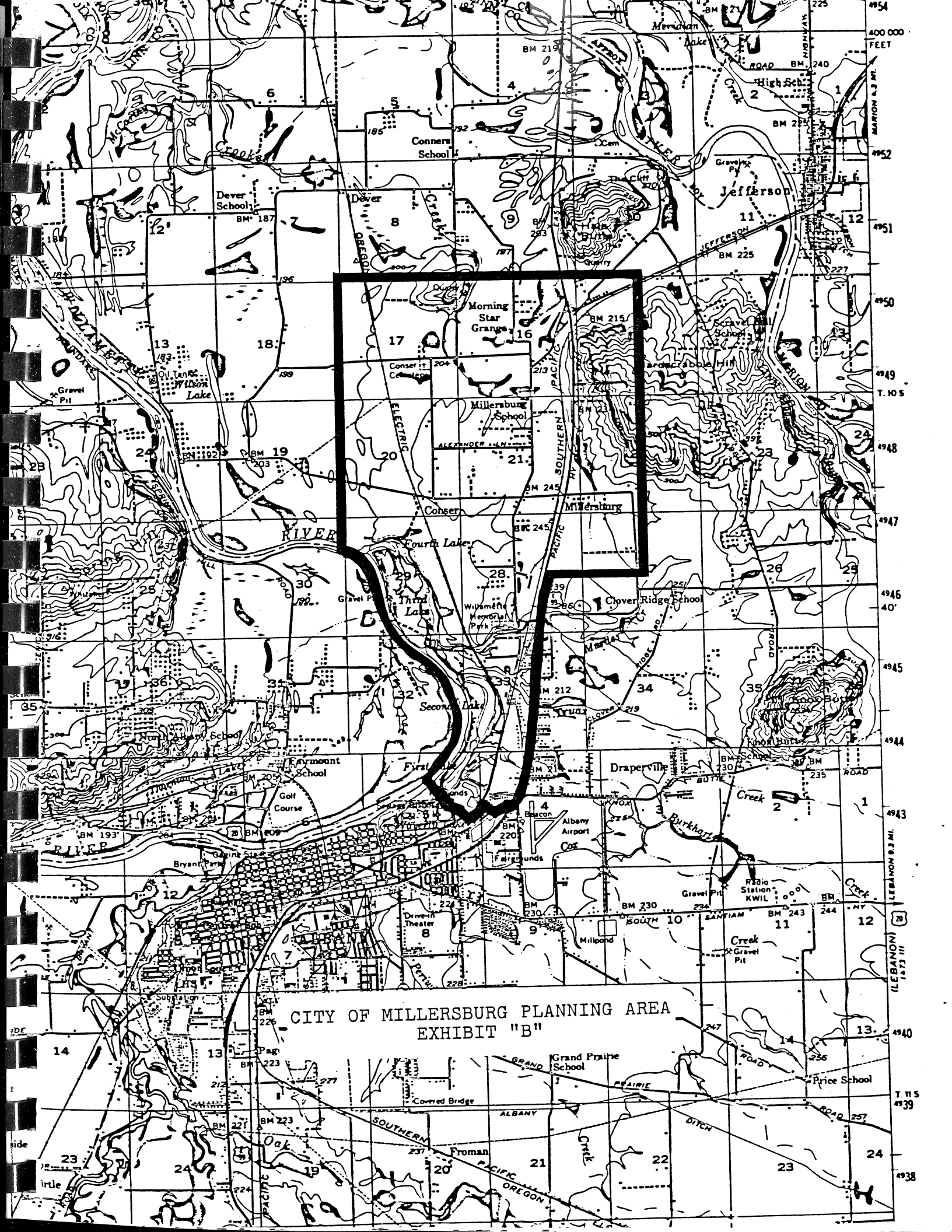


CITY OF MILLERSBURG  
URBAN GROWTH BOUNDARY  
EXHIBIT "A"

URBAN  
GROWTH  
BOUNDARY

 COUNCIL DISTRICT  
BOUNDARY  
LINE

 AREAS  
FOR  
FUTURE  
STUDY



CITY OF MILLERSBURG PLANNING AREA  
EXHIBIT "B"

400 000  
FEET

MARION 1/3 MI.

4952

4951

4950

4949

T. 10 S

4948

4947

4946

40'

4945

4944

4943

LEBANON 1/3 MI.

4940

T. 11 S

4939

4938

14

13

12

11

10

9

8

7

6

5

4

3

2

1

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

28

29

30

31

32

33

34

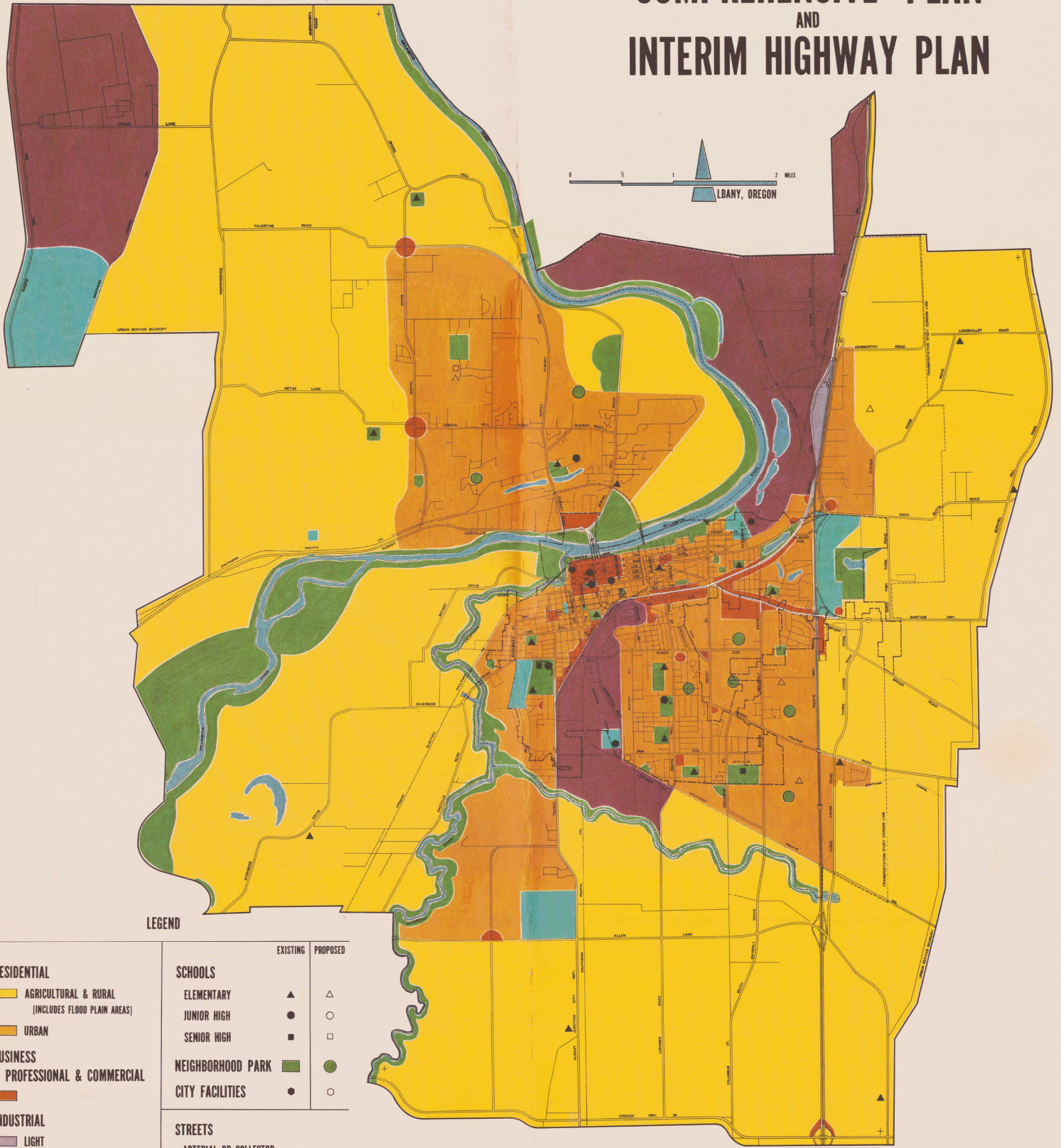
35

36



# ALBANY

## COMPREHENSIVE PLAN AND INTERIM HIGHWAY PLAN



### LEGEND

<b>RESIDENTIAL</b>	<b>SCHOOLS</b>	EXISTING	PROPOSED
<ul style="list-style-type: none"> <li>AGRICULTURAL &amp; RURAL (INCLUDES FLOOD PLAIN AREAS)</li> <li>URBAN</li> </ul>	<ul style="list-style-type: none"> <li>ELEMENTARY</li> <li>JUNIOR HIGH</li> <li>SENIOR HIGH</li> </ul>	<ul style="list-style-type: none"> <li>▲</li> <li>●</li> <li>■</li> </ul>	<ul style="list-style-type: none"> <li>△</li> <li>○</li> <li>□</li> </ul>
<ul style="list-style-type: none"> <li>BUSINESS PROFESSIONAL &amp; COMMERCIAL</li> </ul>	<ul style="list-style-type: none"> <li>NEIGHBORHOOD PARK</li> <li>CITY FACILITIES</li> </ul>	<ul style="list-style-type: none"> <li>■</li> <li>●</li> </ul>	<ul style="list-style-type: none"> <li>●</li> <li>○</li> </ul>
<ul style="list-style-type: none"> <li>INDUSTRIAL</li> <li>LIGHT</li> <li>HEAVY</li> </ul>	<ul style="list-style-type: none"> <li>STREETS</li> <li>ARTERIAL OR COLLECTOR</li> <li>LOCAL</li> </ul>	<ul style="list-style-type: none"> <li>—</li> <li>—</li> </ul>	
<ul style="list-style-type: none"> <li>PUBLIC SERVICE</li> </ul>	<ul style="list-style-type: none"> <li>CITY LIMITS</li> </ul>	<ul style="list-style-type: none"> <li>- - - -</li> </ul>	
<ul style="list-style-type: none"> <li>PARKS</li> <li>RECREATION &amp; OPEN SPACES</li> <li>PUBLIC &amp; PRIVATE</li> </ul>	<ul style="list-style-type: none"> <li>RAILROADS</li> </ul>	<ul style="list-style-type: none"> <li>—+—+—+—</li> </ul>	
<ul style="list-style-type: none"> <li>WATERWAYS</li> </ul>	<ul style="list-style-type: none"> <li>TRANSPORTATION STUDY CORDON LINE</li> <li>URBAN SERVICE BOUNDARY</li> </ul>	<ul style="list-style-type: none"> <li>- - - -</li> <li>—</li> </ul>	

NOTE: Some streets are shown on this map that have not yet been constructed. When they are constructed, the agencies responsible for their construction will make those surveys to determine final locations. These final locations may or may not be exactly as shown on this map.

New roads and streets are shown on this map both within and outside the Transportation Study Cordon Line. However, the list of projects shown in the text (on the reverse) is limited to those projects inside the Transportation Study Cordon Line.

Exhibit C