City of Millersburg

Comprehensive Plan- 2020

Revised December 2022

Contents

SECTION 9.100 PLANNING

The Millersburg Comprehensive Plan is directed towards meeting the applicable Statewide **Planning Goals and Guidelines of the Oregon Land Conservation and Development Commission** (LCDC).

This introductory element specifically addresses the first two goals. **Goal 1** reads: "To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process".

The Millersburg Plan was developed and adopted with extensive citizen participation over a period of four years. Provisions are also included in this element for continued citizen involvement in the planning process.

Goal 2 reads in part: "To establish a land-use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions".

The inventories undertaken during preparation of the Comprehensive Plan, in addition to previous studies identified in the bibliography, provide the factual basis for the plan. Utilizing this factual data, the Planning Commission and City Council with the assistance of citizen involvement, evaluated alternative courses of action and made final policy choices, taking into consideration social, economic, energy, and environmental needs. The information, policies and recommendations of the entire Plan are directed towards meeting Goal 2.

This introductory element describes the basic process used for land use planning in the Millersburg area and also describes the location of the City and the area which was analyzed during the planning process. Also included is a description of the development and purpose of the Plan; the state goals addressed; the citizen and agency programs utilized; a description of the structure and use of the Plan; the general goals and objectives; and the administrative policies and recommendations adopted for Plan implementation.

The other seven elements of the Plan address specific Plan topics

SECTION 9.110 CITY OF MILLERSBURG

The City of Millersburg was incorporated on June 19, 1974 and a Planning Commission was established on February 11, 1975.

Millersburg is located in Linn County, immediately north of the City of Albany. A contiguous City Limits boundary along Cox Creek divides the two Cities. The City is situated between the Interstate 5 freeway and the Willamette River. It is also located between the Union Pacific Railroad on the east and the Burlington Northern Railroad on the west.

The City is approximately a mile wide in the east-west direction and three and one-half miles long in the north-south direction. It contains 2,850 acres and has a resident population of 730 and an employment population of approximately 3,000.

The City contains the major industrial employment companies for the Albany-Millersburg Area and is a dominant factor in the economy of the whole Mid-Willamette Valley.

Although the City is a major industrial center, its area is almost equally divided between industrial and residential land uses.

The primary issue relative to growth and development of the Millersburg area depends upon the relationship between the carrying capacity of the area's natural resources and the availability of public facilities, services and utilities.

For additional information see the Historical Background Summary in **Section 9.800, Growth Management**.

SECTION 9.120 PLAN DEVELOPMENT HISTORY

The City of Millersburg is located north of the City of Albany in Linn County. Millersburg and Albany share a contiguous boundary and form an urbanizing area extending into parts of both Linn and Benton Counties.

Since two counties and three cities contain land area which forms part of an urbanizing area that centers on the City of Albany, and since urban service problems and the preservation of prime agricultural lands are of common concern, a joint cooperative planning effort was established between the Cities of Albany, Millersburg, and Tangent, together with Linn and Benton Counties.

A joint committee of Planning Commission Members from the affected jurisdictions initiated a study and adopted policies which were used to determine the location of the Urban Growth Boundary. Elected officials from each jurisdiction approved the preliminary boundary for public hearings in June of 1977.

Public hearings and boundary adjustments occurred during the remainder of 1977 and a final boundary and agreement between the City and Linn County

was signed for the Millersburg Urban Growth Boundary on October 13, 1978. The Boundary contains 2,850 acres (Exhibit "A" of the agreement). A Planning Area was also included in the agreement that contained an additional 2,160 acres around the northern half of the Urban Growth Boundary (Exhibit "B" of the agreement). This is an area of influence that could have an impact on the community.

The City has outright planning responsibility for the area within the City. The City and Linn County have agreed to mutual planning responsibility for the Urban Growth Area outside the City Limits, although this area will remain within the County's jurisdiction until annexation occurs. Annexation of the Urban Growth Boundary Area occurred on November 14, 1989. The County has planning responsibility for the remaining Planning Area although it will submit proposed changes and development proposals to the City for review and recommendation prior to final action.

The area presently contained within the City was previously administered under the Comprehensive Plan, Zoning Ordinance and Subdivision Ordinance of Linn County until the City incorporated in 1974. Most of this area was also included within the Urban Service Boundary of the 1971 Albany Comprehensive Plan.

Sixty percent of the area was designated as existing and future industrial use within the Comprehensive Plans of Albany and Linn County due to excellent rail and highway access, the availability of large level sites, and the availability of water resources. The remaining area was designated as agriculture, rural residential and suburban residential.

Present community attitudes also prefer maintaining the rural residential and industrial relationships recommended in the Albany and Linn County Comprehensive Plans, although growth pressures and the availability of municipal water and sewer service suggest the City should incorporate planning policies and guidelines to provide for the orderly and efficient conversion from rural to urban land use.

The City began its planning effort in the summer of 1975 and prepared an interim rural level of service Policy Plan and a Zoning Ordinance in May 1976.

In the summer of 1977, a sanitary sewage collection system study was initiated which resulted in sanitary sewer service to the industrial southern half of the City late in 1979. With the introduction of sanitary sewers, the City's growth potential has increased substantially over the rural capacity which is limited by septic system feasibility.

The City received a Planning Assistance Grant from the Land Conservation and Development Commission in July 1979 and began final Plan and Ordinance preparations for the City.

The Millersburg Comprehensive Plan contains background data, policies and recommendations relative to existing issues, problems and needs. It also focuses on the growth implications inherent in expanded sewer service to the residential areas of the City.

Based upon the rural and urban issues, the City of Millersburg selected a two-stage approach to development and implementation of the City's Comprehensive Plan.

Stage one consists of policies and recommendations based on the existing rural level of service and the carrying capacity of the natural resources of the area as determined by the Linn County Health and Sanitation Department and the State Department of Environmental Quality.

Stage two consists of developing detailed data which will be utilized in determining urban and rural land use divisions and specific opportunities and constraints for development of each area.
Stage two decisions will be based on the ability and desire to provide urban level services within the community. This will include establishment of urban service districts and a revised determination of development constraints and opportunities based upon available urban services.

The Plan and implementing ordinances have been adopted by the Millersburg City Council after public hearings and will be reviewed and revised as needed on a periodic basis to take into account changing conditions and community needs.

The Plan, supporting documents, and implementing ordinances will be maintained on file in the Millersburg City Hall and are easily accessible to the public.

The planning staffs of Linn and Benton Counties and the Cities of Albany and Tangent provided valuable · assistance to the City of Millersburg in preparation of its Comprehensive Plan. This association has also resulted in an ongoing cooperative working relationship between the jurisdictions.

The 2001 Periodic Review of the Millersburg Comprehensive Plan was the first overall review of the Millersburg Comprehensive Plan since its acknowledgment by the State of Oregon Land Conservation and Development Commission in 1983.

SECTION 9.130 COMPREHENSIVE PLAN - DESCRIPTION AND PURPOSE

The purpose of the Comprehensive Plan is to provide guidelines for conservation and development of community resources and to promote the public health, safety and general welfare of community residents. It is intended to ensure that the City's livability will be enhanced rather than weakened in the face of growth and change. It should not be considered a detailed development proposal, nor is it intended to offer solutions for problems that will require action at higher governmental levels. Nevertheless, local officials, public agencies, and private citizens are continually confronted by developmental decisions that can be facilitated if a general plan for future growth is established.

ORS Chapter 197, administered by the Department of Land Conservation and Development (DLCD), requires that cities and counties adopt comprehensive plans and ordinances that comply with Statewide Planning Goals and Guidelines. **ORS 197.010** provides the basic policy by stating that comprehensive plans:

1. Must be adopted by the appropriate governing body at local and state levels.

2. Are expressions of public policy in the form of policy statements, generalized maps and standards and guidelines.

3. Shall be the basis for more specific rules; regulations and ordinances which implement the policies expressed through the comprehensive plans.

4. Shall be prepared to assure that all public actions are consistent and coordinated with the policies expressed through the comprehensive plans.

5. Shall be regularly reviewed and, if necessary, revised to keep them consistent with the changing needs and desires of the public they are designed to serve.

ORS 197.175 more specifically outlines local government responsibility when it states, "…each City and county in this state shall:

1. Prepare and adopt comprehensive plans consistent with state-wide planning goals and guidelines approved by the commission (LCDC) and

2. Enact zoning, subdivision and other ordinances or regulations to implement their Comprehensive Plans."

ORS 197.015 (4) provides the official definition of Comprehensive Plan as follows:

"Comprehensive Plan" means a generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county or special district that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational systems, recreational facilities, and natural resources and air and water quality management programs. "Comprehensive" means all-inclusive, both in terms of the geographic area covered and the functional and natural activities and systems occurring in the area covered by the Plan.

The Comprehensive Plan for Millersburg is the City's official policy guide for conservation and development of community resources. It is intended to ensure that the City's livability will be enhanced rather than weakened in the face of growth and change and is designed to promote the public health, safety, and general welfare of community residents.

The Comprehensive Plan is the document through which the citizens of Millersburg will implement their choices on how growth and change will occur and how it will be managed. It should not be considered a detailed development proposal, but a framework within which public officials and private citizens can coordinate their individual developmental decisions.

SECTION 9.140 STATEWIDE PLANNING GOALS & GUIDELINES

The City of Millersburg recognizes its responsibility to include consideration of the Statewide Planning Goals and Guidelines as adopted by the Land Conservation and Development Commission (LCDC). To fulfill this responsibility, the City has included consideration of the following goals:

Goal 1 Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases off the planning process.

Goal 2 Land Use Planning: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Goal 3 Agricultural Lands: To preserve and maintain agricultural lands.

Goal 4 Forest Lands: To conserve lands for forest uses.

Goals Open spaces Scenic and Historic Areas and Natural Resources: To conserve open space and protect natural and scenic resource.

Goal 6 Air, Water, and Land Resources Quality: To maintain and improve the quality of air, water, and land resources of the state.

Goal 7 Areas Subject to Natural Disasters and Hazards: To protect life and property from natural disasters and hazards.

Goal 8 Recreational Needs: To satisfy the recreational needs of the citizens and visitor of the state.

Goal 9 Economy of the State: To diversify and improve the economy of the state.

Goal 10 Housing: To provide for the housing needs of the citizens of the state.

Goal 11 Public Facilities and Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Goal 12 Transportation: To provide and encourage a safe, convenient, and economic transportation system.

Goal 13 Energy Conservation: To conserve energy.

Goal 14 Urbanization: To provide for an orderly and efficient transition from rural to urban land use.

Goal 15 Willamette Greenway: To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

SECTION 9.141 APPLICABILITY OF GOAL TOPICS

The following tabulation indicates the applicability of Statewide Planning Goals to the City of Millersburg.

Goal Topic:

1.	Citizen *Involvement*	Yes			
2.	Land Use Planning	Yes	7a.	Flooding	Yes
3.	Agricultural Lands	Yes	7b.	Flooding	Yes

4.	Forest Lands	No	7c.	Erosion Areas	No
5a.	Open Space	Yes	7d.	Weak Foundation Soils	Yes
5b.	Mineral Aggregate	No	7e.	Other Natural Hazards	Yes
5c.	Energy Sources	No	8.	Recreation	Yes
5d.	Fish & Wildlife Habitat	Yes	9.	Economy	Yes
5e.	Ecological, Scientific Natural Areas	No	10.	Housing	Yes
			11a.	Schools	Yes
5f.	Scenic Views and Sites	Yes	11b.	Water Supply	Yes
5g.	Water Areas	Yes	11c.	Sewage Disposal	Yes
5h.	Wetlands	Yes	11d.	Drainage	Yes
5i.	Watersheds	Yes	11e.	Solid Waste	Yes
5j.	Groundwater resources	Yes	11f.	Other Facilities, Services	Yes
5k.	Wilderness	No	12a.	Highways, Roads, Streets	Yes
51.	Historic Areas, Structures	Yes	12b.	Bicycle, Pedestrian Transportation	Yes
5m.	Cultural Areas	No			
5n.	Recreation Trails	Yes	12c.	Transit	Yes
5o.	Wild, Scenic Waterways	No	12d.	Rail Transportation	Yes
6a.	Air Resource Quality	Yes	13.	Energy Conservation	Yes
6b.	Water Resource Quality	Yes	14.	Urbanization	Yes
6c.	Land Resource Quality	Yes	15.	Willamette Greenway	Yes

Goal topics with a "no" indication are not given detailed consideration in the Plan since these elements do not exist within the Planning Area or the topic does not apply.

SECTION 9.150 CITIZEN INVOLVEMENT PROGRAM

The City of Millersburg recognizes its responsibilities under the Statewide Planning Goals and Guidelines as adopted by the Land Conservation and Development Commission to prepare, adopt, and implement a "Citizen Involvement Program". This program is intended to assure that all citizens have an opportunity to be involved in all phases of the planning process.

In order to fulfill this responsibility, the City has adopted the following Citizen Involvement Program:

1. The Millersburg Planning Commission is designated as the Committee for Citizen Involvement.

2. Open public meetings will be conducted by the Planning Commission at key points during the course of the planning program. Through these meetings, citizens will be given the opportunity to participate in planning activities such as data collection, plan preparation and plan implementation.

3. The times of regular Planning Commission meetings and special meetings shall be widely publicized Notification shall be by at least one newspaper of general circulation within the community and posting at the City Hall, Fire Station and the General Store. Notification will be given the week of the meeting.

   Minutes of all Planning Commission and City Council meetings shall be maintained and available for public use through the City Recorder.

5. The public shall be given the opportunity to review and comment on planning proposals both verbally and at public meetings and in writing. The City will try to respond to the comments in an appropriate fashion.

6. Copies of plans, studies, and ordinances shall be available for public use through the office of the City recorder.

7. Communication between citizens and city officials shall be encouraged to continue.

8. Members of the Planning Commission will be chosen by an. application-review- appointment method with selection based on maintaining a broad cross section of interest and geographic area representation on the Commission

9. A periodic evaluation of the Citizen Involvement Program shall be made by the Planning Commission and modification of the program shall be made as necessary to meet the changing needs of the community.

SECTION 9.160 AGENCY INVOLVEMENT PROGRAM

The City of Millersburg recognizes its responsibility under the Statewide Planning Goals and Guidelines as adopted by the Land Conservation and Development Commission, to prepare, adopt and implement a program for "Agency Involvement and Coordination". This program is intended to assure an effective working relationship with those local, state, and federal agencies which may have an interest in the City and its surrounding area.

To fulfill this responsibility, the City has adopted the following agency involvement program:

(1) The City will establish direct contact with the following agencies:

Regional and Local Agencies (RLA)

1. Linn County
2. City of Albany
3. Greater Albany Public School District
4. Clover Ridge Grade School
5. Memorial Junior High School
6. West Albany High School
7. Linn-Benton Community College
8. Jefferson Rural Fire Protection District
9. Albany Rural Fire Protection District
10. Linn-Benton Housing Authority
11. Cascade West Council of Governments
12. Pacific Power Company
13. Northwest Natural Gas Company
14. Qwest Telephone Company
15. Albany Sanitation Company
16. Southern Pacific Pipeline

State-Agencies (SA)

1. State Housing Division
2. Department of Environmental Quality
3. State Health Division
4. Division of State Lands
5. Public Utility Commissioner of Oregon
6. Department of Transportation
7. State Highway Division

8. Parks and Recreation Section, State Highway Division
9. Department of Water Resources
10. Intergovernmental Relations Division
11. Department of Fish and Wildlife

Federal Agencies (FA)

1. US Environmental Protection Agency
2. US Fish & Wildlife Service
3. US Department of Agriculture
4. US Department of Energy
5. US Department of Housing & Urban Development
6. US Army Corps of Engineers

Others (0)

1. Union Pacific Railroad
2. Burlington Northern Railroad

(2) The City will inform the above agencies of the status of current planning efforts, future planning work schedules, and regular meeting dates of the City Planning Commission and the City Council.

(3) The City will provide to the various agencies, on request, copies of studies, plans and ordinances which are related to the City's planning program:

(4) The City will request each agency to designate a contact person who will be responsible for coordination with the City;

(5) The City will inform the various agencies of public hearings and other meetings, where they may have an interest. The public, and the agency will be given notice of and an opportunity to participate in the meeting or hearing.

(6) The City will encourage each agency to provide the information which is needed by the City to carry out its planning program. This may involve such activities as:

a. Provision of plans or studies prepared by the agency which are needed by the City.

b. Participation by the agency in public hearings or other meetings.

c. Direct assistance by the agency in the development of a plan or study or with the consideration of a specific planning-related problem.

(7) The City will closely coordinate their planning efforts with the City of Albany and Linn County to facilitate intergovernmental coordination between the agencies to assist in identifying arid resolving potential conflicts.

(8) The City recognizes the value of the of Cascades West Council of Governments in providing needed intergovernmental coordination and regional planning, and will coordinate the City's planning efforts with the CWCOG and other participating agencies.

(9) The City understands that the Statewide Planning Goals require that federal, state and other local agencies coordinate their planning efforts with the City, and that plans and actions of these agencies shall be consistent with the City's adopted Comprehensive Plan.

SECTION 9.170 STRUCTURE AND USE OF THE PLAN

The Comprehensive Plan is **Section 9.000** of the Millersburg Land Use Development Code and is structured into nine sub-sections:

9.100 Planning
9.200 Environment
9.300 Population & Economy
9.400 Housing
9.500 Land Use
9.600 Public Facilities &Services
9.700 Transportation
9.800 Growth Management
9.900 (Open)

At the beginning of each Section, introductory paragraphs identify the particular statewide goals that are addressed in that Section. Each Section then contains information on individual topics that present background information, inventories, and findings relevant to the problems, needs and goals of the community. Each Section concludes with overall goals, objectives, policies and recommendations pertinent to the topic area of the Section.

Background Data and Findings

The background data and findings presented in each element is based on previous studies and the land use and environmental surveys specifically conducted during preparation of the Plan. Sources are identified in the bibliographies at the end this section.

The background data provides the factual basis for the Plan. The data was evaluated relative to the goals of the community and findings and conclusions were then made. The findings contained in each plan element identify the relevant issues, conditions and needs that must be responded to in order to fulfill state and local goals. Findings also include an identification of the opportunities and constraints that could influence plan implementation.

Illustrative maps and diagrams to assist in understanding various aspects of the Plan are included with the Plan although some are not, due to reproduction constraints. Those not included are referenced in the background data and source section and are on file at the Millersburg City Hall.

Goals

In addition to the applicable Statewide Planning Goals, the City has adopted additional goals for each Plan Section.

The goals represent the ideals, results or achievement toward which the Plan is directed. They are statements of purpose and specify, on a general level, what the planning effort is intended to accomplish.

Policies
Policies are identified as "shall" statements (i.e. "The City shall"). The policies are the
means by which the City will implement the Plan.

Policies are official statements of strategy or principle that specify the intent of the City concerning the future growth and development of the community. Adopted by the City, they represent the official position of the City of Millersburg while also providing:

1. A long-range guide for the evaluation of various proposals for physical change and improvement.

2. A framework for making sound decisions on zoning, subdivisions, capital improvement programs, and other codes and ordinances.

3. A guide for public programs and expenditures.

4. An indicator of more detailed and specific studies that are needed.

5. A source of information and a statement of planning policy that is useful to the local business community, the general public, and other governmental units in making decisions regarding their individual development plans.

Conservation policies identify those elements or conditions of the community environment the citizens wish to preserve or enhance.

Development Policies identify those elements or conditions that require change or improvement and needed elements or conditions now lacking within the community.

Official City Planning Policies are the foundation of the Comprehensive Plan.They are the primary means of achieving the goals and objectives of the Plan and the Statewide Planning Goals and Guidelines of the Oregon Land Conservation and Development Commission (LCDC).

Recommendations
Recommendations are identified as "should" statements (i.e. "The City should). Recommendations are suggested actions that should be considered to assist in implementing the planning policies of the City.

Plan Revisions & Changes
Individual policy changes should be made as needed to maintain the Plan as an up-to-date guideline for urban development in the Millersburg area.

The Planning Commission should also undertake a general review of the Plan once a year to determine if any changes have occurred that warrant a full review of the Plan. A full review should be performed at least once every five years to determine. if major revisions to the Plan or implementing measures are necessary. A public statement should be issued on whether revisions are needed.

Major Revisions include land use changes that have widespread and significant impact within the community.

The Plan and implementation measures should be revised when public needs and desires change and when development occurs at a different rate than contemplated by the Plan. Major revisions should not be made more frequently than every five years unless changing conditions strongly warrant this significant activity.

Minor Changes are those that do not have significant effect beyond an immediate area or are individual aspects of the Plan that do not represent a major policy change relative to the community as a whole. Minor changes should be based on special studies or other information that serves as the factual basis to support the change. The public need and justification for the particular change should be established. Minor changes should be made as needed to maintain the Plan as an up-to-date guideline for community growth and development.

The citizens in the area and affected governmental units should be given an opportunity to review and comment prior to changes in the Plan, Code or other implementation ordinances. Changes should be noted in the document and maintained in a Record File of the proceedings at the Millersburg City Hall. Copies shall be made available to the public upon request.

SECTION 9.180 IMPLEMENTATION

Implementation measures are intended to assist in putting the Plan into effect. Generally, Plan implementation includes the enactment of regulatory measures pertaining to land development such as zoning and subdivision regulations, but should also include capital improvement programs or other management measures and detailed site-specific development plans.

The greatest value of the Comprehensive Plan is through its use as a policy guide for decision making. However, it can only have limited value unless it is supported

by the community as well as city government. Possibly the most important fact in such a relationship is simply patient leadership, supported by citizens who feel that community improvement is a worthwhile aim.

CODES & ORDINANCES

There are several basic implementation instruments available to help the City achieve planning aims.

Zoning

Zoning is probably the most familiar legal instrument used in plan implementation. While the Comprehensive Plan specifies the principals and policies for conservation and development of community resources, the zoning provisions of the Millersburg Land Use Development Code actually provide the definite and precise standards and procedures to implement the Plan. In 2019 /2020 the City replaced the entire Development Code. While small patches have been added, the code had not changed significantly since it was implemented. The Development Code was structured in a way that served a smaller City, designed to slowly transition from rural to urban design. However, by 2019/2020 most of the City was considered urban. The new Code provided structure and support for a more mature City.

Zoning and the Comprehensive Plan

The Comprehensive Plan, while a guide for zoning actions, is not a zoning regulation. Zoning regulations are detailed pieces of legislation that are intended to implement the proposals of the Comprehensive Plan by providing specific regulations for use of land in various districts within the community.

Two cases heard by the Oregon Supreme Court have had a profound impact on the relationship between the Comprehensive Plan and its implementation through zoning. In the case of **Fasano v. Washington County Commissioners**, it was determined that the plan embodies policy determinations and guiding principles; the zoning ordinances provide the detailed means of giving effect to these principles;" and that "it must be proved that the (zone) change is in conformance with the Comprehensive Plan."

The earlier decision was emphasized to a much greater extent in the 1974 case of **Baker v. City of Milwaukie**. In that case it was concluded "that a comprehensive plan is the controlling land use planning instrument for a city. Upon passage of a comprehensive plan, a city (or county) assumes a responsibility to effectuate that plan and resolve conflicting zoning ordinances. We further hold that the zoning decision must be in accord with that plan and a zoning ordinance which allows a more intensive use than that prescribed in the plan must fail."

Zoning and Comprehensive Plan Maps
The City has adopted a Comprehensive Plan Land Use Map which applies a 'Land Use' classification to each property within the Urban Growth Boundary. These classifications (discussed in more detail later in the Plan) are broad and general compared to the Zoning designations, which serve to more specifically implement the Comprehensive Plan Land Use classifications. Zoning designations must be consistent with the Comprehensive Plan Land Use classifications. This two-map system allows greater flexibility to permit small zoning map changes without the need to revise the Comprehensive Plan Map.

It is important that zone change proposals be considered in relation to the policies and aims of the Comprehensive Plan. Map and text Amendments to the Zoning Code must be consistent with the Comprehensive Plan can proceed as provided within the zoning provisions. However, zoning amendments that are contrary to the intent of the Comprehensive Plan should be reviewed only with a potential Plan change. If the zoning amendment is deemed in the public interest, then the Comprehensive Plan should be so amended before action on the zoning amendment proceeds. This procedure should guarantee essential coordination between the two planning instruments.

Land Division Regulations
Review of proposed Land Divisions by the City Planning Commission is a useful means of achieving planning goals. Dedications of land to assist in street widening or extensions can be made a condition of approval for new developments. The overall design of Land Divisions, including the installation of required improvements, will have a direct bearing on the quality of new residential districts in Millersburg. The negative effects of an ill-conceived, poorly constructed Land Division are difficult to overcome at a later date.

Land Division regulations provide the City with guidelines for approval of subdivision or partition plats. Together with Public Improvement Standards, the regulations specify procedures for plat approval; contains design standards for streets, lots, and blocks; and includes improvements such as streets, sidewalks, bikeways and utilities that are to be provided by the Land Divider.

Millersburg has adopted Land Division regulations into the Land Use Development Code in Conformance with the Comprehensive Plan.

Building Permits
The City issues Building Permits although Linn County administers the State Building Code and provides inspection services. The building permit is

forwarded to the County and a copy is maintained on file at the City providing a continuous building and development record.

Some outright permitted uses are issued a building permit without prior approval by the City. Developments requiring Land Use review and approval by the City are issued a building permit only after final Land Use approval is obtained.

Vigorous code enforcement helps significantly to reduce the number of deteriorating and dilapidated structures, as well as assuring that new buildings meet basic development requirements.

Official Street Map

The City has adopted a Transportation System Plan (TSP) that is consistent with the Comprehensive- Plan. The TSP is considered a part of the Comprehensive Plan and contains the official street map showing alignments of existing and proposed streets. The City can greatly facilitate the eventual realization of planning recommendations for streets and thoroughfares using the TSP.

In this, the City can indicate areas in which construction should be avoided, so that purchase and removal of improvements will not be necessary at a later time.

Although the Transportation Section and the TSP focus on highways, arterials and collector streets as primary network elements, there is also a need for local street continuity and extensions. Local streets are usually planned by individual developers and in most cases cannot be predetermined by the City in advance. Where needed local streets can be identified, they should be located on the Plan Map. Where they cannot be specifically located, they should be considered as part of the project review procedures.

Each project should clearly identify street extensions, closures or modifications within and beyond the project boundary as an integral part of the project proposal and review procedures. Approved development plans should be considered and recorded on the Plan Map to guarantee that recommended street alignments beyond the project boundaries are officially designated.

Capital Improvement Program

Capital Improvements Programming (CIP) is one component of long range financial planning. A long-range financial plan encompasses estimates of City's needs and their associated costs and includes:

1. An Operating and Maintenance Budget for public services.

2. A Capital Improvements Program for public facilities.

3. An integrated Revenue Program.

The Capitol Improvement Program is executed by the following administrative actions:

1. A priority list of proposed capital improvement needs and estimated costs.

2. A capital improvement budget and time schedule.

3. The annual city budget.

It is essential that additional operating expenses brought about by capital expenditures be included in the latter to insure correlation of operating and capital budgets.

In estimating revenue sources, those public agencies providing some or all of the needed funding, must be coordinated into the CIP schedule.

Based on an analysis of needs and an identification of the facilities required to provide the services, cost estimates for capital expenditures can be prepared and individual project priorities assigned for an identified time period.

Many programs can extend over the 20-year planning period, and are therefore subject to many uncertainties. A preferred method divides the 20-year planning period into manageable increments of about five years. The suggested time-period can vary, however cities have generally found five years to be workable for detailed programming of public improvements and permits time to acquire and integrate outside public funding sources.

The first year of the Capital Improvement Program is then integrated with the City's annual budget to provide some part of the needed improvements or the funds are carried over until the revenues for the selected priority item are accumulated.

Each year, the five-year Capital Improvement Program is reviewed, updated and adjusted as demand dictates.

SECTION 9.190 PLANNING GOALS & POLICIES

GOALS & OBJECTIVES

There are certain basic aims to which the Comprehensive Plan is broadly committed. These general goals and objectives are:

1. To encourage development in a planned and considered manner consistent with the community's general health, safety and welfare.

2. To achieve an environment that assures each individual the widest possible choices and opportunities for a productive and meaningful life-style within the community.

3. To preserve those features that are special and unique to the community while also being responsive to changing needs and conditions.

4. To achieve public interest, understanding, and support of the planning process and the goals toward which the process is directed.

POLICIES & RECOMMENDATIONS

If the Comprehensive Plan is to be of value as an on-going decision making guide, it must be maintained as an up-to-date working manual.

1. The Comprehensive Plan is the controlling planning instrument to the City of Millersburg. All other land use, development and management plans shall be in conformance with the Plan.

2. The adopted Comprehensive Plan Policies shall be considered for decisions on specific development proposals, though the zoning code implements the Comprehensive Plan. The Plan shall be maintained as an on-going decision making authority for planning and development of the City.

3. Each adopted policy represents the City's official stand with regard to a specific issue.

4. The adopted policies shall be reviewed annually and may be revised and amended to reflect changing needs and conditions within the planning area.

5. All proposed revisions or amendments to the adopted policies shall be reviewed at public hearings before final adoption.

6. All local codes and Ordinances shall be in conformance with the adopted policies of the Comprehensive Plan. Code or ordinance amendments, deemed in the public interest, that are contrary to the intent of the adopted policies shall be reviewed and amended as policy changes to the Comprehensive Plan before approval of an ordinance amendment.

7. Since planning problems requiring area-wide action cannot be solved by the City alone, joint cooperative solutions involving more than one level of government shall be actively encouraged.

8. A project review or monitoring program shall be initiated by the City to evaluate the effectiveness of past planning decisions in accomplishing the goals, objectives and policies of the Comprehensive Plan.

9. An active and on-going citizen involvement program shall be maintained by the City to insure that all citizens have an opportunity to be informed and involved in the planning process.

10. The City of Millersburg hereby adopts the applicable Statewide Planning Goals as they apply to the community and reinforces them through specific goals, objectives and policies in response to community needs.

11. All future plan-related studies and reports should be recorded as source references. Specific conditions, issues, or needs identified in these studies should also be referenced in the appropriate element of the Plan to guarantee that future community projects are in legal conformance with the Plan as required by state 1aw.

12. The studies and plans of other agencies should also be kept for reference to support the applicable element of the Comprehensive Plan.

13. Close coordination shall be maintained between the school district, fire districts, serving utilities, Linn County, the City of Albany, and other governmental agencies having facilities or programs in the area.

14. Development patterns and the results of City actions should be reviewed periodically to insure that the Comprehensive Plan and community needs are being adequately addressed.

15. Periodic monitoring of population trends is desirable in view of the possibility that sudden changes in projected population levels may result from new facilities or economic developments.

16. Monitoring of building permit activity including type of building, size, characteristics and location of development both inside the City and in the surrounding urban growth areas will help indicate changes and impacts on the community.

17. A Capital Improvement Program shall be developed and maintained as an on-going component element of the Comprehensive Plan.

18. Many development proposals within the City require review and approval by the Planning Commission. The criteria and procedures utilized for evaluation have been formalized in the Code, so decisions and actions are consistently applied to the maximum extent possible without loss of the individual project evaluation advantages afforded by the review process.

SECTION 9.200 ENVIRONMENT

The primary goals related to this element of the Plan are Goals #5, #6, and #7 although other LCDC goals also have natural environmental implications.

Goal #5 reads: 'To conserve open space and protect natural and scenic resources." In partial response to this goal, this element of the Plan includes an inventory of natural resources including geology, soil and aggregate resources, surface and groundwater resources, natural vegetation and fish and wildlife resources. Also included are a series of policies to help insure the wise management of natural resources for future generations and to avoid land use conflicts damaging to the natural environment.

LCDC's Goal #6 reads: "To maintain and improve the quality of air, water and land resources of the state." In partial response to this goal, this element includes consideration of waste process discharges including water pollutants, air pollutants and noise pollutants. Policies are included to insure that waste and process discharges do not threaten to violate, or violate, state or federal environmental quality statutes, rules and standards, nor exceed the natural environmental carrying capacity of the area.

LCDC's Goal #7 reads: "To protect life and property from natural disasters and hazards. In response to this goal, this element includes an inventory and map of known areas of natural disaster and hazard. Included in the policies are appropriate safeguards to insure against loss of life and property from natural disasters and hazards. The primary hazard in the Millersburg area is potential flooding problems. Lesser problems include localized ponding, high water table and streambank erosion problems.

This element also includes information pertinent to LCDC's Goal #3, "To preserve and maintain agricultural land".

SECTION 9.210 TOPOGRAPHY AND DRAINAGE

The Topographic Map shows the topography of Millersburg and its vicinity. Most of the areas topography consists of a gently rolling landscape ranging in elevation from 200 to 270 feet above sea level. N-table nearby features, outside the Urban Growth Boundary, include Hardscrable Hill (521 feet), east of the freeway; Hale Butte (436 feet), northeast of Millersburg; and Morning Star Hill (365 feet), immediately north of the City.

The land within the Millersburg Urban Growth Boundary is comprised of three major natural areas and a minor subarea. Each area has specific characteristics which can influence land use and the provision of public facilities. The areas area:

1. The Willamette River flood plain. This area extends from the Willamette River east beyond the adjacent lakes along the 201 foot elevation level. Within the City, the area extends generally east, to the Burlington Northern railroad. North of the City Limits, it extends to just east of Third Lake.

2. The area east of the Burlington Northern railroad and south of Conser Road. This area is drained by a series of east to west streams which flow either into the Willamette River or the adjacent lakes. This is an area of rolling topography with localized steep slopes along the creeks, particularly Truax and Murder Creeks.

3. The area east of Woods Road and north of Conser Road. Most of this area is within the Crook's Creek basin and drains from south to north. The land is gently rolling to flat.

4. The area from Woods Road west to the Burlington Northern tracks. Woods Road forms an almost imperceptible drainage, divide. West of Woods Road the land slopes towards the Willamette River and the drainage is westerly towards Wilson Lake and the Willamette River. There is a noticeable drop from the edge of these terrace lands along the Burlington Northern tracks to flat Willamette bottomlands immediately west of the City.

Apart from very limited areas along Murder and Truax Creeks, topography within the Urban Growth Boundary poses few restrictions to development. The main problem is potential flood hazards.

Slope

Slopes are usually less than five percent and do not pose any constraint on development. The only area of "steep" slope is the narrow Murder Creek Valley between the Duraflake and Teledyne Wah Chang plants and the Willamette Memorial Park. There are also some areas of steep slope along Truax creek in the vicinity of the Teledyne Wah Chang plant.

Ponding in depressions, high water table and poor soils can pose localized problems in predominantly flat areas.

Drainage

The Drainage Map shows the drainage patterns in the Millersburg area. The City lies near the confluence of the Willamette and Santiam Rivers. The Willamette River forms the City's southwest boundary while the Santiam River lies two miles to the north.

There are two primary drainage systems in the Millersburg area. One north of Conser Road and the other south of Conser Road.

The area north of Conser Road and east of Woods Road is drained by Crooks Creek which flows north and joins the Willamette River immediately adjacent to the mouth of the Santiam River.

South of Conser Road, the natural drainage pattern is from east to west. Four streams flow westward into a series of small lakes before entering the Willamette River. These primary streams include: Cox, Burkhart, Truax and Murder Creeks. Cox Burkhart and Truax Creeks originate near Lebanon, approximately 12 miles southeast of Millersburg.
Cox Creek flows westerly, feeding Waverly Lake located in Albany's Waverly Park on the southern boundary of Millersburg. The Cox Creek outflow from Waverly Lake forms the boundary between the two cities before entering the Willamette River. Cox Creek is the only stream in the southern system that flows directly into the Willamette River. The other streams and drainage courses flow into First, Second, Third or Fourth Lakes which are interconnected and enter the Willamette River through Fourth Lake.

Burkhart Creek flows through a small pond on the Albany Foundry plant site and empties into First Lake on Simpson Lumber Company property. First and Second Lakes are used by Simpson Lumber Company for log storage. First Lake drains northward into Second Lake.

Truax Creek flows through the Teledyne Wah Chang plant site where it is bordered by a series of sludge and settling ponds. It joins a connecting drainage course between Second and Third Lakes.

The Murder Creek drainage basin originates in the Millersburg area east of 1-5 and contains just a few square miles of area. Entering Millersburg, it flows through a narrow steep ravine and joins the connecting drainage course between Second and Third Lakes.

In addition to the four primary streams, there is also a small drainage channel that originates at Conser Road and the Western Kraft mill and flows westerly into Fourth Lake. All of the southern drainage courses are impacted by adjacent industries.

The Willamette River is the primary water course in the area and forms the southwestern boundary of the City of Millersburg between river mile 118 and 117.5. The river is eroding its bank in the vicinity of First Lake and could break through and form a new river channel through First and Second Lakes if it is not corrected. The river is the primary water resource for area industries and agriculture. Stream bank protection and water quality must therefore be maintained.

Flooding

Flood hazards occur along the 201 foot elevation adjacent to the Willamette River and the small tributary streams in the southern part of Millersburg.

The area between First, Second, Third and Fourth Lakes and the Willamette River has the highest flood potential but potential flood hazards also exist on the lower segments of Murder, Truax, Burkhart and Cox Creeks. The Flood Hazards Map shows areas with a one percent probability of being flooded in any given year.

Most of the flood-prone area consists of industrial waste ponds and disposal sites and some woodland and vacant areas. There are no structures within the designated flood plain. Future development in the area should be carefully controlled to prevent hazardous conditions from occurring.

Recommended preventive actions include: zoning standards for developments, education, implementation of the Federal Flood Plain Insurance Program, floodproofing of adjacent structures, and the construction of levees and dikes.

Ponding and high water also exists along Crooks Creek in Northern Millersburg but no detailed study has been initiated for this area.

The U.S. Army Corps of Engineers, in 1971, prepared a flood plain study for the Willamette River, Calapooia River and Oak Creek in the Albany area. The Corps is presently completing a more detailed flood plain study for the U.S. Department of Housing and Urban Development but it is incomplete at this time.

At the present time, Millersburg is not a participant in the National Flood Insurance Program. The City has no adopted flood plain management ordinance which would qualify the community under either the "emergency" or "regular" phases of the program. Once the results of the latest Corps study are available, the City should adopt the necessary ordinance so that flood insurance is available to Millersburg property owners under the National Flood Insurance Act of 1973. No federal loans or other federal assistance will be approved without flood insurance availability.

SECTION 9.220 GEOLOGY

Significance

The underlying geology is significant for a number of reasons. Geologic and soil characteristics indicate load-bearing strength, drainage potential, erodibility and suitability for various land uses and development. The geologic characteristics can indicate specific hazards, such as slippage problems, or specific resource values, such as the presence of economically exploitable mineral resources. Geologic characteristics also help determine the availability and quality of ground water resources.

Geologic Characteristics

Millersburg is underlain by quarternary unconsolidated sedimentary rocks. There are four major geologic formations within the Millersburg Urban Growth Boundary.

Quarternary Alluvium. These are the most recent sedimentary deposits. They underlie the Willamette River flood plain and narrow bands extend up the Murder; Truax, Burkhart and Cox Creek valleys. They consist of a few tens of feet of gravel, sand and silt along the Willamette River and thin veneers of silt and clay lining the smaller streams. Hazards include flooding, stream meandering and siltation.

Willamette Silts. These deposits underlie northern Millersburg from approximately the Millersburg School on Old Salem Road and Millrite Farms on Woods Road; the Knox Butte Avenue area in Southern Millersburg; and some 200 acres centered on the Burlington Northern rail line between Conser Road and the Murder Creek valley.

These deposits consist of "up to 20 to 30 feet of faintly bedded quartzo-feldspathic silts, silty clays and clays of lacustrine and glacial flood-water origin hazards include poor drainage, ponding, and low permeability in places".

Quarternary Lower Terrace. The heavily industrialized area east of the Burlington Northern line, between Murder Creek and Burkhart Creek, is underlain by quarternary lower terrace deposits. These deposits consist of a maximum of 50 feet of fluvial pebble gravel, sand and clay. Hazards include poor drainage, ponding, and high water table locally.

Quarternary Middle Terrace. These deposits underly most of Millersburg north of the Murder Creek valley to approximately the Millersburg School and Millrite Farms. They consist of moderately dissected deposits of pebble gravel, sand, silt,

and clay of fluvial origin. There are no major hazards. Deep weathering produces clay-rich soils.

Aggregate Resources

Sand, gravel and crushed rock are important factors in the development of an area. These materials are used in concrete, asphalt, and construction.

The economic hauling distance for such materials is approximately 15 to 20 miles. Due to the high cost of hauling, there is a need to preserve these resources that are close to urban centers.

There are no aggregate resource operations within the Millersburg Urban Growth Boundary. However, there are large active aggregate extraction operations in northeast Linn County and nearby areas.

Millersburg obtains aggregate materials from Albany area suppliers including Morse Brothers, the Wildish Company and Hub City. The materials come from nearby areas northeast of Millersburg, areas to the southwest along the Willamette River and from the Crabtree area 9 miles east of Millersburg. There are also some large quarry operations immediately northeast of Millersburg on Hardscrabble Hill. There is also a small quarry on Morningstar Hill immediately north of Millersburg, but the material is generally of low quality.

SECTION 9.230 SOILS

Introduction

Most of Millersburg is underlain by loam and silty loam soils. Poor drainage and high water table pose limitations on use.

The soils of the Millersburg area, though variable in their characteristics and properties, occur on a single land form that was developed by flooding from the Willamette River.

Two major relationships exist in the Millersburg area soils. These include:

1. Bottom land and flood plain soils -- those deposited by recent flooding and having varying degrees of flood hazard; and

2. Terraces -- deposited by older floods.

The U.S. Soil Conservation Service has mapped the soil types in the Millersburg area in detail and provided soil interpretation data for each type. This information has been used as a major criteria in determining the Urban Growth Boundary and future land uses.

The U.S. Soil Conservation Service uses a classification system of eight agricultural capability classes to indicate the suitability of soils for most kinds of field crops. The numerals indicate progressively greater limitations and narrower choices for practical uses. Class I through Class IV soils can be cultivated. Class I soils have few limitations while Class IV soils have very severe limitations that: reduce the choice of plants, require very careful management, or both. Classes V through VII soils are usually limited to pasture, range woodland or wildlife. Class VIII soils have limitations which restrict their use to recreation, wildlife, water supply or to esthetic purposes.

Soils are also grouped into subclasses which are designated by a small letter. The letters used in the Millersburg area are: e, w, and s. The letter e indicates that the main limitation is risk of erosion unless close-growing plant cover is maintained; w indicates that water in or on the soil interferes with plant growth or cultivation (in some soils the wetness can be partly corrected by artificial drainage); the letters indicates that the soil is limited mainly because it is shallow, draughty, or stony.

Class I soils have no subclasses because these soils have few limitations.

The following is a general description of soils in the Millersburg area. Detailed information regarding soils on specific sites can be obtained from· the U.S. Soil Conservation Service's publication, "Soil Survey Interpretations for Land Use Planning and Community Development for Millersburg, Oregon".

Table 2A lists all Millersburg soils grouped by agricultural suitability classes. The table also shows agricultural subclass limitations, degree of slope, limitations for septic tank absorption fields, and limitations for dwellings without basements. The Soils Map shows the distribution of these soils.

Agricultural Suitability

Goal #3 of the Oregon Land Conservation and Development Commission requires "The preservation and maintenance of agricultural land". To help achieve this goal, LCDC calls for "the retention of Class I, II, III, and IV soils for farm use".

The Agricultural Suitability Map shows soil suitability in Millersburg. Nearly all soils in Millersburg are Class I through Class IV agricultural soils. Only the Willamette River flood plain and the Murder Creek escarpment contains soils of Class V or higher.

The only soil type classified as Class I for agricultural use found in Millersburg is Willamette silt loam. This soil is found in two main areas. One area, consisting of developed urban land, is in the extreme southern part of Millersburg and includes the Knox Butte Avenue residential area and the Simpson Timber Company plant. The other area is centered around the junction of Conser Road and Woods Road and is still primarily in agricultural use.

The most predominant soils in Millersburg are Class I agricultural soils which underlie industrial and rural residential as well as agricultural areas. Class IV agricultural soils occupy the valleys of the small streams and drainage courses.

Further urbanization within the Millersburg Urban Growth Boundary will inevitably involve the use of Class I through Class II agricultural soils for urban use. However, containing urban development within the Urban Growth Boundary will protect the prime Willamette Valley bottomlands for agricultural use, particularly the area west of the Burlington Northern railroad tracks.

Suitability for Absorption Fields and Dwellings Without Basements

The Septic Suitability Map and the Building Limitations Map show soil suitability for septic tank absorption fields and dwellings without basements. Nearly all soils in Millersburg have severe limitations for septic tank absorption fields and the construction of dwellings without basements. Only one soil type, Salem gravelly silt loam, has slight limitations for these uses. There are limited areas of this soil in northern Millersburg in the vicinity of Woods Road. Additional areas having moderate septic tank absorption suitability limitations include the better agricultural soils in the Woods Road area and in the Knox Butte Avenue area in southern Millersburg.

The remaining soils pose "severe" limitations. The Soil Conservation Service's definition of severe limitations is: "The soil presents serious problems that need to be recognized. Use can usually be made of these soils, but at great expense of time and money".

Without public sewerage facilities, future development is limited due to the unsuitability of soils for septic tank absorption fields.

The areas with the most serious soil-related development hazards are those underlain by clay and silty clay. These soils occur along Crooks Creek and it's tributaries which includes a band along part of Millers Cemetery Road, east to the 1-5 interchange. A second narrow band of these soils extends along an unnamed drainage course feeding into Fourth Lake. This drainage course traverses properties largely owned by Willamette Industries, Teledyne Wah Chang and

Owens Corning. These areas of clay and silty clay can have "severe construction limitations in places, because of poor drainage, compressibility, and location in flood prone areas, and they are generally not acceptable for septic tanks owing to low infiltration rates".

Small areas along Alexander Lane and much of the area south of Truax Creek consist of clay loam and silty clay loam that may have limited suitability for septic systems and dwellings without basements, depending upon local topography, water table and soil permeability conditions.

Finally, there are some limited areas of gravelly and stony loam, notably along Burkhart Creek and in the northeast corner of Millersburg. While acceptable for most construction with sewers, these soils are generally not acceptable for septic tanks, leach fields, sewage disposal and landfills due to rapid infiltration.

TABLE 2A
MILLERSBURG SOILS

Agricultural Suitability

Class	Subclass	Symbol	Soil Type and Slope	Septic Limitations	Dwelling Limitations
I		240A	Willamate slt loam 0-3%	Moderate	Moderate
II	w	10A	Newburg fine sandy loam 0-3%	Severe	Severe
	w	12A	Newburg silt loam 0-3%	Severe	Severe
	w	30A	Chehealis silty clay loam, overflow, 0-3%	Severe	Severe
	w	40A	McBee silty clay loam 0-3%	Severe	Severe
	w	200A	Amity silt loam 3-7%	Severe	Severe
	e	241B	Willamate silt loam 3-7%	Moderate	Moderate
	w	250A	Woodburn silt loam 0-3%	Severe	Moderate
	e	251B	Woodburn silt loam 3-12%	Severe	Moderate
	s	290A	Salem gravelly silt loam 0-3%	Slight	Slight
	e	362B	Santiam silt loam 2-7%	Severe	Severe
III	w	100A	Waldo silty clay loam 0-3%	Severe	Severe

	w	210A	Concord silt loam 0-3%	Severe	Severe
	w	230A	Holcomb silt loam 0-3%	Severe	Severe
	w	300A	Clackamas gravelly lam 0-3%	Severe	Moderate
	e	430B	Steiwer silt loam 2-12%	Severe	Moderate
IV	w	60A	Bashaw clay 0-3%	Severe	Severe
	w	61A	Bashaw silt clay 0-3%	Severe	Severe
	w	220A	Dayton silt loam 0-3%	Severe	Severe
	w	222A	Dayton silt loam, gravely substratum phase 0-3%	Severe	Severe
	s	469C	Ritner cobbly silty clay loam 2-12%	Severe	Moderate
	e	521C	Hazelair silty clay loam 7-20%	Severe	Severe
VI	e	76A	Alluvial land 0-3%	Severe	Severe
VIII	s	75A	Riverwash 0-3%	Severe	Severe
	s	77K	Terrace escarpment	Severe	Severe

SECTION 9.240 WATER RESOURCES

Surface Water Hydrology

The major surface water features in Millersburg are the Willamette River and First, Second, Third and Fourth Lakes paralleling the river. A series of small east-west flowing streams, including Cox, Burkhart, Truax and Murder Creeks, flow into this lake system which also eventually discharges into the Willamette River. The northern part of Millersburg is drained by Crooks Creek which also flows into the Willamette River north of the City, adjacent to the mouth of the Santiam River.

The Oregon Water Resources Department maintains data on stream flow, ground water, surface water rights, and storage reservoir rights. Historical stream flow records are available for the Willamette River but not for the smaller streams in Millersburg. Table 2B shows one-time information collected by the DEQ in 1977 Indicating flow in some of the smaller streams. Information is not available for Crooks Creek and Cox Creek.

The Willamette River flow in April 1977, as indicated on Table 2B, was 4,270 cubic feet per second (cfs). Willamette River flows in the winter months, particularly December through February, are far higher. The highest peak discharge since record keeping began in 1878, was 291,000 cubic feet per second in 1890. Since 1941, upstream storage reservoirs have significantly reduced the crests of major floods on the Willamette River. The highest peak discharge at Albany since 1946 was 186,000 cubic feet per second in December of 1964.

The largest flood known to have occurred on the Willamette River was in December of 1860 and caused widespread distress to the early settlers in the valley. The flood of 1964, had it not been controlled, would have been approximately equal to the 1961 flood.

The area which would be impacted by a 100 year flood (Intermediate Regional Flood) includes most land west of the Burlington Northern rail line at the 201 foot elevation level. The Western Kraft aeration lagoon and the site of the Simpson Timber Company plant, however, are not within the flood plain. A narrow band of the 100 year flood plain also extends up Cox Creek, Burkhart Creek, Murder Creek, and Truax Creek. Most structures, however, are outside the flood plain in these narrow valleys. Areas along Burkhart Creek could also be affected under a maximum possible flood.

TABLE 2B

MILLERSBURG
ESTIMATED STREAM FLOWS FOR AUGUST 4, 1977

River/Stream	Location	cfs	mgd
Willamette River	100 yards below Western Kraft outfall	4,720.00	2,760.00
Truax Creek	150 feet below Wah Chang outfall	3.28	2.12
	Below confluence of Truax Creek & outfall from Second Lake	5.14	3.32
	Murder Creek	1.81	1.17
	Below confluence of Murder & Truax Creeks	6.74	4.35
	Into Fourth Lake	6.08	3.93

Source: Department of Environmental Quality. Flows estimated on August 4, 1977.

Water Quality

For the last 25 years, the Millersburg area has experienced surface water quality problems due to industrial development in the area. The most serious problems are experienced by Truax Creek and the lakes adjacent to the Willamette River.

Truax Creek is used for the disposal of industrial waste effluent by the Teledyne Wah Chang plant. Prior to construction of the Wah Chang plant in 1955, Truax Creek supported warm-water game fish. After Wah Chang began operations, all aquatic life in Truax Creek and Third Lake ceased. A DEQ spokesman stated in 1978 that Wah Chang's industrial wastes had made a four-mile stretch of creeks and lakes between the Wah Chang plant and the Willamette River devoid of any aquatic life.

The Teledyne Wah Chang plant manufacture's exotic metals which creates potential pollution problems that are particularly difficult to alleviate. however, progress is being made. Today, Truax Creek and Third Lake support limited aquatic life. The former high toxicity has been reduced but the calcium chloride content and salinity of the water is still high. Truax Creek and Third Lake are also brackish.

Water quality samples of the streams and lakes in Millersburg are not taken on a regular basis. Table 2C, however, shows selected water quality characteristics of the more seriously polluted streams and lakes as of April, 1977.

Water Quality Standards

Water quality standards for the Willamette River are set forth in the Statewide Water Quality Management Plan. Beneficial uses to be protected in the Salem to Coast Fork (Lane County) section of the Willamette River include all uses except hydro-power, commercial navigation and transportation. The standards state: "The highest and best practicable treatment and/or control of wastes, activities, and flows shall in every case be provided so as to maintain dissolved oxygen and overall water quality at the highest possible levels and water temperatures, coliform bacteria concentrations, dissolved chemical substances, toxic materials, radioactivity, turbidities, color, odor, and other deleterious factors at the lowest possible level." More specific standards are contained in the Statewide Water Quality Management Plan.

Waste Discharge Permits

Waste discharge permits are issued by the Department of Environmental Quality (DEQ) for the construction and operation of new or modified sewage and industrial waste treatment facilities and related effluent disposal.

A National Pollutant Discharge Elimination System (NPDES) permit for discharges into public waters is issued pursuant to both federal and state requirements. The permit gives the permissible limits for plant operations.

Issued permits must meet applicable federal standards and guidelines as well as applicable portions of the State Water Quality Plan, in this case the Water Quality Plan for the Willamette Basin.

The DEQ intends that any future applications for permits will be submitted to the appropriate local planning agency for certification of land use plan and goal conformance.

The DEQ has issued six NPDES permits in Millersburg. Five of these permits are for industrial operations issued to Teledyne Wah Chang, Simpson Timber Company, Georgia Pacific, Western Kraft and Duraflake. The remaining permit is for the sewage lagoon which serves the Millersburg School. In addition, the Albany sewage treatment plant, which treats the domestic wastes of major Millersburg industries, operates under an NPDES permit and discharges treated wastes into the Willamette River immediately adjacent to Millersburg.

The Waste Water Discharge Map shows the major features of waste water treatment and discharge activities. The following is a description of each operation covered by an NPDES permit:

Millersburg School. A sewage lagoon provides treatment for the wastes from the Millersburg School. According to the DEQ, there have been some slight operation and maintenance problems but nothing serious. There is no discharge from the lagoon into public waters.

Teledyne Wah Chang. Wah Chang operates a series of settling and sludge ponds within the main plant complex and additional settling ponds in an area north of the plant in the vicinity of Arnold Road. After settling and clarification liquid wastes are eventually discharged into Truax Creek which flows through the Wah Chang plant site and into Third Lake.

Simpson Timber. The Simpson Timber Company has a NPDES permit to utilize First and Second Lakes for log storage. As a result of the log storage operation, First and Second Lakes are affected by tannins. The water is dark in color and low in dissolved oxygen.

First and Second Lakes drain northerly. Drainage from the lakes is joined by Truax Creek and flows into Third Lake. However, First and Second Lakes only discharge in the winter months. During the summer, a concrete dam retains the water in the lakes.

Western Kraft (Willamette Industries). Liquid wastes from the Western Kraft pulp and paper mill are transported by pipeline from the plant to a series of primary settling ponds. After settling, the water is usually transferred to a large aeration pond prior to eventual discharge via a pipeline into the Willamette River.

Instead of transfer to the aeration pond, liquid wastes are sometimes transferred from the settling ponds to an extensive series of seepage pits between Third Lake and the Willamette River. The pits are periodically drained and the sludge removed. Duraflake (Willamette Industries). The Willamette Industries Duraflake operation has an NPDES permit but treatment is provided by the company's Western Kraft operation. All wastes are transferred into the Western Kraft system for treatment. Western Kraft, however, receives no additional discharge allowances for handling Duraflake wastes.

Georgia Pacific. Industrial process water used in the Georgia Pacific resin plant operation is nearly all recycled. Once a year, after analysis, wastes from a settling pond are discharged into Murder Creek under controlled conditions.

Water Quality Standards, Plans and Compliance

Standards and rules necessary to insure that beneficial uses of public waters are not impaired by inadequate water quality are adopted by the Environmental Quality Commission and implemented by the DEQ.

The Statewide Water Quality Management Plan (OAR 340, Division 41) developed by DEQ includes beneficial water uses to be protected, water quality standards, minimum design criteria for point source controls and general policies.

The State Water Quality Management Plan contains standards for 19 drainage basins. Millersburg is within the Willamette Basin. All beneficial uses except commercial navigation and transportation are to be protected in this segment of the Willamette Basin.

The Statewide Water Quality Management Plan must be reviewed and updated every three years. Water quality standards are reviewed periodically, based on new information or to meet new federal requirements.

To insure protection of water quality standards, the DEQ must issue a certification that standards will not be violated by anyone applying for a federal permit for actions in or adjacent to a waterway which may result in a discharge of pollutants to the waterway.

Groundwater

Progressively greater quantities of water are being required for industrial, irrigation, suburban and domestic supplies in the general Albany-Corvallis area.

Most of the high-yield wells in this area produce water from alluvial (sand and gravel) aquifers that underlie the main valley plain or that are coextensive with the present flood plain of the Willamette River.

Indications are that wens in Millersburg usually yield adequate but not particularly high water volumes. Two wells on Boise Cascade and Teledyne Wah Chang properties each yield 50 gallons per minute (gpm). A well on the Waverly Mason's Cemetery site, immediately south of Millersburg, yields 35 gpm and a well in the Willamette Memorial Park in Millersburg reportedly yields very low quantities of water.

Groundwater is moderately plentiful in Millersburg. The availability of groundwater is in part a function of geology. Most of the area is underlain by alluvium which yields moderate quantities of water to wells.

Water derived from alluvial deposits is generally high in quality and is suitable for most agricultural, industrial and domestic uses.

Groundwater resources should be protected from potential pollution. Pollution can result from septic tank wastes, urban run-off, solid waste leachates and irrigation return water when wastes are allowed to percolate into the soil in areas of groundwater recharge.

Septic tanks particularly pose a pollution hazard to groundwater resources and in areas of dense development with individual wells, serious health hazards can result.

Pollution of surface water resources through sewage, industrial wastes, and other sources can also result in groundwater pollution.

TABLE 2C

WATER QUALITY RECORDS FOR MILLERSBURG STREAMS

Rivers, Streams and Lakes	NH3		NO2+NO3		TKN	
	mg/1	lbs/dat	mg/1	lbs/dat	mg/1	lbs/dat
Willamette River- 100 Yards below Western Kraft outfall	0.14	3,268	0.08	1,887.0	0.4	9,207
Truax Creek -Above Wah Chang outfall	4.01	39	0.36	3.5	5.0	49
Truax Creek - Below Wah Chang outfall	39.2	693	16.5	292.0	66.5	1,176
Below confluence of Truax Creek and outfall for Second Lake	145.5	4,029	12.0	232.0	210.0	5,815
Murder Creek	5.5	53	16.0	156.0	6.4	62
Below confluence of Murder Creek and Truax Creek	82.8	3,004	12.3	446.0	116.05	4,226
Into Fourth Lake	91.6	3,002	6.63	217.0	130.0	4,260

Rivers, Streams and Lakes	CL-		SO4=		Ca+	
	mg/1	lbs/dat	mg/1	lbs/dat	mg/1	lbs/dat
Willamette River- 100 Yards below Western Kraft outfall	5.7	131,000	3.9	89,770	6.2	142,700
Truax Creek-Above Wah Chang outfall	80.5	788	28.5	279	36.6	358
Truax Creek- Below Wah Chang outfall	2,785.0	49,200	305.0	5,392	1,742.0	30,800
Below confluence of Truax Creek and outfall for Second Lake	3,215.0	89,000	352.0	9,747	1,610.0	44,600
Murder Creek	13.0	127	10.9	106	19.9	194
Below confluence of Murder Creek and Truax Creek	1,865.0	67,770	195.0	7,074	925.0	33,560
Into Fourth Lake	2,200.0	72,110	338.0	11,080	1,110.0	36,400

Rivers, Streams and Lakes	pH	N
Willamette River - 100 Yards below Western Kraft outfall	6.6	17,950
Truax Creek -Above Wah Chang outfall	6.8	92
Truax Creek - Below Wah Chang outfall	6.8	2,161
Below confluence of Truax Creek and outfall for Second Lake	6.8	10,176
Murder Creek	4.4	271
Below confluence of Murder Creek and Truax Creek	6.1	7,676
Into Fourth Lake	6.7	7,479

Notes:
NH3 – Ammonia
NO2 - Nitrate/Nitrate
TKN - Total Kjeldahl Nitrogen
CL - Chloride
SO4 – Sulphate
Ca+ - Calcium
pH -Acidity
N - Total Nitrogen
mg/1 - Milligram per liter
lbs/day - Pounds per day

Source: Department of Environmental Quality
Date of samples - August 4, 1977

SECTION 9.250 AIR

Introduction

Industrial air pollution is probably the single most serious environmental problem Millersburg faces. Air pollution problems can restrict the City's development and also affect the City of Albany. At the present time, however, there is insufficient information to determine the full extent of the potential problem.

Millersburg has a number of large, complex sources of air pollution in close proximity which are of special concern to the DEQ. More information is needed on these sources before the .full implications of existing and potential air pollution problems can be determined.

Climatic Characteristics

Climatologically, the Albany-Millersburg area can be typified as a West Coast mid-latitude maritime climate with cool, wet winters and warm, dry summers. The annual average precipitation is approximately 42 inches. The annual mean temperature is roughly 50°F., and the annual average wind speed is approximately 7.5 miles per hour. The prevailing winds are generally north or northwesterly in the dry periods of the year and south or southwesterly during wet periods.

Class II PSD Area Air Quality Standards

The Millersburg Urban Growth Area is a Class II Prevention of Significant Deterioration (PSD) air quality area. The U.S. Environmental Protection Agency regulations designate three classes of PSD areas. Class I increments permit only insignificant air quality deterioration; Class II increments permit moderate deterioration; Class III allows for the greatest amount deterioration, but in no case beyond the national air quality standards.

Under the federal regulations, all areas of the state are automatically classified as Class II areas except for mandatory Class I areas and "non-attainment" areas. The enforcement program is administered by a preconstruction and premodification permit program for certain types of stationary sources. The permit program insures that emission sources do not exceed numerical increments applicable to that class and that they use the best available control technology.

While Millersburg is classified as a Class II PSD air quality area, the DEQ has also classified the entire Albany-Millersburg area as a "Special Air Quality Study Area" due to existing problems.

Table 2E lists the estimated air contaminant emissions from Millersburg industries with DEQ air contaminant discharge permits. In its "Handbook for Environmental Quality Elements of Land Use Plans", the DEQ has identified the Class II increments available in the Millersburg area for two air contaminants: total suspended particulate (TSP) and sulphur dioxide (S02).

TABLE 2E
AIR CONTAMINANT EMISSIONS - MILLERSBURG INDUSTRIES

Source	Pollutants in Tons Per Year				
	TSP	SOx	NOx	CO	Hydrocarbons
Simpson Timber	138.4	0.0	32.7	8.2	360.0
Duraflake	285.2	2.2	1.1	0.0	42.8
Western Kraft	655.7	723.9	707.4	952.5	242.1
Georgia Pacific	0.0	0.0	0.0	32.0	49.6
Teledyne Wah					

Chang	21.5	26.3	0.0	8,016.0	4.7
Total	1,100.8	752.4	741.2	9,008.7	699.2

Source: Department of Environmental Quality, 1980.

Total Suspended Particulate (TSP)

Suspended particulate is solid and liquid particles of soot, dust, aerosols and fumes. It originates from combustion sources, cars, industrial process losses, dust, field and slash burning and natural sources. It aggravates heart and lung diseases and causes material damage and visibility reduction.

TSP is the major air pollution problem in Millersburg, particularly from industrial sources; Millersburg industries have already expended considerable funds to reduce the problem. Since 1970, particulate emissions in the Millersburg industrial complex have been reduced by approximately 1,600 tons per year. Western Kraft's particulate emissions in 1970 was about 1,650 tons per year; Duraflake's was around 850 tons per year; and Simpson Timber Company's was approximately 335 tons per year, as compared with emissions shown for 1980 in Table 2E. Although these reductions have been achieved, there are still continual and severe problems locally.

According to the DEQ's "Environmental Handbook" there is presently zero percent "Increment" of TSP available in the vicinity of the Southern Millersburg industrial complex. However, the increment available depends on the specific location within a defined area, and the full extent of the present problem is not yet fully defined.

A 1976 Environmental Protection Agency (EPA) study found that particulate emissions in the immediate vicinity of the Millersburg heavy industrial concentration often exceeds federal standards. This conclusion was based on information from three source-oriented particulate samplers (hivols). One was located on the Memorial Cemetery site and two on Teledyne Wah Chang property. These samplers showed continual and severe violation of the 24 hour and annual primary particulate standard. However, the condition is apparently localized and does not extend, for example, to the downtown Albany area.

The DEQ maintains a permanent air quality monitoring station for total suspended particulates at the Linn County Courthouse Annex in downtown Albany. This monitoring station is located three miles southwest of the Millersburg industrial concentration.

According to the DEQ's.1980 Air Quality Report, the Albany air quality monitoring station has not recorded TSP pollution levels exceeding ambient air quality standards since 1970. The federal primary standards (health) for TSP is 260 micrograms per cubic meter (ug/m3) and the secondary standard (general welfare) is 150 ug/m3 for 24 hours; not to be exceeded on more than one day per year. Between 1970 and 1978, the Albany station did not record any instances where the primary standard (260 ug/m3) was exceeded and only in 1970 was the secondary standard (150 ug/m3) exceeded for more (2 days) than one day. In 1977 and 1978 there were no recorded instances of the secondary standard being exceeded. The maximum recording in 1978 was 116 ug/m3 and the TSP annual geometric mean was 38.9.ug/m3. The federal standards for the geometric mean are 75 ug/m3 (primary) and 60 ug/m3.

The 1976 report concluded that, "There is no demonstrated ambient particulate problem within the Albany Primary Abatement Area except for those found in the near environs of the Millersburg industrial complex. Further sampling at nearby residences is needed to determine if any air quality problem requiring further corrective actions exists."

The extent of the TSP air pollution problem in Millersburg is not fully documented. The DEQ is continuing to conduct special monitoring and beginning in the summer of 1980, the DEQ will be setting up more special sampling sites to measure particulate impact. This will continue for one year. It will result in a better determination of the extent of the problem and what sources are contributing what levels of TSP pollution.

This monitoring will determine the present geographic extent of the TSP problem and the extent of present violation of federal standards, if any. If violations are found, the Millersburg area or a portion of the area (depending on the results of the survey) could be designated a non-attainment TSP area. If this were to happen it would most likely take place in early 1981. The DEQ would then have 9 months to develop a plan to reduce TSP emissions from industry and other sources. If such a plan was not developed and agreed to by local industries, EPA could enforce a "no-growth" policy which would prevent any new or expanded industrial operations which would increase TSP levels.

Areas designated as non-attainment areas are those with the most severe air pollution problems. Such areas have to demonstrate attainment of National Ambient Air Quality Standards (NAAQS) by December 1982. If the Albany-Millersburg area or a portion of it was so designated, an air pollution control strategy would have to be developed for the area and higher restrictions would be imposed on existing and future industry. New or expanded heavy industrial areas within a TSP non-attainment area would be undesirable.

At the present time, the DEQ is requiring proposed developments in Millersburg with potential large sources of TSP (over 100 tons per year) to conduct baseline monitoring prior to the issuance of an air contaminant discharge permit. The Owens-Corning Company, prior to building any facility in Millersburg, is presently cooperating with the DEQ in assembling baseline air quality data for the Owens-Corning site. Information is being collected on particulate levels, sulphur dioxide and carbon monoxide. This information will eventually be used by the DEQ in defining the limits of an eventual Owens-Corning discharge permit.

Until the results of the planned DEQ survey are obtained it is impossible to determine for certain if the Millersburg Plan conflicts with Class II TSP Air Quality Standards without adequate safeguards. The Plan does include additional areas proposed for heavy industrial use which are currently devoted to other uses. This area is already zoned for such use and much of it is industrially owned. Some guidelines are therefore necessary until the DEQ study is complete.

The following policies and recommendations are included to ensure that future industrial development in Millersburg does not result in any violation of Class II PSD air quality standards in general, and Class II PSD TSP standards in particular.

1. Any new or expanded industrial development with a significant air contaminant discharge shall be reviewed by the DEQ for assessment of the impact of the proposal on air quality in the Millersburg-Albany area.

2. Any potential large (over 100 tons per year) TSP or S02 emission should be required to undertake pre and post construction monitoring by the DEQ.

3. The Millersburg Plan shall be reviewed and revised as necessary after the DEQ's present air quality study in Millersburg is concluded.
4. The City shall encourage dispersal of proposed developments with air contaminant discharges within the heavy industrial zone to minimize concentrations.

5. Future industrial developments with significant air contaminant discharge shall be encouraged to undertake measures which can reduce the potential impact of the discharges, such as planting appropriate vegetation; locating the discharge source where the impact is minimized, etc.

6. The City of Millersburg shall cooperate with the DEQ and the City of Albany to ensure that Class 11 PSD standards are not violated in the Albany-Millersburg area by future development within the City.

In view of the preceding safeguards: it has been determined by using the guidelines in the DEQ publication DEQ Handbook for Plans (Air Quality Section) and supporting documentation* that the Millersburg Comprehensive Plan does not appear to conflict with Class II PSD TSP air quality standards.

Sulphur Dioxide (S02)

Sulphur dioxide (S02) is a colorless, pungent, irritating gas. It originates from oil and coal combustion and industry process 103 ses. It aggravates heart and lung diseases, is corrosive to metals, and causes vegetative damage. The DEQ has determined that there is no major sulphur dioxide problem in the Millersburg area and that there is 100 percent of increment available.

In view of the previous findings and safeguards: It has been determined by using the guidelines in the DEQ publication, DEQ on local Comprehensive Plans (Air Quality Section) and supporting documentation that the Millersburg Comprehensive Plan does not appear to conflict with Class II PSD S02 air quality standards.

*Conversations with John Kowalczyk, Mike Ziolko and Ted Groszkiewiez.

Carbon Monoxide (CO) Class II PSD Air Quality Standard

Carbon monoxide is a colorless, odorless gas that is highly toxic. It originates from incomplete combustion sources, mostly cars. It causes heart and lung difficulties and impairs mental abilities.

Motor vehicle traffic causes anywhere from 80 to 90 percent of the CO generated in most urban areas of the State. Accordingly, the DEQ has devised a procedure, based on average speed and volume of cars, to determine if there is a possibility of violations of the 8-hour CO standards.

The accompanying table shows the DEQ 1983 8-hour CO standards for urban areas with a population under 50,000. Nowhere in the City of Millersburg did peak traffic approach the allowable volume of cars shown on Table 2F.

The highest 1976 Average Daily Traffic in Millersburg was 6,226 cars per day on Old Salem Road at the southern City Limits. This is well below the volume of cars required to exceed the 8-hour carbon monoxide standard in 1983.

There is no data on projected 1990 traffic in Millersburg. However, in view of past traffic trends (See Section on Streets and Highways in the Transportation Element) and the allowable volumes provided in Table 2F, it is not anticipated that the 1990 8-hour CO limit will be exceeded anywhere in the Millersburg Urban Growth Area.

TABLE 2F

VOLUME OF CARS REQUIRED THAT MAY EXCEED 8-HOUR CARBON MONOXIDE (CO) STANDARD IN 1983 (AWDT)

Average Speed (MPH)	1983 Volume of Cars (AWDT)
10	19,000
15	27,200
20	34,000
25	40,400
30	47,300
35	54,300
40	60,300
45	64,100
50	65,900
55	69,200

Note: Assumes a background of 3 micrograms per cubic meter 8-hour aver. value.

Source: Department of Environmental Quality.

Traffic levels on 1-5, adjacent to Millersburg, also should not result in any violation of the 8-hour CO standards. The 1978 ADT on 1-5, adjacent to the Millersburg southern City Limits, was 23,300 vehicles per day. The 1983 standard allows for 69,200 cars at 55 miles per hour. It should be noted, however, that the location of 1-5 adjacent to the Millersburg industrial area, undoubtedly contributes to overall air quality problems.

Accordingly, it has been determined by using the carbon monoxide screening procedure in the DEQ publication, DEQ Handbook for Environmental Quality Elements of Oregon local Comprehensive Plans (Air Quality Section) and supporting documentation that the roads in the Millersburg Comprehensive Plan area do not cause existing violations, and will not cause future violations, of the 8-hour carbon monoxide standards.

Gaseous Emissions, Haze and Odor

The 1976 EPA report noted that gaseous air contaminants from Millersburg industries were believed to be in compliance with air quality standards. However, frequent complaints were made regarding haze and odor problems. The report concluded further control of gaseous emissions was needed to reduce odor and haze problems in the Millersburg area. A check with the DEQ regional office in November 1979 revealed there had been no additional complaints in over a year though some problems still persist.

Field Burning

The field burning program is administered by the DEQ with guidance from the Advisory Committee on Field Burning. The program seeks to minimize the impacts of field burning activities within safety and meteorological constraints. The program also involves coordination with fire districts to insure that field and other burning activities are performed in a safe manner.

Field burning takes place both within the City and the surrounding area. In 1979, some 5,695 acres in the Jefferson Rural Fire District received permits for field burning. In the Albany Rural Fire District, 15,088 acres were approved for field burning.

While field burning contributes to overall air pollution levels, the DEQ does not consider it a major problem in the Millersburg area compared to other Linn County communities, such as Lebanon and Brownsville.*

*Based on conversation with Sean O'Connell, Department of Environmental Quality staff.

Coordination with Department of Environmental Quality

The DEQ requires that a Notice of Intent to Construct (NC) must be filed by all persons proposing to construct an air contaminant source. The NC is used to identify facilities which are considered air contaminant sources and which will require an Air Contaminant Discharge Permit (ACDP). Not all sources requiring NC's need an Air Contaminant Discharge Permit.

Certain types of air contaminant sources are required to have a DEQ-issued ACDP before operation of that source can begin.

Certain types of parking facilities, highways, airports, and other types of indirect sources of pollution require a DEQ Indirect Source Construction Permit (ISCP) prior to construction and operation.

The City of Millersburg will coordinate actions with the DEQ regarding the above site- specific permit activities as outlined in the DEQ Handbook for Environmental Quality.

Elements of Oregon local Comprehensive Plans (Air Quality Section). Specifically, upon request from the DEQ, Millersburg Planning Commission will prepare a statement, to be forwarded to the DEQ, regarding compatibility of applications with the City's Comprehensive Plan and local ordinances.

DEQ Rule-Making Practices and Procedures

The DEQ is required to make public notification of and solicit public comment on all proposed regulations, e.g., ambient air and emission standards and programs, prior to adoption.

The DEQ presently notifies the City of Millersburg of all applicable rule-making actions of the DEQ.

SECTION 9.260 NATURAL VEGETATION, FISH AND WILDLIFE

Natural Vegetation Values

Natural vegetation serves a number of important functions. Stands of timber have obvious economic value. There are no areas of commercial timber within the Millersburg Urban Growth Boundary but the natural vegetation which does exist provides additional benefits which are not always obvious. On steep slopes and in flood plains, natural vegetative cover helps stabilize the soil and thereby protect water resources from excessive sedimentation. The protection of water quality by natural vegetation also helps protect fishery resources and helps provide habitat for a wide variety of wildlife.

Areas of riparian vegetation, other woodland, railroad and utility right-of-ways, and fence lines around fields, provide important wildlife habitat. The understory of brush on the river bank is particularly important for small fur-bearing animals such as nutria, beaver, opossum and raccoon. The larger overstory of trees provides a range for larger animals and homes for a variety of birds.

Vegetation along rivers and streams helps minimize high surface run-off, erosion and flood damage.

Vegetative buffers around industrial plants can help reduce air pollution and odor problems. Similarly, street trees in residential areas can reduce dust and air pollution problems. Plants remove particles of pollution from the air.

The planned use of vegetation around homes and public buildings can help to conserve energy.

Vegetation can also help screen some sound levels by absorbing, deflecting, refracting and reflecting noise. The use of trees as sound buffers around such areas as highways or industrial plants can reduce noise levels.

Natural vegetation also supports outdoor recreation activities, provides an open space resource for the urban environment, and generally enhances the esthetic quality of the community.

Because of these multiple values, a full discussion of natural vegetation resources is warranted.

The Riparian Zone

The Riparian Zone is that band of land adjacent to and influenced by water bodies, including lakes, ponds, marshes and intermittent and perennial streams.

Much of the best wildlife habitat remaining in the Willamette Valley is found in riparian zones. The most significant attribute of major riparian zones is variety, with stands of mature cottonwood, ash, willow and occasional Douglas Fir trees interspersed with stands of young and intermediate age trees. The understory typically consists of shrubs such as elderberry, showberry, wild rose, and blackberry. Grassy openings, field borders, sloughs and gravel bars in all stages of stability and revegetation add to the diversity of habitats.

This mix of many habitats, combined with the productive aquatic environment, is suited to the needs of virtually all wildlife species occurring in the valley.

The major opportunities to preserve important wildlife habitat within the Willamette Valley occur in the riparian zones along stream courses and sloughs, and around lakes and ponds. The productivity of the riparian zone or wildlife is directly related to the diversity and quantity of vegetation present. The larger the vegetation zone adjacent to the water, and the more diverse that vegetation, the greater is its habitat potential.

Proposed Land Uses should maintain the riparian vegetation along streams by utilizing appropriate setbacks:

All riparian zones merit some degree of protection, owing to the particular importance to wildlife of diverse habitat near water.

Fish and wildlife require undisturbed riparian areas as sources of food, water and/or habitat, and significant changes in these areas result in partial or total loss of fish and wildlife.

Especially important are the riparian areas along the Willamette River and around the adjacent lakes.

Natural Vegetation Areas

With the exception of the Willamette River and lakes west of the Burlington Northern railroad, natural vegetation throughout most of the Millersburg Urban Growth Area is very limited.

There are approximately 300 acres of natural vegetation within the Millersburg Urban Growth Boundary or 10 percent of the total area. However, over two-thirds of this total is west of the Burlington Northern tracks and isolated from the rest of the community. The main areas of natural vegetation area:

Willamette River. There are approximately 200 acres of predominantly riparian vegetation associated with the Willamette River and the lakes adjacent to the river. Natural vegetation comprises approximately one-third of the area west of the Burlington Northern tracks, interspersed with the lakes and the industrial storage and waste disposal activities.

Natural vegetation in this area consists of riparian vegetation with areas of brush, black cottonwood, scattered Douglas Fir, Oregon Oak, and areas of swamp vegetation around the lakes, particularly west of Second Lake.

The Willamette River and its riparian zone provide the needs of a wider variety of wildlife species than any other habitat occurring in the Willamette Valley. The Willamette is a major route of the Pacific Flyway. Migratory waterfowl rest and feed along the river in large numbers during normal winters. It is an essential feeding and resting area for wintering waterfowl during periods of cold weather when other water areas are frozen over. Furbearers travel and live along its shores. Deer are common. Heronries are found in the cottonwood stands. At the present time it is one of the few areas in the Willamette Valley where public waterfowl hunting is available. In coming years, population pressures will increase the recreational value of the river immensely.

Willamette River Sloughs. Sloughs, such as Fourth Lake, are the estuaries of the river where wildlife normally concentrate. These areas are of the highest value for

wildlife. The quiet water of the sloughs with their associated riparian vegetation provide fertile sheltered areas where waterfowl, aquatic furbearers, and other water-associated wildlife feed, rest and rear their young.

Murder Creek Valley. Approximately 10 acres of deciduous woodland and scattered firs exist on the northern slopes of the Murder Creek Valley which is primarily owned by the Linn-Benton Memorial Park Association. This woodland helps protect the steep slope and serves as a natural buffer between the adjacent Duraflake and Teledyne Wah Chang industrial properties.

Truax Creek Valley. Approximately 5 acres of scattered deciduous woodland and a small pond serve as a buffer to adjacent industrial properties.

Western Kraft Site. Approximately 5 acres of woodland along Old Salem Road help buffer the plant from the roadway and adjacent properties.

Burlington Northern Rail Line. There is approximately 10 acres of woodland in a ribbon along the rail line partly outside the City boundary. This woodland serves as a sound buffer and wind-break. It helps provide a natural divide between the City and the exclusive agricultural lands to the west.

Northwest Millersburg. This area contains 10 acres of Oregon Oak intermixed with agricultural properties. These surrounding oaks provide Millers Cemetery with an attractive setting. This stand also helps protect small drainage courses and provides an attractive landscape.

Crooks Creek Valley. Apart from the Willamette River flood plain, the Crooks Creek Valley provides the largest concentration of woodland in Millersburg. This area contains approximately 40 acres of trees and brush. The main concentrations of growth occur in the northeast corner of Millersburg in the vicinity of the 1-5 and Old Salem Road interchange; in an area adjacent to the Millersburg School; and in bands of growth intermixed with agricultural properties between 54th Avenue and Millers Cemetery Road. Some of this vegetation can provide desirable open space for the area when it is developed.

Scattered Natural Vegetation

Railroad and utility right-of-ways and fence lines also contain limited tree growth and other natural vegetation.

Wildlife Habitat Types

The key to maintaining a diverse and abundant wildlife is simply to provide an abundance of diverse habitats.

The Oregon Department of Fish and Wildlife identifies ten habitat types:

Slow still waters
Fast moving water
Marsh
Riparian
Open areas
Edges
Deciduous trees
Coniferous trees
Coniferous and deciduous mixed trees
Dead and defective trees

Nearly all areas can provide some habitat for non-game wildlife of some kind. *Some* species can adapt to a variety of habitats, but others are restricted to specific habitat types. For example, the spotted owl is restricted to old growth timber areas while woodpeckers need dead or defective trees for nesting.

To insure an abundance and variety of wildlife, development proposals should be reviewed to insure the maximum feasible preservation of habitat types identified above. Preservation of riparian zones, particularly along major streams, is of particular importance for both fish and wildlife. Provision of parks, open space and water areas is also an important provider of habitats.

All rivers, streams and lakes and adjacent riparian zones are considered sensitive areas for protection of fish and wildlife values.

Wildlife Species

In protecting wildlife species in urban areas, the main concern is with non-game species. Over 220 species of non-game wildlife occur in Linn County. Included in this category are eagles, hawks, owls, songbirds, small mammals, reptiles and amphibians. The Department of Fish and Wildlife's wildlife habitat protection plan for Linn County contains a full list of wildlife species occurring in the county. Birds account for three quarters of all species present.

Threatened or Endangered Wildlife Species

According to a letter from the Oregon Department of Fish and Wildlife (December 10, 1979), there are no known threatened or endangered species, or any specialized habitats within the Millersburg Urban Growth Boundary.

The original inventory for the Willamette Greenway Plan, however, identified a "Primary Biotic Community" in the area of Fourth Lake. The area can support fish, small game, and provide a nesting area for water fowl.

Fish Species

Table 2D lists fish species, location and abundance in Linn County. The table includes species in the Willamette River. In addition to the species specifically named, the Willamette River is used as a migratory route by anadromous fish such as salmon and steelhead.

The entire fish species list for the county generally applies to the Willamette River at Millersburg. The river is used by most salmon and steelhead species for migration to upstream areas which provides some local sports fishing benefits in the Millersburg-Albany area. Salmon also spawn in the Willamette River. In October of 1979, 40 redds (salmon nests) were counted by the Department of Fish and Wildlife in the 23 mile section of the Willamette River from Albany to Independence.

TABLE2D
FISH SPECIES, LOCATION AND ABUNDANCE IN LINN COUNTY

GAME FISH

Species	Location	Abundance
Chinook Salmon	Most larger streams	Common
Coho Salmon	South Santiam & numerous tributaries	Common
Sock-eye Salmon	South Santiam & Quartzville Creek	Common
	Kokanee Detroit & Green Peter Reservoirs	Common
Winter Steelhead	Most major tributaries	Common
Summer Steelhead	Mainly Santiam, some tributaries	Common
Cut throat Trout	Most streams, some lakes	Abundant
Rainbow Trout	Stocked in major steams, many lakes	Abundant
Brook Trout	Some streams, most in lakes	Abundant
Mt. Whitefish	Most major streams	Common
Largemouth Bass	Willamette R., some sloughs & lakes	Abundant
Smallmouth Bass	Lower Santiam R., Thomas Creek	Few
Bluegill	Willamette R., some sloughs & lakes	Abundant
White Crappie	Willamette R., some sloughs & lakes	Abundant
Black Crappie	Willamette R., some sloughs & lakes	Common
Brown Bullhead	Willamette R., some sloughs & lakes	Abundant
Yellow Bullhead	Willamette R., some sloughs & lakes	Common
Yellow Perch	Willamette R., some sloughs & lakes	Common
Pumpkinseed	Willamette R., some sloughs & lakes	Common
Warmouth	Willamette R., some sloughs & lakes	Common

White Sturgeon	Willamette River	Few
Carp	Willamette R., some sloughs & lakes	Abundant
Chiselmouth	Most major streams & sloughs	Abundant
Cottids	Most streams, some lakes	Abundant
Dace	Most streams	Abundant
Goldfish	Willamette R., some sloughs, some lakes	Common
Pacific Lamprey	Most major streams	Abundant
Wstrn. Brook Lamprey	Most streams	Abundant
Peamouth	Most major streams	Common
Northern Squawfish	Most streams, some lakes	Abundant
Redside Shiner	Most streams, some lakes	Abundant
Sand Roller	Most major streams	Common
Largescale Sucker	Most streams, sloughs, some lakes	Few
Mountain Sucker	Some streams	Common
Gambusia (Mosquito Fish)	Some lakes	Common

Fisheries Protection

The Linn County Fish Habitat Protection Plan defines "lakes and reservoirs" and "rivers and streams" as sensitive areas for fish production. Department goals for lakes and reservoirs include protecting water quality, preserving fish and wildlife habitat, retaining land adjacent to water areas in as near natural condition as possible while allowing compatible land uses, maintaining public fishing areas and access, and preserving esthetic values.

Department goals for rivers and streams include retaining riparian vegetation and channel integrity, meanders and stable non-eroding banks that will protect water quality, preserving fish and wildlife habitat, and providing for a variety of recreational and esthetic values.

The Department recommends that residential development along streams should be low density and require appropriate setbacks.

Designation of land in open space uses such as forestry and agriculture provides indirectly for the maintenance and preservation of fish and wildlife habitat.

River Access

Assuring adequate river access is important in order to utilize the river's recreational resources. Presently, there is no public access to the Willamette River in Millersburg. The City has supported the efforts of the City of Albany to secure a potential park site on the Willamette River in the vicinity of Cox Creek. Five acres of this site is in Millersburg.

Although part of this park site occurs in southern Millersburg, there is no direct or easy access from the City.

The City should take into consideration river accessibility in its long range plans. Future river access should be conveniently located near the residential growth areas of the City, located north of Conser Road. There are no lands within the City's present Urban Growth Boundary that could be utilized. Future river access would therefore have to be provided by the County or be incorporated into the City's long range growth needs as a Comprehensive Plan amendment.

Land Use Conflicts

Changes to more intensive land use and development is reducing the total wildlife habitat base, resulting in a net loss of both numbers and types of wildlife. Any activity which removes or alters existing habitat, adversely affects wildlife. Those activities and land uses which have the most widespread effects on fish and wildlife are:

Filling or draining of aquatic habitats.
Water pollution.
Clearing of riparian zones.
High density development in or adjacent to sensitive habitats
Practices which remove vegetation from roadsides, fence rows and other unused areas.
Conversion of forest and agricultural land to small parcels.

The guidelines for achieving LCDC's Goal #5, "Open Spaces, Scenic and Historic Areas and Natural Resources,"" states that all fish and wildlife areas and habitats should be protected and managed in accordance with the Oregon Wildlife Commission's fish and wildlife management plans."

Most of the policies and recommendations concerning fish and wildlife are based on those made by the Department of Fish and Wildlife in the Linn County fish and wildlife habitat protection plans. For both fish and wildlife, preservation of the riparian zone and prevention of pollution are among the most critical concerns.

SECTION 9.270 NOISE

Federal and State Policy

Both the State and Federal governments have adopted policies concerning noise. Federal Public Law 92-574, 2(b) states, "It is the policy of the United States

to promote an environment for all Americans free from noise that jeopardizes their health or welfare."

The Oregon Legislature, in adopting the Oregon Noise Control Act of 1971, found that noise at "unreasonable levels is as much a threat to the environmental quality of life…and the health, safety and welfare of the people of this state as is pollution of the air and water…" (ORS Chapter 467). The legislature accordingly authorized the DEQ, through the Environmental Quality Commission, to adopt and enforce statewide standards of noise control (OAR 340-35).

The DEQ, for example, requires vehicles operating on public roads to meet noise emission standards (ORS 467.030). Industrial and commercial sources also must meet DEQ ambient noise standards (ORS 467.030). DEQ noise standards for all sources are contained in OAR 340-35-005 through 340-35-100.

LCDC Goal #6, to maintain and improve the quality of the State's resources and to insure future development, does not violate, or threaten to violate, applicable state or federal environmental quality statutes, rules or standards including noise regulations.

Noise Source Inventory

Existing noise sources in Millersburg consist largely of industrial trial and transportation related noise sources. Most noise sources are concentrated in the predominantly industrial area of southern Millersburg.

Noise sources in Millersburg include the major industrial plants, two railroads, and the Interstate 5 freeway which borders the eastern edge of the community.

Residential Impacts. The northern residential area of Millersburg, North of Conser Road, is comparatively free from noise pollution. Traffic is light and the limited industrial development in northeast Millersburg consists of light industry which does not contribute excessive noise. Truck traffic on Old Salem Road is the primary noise generator for this area.

The small residential area in southern Millersburg on Knox Butte Avenue, however, is exposed to considerable traffic noise. In addition to the 6,821 vehicles per day on nearby Old Salem Road, the area is immediately adjacent to an 1-5 interchange and is impacted by freeway traffic noise. Immediately west of this area are the Southern Pacific and Burlington Northern rail lines and the Burlington Northern rail yard, all of which can impact on Knox Butte Avenue residents.

Industrial and Commercial Noise Sources. The major industrial plants are all noise sources. However, most of these plants are concentrated in a relatively small area and do not significantly impact on the residential areas of the community.

In addition to the noise generated by industrial process, the major plants also contribute to noise from rail and highway traffic.

There is no significant concentration of commercial development in Millersburg. Small commercial operations are scattered along the southern-most segment of Old Salem Road and are intermixed with limited industrial uses. Their primary contribution to noise is traffic generation on Old Salem Road.

Traffic Noise. Traffic volumes in Millersburg are comparatively light. Only Old Salem Road carries substantial traffic. Old Salem Road has an Average Daily Traffic of 6,820 vehicles at the City's southern limit. While the volume of traffic is not excessive, the nature of the traffic makes for a higher noise level. Old Salem Road carries an estimated 450 trucks per day. This traffic, however, is mostly concentrated in the industrial area south of Conser Road.

Traffic noise impacts in Millersburg also occur from the Interstate 5 freeway located adjacent to the City. The freeway carries an Average Daily Traffic of 23,200 vehicles in the Millersburg vicinity. The resultant noise impact is felt most heavily by residents of the Knox Butte Avenue area in southern Millersburg.

Rail Traffic Noise. Rail traffic is a significant contributor to noise in Millersburg. The City is bordered by two railroads, the Burlington Northern on the west and the Southern Pacific on the east. The two lines converge in southern Millersburg where the Burlington Northern freight marshalling yard is also located. The yard operations impact adjacent residential and commercial land uses.

The Burlington Northern yard handles three long trains a day. There are also three "work-trains" a day. The Burlington Northern line on the western edge of the City, north of the yard, handles only two long trains a day.

The Southern Pacific line of the eastern edge of the City, however, is S.P.'s main line and handles 20 trains a day, plus AMTRACK trains.

In addition to this through traffic, all major Millersburg industries receive deliveries and/or make shipments by rail daily. Approximately 65 rail cars serve Millersburg industries each day with 45 cars making deliveries and 20 cars receiving shipments.

Other Sources. Other noise sources impacting Millersburg include the Albany airport and a race track located immediately east of 1-5.

Planning Measures

The Plan will result in increased noise levels in southern Millersburg but should keep the City's developing residential area, north of Conser Road, comparatively free of any serious noise problems.

Increased noise levels can be expected in southern Millersburg due largely to traffic increases on Interstate 5 and Old Salem Road, and also due to additional heavy industry which is planned for the area. However, no additional residential development is planned for the southern area and new development will have little additional impact on Knox Butte Avenue residents. One measure which can be taken to ensure protection of the northern residential area is to limit industrial access from Conser Road between Old Salem Road and the Burlington Northern tracks. Arnold Road should serve as the main access to industrial properties in this area thereby keeping truck traffic away from residential areas.

The northern portion of Millersburg should remain free from any serious noise problems. Industrial properties in northeast Millersburg are zoned exclusively for light industrial use. The recommended industrial service road paralleling Old Salem Road would reduce traffic noise impacts on adjacent residential areas and the Millersburg School.

There is presently no public access to Willamette Greenway lands within the Millersburg Urban Growth Boundary. This condition minimizes noise impacts on the greenway area, though some impact is made by adjacent industrial land uses. For the most part, however, these land uses consist of industrial waste disposal activities and do not contribute significant noise problems.

The Planning Commission should continue to include consideration of potential noise 'impacts from future development proposals in the planning review process. Projects with potential adverse impacts should be submitted to the DEQ for review and comment to insure that new noise sources do not violate state noise standards.

In exercising the planning review function, the Planning Commission should seek to insure that future noise-sensitive land uses such as residential areas, parks, schools, etc., are not located near existing noise sources. Future noise-generating public facilities and other future noise sources, should not be located near noise-sensitive areas.

As development increases, the City should consider the necessity for a local noise ordinance.

SECTION 9.290 ENVIRONMENT GOALS & POLICIES OVERALL GOALS

To recognize the opportunities and constraints posed by the natural environment; to protect the unique resources of the area; and to ensure that future development will not result in adverse impacts on the natural resource base.

OVERALL POLICIES

1. The City shall strive for continual and substantial progress toward improving the quality of the local environment by supporting strict enforcement of all applicable environmental quality standards and regulations in cooperation with Linn County, the State Department of Environmental Quality and the Federal Environmental Protection Agency and shall notify the governing agencies of any identified violations or potential problems.

2. All development proposals shall be within the safe carrying capacity of the air, water and land resources of the development site, the City of Millersburg and the Albany-Millersburg Urban Growth Area.

TOPOGRAPHY AND DRAINAGE

1. Development proposals for sites with slopes that exceed 15 percent shall submit engineering investigations for review and approval of the City to ensure that no environmental problems will result from the development.

2. Natural drainage channels shall be protected from disruption.

3. Flooding areas, particularly areas within the Intermediate Regional Flood Zone on the Willamette River and Cox, Crooks, Murder, Truax and Burkhart Creeks, shall be maintained in open land uses that are compatible with floodway hazards.

4. Development in identified flood fringe areas shall conform to the standards of the City Zoning Ordinance and the standards of the National Flood Insurance Program.

5. An investigation should be undertaken concerning the need for river bank protection on the east bank area of the Willamette River.

6. Essential flood protection measures shall be conducted in a manner least disruptive to the natural environment.

7. Drainage courses shall be protected and maintained as natural greenway buffers wherever practicable.

GEOLOGY

1. Development proposals in areas considered to pose geologic hazards such as flooding, poor drainage, ponding, high water table and slippage, shall submit engineering investigations of the site for review and approval of the City to ensure that no environmental problems will result from development.

2. Areas posing natural hazards to life and property shall be subject to strictly enforced development standards.

3. Open land uses, such as agriculture, parks and open space, shall be encouraged for natural hazardous areas to avoid potential loss of life and property.

4. The City and the County shall coordinate plans to insure preservation of adequate aggregate resources necessary for the development of the Millersburg area.

SOILS

1. Urban growth in the Millersburg area shall be contained within the adopted Urban Growth Boundary to preserve productive agricultural soils until revisions of the boundary are necessary to accommodate Urban Growth.

2. Revisions of the Millersburg Urban Growth Boundary shall recognize the need to preserve productive agricultural soils.

3. Development on soils with severe limitations for septic tank absorption fields shall be discouraged unless sewer service can be provided.

WATER RESOURCES

1. The City of Millersburg shall comply with all federal water quality protection requirements, Environmental Protection Agency regulations, and Department of Environmental Quality water quality regulations.

2. Applications for National Pollutant Discharge Elimination System (NPDES) permits shall be reviewed for conformance with the goals and policies of the Comprehensive Plan.

3. Rivers, streams, lakes, ponds, sloughs, and wetlands shall be protected to maintain clean and undisturbed conditions.

4. The Department of Environmental Quality should continue periodic monitoring of the Willamette River, local tributaries and adjacent lakes to guarantee that water quality standards are being maintained.

5. Proposals for future industrial development shall include plans for protection of existing on-site water resources.

6. To preserve water resources and wildlife habitat, dredging and filling of shallow water areas shall be discouraged wherever possible. Also, channel integrity, including meanders and stable non-eroding banks, should be preserved.

7. Groundwater resources shall be protected from potential pollution from septic tank wastes, run-off, solid and industrial waste leachates, and irrigation return water.

NATURAL VEGETATION, FISH AND WILDLIFE

1. The remaining areas of natural vegetation shall be preserved to the maximum extent possible to protect soils, water and air resources, fish and wildlife habitats; preserve recreational and scenic resources; and to serve as protecting buffers within the community.

2. Specifically, the natural vegetation resources of the Willamette River flood plain, Cox, Crooks, Murder, Truax, and Burkhart Creeks, and the stands of natural vegetation along the Burlington Northern rail lines and roads, and the tree stands in the residential areas of the community should be preserved.

3. Riparian vegetation along the Willamette River and adjacent to lakes, streams and ponds shall be preserved or restored to the maximum extent possible to protect water quality and the wildlife habitat associated with riparian corridors.

4. Designated greenways along water courses shall be used to protect natural vegetation and water resource values.

5. Development of land uses that require channelization, excessive removal of streamside vegetation, alteration of streams banks and filling of stream channels shall be discouraged. Necessary alterations shall be submitted to the City for review and approval.

6. Public access to rivers and stream areas shall be secured and maintained wherever appropriate.

7. Parks and open areas shall be managed to protect existing native vegetation. Undeveloped natural areas in existing and future parks shall be protected to the maximum extent possible while still meeting the recreational needs of the community.

8. Development proposals for residential, commercial or industrial developments shall recognize the value of existing on-site natural vegetation and shall inventory and preserve these resources to the maximum extent feasible.

9. During development, large live trees should be preserved wherever possible, and dead trees of any size should be preserved for wildlife habitat when there is little hazard or obstruction to doing so.

10. The creation of vegetative buffers between industrial areas and other land uses shall be encouraged.

AIR

1. The City of Millersburg shall comply with all Federal Clean Air Act requirements, Environmental Protection Agency regulations and Department of Environmental Quality air quality regulations.

2. The City shall coordinate with the Department of Environmental Quality regarding statements of Plan compatibility for Notice of Construction, Air Contaminant Discharge and Indirect Source Construction permit applications.

3. Future development in the Millersburg area shall not result in a conflict with Class II PSD air quality standards, particularly for total suspended particulate (TSP) and sulphur dioxide (S02) levels.

4. Future traffic patterns in the Millersburg area shall not result in a violation of the 8-hour carbon monoxide standard.

5. New sources of TSP or sulphur dioxide in the Millersburg area shall be reviewed by the DEQ.

The following policies and recommendations are included to ensure that future industrial development in Millersburg does not result in any violation of Class II PSD air quality standards in general, and Class I PSD TSP standards in particular.

6. Any new or expanded industrial development with a significant air contaminant discharge shall be reviewed by the DEQ for assessment of the impact of the proposal on air quality in the Millersburg-Albany area.

7. Any potential large (over 100 tons per year) TSP or S02 emission should be required to undertake pre and post- construction monitoring by the DEQ.

8. The Millersburg Plan shall be reviewed and revised as necessary after the DEQ's present air quality study in Millersburg is concluded.

9. The City shall encourage dispersal of proposed developments with air contaminant discharges within the heavy industrial zone to minimize concentrations.

10. Future industrial developments with significant air contaminant discharges shall be encouraged to undertake measures which can reduce the potential impact of the discharges, such as planting appropriate vegetation; locating the discharge source where the impact is minimized, etc.

11. The City of Millersburg shall cooperate with the DEQ and the City of Albany to ensure that Class II PSD standards are not violated in the Albany-Millersburg area by future development within the City.

12. The Department of Environmental Quality should continue to monitor emissions from existing Millersburg industries and make recommendations which will result in improved air quality, particularly to reduce Total Suspended Particulate (TSP) levels.

NOISE

1. The City shall require noise reduction measures for future development proposals.

2. All future developments within the City shall comply with the DEQ Noise Control regulations, the Oregon Noise Control Act and all other applicable federal, state and local noise control regulations.

3. The noise impact of future development proposals shall be considered in the City's project review procedures.

4. Proposals for new and improved streets and highways shall include consideration of noise impacts on nearby properties and shall provide vegetative buffers, berms, or other means to minimize any adverse noise impacts.

5. Vegetative buffers shall be encouraged for proposed stationary noise sources, such as an industrial operation.

6. Vegetative buffers should also be created around existing industrial operations.

7. Development proposals, including major highway proposals, with adverse noise impacts shall be submitted to the DEQ for review and comment.

8. The existing vegetative buffers along rail lines and roadways shall be maintained. additional buffers shall be encouraged along rail lines and adjacent to Interstate 5.

9. Future noise sensitive land uses such as parks and residential areas should not be located near stationary or mobile noise sources, such as industrial plants and major transportation corridors.

SECTION 9.300 POPULATION & ECONOMY

The primary Statewide Planning Goals (Goals) related to this Section of the Plan are **Goals 2 and 9**, although other Goals are also impacted by the Population and Economy element of the Plan.

Goal 2 reads, "To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions." Population trending and projections are a means of identifying potential land use needs for future growth and development.

Goal 9 reads, 'To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Comprehensive Plans should contribute to a stable and healthful economy and should provide areas for suitable for increased growth and development of the area's economic base."

Population data and protections provide a basis for determining land use, housing, transportation and public facility needs. Projections of population and economic activities also indicate potential impacts on the environment resulting from population and economic growth.

Section 9.300 contains background data on existing population and employment levels and projections of future population and employment trends. The population and economic projections are based on regional projections for the entire Linn-Benton area but it is stressed that local developments in Millersburg could significantly alter projected regional outlooks.

Population and economic data for Millersburg cannot be viewed in isolation. Millersburg is an integral part of the larger Albany/Millersburg urban area. Millersburg provides an employment base for a much larger population than actually resides in the City. The health of this employment base is therefore important to the entire area.

Data Sources include:

1. **The 1990 Census and available updates from Portland State University Center for Population Research and Census.**

2. **The Analysis of the Regional Economic and Housing for Linn and Benton Counties by ECONorthwest for the Cascades West Council of Governments, November 1999.**

3. Local Community Surveys 1999-2001.

SECTION 9.310 POPULATION

A projection of population growth is an essential step in the comprehensive planning process. Projections serve as a tool in assessing future land use needs. **Section 9.310** contains background data on existing population, trends and future population projections. A projection is an estimate based on assumed growth factors. Therefore, the projected population for any target date may occur before or after the projected period based upon changes in local growth conditions.

The 1980 U.S. Census provided the first detailed profile of Millersburg's population since the City's incorporation in 1974. The 1990 U.S. Census provides the last detailed profile of Millersburg's population. The 2000 Census is currently being compiled and will provide a more up to date population profile of the community.

Existing Population

The Portland State University Center for Population Research and Census (PSU-CPRC) estimated the 1974 Millersburg incorporation population at 571. **Table 9.300 A-1** and **Table 9.300 A-2** summarize the 1900-1999 population estimates for Millersburg, Albany, Linn County and the State of Oregon and their growth rates from 1940 to 1997.

TABLE 9.300 A-1
1900-1999 POPULATION ESTIMATES

Year	Millersburg	Albany	Linn County	Oregon
1900	**NA**	3,149	18,603	413,536
1940	**NA**	5,654	30,485	1,089,684
1950	**NA**	10,115	54,317	1,521,341
1960	NA	12,926	58,867	1,768,687
1970	**NA**	18,181	71,914	2,091,385
1971	**NA**	19,300	73,960	2,143,000

1972	**NA** 2,183,270	20,400	75,540
1973	**NA** 2,224,900	21,440	78,100
1974	571 2,266,000	21,930	79,900
1975	570 2,299,000	22,025	80,800
1976	590 2,341,750	22,800	83,400
1977	605 2,395,100	24,030	85,000
1978	590 2,472,000	26,150	88,300
1979	590 2,544,000	26,200	89,500
1980	562 2,639,915	26,850	89,750
1981	560 2,660,735	27,100	90,300
1982	545 2,656,185	27,450	88,850
1983	545 2,635,000	27,500	89,350
1984	555 2,660,000	27,900	89,900
1985	550 2,675,800	27,900	89,000
1986	545 2,661,500	27,950	86,050
1987	550 2,690,000	28,060	87,000
1988	565 2,741,000	28,020	88,800
1989	575 2,791,000	28,030	90,000

1990	715 2,842,321	29,460	91,227
1994	730 3,082,000	35,020	96,300
1997	739 3,217,000	37,830	100,700
1999	730 3,300,800	40,010	103,000

Source: Portland State University Center for Population Research and Census.

TABLE 9.300 A-2
POPULATION GROWTH RATES

Years	Millersburg	Albany	Linn County	Oregon
1940-80		370% (3.90)	194% (2.74)	141% (2.28)
1960-70		40.7% (3.42)	22.2% (2.02)	18.2% (1.69)
1970-80		46% (3.85)	24% (2.21)	26% (2.52)
1980-90	2.3%	4.4%	0.28%	5.7%
1990-97	3.4%	28.4%	10.4%	13.2%

(Annual rates are in parenthesis)
Source: Portland State University Center for Population Research and Census.

Millersburg's 1999 population was 730, however with the new housing developments in the community these numbers will increase in year 2001.

Population Characteristics
At the time of the City's incorporation in 1974, Portland State University's Center for Population Research and Census did a partial census. **Table 9.300 B** summarizes the number of households by size and **Table 9.300 C** summarizes the age-sex characteristics from that survey. The 1990 Census has provided the latest updated information on population for the City of Millersburg.

In 1974 there were 209 households in Millersburg, with a total population of 571 people. The average household size was 2.73 people. There were 58 pre-school children, 73 elementary school children, 68 junior and senior high school children, and 51 senior citizens. The working age population (18-64) totaled 282 people and there were 39 people whose age was unknown.

In 1980 there were 245 households, 220 occupied and 25 vacant in Millersburg with a total population of 562 people. The average household size was 2.55 people. There were 45 pre-school children, 79 elementary school children, 51 junior and senior high school children, and 40 senior citizens. The working age population (18-64) totaled 347 people.

In 1990 there were 287 households, 271 occupied and 16 vacant in Millersburg with a total population of 715 people. The average household size was 2.58 people. There were 75 pre-school children, 47 elementary school children, 41 junior and senior high school children, and 95 senior citizens. The working age population (18-64) totaled 456 people.

TABLE 9.300 B
MILLERSBURG NUMBER OF HOUSEHOLDS BY SIZE

Persons Per	No. of Households			Total No. of Persons		
Household	**1974**	**1980**	**1990**	**1974**	**1980**	**1990**
1	55	64	62	55	64	62
2	62	64	93	124	128	186
3	27	33	55	81	99	165
4	33	33	36	132	132	144
5	19	21	15	95	105	75
6+	13	5	10	54	34	83
Totals	**209**	**220**	**271**	**541**	**562**	**715**

Source: Portland State University Center for Population Research & Census

TABLE 9.300 C
MILLERSBURG AGE-SEX POPULATION CHARACTERISTICS

	Males			Females		
Age	**1974**	**1980**	**1990**	**1974**	**1980**	**1990**
0-5	28	25	45	30	20	30
6-11	34	42	26	39	37	21
12-17	43	27	25	25	24	17
18-29	55	64	79	49	61	64
30-34	56	64	85	46	59	68
45-64	35	42	81	41	57	79
65+	23	21	42	28	19	53
Unknown	22			17		
Totals	**296**	**285**	**383**	**275**	**277**	**332**

Age	Total Persons 1974	1980	1990	Total Percentage 1974	1980	1990
0-5	58	45	75	10.2	8.0	10.5
6-11	73	79	47	12.8	14.1	6.5
12-17	68	51	42	11.9	9.1	5.9
18-29	104	125	143	18.2	22.2	20.0
30-34	102	123	153	17.9	21.9	21.4
45-64	76	99	160	13.3	17.6	22.4
65+	51	40	95	8.9	7.1	13.3
Unknown	39			6.8		
Totals	**571**	**562**	**715**	**100**	**100**	**100**

Source: Portland State University Center for Population Research & Census

Table 9.300 D presents Millersburg's 1990 racial mix. The Mexican/Spanish population has remained relatively constant from 1980 to 1990 while the American Indian population has been reduced by 42%. The White population expectedly had the largest gain percentage gain at 28%.

TABLE 9.300 D
MILLERSBURG POPULATION BY RACE

Race	1980 Population	1990 Population
White	509	651
Mexican	30	31
Other Spanish	2	2
American Indian	12	5
Asian	2	3
Other	7	23
Total	**562**	**715**

Population Trends

While no population data prior to 1974 is available for Millersburg, it is useful to note the past population trends of the City of Albany. Between 1940 and 1970 Albany grew by 220 percent, compared to 135 percent for Linn County and 91.9 percent for the State. Albany's population increased from 5,654 people in 1940 to 18,181 in 1970. Between 1965 and 1978 the City of Albany has been growing at an annual growth rate of 3.69 percent, while Millersburg has experienced little population growth.

The 1980's was a decade of limited growth for the State of Oregon. Rural areas experienced little growth and some areas had an actual decline in population.

The Albany/Millersburg Area maintained a rate somewhat similar to that of the State, but it was minimal as evidenced by **Table 9.300 B**. The City of Millersburg was more fortunate than many jurisdictions. Although the City sustained mill closures, it has rebounded with substantial commercial and industrial growth, together with some residential growth as well. The City had a total of 28 new residential building permits issued from 1980 to 1990. Between 1990 and 1997 the City added 8 new single-family homes and 37 manufactured homes. In addition, the City has attracted over 20 new industrial and commercial developments to the City, in conformance with the objectives and policies of the Millersburg Comprehensive Plan and the State of Oregon Economic Development Program.

Millersburg's early growth was limited in part by the absence of public facilities, particularly municipal sewer and water facilities. Now, with the provision of municipal facilities in place, residential development in Millersburg could increase at a more substantial rate.

Comparatively, between 1970 and 1985 the City of Albany's population increased 53.5%, at an annual growth rate of 3.1%, while Millersburg experienced a 22% increase between incorporation in 1974 to 1990, at an annual growth rate of 1.29%.

Between incorporation in 1974 and 1980, Millersburg experienced a population decline from 571 to 560 (-1.9%). Between 1980 and 1990, Millersburg experienced a gain from 560 to 699 (+24.8%). However, this growth was primarily due to annexation of adjacent UGB areas in 1988 that added 118 people to the City.

Building permits for 1980 to 1990 reveal another trend. The City added 2 houses and 26 manufactured homes. At the 1980 population per occupied household of 2.55, the City gained 72 people for a total of 634. Adding the annexed population of 118 would indicate a 1990 population of 752, only 48 short of the 1978 projection of 800 for 1990. The difference between the 1990 population of 715 and the 752 arrived at by added growth may be attributed to declines in other areas of the City. Removal of nonconforming housing in the industrial areas of the City and relocated manufactured homes may account for the numerical difference.

Population Projections

In Oregon, there are state requirements for coordinated forecasts of population at the county level. This means that:

- Counties must adopt state forecasts for the county or present compelling information for diverging from those forecasts and;

- The combined local forecasts for incorporated and unincorporated areas in the County must be equal to a county's coordinated forecast.

Similar requirements do not exist for forecasting employment.

In Executive Order 97-22, signed December 16, 1997, Governor Kitzhaber directed key state agencies such as DLCD and ODOT to "use the population and employment forecasts developed or approved by the Department of Administrative Service's Office of Economic Analysis (OEA) in coordination with Oregon's 36 counties to plan and implement programs and activities." That means the OEA projections are the standard for the coordination of local population projections required by ORS 195.036.

There are, however, problems associated with forecasting small community growth. The following conditions are why forecasts for small cities are highly uncertain:

- Projections for population in most cities and counties are not based on deterministic models of growth; they are simple projections of past growth rates into the future. They have no quantitative connection to the underlying factors that explain why and how much growth will occur.

- Even if small cities had a sophisticated model that linked all these important variables together (which they do not), they would still face the problem of having to forecast the future of the variables that they are using to forecast population or employment growth. In the final analysis, all forecasting requires making assumptions about the future and conditions affecting those assumptions are subject to change.

- Comparisons of past population projections to subsequent population counts have revealed that even much more sophisticated methods than the ones used in planning studies are often inaccurate for extended periods of time, even for relatively large populations. **The smaller the area and the longer the period of time covered, the more unreliable the results for any statistical method.**

- Small cities start from a small base. A new subdivision of 100 homes inside the Portland UGB has an effect on total population that may be too small to measure. That same subdivision in Millersburg could increase the City's population by about 34%. If phased in over five years, for example, the City's **average** annual growth rate during that period would be over 6.1%.

- Small cities can have rapid growth for many reasons including:
    1. The availability of urban services particularly water and sewer.
    2. The introduction of a major employer.
    3. Because they are located near larger service centers.

4. Because they have high quality of life values for homesteads, retirement and proximity to recreational activity areas.

There is ample evidence of very high growth rates in the short-term and there are also some cases of high growth rates sustained over many years for small communities like Millersburg.

Although not necessarily accurate, forecasts of population and employment do drive everything else in the planning process. Population and employment growth means more households; more households need more houses; more households also need more services; and housing and services both require more buildable land.

Table 9.300 E summarizes population growth protections for Oregon, Linn County, Albany and Millersburg. Projections for the City of Millersburg reflect a rate of 2.3% per year, somewhat higher than the City of Albany's rate of 1.6% per year, and substantially higher than Linn County's rate of 1.3% and the State's rate of 1.2%.

TABLE 9.300 E
POPULATION PROJECTIONS

Year	Oregon	Linn County	Albany	Millersburg
	at 1.2% yr	at 1.3% yr	at 1.6% yr	at 2.3% yr
1990	2,842,321	91,227	29,462	715
1997	3,217,000	100,700	37,830	735
2000	3,406,000	104,894	39,558	740
2005	3,631,000	110,573	42,615	833
2010	3,857,000	116,053	45,909	938
2015	4,091,00	121,593	49,457	1056
2020	4326.00	127,158	53,200	1,200

Source Oregon State Office of Economic Analysis

Trending for a developing community like Millersburg is not very reliable. There is no relevant trending to build upon. With a generally rural population of only 730 people, a substantial economic base, and an expanding utility infrastructure; the City could exceed even optimistic expectations for growth as urban public facilities and services are expanded.

In general, long range growth should occur relative to that of Albany. However, with the availability of sewer and water, it is expected that Millersburg's growth will exceed that of Albany due to cost and tax advantages.

The forecasts contained in **Table 9.300 F** rely on the coordinated forecasts prepared by Linn County and the Office of Economic Analysis that allocated

population growth to cities. Millersburg is projected to have a population of 1,200 by the year 2020 and although constrained by these forecasts, they do provide the most logical place from which to begin an examination of alternative futures for Millersburg.

The population projections in **Table 9.300 F** are based on an approximate annual growth rate of 2.3%. Compared to past trends this may be an optimistic projection, but with operational municipal sewer and water systems and an approved urban subdivision The City could expect even higher rates of growth, particularly in the short-term.

TABLE 9.300 F
PROJECTED MILLERSBURG POPULATION GROWTH
(2000-2020)

YEAR	POPULATION	CHANGE
1990	715	
2000	740	3.5%
2005	833	12.6%
2010	938	12.6%
2015	1056	12.6%
2020	1200	13.6%

However, planning is a long range endeavor and it is the long range trends that have stability, not short term fluctuations.

In the past, Millersburg's growth has been limited in part by the absence of public facilities, particularly sewerage facilities. In the future, with the provision of adequate public facilities, Millersburg could grow at a rate similar to Albany or possibly higher. Once water and sewer facilities are available for residential development in Millersburg, growth could be rapid.

The revised population projections for Millersburg summarized in **Table 9.300 F** are extended to the year 2020 and reflect consideration of the following conditions:

1. Short-term and long-term local trends.
2. Statewide projections.
3. City of Albany forecasts.
4. Recent regional trends.
5. Land use planning conditions.
6. Millersburg preparedness.

1. Long-term trending has the advantage of equalizing short-term fluctuations. Recent short-term population trends reflect past conditions that may not adequately address changing conditions that will influence future growth. Recent indicators from "Oregon Labor Trends" indicate "The state's continuing prosperity and its accompanying immigration have spurred the need for more commercial, industrial, and residential building."

2. Statewide population projections predict an annual compound rate of growth of approximately 1.3% to 1.1% per year. Trends indicate that most of the state's growth will occur west of the Cascade Range within urban growth boundaries.

3. Albany is projected to grow at a marginally increasing percentage of the overall Statewide anticipated growth. That percentage increase is estimate to be an average compound rate of growth of 1.6% per year.

4. The Northwest has been selected as an area of substantial growth in the 2000's. Oregon, and in particular the urban centers, will benefit from this expected immigration.

5. Oregon's land use planning laws have significantly altered growth and development patterns within the State. With limited growth available in the rural and resource lands, urban centers will provide the primary opportunities for increased growth.

6. Millersburg's growth to 1990 has been limited to a rural level of development. However, the City has initiated public facility improvements that will soon support an urban level of development. In compliance with their Comprehensive Plan, the City of Millersburg has completed the following civic improvements:

    - Street Lighting.
    - Road Improvements.
    - Drainage Improvements.
    - Construction of an eleven acre City Park.
    - Construction of a City Hall with a planned Commercial Town Center.
    - Millersburg Master Sanitary Sewer Plan.
      Ten Phases - Sanitary Sewerage Collection System.
    - Millersburg Water System Master Plan.
      Five Phases - City Water Transmission Pipeline and a new Water Treatment and Reservoir System.

Once water and sewer services are completed in the residential growth areas, the projected residential growth factors suggested in the Plan become

more realizable and a population of 1,200 people projected for the year 2020 is highly probable and may be exceeded.

SECTION 9.320 ECONOMY

Over four 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 percent of all industrial, transportation and utility employment within the Albany/Millersburg Urban Growth Boundary is located in Millersburg. Of a total employment of 7,544 for the entire area, 3,000 are estimated to work in Millersburg.

The Albany-Millersburg area dominates the Linn County non-agricultural economy. With 40 percent of the county's total population, the Albany-Millersburg area accounts for 57 percent of the total non-agricultural wage and salary employment in Linn County. Almost one-third of this employment (31.4 percent) is in manufacturing, compared to 21.8 percent for the state as a whole. Thus, the Albany-Millersburg area is more dependent on manufacturing employment than most urban areas. 46 percent of this employment occurs within the City of Millersburg.

The industrial development of Millersburg began in the mid 1950's. At that time, Simpson Timber Company acquired the existing M & M Woodworking Company (1956). Around the same time, Boise Cascade, Western Kraft (1955), and Teledyne Wah Chang (1956), all built plants in Millersburg. Duraflake was added in 1960. The next major addition came in 1972 with the Georgia Pacific plant. In 1974 Plywood Components, Inc. took over the Oregon Timber Sawmill which had been built 7 years previous. Finally, in 1978 SRC, Inc. began operation in Millersburg. Millersburg's industrial growth began with sudden growth in the 1950's and has gradually expanded ever since. The size and significance of the Millersburg industrial concentration has major implications for the environmental, urbanization, land use, transportation and public facilities elements of the City's plan.

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, predominantly flat sites suitable for industrial development; the availability of water and sewerage facilities; and the fact that

the City levies no property taxes at this time although a Tax Base was approved by the voters on November 7, 2000.

These advantages continue to attract industrial development. The most recent development is the Palm Harbor Homes, Inc. facility that acquired a site in 1994 for the fabrication of manufactured homes. This facility is protected to employ 250 people in the first phase development and eventually may employ 400 to 500 workers.

Economic Structure and Existing Employment

Millersburg's employment base is dominated by industrial employment. There is very little commercial, educational, governmental, or service employment within the City. Commercial employment is limited to a dozen or so small commercial operations.

There is an estimated round number of 3,000 jobs within Millersburg, or 12% of all the jobs in the entire Albany/Millersburg area and 40% of all manufacturing, transportation and utility jobs. **Table 9.300 G** lists the major industrial employers in the City. In addition to the 2,663 jobs listed in the table, there are an estimated 337 jobs with various small companies in the community. Industrial employment in Millersburg is composed largely of three industrial groups: primary metals, lumber and wood products, and paper manufacture. These industries account for 87 percent of Millersburg's employment base.

TABLE 9.300 G
MILLERSBURG PRIMARY EMPLOYERS

Industry/Firm	Product/Activity	Employees
Primary Metals		
Wah Chang	Rare Metals	1,082
SRC	Rare Metals	5
Zirconium Research	Rare Metals	6
Fabricated Metals		
Industrial Rebuilders	Metal Shop	10
T-Plus Steel	Steel Fabricators	18-30
Lumber and Wood Products		
Willamate Ind, Duraflake	Particleboard	240
Willamatte Ind. LVL	Laminates	90
Plywood Components, Inc.	Remanufacture	30
Georgia Pacific	Resins-Formaldehyde	50
A.C.E. International	Glue Extender	4
Paper and Allied Products		
Willamatte Inc., Albany Paper	Paper Products	330
Transportation		
Burlington Northern	Railroad Yard	34
Willamate Trucking	Trucking	70
Cascade Express	Trucking	62
Morgan Transport	Trucking	35
Mckay Truck & RV	Truck & RV Repair	23
State Transport	Trucking	20
Truax Oil	Petroleum Transport	20
Manufactured Homes		
Palm Harbor Homes	Manufactured Housing	250

Magic Living Homes	Manufactured Housing Sales	10
Oakwood Homes	Manufactured Housing Sales	3
Park View Estates	Manufactured Home Park	
Village Estates	RV Park	1
Utilities		
Pacific Power	Electrical Utility	65
Plastic Manufacture		
Discovery Plastics	Plastic Fabrication	100
Wholesale/Warehousing		
North Coast Electric	Electrical Distribution	21
Wesco	Electrical Distribution	11
IP Callison & Sons	Mint Oil Distribution	2
WM Leman	Mint Oil Distribution	2
Jacklin Seed	Grass Seed Distribution	10
Mill-Rite Farms	Grass Seed & Feed Products	8
Retail		
Millerburg Store	Retail Grocery	2
Humpty's Dump	Bar & Restaurant	14
United Rentals	Tool & Equipment Rental	12
CB World	CB Sales	1
Nichol's Nursery	Herb & Rare Plant Sales	10
Services		
Younger Oil	Gas & Truck Services	10
Craig Oil	Petroleum	4
Barlow RV Repair	RV Repair	2
Hanson Tire	Tire Services	10
Professional Mechanical	Industrial Pipe Fitters	50

Mountain View Realtor	Property management	4
Progressive Software	Engineering	19
Solt	Software	
Sullivan & AJ Crushing	General Construction	35
Applied Ind. Technology	Power Transm. Distribution	6
WB Company	Engineering	9
LIM	General Contractors	15
SWS Manufacturing	Material Handling	20
Elstor Sales	Transformer Repair	5
Willamette Memorial	Cemetery	4

The following discussion outlines the major segments of the City's economy.

Manufacturing

Primary Metals. The dominant industry in Millersburg is the primary metals industry which accounts for 38 percent of the total industrial employment with approximately

1,100 jobs. Almost all of this employment is with Wah Chang. The plant produces a number of rare metals including Zirconium, Columbium, and Hafnium. Zirconium is utilized in nearly all nuclear reactors and, for a long time, has had a virtual monopoly on its production. Hafnium is also used in nuclear plants. Most photo flash cubes also use zirconium hafnium roll, and zirconium is being designed into equipment used by the chemical process industry because of its excellent resistance to corrosion. Columbium is used in the engines of space rockets and missiles and in power transmission lines.

SRC, Inc. which located in Millersburg in 1978, utilizes magnesium chloride, a by-product of zirconium and titanium production, to produce a magnesium flux. The flux is utilized in the production of molten magnesium metal.

Production of rare metals originally emerged in the Albany/Millersburg area as a result of the work by the U.S. Bureau of Mines research facility located in Albany.

Employment in primary metals grew rapidly during the late 1960's and early 1970's and has been relatively constant since 1974. Wah Chang, the largest employer in this sector, has experienced some cutbacks in the 1980's but is showing increased strength in the 1990's. Approximately 10.3 percent of the Albany-Millersburg area employment is in this sector and it provides almost one quarter of the non-agricultural payroll in the state.

Lumber and Wood Products, with 744 employees, is the second major segment of Millersburg's economy. This is the largest component of manufacturing within Linn County, accounting for 34.86 percent of employment. Lumber and Wood Products account for 26 percent of total employment in Millersburg, compared to 6 percent for the entire Albany/Millersburg urban area.

Major employers within the City in this group that ceased operations in the 1980's include Simpson Timber Company and Boise Cascade. The Simpson Timber Company plant was acquired in 1956 and was the oldest plywood plant in the Albany- Millersburg area. The plant specialized in overlay plywood panels. The Boise Cascade plant was one of three plywood mills operated by Boise Cascade in Linn and Benton Counties that are now closed.

Duraflake, a division of Willamette Industries, was formed in 1960 to produce particleboard from sawmill planer shavings. The plant is the second largest particleboard plant in the world.

Plywood Components, Inc., located in the northeast part of Millersburg, is engaged in the re-manufacture of plywood, particleboard and lumber components for industrial use. The Georgia-Pacific Millersburg plant, developed in 1972, manufactures plywood and particleboard resins. Formaldehyde is also produced for use in the manufacture of the resins.

Employment in lumber and wood products throughout Linn County has been declining and is partially responsible for the County's high unemployment rate in the 1980's. Little growth is expected in this sector of the economy according to area projections although some component manufacturing is experiencing growth.

Paper and Allied Products. With 330 employees, this sector accounts for 11 percent of Millersburg's employment. All of this employment is provided by Willamette Industries' Albany Paper Division. The Western Kraft mill was originally built in 1955 and has been remodeled and expanded several times. It manufactures brown Kraft linerboard and grocery bag paper.

Expansion is expected in this segment of the economy in the foreseeable future.

Palm Harbor Homes located in Millersburg in 1994. The plant produces manufactured homes and is the fourth largest producer of sectional manufactured homes in the United States. They employ 250 people and have plans for a second facility immediately adjacent to the new plant. This is an expanding market for the Albany/Millersburg area.

Transportation, Communications and Utilities
This sector contributes over 9% percent of the Millersburg employment base due to the presence of the Burlington Northern railroad yard, several trucking operations and the Pacific Power operation facilities.

Growth in transportation will depend somewhat on the availability of fossil fuels. As gasoline becomes more expensive, transportation of goods and even people by rail can become more cost effective. Communications and public utilities are expected to grow with the population in the area. This sector has grown at 3 percent annually in Linn County and is expected to continue to increase.

Other Non-manufacturing Employment
Employment in other segments of the economy in the Albany-Millersburg area is nearly all located in Albany. This includes employment in construction, trade, finance, services, government, education, and health care.

In the County as a whole, employment in construction over the past nine years has had the highest growth rate at approximately 7.4 percent annually. This rate slowed in the 1980's but has rebounded strongly in the early 1990's.

Wholesale and Retail Trade is also one of the fastest growing sectors of the economy. Growth in Linn County has been at almost 7 percent per year since 1970. In The Albany-Millersburg area 21.73 percent (5,550 people) of the non-agricultural employment are in wholesale and retail trade. Very few of these jobs, however, are in Millersburg.

Occupations and Incomes
Oregon's per capita income in 1970 was $14,548 and in 1996 it was $23,111. A 59% increase over 26 years.

Linn County's average payroll per employee in 1997 was $ 26,616.

Income data for Millersburg households is contained in the 1990 Census data as follows:

1990 population was 715

271hHouseholds, 206 with earnings and 65 with no earnings, and 201 families.

Estimated Population:	715
Below Poverty Level:	103
Per Capital Income:	$13,177
Percent below Poverty Level:	13.7%

Households:	271
Median Household Income:	$25,250
Households with Public Assistance:	22
Households with Social Security Income:	98
Families:	201
Below Poverty Level:	28
Median Family Income:	$29,931
Percent below Poverty Level	14.5%

Manufacturing jobs are usually higher paying than average so the median family income of people working in Millersburg is likely to be higher than the County.

The 1990 Census identifies the following work force by Employment Sector. Sectors are groups of related industries, as defined by the Standard Industrial Classification (SIC) system. These are the same categories utilized by the Oregon Employment Department.

The 1990 Census found that only 45 workers or 14%worked in Millersburg and 263 commuted outside of the City. 246 worked in Linn County while 59 worked outside of Linn County and 3 worked outside of the State.

Table 9.300 H identifies the employment sectors for workers living in Millersburg.

Commuting Patterns
Most of the people who live in Millersburg work elsewhere. Primary transportation was by vehicle. 226 drove alone and 32 carpooled. Four, 32 walked and 14 worked at home.

Unemployment
Table 9.300 I summarize the Linn County, Oregon, and U.S. unemployment rates for 1970-2000. It is readily apparent that unemployment in Linn County has consistently exceeded that of Oregon and the nation in recent years. Unemployment has continued to decrease with an improved economy, but will likely remain higher than the State or National rate due to heavy dependence on wood and metal products industries that have not been growing.

Historically, the unemployment rate in Linn County has tended to be higher than the State and National average because of the seasonal nature of the forest products industry, which dominates the manufacturing sector of the County's economy. The metallurgical industry, in recent years, has also not been a growth segment of the economy.

TABLE 9.300 I
ANNUAL UNEMPLOYMENT RATES 1970-1995

Year	Linn Countv	Oregon	U.S.
1970	8.6	7.1	4.9
1975	11.8	10.6	8.5
1980	7.4	6.0	6.0
1990	7.8	5.5	5.5
1995	6.4	5.0	5.7
2000	5.4	4.0	3.8

Source: Oregon Employment Department.

City of Millersburg 1990 Census Unemployment was 40 people out of 359 in the labor force, for an unemployment rate of 11.1 percent.

Projected Employment
Projected employment levels are used as a basis for determining industrial and commercial land use needs and population levels.

Millersburg
Economic statistics combine employment in Millersburg and Albany. They are contiguous cities with the same Zip Code and essentially operate as a single economic unit. However, Millersburg is clearly dominated by the Manufacturing sector while Albany supports most of the other economic sectors. Large manufacturing firms located in Millersburg include Willamette Industries (which operates three mills). Wah Chang, and Palm Harbor Homes. One firm, Palm Harbor Homes, indicated they may expand in the near future while the other companies expect relatively stable levels of employment. Millersburg has adopted policies supportive of large manufacturing firms and has reserved large industrially zoned sites for that use. Millersburg has a substantial inventory of buildable industrial lands and cooperates with existing firms to provide necessary urban services. The existing concentration of heavy industry, the supportive industrial policies, available land, and access to transportation contribute to Millersburg's attractive location for manufacturers. While there is a chance that another large manufacturer may choose to locate in Millersburg, there is strong competition for the few firms looking for a site. Employment growth from smaller firms is more certain, and some of these firms will probably be in the same industry or related to existing manufacturers in Millersburg.

Albany/Millersburg
The Albany zip code area includes Millersburg as well as Albany and surrounding rural areas. The Albany/Millersburg area had 26,001 jobs in 1997, which was 61% of total employment in Linn County. Employment in Albany/Millersburg is dominated by Services, Manufacturing, Government, and Retail Trade, which

together compose 84% of the area's total employment. The largest single employment sector in Albany/Millersburg is the Manufacturing Sector with 6,713 jobs. Next is the Service Sector with 5,563 jobs followed the Government Sector with 4,887 jobs comprised mostly of Local Government with 4,358 employees. This Sector includes public and private K-12 schools as well as employment at Linn-Benton Community College, most all are located in Albany. Other large Sectors are Primary Metal (2,472), Business Services (1,910 jobs), Health Services (1,594), Eating & Drinking Places (1,562), and Lumber & Wood Products (1,538).

About 60% of Manufacturing employment in Albany/Millersburg is in the Primary Metal, Lumber & Wood Products Sector. Primary Metals includes employment at the Wah Chang plants in Millersburg. Lumber & Wood Products includes employment at several manufactured home plants as well as sawmills, veneer, and plywood manufacturers located in the Albany/Millersburg area..

Total employment in Albany/Millersburg grew by 6,982 or 37% between 1990 and 1997, and accounted for 75% of employment growth in Linn County. Employment growth was led by Albany/Millersburg's largest sectors and industries: Local Government, Business Services, Primary Metals, and Health Services. Together these industries accounted for almost 53% of employment growth in Albany between 1990 and 1997.

Table 9.300 J summarizes the Albany/Millersburg growth by Sector between 1990 and 1997.

TABLE 9.300 J
Albany/Millersburg Zip Code Area 97321 Employment
1990 & 1997

Sector/ Industry	1990 Estab.	1990 Av9. Eme.	1990 Ann. Pa:,:roll	1997 Estab.	1997 Av9. Eme.	1997 Ann. Pa:,:roll	Pa: :/Emp
Agriculture, Forestry, Fishing	**35**	**240**	**$4,096,473**	**52**	**462**	**$8,135,537**	**$17,609**
Agricultural Production - Crops	15	140	$2,314,315	21	203	$4,332,097	$21,340
Agricultural Production - Livestock	2	27	$391,184	1	21	$464,564	$22,122
Agricultural Services	14	50	$825,756	24	197	$2,573,394	$13,063
Forestry	4	23	$565,218	5	36	$678,762	$18,855
Mining	**2**	**2**	**$36,616**	**3**	**15**	**$708,410**	**$47,227**
Construction	**129**	**657**	**$14,975,137**	**184**	**1,086**	**$32,597,661**	**$30,016**
General Building Contractors	40	137	$2,356,873	74	250	$6,924,587	$27,698
Heavy Construction	5	62	$1,829,423	3	43	$1,809,286	$42,076
Special Trade Contractors	84	458	$10,788,841	107	793	$23,863,788	$30,093
Manufacturing	**100**	**5,578**	**$174,316,792**	**113**	**6,713**	**$265,664,143**	**$39,575**
Food & Kindred Products	10	998	$23,418,816	11	956	$23,995,271	$25,100
Apparel	4	31	$439,941	6	37	$675,361	$18,253
Lumber & Wood Products	17	1 ,269	$36,932,459	20	1,538	$58,784,446	$38,221
Furniture	4	126	$2,694,567	3	157	$3,877,240	$24,696
Printing& Publishing	12	181	$2,644,981	7	172	$3,235,892	$18,813
Chemicals	4	67	$2 ,425 ,243	7	130	$6,240,458	$48,004
Stone, Clay, & Glass	3	33	$675,891	3	13	$403,386	$31,030
Primary Metal	6	1,955	$74,539,934	7	2,472	$122,719,753	$49,644
Fabricated Metal	7	111	$2,708,592	15	203	$5,758,330	$28,366
Industrial Machinery & Equipment	18	270	$7,244,315	14	209	$6,649,278	$31,815
Electronic & Electric Equipment	3	73	$1,690,268	5	220	$4,881,146	$22,187
Transportation Equipment	3	55	$796,078	3	90	$2,676,315	$29,737
Instruments				6	113	$3 ,255 ,778	$28,812
Misc. & Other Manufacturing	9	409	18,105,707	6	403	22,511,489	$55,860
Transportation & Utilities	**43**	**638**	**$17,472,445**	50	**831**	**$27,561,733**	**$33,167**
Trucking & Warehousing	24	322	$7,632,496	22	272	$6,683,075	$24,570
Air Transportation	5	16	$286,424	4	122	$3,025,392	$24,798
Transportation Services				6	35	$587,150	$16,776
Communications	4	73	$1,609,092	8	154	$5,485,894	$35,623
Electric, Gas, Sanitary	4	195	$7,461,672	8	240	$11,705,027	$48,771
Wholesale Trade	**86**	**738**	**$16,987,359**	**104**	**985**	**$28,203,924**	**$28,633**
Durable Goods	47	343	$8,113,591	62	493	$14,766,336	$29,952
Nondurable Goods	39	395	$8,873,768	42	492	$13,437,588	$27,312
Retail Trade	**246**	**3,572**	**$41,472,033**	**311**	**4,565**	**$68,191,190**	**$14,938**
Building Materials	13	125	$2,204,320	14	139	$4,022,901	$28,942
General Merchandise	11	817	$10,496,269	11	1,098	$18,965,877	$17,273
Food Stores	31	416	$5,642,905	33	530	$7,966,373	$15,031
Automotive Dealers & Service	47	439	$7,886,899	45	563	$12,914,408	$22,939
Apparel	12	81	$744,940	19	210	$2,381,534	$11,341
Furniture	17	130	$2,165,392	29	157	$2,893,142	$18,428
Eating & Drinking	77	1,348	$10,043,238	97	1,562	$14,804,511	$9,478
Miscellaneous Retail	38	216	$2,288,070	63	306	$4,242,444	$13,864
Finance, Insurance, & Real Estate	**99**	**642**	**$11,518,106**	**126**	**884**	**$23,620,359**	**$26,720**
Depository Institutions	19	276	$5,135,023	15	292	$6,545,272	$22,415
Nondepository Institutions	3	5	$135,468	10	41	$1,557 ,576	$37 ,990
Security & Commodity Brokers				6	15	$903,840	$60,256
Insurance Carriers	7	33	$825,902	11	32	$1,025,837	$32,057
Insurance Agents	22	148	$3,603,959	30	306	$10,231,486	$33,436
Real Estate	42	167	$1 ,596,455	51	196	$3,350,048	$17,092
Services	**424**	**3,524**	**$56,633,472**	**471**	**5,563**	**$112,985,893**	**$20,310**
Hotels & Lodging Places	10	83	$561,841	10	100	$943,187	$9,432
Personal Services	30	136	$1,524,120	40	230	$2,981,928	$12,965
Business Services	42	652	$6,683,645	67	1,910	$29,692,345	$15,546
Auto Repair & Services	43	165	$2,846,276	44	272	$6,131,684	$22,543
Miscellaneous Repair	19	115	$2,420,825	16	76	$1,877,337	$24,702
Motion Pictures	5	44	$300,820	5	61	$493,915	$8,097
Amusement Recreation	16	125	$1,247,204	24	169	$1,720,009	$10,178
Health Services	106	1,168	$24,904,634	86	1,594	$45,110,438	$28,300
Legal Services	26	89	$2,865,438	22	110	$3,885,791	$35,325
Educational Services	5	52	$479,760	4	85	$1,082,437	$12,735
Social Services	35	327	$3,324,992	42	327	$4,452,493	$13,616
Membership Organizations	35	270	$1,782,554	50	378	$4,337,536	$11,475
Engineering & Management	35	279	$7,535,947	47	239	$10,125,030	$42,364
Private Households	15	17	$144,680	13	11	$130,650	$11,877
Nonclassifiable	**3**	**2**	**$48,550**	**5**	**10**	**$163,041**	**$16,304**
Government	**37**	**3,426**	**$71,124,695**	**36**	**4,887**	**$132,486,845**	**$27,110**
Federal	6	260	$8,498,768	7	169	$7,766,589	$45,956
State	18	354	$8,541,403	14	360	$10,708,679	$29,746
Local	13	2,812	$54,084,524	15	4,358	$114,011,577	$26,161
Total Employment	1,204	19,019	$408,681,678	1,455	26,001	$700,318,736	$26,934

Source: State of Oregon Employment Department.

Note: Blank cells indicate industries for which employment cannot be reported to maintain the confidentiality of individual employers. Albany/Millersburg data

includes North Albany. ECONorthwest has developed population and employment forecasts for Linn and Benton Counties summarized in **Tables 9.300 K and 9.300 L** to the year 2020.

TABLE 6.300 K
Long-Term Population and Total Employment
Forecast for Benton and Linn Counties
1995-2020

	Population			Employment		
Year	Benton	Linn	Total	Benton	Linn	Total
1995	**75,500**	**98,100**	**173,600**	**33,164**	**38,900**	**72,064**
2000	**79,291**	**104,894**	**184,185**	**36,332**	**43,287**	**79,619**
2005	**82,116**	**110,573**	**192,689**	**38,051**	**46,027**	**84,078**
2010	**85,080**	**116,053**	**201,133**	**39,355**	**48,099**	**87,454**
2015	**88,167**	**121,593**	**209,760**	**40,055**	**49,380**	**89,435**
2020	**91 345**	**127 158**	**218.503**	**40.759**	**50590**	**91 349**
1995-2020	**15845**	**29.058**	**44903**	**7595**	**11 690.**	**19285**
Avg. Annual Growth Rate	**0.76%**	**1.04%**	**0.92%**	**0.83%**	**1.06%**	0.95%

TABLE 9.300 L
OEA EMPLOYMENT FORECAST 1995-2020
ACTUAL EMPLOYMENT GROWTH 1995-1997

Forecast	1995	2020	Growth	Annual Growth Rate
Benton	33,164	40,759	7,595	0.83%
Linn	38,900	50,590	11,690	1.06%
Total	721064	911349	191285	0.95%
Actual	1995	**1997**	Growth	Annual Growth Rate
Benton	**32,353**	**36,201**	**3,848**	**5.78%**
Linn	**38,381**	**42,347**	**3,966**	**5.04%**
Total	701734	781548	71814	**5.38%**

Table 9.300 M shows sectors and industries ranked by the level of employment growth in the ten-year Oregon Employment Department forecast:

- Employment growth in the region will be led by Services, Wholesale & Retail Trade, Manufacturing, Government, and Construction Sectors.

- Much of the employment growth in these sectors, except for Manufacturing is driven by population growth.

- 68% of Manufacturing growth is expected to occur in the Machinery &Electronic Equipment Industries.

- The only industry expected to lose employment in the region is Lumber & Wood Products, which is expected to lose 240 employees over the ten year forecast period.

TABLE 9.300 M
EMPLOYMENT FORECAST BY SECTOR
BENTON, LINN & LINCOLN COUNTIES

Sectornndustry	1996	2006	Change	% Change
Services	**20,770**	**28,410**	7,640	36.8%
Trade	**19,820**	**24,030**	**4,210**	**21.2%**
Manufacturing	**21,250**	**24,270**	**3,020**	**14.2%**
Machinery & Electronic Equipment	7,060	9,110	**2,050**	**29.0%**
Other Durable Goods	**2,110**	2,670	560	**26.5%**
Primary Metals	**2,300**	**2,570**	**270**	**11.7%**
Other Nondurable Goods	**1,340**	**1,580**	**240**	**17.9%**
Food Products	1,470	**1,560**	**90**	6.1%
Paper & Allied Products	**1,830**	**1,880**	50	**2.7%**
Lumber & Wood	**5,140**	4,900	**(240)**	**-4.7%**
Government	**22,650**	**25,050**	2,400	10.6%
Construction & Mining	4,000	5,070	1,070	**26.8%**
Finance, Ins., & Real Estate	**3,540**	**4,290**	**750**	**21.2%**
Trans., Comm. & Utilities	3,170	**3,580**	410	**12.9%**
Total Nonfarm Payroll Employment	**95,200**	**114,700**	**19,500**	**20.5%**

Source: Oregon Employment Department 1997

Table 9.300 N shows the distribution of employment by land use site category. The four land use site categories in this analysis are groups of employment sectors that generally have similar types of land use:

Commercial: Retail Trade.
Office: Finance/Insurance/Real Estate and Services
Industrial: Agricultural Services/Forestry/Fishing, Mining, Construction, Manufacturing,

Transportation/Communications/Utilities, and Wholesale Trade.

Public: Federal, State, and Local Government

Table 9.300 N shows employment in Benton and Linn Counties by land use site category allocated to land use types using assumptions about the future distribution of employment in each county. These assumptions are based on the 1990-1997 trend in employment growth and long-run trends in employment growth at the state and national level. Assumptions about the share of total employment by land use type are applied to the 2020 forecast of total employment to forecast 2020 employment by type.

TABLE N
DISTRIBUTION OF EMPLOYMENT
BY SITE CATEGORY
BENTON & LINN COUNTIES

	Commercia	Office	Industrial	Public	Total	% Total Growth	AAGR
Linn County	**1,137**	**4,998**	**3,795**	**1,648**	**11,578**	**100%**	**1.06%**
Albany/Millersburg	760	3,624	2,042	1,160	7,586	66%	1.10%
As % of County	66.8%	72.5%	53.8%	70.3%	66%		

Source: ECONorthwest
AAGR is the Average Annual Growth Rate

Industrial employment in the Albany-Millersburg Area is projected to increase by 2,042 jobs. Millersburg has enough available industrial land to accommodate all of the projected industrial job growth. This conclusion is based on the following observations.

Millersburg contains some of the best industrial sites in the Albany-Millersburg Area. Potential industrial sites in Millersburg generally have better accessibility than sites elsewhere. New industries, making a choice between locating in the Albany-Millersburg area or another urban center, are likely to be attracted by the physical and financial advantages of a Millersburg location.

The Albany Area Chamber of Commerce prepared a report on potential industrial sites in the Albany-Millersburg area.. Half of the potential sites and 37

percent of the potential industrial acreage is located in Millersburg. The report lists 199 acres for heavy industry and 165 acres for light industry in Millersburg.

The current ratio of employees to industrial lands in Millersburg is 3.72 employees per acre. If the 199 additional acreage for heavy industry follows this pattern, 740 additional jobs could be created. Assuming the 165 acres zoned for light industry generated 8 jobs per acre, 1,320 more jobs could be added. The 8 employees per acre estimate is actually low as all industrial lands in the Albany Urban Growth Area currently support 9.02 employees per acre.

Industrial employment in Millersburg should continue to increase. Several industries are currently expanding and new industries have acquired sites for development.

With approximately 3,000 existing industry-related employees and a capacity for 2,060 for the City's vacant industrial sites, Millersburg's industrial employment could approach 5,000 people by the year 2020.

Demand and Supply of Buildable Land

The demand for buildable land is based on expected employment growth in the community . Employment growth was converted to demand for land in acres using employee-per-acre ratios for each land use type and community. Employee-per-acre ratios are assumptions based on ratios used for a Land Needs Analysis in Corvallis, with adjustments to reflect the existing employment pattern in each community. These assumptions are shown in **Table 9.300 P** for the Albany/Millersburg Area.

TABLE 9.300 Q
Albany/Millersburg
Summary of Demand and Supply Conditions
by Land Use Type

Commercial/Office			Industrial			Public			Total		
Demand	Supply	Surplus/ Deficit	Demand	Supply	Surplus/ Deficit	Demand	Supply	Surplus/ Deficit	Demand	Supply	Surplus/ Deficit
243.84	335.90	92.06	130.20	1,299.70	1,169.500	72.50	0.00	-72.50	446.53	1,635.60	1,189.070

Source: Assumptions by ECONorthwest

SECTION 9.340 POPULATION & ECONOMY GOALS & POLICIES

GOALS & OBJECTIVES

1. To encourage a balance between population growth projections and the availability of land to support that growth.

2. To help ensure the economic health and vitality of the Albany/Millersburg Urban Area.

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

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

5. To provide support for existing Millersburg business activities, including home based businesses, while encouraging new business locations in support of community needs.

POLICIES & RECOMMENDATIONS

Population

1. The City accepts the official population projection of approximately 1,200 persons for the year 2020 authorized by Linn County and the Oregon Office of Economic Analysis.

2. The City shall tract population growth on an annual basis to determine if growth projections remain valid. If growth exceeds projections over a five-year period, a reexamination of urban growth needs shall be initiated to determine if there is a need to expand the Urban Growth Boundary.

3. All 1990 Population and Economic Census data contained in the Millersburg Comprehensive Plan shall be replaced with 2000 Population and Economic Census data when it becomes available to the City.

Economy

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

2. The City shall encourage commercial and industrial developments that are compatible with maintaining the area's environmental resources and the livability of the community.

3. The City shall provide and maintain an adequate supply of land for commercial and industrial uses.

4. Industrial sites designated in the Millersburg Comprehensive Plan shall continue to be reserved for future industrial development.

5. Future industrial and commercial developments shall utilize available urban services to the maximum extent possible to prevent pollution or other health hazards from occurring.

6. The City shall cooperate with industrial and commercial developments to assist in providing a level of urban services appropriate to their needs.

7. The City shall maintain a cooperative association with local employers to assist with their problems, needs and desires.

8. The City shall encourage commercial and service developments that meet the needs of Millersburg residents, the people working in Millersburg and the overall needs of the Albany-Millersburg Urban Area.

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

10. The City of Millersburg shall work cooperatively with the City of Albany, Linn County and the Albany-Millersburg Economic Development Corporation to ensure a continually improving economy for residents of the County.

11. The City shall encourage home based businesses to reduce traffic and provide flexibility to constituents.

12. The City shall encourage additional commercial activity.

Section 9.400

GOAL 10: HOUSING

OVERVIEW

Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households [read full text version of Goal 10: OAR 660-015-0000(10)].

Housing is at the core of vibrant communities, supporting industry, job growth, services and City amenities. As communities change and grow over time, the City of Millersburg must plan for housing that meets the needs of current and future community members. Planning efforts are guided by information about the housing market and the factors that affect residential development, including changes in the housing market and shifting demographics, as well as community preferences and priorities. Understanding trends and community goals is key to informing the City's policy development related to housing and options for addressing unmet housing needs in Millersburg. As of 2022, data indicates the following key findings regarding current and future housing needs in Millersburg (2022 Housing Needs Analysis):

- Millersburg's population is forecast to continue growing. The Millersburg population is forecast to grow from 2,937 people in 2021 to 4,883 people in 2041, an increase of 1,946 people. This population growth will occur at an average annual growth rate of 2.6%. By comparison, Millersburg added 2,199 new residents between 2000 and 2020, at an average annual growth rate of 7.7%.

- Millersburg needs to plan for 719 new dwelling units. The growth of 1,946 people will result in demand for 719 new dwelling units over the 20-year planning period, averaging 36 new dwelling units annually. Currently, Millersburg's housing stock is predominantly single-family detached housing units.

- There will likely be a shift in the types of housing that are needed in Millersburg in the future. The factors driving that shift include changes in demographics and decreases in housing affordability. The aging of the Baby Boomers and the growth of younger and diversified Millennial households is likely to result in increased demand for a wider variety of housing that are affordable and appropriate for both the elderly and families with children.

GOAL

The City shall provide the opportunity for a full range of housing options in order to meet the various needs and preferences of existing and future residents, while retaining the character, quality and livability of Millersburg's neighborhoods.

SECTION 9.410 POLICIES

Plan for new neighborhoods.

POLICY 1 Plan for a 20-year supply of suitable land for Millersburg to meet housing needs through regular monitoring and adjustments of available residential land.

POLICY 2 Identify opportunities to ensure the housing supply includes a variety of housing types and unit sizes, in appropriate locations in the City, that support a range of housing prices.

POLICY 3 Encourage housing that is of a design and quality compatible with the neighborhood in which it is located.

POLICY 4 Promote the development of new housing in areas with access to services, amenities, and transportation connections.

POLICY 5 Encourage construction practices that result in high-quality development and reduce the industry's impact on the environment.

POLICY 6 Encourage innovative design and planning concepts to reduce the cost of housing and services through code review procedures.

POLICY 7 Ensure a balanced ratio of jobs to housing by regularly assessing residential land needs relative to employment land needs.

POLICY 8 Coordinate with partners and service providers to develop infrastructure that supports residential development.

POLICY 9 Utilize UGB expansion areas for the development of new master-planned, mixed-use communities that are highly walkable and serviceable with public transit.

Retain the quality and character of existing neighborhoods.

POLICY 10 Preserve the quality of existing neighborhoods and ensure that new neighborhoods and infill partitions and divisions fit with Millersburg's character and land form.

POLICY 11 Retain the rural character of Millersburg's large lot residential lands north of NE Conser Road and west of NE Old Salem Road.

POLICY 12 Maintain high-quality housing conditions through enforcement of codes and ordinances.

POLICY 13 Ensure land uses allow for the efficient provision of public facilities and transportation networks.

Provide housing for all.

POLICY 14 Provide opportunities for housing at price and rent levels commensurate with the needs of current and anticipated residents.

POLICY 15 Support the need for all citizens of the community to obtain adequate housing regardless of their income, age, race, religion, sex or ethnic background.

POLICY 16 Support home ownership and rental opportunities for all housing types.

POLICY 17 Provide opportunities for elderly residents to age in place by encouraging the development of housing types that are affordable and accessible, such as accessory dwelling units and retirement communities.

POLICY 18 Collaborate with services, programs and organizations that provide opportunities for development of lower cost housing in areas with access to jobs, public transportation, open spaces, schools, and supportive services and amenities.

POLICY 19 Maintain information and resources on available housing, financing programs, and assistance programs in both the public and private sector that are suited to the needs of the community.

POLICY 20 Encourage the land use code to include "clear and objective" standards for housing development and does not have the effect of discouraging needed housing through unreasonable cost or delay or reducing the proposed housing density already allowed by zoning.

POLICY 21 Ensure existing manufactured home parks shall continue to be allowed within the locational criteria of the land use code and protected from redevelopment to maintain Millersburg's existing affordable housing stock.

POLICY 22 Streamline the permitting process to reduce cost and delay of new housing units.

POLICY 23 Promote the development of accessory dwelling units as a means to contribute to the overall housing stock and rental market.

POLICY 24 Allow manufactured homes on individual lots to increase housing choices.

SECTION 9.500 LAND USE

The Land Use Element of the Comprehensive Plan contains background data, policies and recommendations relevant to Statewide Planning Goal 2, Land Use Planning; Goal 3, Agricultural Lands; Goal 5, Open Space, Scenic and Historic Areas and Natural Resources; Goal 8, Recreational Needs; and Goal 15, Willamette Greenway.

Goal 2 reads in part: "to establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions."

The entire Comprehensive Plan and the process by which the Plan has been prepared, addresses this goal. Specific land use proposals and policies, however, are contained in this element.

Goal 3 reads in part: "to preserve and maintain agricultural lands."

Goal 5 reads in part: "to conserve open space and protect natural and scenic resources."

Goal 8 reads in part: "to satisfy the recreational needs of the citizens of the state and visitors."

Goal 15 reads in part: "to protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette river as the Willamette River Greenway."

Introduction

The purpose of the land use element of the Plan is to delineate a land use pattern for Millersburg that will guide the future use of land. The land use plan is based upon the other elements of the Comprehensive Plan, community desires as expressed by citizen reviews, policy statements, projected land use needs to the year 2020, and existing land use patterns.

Land Use Survey

A land use survey of the planning area was first conducted in April 1976 to provide base information for the land use element of the Comprehensive Plan. This information has been updated in 2011 and again slightly in 2019/2020, at the same time the all new Zoning Ordinance was adopted.

A Comprehensive Plan Land Use Map and separate Zoning Map has been incorporated into the City's GIS Map and Data Base System maintained by Linn County. The Comprehensive Plan Land Use map shows planned Land Uses within the Millersburg City Limits and the City's Urban Growth Boundary, which were co-terminus in 2019 when the revision was drafted. The Comprehensive Plan Land Use Map reflects the vision of the community and plans the eventual full-build-out design of the City. The Land Use Map (Figure 1) does not show what exists today, rather it plans the future to assure the appropriate amount of homes, jobs and general economy are provided for. The appropriate amount of land is provided for each use.

In 2019/2020 the City revised the Zoning Ordinance and Zoning Map. That effort included a fresh look at the future of the community. The majority of the Zones and Land Uses that were in existence prior to 2019 remained. Most zones were slightly re-named, and some standards were refreshed, but the general purpose of most zones remained intact. For this reason, a new buildable lands inventory and/or economic opportunity analysis were not performed in 2019/2020. The revision to the Comprehensive Plan in 2019/2020 was twofold- assure the new Zoning Code and Comprehensive Plan conformed and to separate the Land Use and Zoning Map from the one-map system used prior (see below for more detail).

The following Land Use categories were mapped and analyzed:

- **Agriculture.**
  Agricultural land includes that used for row and field crops, improved and unimproved pasture, and orchards.

- **Residential.**
  Residential land use includes all single-family, multi-family and Manufactured home land uses at both urban and rural densities.

- **Commercial.**
  Commercial land uses include all offices, general businesses, professional and service facilities, retail and wholesale stores and shops.

- **Industrial.**
  Industrial land use includes all light and General manufacturing industries, including industrial storage and industrial waste disposal areas.

- **Public and Semi-public.**
  Public and semi-public land is a broad category including schools, cemeteries, parks, and municipal facilities.

SECTION 9.510 LAND USES AND ZONING

As of November 2019, the City of Millersburg had a total land area of 2,856.75 acres. **Table 9.500 A** outlines existing land uses in the City that includes the Urban Growth Area.

TABLE 9.500A
MILLERSBURG COMPREHENSIVE PLAN LAND USE 2019

Land Use	Acres	%
Residential	731.78	27.53
Commercial	148.97	5.61
Industrial	1,393.08	52.42
Public/Semi-public	234.05	8.81
Agriculture	149.83	5.64
Roads and Railroad ROW		199 .07
Land Use Totals	2,856.75	100.00

ZONING

Millersburg consists of two distinct areas, **Northern Millersburg** and **Southern Millersburg** divided by Conser Road. They are almost identical in size. **Southern Millersburg** contains 1,394.30 acres while **Northern Millersburg** contains 1,307.63 acres. To support the Comprehensive Plan within these two areas, there are nine primary Zones and four Zoning Overlay sub-districts.

The Millersburg Zones are summarized in **Table 9.500 C**.

Southern Millersburg is predominantly an industrialized area, even though it still contains agricultural land. There are four Comprehensive Plan Land Use districts within Southern Millersburg: Residential,, Commercial, Industrial, and Public and Semi Public..

Northern Millersburg is predominantly a residential and agricultural area with a limited industrial and commercial area along Old Salem Road. Northern Millersburg contains five Comprehensive Plan Land Use districts: Industrial, Commercial, Residential, Agriculture and Public and Semi Public.

Relationship of the Land Use Designations and the Zones
The State of Oregon uses a top-down planning approach. The State outlines 19 Sate-wide Planning Goals. These Planning Goals are implemented by this Comprehensive Plan. Zoning, in turn, implements the Comprehensive Plan. The City began with separate Comprehensive Plan Land Use Districts and Zoning Designations. In 2001 the City collapsed the two into a one-map system, where the Comprehensive Plan Land Use Districts and the Zones were the same.

In 2019/2020 the City revised/replaced the entire Zoning Ordinance with all new zones and zoning standards. At this time the City reverted to the two map system by again separating the Land Use Districts from the Zoning Designations. There are fewer Land Use Districts than there are Zoning Designations. Different Zones can implement and support the same Land Use District. By having separate Land Use and Zoning maps, a zone can change slightly without the need to alter or change the Comprehensive Plan. A two ap system adds more flexibility. While a one map system requires a Comprehensive Plan Land Use amendment for every Zone Map change, a two map system can alternatively allow zone changes without the need to alter the Comprehensive Plan Land Use Districts, so long as the proposed zone remains consistent with the Land Use District. A one-map system works better for a smaller, more static community. Millersburg is growing, and may continue to grow by soon expanding the City limits. This kind of growth requires a more dynamic Land Use system. A two map system creates greater flexibility for applicants and the City to carry out the vision of the Comprehensive Plan. The new Comprehensive Plan Land Use Map is shown below as Figure 1.

Consistency between the Comprehensive Plan Land Use Districts and the Zoning
For the most part consistency between a Comprehensive Plan Land Use district and a Zoning designation is plain to see. All residential zones support the goals of the Residential Land Use District; all industrial zones support the goals of the Industrial Land Use District; and so on. However, some zones can support multiple Land Use Districts. The Commercial Office (CO), General Commercial (GC) and Public (PF) zones are examples of zones that can support the goals of differentLand Use Districts. To determine if a Zone is consistent with the Land Use District,Table 9.500B should be used.

TABLE 9.500B
Comprehensive Plan Land Use/ Zoning Consistency Chart

Comprehensive Plan Land Use	Zones Consistent with the Land Use Classification
Agriculture	Rural (RU), Public Facilities (PF)
Residential	Residential Mixed Density (RM), Residential Low (RL), Rural (RU), Public Facilities (PF)
Commercial	Commercial Office (CO), General Commercial (GM), Limited Industrial (LI), Mixed Use (MU)*, Public Facilities (PF)
Industrial	Limited Industrial (LI), General Industrial (GI), Commercial Office (CO), Public Facilities (PF)
Public and Semi Public	Any Zone

** Mixed Use zones should not be used in Residential Comprehensive Plan Land Use Districts because the bulk of a MU project should be commercial, an the residential portion is ancillary to the commercial use.*

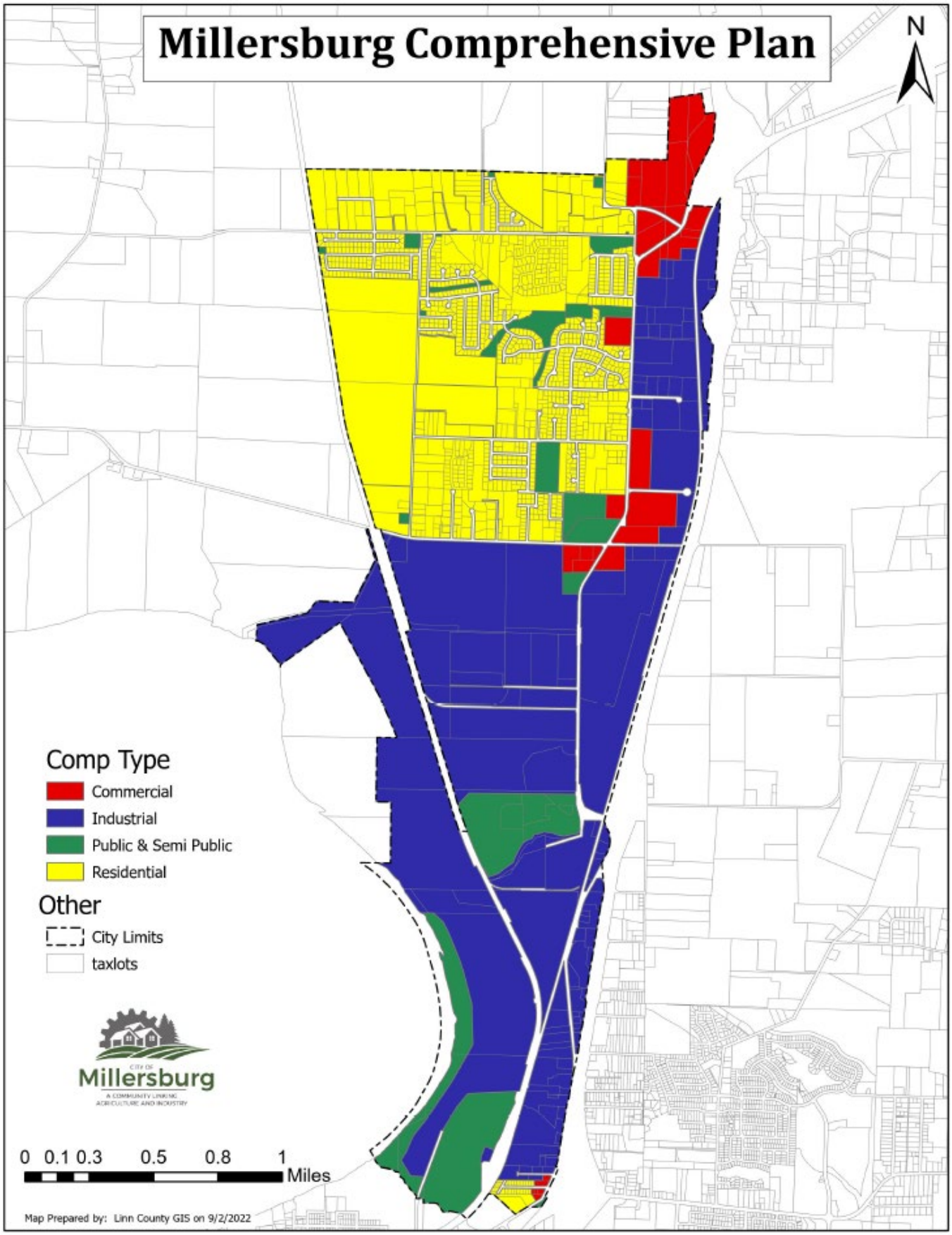
Millersburg Comprehensive Plan
N
Comp Type
Commercial
Industrial
Public & Semi Public
Residential
Other
City Limits
taxlots
Millersburg
0 0.1 0.3 0.5 0.8 1
Miles
Map Prepared by: Linn County GIS on 9/2/2022

Figure 1

TABLE 9.500 C
MILLERSBURG ZONING – 2019/2020

Land Use Districts	Acres	Percent
Commercial Office Zone- CO	45	1.69
Mixed Use Zone- MU	60.21	2.27
Residential Low Density Zone- RL	544.79	20.5
Residential Mixed Density Zone-RM	9.21	0.35
Rural Zone- RU	327.65	12.33
General Commercial Zone- GC	52.92	1.99
Limited Industrial Zone- LI	116.28	4.37
General Industrial Zone- GI	1,267.71	47.7
Public Zone- P	234.05	8.81
Roads	199	0.07
Land Use Totals	**2,856.75**	**100.00**

The sections below summarize the Comprehensive Plan Land Use Districts. Much of the data used in these sections was not updated in 2019/2020 because a revised buildable land inventory or economic development analysis was not needed for the zoning update. As such, the tables below have also not been updated and in some instances reference zones that no longer exist. At the time this was published a large scale Comprehensive Plan update was planned, all new studies have already been authorized by the City Council. This 2019/2020 update is only to accommodate the required consistency between the Comprehensive Plan and the new Zoning Ordinance and to create separate Land Use and Zoning Maps. The new Zoning Ordinance was considered the first step, a complete update to the Comprehensive Plan is the second step.

Residential Land Use District

There are two residential areas in Millersburg: The Southern Residential area is nearly fully developed at urban densities and the Northern Residential District is partially developed at suburban and rural residential densities.

The Southern Residential area contains 9.21 acres adjacent to the City of Albany and is fully developed except for some RV spaces in the two manufactured home parks. This area also contains 24 single-family homes on Knox Butte Avenue, with an average lot size of 7,200 square feet and two manufactured home parks containing 74 manufactured homes and RV spaces and two duplexes, for a total of 80 housing units.

As of 2001 there were 20 additional non-conforming housing units scattered throughout the three industrial and commercial districts. As of 2001 in the entire City there was a total of 288 (1990 Census) (298 2001 Count) housing units on 206.12 acres (based on the agreed City/County criteria rural lots greater than 3 acres would have 1 acre allocated to residential use).

The Northern Residential area is clearly defined in Northern Millersburg, bounded by Old Salem Road, Conser Road, the Burlington Railroad and a line, parallel to and 1,300 feet north of Millersburg Drive. The Northern Residential area contains a total of 1,011 acres of which 149.83 acres are presently with an Agriculture Land Use District, and about 722 acres are in a Residential Lane Use District.

The only area of the City where additional homes can be built is the Northern Residential District. As of 2001, with the existing minimum lot sizes of 2.5 acres and 10 acres, only 81 additional homes could theoretically be built at rural density standards in the Northern Residential District. This would increase the number of houses in this district from 198 to 279.

Table 9.500 D compares existing residential land use as of 2001, and housing to the maximum rural housing carrying capacity if a 2.5 acre minimum lot size was utilized throughout. The number of homes under this scenario could increase from 198 homes to 404, assuming all housing within nonresidential districts were removed and, provided each residential lot received septic tank approval. The amount of land devoted to rural residential use would then increase from 174 acres to 1,010 acres.

TABLE 9.500 D
MILLERSBURG RURAL RESIDENTIAL LAND USE AND HOUSING – 2001

District	Existing Housing		Maximum Rural Carrying Capacity[1]	
	# Units	Acres	# Units	Acres
Southern Urban Residential District	80	9.39	102	9.39
Limited Industrial/Commercial District	11	18.17		
General Industrial District	2	5.41		
Limited Industrial District	4	10.28		
Commercial District	3	1.23		
Northern Residential District	198	172.98	404	1,011.00
Total	**298**	**216.23**	**506**	**1,020.39**

[1] Rural Carrying Capacity at 2.5 acres per dwelling unit for both RR-2.5 & RR-10 Districts.

Industrial Land Use District

Millersburg contains a large proportion of the industrially zoned land in the greater Albany-Millersburg area and is a major manufacturing center for Central Linn and Benton Counties. As of 2001, the Albany-Millersburg area contained 2,971 acres of industrially zoned land of which 1,588 acres (53 percent) are within Millersburg.

The prime reasons for this large concentration of industrially-zoned and industrially-owned land is the unique highway and rail accessibility, the availability of large parcels reserved for industrial development, and the municipal water and sewer facilities provided by the City of Millersburg.

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 industrially zoned land in Millersburg as Industrial Land Use. Furthermore, the 1971 Albany Plan also included additional lands west of Millersburg. Nearly all of this land was designated for General Industrial development.

In accordance with the Albany Plan, Linn County, prior to the incorporation of Millersburg, zoned all 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 was designated for the area in the 1971 Albany Comprehensive Plan.

As of 2001 the 1,610 acres designated for industrial development included 1,235 acres (77 percent) for General Industrial use, 286 acres (18 percent) for Limited Industrial use and 89 acres (5 percent) for Limited Industrial/Commercial use.

As of 2001, of the total of 1,610 acres, 705 acres (44 percent) were in industrial use. An additional 523 acres (32 percent) is industrially owned but, as of 2001, devoted to agricultural use or vacant. As of 2001, only 383 acres (24 percent) of the land currently designated for industrial use is privately owned. Summarized in **Table 9.500 E**.

TABLE 9.500 E
MILLERSBURG EXISTING INDUSTRIAL OWNERSHIPS - 2001

LAND USE ACRES

District/Area	Industrial Use	Industry Owned	Privately Owned	Total
Limited Industrial/Commercial District	33.06	19.32	36.30	88.68
General Industrial District				
Area 1 – East of BN Tracks	296.64	180.58	167.47	644.69
Area 2 – West of BN Tracks	234.10	185.29	171.20	590.59
Limited Industrial District	140.84	137.61	7.78	286.23
Millersburg Total Industrial Lands	**704.64**	**522.80**	**382.75**	**1,610.19**

As of 2001, not all of the 705 acres in industrial use was actually devoted to manufacturing. The nature of many of Millersburg's industries requires large amounts of land for storage of raw materials and processing and disposal of waste materials. As of 2001, only 450 acres within the City was actually devoted to manufacturing, an additional 255 acres was used for storage or waste processing. Local industries also owned 172 acres of agricultural land and 351 acres of "undeveloped" land within the City. Summarized in **Table 9.500 F**.

TABLE 9.500 F
MILLERSBURG INDUSTRIALLY OWNED LAND USE – 2001

LAND USE ACRES

District/Area	Developed Industrial	Storage/ Waste Processing	Agriculture	Undeveloped	Total
Limited Industrial/Commercial District		33.06		19.32	52.38
General Industrial District					
Area 1 – East of BN Tracks	275.67	20.97	50.58	130.00	477.22
Area 2 – West of BN Tracks		234.10	68.24	117.05	419.39
Limited Industrial Districts	140.84		53.35	84.26	278.45
Total Millersburg Industrial	**449.57**	**255.07**	**172.17**	**350.63**	**1,227.44**

The following is a discussion of General and Limited Industry in Millersburg. General Industry is confined to a single district, while there are two districts that can accommodate Limited Industrial development.

General Industry

The General Industry area, a sub-set of the Industrial Comprehensive Plan land Use District, is the largest of all the area and as of 2001, consisted of a total of 1,235 acres. Approximately 897 acres (73 percent) of this land was either industrially developed or industrially owned. As of 2001 only 531 acres (43 percent) of the total area was actually industrially developed. Plant operations occupied 276 acres and the remaining 255 acres was used for raw material storage and waste process activities. Approximately 119 acres was devoted to agriculture, and 247 acres were "undeveloped". Much of the undeveloped land was drainage areas with contiguous vegetation that helps screen industrial operations and thereby reduced potential air, noise and visual pollution problems. Major industrial operations included the Albany Paper Mill, Wah Chang, Duraflake, LVL Custom Products and Georgia Pacific. The Albany Paper Mill has since closed and most of the structures removed. An intermodal facility project has been approved for the site, though as of late 2019 the project had not yet been constructed.

The General Industrial area consists of two sub-areas:

Area 1, East of the BN Tracks, is a triangular-shaped area generally bounded by Conser Road and the two railroad tracks. It has a total area of 645 acres of which 297 acres are devoted to industry and 346 are used for agriculture or are undeveloped.

Area 2, West of the BN Tracks, is located between the BN tracks and the Willamette River. It totals 591 acres, nearly all of it industrially-owned. All but approximately 100 acres of this land is within the 100-year flood plain. Only the site of the vacated Simpson Timber Company plant now occupied by a General Construction Company and the northern area adjacent to the railroad are outside the flood zone. Potential development in the flood zone is covered by the special flood hazard restrictions of the Millersburg Land Use Development Code.

Within Area 2, the former Simpson Timber Company site and the old Burlington Northern site are developable properties containing approximately 60 acres. Wah Chang and the Albany Paper Mill combined, own approximately 369 acres utilizing 234 acres for liquid and solid waste processing. The remainder of the area is maintained as natural vegetative buffers.

TABLE 9.500 G
MILLERSBURG GENERAL INDUSTRIAL DISTRICT OWNERSHIPS – 2001

Industrial Land Ownership's	Acres	Acres
Active Industrially Owned Land		
(Old) Willamette Industries	651.18	
Wah Chang	163.97	
Georgia Pacific	8.31	
Other (7 Ownership's)	21.83	
Total Active Industry-Owned Land		**845.29**
Potentially Available Industrial Properties		
Millersburg Industrial Park	160.09	
Old BN Site (ADJ Properties)	30.00	
Old Simpson Site (AJ Crushing)		28.70
Total Available Industrial Properties		**218.79**
Unavailable Industrial Properties		
Simpson Park Property		171.20
Total General Industrial District		**12,235.28**

As of 2001, with only 531 acres actually occupied by general industrial operations in the General Industrial District, it would appeared that there should be significant area available for new industrial development. However, of the remaining 704 acres, only 339 acres were not owned by the major industries. These areas are summarized as follows:

Millersburg Industrial Park. The City of Millersburg has acquired 150 contiguous acres on three parcels at the intersection of Conser Road and Old Salem Road. The site is fully serviced with water and sanitary sewer and has road and rail access. An industrial water line from the Willamette River is also possible through another strip of property owned by the City of Millersburg containing 7.38 acres. The City also owns another small parcel adjacent to Old Salem Road containing 8.34 acres.

The old **Burlington Northern Site** totals 30.00 acres on the City's southern-most limit and abuts the old **Simpson Site** on the south border. The site was formerly occupied by the Bliss Sawmill. The site has road and rail access and sewers are available. Portions of the site are flood-prone.

The old **Simpson Site** totals 28.70 acres and the existing Simpson Mill building that is presently occupied by a general construction firm and may not be available. The site has road and rail access and sewers are available. The original Simpson property contained 193.78 acres. The remaining 165.08 acres was obtained for a City Park.

Simpson Park was acquired from the Simpson Company by the State of Oregon and the City of Albany. The park contains 171.20 acres of wooded lakes, wetland and flood-prone land adjacent to the Willamette River. The park abuts Bowman Park, a City of Albany riverfront park. Simpson Park is no longer available for industrial development and should be excluded from the industrial land inventory and designated for public recreational uses.

Limited Industrial Development

Two areas of the City can accommodate limited industrial development. The Limited Industrial areas, which are sub-sets of the Industrial Land Use District, in totals 116.28 as reflected in the LI Zone acreage. acres. The following is a description of each of the two areas of the City.

Limited Industrial Area

This area, on the northeast edge of the City, consists of a 1.8 mile strip of land between Old Salem Road on the west and the Union Pacific railroad and Interstate 5 on the east. It totals about 286 acres. A Loves Truck Stop was recently constructed at the northern edge of this area, ushering in a commercial node at the offramp to I-5. . . Several properties remain vacant.

TABLE 9.500 H
MILLERSBURG LIMITED INDUSTRIAL DISTRICT – 2001

Land Use Summary	Acres	Percent
Existing Industrial Land	140.84	49.21
Potentially Available Land	140.11	48.95
Residential Land	5.28	1.84
Total Limited Industrial District	**286.23**	**100.00**

The second area consists of a smaller area to the south of the City next to the Residential Land Use District. The Limited Industrial Zone is used here to buffer the existing residential area from the General Industrial areas to the north. This area is a transitional area consisting of an intermix of residential, commercial, industrial and undeveloped lands.

The Limited Industrial/Commercial area, with a total of 7.77 acres, currently contains a mixture of industrial uses and restaurants. . The area is fully developed.

Commercial Land Use District

The 2019/2020 update to the Comprehensive Plan showed a concerted effort to bring more commercial uses to the City. The update introduced a new Land Use District reserved exclusively for Commercial Development. The intent was to assure that constituents can have retail and restaurant services locally, thus reducing vehicle miles traveled or enticing the population to leave the car home and walk or bike to services.

There are two areas that feature Commercial clusters. The first includes property near City Hall, with the hope of creating a commercial core for the City. Proximity to City Hall and existing business will create a synergy that will make this key center-point of the community a convenient destination.

The second builds on the recently approved and constructed Loves Truck Stop. The proximity to the Interstate 5 offramp makes this location ideal for quick needs as constituents come from and go to the Interstate.

Part of this effort includes the creating of a Mixed-Use Zone intended to help implement the Commercial Land Use District near the offramp. Medical, commercial, and residential uses are a few of the uses permitted in this Mixed-Use Zone. The zone requires a mix of uses, not one or the other. Mixing higher density residential uses and job centers will help create a more walkable community.

Additionally, an Office Zone has been introduced to help implement a more narrow type of development in areas that have higher sensitivity to neighboring uses including residential.

TABLE 9.500 I
MILLERSBURG COMMERCIAL DISTRICT – 2019

Land Use Summary	Acres	Percent
Property within the Commercial Land Use District	148.97	5.61

Public and Semi-Public Land Use District

The Comprehensive Plan includes a Public and Semi-Public Lands Land Use District. Unlike the other districts, the Public and Semi-Public Lands District is not a contiguous block of land. Public and semi-public land uses are scattered throughout the City. These are generally properties owned by the City or other public entity. Approximately 234.05 acres of land designated Public and Semi-Public currently exists in the City, **Table 9.500 J**. Also refer to the **Public Facilities Element 9.600**.

Public and semi-public lands contain uses that serve public needs, such as:

1. Fire Stations.
2. The Millersburg City Hall.
3. The Willamette Memorial Park Cemetery.
4. Millers Cemetery.
5. Millersburg City Park.
6. Waverly Park - City of Albany.
7. Bowman Park Addition - City of Albany.
8. Three State of Oregon parcels.
9. Basins owned by the City.

Public and semi-public lands can occur in any zoning designation. In 2001 Millersburg had only four properties that were zoned for public use. These are outlined in **Table 9.500 J**. By far the largest public site is the Willamette Memorial Park Cemetery, totaling 58 acres, 30 acres of which are presently farmed. This area provides an open space break in the General Industrial District. Since 2001 the City has acquired additional properties for basins and other uses.

TABLE 9.500 J
MILLERSBURG PUBLIC AND SEMI-PUBLIC DISTRICT – 2001

Use		Acres
Willamette Memorial Park Cemetery		
Developed	25.39	
Agricultural	25.77	
Undeveloped	7.00	
Subtotal		58.16
Miller Cemetery – Developed		2.20
Jefferson Fire District Fire Station – Developed		0.99
Millersburg City Park – Developed		11.23
Total		**72.58**

Some public and semi-public lands are open space resources.

Also included in this Public and Semi Public Land Use District is the City of Albany and the State of Oregon's 166 acres of land adjacent to the Willamette River within the Willamette River Greenway for Simpson Park that is contiguous to Albany's Bowman Park. Approximately 5 acres of Bowman Park is also located north of Cox Creek in Millersburg. There is no public access to this site from Millersburg but public access is available from Waverly Drive in Albany.

Agricultural Land Use District

Statewide Planning Goal 3 reads: "To preserve and maintain agricultural lands." A major aim of the Millersburg Comprehensive Plan is to preserve the surrounding agricultural lands from urban development and to ensure that, within the City, transition of the remaining agricultural land to urban uses takes place in an orderly planned sequence. Prime agricultural areas (Class I through Class IV agricultural soils) are identified in the Soils Section of the **Natural Environment Element 2.0**.

Agricultural land use is a permitted use throughout most of the City. There are presently 149.83 acres of property with an Agriculture Comprehensive Plan Land Use designation, though many more acres can be found in other Land Use Districts also. Existing agricultural land within the City of Millersburg is generally considered a holding use, because all property within the Urban Growth Boundary is planned to be fully urbanized at build out, which is the purpose of an Urban Growth Boundary.

Table 9.500 K shows privately owned agricultural land and agricultural land, as of 2001, owned by local industry. Industrial agricultural land contained 180 acres or 16% of the agricultural total. This land could be taken out of agricultural production and converted to industrial use at any time during the planning period. The Northern Residential area contained an estimated 314 acres of agricultural land in small farm operations of less than 10 acres (28%) and an estimated 418 acres (38%) is privately owned agricultural land in large parcels.

The Northern Residential area has seen significant development since 2001 and many of the agricultural property in this area has been urbanized or is being urbanized through approved projects. The City expects this trend to continue for several reasons including the closing of the mill (specifically the nuisance odors that are no longer defining the area), the proximity to Albany and Salem, and the rapid improvement of the community. Commercial farm operations continue to occupy some of the acreage within the City. This area will likely remain in large agricultural parcels anticipated for small lot rural residential developments. When urban services are available to this area, urban conversion should occur

systematically in a planned phasing schedule as proposed in **Section 9.8 Growth Management**.

Agricultural lands currently outside the City to the north and west are recommended for preservation in large agricultural tracts. Property to the east is recommended for continued urban growth as needed through inclusion within the Millersburg Urban Growth Boundary.

TABLE 9.500 K
MILLERSBURG EXISTING AGRICULTURAL LANDS – 2001

Land Use Districts	Privately-Owned		Industry-Owned		Total
General Industrial District	[2]157.91	56%	126.20	44%	284.11
Limited Industrial District			53.35		53.35
Commercial District	7.62				7.62
Northern Residential District					732.12
RR-2.5-UC	314.61	43%			
RR-10-UC	417.51	57%			
Public & Semi-Public District	[1]25.77				25.77
Total City	**923.42**	**84%**	**179.55**	**16%**	**1,102.97**

[1]Owned by Linn-Benton Memorial Park
[2]Owned by the City of Millersburg

Forest Lands and Natural Vegetation

The **Natural Environmental Element 9.200** contains a detailed description of the natural vegetation within the Urban Growth Boundary.

Statewide Planning Goal 4 reads: "To preserve forest land for forest use." There are no true forest lands within the City of Millersburg. There are, however, an estimated 72 acres of woodlands, consisting primarily of riparian vegetation along the Willamette River and the adjacent lakes and along small water courses within the City.

OPEN SPACE AND SCENIC RESOURCES

Statewide Planning Goal 5 reads: "To conserve open space and protect natural and scenic resources". Open space is defined as lands used for agricultural or forest uses and any land, if preserved in its present use, which would:

1. Conserve and enhance natural or scenic resources;
2. Protect air or streams or water supply;
3. Provide conservation of soils and wetlands;
4. Conserve landscaped areas, such as golf courses, that reduce air pollution and enhance property values;
5. Enhance the value of adjacent parks and other open space areas; and
6. Promote orderly urban development.

The policies and recommendations related to this section and those contained in the **Natural Environment Element 9.200** are directed toward achieving this goal and thereby ensuring the preservation of open space, the protection of scenic and natural resources, and the promotion of a healthy and visually attractive environment in harmony with nature.

The Need for Open Space

Open space may vary from active uses such as agricultural or recreational areas to more passive areas preserved for conservation or scenic values, including unique natural features such as wooded areas, or other places of scenic or special interest.

Open land may have obvious economic value, as is the case with agricultural and forest lands, but it also has other values which are not always readily apparent. Natural vegetation on steep slopes, for example, protect soils from erosion and thereby preserves clean water resources. Open areas also provide a variety of habitat for wildlife. These and other natural resource values are discussed in more detail in the **Natural Environment Element, 9.200**.

In addition to economic and conservation values, in recent years, there has been a growing awareness of the value of open lands as an esthetic resource which is also important to the general quality of life and livability of an area. Thus open land in general, has a number of significant values and certain types of open land have special significance as needed open space for the community.

Parks and natural open space, for example, are important in meeting the recreational needs of the community and in providing an attractive living environment. Such areas not only enhance adjacent property values but also have a significant effect on a community's economic potential by helping attract new business and industry. Parks are discussed in detail in the **Public Facilities Element 9.600**.

Open space can be any size. It can range from broad expanses of agricultural and woodland areas to mini-parks and landscaped areas. Various landscaping

measures can be undertaken in new developments which can enhance their appearance while increasing open space for the community as a whole. These measures range from preserving existing trees and other natural vegetation to provisions for "cluster developments."

The City has a strong interest in preserving the open space and scenic resources of the community and the surrounding area. The City has recently added many open space areas for permanent conservation. As areas develop and wetlands are identified, these areas are dedicated for open space conservation. Many are now located within the Public and Semi-Public Comprehensive Plan Land Use District.

Scenic Resources

Scenic and open space values should be protected and enhanced both within the Urban Growth Boundary and within the surrounding area. Open space greenways should be maintained throughout the community and into the surrounding area. The small streams and drainage channels should be preserved as open space greenway buffers, especially the Crooks Creek drainage system in the Northern Residential Area. This kind of preservation can be seen in the areas included in the Public and Semi-Public Land Use District.

The most significant scenic resources in the Millersburg area are the streams, the limited woodlands, the Willamette River and adjacent lakes. The river and lakes, however, are not visible nor accessible to Millersburg residents except through the City of Albany by means of Waverly Drive. The river remains a valuable resource, however, and is discussed in more detail in the **Willamette Greenway Section**.

With a population of only 730 people and an area of 2,850 acres in 2001, the need for preservation of open space had not yet become a critical issue in Millersburg, though recent development trends make the need for policy even more important. However, the community's limited streams and natural vegetation suggests that protecting these resources should not be delayed.

In the southern part of Millersburg, with its concentration of General industry, the limited open space provided along Murder, Truax, Brukhart, and Cox Creeks is significant for several reasons. It helps reduce air pollution and provides visual relief from the concentration of industrial facilities. The natural vegetation helps preserve the natural character of the creeks, prevents stream bank erosion and protects fish and wildlife habitat.

The agricultural lands are also a valuable scenic resource. Ensuring the orderly planned conversion of agricultural lands within the City and prevention of haphazard development will help preserve these values until urban conversion

actually occurs. Maintenance of agricultural areas outside the Urban Growth Boundary will preserve the rural vistas of the surrounding area.

WILLAMETTE RIVER GREENWAY

Background

Statewide Planning Goal 15 reads: "To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway."

State law **ORS 390.310 to 390.368** was enacted by the 1973 State Legislature and provides the basic authority for the Willamette Greenway Program.

The Legislature specified four policies regarding the intent of the Greenway, they are:

1) That existing development continue but some limitations be placed upon future changes of land use;
2) That farming not be restricted;
3) That there is no need for public ownership of all lands along the river; and
4) That there is a need for coordinated planning between the local governments and the Department of Transportation.

The Legislature required the State Department of Transportation (DOT) to prepare a plan for development and management of the Greenway and delegated the responsibility to review and revise the plan to the LCDC.

The law requires that a Greenway boundary be drawn which shall include "…all lands situated within 150 feet from ordinary low water line on each side of the channel…" and include such other lands as the DOT and local governments consider necessary, with the total not exceeding, on the average, 320 acres per river mile.

LCDC adopted a two-step process to implement the Greenway Program. This process consists of the Greenway Preliminary Order and **Goal 15** Willamette Greenway.

The Preliminary Order requires local governments to: develop a final Greenway boundary in cooperation with the State; consider issuance of Conditional Use Permits; and incorporate the Greenway Plan into local Comprehensive Plans and ordinances.

Statewide Planning Goal 15 clarifies in detail the State law by: establishing a general goal; requiring the collection of specific data; requiring that each city and county Comprehensive Plan be based on specific boundary, acquisition and management considerations; outlining the required contents of the Greenway Plan; requiring the establishment of cooperative management plans between local governments and the State; and the creation of implementation measures through ordinance provisions

In addition to adopting Greenway boundaries and inventorying its natural resources, Millersburg must designate uses permitted in the Greenway and identify any proposed local or State acquisition areas.

Comprehensive management plans must be developed requiring provisions for:
1) Agricultural lands;
2) Recreation;
3) Adequate public access;
4) Fish and wildlife habitat;
5) Scenic qualities and views;
6) Protection and safety;
7) Vegetative fringe;
8) Timber resources;
9) Aggregate extractions;
10) Development away from the river; and
11) Greenway setback.

The City must also establish by ordinance, provisions for the review of intensifications, changes of use, and developments that will ensure compatibility with the Willamette Greenway.

The Greenway Goal requires that qualities of the Willamette River Greenway are to be protected, conserved, enhanced, and maintained consistent with the lawful uses which were present on December 6, 1975. Intensification of uses, changes in use or developments may be permitted only if they are consistent with the Greenway Statue and Goal.

The Greenway Statute (ORS Chapter 390.318) requires that: "There shall be included within the boundaries of the Willamette River Greenway all lands situated within 150 feet from the ordinary low water line on each side of each channel of the Willamette River and such other lands along the Willamette River as the State and units of local government consider necessary for the development of such a Greenway".

The Greenway Goal requires that: "A setback line will be established to keep structures separated from the river in order to protect, maintain, preserve and

enhance the natural, scenic, historic, and recreational qualities of the Willamette River Greenway, as identified on the Greenway inventories. The setback line shall not apply to water-related or water-dependent uses".

The Greenway Program includes:

1. Boundaries within which special Greenway considerations shall be taken into account.
2. Management of uses on lands within and near the Greenway to maintain the qualities of the Greenway.
3. Acquisition of lands or interests in lands from a donor or willing seller or as otherwise provided by law in areas where the public's need can be met by public ownership.

Inventory

The City of Millersburg contains an estimated 12,650 feet of Willamette River frontage.

Approximately 5,150 feet of the river-front is state-owned and 700 is owned by the City of Albany as part of Bowman Park. The remaining 6,800 feet of river-front property is industrially-owned.

TABLE 9.500 L
MILLERSBURG WILLAMETTE RIVER FRONT OWNERSHIP – 2001

Ownership		Feet
Publicly-Owned		
State of Oregon – Simpson Park		5,150
City of Albany – Bowman Park	700	
Subtotal	5,850	
Privately-Owned		
Wah Chang	600	
Willamette Industries	6,200	
Subtotal	6,800	
Total	**12,650**	

The southern end of the Willamette River Greenway Boundary in Millersburg begins at the mouth of Cox Creek. From this parcel, the boundary extends north along the western edge of First and Second Lakes on property acquired by the

State of Oregon Parks & Recreation Department property. In this segment, the Greenway generally varies in width from 200 to 400 feet. The boundary then narrows to 150 feet through the Wah Chang ownership and part of the Willamette Industries property where It widens again to approximately 200 to 400 foot in the vicinity of Third Lake and then expands to a broad area around Fourth Lake also owned by Willamette Industries.

The Willamette River Greenway Boundary includes an estimated 100 acres in the City. The area designated on the Greenway Map as "Urban" contains approximately 55 acres and the area designated "Rural" contains approximately 45 acres.

The following inventory is in response to the Willamette Greenway Goal and includes all lands between river mile 115.5 and 117.75 within the Willamette River Greenway. See the **Natural Environment Element 9.200** for additional data.

1. There are no agricultural lands within the boundary area.

2. There is no current aggregate extraction, processing sites or operating permits. There is a minor potential aggregate resource adjacent to the river in the vicinity of Cox Creek.

3. The 5,850 lineal feet owned by Albany and the State of Oregon are public recreation sites with access from Albany's Waverly Drive.

4. There are no known historical or archaeological sites.

5. There are no major commercial timber resources, however, almost the entire area consists of fir trees and natural riparian vegetation.

   Maintenance of the vegetative cover is most desirable not only to preserve fish, wildlife, and water resource values, but because it also screens the adjacent industrial operations.

   The vegetative fringe includes some scattered mature fir trees adjacent to First and Second Lakes and a Pine Tree Bar in the vicinity of Third Lake. Most of the vegetation is mixed riparian with a general canopy.

6. The river-front is not accessible to the general public from Millersburg. Accordingly, there are no significant natural or scenic areas available to the public from the land side. A scenic view from the river is provided by the riparian vegetative fringe, however, a 1,600 foot stretch of river-front on Wah Chang and Willamette Industries property has little vegetative cover to screen adjacent waste processing activities.

7. Fish and wildlife habitats: The Willamette River contains migratory salmon and steelhead and resident trout. Fall Chinook spawning grounds also occur in the river adjacent to the City. General bird and animal wildlife occur in the riparian vegetative fringe.

   The most important fish and wildlife area is in the vicinity of Fourth Lake which was identified as a biotic community in the original Willamette Greenway Report. The Linn County Greenway Report describes the area as a "good waterfowl nesting area."

8. The entire area is within the Intermediate Regional Flood Plain (100 year flood). Swampy sections are flooded annually along the river north of First Lake and the Pine Tree Bar area.

9. All of the area east and west of the BN Railroad south of Conser Road was committed to industrial use under the Comprehensive Plans developed by the City of Albany and Linn County, and continues to be zoned for industry by Millersburg. Except for the land acquired by Albany and the State of Oregon totaling approximately 166 acres, all of the remaining riverfront property is owned and utilized by Millersburg Industries for Industrial waste ponds and solid waste disposal operations. Water is also pumped from the Willamette River to serve these operations.

10. Millersburg Greenway property ownerships from the southern Cox Creek boundary north to the City Limits is as follows:

    a. Owner – City of Albany Bowman Park
       Assessor's Map 10-3W-5A, Part of Tax Lot 300, approximately 5.04 acres.

    b. Owner – State of Oregon
       Assessor's Map 10-3W-5A, Tax Lot 200, Greenway Area Number 182, approximately 1.08 acres.
       Assessor's Map 10-3W-5A, Tax Lot 104 and Assessor's Map 10-3W-33, Tax Lot 402, part of 36.06 acres.

    c. Owner – Wah Chang Corporation
       Assessor's Map 10-3W-33, Tax Lots 300 and 401, part off 18.56 acres.

    d. Owner – Willamette Industries
       Assessor's Map 10-3W-33, part of Tax Lots 100 and 200, part of 84.82 acres.
       Assessor's Map 10-3W-29, Tax Lots 100, 201, 300, part of 166.42 acres.

11. The water resources section of the **Natural Environment Element 9.200** contains a full discussion of the hydraulic and water quality conditions of the river and adjacent lakes and streams.

    The southern Millersburg segment of the riverbank is an outside bend of a meander. Erosion problems exist near the southern boundary of First Lake that could cause alteration of the river channel through First and Second Lakes unless the outside bank is protected.

    The middle Millersburg segment of the riverbank is an inside bend of a meander. The natural hydraulic action of the river in this segment has led to the formation of Pine Tree Bar on the Millersburg side of the river.

    The northern Millersburg segment of the riverbank again becomes an outside bend meander again. Between Second and Third Lakes, the entire river-front within, including the Fourth Lake area, is marshy. The instability of the bank is posing potential problems for adjacent industrial operations. The instability and marshy characteristics limit public access along most of the river in this area.

12. The original Willamette River Greenway Study identified the area south of Fourth Lake on Willamette Industries property as a "Primary Biotic Community." The area, however, was not designated a critical area and the Department of Fish and Wildlife has indicated that they "are not aware of the presence of any threatened or endangered species or any specialized habitat within the area of concern."

13. The State of Oregon and the City of Albany, with the cooperation and support of the City of Millersburg, has acquired a river-front park area of approximately 166 in addition to the 5 acres of Bowman Park already in southern Millersburg. This area is now known as Simpson Park and is discussed more fully in the parks portion of the **Community Facilities Section 9.600**. At the present time recreational use of riverfront property in Millersburg is only available from Albany's Simpson and Bowman Parks containing approximately 190 acres. Recreation is limited to picnicking, nature trails and fishing in First and Second Lakes.

    Although no further provision for public access is proposed, other than the Simpson and Bowman Park properties, the City will maintain the scenic quality of the river by protecting the adjacent vegetative fringe.

14. All of the riverfront property north of Simpson Park in Millersburg is devoted to industrial liquid and solid waste processing and disposal activities. For the

most part, these activities are screened from the river by a band of natural vegetation.

Comprehensive Plan Considerations

The Willamette Greenway Goal requires that: Each city and county in which the Willamette River Greenway is located shall incorporate the portions of the approved Greenway Plan in its Comprehensive Plan and implementing ordinances and other implementation measures.

1. Boundaries: Boundaries of the approved Willamette River Greenway shall be shown on each Comprehensive Plan.

2. Uses: Each Comprehensive Plan shall designate the uses to be permitted for the rural and urban areas of each jurisdiction which uses shall be consistent with the approved Greenway Plan, the Greenway Statutes and this Goal.

3. Acquisition Areas: Each Comprehensive Plan shall designate areas identified for possible public acquisition and the conditions under which such acquisition may occur as set forth in the approved DOT Willamette Greenway Plan and any other area which the City or county intends to acquire.

   The Millersburg Comprehensive Plan includes the adopted Willamette River Greenway boundary established in cooperation with the State of Oregon. The boundary is shown on the zoning map which also identifies the flood plain and allowed uses adjacent to the Greenway. The Zoning Ordinance includes a Flood Plain Overlay Zone (FPO) and a Willamette Green Overlay Zone (WGO).

   Goal 15 defines Lands Committed to Urban Uses as:

   "Lands Committed to Urban Use means that those lands upon which the economic, developmental and locational factors have, when considered together, made the use of the property for other than urban purposes inappropriate."

   Uses within the boundary are limited to the existing industrial uses and the Simpson and Bowman Park activities. The vegetative growth within the boundary shall be maintained to the maximum extent possible with any approved change or intensification of use. No structures will be permitted within the boundary without a Greenway compatibility review. Priority shall

be given to water-related uses although other uses may be approved with a demonstrated need.

The Millersburg Land Use Development Code has designated the Willamette River Greenway as a **Willamette Greenway Overlay-zone, (WGO)**. The ordinance identifies permitted land uses and development standards and conditions applicable to the Greenway. The ordinance also specifies the "Greenway Compatibility Review" procedures and conditions for review of intensifications, change of use or developments proposed for the Greenway to insure their compatibility with the Willamette River Greenway Statutes and Goals. The ordinance includes provisions for the use management considerations and requirements set forth in the Statewide Willamette Greenway Goal 15.

The official boundary shall be shown on the Zoning Map as the Overlay Boundary.

The entire Greenway is also within the Intermediate Regional Flood Plain (100 year) and the City's Flood Plain Overlay-zone (FPO) of the Zoning Code.

SECTION 9.520 LAND USE TRENDS

Millersburg is primarily a residential and industrial community with few Commercial, Office or Public Site Categories, as defined in **Section 9.320 Economy**, due to the proximity of Albany. During the 1990s, the Millersburg area experienced an increase in industrialization, rural residential development and the City's first urban residential development.

Rural Residential Trends

Rural residential development in the Millersburg area has increased 28% percent since incorporation in 1974. This increase has taken place in two areas; one inside the City and the other was due to annexation of the UGB.

With the increased growth in rural residential development there has been an accompanying land fragmentation. However, with the exception of the Northern Urban Growth Area, most of this fragmentation occurred in areas that had already undergone considerable rural land division, particularly the area between Conser Road and 54th Avenue. The more productive agricultural areas west of Woods Road and north of 54th Avenue have experienced little rural

residential development except for the City's first urban subdivision that was approved in 1997.

Fragmented and scattered rural residential growth can result in a number of problems. Rural development is highly consumptive of land resources and septic system utilization can result in health hazards and potential water pollution problems. Public services, particularly water and sewerage facilities, are also expensive to serve at rural densities.

Prior to the incorporation of the City, rural lots as small as one-half acre were being created for duplex development. Development at these densities begins to approach urban levels. Present City standards limit the creation of future residential parcels to 2.5 and 10 acres. However, uncontrolled spread of even this development can be wasteful of land resources unless an urban conversion plan is incorporated in the planning and development of these sites to provide for future streets and urban services.

Continued rural residential development is expected.

Urban Residential Trends

The City's first urban residential development was approved for a 43 acre site adjacent to Old Salem Road and 54th Avenue in 1997. Approval was granted for a 76-lot subdivision and a manufactured home park containing 71 home spaces. Sweetwater Estates, a 36-lot portion of the residential subdivision on approximately 12 acres, was begun in 1998 and a grand Opening occurred in 1999. By January 2001 there were 14 homes constructed.

With the first urban residential development underway, the City can expect to see additional urban residential expansion.

Commercial Trends

Commercial facilities and services have been limited due to the area's low population and the proximity to Albany. This trend is expected to continue although with additional growth commercial facilities and services will also expand.

Industrial Trends

Most of the major industrial plants in Millersburg were built in the 1950s. In the 1970s there was increasing signs of a second surge of industrial growth. Georgia Pacific, Plywood Components and SRC Company all began operations in the 1970s. In

1978, Owens-Corning Fiberglass acquired a 110 acre site in Millersburg for a future plant in the 1980s.

In the 1980s the community lost industries. Simpson Timber Co. and Boise-Cascade closed operations and **NKK**, a Japanese silicone plant, and Owens-Corning both decided not to open due to a slowdown in the economy.

In the 1990s the City experienced renewed industrial growth. In 1994 Palm Harbor Homes, a manufactured home plant, located in the City, employing 250 people. In addition, Discovery Plastics, McKay's Truck & RV Repair, Cascade Trucking, Professional Mechanical, in addition to 12 smaller industrial operations, have located in Millersburg. The Willamette Industries, Albany Paper Mill and Wah Chang have also acquired additional acreage and expanded their operations. Willamette Industries has also constructed a new LVL plant on the west side of Old Salem Road across from their paper mill.

Industrial expansion and improvements has continued into the 2000s and is expected to increase during the Planning Period.

Agricultural Trends

With increased residential and industrial developments there has been some decrease in agricultural activities. However, the more productive agricultural areas west of Woods Road and north of 54th Avenue have experienced little development pressure. Furthermore, some industry-acquired agricultural land has remained in agricultural production until needed for industrial purposes.

Public and Semi-Public Land Use Trends

Because of the wide differences in public and semi-public uses it is virtually impossible to define a land use district applicable to all. Therefore the Public District contained in the previous Plan was eliminated allowing public and semi-public uses to be located in any zoning district under specified conditions as a Conditional Use.

The City's present level of urban services is excellent. Governmental, fire, police, parks, roads, utilities and social services provide Millersburg's citizens with a much higher level of service than most communities of the same size.

Open Space Trends

With a population of only 730 people and an area of 2,850 acres, the need for preservation of open space has not yet become a critical issue in Millersburg.

However, increasing impacts to the community's water courses and natural vegetation suggest that protecting these resources should not be delayed.

SECTION 9.530 PROJECTED LAND USE NEEDS

The designation of future land uses was based upon the findings and needs identified in all the elements of the Comprehensive Plan and the citizen participation achieved through reviews during the public hearing process.

The general criteria that guided the selection of lands for future use were:

1. The existing land use pattern and growth trends of the area.

2. The land ownership patterns, particularly public and semi-public, industrial and agricultural land ownerships.

3. The natural environmental constraints, including topography, geology, soils, water resources, natural vegetation, wildlife, and air resources.

4. The accessibility of existing and proposed transportation systems.

5. The availability of existing and proposed community facilities, utilities, and services.

6. The locational suitability for each land use classification with respect to available natural amenities.

7. Previous planning and zoning commitments to each land use.

8. Millersburg's role relative to the Albany Urbanizing Area.

9. The need to maintain an adequate supply of land for each land use.

The above criteria was utilized to determine the needs for the land use districts applicable to the Millersburg area. Incremental and systematic expansion from the core area outward along existing service corridors is still the preferred growth pattern and offers the greatest efficiency and economy of development.

Rural Residential Land Use Needs

Continued rural residential development is expected. The primary need in this area is to guide this development so the area is not fragmented preventing

efficient urban development in the future. The property within the Rural Zone areas should be preserved for future subdivisions and not be subdivided until urbanization occurs.

Urban Residential Land Use Needs

Based on the 2001 Official Population estimate of 1,200 for the year 2020 there will be a population increase of 470 people that will need approximately 188 homes requiring a residential buildable land reserve of approximately 65 acres. Actual population increases have exceeded projections and are anticipated to soon require expansions of the Urban Growth Boundary.

The City has limited land to accommodate additional needed residential growth. The primary need is for an urban growth expansion strategy to systematically and efficiently guide that growth. That strategy is addressed in **Section 9.800 Growth Management**.

Commercial Land Use Needs

Commercial services are needed by area residents. A Commercial Service Center is desirable and needed adjacent to the City Hall to create a ''Town Center'' for the community that is centrally located. The City should consider incentives to encourage development of a commercial center at this location. Commercial uses should also be permitted at the 1-5 Interchange. Thiscould encourage commercial facilities not otherwise supported by the City's population base that could also serve Millersburg's residents.

Industrial Land Use Needs

Although statistically Millersburg appears to have ample industrial land for future expansion, much of that land is undevelopable or unavailable due to existing industrial ownership. The City has also lost 168 acres of General Industrial land to the Simpson Park development. This land may need to be replaced if present industrial growth continues.

The City will monitor industrial development trends and may seek expansion of the industrial districts as available developable land is depleted.

Public & Semi-Public Land Use Needs

Since public and semi-public uses may be located in any zoning district they have the maximum flexibility to locate where and when they are needed.

Little expansion of these services is expected in the near future but they will certainly need to be expanded as growth occurs.

Open Space Needs

A serious problem resulting from random rural residential and industrial development affects the carrying capacity of the natural environment. With increased development, environmental resources are often depleted or even destroyed. Millersburg has worked diligently to limit these problems. There is a need to ensure that future land uses will be developed within the carrying capacity of the area's natural environment and will not result in additional pollution or be wasteful of these limited resources.

The City has a strong interest in preserving the considerable open space and scenic resources of the community and the surrounding area.

Open space can vary from active uses such as agricultural or recreational areas to more passive areas preserved for conservation or scenic values, including unique natural features such as wooded areas, or other places of scenic or special interest.

Open land may have obvious economic value, as is the case with agricultural and forest lands, but it also has other values that are not always readily apparent. Natural vegetation protects soils from erosion and thereby preserves clean water resources. Open areas also provide a variety of habitat for wildlife. These and other natural resource values are discussed in more detail in **Section 9.200, Environment**.

In addition to economic and conservation values, in recent years there has been a growing awareness of the value of open lands as an esthetic resource which is also important to the general quality of life and livability of an area. Thus open land in general, has a number of significant values and certain types of open land have special significance as needed open space for the community.

Open space can be any size. It can range from broad expanses of agricultural and woodland areas to mini-parks and landscaped areas. Various landscaping measures can be undertaken in new developments which can enhance their appearance while increasing the amount of open space in the community as a whole. These measures range from preserving existing trees and other natural vegetation to provisions for "cluster developments."

Scenic and open space values should be protected and enhanced both within the Urban Growth Boundary and within the surrounding area. Open space greenways should be maintained throughout the community and into the

surrounding area. The Willamette River and the tributary creek system together with the other drainage channels should be preserved as open space greenway buffers.

Trails are also part of the City's open space resources. The Transportation System Master Plan shows planned trails throughout the City. As projects build out next to these planned trails the developers will build their portion of the trails. Other trail sections may be built by the City to assure a connected network.

SECTION 9.540 BUILDABLE LAND NEEDS

At the time the 2019/2020 revision was drafted the City was embarking on a set of studies to understand the 20 year ability to absorb new projected populations. The 2001 text below indicates that the City has adequate space to accommodate the 20 year projection, however, the City has grown at a rate that was not anticipated in 2001. The City is rapidly building out and changes to the UGB may be needed in the short future.

Buildable land needs and growth management are addressed in detail in the **Section 9.800, Growth Management**.

The Plan's primary objective is to manage urban expansion while maintaining and improving the area's livability and environmental resources.

SECTION 9.590 GOAL & OBJECTIVES

LAND USE GOALS & POLICIES

1. To provide a land use policy plan which sets forth the suitable kinds, amounts, and intensities of use to which land in various parts of the City should be put.

2. To create and maintain an efficient and aesthetically pleasing living and working environment for city residents.

3. Try to create more shopping and medical opportunities nearby for constituents.

POLICIES & RECOMMENDATIONS

1. Sufficient area shall be maintained for the balanced expansion of all major land uses.

2. Areas with existing consistent land use patterns shall be preserved and reinforced unless other overriding factors suggest a change

3. The carrying capacity of air, land and water resources shall be utilized in determining appropriate land uses within the community.

4. Standards shall be adopted and enforced to ensure the preservation and provision of natural vegetation in all development areas.

5. The extent and boundaries of each land use district shall be shown on the Comprehensive Plan Map.

Residential Land Use

1. The City shall provide adequate residential land areas to address the housing needs of the community.

2. When urban development occurs, the City shall encourage compact residential development within the existing Residential District to provide more efficient land utilization and to reduce the cost of housing, public facilities and services.

3. A variety of lot sizes, housing types and street patterns shall be encouraged.

4. Residential uses should avoid locating in areas that are subject to and/or generate adverse environmental impacts.

5. Manufactured homes shall be permitted on individual lots in all single-family zoning districts and manufactured home parks may be permitted subject to compliance with adopted clear and objective criteria and standards for placement and design.

6. Higher density multi-family development should be encouraged adjacent to arterial or collector streets and as a buffer between commercial and single-family uses, where feasible. Multi-family developments should also be integrated into the residential community rather than clustered into dense groupings.

7. Scattered "leapfrog" development in the rural residential areas shall be discouraged. Urbanization of rural areas shall be on a planned incremental basis within a designated urban service area.

8. Residential areas shall be protected from excessive through traffic, conflicting land uses, or other encroachments that would impair a safe, quiet living environment.

9. New residential subdivisions shall pay the costs of capital improvements needed to support the development.

10. Outside the City Limits but within the Millersburg Planning Area, single-family dwellings or manufactured homes should continue to be allowed on rural residential lots with adequate on-site water and sewerage disposal capability, in accordance with the City/County Urban Growth Management Agreement.

11. Areas outside the City Limits but within the City's Planning Area, shall be maintained under the County's land use designation unless annexation to the City occurs. Changes to the County land use designations shall be submitted to the City for review and recommendation as specified in the Urban Growth Management Agreement.

12. Large agricultural parcels outside the City Limits should be maintained at their present size until annexation occurs or a delayed annexation agreement is adopted.

Commercial Land Use

1. Commercial developments shall be constructed as compact centers or clusters, rather than scattered developments or developments extending along roadways in a "strip development pattern."

2. A Commercial Service Center is desirable and needed adjacent to the City Hall to create a ''Town Center'' for the community that is centrally located. The City should consider incentives to encourage development of a commercial center at this location.

3. Development of limited access and joint-use parking areas for commercial facilities shall be encouraged to reduce traffic conflicts and hazards.

4. Proposals for compatible commercial facilities within residential and industrial districts shall be considered, provided specific needs can be demonstrated and appropriate safeguards can be maintained to minimize conflicts.

5. Proposed commercial developments shall be subject to the "Site Plan Review procedures of the Code to ensure development compatibility with the surrounding area.

6. The capacity of city roads and freeway interchanges is a development factor that must be addressed by proposed developments. The City shall require development proposals to identify the potential traffic impacts on city roads and interchanges. The costs for interchange or road improvements may be imposed to accommodate the proposed development traffic.

7. The limited industrial property located at Interchange 238 should be given consideration for a zone change to the Limited Industrial/Commercial District to permit local and highway commercial facilities at this location. This property has consistently been considered for commercial uses that would have been of benefit to local residents.

Industrial Land Use

1. The Industrial Districts shall be reserved for industrial development although interim farm use is an allowed permitted use until development occurs.

2. All industrial development shall strictly comply with the environmental quality standards of the State of Oregon, including all applicable standards and regulations of the Oregon State Board of Health, the Oregon Department of Environmental Quality and any other public agency having regulatory jurisdiction.

3. Industrial developments shall not result in disruptions to residential or other areas due to excessive traffic, noise and pollution or otherwise detract from the livability of the community.

4. Approval of future industrial development proposals shall be contingent upon the assessed environmental impacts, the community's capacity to accommodate growth and the demand for public services.

5. Proposed industrial developments shall be subject to the "Site Plan Review" procedures of the Code.

6. Industrial proposals shall provide sufficient parcel size for building setbacks, expansion, off-street parking and loading, natural buffers and landscaping, and controlled access locations.

7. Review of industrial development proposals shall include consideration of the relationship of the proposal to Millersburg's transportation and utility systems, relationship to other land uses, environmental impacts, and adequacy of landscaping for the proposed use.

8. Limited access and joint-use roads, and parking to serve industrial developments, shall be encouraged.

9. Industrial districts shall be protected from encroachment by incompatible land uses.

10. Utilization of natural features and landscaping as screening buffers, to reduce the impact of industrial developments on the community, shall be encouraged.

11. Industrial uses that minimize visual conflicts, noise, traffic and environmental degradation and are compatible with adjacent land uses and the livability of the community, shall be encouraged.

12. Industrially zoned sites should remain at their present parcel size until a specific development plan is approved.

13. Sites shall be reserved for both General and Limited industrial development.

14. Potential industrial sites should remain at their present parcel size until a specific development plan is approved.

Agriculture

1. Existing agricultural uses within the community may be maintained as an interim use until a development proposal is approved by the City.

2. The expansion of urban development into the interim farm areas shall only occur as part of an urban service extension plan.

3. The City shall ensure an orderly and efficient conversion of agricultural lands needed for urban development based upon the phased provision for sewer and water services.

4. Prime agricultural lands outside the Urban Growth Boundary should be preserved as an irreplaceable natural and economic resource.

5. Future extension of the Urban Growth Boundary should be in non-agricultural or marginal agricultural areas before prime agricultural lands are considered.

Open Space and Scenic Resources

1. A total system of open space, including agricultural lands, woodlands, parks, recreation areas, and scenic resources, shall be maintained within and around the Millersburg Urban Growth Boundary.

2. Natural areas that are generally unsuited for development purposes shall be preserved as protecting buffers; protection for soils; watersheds and wildlife habitats; and as recreational and scenic resources.

3. Places of natural scenic beauty, particularly woodland areas, streams and the Willamette River Greenway, shall be preserved to the maximum extent possible.

4. Natural areas shall be maintained as protecting buffers where noise and visual conflicts could occur.

5. Open space lands shall be integrated with future urban growth to enhance the urban environment. Specifically, streams and drainage channels within the community shall be preserved as open space greenway buffers.

6. The City shall encourage preservation of natural features and natural vegetation as open space to the maximum extent possible through the City's zoning and land division review and approval procedures.

7. The City shall ensure that landscaping is included as an integral part of site and street developments through its zoning standards and review criteria.

8. The City should establish a landscaping program for urban density developments that include:

    a. Protection of existing trees and other usable vegetation.

    b. Provision of new trees and landscaping to adequately fulfill the needs of each development.

    c. Provision for protecting landscape buffers between sidewalks and streets or parking lots.

    d. Provision for landscaped parking lots to reduce their negative impacts.

e. Provision for landscape buffers between conflicting land uses.

f. Provision for street trees in new subdivisions and developments.

9. Agricultural lands outside the Urban Growth Boundary, should be maintained in large acreage parcels to reduce the negative effects of scattered fringe developments and to preserve open space around the community.

10. Wooded areas shall be preserved to the maximum extent possible. Highest priority should be given to open space or park use with secondary priority given to other public uses which would preserve the natural features. Private developments shall be encouraged to preserve these areas through the City's development standards and preservation incentives.

11. The City shall cooperate with other units of government in coordinating open space areas and needs within the community with those planned in the surrounding region.

Willamette River Greenway

1. Continued industrial use within the Willamette River Greenway is essential, however, a scenic greenway buffer shall be provided and maintained for new development within the Greenway Boundary.

2. There is no public access to the river from Millersburg. Future extensions to the City's Urban Growth Boundary should consider potentials for public access to the river.

3. Preservation, restoration or enhancement of identified ecologically scientific, historic or archaeologically significant areas shall be encouraged.

4. Development proposals shall be consistent with the purposes of the Greenway.

5. Any proposed development, change or intensification of use shall be compatible with the Greenway, the surrounding area, and the environment.

6. A minimum building setback line of 150 feet from the ordinary low water line of the Willamette River shall be established except for structures with a water related or water dependent use.

7. Development shall be located away from the river to the greatest possible extent.

8. Development, change or intensification of use shall provide the maximum possible landscaped area, esthetic enhancement, open space, or vegetation between the activity and the river.

9. Sensitive fish and wildlife habitat shall be protected.

10. The natural vegetative fringe along the river shall be maintained to the maximum extent that is practical in order to assure scenic quality protection of fish and wildlife, protection from erosion and screening of uses from the river.

11. Scenic qualities and viewpoints shall be preserved.

12. The quality of the air, water and land resources in and adjacent to the Greenway shall be preserved in the development, change, or intensification of use of land within the Greenway.

13. The Willamette River Greenway Boundary shall be as shown on the Comprehensive Plan Map and the City Zoning Map.

14. Implementing measures for managing uses within the Greenway shall include zoning for flood plains and open space.

15. A City Greenway Compatibility Review process that specifies standards and procedures for review of proposed developments, development changes, or intensification of use within the Greenway Boundary shall be maintained in the Code.

SECTION 9.600 PUBLIC FACILITIES AND SERVICES

This section was slightly updated in 2019/2020 to reflect the replacement of the Development Code. Only edits required to accommodate the code update were revised. A more global update to the Comprehensive Plan is underway at the time this was drafted.

LCDC's goal #11, public facilities and services, reads: "To plan and develop a timely, orderly, and efficient arrangement of public facilities and services, to serve as a framework for urban and rural development."

It is the intent of the City of Millersburg to provide urban level services to the entire urban growth area during the planning period. Vague references to "if" or "when" services are provided are hereby deleted. Urban services are presently being provided as specified in the amended Section 4.0 text pages 4-22 to 4-23B rural development standards shall continue to apply to unserved areas until urban conversion and services are provided.

The northern and southern areas of Millersburg have two different levels of public service at this time. In Northern Millersburg, north of Conser Road, there is presently a rural level of service. Some limited areas still depend on individual wells for water supply and septic tanks for sewage disposal. Fire and police protection levels are also at a rural level.

Southern Millersburg, with its heavy industrial concentrations, is becoming increasingly urbanized. Although there are still substantial areas in agricultural use, this area has not experienced the rural residential development which has occurred in Northern Millersburg. Public water is available to most of the southern area and major industries now have public sewerage service available. Fire protection is also essentially at an urban level in this area.

The sanitary sewage collection system is the controlling facility element of the City's comprehensive plan. The expansion of sewerage facilities will determine the City's future growth and development potentials and the need for other public facilities and services.

It is important that the extension of public facilities and services for developing areas be undertaken in a planned and coordinated manner to achieve balanced community growth, while also taking into consideration the opportunities and constraints of the natural resource base. The findings of the natural environment element have been carefully considered in formulating

policies and recommendations concerning the City's public facilities and services.

This element of the plan contains background data, policies, and recommendations relative to schools, parks, water and sewerage facilities, storm drainage, solid waste disposal, fire and police protection, energy and communications systems, and other public services.

The policies and recommendations are directed toward providing an appropriate level of public facilities and services at both rural and urban levels based upon current and projected community needs.

Implementation recommendations are also included for Capital Improvement programming and budgeting, land use controls and ordinances, and detailed studies for the expansion of the sewage collection system. The sewage collection system study is most important since it will be the basis for the City's detailed Phased Development Program.

SECTION 9.610 SCHOOLS

The Comprehensive Plan can have a significant impact on local schools and the Greater Albany School District J. The projected population growth and the distribution of that growth affects the need for new school facilities and can also determine future school locations.

The City's protected population of less than 1,000 people is based on a rural density of development in Northern Millersburg. If this rural level of development is maintained, it is not likely that new schools will be needed. Additional school children could be accommodated at the existing schools serving Millersburg or by adjusting school attendance boundaries. However, at an urban level of development, new schools may be needed.

The location of future schools should be compatible with educational needs and community development patterns. Elementary schools are often the single most important focus in a neighborhood. New schools should also be located in coordination with other community facilities, particularly parks, bike and pedestrian ways, and streets and highways.

Existing Schools

The former Millersburg School District became a part of the Greater Albany School District 8J on January 1, 1979.

Millersburg school children attend either the Millersburg or Waverly Elementary Schools, Albany Memorial Junior High School and West Albany High School.

Table 8A summarizes the Average Daily Membership at these four schools from 1970 to 1980. **Table 8B** shows the number of children from the Millersburg area attending these schools in early 1980. There are 180 Millersburg area school children attending schools in the Greater Albany School District.

TABLE 8A
AVERAGE STUDENT DAILY MEMBERSHIP OF SCHOOLS
SERVING MILLERSBURG
1970-1980

	Elementary		Junior High	Senior High
Year	Millersburg	Waverly	Memorial	West Albany
1969 – 1970	94	371	649	1,609
1970 – 1971	98	399	638	1,763
1971 – 1972	92	308	647	961
1972 – 1973	107	285	640	813
1973 – 1974	121	267	730	855
1974 – 1975	114	275	779	911
1975 – 1976	99	257	753	970
1976 – 1977	104	260	735	985
1977 – 1978	109	253	653	1,062
1980	95	278	615	1,022
Capacity 1980	150	360	688	1,100

Sources: City of Albany Planning Department, Greater Albany School District 8J.

TABLE 8B
MILLERSBURG STUDENT ATTENDANCE – 1980

School	Number of Students
Millersburg Elementary	95
Waverly Elementary	10
Memorial Junior High	25
West Albany High	50
Total	180

Source: Greater Albany School District 8J.

Millersburg Elementary School

The Millersburg Elementary School is the only school actually located in Millersburg. It includes kindergarten through sixth grade. The school is located on Old Salem Road in northeast Millersburg on a 7.77 acre site. The school was built in the early 1960s and has six classrooms. The building is in good condition, and there are no plans for major remodeling or expansion. The playground contains play equipment, two baseball fields and provision for basketball.

The existing school has a capacity for 150 students, based on 24 students per classroom. During the 1970s, the *average* daily membership ranged from a low of 92 in 1971 to a high of 122 in 1973. These figures represent 61 percent to 81 percent of the 150 student capacity. The existing 1980 enrollment of 95 students is 63 percent of capacity. The existing school can accommodate substantial increase in enrollment and the school site can accommodate an additional six classrooms. However, the school is dependent on a sewage lagoon for sewage treatment and the Department of Environmental Quality does not wish the utilization of the lagoon to be increased beyond the present school capacity. If the school reaches capacity and public sewers are unavailable, the District would likely transfer some Millersburg area school children to another school.

The school presently serves the City north of the Wah Chang plant, plus the Northern Residential Urban Growth Area and additional scattered homes north of Millersburg. The school is also used on a limited basis for community activities.

Waverly Elementary School

Children living in Southern Millersburg attend Waverly Elementary School located in Albany, a half mile from the Millersburg City Limits.

Waverly Elementary School was originally built in 1949 with additions in 1952, 1955, and 1965. The school contains 15 classrooms on a 10 acre site. The building is in generally good condition but needs some minor additions.

The 1980 enrollment is 278 students, 10 of which are from Millersburg. The present capacity is 360 students.

Albany Memorial Junior High School

Millersburg students in grades seven, eight and nine, attend Albany Memorial Junior High School. The school was built in the early 1960s and is in excellent condition. Current enrollment is 615 students and capacity is 688 students. There are approximately 25 Millersburg area students attending Albany Memorial Junior High School.

Albany Memorial Junior High and West Albany High School are adjacent to one another in west Albany, approximately six miles from the Northern Millersburg Residential District.

West Albany High School

West Albany High School accommodates grades ten, eleven and twelve. The school was built in 1952 and is in excellent condition. Current enrollment is 1,022 students and capacity is 1,100 students. Approximately 50 Millersburg area students attend West Albany High School.

SECTION 9.620 PARKS AND RECREATION

Introduction

Nationally, there is a rising demand for recreational facilities due to increased population growth and increased participation in recreation. "By the year 2000 there will be twice as many people as in 1960, and on the average each person will participate in outdoor recreation twice as often," *Outdoor Recreation, 1973*.

Millersburg is only just beginning to develop its park and recreation program. Previously, residents of Millersburg have been dependent on the City of Albany, Linn County and state facilities to fulfill recreation needs. The City of Albany's Parks and Recreation Department, which experienced a 22 percent increase in total attendance in the fiscal year 1977-1978, had a further 10 percent increase in summer participants in 1979.

Since Millersburg has no municipal recreation facilities, the City has helped meet the recreation needs of its residents by subsidizing participation in Albany's recreation programs. Millersburg currently pays the fees of any City resident who wishes to utilize the Albany YMCA, Y City Girls, Boys Club, the South Albany High School Swimming Pool, the Albany Parks and Recreation Programs, and the Albany City Library. The City will continue to sponsor Millersburg residents in these programs while it in the process of developing its own recreation facilities and programs.

With increased population growth in Millersburg, there will be a growing demand for recreation facilities. In addition, the need to conserve energy will result in an increased need for local recreation facilities. Just after the 1974 oil shortage, there was a 10 percent statewide decrease in the use of large parks away from cities, and a corresponding 10 percent increase in the use of city parks. Recognizing this

demand, the City of Millersburg has recently acted to secure and develop its first city park.

Park Standards

A desirable standard for the amount of parkland needed is 15 acres per 1,000 people. A minimum standard is 10 acres per 1,000 people. With the acquisition of the existing 11.23 acres park site, Millersburg has sufficient park land for its present needs. If the entire Northern Residential Area were devoted to rural residential use, a second park in the 5 to 10 acre range may be needed. If the entire Northern Residential Area were to be developed at urban density, considerably more acreage of park land would be needed beyond the acreage that has been acquired at present. At an urban density of development, 90 acres of park land should be dedicated or acquired in the Northern Residential Area. Acquisition of woodland and stream areas would be particularly desirable.

The standards recommended by the **Statewide Comprehensive Outdoor Recreation Plan** are as follows:

Neighborhood Parks	5 acres/1,000 population
Community Parks	10 acres/1,000 population
District Parks	15 acres/1,000 population
Campsites	1 site/450 activity occasions
Picnic Tables	1 table/800 activity occasions
Boat Launch Lanes	1 lane/2,700 boating days
Walking Trails	1 mile/7,500 activity occasions
Hiking Trails	1 mile/1,000 activity occasions
Bike Trails	1 mile/3,500 activity occasions
Swimming Pools	1 pool/10,000 population
Tennis Courts	1 court/2,500 population
All-purpose Courts	1 court/2,500 population
Ball Fields (including softball, football, rugby & soccer fields)	1 field/1,200 population
Golf Holes	18 holes/2,500 population

*An activity occasion is one participation in an activity by one individual for the duration of the participation. The total activity occasions for a year are equal to the annual demand for that activity and related facility.

Park Needs

Different types of parks serve varying needs. Citywide and regional parks are usually large and have unique natural features, such as river-front areas. Millersburg has not yet approached the population to warrant the acquisition of

large park acreages, and the rural nature of the City does not yet necessitate the development of Citywide of regional facilities.

The community has the most need for neighborhood park facilities. Neighborhood parks are generally parks of 5 to 10 acres which provide a variety of recreational opportunities, particularly ball fields, courts, playgrounds, and picnicking facilities. The City acquired a suitable site for a neighborhood park in Northern Millersburg in 1979.

Provision for a neighborhood park in Southern Millersburg does not appear necessary because the limited southern residential population is adequately served by the City of Albany's Waverly Park, 42 acres of which are actually in Millersburg. Residents of Southern Millersburg also will have easy access to the expanded Bowman Park. The lack of suitable park sites in Southern Millersburg necessitates the continued dependence on adjacent Albany parks.

As the City develops, Millersburg should provide local parks that are within easy walking distance of area residents. Such parks usually contain play equipment and benches. Passive parks, provided in conjunction with civic buildings and historic sites, can be created by the provision of walkways, benches and landscaping. Miller Cemetery offers an opportunity for passive park use.

Existing Park Land

There are currently 16.69 acres of land in Millersburg which are to be developed for park use. However, at the present time, only .42 acres of Albany's Waverly Park is actually developed. An additional 5.04 acres of undeveloped land within Millersburg is currently being acquired by the City of Albany for park purposes. Land actually owned by the City of Millersburg and planned for park use totals 11.23 acres and is currently undeveloped. The three parcels involved are listed in **Table 8C** and discussed individually below.

TABLE 8C
EXISTING PARK LAND

	Acres
City of Millersburg Park (Undeveloped)	11.23
Waverly Park – City of Albany (Developed)	.42
City of Albany Bowman Park Addition (Undeveloped)	5.04
Total	16.69

Millersburg City Park

In 1979, the City acquired a centrally-located 11.23 acre site on the south side of Alexander Lane for the development of a city park.

The site is presently undeveloped but development is scheduled to begin in 1980. The first phase will involve the expenditure of approximately $85,000 for improvement to 3.5 acres. Improvements will include: landscaping; irrigation; electric service; construction of a ball diamond, parking lot and play area; and provision of picnic benches, play equipment, and a drinking fountain.

The long range plan for the site includes the addition of two field areas suitable for football, soccer or field hockey; an additional ball diamond; tennis court(s); basketball courts; a community building; and possible covered picnic and court areas.

The cost of acquisition and the first phase of improvements are being financed entirely from City funds.

Waverly Park (City of Albany)

Waverly Park is an Albany neighborhood park of 19.81 acres, .42 of which are within the City of Millersburg. Waverly Park contains picnicking and parking facilities and a lake which provides year-round fishing for children, and paddle boating in summer.

Bowman Park (City of Albany)

The City of Albany's Bowman Park consists of 6.89 acres with Willamette River frontage. The park contains eight picnic tables and two boat ramps. Albany is presently in the process of acquiring 16.28 adjacent acres in Linn County and the City of Millersburg, for park expansion. Approximately 5.04 acres of the additional acreage is within the City of Millersburg and Millersburg has cooperated in the proposal. The additional acreage will add 1,800 feet of river-frontage to the park with a 100 foot easement connecting the existing park and the 16.28 acre addition.

The City of Albany received state and federal approval for the project in April 1980. The acquisition is being financed with 50 percent Federal Land and Water Conservation funds, 25 percent Willamette Greenway funds and 25 percent local donations. The site was designated a Willamette Greenway Acquisition Area in 1979 which made it eligible for Greenway funds.

The City of Albany has no definite plans for development. The site will likely remain undeveloped for five years, except for the provision of nature trails. Albany anticipates that even on a long range basis, improvements will be minimal as the site is within the 100 year flood plain.

Park Sites and Schools

Parks and schools can be complementary public facilities even through each is the responsibility of different public agencies. Trails can be utilized to safely link schools and parks. Future parks should be located adjacent to future schools whenever possible to achieve maximum benefit from public expenditures. A cooperative effort is required between the City and School District in locating and planning new school and park facilities.

Park Land Acquisition and Site Selection

If the Northern Residential Area develops at urban density, the City can acquire some of the necessary park land by requiring donations of park land from developers as a condition of development approval. In such cases, the City should ensure that the land offered is not unwanted left-over land which is physically inadequate or unsuited for recreational use, or which requires expensive improvements in order to be used as park land.

In accepting or acquiring additional park land, the City should be guided by the following considerations:

1. Sites should be selected which can be part of an overall system of parks and trails.

2. Sites should be located near schools wherever possible.

3. Sites with special resource values, such as woodland and water features, should be acquired to minimize development costs and provide natural amenities.

Future park sites should be of adequate size to accommodate the recreational needs of the community. A neighborhood park should be large enough to accommodate the needs of the entire neighborhood. Sites should also be physically suitable for accommodating the uses needed in the area with minimal improvement and maintenance coats. Finally, locations should be selected which are convenient to the population. Locations for local and neighborhood parks should be selected with particular consideration given to the distribution of the intended service population and ease of access to the site by walking or cycling.

Future Park Priorities

Park and recreation priorities in Millersburg are:

1. Development of the existing 11.23 acre city park.

2. Development of a City Park Master Plan.

3. Acquisition of greenway easements suitable for trails.

4. Acquisition of a second community park site in Northern Millersburg when indicated by the rate of development. Acquisition of woodland and creek property is particularly desirable.

5. Development of Miller Cemetery as a "passive" park.

6. Acquisition, not necessarily by the City, of an access point to the Willamette River, near the Northern Residential Area.

SECTION 9.630 WATER SYSTEM

Most of the residential, commercial and industrial development in Southern Millersburg is served by a public water supply. All of the development in Northern Millersburg and isolated individual homes in Southern Millersburg is served by individual wells.

Existing System

The public water system which serves Southern Millersburg is owned and operated by the Pacific Power and Light Company (PP and L). PP and L obtains its water from the Lebanon-Albany Santiam Canal. Treatment is provided at PP and L's Albany treatment plant.

The Albany water treatment plant is on Vine Street and has been designated a historic landmark. The plant provides disinfection, coagulation, sedimentation, and filtration. Filtration is provided by a micro-floe filtering system.

The water system has a storage capacity of 2 million gallons at the treatment plant and 3,750,000 gallons distribution storage capacity. Pump pressure is 70 pounds per square inch (psi). PP and L also has storage tank capacity but there are no storage tanks in Millersburg.

The distribution system serving Southern Millersburg is essentially a single line following Old Salem Road from the City's southern limits to Western Kraft and Boise Cascade on Arnold Road. The line is 10 inches in diameter as far as the Teledyne Wah Chang plant. Further north, diameters vary between 8, 12 and 6 inches. The system serves the Knox Butte residential area, the trailer parks and most of the industrial and commercial development in Southern Millersburg.

The system is used by the major industries only for domestic water needs. Separate systems are used by the individual industries for their industrial process water needs.

The existing water system is a single dead-end line which poses some problems. The present system is not adequate for fire protection needs because it is not a loop system and there are no public fire hydrants. With a single line system, there would be initial high pressure flow for firefighting but the pressure could not be maintained.

Extension of Service

PP and L's overall long range plan is to have a loop system with a reservoir located on Knox Butte.

However, water system improvements are very capital intensive and require large initial contributions by potential users. Several potential customers such as Owens-Corning and Southern Pacific have made inquiries for future service.

To serve the Northern Residential areas and the Limited Industrial District, a 1,600 foot line extension along Old Salem Road would be required, and the existing line would have to be increased in size to accommodate area needs.

PP and L has indicated that at the present time the company has "no specific plans to extend or improve water service to any industrial customers or residential subdivisions in the Millersburg area".* PP and L does, however, expect the water requirements of the area will grow at a rapid rate and that the company, as the franchised serving agency, will be able to meet future demands.

**Letter from PP and L District Manager, R.D. Jones, Dec. 6, 1979*

Provision of public water service to new industrial and commercial users in Southern Millersburg should pose no problem. Further extension of the service northward would likely require requests from large industrial users or large residential development. Extension of service solely to rural residential users is unlikely.

As the soils in the Northern Residential Area generally have severe limitations for septic tanks, the continued spread of rural residential development without provision for a public water supply could pose a health hazard.

Upon completion of a citywide sewage collection system study (see following section), the City should request PP and L to undertake a water system master plan if urban density development is to take place in the Northern Residential Area. Sewer service extensions should await the completion of these studies and the coordinated provisions of water and sewerage service should be extended simultaneously.

A good domestic water system, both in quantity and quality is a public health necessity for urban level development. Accordingly, public water service should be provided to all urbanized areas. It is expected that PP and L will be able to continue to extend and improve its system to meet any such demand.

SECTION 9.640 SEWERAGE FACILITIES

The provision of public sewers is a powerful tool by which urban growth can be guided, especially when coordinated with the provision of other public services. At the present time, the City owned sewage collection system serves only the major industries in Southern Millersburg. The vacant Owens-Corning and Burlington Northern industrial sites have also purchased connection rights to the system.

The initial line capacity has been designated to accommodate additional wastes from the entire community, but detailed plans for the collection sub-systems have not been initiated.

Upon completion of these needed studies, the City will prepare a phased Development Program for the community which will specify detailed policies and recommendations for phased urban growth.

The Phased Development Program will determine service areas and plan for the coordinated provision of other public facilities and services.

Treatment Facilities

The City Of Millersburg, on September 6, 1978, entered into an agreement with the City of Albany for treatment of Millersburg's wastewater.

The Albany sewage treatment plant is located immediately adjacent to the Millersburg southern city limits. The plant operates on the activated sludge method of treatment and provides secondary level treatment. The plant was originally built in 1955 as a trickling filter system. It was remodeled in 1964. The facility was designed to serve 30,500 people and the expected industrial development of 1985. The plant currently serves 27,000 people which exceeds the originally projected population.

Albany's new waste discharge permit, which expires January 31, 1985, allows a discharge of 8.7 million gallons of treated wastes per day. In 1979, the average discharge was 6.4 million gallons per day (November 1978 to November 1979) and the peak winter discharge was 16 million gallons per day. After purification and chlorination, the water from the system is discharged into the Willamette River. The treated discharge is in compliance with the NPDES permit issued to the City of Albany by the DEQ. The solid by-products of the plant are used as agricultural fertilizer.

In addition to handling domestic wastes, the Albany plant handles considerable wastes from area canneries and other food producing activities. The plant uses polymer additives to treat these special loads. During the peak canning season, food processing takes up the plants total Biological Oxygen Demand (BOD) and Suspended Solids Demand (SS). In other words, the plant operates at its organic loading capacity during this time. If cannery wastes can be reduced, additional demands can be accommodated. One cannery is beginning spray irrigation of wastes which will help reduce the organic loading on the plant.

There is also considerable excessive inflow and infiltration into the Albany system. Currently this is estimated at 30 to 40 percent of total flow. Reduction of the inflow and infiltration would also provide additional treatment capacity. Finally, parts of the Albany system consist of combined storm and sewage waste. The City is conducting a sewer separation program which will provide additional treatment capacity.

The 1978 agreement between Millersburg and Albany is for treatment of an average monthly waste volume of 2,250,000 gallons. When flows approach 2,500,000 gallons for three consecutive months, the cities of Albany and Millersburg may agree to pay for additional treatment of wastes beyond the presently agreed upon level.

Due to an infiltration problem in the Millersburg system, flows from the system in the first three months of 1980 totaled 4.5 million gallons, or two-thirds of the agreed upon volume to be treated. During this time, however, the infiltration problems were reduced and in March 1980, the flow was 1.04 mgd or 46 percent of the flow Albany has presently agreed to treat. Not all the industries eligible to use the

system have yet connected. Teledyne Wah Chang, Owens-Corning, and Burlington Northern are not currently utilizing the system.

The City of Millersburg paid Albany $125,430 as an initial connection charge. In turn, Millersburg industries reimbursed the City for the connection charge plus administrative costs. Millersburg also pays Albany a monthly sewer use fee for wastewater treatment, plus an additional 50 percent of the use fee for the operation and maintenance of the Millersburg sewage system by the employees of the City of Albany. These charges help pay any necessary costs to ensure that the Albany treatment plant can continue to provide secondary treatment of Millersburg wastes.

Also see Albany Comprehensive Plan, **Public Facilities Element** for more details.

Existing Collection System

In 1979 the City financed construction of a sewage collection system to meet the domestic sewage treatment needs of the major industrial plants. The system is solely for domestic wastes. The terms of the agreement between Millersburg and Albany for the treatment of Millersburg waste specifically states that "there shall be no 'industrial waste' or 'high strength commercial waste' except as agreed to by the cities of Albany and Millersburg."

The system was built at a cost of 1.1 million dollars. Each of the major industries has been assessed its share of the systems cost and has since repaid the City in full. In addition, the City of Millersburg paid .25 million dollars of the cost in order to oversize segments of the pipe so that wastes from additional parts of the City can ultimately be carried.

It is the City's current policy to grant further extensions of the system upon request, provided additional users pay the cost of the extensions, plus connection charges. To date there have been no firm requests for extension of the system but several property owners have expressed an interest in eventual extension.

The following is a description of the basic features of the existing system which is also shown on the accompanying map.

From the Albany treatment plant, a 21 inch line extends north through Burlington Northern property to the Simpson Timber Company plant. This line has a capacity of three to four million gallons per day or 105 million gallons per month (100 times the March 1980 level of flow). From the Simpson plant a pressure line parallels the Burlington Northern tracks north to Murder Creek. The pressure line in then joined at the pump station by a gravity collection line which follows Murder Creek and collects waste from Georgia Pacific, Duraflake, and Teledyne Wah Chang.

A second gravity interception also continues north from the Murder Creek Pump Station for a half mile where it is joined by a second collector line which serves Boise Cascade, SRC and Western Kraft.

This line will also allow future collection of wastes from the Owens-Corning property and the Burlington Northern property.

Future Extensions

In designing the existing sewer system, the City's engineering consultant (CH2M Hill) gave consideration to eventual extension of sewerage service to all areas of the City.

The existing system was designed to eventually carry the wastes from all parts of the City. The consultant's preliminary system for serving the entire City is shown in the accompanying map. It is stressed that this is only a theoretically possible system and not one which is actually proposed.

The complete system consists of the following parts:

Existing System

The system which was constructed in 1979 to serve the domestic waste needs of Millersburg industries.

Southern Millersburg System

A system serving the southeast Millersburg area between the railroad and 1-5. This system consists of two parts. Wastes from the northern third of the area would be pumped south into a gravity line serving the Limited Industrial/Commercial District. A southern gravity line would also serve the Urban Residential and Commercial Districts. Wastes from the entire area would then be pumped into the existing system near the Simpson Timber Company's plant.

In view of the vacant acreage in this area (38 acres or 43 percent), construction of this system must likely await future development proposals.

Northern Millersburg System

Preliminary planning has indicated that the area north of Conser Road would be served by two sewage collection sub-systems, a Woods Road sub-system and an Old Salem Road sub-system.

Woods Road Sub-system

The Woods Road sub-system would be a gravity system to a point in the approximate vicinity of Millrite Farms. North of Millrite Farms, sewerage would flow north to a pump station in the vicinity of Woods Road and Millers Cemetery Road. From there the sewage would be pumped back in a pressure line along Woods Road.

The Woods Road sub-system would serve approximately half of the Northern Residential District and much of the Interim Farm Use District.

The Woods Road sub-system would likely be the cheaper of the two systems since the major systems elements require less pipe. If the Woods Road gravity segment were built it would likely result in urban density development in the western half of the residential area below 54th Avenue. If the complete system was constructed it would produce development pressures on the agricultural areas north of 54th Avenue and could also serve two-thirds of the Northern Residential Urban Growth Area.

Old Salem Road Sub-system.

The Old Salem Road sub-system is a gravity system flowing both north and south from the Standard Oil Tank Farm. The southern segment flows south to the existing system while the northern segment would flow north to a pumping station at the junction of Old Salem and Morningstar Roads. Sewage would then be pumped south to the southern gravity segment.

The Old Salem Road system would serve approximately half of the Northern Residential District and would also serve the Light Industrial District and the northern area of the Heavy Industrial District. It would also serve the eastern third of the Northern Residential Urban Growth Area.

It is not apparent which sub-system should be built first or if service should be extended to both areas at the same time. It would appear likely that industrial development activities could initiate extension of service in the Old Salem Road area.

Future Study Needs

In order to more specifically identify the choices the community races, the City of Millersburg proposed to undertake a detailed sewage collection study for the entire community.

Specifically, the study should address the following concerns:

1. Identification of service areas for each collector system and sub-systems.

2. Identification of capacities and limitations.

3. Timing or phasing considerations and service priorities, taking into consideration industrial, commercial and residential service needs.

4. A cost-budget analysis of alternative service systems and sub-systems.
5. Impact on adjacent areas (i.e. Northern Residential Urban Growth Area).

6. Treatment plant capacity and limitations.

7. Millersburg's allocation share of the Albany Treatment Plant including capacity and limitation.

8. Evaluation of a Millersburg Treatment Facility alternative.

9. Alternative means of financing system improvements and extensions.

10. A Capital Improvement Program for phased system expansion.

The planned sewerage study should refine these considerations and provide information on the relative cost and implications of the various alternatives: Upon completion of the sewerage study, the City should develop a Phased Development Program as a major refinement of the Comprehensive Plan to determine what future land use changes if any are needed prior to the extension of sewerage service.

The City should ensure that all development proposals approved prior to the completion of the sewerage study have adequate provision for processing domestic or industrial wastes on site.

Major proposals which could force the untimely extension of the sewerage system (prior to completion of the study) should not be approved.

Sewage Works Grant Funds

The DEQ annually develops and adopts a prioritized sewage works list to govern the distribution of EPA sewage works construction grants. This list significantly governs construction of public sewage facilities since federal funds provide 75 percent of the eligible facility funds.

The DEQ must certify sewage works construction grant applications as being complete (including land use plans and state goal conformance), meeting state requirements and being a priority need in the state.

State grant and loan financial assistance may also be available to help finance sewage works construction. However, Millersburg would likely receive a very low priority for such funds as there are no existing water pollution or major health hazard problems in the community due to the lack of public sewerage facilities. Future sewerage service extensions may have to be financed by the City with repayment from benefiting property owners.

Millersburg School Sewage Lagoon

The Millersburg School utilizes a three-quarter acre lagoon for sewerage treatment. The lagoon has experienced slight operation and maintenance problems, and the Department of Environmental Quality does not wish to see expanded use of the lagoon beyond the present school capacity. An NPDES permit has been issued for operation of the sewage lagoon but there is no discharge of effluent into public waters. Public sewerage service may be needed prior to expansion of the school.

SECTION 9.650 ON-SITE SEWAGE DISPOSAL

Soils in Millersburg generally have severe limitations for septic tank use. In the past, the Linn County Department of Environmental Health has found "numerous subsurface disposal systems discharging sewage onto the surface of the ground in close proximity to community wells".

The Department considers the general area between Conser Road and Millers Cemetery Road, the Northern Residential District, as poor for septic tanks due to high winter water table conditions. The Department has found a number of old, failing septic systems in this area. Soils are generally better in the Northern Urban Growth Area. In Southern Millersburg, soils are mixed. Some are suitable for septic tanks while others pose severe restrictions. As a result, some of the Southern Millersburg commercial and small industrial operations utilize holding tanks.

The limited industrial District in Northern Millersburg also does not have many soils suitable for septic systems. The recently approved industrial park in the area had the minimum acceptable soils conditions to justify approval.

Since soils and conditions vary widely throughout the community, specific on-site analysis is necessary. The Septic Suitability Map and text in the Natural

Environment Element 2.0 does, however, provide general indications of septic system suitability areas.

Standards and Permit Requirements

The Environmental Quality Commission adopts and the DEQ implements rules and standards necessary to control on-site sewage disposal in order to prevent water pollution, health hazards and nuisance conditions.

Rules for on-site sewage disposal are contained in Subsurface Sewage Disposal Rules OAR 340, Divisions 71, 74, and 75.

The subsurface rules are periodically revised to clarify intent and to add flexibility and alternatives based on new data and experience.

As part of its overall responsibility for regulating waste discharges, the DEQ has statewide responsibility for on-site sewage disposal approval. The DEQ has delegated the actual responsibility for approving on-site sewage disposal in Linn County to the environmental Health Department which issues permits for septic tanks. The Linn County program is monitored by the Salem office of the DEQ.

After receipt of an application for septic tank installation, county sanitarians perform an on-site evaluation of the soil and approve or deny the request.

If an application for septic tank approval is denied, the applicant may request that other soil samples be taken-, or may apply to the DEQ for a variance. A hearings officer must review the request and submit a written decision within 45 days after the hearing. Decisions by the hearings officer may be appealed to the Environmental Quality Commission.

Land use clearance is required prior to issuing an on-site sewage disposal permit. Linn County reviews applications for conformance with local land use plans. Septic tank approval must also be obtained for buildings not served by public sewers prior to issuing a building permit.

SECTION 9.660 STORM DRAINAGE

The only storm drainage system in Millersburg at the present time is the natural drainageways and road-side ditches maintained by the County. Natural storm drainage problems can result due to high rainfall, flat topography, and high water table conditions. Problems have also occurred due to developments which have not provided adequate channelization for storm water.

As the density of development increases in Millersburg, there will be an increased need for storm drainage systems. If a decision is made to extend the existing sanitary sewer system to additional users there will also be an increased need to make adequate provision for storm drainage, particularly in the Northern Residential Area.

If urban residential density development is eventually provided in Northern Millersburg, the City should develop area wide storm drainage plans and the Planning Commission should consider the adequacy of individual storm drainage proposals relative to the area plans as part of the development review process. Significant industrial, commercial and residential proposals now submit site drainage plans or commission review and approval. The Planning Commission should ensure that drainage plans for development within the same drainage basin are coordinated. In newly developed areas, insufficient consideration is often given to storm drainage, especially if the area develops slowly on an incremental basis.

Storm drainage projects can be disruptive of the natural environment. Plans for storm drainage improvements should include consideration of environmental as well as land use impact. Construction of storm drainage channels along natural waterways must be executed with care in order to preserve the environmental recreational and open space values of these stream corridors wherever possible.

SECTION 9.670 SOLID WASTES

Chemeketa Solid Waste Program

Linn County is a member of the five-county Chemeketa Region Solid Waste Management Program. A regional solid waste management plan was prepared in 1974 for the Chemeketa Region. The plan stresses inter-county cooperation in regard to solid waste disposal facilities. It focuses on regionalizing solid waste operations and advocates the pursuit of recycling research and experimentation.

The main regional landfill for the Linn-Benton and Polk County area is the Coffin Butte site which is where Millersburg solid wastes are currently disposed.

Coffin Butte Site

Coffin Butte is located approximately 10 highway miles from Millersburg, off U.S. 99 West in Benton County.

The Waste Control Systems report to the Benton County Planning Commission in 1977, states that "The Coffin Butte Sanitary Landfill Site has a projected life through the year 2000."

The establishment, construction and operation of a solid waste disposal site, including transfer stations and demolition landfills, requires a permit from the DEQ. Valley Landfills, Inc. has been issued a permit to operate Coffin Butte. The Albany Sanitation Company collects solid waste in Millersburg and disposes of the wastes at Coffin Butte.

While the provision or supervision of solid waste disposal sites is not the responsibility of the City, Millersburg has a vital interest, along with other communities, in ensuring that adequate sites are available and that the management of sites is compatible with sound environmental policies.

Industrial Solid Waste Disposal

Western Kraft has a DEQ permit for solid waste disposal of pulp residues. Wastes are disposed of on Western Kraft property south of the company's serration pond, within the Heavy Industrial District and west of the Burlington Northern tracks.

Teledyne Wah Chang, at one time, disposed of sludge wastes on a 60 acre site the company owns between Arnold and Conser Road Bin the Heavy Industrial District. The permit for this operation has not expired. Wah Chang was utilizing solid wastes from its industrial operations as a soil conditioner for agricultural lands. The Wah Chang plant processes various ores (sands) for zirconium extraction. The waste materials have since been found to contain a low level of naturally occurring radioactive material. As a result, Wah Chang has ceased using the material as a soil conditioner. The Oregon State Health Division in 1977, prepared a report on "Radiological Aspects of Wah Chang Operations." The report found that "thus far, there is no evidence of any harm to any person from the extent of radiation involved with this operation."

However, while no actual harm from the operation has been determined, the Health Division identified three potential problems: groundwater contamination, accumulation of radioactive gas if any future structure built on the site, and windblown contamination. The report concluded: "It appears that the necessity for any remedial action on the contaminated fields will depend on the potential for water contamination. If such a potential exists, remedial action would include liming the fields or scraping the fields to remove sludge. In any case, further disposal of sludge in this manner should be prohibited." The site has subsequently been used for growing grass seed.

Due to the potential radiological hazards associated with the 60 acre field, the Millersburg City Council has imposed a building restriction on the land in accordance with recommendations made by the Oregon Health Division. The Division's recommendations included that the land be zoned non-residential and specified dimensions and ventilation rates for future buildings.

Wah Chang has since submitted a plan to the Oregon Health Division for the safe storage and disposal of radioactive wastes resulting from its operation. The plan has been accepted and approved by the Health Division.

SECTION 9.680 ENERGY AND COMMUNICATION SYSTEMS

Electric Power

Several aspects of electric power service have significance to the Comprehensive Plan. First, is the question of the adequacy of the electric power supply to meet the needs of future growth, especially for large industrial users. Also, the energy crisis requires us to conserve power through energy conservation programs.

Another concern is the location and design of major facilities, such as transmission lines and substations. Substations can have a blighting effect on an area unless sites are carefully selected to minimize their impact. Design and landscape screening can be utilized to carefully integrate these facilities with their surroundings.

Overhead distribution lines can also detract from the quality and use of an area. Underground service, particularly in residential areas, is a desirable and viable alternative.

The City of Millersburg has no requirement for underground electric distribution lines. With development at rural densities, this does not create a problem. In fact, underground lines for rural development would be prohibitively expensive. However, if development is to take place at urban densities, underground electric distribution lines (in addition to other utility lines) should be required.

Pacific Power and Light Company

Electrical service is provided throughout the City by the Pacific Power and Light Company (PP and L) which has offices and a service center in Millersburg on Old Salem Road. PP and L anticipates no major problems in meeting foreseeable increased demand for power.

PP and L supplies Millersburg with power from the Frey Substation southeast of Albany and from the Albany substation on Vine Street. Power is transmitted at 115 Kv into two substations in Millersburg. Power is then broken down to 20 Kv for distribution.

One of the substations in Millersburg, located immediately south of the Western Kraft mill, serves Western Kraft exclusively. The second substation is the Murder Creek substation, located next to the Georgia Pacific plant. This substation serves Millersburg residential developments and all other users. The Murder Creek substation has recently been converted from 69 Kv to 115 Kv and has ample capacity to meet anticipated future need.

Table 8D shows Millersburg electrical consumption for the 12 months ending October 1979. Millersburg industries are very heavy consumers of electric power. Total consumption during the 12 month period was 442 million Kilowatt hours, of which industry consumed 436 Kilowatt hours.

Pacific Power and Light, as the franchised electric service utility for the Millersburg area, has indicated that it is willing and able to provide for future electrical needs.

TABLE 8D
MILLERSBURG ELECTRICAL CONSUMPTION
NOVEMBER 1978 TO OCTOBER 1979

Class of Service	12 Month Total Kilowatt-Hours
Residential	3,430,487
Commercial	2,007,353
Industrial	436,691,763
Public Lighting	148,032
Total	442,277,635

Source: Albany Pacific Power and Light Company

In order to help conserve energy, PP and L offers a number of energy-saving programs. These include:

1. Home energy analysis.

2. Weatherization Financing. Low (6-1/2 percent) interest and zero interest financing of residential weatherization improvements.

3. Energy-wise Home Programs. Incentive programs for existing homes, recognizing compliance with minimum weatherization standards.

4. Energy-Saver Program. To promote energy efficient new residential construction.

5. Commercial/Industrial Energy Analysis.

Bonneville Power Administration (BPA)

The Bonneville Power Administration has two electrical transmission lines in the Millersburg vicinity. A 230 Kv line extends east to west across agricultural areas in the northern-most part of the City. This line runs from the Bonneville Power Administration Santiam Substation near Lyons to the Toledo Substation near Newport on the Oregon coast. The line provides power for the Newport area and support power for coastal communities as far south as Coos Bay. The line is within a 125 foot right-of-way across Northern Millersburg.

The second line runs down the western side of the Burlington Northern tracks, just west of the city limits, within a 25 foot right-of-way to a point where the first line crosses the railroad tracks. Both lines then swing southwest and cross the Willamette River at Spring Hill. In this segment, the parallel lines are within a 262 foot right-of-way. The second line runs from Salem to the Bonneville Power Administration Albany Substation. Transmission is at 115 Kv. The Albany Substation is also fed by a 230 Kv line.

The Bonneville Power Administration is currently in the early planning stages for new BPA support facilities for the Salem/Albany area. These facilities will be needed due to the rising demand for electrical power in the area.

The project will likely involve a substation somewhere north of Albany to step 230 Kv power down to 115 Kv. It also includes additional facilities at BPA's Frey Substation and some new 500 Kv lines. The substation would provide additional 115 Kv service to PP and L. Eventually, step down capability from 500 Kv to 230 Kv may be needed to keep down the number of 230 Kv lines in the area. A 500 Kv line can carry several times the power of a 230 Kv line.

No site for the proposed substation has yet been selected. BPA has mentioned that it could be somewhere in the Conser Road area in the general vicinity of Millersburg. BPA is to conduct an Environmental Impact Statement (EIS) on this project. A great many factors go into consideration in siting a substation and these will be considered in the EIS before a recommendation is made. Any construction would likely be between 1983 and 1985. In addition to the substation, one of the existing lines could be replaced by a 500 Kv line or another line built.

BPA will notify the City of Millersburg when the EIS is available, and the City will have approximately two years or more before construction is undertaken. Any construction which does eventually take place in Millersburg will be subject to the site review procedures of the Zoning Ordinance.

Natural Gas

Natural gas service is provided by the Northwest Natural Gas Company. Northwest Natural Gas obtains its supply from the Northwest Pipeline Corporation which in turn obtains gas from Canadian gas fields.

There is a 6" gas line along Old Salem Road to the Western Kraft mill. From there a 2" line continues up Old Salem Road to the Plywood Components plant. Short branch lines extend along part of Conser Road and Alexander Lane and serve residential users.

Nearly all natural gas consumption is by industrial users. Western Kraft, Teledyne Wah Chang and Duraflake are three of the largest natural gas users in the Albany-Millersburg area.

Table BE shows natural gas consumption by Millersburg users in 1979. A total of 29 customers used 11,273,338 therms of gas (1 therm equals 100,000 Btu's). Millersburg industries consumed 99.7 percent of total gas used.

TABLE 8E
MILLERSBURG NATURAL GAS CONSUMPTION – 1979

Class of Service	No. Customers	Therms of Gas
Residential	14	13,313
Commercial	10	14,300
Industrial	5	11,251,725
Total	29	11,279,338

Source: Northwest Natural Gas Company

The Northwest Natural Gas Company has a number of energy-savings and weatherization programs. Weatherization consultants will provide free energy analysis of residences and businesses. Financing is available for recommended energy saving measures.

Petroleum Pipeline

An 8" underground petroleum transmission line extends down Morningstar and Old Salem Roads to a storage tank yard (Tank Farm) located at the intersection of Old Salem Road and Conser Road. The line is located in a 10 to 20 foot utility easement adjacent to the road and is approximately 3 to 4 feet below grade. From the Tank Farm the line runs southeasterly under Interstate 5.

The pipeline is owned and maintained by Southern Pacific Pipe Lines, Inc. and is part of a petroleum transmission line extending from Portland to Eugene. The major oil companies utilize the line to pump gas and diesel fuel from Portland, south to other Willamette Valley communities.

The Tank Farm is the main source of gas and diesel fuel for the Albany-Millersburg area. The pipeline and Tank Farm in Millersburg are currently used by Arco, Standard and Mobile oil companies. Other Albany-Millersburg area oil companies obtain supplies from the Eugene area.

Communication Services

Telephone service is provided by the Pacific Northwest Bell Telephone Company throughout the community. There is no cable television service available in Millersburg.

SECTION 9.685 OTHER PUBLIC FACILITIES AND SERVICES

The City of Millersburg has a Mayor-Council form of government. The Mayor and Council members serve without pay. The City also has an appointed Planning Commission.

The City of Millersburg levies no taxes. The City receives the bulk of its income from a 3 percent gross revenue levy of franchised utilities in the City. These include natural gas, electricity, water, telephone and garbage collection services. In addition, the City received revenues from federal revenue sharing and state cigarette, liquor and gasoline tax receipts.

The City budget provides for general office expenses, the salary of a City Recorder, a recreation fund, street lights, road improvements, and other capital improvement projects such as the city park and the sewage collection system. The budget also pays fees for a City Attorney and a Planning Consultant.

The City maintains a small office within the Millersburg Fire Station which is owned by the Jefferson Rural Fire District. The City Council, Planning Commission and Budget Committee all utilize the Fire Station Ready-room for public meetings.

At the present time Millersburg obtains the following services from Linn County:

- Police Protection
- Road Maintenance
- Health and Social Services
- Building Code Administration

Millersburg residents also utilize the Albany Library and various Albany recreation programs. The City of Millersburg pays fees and service charges for City residents who utilize these programs.

There will be an increasing demand for public facilities and services as the City grows. A Capital Improvement Program is urgently needed to financially plan for the provision of these facilities. The program will determine the level of investment the City wishes to make in public facilities over a 5 to 10 year period. A Capital Improvement Program helps implement the Comprehensive Plan and gives direction for the future growth of the community.

See **Element 9.0, Implementation**, for more detailed discussion of the Capital Improvement Program.

Once established, the Capital Improvement Program provides a working manual for phased provision of public facilities. Needed facilities can be added or subtracted from the program at any time. The sewage collection system element should await the outcome of the proposed study but other elements could be included immediately.

These may include:

1. City Park Development

2. Street and Road Improvements and Maintenance.

3. Storm Drainage Program.

4. City Hall Site acquisition and Development Program.

Other elements should be added as needs occur.

A new City Hall is becoming an urgent need for the City. The existing facility is barely adequate for the City's present needs and increasing demands will require action soon. The City should initiate a City Hall Site Acquisition and Development Program as part of the Capital Improvement Program as soon as possible since site and building costs continue to rise dramatically.

The City should select a large site capable of meeting future needs. The building should be designed as an expandable building system that can grow or change as needs require. This would allow other future needs to be accommodated economically in a centralized Civic Center Facility that could provide a civic focus for the community.

SECTION 9.690 PUBLIC FACILITIES & SERVICES GOALS & POLICIES

Overall goal

To provide a public facilities policy plan as a guide for the efficient development of future community facilities, utilities, and services consistent with long range community needs.

General policies

1. It is the intent of the City of Millersburg to provide urban level services to the entire urban growth area during the planning period. The City shall insure that public facilities, utilities, and services contribute to an orderly and efficient framework for incremental community growth and development, in coordination with the planned development of the community.

2. The City shall consider impacts on community facilities before building, rezoning, or annexation requests are approved.

3. The City shall maintain procedures which require development projects to bear a portion of the cost for needed support facilities.

4. Growth trends shall be carefully monitored to accurately anticipate the need for future public facilities expansion.

5. The City shall develop a capital improvements program to guide financial implementation of needed facilities and services. The program shall include: parks and recreation facilities, sewerage facilities, storm drainage, streets and other transportation improvements, public buildings, and other necessary public facilities.

6. The City shall cooperate with other units of government and private industry in planning and development of needed public facilities, utilities and services for the community.

7. The City shall seek financial assistance grants for needed facility improvements.

8. The City shall cooperate with Linn County to ensure that the following services keep pace with community development: health and social services, police protection, library service, solid waste disposal, road maintenance and building code administration.

Schools

1. The City shall maintain a coordination program with the Greater Albany School District 8J as part of its ongoing planning effort.

2. The County and City shall keep the District informed of development trends and submit projects with substantial population increases to the District as part of the project review process.

3. The District should keep the City informed of needs and problems.

4. Whenever new schools are needed, the City shall cooperate with the District in selecting future school sites, in conformance with the planned development patterns of the community

5. Schools should be centrally located within residential areas to serve as a neighborhood focus.

6. Elementary school service areas should be defined within the arterial street system wherever possible so children will not have to cross hazardous streets.

7. Future school sites shall be located adjacent to community open space greenways and parks wherever feasible, so that joint use of facilities is possible.

8. Schools should also function as neighborhood centers, providing space for club meetings, adult education and recreational activities.

PARKS

1. The City shall provide expanded recreational opportunities within the community.

2. The City shall prepare a long range park and recreation plan which includes a park system with variations in park size, location and use.

3. The long range park program shall include consideration of greenway buffers and bicycle and pedestrian trails.

4. Parks shall be located adjacent to greenway buffers where ever possible.

5. The City should seek federal funds from the Heritage and Conservation Service and other agencies for the planning and development of the City's park and recreation program.

6. The City shall cooperate with other units of government in coordinating community and regional park plans. Specifically, Millersburg shall continue to cooperate with the City of Albany in acquiring park lands along the Willamette River, adjacent to both cities.

7. The City shall develop programs for landscaping and beautification that encourages street trees and landscaping of community streets, pedestrian ways and bike paths.

8. The City shall develop the recently acquired park site on Alexander Lane as a community park.

9. In acquiring future park sites, the City shall give prime consideration to wooded areas, hillsides, rolling lands, and water courses in order to preserve these natural features and to minimize the need to undertake extensive planting for new parks.

10. The City shall encourage developers to deed park land as a park of development proposals.

11. Miller Cemetery shall be maintained and improved as a park-like historic feature.

12. Future park sites shall be selected on the basis of the following criteria:

    a. Adequacy of the size of the site to accommodate the recreational needs of the intended service area.

    b. Physical suitability of the site for recreational use without expensive improvements and maintenance costs.

    c. Location of the site with respect to the intended service population.

    d. Unique attributes of the site such as water features, natural vegetation and varied topography.

SEWERAGE FACILITIES

1. The City shall initiate a detailed refinement plan of the Sanitary Sewage Collection System to complete a phased sewerage program for the entire community which identities priorities, costs, and financing mechanisms compatible with the City's Comprehensive Plan.

2. The City shall provide sewer service only within the planned service area capability of the collection system and the agreed treatment capacity provided under the Albany/Millersburg wastewater treatment agreement. The city may provide sewerage service to requesting areas within its service capacity, provided all costs are paid by the applicant or benefitting property owners.

3. The City shall maintain a sewer connection fee and sewer use charges for the operation, maintenance and expansion of the sanitary sewer system and shall review these charges annually to insure that they keep pace with rising costs and community needs.

4. Sewer facility improvements shall be maintained as part of the City's ongoing capital improvement program. The sewer element of the capital improvement program shall be updated and maintained as an integral part of the City's ongoing planning process.

5. Growth trends shall be carefully monitored to accurately anticipate the need for future system expansion.

6. Extensions of sewer service shall be used as a primary means of controlling urban growth. Extension of service shall be in accordance with the City's phased growth program unless required to eliminate health hazards.

7. Future sewerage service shall be limited to the City limits and agreed delayed annexation areas. Areas required to be serviced prior to annexation due to health hazards shall sign an agreement with the City not to remonstrate against annexation.

8. The City of Millersburg is committed to share costs for timely plant expansion and shall cooperate with the City of Albany in ensuring that the Albany sewage treatment plant has the continued capability to meet the growth needs of the Albany/Millersburg area.

On-site Sewage Disposal

1. No subsurface sewage disposal systems shall be allowed except as approved by the county sanitarian after an on-site analysis of site capability.

2. The County should only approve future low-density development on septic tanks which will not result in health hazards, water pollution or the untimely extension of public services.

3. Areas with existing use of septic tanks which pose potential health and pollution hazards shall receive a high priority for city sewer service.

Storm Drainage

1. The City shall develop a storm drainage plan.

2. As part of the City's project review process, private developments shall be required to submit detailed drainage plans in conformance with the City's drainage program.

3. Storm drainage plans shall be reviewed to determine the impacts of projects on existing and future land use and on the natural environment.

4. Open drainage courses that can function as linear greenways shall be preserved as open space wherever possible in lieu of creating covered storm drains.

5. Area storm drainage projects shall be maintained as part of the City's ongoing capital improvement program.

Solid Wastes

1. The City of Millersburg supports Linn County's solid waste management program and will cooperate and coordinate with Linn County on solid waste management.

2. Industrial waste disposal activities within the City shall not result in adverse environmental impacts or adverse impacts on adjacent land uses.

3. Industrial wastes generated by Millersburg industries shall be disposed of in accordance with State and City regulations governing the disposal of such wastes.

4. Hazardous wastes generated by Millersburg industries shall not be disposed of within the community but shall be transported to approved sites elsewhere.

Fire Protection

1. The City supports the continued development of the Jefferson and Albany Rural Fire protection districts for City fire protection.

2. As public water service is extended, fire hydrants should be provided with the extended system.

3. Existing Millersburg industries should continue to maintain their own fire and emergency services.

4. Millersburg industries should implement fire safety measures recommended by the appropriate fire protection district.

5. Proposals for new industrial development potential impacts on the existing fire districts.

6. Subdivisions, major land partitions, and industrial development proposals shall be submitted to the appropriate fire district for review and recommendation.

ENERGY AND COMMUNICATION SYSTEMS

1. Electric power distribution systems, telephone and cable television lines shall be located underground in all future developments.

2. Development of a conversion schedule should be encouraged to convert existing overhead utilities to underground service in the future.

3. Future utility substations shall be submitted to the City for review and approval and shall be located outside residential districts whenever possible. When this is impossible, means shall be sought to integrate these facilities with nearby developments.

4. The City shall keep all private utilities informed of community planning policies and development trends and shall submit subdivision and development plans to local utilities as part of the City's project review process.

5. Multiple use of single utility easement corridors shall be encouraged wherever possible.

6. Energy conservation shall be encouraged in the development and use of public facilities.

OTHER PUBLIC FACILITIES AND SERVICES

1. The City supports the need for improved police protection necessitated by continued growth.

2. The City shall continue to support appropriate recreational, cultural and other services provided by Linn County, the City of Albany, and other agencies which are utilized by Millersburg residents, until such time as these services can be provided within Millersburg.

3. The City shall develop a site acquisition and building program for a City Administration Building as part of the ongoing Capital Improvement Program.

4. New public buildings shall be designed as "expandable building systems" capable of accommodating future growth and modification.

5. The City shall continue to provide municipal services within its financial capabilities while seeking outside assistance and programs for other needed services.

SECTION 9.800 GROWTH MANAGEMENT

The Growth Management Section of the Plan builds on the data in all the other plan elements to provide the basic framework for future development in the Millersburg area. It addresses the basic problems of urbanization and responds to Statewide Planning **Goal 14**: "To provide for an orderly and efficient transition from rural to urban land uses."

The **Growth Management** section of the Plan presents the overall development strategy for the lands within the City of Millersburg. The staged growth program outlined in this element has been developed based on the background data and findings in the previous elements, **Natural Environment** and **Population and Economy**. The information provided in the **Land Use, Housing, Transportation** and **Public Facilities Elements** was essential in formulating the City's urban growth strategy. The policies and recommendations of the Plan are intended to implement the Plan's overall growth strategy.

Prior to incorporation in 1974, residents of the Millersburg area had limited powers to guide development. Under County land use controls, suburban density development was occurring in Millersburg without adequate provision for urban services. Since the incorporation of Millersburg, the City has taken steps to prevent the spread of suburban development without adequate planning for the provision of needed services. The City has also taken action to provide needed basic services.

The City is cooperating with the County to prevent the continued spread of suburban residential development on the City's fringe, to prevent a continuation of past problems. The City is also cooperating with other agencies, including the City of Albany, the Albany School District, the Fire Districts, private utility companies, and state and federal agencies, to ensure the timely provision of facilities and services, in coordination with the City's staged development program. The policies and recommendations contained in this element provide for continued and improved intergovernmental coordination and provide the basis for a phased urban growth program for orderly development of the community.

As an introduction to the growth management problems and needs of the Millersburg area, this Element begins with a brief historical profile which responds in part to **Goal 5, Historic Resources**. Subsequent elements address the overall pattern of development in the Millersburg area and the issues posed by urban growth.

The primary purpose of this Section, however, is to present an analysis, evaluation, selection and adoption of the Millersburg Urban Phased Growth Program to ensure an orderly and efficient conversion of land to urban use in the future.

The final action of this element assesses the energy implications of both the overall growth strategy as well as the energy implications of other elements of the Plan and responds to **Goal 13**, "To conserve energy."

SECTION 9.810 HISTORICAL BACKGROUND

In 1850 when Congress established the Donation Land Claim Act, six members of the Miller family filed land claims for the area now in the City of Millersburg. The Miller family owns land in the City today.

In 1871, the Southern Pacific Railroad built a station on the Southern Pacific line near the present Tank Farm. This station was known as Millers Station, and the surrounding area became known as Millersburg. A Post Office was added to the station in 1873. The Millersburg School District was established in 1876. A school was built on the site now occupied by the new Millersburg Elementary School that has been closed by the school District and converted into the Willamette Industries Training Center.

During the 1880s, Millers Station became one of the largest cattle shipping points in the Willamette Valley, with 20 or more trains. Millersburg remained a rural area until after World War II. Economic activity consisted of cattle raising, dairying and row and field crops.

Industrial development in Millersburg began in the 1950s. The Albany Paper Mill was established in 1955 and was followed by Teledyne Wah Chang, Boise Cascade, Willamette-Duraflake, Simpson Timber, Georgia Pacific and others. It was not until 1974; however, that the City of Millersburg was actually incorporated.

Incorporation

In early 1972, the Albany City Council was considering a proposal to annex the Century Drive-Knox Butte area northeast of the Albany city limits and east of the Interstate 5 Freeway. During the course of these discussions, a proposal was made to include an area west of the freeway, which is now part of Southern Millersburg. The proposal included the property of the Teledyne Wah Chang Albany Corporation.

Wah Chang officials learned that if annexed to Albany, the tax rate applied to their property would increase by about $4 per $1,000 valuation. Wah Chang made an alternative proposal to incorporate as a city, an area that included its property, plus an area including the statutory minimum population of 150 residents required to incorporate a city. The area involved was contiguous to the City of Albany and contained less than 200 acres. A petition for incorporation was presented to the County Commissioners in March 1972. The incorporation proposal attracted considerable attention locally and statewide.

The incorporation hearing was held before the Linn County Board of Commissioners in May 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, bringing the total area proposed for incorporation to over 2,000 acres. It is due to this action that the City of Millersburg today includes a blend of both urban and rural lands.

After a second hearing, the expanded area was submitted to a vote. Incorporation passed by a vote of 76 in favor to 74 opposed. The voter turnout was about 60 percent of the area's 251 registered voters.

The creation of the City of Millersburg was a historic event of sorts. The City's incorporation qualified under the "triple majority rule" which provided for a waiver of an existing city's consent. The consent of an existing city was required if a proposed incorporation was within six miles of an existing city unless there were enough signatures to qualify the incorporation under the "triple majority rule." The provision for waiver of the city consent requirement under the "triple majority rule" was repealed by the 1974 State Legislature, apparently as a result of its use in the Millersburg incorporation.

Historic Sites and Structures

Miller Cemetery is the primary historic site within the community. The cemetery covers an area of 2.20 acres and is located at Woods and Millers Cemetery Roads.

The cemetery contains the graves of early Millersburg area pioneers. The City has assumed responsibility for upkeep of the cemetery at the request of the Miller Cemetery Association. The City has fenced the site and is maintaining the cemetery.

The present school site and the old railroad station site are historic locations but no physical features remain of historic significance.

The City is of very recent origin and the historic resources of the City are limited. There are no historical structures within the community. The City, as the de facto guardian of the community's historical heritage, can however take some steps to guard what remains of that heritage and help identify sites and locations. Specifically, the City can undertake the following steps:

1. Continued maintenance of Miller Cemetery and placement of an identification sign at the site.

2. Designate and provide signs for other sites, such as the old school site and the former railroad depot site.

3. Act as a repository of information on the early history of the area.

4. The major industries in Millersburg represent, if not a historic resource, certainly a potential interest resource. The City should cooperate with these industries by helping to publicize tours and by encouraging signs which show plant lay out and describe the products produced.

SECTION 9.820 DEVELOPMENT PATTERNS

The City of Millersburg is a unique community and differs from other cities in a number of ways. The City is an unusual blend of major industrial development, agriculture, and rural residential land use. While containing the largest industrial concentration in the Mid-Willamette Valley area, much of Millersburg is in the early stages of urbanization.

Millersburg consists of two major parts: Southern Millersburg, south of Conser Road, is eighty-two percent industrially developed or industrially owned. Northern Millersburg, on the other hand, is predominantly agricultural and rural residential, with Limited Industrial development east of Old Salem Road.

The City of Millersburg contains 2,850 acres. An additional planning area containing 2,160 acres is also provided around the northern half of the City. This is an area of influence that could have an impact on the community.

The City has taken a firm position that the area for future urbanization must be clearly identified so that property owners, public agencies, private utility companies, and other interested parties can base their plans on a clearly defined City growth policy.

Two areas originally inside the UGB but outside the City limits were annexed to the City in 1988 and 1989:

The Western Industrial Urban Growth Area - Annexed 1988.

The Western Industrial Urban Growth Area contains 305 acres. This area is under the single ownership of the Albany Paper Mill company and is part of the adjacent Albany Paper Mill lands inside the City. In total, the Albany Paper Mill owns 353 acres west of the Burlington Northern tracks which are primarily devoted to industrial liquid and solid waste processing and disposal. These activities are screened from adjacent areas by extensive woodlands.

The Northern Residential Urban Growth Area - Annexed 1989.

This area borders on Millersburg Drive, the City's original northern boundary, and extends northward approximately 1,300 feet to include 215 acres. This area had undergone substantial subdivision activity prior to incorporation into the City and is presently serviceable with municipal sewer service.

The City has annexed all of the City's previous UGB area therefore the City has no UGB area outside of the City Limits.

The industrial areas of Southern Millersburg and the area east of Old Salem Road in Northern Millersburg have been committed to industrial use in the past Comprehensive Plans of Albany and Linn County. This was primarily due to excellent rail and highway access, the availability of large level sites, and the available water resources. The majority of the area is industrially owned and industrial development continues at a steady rate.

With the closure of the Simpson Plywood Plant in the early 1990s this riverfront property containing First and Second Lakes was divided into three parcels. One 29 acre parcel was retained for industrial use while the remaining 166 acres including the river frontage and the lakes was acquired by the State of Oregon and the City of Albany for recreational and educational use as Simpson Park.

The Southern Residential and Commercial Area is virtually fully developed at urban densities and is a stable area. The Southern Industrial and Commercial Area between the railroads and Interstate 5 is a transitional area containing mixed residential, commercial and light industrial uses. The residential areas continue to be converted to limited industrial or commercial uses.

Northern Millersburg is experiencing a transition from agricultural use to rural or suburban residential development.

The area between 54th Avenue and Conser Road and the area north of Millersburg Drive has been developed at suburban or rural residential densities. The previous County zoning of these areas allowed two dwelling units per acre. Current zoning as of 2019 finds most the area north of Conser Road and west of Old Salem road zoned for 10,000 square foot lots.

Development Constraints

The primary constraints to future development in Millersburg are related to environmental and economic issues.

In the past, some Millersburg industries have had an adverse impact on the air, land and water resources of the community. Measures have been taken to eliminate or reduce these impacts. Air pollution research by EPA and DEQ has led to further reduction of pollution problems. The **Environmental Element** of the Millersburg Comprehensive Plan also contains policies to minimize adverse impacts from future industrial development. Potential pollution sources will be submitted to the DEQ for recommendations.

Full evaluation of the environmental impacts resulting from urban density development in Northern Millersburg will be addressed as municipal water and sewage collection systems are expanded and prior to Comprehensive Plan revisions and amendments.

Potential flooding problems are the main hazard limiting the use of some lands within the Millersburg area. Most of this land is west of the Burlington Northern tracks and within the Willamette River flood plain. Almost 60 percent of the land west of the Burlington Northern tracks is undevelopable due to flooding hazards. Flood hazards also exist along some of the smaller streams, notably, Burkhart, Truax, Murder and Cox Creeks in Southern Millersburg and along Crooks Creek in Northern Millersburg.

In other areas, relatively small amounts of land are considered undevelopable due primarily to ponding problems. These conditions pose few restrictions for rural developments but do pose constraints at urban densities. Most of the land involved lies along the small streams and drainageways that can form useful greenway buffers within the community as urban density development occurs.

An additional development constraint is the cost of providing urban services. The City's general policy is that it will extend water and sewerage or other services upon request, provided the developer or benefiting property owners pay the cost of the extension of service laterals and any user fees required to cover operation and maintenance costs. The City also requires development proposals to identify

the other service needs and the developer should bear the necessary costs of providing these facilities and services. The financial impact of providing facilities and services may limit development at urban densities.

The City has the responsibility for ensuring that public facilities and services are provided in a coordinated and efficient manner to serve as a framework for rural and urban development.

The City should continue to work closely with the City of Albany, Linn County, other governmental agencies, and private utilities to ensure the adequate availability of urban services for the City.

The City will only approve developments that can provide the full range of needed services. Developments will not be approved that will place a financial burden on the City or other agencies for services needed to support the development proposal.

The City should work with the County to ensure that rural residential development does not take place outside of the City in a detrimental way that would defeat the purposes of the City's growth strategy.

Rural Residential Development continues in the Northern Residential Area. This fragmented small lot development within the City and on the City's fringe area can pose problems.

Low density Rural Residential Development results in a loss of farmland and woodland. The same population can be accommodated at urban densities with less loss of land resources. Rural Residential Development also can conflict with agricultural land use and reduce agricultural efficiency.

Low Density Rural Residential land use is also an inefficient use of land particularly when it occurs at densities approaching urban levels. The extension of public services, particularly municipal water and sewer, to fragmented rural development is very costly. In addition, street and road patterns and storm drainage are more costly per residence served. Finally, scattered Rural Residential Development results in higher transportation costs and higher energy consumption.

In order to prevent the continued occurrence of these problems, the City has adopted an Urban Conversion Plan for future growth of the City and the City of Millersburg and Linn County have agreed to review and coordination of development proposals on the City's fringe within a Planning Area Boundary surrounding the City.

Development Opportunities

The City has well defined areas available to accommodate needed industrial, residential, commercial and other land uses.

While much of the area is sparsely developed to rural standards in Northern Millersburg, the City has the unique opportunity to freely determine the desired urban development patterns required to address community needs.

The City has not been under heavy development pressure and therefore there is still time to carefully plan the extension of public facilities and the related land development choices available.

Millersburg is also relatively free of some of the problems of older communities, such as deteriorated housing and commercial areas.

Millersburg's rolling open lands offer an attractive setting for future residential development. Development opportunities will occur within the carrying capacity of the City's public facility capacities.

Based upon existing land use patterns, previous land use commitments, and the opportunities and constraints of the area; the City has designated five Comprehensive Plan Land Use districts. They are discussed in detail in the Land Use Element and are outlined below.

- Agriculture
- Commercial
- Industrial
- Public and Semi Public
- Residential

In 2019/2020 the development code was replaced with an all new code to reflect the changing nature of the City from more rural to more urban in the residential portions of the City. See the Land Use Element for more information.

SECTION 9.830 URBAN CONVERSION

With some of the land in the City still rural, the City has adopted a zone for rural areas that allows for larger lots and continued use of well water and septic, as noted in **Section 9.100, Planning**. Two other residential zones allow for both 10,000 square foot lots, in areas generally north of Conser Road and higher density near the southern portion of the City. The 2019/20 Comprehensive Plan and Zone update also added a mixed use zone that will allow residential uses blended with commercial or medical uses.

Once a water and sanitary sewer connection is proposed an applicant must convert any Rural Zoning to an urban residential zone. Comprehensive Plan Land Use district changes would not be needed, because the Land Use district is simply "residential" which is consistent with any residential zoning.

In response to **Statewide Planning Goal 14**, which reads: "to provide for an orderly and efficient transition from rural to urban land use", the following factors were considered: ·

1. Demonstrated need to accommodate long range urban population growth

2. Need for housing, employment opportunities and livability.

3. Orderly and economic provision for public facilities and services.

4. Maximum efficiency of land uses within and on the fringe of the urban area.

5. Environmental, energy, economic and social consequences.

6. Retention of agricultural land

7. Compatibility of the proposed urban uses with nearby agricultural activities.

1. LONG RANGE POPULATION GROWTH

A projection of population growth is an essential step in the comprehensive planning process. Projections serve as a tool in assessing future land use needs. **Section 9.310, Population** contains background data on existing population, trends and future population. A projection is an estimate based on assumed growth factors. Therefore, the projected population for any target date may occur before or after the projected period based upon changes in local growth conditions.

In Oregon, there are state requirements for coordinated forecasts of population at the state and county level. **Table 9.800 A** contains the coordinated population projection and the projected households for Millersburg to the year 2020.

TABLE 9.800 A
MILLERSBURG PROJECTED 2020 HOUSING MIX

Projected Population	1,200
Population per Household	2.47

Rural Development

Residential growth under rural conditions will occur in the Northern Residential portion of the City at densities of one unit per 2.5 acres within the Rural zone.

This zone is considered a reserve area that will be maintained under the 2.5-acre minimum rural development standards until urban conversion occurs to preserve these areas for larger scaled subdivisions as sewer and water is extended to the area.

The City of Millersburg will continue to regulate rural development until urban services are provided, but rural development will not accommodate the housing needs generated by City employment trends. Urban density residential development will be needed.

Urban Development

The urban conversion strategy is presently underway. The essential component of this transition is the orderly provision of urban level water and sewer service facilities. The City has completed detailed studies for each system and has constructed a major portion of both systems.

The Millersburg Sewage Collection System presently serves the entire community with some the exceptions.

The Millersburg Water System presently extends the full length of the City in a 20 to 24 inch primary transmission line adjacent to Old Salem Road and is capable of serving the entire community. Service laterals are available to all properties and industries in Southern Millersburg and is available to all industries on the east side of Old Salem Road in Northern Millersburg.

It is the provision of sewer and water that permits residential Urban Conversion in the Northern Residential Area.

The City will extend water service west from Old Salem Road in an incremental systematic extension that does not permit inefficient and expensive leap-frog developments. This will maintain farm land until needed, enhance the rural and urban livability of the community, provide an orderly conversion from rural to urban use and facilitate the efficient provision of urban services.

Projected Housing Units by Type

The projected housing mix summarized in **Section 9.400, Housing** is derived from trends occurring in both the City of Albany and Millersburg.

Single-family units will continue to predominate in both cities. The mix for manufactured homes and multi-family units; however, differ between the cities. Albany has provided for a 40% multi-family mix and only 10% for manufactured home units. Patterns for Millersburg indicate a higher demand for manufactured homes and little demand for multi-family units, although it is recognized that multi-family needs may increase as urbanization occurs.

The City of Millersburg has assumed the following urban housing mix for the City summarized in **Tables 9.400 L** and **9.800 C**.

TABLE 9.800 C
MILLERSBURG PROJECTED URBAN HOUSING UNITS BY TYPE AND DENSITY

Type	Mix	Urban Density
Single-Family (SFU)	52%	6,000 to 10,000 sq. ft. lots (4 to 7 Units per Net Acre)
Manufactured Homes (MHU)	35%	6,000 to 10,000 sq. ft. lots (4 to 7 Units per Net Acre)
Multi-Family (MFU)	13%	One acre minimum lot size (15 Units per Net Acre)

Table 9.800 D summarizes the urban residential land use allocation for the City.

TABLE 9.800 D[1]
NORTHERN MILLERSBURG URBAN RESIDENTIAL HOLDING CAPACITY

	Northern Residential Districts		Total
	RR-2.5-UC	RR-10-UC	
Total Acres	480.72	530.37	1,011

[1] Not updated in 2019. A full comprehensive revision of the Comprehensive Plan is tentatively scheduled for late 2020. The zones referenced in this table no longer exist.

Less:			
Unbuildable[2]	87	98	185
Public & Semi-Public = 10%	39	43	82
Commercial = 4%	16	17	33
Roads = 25%	99	108	207
Sub-Total	241	266	507
Net Acres Available for Residential Development:	240	264	504
Maximum Dwelling Units[1] Projected @ Avg. Density of 5 Units per Acre	1,200	1,320	2,520
Maximum Population @ 2.47 Per Household Less 5% Vacancy	2,816	3,097	5,913

NOTE:

[1] The number of units includes both the existing (298) and the additional (2,222) maximum housing holding capacity of the City.

[2] The unbuildable lands specified in the Comprehensive Plan are flood hazard areas, water and drainage courses and the area beneath regional power lines.

Table 9.800 E summarizes the holding capacity of the City at rural and urban densities.

It is assumed that the remaining homes in the Industrial and Commercial Districts will eventually be converted to other uses.

The Comprehensive Plan recognizes the need for other associated uses within residential areas as addressed in **Table 9.800 D**. Associated uses include:

1. **Public and Semi-Public** uses are allowed within all districts. These include street and public right-of-ways, schools, churches, utility and community service facilities.

2. **Commercial Centers** are also an allowed use within the Northern Residential Area, based upon an approved development plan that conforms to specified criteria. The City of Millersburg Commercial Land Use Allocation is summarized as follows:

Southern Millersburg	24	acres existing
	10	acres reserved in the Limited Industrial/Commercial District for commercial use
Northern Millersburg	8	acre existing
	10	acres zoned
	30	acres reserved in Northern Millersburg for commercial use
Total:	82	Acre Commercial Reserve

Commercial Needs

Comparative land use statistics for 33 Oregon cities show an average of 4.2% allocated for commercial use for cities with 2,500 to 10,000 population. Millersburg's 3.2% is lower than this average recognizing Albany's role as the primary service center for major department store type merchandise.

It should be noted that Millersburg's commercial areas are located in two distinct and separate areas of the City. Southern Millersburg and Northern Millersburg. The southern area is located adjacent to Albany and Millersburg's industries. It is directly related to Albany's service system and does not provide for the needs of residents in Northern Millersburg where all of the projected growth will occur.

In Northern Millersburg, 40 acres have been allocated for commercial use to serve the needs of the projected population. It should also be noted that Northern Millersburg's commercial service centers will serve the Dever/Conner area of the County and other surrounding areas, in addition to the projected population for the City.

Millersburg's Comprehensive Plan allocates 148.97 acres for commercial use in the Commercial Comprehensive Plan Land Use district. The City has recognized the need for additional commercial use and allows some flexibility.. The Mixed Use zone has been created to allow such flexibility in implementation of commercial areas. Other commercial zones including, Office and Commercial have been added to areas near City Hall and areas in the northern portions of the City along Old Salem Road. This zoning meets the City's need for choice and flexibility while also reserving the necessary allocation to fulfill projected community needs.

Industrial Needs

Millersburg is the major manufacturing center for the Albany/Millersburg area. Existing employment and employment trends are summarized in **Section 9.320, Economy** of the Plan. Over four times as many people work in Millersburg as reside there. Southern Millersburg contains the largest of three major industrial concentrations within the Albany/Millersburg area.

Forty percent of all industrial, transportation and utility employment within the Albany/Millersburg area is located in Millersburg. Of a total employment of 7,544 for the entire area, 3,000 are estimated to work in Millersburg. Industrial employment in the Albany-Millersburg area is projected to increase by 2,042 jobs. Millersburg has enough available industrial land to accommodate all of the projected industrial job growth.

With 3,000 existing industry-related employees and vacant industrial sites that can accommodate 2,060 additional employees, Millersburg's industrial employment could approach 5,000 people by the year 2020.

The City has preserved those areas most suitable for industrial development to provide the needed employment base for the Albany/Millersburg area. **Table 9.800 F** summarizes the buildable acres allocated for both base and service employment for Millersburg.

TABLE 9.800 F[2]
MILLERSBURG NONRESIDENTIAL LAND USE ALLOCATION SUMMARY

Districts and Areas	Total Acres	Unbuildable Acres	Buildable Acres
General Industrial District	1,235	100[1]	410
Limited Industrial District	286	35	112
Limited Industrial Commercial District	88	10	32
Commercial District	21	2	7
Public & Semi-Public District			73
Total	**1,703**	**147**	**561**

[2] This table was not updated with the 2019 update as a larger, comprehensive update is planned.

NOTES:

[1] Although the 100 acres is designated as unbuildable from a building standpoint, the area provides important natural vegetative buffers that screens the industrial waste processing activities near the Willamette River.

[2] The unbuildable lands specified in the Comprehensive Plan are flood hazard areas, water and drainage courses and the area beneath regional power lines.

It is recognized that Albany will continue to be the primary service center for the area, while Millersburg will maintain its role as the primary base industrial employer.

However, the City has accepted its responsibility to increase its share of service and housing opportunities. The designated industrial lands are needed to maintain employment opportunities for the area, while the designated residential and service lands are necessary for the City to increase its share of the services and housing generated by the City's industrial employers.

The policies and recommendations of the **Natural Environment** and **Land Use** Elements and those in the sections concerned with open space, scenic resources, parks and recreation are designated to protect and enhance the livability of the community.

ORDERLY & ECONOMIC PROVISION OF PUBLIC FACILITIES AND SERVICES.

The **Community Facilities Element of the Plan, Section 9.600** contains background data on present community facilities and services, including: schools, parks, water and sewerage facilities, storm drainage, solid waste disposal, fire and police protection, and other utilities and public services. The **Public Facilities** Element identifies specific needs and contains policies and recommendations to ensure an orderly and economic provision of public facilities.

The City's growth potential and Urban Growth Strategy is dependent upon the provision of public services, particularly water and sewer. The City has undertaken a program of facility expansion to accommodate urban growth that includes:

1. Extensive City-wide road improvements.

2. Storm drainage improvements in the Residential Zones.

3. Construction of an 11-acre City Park in the Residential Zones.

4. Planning and design of a Community Commercial Center and City Hall in the City center.

5. Preparation of a City Sewer and Water Master Plan.

6. Construction of a water transmission and sewage collection system that presently serves all of Southern Millersburg and a major portion of Northern Millersburg.

7. Design of a Municipal Water Treatment and Storage facility scheduled for construction in 2001.

8. Agreements with the City of Albany for sewage treatment that provides for shared operation, maintenance and future expansion costs of the treatment plant.

The City has adopted and implemented a plan for urban conversion that provides public facilities in a westerly incremental progression from Old Salem Road. This allows services to be efficiently coordinated in a compact area while preserving agricultural land until needed for urban use.

MAXIMUM EFFICIENCY OF LAND USE

Ensuring the maximum efficiency of land use means that land is put to its highest and best use. Efficient land use implies clearly defined and stable areas for residential, commercial and industrial use.

The City has taken a number of steps to achieve these objectives. Exclusive areas for residential, commercial, industrial and public and semi-public uses have been identified.

The plan reinforces the land use patterns through policy guidelines for future growth.

Industrial development has been confined to those areas of Millersburg that have traditionally been designated industrial and offer particular assets for industrial growth. Specific commercial sites include 148 acres of existing area. Commercial services are permitted in the Northern Residential District subject to the procedures and standards of the Land Use Development Code.

Increased urbanization and intensity of land use will occur as water and sewer services are provided.

The City has completed City-wide master plans for water and sewer services.

Providing urban service to the Rural Zone permits development to occur at efficient densities on properties that are already divided to near urban densities but are unable to be developed due to lack of services.

The Rural Zone to the north is maintained in 2.5-acre minimum rural parcels until needed for urban use. This assures maximum servicing efficiencies, preserves farm land until needed and provides an orderly and efficient conversion from rural to urban use.

Land use controls in the Land Use Development Code ensure that the highest density residential and commercial development will occur where transportation systems and public facilities are best able to accommodate the intensity of development.

Achieving maximum efficiency of land use on the fringe of the urban area is dependent on maintaining a clear separation between rural and urban uses. The failure to maintain this separation has been a major problem in the past, but the City and County are now cooperating to minimize the problems of sprawl development.

Outside the City, to the north and west, land should remain in farm use, thereby eliminating future problems of sprawl development.

ENVIRONMENTAL, ENERGY, ECONOMIC AND SOCIAL CONSEQUENCES

Hazardous areas unsuited for development were identified and mapped. In Millersburg these areas are mainly the flood hazard areas along the Willamette River and some for the smaller streams. A Flood Plain Overlay Zone has been identified in the Land Use Development Code and on the zoning map. Specific land use and development controls and standards are contained in the ordinance for this sub-district.

The **Environmental** Element contains a detailed inventory of the natural resource values and problems within the community and specific recommendations to protect and enhance the natural environment. Areas of special resource value such as riparian vegetation and other natural vegetative areas, with conservation value, have been identified. Altogether, 331 acres have been identified as unbuildable. Although defined as unbuildable, these areas are a significant natural asset for the community and are recommended for open space buffers and greenway use.

In the past, Millersburg has experienced a number of environmental problems, due partly to the nature and extent of industrial development within the

community. These problems have been greatly reduced and the **Environmental** and **Land Use** Elements contain specific policies to ensure that future development is compatible with the area's environmental resources.

Millersburg plays a very significant role in the economy of the entire Albany-Millersburg urban area and central Linn and Benton counties. This role has been historically recognized in the previous plans of both Albany and Linn County. It is also implicitly recognized in the economic development report of the Albany Area Chamber of Commerce. Over 40 percent of the potential land suited for industrial development in the Albany/Millersburg area is within Millersburg. In order to preserve this potential, and in recognition of existing land use and land ownership patterns, the Plan includes designation of 1,259 acres for General Industrial use and 361 acres for Limited Industrial or related Commercial Use. As discussed in the **Land Use Element, Section 9.500**, a significant amount of the land designated for industrial use is used for storage or waste process activities while additional acreages are in the flood plain and are used to protect and screen these activities.

The Plan will help strengthen the Albany/Millersburg area's economy by making adequate provision for future industrial growth and by helping ensure adequate transportation and public facilities are provided to accommodate growth.

Provisions to stimulate the local economy also enhance social living conditions. Housing policies also have social implications.

The primary social consequences will occur as a result of expanded services. The transition from a rural to an urban life-style is a direct consequence of becoming a City. Although rural living is preferred by some, there are many social benefits to urban living also. Increased public services and facilities, transportation improvements, increased choices of housing and living conditions, energy conservation, and increased social interaction are some of the benefits.

Recommendations in the **Natural Environment** Element and in the sections on **Open Space, Scenic Resources, Parks and Outdoor Recreation** are also aimed at maintaining the livability of the Millersburg area and should enhance both physical and social living conditions.

Energy Conservation

This section of the Plan is devoted to energy considerations and how the adopted urban growth strategy helps achieve energy conservation.

Statewide Planning **Goal 13** states: "To conserve energy." To help achieve this goal, "land and uses developed on the land shall be managed and controlled

so as to maximize the conservation of all forms of energy, based upon sound economic principles."

Goal 13 suggests that:

1. Land use planning should help assure achievement or the maximum efficiency in energy utilization.

2. The allocation of land and permitted land uses should seek to minimize the depletion of non-renewable resources of energy.

3. Vacant or energy inefficient land uses should be reused or recycled.

4. Population densities should be increased along high capacity transportation corridors.

5. Maximum utilization or renewable energy sources (water, sunshine, wind, geothermal heat, and municipal forest and farm wastes) should be encouraged.

6. Energy efficient building and development patterns should be encouraged through the use of ordinance changes (by adoption or energy efficient zoning and building codes).

Due to the heavy industrial development presently in Millersburg, the community is already a very heavy consumer of energy. Industrial development accounts for 99% of the electrical and natural gas consumption in Millersburg. Millersburg industries consume 436 million kilowatt hours of electricity and 11 million therms or natural gas (for further details see the **Energy and Communications Section** or the **Public Facilities Element, Section 9.600**). This high level of energy consumption can be expected to increase with increased industrial development in Millersburg.

This fact, however, must be considered relative to the need to assure suitable industrial sites for the Albany-Millersburg urban area. Millersburg contains some or the most suitable land to serve the industrial development needs of central Linn and Benton counties. This has been recognized in previous plans and reports by the City of Albany, Linn County and the Albany Area Chamber of Commerce.

The growth strategy will result in a comparatively low level of total energy consumption for non-industrial uses. Low Level Suburban and Rural Residential Development results in high energy consumption per capita due partly to increased transportation energy consumption.

Approximately 25% of the total energy used in Oregon is used by private autos. Alternatives to the auto are specifically encouraged in the **Transportation Element, Section 9.700**, including mass transit, bicycle and pedestrian paths. Significant uses of these alternatives however only become feasible at an urban level of development. The Growth Strategy will result in a lower energy consumption per capita with savings in transportation and energy use.

The **Land Use Element, Section 9.500**, contains recommendations that will result in energy savings, particularly under urban conditions. Even under rural conditions, by limiting small lot Rural Residential Development to areas already subdivided to small rural lots, energy savings will be achieved.

The **Land Division, Section 2.300**, of the Code sets standards for local subdivision streets which can save energy in a number of ways. Narrow roadways permitted for local streets saves construction time and material, and therefore energy. They are also cheaper to maintain.

Siting buildings to take advantage of solar energy can also result in energy savings and is encouraged in the Plan through the Code. Placement of trees in relation to housing, or siting housing in relation to trees can also have a significant effect on energy consumption.

Future commercial development to serve the needs of residents of Northern Millersburg should be concentrated in commercial centers which are easily accessible to the community in order to reduce travel for shopping needs.

Significant residential energy savings can be achieved through insulation and weatherization of homes. Space and water heating utilize a full 84.5% of all energy used in the home. Realizing this fact, the State Legislature authorized the funding of household weatherization programs to provide incentives for homeowners to insulate their homes.

Weatherization assistance is also provided by heating companies. Natural gas, electricity and fuel and oil heating companies provide:

1. A free home heating inspection.

2. Technical advice, including estimated costs and savings related to weatherization.

3. Information about state-sponsored low-interest weatherization loans through a local lenders.

Energy Efficiency Ratings

A voluntary program to provide energy efficiency ratings on homes for sale.

The weatherization assistance and other energy conservation programs of local utilities are discussed further in the **Public Facilities Element**.

RETENTION OF AGRICULTURAL LAND

Preservation of agricultural land is a small concern. There are a total of 1,103 acres currently in agricultural use within the City. Most of this area will continue to be utilized for agricultural use until urban conversion occurs.

Except in the flood plain, nearly all of the soils in the Millersburg area are Class 1 through Class IV agricultural soils. There can be no urban growth in the Millersburg area without utilization of lands suitable for agricultural use. In order to minimize the amount of agricultural land which is eventually utilized for urban development and to provide for the orderly and efficient conversion of urbanizable agricultural lands, the City has taken the following actions:

1. Agricultural lands presently in commercial agricultural use outside the City have largely been excluded from the City area. Agricultural lands north and west of the City's Urban Growth Boundary will remain in exclusive farm use until revision of the Urban Growth Boundary is warranted. Agricultural land inside the City is either owned by industry, and is being farmed on an interim basis, or consists of small rural residential farms under 10 acres.

   The City has recommended to Linn County that agricultural land outside the City be maintained in unsubdivided parcels until needed for urban purposes to prevent the scattered and inefficient suburban sprawl that has occurred on the fringe areas outside the City limits.

2. The City's growth policy with regard to existing agricultural lands within the City is to retain the land in agricultural use until it is needed for urban development. Approximately 327.65 acres have been maintained in an Rural Zone until urban conversion occurs. Additional agricultural land within the City is owned by industries. The City encourages industries to retain these lands in agricultural use until needed for industrial purposes. Local industries have supported this policy to the maximum extent possible and have assisted farm operations by providing soil enrichments as a by-product of their industrial processes.

COMPATIBILITY OF URBAN USES WITH AGRICULTURE

The same actions taken to ensure the retention of agricultural land will also help minimize urban-agricultural conflicts.

Conflicts with exclusive agricultural lands outside the City to the north and west will be minimized by confining rural residential and urban land uses within the Millersburg Urban Growth Boundary.

Agricultural uses within the industrial districts are compatible with adjacent industrial uses and have been encouraged by local industries to continue.

Existing rural residential and agricultural uses are generally compatible since the rural residential acreage that abuts the larger agricultural parcels is similar in use.

Urban residential and agricultural conflicts have not yet occurred in the City. The City has divided the northern residential district into two urban conversion phases as part of its phased growth program to ensure adequate separation and protection for each use before complete urbanization occurs.

SECTION 9.840 CITY/COUNTY COOPERATION

The City of Millersburg and Linn County established an Urban Growth Boundary and a Planning Area around Millersburg. The Urban Growth Boundary has now been incorporated into the City Limits.

The City and County entered into an agreement and management program that established planning responsibilities and joint review procedures for both the Millersburg Urban Growth Boundary and Planning Area.

The City-County Management Agreement specifies the procedures and standards for future management of areas outside the City limits.

SECTION 9.890 GROWTH MANAGEMENT GOALS & POLICIES

GOALS & OBJECTIVES

1. To preserve the historic resources and other places of special significance in the Millersburg area.

2. To ensure a high quality of livability within the community.

3. To provide an orderly and efficient transition from rural to urban land use.

4. To provide conservation and development policies for the orderly and efficient development of the community.

5. To ensure that the overall plan, policies and recommendations help conserve energy.

POLICIES & RECOMMENDATIONS

Historic and Cultural Resources

1. The City shall assist local organizations or groups in preserving places of historic, cultural, or special significance.

2. The City should encourage suitable signs to indicate places or historic interest.

3. Miller Cemetery shall be preserved as a historic site.

Millersburg Planning Area

1. The City and County shall maintain the Millersburg Planning Area to coordinate developments on the fringe areas of the City.

2. The City and County shall utilize a joint management program and agreement for administration of land developments within the Millersburg Planning Area.

3. Future boundary amendments shall utilize property lines whenever possible to facilitate boundary management and site developments.

4. The City requests the County to maintain adjacent lands to the north and west of the City in farm use until needed for urban expansion of the City.

5. Urbanized development or annexation requests within the Planning Area boundary shall be considered a request for an amendment to the urban growth boundary and shall follow the procedures and requirements of Statewide Planning Goals 2 and 14.

Annexations

1. Future annexations to the City shall require an expansion of the Urban Growth Boundary and be in accordance with the planned provision of public facilities and the growth needs of the community.

2. The City shall annex land only within the Urban Growth Boundary on the basis of findings that support the need for additional developable land in order to maintain an orderly growth pattern within the City's service capability.

3. Specific development proposals may be required for annexation requests on vacant land adjacent to the City to insure completion in conformance with a development plan approved by the City.

Phased Urban Growth Program

1. Public facilities and transportation networks shall contribute to an efficient framework for community development

2. The extension and improvement of urban services, particularly water and sewerage services, and transportation facilities shall be undertaken in a phased coordinated manner.

3. The City shall provide municipal water service extensions incrementally westward from Old Salem Road in the Northern Residential Area to facilitate compact urban expansion in a contiguous development pattern.

4. Before building or land use requests are approved, the applicant shall ensure that development proposals are within the City's service capability and the carrying capacity of the area's environmental resources.

5. The City shall maintain rural residential densities until an area is provided with sewer and water services. A minimum urban density will be determined in the City's Land Use Development Code.

Public Facilities Capability

1. The City shall maintain a sewer and water Master Plans to address urban expansion as part of the City's phased growth program.

2. A long range financial capital improvement program should be developed and maintained by the City to provide for the systematic expansion of needed community facilities, utilities and services in an efficient and coordinated manner.

3. The City shall ensure that development proposals within its jurisdiction identify needed public facilities as part of the City's project review procedures.

4. The City shall require development projects to bear the cost of needed public facilities unless otherwise approved by the City.

Environmental Quality

1. The City shall require development proposals within its jurisdiction to identify potential impacts on the air, water, and land resources of the area and shall ensure that proposals are within the safe carrying capacity of the environment through the City's protect review procedures.

2. The City shall encourage quality in the design of places and buildings that is responsive to the needs of the people and the opportunities and constraints of the natural environment

3. Landscaping shall be included as an integral part of site and street developments.

4. The City shall require protection of natural drainage channels and natural vegetation resources and require maintenance of them as an open space resource, where possible.

Hazardous Areas

1. The City shall limit uses within identified natural hazard areas to those that can sustain the potential impacts without loss of life or property, such as agriculture, parks or open space.

2. The City shall maintain and enforce development standards and review procedures within the zoning ordinance for identified natural hazard areas.

Energy

1. The City of Millersburg shall encourage energy conservation measures and energy efficiency for all development proposals.

2. The City supports the provision and development of alternative modes of transportation to the automobile, including the development of mass transit and the provision of walkways and bikeways to reduce transportation costs.

3. The City supports insulation and weatherization of existing homes and encourages energy conservation measures in new construction.

4. The City shall include energy concerns as part of its zoning and subdivision review criteria.