

PHILOMATH COMPREHENSIVE PLAN

Ordinance #493

**As Amended By:
Ords. #514,526, 566, 588, 601, 615, and 720**

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COMPREHENSIVE PLAN GOALS

Residential Land Use

Maintain and improve existing residential areas; develop a variety of housing types in order to meet the City's housing needs.

Commercial Land Use

Develop and maintain the existing business area as a downtown core which is the dominant commercial and service center of Philomath and the surrounding rural area; encourage a variety of commercial activity in convenient locations to serve local residents and tourists.

Industrial Land Use

Maintain, protect, and expand the City's existing industries; promote and provide a diversified industrial base that will supply jobs for both the existing and future labor source.

Public Land Use

Provide the necessary public owned land for a good transportation system, parks, public buildings and utilities as well as to protect and preserve certain natural resource areas.

Community Goal

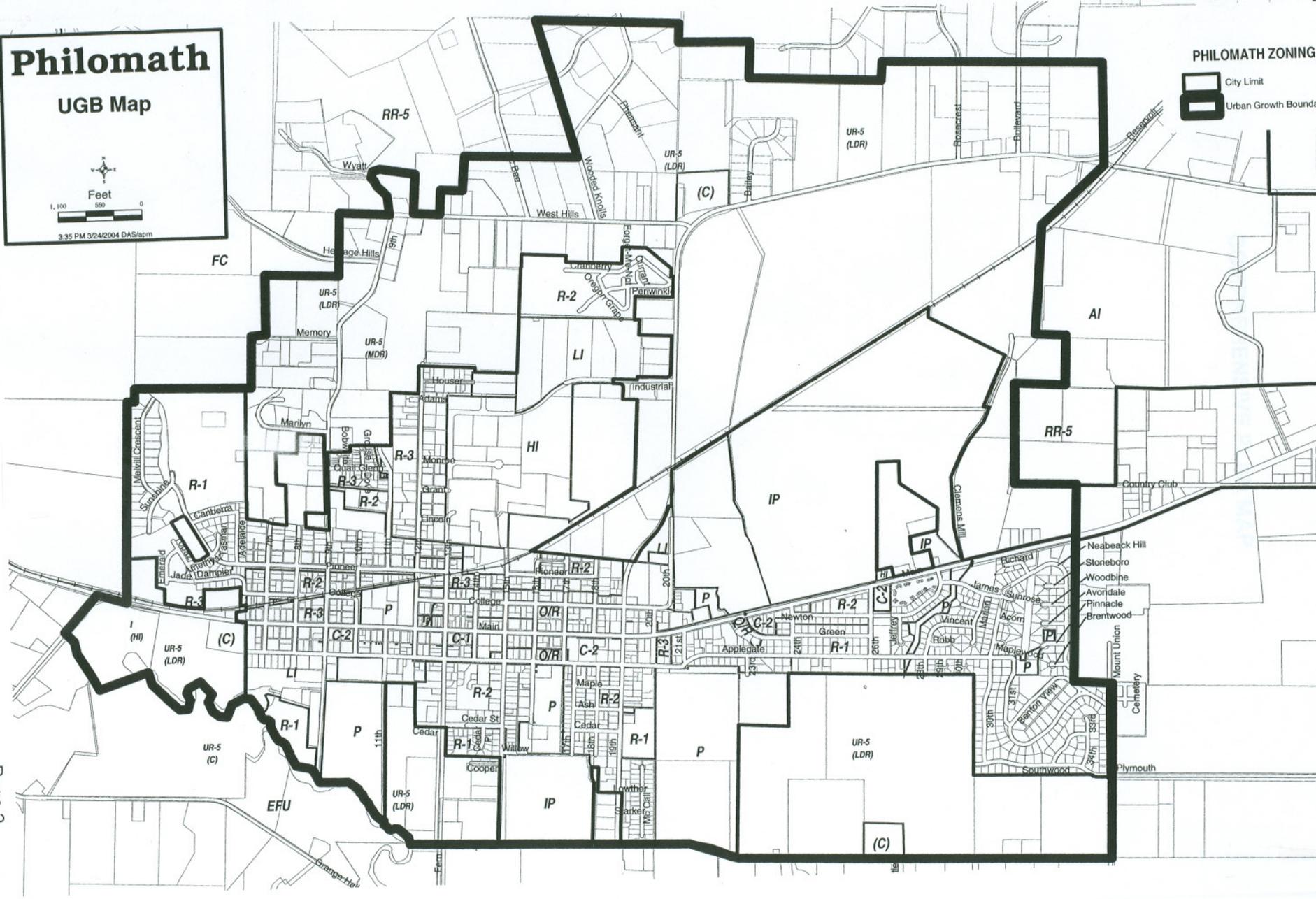
The City of Philomath's primary goal is to be a self-reliant city which is capable of providing high quality street, sewer, water, police, fire, and administrative services without relying on other governmental agencies.

Philomath
UGB Map

Feet
1,000
500
0
3:35 PM 3/24/2004 DAS/apm

PHILOMATH ZONING

City Limit
Urban Growth Boundary



I. CITIZEN INVOLVEMENT

Citizen involvement has been an important part of the planning process in Philomath since comprehensive planning for the City began in 1974. Since that time, numerous public meetings, workshops and hearings have been held during the development of the comprehensive plan and implementing ordinances. In addition, notices of hearings regarding quasi-judicial planning actions are sent to nearby property owners in order to allow them to be involved in hearings which may affect their property.

Philomath's Citizen Involvement Program was approved by the Land Conservation and Development Commission (LCDDC) in March of 1976. The Philomath Planning Commission was appointed to serve as the Committee of Citizen Involvement (CCI).

Citizen Involvement Policies

1. The City of Philomath shall continue to hold public hearings on all comprehensive plan and zoning ordinance amendments.
2. The City of Philomath shall provide for ongoing citizen involvement in the planning process of continuing to follow the approved Citizen Involvement Program.

II. ECONOMY

Introduction

In March 1998 the Oregon Cascade West Council of Governments (OCWCOG) applied for a grant from the Department of Land Conservation and Development (DLCD) to assist with the periodic review of local comprehensive land use plans with an emphasis on housing. The unique aspect of the grant proposal was its emphasis on a regional analysis (in contrast to a typical grant for periodic review to a specific city).

Nine jurisdictions participated in this study: Albany, Corvallis, Harrisburg, Lebanon, Millersburg, Monroe, Sweet Home, Tangent, and Philomath. Other communities in Linn and Benton counties were not in periodic review when this study was initiated and did not participate in this study. The scope of work was later expanded with the participation and funding of the Oregon Economic Development Department and the Department of Housing and Community Service to include an economic analysis. OCWCOG then contracted with ECONorthwest to prepare a regional analysis (RA).

That report addresses, among other things: (1) regional trends and forecasts in population, employment, and housing; (2) housing markets and housing needs data for each city and for the two county area; (3) the amount and characteristics of buildable land for each city and for the two county area; (4) factors affecting household and business location decisions; (5) the regional distribution of jobs and housing; and (6) housing policies and strategies that may assist jurisdictions in meeting housing needs over the next twenty years.

That report assembled facts about the economy and housing, and to make reasonable forecasts of economic and housing conditions for 20 years. It does not recommend policy. Because of the depth and scope of the RA it is incorporated by reference, with the pertinent portions relating to the City of Philomath included within this document. It is the purpose of this document to provide a basis for policy analysis and change as deemed appropriate. Some suggestions are provided at the end of this document and others will be developed as the adoption process unfolds.

Population and Employment Forecasts

All planning processes take into account in one fashion or another employment and population forecasts. The RA presents a regional employment and housing forecast and allocation. The baseline allocation uses the county coordinated population forecasts and employment forecasts developed by the Oregon Office of Economic Analysis (OEA). Because of the regional nature of the RA and the information provided therein, it will occasionally be presented in the regional format. That information is important given the interdependence the region shares and the influence the surrounding cities, particularly Corvallis, have on the City of Philomath.

In 1997, the population of the Linn-Benton region was 177,400. About 30% of the population (50,341 persons) resided in unincorporated areas in 1997. The OEA forecasts that population in Linn and Benton Counties will grow by nearly 45,000 people (about 0.9% annually) between 1995 and 2020 to 218,503 persons. Benton and Linn County have each produced their own population forecast to 2020 and allocated that forecast to incorporated cities. Benton County forecasts 2,700 or 2% more people than OEA, and Linn County forecasts 6,350 or 5% more people than OEA for a two-county total of 227,553 persons. The county coordinated forecasts estimate persons in unincorporated areas will decrease to 28% of the total population (63,977 persons) in 2020.

Linn and Benton counties had 78,548 employees in 1997. To generate an employment forecast for Benton and Linn Counties through 2020, the average annual growth rates for each county in the OEA forecast were applied to 1997 employment reported by the Oregon Employment Department. This revised forecast, projects total employment of 97,691 in the two-county region by 2020, an increase of 6,342 over the OEA forecast for 2020.

Regional economic analysis

Goal 9 requires jurisdictions to provide an adequate supply of buildable lands for a variety of commercial and industrial activities. Oregon Administrative Rule (OAR) 660-009, which implements Goal 9, requires plans to identify the approximate acreage of land needed to accommodate industrial and commercial uses. Land needs can be specified in several broad "site categories" (e.g., light industrial, heavy industrial, commercial office, commercial retail, highway commercial, etc.) that combine compatible uses with similar site requirements (OAR 660-009-0025). The Goal 9 Administrative Rule, however, does not address the issue of "public" employment (government, education, etc), nor does it require communities to designate land for public uses.

Goal 9 and OAR 660-009 require an assessment of land needs to consider state and local economic trends and the comparative advantage of local communities as locations for business activity. These factors are included in this plan—the

statewide and county employment forecasts incorporate state and national trends, and the geographic allocation of employment growth reflects the comparative advantages of local communities.

The methods used provide a reasonable baseline forecast of employment and land needed for employment growth in local communities. Local jurisdictions may use the analysis of economic trends and comparative advantage in Appendix B of the ECO study to adopt an employment and land need forecast in their comprehensive plans that best reflects expected economic conditions in their communities.

Benton and Linn Counties share an economic history as manufacturing and service centers for the forestry and agriculture industries of the central Willamette Valley. Both counties have a larger-than-average share of employment and earnings from Manufacturing compared to Oregon, but the dominant industries in each county are different—Electric & Electronic Equipment in Benton County, Lumber and Wood Products and Primary Metals in Linn County.

The composition and location of employment growth in Benton and Linn Counties will be affected by long-run national and statewide trends, trends and growth in specific industries, and the comparative advantages of locations in Benton and Linn Counties. The key conclusions of the analysis of these factors are:

Transportation access will be a major competitive advantage, and this will particularly benefit communities near I-5: Albany and Millersburg, and communities connected to I-5 by the four-lane portion of Highway 34—Corvallis, Tangent, and Lebanon. This represents a potential liability to Philomath given the traffic congestion currently experienced in Philomath, as well as Highway 20/34 east of town.

All communities appear to have an adequate supply of buildable land designated for commercial and industrial uses, but existing environmental and infrastructure constraints may limit development opportunities in Monroe, Philomath, and Tangent.

Rural communities in Benton and Linn Counties may experience some growth due to in-migrants seeking small-town lifestyles and high-amenity locations.

Existing concentrations of industries are likely to attract similar and related businesses: Primary Metals and Heavy Manufacturing in Millersburg; Food Processing and distribution in Albany; High-tech, Research, and Engineering in Corvallis.

Key regional economic development and housing issues

The previous sections provide a base of facts about the economy and housing in the Linn-Benton region. Describing what has happened is relatively easy. Describing what will happen is obviously more difficult: there are many possible futures. Market forces over which governments and businesses in Linn and Benton Counties have little control influence those futures. They are also influenced by public policies that local governments can control, but which are difficult to predict.

Some key regional issues, that governmental policies may need to address are the regional distribution of growth (employment and population; jobs and housing), transportation patterns, land supply and demand, and housing affordability. These issues clearly overlap. For example, a large disparity between jobs and housing units for workers will affect the distribution of growth, transportation patterns, and housing affordability for many households. Key findings include:

- Smaller jurisdictions moved closer to a jobs-to-housing ratio of 1.0 between 1990 and 1997. Albany and Corvallis added more jobs than housing during the same period.
- The baseline forecast anticipates a continuation of trends observed between 1990 and 1997—employment will grow faster than housing in Corvallis; population and housing will grow faster than employment in most other communities.
- No universal standard exists for a “jobs-housing” balance. Moreover, providing housing near employment does not guarantee that people will live near jobs. Having a better relationship between jobs and housing, however, can provide households with more housing choice.
- Commute times do not appear to be the dominant factor in households’ location decisions in the region.
- Housing became less affordable in all communities of the region between 1990 and 1997. Corvallis and North Albany have the highest housing costs in the region.
- All communities in the region have a surplus of buildable land for the 20-year planning horizon required by state law, if all lands within UGBs are considered available for development.

Specific policy questions include:

- ❖ Do local jurisdictions accept the baseline forecast of population and employment, and the implication they must adopt policies consistent with accommodating that level of growth?

- ❖ What are the regional implications of the distribution of jobs and housing?
- ❖ If that distribution is undesirable, what can be done to change it?
- ❖ What impacts will that distribution have on the regional transportation system?

Comparative advantages in the communities of Benton and Linn Counties

This document includes an employment forecast by community in Benton and Linn Counties. This forecast is based on the 1997 distribution of employment, and so it implicitly assumes that employment by site category grows at the same rate in every community. This method provides a reasonable first approximation of employment by community. But reality will be different—it is likely that employment will grow at different rates in different communities. To estimate different growth rates for each community requires consideration of many factors, including the expansion plans of major employers in each community, the industry mix in each community and the outlook for those industries, national and state trends in employment and development, recent trends in Benton and Linn Counties, and local policies. Growth in local communities will also depend on their comparative advantages as locations for existing and potential business activity. These business location factors include access to transportation and labor markets, existing mix of industries, public policy relating to economic development, and the supply of buildable land. Appendix B of the RA describes the relative conditions of these factors. The comparative advantages for Philomath is:

Philomath: Its relatively out-of-the-way location and small size would ordinarily suggest that Philomath would grow more slowly than other communities in the region. However, Philomath is near Corvallis, and it has attracted some firms in high-tech manufacturing and service industries. Philomath's adopted policies are supportive of economic development. The City has a large inventory of buildable industrial land, but indicated that wetlands may constrain development on sites that currently have services available. The City also indicated that a lack of infrastructure to serve other industrially zoned property within the UGB might limit development opportunities.

Employment forecast and implications for demand and supply of buildable lands

The base forecast of the RA of the 2020 total employment in Benton and Linn Counties is taken as a given. This section breaks down that employment forecast by local community and land use type, and translates the estimated employment growth in local communities to demand for buildable land. That demand is then compared to the supply to identify a surplus or deficit of buildable land.

Employment forecast by type and community

Table 3-4 shows the distribution of employment by land use type in Benton and Linn Counties. The four land use 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 3-4 shows employment in Benton County by land use type between 1990 and 1997. The revised forecast of total employment in 2020 was 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 3-4: Distribution of Employment in Benton County by Site Category, 1990–2020

	1990		1997		2020		1997-2020	
	Emp.	Share	Emp.	Share	Emp.	Share	Growth	%Growth
Benton County	27,504	100%	36,201	100%	43,764	100%	7,563	21%
Commercial	4,609	17%	5,367	15%	6,127	14%	760	14%
Office	7,030	26%	10,178	28%	13,129	30%	2,951	29%
Industrial	7,928	29%	12,599	35%	14,004	32%	1,405	11%
Public	7,937	29%	8,057	22%	10,503	24%	2,446	30%

Table 3-5 shows the baseline assumptions for distribution of employment by site category and community. Employment by land use type was allocated to individual communities based on each community’s 1997 share of county employment by land use type. For example, if a city had 12.9% of Benton County’s Industrial employment in 1997, it was allocated 12.9% of Benton County’s expected Industrial employment growth through 2020. The 1997 share of employment by community and land use type is shown in Table 3-3. These shares were calculated from a summary of employment by zip code in Benton County. Therefore, the geographic areas represented in Table 3-5 (and in the remainder of the employment forecast) include the named communities and the surrounding area outside the UGB that shares the same zip code. The data for the Corvallis area includes the incorporated city of Adair Village.

Table 3-5 represents the baseline distribution. Many factors could affect the regional distribution of employment including transportation improvements (e.g., the Highway 34 widening from I-5 to Lebanon), infrastructure investments, public policies concerning economic development, and many others. \

Table 3-5: Distribution of Employment by Site Category and Community, 1997

	Commercial	Office	Industrial	Public
Benton County	100%	100%	100%	100%
Corvallis	92.7%	97.6%	85.1%	94.3%
Monroe	0.6%	0.3%	2.6%	1.4%
Philomath	6.3%	1.8%	11.9%	3.7%
Remaining Areas	0.4%	0.2%	0.4%	0.6%

The 2020 level of employment by land use type shown in Table 3-4 was applied to the distribution of employment shown in Table 3-5 to estimate total employment by community and land use type in 2020. This method assumes that the geographic distribution of 2020 employment by land use type is the same as for 1997 employment. The resulting level of employment in 2020 was compared to employment in 1997 to measure the level of employment growth by site category and community in this period. Employment growth in the 1997–2020 period by community and land use type is shown in Table 3-6.

Table 3-6: Employment Growth by Community and Land Use Type, 1997–2020

	Commercial	Office	Industrial	Public	Total	% of Total	
						Growth	AAGR*
Benton County	760	2,951	1,405	2,447	7,563	100%	0.83%
Corvallis	705	2,881	1,196	2,306	7,088	94%	0.84%
Monroe	5	10	36	34	85	1%	0.68%
Philomath	48	53	167	91	359	5%	0.63%
Remaining Areas	2	7	6	16	31	0%	0.83%

* AAGR = Average Annual Growth Rate

The resulting employment growth rates vary by community due to differences in the composition of employment. For example, employment in the Office land use type is expected to grow faster than other types, so total employment increases

more in communities with a relatively larger share of 1997 Office employment. However, the resulting 2020 share of total employment by community does not vary significantly from the 1997 distribution.

Demand and supply of buildable land

The demand for buildable land in local communities is based on expected employment growth in each 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 in this analysis 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 3-7.

Table 3-7: Employee per Acre Assumptions by Land Use Type and Community

	Commercial/Office	Industrial	Public
Corvallis	22.0	17.4	20.0
Monroe	22.6	9.6	20.0
Philomath	23.4	10.9	20.0

The resulting estimate of demand for land to support employment growth was compared to the supply of buildable land reported by local jurisdictions. The method for determining the amount of buildable land is described in Chapter 4 of the RA as part of the residential analysis. Table 3-8 summarizes demand and supply conditions for buildable land in each community. This table shows the following general patterns:

- All communities have a surplus of Commercial/Office and Industrial land inside their UGB. ECONorthwest’s preliminary land inventories did not, however, consider the size and configuration of parcels. For example, though Philomath appears to have a surplus of commercial land, a closer review of land designated for commercial uses in Philomath suggests that the parcel sizes and locations may not be conducive to many types of commercial development.
- Most communities have a deficit of Public land: i.e., land designated specifically for parks, schools, fire stations, and so on. Some Commercial/Office or Industrial land may need to be used for governmental activities, though the bulk will probably come from land currently designated residential.

Appendix E of the RA worksheets shows the detailed estimate of demand and supply of buildable land to support employment growth in local jurisdictions.

The estimated supply of buildable land is based on an inventory of vacant and redevelopable land that could be developed. A number of factors can affect the amount of land that is available in the market at any one time:

- Property owners may be holding property for planned development (including the expansion of existing businesses) or in anticipation of higher profits in the future. This factor probably limits the amount of land currently on the market in every community in Benton and Linn Counties.
- Environmental constraints such as wetlands, steep slopes, and contamination can make land undevelopable, limit its use, or increase the costs of development. Philomath indicated that wetlands constrain development on sites that currently have services available.
- A lack of water, sewer, and other utility service can prevent development. While the buildable land included in Table 3-8 is within the UGB of each community, the cost to provide services to some of this land may be prohibitive. Philomath indicated that a lack of utility capacity might limit development.
- The size of parcels limits the types of development. This constraint is most often faced by uses that need large parcels of land. If several available parcels are adjacent, it may be possible for a purchaser to consolidate the parcels to make a larger area of land available. However, in Philomath the parcels are small and dispersed geographically and by ownership

Local jurisdictions will need to assess these and other relevant factors when assessing the supply of land for economic development in their community.

Table 3-8: Summary of Demand and Supply Conditions by Land Use Type and Community (in acres)

	Commercial/Office		Industrial		Public		Total	
	Demand	Supply	Demand	Supply	Demand	Supply	Demand	Supply
Corvallis	296.00	605.30	152.00	1,182.30	657.00	94.30	1,105.00	1,881.90
Monroe	0.83	7.80	4.69	24.00	2.13	0.00	7.64	31.80
Philomath	5.40	15.80	18.23	368.20	5.69	6.50	29.32	390.50
Total	302.22	628.90	174.92	1,574.50	664.81	100.80	1,141.96	2,304.20

Business location choice

This report makes the important distinction between inter- and intra-regional location choice. For most businesses it is logical to think that they make the inter-regional choice first (What state or metropolitan area best meets the specifications?) and then make the intra-regional decisions (What community in

that chosen metropolitan area, and what site in that community, best meets the specifications?). Though the focus in this study is intra-regional choice, we briefly summarize the key components of an inter-regional location choice.

Most businesses make location decisions based on the objective of maximizing profit; that is, the difference between total revenue and total cost. For some businesses, such as manufacturers that export most of their product to other regions, the choice of a location within a metropolitan region has little influence on revenue. These firms choose locations that minimize total costs. Location affects total cost through its influence on the costs of transporting inputs and output. For other firms, such as retailers, location within a metropolitan area can profoundly influence the volume of sales through its influence on the cost to consumers of transporting themselves and the goods they buy to and from the site.

What bearing does that discussion of how businesses make location decisions have on that study?

- For inter-regional location decisions, Linn and Benton County will be desirable to expanding, non-local firms to the extent that those firms value most highly the location factors in which the Counties have a comparative advantage.
- Most of the employment growth that will occur in the next 20 years in the two Counties will come from the expansion of existing businesses and the start-up of small local businesses. That conclusion is consistent with the employment forecasts that do not show a major shift in employment composition.
- Expansions to new site in a new community is usually the last choice of a small, growing firm. Thus, one should expect, as a first approximation, employment growth to occur roughly in proportion to where it exists now.
- Local policies that help firms in their efforts to minimize costs will encourage more employment growth in the short run. In the long run, however, such policies can have the opposite result if the incentives (in tax or fee abatement, or relaxed regulations) lead to a situation where the jurisdiction lacks the resources to maintain the quality of services and life that were instrumental in attracting business to begin with.

Employment and business patterns

Table B-4 shows the largest industries in Benton and Linn Counties, ranked by 1997 employment level. The industries shown together account for at least 50% of employment in each county. The distribution of employment by sector and industry for 1990 and 1997 is shown in Tables B-29 and B-30.

Education is a large employer in each county. Local Government is one of the largest industries in both counties, and the largest component of employment in

this industry is in local school districts. State Government is a large employer in Benton County, reflecting the presence of Oregon State University in Corvallis. Health Services and Business Services appear in the rankings for both counties, reflecting the increasing importance of employment in Services and the growth of Albany and Corvallis as urban service centers for the region. Manufacturing industries in Table B-4 show the different structure of that sector in the two-county region, with Electronic & Electric Equipment appearing for Benton County and Lumber & Wood Products and Primary Metals appearing for Linn County. Table B-4 indicates that Linn County has a more diverse economy than Benton County—seven industries compose 50% of total employment in Linn County compared to only five industries in Benton County.

The top five industries in each county, ranked by employment growth, are shown in Table B-5. That table shows most of the largest industries were also those with the largest amount of employment growth between 1990 and 1997. High-growth industries that are not among the largest employers are Eating & Drinking Places and Social Services in Benton County and Transportation Equipment manufacturing in Linn County.

Examining high-growth industries also indicates the greater diversity of Linn County's economy. The top five growth industries in Benton County together accounted for 84% of total employment growth in Benton County, but for only 53% of total employment growth in Linn County.

Table B-4: Largest Industries in Benton and Linn County by Employment, 1997

County/Industry	Estab.	Employment	% Total Employment
Benton County			
Electronic & Electric Equipment	12	5,817	16%
State Government	21	4,804	13%
Business Services	136	2,770	8%
Local Government	17	2,580	7%
Health Services	119	2,474	7%
Linn County			
Local Government	42	6,209	15%
Lumber & Wood Products	130	4,188	10%
Primary Metal	9	2,551	6%
Health Services	139	2,487	6%
Eating & Drinking Places	184	2,360	6%
Business Services	101	2,016	5%
Special Trade Contractors	245	1,622	4%

Source: State of Oregon, Department of Employment. 1998. *ES-202 Tapes*. Confidential data provided to ECONorthwest.

Table B-5: Five Industries With the Largest Employment Growth in Benton and Linn County, 1990–1997

County/Industry	Employment Growth	% Total Growth
Benton County	8,697	100%
Electronic & Electric Equipment	3,917	45%
Business Services	1,985	23%
Health Services	497	6%
Eating & Drinking Places	465	5%
Social Services	434	5%
Linn County	9,319	100%
Local Government	1,697	18%
Business Services	1,233	13%
Special Trade Contractors	823	9%
Primary Metal	596	6%
Transportation Equipment	564	6%

Source: State of Oregon, Department of Employment. 1998. *ES-202 Tapes*. Confidential data provided to ECONorthwest.

Data provided by the Oregon Employment Department allow an analysis of employment by community. That data contains the names of individual firms and their address, monthly employment, annual payroll, and SIC code. That data is derived from confidential unemployment insurance information provided to the Employment Department by individual firms. To maintain the confidentiality of that information, that analysis cannot reveal any information that could indicate employment or payroll characteristics of individual firms. Employment data was sorted by community using zip codes, so the resulting data includes incorporated cities and surrounding rural areas that use the same zip code.

The descriptions in this section focus on zip code areas for cities in Benton and Linn County that are involved in a periodic review of their comprehensive plan. Total employment for every zip code area in the two-county region, including unincorporated areas.

The sections below describe the 1997 structure of employment, the change in total employment between 1990 and 1997, and growing or declining industries in that period. To maintain confidentiality, the following discussion will focus on general trends rather than specific information, particularly in cases where industries consist of one or a few firms.

Total employment in Philomath was 2,277 in 1997, 6% of total employment in Benton County. Employment in Philomath is concentrated in Manufacturing, Retail Trade, and Government, which together employ 62% of total employment. Lumber & Wood Products is the largest industry in Philomath, with 682 jobs. Eating & Drinking Places is the largest industry in the Retail Trade sector, with 144 employees. Most of the jobs in Government, which employs 298, are in local K-12 education. Other major industries in Philomath include **Special Trade Contractors**, with 101 jobs.

Total employment in Philomath grew from 1,855 in 1990 to 2,277 in 1997, an increase of 422 or 23%. Employment growth was led by Eating & Drinking Places, which gained 93 jobs or 22% of net employment growth. Lumber & Wood Products in Philomath lost 220 jobs in this period. (see Table B-38)

Table B-6 shows the Oregon Employment Department forecast of employment by industry in Workforce Region 4 (which includes Benton, Lincoln, and Linn County) over the 1996–2006 period. Patterns of forecast employment growth were examined both within Region 4 and between Region 4 and Oregon. (see Table B-41) That analysis revealed several key points about expected employment growth in Region 4:

- The Services, Trade, Manufacturing, and Government sectors will lead employment growth.
- Employment growth in Machinery & Electronic Equipment will compose 68% of manufacturing growth.
- The only industry expected to lose employment is Lumber and Wood Products, which is expected to lose 240 employees over the ten year forecast period.
- Total employment is expected to grow by 20.5%, slightly slower than the 21.0% rate forecast for Oregon. Sectors and industries that are forecast to grow faster in Workforce Region 4 than in Oregon include Construction & Mining, Finance, Insurance, and Real Estate (FIRE), Food Products, and Primary Metals. Other sectors and industries in Region 4 are expected to grow at rates slightly higher or lower than the statewide rate.
- Employment growth is expected to compose 6.3% of employment growth statewide. Sectors and industries with a much larger share of statewide employment growth include Primary Metals (27.0%), Food Products (22.5%), Machinery & Electronic Equipment (11.4%), and Government (8.3%). Other sectors and industries are expected to grow at rates close to the Region 4 average.

Table B-6: Employment Growth by Industry in Workforce Region 4 (Benton, Lincoln, and Linn Counties), 1996–2006

	1996	2006	1996-2006	
			Change	% Change
Total Nonfarm Payroll Employment	95,200	114,700	19,500	20.5%
Construction & Mining	4,000	5,070	1,070	26.8%
Manufacturing	21,250	24,270	3,020	14.2%
Durable Goods	16,610	19,250	2,640	15.9%
Lumber & Wood	5,140	4,900	(240)	-4.7%
Primary Metals	2,300	2,570	270	11.7%
Machinery & Electronic Equipment	7,060	9,110	2,050	29.0%
Other Durable Goods	2,110	2,670	560	26.5%
Nondurable Goods	4,640	5,020	380	8.2%
Food Products	1,470	1,560	90	6.1%
Paper & Allied Products	1,830	1,880	50	2.7%
Other Nondurable Goods	1,340	1,580	240	17.9%
Trans., Comm. & Utilities	3,170	3,580	410	12.9%
Trade	19,820	24,030	4,210	21.2%
Finance, Ins., & Real Estate	3,540	4,290	750	21.2%
Services	20,770	28,410	7,640	36.8%
Government	22,650	25,050	2,400	10.6%

The Oregon Department of Employment forecasts Lumber and Wood Products employment to decline by 3,300 in Oregon and by 240 in Workforce Region 4. The Bureau of Economic Analysis forecasts a decline of 7,400 jobs in this industry in the 1993–2015 period.

Oregon's lumber manufacturers have discarded older mills, turned to mechanization, and lowered wages to reduce production costs. The result has been a 40% reduction in the number of workers required for a given level of production (from 1979 to 1987). Despite near-record timber harvest levels and surging production from 1986 to 1988, employment in lumber and wood products in 1988 still lagged behind 1979 levels. Reduced supplies and higher raw timber prices prompted another round of mill closures throughout the state starting in 1988.

A listing of closures/cutbacks affecting Lumber & Wood Products facilities since July 1, 1988 shows that 15 closure/cutbacks have resulted in 1,376 lost jobs in Linn County and 5 closure/cutbacks have resulted in 308 lost jobs in Benton County. Most of the closure/cutbacks in Benton County occurred in 1998. This is evidenced in the recent closures and pending sale of the Tree Source properties in Philomath.

Table B-8: Buildable Land by Community in Benton County (acres)

	Commercial/ Office	Industrial	Public
Corvallis	605.3	1,182.3	94.3
Monroe	7.8	24.0	
Philomath	15.8	368.2	6.5
Total	628.9	1,574.5	100.0

Summary of comparative advantages in Benton and Linn Counties

The existing pattern of development in Benton and Linn Counties reflects the influence of locational factors and comparative advantages in the two-county region, and this pattern is unlikely to change in the future. Albany and Corvallis were originally located for access to water transportation on the Willamette. As these communities grew around water-borne commerce, subsequent investments in railroad and roadway infrastructure reinforced the status of Albany and Corvallis as the population centers of the two-county region. Businesses and government agencies decided to locate in these communities for their access to the transportation network, laborers, and customers. This economic momentum will carry on in the future, so that Albany and Corvallis will capture most of the employment growth and remain the centers of economic activity in Benton and Linn Counties.

Several key locational factors may attract businesses to Benton and Linn Counties and will affect the location of new or expanding businesses within the counties. Table B-9 summarizes these key locational factors, their advantage for Benton and Linn Counties, and how they may affect the location of economic development within the two-county region.

Table B-9: Summary of Comparative Advantages in Benton and Linn Counties

Locational Factor	Advantage for Benton and Linn Counties	Affect Within Benton and Linn Counties
Transportation and Access to Markets	Centrally located to West Coast (Seattle–L.A.) and Willamette Valley (Portland–Eugene) markets, with access provided by I-5, Hwy 99 and railroads.	Favors Albany/Millersburg, Corvallis, and communities near I-5. Hwy 34 improvements may be catalyst for growth in Lebanon. Transportation access may be economic development issue for other communities.
Supply of Raw Materials	The supply of Timber, Fruits, Vegetables, Grass	While rural communities are generally closest to the supply of

	Seed, and other agricultural products has made Benton and Linn Counties a center of Lumber and Paper Manufacturing, Food Processing, and Agriculture.	timber and agricultural products, the economics of Lumber and Food Processing favors locations with access to transportation networks and a large labor market.
Labor Market Conditions	Availability of labor in Linn County may attract employers to region.	Unemployment is highest in Linn County and in rural communities, but employers are likely to locate in larger & centrally located communities and draw workers from high unemployment areas.
Existing Economic Activity (Economies of Agglomeration)	Center for activities that may attract similar or related firms: High-Tech, Primary Metals, Lumber, Research & Engineering, Secondary Wood Products (Furniture, Cabinets, Manufactured Housing), Recreational Vehicles, and Industrial Machinery related to these industries and Agriculture.	For some industries this primarily favors communities where they are already located: Albany/Millersburg (Primary Metals and heavy industry), Corvallis (High-Tech, Research, & Engineering). The economic character of Benton and Linn Counties help makes all communities an attractive location for manufacturing and distribution firms.
Public Policy	Policies in every community are generally supportive of economic development while seeking to reduce adverse financial and environmental impacts.	Millersburg has adopted the most explicitly pro-industry policies. Community attitudes favor moderate growth in “clean” industries and discourage the use of locally-funded financial incentives.
Buildable Land	Benton and Linn Counties appear to have an abundance of buildable land for employment growth.	In general, larger communities have more buildable land. Industrial land may need to be designated for other uses in some communities. Low inventory may constrain development opportunities in Monroe.
Water & Sewer Service	Central issue is infrastructure and not constraints on supply of water or ability to treat	Monroe, Philomath, and Tangent reported potential water and sewer constraints.

	sewage.	
Quality of Life	Benton and Linn Counties offer small town and rural character and their location near the coast and mountain ranges offer a wide range of recreational opportunities.	Generally favors all communities but varies depending on individual tastes. Corvallis offers educational and cultural amenities. High-amenity locations may attract entrepreneurs and small firms escaping larger metropolitan areas.

Source: ECONorthwest.

RECOMMENDED ACTIONS:

The analysis conducted by ECONorthwest provides a basis for policy analysis at both the local and regional levels. It also requires consideration of existing local policies and amendments as deemed necessary. The “Economy” portion of the Philomath Comprehensive Plan contains numerous assumptions and policies that were founded on data and attitudes in place over a decade ago.

Countywide employment is expected to increase by a total of 7563 jobs over the next twenty years. This includes approximately 760 commercial jobs, 2951 office jobs, 1405 industrial jobs, and 2556 public jobs. For the City of Philomath this translates to approximately 359 new jobs to be accommodated within the City. This breakdown is anticipated to include: 48 commercial jobs, 53 office jobs, 167 industrial jobs, and 91 public jobs.

The land use inventories developed above indicate that City has adequate land supply to meet the demands for industrial development. However, there is justifiable concern that the commercial inventories are inadequate to meet the anticipated demand for commercial lands. The existing inventories document that all of the commercial sites are severely constrained by size and ownership and reflect smaller parcels of less than ½ acre and multiple ownership. Only one parcel exceeds two acres of developable land and all commercial lands are located along the Highway 20/34 corridor. The economic well being of the community dictates that additional lands be added to the commercial inventory and that locations outside the highway corridor be evaluated to meet local needs.

As a result of this new information, new industries, transportation, housing issues, and global economy modification to the existing Philomath Comprehensive Plan are appropriate. The evidence is clear that Philomath should become more aggressive in promoting job creation to meet the theoretical job/housing imbalance.

However, as pointed out in the RA Philomath has reasonably sound policies already in place and only minor modifications to current policies are required.

The following policies identify guidelines for City and County economic development efforts:

1. The retention and possible expansion of lumber and wood product employment within the Philomath area shall be encouraged by providing for an adequate supply of appropriately zoned land with necessary public facilities and services to meet the needs of current and potential new lumber manufacturers and associated businesses.
2. Economic diversification shall be encouraged by promoting suitable serviced sites for development by non-timber dependent industries and secondary wood product manufacturing industries.
3. Benton County and the City of Philomath shall cooperate with Economic Development Partnership, utility companies and other federal, state and regional agencies in coordination resources and activities toward promoting economic development and attaining economic development objectives.
4. Compatibility between future land uses surrounding designated industrial areas and existing and future industrial uses shall be attained through the use of setbacks, vegetative screening requirements and tiered zoning techniques which would isolate low density residential uses from heavy industrial uses.
5. The review of applications for industrial development shall be coordinated with the Department of Environmental Quality in order to assure compliance with DEQ environmental protection standards.
6. Public facility improvement projects shall be programmed for development in areas targeted and needed for industrial and commercial development.
7. Commercial and industrial development shall be encouraged as a means of expanding the tax base.
8. Appropriate incentives, including assistance with off-site development costs and discounts or deferral of development fees, may be offered to industrial development projects that create new jobs within the area.
(Amended by Ord. #720 on 9/22/03.)
9. The 237 acre industrial site north of the Southern Pacific Railroad, south of West Hills Road, and east of 19th Street, shall be reserved in large tracts for future industrial development projects which require the attributes of a large site.

10. Areas designated for industrial development are also appropriate for low-intensity commercial uses, offices, warehousing, and other similar non-manufacturing uses.
11. The orderly development of frontage along Highway 20/34 between 19th Street and the eastern urban growth boundary, particularly on the north side of the road, shall be provided for by limiting and consolidating accesses onto the highway, providing for adequate urban facilities, promoting the acquisition or retention of open space at the old Willamette Mill site, providing for internal traffic circulation, controlling freestanding signs, and requiring landscaping.
12. The City of Philomath shall promote the viability of the downtown area by providing for the development of off-street parking to offset the loss of on-street parking caused by the restriping of Main Street.
13. The City of Philomath shall support the efforts of the County Historical Society to improve the grounds of the historic Philomath College building in order to enhance the property as a focal point of the downtown area.
14. The City of Philomath shall support the efforts of the Philomath “200” project to acquire and develop riverfront property in an effort to link the downtown area with the Mary’s River.
15. Traffic congestion on Main Street is reaching undesirable levels. The City favors the development of a one-way couplet utilizing college, Main, and Applegate Streets as the preferred alternative over a bypass or a single Main Street as alternative for alleviating traffic problems. *(Amended by Ord. 615, June, 14, 1993)*
 - (a) The City shall support improvements to Highway system that addresses and results in improving the City’s locational disadvantages relating to transportation and access to markets from U.S. Highway 101 and Interstate 5. *(15a Added by Ord. #720 on 9/22/03.)*
16. The City of Philomath shall support the continued viability of the Main Street core area as the community’s shopping area by retaining appropriate public uses including the post office, city hall, and library within the core area.
17. The City shall require any new commercial development to provide sufficient off-street parking and improvements (or a covenant consenting to participate in the improvements) of adjoining substandard streets.
18. The City shall limit commercial development of properties along College Street between 12th and 19th Streets prior to the programming and

construction of couplet road improvements in order to preserve the residential character of the area, minimize the damage to and maintenance requirements for the existing roadway, and enhance the utility of existing commercial properties along Main Street.

19. The City shall apply commercial zoning designation to areas not designated commercial only when an applicant provides an adequate market analysis which demonstrates that the convenience shopping and service establishments are needed and cannot be located in other areas zoned for commercial use.
20. The City shall encourage the concentration of commercial uses within and adjoining the developed commercial areas of the City In order to preserve the viability of commerce within the City.
21. In order to provide visual breaks along Main Street and minimize the character of the community as a commercial strip, the City shall provide for a variety of commercial development styles by requiring landscaped front yards in the newer shopping areas (Main Street between 14th to 19th Streets), permitting zero setback development in the historic downtown area (Main Street between 12th and 14th Streets) and requiring planned development of designated shopping centers.
22. The City should encourage the development and expansion of businesses which serve tourists who travel through and visit the community.
23. The City should encourage the design of proposed new commercial buildings and remodeling projects be compatible with other surrounding commercial structures.
24. The City and the County should support community events, festivals, and activities and exhibits at the County Museum which attract visitors to Philomath.
25. The City will amend the Comprehensive Plan map as part of its Periodic Review process to resolve deficiencies in its commercial inventories, to meet local needs, and diminish the reliance on automobiles. This includes adopting planning efforts associated with the North Philomath Plan to provide for commercial nodes outside the highway corridor and downtown commercial area and amending the comprehensive plan and zoning maps as appropriate. *(Added by Ord. #720 on 9/22/03.)*

III. HOUSING

Overview

In March 1998 the Oregon Cascade West Council of Governments (OCWCOG) applied for a grant from the Department of Land Conservation and Development (DLCD) to assist with the periodic review of local comprehensive land use plans with an emphasis on housing. The unique aspect of the grant proposal was its emphasis on a regional analysis (in contrast to a typical grant for periodic review to a specific city). Nine jurisdictions participated in that study: Albany, Corvallis, Harrisburg, Lebanon, Millersburg, Monroe, Sweet Home, Tangent, and Philomath. Other communities in Linn and Benton counties were not in periodic review when that study was initiated and did not participate in that study. The scope of work was later expanded with the participation and funding of the Oregon Economic Development Department and the Department of Housing and Community Service

That report addresses, among other things: (1) regional trends and forecasts in population, employment, and housing; (2) housing markets and housing needs data for each city and for the two county area; (3) the amount and characteristics of buildable land for each city and for the two county area; (4) factors affecting household and business location decisions; (5) the regional distribution of jobs and housing; and (6) housing policies and strategies that may assist jurisdictions in meeting housing needs over the next twenty years.

That report attempts to assemble facts about the economy and housing, and to make reasonable forecasts of housing conditions for 20 years. It does not recommend policy. Rather, it provides a base of information for a policy discussion among state agencies and local governments that is scheduled for the next phase of that project. The purpose of this document is to glean the applicable provisions from that Regional Analysis (RA) for consideration by the City of Philomath for modifications to its Comprehensive Plan.

Synopsis

Housing need cannot be considered in a vacuum with each community independent of the other. Instead the global perspective in the RA (Regional Analysis Study) provides a framework from which to develop local policies and implementing strategies from a more holistic perspective. Be that as it may, local policies must still be derived based on local situations. To get to the local issues and policy discussion more detailed information was required. This was utilizing the state developed housing templates, which combined several cohorts and assumptions to arrive at the detailed analysis of the what Philomath has in the way of housing stock and what it requires to meet future “needs”.

The Philomath Housing Needs Analysis identified several weaknesses, but it also identifies some strengths. In essence the City has a surplus of housing to meet

its needs in the year 2020 for low-to-moderate and high-end rental housing and moderate priced owner occupied units. There will be a need, however, for very low and rental units, as well as moderate priced units. The owner occupied generally demonstrates a need for low-to-moderate priced homes, but is also demonstrates a need for higher end homes. The needs templates generally reflect the needs and demands for housing will parallel general market forces for housing across the spectrum of ownership and price.

What objectives do housing policies typically try to achieve?

The *Practice of State and Local Planning* classifies goals that most government housing programs address four categories:

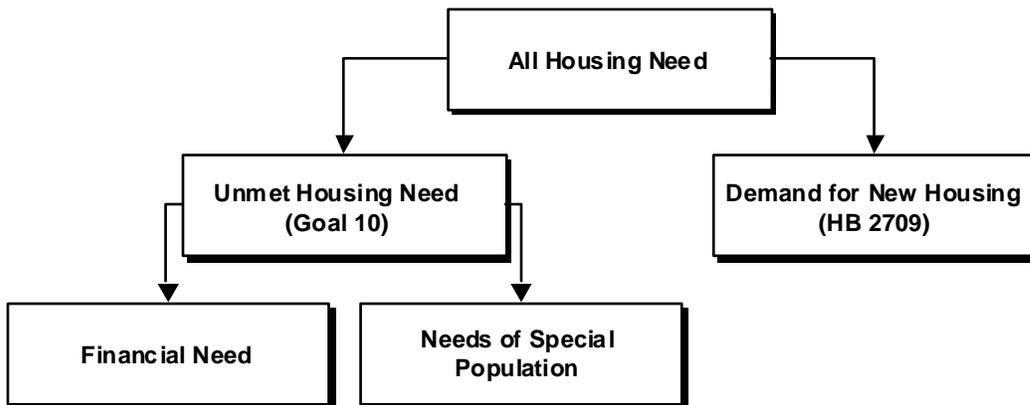
- *Community life.* From a community perspective, housing policy is intended to provide and maintain safe, sanitary, and satisfactory housing with efficiently and economically organized community facilities to service it. In other words, housing should be coordinated with other community and public services. Although local policies do not always articulate this, they are implicit in most local government operations. Comprehensive plans, zoning, subdivision ordinances, building codes, and capital improvement programs are techniques most cities use to manage housing and its development. Local public facilities such as schools, fire and police stations, parks, and roads are usually designed and coordinated to meet housing needs.
- *Social and equity concerns.* The key objective of social goals is to reduce or eliminate housing inadequacies affecting the poor, those unable to find suitable housing, and those discriminated against. In other words, communities have an obligation to provide safe, satisfactory housing opportunities to all households, at costs they can afford, without regard to income, race, religion, national origin, family structure, or disability.
- *Design and environmental quality.* The location and design of housing affect the natural environment, residents' quality of life, and the nature of community life. The objectives of policies that address design and environmental quality include neighborhood and housing designs that meet: household needs, maintain quality of life, provide efficient use of land and resources, reduce environmental impacts, and allow for the establishment of social and civic life and institutions. Most communities address these issues through local building codes, comprehensive land use plans, and development codes.
- *Stability of production.* Housing is a factor in every community's economy. The cyclical nature of housing markets, however, creates uncertainties for investment, labor, and builders. The International City Manager's Association suggests that local government policies should address this issue—most do not. Moreover, external factors (e.g. interest rates, cost of

building materials, etc.) that bear upon local housing markets tend to undermine the effectiveness of such policies.

Demand versus need

The language of Goal 10 and ORS 197.296 usually refers to housing need: it requires communities to provide needed housing types for households at all income levels. Goal 10's broad definition of need covers all households: from those with no home to those with second homes. Many people would not consider those in the latter category as having a housing need or that their housing should be a big concern of public policy. Figure 4-2 shows our way of distinguishing between housing needs that are unmet, those that are met via market transactions, and statewide housing policy.

Figure 4-2. Relationship Between Housing Need, Housing Demand, and Statewide Land Use Policy



In developing such an estimate, however, it is necessary to make a distinction between housing that people might need (housing needs) and what the market will produce (housing market demand).

Most housing market analyses and housing elements of comprehensive plans in Oregon make forecasts of new demand (what housing units will get built in response to market forces). Work by housing authorities is more likely to talk about housing need for special classes, especially low-income. It is the role of cities under Goal 10 to adopt and implement policies that will encourage provision of housing units that meet the needs of all residents.

It is unlikely that housing markets in any metropolitan area in the US provide housing to meet the needs of every household. Even many upper-income households probably believe they "need" (want) more housing than their wealth and income allows them to afford. Goal 10 does not require communities address the housing "want" of residents.

More important, however, are more basic housing needs. At the extreme there is homelessness: some people do not have any shelter at all. Close behind follows substandard housing (with health and safety problems), space problems (the structure is adequate but overcrowded), and economic and social problems (the structure is adequate in quality and size, but a household has to devote so much of its income to housing payments that other aspects of its quality of life suffer). Moreover, while some new housing is government-assisted housing, public agencies do not have the financial resources to meet but a small fraction of that need. New housing does not, and is not likely to fully address all these needs because housing developers, like any other business, typically try to maximize their profits.

In fact, many of those needs are much more likely to be satisfied by existing housing: the older, used stock of structures that is usually less expensive per square foot than new housing. Thus, forecasting the type of new units that might be built in a region (by type, size, price) is unlikely to bear any relationship to the type of housing to which most people with acute housing needs will turn to solve their housing problems.

Viewed in the light of those definitions, the requirements of Goal 10 need clarification. Goal 10 mandates that communities plan for housing that meets the needs of households at all income levels. Thus, Goal 10 implies that everyone has a housing need. As we have noted, however, it is hard to justify spending public resources on the needs of high-income households: they have the income to purchase (demand) adequate housing services in the housing market. The housing they can afford may not be everything they want, but most policymakers would agree that the difference does not classify as the same kind of need that burdens very-low-income households.

This study is not the place to resolve debates about definitions of housing need and the purposes of Goal 10. Here is how we handle the distinction between demand and need in the rest of this study:

- Our base forecast is for demand for new housing: what kind of housing of what type is likely to get built in the region over the next 20 years.
- Our analysis of need addresses the Goal 10 requirements regarding financial need and to those whose circumstances suggest that they will have special problems in finding adequate and affordable housing services. That analysis occurs after and largely independent of the forecast of new housing that is likely to be built to supply effective demand.

Assumptions

Any forecast is based on a set of assumptions. For this study, the baseline-housing forecast assumes:

- The county coordinated population forecasts will be a reasonable approximation of the distribution of population in 2020. The baseline projection uses the county coordinated forecasts for the housing need calculations.
- Persons in group-quarters will increase by 2% in the region between 1998 and 2020.
- Household size will decrease slightly in most jurisdictions.
- Vacancy rates will be cyclical, but will average 3%-5% between 1998 and 2020.

Regional housing analysis

According to the Linn and Benton County coordinated population forecasts, population in the two counties is expected to increase by more than 50,000 people between 1998 and 2020. This translates into need for more than 21,500 new dwelling units in the two counties or about 940 new units per year. Based on the county coordinated population forecasts, about two-thirds of new housing will occur in Linn County.

Several demographic trends will impact the type of housing needed in the region over the next 20 years:

- About 70% of population increase will come from net migration;
- Household size is expected to continue declining, but at a slower rate;
- The region will add more than 5,000 residents age 65 and over between 1995 and 2020;
- Baby boomers in their 50s are about to reach the “empty nest” stage; these households have different housing needs than families; and
- The rate of formation of single-parent households is slowing, as is the rate of formation of households of married couple families with children.

Despite the projected increase in population, comparison of land needed for housing with land supplies reveals that all eight participating jurisdictions, including Philomath, have a surplus of buildable residential land within their UGBs. For example, applying the methods and standards now typical for land-use planning in Oregon, these jurisdictions have a supply of buildable land equal to or greater than the estimated 20-year demand for consumption of that land within their UGB.

Housing affordability is a key issue in the region. Housing costs grew at rates nearly double incomes in the region between 1990 and 1997. More than 8,000 new households created in the region between 1998 and 2020 will be considered “low-income” based on HUD Section 8 program income guidelines.

The primary question for this section is: Given the estimated number of households (population) and businesses (employment) that are forecast to come to the two counties in the next 20 years, what locations will they choose within the two counties? Table 5-1 gives the baseline answer to that question. At the regional level, housing is expected to increase slightly faster than employment.

Table 5-1. Population, Employment, and Dwelling Units, Benton County, 1997 and 2020 Baseline Forecast

Area	Population			Employment			Dwelling Units		
	1997	2020	Change 1997-2020	1997	2020	Change 1997-2020	1997	2020	Change 1997-2020
Benton Co.	76,700	94,045	17,345	36,201	43,764	7,563	30,979	38,434	7,455
N. Albany ^a	4,540	6,250	1,710	na	na	Na	1,991	2,741	750
Corvallis	51,145	61,029	9,884	33,235	40,323	7,088	20,287	24,720	4,433
Monroe	530	913	383	504	589	85	218	390	172
Philomath	3,380	4,844	1,464	2,313	2,672	359	1,292	1,921	629
Benton Co.	17,105	21,009	3,904	149	180	31	7,191	8,662	1,471

Table 5-2 converts the absolute numbers from Table 5-1 into percentages to show how the relative share of population, employment, and housing changes among jurisdictions in the region between now and 2020.

Table 5-2. Distribution of Population, Employment, and Dwelling Units by Area, 1997 and 2020 Baseline Forecast (% of Regional Total)

Table 5-2. Distribution of Population, Employment, and Dwelling Units by Area, 1997 and 2020 Baseline Forecast (% of Regional Total)

Area	Population			Employment ^a			Dwelling Units		
	1997	2020	Differ.	1997	2020	Differ.	1997	2020	Differ.
Benton Co.	43.2%	41.3%	-1.9%	46.%	44.%	-1.3%	41.8%	40.2%	-1.6%
N. Albany ^b	2.6%	2.7%	0.2%	Na	na	Na	2.7%	2.9%	0.2%
Corvallis	28.8%	26.8%	-2.0%	42.3%	41.3%	-1.0%	27.4%	25.8%	-1.5%
Monroe	0.3%	0.4%	0.1%	0.6%	0.6%	0.0%	0.3%	0.4%	0.1%
Philomath	1.9%	2.1%	0.2%	2.9%	2.7%	-0.2%	1.7%	2.0%	0.3%
Benton Co.	9.6%	9.2%	-0.4%	0.2%	0.2%	0.0%	9.7%	9.1%	-0.6%
Linn Co.	56.8%	58.7%	1.9%	53.9%	55.2%	1.3%	58.2%	59.8%	1.6%
Albany ^b	18.8%	20.6%	1.9%	na	na	na	19.5%	21.2%	1.7%
Harrisburg	1.3%	1.7%	0.4%	2.0%	1.9%	-0.1%	1.3%	1.6%	0.4%
Lebanon	6.9%	7.9%	1.0%	8.2%	8.5%	0.3%	6.9%	8.0%	1.1%
Millersburg ^b	0.4%	0.5%	0.1%	na	na	na	0.4%	0.5%	0.1%
Albany/ Millersburg ^{bc}	na	na	na	33.8%	34.9%	1.1%	20.0%	21.8%	1.8%
Sweet Home	4.3%	4.2%	-0.1%	3.2%	3.2%	0.0%	4.4%	4.3%	-0.1%
Tangent	0.5%	0.7%	0.2%	1.5%	1.5%	0.0%	0.5%	0.6%	0.1%
Linn County	24.6%	23.0%	-1.6%	5.3%	5.2%	-0.1%	25.2%	23.5%	-1.7%
Region Tot.	100%	100%	0.0%	100%	100%	0.0%	100%	100%	-1.6%

Source: Linn and Benton Counties (population forecasts), BEA ES-202 data (1997 Employment), ECONorthwest (2020 employment, dwelling unit estimates).

^a Employment is based on zip code regions; the base assumption is that all employment added between 1998 and 2020 will occur within Urban Growth Boundaries.

^b Albany Note: The Albany population and housing data are separated into the Linn County and Benton County components. The employment data from the 97321 zip code include North Albany and Millersburg as well as Albany.

^c Albany/Millersburg is the sum of the Albany and Millersburg.

Because typical forecasting methods assume that the future will look a lot like the present or recent trends (which is a reasonable base assumption, given the alternatives), it is not surprising that the changes in the relative percentages among jurisdictions are small. The main trends are that (1) Linn County is expected to grow at a slightly greater rate than Benton County (so its share of the regional totals for population, employment, and dwelling units grows slightly), and (2) and Albany leads the growth in the region.

Tables 5-1 and 5-2 are descriptive, not normative: in other words, they describe what distribution of growth is likely, but do not judge whether it is good or bad. When planners, policymakers, and citizens make judgments about the distribution, they often do so with reference to a *jobs/housing balance*.

Though the term "jobs-housing balance" implies that one would measure a relationship between housing units and number of jobs, it is more commonly measured as a ratio between the number of jobs in an area and the number of employed residents, the assumption being that a working resident needs (or at least, should have the opportunity to acquire) a job in the jurisdiction in which he or she lives. A ratio of 1.0 implies some theoretical balance in the sense that there is a job for every working resident, or, alternatively, that there is a residence for every worker. A ratio greater than 1.0 implies a net in-commute (more jobs than resident workers); less than 1.0 implies a net out-commute.

The basic idea of a jobs/housing balance is intuitively reasonable. It is relatively easy to get agreement that in a major metropolitan area it is desirable to have enough housing units for all the people that want to live there. Since most of the households living in a metropolitan area have at least one household member working to provide income for the housing, it is also easy to posit a relationship between jobs and housing: there must be enough houses for all the workers filling the jobs.

The RA provides several indicators of the relationship between jobs and housing: population/employment ratios, population/housing ratios, and employment/housing ratios. Factors that affect the jobs-housing balance are:

- *Housing factors* include housing stock; limitations on residential growth; new construction; projected buildout; vacancy status; overcrowding; overpayment for housing; special needs groups; median house price; and total units sold.
- *Employment and economic factors* include total jobs; total workers living and working in planning areas; total workers; civilian labor force; workers per household; place of work; workers by occupation; workers by industry; and household and family income.
- *Transportation factors* include origin/destination; travel time to work; means of transportation; and vehicle occupancy.

Table 5-4 shows the relationship between population, employment, and housing by zip code area in 1990. The table shows three relationships: population/employment, population/dwelling units, and employment/dwelling units. Several conclusions may be derived from the data:

- Several communities had large population/employment ratios in 1990. This fact implies those communities are either bedroom communities or have a large portion of the population that does not participate in the labor

pool (e.g., retirees). Philomath and other communities have population/employment ratios of 3.5 or higher.

Table 5-4. Population, Employment, and Housing Ratios by Benton County Zip Code Area, 1990

Zip Code(s)	City	Pop.	Emp.	Dwelling Units	Pop/ Emp	Pop/DU	Emp/ DU
Multiple	Corvallis	54,489	21,860	20,901	2.5	2.6	1.0
97456	Monroe	2,406	355	962	6.8	2.5	0.4
97370	Philomath	6,693	1,818	2,583	3.7	2.6	0.7
Multiple	County	7,223	3,395	2,578	2.1	2.8	1.3
	Total	70,811	27,428	27,024	2.6	2.6	1.0

- The ratio of population to dwelling units was relatively consistent across communities in 1990. This is not a surprising finding; people need housing to reside in a community. None of the participating communities can be considered a resort community (e.g., a community that has a large number of seasonal or recreational dwellings).
- Monroe and Philomath had jobs/housing ratios of under 1.0 indicating they have a net out-commute. A ratio over more than 1.0 indicates a net in-commute. Corvallis had jobs/housing ratios of near 1.0. If one takes a ratio of 1.0 as a hypothetical measure of balance, then Corvallis was balanced in 1990. This is despite preliminary assumptions that there was a job/housing imbalance for Corvallis. That conclusion has to be squared with the fact that Corvallis has one of the highest sales prices for housing in the Willamette Valley and that a substantial percentage of people who work in Corvallis commute from other cities in the region (for various reasons, including differentials in the price of housing).

Table 5-4 provided a historical baseline for 1990 from the U.S. Census. A key issue is how ratios changed between 1990 and 1997 in the participating jurisdictions. Table 5-5 shows change in population, employment, and housing units, and their corresponding ratios. The data show some notable differences from the 1990 data. The ratios are presented for comparative purposes and have limitations due to the coarseness of the data used to calculate them.

Table 5-5. Change in Population/Employment, Population/Dwelling Units, and Employment/Dwelling Unit Ratios, 1990-1997

Area	Population/Employment			Population/Dwelling Units			Employment/Dwelling Units		
	1990	1997	Change	1990	1997	Change	1990	1997	Change
Benton Co.	2.6	2.1	-18.5%	2.6	2.5	-5.5%	1.0	1.2	15.1%

Corvallis	2.5	1.7	-31.6%	2.6	2.5	-2.7%	1.0	1.5	42.1%
Monroe	6.8	5.9	-12.8%	2.5	2.5	1.7%	0.4	0.4	16.7%
Philomath	3.7	3.7	1.1%	2.6	2.6	2.2%	0.7	0.7	1.1%

Some insight into the issue can be gained by looking not just at the expected new amounts of population in 2020, but at the *change* between now and 2020 (Table 5-6).

Table 5-6. New Population, Employment, and Housing Ratios by Benton County Cities, 1998-2020

City	New Population, Employment and Housing, 1998-2020			Ratios for New Population, Employment and Housing, 1998-2020		
	Pop	Emp ^a	Dwellings	Pop./emp.	Pop/DU	Emp/DU
Benton County						
N. Albany	1,710	na	750	na	2.3	na
Corvallis	9,884	7,088	4,433	1.4	2.2	1.6
Monroe	383	85	172	4.5	2.2	0.5
Philomath	1,464	359	629	4.1	2.3	0.6
Rest of County	3,904	31	1,471	125.9	2.7	0.0
County Total	17,345	7,563	7,455	2.3	2.3	1.0

The data show that the population/employment ratio for growth in Benton County will be slightly lower than it was in 1990, implying faster job growth than in the past. This is in part due expected continuation of rapid employment growth in the 1990s. With a few key exceptions, the employment/dwelling unit ratios will follow 1990 trends. Corvallis is expected to have an employment/dwelling unit ratio of 1.6 over the long run, indicating that employment will increase at a rate faster than housing units.

One can use the data in Table 5-1 to describe the jobs/housing issue another way. The changes in population, employment, and housing between 1997 and 2020 can be presented not only as an absolute amount or a percentage change, but also as an average annual rate of growth (Table 5-7). One can then calculate a ratio of growth rates. For example if employment for a city is growing at an average annual rate of 2% per year, and dwelling units are forecast to grow an annual rate of 2.5% per year, than the job/housing ratio of growth rates is 0.8 (2.0% over 2.5%). The simple interpretation of that ratio is that jobs are not growing as fast as housing.

Table 5-7: Growth Rates and Job-to-Housing Ratios

Area	Population		Employment		Dwelling Units		Ratios of Growth Rates	
	Change 1997-2020	Avg. Annual Growth Rate	Change 1997-2020	Avg. Annual Growth Rate	Change 1997-2020	Avg. Annual Growth Rate	Jobs to Population	Jobs to Dwelling Units
Benton Co.	17,345	0.9%	7,563	0.9%	7,455	1.0%	0.93	0.87
N. Albany	1,710	1.5%	na	na	750	1.5%	na	na
Corvallis	9,884	0.8%	7,088	0.9%	4,433	0.9%	1.09	0.96
Monroe	383	2.5%	85	0.7%	172	2.7%	0.28	0.27
Philomath	1,464	1.6%	359	0.7%	629	1.8%	0.40	0.36
County	3,904	0.9%	31	0.9%	1,471	0.8%	0.92	1.02

By themselves, the ratios are hard to interpret. But when combined with the existing job-housing ratios, they are more useful. If, for example, one believes that the existing ratio is too heavily tilted to jobs, then the growth rate ratio immediately shows whether that situation is going to get worse or better. Table 5-7 shows that only Corvallis has a growth rate ratio approximately equal to 1.0: in other words, if the forecasts are correct, their jobs-housing ratio will be about what it is right now. Almost every jurisdiction has a ratio less than 1.0: they will have more growth in dwelling units than jobs.

As elsewhere, one must interpret these numbers with caution. Our biggest concerns are that the employment and housing forecasts are done independently, and that the sub-area allocations of these forecasts is speculative and could lead to extreme values in the ratios. The second problem, however, does not exist at the aggregated regional level, where the ratio is 0.86—thus, the general picture for the region is one of more growth in housing units than jobs. That is good if one believes the current job-housing ratio to be too low; bad if one believes it to be too high.

Land supply

One of the key objectives of the regional analysis was to develop estimates of buildable lands and land demand for each of the participating jurisdictions. The land demand estimates are from the employment and housing land demand simulators described in Appendix E.

Table 5-10 shows a comparison of land demand and land supply by category and jurisdiction. The results show that all of the participating jurisdictions have a sufficient supply of buildable land to meet demand for the next 20-years within their UGBs (given the methods and assumptions that have become standard for these types of calculations in Oregon). The results also show that some

communities have deficits of land for public employment; many of these communities do not have a public lands zone. These communities accommodate public uses in residential zones. The data, however, do not address the issue of short-term supply or serviceability of lands, or the supply of land within city limits.

Table 5-10. Comparison of Buildable Land Supply and Demand (in acres), Baseline Projections, Benton County, 1998-2020¹

Location	Residential	Comm /Office	Industrial	Public	Total
Corvallis					
Land Need	763.5	296.0	152.0	657.0	1,868.5
Land Supply	4,573.0	605.3	1,182.3	94.3	6,454.9
Surplus (deficit)	3,809.5	309.3	1,030.3	(562.7)	4,586.4
Monroe					
Land Need	46.8	0.8	4.7	2.1	54.5
Land Supply	189.3	7.8	24.0	-	221.1
Surplus (deficit)	142.5	7.0	19.3	(2.1)	166.6
Philomath					
Land Need	115.9	5.4	18.2	5.7	145.2
Land Supply	788.2	15.8	368.2	6.5	1,178.7
Surplus (deficit)	672.3	10.4	350.0	0.8	1,033.5

Housing Affordability

Goal 10 requires communities to provide needed housing types for residents of all income levels. Chapter 4 and Appendix C of the RA provide a detailed review of housing in the participating communities. One of the key conclusions of that review was that housing is becoming less affordable in the region. Housing affordability, however, has not decreased equally among all of the communities: housing in Linn County has remained more affordable than housing in Benton County.

Table 5-11 shows change in average sales price of single-family residences and average household income between 1991 and 1998 in Linn and Benton County communities. The results underscore the rapid increase in housing value compared to household incomes.

Table 5-11. Change in Average Sales Price and Average Household Income Between 1991 and 1998

Area	Sales of Single Family Housing Units			Average Household Income		
	1991	1998	Change 1991-1998	1991	1998	Change 1991-1998
Benton County	\$79,862	\$153,405	92%	\$36,210	\$52,952	46%
North Albany	\$86,858	\$169,278	95%	n/a	n/a	-
Corvallis	\$82,611	\$153,442	86%	\$31,852	\$45,904	44%
Monroe	\$36,847	\$95,416	159%	\$28,469	\$41,684	46%
Philomath	\$52,200	\$130,699	150%	\$32,121	\$45,546	42%
Rest of Benton County	\$49,298	\$139,258	182%	n/a	n/a	-
Linn County	\$56,975	\$110,513	94%	\$30,952	\$41,336	34%
Albany	\$64,438	\$116,875	81%	\$29,420	\$38,797	32%
Harrisburg	\$53,527	\$96,192	80%	\$28,643	\$38,042	33%
Lebanon	\$52,174	\$109,351	110%	\$24,676	\$32,185	30%
Millersburg	\$43,800	\$63,657	45%	\$37,310	\$48,161	29%
Sweet Home	\$41,992	\$94,226	124%	\$26,937	\$37,990	41%
Tangent	\$98,480	\$117,000	19%	\$30,345	\$41,138	36%
Rest of Linn County	\$56,929	\$104,581	84%	n/a	n/a	-

Source: Linn and Benton County Assessors (housing sales data), Claritas, Inc. (income data), calculations by ECONorthwest, 1999.

Note: Table 5-10 shows average values for sales of single family residences and household income. Median values are generally used for housing sales and income because a few high values tend to increase the overall average. Median values, however, were unavailable. The average values shown in Table 5-10 are probably somewhat higher than the medians.

Average household income for Albany includes North Albany.

Framework for conducting a housing needs analysis

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, and recreation), amenity (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. Both economic forces and government policy influence what they can get for their money. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, it is no less true for being trite: housing choices of individual households are influenced in complex ways by dozens of factors; and the housing market in

Linn and Benton Counties is the artifact of the individual decisions of thousands of households. These points should underscore the complexity of projecting what types of housing will be built between 1998 and 2020.

The complexity of a housing market is a reality, but it does not obviate the need for some type of forecast of future housing demand, and its implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

Needs Analysis

The purpose of this report however, remains to develop a “needs analysis” for housing within the City of Philomath over the 20 year planning period. The State of Oregon has provided models for local jurisdictions to utilize in determining “need”, which takes into consideration anticipated demands and current inventories. These housing models are attached as Appendix A, Pages 1-10.

In summary, the needs models reflect:

- The City’s population will grow to approximately 4844 persons, demanding 412 new dwelling units by the year 2020.
- That Philomath has a surplus of rental units in relationship to demand, though lower and moderate will be in demand
- Philomath has a surplus of owner occupied units in the \$75,000 to \$12,000 range. This results in a conclusion that the City should do what it can to enhance home ownership in both the lower and upper cost brackets. .

THE REGIONAL ASPECT:

This RA does not end with recommendations about policy: such recommendations. It concludes, rather, with recommendations about process: what steps should jurisdictions in the Linn-Benton region take to discuss and agree on policies to address (if necessary) the issues raised in this report?

There is nothing new in the steps we recommend. They are typical of most long-run regional planning processes with which we are familiar.

1. Reach regional agreement that there are regional problems worth addressing collectively

This chapter discusses issues relating to the economy and housing that are of potential regional concern, in the sense that independent local solutions might be unlikely to address the issues effectively. It also notes that how forecasted employment and housing get distributed in Linn and Benton Counties will affect not just the economy and housing, but all aspects of quality of life. It falls to local policymakers to decide whether these issues are significant enough to merit coordinated regional, rather than independent local, action.

2. Decide on the level of coordination required to address the problems satisfactorily

If step 1 leads to the conclusion that collective action is merited, a next step is to make decisions about the forms of collective action that will be investigated. These could encompass a range of options including:

- informal communication among staff and policymakers regarding the problems and intended local actions;
- formal communications through new committees and ad hoc decision-making bodies;
- formal agreements on collective action, including simultaneous adoption of regional policies or the creation of new regional institutions.

Questions about coordination include who should be involved (what jurisdictions and agencies), and the appropriate level of integration across disciplines, issues, and agencies.

Though decisions about the level and institutional form of regional coordination are logically discussed in this second step, our experience with regional policy compels us to note that policy rarely follows textbook logic. It is likely, for example, that many policymakers will not want to make decisions on coordination mechanisms until late in the process when the benefits and costs of policies have been evaluated. If, for example, no policy on a particular topic seems to have benefits greater than cost, then there would have been little point in determining acceptable institutional arrangements for policies that will never be adopted. Similarly, one of the costs of a policy is the procedural cost of monitoring, enforcement, implementation, and coordination. It may not make sense to choose a specific coordination technique before evaluating those costs (Task 4, following).

Thus, the task here is probably preliminary. Local governments meet to see what institutional arrangements might be mutually acceptable and to either set boundaries on or clear obstacles for such future arrangement.

3. Set clear and achievable milestones and performance standards

If local jurisdictions collectively agree that there is a need for better regional solutions to some subset of economic and housing problems, then they should be able to specify what aspect of those problems they want solved and on what schedule.

4. Evaluate the benefits and costs of the policies

There are always many ways to address problems of public policy: the range of possible solutions is broad. Choosing among the possible options entails some type of evaluation of the absolute and relative benefits and costs of the policy options.

5. Adopt policies

If there is agreement among jurisdictions that some regional problems of economics and housing are so bad that some type of regional solution is likely to be cost effective (i.e., have more benefits than costs), then new policy will have to be adopted and implemented. Such policies could be regulations, incentives, fees, investment plans, or organizational structures.

However, in the interim there are local policies that can be implemented or modified to address known issues within the City based on the data presented in the RA. There are basic conclusions that the City can accept, such as the City has an adequate supply of buildable land to meet all housing needs. As such it is suggested the following be incorporated into the existing Housing policies:

CONCLUSIONS AND POLICIES:

Based on the data within the Regional Analysis there are several conclusions that can be developed.

1. The City of Philomath has an adequate inventory of all categories of residential land to meet the housing demand through the year 20202.
2. Regional actions will have an impact on the economy and housing of the City of Philomath.
3. Housing costs have risen dramatically higher in relation to incomes over the past decade creating an issue with affordable housing.
4. The City will require approximately 629 new dwelling units over the next twenty years to accommodate the anticipated demand

Housing Policies

1. The City of Philomath shall include an adequate supply for buildable residential land within the Urban Growth Boundary in order to accommodate the anticipated housing needs of the planning period.
2. Residential land shall be designated for either low, medium or high density housing on the plan map.
3. Housing trends within the city and Urban Growth Boundary shall be monitored and evaluated in order to modify policy when necessary.
4. The City of Philomath shall continue to utilize the Uniform Building Code in order to provide health and safety standards for new housing units.
5. The City of Philomath shall encourage the development of low cost housing in order to meet the housing needs of elderly, low-income, and handicapped persons.
6. Either annexation or delayed annexation must occur in order for City zoning to apply to residential lands currently in the urban fringe.
7. The City of Philomath will continue to participate and seek cost effective means to address its housing program on a regional basis. *(Amended by Ord. #720 on 9/22/03.)*
8. The City of Philomath will continue to evaluate various mechanisms to stabilize or reduce the cost of housing, particularly in relation to income levels. *(Added by Ord. #720 on 9/22/03.)*
9. The City will encourage the utilization through incentives for mixed-use zoning to allow people to reside in closer proximity to employment opportunities. *(Added by Ord. #720 on 9/22/03.)*

IV. URBANIZATION

The Urbanization element includes Residential Lands Needs analysis and the discussion of Goal 14 requirements, which are included in the Data Base; the Urban Growth Management Agreement, which has been adopted by the City and Benton County; and the policies, which provide a framework for these components in the Comprehensive Plan.

The Residential Lands Needs analysis includes both an inventory of all vacant buildable lands within the City and Urban Growth Boundary, and a calculation of the amount of land needed to accommodate the projected population during the planning period. The conclusion of this analysis is that 547 acres of residential land are provided to meet a calculated need of 497 acres.

The Urban Growth Management Agreement provides the City review of County actions and County review of City actions pertaining to the Urban fringe. Notification requirements, types of actions, and other provisions are described in the Agreement.

Urbanization Policies

1. The City of Philomath shall evaluate its need for urbanizable land during each land update, and amend the Urban Growth Boundary if necessary, in order to maintain an adequate supply for land for future growth.
2. Land allocations for various uses designated on the Comprehensive Plan map shall be based on anticipated needs for development.
3. The City of Philomath shall rely upon the Residential Lands Needs analysis and the discussion of the Goal 14 requirements, both of which are included in the Philomath Data Base, as the justification for the size and location of the Urban Growth Boundary.
4. The City of Philomath shall cooperate with Benton County in the management of lands within the Urban Growth Boundary and outside the City limits, as specified in the Urban Fringe Management Agreement between Philomath and Benton County.
5. The plan review area shall consist of areas outside the Urban Growth Boundary as shown on the map on page 10. The City of Philomath shall cooperate with Benton County regarding the plan review area by commenting on proposals for planning actions in this area, as specified in the Urban Fringe Manage Agreement between Philomath and Benton County. *(Policy no longer applicable. Map does not exist. 9/13/04 City Recorder)*

6. Land designated Residential outside the City and within the Urban Growth Boundary shall be zoned Urban Residential-5 acre minimum lots size (UR-5) so redevelopment at urban densities may occur more efficiently in the future. Where delayed annexations have occurred, City zoning shall apply.
7. The approval of urban development proposals within the urban fringe shall be based upon the availability of City services, contiguity to the City, and approval of delayed annexation.
8. The City of Philomath shall continue to use the delayed annexation procedure as a means of increasing the City's tax base.
9. When considering annexation requests, the City of Philomath should evaluate its ability to provide services to areas proposed for annexation.
10. When considering annexation requests, the City of Philomath shall notify Benton County (as specified in the Urban Fringe Management Agreement between Philomath and Benton County) in order to allow the Count to comment on the request.
11. The City of Philomath shall cooperate with Benton County regarding development standards for roads in the urban fringe, as specified in the Urban Fringe Management Agreement between Philomath and Benton County.

V. PUBLIC FACILITIES AND SERVICES

In order to accommodate future growth and development in Philomath, public facilities and services will need to be provided. Some of these facilities and services are the responsibility of the City; others, such as schools, postal service, electrical power, telephone service, natural gas, and garbage collection are the responsibilities of other public or private entities.

This plan element is intended to provide policy direction for the provision of public facilities and services by the City, as well as to encourage City cooperation with other providers of facilities and services.

General Policies

1. Public facilities should be designed with sufficient capacity to meet the City's future needs.
2. Public buildings should be designed and landscaped in order to enhance the areas in which they are located.
3. Long-term maintenance costs shall be considered when public facilities are being planned, designed, and constructed.
4. Public facilities and services (including sewage facilities) will be provided to residential areas concurrent with demand generated by industrial development.
5. Prior to or concurrent with the development of subdivisions or planned unit developments within the Urban Growth Boundary, provision for urban services shall be provided to the development site.
6. Public facilities that are to be installed shall meet the minimum standard established by the City or designated on the City's master facilities plan unless, otherwise exempted by the City, to provide for the cost effective installation of public facilities to benefit the City.
7. The City will consider financial mechanisms to provide for an equitable distribution for the improvement cost that benefits surrounding properties.
8. Public facilities shall be installed "to and through" developing property as appropriate so as to be readily available for adjacent development.
9. System Development Charges (SDCs) shall be updated regularly to assure that new development is paying a fair share of all existing or planned public facilities as legally allowed.

10. City facilities will not be extended to areas beyond the Philomath city limits, unless the State of Oregon declares a health hazard for that area or the Philomath electorate approves the utility extension.
11. A Capital Improvement Program is a planning document that integrates capital improvements from all funding sources into one comprehensive program.
12. The formation of private service districts within the planning area for water, sanitary sewer, and drainage systems as well as transportation facilities could create land management problems, unless their systems are built to City standards.
13. It is necessary that facilities be planned in advance of need so that water, sewer, drainage and transportation facilities can be provided for urbanization.
14. Developers shall be required to participate in providing the facilities to serve their projects as a condition of approval.
15. All developments shall comply with utility and facility plans intended to serve the area, including those identified in facility master plans and the adopted capital improvement plan.
16. The City shall consider the level of key facilities that can be provided when planning for various densities and types of urban land uses.
17. The City and County shall develop regulations and procedures, which will encourage the appropriate development of facilities within the urban growth boundary. The cost of which shall be borne by the benefiting properties.
18. Development within the Philomath Urban Growth Boundary shall be subsequent to or concurrent with the provision of an adequate level of public facilities and services.
19. The City shall prepare, adopt, and periodically update a long-term capital improvement plan for the entire planning period. This plan shall meet the requirements of statewide planning goals.
20. The City shall be the principal provider of sewer, water and public facilities and services within the Urban Growth Boundary.

(Policies 6-20 Added by Ord. #720 on 9/22/03.)

Sewage Disposal Policies

1. The analysis of Philomath's sewage collection system shall continue in order to further determine the nature and extent of infiltration problems and how they might be corrected.
2. City sewer facilities will not be extended beyond the Philomath Urban Growth Boundary except in cases of a health hazard as declared by the State of Oregon.
3. City sewer facilities will not be extended to areas beyond the Philomath City limits, unless a delayed annexation agreement is in effect for that area or a health hazard for that area is declared by the State of Oregon
4. The City of Philomath shall continue to upgrade its sewage collection system, including interceptor, collector, and lateral lines, in order to reduce inflow and infiltration and comply with the Environmental Quality Commission's policy on Sewage Works Planning and Construction.
(Amended by Ord. #720 on 9/22/03.)
5. The City of Philomath shall continue to require new development to help finance the construction of sewage disposal facilities through systems development fees, connection fees, and sewage user fees.
6. Prior to approval of a commitment of urban services to any development within the Urban Growth Boundary, an engineering analysis must demonstrate that the capacity of sewage treatment facilities is adequate or will be made adequate to accommodate the additional load anticipated as a result of the new development.
7. The City will periodically assess the design capacity of the stabilization ponds and evaluate options to expand the treatment process to meet on-going demands.
8. The City shall increase its efforts to improve the sewer collection system through the capital improvement program and development process.

(Previously numbered Policy 12 deleted and Policies 7-8 Added by Ord. #720 on 9/22/03.)

Water Supply Policies

1. The City of Philomath's primary water source shall be the Mary's River. Secondary water sources shall be the City's two wells.
2. In the event of a dam or dams are located on the Mary's River or any of its tributaries upstream from Philomath the City of Philomath shall investigate the feasibility of utilizing the reservoir as a source of water.

3. In order to provide and meet fire protection requirements in the southeastern part of the City, the present 8-inch water line from the reservoir should be supplement with an additional line of at least 16 inches in diameter.
4. City water facilities will not be extended beyond the Philomath Urban Growth Boundary except in cases of public health or safety hazard as declared by the State of Oregon.
5. The City will continue to negotiate to procure pre-1964 rights water rights on the Mary's River.
6. The City shall continue to work with the Mary's River Watershed Council, Benton County and other appropriate agencies toward maintaining and enhancing the water quality of the Mary's River, the principal municipal water source.
7. The City will continue to work towards looping the City's distribution lines to improve flows throughout the system.
8. The City shall take necessary steps to ensure that water supply sources are adequate for future community needs.
9. The City shall evaluate methods to improve the water supply sufficient to meet projected domestic and fire suppression demands in the event of the loss of the treatment plant for a period of two days.
10. The City shall require past industrial sites adjacent to or encompassing wetland areas, upon application for a development permit, to provide a statement of known potential hazards to water quality from past activities. In instances where past ownership cannot be identified or communicated with, developers should be required to make reasonable efforts to certify any hazards as required by law on the property to protect the water quality and surrounding wetlands from adverse impacts.

(Previously numbered Policy 17 deleted and Policies 5-10 Added by Ord. #720 on 9/22/03.)

Storm Drainage Policies

1. In conjunction with an development projects, a "green belt" should be reserved along Newton Creek and its tributaries in order to protect the channels and maintain their effectiveness in handling storm drainage.

2. The City of Philomath should periodically update its storm drainage study and plan which would include an analysis of the existing system and recommendations for improvements.
3. The City will evaluate options to acquire ownership or drainage easements along the Mary's River and Newton Creek and its tributaries to protect the riparian corridor and its function in improving water quality and handling storm drainage.
4. The City shall increase its efforts to improve the drainage system through the capital improvement program and development process.

(Previously numbered Policy 22 deleted and Policies 2-4 Added by Ord. #720 on 9/22/03.)

Parks and Recreation Policies

1. The City of Philomath shall coordinate its development of recreational facilities and programs with other governmental agencies (state, county, school district) to assure community needs are met and avoid duplication of effort.
2. The City of Philomath shall consider the needs of the elderly, the handicapped, and the low-income when developing recreational programs and facilities.
3. The City of Philomath shall utilize the Oregon State Comprehensive Outdoor Recreation Plan (SCORP) and the National Park and Recreation Association (NPRA) standards as guidelines for allocating park land in the future.
4. The types of recreation space which shall be provided to meet the City's recreation needs are community/district parks and neighborhood parks.
5. The City of Philomath shall continue to provide funds for park acquisition and development through the present City ordinance establishing an assessment for this purpose as a part of building permit fees.
6. Parks and recreation needs of residential areas in the urban fringe shall be analyzed during plan update.
7. The City of Philomath will consider the development of bicycle paths between city parks and between residential areas and parks.
8. The City of Philomath will continue to encourage the school district to allow the public to use its recreational facilities through the Community Services Program.

9. The City will continue to update and refine the City's 1998 Parks Master Plan to meet the on-going needs of the City for passive and active recreational needs.
10. The City will consider sponsoring recreation programs when fully supported by user fees.
11. The City will encourage and recognize volunteers to minimize the operating expenses associated with park maintenance.

(Previously numbered Policy 32 deleted and Policies 9-11 Added by Ord. #720 on 9/22/03.)

Police and Fire Protection Policies

1. When the need arises, the area immediately north of the present fire station will be considered as a location for a new police station.
2. Additional police and fire protection services will be provided as the need for these services increases and as funds are available to pay for them.

Library Policy

1. The City of Philomath shall continue to provide library service in accordance with the City's needs and ability to finance this service.

Schools Policy

1. The City of Philomath shall continue to cooperate with the school district in planning for, locating, or relocating schools in the City or urban fringe.

Solid Waste Policies

1. The City of Philomath shall continue to rely on the private sector for solid waste collection service.
2. The City of Philomath shall coordinate future planning for solid waste disposal with Benton County.

Postal Service Policy

1. The City of Philomath shall cooperate with the postal service in planning for expansion or relocation of post office facilities.

Other Utilities Policies

1. The City of Philomath shall continue to cooperate with the public and private companies supplying telephone service, electrical power, natural

gas, and cable in order to efficiently provide these services to City residents.

2. The City of Philomath shall encourage the underground placement of electricity, telephone, and cable lines when an opportunity arises due to street widening or other public works projects.

VI. TRANSPORTATION

A good transportation system is essential for transporting people and goods. The provision of many services also depends on a good transportation network. Streets and highways are probably the most important component of this network, although sidewalks and bikepaths are also important. More bikepaths and bike lanes may be needed in order to accommodate safe bicycling and to promote energy conservation.

Air service provide by the Corvallis Airport is adequate to meet most of Philomath's needs; however, a heliport for emergency medical use may be needed sometime in the future.

The Transportation element includes policies directed toward improving Philomath's transportation system. A Street Improvement Program, including specific proposals for street improvements, is included in the Data Base.

Transportation Policies

1. Industrial traffic generated by the industrial land east of 12th Street and north of the present city limits shall not be allowed to gain access onto 12th Street in order to protect residential areas along 12th Street from industrial traffic. Access to industrial land in this area shall be provided by a northern extension of 13th Street.
2. Arterial and collector street improvement projects shall include the upgrading of railroad crossing in order to alleviate hazardous conditions. All railroad crossings should remain open in order to maintain existing vehicular and pedestrian traffic patterns in the City.
3. Sidewalks shall be developed along streets in all new residential and commercial developments in the City.
4. The City of Philomath shall determine appropriate locations for future bike paths and bike lanes. Three appropriate locations may be the entire length of Applegate Street, Green Road/West Hills Road between Philomath and Corvallis, and along the Newton Creek drainageway.
5. The City of Philomath shall cooperate with the State Department of Transportation in improving Highway 20 in order for it to serve as a more efficient transportation corridor.
6. The City shall encourage the State to develop Highway 20/34 as a one-way couplet using College and Applegate Streets. *(Amended by Ord. #615, 6/14/93). (Amended by Ord. #720 on 9/22/03.)*

7. The City of Philomath shall continue to improve its existing street system as funding is available. The Street Improvement Program shall serve as a guide for implementing these improvement projects.
8. 1999 Philomath Transportation Systems Plan. The Philomath Transportation Systems Plan, attached hereto, marked Exhibit A, is by this reference incorporated into the Comprehensive Plan. *(Amended by Ord. 701, 5/13/02).*
9. The City shall continue to evaluate the concept of mixed-use zoning in an effort to reduce the reliance on the automobile as the primary source of transportation.
10. The transportation system shall be developed in a manner that contributes to community livability, recognizes and respects the characteristics of natural features, and minimizes the negative effects on abutting land uses.
11. The City shall provide for a culvert system conducive to fish passage in conjunction with street construction or reconstruction along those tributaries of Newton Creek having the potential to be fish bearing waters.
12. The transportation system shall be managed to reduce existing traffic congestion and facilitate the safe, efficient movement of people and commodities within the community.
13. The City shall encourage and consider the connectivity of pedestrian and bicycle ways in logical areas where roads are impractical.
14. The City shall develop and promote alternative transportation systems that will safely, economically and conveniently serve the needs of the residents.
15. The City shall continue to explore reasonable and logical methods for upgrading substandard streets to meet city specifications for paving and sidewalks.
16. Development proposals shall be reviewed to assure the continuity of sidewalks, trails, bicycle paths and pedestrian ways.
17. The transportation system shall reflect consistency with the Philomath Comprehensive Plan, land use designations, and regional and statewide transportation planning efforts.
18. ODOT should fund, maintain, and improve Highway 20/34, which include pedestrian crossings, to meet level of service standards contained in the Oregon Highway Plan. When specific construction plans are proposed, ODOT should prepare comprehensive roadway designs that recognize

urban usage for surface transportation modes, including facilities for pedestrians, bicycles, transit, drainage, curbs and gutters.

19. Access control plans shall be developed for major streets on which direct access from abutting properties impairs the safe operation of the street.
20. Access shall be gained from the lowest designated street, where property frontage on more than one street.
21. The City shall maintain the carrying capacity and viability of arterial and other major streets by developing, adopting and implementing access control standards that restrict and reduce curb cuts and other direct access points.
22. Emphasis should be placed on creating a grid or modified grid system that encourages dispersion of local traffic through a number of streets.
(Policies 9-22 Added by Ord. #720 on 9/22/03.)

Bicycle Policies

1. Bikeways shall be conveniently located, be adequately constructed, have minimal stops and obstructions, and have safe crossing on major streets.
2. Bikeways shall provide safe, efficient corridors that encourage bicycle use. Bicycle use of major streets shall be considered as improvements are made to major transportation corridors.
3. Acquisition of land and/or easements for bikeways and trails shall be evaluated along with the need of land for parks and open space.
4. All new collector and arterial streets shall be designed to accommodate bicycle facilities.
5. When economically feasible, bicycle facilities shall be physically separated from pedestrian facilities.
(Bicycle Policies Added by Ord. #720 on 9/22/03.)

Pedestrian Ways

1. The City shall require safe, convenient and direct pedestrian ways, and the maintenance thereof, within all areas of the community.
2. New development and redevelopment projects shall encourage rather than discourage pedestrian access by providing convenient, useful, and direct pedestrian access.

3. All paved streets shall have sidewalks constructed in conjunction with street improvement as appropriate to encourage pedestrian use.
4. Safe and convenient pedestrian facilities that minimize travel distance shall be provided by new development within and between new subdivisions, planned developments, shopping centers, industrial parks, residential areas, transit stops and neighborhood activity centers such as schools and parks.
5. Where minimizing travel distance has the potential for increasing pedestrian use, direct and dedicated pedestrian paths shall be provided by new development.
6. The City shall encourage timely installation of pedestrian facilities to ensure continuity and reduce hazards to pedestrians throughout the community.
7. New commercial development shall be oriented toward adjacent existing and planned sidewalk facilities to encourage pedestrian activity.

(Pedestrian Way Policies Added by Ord. #720 on 9/22/03.)

Transit Policies

1. All methods of public transportation, including rail and mass transit, should be considered in order to improve the livability of the community, to reduce pollution and traffic, and to reduce energy consumption.
2. The City shall cooperate with neighboring jurisdictions to provide a regional transportation system that facilitates convenient, energy efficient travel. This shall address the needs of persons who, for whatever reason, do not use private automobiles.
3. Arterial and collector street designs shall include evaluation for transit facilities such as bus stops, pullouts, shelters, optimum road design, and on-street parking restrictions as appropriate to facilitate transit service.
4. New or redeveloped residential, retail office, and other commercial, civic, recreation, and other institutional facilities at or near existing or planned transit stops shall provide preferential access to transit facilities.
5. The City as an alternative solution to parking and congestion problems shall investigate Park-and-Ride lots on the periphery of Philomath.

(Transit Policies Added by Ord. #720 on 9/22/03.)

VII. RESOURCES AND HAZARDS

This plan element includes policies covering a wide variety of resources and hazards which are addressed by LCDC Goal 5 (Open Spaces, Scenic, and Historic Areas, Natural Historic Resources), Goal 6 (Air, Water, and Land Resources Quality), and Goal 7 (Areas Subject to Natural Disasters and Hazards).

Open Space

1. As urbanization occurs along watercourses, some open space area should be maintained in order to minimize erosion potential, maintain water temperature and quality, etc., natural drainage channels, to allow for linear parks along these channels.
2. Park and recreation land shall be considered for dedication in relation to the Park Master Plan when urban development occurs as a means of preserving open space.
3. The City's Flood Hazard Overlay District (inside the City) and Benton County's Flood Plain Management Overlay District (outside the City and within the UGB) shall protect Land in the floodplain of the Mary's River and Newton Creek.
4. The City shall coordinate with the Oregon Department of Transportation on the use and development of the portion of the Corvallis-to-the-Sea Trail that is within the City and UGB.
5. Natural vegetation, particularly trees greater than six inches in diameter at four feet above ground, should be preserved to the maximum extent possible by limiting clearing to that which is necessary for structures, roads, and utilities.
6. Appropriate trails, creeks, and watercourses should be preserved via a Public zone designation, easements or other mechanisms to ensure their protection, connectivity, and possible utilization for multi-use recreation purposes.
7. The city will encourage notification to the community and adjacent property owners via personal mailings, local newspapers, or city newsletter of all development and area planned or zoned for public use.
8. All City owned property shall be reviewed for potential park or open space use before it is declared to be surplus.
9. The City shall continue efforts to enhance the Mary's River Park in recognition of its role in providing open space.

10. The City is recognized as a “Tree City USA” and shall encourage the preservation, replacement or planting of trees to maintain a sense of aesthetics and open space via the visual impacts from tree and their canopies.
11. The City shall evaluate and update its Sign Ordinance in order to minimize impacts and promote the sense of open space within the City.

Historic Resources

1. The City will maintain the Philomath Historic Resources Commission, and will support the Commission’s efforts to create community awareness of Philomath’s historic structures and sites. The City will investigate the feasibility of applying for approval as a Certified Local Government.
2. The City will establish a Philomath Register of Historic Resources. The City will develop the criteria required of an historic structure or site for placement on the Philomath Register of Historic Resources, using, as a guideline, the criteria required for placement in the National Register of Historic Places.
3. The City will encourage the owners of historic properties to apply for placement of those structure and sites on the Philomath Register of Historic Resources. The City shall also encourage the owners of eligible historic properties to apply for placement on the National Register of Historic Places.
4. The City will develop procedures and criteria for reviewing the proposed alteration or demolition of historic resources.
5. The City will apply for funding to conduct a survey of Philomath’s historic sites and structures.
6. The City will work with Benton County to identify and encourage the protection of important historic resources within the Philomath Urban Growth Boundary.
7. The City will encourage the owners of historic structures in areas zoned as commercial or office-residential to preserve those historic resources in a state as close to the original construction as possible, at the same time allowing the structures to be adapted and used in an economically viable manner.
8. The City will encourage the owners of properties in areas zoned as commercial or office-residential to follow the “Philomath Design Guidelines”, thereby maintaining the historic ambiance of the City’s downtown.

9. The City will encourage property owners who are planning new construction or new additions to older structures in Philomath's historic residential areas to design facades that are compatible with the surrounding neighborhood.
10. The City will remove significant public trees in historic areas of Philomath only when the trees endanger life or property, or prevent the installation of necessary infrastructure.
11. The City will identify incentives for preserving historic properties, including, but not limited to, financial incentives, preservation easements, and modified building codes or building permit fees. The City will support Oregon's Special Assessment for certain properties listed in the National Register of Historic Places that require restoration or rehabilitation, and shall educate local owners of historic properties about the Special Assessment.

Scenic Views

1. The City encourages Benton County to protect the Mount Union Cemetery from relocation and development that would encroach on the scenic views from the Cemetery.
2. The City shall evaluate and consider all areas above 300 feet Mean Sea Level in an effort to maintain and preserve existing viewsheds and viewpoints. All development where natural vistas may exist should take into consideration means to preserve these vistas through design and location of streets, parks or open space, and lot layout.
3. The City shall encourage and coordinate with Benton County, to maintain connectivity and public access between open areas within the City as well those open space and scenic view areas outside the UGB.

(Open Space, Historic Resources and Scenic Views Amended by Ord. #720 on 9/22/03.)

Air, Water, and Land Quality Policies

1. The impact of septic systems on groundwater shall be considered in areas outside the City which are not served by municipal water and sewer service.
2. All development in Philomath shall comply with applicable state and federal environmental quality standards.
3. Industrial development must comply with state and federal air and water quality standards.

4. The City recognizes that non-source point pollution has an adverse impact on water quality. The City will endeavor to minimize non-source point pollutants, educate the public on the incremental impacts from this pollution, and develop implementing strategies to reduce non-point source pollution where practical.
5. The City shall encourage the local solid waste hauler to facilitate information to educate the public on programs to reduce non-point source pollutants. Such educational programs will include information on how to dispose of hazardous and toxic chemicals, pet waste, soaps, paint for households as well as explaining what options exist for various commercial and industrial sectors.

(Policies 4-5 Added by Ord, #720 on 9/22/03.)

Aggregate Resource Policies

1. Identified aggregate resource sites shall be protected with industrial zoning against conflicting uses.
2. Aggregate resource sites which are depleted should be rehabilitated.
3. The mineral extraction site shown on the Goal 5 map and known as the Mid-Valley Gravel site (T12S-R5W, Section 6, Tax Lot 1202) shall be protected with the Industrial Plan and with a similar zoning designation.

Natural Hazards Policies

1. The City of Philomath shall continue to participate in the National Flood Insurance Program.
2. The City of Philomath shall regulate development in areas subject to periodic flooding through the Flood Hazard Overlay District.
3. Foundations for buildings located on expansive soils shall require special design considerations as specified in the Uniform Building Code.

Energy Conservation Policies

1. The City shall request assistance from the Oregon Department of Energy, when necessary, to evaluate the energy considerations of proposed development.
2. Common wall construction for single-family dwellings shall be allowed in residential zones as a means of retaining heat.

Goal 5 Resources

1. The Marys River shall be protected as important fish habitat by maintaining the natural stream channel, and by limiting the clearing of the riparian vegetation.
2. The City of Philomath recognizes natural resources as community assets providing environmental, educational, recreational and aesthetic values, while contributing to the City's long-term sustainable development.
3. The City of Philomath will meet state and federal requirements related to wetland-resource protection.
4. The City of Philomath will develop land use standards to protect and enhance water quality, wildlife habitat, flood storage, sediment and toxicant removal, and other wetland-functions and values.
5. The City of Philomath will protect significant wetlands through restrictions on grading, excavation, placement of fill, and most forms of vegetation removal.
6. The City of Philomath will minimize economic hardship on private property owners due to protection of significant wetland-resources by adopting procedures to consider hardship variances and claims of map error verified by the Division of State Lands, and reducing or removing restrictions for lots or parcels that have been rendered unbuildable from the adoption of new development requirements.
7. The City of Philomath will allow for multiple uses of wetlands to meet community, environmental, and human needs, while ensuring that functions and values of significant wetland-resources are maintained.

(Previously numbered Policies 22-24 Deleted and Policies 2-7 Added by Ord, #720 on 9/22/03.)

VIII. PLAN IMPLEMENTATION

The Comprehensive Plan is implemented in several ways. One of these ways is through the Zoning Ordinance, which carries out the intent of the Comprehensive Plan policies by specifying which uses are allowed in each zone, along with property development standards. The chart below shows which zones may be used to implement each Comprehensive Plan designation.

Zones*	Low-Density Residential	Medium-Density Residential	High-Density Residential	Commercial	Public Area	Light Industrial	Heavy Industrial	Industrial Park
R-1 Low Density Residential	X							
R-2 Medium-Density Residential		X						
R-3 High-Density Residential			X					
C-1 Downtown Commercial				X				
C-2 General Commercial				X				
O/R Office Residential				X				
Public					X			
LI Light Industrial						X		
HI Heavy Industrial							X	
IP Industrial Park								X
OVERLAY ZONES								
/FH Flood Hazard	X	X	X	X	X	X	X	X
/NR Natural Resources	X	X	X	X	X	X	X	X

(Table Amended by Adoption of new Zones in Development Code by Ord. #720 on 9/22/03.)

* Only City of Philomath zones are listed here. Benton County zones are applied to City Comprehensive Plan designations in the urban fringe.

Another way the plan is implemented is through the plan update process. For example, several plan policies state that the City will include new information in

the plan or reflect other changes which have taken place since the plan was adopted in order to keep pace with the City's changing needs and priorities. More specific information regarding the plan update process is included in the next chapter, "Plan Amendment and Update Procedures".

In some cases the Plan may be implemented through working with other agencies. Sever Plan policies state that the City will cooperate with local, state, or federal governmental responsibility. Subdivision regulations, which govern all land divisions activity in the City, also implement the Plan in some respects.

If the City decides to have a capital improvements program in the future, this would serve as a means of implementing many of the policies in the Public Facilities and Transportation the most part, worded generally, whereas a capital improvements program includes very specific strategies for the expansion and improvement of City facilities.

Plan Implementation Policies

1. Zones may be applied to Comprehensive Plan designations only as shown on the above chart.
2. During future plan updates, the City of Philomath shall evaluate its Plan implementation mechanisms and revise them if necessary.

IX. PLAN AMENDMENT AND UPDATE

There are three ways the Comprehensive Plan can be changed:

1. Comprehensive Plan map amendment initiated by a property owner or the City.

This type of amendment can be initiated by a property owner or the City at any time. The property owner must submit a filing fee and completed application form, and public hearings before the Planning Commission and the City Council, are required. In the case of map amendments initiated by either a property owner or the City, the criteria below must be address. The filing fee is \$100.

The criteria are:

- a. Demonstration that the proposed plan designation is more appropriate than the current plan designation, taking into consideration public needs, alternative locations, or changes in land use since the current designation was applied.
 - b. Adverse impacts on adjacent land will be minimal.
 - c. Services which will be required as a result of the amendment can be provided by the City.
 - d. Conformance with Plan policies.
 - e. Conformance with applicable statewide goals and, if an exception to the statewide goals is required, conformance with ORS 197.762 is required.
2. Comprehensive Plan text amendment initiated by the City.

A text amendment may be initiated by the Planning Commission or City Council at any time. A text amendment initiated by the City Council must be referred to the Planning Commission for a recommendation before the City Council can take action.

3. Plan update.

Plan updates will occur every five years. This process involves updating the Data Base to include new information that might be available and possible changes to the Plan map and text in order to reflect the City's changing needs.

Plan Amendment and Update Policies

1. The City of Philomath shall conduct a plan update every five years, beginning from the time the Plan is adopted.
2. All Comprehensive Plan map or text amendments will take place in accordance with the City's public hearing procedures.
3. The Planning Commission shall hold a public hearing on all proposed Comprehensive Plan amendments before making a recommendation to the City Council. Plan amendments initiated by the City Council shall first be referred to the Planning Commission for a public hearing and recommendation.